Development and Implementation Guidelines

Development and Implementation Guidelines for the Downtown San Leandro TOD Strategy are an integral element for achieving the goals of the Strategy. While the framework elements provide the overall pattern of development and linkages in the study area, design guidelines provide the specific requirements and recommendations that indicate the preferred direction that should be taken for development of individual parcels and specific areas of the public environment. These Guidelines are intended to be used simultaneously with the overall framework elements and to provide recommendations for General Plan policy and potential regulatory modifications (such as the Zoning Code) to ensure that development is transit supportive. Early and frequent consultation with City Planning staff is encouraged to promote clear understanding of project requirements and goals.

The Guidelines are focused on the character and quality of the public environment, with particular emphasis on streets and public spaces and the relationship between the sidewalk and ground level building frontages. The street system in San Leandro (in fact, in most cities) provides the majority of the city’s public space. It is the conduit through which most circulation passes, the place where a large amount of personal interaction occurs, a place of recreation, and the backdrop on which a memorable image of the city is created. While many people experience public parks and other open spaces occasionally, almost everyone experiences public streets daily. Creating a high quality street environment is of benefit to the vast majority of San Leandro citizens and visitors. Furthermore, the quality of the public environment is dependent upon two things: improvements within the public right-of-way, and the nature of improvements to private properties that abut public spaces. Thus, these Guidelines include requirements for both public and private decision-makers.

Because existing conditions vary widely from street to street and parcel to parcel, and new developments will vary depending on site conditions, financing and program, these guidelines must be tailored to the specific conditions of individual development areas. However, as a whole they provide guidance for the creation of a coordinated environment that is supportive of transit and transit-oriented development.
The Guidelines emphasize the quality of the street environment by focusing detail on the design of the street space – the area framed by building walls. Where it is appropriate to influence building design to achieve the goals for the public environment, specific requirements have been established. For the most part, however, building design should be allowed to be as flexible as possible, allowing buildings to provide variety within the consistency of the streetscape, and to encourage architectural innovation and change over time. The critical elements of architectural design that should be encouraged include massing and detailing that is appropriate to the human scale of the pedestrian environment, and sensitivity to the scale of existing downtown buildings.

**Guidelines Goals**

The Guidelines are intended to help create a pedestrian environment of streets and pathways that is:

- **INTERESTING** There are appealing things to see, touch, hear and smell that make one’s time in the area a positive experience and encourage return visits;

- **ATTRACTION** Buildings and landscaping create a beautiful setting in which people can walk, drive, shop, work, and live;

- **SAFE** A person feels comfortable and secure in the environment, whether alone or in a group, during the day, evening and night;

- **SUCCESSFUL** Walking becomes a primary means of local transportation, enhancing transit ridership and supporting a thriving neighborhood and retail climate.

An interesting, attractive, safe and successful pedestrian environment throughout the study area is the goal of the design guidelines.

The following Guidelines provide both broad and detailed objectives for achieving these goals.
Public Street Design
The general streetscape guidelines apply to the public streets located within the study area. These streets will support the TOD projects that occur in the area, and, therefore, will become the dominant street environment experienced by a majority of occupants and visitors of the area. The design elements of these guidelines should be implemented as a means of improving pedestrian circulation between downtown and the BART area, and of improving the overall appearance of the area, regardless of the presence or timing of private development.

Most of the streets in the study area are existing streets; very few new or reconfigured streets are proposed by this TOD Strategy. Implementation of these guidelines must take into account the cost and difficulty of disrupting existing conditions. The guidelines, therefore, are not rigid requirements. Adaptation of existing conditions should occur wherever possible rather than reconfiguring the streetscape entirely.

In particular, because of the expense involved with reconstructing existing storm drainage infrastructure, all improvements recommended by the guidelines assume that existing curbs and gutters are retained. Where bulbouts are recommended, it is assumed that study of existing gutter and drain configurations will be conducted, and that drainage will be accommodated by bulbout design.

Many elements of streetscape design should be consistent throughout the study area, while other elements may be more appropriate to particular street types. To assure this consistency, if private development constructs areas of the public environment the design must correspond with the goals and requirements of these guidelines.

Design details are most appropriately developed during the design phase of a project, when the program and overall requirements of the project are known. These Guidelines provide direction on the fundamental concepts that support the TOD Strategy, while leaving details to future designers. Therefore, only those design elements of specific importance to a particular condition are considered in these Guidelines.

Prototypical Intersection Design
This Strategy proposes several modifications to existing intersections, primarily to enhance the pedestrian realm. Improvements to specific intersections are conceptual in nature and will require further traffic and civil engineering studies prior to design and implementation.

Downtown Neighborhood Streets
As shown in Figures 17 and 18, intersections on Downtown Neighborhood Streets include features that emphasize pedestrian safety including:
- Highly visible crosswalks on all approaches.
Either ladder-style striping or distinctive pavement;
• Curb extensions with 15-foot maximum curb return that reduces crossing distance and slows turning traffic. Where curb extensions are installed, drainage improvements may be required to allow clear walkways. Alternatively, curb extensions can be built separate from the existing curb to continue drainage along the existing curb;
• Optional: use of stamped concrete to highlight / emphasize the intersection;
• Lighting to include both intersection safety lighting and pedestrian-scaled illumination of sidewalk;
• Stop bars are set five feet back from the crosswalk;
• Bicycle lanes, where designated, striped to the stop bar;
• Pedestrian countdown signals at most intersections to indicate how many seconds are available for pedestrians to cross and to signal motorists that they should anticipate and yield to pedestrians in the intersection;
• All improvements will be designed and constructed in compliance with the accessibility standards established by the Americans with Disabilities Act (ADA).

**Specific Intersection Designs**

**San Leandro Boulevard / Davis Street**
This intersection is located on a major access route to the BART station. Its present design facilitates automobile movement. While accommodating traffic remains an important function, several design features will improve
pedestrian accessibility and the pedestrian environment. These features, shown in Figure 19, include:

- High-visibility ladder-style crosswalks or high-contrasting paving material;
- Countdown pedestrian signals;
- Median noses on all approaches to provide a minimum 6-foot width and pedestrian push buttons;
- Curb return radii, currently approximately 30 feet, reduced to 15 to 20 feet in combination with curb extensions and on-street parking in the southbound direction;
- The addition of on-street parking spaces along southbound San Leandro Boulevard (approximately three to four spaces on the north leg);
- Consider the use of a shortened northbound left turn bay to increase the length of the raised landscaped median.

**East 14th Street / Davis Street**

This intersection is the central intersection within the downtown core area with direct access to the proposed BRT station at Washington Plaza. This intersection requires a balance between accommodating traffic, buses, and pedestrians. Design features, shown in Figure 20, include:

- High-visibility ladder-style crosswalks or high-contrasting paving material;
- Countdown pedestrian signals;
- Widened sidewalks as part of new development;
- Near-term north leg modifications to accommodate the increased traffic demand.
Development and Implementation Guidelines

associated with the closure of Hays Street:

- Southbound parking lane converted to a right turn lane to accommodate increased right turn demand and improve intersection level of service.
- Long-term north leg modifications include considering a feature that makes BRT effective:
  - Outside southbound through lane converted to a bus queue-jump lane for Bus Rapid Transit (BRT). BRT queue-jump requires special signal phasing. The queue-jump lane would receive a green indication ball prior to the vehicular through lanes allowing the bus to “jump” ahead of the through traffic;
  - Implementation of the queue-jump lane requires prohibiting southbound left turns so that the left-turn lane can be converted to a southbound through lane (only about 50 vehicles currently make the left turn during the peak hour). These left turns would be required to turn at the next downstream intersection (Estudillo Avenue). It is important to note that City staff is concerned that the shifting of these left turns to Estudillo Avenue may adversely affect traffic operations since the Estudillo Avenue left turn bay is relatively short. Implementation of this modification will require review by City and Caltrans.
- West leg improvements:
  - Eastbound right turn lane eliminated to provide width for dual left turn lanes;

**Pedestrian Enhancements**

- Reconstruct curb returns with smaller radii of about 15’-20’ (currently approximately 30’) in combination with curb extensions and on-street parking in southbound direction south of Davis Street (reducing southbound to two through lanes). Check turning radius of control vehicle.
- Convert southbound outside through lane (north of Davis) to a right turn lane.
- Provide high-visibility ladder-style crosswalks (or use high-contrast paving material).
- Countdown pedestrian signals.
- Enhance median noses to provide a minimum 6-feet width and pedestrian push buttons.

**North Leg East 14th Street**

**Short-term Modifications**

- Convert southbound parking lane to a right turn lane.

**Long-term Modifications**

- Convert outside (southbound) through lane to a bus queue-jump lane.
- Queue-jump requires a special signal phasing.
- Prohibit southbound left turns and convert/realign southbound left turn lane to a through lane (left turn volumes approximately 50 vehicles during peak hour).

**Pedestrian Enhancements**

**Short-term Modifications**

- Provide high-visibility ladder-style crosswalks (or use high-contrast paving material).
- Countdown pedestrian signals.
- Widen sidewalks as part of new development.
• With Hays converted to a one-way street in the northbound direction south of Davis Street, the westbound left turn bay at the intersection of Hays and Davis Streets is no longer required and the median can be widened adjacent to the travelway.

**BART Station Access**

One of the key elements of improving BART station access is enhancing pedestrian connections across San Leandro Boulevard. The *Central San Leandro / BART Area Revitalization Strategy* recommended a number of improvements to San Leandro Boulevard and the BART station area that would facilitate pedestrian movement and transit passenger access in this area. This Downtown San Leandro TOD Strategy acknowledges that many of those recommendations are appropriate and should be retained. Specific changes and new recommendations are described below and illustrated with annotation to the *BART Area Revitalization Strategy* diagram in Figure 21.

**Bus Transfer Center**

- Implement bus transfer center improvements;
- Implement new configuration for Kiss-and-Ride, shuttles, and taxis.

**San Leandro Boulevard**

- Reduce San Leandro Boulevard to two lanes in each direction and add on-street parking;
- Include Class II bicycle lanes;
- Install new raised, landscaped median.

Include an 11-foot left turn lane on northbound approach at the intersection of San Leandro Boulevard / West Estudillo Avenue;

- Provide on-street loading zone for Kiss-and-Ride along southbound San Leandro Boulevard between West Estudillo and West Juana Avenues;
- Desire to install a traffic signal at the intersection of San Leandro Boulevard / West Estudillo Avenue. This signal may be implemented in the long term and requires review by City and Caltrans to determine if its proximity to Davis Street would adversely affect traffic operations;
- Install pedestrian signal at the intersection of San Leandro Boulevard / West Joaquin Avenue;
- At the intersection of San Leandro Boulevard / West Joaquin Avenue, the northbound, bus-only left turn lane would have a green indication during normal left turn operations, turning to flashing yellow operation during the east-west pedestrian phase. East-west pedestrian crossing occurs only on the north side of the intersection.

**Pedestrian Enhancements**

- Install curb extensions on corners associated with on-street parking;
- Provide high-visibility ladder-style crosswalks or use high-contrasting paving material at all pedestrian crossings;
- Provide pedestrian refuge with pedestrian push buttons on noses of raised landscaped median;

- Provide pedestrian countdown signals at all intersections.

**BRT Stations & Bus Stops**

AC Transit publishes a comprehensive set of best practices and design guidelines (*Transit-Friendly Streets: Making Streets Work For Transit*). AC Transit’s best design practices are summarized in the following sections as being most appropriate for downtown San Leandro.

**Roadway Design to Accommodate Transit**

The streets within downtown San Leandro with existing and proposed transit routes must continue to accommodate transit vehicles. AC Transit’s fixed-route vehicles are typically a 40-foot coach or a 60-foot articulated bus. These vehicles can be 10.5 feet in width measured from mirror to mirror. Streets with transit routes should be designed with the following AC Transit best design practices:

- **Assure that travel lanes and curb radii on transit streets are wide enough for buses.**

  While the preferred lane width for transit vehicles is 12-feet, buses can safely operate within 11-foot wide travel lanes. This width should be the minimum width on streets with transit routes. The minimum curb return radius where buses are required to turn right should be 25 feet. This radius, while increasing pedestrian crossing distances, allows buses to safely negotiate turns without encroaching into opposing travel lanes or mounting curbs.

- **Assure that transit streets have adequate street composition to support buses.**
Figure 21: San Leandro Boulevard BART Station Area Improvements

This figure illustrates the BART station and AC Transit bus facility concept proposed in the Revitalization Strategy (see source, right), with recommended modifications to conform with the goals of this TOD Strategy.

source: “Central San Leandro / BART Area Revitalization Strategy,” “BART/AC Transit Station Renovation: Plaza Station Concept,” p. 18
Roadway pavements on transit streets need to be of sufficient strength to accommodate repetitive bus axle loads of up 24,700 pounds, the rear axle load of a large or articulated bus. Concrete pavement is desirable in these areas to avoid failure problems experienced with asphalt. Concrete bus pads are recommended for stops because they can withstand the repeated stops and starts of buses over time.

- **Assure that signal timing is supportive of bus operations.**

  With implementation of AC Transit’s Rapid Bus and possible Bus Rapid Transit on East 14th Street, traffic signals will include transit priority (transit signal priority allows buses to receive green lights at more traffic signals, reducing delay, which also benefits automobile travel on the main street). Traffic signal timing may also be used to synchronize signals to achieve a desired operating speed (25 to 30 mph) that balances traffic operations and pedestrian and bicycle safety.

- **Where determined to be feasible, implement queue jump lanes to move buses through congested intersections.**

  Queue jump lanes provide priority treatment for buses along arterial streets by allowing buses to bypass traffic queued at congested intersections. There are limited locations where bus queue jump lanes are feasible along the proposed East 14th Street BRT route. A queue jump lane is proposed as a possible long-term modification of southbound East 14th Street. This feature should be considered once BRT has been in operation for a period of time and traffic and bus operations can be observed. If the queue jump lane appears warranted, changes to the intersection may be evaluated at that time.

**BRT Station & Bus Stop Design**

- **Provide curbside bus stops, avoid bus pullouts (turnouts), and install bus bulbs where they would facilitate bus operation and pedestrian movement.**

  Existing bus stops in downtown San Leandro are curbside, meaning they are located against the curb, where buses stop either in the travel lane or in a parking lane. The existing bus stop locations should generally be retained or modified per the guidelines presented below.

  - **Site bus stops in the best operational locations, usually on the far side of an intersection.**

    In general, a far side bus stop is preferred to improve sight distance and to minimize conflict between buses and right turning vehicles traveling in the same direction, minimizes sight distance problems on approaches to the intersection, encourage pedestrians to cross behind the bus, minimize area needed for curbside bus zone, and allow buses to more easily re-enter the traffic stream.

  - **Site bus stops where passengers feel secure.**

    Passenger security is one of the primary issues associated with the design of bus stops. Most importantly, encourage land uses around bus stops that generate day and night activity and places eyes on the street. Ensure bus stop is illuminated, and that adjacent shrubbery or walls are low so passengers can view over and behind them. Ensure clear visibility of, through, and around the bus stop for both passenger surveillance of environment and for police surveillance. Ensure that the pedestrian circulation routes through bus stops and waiting areas are not blocked from view by walls or other structures—avoid placing stops by edges and corners of walls that create blind spots. If possible, provide a public telephone, or place bus stop in view of a public telephone. Provide secure bicycle parking and ensure proper clearances are maintained when bicycles are parked. Provide multiple exits for bus shelters.

