A. OVERVIEW

The Transportation Element addresses the movement of people and goods in and around San Leandro. It works in tandem with the Land Use Element to create a more livable city, where residents can travel safely, easily, and affordably using a variety of transportation modes. Historically, local transportation plans focused on automobile speed and convenience. This Plan takes a more balanced approach, looking at additional factors such as environmental health, equity, greenhouse gas reduction, and the quality of public space along the city’s transportation routes. The Element is also more balanced in its treatment of each mode of travel, with greater attention given to bicycling, walking, public transit, and other “active” modes.

Transportation has always been an important issue in San Leandro. The city’s location affords quick access to many of the major freeways, bridges, transit lines, railroads, and airports serving the region. At the same time, San Leandro’s location between the region’s major centers of employment growth and its major centers of housing growth make it especially vulnerable to traffic congestion. Traffic delays on the city’s freeways continue to increase, and are projected to get worse in the future. Regardless of San Leandro’s plans, the city will be impacted by regional growth and cross-commuting in the years ahead.

For many years, the response to traffic congestion was to add more capacity to the street and highway system. These improvements helped provide mobility and spurred great economic growth in the Bay Area, but also encouraged a land use pattern where a private automobile became a necessity. Over the past two decades, a greater emphasis has been placed on integrating other modes of transportation and linking
land use and transportation decisions more carefully. In San Leandro as in other cities in the East Bay, it is no longer feasible to respond to traffic simply by adding more freeway lanes or building more roads. Fundamental changes in travel patterns and habits are needed.

Technology is also reshaping the way we travel. Smartphone applications, on-demand ride services, car-sharing, real-time congestion data, and intelligent transportation systems provide travelers with resources to get around more easily, affordably, and efficiently. Electric cars and non-gasoline powered vehicles are creating the demand for new infrastructure such as charging stations. During the time horizon of this Plan, autonomous vehicles may begin to mix with operator-driven vehicles on our roads, placing new demands on the road system. Since the full impact of such technology is unknown at this time, the Transportation Element must be fluid and flexible. Plan amendments will be needed as conditions change.

Transportation is also being reshaped by environmental concerns. Adoption of the Global Warming Solutions Act (AB 32) in 2006 set in motion a chain of events that has already transformed the way California cities plan and grow. The intent of AB 32 was to proactively address global climate change by reducing statewide greenhouse gas emissions. AB 32 triggered subsequent legislation, including SB 375, which aimed to reduce emissions by coordinating land use, housing, and transportation plans. It also triggered AB 1358—the California Complete Streets Act of 2008. These laws and other state policy directives have shifted the planning focus from congestion management to the reduction of vehicle miles traveled (VMT). The objective is for automobile trips to be fewer in number, shorter in length, and less impactful on the environment.
The concept of “complete streets” is central not only to the Transportation Element, but to the entire San Leandro General Plan. The idea is to design streets for all modes of travel, rather than automobiles alone. Many San Leandro neighborhoods were designed with cul-de-sacs and meandering streets, creating circuitous routes for pedestrians. These neighborhoods are separated by wide streets with fast-moving traffic, making it challenging to safely walk or bicycle around the city. The General Plan aims to connect the city, linking neighborhoods to Downtown, the shoreline, transit, and each other.

At the heart of the Transportation Element is a series of goals and policies to guide transportation decisions during the years ahead. To set the context for the goals and policies, the Element begins with a description of transportation modes in the city. It presents traffic forecasts for 2035, as well as a discussion of plans and programs for each transportation mode. Although the Element’s focus is on the city’s circulation system, several other important issues are addressed. These include neighborhood traffic management, parking, traffic safety, and intergovernmental coordination.
B. TRANSPORTATION DEMOGRAPHICS

Travel Patterns in San Leandro

Based on US Census data, approximately 19.6 percent of San Leandro’s employed residents both live and work in the city. Of this total approximately 3.0 percent work from home. Relative to other cities in Alameda County, the percentage of residents who both live and work in the city is somewhat low. The figure is 44.3 percent in Oakland, 31.7 percent in Fremont, 27.2 percent in Hayward, and 27.1 percent in Alameda. On the other hand, San Leandro’s figure is higher than Union City (17.1 percent) and Newark (17.0 percent).\(^1\)

The remaining 80.4 percent of the city’s employed residents commute out from San Leandro to another location. Of this total, 20 percent work in Oakland, 34 percent work in another city in Alameda County, and 26 percent work in another county. Major workplace destinations for San Leandro residents include Oakland, San Francisco, Fremont, Hayward, Berkeley, San Ramon, Pleasanton, and the Silicon Valley. The number of persons commuting into San Leandro for work is almost the same as the number commuting out.\(^2\) This results in a daytime population that is almost identical to the night-time population.

Travel patterns in San Leandro illustrate one of the challenges of maintaining a jobs-housing balance. While the overall numbers of jobs and employed residents in the city are almost equal, there is still a large volume of commuting in and out of the city. Many factors, including the cost of housing and life circumstances, make it difficult for all of those who work in San Leandro to also live here. At the same time, San Leandro is more affordable than the Silicon Valley and San Francisco, making it an attractive choice for persons working in those cities. As a result of these dynamics, traffic volumes on Interstates 880 and 580 are high in both directions during both the morning and evening commutes, as employed residents leave and workers arrive.

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\(^1\) Based on American Community Survey data for 2006-2010 on “Place of Work” (Commuter-Adjusted Daytime population). More recent data was not yet available at the time of publication of the General Plan.

Mode of Travel to Work

Chart 4-1 provides information on how San Leandro residents travel to work, based on five-year (2009-2013) data from the American Community Survey. The data indicates that 71.7 percent of the city’s residents drive alone to work. This is somewhat lower than the percentages for Hayward (72 percent) and Fremont (75 percent) but higher than the percentage for Alameda (62 percent) and Oakland (55 percent).

About 10 percent of the city’s residents carpool to work. Approximately 11 percent use public transit. About three-quarters of this number (roughly 3,500 workers a day) use BART, with most of the remainder (about 1,000 workers a day) using the bus.

Much smaller percentages of residents walk or bicycle to work. The combined total of pedestrian and bicycle commuters was 2.4 percent of the city’s employed residents in 2009-2013. While the number has increased since 2000, it is still a small fraction of the total, with substantial potential for growth.

**Chart 4-1: Means of Transportation to Work for Employed San Leandro Residents**

Source: American Community Survey, 2009-2013
Vehicle Ownership

Most San Leandro households own two or more vehicles. Data from the US Census indicates that only four percent of the city’s households have no vehicle at all, while about 20 percent own just one vehicle. About 39 percent of the city’s households own two vehicles and 37 percent have three vehicles or more.

The data is similar to cities such as Hayward and Fremont, where nearly 40 percent of all households have three or more vehicles. However, the percentage of households with two or more vehicles is substantially higher in San Leandro than it is in Alameda (25 percent) and Oakland (22 percent). Similarly, the percentage of “car-free” households in San Leandro is higher than in Fremont or Hayward, but about half of what it is in Oakland.

This data is displayed graphically in Chart 4-2.

<table>
<thead>
<tr>
<th>Vehicles Owned</th>
<th>Percentage</th>
</tr>
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<tbody>
<tr>
<td>No vehicle</td>
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</tr>
<tr>
<td>Four vehicles</td>
<td>9%</td>
</tr>
<tr>
<td>Five or more</td>
<td>4%</td>
</tr>
</tbody>
</table>

Source: American Community Survey, 2009-2013
Commute Length and Timing

The American Community Survey (2009-2013) indicates that 48 percent of the city’s employed residents have a commute of 25 minutes or less.\(^3\) This is similar to nearby cities, including Oakland (50 percent), Alameda (48 percent), Hayward (46 percent), and Fremont (43 percent). Approximately 20 percent of San Leandro’s employed residents have a commute length of less than 15 minutes. Conversely, 11 percent have a commute of one hour or more.

C. TRANSPORTATION AND LAND USE

One of the overarching objectives of the General Plan is to recognize the link between transportation and land use. This includes encouraging more compact development around transit stations and major bus lines, integrating a variety of land uses within new projects, and ensuring that the urban environment is designed first and foremost for people rather than cars.

Integrating land use and transportation also means that long-range development plans should reflect traffic conditions on the City’s road network and the possibilities to divert auto trips to other modes at congested locations. Where roadway capacity cannot be increased, a number of options can be considered. The first is to limit the amount of potential new development in these areas through zoning and other development regulations. The second is to improve provisions for other modes of travel, such as buses and bicycles. The third is to accept a higher level of congestion, recognizing that other public benefits—such as jobs and housing—may be provided. In the third case, the choice must reflect the context of the site. Congestion may be more acceptable in the middle of downtown than at a crossroads in the industrial area.

\(^3\) Excludes residents working from home.
The reality is that all three of these options are applied in planning for San Leandro’s transportation system. Future development intensities will be limited in the industrial areas, residential areas, and shopping districts away from the BART stations and major bus lines. Shuttle buses, Bus Rapid Transit (BRT), and other forms of mass transit will be expanded to meet increased demand, and a larger share of the population is expected to walk or bicycle to work, shopping, and services. The City also recognizes that increased congestion is inevitable, given the forecasted population and employment growth in the region and the limited ability to expand the freeway system. Even if San Leandro adds no jobs or households in the future, the Bay Area is still projected to add almost 2 million residents in the next 25 years, increasing travel demand.

The commitment to integrated land use and transportation planning is particularly important around the BART Stations and along East 14th Street. These areas have been planned to maximize opportunities for future transit use. In each case, a combination of office, residential, retail, and open space uses is planned, to facilitate walking, bicycling, and access to the bus and BART system.

Some of the specific ways in which the land use and transportation connection is recognized in the General Plan are highlighted in the box on the following page.
Integrating Land Use and Transportation Planning

The San Leandro General Plan integrates land use and transportation planning in the following ways:

To ensure that transit-accessible land is efficiently used, the Plan includes:

- Designation of Priority Development Areas (PDAs) at the BART stations and along the East 14th Street corridor.
- Transit-oriented development land use designations around the Downtown BART station and the Bay Fair BART station. The designations encourage a mix of office, commercial, and high-density residential uses, integrated with plazas and open spaces.
- Minimum density requirements for housing around the Downtown BART station and along major transit corridors such as East 14th Street.
- Guidelines to encourage pedestrian-oriented design around BART, Downtown, and along transit corridors.
- Policies to locate new public facilities along transit routes.

To ensure that development reflects road capacity constraints, the Plan includes:

- Variable level of service standards, with more congestion deemed acceptable around BART and in Downtown and less congestion deemed acceptable in other parts of the city.
- Siting of regional commercial uses around freeway interchanges rather than in neighborhoods or industrial districts.
- Requirements to re-assess parking needs when older industrial buildings are converted to higher intensity uses such as offices.

To improve the transportation system to respond to the Land Use Plan, the Plan includes:

- Improved transit service to support planned higher density housing, including Bus Rapid Transit.
- Implementation of a Bicycle and Pedestrian Master Plan, including new bike lanes and walkways and improved safety features.
- Development of a major regional biking and walking trail along a former railroad right-of-way.
- Complete streets policies and design standards that facilitate non-auto travel.
- Periodic review of the Development Fee for Street Improvements (DFSI) to ensure that it adequately covers the cost of needed improvements.

To reduce the amount of traffic generated by new development, the Plan includes:

- A commitment to balance job growth and housing growth to avoid the need for regional cross-commuting.
- Incentives for employers to participate in BART shuttle services, and to develop ridesharing, carpooling, and flextime programs.
- Opportunities for live-work and mixed use development to reduce commute hour traffic and shorten trip lengths.
- Promotion of business services, restaurants and other employee-serving uses in industrial areas to reduce the need for long trips during the workday.
D. MOVING TOWARD COMPLETE STREETS

The Complete Streets Act of 2008 (AB 1358) requires local jurisdictions to adopt policies which provide for the needs of all road users, including pedestrians, bicyclists, and transit riders as well as motorists. Since 2011, any California county or city that undertakes a substantive update of the circulation element of its general plan has been required to incorporate “complete streets” policies and programs.

Caltrans has also issued directives to plan for the needs of travelers of all ages and abilities. This includes specific provisions for roadway design, construction, operations, and maintenance. Other agencies have adopted similar policies and standards. The Metropolitan Transportation Commission (MTC) requires all projects receiving federal, state, or bridge toll funds to plan for the accommodation of bicycles and pedestrians. The Alameda County Transportation Commission requires all jurisdictions receiving local Measure B sales tax funds to have an adopted complete streets policy.

San Leandro adopted such a policy on February 4, 2013. The policy promotes safe and convenient travel for all persons while recognizing community context and integrating community goals. In 2016, San Leandro was also participating in a study with Hayward and Alameda County to plan for complete streets throughout Central Alameda County. Design guidelines, street typologies, and checklists are likely to be produced through this study. Redesign of several major streets may be recommended through this process.
The idea behind “complete streets” is that it should be safe and easy for all persons, regardless of age, ability, or income, to travel safely using any mode of travel. Since San Leandro’s street system is already in place, some streets will need to be retrofitted and redesigned over time so they better accommodate pedestrians, bicycles, and transit. There is no singular design approach to creating a complete street—the concept is based on the idea that each street is unique and has its own community context. In San Leandro, creating a complete street usually involves improving sidewalks and curb cuts, adding a bike lane or wider shoulder, and introducing elements such as special bus lanes, median islands, accessible push-button signals, curb extensions (“bulb-outs”) and similar improvements.

