4.12 PUBLIC SERVICES AND RECREATION

This chapter describes public services and recreation facilities in the City of San Leandro and evaluates the potential impacts to public services and recreation from future development that could occur by adopting and implementing the proposed project. As described in Chapter 3, Project Description, of this Draft EIR, the projected growth for the proposed project could generate up to 14,790 new residents, 12,130 new employees, and 5,595 new residential units within San Leandro by the horizon year of 2035.

4.12.1 FIRE PROTECTION SERVICES

4.12.1.1 ENVIRONMENTAL SETTING

This section describes the current regulations, resources, and response time for fire protection and emergency services in San Leandro.

Regulatory Framework

State Regulations

California Code of Regulations

Public Safety

Division 1 of Title 19, Public Safety, of the California Code of Regulations (CCR) pertains to fire and life safety and constitutes the Basic Building Design and Construction Standards of the Office of the State Fire Marshal. Title 19 includes prevention and engineering measures for new construction. Title 19 is regularly reviewed and updated by the Office of the State Fire Marshal.

California Building Code

The State of California provides minimum standards for building design through the California Building Code (CBC), which is located in Part 2 of Title 24 (California Building Standards Code) of the CCR. The CBC is based on the International Building Code, but has been amended for California conditions. It is generally adopted on a jurisdiction-by-jurisdiction basis, subject to further modification based on local conditions. Commercial and residential buildings are plan-checked by local building officials for compliance with the CBC. Typical fire safety requirements of the CBC include: the installation of sprinklers in all high-rise buildings; the establishment of fire resistance standards for fire doors, building materials, and particular types of construction; and the clearance of debris and vegetation within a prescribed distance from occupied structures in wildfire hazard areas.

California Fire Code

The California Fire Code (CFC) incorporates, by adoption, the International Fire Code (IFC) of the International Code Council, with California amendments. This is the official Fire Code for the State and all political subdivisions. It is located in Part 9 of Title 24 of the CCR. The CFC is revised and published every three years by the California Building Standards Commission.
California Health and Safety Code

The California Health and Safety Code provides regulations pertaining to the abatement of fire-related hazards. This Code also requires that local jurisdictions enforce the State Building Standards Code, which provides standards for fire-resistant building and roofing materials and other fire-related construction methods, as discussed above.

California Fire Plan

The California Fire Plan is the State’s “road map” for reducing the risk of wildfire. The overall goal of the plan is to reduce total costs and losses from wildland fire in California through focused pre-fire management prescriptions and increased initial attack success. The current plan was finalized in early 2010. The Plan provides guidance to local jurisdictions in meeting State goals.¹

Local and Regional Regulations

City of San Leandro Municipal Code

The City of San Leandro Municipal Code, organized by title, chapter, article, and section contains all ordinances for San Leandro. Title 1, General Provisions and Administration, and Title 3, Health and Safety, include regulations relevant to fire protection services in San Leandro as discussed below.

Section 1-2-129, Functions of Fire Department

This section of the Municipal Code outlines the terms of the agreement for fire protection services between the City of San Leandro and the Alameda County Fire Department (ACFD). According to Section 1-2-129, the Alameda County Fire Chief is mandated to take on the obligations and liabilities of the San Leandro Fire Chief. These obligations could be incurred by the general law of the State, through the Charter of the City of San Leandro, through the San Leandro Municipal Code, or through any un-codified ordinance or administrative rule. Essentially, this section of the Municipal Code makes it clear that the ACFD is responsible for fire protection services in San Leandro.

Chapter 3-3, Uniform Fire Code

This Chapter outlines the standards and regulations of the San Leandro Fire Code. Section 3-3-100 incorporates the 2013 edition of Title 24 and the IFC, 2012 edition by reference and adopts these documents as the Fire Code of the City of San Leandro.

Alameda County Fire Department Fire and Emergency Services Strategic Business Plan

The ACFD’s Fire and Emergency Services Strategic Business Plan includes strategic initiatives, goals, and objectives aimed at maximizing the performance of the department and evaluating the long-term

direction of the ACFD. The plan includes strategic initiatives related to staffing, training, and performance management, among others.

**Existing Conditions**

The ACFD, through a contract for services, provides fire protection service to the City of San Leandro, which includes fire suppression, hazardous materials mitigation, paramedic response, urban search and rescue (including in the waters of the San Francisco Bay), fire prevention, and public education services.

The ACFD maintains mutual aid agreements with the Oakland Fire Department and other fire departments in the County to provide assistance in the case of a major emergency. The Department maintains active public education, cardiopulmonary resuscitation (CPR) training, paramedic services, and emergency training programs, providing day-to-day contact with the public. The Department also works closely with City staff to review building permits and development applications to ensure that adequate provisions are made for fire protection and emergency access before new projects are approved.

ACFD maintains 29 fire stations throughout Alameda County. A total of five ACFD fire stations serve the City of San Leandro. There are no current plans for expansion or relocation of ACFD stations that service the City of San Leandro. A brief description of each San Leandro ACFD fire stations is provided below and shown on Figure 4.12-1.

- **ACFD Station 9:** Located at 450 Estudillo Avenue, this station houses both an engine and a truck company, and services a predominantly residential area of approximately 3.25 square miles, which also contains portions of Interstate 580.

- **ACFD Station 10:** Located at 2194 Williams Street, this station houses one engine company and services portions of Interstates 880 and 238, along with a residential and commercial area of approximately 2.75 square miles.

- **ACFD Station 11:** Located at 14903 Catalina Street, this station houses one engine company and services a rather large area of 4 square miles, which is mostly industrial and commercial with a small portion of residential.

- **ACFD Station 12:** Located at 1065 143rd Avenue, this station houses both an engine and a truck company. It is also the home of Hazardous Material Response Vehicles, and the Battalion Chief for Battalion 4. Station 12 services an area of approximately 2.5 square miles, which consists of predominantly residential with some light commercial.

- **ACFD Station 13:** Located at 637 Fargo Avenue, this station houses one engine company and services an area of approximately 3.25 square miles, which is densely populated with predominantly single-family dwellings and also covers portions of Interstates 880 and 238.

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2 Terra, Bonnie S. Division Chief, Alameda County Fire Department. Personal communication with Claudia Garcia, PlaceWorks. December 16, 2015.
Figure 4.12-1

Fire and Police Stations

Source: City of San Leandro, 2014; Alameda County, 2013; PlaceWorks, 2014.
The ACFD maintains the following level of service standards within San Leandro: the first due unit five minutes or less for 90 percent of all emergency incidents, excluding freeway responses, and 10 minutes or less for 90 percent for full first alarm assignments. The current service ratio for the entire ACFD service area is 1.04 sworn personnel per 1,000 residents (approximately 410 sworn personnel for 394,000 residents). In fiscal year 2013/2014, ACFD stations serving the City of San Leandro and surrounding areas responded to 10,004 calls. The majority of emergency responses by the ACFD, within the City of San Leandro, pertained to emergency medical services/rescue, general services, and fires.

### 4.12.1.2 Thresholds of Significance

Implementation of the proposed project would have a significant impact related to fire protection and emergency services if, in order to maintain acceptable service ratios, response times, or other performance objectives for fire protection and emergency services, it would result in new or physically altered fire protection facilities, or the need for new or physically altered facilities, the construction of which could cause significant environmental impacts.

### 4.12.1.3 Impact Discussion

**SVCS-1** The proposed project would not result in the need for new or physically altered fire protection facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, response times, or other performance objectives.

### Proposed General Plan Update

The proposed project would have a significant environmental impact if population growth associated with new development allowed by the proposed Plan would result in the provision of new or physically altered fire protection facilities, or the need for new or physically altered fire protection facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, response times, or other performance objectives.

Development allowed by the proposed Plan could generate up to 14,790 new residents, 12,130 new employees, and 5,595 new residential units within San Leandro by the year 2035. This growth would likely result in an increase in the number of calls for fire protection and emergency medical services, however, the increase is not expected to result in the need for expansion or construction of new or physically altered fire protection facilities.