  - **Make bus stops long enough for the buses that will use them.**

    AC Transit’s basic recommended minimum bus stop length is 80 feet. On a stop located on the far side of an intersection, this length allows a minimum 5-feet of bus clearance from the crosswalk for pedestrian safety, a 60-foot stopping space for an articulated bus, and a 15-foot “take off” space for bus to leave the stop. Near side stops require slightly more space including a 15-foot approach space, a 65-foot stopping space, and a 10-foot clearance from crosswalk, for a total length of 90 feet.

  - **Assure that sidewalks are wide enough and clear enough for bus stops and provide an ADA compliant bus boarding/alighting area.**

    The requirements of the boarding areas
are based on the needs of wheelchair lifts on AC Transit buses. These requirements are established by ADA regulations. AC Transit provides explicit guidance on bus stop clearance dimensions. The street cross-sections (see Guidelines section below) show prototypical sidewalk widths for various types of streets in downtown San Leandro, but may be widened at bus stops to accommodate required clearances and bus stop amenities while maintaining appropriate pedestrian clear throughways.

- **Provide BRT stations and bus stops with appropriate amenities.**

  The design of waiting areas and provision of amenities that enhance security and comfort plays a significant role in a person’s decision to use transit. At a minimum, stations and stops should provide a pole with flag and route information, a bench, and a trash receptacle. Higher activity stations and stops should include other amenities such as shelters, leaning poles, seating, transit maps, location maps, BART connection information, and real-time schedule updates. These high activity stations would benefit from the implementation of real-time electronic schedule information similar to the system AC Transit has implemented on its San Pablo Avenue Rapid Transit Corridor. Stations and stops should be part of the urban design of the street, and adjacent new development should be required to work with AC Transit to ensure the bus stop is integrated into the design of the site and its street frontage.

**Sidewalk Configuration**

The following streetscape design guidelines are concerned mostly with the sidewalk, defined here as the area between the curb and the building wall. The sidewalk may be contained completely within the public right-of-way or may cross into the parcel. The sidewalk is composed of three parts:

- **Curb Zone** This contains the elements that separate the sidewalk from the street and provide the necessary infrastructure to support pedestrian and motorist activity, including lighting, signage, furnishings, trees, and other vertical elements, as well as bulbouts;

- **Pedestrian Circulation Zone** This area is where pedestrian circulation occurs, and must be kept clear of obstruction; specific widths are listed in the guidelines for each street type (see below);

- **Building Zone** This area is immediately adjacent to the building wall; depending on the width of the overall sidewalk, the building area may contain amenities such as seating, merchandise displays, planting or architectural elements of the building, as long as these do not interfere with pedestrian movement.

**Bulbouts**

Sidewalk extensions, or “bulbouts,” should be provided at all appropriate intersections to improve pedestrian safety at street crossings, increase transit efficiency and ridership, and provide space for pedestrian amenities. Drainage systems, transit turning requirements,
parking lanes and right-of-way restrictions must be taken into account when determining appropriate locations for bulbouts.

Three types of bulbouts should be considered:

- **Corner Bulbouts** These extend into the street the distance of adjacent parking spaces, whether parallel or angled. They provide easier and safer street crossings for pedestrians by shortening the total street crossing distance. This is particularly important at unsignalized and wide (multi-lane) intersections. At signalized intersections, bulbouts have an added benefit of allowing slightly shorter signal cycle timing, thereby potentially improving traffic flow.

- **Transit Bulbouts** These are similar in function to typical corner bulbouts, but are longer to allow boarding and alighting from front and rear doors of buses, and placement of transit shelters and other furnishings that enhance the experience of transit riders.

- **Mid-block Bulbouts** These provide added sidewalk space for seating, planting, outdoor dining, furnishings and other amenities. They also provide opportunities for mid-block street crossings where appropriate. Their length depends on location. Mid-block bulbouts can often replace on-street parking spaces where sufficient substitute parking spaces can be provided.

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**Planting**

Street trees should be provided on all streets. They should be planted in the curb zone unless the width of the sidewalk and/or right-of-way prevents planting in that area. In such narrow areas, the City should require street tree planting within the front setback of private parcels if possible.

Tree species should be appropriate for an urban environment, with the following criteria:

- Drought tolerance;
- Ease of maintenance;
- Non-invasive roots;
- High canopy in retail areas to allow storefront visibility;
- Provision of shade;
- High water table tolerance.

Shrub and groundcover planting in planting strips should follow the criteria above for street trees. Planting in planting strips must not exceed 24” in height and must be contained within the confines of the planting strip area. Means of crossing planting strips for motorists parked adjacent to the strips must be provided.

Retain distinctive, mature specimen trees wherever possible to take advantage of their size and historical significance.

**Paving**

Concrete should be considered for all sidewalks, including the extension of public sidewalks within the setback area of a parcel.
Development and Implementation Guidelines

Since matching of colors and patterns can be difficult when future maintenance or repairs are conducted, special coloring, stamp patterns and special scoring patterns should be avoided.

Special paving, such as unit pavers or patterned or textured concrete may be used at special plaza areas as well as within corner bulbouts to differentiate them from the sidewalk and highlight their pedestrian refuge function at intersections.

**Lighting**

Appropriate lighting creates an appealing and safe nighttime environment while meeting functional needs for vehicular and pedestrian circulation. Lighting design must follow these criteria for all areas:

- Roadway illumination levels must be provided that are suitable for safe vehicle operation at the design speed of the street;
- Consideration should be given to the use of luminaires that provide white light, rather than yellow light. White light renders colors of people and objects more naturally and attractively than other light. If the operational costs of using white light luminaires is greater than that of other lighting, strategic placement in retail and other high-volume pedestrian areas will improve the nighttime environment by making the street feel more secure and attractive;
- In the daytime, poles and fixtures must be attractive and complement the character of the street and building environment;
- A visible light source can provide a strong rhythm of lights for a street and unify the nighttime streetscape environment. Shielding or directionality should be provided to avoid glare into adjacent buildings and to preserve dark sky goals and requirements.

**Street Furnishings**

Street furnishings include all of the various elements that typically are placed along sidewalks for the use and comfort of pedestrians and for the functioning of utilities and services. Street furnishings include:

- Seating;
- Trash receptacles;
- Newspaper racks;
- Bicycle racks;
- Tree grates;
- Tree guards;
- Bollards;
- Planters;
- Kiosks and flower stands;
- Signage and wayfinding elements;
- Transit shelters;
- Parking meters;
- Utility and service devices (e.g., traffic signal controls, mail boxes, fire hydrants, etc.).

The following design criteria should be applied to the selection of furnishings:

- A design expression that is appropriate to the street and place, with consideration for the historic and contemporary character that

Special paving of public sidewalks should be avoided: it is difficult to maintain and repair with matching effects.

This historical light fixture and pole assembly has been approved as a city standard for use on East 14th Street in the downtown area.
exists side-by-side throughout most of the study area;
• A coordinated design expression between all or most furnishing elements to provide unity and continuity;
• Design that is user-friendly, but does not encourage loitering or, in the case of seating, reclining;
• Ready availability from established manufacturers to avoid expensive custom fabrication and assure ease of replacement;
• Durability and ease of maintenance;
• Recycled content;
• Utility and service devices should be painted and/or designed to match other furnishing items.

**Trash Receptacles**
Trash receptacles should be located at all street corners in areas of increased pedestrian circulation. In areas of lesser pedestrian activity, two trash receptacles should be placed at diagonally opposite corners of each intersection.

**Bicycle Racks**
In the downtown retail core, two to three racks should be placed on each side of the street in each block. Racks must be placed in the curb area and not obstruct the sidewalk when bicycles are locked to them. Bicycle rack use should be monitored, and the location, quantity and type of bicycle racks adjusted where warranted. This process should involve the local bicycling community.

**Tree Grates & Guards**
All new or transplanted trees located in paved pedestrian areas must have tree grates that increase the usable sidewalk area and protect the tree’s roots. Grates must meet ADA accessibility standards. City standards require 4 feet x 4 feet minimum dimensions, and prefer 5 feet x 5 feet if space allows.

Tree guards must be installed where appropriate to support and protect trees against vandalism and other damage. The design must be strong and durable, and appropriately sized to avoid damage to the tree as it reaches maturity.

**Transit Shelters**
Transit shelters provide several benefits to the streetscape, including improving the experience of transit riders, adding an attractive element to the streetscape and providing useful information, wayfinding and revenue features. The following features should be included in the design of transit shelters:
• Compatible with the character of the street and surrounding built environment;
• Provide shelter from wind and rain;
• Seating;
• Transparent to allow users to feel safe;
• Constructed and sited to minimize visual obstruction of adjacent businesses.

Shelters can be custom designed or stock products. Coordination must be made with AC Transit on design requirements and location.
Signage & Wayfinding

A current challenge within the study area is making clear that the linkage between the downtown core and the BART station is close and easy. Although streetscape improvements such as those on West Estudillo Avenue have been made to facilitate pedestrian connections, there is no coherent or clear system of signage to direct pedestrians, bicyclists or motorists to area destinations. A coordinated signage program is needed to ensure that information is available to direct people to the location of the many future amenities available to them.

The signage system should achieve the following objectives:

- Direct pedestrians, bicyclists and motorists to major area destinations, especially the downtown core and the BART station;
- Promote transit use by indicating the location of transit stops and facilities and system routing;
- Facilitate traffic flow by directing drivers to destinations such as roadways and parking;
- Contribute to the identity and character of the downtown as a whole through coordinated design with street furnishings and planting;
- Avoid visual clutter through the creation of efficient and clear signage that does not require a large amount of repetition. Consolidate information on a single pole, whenever feasible.

Wayfinding Signs

Signs that direct and inform pedestrians, bicyclists and motorists should be consistent throughout the study area, regardless of the street type or land use. Typography, graphics, form, illumination and mounting should be compatible with the design of area street furnishings.

The design should be appropriately scaled to the various modes and speeds of travel. In coordination with BART and AC Transit, this signage should be incorporated into the BART station and bus shelters.

Banners

Banners can enliven the environment and provide important information. However, to avoid visual clutter, they should be limited to East 14th Street, Davis Street and San Leandro Boulevard between San Leandro Creek and Williams Street. Mounting arms should be integral to the design of street light poles in these areas.

Wayfinding should use high-quality graphics to orient pedestrians and provide directions to key destinations.

Even minor signage can contribute to a sense of place, identity and overall quality of the built environment.
Buildings & Parcels
Building and Parcel guidelines apply to new building and site improvements. Major renovations and buildings undergoing facade improvements should comply as much as possible with the intent of these guidelines. These guidelines pertain to development facing public streets and pathways that follow the street right-of-way grid.

Green Building
A critical component of all new development in San Leandro will be adherence to the City’s goals for “green” or sustainable design. Green building and sustainable landscape design, and construction techniques have become increasingly widespread in California and the nation. Many homeowners, businesses and building professionals voluntarily seek to incorporate these standards into their projects. The standards benefit residents and communities by improving construction quality, increasing building durability, and reducing utility, maintenance, water and energy costs. The buildings are healthier and their occupants enjoy enhanced comfort and livability, while improving water and energy efficiency.

In February 2006, the City adopted green building standards for both commercial and residential green building and sustainable landscaping. The City resolved to promote the use by developers of national and regional green building guidelines. The standards referenced in the resolution were the US Green Building Council rating system for commercial developments, LEED™, and the StopWaste.Org (Green Building in Alameda County) residential Green Points rating system, which are now managed by the non-profit organization Build It Green. The residential Green Points guidelines are established for new home construction, remodeling and multi-family residential development. Build it Green also administers the Green Point Rated program, where private developments can apply for a certification for their projects that achieve a minimum number of Green Points.

The City will be seeking partnerships with developers and homeowners looking to build within the downtown to use the green building standards it has adopted. The City has a green building coordinator who is able to provide technical assistance as well as help applicants achieve green building certification for both commercial and residential projects. The City also plans to achieve minimum green certification ratings for its own municipal projects.

For developments within the TOD area, the City intends to carry out the following actions to encourage green building. Note that in the list below, “green building certification” refers to achieving a minimum certification level in either the Green Points or the LEED™ rating system.

- Consider establishing mandatory minimum green building certification for all projects within the TOD area;
• Study financial and other incentives for projects that achieve a green building certification. Incentives may include a density bonus, fee waivers or discounts, or technical assistance in achieving certification;
• Explore funding or grant opportunities to support green building certification;
• Target education in green building techniques for residents and developers within the Downtown district.

**Building Siting & Use**

Building siting should result in a pedestrian environment that is:

• **Well-Defined** A streetwall of building facades and landscape creates a three dimensional, public streetscape space.

• **Unambiguous** The boundaries of the public space clearly separate public and private environments.

• **Generally Uniform** The streetwall does not have large gaps that create discontinuities; where gaps occur, the space they contain is part of the public environment.

**Objectives**

Buildings should not be sited deeper into the parcel than the front setback line. Maximum and minimum front setbacks have been established to create a defined streetwall condition. Where plazas or similar spaces are desired, maximum front setbacks may be altered.

Where side yard setbacks occur, landscape elements such as a wall or fence should be constructed parallel to and aligned with the primary building facade.

The primary building facade should be parallel to the primary street and sidewalk.

The more active uses of a building should be sited adjacent to public spaces such as streets, walks and open spaces. Such uses include retail showrooms, dining rooms, lobbies, commercial kitchens, etc. Facades fronting on these public spaces should be lined with windows and doors to maximize the visual connection between the indoor and outdoor public uses (see Building Design, below).

Structured parking should be located behind, or “wrapped” by street-fronting uses wherever possible.

**Site & Building Access**

Entries to buildings should be located to concentrate pedestrian activity on the public streets. Vehicular access to parcels should be located to minimize conflicts on sidewalks between pedestrians and vehicles.

**Objectives**

The main building entry should face the primary street on which the building is located.

Lobbies for residential buildings and the residential component of mixed-use buildings should be accessible from the primary fronting streets. These entries should be clearly defined.
and distinct from other uses of the building.

All building uses, including upper floor uses, should have direct pedestrian access from the primary facing street. Secondary pedestrian access may be gained from rear, side or interior areas of the parcel.

On-site surface parking is not allowed in areas of the parcel facing a public street. On-site parking should be provided behind, below or within the building.

No more than one curb cut should be provided per lot or project located on aggregated lots. For projects facing primary pedestrian circulation streets, secondary streets are the preferred location for driveways.

Parking and service access should occur from side streets rather than primary streets wherever possible. Service areas should not be visible from the primary streets, and should be screened from view from side streets and adjacent properties.

Driveways should be located 50 feet or more from intersections. Driveway widths should be no more than 20 feet.

Adjoining properties should share driveway access to on-site parking or service facilities to minimize vehicular impact on pedestrians.

Parking garage entries and driveways should not face T-intersections directly.

Loading areas should occupy no more than 20 feet of building frontage. Side streets and rear lot areas are preferred locations for loading areas. Where loading or other service is not possible from side streets or rear lot areas, commercial parking zones should be established at reasonable locations on the primary street.

**Building Massing & Height**

Buildings must be scaled to be supportive of pedestrian activity and sensitive to adjacent neighborhoods.

**Objectives**

All buildings, especially those with a frontage greater than 40 feet, should incorporate design elements that reduce the scale of the building and relate to the smaller scale of development typical of existing conditions in the downtown area.

Provide a minimum 12 foot high ground floor for multi-story buildings to provide adequate space for commercial uses and to create a scale that is more appropriate for a pedestrian environment.

On corner lot locations the architectural treatment of primary facades should continue around the corner to secondary facades. Building corners may be articulated with tower elements, primary entries, plazas, etc.