Redesigning streets to meet the needs of all travelers will increase mobility while also promoting health and wellness. Walking and bicycling are generally described as “active” transportation, because they involve some level of exercise and physical movement. Complete streets can make the city healthier, by encouraging heart-healthy travel and reducing obesity at the same time they reduce road hazards. Complete streets also improve road efficiency and capacity, by focusing on the movement of people rather than cars.

Of course, not all San Leandro streets will be redesigned in the next 20 years. Most local streets have low volumes and are already relatively safe for all modes of travel. The focus of improvements will be Downtown, the BART station areas, the East 14th Street corridor, and major collectors and arterials around the city.

E. TRAVEL MODES

Bicycling and Walking

San Leandro encourages bicycling and walking as practical means of transportation as well as a form of recreation. The city offers many qualities favorable to both activities, including flat terrain, temperate climate, and attractive scenery. Obstacles to bicycling and walking include heavy traffic, poor pavement, narrow streets, the absence of shade trees and sidewalks, and the lack of convenient, direct access routes to major destinations. The City has made considerable progress since adopting its first Bikeway Plan almost 20 years ago. Continued
planning, funding and implementation efforts will further improve local facilities.

**Bikeway Plan**

San Leandro’s most recent Bicycle and Pedestrian Master Plan (BPMP) was adopted in 2011. The Plan contains an assessment of existing conditions for bicyclists and pedestrians and provides recommendations for biking and walking facilities, the interface between bicyclists and transit, and related programs. The Plan establishes the following nine goals:

- Support bicycling and walking and the development of a comprehensive bicycle and pedestrian transportation system as a viable alternative to the automobile.
- Implement bicycle and pedestrian improvements maximizing the amount of funding for which San Leandro is eligible.
- Develop a bicycle system that meets the needs of utilitarian and recreation users, helps reduce vehicle trips, and links residential neighborhoods with local and regional destinations.
- Create a well-connected pedestrian environment by improving the walkability of all streets in San Leandro through the planning, implementing, and maintaining of pedestrian supportive infrastructure that meets the needs of all users.
- Maximize bicycle and pedestrian access to transit.
- Improve bicycle and pedestrian safety.
- Develop detailed bicycle and pedestrian improvements.
- Raise awareness of the benefits of walking and biking by developing a coordinated public outreach strategy to encourage bicycling and walking.
- Develop land use policies and development standards that promote bicycling and walking for utilitarian and recreation trips.

The planned bikeway network is shown in Figure 4-1. The network identifies three types of bicycling facilities:
Class I bikeways (bike paths) provide a completely separated right-of-way for the exclusive use of bicycles and pedestrians with minimal automobile cross flows.

Class II bikeways (bike lanes) provide a striped lane for one-way travel on a street or highway.

Class III bikeways (bike routes) provide for shared use with motor vehicle or pedestrian traffic.

A fourth category of bike lanes, commonly referred to as “Class IV” is used to describe cycletracks or buffered bike lanes (striped bike lanes separated from the vehicle lanes by the parking lane, or by bollards or a physical divider). There are no Class IV lanes in San Leandro at this time. According to the 2011 BPMP, the City has approximately 25 miles of bikeway facilities consisting of 4.2 miles of Class I bike paths, 17.7 miles of Class II bike lanes, and 3.1 miles of Class III signed bike routes.

The City’s Class I bike paths are associated with the Bay Trail, a planned 500-mile network of paved trails that will ultimately encircle San Francisco and San Pablo Bays. Most of the San Leandro portion of the Bay Trail is in place along the shoreline between Oakland and San Lorenzo. A small portion between Oyster Bay Regional Shoreline and Marina Boulevard is a Class III bike route within the right of way of Neptune Drive. The San Leandro Bay Trail Slough Bridge, completed in 2010, provides a connection for the Bay Trail between San Leandro and Oakland.
Prospects for the Future

Fewer than one percent of San Leandro residents presently use a bicycle to travel to work. However, based on trends and local demographics, the city can support a greatly expanded bicycle system. The 2011 Bicycle and Pedestrian Master Plan indicates a target of increasing the bicycle commute mode share to 3.0 percent. This will be achieved by closing gaps in the existing bike system and developing new bicycle facilities. The 2011 Plan identifies 38.8 miles of additional bikeways, including 8.4 miles of Class I bike paths, 10 miles of Class II bike lanes, and 20.4 miles of Class III bike routes.

The Bikeway Plan identifies improvements to better define and connect the existing bikeway network and improve its effectiveness. The focus of the Plan is on connecting major activity centers, such as schools, parks, libraries, retail destinations, and major employment centers. Connections to BART are also critical, including provisions for bicycle storage at the San Leandro and Bay Fair Stations. Bike path improvements are planned throughout the city, including the trail systems at Oyster Bay Regional Shoreline and in the Shoreline Development project area.

The policies and actions in the San Leandro General Plan are consistent with the 2011 Plan and support bicycling as a viable alternative to the automobile. Key General Plan objectives are to improve bicycle safety, reduce barriers, encourage bicycle use, and provide bicycle parking at community facilities and major shopping and employment centers. The City of San Leandro is also pursuing educational, promotional, and safety improvements related to bicycle travel. It carries out educational programs teaching bicycle safety and sponsors events such as Bike to Work Day, Safe Moves, and bicycle rodeos.

Recommended safety improvements include special bicycle crossings (including signalized crossings) near schools, and pavement maintenance programs to reduce the risk of collisions. Regular sweeping of bicycle trails, volunteer maintenance, and a maintenance log of hazardous conditions also are recommended. Programs such as colored bike lanes and coordinated signage are recommended so that bikeways are clearly marked and easy to navigate.
Funding for capital projects and bicycle programs is an important component of the BPMP. The Plan identifies potential governmental and non-governmental funding sources, and potential partnerships for joint projects. The Bikeway Plan includes a recommendation for five-year Plan updates, recognizing the importance of keeping priorities current in order to maximize eligibility for funding. Updates also enable the City to incorporate emerging opportunities, such as the proposed East Bay Greenway and the San Leandro Creek Trail. The East Bay Greenway will provide a Class I bicycle connection between Oakland and Hayward, making it easier to commute through the Central East Bay by bicycle.

Pedestrian Facilities

There are over 200 miles of locally maintained streets in San Leandro, most with sidewalks. Many parts of the City provide an environment that is conducive to walking. This is especially true in older neighborhoods and Downtown. There are other areas in San Leandro that are less walkable, despite the presence of sidewalks and crosswalks. These include many of the City’s commercial thoroughfares, neighborhood shopping centers, and industrial districts. Walkability is influenced by all aspects of the built environment, including elements such as street trees, sidewalk width, building setbacks and architectural features, and traffic speed on adjacent roadways.
Thoroughfares like San Leandro Boulevard and East 14th Street were designed for vehicle convenience and speed. Pedestrians on these streets may feel uncomfortable due to high volumes of fast-moving traffic, along with the fumes and noise associated with such traffic. The City will continue to take steps to create a more hospitable environment for pedestrians through streetscape improvements and updated design standards. Ten Pedestrian Improvement Areas are identified in the 2011 Bicycle and Pedestrian Master Plan, and 20 specific locations have been highlighted for future improvements. Many of these locations are near schools where Safe Routes to School programs could improve walk and bike access through capital improvements and educational programs.

Recommended improvements include Americans with Disabilities Act (ADA) compliance measures, repair of sidewalk surfaces, curb ramp improvements, accessible signals, and updated push buttons. The 2011 Plan also calls for enforcement of parking regulations at crosswalks and intersections, streetscape enhancements, and specific capital projects, including new pedestrian crossings, elimination of rolled curbs, redesign of key streets, consolidation of curb cuts on East 14th Street, and improvements to freeway underpasses. Development of a trail along portions of San Leandro Creek also will be pursued.
Public Transit

San Leandro is served by BART, AC Transit, and a number of shuttle and para-transit services.

BART provides heavy-rail, regional transit service to Alameda, San Francisco, Contra Costa, and San Mateo counties. The two BART stations in San Leandro are located to the west of Downtown and adjacent to Bayfair Center. Between 6,100 and 6,400 passengers per day arrive at and depart from each of these stations. Direct service is provided to San Francisco, Oakland, Fremont, Richmond, and Dublin/Pleasanton. Connecting service is provided to Concord/Pittsburg. BART operates with 15-minute headways during commute periods.

Future improvements to BART include extensions to San Jose and Livermore. In addition, the Bayfair Connector project, which is funded by Alameda CTC through Measure BB funds, will facilitate rider transfer at Bay Fair between the Pleasanton and Fremont lines.

AC Transit provides bus service in Alameda County and the western portion of Contra Costa County, and transbay commuter service to San Francisco and the Peninsula. Its local buses connect San Leandro neighborhoods and business districts with various destinations, including the two BART stations. AC Transit also provides school bus and para-transit services, and it is a participating transit provider for the regional, All-Nighter bus system, providing night owl bus service when BART is not operating. AC Transit buses are equipped with front-loading racks that can hold up to two bicycles.
Figure 4-2
Rail and Transit Network

Source: City of San Leandro, 2014; Alameda County, 2013; Placeworks, 2014.
Some of AC Transit’s busiest service corridors pass through San Leandro. Daily ridership on the East 14th Street corridor was over 21,000 passengers per day in Fall 2014. The Bancroft Avenue corridor had daily ridership of 10,000 passengers per day in Fall 2014 while ridership along the MacArthur Boulevard was 8,000 passengers per day. Bus routes throughout the city are illustrated in Figure 4-2.

During the next 15 years, San Leandro will work with BART and AC Transit to achieve local service improvements. A major focus of this effort will be to improve connections between the two modes so that they work in tandem. Key initiatives are described below.

**BART Improvements**

BART is in the process of extending service on the Fremont line to San Jose/Santa Clara. Service to Warm Springs (South Fremont) is expected to by the end of 2016, while service to San Jose should begin by 2025. The San Jose extension will include connections to the Caltrain and VTA systems, achieving the long time vision of rail transit circumnavigating San Francisco Bay. Plans for a second BART tube (from Oakland to San Francisco) are being considered, recognizing the need to invest in transit as the region grows and increase BART capacity as transit-oriented development plans are implemented.
Growth in San Leandro is also expected to generate additional BART riders, both through new housing development and increased employment. The EIR for the 2035 General Plan projected an increase of 2,240 new daily BART trips at San Leandro’s two stations in the next 20 years. Local BART ridership also may grow as the BART system expands, particularly when BART becomes a viable means of commuting to San Jose and Silicon Valley. The City will work with BART to ensure that its infrastructure is maintained to meet increased demand. BART is acquiring new rail cars and regularly updates its plans for station ingress, egress, bus connections, and parking.

As noted throughout the General Plan, the investment that has been made in the BART system is being leveraged to promote transit-oriented development (TOD) on the station perimeters. TOD starts with improvements to the stations themselves, including safety improvements for pedestrians, better-timed connections to buses, and improved connectivity between the stations and the neighborhoods around them. Over the years, improvements have been made to the San Leandro and Bay Fair stations to improve their functionality and accessibility. These efforts will continue as land around the stations redevelops.

The availability of parking is an ongoing issue around both of San Leandro’s BART Stations, particularly the Downtown Station. Both stations have historically relied on BART-owned surface parking lots to meet demand. Both the Marea Alta and San Leandro Tech Campus developments include structured parking for BART passengers as well as parking for the developments themselves. Future mixed use projects on the station perimeter, including development on BART-owned parking lots, may include garage parking for BART passengers. At Bay Fair, development of at least a portion of the surface parking lot is likely in the future, with structured parking used to replace lost spaces. The City is also working with AC Transit to improve feeder bus service, so that commuters can arrive by bus rather than driving to the station.

**AC Transit Improvements**

AC Transit is currently developing a Bus Rapid Transit (BRT) system in the East Bay. The initial BRT line will extend 9.5 miles from Downtown Oakland to the San Leandro BART station. This line will enter San Leandro on East 14th Street (International Boulevard) at the Oakland city limits, extend south to Davis Street, and then west to the BART station. Although a dedicated bus lane is proposed for most of the route in Oakland, the portion in San Leandro will include a dedicated lane for
only about two blocks, with bus traffic transitioning into auto traffic just south of Broadmoor Boulevard. Amenities along the route include sheltered seating at bus stops, off-bus fare payment, real-time arrival times, and traffic signal priority.

AC Transit is studying potential extension of BRT service from San Leandro station to Bay Fair station. A northerly extension from Oakland to Emeryville also is being considered. These improvements are being studied as part of various long-range planning studies, including a Service Expansion Plan, a “Major Corridors Study,” and a Short-Range Transportation Plan that seeks to increase service on the 11 highest-ridership bus routes in the service area. The Service Expansion Plan is evaluating possibilities for increased service frequency, expansion of night and weekend service, and elimination of loop routes. The Major Corridors Study is evaluating potential infrastructure improvements such as bus stops, bus lane, and traffic signal pre-emptions.

Although the City of San Leandro does not control bus service and operations, it plays an important role in sustaining a viable bus system. One of its most important roles is to create a street environment where transit users feel safe and comfortable, and where buses may operate efficiently. Bus shelters should be clean, attractively designed, well-lighted, and well maintained. Local design standards for streets with frequent bus service should accommodate bus pullouts, and passenger amenities. Parking regulations on these streets should be strictly enforced to minimize bus lane obstructions. The City will require new development along major transit corridors to include features that support transit use, such as requiring building entrances that face the street rather than rear parking lots.