Future development under the proposed Plan would be required to comply with basic building designs and standards for commercial and residential buildings as mandated by Title 24 of the CCR and the San Leandro Building Code.

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3 Terra, Bonnie S. Division Chief, Alameda County Fire Department. Personal communication with Claudia Garcia, PlaceWorks. December 16, 2015.
Leandro Fire Code, under Section 3-3-100 of the San Leandro Municipal Code. In addition, future development under the proposed Plan would also be required to comply with abatement of fire-related hazards and pre-fire management prescriptions as outlined under the California Health and Safety Code and the California Fire Plan.

Furthermore, the proposed Plan includes the following goal, policies, and actions that would ensure adequate fire protection services are available for residents of San Leandro:

**Community Services and Facilities Element**

- **Goal CSF-1: Police and Fire.** Provide and maintain high-quality police, fire, and emergency medical services.

- **Policy CSF-1.1: Levels of Service.** Maintain high-quality police and fire protection services through the most efficient and effective possible means. The following minimum level of service standards for police and fire response time (exclusive of dispatch time) shall be maintained: (a) Police Services: 5 minute response time for 90 percent of all Priority One calls; (b) Fire Services: 5 minute response time for first due company for 90 percent of all emergency incidents, excluding freeway responses (3 firefighters including at least one paramedic); 10 minute response time for 90 percent for a full first alarm assignment response (17 firefighters).

- **Action CSF-1.1.A: Fire Station Renovations.** Pursue the comprehensive renovation or upgrading of Fire Stations 9, 12, and 13 to respond to modern technology, energy efficiency, new equipment, administrative space, and gender-neutral facility needs, and to ensure the functionality of the facility following a natural disaster. Periodically evaluate the need to replace, renovate, or expand other fire protection facilities.

- **Action CSF-1.1.B: Water Service Improvements.** Work with EBMUD to improve water service to those areas of the City which currently do not meet standard fire flow requirements. The City will evaluate the need for replacing aging water mains and other improvements that increase the volume and pressure of water that can be provided.

- **Action CSF-1.1.C: Weed Abatement Programs.** Continue to implement weed abatement and vegetation management programs which reduce the risk of fire, including clearance of overgrowth along the railroads, San Leandro Creek, and in Very High Fire Hazard severity zones designated by the State of California.

- **Policy CSF-1.5: Review of Development Plans.** Require Police and Fire Department review of proposed development plans to ensure that sufficient provisions for emergency access and response are made, fire code requirements are satisfied, and adequate levels of service can be provided.

- **Policy CSF-1.7: Mutual Aid.** Maintain mutual aid agreements for police and fire service with other jurisdictions to ensure that the capacity exists to adequately respond to local emergencies.

- **Policy CSF-1.9: Paramedic Services.** Continue to maintain a high level of emergency medical services within the local Fire Department.
Environmental Hazards Element

- **Goal EH-6: Emergency Preparedness.** Attain—and sustain—comprehensive and highly effective emergency preparedness and recovery programs.

- **Policy EH-6.2: SEMS Planning.** Use the Standard Emergency Management System (SEMS) as the basis for the City’s Emergency Preparedness programs. The City should maintain and periodically update a SEMS-based emergency preparedness plan that provides direction and identifies responsibilities following a disaster.


- **Action EH-6.2.B: Local Hazard Mitigation Plan.** Maintain a Local Hazard Mitigation Plan (LHMP) which assesses the vulnerability of areas in the city to different types of natural hazards (such as earthquakes, wildfires, and floods) and includes measures to reduce the potential for damage.

As described under Section 4.12.1.1, Existing Conditions, the ACFD has no current plans for expansion or relocation of fire stations that service the City of San Leandro. However, the ACFD has indicated that Station 13 would need to be updated to meet seismic standards and additional personnel may be necessary to accommodate future development under the proposed Plan. Although ACFD indicated that Station 13 would need to be updated, ACFD confirmed that the proposed Plan should not require the expansion of existing facilities in order to maintain acceptable service ratios, response times, or other performance objectives. Additionally, potential future development under the proposed Plan would be subject to ACFD review to ensure that sufficient provisions for emergency access and response are made, fire code requirements are satisfied, and adequate levels of service can be provided.

Therefore, compliance with Title 24, the City’s Municipal Code, the California Health and Safety Code, California Fire Plan, and implementation of the aforementioned proposed General Plan goals, policies, and actions, would ensure that ACFD facilities, staff, and equipment would be adequate to accommodate future growth under the proposed Plan. Thus, impacts would be less than significant.

**Significance before Mitigation:** Less than significant.

**Proposed Zoning Code Amendments**

The proposed amendments to the Zoning Code would bring the Zoning Code into conformance with the proposed Plan. The proposed Zoning Code would implement the proposed Plan and would guide development in key areas of the city. Proposed Zoning Code amendments that would allow increased growth that could increase demands for fire protection services in San Leandro include increased building density, intensity (Floor Area Ratio, or FAR), and height limits in commercial districts and a new RM-875 zoning designation that allows 30 to 50 dwelling units per acre. The potential increase in growth as a result of the proposed amendments is expected to be less than significant.

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6 Terra, Bonnie S. Division Chief, Alameda County Fire Department. Personal communication with Claudia Garcia, PlaceWorks. December 16, 2015.
result of these Zoning Code amendments is captured in the buildout of the proposed Plan that is analyzed above. As mentioned above, the proposed Plan would not result in the provision of new or physically altered fire protection facilities, or the need for new or physically altered fire protection facilities. Furthermore, compliance with Title 24, the City's Municipal Code, the California Health and Safety Code, California Fire Plan, and implementation of the aforementioned proposed General Plan goals, policies, and actions, would ensure that ACFD facilities, staff, and equipment would be adequate to accommodate future growth under the proposed Plan. Therefore, the proposed Zoning Code amendments would result in a less-than-significant impact.

Significance before Mitigation: Less than significant.

4.12.1.4 CUMULATIVE IMPACTS

SVCS-2 The proposed project, in combination with past, present and reasonably foreseeable projects, would result in less-than-significant cumulative impacts with respect to fire protection services.

As discussed in Chapter 4, Environmental Analysis, of this Draft EIR, this EIR takes into account growth from the proposed Plan within the San Leandro city limit and Sphere of Influence (SOI), thus, cumulative impacts are considered in the context of growth from development under the proposed Plan within the city combined with the estimated growth in the service area of the ACFD. The ACFD service area includes the cities of Dublin, Emeryville, Newark, San Leandro, and Union City; unincorporated areas of Alameda County; and the Lawrence Berkeley National Laboratory and Lawrence Livermore National Laboratory. A significant cumulative environmental impact would result if this cumulative growth would exceed the ability of ACFD to adequately serve its service area, thereby requiring construction of new facilities or modification of existing facilities that could cause significant impacts.

As described above, the proposed Plan should not create a need for new or physically altered facilities, other than those mentioned previously, in order for the ACFD to provide fire protection services to its service area. In addition, as discussed in Section 4.12.1.1, Regulatory Framework, the ACFD’s Fire and Emergency Services Strategic Business Plan contains goals and initiatives aimed at achieving adequate staffing levels. Objectives in this plan include establishing levels of service and determining appropriate staffing for identified core and optional service levels. Adherence to these goals and policies would help to ensure adequate staff is hired to account for growth resulting from new development. The ACFD then passes on all of the direct costs for fire protection services in San Leandro, in addition to a portion of the shared costs for management and administrative staff and services for the entire ACFD, to the City of San Leandro, in accordance with the contract for services between the City of San Leandro and the ACFD. In fiscal year 2014-2015, 16.8 percent of ACFD’s revenue came from charges for service from the City of San Leandro. Since the money needed to pay the ACFD for its services comes from the City’s General Fund, General Fund forecasting done as a part of the City of San Leandro annual budgetary process would help

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9 Alameda County Fire Department, Alameda County Budget Work Session FY 2014-2015.
to ensure that adequate amounts of funds are allocated to support fire protection services. Furthermore, compliance with State and local regulations and implementation of proposed policies and actions would ensure that ACFD facilities, staff, and equipment would be adequate to accommodate future cumulative growth. Therefore, the cumulative impact on the provision of fire services would be less than significant.