Building height and massing should be reduced on secondary streets where a transition to
smaller scale uses, buildings or neighborhoods is required, and to avoid shadowing that prevents adequate solar access to adjacent buildings or parcels.

Where allowable building height makes a transition, provide stepbacks in order to avoid dramatic changes in height between parcels or across streets. Where the transition between allowable height occurs across parcel lines, sufficient stepbacks must be provided on taller structures to avoid shadowing and blocking of solar access. Where allowable heights differ across a street, taller structures should incorporate a stepback that corresponds with the lower allowable maximum height across the street.

Root design should be integral to overall building design. Roofs should provide an eave, rake or cornice that terminates the design composition of the facade.

Rooftop mechanical equipment should be screened by the roof or parapet.

**Building Design**

The most important component of building design for this Strategy is the interface between architecture and the public environment. In general, this interface occurs at the facade and in the functions that occur in rooms facing the street. Internal building functions are not treated by these guidelines unless they have pertinence to the public environment. A more detailed study of architectural guidelines for commercial retail buildings is being prepared independently of this Strategy.

**Windows & Doors**

Facades facing streets, pathways and public spaces should have large areas of transparent windows and doors that provide ample opportunities for “eyes on the street.” Pedestrians feel safer and the street is more interesting if there is visible evidence of activity or occupancy within adjacent buildings, while retail cannot thrive without visibility.

Clear or lightly tinted glass should be used to allow maximum transparency between inside and outside of a building. Uses that require privacy (such as residential or certain commercial uses) should consider placing more publicly-oriented or less-sensitive uses adjacent to windows facing active public areas. Shading devices, low-emissivity glazing and other measures that limit glare while allowing transparency should be used rather than using heavily tinted or opaque glass.

Retail uses (including restaurants, cafes and shops) should provide window walls or expanses of doors that open to the street to provide indoor/outdoor dining or shopping opportunities.

Structured parking facades should be compatible in design with adjacent buildings. Openings should be designed as typical fenestration, including sills, jambs, headers, etc.
motorists, cyclists and neighbors, as well as reduce light pollution.

Building operations elements such as garbage receptacles, utility meters and mechanical equipment should be contained within the building envelope, screened from public view or installed below ground.

**Materials & Craftsmanship**

Materials and craftsmanship are important elements that convey quality, longevity, commitment and pride. Since a variety of materials and styles exist in the study area today, specific materials are not required by this Strategy. However, durable materials that are well manufactured and well constructed should be used on all public-facing facades, if not throughout the building.

Reflective materials, such as mirrored glass, highly polished stone or tile, and large planes of light-colored surfaces, should be avoided to prevent discomfort and glare for pedestrians and neighboring uses.

**Signage**

Building identification and user signage should be compatible with the design and scale of the building.

Signs should be of a scale and design targeted primarily for pedestrians, while being legible to motorists. Address signage should be clearly visible for emergency responders.

Signs should not obscure architectural features such as columns, transoms, arches, etc.

Signage for ground floor tenants should not extend above the first floor.

Signage for multiple users of a single building or complex should be unified in design and placement.

A more detailed signage study for commercial retail buildings is being prepared independently of this Strategy.

**Lighting**

Entries should be adequately lit for security. Ornamental, accent and flood lighting should not create glare or be cast into neighboring parcels, thus helping to achieve dark sky goals.

**Parcel Landscape Design**

Like Building Design, landscape design is pertinent to this Strategy in those areas where it intersects with the public environment. In such areas the landscape must be designed to contribute to and be compatible with the public environment.

**Objectives**

Where areas of private parcels are publicly accessible, such as setbacks or plazas, they must be designed to accommodate the public. The landscape design must contribute to the public realm and not create a physical or symbolic barrier to access. The character of the space should be appropriate for the use or uses of the
building, and the landscape design should be appropriate for the building design.

Where fencing or landscape walls are required or desirable, high quality materials and finishes that are compatible with the building design should be used. Chain link and razor wire fencing facing or visible from publicly accessible areas is not allowed.

Private parcel landscape material must not interfere with use of adjacent public space, obscure entries or create security issues.

Accent trees should be planted within setback areas if space allows, but should not interfere with or compete in size or form with street trees.

Landscape shall not obscure sight line or entries for security.
Street Type Guidelines

There are four types of streets in the study area where new transit-oriented development is likely to occur, identifiable by a combination of character, land use and function. The guidelines that follow establish or reinforce the character of these streets, and seek to create consistent and distinct public space for each type. The street types are as follows:

Commercial Main Street

Commercial Main Streets are found in the heart of the downtown retail core. The goal of this Strategy is to support transit movement on these streets, especially future BRT, and improve the street environment for pedestrians from narrow existing conditions. Commercial Main Streets generally will be lined with mixed-use structures containing ground floor retail with office and/or residential uses on upper floors. They are defined by a solid streetwall that is built to the edge of the sidewalk. Within the TOD Strategy area, the following street segments are of this type:

- East 14th Street between Dutton Avenue and Thornton Street;
- Washington Avenue between West Estudillo and West Juana Avenues;
- West Juana Avenue between Hays and East 14th Streets;
- Davis Street east of Hays Street.

A special condition of the Commercial Main Street is located on East 14th Street between Davis Street and Toler Avenue. The goals and

Figure 22: Commercial Main Street Section, Typical Condition

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Figure 23: Commercial Main Street Section, Special Condition

Development and Implementation Guidelines
purpose of this segment match those of typical Commercial Main Street areas. However, the configuration of the west side of the street differs from the east side in order to create a strong, wide, clear link between downtown and the Civic Center. Specific requirements for this condition are noted as “Special Condition” below (Figure 23).

Given its status as the retail “Main Street” of San Leandro, consideration should be given to renaming East 14th Street in a manner more evocative of the street’s role, character and history.

**Design Goals**
The goals for this street type are as follows:

- Promote pedestrian activity in the retail core;
- Support new and existing retail;
- Support BRT and other transit with improved pedestrian circulation to and from transit stops;
- Create a distinct identity for the retail core.

**Policy Requirements**
The following features and elements are common to Commercial Main Streets.

**Roadway Configuration**

- No proposed changes to existing right-of-way width (varies 67 feet to 90 feet) or curb-to-curb width (varies 48 feet to 67 feet);
- Corner bulbouts, with on-street parking, should be provided where possible at intersections in order to reduce pedestrian conflicts with primary pedestrian areas.

- Corners, especially at prominent intersection, can receive special architectural treatment to create downtown landmarks and identity features.

- Awnings or canopies over ground floor retail provide protection for pedestrians and distinguish the commercial zone of the building from the residential.

- Residential living spaces and balconies engage the street and provide “eyes on the street.”

- Ground floor retail and community spaces bring pedestrian activity to the sidewalk. Ground floor uses should have large areas of transparency - shop windows, doors or open facades that allow visibility in and activity to spill out onto the sidewalk.

- Individual shop entries provide a greater level of activity to the street and articulate the ground level building facade.

- Trees and street lights placed at regular intervals provide uniformity and order for the streetscape, allowing building architecture to create variety.

- Common entry lobbies for upper floor uses allow more uninterrupted retail frontage. Lobbies facing the primary street frontage provide activity to the street during daytime and evening hours.

- 15’ setback from the curb provides space for increased pedestrian activity and streetscape amenity, while ensuring a strong streetwall for a sense of enclosure for the street.
crossing distances and slow traffic at intersections;
• Parallel parking on one side of the street (alternating sides) between Davis Street and Parrott Street, as existing.

**Sidewalk Configuration**

- Provide a 15’ minimum sidewalk fronting all new development to provide a wider sidewalk from current conditions, allowing pedestrians greater separation from traffic traveling along these streets. This sidewalk should generally be subdivided into the following three zones:
  - 6’ minimum unobstructed pedestrian circulation zone, located between the curb zone and the building zone;
  - 4’ zone from inside face of curb (curb zone), containing street furnishings and street trees;
  - A zone adjacent to the face of the building (building zone) that can be used for temporary installations, such as cafe seating and merchandise displays, but may not interfere with the unobstructed pedestrian circulation zone;
- The 15’ sidewalk should wrap around the building at corner conditions and continue for the length of the parcel;
- Adjacent to BRT stations, an additional setback for a mini-plaza should be provided; 10’ minimum, 30’ maximum;
- Special Condition: provide a 25’ sidewalk on the west side of East 14th Street between Davis Street and Toler Avenue:
  - 6’ minimum unobstructed pedestrian circulation zone, located between the curb zone and the building zone;
  - 14’ curb zone containing street furnishings, street trees and other plantings, merchandise displays, public art, etc.; areas within this zone could be paved with special paving to allow for pedestrian or commercial activities;
  - 5’ building zone that can be used for temporary installations, such as cafe seating and merchandise displays, but may not interfere with the unobstructed circulation zone.

**Planting**

- Street trees in pavement areas should be planted in wells and provided with grates and guards;
- Street trees should be provided on all Commercial Main Streets:
  - Refer to City standards for species choice for East 14th Street trees;
- Special Condition: street trees should match those in the Civic Center area in order to enhance the visual connection between the Civic Center and the downtown core.

**Lighting**

- The City recently adopted a new lantern on West Estudillo Avenue. This is an appropriate pedestrian-scaled fixture for use in all Commercial Main Streets.

**Building Massing and Height**

- Upper floors of buildings may extend to the right-of-way. Provide 12’ minimum clear height at the overhang. If columns
Setbacks provide buffering and transition to high density (top) and lower density (above) residential.

are required to support the overhang, they may not protrude into the unobstructed pedestrian circulation zone;
• The ground floor of buildings should be located at sidewalk level;
• Special Condition: upper floor overhangs may not exceed 6’ extension into the pedestrian circulation zone on the west side of the street. East side conditions are the same as for typical conditions of this street type as described above.

**Downtown Neighborhood Streets**

Downtown Neighborhood Streets link the two hubs of the study area – the downtown core and the BART station – and connect the study area with surrounding neighborhoods. New development will include residential mixed-use structures that may have retail or office uses at the ground level facing the sidewalk. Retail uses such as restaurants, cafes, and shops that promote pedestrian gathering (bookstores, galleries, small theatres, etc.) will bring additional life to these street environments. The primary function of these streets is to promote pedestrian connections, especially between the downtown core and the BRT system and BART, by creating an enjoyable, interesting and safe environment in which to walk. Streets in this category include, in whole or in part, the following:

• Callan Avenue
• Estudillo Avenue
• Joaquin Avenue
• Juana Avenue
• Parrott Street
• Dolores Avenue
• Thornton Street
• Maud Avenue
• Williams Street
• Elsie Avenue
• Alvarado Street
• Martinez Street
• Carpenter Street
• Clarke Street
• Hays Street
• Washington Avenue
Development and Implementation Guidelines

Design Goals
The goals for this street type are as follows:

• Promote pedestrian circulation between the downtown retail core and BRT stations and the BART station;
• Provide an attractive street environment for people who live and work on and use the streets;
• Create a distinct identity for these neighborhoods;
• Provide adequate lighting for security;
• Allow for local bus service.

Policy Requirements
The following features and elements are common to Downtown Neighborhood Streets. Since right-of-way dimensions vary from street to street, the capacity of existing conditions to accommodate these requirements must be determined for each street.

Roadway Configuration
• No proposed changes to existing right-of-way width (varies 60 feet to 80 feet) or curb-to-curb width (varies 36 feet to 58 feet);
• Provide Class II or III bike facilities: Hays Street, Clarke Street, and Parrott Street;
• Provide a parking lane on both sides of the street:
  o Angled parking (45 degree) on west side of Hayes Street and parallel parking on the east side;
  o Parallel parking on both sides of Clarke Street, Joaquin Avenue, and Washington Avenue;
  o Angled parking (45 degree) on one side and parallel parking on the other side of Estudillo Avenue and Parrott Street;
  o Angled parking (60 degree) on one side and parallel parking on the other side of Juana Avenue.

Sidewalk Configuration
Provide a buffer between pedestrians on the sidewalk and the travel lanes of the street.

• Provide a planting strip or tree wells in the curb zone;
• 6’ minimum, 10’ optimal concrete sidewalk:
  o Maintain 6’ unobstructed pedestrian circulation zone clearance;
  o The inside face of the sidewalk should be located at the property line.

Alternative Roadway Configuration
On streets with adequate right-of-way width, an alternative roadway configuration could be developed. This configuration retains the sidewalk characteristics described above, but adds a planted median in the roadway. Four streets have a right-of-way width that may be suitable for this approach: West Estudillo Avenue, West Juana Avenue, Parrott Street and
Alvarado Street. The effects of this approach include the following:

- Traffic calming: a single 12’ travel lane would be provided in each direction of travel. This lane would be shared by motor vehicles and bicycles. The narrowness of the lane, its shared use, and edge conditions of a parking lane and a median serve as traffic calming devices;
- “Green” streets and open space: the median space could be planted with parallel rows of street trees that would create a shaded, cooling canopy over the street;
- Identity and placemaking: the canopy of trees and green median would create a signature image that would contribute to the identity of downtown San Leandro and the downtown neighborhoods. Since the streets with adequate width to install a median are among those that connect downtown and the BART station, this identity function would be experienced by a large number of people using these streets as pedestrian connectors between these destinations;
- Parking reduction: angled parking or the potential for angled parking is replaced by parallel parking in this configuration, with a subsequent loss of street parking. This loss would have to be factored into the overall parking strategy for the study area.

**Planting**

- Provide street trees along the curb;
- Planting strips longer than 20’ must include a paved means for crossing from the sidewalk to the street.

**Building Siting**

- Buildings with ground floor residential use must be set back from the property line 10’ minimum, 15’ maximum:
  - Stairs, stoops and porches should extend into the setback area to better activate the sidewalk area;
  - The setback area should be planted to provide a buffer between residences and the sidewalk;
  - 3’ maximum height landscape walls and/or ornamental fencing may be constructed in the setback area;
- 10’ maximum setback for mixed-use buildings:
  - Setback areas fronting ground floor commercial uses should be used for retail display, cafe seating, entry plazas and other active uses that extend the sidewalk environment to the face of the building;
- Podium parking on the first level is strongly discouraged on primary streets. If podium parking cannot be avoided, it should be partially submerged, set back a minimum
Development and Implementation Guidelines

of 10’, and concealed by the building and/or landscaping.

Building Massing & Height
- Ground floor residential should be elevated 5’ maximum from sidewalk level to provide better privacy for residential uses. Townhouse buildings may have the first residential level higher than 5’ to accommodate garage ceiling height;
- Ground floor retail and building entry lobbies should be located at sidewalk level.

Windows overlooking the street provide a sense of security and provide articulation to the facade.

Trees and street lights placed at regular intervals provide uniformity and order for the streetscape, allowing building architecture to create variety.

Ground floor retail and community spaces encourage pedestrian use of the sidewalk. Setback area should be used for commercial activities such as cafe tables, merchandise displays, etc.

Garden walls and landscaping help define the boundary between the public and private realms and provide separation between ground floor residential uses and the sidewalk.

Entrances, stoops and porches facing the street become part of the active streetscape.

10’ setback creates a more welcoming, pedestrian friendly street wall and integrates ground floor commercial uses with the pedestrian environment.

Access to parking from the rear or from side streets reduces the impact of driveways and curb cuts on the pedestrian environment.
URBAN BOULEVARD

Two streets in the study area have a unique character but a similar function. These streets serve as vehicular arterials that also will serve as important pedestrian routes linking transit facilities and neighborhoods. Because of the likelihood of high and fast traffic volume, these streets must be designed with buffers between the sidewalk and the street, with adequate setbacks that encourage the placement of building entries facing them. The two streets are:

• San Leandro Boulevard between San Leandro Creek and Williams Street;
• Davis Street between the UPRR tracks and Hays Street.