The City is particularly interested in improving AC Transit feeder service to the BART Stations from San Leandro neighborhoods and business districts. This could include flexible routing for some of the bus lines and smaller buses to allow broader service coverage. The coordination of AC Transit and BART schedules is also critical, as quick transfers provide one of the best incentives for ridership.
Shuttles, Vanpools, Ridesharing, and Carsharing

San Leandro created the LINKS shuttle service in 2002 as a way to provide convenient local transit between the San Leandro BART Stations and the major employment districts of West and Central San Leandro. Service was recently expanded from a single loop route to two lines, one providing a loop through the northwestern part of the city and the other providing a loop through the southwest. LINKS is funded by a special purpose business improvement district encompassing benefitting businesses, primarily in the industrial areas of West San Leandro. The service also receives grants from regional agencies, including the Bay Area Air Quality Management District (BAAQMD).

LINKS plays a crucial role in filling the gap created by AC Transit service cuts, and is an important part of the City’s trip reduction strategy. It is also an important economic development tool, providing a resource for businesses and their employees. On non-holiday weekdays, shuttles operate every 15 minutes along the north loop and every 20 minutes along the south loop from 5:45 AM to 9:45 AM and from 3:00 PM to 7:00 PM. Continued improvements to LINKS service will be pursued as employment in the area grows. A number of large employers, including Kaiser Permanente, also operate independent private shuttle services to and from the San Leandro BART station.

Depending on financial feasibility, shuttles could also someday serve residential and commercial areas—including Downtown San Leandro. The concept of public-private partnerships could make shuttle service more viable, with the City working with AC Transit and the private sector to coordinate operations.
The City is also supportive of ridesharing and vanpooling programs by local employers and institutions. Several large employers—including the City itself—provide preferential parking for carpools. Through the City’s trip reduction efforts, local employers are encouraged to develop commuter benefit programs, such as transit vouchers, which encourage employees to seek alternatives to driving. Programs managed by the Alameda County Transportation Commission such as “guaranteed ride home” and 511 Rideshare also support carpooling at the local level.

San Leandro is also committed to meeting the needs of elderly and disabled passengers. Although AC Transit buses are wheelchair equipped, there may still be obstacles to convenient use. The City provides FLEX shuttle service for persons unable to use conventional buses. The shuttle operates Monday through Friday between 9:00 AM and 5:00 PM, with a northern and southern route.

Automobiles

San Leandro’s road system consists of freeways, arterials, collectors, and local streets. As indicated below, these classifications are used to describe the different functions and design criteria for each type of street. Figure 4-3 shows San Leandro’s road system using these designations. Table 4-1 indicates the average daily traffic volumes on major San Leandro streets in the most recent year of record. Refinements to the classification system shown below may be implemented in the coming years. These refinements would recognize not only the function of the street, but also the priority mode of travel (e.g., bicycle, pedestrian, transit, multi-modal, etc.)

Freeways

Freeways are limited access multi-lane roadways that accommodate trips from one part of the region to another. All access is ramp controlled and grade-separated, allowing these roadways to carry large volumes of traffic at relatively high speeds. No direct access is provided to adjacent properties. Freeway design, operation, and maintenance is the responsibility of the California Department of Transportation (Caltrans). San Leandro’s freeways—Interstates 880, 580, and 238—provide the major road links between the City and the rest of the Bay Area. Current (2015) volumes range from 98,000 vehicles per day (vpd) on Interstate 238 to 223,000 vpd on Interstate 880.
Figure 4-3

Street Classification


- Red: Freeway
- Orange: Arterial
- Green: Collector
- Light Gray: Local

- San Leandro City Limits
- San Leandro Sphere of Influence

Scale (Miles)
### Table 4-1: Average Daily Traffic Volumes (ADT) on San Leandro Streets

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<th>Segment</th>
<th>ADT</th>
<th>Year</th>
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</thead>
<tbody>
<tr>
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<td>Thornton to Marina</td>
<td>7,200</td>
<td>2014</td>
</tr>
<tr>
<td></td>
<td>Marina to Fremont</td>
<td>20,200</td>
<td>2014</td>
</tr>
<tr>
<td>Bancroft</td>
<td>Durant to Dutton</td>
<td>9,800</td>
<td>2014</td>
</tr>
<tr>
<td></td>
<td>Dutton to Estudillo</td>
<td>13,100</td>
<td>2014</td>
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<tr>
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<td>Estudillo to 136th</td>
<td>9,200</td>
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<td>136th to East 14th</td>
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<td>2014</td>
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<td>Callan</td>
<td>East 14th to Bancroft</td>
<td>9,800</td>
<td>2014</td>
</tr>
<tr>
<td>Davis</td>
<td>West of Doolittle</td>
<td>7,100</td>
<td>2014</td>
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<tr>
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<td>22,400</td>
<td>2014</td>
</tr>
<tr>
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<tr>
<td></td>
<td>Davis to Marina</td>
<td>22,700</td>
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</tr>
<tr>
<td></td>
<td>Marina to Fairway</td>
<td>17,700</td>
<td>2014</td>
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<tr>
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<td>Fairway to Farallon</td>
<td>10,700</td>
<td>2014</td>
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<tr>
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<td>Davis to San Leandro Blvd</td>
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<td>San Leandro Blvd to Hesperian</td>
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<td>Hesperian to Fairmont</td>
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<tr>
<td>Estudillo</td>
<td>East 14th to Bancroft</td>
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<td>2014</td>
</tr>
<tr>
<td></td>
<td>Bancroft to MacArthur</td>
<td>15,100</td>
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<tr>
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<td>Hesperian to East 14th</td>
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</tr>
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<td>Fairway</td>
<td>Doolittle to Merced</td>
<td>11,400</td>
<td>2014</td>
</tr>
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<td></td>
<td>Merced to I-880</td>
<td>12,800</td>
<td>2014</td>
</tr>
<tr>
<td>Farnsworth</td>
<td>Lewelling to Manor</td>
<td>8,800</td>
<td>2014</td>
</tr>
<tr>
<td></td>
<td>Manor to Corvallis</td>
<td>8,600</td>
<td>1997</td>
</tr>
<tr>
<td>Floresta</td>
<td>Corvallis to Fremont</td>
<td>11,100</td>
<td>2011</td>
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<tr>
<td></td>
<td>Fremont to Washington</td>
<td>21,700</td>
<td>2014</td>
</tr>
<tr>
<td>Halcyon</td>
<td>Washington to Hesperian</td>
<td>20,800</td>
<td>2012</td>
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<table>
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<tr>
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<th>Segment</th>
<th>ADT</th>
<th>Year</th>
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<td>20,800</td>
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<td>Halcyon to Bayfair</td>
<td>25,500</td>
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<td>Bayfair to I-238</td>
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<td>Lewelling</td>
<td>Wicks to Farnsworth</td>
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<td>Farnsworth to Washington</td>
<td>20,100</td>
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<td></td>
<td>Washington to Hesperian</td>
<td>22,600</td>
<td>2014</td>
</tr>
<tr>
<td>MacArthur</td>
<td>Durant to Dutton</td>
<td>9,800</td>
<td>2013</td>
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<tr>
<td></td>
<td>Dutton to Estudillo</td>
<td>10,500</td>
<td>2014</td>
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<tr>
<td>Manor</td>
<td>Wicks to Kesterson</td>
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<td>Neptune to Doolittle</td>
<td>7,000</td>
<td>2014</td>
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<td></td>
<td>Doolittle to Merced</td>
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<td>2014</td>
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<td></td>
<td>I-880 to Alvarado</td>
<td>21,900</td>
<td>2014</td>
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<td>Alvarado to San Leandro Blvd</td>
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<td></td>
<td>Davis to Washington</td>
<td>19,500</td>
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<tr>
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<td>Washington to East 14th</td>
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<td>Sybil Av</td>
<td>Bancroft to Grand</td>
<td>7,300</td>
<td>2013</td>
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<td>Washington</td>
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<td>2012</td>
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<td>West Gate</td>
<td>Timothy and Shopping Center Drive Way</td>
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<td>2014</td>
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<td>Wicks</td>
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<td></td>
<td>Farallon to Manor</td>
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<td>2014</td>
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<tr>
<td></td>
<td>Manor to Lewelling</td>
<td>13,700</td>
<td>2014</td>
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<td>Williams</td>
<td>Doolittle to Merced</td>
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<td>2014</td>
</tr>
<tr>
<td></td>
<td>Merced to San Leandro Blvd</td>
<td>11,400</td>
<td>2014</td>
</tr>
<tr>
<td></td>
<td>San Leandro Blvd to Washington</td>
<td>3,500</td>
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<tr>
<td>143rd Av</td>
<td>Washington to E. 14th</td>
<td>7,700</td>
<td>2014</td>
</tr>
<tr>
<td>150th Av</td>
<td>East 14th to I-580</td>
<td>16,600</td>
<td>2014</td>
</tr>
</tbody>
</table>

Source: City of San Leandro, 2015
**Arterials**

Arterials serve as the basic network for through-traffic in and around San Leandro. They provide connections between the freeways and major destinations in the city and for cross-town travel, commercial vehicle travel and access to collector streets and local streets. Arterial streets generally provide direct access to adjacent land uses, although access may be restricted by medians and dividers. Driveways are limited to a few locations, and on-street parking may be limited or absent in order to provide the greatest travel capacity within the available right-of-way. Depending on the intensity of adjacent land uses, arterials may have two, four or six lanes. Intersections with arterials may be signalized and may have dedicated left or right turn lanes.

Arterials may bisect residential neighborhoods as well as commercial and industrial areas. Because homes and apartments tend to be more susceptible to the negative impacts of traffic than business districts, different design standards and traffic management strategies may apply to residential arterials.

Caltrans is responsible for the design, operation and maintenance of three arterials in San Leandro: East 14th Street (Route 185), Doolittle Drive north of Davis Street (Route 61), and Davis Street from Doolittle to East 14th Street (Route 112). The City of San Leandro is responsible for the other arterials in the city, such as Bancroft Avenue, Hesperian Boulevard, Washington Avenue, San Leandro Boulevard, MacArthur Boulevard, and Marina Boulevard.

**Collectors**

Collectors are designed to connect neighborhoods with arterials. They typically carry less than 10,000 vehicles per day, although somewhat higher volumes are not unusual. As with arterials, collectors in residential areas may be subject to different design standards and traffic
management strategies than those in commercial and industrial areas. Residential collectors are typically two lanes, with curb parking and traffic signals at major intersections. Intersections with lower volume streets may be controlled by two-way or four-way stops. Examples of collector streets include Springlake Drive, Teagarden Street, and Farnsworth Street.

*Local Streets*

Local streets are low-speed roadways that link individual parcels to collector or arterial streets. They typically accommodate one traffic lane and one curbside parking lane in each direction. Intersections are typically controlled by two-way or four-way stop signs. With the exception of a few private streets, the City of San Leandro is responsible for the design, operation, and maintenance of all local streets.

*Trucks*

Trucks comprise a small percentage of the vehicles on San Leandro streets, but have a major impact on traffic patterns and roadway needs. Many of San Leandro’s businesses depend on efficient and convenient truck access. To facilitate truck traffic and avoid neighborhood conflicts, the City has designated certain thoroughfares as truck routes. These are shown in Figure 4-4.

Despite the designation of truck routes, problems with truck traffic on residential streets may still occur. The California Vehicle Code allows trucks to use virtually any street to make pick-ups and deliveries, making enforcement of truck routes more difficult. Problems such as noise, diesel fumes and dust, property damage, pavement deterioration, conflicts with auto traffic, and pedestrian and bicycle hazards occur on some streets, including those not designated as truck routes. Truck parking is also a problem in some areas. City ordinances prohibit truck parking along truck routes, on residential streets, and in locations where unsafe reductions in sight distances or travel lane widths result, but violations occasionally occur.

Enforcement, permitting, coordination with adjacent jurisdictions, and education are all important parts of managing truck traffic. The City requires transportation permits for particular vehicle types in order to monitor heavy loads on its streets. San Leandro also works with the City of Oakland to manage truck traffic along border streets, and coordinate truck routing. Additional initiatives will be pursued in the future.
Ultimately, street design and signage changes may be needed to better accommodate trucks on designated truck routes and to discourage illegal truck “cut-through” traffic elsewhere. In industrial districts, this may require the upgrading of key intersections to accommodate the turning radius of larger trucks. In residential areas, this may require traffic calming measures, extension of curbs or medians, and additional signs in areas where truck parking and weight limits apply.

Local businesses and truckers should also be kept informed of where truck routes are located and where truck parking is permitted. Other changes might include revisions to the City’s truck route map and revisions to weight limits on truck routes in residential neighborhoods. Key areas for future focus include the Washington Manor area and the northeast part of the city.

Additional recommendations for trucks are included in a Goods Movement Plan adopted by Alameda County in February 2016. The County Plan includes infrastructure investments, strategies, and performance measures to support goods movement countywide.

**Railroads**

San Leandro is crossed by three major rail lines, generally running from northwest to southeast across the city. The rail lines link local industrial areas with the Port of Oakland, other West Coast markets, and the rest of the state and nation (see Figure 4-3). The rail lines were formerly independently operated but have been consolidated under the
ownership of Union Pacific (UPRR). The lines are generally referred to as the Oakland Subdivision, the Niles Subdivision, and the Coastal Subdivision. Spurs from each railroad provide service to industrial developments in Central and West San Leandro.

In 1996, the Oakland subdivision was relegated to industrial spur status. Most of the line has been abandoned, although a few industrial customers remain on isolated portions of the line. As of 2016, plans were moving forward to convert portions of the Oakland Subdivision to a bicycle and pedestrian path called the East Bay Greenway. The Greenway Concept Plan includes a combination of Class I, II, and III bicycle facilities extending from 18th Avenue in Oakland to Downtown Hayward.