Significance before Mitigation: Less than significant.

4.12.2 POLICE SERVICES

4.12.2.1 ENVIRONMENTAL SETTING

This section describes the current regulations, resources, and response time for police protection and emergency services in San Leandro.

Regulatory Framework

Local Regulations

Existing Conditions

San Leandro Police Department

The San Leandro Police Department (SLPD) provides police services within the San Leandro city limits and the SOI. The Alameda County Sheriff’s Department provides mutual aid on an as-needed basis. The SLPD is located at 901 East 14th Street, as shown on Figure 4.12-1. The SLPD indicates that they have outgrown their current location and are in the process of redesigning the existing building and acquiring offices within city hall to expand police operations within San Leandro. The project is anticipated to begin in 2017.10

The SLPD is composed of 137 employees, including one chief, two captains, six lieutenants, 13 sergeants, and 71 officers. SLPD does not have a service ratio standard, however, SLPD uses the formula of 10.4 officers per 10,000 residents to assess the need for additional officers and staff. Using San Leandro’s existing 2015 population of 86,460, the existing service ratio is 8.2 officers per 10,000 residents which is below their preferred service ratio formula. San Leandro is divided into seven “beats” for patrol functions.12 The SLPD computer system does not track average response times.

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10 Spagnoli, Sandra R., Chief of Police, San Leandro Police Department. Personal communication with Claudia Garcia, PlaceWorks. December 11, 2015.

11 71 officers divided by 86,460 existing 2015 population = .00082 officers per resident multiplied by 10,000 residents = 8.2 officers per 10,000 residents.

12 Spagnoli, Sandra R., Chief of Police, San Leandro Police Department. Personal communication with Claudia Garcia, PlaceWorks. December 11, 2015.
4.12.2.2 THRESHOLDS OF SIGNIFICANCE

The proposed project would have a significant impact related to police protection and emergency services if, in order to maintain acceptable service ratios, response times, or other performance objectives for police services, it would result in new or physically altered facilities, or the need for new or physically altered facilities, the construction or operation of which could cause significant environmental impacts.

4.12.2.3 IMPACT DISCUSSION

SVCS-3 The proposed project would not result in the need for new or physically altered police protection facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, response times, or other performance objectives.

Proposed General Plan Update

A significant environmental impact could result if population growth associated with new development allowed by the proposed Plan would result in the need for new or physically altered police protection facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, response times, or other performance objectives.

Development allowed by the proposed Plan could generate up to 14,790 new residents and 12,130 new employees within San Leandro by the year 2035. This growth would likely result in an increase in the number of calls for police protection services. The SLPD is currently not meeting its preferred service ratio formula of 10.4 officers per 10,000 residents and has indicated that they would need to hire additional officers and staff in order to meet the service ratio to serve new growth. In addition, the SLPD has indicated that it would need to purchase additional equipment to accommodate the new officers and incur training costs.

As described above, the City Council has already approved a capital expenditure to renovate the existing police building and City offices within the Civic Center (where City Hall and the Police Station are located) to expand police operations services, based on existing levels of development and independent of the proposed Plan. These renovations are primarily interior and do not involve construction of a new building. Future development permitted under the proposed Plan would not require any additional construction or expansion of SLPD facilities.¹³

Furthermore, the proposed Plan includes the following goal, policies, and actions that would ensure adequate police protection services are available for residents of San Leandro:

¹³ Spagnoli, Sandra R., Chief of Police, San Leandro Police Department. Personal communication with Claudia Garcia, PlaceWorks. December 11, 2015.
Community Services and Facilities Element

- **Goal CSF-1: Police and Fire.** Provide and maintain high-quality police, fire, and emergency medical services.

- **Policy CSF-1.1: Levels of Service.** Maintain high-quality police and fire protection services through the most efficient and effective possible means. The following minimum level of service standards for police and fire response time (exclusive of dispatch time) shall be maintained: (a) Police Services: 5 minute response time for 90 percent of all Priority One calls; (b) Fire Services: 5 minute response time for first due company for 90 percent of all emergency incidents, excluding freeway responses (3 firefighters including at least one paramedic); 10 minute response time for 90 percent for a full first alarm assignment response (17 firefighters).

- **Policy CSF-1.2: Community Policing.** Support a community-based approach to police and fire services. This approach should emphasize a high level of communication and interaction between officers, local residents, neighborhood groups, schools, and businesses.

- **Action CSF-1.2.A: Bicycle Patrol Officers.** Continue to maintain a strong visible presence of bicycle patrol officers, particularly in the Downtown area. Ongoing funding for at least two bicycle patrol officers, plus Police Service Technicians, should be provided, with an emphasis on the Downtown Community Benefit District area.

- **Action CSF-1.2.B: Community Safety Programs.** Implement community-oriented programs such as National Night Out, surveillance camera registration, the multi-family apartment safety program, the Safety Summit, the Citizen Police Academy, the Chief’s Advisory Board, and social media apps to support a safer community.

- **Policy CSF-1.5: Review of Development Plans.** Require Police and Fire Department review of proposed development plans to ensure that sufficient provisions for emergency access and response are made, fire code requirements are satisfied, and adequate levels of service can be provided.

- **Policy CSF-1.6: Crime Prevention Through Environmental Design.** Incorporate Crime Prevention Through Environmental Design (CPTED) principles in the design of new development and City facilities. This includes the use of lighting, landscaping, site planning, and design features to reduce the potential for crime.

- **Policy CSF-1.7: Mutual Aid.** Maintain mutual aid agreements for police and fire service with other jurisdictions to ensure that the capacity exists to adequately respond to local emergencies.

- **Policy CSF-1.10: Neighborhood Watch.** Promote a neighborhood-based approach to crime prevention and emergency preparedness, including the formation of neighborhood watch groups and neighborhood emergency response teams.

Overall, the SLPD has indicated that it anticipates addressing an increase in population under the proposed Plan through increased staffing rather than facility expansion. In addition, compliance with the aforementioned General Plan goals and policies would ensure adequate police protections services are available for residents of San Leandro. Therefore, the proposed General Plan goals, policies, and actions,
would ensure that SLPD facilities, staff, and equipment would be adequate to accommodate future growth under the proposed Plan and impacts related to police protection services would be less than significant.

Significance before Mitigation: Less than significant.

Proposed Zoning Code Amendments

The proposed amendments to the Zoning Code would bring the Zoning Code into conformance with the proposed Plan. The proposed Zoning Code would implement the proposed Plan and would guide development in key areas of the city. Proposed Zoning Code amendments that would allow increased growth that could increase demands for police services in San Leandro include increased building density, intensity (FAR), and height limits in commercial districts and a new RM-875 zoning designation that allows 30 to 50 dwelling units per acre. The potential increase in growth as a result of these Zoning Code amendments is captured in the buildout of the proposed Plan that is analyzed above. As mentioned above, the proposed Plan would not result in the provision of new or physically altered police facilities, or the need for new or physically altered police facilities. Furthermore, adoption and implementation of the aforementioned proposed General Plan goals, policies, and actions, would ensure that SLPD facilities, staff, and equipment would be adequate to accommodate future growth under the proposed Plan. Therefore, the proposed Zoning Code amendments would result in a less-than-significant impact.

Significance before Mitigation: Less than significant.

4.12.2.4 CUMULATIVE IMPACTS

The proposed project, in combination with past, present and reasonably foreseeable projects, would result in less-than-significant cumulative impacts with respect to police services.