Due to their different character, individual, rather than type-based, guidelines have been prepared for these streets.

SAN LEANDRO BOULEVARD

DESIGN GOALS

The goals for San Leandro Boulevard are as follows:

• Eliminate barriers to easy and safe crossing;
• Provide an attractive street environment that encourages pedestrian use;
• Encourage new development to use the Boulevard as an address;
• Create a positive “front door” image for downtown San Leandro for BART riders;
• Facilitate transit vehicle movement to and from the BART station.

POLICY REQUIREMENTS

The following features and elements should
be provided on San Leandro Boulevard between Davis and Williams Streets in order to improve pedestrian crossing of San Leandro Boulevard and better connect the BART and downtown core areas. Detailed review of these features for traffic engineering requirements must be undertaken, especially regarding the intersection with Davis Street, arterial functionality, and transit operations.

Roadway Configuration
The 2001 Central San Leandro / BART Area Revitalization Strategy recommended reducing existing travel lanes from seven to five, and constructing a wide, park-like planted median in the center of the roadway. Although this would result in a beautiful arterial street for passing motorists, it would not be supportive of the goals of this Strategy, including increased pedestrian activity and new mixed-use development near BART. The following guidelines conform to the roadway reduction goals of the 2001 Strategy, but modify them to accommodate better pedestrian usage of the Boulevard. Coordination will be required with AC Transit and BART to ensure efficient access to the bus transfer station, shuttle berths, and taxi and “kiss and ride” facilities at the BART station envisioned in the 2001 Strategy. Coordination with Caltrans will be required to ensure adequate functioning of the intersection of San Leandro Boulevard and Davis Street.

- **No proposed changes to existing right-of-way width (varies 80’ to 116’) or curb-to-curb width (varies 62’ to 86’);**
- **8’ parking lanes in each direction;**
- **6’ bicycle lanes in each direction;**
- **Two 11’ travel lanes in each direction;**
- **Median with turn pockets;**
- **West-bound turn pockets could be provided at the following locations:**
  - The proposed new street at the existing signalized intersection at the north end of the Creekside Plaza development;
  - Davis Street;
  - West Estudillo Avenue, for BART station access;
  - West Joaquin Avenue, for AC Transit buses only;
  - Parrott Street, for access to proposed parking structures west of the BART station;
- **East-bound turn pockets could be provided at the following locations:**
  - Davis Street
  - West Juana Avenue
  - Parrott Street
  - Williams Street.

Sidewalk Configuration
A 15’ sidewalk is desirable to buffer pedestrians from traffic. Where the right-of-way is insufficient to provide this, a setback from the parcel line should be provided to accommodate the sidewalk width.

- **5’ planting strip or tree wells in the curb zone;**
- **10’ concrete pedestrian circulation zone.**

Planting
- **Provide street trees along the curb (curb zone);**
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- Provide trees of matching size in the front setback (see below);
- Planting strips longer than 20’ must include a paved means for crossing from the sidewalk to the parking lane.

Building Siting
- Buildings must be set back from the inside face of the sidewalk, 10’ minimum to 15’ maximum.
  - Setbacks may contain entry plazas, porches, stairs and stoops. Ground floor porches and stoops may extend into the setback 4’ maximum;
  - The setback area should be planted to provide a buffer between residences and the sidewalk;
  - 3’ maximum height landscape walls and/or ornamental fencing may be constructed in the setback area;
  - Residential uses should have entrances and primary facades facing the Boulevard;
  - No podium parking facing San Leandro Boulevard.

Building Massing & Height
- Ground floor residential should be elevated 5’ maximum from sidewalk level to provide better privacy for residential uses. Townhouse buildings may have the first residential level higher than 5’ to accommodate garage ceiling height;
- Ground floor retail and common building entry lobbies should be located at sidewalk level.

**Davis Street**

**Design Goals**
The goals for Davis Street are as follows:
- Provide an attractive street environment that encourages pedestrian use;
- Encourage new development to use Davis Street as an address;
- Create a positive “front door” image for motorists entering downtown San Leandro from the west;
- Facilitate transit vehicle movement to and from the downtown core.

**Policy Requirements**
The following features and elements should be provided on Davis Street between the UPRR tracks and Hays Street.

**Roadway Configuration**
- No proposed changes to existing right-of-way width or curb-to-curb width.

**Sidewalk Configuration**
- A 10’ to 15’ sidewalk is desirable to buffer pedestrians from traffic. Where the right-of-way is insufficient to provide this, a setback from the parcel line should be provided to accommodate the pedestrian zone width;
- 4’ (minimum) to 5’ planting strip in the curb zone;
- 6’ minimum, 10’ optimal, concrete pedestrian circulation zone.

**Planting**
- Provide street trees along the curb;
- Unless parking lanes are provided in the future, planting strips should not allow for...
pedestrian crossing to discourage crossing at unmarked areas.

**Lighting**
- Pedestrian-scaled lighting should be provided on this part of Davis Street.

**Building Siting**
- Buildings must be set back from the inside face of the sidewalk, 10’ minimum to 20’ maximum:
  - Setbacks may contain entry plazas, stairs and stoops. Ground floor porches may extend into the setback 4’ maximum;
  - The setback area should be planted to provide a buffer between the building and the sidewalk;
  - 3’ maximum height landscape walls and/or ornamental fencing may be constructed in the setback area;
- No podium parking facing Davis Street.

**Building Massing & Height**
- Ground floor residential should be elevated 5’ maximum from sidewalk level to provide better privacy for residential uses. Townhouse buildings may have the first residential level higher than 5’ to accommodate garage ceiling height;
- Ground floor commercial and common building entry lobbies should be located at sidewalk level.

Vehicular Arterials

Vehicular Arterial streets are responsible primarily for moving vehicular traffic. Typically, such streets are designed with only minimal accommodation for pedestrians. However, pedestrians often must use these streets, despite the auto-oriented environment. Therefore, their design must encourage pedestrian use, allowing these streets to be part of the overall pedestrian system.

Vehicular Arterial streets are not typical in the study area, and due to their peripheral location they are less likely to see TOD projects. However, they are important to the Strategy due to their function in bringing people into the study area, including users of the transit systems and users and residents of the downtown area. The two streets of this type in the study area are:
- Davis Street west of the UPRR tracks;
- San Leandro Boulevard north of San Leandro Creek and south of Williams Street.

If new development occurs fronting these streets, the following goals and requirements should be considered:
- The most important design feature is separation of pedestrians from traffic. Provide a 4’ minimum planting strip or tree wells with street trees and low shrubs. Where possible, provide parking lanes and corner bulbouts;
- Roadway and pedestrian-scale lighting and street furnishings should be placed in the planting strip/tree well zone to ensure an unobstructed sidewalk;
- Setbacks should be determined by Zoning Code requirements.
Development and Implementation Guidelines

**Implementation Matrix**

The Downtown San Leandro TOD Strategy is intended to become an official element of city policy that guides downtown development over the next 20 to 30 years. Not only was it developed with guidance by members of the community, two sitting Mayors and several City Council members witnessed and encouraged the Strategy’s formulation. To be effective, many of the recommendations of the Strategy must be adopted or applied to current policy. The Implementation Matrix that follows highlights a list of actions that must be taken to formalize and codify the content of the Strategy.
### Table 3  Implementation Matrix

<table>
<thead>
<tr>
<th>PRIORITY</th>
<th>RESPONSIBLE DEPT. OR AGENCY</th>
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| IMPLEMENT THE DOWNTOWN SAN LEANDRO TOD STRATEGY | |
| A1 | The Framework and Guideline recommendations of this Strategy represent a conceptual basis for the implementation of TOD in the Study Area. Detailed design and engineering are required prior to actual development of any strategy element. See Streetscape Improvements table, below. | ON-GOING | CD; E&T; OBD |
| A2 | Enforce the Downtown San Leandro TOD Strategy through the plan approval process to guide the quality and appearance of new development and remodel projects. | ON-GOING | CD; E&T; OBD |
| A3 | Amend the Zoning Code to allow mixed-use development and the specified height and density allowances for the following land use categories identified in this Strategy: Multi-Use Infill, TOD-Transitional Mixed-Use, TOD-Residential Mixed-Use, TOD-BART Area Mixed-Use, TOD-Office Mixed-Use, Downtown Mixed-Use. | 1 | CD; OBD |
| A4 | Amend the Zoning Code to require ground floor retail fronting East 14th Street and Washington Avenue in the Downtown Mixed-Use area identified in this Strategy. | 1 | CD; OBD |
| A5 | Amend the Zoning Code to prohibit auto-oriented and auto-serving land uses in all land use districts identified for TOD. | 1 | CD |
| A6 | Coordinate with AC Transit to implement Rapid Bus and the proposed Bus Rapid Transit line. | 1 | E&T; AC; CD |
| A7 | Amend the Plaza Redevelopment Plan to conform to the TOD Strategy and Zoning and General Plan Amendments. | 1 | OBD; CD |
| A8 | Work with Union Pacific Railroad and BART to acquire old Western Pacific Railroad right-of-way to enhance development potential of properties adjacent to BART station and BART right-of-way. | 2 | E&T |
| A9 | Investigate legal title for Martinez Street to facilitate development of the SP8 parcels west of San Leandro Boulevard. | 1 | E&T |
| A10 | Study feasibility of constructing additional crossings of San Leandro Creek, such as at Pershing Drive and Harrison Street. | 3 | E&T |

1 - MOST IMPORTANT
2 - MORE IMPORTANT
3 - IMPORTANT
### Preliminary Land Use Plan

<table>
<thead>
<tr>
<th>A11</th>
<th>Prepare focused planning studies of the following Special Policy Areas to determine a preferred land use recommendation:</th>
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<tbody>
<tr>
<td></td>
<td><strong>PRIORITY</strong></td>
</tr>
<tr>
<td>SP1: Potential mixed-use development</td>
<td>1</td>
</tr>
<tr>
<td>SP2: Potential civic plaza location</td>
<td>1</td>
</tr>
<tr>
<td>SP3: Mixed-use development, connection to San Leandro Creek, potential civic plaza location</td>
<td>1</td>
</tr>
<tr>
<td>SP4: Mixed use development or Root Park expansion</td>
<td>3</td>
</tr>
<tr>
<td>SP5: Residential development or public open space</td>
<td>2</td>
</tr>
<tr>
<td>SP6: Retention of Thrasher Park or relocation of park facilities and site redevelopment.</td>
<td>3</td>
</tr>
<tr>
<td>SP7: Work with property owners to determine feasibility of joint development of site for open space or other use.</td>
<td>3</td>
</tr>
<tr>
<td>SP8: Seek a master developer for private properties, BART property and City property around the BART station to determine feasibility of joint development and determine a strategy for relocating BART parking and implementing shared parking arrangements. Investigate inclusion of SP7 in the master developer site area.</td>
<td>1</td>
</tr>
<tr>
<td>A12</td>
<td>Prepare an infrastructure study for sanitary sewer and storm drain systems and adopt a downtown improvement district which funds improvements for storm water and sewer facilities to accommodate growth in the downtown.</td>
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</tbody>
</table>
The Community Development Department and Redevelopment Agency will work to implement catalyst projects at three key sites in the Downtown Area through public/private partnerships. The purpose of the catalyst projects is to demonstrate to the development community the viability and returns that can be generated from mixed-use TOD of a type that has not occurred yet in the area. The successful demonstration of market potential by catalyst projects will greatly reduce the perceived risk of a pioneering product type in San Leandro, and result in developers pursuing other opportunities in the Downtown Area, particularly around the sites of the catalyst projects. The three targeted catalyst sites, representing the gateways to the downtown, are:

1. Former Albertsons Site – This site is experiencing current pressure for low-density development that would most likely involve subdivision of the existing former Albertsons supermarket building. If reasonable purchase terms can be negotiated with the current owner, it would be advantageous for the City to purchase this property. City involvement with future development may be needed in supporting the cost of structure and/or underground parking at this site.

   - Negotiate with current owner to pursue development supportive of TOD Strategy

2. Town Hall Square Site - This site, at the key intersection of East 14th and Davis Streets, presents the opportunity to create a mixed-use project that sets the standard for future downtown development, enhances pedestrian movement across Davis Street, and increases public access to San Leandro Creek. The City has already assembled several of the parcels, but assembling the remainder of the site represents a significant challenge that will take time and require continued City involvement because of the relocation requirements of remaining property owners.

   - Assemble remaining parcels

3. BART Station Area - This site encompasses property owned by BART, as well as the privately owned Westlake site west of the BART station. The lack of current development, its location at the edge of downtown, and adjacency to BART supports a mix of medium- and high-density residential and commercial construction, although it will take time for the market to support all uses at this site. The large amount of land and need to address BART replacement parking suggests a multi-phase approach to this site. The City may need to provide assistance in supporting the cost of parking structures or other development costs at this site.

   - Obtain a master developer and facilitate parcel assembly
   - Ensure BART, City and land owner(s) agree to BART parking replacement strategy

### Table 3  Implementation Matrix

<table>
<thead>
<tr>
<th>OPPORTUNITY SITES &amp; ECONOMIC DEVELOPMENT</th>
<th>PRIORITY</th>
<th>RESPONSIBLE DEPT. OR AGENCY</th>
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<td>B1</td>
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<td>The Community Development Department and Redevelopment Agency will work to implement catalyst projects at three key sites in the Downtown Area through public/private partnerships. The purpose of the catalyst projects is to demonstrate to the development community the viability and returns that can be generated from mixed-use TOD of a type that has not occurred yet in the area. The successful demonstration of market potential by catalyst projects will greatly reduce the perceived risk of a pioneering product type in San Leandro, and result in developers pursuing other opportunities in the Downtown Area, particularly around the sites of the catalyst projects. The three targeted catalyst sites, representing the gateways to the downtown, are:</td>
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<td>CD; OBD</td>
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<tr>
<td>1. Former Albertsons Site – This site is experiencing current pressure for low-density development that would most likely involve subdivision of the existing former Albertsons supermarket building. If reasonable purchase terms can be negotiated with the current owner, it would be advantageous for the City to purchase this property. City involvement with future development may be needed in supporting the cost of structure and/or underground parking at this site.</td>
<td>1</td>
<td>CD; OBD</td>
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<tr>
<td>• Negotiate with current owner to pursue development supportive of TOD Strategy</td>
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<td>2. Town Hall Square Site - This site, at the key intersection of East 14th and Davis Streets, presents the opportunity to create a mixed-use project that sets the standard for future downtown development, enhances pedestrian movement across Davis Street, and increases public access to San Leandro Creek. The City has already assembled several of the parcels, but assembling the remainder of the site represents a significant challenge that will take time and require continued City involvement because of the relocation requirements of remaining property owners.</td>
<td>1</td>
<td>CD; OBD</td>
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<tr>
<td>• Assemble remaining parcels</td>
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<td>3. BART Station Area - This site encompasses property owned by BART, as well as the privately owned Westlake site west of the BART station. The lack of current development, its location at the edge of downtown, and adjacency to BART supports a mix of medium- and high-density residential and commercial construction, although it will take time for the market to support all uses at this site. The large amount of land and need to address BART replacement parking suggests a multi-phase approach to this site. The City may need to provide assistance in supporting the cost of parking structures or other development costs at this site.</td>
<td>1</td>
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<tr>
<td>• Obtain a master developer and facilitate parcel assembly</td>
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<tr>
<td>• Ensure BART, City and land owner(s) agree to BART parking replacement strategy</td>
<td>1</td>
<td>CD; OBD; E&amp;T</td>
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</table>