On the Coastal and Niles Subdivisions, trains still cross arterial and collector streets several times a day. Most rail crossings are equipped with warning bells and crossing guards used to detain vehicles when trains pass. Vehicle and pedestrian safety is an ongoing issue for at-grade crossings. Continued driver, bicyclist and pedestrian education is necessary to reduce collision hazards. With increased freight activity expected along the UP corridor from the Port of Oakland to the south, circulation and access will be affected particularly at the at-grade crossings in San Leandro.

Two rail crossings in San Leandro are grade-separated: the Maltester-Polvorosa overpass on West Davis Street and the Washington Avenue underpass just south of San Leandro Boulevard. The Washington Avenue crossing is on the Oakland subdivision and is presently inactive. New grade-separated crossings at Davis, Marina, Hesperian, Washington (at Chapman), and other major thoroughfares would be desirable but face significant design and funding constraints. Caltrans provides grants for such projects through its Section 190 Grade Separation Program, contingent on completion of a plan addressing the design of the project, acquisition of right-of-way, relocation of businesses, and resolution of any related issues.
Amtrak

Amtrak operates intercity and interstate passenger rail service. Its Capital Corridor and Coast Starlight routes run through San Leandro, but there are currently no Amtrak stops in the city. The Capitol Corridor route connects San Jose to the Sacramento area and uses the Niles Subdivision of the Union Pacific tracks, passing just west of the San Leandro BART station. The nearest station is about two miles northwest of the city limits adjacent to the Coliseum BART station in Oakland. The Coast Starlight is an interstate route connecting cities along the west coast. The nearest station is at Jack London Square, about seven miles north of San Leandro. The possibility of a Capitol Corridor stop in San Leandro should continue to be explored in the future, with the ideal location being in the transit oriented development area west of the BART station.

Airports

There are no airports or heliports in San Leandro listed by the Federal Aviation Administration (FAA). The nearest airports are Oakland International, located adjacent to the city to the northwest, and Hayward Executive Airport, located 1.5 miles to the south of the city limits. Despite the absence of an airport within the city limits, there is active air traffic over the City. The major commercial airline approaches to Oakland International Airport’s runways are located west of the San Leandro shoreline, while non-scheduled general flights to Oakland’s North Field fly over developed portions of San Leandro. Hazards and
noise associated with air traffic are discussed in the Environmental Hazards Element of the General Plan.

**Water Transportation**

Ferries have long been regarded as a potential way to reduce congestion on Bay Area highways and provide a public transit alternative to buses and trains. Commuter ferries currently serve a number of Bay Area communities, including San Francisco, Marin County, Vallejo, Oakland, Alameda, and South San Francisco. A 1999 feasibility study identified the San Leandro Marina as one of the most viable sites on the Bay for a new ferry terminal.

Given the fiscal challenges associated with channel dredging and recent decisions regarding the Marina, ferry service is considered infeasible in San Leandro at the present time. However, such service could become viable in the future in the event a long-term, stable, non-local funding source for dredging and terminal maintenance is provided. The San Francisco Bay Water Emergency Transportation Authority (WETA) adopted a ferry system expansion policy in 2015 that includes criteria for funding new ferry infrastructure and service projects. Ferry service improvements are planned for Richmond and Hercules, and are being studied in Redwood City, Martinez, and Antioch.

**F. TRAFFIC FORECASTS AND PLANNED IMPROVEMENTS**

One of the criteria for developing the policies and actions in the Transportation Element was an evaluation of existing and projected traffic conditions for motorists, bicyclists, pedestrians, and public transit users. Using a computerized traffic model, traffic forecasts for 2035 were developed and evaluated. The forecasts consider the type and quantity of development that will occur in the City during the next 20 years based on the General Plan Map and General Plan policies. They also account for increases in background traffic resulting from growth in nearby cities, the diversion of car trips to other travel modes as a result of transit, bicycle and pedestrian improvements, and changes in travel patterns resulting from transit-oriented development. Additional detail on the traffic analysis is included in the General Plan Environmental Impact Report.
A number of different methods may be used to evaluate projected traffic conditions. From the 1950s until recently, the most common method has been to compare the volume of automobile traffic on a road to the road’s design capacity. This method considers factors such as average vehicle speed along a road segment and the number of seconds a motorist has to wait to pass through an intersection. Lettered grades (called “levels of service” or LOS) are assigned based on these factors, with “A” corresponding to no congestion and “F” corresponding to extreme congestion. Roads and intersections with “failing” grades (usually “E” and “F”) are targeted for capacity improvements, such as turning lanes, additional travel lanes, and upgraded signals.

A number of problems with the LOS method have been observed. It evaluates the transportation network exclusively on its capacity to move cars, rather than its effectiveness serving adjacent land uses, or accommodating the greatest number of people or travel modes. It also evaluates roads and intersections without regard to context, so that roads serving Downtown, residential areas, and industrial areas are all treated the same. The focus on LOS has led to an auto-focused development pattern in many cities, with potential economic, safety, social, and urban design benefits traded for speed. More recent approaches to transportation analysis consider “multi-modal” levels of service, taking into consideration the performance of other modes of travel, such as transit.
California adopted SB 743 in 2013, moving away from LOS entirely and introducing a new metric for measuring transportation impacts. SB 743 shifts the focus to how much driving is expected to be generated by new development rather than the vehicle speed and delay at nearby intersections. Developments located near transit typically generate fewer and shorter automobile trips, as occupants may rely on transit for more of their daily travel. Similarly, a project that combines housing and retail uses may generate fewer trips than two equivalent separate housing and retail projects, since some of the trips are internally captured. Most California cities are in the process of transitioning from LOS to VMT, but there are still many questions to be answered about how the new metric will work in practice.

For the purposes of this General Plan, an analysis of future LOS and VMT were both performed. The findings are summarized below.

**Level of Service (LOS)**

As noted above, LOS is indicated by a lettered grade from "A" through "F" (from best to worst), covering the range of traffic operations that might occur. Table 4-2 provides a definition of each LOS grade. Different standards are used for freeways than for intersections, since freeways are designed to operate without stops.

For planning purposes, the City has created a tiered LOS system in this General Plan as follows (see Action T-2.5.A):

- Outside of the designated “Priority Development Areas” (see Figure LU-1), LOS D is the minimum acceptable service level for intersections.

- Inside the PDAs, LOS E is the minimum acceptable service level for intersections.

The dual system recognizes that a greater level of auto congestion is acceptable in areas where the emphasis is on public transit, pedestrian, and bicycle trips. The PDAs include the areas around the San Leandro and Bay Fair BART stations, and the East 14th Street corridor. While the City seeks efficient vehicle flow through these areas, it also seeks to shift trips to other modes and focus on place making and economic vitality.
### TABLE LU-1  LEVEL OF SERVICE INTERPRETATION FOR INTERSECTIONS AND FREEWAYS

<table>
<thead>
<tr>
<th>LOS</th>
<th>Description of Traffic Conditions at Intersection</th>
<th>Signalized Intersection Average Delay Per Vehicle (Seconds)</th>
<th>Unsignalized Intersection AverageDelay Per Vehicle (Seconds)</th>
<th>Density (passenger vehicles per mile per lane)</th>
</tr>
</thead>
<tbody>
<tr>
<td>A</td>
<td>Free flowing. Most vehicles do not have to stop.</td>
<td>≤10.0</td>
<td>≤10.0</td>
<td>≤11</td>
</tr>
<tr>
<td>B</td>
<td>Minimal delays. Some vehicles have to stop, although waits are not bothersome.</td>
<td>&gt;10.0 and ≤ 20.0</td>
<td>&gt;10.0 and ≤ 15.0</td>
<td>&gt;11-18</td>
</tr>
<tr>
<td>C</td>
<td>Acceptable delays. Significant numbers of vehicles have to stop because of steady, high traffic volumes. Still, many pass without stopping.</td>
<td>&gt;20.0 and ≤ 35.0</td>
<td>&gt;15.0 and ≤ 25.0</td>
<td>&gt;18-26</td>
</tr>
<tr>
<td>D</td>
<td>Tolerable delays. Many vehicles have to stop. Drivers are aware of heavier traffic. Cars may have to wait through more than one red light. Queues begin to form, often on more than one approach.</td>
<td>&gt;35.0 and ≤ 55.0</td>
<td>&gt;25.0 and ≤ 35.0</td>
<td>&gt;26-35</td>
</tr>
<tr>
<td>E</td>
<td>Significant delays. Cars may have to wait through more than one red light. Long queues form, sometimes on several approaches.</td>
<td>&gt;55.0 and ≤ 80.0</td>
<td>&gt;35.0 and ≤ 50.0</td>
<td>&gt;35-45</td>
</tr>
<tr>
<td>F</td>
<td>Excessive delays. Intersection is jammed. Many cars have to wait through more than one red light, or more than 60 seconds. Traffic may back up into “up-stream” intersections.</td>
<td>&gt;80.0</td>
<td>&gt;50.0</td>
<td>&gt;45</td>
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</tbody>
</table>


Some of the City’s roadways (including Davis Street, Doolittle Drive, and East 14th Street) are under Caltrans’ jurisdiction. Caltrans applies a different standard to these facilities (the point where LOS “C” meets LOS “D”). For the purposes of this General Plan and other transportation plans, the City of San Leandro’s LOS “D” standard is applied to these facilities. The City has not adopted LOS standards for the freeways since they are not under local jurisdiction and are primarily carrying traffic with origins and destinations outside San Leandro.

In 2015, most intersections in San Leandro were operating at LOS D or better. Only one intersection—the southbound I-880 off-ramp at Marina Boulevard—was found to be below LOS D. In fact, there were fewer
LOS E and F intersections in the city in 2015 than there were in 2000, based on the General Plan traffic analysis completed for the prior Plan. In addition, much of the congestion experienced in the city is limited in duration, with operations becoming stable shortly after the peak hours.

Table 4-3 illustrates the existing (2015) and projected (2035) levels of service at major intersections in San Leandro. Intersections operating below the adopted service levels are shown in bold.

Table 4-3 indicates that several intersections may become very congested by 2035, with longer delays at traffic signals. Ten of the 36 intersections listed will not meet the adopted LOS criteria by 2035, with some experiencing heavy congestion during the morning peak hour, some experiencing heavy congestion during the evening peak hour, and some experiencing congestion during both mornings and evenings. Three of the congested intersections are within PDA areas and seven are not. Delays will worsen along Davis Street, Hesperian Boulevard, Marina Boulevard, San Leandro Boulevard, Washington Avenue, Doolittle Drive, and East 14th Street, among others.

Interstates 880, 580, and 238 are also projected to experience increased congestion in the future. Northbound I-880 and I-580 already operate at LOS “F” during the morning peak hour, and are projected to continue to operate at LOS “F” in 2035. Similarly, I-238 operates at LOS “E” or “F” in both directions during the morning peak, and is projected to do the same in 2035.

Much of the projected increase in traffic is due to continued growth in the Bay Area, rather than growth occurring within San Leandro. According to ABAG, the region is expected to add 1.1 million jobs, 2.1 million people, and 660,000 homes between 2010 and 2040. While changes in technology may enable the freeways to operate more efficiently, there are no plans to add lanes or increase freeway capacity through San Leandro. As freeway congestion, drivers are more likely to exit and search for alternative routes using local streets. In fact, much of the projected increase in traffic on streets like Marina, Davis, and Doolittle is expected to be due to motorists seeking alternate routes from the freeways to destinations such as Oakland Airport.
<table>
<thead>
<tr>
<th>Cross-Street 1</th>
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<td></td>
<td></td>
<td>AM</td>
<td>PM</td>
</tr>
<tr>
<td>E 14th Street</td>
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<td>B</td>
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<tr>
<td>E 14th Street</td>
<td>Dutton Avenue</td>
<td>C</td>
<td>B</td>
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<tr>
<td>E 14th Street</td>
<td>Davis Street (SR-112)</td>
<td>C</td>
<td>C</td>
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<td>E 14th Street</td>
<td>San Leandro Boulevard</td>
<td>C</td>
<td>C</td>
</tr>
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<td>Hesperian Blvd/ Bancroft Ave</td>
<td>E 14th Street</td>
<td>C</td>
<td>C</td>
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<td>MacArthur Boulevard</td>
<td>Estudillo Avenue</td>
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<td>Halcyon Drive/ Fairmont Dr</td>
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<td>Marina Boulevard</td>
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<tr>
<td>San Leandro Boulevard</td>
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<tr>
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<tr>
<td>Hesperian Boulevard</td>
<td>Lewelling Boulevard</td>
<td>D</td>
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Notes: (1) Some of the intersections noted as deteriorating to “E” or “F” in 2035 could potentially be restored to acceptable levels of service through physical improvements or changes to signals and signal timing. The feasibility of such improvements will be determined as future development projects and Specific Plans are considered, and as transportation planning is conducted. Where feasible and applicable, the Development Fee for Street Improvements (DFSI) should be used to improve service at these locations. (2) Intersections operating at LOS “E” in 2035 are noted in bold, but this level of service has been deemed acceptable within designated Priority Development Areas (PDAs).
Future increases in freeway congestion may trigger changes in how and where businesses locate, where employees choose to live, and how and when commuting occurs. As noted below, the City is expected to revise its travel forecasting methods to focus on vehicle miles traveled (VMT) in the coming years. One of the challenges in making this switch is to determine how the cost of improvements will be fairly allocated to new development. The current Development Fee for Street Improvements (DFSI) will need to be revised to focus on new metrics and capital projects that expand other travel modes. The impacts of new transportation modes such as driverless cars also will need to be considered.

**Vehicle Miles Traveled**

The San Leandro 2035 General Plan Update included an estimate of the total vehicle miles traveled in San Leandro in 2015 and a forecast of projected VMT in 2035. The calculations include vehicle trips originating in San Leandro but ending elsewhere, trips ending in San Leandro but starting elsewhere, and trips both originating and ending within the city. Theoretically, total VMT can be reduced if a community provides a balanced mix of housing, shopping, services, and employment because more of its trips can be self-contained. Many of the city’s air quality and greenhouse gas reduction strategies are aimed at reducing VMT, since transportation is the major local source of air pollutants and greenhouse gas emissions.