As discussed in Chapter 4, Environmental Analysis, of this Draft EIR, this EIR takes into account growth from the proposed Plan within the San Leandro city limit and SOI, thus, cumulative impacts are considered in the context of growth from development under the proposed Plan within the city combined with the estimated growth in the service area of the SLPD which includes the City of San Leandro’s SOI. As described above, the proposed Plan would not result in the need for an expansion of SLPD facilities. However, in conjunction with other planned and reasonably foreseeable projects in the city of San Leandro the proposed Plan could have the potential to exceed the SLPD’s existing capacity, necessitating the expansion of police facilities. San Leandro’s General Fund supports the police services in the city. Sales taxes, property taxes, utility user’s taxes, and business license taxes support 78 percent of the General Fund. For fiscal years 2016-2017, police services make up 33.6 percent of the total General Fund expenditures. The proposed Plan would contribute to the tax base for all of these types of taxes. Funds for police services are allocated during the annual monitoring and budgeting process to ensure that the provisions of police services is adequate to respond to changes in the city. General Fund forecasting done

14 City of San Leandro, City Council’s Adopted Budget Fiscal Years 2016 and 2017, page 51.
15 City of San Leandro, City Council’s Adopted Budget Fiscal Years 2016 and 2017, page 70.
as a part of the City of San Leandro annual budgetary process would help to ensure that adequate amounts of funds are allocated to support police services. Additionally, other growth inducing projects in San Leandro would be reviewed by the SLPD, in accordance with the aforementioned General Plan Policy CSF-1.5, Review of Development Plans. This would ensure that there is adequate funding when expansion is necessary. Subsequent CEQA review would address the environmental impact of this expansion and significant impacts would be mitigated to the extent feasible. Therefore, a less-than-significant cumulative impact would result with respect to police services.

**Significance before Mitigation:** Less than significant.

### 4.12.3 SCHOOLS

#### 4.12.3.1 ENVIRONMENTAL SETTING

**Regulatory Framework**

**State Regulations**

**California Senate Bill 50**

California Senate Bill 50 (SB 50) places limitations on the power of local governments to require mitigation of school facilities by developers. Under the provisions of SB 50, school districts can collect fees to offset the cost of expanding school capacity which becomes necessary as development occurs. These statutory mitigation fees are determined based on the square footage of proposed uses. As a part of this Bill, school districts must base their long-term facilities needs and costs on long-term population growth in order to qualify for this source of funding. Payment of statutory mitigation fees is deemed to be adequate mitigation of school impacts under CEQA.

**California Government Code (Section 65995(b)) and Education Code (Section 17620)**

SB 50 amended California Government Code Section 65995, which contains limitations on Education Code Section 17620, the statute that authorizes school districts to assess statutory mitigation fees within school district boundaries. Government Code Section 65995(b)(3) requires the maximum square footage assessment for development to be increased every two years, according to inflation adjustments. On January 22, 2014 the State Allocation Board (SAB) approved increasing the allowable amount of statutory school facilities fees (Level I School Fees) from $3.20 to $3.36 per square foot of assessable space for residential development of 500 square feet or more, and from $0.51 to $0.54 per square foot of chargeable covered and enclosed space for commercial/industrial development.\(^{16}\) According to California Government Code Section 65995(h), the payment of statutory mitigation fees is “deemed to be full and complete mitigation of the impacts of any legislative or adjudicative act, or both, involving, but not limited to, the planning, use, or development of real property, or any change in governmental organization or

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reorganization...on the provision of adequate school facilities.” The school district is responsible for implementing the specific methods for mitigating school impacts under the Government Code.

**Mitigation Fee Act (California Government Code (Sections 66000 through 66008)**

Enacted as AB 1600, the Mitigation Fee Act requires a local agency establishing, increasing, or imposing an statutory mitigation fee as a condition of development to identify the purpose of the fee and the use to which the fee is to be put. The agency must also demonstrate a reasonable relationship between the fee and the purpose for which it is charged, and between the fee and the type of development project on which it is to be levied. This Act became enforceable on January 1, 1989.

**California State Assembly Bill 97 (AB 97)**

Approved in July 2013, Assembly Bill (AB) 97 revises existing regulations related to financing for public schools, by requiring State funding for county superintendents and charter schools that previously received a general-purpose entitlement. The bill authorizes local educational agencies to spend, for any local educational purpose, the funds previously required to be spent for specified categorical education programs, including, among others, programs for teacher training and class size reduction.

**Local Regulations**

**San Leandro Unified School District Measure M**

Measure M was a $50.1 million school facilities bond passed by San Leandro voters in 2010. These funds are to be distributed to all of the schools in the San Leandro Unified School District (SLUSD), primarily for upgrades and expansion of athletic facilities. Some of the projects to be paid for by Measure M funds include a synthetic track and field at John Muir Middle School, a par course at Bancroft Middle School, a new swim center, track and field at San Leandro High School, the SLUSD Pacific Sports Complex at Burrell Field, and renovations at every elementary school.

**City of San Leandro Municipal Code**

The City of San Leandro Municipal Code, organized by title, chapter, article, and section, contains all ordinances for San Leandro. Title 7, Maps, Buildings, and Subdivisions, includes regulations relevant to schools in San Leandro.

Article 8, Dedications and Reservations, of the San Leandro Municipal Code contains sections that outline the school site dedication requirements and procedures for proposed subdivisions. Under Section 7-1-880 of the Municipal Code, a developer must dedicate land, as deemed necessary by the City Council, to the school district as a condition of approval of a final map. A final map is required for major subdivisions resulting in five or more parcels. The land shall be dedicated by the developer to the school district at the time of approval of the final map, as outlined by Section 7-1-885 of the Municipal Code.

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Existing Conditions

San Leandro is served by two school districts: SLUSD and the San Lorenzo Unified School District (SLzUSD). Figure 4.12-2 shows the boundaries for each school district and the location of each school.

The following subsections provide a brief summary of each school district’s enrollment trends, capacity, and facility status.

San Leandro Unified School District

The SLUSD operates eight elementary schools, two middle schools, and three high schools, as well as four other facilities that include administrative offices, a community education center, and Burrell field which contains athletic fields for sporting events, in the City of San Leandro. Table 4.12-1 shows the current enrollment and capacity for the SLUSD schools.

**Table 4.12-1  CURRENT CAPACITY AND ENROLLMENT FOR THE SAN LEANDRO UNIFIED SCHOOL DISTRICT**

<table>
<thead>
<tr>
<th>Schools</th>
<th>Capacity</th>
<th>2014/15 Enrollment</th>
<th>Remaining Capacity</th>
</tr>
</thead>
<tbody>
<tr>
<td>Garfield Elementary School</td>
<td>516</td>
<td>437</td>
<td>79</td>
</tr>
<tr>
<td>Jefferson Elementary School</td>
<td>656</td>
<td>611</td>
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<td>James Madison Elementary School</td>
<td>511</td>
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<td>510</td>
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<tr>
<td>Washington Elementary School</td>
<td>462</td>
<td>385</td>
<td>77</td>
</tr>
<tr>
<td>Woodrow Wilson Elementary School</td>
<td>742</td>
<td>714</td>
<td>28</td>
</tr>
<tr>
<td><strong>Elementary Schools Total</strong></td>
<td><strong>4,361</strong></td>
<td><strong>3,948</strong></td>
<td><strong>413</strong></td>
</tr>
<tr>
<td>Bancroft Middle School</td>
<td>1,184</td>
<td>890</td>
<td>294</td>
</tr>
<tr>
<td>John Muir Middle School</td>
<td>1,536</td>
<td>975</td>
<td>561</td>
</tr>
<tr>
<td><strong>Middle Schools Total</strong></td>
<td><strong>2,720</strong></td>
<td><strong>1,865</strong></td>
<td><strong>855</strong></td>
</tr>
<tr>
<td>Lincoln High School</td>
<td>75</td>
<td>132</td>
<td>(57)</td>
</tr>
<tr>
<td>Lighthouse Independent Study Center</td>
<td>75</td>
<td>67</td>
<td>8</td>
</tr>
<tr>
<td>San Leandro High School</td>
<td>3,108</td>
<td>2,535</td>
<td>573</td>
</tr>
<tr>
<td><strong>High Schools Total</strong></td>
<td><strong>3,258</strong></td>
<td><strong>2,734</strong></td>
<td><strong>524</strong></td>
</tr>
<tr>
<td><strong>Grand Total</strong></td>
<td><strong>10,339</strong></td>
<td><strong>8,547</strong></td>
<td><strong>1,792</strong></td>
</tr>
</tbody>
</table>