**Legend:**

1 - MOST IMPORTANT
2 - MORE IMPORTANT
3 - IMPORTANT

AC - AC Transit
BART - BART
CALTRANS - CALTRANS
CD - Community Development Department
E&T - Engineering & Transportation
FIN - Finance Department
FIRE - Fire Department
OBD - Office of Business Development
PW - Public Works
REC - Recreation & Human Services Department
SLUSD - San Leandro Unified School District
## Preliminary Land Use Plan

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<th>PRIORITY</th>
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| B2 | Other properties in the Downtown Area or its periphery may become available at various times. The City should work to promote redevelopment of such sites consistent with the TOD strategy. Owner Participation Agreements to provide technical assistance (e.g., resolution of brownfield issues, facilitation of joint venture or partnership arrangements with private developers) and incorporate projects into parking management arrangements are examples of potential actions that can increase the willingness of existing property owners to consider redevelopment. At the same time, the City should refrain from investing its limited funds in direct purchase or financial support of projects in locations that are not at the gateways to downtown, have limited potential for pedestrian and transit linkages, or would not serve to catalyze adjacent development. This is an ongoing challenge because of the large potential number of additional sites, however it is essential for the City to focus its available resources in order to generate the near-term results that will increase developer interest in other locations in the Downtown area. | VARIATES BY SITE | CD; OBD |

| B3 | Actively identify and contact developers and non-profit organizations known for high quality development projects. | 1 | CD; OBD |

| B4 | Inform and educate developers and land owners about the intent of the Downtown San Leandro TOD Strategy with printed and online Strategy documents and through personal assistance during the application process. | ON-GOING | CD |

| B5 | As property owners prepare development plans for their sites, the City should ensure that new development augments improvements to downtown land use and circulation. Include coordination with the City’s Engineering and Transportation, Fire and Business Development Departments, BART, AC Transit, Caltrans and other local and regional agencies to ensure that design improvements of study area streets are consistent with the TOD Design Guidelines. | ON-GOING | CD; E&T; OBD; FIRE |

| B6 | News of new development projects, new retailers or other businesses, and other City successes at implementing the Strategy should be widely publicized. A communications plan for timely and appropriate announcements aimed at general and business media, among other sources, can be an important tool for enhancing perceptions of Downtown San Leandro. Such good news can help branding efforts to position the Downtown area as an emerging location with new business, shopping, and residential opportunities. The interest created by the developer panel during preparation of the TOD Strategy can be built upon by conducting small-scale retailer and developer panels. These can be timed to take advantage of the news of new retailers or projects that will attract attention and generate interest. This type of small-scale event provides an excellent forum for distributing information on the Downtown area’s potential and current activity, and using retailer and developer suggestions to further refine implementation and branding activities. | ON-GOING | CD; OBD |
### Table 3  Implementation Matrix

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<thead>
<tr>
<th>PRIORITY</th>
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<tr>
<th>B7</th>
<th>Work with retail leasing specialists to come up with a retail marketing plan to help give the Downtown a cohesive look or “brand,” and to determine the optimal mix and type of retail uses.</th>
<th>1</th>
<th>OBD; CD</th>
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<tr>
<td>B8</td>
<td>Implementation of the Plan will occur over a number of years, and during that time there will likely be shifts in market conditions that affect the types of uses and projects that are feasible at a given time. Property owners’ plans and developer preferences will also continue to evolve. Initial successes will attract additional interest and potential projects, as well as increase resources available for Plan implementation. The City will need to be prepared to adjust its phasing plans, priority public/private partnership projects, and other implementation actions in order to respond to these changes. While a set of catalyst projects has been identified, if implementation of these projects is delayed or not possible, the City should look for alternative catalyst project sites. New opportunities that arise should be acted upon, consistent with the need for the City to husband its limited financial resources to create maximum impact in key locations.</td>
<td>ON-GOING</td>
<td>CD; OBD; E&amp;T</td>
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<td>B9</td>
<td>Educate responsible City staff about the intent and appropriate interpretation of the Downtown San Leandro TOD Strategy.</td>
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<td>CD; OBD; E&amp;T</td>
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**OPEN SPACE**

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<tr>
<th>C1</th>
<th>Prepare design studies and documents for use of San Leandro Creek as a publicly accessible open space between Root Park and the Oakland city limit to the west.</th>
<th>2</th>
<th>CD; E&amp;T</th>
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<tbody>
<tr>
<td>C2</td>
<td>Identify and prioritize candidate sites for acquisition and development as public open space.</td>
<td>2</td>
<td>CD; PW; REC</td>
</tr>
<tr>
<td>C3</td>
<td>Work with Urban Ecology, BART and Union Pacific Railroad to facilitate implementation of proposed East Bay Greenway.</td>
<td>1</td>
<td>CD; E&amp;T</td>
</tr>
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**PRIORITY**

1 - MOST IMPORTANT
2 - MORE IMPORTANT
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**AGENCY**

AC - AC Transit
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### STREETSCAPE IMPROVEMENTS & BICYCLE AND PEDESTRIAN CIRCULATION

The first round of streetscape and other public improvements should be focused on areas that are likeliest to experience near-term new development. The public investment can help reduce perceived risk for private investors. By concentrating public investments, it can have a larger impact than if it is spread over a larger area.

| D1 | Conduct a detailed traffic, engineering and streetscape study of San Leandro Boulevard to define the feasibility of lane reduction, installation of parking, corner bulb-outs, and median between Davis and Williams Streets. Study to include engineering elements such as extent and location of improvements, location of traffic signals, turning lanes, lane width, roadway lighting, etc. Study also to include streetscape design. Prioritization and/or phasing of improvements should be included in the study. Coordinate with Caltrans, BART and AC Transit. | 1 | E&T; CD; BART; AC; CALTRANS |
| D2 | Study feasibility of constructing a new street connecting Alvarado Street with San Leandro Boulevard between Davis Street and San Leandro Creek to serve potential new development areas. | 3 | E&T; CD |
| D3 | Explore desirability of installing planted medians on West Juana Avenue and Parrot Street for traffic calming and “greening” purposes. If desirable, prepare engineering and streetscape documents. | 3 | E&T; CD |
| D4 | Study feasibility and design of Hays Street closure between Davis and East 14th Streets. | 1 | E&T; CD |
| D5 | Study feasibility and design of one-way conversion of Hays Street between Davis Street and West Juana Avenue. | 2 | E&T; CD |
| D6 | Conduct a detailed traffic analysis and engineering study of East 14th Street between San Leandro Creek and Estudillo Street to determine feasibility of lane reconfigurations to facilitate queue jumping or BRT movement through intersection with Davis Street. | 2 | E&T; AC |
| D7 | In order to develop high-quality and direct pedestrian connections between development and BART, BRT and other transit systems, prepare a design and engineering study of improvements for Downtown Neighborhood Streets between the downtown core and the BART area and the area west of BART: determine prioritization; prepare detailed streetscape design and engineering studies of appropriate streets and intersections; develop associated strategies and policies that determine the phasing of and responsibilities for implementation (i.e., which improvements will be constructed by the City and which by private developers in association with adjacent parcel redevelopment). | 2 | CD; E&T |
| D8 | Prepare detailed streetscape design studies for East 14th Street. Develop associated strategies and policies that determine the phasing of and responsibilities for implementation, and which facilitate streetscape work necessary for implementation of the proposed BRT. | 1 | CD; E&T |
| D9 | Prepare detailed streetscape design studies for Davis Street. Develop associated strategies and policies that determine the phasing of and responsibilities for implementation. | 2 | CD; E&T |
### Table 3  Implementation Matrix

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| D10 | Modify the Bicycle and Pedestrian Master Plan to reflect the bicycle facilities identified in the Bicycle Circulation Framework of this Strategy; provide bicycle lockers and paths and other amenities at the BART station and new developments; utilize the MTC Pedestrian Study to identify additional bicycle and pedestrian improvements within the Study Area; provide detailed policy and implementation language in the Bicycle and Pedestrian Master Plan to ensure inclusion of the Downtown Bicycle Friendly Zone recommendations. | 1 | E&T |
| D11 | Rename East 14th Street to a name keeping with downtown Main Street or branding strategy. | 3 | CD; CALTRANS; E&T; OBD |
| D12 | Study feasibility of relinquishment of Caltrans jurisdiction over Davis and East 14th Streets | 3 | E&T; CALTRANS |
| D13 | Rename San Leandro BART Station to Downtown San Leandro. | 3 | CD; OBD; BART |

### TRAFFIC STRATEGIES

**Travel Demand Reduction Strategies**

| E1 | In Office Mixed-Use areas, amend the Zoning Code or other City policies to require primary commercial office entrances to be located facing public sidewalks to facilitate and encourage easy access to the BART station. | 1 | CD; OBD |
| E2 | Adopt aggressive Transportation Demand Management (TDM) policies and requirements including: • Establish a ceiling on the traffic generation for specific areas in conjunction with annual monitoring. Enforce the maximum on trip generation through agreements to pay additional fees for higher levels of mitigation. • Require membership in a Transportation Management Association (TMA). Services may include: • Customize TDM planning for members; • Guaranteed Ride Home program; • Commuter Check program (employers provide transit tickets to employees at a pre-tax discounted price); • Managing and administering shuttle services between employers and BART, downtown or other key destinations; • TransLink, which could be used to provide transit cards; • Individual commute alternatives planning. • Encourage existing businesses of 50 or more employees within close proximity to BART to adopt TDM Strategies or participate in a TMA. | 1 | CD; E&T; OBD |
## Preliminary Land Use Plan

| E3 | Require new development to charge for parking, as part of the Parking Strategies (see below). This strategy, combined with free transit passes (for at least one year) provided by the development/management can be highly effective. This strategy may be introduced gradually and should be implemented in conjunction with public parking pricing. | ON-GOING | CD; E&T; OBD |
| E4 | Encourage the establishment of car-sharing and/or rental car services, especially in proximity to the BART area. | 2 | CD; E&T |
| E5 | Encourage other employer-sponsored financial and non-financial incentives including travel allowances in lieu of parking subsidy, parking cash-out, transit discounts, reimbursement policies that encourage alternative modes for business travel, flexible work schedules, and information on tax incentives. | ON-GOING | CD; E&T; OBD |

### Traffic Capacity Strategies

| E6 | Adopt a downtown TOD area Traffic Impact Fee (TIF) which funds improvements for pedestrian and bicycle connectivity to transit, funds improvements to transit facilities, and prioritizes mitigation measures to maintain a LOS D at intersections on the BRT and other transit routes (East 14th Street but also Davis Street and San Leandro Boulevard if BRT connects to the BART station). Mitigation of non-BRT route intersections is a secondary priority. | 1 | CD; E&T |
| E7 | Establish trip generation rate and parking demand rate assumptions used to evaluate future development applications in downtown San Leandro in the City's Traffic Impact Study requirements. The assumptions may be, and should be, different from those used elsewhere in the city. The assumptions should represent the vision of San Leandro that can realistically be achieved, and may require a paradigm shift in thinking. | 1 | CD; E&T |
| E8 | Adopt a Statement of Overriding Considerations for intersections that fail to meet the City's LOS D standard. This strategy recognizes that higher densities can have localized traffic impacts but provide citywide and regional transportation benefits, and enhance economic activity in the downtown. This strategy also recognizes that peak period traffic congestion can serve as a deterrent to single occupant vehicle use and increase the competitiveness of transit. | 1 | CD; E&T |
| E9 | Consider changing the way level of service (LOS) is measured in the downtown, possibly in conjunction with designating the downtown as an “infill opportunity zone” (California Government Code Section 65088-65089), which exempts these special areas from the level of service standards specified in the County Congestion Management Program. Some communities, recognizing the infeasibility and undesirability of building bigger intersections for automobiles, are adopting corridor travel time as the measure of acceptability in downtown areas. This measure (based on the Highway Capacity Manual urban streets method) balances poor operating conditions at some intersections with acceptable average speeds along the length of key corridors. Mitigation measures under this measure of LOS benefit transit and include signal interconnection and synchronization improvements, spot capacity refinements at intersections, elimination of bottlenecks (e.g., adding left turn lanes), and access management. Consideration of safe and convenient pedestrian access must be given when evaluating potential mitigations. | 1 | CD; E&T |
PARKING STRATEGIES

The parking strategies presented below are organized by type of demand (e.g., commercial office, retail and residential). Because many of the strategies are applicable to different types of demand, the discussion refers to the traffic strategies above to avoid redundancy.

Commercial Office and Retail Parking Strategies

The cost of structured parking in urban areas is very high and the number of parking spaces required can determine the financial feasibility of a development project. The strategies below combine measures to both reduce demand and reduce the required number of parking spaces (and consequently cost). These strategies require policies to implement parking charges as both a Transportation Demand Management measure and a way to recover the cost of building structured parking.

**BART Area**

| F1 | Emphasize the development of shared parking facilities (shared between private development and BART) with market-based parking charges. This requires a development parcel large enough to accommodate a large parking structure and commercial development, a parcel of land exclusively for parking, or several smaller shared parking garages interspersed in the BART area. Because shared parking strategies distribute parking within a larger area, this strategy benefits from a parking information and/or guidance system that provides real-time information on the location and availability of public parking. This technology makes shared parking more efficient and effective and reduces the impacts associated with “cruising” for parking. | 2 | CD; E&T; BART |
| F2 | Reduce the amount of replacement parking for BART commuters, potentially in conjunction with the implementation of shared parking facilities. Under a shared parking strategy, more parking than currently exists would be provided in the BART area, but not all of it exclusively for BART patrons. Replacement parking should be provided at between 50% and 75% of the amount of parking displaced by joint development on BART’s property. BART’s A-Line Study identified the stations adjacent to the San Leandro Station (Bay Fair and Coliseum) as potential shared parking locations (increasing the BART parking supply) allowing the San Leandro station to reduce the number of exclusive BART spaces. This depends on private development plans surrounding the adjacent stations, but should be further explored with BART. | 1 | CD; E&T; BART |
| F3 | Institute a daily parking fee at the San Leandro BART station. With the intent of encouraging a shift in commuter parking to other A-Line stations with less intense TOD. BART’s current nominal daily parking fee is $1.00 to $2.00. Charge market-based parking charges for BART replacement parking that is provided in a shared facility with commercial or residential development. Parking charges should be the same for BART and commercial users with pricing structured over time to gradually discourage long-term parking. Pricing of replacement parking in shared facilities can be coordinated with BART daily fees to maximize use of BART station parking and minimize use of replacement parking by commuters. | 1 | BART; CD; E&T |
## Preliminary Land Use Plan

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| F4 | Determine the phasing of implementing lower parking standards. Initial development might provide 2.5 to 3.0 spaces per 1,000 SF. Over time, with implementation of shared parking and TDM measures the standards should be reduced to 2.0 spaces/1,000 SF. Any excess parking in the first phases of development would become available as shared parking. Zoning Code will be amended to implement this phased provision. | 1 | CD; E&T |
| F5 | Amend the Zoning Code to exempt retail uses in the study area, of 5,000 square feet or less, from parking requirements. | 1 | CD |
| F6 | Determine funding mechanisms for shared parking, such as:  
- The City and/or BART may share in the cost of adding additional parking to structures constructed as part of private development.  
- The City, or BART, may develop, own and operate a shared facility constructed through bonds, tax increment financing, or other revenue sources.  
- A parking district may be formed in which private development either pays into a fund for city-owned facilities in addition to their own lower parking requirements, or pays an in-lieu fee.  