VMT is often measured on a per capita basis, to account for growth in the overall population and workforce. Although increases in total VMT may be inevitable in a growing city, reductions in per capita VMT are a step in the right direction.

Table 4-4 shows total daily VMT and VMT per capita in 2015 and the forecast for 2035. In this particular table, the figures include the San Leandro sphere of influence as well (e.g., Ashland and environs) as well as land within the city limits. The analysis indicates a 17 percent increase in total VMT in the next 20 years, but a slight decrease in VMT per capita. The projected decrease is largely due to local policies emphasizing transit oriented development and alternatives to driving.
**TABLE 4-4: VEHICLE MILES TRAVELED (VMT) IN 2015 AND 2035**

<table>
<thead>
<tr>
<th></th>
<th>2015 (existing)</th>
<th>2035 (projected)</th>
<th>Percent Change</th>
</tr>
</thead>
<tbody>
<tr>
<td>Daily VMT</td>
<td>4,102,665</td>
<td>4,829,878</td>
<td>17.70%</td>
</tr>
<tr>
<td>Households</td>
<td>40,588</td>
<td>48,252</td>
<td>18.90%</td>
</tr>
<tr>
<td>Population</td>
<td>114,567</td>
<td>137,635</td>
<td>20.10%</td>
</tr>
<tr>
<td>Jobs</td>
<td>44,266</td>
<td>60,521</td>
<td>36.70%</td>
</tr>
<tr>
<td>VMT Per Capita</td>
<td>24.7</td>
<td>24.4</td>
<td>-1.30%</td>
</tr>
<tr>
<td>Daily VMT</td>
<td>4,102,665</td>
<td>4,829,878</td>
<td>17.70%</td>
</tr>
</tbody>
</table>


### Planned Improvements

Maintaining satisfactory conditions on City streets will require a combination of capital improvements, land use strategies, and traffic management measures. Although road widening may still be proposed in a few locations, most planned improvements address the coordination and timing of signals and safety improvements. Additional improvements are aimed at making transit use and pedestrian and bicycle travel more viable in the City. A combination of sources will be used to fund future projects, including the Measure BB one-half cent sales tax approved by Alameda Voters in 2015, the Development Fee for Street Improvements (DFSI), and state and federal grants. Much of the Measure BB funding stream will be dedicated to local street maintenance and safety, BART and bus improvements, and bicycle and pedestrian improvements.

Some of the key improvements planned during the next three years include:

- Reconstruction of the active Union Pacific crossing of Washington Avenue (at Chapman Road, just north of Halcyon-Floresta). This project will reduce collision hazards, reconstruct the median, add new sidewalks, and install fencing and warning lights.

- Signal improvements at the Bancroft and Sybil intersection.
Lane adjustments and signal modifications at the East 14th-Hesperian-150th Avenue intersection, including additional lanes and new signals.

Widening of Marina Boulevard between Orchard Avenue and San Leandro Boulevard also may be pursued in the coming years.

An update of the Master Plan of City Streets will follow adoption of the General Plan. This update may identify specific capital improvements for funding in the coming years, as well as operational changes to improve system efficiency. The City will also be updating its Pedestrian and Bicycle Master Plan, and will identify additional capital improvements and funding sources through that process.

Future road improvements include Caltrans projects and local (City of San Leandro) projects. Caltrans recently completed the addition of a southbound high-occupancy vehicle (HOV) lane on I-880 from Hegenberger Road in Oakland to Marina Boulevard, and is completing the reconstruction of the Davis and Marina Boulevard interchanges. A northbound I-880 HOV lane from Marina to Hegenberger also is planned. Localized improvements are also planned as part of the buildout of the Kaiser Permanente development (including the retail project on the north parcel), and the Shoreline Development Project.

In the past, the City also has considered new roads and overcrossings to improve east-west circulation. A proposed extension of Fairway Drive/Aladdin Avenue across the Union Pacific Railroad to San Leandro Boulevard has been part of the City’s Master Plan for City Streets for many years, but the project is complicated by land use constraints and a lack of available funding. Similarly, the realignment of Merced Street to directly connect to Westgate Parkway (at Williams) was recommended by the Next Generation Workplace Districts Study, but land ownership and funding constraints are present there as well.

Additionally, the EIR for the 2035 General Plan identified a series of improvements that if implemented could maintain the adopted levels of service at congested intersections. At some of the intersections, the improvements simply require optimizing the traffic signal cycle lengths to reduce delays. Adaptive traffic control technology can result in variable signal lengths that change based on the number of cars waiting to turn. Elsewhere, the changes may involve the conversion of through-lanes to turn lanes or the restriping of lanes to increase capacity. In a few cases, acquisition of additional right-of-way would be required.
Since many of the congested intersections are operated by Caltrans, the City cannot implement these improvements independently. Moreover, those improvements that require additional right-of-way may be infeasible due to cost and property ownership patterns. Such improvements could also be inconsistent with the City’s Complete Streets policy and its focus on other modes of travel. Improvements that are consistent with the Complete Streets principles and do not require additional right-of-way may be pursued through the City’s Capital Improvement Program. As development projects are proposed and specific plans are prepared, traffic analyses should be performed to determine the appropriate timing of improvements, and greater detail regarding design and operations.

The City will also participate in regional transportation planning discussions to explore longer-term projects which could affect circulation in San Leandro, including those involving additional crossings of San Francisco Bay or BART extensions. As noted earlier, the need for a second BART tube between Oakland and San Francisco has already been regionally acknowledged. The possibility of a “Southern Crossing” bridge has been explored for decades, although there are no active proposals under consideration. Projects supported by the city should be consistent with the goals and objectives of this General Plan, including not only its transportation goals but also those addressing environmental protection, sustainability, and neighborhood conservation.
This section of the Transportation Element addresses important transportation-related issues in San Leandro. These issues are addressed by policies and actions later in this chapter. An overarching consideration throughout this chapter is the increased engagement of residents and businesses in transportation planning. San Leandro is committed to the participation of individuals, community groups, and advocacy groups in citywide planning, as well as the design and planning of specific transportation facilities.

Traffic Calming

Traffic calming refers to projects that make permanent physical changes to streets to slow down traffic and/or reduce traffic volumes. Such changes are particularly helpful in two settings; first, on local streets which are used as short-cuts or bypasses to congested thoroughfares, and second, on residential streets which also serve as major thoroughfares. In the former case, speeding cars and excessive traffic may be a major problem and safety concern. In the latter case, residents may be exposed to noise, dust, and fumes which diminish the livability and ambiance of their properties.

The City of San Leandro adopted a Traffic Calming Program Handbook in 2003. The Handbook defines the process for installing traffic calming devices, including project initiation, evaluation, and prioritization. It also presents a “toolbox” of potential traffic calming measures. The City also has an on-line application form that may be completed by residents seeking traffic calming, and an on-line brochure identifying the criteria. Speed humps are the most commonly requested traffic calming device, but they are not appropriate in all locations.
Local streets are eligible for speed humps if they carry at least 1,000 cars per day and have an average measured speed of 32 MPH or greater. Collector streets are eligible if they carry at least 2,000 cars per day and have an average measured speed of 24 MPH or greater. Accident history and pedestrian activity also are considered. The current procedure for approving traffic calming measures includes mail-in ballots from the surrounding neighborhood. Specific requirements have been set for the percentage of ballots returned and the percentage of these ballots in support of the improvements. The City Council has the authority to revisit or modify these requirements in the future.

On residential thoroughfares and in retail districts such as Downtown, speed humps may be infeasible due to the type and volume of traffic. Speed humps are also not permitted on designated primary emergency vehicle access routes and are discouraged on transit routes. In these cases, the major objective of traffic calming is not to reduce volume but rather to use visual cues such as street trees and wider sidewalks to slow drivers down. Examples of traffic calming tools in such settings include curb bulbouts, (e.g., narrowing of the pavement and widening of the sidewalks at intersections), speed platforms, medians, pavement material changes, directional signs, and roundabouts.

Traffic calming measures should reflect the unique traffic patterns and issues at each location in which they are used. To this end, it is recommended that strategies be developed at the neighborhood level rather than on a street-by-street basis. Piecemeal solutions that simply displace traffic from one street to another should be avoided. Traffic calming should also be considered an integral part of urban design improvements, such as street tree planting and landscaping. The two go
Parking

Parking affects the quality of life in San Leandro neighborhoods and the economic livelihood of the City’s business districts. Addressing this issue requires reconciling competing, and not always compatible, objectives such as the need for convenient parking for local businesses, and the desire to reduce dependence on private cars and the dominance of parking lots along major streets. Parking is allowed on most streets in the City. The City itself operates a Downtown garage and a number of surface parking lots, most of which are located Downtown.

Parking issues primarily occur in areas that were developed before the Zoning Code was adopted, and on blocks adjacent to major attractors such as BART or retail stores. Most parking strategies in the city address these areas, particularly Downtown and the San Leandro BART station area. Data from the most recent Downtown parking study indicates that there are approximately 4,200 parking spaces Downtown, including 2,780 on-street spaces and 1,420 off-street spaces in seven parking facilities, including the downtown garage.

The City is in the process of developing a Parking Management Plan to identify additional locations for off-street parking Downtown and in the BART station area, and potential new on-street parking strategies. Current controls are the result of uncoordinated efforts over time, and do not fully recognize the potential for shared parking and public-private partnerships. Current controls also do not adequately address the unintended impacts of parking regulations on neighborhood streets in high-demand areas such as Downtown.

In the future, San Leandro will work with BART, local businesses, and residents, to maximize on-street parking supply and identify additional opportunities for off-street parking. Parking time limits, permit parking programs, and similar measures may be explored. Technology (such as real time data on the location of available spaces) will also be used to improve parking management and efficiency. New approaches
such as mechanized or stacked parking, requirements for car-share vehicles, and requirements for secure bike parking will be considered.

In residential areas, parking requirements are governed by the San Leandro Zoning Code. Two non-tandem covered off-street spaces are required for most single family homes. Multi-family parking requirements vary depending on the number of bedrooms per unit. Variable requirements have been developed to recognize the lower parking needs for certain types of units (such as senior housing) and parking within walking distance of BART. Parking requirements should be periodically revisited as technology changes and new forms of vehicle ownership are introduced. The advent of ride-hailing services (Uber, Lyft, etc.), car-sharing, and autonomous vehicles could change parking demand and vehicle storage needs in the future.

Parking requirements for most commercial and industrial uses are based on the square footage and specific type of activity in the building. Parking requirements for some activities may be determined on a case by case basis through conditional use permits. The City presently allows shared, or collective parking, as a way to reduce the parking requirements for adjacent uses which may have different peak demand characteristics. Further refinement of the City’s shared parking policies and regulations will take place in the future.

The City’s parking requirements must be met when a new project is initially developed and when a structure undergoes a major alteration or enlargement. A simple change in occupancy of an existing structure only requires compliance with the parking standards when the use changes from one broad classification to another (such as from industrial to commercial). Other exemptions from parking standards will need to be examined closely as employment densities increase.

Traffic Safety

The safety of drivers, passengers, bicyclists, and pedestrians is a fundamental transportation goal. Increased traffic volumes and the increased presence of pedestrians and bicyclists on local streets create the potential for additional collisions and the need for new safety improvements and enforcement programs.

Police data indicate there has been a downward trend in collisions, with 459 collisions in 2010 and 280 in 2013. Based on five years of data (from July 2009 to June 2014), there were 77 collisions involving a person on a
bicycle, including one fatality and 68 injuries. There were also 112 collisions involving pedestrians, including four fatalities and 111 injuries.

The City reviews accident frequency data on a regular basis to identify where changes to the roadway system are needed. In response to this data, the City undertakes projects to improve intersection visibility, stop or slow traffic, or warn drivers of potential dangers. Safety improvements are balanced with the need to maintain traffic flow for residents and businesses.

San Leandro also has a “Safe Routes to School” program, implemented in partnership with Caltrans and the Alameda County Transportation Commission. Between 2012 and 2015, the program resulted in educational and participatory initiatives to improve the safety of children walking and bicycling to schools. Safe Routes to School has promoted public health and fitness by making walking and bicycling a safer alternative for students. This in turn provides the collateral benefit of reducing vehicle trips by parents, which helps the City achieve its air quality and greenhouse gas reduction targets. Future changes associated with Safe Routes to School could include crosswalk improvements, traffic calming, enforcement, and other measures that make walking and bicycling more viable for students.

Traffic speed is another important aspect of roadway safety. Speed limits are posted on all collector and arterial streets in the City, and on some local streets. On those streets that receive federal funds (known as Federal Aid Routes), the speed limits must be justified every five years through an Engineering and Traffic Survey. The California Vehicle Code establishes specific criteria for how speed limits are set on Federal Aid Routes; the City may not enforce the limits if they do not meet these criteria. Thus, reducing the speed limit may not always be the most feasible course of action on a street. Vigilant police enforcement, posted signs, education programs, and traffic calming strategies should be used in conjunction with speed limits to help maintain safe streets.
San Leandro is also taking steps to make its streets safer for persons with special needs, including seniors and persons with disabilities. These include the development of ramps and curb cuts for wheelchairs, the ongoing maintenance of sidewalks, accessible pedestrian signals, and the appropriate siting of bus shelters and street furniture to accommodate disabled persons. The use of larger lettering on City street signs also has been suggested and be further explored in the future.