Figure 4.12-2

School Districts Serving San Leandro

Source: City of San Leandro, 2014; Alameda County, 2013; PlaceWorks, 2014.
As shown in Table 4.12-1, enrollment for the 2014/2015 school year all SLUSD schools were under capacity, with the exception of Lincoln High School. Enrollment projections for SLUSD schools indicate a steady decline in enrollment over the next six years, as shown in Table 4.12-2, mostly in middle and high school grades. Overall, SLUSD enrollment is expected to decrease slightly beginning in the 2016/2017 school year and continue to decrease through the 2021/2022 school year. However, enrollment at SLUSD elementary schools is expected to increase steadily, thus, the decline in SLUSD enrollment is largely due to the decreasing enrollment rates in middle and high school grades.19

**Table 4.12-2 Enrollment Projections for the San Leandro Unified School District**

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Elementary</td>
<td>4,361</td>
<td>3,915</td>
<td>3,892</td>
<td>3,865</td>
<td>3,895</td>
<td>3,942</td>
<td>3,994</td>
</tr>
<tr>
<td>Middle</td>
<td>2,720</td>
<td>1,864</td>
<td>1,894</td>
<td>1,846</td>
<td>1,804</td>
<td>1,757</td>
<td>1,728</td>
</tr>
<tr>
<td>High</td>
<td>3,258</td>
<td>2,729</td>
<td>2,716</td>
<td>2,669</td>
<td>2,639</td>
<td>2,651</td>
<td>2,697</td>
</tr>
<tr>
<td>Grand Total</td>
<td>10,339</td>
<td>8,508</td>
<td>8,502</td>
<td>8,380</td>
<td>8,338</td>
<td>8,350</td>
<td>8,419</td>
</tr>
</tbody>
</table>

Source: San Leandro Unified School District Demographic Study, 2015

The SLUSD maintains an average teacher-to-student ratio of 1:27 for kindergarten to third grade classrooms, 1:32 for fourth to eight grade classrooms, and 1:28 for ninth to twelve grade classrooms.20

The SLUSD’s Strategic Action Plan includes goals, expectations, and actions focused on enhancing the quality of the educational experience for its students. Goal Five (5), Facilities, focuses on improving school district facilities and infrastructure to ensure a friendly, accessible, and energy-efficient environment. Nested within this goal are yearly actions that include the development and implementation of a Master Facility Plan, decide on a new bond for any facility items not covered by previous bonds, and ensure that the General Fund budget has adequate resources to maintain SLUSD facilities, existing and new.21

The SLUSD’s current student generation rate is 0.35 per housing unit.22

The statutory mitigation fee is the source of school capital improvement funding provided by new development. The SLUSD is eligible to levy Level 1 statutory mitigation fees on new residential and commercial development. Statutory mitigation fees for SLUSD are $3.36 per square foot of residential development and $0.54 per square foot of commercial development.23

In addition to the statutory mitigation fee, voters within the SLUSD passed bond Measure M which is a $50.1 million bond that funds renovations at every SLUSD elementary school, a synthetic track and field

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course at John Muir Middle School, a par course at Bancroft Middle School, a swim center and track and field course at San Leandro High School, and SLUSD's Burrell Field and Pacific Sports Complex.  

San Lorenzo Unified School District

The SLzUSD operates three elementary schools, one middle school, and three high schools in San Leandro. Table 4.12-3 shows the current enrollment and capacity for the SLzUSD schools.

<table>
<thead>
<tr>
<th>Schools</th>
<th>Capacity</th>
<th>2014/15 Enrollment</th>
<th>Remaining Capacity</th>
</tr>
</thead>
<tbody>
<tr>
<td>Corvallis Elementary School</td>
<td>731</td>
<td>611</td>
<td>120</td>
</tr>
<tr>
<td>Dayton Elementary School</td>
<td>620</td>
<td>504</td>
<td>116</td>
</tr>
<tr>
<td>Hillside Elementary School</td>
<td>620</td>
<td>516</td>
<td>104</td>
</tr>
<tr>
<td>Elementary Schools Total</td>
<td>1,971</td>
<td>1,631</td>
<td>340</td>
</tr>
<tr>
<td>Washington Manor Middle School</td>
<td>986</td>
<td>857</td>
<td>129</td>
</tr>
<tr>
<td>Middle Schools Total</td>
<td>986</td>
<td>857</td>
<td>129</td>
</tr>
<tr>
<td>Arroyo High School</td>
<td>2,496</td>
<td>1,696</td>
<td>800</td>
</tr>
<tr>
<td>San Lorenzo High School</td>
<td>2,016</td>
<td>1,380</td>
<td>636</td>
</tr>
<tr>
<td>East Bay Arts/Royal Sunset High School</td>
<td>680</td>
<td>340</td>
<td>340</td>
</tr>
<tr>
<td>High Schools Total</td>
<td>5,192</td>
<td>3,416</td>
<td>1,776</td>
</tr>
</tbody>
</table>

*Corvallis Elementary, Dayton Elementary, and Washington Manor Middle School are located in San Leandro. The other schools are located outside of the City limits. While the schools outside of San Leandro may capture some San Leandro residents, the majority of students enrolled at schools outside the City limits do not reside in San Leandro.


As shown in Table 4.12-3, for the 2014/2015 school year all SLzUSD schools serving San Leandro were under capacity. Enrollment projections for SLzUSD schools indicate a steady decline in enrollment over the next nine years, as shown in Table 4.12-4. Overall, enrollment is expected to decrease beginning in the 2016/2017 school year and continue to decrease through the 2024/2025 school year.  


TABLE 4.12-4  ENROLLMENT PROJECTIONS FOR THE SLzUSD SCHOOLS

<table>
<thead>
<tr>
<th>Schools</th>
<th>Capacitya</th>
<th>2016/17</th>
<th>2018/19</th>
<th>2020/21</th>
<th>2022/23</th>
<th>2024/25</th>
</tr>
</thead>
<tbody>
<tr>
<td>Elementary</td>
<td>5,138</td>
<td>4,991</td>
<td>4,927</td>
<td>4,870</td>
<td>4,937</td>
<td>4,974</td>
</tr>
<tr>
<td>Schools</td>
<td>Middle</td>
<td>2,411</td>
<td>2,483</td>
<td>2,436</td>
<td>2,392</td>
<td>2,309</td>
</tr>
<tr>
<td>Schools</td>
<td>High</td>
<td>3,526</td>
<td>3,392</td>
<td>3,499</td>
<td>3,613</td>
<td>3,545</td>
</tr>
<tr>
<td>Grand Total</td>
<td>11,075</td>
<td>10,866</td>
<td>10,862</td>
<td>10,875</td>
<td>10,791</td>
<td>10,723</td>
</tr>
</tbody>
</table>

a. This value refers to the total SLzUSD student enrollment capacity which includes schools that do not serve the City of San Leandro.


The SLzUSD maintains an average teacher-to-student ratio of 1:20 for kindergarten, 1:26 for first to third grade classrooms, and 1:31 for fourth to fifth grade classrooms. The SLzUSD’s current student generation rates are shown in Table 4.12-5.

TABLE 4.12-5  SLzUSD STUDENT GENERATION RATES

<table>
<thead>
<tr>
<th>Grade Level</th>
<th>Single-Family Detached Dwelling Unit</th>
<th>Single-Family Attached Dwelling Unit</th>
<th>Multi-Family Dwelling Unit</th>
</tr>
</thead>
<tbody>
<tr>
<td>Elementary School (TK-5)</td>
<td>0.18</td>
<td>0.11</td>
<td>0.22</td>
</tr>
<tr>
<td>Middle School (6-8)</td>
<td>0.09</td>
<td>0.05</td>
<td>0.09</td>
</tr>
<tr>
<td>High School (9-12)</td>
<td>0.13</td>
<td>0.08</td>
<td>0.1</td>
</tr>
</tbody>
</table>


The statutory mitigation fee is the source of school capital improvement funding provided by new development. The SLzUSD is eligible to levy Level 1 statutory mitigation fees on new residential and commercial development. Statutory mitigation fees for SLzUSD are $3.36 per square foot of residential development and $0.54 per square foot of commercial development and $0.41 for rental self-storage.