Common funding mechanisms, which are usually used in combination, may include:  
- Parking benefit district with assessments  
- Joint public/private development with ground floor retail rent revenue  
- Revenues from parking meters (mostly for operations and maintenance)  
- General obligation or revenue bonds  
- In-lieu fees  
- Redevelopment tax increment financing  
- Revenues from lease of City property  
- Enforcement of time restrictions | 2 | CD; E&T; BART |
| F7 | Maximize on-street parking opportunities on the internal streets west of the BART station. Explore implementing angled parking on appropriate streets. Do not initially establish time restrictions for on-street parking, allowing these spaces to be part of the shared parking supply, although long-term meters are an option. | 3 | CD; E&T |
### Commercial Office and Retail Parking Strategies

#### Downtown Area

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#### F8
Manage existing downtown on-street parking using time restrictions to improve turnover and provide a pool of short-term parking, especially in the core area.

Wherever possible, charge motorists directly for using parking facilities. Newer methods tend to be more cost-effective, convenient, and fair; allow various payment options (coins, bills, prepaid value cards and credit cards); and allow adjustable pricing. Examples of parking pricing methods include:

- Single-space meters – prepay a mechanical or electronic meter located at each space;
- Pay Box – prepay into a box with a slot for each space;
- Pay-and-Display Meters – prepay a meter/multi-space meter, which prints a ticket that is displayed in vehicle window;
- Electronic Pay-Per-Space – prepay an electronic meter.

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#### F9
Provide some unrestricted on-street parking in the periphery of the downtown to accommodate long-term parking needs, and some overflow parking from the BART area.

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#### F10
Explore opportunities to increase on-street parking supply through the implementation of angled parking on appropriate streets as defined in the Circulation and Parking Framework section.

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#### F11
Expansion of the Estudillo/Callan municipal parking garage is likely to be required in the long-term. Monitor parking supply and demand to determine the need for expansion when occupancy of existing on and off-street supply reaches about 80-85%. Specific strategies for the Estudillo/Callan parking structure include:

- Consider constructing a 4 or 5-level garage which would provide the necessary range of additional spaces. Additionally, the cost per space tends to be lower as the number of spaces increases providing an increase in value.

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#### F12
- Consider establishing a parking district in the downtown (see Strategy F7), in combination with an in-lieu fee for new development with reduced parking standards, to fund the reconstruction (and construction of other downtown parking reservoirs not part of joint development).
- Pursue bond financing.

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# Preliminary Land Use Plan

| F13 | Amend the Zoning Code to allow a maximum parking ratio of 2.0 spaces per 1,000 square feet for commercial development in the downtown, and exempt ground floor retail from providing on-site parking if less than 5,000 square feet. Any excess parking can be accommodated by the surplus parking supply in the downtown area, and by the reservoir of parking created by expanding the Estudillo/Callan garage in the long term. | 1 | CD |

### Residential Parking Strategies

#### BART Area

| F14 | Amend the Zoning Code to allow a maximum parking ratio of 1.0 exclusive spaces per dwelling unit for TOD residential adjacent to the BART station if the City accepts that the downtown TOD strategy will attract self-selective residents (those who intentionally live near BART because they own fewer or no vehicles) thus reducing the current vehicle ownership level (1.23 per household) to one or less per household. Allow flexibility in the parking standards to provide unbundled “flex” parking spaces (up to 0.5 spaces/dwelling unit above the 1.0 standard). This standard may be gradually implemented until TOD is established in the BART area, beginning with a parking ratio of 1.25 spaces per unit (plus flex spaces). Alternatively, allow a maximum of 1.5 spaces per unit with 0.5 spaces per unit “unbundled” from the price or rent of the unit. These “flex” spaces may be leased for additional vehicles, used by visitors or leased to non-residents (e.g., BART commuters). | 1 | CD |

| F15 | Amend the Zoning Code to allow residential development to accommodate visitors either through the shared parking supply (on and off-street) or in the unbundled flex parking supply that is permitted on-site. | 1 | CD |

#### Downtown Core

| F16 | Amend the Zoning Code to allow a maximum parking ratio averaging 1.5 spaces per unit for new residential development in the downtown core. The downtown core will not benefit as much from self-selective residents as the BART area will, and is not as accessible to transit as the BART area. This ratio will accommodate current levels of auto ownership and later can be converted to flex spaces unbundled from the units. In for-sale development, 0.5 spaces per unit (of the 1.5 total spaces) must be unbundled initially or the spaces will remain with the unit. | 1 | CD |

| F17 | Adopt Strategy F14 for residential visitors in the downtown area. | 1 | CD |
Table 3  Implementation Matrix

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<thead>
<tr>
<th>Overall Parking Strategies</th>
<th>PRIORITY</th>
<th>RESPONSIBLE DEPT. OR AGENCY</th>
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<tbody>
<tr>
<td>F18 Implement a Residential Parking Permit Program (RPPP) in residential districts. This existing City program preserves parking for residents and their guests by limiting and controlling the amount of non-residential parking allowed. A revision to the City’s RPPP would allow employees to purchase permits to park on streets in the surrounding neighborhoods provided that there is sufficient on-street parking capacity to accommodate the needs of the neighborhood. The revenue generated by this strategy will be used to administer and enforce the residential permit parking program. A similar program may be implemented in commercial districts.</td>
<td>ON-GOING</td>
<td>E&amp;T; CD</td>
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<tr>
<td>F19 Provide loading zones in the downtown area. Loading areas for the delivery of goods, merchandise and supplies is essential for the economic health of downtown San Leandro. Deliveries should be accommodated through a combination of on-site loading docks, on-street loading zones restricted to certain hours, and permanent on-street loading areas. Larger development projects should provide on-site loading areas conforming to the City’s zoning ordinance. Smaller or otherwise constrained sites may be served by on-street loading zones that are restricted to loading in the early morning hours and afterward revert to public parking. These loading areas would be project-specific, but should be selected to serve several properties. These restricted loading areas should be as convenient as possible to the service entrances of the buildings they serve, but if that is not feasible, loading zones may be on side streets or in the backs of buildings.</td>
<td>ON-GOING</td>
<td>CD; OBD; E&amp;T</td>
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<tr>
<td>F20 Consider development of a Parking Benefit District. A parking benefit district is a tool for efficiently managing the public parking supply in the downtown commercial core. It has two primary purposes: 1. It establishes an area in which the development within the district is entitled to use the public parking supply. This also includes the potential to adopt funding mechanisms as part of the benefit district (see Strategy F6). 2. It is a strategy designed to create vacant parking spaces and the desired turnover so that customers and visitors can locate parking near their destination without excessive “cruising” in search of a parking space, implemented by establishing time restrictions enforced with parking meters for on-street parking and eventually implementing variable parking pricing in municipal parking facilities. A parking benefit district works by using pricing to control parking occupancy. The objective is to maintain an 85% occupancy of public parking spaces (about one out of every seven spaces vacant) during the peak periods. This ensures that there is always reserve capacity for those searching for convenient short-term parking. The cost of an hour of parking should be the cost that achieves the 85% occupancy goal. In theory the cost of parking should vary by location with prime spaces in front of popular destinations costing more than spaces on side streets a block away. Variable pricing such as this can be achieved with new dynamic parking pricing systems which alter meter prices based on current utilization. However, San Leandro should adopt a simpler pricing method in the near-term.</td>
<td>2</td>
<td>CD; OBD; E&amp;T</td>
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### MIXED INCOME & WORKFORCE HOUSING

The TOD area shall include a mixture of housing units to accommodate a wide range of household incomes and needs, consistent with the goals of the City's Housing Element. A variety of lower-income and workforce housing types should be provided, including ownership and rental housing, senior housing and units for larger families.

| G1 | Low-income units displaced by new development should be replaced within the project or in another location within the TOD area. | ON-GOING | CD |
| G2 | Much of the TOD area is within a redevelopment area; compliance with the replacement housing requirements as specified by California Redevelopment Law is required. | ON-GOING | CD; OBD |
| G3 | All development in the TOD area shall comply with the City's Inclusionary Zoning Ordinance. Any replacement of low-income housing units displaced by new development would be in addition to the 15 percent requirement or an additional in-lieu fee will be required. | ON-GOING | CD |
| G4 | Allow flexibility for TOD developers to “pool,” combine or transfer their required inclusionary units within the TOD area, as permitted by the City’s Inclusionary Zoning Ordinance. | ON-GOING | CD |
| G5 | TOD development that includes condominium conversion will be required to pay the City's condominium conversion fee for converted units, and these funds should be used to assist TOD rental projects to the extent feasible. | ON-GOING | CD |
| G6 | Pursue other sources of funds to assist in the production of affordable housing, e.g. HIP funds, workforce housing funds, Proposition 1C funds. Maximize leverage of City/Agency funds to obtain other affordable housing financing such as tax credits, MHP, HUD, etc. | ON-GOING | CD |
| G7 | Amend the Zoning Code and/or other City policy to allow consideration of a further reduction in parking for low-income units, offset with transit passes or other measures to encourage transit use. | 1 | CD |
| G8 | The City maintains an Affordable Housing Trust Fund which is primarily comprised of housing in-lieu fees and condominium conversion fees collected from private developers in accordance with existing City ordinances. Ensure that Housing trust funds collected from developments located within the Downtown TOD Strategy area are targeted to assist the production of affordable housing within the Strategy area. | ON-GOING | CD; OBD |
Table 3  Implementation Matrix

<table>
<thead>
<tr>
<th>FINANCING</th>
<th>PRIORITY</th>
<th>RESPONSIBLE DEPT. OR AGENCY</th>
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</thead>
<tbody>
<tr>
<td>H1</td>
<td>ON-GOING</td>
<td>OBD; CD; FIN</td>
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The financing for the Strategy will depend on public investments to fund upfront infrastructure and capital improvement costs, as well as potential cost offsets to expensive parking garages. Aside from these public contributions, and a limited amount of project assistance for a small number of catalyst projects, private financing provided by project developers will be expected to provide the investment needed for new TOD projects.

At the same time, available City funding resources are limited, and the previous failed effort to create a Business Improvement District indicates limited support from existing owners and businesses for the use of financing tools that would incur additional costs. A specific financing strategy that best uses available resources will need to be developed based on available funding, the specific public/private partnerships, their timing, and the ultimate cost. Likely key sources of funding include:

- **Redevelopment Agency Financing** - Available allocation of tax increment financing (TIF) from the Plaza Project Area will be limited by available funds and the short remaining five-year life of portions of the Plaza project area. The modest amount available from the Plaza project area may possibly be augmented by funds from the Alameda County - City of San Leandro “Joint” project area.

- **Grant Funds** - A range of funds are available, including new ones from Proposition 1C, as well as existing federal and state funding streams administered by MTC, such as Transportation for Livable Communities / Housing Incentive Programs. The City will need to work to include infrastructure and capital improvement projects that support TOD (e.g., pedestrian, bike, transit circulation and access, parking structures, and so on) into the Alameda County Congestion Management Agency’s Countywide Transportation Plan (the next update is in 2009) and the Metropolitan Transportation Commission’s Regional Transportation Plans and work with these agencies as Downtown San Leandro projects are developed to ensure that they are competitive and targeted for the most applicable programs. In addition to TOD-specific grant funds, other programs may also be available to deal with other site-specific issues, such as EPA Brownfields funds.

- **Below-Market Rate Housing Funds** - The City has mostly obligated its redevelopment set-aside funds. There is a limited amount of remaining funds that can be targeted to priority projects. There are also a variety of affordable housing financing sources available from intermediaries (such as Fannie Mae and Freddie Mac) accessible to project developers (either for-profit or non-profit) to assist them in the development of affordable and workforce housing units.
### Preliminary Land Use Plan

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<th>PRIORITY</th>
<th>RESPONSIBLE DEPT. OR AGENCY</th>
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<tbody>
<tr>
<td>H2</td>
<td>Explore funding incentives to facilitate mixed-use developments, for example: gap financing, loan guarantees, etc. Additionally, develop incentives for developers, such as impact fee waivers or reductions, or deferred payment.</td>
<td>1</td>
</tr>
<tr>
<td>H3</td>
<td>Concentrate Public Investment. The first round of streetscape and other improvements should be focused on areas that are likeliest to experience near-term new development.</td>
<td>1</td>
</tr>
<tr>
<td>H4</td>
<td>Take incremental steps. A phased approach to development can reduce the amount of support that the City needs to initially provide, and as new development succeeds and market conditions improve, ultimately reduce the total amount of support that is needed.</td>
<td>ON-GOING</td>
</tr>
<tr>
<td>H5</td>
<td>Designate a staff person to assist developers in pursuing grant funds for TOD development.</td>
<td>2</td>
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### GREEN BUILDING

For development within the Downtown TOD area, the City of San Leandro intends to carry out the following actions to encourage green building. Note that in the list below, “green building certification” refers to achieving a minimum certification level in either the Green Points or the LEED™ rating system.

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<tbody>
<tr>
<td>I1</td>
<td>Establish mandatory minimum green building certification for all projects within the TOD area.</td>
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<tr>
<td>I2</td>
<td>Study financial and other incentives for projects that achieve green building certification. Incentives may include a density bonus, fee waivers or reductions, approval expediting, or technical assistance in achieving certification.</td>
<td>ON-GOING</td>
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<tr>
<td>I3</td>
<td>Explore funding or grant opportunities to support green building certification.</td>
<td>ON-GOING</td>
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<tr>
<td>I4</td>
<td>Target education in green building techniques for residents and developers within the Downtown district.</td>
<td>ON-GOING</td>
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<td>I5</td>
<td>Provide education strategies for green building, including maintaining printed materials and green building information at the City permit counter and sponsoring in-house and outside professional training and seminars on green building techniques.</td>
<td>ON-GOING</td>
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<td>PRIORITY</td>
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<td>J2</td>
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**PUBLIC SCHOOLS**

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<td>J2</td>
<td>CD; SLUSD</td>
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Cooperate closely with the San Leandro Unified School District to establish programs and procedures to monitor the number of school age children that will be generated from new development within the TOD Strategy area.

Cooperate closely with the San Leandro Unified School District to involve all parties to establish a plan that provides adequate resources to construct the necessary classrooms to house new students from the TOD area. The City will work with the District to develop a mitigation policy that ensures all developments provide adequate school facilities. If determined to be needed in the future to accommodate new development in the TOD area, the City will work with the School District to identify options for increasing school capacity, such as identifying land that can be used to house new students.
Development and Implementation Guidelines

**General Plan Policies Coordination**

The Downtown San Leandro TOD Strategy, once implemented, would change several City regulations to encourage residential, retail and office development in the downtown core and next to the Downtown San Leandro BART Station. The Strategy does not represent an actual project involving physical development. Rather, it proposes regulatory changes to encourage future downtown development.

As projects are proposed and reviewed under the Strategy, the list below of policies and mitigations from the City’s General Plan would provide a framework to address potential environmental impacts that could occur as a result of each project. Any new development occurring under the Strategy would be required to follow these policies and mitigation measures, which are designed to reduce the potential environmental impacts of the development to a less-than-significant level. The Project Description of the Strategy EIR explains how City staff would ensure that these policies and mitigations are accounted for when reviewing specific projects proposed under the Strategy.