**Pavement Maintenance**

San Leandro faces the ongoing task of keeping its roads in good operating condition. The City will continue to operate pavement management and street rehabilitation programs. These programs will be coordinated with other infrastructure projects, such as utility undergrounding and sewer/water repair, to minimize traffic disruption and ensure that maintenance funds are spent efficiently.

**Pedestrian-Oriented Design**

One of the Transportation Element’s goals is to promote development that is designed to meet the needs of pedestrians as well as automobiles. The goal is not to make it more difficult to drive, but rather to make highways, parking lots, and cars in general, a less dominant feature of the cityscape. For instance, the practice of siting large parking lots in front of commercial uses on many San Leandro thoroughfares has created an environment that is not very welcoming to pedestrians. Future standards for such areas should encourage the placement of parking to the rear of the lot, the siting of the storefront near the front setback line, and the orientation of the structure to the street and sidewalk.
Urban design changes and tree planting should create an environment that is conducive to walking. Along transit lines and around transit stations, new development should be oriented in a way that encourages access to BART and AC Transit. Parking lot design should emphasize landscaping, attractive lighting, and screening from nearby residential areas.

**Interagency Coordination**

The only way to effectively increase mobility in San Leandro is through cooperative efforts with other jurisdictions. Regional strategies are also essential to address the environmental effects of transportation, particularly air quality and greenhouse gas emissions. Several agencies in the Bay Area have been created to facilitate this process, including the Metropolitan Transportation Commission (MTC), the Association of Bay Area Governments (ABAG), the Bay Area Air Quality Management District (BAAQMD) and the Alameda County Transportation Commission (ACTC).

At the regional level, MTC is tasked with developing the Regional Transportation Plan (RTP) and determining the allocation of funds to capital projects and operations. Plan Bay Area, developed collaboratively by ABAG, MTC, and Bay Area local governments and adopted in 2013, serves as the RTP for the region. Plan Bay Area estimated that $292 billion would be available between 2012 and 2040 to fund transportation facilities and services in the Bay Area. Some 55 percent of these funds are to be allocated to transit operations and maintenance, while 32 percent will be allocated to road operations and maintenance. Only 12 percent would be allocated to new facilities, with transit receiving a larger share than roads. San Leandro will work with MTC and ACTC to ensure that it receives its fair share of these funds.

Major RTP expenditures impacting San Leandro include pavement maintenance and street rehabilitation programs, investments in bridges and highways, signalization projects, subsidies for AC Transit and BART, bus rapid transit, bicycle/pedestrian projects, transit-oriented development projects, and transit system operational improvements. Projects that increase mobility in Priority Development Areas (such as Downtown San Leandro and Bayfair) are more likely to receive funding, given the emphasis of Plan Bay Area on growth around transit facilities.
At the County level, ACTC is charged with adopting and implementing a Congestion Management Program (CMP), preparing and updating a 20 to 25-year Countywide Transportation Plan, coordinating this Plan with local funding programs, and monitoring traffic and levels of service on designated CMP routes. The most recent CMP was adopted in 2012. It lays out a strategy for meeting transportation needs for all users in Alameda County and includes a variety of local street, freeway, transit, and active transportation projects.

The City participates in development of the RTP and CMP and in the technical and strategic transportation initiatives organized by the MTC, ABAG, BAAQMD, and the ACTC. Continued involvement by local elected officials and staff will help position the City for future funding through grants, matching funds, and other types of support for transportation improvements.
GOAL T-1 Coordinate land use and transportation planning.

Policy T-11 Decision Making. Ensure that future land use and development decisions are in balance with the capacity of the City’s transportation system and consistent with the City’s goal of reducing greenhouse gas emissions.

Policy T-12 Keeping Pace With Growth. Improve transportation infrastructure at a rate that keeps pace with growth.

Policy T-13 Mitigation of Development Impacts. 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, traffic signal and Intelligent Transportation Systems (ITS) improvements, transportation demand management (TDM) measures, and improvement of non-automobile transportation modes, should be considered.

Action T-13.A Impact Fee Review
Periodically review City transportation impact fees to ensure that they are competitive with the rest of the Bay Area, adequately address local street improvement costs, and are consistent with the policies, maps, and growth forecasts in the General Plan.

Require traffic analyses for new development that will generate substantial volumes of traffic. Identify mitigation measures as appropriate to address impacts.

Action T-13.C Alternative Mitigation Measures
Allow and encourage the use of mitigation measures which achieve outcomes other than increasing roadway capacity, such as the provision of car-sharing vehicles or bicycle lockers on-site, transportation demand management programs, and the incorporation of features to support active transportation.
modes. Such measures are particularly encouraged when increases to roadway capacity would impede pedestrian or bicycle movement, eliminate a bus stop, adversely affect nearby structures, or increase traffic volumes on residential streets.

See also Action T-5.2.A on Level of Service

**Policy T-14**

**Transit Oriented Development.** Ensure that properties adjacent to the City’s BART stations and along heavily used public transit routes are developed in a way that maximizes the potential for transit use and reduces dependence on single-occupancy vehicles. Such development should be of particularly high quality, include open space and other amenities, and respect the scale and character of nearby neighborhoods.

**Action T-14A: BART Station Area Recommendations**
Implement the land use and transportation recommendations identified in the Downtown Transit Oriented Development (TOD) Strategy (as amended pursuant to Action 6.01-B of the Land Use Element), the East 14th Street South Area Development Strategy, and the Bay Fair TOD Specific Plan, once it is adopted.

**Action T-14B: Minimum Density and Intensity Standards**
Adopt and maintain minimum density and intensity zoning provisions for sites near the Downtown and Bay Fair BART stations, in Downtown San Leandro, and along the East 14th Street transit corridor.

**Action T-14C: Evaluation of Transit Needs in New Development**
Evaluate the need for public transit as part of the development review process, both for new projects and for re-use or redevelopment projects.
**Policy T-15**

**Land Use Strategies.** 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.

**Action T-15A: Reducing Vehicle Miles Traveled (VMT) Through Zoning**

Establish zoning densities and intensities that reinforce the city’s desire to reduce vehicle miles traveled (VMT) by focusing development near transit, and providing opportunities to live, work, and shop in close proximity.

**Action T-15B: Subdivision and Engineering Standards**

Review the City’s subdivision and engineering standards to ensure that they support the goal of being a more pedestrian-friendly city. This may include requirements for shorter block lengths and internal walkway systems in new development, as well as easements for mid-block paths, through-paths at the ends of cul-de-sacs, and other measures that increase walkability.

**Action T-15C: Redesign of Commercial Strips**

Develop a strategy for “re-tooling” auto-oriented strip shopping centers into pedestrian-oriented neighborhood centers. The strategy should also address the need for safe, inviting pedestrian connections between these centers and nearby neighborhoods.

**Policy T-16**

**Siting of Housing and Public Facilities.** 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, civic, and recreation centers, are served by public transit.

**Policy T-17**

**Off-Street Parking Standards.** Implement variable parking standards that reflect such factors as proximity to transit, type of occupancy (seniors, etc.), number of bedrooms (for housing), and the expected level of
parking demand. Parking requirements should reflect the City’s goal of reducing vehicle miles traveled.

**Action T-1.7.A: Parking Reductions**
Allow reduced parking requirements where specific conditions are met. These conditions should include transportation demand management measures, such as shuttle buses to BART and other destinations, carpooling and vanpooling programs, shared parking, provision of shared cars or bicycles, and bicycle storage facilities.

**Action T-1.7.B: Downtown Parking Management Plan Implementation**
Implement the recommendations of the 2016 Downtown Parking Management Plan. In areas of highest parking demand, strategies should be implemented to more efficiently manage employee and customer parking, as well as parking for nearby destinations such as BART.

**Policy T-18: Shared Parking.** 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 T-19: Impacts of Transportation Facilities.** Work with public and private agencies to reduce the negative impacts (noise, vibrations, fumes, etc.) of major transportation facilities and transit vehicles on adjacent land uses.

**Policy T-110: Reduced Trip Generation.** Encourage local employers to develop programs that promote ridesharing, flextime and telecommuting, bicycle use, and other modes of transportation that reduce the number and distance of vehicle trips generated.

**Policy T-111: Impacts of Demographic Change.** Incorporate demographic trends and forecasts into transportation planning, particularly the projected increase in the senior population and the potential for higher rates of vehicle ownership in larger households.
COMPLETE STREETS

GOAL T-2  Design and operate streets to be safe, attractive, and accessible for all transportation users whether they are pedestrians, bicyclist, transit riders or motorists, regardless of age or ability.

Policy T-21  Complete Streets Serving All Users and Modes. Create and maintain "complete" streets that provide safe, comfortable, and convenient travel through a comprehensive, integrated transportation network that serves all users.

Action T-21A  Design Standards and Maintenance
Implement the design standards and maintenance practices outlined in the San Leandro Bicycle and Pedestrian Master Plan, transit oriented development plans, and other documents that focus on balancing different transportation modes.

Action T-21B  Street Classification and Design Standards
Incorporate Alameda County Transportation Commission guidelines for the classification of streets based on priority user groups, such as pedestrians, bicyclists, and transit users. This should include the adoption of Complete Streets Design Guidelines that, as appropriate, incorporate best practices such as National Association of City Transportation Officials (NACTO) standards and the Federal Highway Administration’s Separated Bike Lane Planning and Design Guide.

Action T-21C  Narrower Streets
Where aesthetic, safety and emergency access considerations can be adequately addressed, allow narrower streets in new development to create a more intimately-scaled street environment.

Policy T-22  Context Sensitive Design. Be sensitive to local conditions when planning and implementing street improvement projects. The City will work with residents, businesses, and other stakeholders to improve streets in a way that creates a stronger sense of place.
**Action T-22A: East 14th Street Streetscape Improvements**

Pursue public improvements to East 14th Street which make the street more transit- and pedestrian-friendly, especially in Downtown San Leandro. These improvements could include wider sidewalks, specially designed pedestrian crossings at key intersections, street trees, undergrounding of utilities, improved transit waiting areas, and landscaping. Neighborhood residents, businesses, and local motorists should be involved in the planning and design of such improvements. The ultimate objective should be to create a safer, more welcoming, and attractive environment for pedestrians.

**Action T-22B: Southeast Oakland-Northeast San Leandro Complete Streets Initiative**

Pursue funding to undertake a collaborative “complete streets” initiative with the City of Oakland to address transportation issues along the Oakland-San Leandro border extending between East 14th Street and Interstate 580. The study should address traffic calming, truck management, traffic safety, parking, streetscape improvements, and other issues, and should result in projects and procedures that reduce vehicle conflicts and improve conditions for bicycle and pedestrians.

**Policy T-23**

Complete Streets Operating Procedures. Incorporate "Complete Streets" practices as a routine part of everyday operations, and a factor to be considered in every project, program, and practice relating to the transportation network. The concept of Complete Streets should be incorporated into the planning, funding, design, approval, and implementation processes for any construction, reconstruction, retrofit, maintenance, operations, alteration, or repair of streets, except where consistent with a formally adopted policy indicating where exceptions may apply.

**Action T-23A: Maintenance, Planning, and Design Practices**

Continue to implement maintenance, planning, and design practices that are consistent with the desire to promote bicycling, walking, and public transit. This should include project review and implementation checklists, and flow charts.
that provide a means to ensure that complete streets objectives and best practices are considered.

**Action T-23.B: Stakeholder Coordination**
Develop and/or clearly define a process to allow for stakeholder involvement on transportation projects and plans including, but not limited to, the City’s Bicycle and Pedestrian Advisory Committee (BPAC) and/or other advisory groups.

**Action T-23.C: Performance Measures**
Collect and analyze baseline data that enables periodic evaluations of how well the transportation network of San Leandro is serving each category of users.

**Policy T-24: Connectivity.** Ensure that the design of streets and other transportation features helps to better connect the city’s circulation network and facilitate safer and more convenient travel between San Leandro and surrounding communities.

**Policy T-25: Exceptions.** Maintain a process for approving exceptions to the City’s complete streets requirements, including written findings and sign-off requirements for the Engineering and Transportation Director or his/her designee.

**Policy T-26: Building Design and Site Planning.** Ensure that the site planning and design of new development promotes the use of non-auto modes of transportation by including amenities such as sidewalks, bike lockers, and bus shelters.

Update design guidelines and standards for the design of pedestrian and bicycle facilities to ensure compliance with state and federal (including American Disability Act) standards and best practices.

**Policy T-27: Special Transportation Needs.** Incorporate the special mobility needs of seniors, children, and persons with disabilities in planning for complete streets. The City recognizes that not all segments of the population can easily walk or bicycle to their destinations and will strive to reduce barriers to mobility through provisions such as
disabled parking, larger street sign lettering, accessible pedestrian signals (APS), well-illuminated streets and well-maintained sidewalks, wheelchair ramps, improved para-transit, and other amenities to accommodate those who are less mobile.

**Policy T-28 Car-Sharing and Bike-Sharing.** Encourage car-sharing, bike-sharing and other programs that reduce the need for individual car ownership. Such programs should be focused in the Downtown area and near the city’s two BART stations.

**BICYCLE AND PEDESTRIAN CIRCULATION**

**GOAL T-3** Promote and accommodate alternative, environmentally-friendly methods of transportation, such as walking and bicycling.

**Policy T-31 Citywide Bikeway System.** Develop and maintain a bikeway system that meets the needs of both utilitarian and recreational users, reduces vehicle trips, and connects residential neighborhoods to employment and shopping areas, BART stations, schools, recreational facilities and other destinations throughout San Leandro and nearby communities.