The SLzUSD has no current plans for expansion; however, they do plan to add a single building with two classrooms at East Bay Arts/Royal Sunset High School.

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4.12.3.2 THRESHOLDS OF SIGNIFICANCE

The proposed project would have a significant impact related to school services if, in order to maintain acceptable service ratios or other performance objectives for school services, it would result in new or physically altered school facilities, or the need for new or physically altered facilities, the construction of which could cause significant environmental impacts.

4.12.3.3 IMPACT DISCUSSION

SVCS-5 The proposed project would not result in the need for new or physically altered school facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, or other performance objectives.

Proposed General Plan Update

A significant environmental impact could result if population growth associated with new development allowed by the proposed Plan would result in the need for new or physically altered school facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios or other performance objectives.

Implementation of the proposed Plan could generate up to 5,595 new residential units within San Leandro by the horizon year of 2035. As described in Chapter 3, Project Description, of this Draft EIR, of the 5,595 proposed residential units, 755 are expected to be single-family dwelling units and 4,840 are expected to be multi-family dwelling units. The development potential that could result from the implementation of the proposed Plan could impact student enrollment rates at SLUSD and SLzUSD. In order to represent the “worst case scenario” for both the SLUSD and SLzUSD, because it would be speculative to estimate a specific number of units that will be built within each district, this analysis considers the potential effects if all the students generated from development allowed by the proposed Plan were to attend both the SLUSD or SLzUSD. In fact, currently about one-quarter of San Leandro’s existing homes are located in the SLzUSD, so it is extremely unlikely that 100 percent of new residential units will be built within only one of the districts’ service area; therefore, this analysis likely overstates potential impacts to both the SLUSD and SLzUSD. Potential impacts to SLUSD and SLzUSD enrollment rates are discussed in below.

San Leandro Unified School District

As described in Section 4.12.3.1, the SLUSD’s current student generation rate is 0.35 per housing unit.29 The SLUSD does not apply different generation rates to single- and multi-family units. As shown below in Table 4.12-6, the 5,595 new residential units projected over the 19-year buildout horizon under the proposed Plan could generate up to 1,958 new students in the SLUSD service area.

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As shown in Table 4.12-6, applying the student generation rate of 0.35 students per dwelling unit could result in 1,958 new students within the SLUSD service area by the horizon year of 2035. As shown in Table 4.12-1, a total of 8,547 students were enrolled at SLUSD schools during the 2014/2015 school year. Accordingly, the remaining capacity at SLUSD schools was 1,792. Although student enrollment rates at SLUSD schools are expected to decline steadily through the 2021/2022 school year, the 1,958 potential students generated under the proposed Plan would potentially exceed the existing remaining capacity at SLUSD.

In 2010, the SLUSD passed bond Measure M, which is a $50.1 million bond that funds renovations at every SLUSD elementary school. In addition, the SLUSD imposes statutory mitigation fees for residential and commercial development. Development impact fees for SLUSD are $3.36 per square foot of residential development and $0.54 per square foot of commercial development.

San Lorenzo Unified School District

Development allowed by the proposed Plan could result in 755 single-family dwelling units and 4,645 multi-family dwelling units within San Leandro over the 19-year buildout horizon. The SLzUSD calculates the number of students generated from detached single-family, attached single-family, and multi-family dwelling units using different generation rates. For a conservative worst-case analysis, this analysis assumes that all single-family dwelling units would be detached. Because the SLzUSD uses a higher generation rate for detached single-family units, the actual number of students generated under the proposed Plan would likely be lower than the estimated number of students described in this analysis.

As shown in Table 4.12-7, applying SLzUSD’s student generation rates could result in 1,201 new elementary school students, 504 new middle school students, and 582 new high school students in the SLzUSD service area by the horizon year 2035. As shown in Table 4.12-2, a total of 5,904 students were enrolled at SLzUSD schools during the 2014/2015 school year. Accordingly, the remaining capacity at SLUSD schools was 2,245. Although student enrollment rates at SLzUSD schools are expected to decline steadily through the 2024/2025 school year, the 2,287 potential students generated under the proposed Plan would exceed the existing remaining capacity at SLzUSD under worst-case assumptions.30

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TABLE 4.12-7  STUDENT GENERATION FOR THE SAN LORENZO UNIFIED SCHOOL DISTRICT

<table>
<thead>
<tr>
<th>Housing Unit Type</th>
<th>Housing Units</th>
<th>Student Generation Rate</th>
<th>Students&lt;sup&gt;a&lt;/sup&gt;</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Elementary School (TK-5)</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Single-Family Detached Dwelling Units</td>
<td>755</td>
<td>0.18</td>
<td>136</td>
</tr>
<tr>
<td>Multi-Family Dwelling Units</td>
<td>4,840</td>
<td>0.22</td>
<td>1,065</td>
</tr>
<tr>
<td><strong>Potential Total Elementary School Students</strong></td>
<td></td>
<td></td>
<td>1,201</td>
</tr>
<tr>
<td><strong>Middle School (6-8)</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Single-Family Detached Dwelling Units</td>
<td>755</td>
<td>0.09</td>
<td>68</td>
</tr>
<tr>
<td>Multi-Family Dwelling Units</td>
<td>4,840</td>
<td>0.09</td>
<td>436</td>
</tr>
<tr>
<td><strong>Potential Total Middle School Students</strong></td>
<td></td>
<td></td>
<td>504</td>
</tr>
<tr>
<td><strong>High School (9-12)</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Single-Family Detached Dwelling Units</td>
<td>755</td>
<td>0.13</td>
<td>98</td>
</tr>
<tr>
<td>Multi-Family Dwelling Units</td>
<td>4,840</td>
<td>0.10</td>
<td>484</td>
</tr>
<tr>
<td><strong>Potential Total High School Students</strong></td>
<td></td>
<td></td>
<td>582</td>
</tr>
<tr>
<td><strong>Grand Total</strong></td>
<td></td>
<td></td>
<td>2,287</td>
</tr>
</tbody>
</table>

<sup>a.</sup> Values are rounded to the nearest whole number.


The SLzUSD imposes development impact fees for residential and commercial development. Development impact fees for SLzUSD are $3.36 per square foot of residential development, $0.54 per square foot of commercial development, and $0.41 for rental self-storage.<sup>31</sup>

Summary

As described above, future development under the proposed Plan is expected to generate up to 1,958 new students within the SLUSD service area which would exceed the existing remaining capacity of 1,792. Similarly, future development under the proposed Plan is expected to generate up to 2,287 new students within the SLzUSD service area which would exceed the existing remaining capacity of 2,245.

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Development allowed by the proposed Plan would occur gradually over the 19-year buildout horizon and would be subject to development impact fees that are current at the time of development, which vary over this time period. According to California Government Code Section 65995(h), the payment of statutory mitigation fees is “deemed to be full and complete mitigation of the impacts of any legislative or adjudicative act, or both, involving, but not limited to, the planning, use, or development of real property, or any change in governmental organization or reorganization…on the provision of adequate school facilities.”

Development allowed by the proposed Plan would occur gradually over the 19-year buildout horizon and would be subject to statutory mitigation fees, which are deemed to be full and complete mitigation for potential impacts on the adequacy of school facilities. The proposed Plan includes the following goal, policies, and actions that would minimize potential impacts to schools:

**Community Services and Facilities Element**

- **Goal CSF-2: Schools.** Encourage and support high-quality educational facilities and services in San Leandro.

- **Policy CSF-2.1: Partnerships.** Promote coordination and partnerships between the City, the School Districts, and the business community which emphasize the importance of education to the social and economic vitality of the City.