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**Policies and Mitigation Measures Master List**

### 4.1 Aesthetics

- **Policy 2.05** Ensure that alterations, additions and infill development are compatible with existing homes and maintain aesthetically pleasing neighborhoods.
- **Policy 2.13** Require new development to be harmonious with its natural setting and to preserve natural features such as creeks, large trees, ridgelines, and rock outcroppings.
- **Policy 42.04** In established neighborhoods, protect architectural integrity by requiring infill housing, replacement housing, and major additions or remodels be sensitive to and compatible with the prevailing scale and appearance of adjacent development.
- **Policy 43.01** Use the development review and permitting processes to promote high quality architecture and site design. Design review guidelines and zoning standards should ensure that the mass and scale of new structures are compatible with adjacent structures.
- **Policy 43.03** Establish high standards of architectural and landscape design for multi-family housing development. Box or massive building designs should be avoided, ample open space and landscaping should be provided, and high quality construction materials should be used.
- **General Plan Mitigation Measure D4** Apply street lighting standards and other exterior lighting standards in new development areas and in redevelopment areas that are designed to reduce glare on adjacent residences. New lighting could be designed to reduce adverse impacts by using techniques such as automatic shut off controls and glare shields, and by appropriately orienting and positioning fixtures at a height consistent with intended use.

### 4.2 Air Quality

- **Policy 14.04** Require new development to incorporate design features that make walking, cycling, and other forms of non-motorized transportation more convenient and attractive. Facilities for bicycles and pedestrians, including bike racks, should be provided within new employment areas, shopping destinations, multi-modal transportation facilities, and community facilities.
- **Policy 19.06** Encourage local employers to develop programs that promote ridesharing, shuttles, bicycle use, and other modes of transportation that reduce the number of vehicle trips generated.
- **Policy 31.01** Cooperate with the appropriate regional, state, and federal agencies to implement the regional Clean Air Plan and enforce air quality standards.
- **Policy 31.02** Promote strategies that help improve air quality by reducing the necessity of driving. These strategies include more reliable public transportation, programs for carpooling and vanpooling,
better provisions for bicyclists and pedestrians, and encouraging mixed use and higher density development around transit stations.

- **Policy 31.03** Discourage new uses with potential adverse air quality impacts near residential neighborhoods, schools, hospitals, nursing homes, and other locations where public health could potentially be affected.

- **Policy 31.04** Require new development to be designed and constructed in a way that reduces the potential for future air quality problems, such as odors and the emission of any and all air pollutants. This should be done by ensuring that best available control technology is used for operations that could generate air pollutants and promoting landscaping and tree planting to absorb carbon monoxide and other pollutants.

- **Policy 31.05** Ensure prompt response to complaints about odor problems and other potential air quality nuisances and hazards reported by residents and businesses.

- **Policy 31.06** Promote public education on air quality hazards and the steps that residents can take to help maintain clean air. Continue to participate in the BAAQMD “Spare the Air” program and other programs that increase public awareness of air quality issues.

- **Policy 31.09** Promote the development of infrastructure which supports the use of alternative fuel (i.e., electric) vehicles.

- **Policy 31.10** Consider the direction of prevailing winds in the siting of facilities likely to generate smoke, dust, and odors. Ensure that such facilities are sited to minimize the impacts on downwind residential areas and other sensitive uses.

- **Mitigation Measure K1** As recommended by the BAAQMD, the following practices should be required during all phases of construction for major projects in the City:
  - Watering of active construction areas at least twice daily.
  - Watering or covering of stockpiled debris, soil, sand, or other materials that can be blown by the wind.
  - Covering of all trucks hauling sand, soil, and other loose materials, or requiring all trucks to maintain at least two feet of freeboard.
  - Paving, or application of water or non-toxic soil stabilizers, on all unpaved access roads, parking areas, and staging areas at construction sites.
  - Daily sweeping of all paved access roads, parking areas, and staging areas if visible soil material is carried onto adjacent public streets.
  - Hydroseeding or application of non-toxic soil stabilizers to inactive construction areas.
  - Enclosing, covering, and watering twice daily (or application of non-toxic soil binders) all exposed stockpiles of dirt and sand.
  - Limiting traffic speeds on unpaved roads to 15 mph.
  - Installing sandbags or other erosion control measures to prevent silt runoff to public roadways.
  - Replanting of vegetation in disturbed areas as quickly as possible.

- **Mitigation Measure K2** Require any future Specific Plan and/or Area Plan for the General Plan’s Focus Areas to incorporate trip reduction strategies and other transportation control measures that reduce the potential for emissions.

4.3 Biological

- **Policy 2.13** Require new development to be harmonious with its natural setting and to preserve natural features such as creeks, large trees, ridgelines, and rock outcroppings.

- Policy 25.02 Require new development adjacent to San Leandro Creek to maintain adequate setbacks from the top of the creek bank, dedicate public access easements for creekside amenities, and where appropriate, undertake improvements such as erosion control, habitat restoration, and bank stabilization.

- **Policy 25.03** Ensure that future creekside improvements balance the objectives of greater public access with the objectives of restoring wildlife habitat, minimizing flood hazards, and respecting the privacy and security of persons living along the creek.

- **Policy 25.04** Encourage all new structures on creekside sites to be designed so that the creek is treated as an amenity and focal point.

- **Policy 25.05** Encourage the enhancement
and restoration of the natural riparian habitat along San Leandro Creek.

- **Policy 25.06** Support creek maintenance projects that minimize erosion, stabilize creek banks, and protect property from the threat of flooding. Work with private property owners and Alameda County to ensure that fallen vegetation and other potentially hazardous flow obstructions are promptly removed.

- **Policy 26.01** Promote the long-term conservation of San Leandro’s remaining natural ecosystems, including wetlands, grasslands, and riparian areas. Future development should minimize the potential for adverse impacts to these ecosystems and should promote their restoration and enhancement.

- **Policy 26.02** Require measures to mitigate the impacts of development or public improvements on fish and wildlife habitat, plant resources, and other valuable natural resources in the City.

- **Policy 26.04** Ensure that local planning and development decisions do no damage the habitat or rare, endangered, and threatened species, and other species of special concern in the City and nearby areas.

- **Policy 44.03** Discourage the removal of healthy trees and require replacements for any tress that are removed from street rights-of-way. Where healthy trees must be removed, consider their relocation to other suitable sites instead of their disposal.

### 4.4 Cultural Resources

- **Policy 38.04** Encourage the formation of local historic districts where historic sites and structures are concentrated.

- **Policy 38.06** Update, expand, and maintain inventories of San Leandro’s historic resources, using criteria and survey methods that are consistent with state and federal guidelines.

- **Policy 38.07** Ensure that new development, alterations, and remodeling projects on or adjacent to historic properties are sensitive to historic resources and are compatible with the surrounding historic context. Ensure that the San Leandro Zoning Ordinance and any future design guidelines include the necessary standards and guidelines to implement this policy.

- **Policy 38.09** Strongly encourage the maintenance and upkeep of historic properties to avoid the need for costly rehabilitation and demolition. Demolition should only be allowed in the City that is necessary to protect health, safety, and welfare, and that the structure has no reasonable economic use.

- **Policy 38.12** Recognize the potential for prehistoric and historic archaeological resources and ensure that future development takes the measures necessary to identify and preserve such resources.

- **City of San Leandro Historic Preservation Ordinance** Adherence to applicable provisions from this ordinance is at the discretion of the City of San Leandro.

### State of California Public Resources Code, Section 5097.98:

- (a) Whenever the commission receives notification of a discovery of Native American human remains from a county coroner pursuant to subdivision (c) of Section 7050.5 of the Health and Safety Code, it shall immediately notify those persons it believes to be most likely descended from the deceased Native American. The descendents may, with the permission of the owner of the land, or his or her authorized representative, inspect the site of the discovery of the Native American remains and may recommend to the owner or the person responsible for the excavation work means for treating or disposing, with appropriate dignity, the human remains and any associated grave goods. The descendents shall complete their inspection and make their recommendation within 24 hours of their notification by the Native American Heritage Commission. The recommendation may include the scientific removal and nondestructive analysis of human remains and items associated with Native American burials.

- (b) Whenever the commission is unable to identify a descendent, or the descendent identified fails to make a recommendation, or the landowner or his or her authorized representative rejects the recommendation of the descendent
and the mediation provided for in subdivision (k) of Section 5097.94 fails to provide measures acceptable to the landowner, the landowner or his or her authorized representative shall reinter the human remains and items associated with Native American burials with appropriate dignity on the property in a location not subject to further subsurface disturbance.

(c) Notwithstanding the provisions of Section 5097.9, the provisions of this section, including those actions taken by the landowner or his or her authorized representative to implement this section and any action taken to implement an agreement developed pursuant to subdivision (l) of Section 5097.94, shall be exempt from the requirements of the California Environmental Quality Act (Division 13 (commencing with Section 21000)).

(d) Notwithstanding the provisions of Section 30244, the provisions of this section, including those actions taken by the landowner or his or her authorized representative to implement this section, and any action taken to implement an agreement developed pursuant to subdivision (l) of Section 5097.94 shall be exempt from the requirements of the California Coastal Act of 1976 (Division 20 (commencing with Section 30000)).

- **State of California State Health and Safety Code, Section 7050.5**
  - Every person who knowingly mutilates or disinters, wantonly disturbs, or willfully removes any human remains in or from any location other than a dedicated cemetery without authority of law is guilty of a misdemeanor, except as provided in Section 5097.99 of the Public Resources Code. The provisions of this subdivision shall not apply to any person carrying out an agreement developed pursuant to subdivision (l) of Section 5097.94 of the Public Resources Code or to any person authorized to implement Section 5097.98 of the Public Resources Code.
  - In the event of discovery or recognition of any human remains in any location other than a dedicated cemetery, there shall be no further excavation or disturbance of the site or any nearby area reasonably suspected to overlie adjacent remains until the coroner of the county in which the human remains are discovered has determined, in accordance with Chapter 10 (commencing with Section 27460) of Part 3 of Division 2 of Title 3 of the Government Code, that the remains are not subject to the provisions of Section 27491 of the Government Code or any other related provisions of law concerning investigation of the circumstances, manner and cause of any death, and the recommendations concerning the treatment and disposition of the human remains have been made to the person responsible for the excavation, or to his or her authorized representative, in the manner provided in Section 5097.98 of the Public Resources Code. The coroner shall make his or her determination within two working days from the time the person responsible for the excavation, or his or her authorized representative, notifies the coroner of the discovery or recognition of the human remains.
  - If the coroner determines that the remains are not subject to his or her authority and if the coroner recognizes the human remains to be those of a Native American, or has reason to believe that they are those of a Native American, he or she shall contact, by telephone within 24 hours, the Native American Heritage Commission.

4.5 Hazards and Hazardous Materials

- **Policy 33.01** Work with the appropriate county, regional, state, and federal agencies to develop and implement programs for hazardous waste reduction, hazardous material facility siting, hazardous waste handling and disposal, public education, and regulatory compliance.

- **Policy 33.02** Ensure that the necessary steps are taken to clean up residual hazardous wastes on any contaminated sites proposed for redevelopment or reuse.

- **Policy 33.03** Require that all hazardous material storage and handling areas are
Development and Implementation Guidelines

designed to minimize the possibility of environmental contamination and adverse off-site impacts.

• **Policy 33.04** Provide adequate and safe separation between areas where hazardous materials are present and sensitive uses such as schools, residences and public facilities.

• **Policy 33.05** Maintain the capacity to respond immediately and effectively to hazardous materials incidents.

• **Policy 33.07** Ensure the safe and proper handling of hazardous building materials, such as friable asbestos and lead based paint.

• **Policy 33.09** Ensure that the City’s Emergency preparedness programs include provisions for hazardous materials incidents, as well as measures to quickly alert the community and ensure the safety of residents and employees following an incident.

• **Policy 34.02** Use the Standard Emergency Management System (SEMS) as the basis for the City’s Emergency Preparedness programs.

• **Policy 34.05** Maintain community-based emergency preparedness training programs targeted to neighborhoods and business groups.

4.6 Hydrology and Water Quality

• **Policy 1.04** Encourage the attractive treatment of front yards and other areas in residential neighborhoods that are visible from the street. Establish limits on the paving of front yard areas.

• **Policy 32.01** Continue to implement water pollution control measures aimed at reducing pollution from urban runoff.

• **Policy 32.04** As required by federal, state, and regional programs, conduct monitoring of water quality in San Leandro waterways to evaluate the progress of local clean water programs and identify the necessary steps for improvement.

• **Policy 25.02** Require new development adjacent to San Leandro Creek to maintain adequate setbacks from the top of the creek bank, dedicate public access easements for creekside amenities, and where appropriate, undertake improvements such as erosion control, habitat restoration, and bank stabilization.

• **Policy 25.05** Encourage the enhancement and restoration of the natural riparian habitat along San Leandro Creek.

• **Policy 29.06** Implement federal requirements relating to new construction in flood plain areas to ensure that future flood risks to life and property are minimized.

• **Policy 29.07** Maintain the storm drainage system and ensure that those portions of San Leandro Creek under the City’s jurisdiction remain clear of obstructions.

• **Policy 32.11** Encourage the use of porous pavement and other practices to reduce impervious surfaces and the amount of stormwater runoff from parking lots and driveways.

• **Policy 52.06** Require drainage improvements for new development which ensure that stormwater runoff is adequately handled both on-site and off-site and which implement state and federal clean water requirements.

4.7 Land Use

• **Policy 2.01** Encourage the improvement of small, neighborhood-serving shopping areas as pedestrian-oriented centers with a mix of stores providing goods and services to the surrounding residential neighborhoods.

• **Policy 3.04** Encourage infill development on vacant or underused sites within residential areas.

• **Policy 3.05** Encourage mixed use projects containing ground floor retail and upper floor residential uses along major transit corridors. Such development should be pedestrian-oriented, respect the scale and character of the surrounding neighborhood, and incorporated architectural themes that enhance the identity of adjacent commercial districts.

• **Policy 6.10** Foster the development of the BART Station area as a mixed use “transit village,” with a full complement of office, medium and high-density residential, and office-serving retail uses, along with pedestrian plazas, open space, BART parking, and other transit facilities (possibly including a Capitol Corridor rail station).

• **Policy 13.04** Develop properties adjacent to the two BART stations in the City and along heavily used public-transit routes as TODs.
4.8 NOISE

- **Policy 35.01** Ensure that potential noise impacts are considered when new development is proposed. Projects that could significantly increase noise levels should incorporate mitigation measures to reduce such impacts. Apply the standards shown in Table 4.8-1 of this EIR (also see Table 6-1 in the General Plan) when evaluating applications for future development.

- **Policy 35.02** As required by the State of California, ensure that interior noise levels in new residential construction do not exceed 45 dB Ldn. For non-residential construction, the acceptable interior noise levels should be determined on a case by case basis, depending on the type of activity proposed.

- **Policy 35.05** Discourage noise-sensitive uses such as hospitals, schools, and rest homes from locating in areas with very high noise levels. Conversely, discourage new uses likely to produce high levels of noise from locating in areas where noise-sensitive uses would be impacted.

- **Policy 35.06** In the event that new housing is constructed in areas that exceed normally acceptable noise levels, require project design and construction measures that minimize noise intrusion.

- **Policy 35.07** Encourage local businesses to reduce noise impacts on the community by replacing excessively noisy equipment and machinery, apply noise-reduction technology, and following operating procedures that limit the potential for conflicts.

- **Policy 36.03** Require new development or redevelopment near freeways, arterials, BART, and major bus routes to incorporate site planning and architectural design measures that reduce the exposure of future building occupants to traffic noise.