**Action T-31A Bikeway Plan Implementation**

Maintain a Bicycle and Pedestrian Master Plan and update that Plan every five years to identify existing and future needs and provide specific recommendations for facility and program improvements and phasing. The Plan Map should be formatted for broad public distribution and should show key bicycle facilities, destinations, connections to nearby communities, and safety information. Any changes to the Plan should maintain consistency with city, county, regional, state, and federal policy documents.
**Action T-3.1.B: Capital Improvement Scheduling**
Include a prioritized list of bicycle and pedestrian improvements, along with cost estimates, in the City’s Capital Improvements Program. The City should develop and apply ranking criteria for bicycle and pedestrian projects such as number of activity centers served, closure of critical gaps, elimination of safety hazards, level of existing use, and input from the public. Typical projects could include bikeway and bicycle parking installations and sidewalk and crosswalk improvements, as well as education programs and public awareness campaigns. A priority should be placed on buffered (Class IV) bike lane projects, providing a safe lane for bicyclists with a designated buffer space separating the bike lane from the vehicle travel lane.

**Action T-3.1.C: Pedestrian and Bicycle Surveys**
Periodically conduct bicycle and pedestrian counts and surveys to gauge the effectiveness of various bicycle improvements and programs.

**Action T-3.1.D: Maintenance Procedures**
Develop standard operating procedures for maintenance of bicycle facilities, including provisions for reporting and responding to maintenance problems.

**Policy T-3.2: Funding.** Maximize the City’s eligibility for funding for bicycle and pedestrian improvements, and aggressively pursue such funding to complete desired projects.

**Action T-3.2A: Pursuit of All Eligible Funding Sources**
Identify governmental and non-governmental programs that fund bicycle and pedestrian capital improvements and programs, along with specific funding requirements and deadlines. Where the probability of funding is increased, pursue multi-jurisdictional applications with Alameda County, neighboring cities and other potential partners such as BART and the East Bay Regional Park District (EBRPD).
**Policy T-33**  
Designing for Multiple User Groups. Recognize the dual needs of experienced cyclists relying on bicycles for commute trips and daily travel and less experienced cyclists using bicycles principally for recreation. Where needed, develop facilities designed to serve each user group, with recreational routes primarily using low-volume streets and off street bike paths.

**Policy T-34**  
Future Trail Alignments. Encourage the use of existing natural and man-made corridors such as creeks, shorelines, railroad corridors, and other open space corridors for future multi-use trail alignments.

**Action T-34.A East Bay Greenway**  
Collaborate with EBRPD and other agencies in the development of the East Bay Greenway bicycle and pedestrian trail between Oakland and Hayward. The Greenway should enhance north-south travel across San Leandro by bicycles and pedestrians. The preferred alignment of the Greenway through San Leandro is the Union Pacific Railroad Oakland Subdivision.

**Action T-34.B Crosstown Bicycle Access**  
Improve cross-town bicycle routes, with particular attention on routes across Interstate 880, railroads, and other barriers between Downtown and the Shoreline. Prioritization of cross-town access improvements should be included in the next update of the Bicycle and Pedestrian Master Plan.

**Policy T-35**  
Accommodation of Bicycles and Pedestrians. Require new development to incorporate design features that make walking, bicycling, and other forms of non-motorized transportation more convenient and attractive. Facilities for bicycles and pedestrians, including secured bicycle parking, clearly marked crosswalks, well-lit streets and sidewalks, landscaping, and street furniture should be provided within new employment areas, shopping destinations, multi-modal transportation facilities, and community facilities.
**Action T-3.5A: Removing Obstacles to Bicycle Travel**  
Address barriers to bicycling, such as lack of secure bicycle parking, signals which do not detect bicycles, difficulty of carrying significant baggage by bicycle, and limitations for bicycles on public transit.

**Action T-3.5B: Bicycles and Public Transit**  
Work with local and regional transit agencies to install bike racks and lockers (or expand existing installations) at transit stations and to expand opportunities to carry bicycles on buses and BART trains. Bicycle parking facilities should meet current best practices standards.

**Policy T-36  Pedestrian Environment.** Improve the walkability of all streets in San Leandro through the planning, implementing, and maintaining of pedestrian supportive infrastructure.

**Policy T-37  Removing Barriers to Active Transportation.** Reduce barriers to walking and other forms of active transportation such as incomplete or uneven sidewalks, lack of wheelchair ramps and curb cuts, sidewalk obstructions including cars parked on sidewalks, trail gaps, wide intersections, and poor sidewalk connections to transit stops.

**Action T-3.7A: Wayfinding**  
Develop a citywide bicycle and pedestrian wayfinding (directional signage) system.

**Action T-3.7B: Priority Pedestrian Improvements**  
Maintain and periodically update a list of priority areas for pedestrian improvements in the city, emphasizing those areas where existing and planned uses will support the highest volumes of pedestrian travel and those areas where safety improvements are needed to ensure safe pedestrian passage.
Action T-3.7.C  Pedestrian and Bicycle Crossing Improvements

Improve crossings for pedestrians and cyclists at intersections in the City through the use of variable pavement materials, small curb radii, bulb outs, street trees and landscaping near corners, and other measures which shorten pedestrian crossings or increase driver awareness of non-vehicle traffic. Continue to ensure that sidewalks and other pedestrian facilities meet the principles of universal design and meet legally mandated and best practices requirements for accessibility.

Policy T-3.8  Education on Walking and Biking Benefits

Raise awareness of the benefits of walking and biking, such as reduced noise, energy consumption, congestion and parking demand; improved air quality; and opportunities for exercise and a healthy lifestyle.

Action T-3.8.A  Education Programs

Implement programs to educate bicyclists and pedestrians about their rights and responsibilities, and reduce the potential for conflicts with motor vehicles. A particular emphasis should be placed on education programs for school children and older adults.

Action T-3.8.B  Bicycle Events

Sponsor events such as “Bike to Work Day”, “Walk to School Day”, bicycle rodeos at schools, bike helmet programs, and walking and bicycling safety courses for adults, families and children.

Action T-3.8.C  Bike and Walk to Work Incentives

Develop an incentive program for City employees to walk and bicycle to work. The program should serve as a model for other employers in San Leandro to encourage walking and bicycling to work.

Action T-3.8.D  Recognition for Bicycle Programs

Develop a program to recognize employers, organizations or individuals that encourage walking and bicycling as an alternative to driving.
Policy T-39 Coordination with Bicycle Advocacy Groups.
Coordinate local bicycle and pedestrian education efforts with interest groups and bicycle advocates such as Bike East Bay, the Cherry City Cyclists, and other relevant advocacy associations.

Action T-39A Bicycle and Pedestrian Advisory Committee (BPAC)
Continue and strengthen the BPAC as a forum for ongoing discussions concerning bicycle and pedestrian issues. The BPAC should advise the City Council on the funding of bicycle and pedestrian improvements, including input on the City’s Capital Improvement Program. The BPAC should also review potential grant application opportunities and provide input on plans affecting walking and bicycling conditions, including roadway striping plans and updates of the Bicycle and Pedestrian Master Plan. A more formalized role for the BPAC, including regularly scheduled meetings, should be considered.

PUBLIC TRANSPORTATION

GOAL T-4 Ensure that public transportation is safe, convenient, and affordable and provides a viable alternative to driving.

Policy T-41 Coordination with Service Providers. 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.

Action T-41A AC Transit Improvements
On an ongoing basis, work with AC Transit to pursue the following:

(a) Route improvements providing greater cross-town access, improved access to public facilities, and additional links to BART from San Leandro neighborhoods and employment centers;
(b) Technological changes that improve the on-time performance of public transit vehicles and provide greater capacity and service frequency;
(c) Improvements that eliminate barriers to public transit use for persons with disabilities;
(d) Alternative ways to extend Bus Rapid Transit (BRT) service from the San Leandro BART station to the Bay Fair BART station;
(e) Locating bus stops in a manner which minimizes the disruption of traffic and the development of bicycle lanes;
(f) Representation by San Leandro residents, businesses, and officials on committees and task forces studying AC Transit service improvements in Central Alameda County.
(g) Regular updates from the City’s transit district representatives to the City Council on service issues.

Action 4.1B: BART Improvements
On an ongoing basis, work with BART to pursue the following:

(a) Improved intermodal connections from San Leandro’s two stations to on-site buses, shuttles, and shared cars and bicycles, and to off-site destinations such as Kaiser Permanente Hospital and the Shoreline;
(b) Parking management strategies around the Downtown and Bay Fair Stations which ensure that the stations remain available for use by the greatest number of persons possible, and that parking impacts on surrounding neighborhoods are minimized;
(c) Urban design improvements that enhance access to both stations for pedestrians, persons with disabilities, bicycles, and public transit vehicles;
(d) Transit-oriented development on land surrounding the BART Stations;
(e) Strategies to reduce the noise associated with BART trains; and

(f) Representation by San Leandro residents, businesses, and officials on committees and task forces studying service improvements, including the possibility of a second Transbay tube.
Policy T-4.2  **Integration of Schedules.** Support efforts by BART and AC Transit to integrate their schedules to reduce the loss of time associated with intermodal connections.

Policy T-4.3  **Shuttle Buses.** Continue existing shuttle services and ensure they remain as a viable alternative to driving. Shuttles should connect the City’s BART stations with major employment centers, residential areas, schools, shopping, health and other activity centers.

**Action T-4.3A: Partnerships for Shuttle Service**  
Continue to support LINKS shuttle bus service between BART and major workplaces in West San Leandro and pursue grants to sustain and expand this service as employment grows. Financial support for shuttle operations should continue to be provided through a special purpose business fee on benefitting properties.

Policy T-4.4  **Coordination of Shuttle Services.** 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.

**Action T-4.4A: Coordination of LINKS Scheduling and Routing**  
Work with AC Transit and BART to synchronize LINKS shuttle service with BART and bus service. This should include routing of AC Transit bus lines to avoid redundancy with LINKS lines and minimize the number of transfers, and the timing of LINKS arrivals and departures to coincide with BART schedules.

Policy T-4.5  **Passenger Amenities.** Encourage amenities, such as shelters, lighting, and real-time information on bus arrivals and departures to increase rider safety, comfort and convenience.
**Action T-4.5A: East 14th Street Transit Amenities**

Continue to promote East 14th Street as the principal north-south local transit route through the City, while recognizing parallel routes such as Washington Street, Bancroft Avenue, and San Leandro Boulevard as viable locations for enhanced service.

**Action T-4.5.B: Bus Rapid Transit**

Complete improvements to facilitate Bus Rapid Transit Service between the Oakland border and the San Leandro BART station. The City will remain open to the possibility of the BRT system eventually being replaced with fixed guideway transit (e.g., light rail), if ridership justifies the investment and significant non-local funding sources become available. It will also continue to evaluate options for an eventual extension to the Bay Fair BART Station.

**Policy T-4.6**

**Barrier Free Transit.** 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 T-4.7**

**Allocation of Regional Funds.** Ensure that the City receives its fair share of the public funds allocated for transit services within the region.

**Policy T-4.8**

**Legislation and Pricing Strategies.** Support legislation and pricing strategies which make public transit more economical and affordable than driving.

**Action T-4.8.A: Employee Transit Incentives**

Promote the use of transit vouchers, transit passes, and other financial incentives by local businesses to encourage their employees to use public transportation when traveling to and from work. Promote similar incentives by local businesses to encourage their customers to use public transportation when shopping for goods and services. Such incentives may be required as part of Transportation Demand Management (TDM) programs, development agreements, or other appropriate mechanisms.
**Policy T-4.9**  
**BART Station Provisions for Bicycles and Pedestrians.** Ensure that all BART stations and major bus routes are served by the bicycle and pedestrian systems. Bicycle and pedestrian connections between the Downtown San Leandro and Bay Fair BART stations and the surrounding neighborhoods, business districts, and community institutions should be improved, with special attention to the at-grade railroad crossings and connections through the parking lots.

**Action T-4.9A Bike Sharing at BART**  
Include the city’s two BART stations in future phases of regional bike-sharing programs.

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**STREETS AND HIGHWAYS**

**GOAL T-5**  
Improve major transportation arteries for circulation in and around the city.

**Policy T-5.1**  
**Street Hierarchy.** Maintain a hierarchy of arterial, collector, and local streets which considers the different volume and function of each street type. Streets should be further classified based on the priority mode of travel, such as bicycles, pedestrians, transit, and motor vehicles.

**Policy T-5.2**  
**Evaluating Development Impacts.** Use vehicle miles traveled (VMT) as the primary metric for evaluating the transportation impacts of new development proposals. Traffic impact studies may also consider the total number of trips generated and the resulting impact on traffic volumes and congestion (e.g., "Level of Service"), but VMT shall provide the primary basis for determining appropriate mitigation measures.

**Action T-5.2A New Evaluation Methodologies**  
Consistent with SB 743, implement new methodologies for evaluating and mitigating transportation impacts which are based on VMT rather than level of service (LOS). Until such methodologies are developed and adopted, the City will use the following minimum acceptable peak hour service standards for streets and intersections:
LOS “D” for streets and intersections located outside of the designated Priority Development Areas (PDAs) in Downtown, Bay Fair, and East 14th Street.

LOS “E” for streets and intersections located within the designated Priority Development Areas (PDAs) for Downtown, Bay Fair, and East 14th Street.

The LOS “E” standard for the PDAs recognizes the emphasis on other modes of travel in these areas, in particular public transit, bicycling, and walking. It also recognizes the desire for slower vehicle speeds to improve the safety of these other modes, as well as the character of these areas as places of concentrated economic activity and high-density housing. The standard does not preclude the City, developers, and private property owners from voluntarily implementing improvements and programs to improve levels of service.