- **Action CSF-2.1.A: Future Bond Measures.** Support School District bond initiatives to expand school capacity, modernize and renovate facilities, and provide additional facilities, including facilities with the potential to be jointly used by the City and School District.

- **Policy CSF-2.2: Mitigation of Development Impacts.** When new residential development is approved, require mitigation of school impacts to the full extent permitted by law. Work collaboratively with the San Leandro and San Lorenzo Unified School Districts to ensure that appropriate fees are collected and other allowable mitigation measures are taken.


- **Action CSF-2.2.B: New Facility Planning.** Support efforts by both School Districts to develop new facilities and/or expand existing facilities in response to increases in enrollment. Provide the necessary assistance in project planning and permitting for future projects, particularly if a new school site is proposed. The City and the School Districts will work together to conduct joint planning activities to meet anticipated needs.

- **Policy CSF-2.5: Private Schools.** Encourage the involvement of private schools and other learning institutions in City discussions relating to education and school facilities.

- **Policy CSF-2.6: City-School Coordination.** Promote coordination between City-sponsored recreational, educational, pre-school, and after-school programs and similar programs sponsored by the School Districts.
PUBLIC SERVICES AND RECREATION

- **Action CSF-2.6.A: Shared Maintenance Facilities.** Explore the potential for the City and the San Leandro Unified School District to share maintenance facilities as a way to free up land for additional school or recreational facilities.

**Land Use Element**

- **Goal LU-4: Mitigation of Public Facility Impacts.** Ensure that new residential development contributes its appropriate share toward the provision of adequate schools, parks, and other public facilities.

- **Policy LU-4.3: Public Facility Development.** Promote collaborative, creative solutions between the public and private sectors to develop additional schools, parks, and other public facilities in the City.

- **Action LU-4.3.A: School Mitigation Measures.** Work with the San Leandro and San Lorenzo Unified School Districts to address the impacts of development on school facility needs, and explore ways to close the gap between the true cost and the amount that may be collected through impact fees.

- **Policy LU-4.4: Park and School Site Acquisition.** Consider acquiring vacant or underutilized sites for park or school development in addition to facilitating private development on those sites.

The mandatory payment of developer impacts fees pursuant to SB 50, together with the adoption and implementation of the proposed Plan policies and actions that support the schools in San Leandro, would ensure that impacts to SLUSD and SLzUSD related to adequacy of school facilities would be **less than significant**.

**Significance before Mitigation:** Less than significant.

**Proposed Zoning Code Amendments**

The proposed amendments to the Zoning Code would bring the Zoning Code into conformance with the proposed Plan. The proposed Zoning Code would implement the proposed Plan and would guide development in key areas of the city. Proposed Zoning Code amendments that would allow increased growth that could increase demands for schools in San Leandro include increased building density, intensity (FAR), and height limits in commercial districts. The potential increase in growth as a result of these Zoning Code amendments is captured in the buildout of the proposed Plan that is analyzed above. As mentioned above, the mandatory payment of developer impacts fees pursuant to SB 50, together with the adoption and implementation of the proposed Plan policies and actions that support the schools in San Leandro, would ensure that impacts related to adequacy of SLUSD and SLzUSD school facilities would be **less-than-significant**.

**Significance before Mitigation:** Less than significant.

**4.12.3.4 CUMULATIVE IMPACTS**

| SVCS-6 | **The proposed project, in combination with past, present and reasonably foreseeable projects, would result in less-than-significant cumulative impacts with respect to school services.** |

**JUNE 1, 2016**
As discussed in Chapter 4, Environmental Analysis, of this Draft EIR, this section analyzes potential impacts related to schools that could occur from the adoption and implementation of the proposed Plan in combination with reasonably foreseeable growth in the area served by SLUSD and SLzUSD, based on the enrollment projections from each school district, provided above. Cumulative projects would add new students to the SLUSD and SLzUSD, in addition to those generated by development allowed by the proposed Plan, which could potentially result in the need for new or expanded school facilities. However, the cumulative impacts to SLUSD schools would also be subject to compliance with the goals, policies, and actions, included in the proposed project and school mitigation fees as discussed under discussion SVCS-5. The SLzUSD schools serving the City of San Leandro would be subject to compliance with goals, policies, and actions, pertaining to school services included in the County of Alameda Eden Area General Plan.\(^{32}\) Therefore, cumulative impacts related to school facilities would be less than significant.

As discussed above, enrollment projections for SLUSD and SLzUSD indicate a steady decline in enrollment over the coming years. However, the students generated under the proposed Plan could potentially exceed the remaining capacity at both SLUSD and SLzUSD schools under worst-case conditions. Development allowed by the proposed Plan would occur gradually over the 19-year buildout horizon and would be subject to development impact fees that are current at the time of development. According to California Government Code Section 65995(h), the payment of statutory fees is “deemed to be full and complete mitigation of the impacts of any legislative or adjudicative act, or both, involving, but not limited to, the planning, use, or development of real property, or any change in governmental organization or reorganization...on the provision of adequate school facilities.” All cumulative development would also be subject to payment of statutory mitigation fees. Therefore, with payment of mandatory school mitigation fees, cumulative impacts would be less than significant and the proposed project would have a less-than-significant contribution to cumulative impacts on schools facilities.

Significance before Mitigation: Less than significant.

**4.12.4 PARKS AND RECREATIONAL FACILITIES**

**4.12.4.1 ENVIRONMENTAL SETTING**

**Regulatory Framework**

The following section describes the regulatory framework and existing conditions related to parks and recreation facilities in San Leandro.

**State Regulations**

**The Quimby Act**

Since the passage of the 1975 Quimby Act (California Government Code Section 66477), cities and counties have been authorized to pass ordinances requiring that developers of residential subdivisions set

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aside land, or pay in-lieu fees for park or recreational purposes. Revenues generated through the Quimby Act cannot be used for the operation and maintenance of park facilities. Cities and counties with a high ratio of park space to inhabitants can set a standard of up to 5 acres per 1,000 people for new development. Cities and counties with a lower ratio can only require the provision of up to 3 acres of park space per 1,000 people. The calculation of a city or county’s park space to population ratio is based on a comparison of the population count of the last federal census to the amount of City-owned parkland.

AB 1600

A 1982 statute, AB 1600, allows local agencies to adopt broad development impact fees, including fees to fund parks and recreation facilities. AB 1600 requires agencies to clearly show a reasonable relationship between the public need for a recreation facility or park land, and the type of development project upon which the fee is imposed. The City has adopted parks and recreation impact fees that are applicable to both residential and commercial development. Future projects permitted under the proposed Plan would be required to pay these fees, which are collected at building permit issuance.

Local Regulations

San Leandro Municipal Code

The City of San Leandro Municipal Code, organized by title, chapter, article, and section contains all ordinances for San Leandro. Title 7, Maps, Buildings, and Subdivisions, includes regulations relevant to parks and recreation services in San Leandro. Chapter 7-13, Park Facilities Development Impact Fee, outlines requirements for the payment of fees for park and recreational facilities and sets standards for the use of fee revenues. Under Section 7-13-100, the City can require the payment of fees for the construction or rehabilitation of park and recreational facilities as a condition to the approval of a building permit. Per Section 7-13-105, the revenues raised by payment of park impact fees shall be used to pay for design, engineering, right-of-way acquisition, and construction of public facilities.

Existing Conditions

The San Leandro Recreation and Human Services Department (SLRHS) operates parks and recreational facilities in San Leandro. The City has adopted a goal of maintaining a ratio of 4.86 acres of developed parkland per 1,000 residents in the current General Plan. As of 2015, there are 382.9 acres of parkland in San Leandro, including one regional park, four community parks, ten neighborhood parks, six mini-parks, and several special recreation areas. In addition to the facilities managed by SLRHS, residents have access to parks and playgrounds at local schools through a joint use agreement with the City. Through this agreement, a total of 87 acres of open space and recreational facilities are available for use by the public after school hours. The Monarch Bay Gold Club, located in the San Leandro Shoreline, offers an 18-hole course and a 9-hole executive course. The public golf course encompasses a total of 187 acres of open space and recreational facilities. There are also several private opportunities for recreational activities throughout San Leandro, including a variety of youth programs, adult sports leagues, and private

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33 City of San Leandro, 2002, City of San Leandro General Plan, page 5-8.
recreation clubs. A detailed list of available parks and recreational facilities in San Leandro is shown in Table 4.12-8.