- **General Plan Mitigation Measure L5** Review all future projects for their potential to generate construction noise prior to the issuance of building permits. Require appropriate measure to reduce such noise to acceptable levels, such as limits on the ours of construction, traffic routing, notification of neighbors, and types of equipment.

- **TOD Strategy EIR Mitigation Measure NOI-1A** Developers shall reduce vibration from construction activities by implementing the following during construction:
  - Avoid impact pile driving where possible and use drilled piles when possible since drilled piles causes lower vibration levels where geological conditions permit their use.
  - Avoid using vibratory rollers and tampers near sensitive areas.

- **TOD Strategy EIR Mitigation Measure NOI-1B** In areas where project construction is anticipated to include vibration-generating activities, such as pile driving, in close proximity to existing structures, site-specific vibration studies shall be conducted to determine the area of impact and to present appropriate mitigation measures that may include the following:
  - Identification of sites which would include vibration compaction activities, such as pile driving, and have the potential to generate groundborne vibration, while considering the sensitivity of nearby structures to ground-borne vibration. Vibration limits shall be applied to all vibration-sensitive structures located within 200 feet of the project. This task shall be conducted by a qualified structural engineer.
  - Development of a vibration monitoring and construction contingency plan to identify structures where monitoring would be conducted, set up a vibration monitoring schedule, define structure-specific vibration limits and address the need to conduct photo, elevation and crack surveys to document before and after construction conditions. Construction contingencies shall be identified when vibration levels approached the established limits.
  - At a minimum, vibration monitoring shall be conducted during initial demolition activities and during pile driving activities. Monitoring results may indicate the need for more or less intensive measurements.
  - When vibration levels approach limits, suspend construction and implement contingencies to either lower vibration levels or secure the affected structures.
  - Conduct post-survey on structures where either monitoring has indicated high levels or complaints of damage.
has been made. Make appropriate repairs or compensation where damage has occurred as a result of construction activities.

4.9 POPULATION AND HOUSING

- **Policy 3.01** Encourage a mix of residential development types in the City, including single family homes on a variety of lot sizes, as well as townhomes, row houses, live-work units, planned unit developments, and multi-family housing.

- **Policy 3.02** Encourage a mix of price ranges to provide housing choices for San Leandro residents of all incomes and ages. Opportunities to include affordable units and market rate units within the same development projects should be pursued.

4.10 PUBLIC SERVICES AND RECREATION

- **Policy 22.02** Require new residential development to pay an impact fee and/or to dedicate parkland to offset the increase in park needs resulting from new residents. Where on-site parkland is dedicated, it should be improved, maintained, and accessible to the general public.

- **Policy 22.06** Work with neighborhood groups to develop mini-parks, landscaped pockets, community gardens, and similar areas that beautify neighborhoods, build community spirit, and provide places of enjoyment within residential areas.

- **Policy 22.07** Pursue opportunities for new parks on sites that are underutilized, vacant, or located within major redevelopment project areas. Where possible, consider the feasibility of acquiring such sites as parkland as they become available for sale or redevelopment.

- **Policy 45.01** Maintain high-quality police and fire services through the most efficient possible means. Minimum level of service standards for fire services: 5-minute response time for 90 percent of all medical calls; 10-minute response time for 90 percent of all Priority One calls.

- **Policy 45.05** Require Police and Fire Department review of proposed development plans to ensure that sufficient provisions for emergency access and response are made, fire code requirements are satisfied, and adequate levels of service can be provided.

- **Policy 45.06** Encourage new projects to incorporate lighting, landscaping, addressing, and other design features that reduce the potential for crime and facilitate rapid response to emergency calls.

- **Policy 46.02** When new residential development is approved, require mitigation of school impacts to the full extent permitted by law. Work collaboratively with the San Leandro and San Lorenzo Unified School Districts to ensure that appropriate fees are collected and other allowable mitigation measures are taken.

- **Policy 47.01** Support the expansion and upgrading of public library facilities and services to keep pace with changes in information technology and community needs.

- **Policy 47.02** Ensure that library funding remains adequate to sustain existing service levels, and where possible, increased service levels. Maintain American Library Association standards throughout the City’s library system.

- **Mitigation Measure H6** Explore additional revenue sources to fund park improvements, including a park impact fee requirement for commercial and industrial uses. Non-residential park impact fees are used in several Bay Area communities as a means of addressing the demand for open space and recreational facilities generated by the local workforce. A feasibility study would determine the amount of the fee, the basis for the fee, the economic impacts, and the level of community support.

4.11 SOILS, SEISMICITY AND GEOLOGY

- **Policy 25.02** Require new development adjacent to San Leandro Creek to maintain adequate setbacks from the top of the creek bank, dedicate public access easements for creekside amenities, and where appropriate, undertake improvements such as erosion control, habitat restoration, and bank stabilization.

- **Policy 29.01** Minimize the risks from geologic, seismic, and flood hazards by ensuring the appropriate location, site planning, and design of new development.
4.12 TRANSPORTATION AND CIRCULATION

- **Policy 1.11** Protect residential neighborhoods from the encroachment of incompatible non-residential uses and disruptive traffic, to the extent possible. Zoning and design review should ensure that compatibility issues are fully addressed when non-residential development is approved near or within residential areas.

- **Policy 6.07** Ensure that parking for Downtown businesses remains convenient, but take steps which de-emphasize surface parking lots as a dominant feature of the Downtown landscape. Establish satellite parking areas, including attractively designed parking structures, accessed by well-defined and inviting pedestrian passageways.

- **Policy 10.02** Consider the setting and context of each site when evaluating proposals for development in industrial areas. The potential for impacts on adjacent uses, including the potential for land use conflicts and increased parking demand and truck traffic, should be a key consideration.

- **Policy 13.01** Ensure that future land use and development decisions are in balance with the capacity of the City’s transportation system.

- **Policy 13.02** Improve transportation infrastructure at a rate that keeps pace with growth.

- **Policy 13.03** Require developers to address the impacts that their projects will have on the City’s transportation system. A variety of mitigation measures, including impact fees, street improvements, transportation demand management (TDM) measures, and improvement of non-automobile transportation modes, should be considered.

- **Policy 13.05** Promote land use concepts that reduce the necessity of driving, encourage public transit use, and reduce trip lengths. These concepts include live-work development, mixed use development, higher densities along public transit corridors, and the provision of commercial services close to residential areas and employment centers.

- **Policy 13.06** Consider access to public transportation to be a major factor in the location and siting of future housing and public facilities. Conversely, ensure that community facilities such as libraries, parks, schools, and community centers are served by public transit.

- **Policy 13.07** Establish parking requirements that contemplate the desire to promote public transit use, bicycling, and walking.

- **Policy 13.09** Establish zoning densities and intensities which help maintain the adopted level of service standards on San Leandro streets and highways.

- **Policy 14.01** Develop and maintain a Citywide bikeway system which effectively serves residential areas, employment centers, schools, parks, and multi-modal terminals.

- **Policy 14.02** Aggressively pursue state and federal funding for bicycle and pedestrian improvements, while also including funding for bicycle and pedestrian improvements in the City’s Capital Improvement Program.

- **Policy 14.03** Encourage the use of natural and man-made corridors such as creeks and dormant rail lines for future bicycle and pedestrian trail alignments. The safety of bicyclists and pedestrians and the privacy of adjacent property owners should be top priorities in the design of such trails.

- **Policy 14.04** Require new development to incorporate design features that make walking, cycling, and other forms of non-motorized transportation more convenient and attractive. Facilities for bicycles and pedestrians, including bike racks, should be provided within new employment areas, shopping destinations, multi-modal transportation facilities, and community facilities.

- **Policy 14.05** Promote improvements that encourage walking, cycling, and other forms of non-motorized transportation to and from transit facilities such as BART stations and AC Transit bus lines.

- **Policy 14.07** Strive to achieve a more comfortable environment for pedestrians in all areas of San Leandro, with particular emphasis on the BART Station areas, Downtown, and major commercial thoroughfares such as East 14th Street.

- **Policy 14.08** Consider opportunities for concurrent pedestrian and bicycle improvements whenever improvements to roadways are made.

- **Policy 15.01** Work collaboratively with AC Transit and BART to ensure that public
transit service remains safe, reliable, and affordable, and to improve service frequency and coverage within San Leandro neighborhoods and employment centers.

- **Policy 15.02** Support efforts by BART and AC Transit to integrate their schedules to reduce the loss of time associated with intermodal connections.

- **Policy 15.03** Encourage the use of shuttle buses as a viable alternative to driving. Shuttles should connect residential areas, schools, employment, shopping, health and other activity centers, and transit facilities such as BART.

- **Policy 15.04** Promote the consolidation of private shuttle services to provide more efficient and comprehensive service between the City’s employment centers and major public transit facilities, and to make the expansion of such service more viable. Where shuttle service is provided, it should supplement rather than compete with conventional public transit service.

- **Policy 15.05** Encourage amenities, such as shelters, lighting, and route information at bus waiting areas to increase rider safety, comfort and convenience.

- **Policy 15.06** Work with local public transit providers and social service agencies to eliminate barriers to personal mobility and more completely meet the transportation needs of persons with disabilities.

- **Policy 15.07** Ensure that the City receives its fair share of the public funds allocated for transit services within the region.

- **Policy 15.09** Support continued study of the feasibility of ferry service from San Leandro to other destinations on San Francisco Bay.

- **Policy 15.10** Explore the feasibility of additional commuter rail service between San Leandro and major regional employment centers.

- **Policy 16.02** Use Level of Service (LOS) “I” as the minimum acceptable service standard for streets and intersections, except as otherwise indicated in the Transportation Element.

- **Policy 16.04** Use a variety of measures to improve traffic flow at congested intersections, including technologically advanced tools such as signal timing and video monitoring.

- **Policy 16.07** Undertake roadway and intersection improvements to designated truck routes which ensure that San Leandro remains competitive as a regional distribution center. Such improvements should further the protection of residential areas from truck traffic.

- **Policy 17.05** Consider road design improvements, truck route designations, signage, and other tools to discourage truck traffic from using residential streets.

- **Policy 17.06** To the extent feasible, locate businesses projected to generate large amounts of truck traffic away from residential areas. Ingress and egress for such businesses should be designed to minimize the possibility of truck traffic impacting residential streets.

- **Policy 18.02** Identify capital improvements and other measures which improve the safety of bicyclists, pedestrians, and motor vehicles on San Leandro streets.

- **Policy 18.03** Increase public education on laws relating to parking, circulation, speed limits, right-of-way, pedestrian crossings, and other aspects of transportation safety in the City.

- **Policy 18.05** Pursue grants for the improvement of pedestrian, bicycle, and motor vehicle safety.

- **Policy 19.03** Promote the concept of parking areas which are “shared” by multiple uses with different peak demand periods as a means of reducing the total amount of parking which must be provided.

- **Policy 19.06** Encourage local employers to develop programs that promote ridesharing, shuttles, bicycle use, and other modes of transportation that reduce the number of vehicle trips generated.

- **Mitigation Measure C1** Prior to the approval of any additional office projects exceeding 50,000 square feet in the Downtown BART Station vicinity, prepare a detailed traffic study and mitigation plan for the Davis Street corridor between I-880 and East 14th Street. The Plan should use ITS technology to explore ways of mitigating potential degradation of LOS on Davis Street. Even with this measure in place, and assuming implementation of all of the policies and actions in the General Plan, the increase in traffic that would occur as a result of 1,470 new housing units and 9,275 jobs in the City of San Leandro would
remain substantial. Given the uncertainties about future transit improvements, the challenges of changing local travel behavior patterns, and the lack of identified funding sources for some of the roadway improvements, the City cannot guarantee that this impact can be mitigated to a less than significant level.

4.13 UTILITIES AND SERVICE SYSTEMS

- **Policy 27.01** Actively promote recycling, composting, and other programs that reduce the amount of solid waste requiring disposal in landfills.
- **Policy 27.02** Promote the efficient use of existing water supplies through a variety of water conservation measures, including the use of recycled water for landscaping.
- **Policy 27.04** Maintain local planning and building standards that encourage the efficient use of water through such measures as low-flow plumbing fixtures and watersaving appliances. Require water conservation measures as a condition of approval for major developments.
- **Policy 52.01** Permit new development only when infrastructure and utilities can be provided to that development without diminishing the quality of service provided to the rest of the City.
- **Policy 52.02** Require future development to pay its fair share of the cost of improving the water, sewer, drainage, and other infrastructure systems needed to serve that development. Use fees and other appropriate forms of mitigation to cover the costs of upgrading public infrastructure.
- **Policy 52.05**: Maintain adequate capacity at the San Leandro wastewater treatment plant to accommodate projected levels of growth within the service area and encourage the Oro Loma Sanitary District to do the same. Support efforts to maintain and/or improve the high quality of treated effluent at both plants and increase the feasibility and cost-effectiveness of using recycled wastewater for non-potable purposes.
- **General Plan Mitigation Measure G3** Continue the City’s sewer replacement program and undertake the scheduled upgrades and other capital improvements needed to accommodate future growth in the City’s industrial districts. Adjust sewer replacement priorities as needed based on the location of future development.
Development and Implementation Guidelines
Appendix

Downtown San Leandro TOD Strategy Working Documents

The following documents were developed during the analysis and design phases of the Strategy project. These documents were prepared as “working papers” for review and comment by the TAC, CAC, staff and the public and were made available on the City’s website. These papers are listed here and included in this document by reference.

#1: Existing Conditions Report: March 2006
#2: Market Assessment: April 2006
#3: Land Use Alternatives: June 6, 2006
#4: Prototype Development Projects Financial Feasibility Analysis: August 15, 2006
#5: Parking & Traffic Analysis of Land Use Alternatives, and Technical Appendix: September 5, 2006

Development Capacity Table

The Development Capacity Table that follows is a projection of the likely quantity of development that could occur in the Downtown San Leandro TOD Strategy study area by 2030. It includes detailed development assumptions about each of the Opportunity Sites, as well as an assumption about development that could occur on other sites in the Study Area. The table includes the following information for Opportunity Sites:

- Existing land use, residential quantity and non-residential square footage;
- Proposed new land use, residential quantity and non-residential square footage;
- Net change, indicating the residential quantity and non-residential square footage on each site after redevelopment.

These site-by-site capacity calculations were developed based on the land use categories proposed by this Strategy, with a reasonable approach to development assumed (for example, assessing how building massing might be configured relative to context, or how parking and site circulation could be configured on site. These numbers were used to prepare the environmental analysis that accompanies this Strategy document.
## Development Capacity Table

<table>
<thead>
<tr>
<th>Opportunity Site</th>
<th>Land Use</th>
<th>Residential: Dwelling Units</th>
<th>Office: GSF</th>
<th>Auto-serving retail, w/house, Indus.: GSF</th>
<th>Proposed Zoning</th>
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**Notes:**
- Existing Development Net Change
- Proposed Development Net Change
- Net Change includes 2 acre civic plaza

**Includes:**
- 2 acre civic plaza
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<th>Residential: Dwelling Units</th>
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<td><strong>3,016</strong></td>
<td><strong>667,200</strong></td>
<td><strong>263,500</strong></td>
<td><strong>48,960</strong></td>
<td><strong>2,981</strong></td>
<td><strong>624,560</strong></td>
<td><strong>105,100</strong></td>
<td><strong>-361,260</strong></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

15% potential development on other study area parcels: 450 103,080 39,530 0 450 93,680 15,770 0

Study Area Development Capacity Total: 3,466 767,280 303,030 48,960 3,431 718,240 120,870 0

1 Assumes existing second story gross floor area per City of San Leandro data.