**Action T-5.2.B: Capital Improvement Program**
Prepare and bi-annually update a capital improvement program for transportation facilities, including the projects identified in the General Plan. Pursue a variety of funding sources to construct these projects, including development fees, state and federal grants, voter approved sales tax measures, and other sources.

**Action T-5.2.C: Aladdin Extension**
Continue to explore the long-term feasibility of extending Aladdin or Montague Avenues eastward across the Union Pacific Railroad to San Leandro Boulevard or Washington Avenue, either as a multi-modal roadway or as an exclusive bicycle/pedestrian route.

**Action T-5.2.D: Eden Road**
As funding becomes available, complete the Eden Road improvement project, including paving and sidewalk improvements, and improved connectivity between Davis Street and Doolittle Drive.
**Action T-5.2.E: Improvements to Marina Boulevard and Merced Street**

Pursue funding for the widening of Marina Boulevard from four to six lanes from Orchard Avenue east to Alvarado Street. In addition, implement design improvements to Marina Boulevard between Merced Street and the Shoreline, and to Merced Street between Williams Street and Fairway Drive. These improvements should create a more attractive streetscape, better provisions for bicycles and pedestrians, and landscaping and lighting improvements which enhance these streets as major thoroughfares.

**Policy T-5.3: Maintenance.** Regularly maintain City streets and traffic control devices to ensure that streets operate safely and efficiently. The City will strive for an overall Pavement Condition Index of 76, which is the lower limit of industry best practices.

**Action T-5.3.A: Funding for Maintenance**

Ensure that sufficient funding is allocated to road maintenance and repair during the annual municipal budgeting process. Consider the use of voter-approved tax measures (such as Measure HH) and other financing tools to generate revenue.

**Policy T-5.4: Traffic Flow Improvements.** Use a variety of technology-driven measures to improve traffic flow at congested intersections.

**Action T-5.4.A: Traffic Monitoring and Signal Timing**

Conduct traffic monitoring at key intersections in San Leandro. Based on the monitoring data, undertake signal timing, phasing projects, adaptive traffic signals, and Intelligent Transportation Systems (ITS) to improve traffic flow, safety, and roadway and intersection performance.

**Policy T-5.5: East-West Circulation.** Strive to improve east-west circulation across San Leandro without adversely impacting residential neighborhoods. Encourage signal timing, signage improvements, turn lanes, and other measures which improve circulation but do not involve major physical changes or traffic increases on residential streets.
**Policy T-5.6** Railroad Crossings. Periodically evaluate the need to convert existing at-grade railroad crossings to grade-separated crossings. Such considerations should be based on the availability of state and federal funds and the volume of train and auto traffic at the crossing locations. Require any future railroad overpass or underpass to be attractively landscaped, with provisions for bicycles and pedestrians.

**Action T-5.6A Washington Avenue Underpass**
Consider alternatives to the Washington Avenue rail underpass south of San Leandro Boulevard during the design and planning of the East Bay Greenway. Alternatives should include the redesign of Washington Avenue as a surface boulevard, with a grade-level, signalized crossing of the Greenway. Washington Avenue should be enhanced as a southern gateway to Downtown San Leandro. Alternatively, the underpass could be retained, with a grade-separated greenway and trail above.

**Action T-5.6B Hesperian Washington, and Halcyon Crossings**
Study the feasibility of grade separations and other traffic safety and flow improvements at the Hesperian, Washington, and Halcyon crossings of the Niles subdivision of the Union Pacific tracks. These crossings are located on Hesperian just north of Springlake Drive, Washington just north of Chapman Road, and Halcyon just east of Washington.

**Policy T-5.7** Technology and Roadway Efficiency. Use technology, including smartphone applications, roadway sensors, and real time data on congestion, travel time, and parking supply to create a more efficient transportation system, and to maximize the benefits of the existing road system before investing in its expansion.

**Policy T-5.8** Electric and Low Emission Vehicles. Plan for a substantial increase in the number of electric vehicles and other low-emission or zero-emission vehicles on city streets. This should include the development of electric vehicle charging stations at the BART stations, in large parking structures and parking lots, at City facilities.
(including City parking facilities), in high-employment workplaces, and at other destinations around the city.

**Policy T-59**  
**Autonomous (Driverless) Vehicles.** Monitor the development of autonomous vehicle technology, and actively take part in regional discussions regarding the potential effects of these vehicles on local and regional traffic flow.

### Neighborhood Traffic Management

**GOAL T-6**  
Minimize the adverse effects of business, industrial, and through traffic on neighborhood streets.

**Policy T-61**  
**Traffic Calming Strategies.** Use a variety of approaches to slow down or “calm” traffic on San Leandro streets, based on the specific conditions on each street. Emphasize approaches that improve conditions for pedestrians and bicyclists and enhance neighborhood aesthetics.

See also Goal T-2 on Complete Streets

**Action 6.1A: Traffic Calming Strategies**  
Continue to implement a traffic calming program for residential streets. This program should include a menu of urban design improvements, pavement changes, and intersection modifications aimed at slowing motor vehicle traffic and improving pedestrian and bicycle safety. The approval procedure should be periodically reviewed to ensure that General Plan goals are being achieved.

**Policy T-62**  
**Collector and Local Street Objectives.** On collector streets, support traffic calming measures that reduce average travel speed but maintain roadway capacity and function as well as public transit capacity. On local streets, emphasize visual deterrents to through-traffic (such as street trees, planters, and narrower pavement width at intersections), rather than physical obstacles to traffic flow (such as street closures). Street closures
should only be used as a last resort to address traffic conflicts.

**Policy T-6.3** *Neighborho
d-wide Approach*. Wherever practical, require traffic calming projects to be done at a neighborhood level, rather than on a piecemeal basis. Street alterations that cause traffic to be displaced from one residential street to another should generally be discouraged. Street alterations that impede access by emergency vehicles should be prohibited.

*Action T-6.3A Traffic Study Requirements for Road Changes*

Require a study of traffic impacts and a plan for accommodating displaced traffic before making major changes to street design or circulation patterns.

**Policy T-6.4** *Coordination with Urban Design Improvements.* Integrate traffic calming objectives into major urban design projects and streetscape improvement plans.

**Policy T-6.5** *Truck Routes.* Designate appropriate San Leandro streets as truck routes so that industrial traffic is channeled away from residential areas. The selection of truck routes should consider neighborhood impacts, freeway access, truck parking needs, turning radii requirements, and the locations of businesses generating the largest volumes of truck traffic.

*Action T-6.5A Truck Route Modifications*

Following adoption of the General Plan, evaluate potential changes to the City’s truck route map to further protect residential areas from truck traffic, particularly in the Washington Manor area and in Northeast San Leandro. Where appropriate, undertake roadway and intersection improvements to designated truck routes to ensure the safe transportation of goods through the city.

**Policy T-6.6** *Truck Traffic on Residential Streets.* Consider road design improvements, changes to truck route designations, signage, and other tools to discourage truck traffic from using residential streets.
**Action T-6.6.A: West San Leandro Road Improvements**
As part of an update to the West San Leandro Plan, consider additional measures to minimize truck traffic on residential streets, including the installation of a traffic signal at Polvorosa Street and Doolittle Drive.

**Action T-6.6.B: Enforcement of Truck Regulations**
Enforce truck traffic restrictions on non-designated truck routes, and regulations for truck parking on City streets. Identify locations where signs prohibiting truck parking and truck traffic may be required.

**Action T-6.6.C: Truck Route Signage and Information**
Update citywide truck route signage and provide information on truck routes to local businesses, drivers, and business organizations.

**Policy T-6.7: Siting of Businesses with Truck Traffic.** 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.

**Traffic Safety**

**GOAL T-7**
Improve traffic safety and reduce the potential for collisions on San Leandro streets.

**Policy T-7.1: Law Enforcement.** Aggressively enforce traffic safety laws on San Leandro streets, including speed limits, red light violations, and pedestrian and bicycle lane right-of-way violations.

**Policy T-7.2: Capital Improvements.** Identify capital improvements and other measures which improve the safety of bicyclists, pedestrians, and motor vehicles on San Leandro streets.
Action T-7.2A: Collision Data Collection and Remediation
Collect and evaluate data on the top collision locations in San Leandro, including separate tracking of collisions involving bicycles and pedestrians. Develop measures to reduce the number of collisions at these locations.

Action T-7.2B: Pedestrian Safety Improvements
Develop programs to improve pedestrian safety at both controlled and uncontrolled intersections throughout the City. Programs that use features such as countdown crosswalks, lighted crosswalks, rectangular rapidly flashing beacons, accessible pedestrian signals, and similar features should be explored.

Policy T-7.3: Street Lighting
Improve street lighting in a way that addresses public safety and security concerns and provides adequate night-time visibility while still achieving energy conservation goals and protecting the privacy of adjacent properties. A priority should be placed on improvements in higher density housing areas and in areas where growth is expected under this General Plan, such as Downtown San Leandro. Street light improvements also should be required as new infill development takes place.

Policy T-7.4: Public Education
Increase public awareness of laws relating to parking, circulation, speed limits, right-of-way, pedestrian crossings, and other aspects of transportation safety in the City.

Policy T-7.5: Coordination with Schools
Work collaboratively with local school districts and school administrators to address pick-up, drop-off, parking, safety, and other traffic-related issues around school campuses.

Action T-7.5A: Safe Route to School Program
Continue to implement Safe Routes to School programs, prepare Suggested Routes to School maps, and construct improvements at schools throughout the City to improve pedestrian and bicycle safety.
Policy T-7.6  **Safe Visibility.** Maintain site design, engineering, and zoning standards which ensure that adequate visibility is maintained along streets and driveways.

**Action T-7.6A: Arterial and Collector Intersection Sign Improvements**
Develop and implement a signing program along the arterial and collector streets to more clearly identify intersections for all users and to improve the visibility of street signs and directional signs.

Policy T-7.7  **Funding.** Purse grants for the improvement of pedestrian, bicycle, and motor vehicle safety, including a greater focus on traffic law and speed enforcement.

Policy T-7.8  **Staff Education.** Ensure that City Staff is up to date and educated on the latest technology and/or methods of improving safety for all modes of transportation.

**Action T-7.8A: Staff Education**
Facilitate the continuing education of City staff in state of the art transportation techniques, including traffic flow improvements, adaptive traffic signals, Intelligent Transportation Systems (ITS), traffic calming, bicycle and pedestrian improvements, and safety and public education.

**INTERAGENCY COORDINATION**

GOAL T-8  **Coordinate local transportation planning with other agencies and jurisdictions.**

Policy T-8.1  **Coordination with Regional Agencies.** Work closely with the Metropolitan Transportation Commission, the Alameda County Transportation Commission, AC Transit, BART, and other agencies to address regional transportation issues affecting San Leandro.

**Action T-8.1A: Oakland Development Impacts**
Monitor expansion plans for Oakland International Airport and Oakland’s Coliseum City project and advocate measures requiring mitigation of potential traffic impacts on San Leandro streets.
**Action T-8.1B: Emergency Preparedness**

Coordinate with highway and public transit agencies to develop contingency plans in the event that road or transit service is disrupted by accident or disaster.

**Policy T-8.2 Representation on Commissions.** Promote City representation on regional commissions and task forces addressing transportation issues.

**Action T-8.2A: Commission Representation**

Seek representation by San Leandro’s elected officials on the Metropolitan Transportation Commission and other regional commissions and agencies addressing transportation issues.

**Action T-8.2B Transbay Crossings**

Remain an active participant in discussions about additional bridge or tunnel crossings between the East Bay and the Peninsula/San Francisco, including a potential second BART tube.

**Policy T-8.3 Special Needs Groups.** Work with social service agencies, advocacy groups, non-profit organizations, school districts, and the private sector to better respond to the transportation needs of all segments of the community including seniors, children, persons with disabilities, and lower income households.

**Policy T-8.4 Community Input.** Actively seek community and neighborhood input in the transportation planning process.

**Action T-8.4A Neighborhood Liaison**

Maintain an ongoing dialogue with neighborhood groups about traffic congestion, road condition, trucks, and ingress/egress issues on San Leandro streets. Community groups should be periodically consulted to evaluate the performance of traffic control devices and measures, and to identify potential areas for improvement.

**Policy T-8.5 Coordination with Caltrans.** Coordinate local transportation planning programs and improvement projects with Caltrans. Integrate East 14th Street, Davis Street, and Doolittle Drive into the local transportation system to the maximum extent feasible.
Action T-8.5.A: Caltrans Arterials
Periodically evaluate the feasibility of transferring responsibility for East 14th Street, Davis Street, and Doolittle Drive from Caltrans to the City of San Leandro. Transfer should only be pursued in the event that:

(a) the roads are brought up to a state of good repair;
(b) there is not an adverse fiscal impact on the city; and
(c) sufficient funding sources for maintenance and operation of the roadway has been identified.

As long as these facilities remain under State control, the City will coordinate with Caltrans on signal phasing, road and streetscape improvements, bicycle and pedestrian facilities, and similar projects.

Policy T-8.6 Railroads. Work with the Union Pacific Railroad and AMTRAK to minimize the impacts of their facilities on the City and to better educate the public about railroad crossing safety and the materials transported by rail through the city. Collaborate with California Public Utilities Commission (CPUC) to explore potential railroad improvement projects and funding sources in San Leandro.

Policy T-8.7 Coordination of Public Works Projects. Coordinate road, infrastructure, utility, and telecommunication construction and maintenance projects to minimize disruption of local traffic patterns.

Policy T-8.8 Adjacent Cities. Coordinate the planning of the roadway, bicycle, and pedestrian systems with adjacent jurisdictions, particularly the cities of Oakland, Alameda, and Hayward, and the County of Alameda. The City should maximize regional connectivity by creating seamless connections to adjacent transportation systems at the city borders.