As shown in Table 4.12-8, the City of San Leandro currently provides 382.9 acres of parkland, open space, recreation facilities, playgrounds, and golf courses. The existing parkland ratio is 4.4 acres per 1,000 residents which is below the proposed General Plan goal of 5.0 acres of parkland per 1,000 residents. The SLRHS has no current plans for expansion. Several parks have recently been renovated using Measure WW funds, and Siempre Verde Parks is currently undergoing renovations.

### 4.12.4.2 Thresholds of Significance

The proposed project would have a significant impact related to parks and recreation facilities if it would:

1. Result in new or physically altered parks and recreation facilities, or the need for new or physically altered facilities, the construction or operation of which could cause significant environmental impacts, in order to maintain acceptable service ratios or other performance objectives for parks and recreational facilities.

2. Increase the use of existing neighborhood and regional parks or other recreational facilities such that substantial physical deterioration of the facility would occur or be accelerated.

3. Include recreational facilities or require the construction or expansion of recreational facilities which might have an adverse physical effect on the environment.

### 4.12.4.3 Impact Discussion

**SVCS-7** The proposed project would not result in the need for new or physically altered park facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, or other performance objectives.

### Proposed General Plan Update

A significant environmental impact could result if population growth associated with new development allowed by the proposed Plan would result in the need for new or physically altered park facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios or other performance objectives.

The proposed General Plan Update would establish a goal of maintaining a ratio of 5.0 acres of parkland per 1,000 residents, as shown below in Policy OSC-2.1, Level of Service. Currently, the City provides 382.9 acres of parkland with a ratio of 4.4 acres per 1,000 residents, based on an existing population of 86,460. As described in Chapter 3, Project Description, of this Draft EIR, development allowed by the proposed Plan would result in the need for new or physically altered park facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios or other performance objectives.

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34 386 acres divided by 86.46 (existing population as of 2015/1,000) = 4.4 acres per 1,000 residents.

35 Brandt, Breyana. Assistant Recreation & Human Services Director, City of San Leandro Recreation and Human Resources Department. Personal communication with Claudia Garcia, PlaceWorks. December 18, 2015; and Debbie Pollart, Public Works Director, City of San Leandro, personal communication with PlaceWorks, April 25, 2016.
### TABLE 4.12-8 PARK, RECREATION, AND COMMUNITY FACILITIES

<table>
<thead>
<tr>
<th>Name</th>
<th>2015 Acreage</th>
<th>2035 Acreage</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Regional</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Oyster Bay Shoreline</td>
<td>19.0</td>
<td>133.0</td>
</tr>
<tr>
<td><strong>Total Regional Parks</strong></td>
<td>19.0</td>
<td>133.0</td>
</tr>
<tr>
<td><strong>Community</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Chabota</td>
<td>4.8</td>
<td>4.8</td>
</tr>
<tr>
<td>Marina</td>
<td>17.9</td>
<td>17.9</td>
</tr>
<tr>
<td>Washington Manor</td>
<td>14.0</td>
<td>14.0</td>
</tr>
<tr>
<td><strong>Total Community Parks</strong></td>
<td>40.9</td>
<td>40.9</td>
</tr>
<tr>
<td><strong>Neighborhood</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Bonaire</td>
<td>5.4</td>
<td>5.4</td>
</tr>
<tr>
<td>Cherry Grove</td>
<td>7.0</td>
<td>7.0</td>
</tr>
<tr>
<td>Floresta</td>
<td>0.8</td>
<td>0.8</td>
</tr>
<tr>
<td>Grover Cleveland</td>
<td>1.0</td>
<td>1.0</td>
</tr>
<tr>
<td>Halcyon</td>
<td>4.9</td>
<td>4.9</td>
</tr>
<tr>
<td>McCartney</td>
<td>1.6</td>
<td>1.6</td>
</tr>
<tr>
<td>Memorial</td>
<td>2.7</td>
<td>2.7</td>
</tr>
<tr>
<td>Mulford</td>
<td>1.4</td>
<td>1.4</td>
</tr>
<tr>
<td>Siempre Verde</td>
<td>1.8</td>
<td>1.8</td>
</tr>
<tr>
<td>Stenzel</td>
<td>9.3</td>
<td>9.3</td>
</tr>
<tr>
<td>Thrasher</td>
<td>4.2</td>
<td>4.2</td>
</tr>
<tr>
<td>Toyon</td>
<td>2.1</td>
<td>2.1</td>
</tr>
<tr>
<td><strong>Total Neighborhood Parks</strong></td>
<td>37.0</td>
<td>37.0</td>
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<tr>
<td><strong>Mini Parks</strong></td>
<td></td>
<td></td>
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<tr>
<td>Halcyon Dr Linear</td>
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<tr>
<td>Heron Bay (private)</td>
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<td>1.4</td>
</tr>
<tr>
<td>Root</td>
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<td>0.8</td>
</tr>
<tr>
<td>Victoria Circle</td>
<td>0.3</td>
<td>0.3</td>
</tr>
<tr>
<td>Warden</td>
<td>0.3</td>
<td>0.3</td>
</tr>
<tr>
<td>Cherrywood</td>
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<td>0.9</td>
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<tr>
<td>Cherry Glen</td>
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</tr>
<tr>
<td>Cherry Glen</td>
<td>0.3</td>
<td>0.3</td>
</tr>
<tr>
<td><strong>Total Mini-Parks</strong></td>
<td>5.7</td>
<td>5.7</td>
</tr>
<tr>
<td>Name</td>
<td>2015 Acreage</td>
<td>2035 Acreage</td>
</tr>
<tr>
<td>------------------------------------------------</td>
<td>--------------</td>
<td>--------------</td>
</tr>
<tr>
<td><strong>Special Use</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Farrelly Pool</td>
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</tr>
<tr>
<td>Heath</td>
<td>0.7</td>
<td>0.7</td>
</tr>
<tr>
<td>Burrell Field/Pacific Sports Complex</td>
<td>13.7</td>
<td>13.7</td>
</tr>
<tr>
<td>San Leandro Ball Park</td>
<td>5.6</td>
<td>5.6</td>
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<tr>
<td>Shoreline Development</td>
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<td>5.0</td>
</tr>
<tr>
<td>East Bay Greenway</td>
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<td>20.0</td>
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<tr>
<td><strong>Total Special Use Parks</strong></td>
<td>20.5</td>
<td>45.5</td>
</tr>
<tr>
<td><strong>Total Active Parks</strong></td>
<td>123.1</td>
<td>262.1</td>
</tr>
<tr>
<td><strong>Golf</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Monarch Bay</td>
<td>178</td>
<td>168</td>
</tr>
<tr>
<td><strong>Joint Use School Facilities</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Bancroft</td>
<td>4.2</td>
<td>4.2</td>
</tr>
<tr>
<td>Corvallis</td>
<td>6.0</td>
<td>6.0</td>
</tr>
<tr>
<td>Dayton</td>
<td>0.6</td>
<td>0.6</td>
</tr>
<tr>
<td>Garfield</td>
<td>4.3</td>
<td>4.3</td>
</tr>
<tr>
<td>Jefferson</td>
<td>5.6</td>
<td>5.6</td>
</tr>
<tr>
<td>Madison</td>
<td>6.4</td>
<td>6.4</td>
</tr>
<tr>
<td>McKinley</td>
<td>3.2</td>
<td>3.2</td>
</tr>
<tr>
<td>Monroe</td>
<td>2.8</td>
<td>2.8</td>
</tr>
<tr>
<td>Muir</td>
<td>11.1</td>
<td>11.1</td>
</tr>
<tr>
<td>Redwood</td>
<td>5.2</td>
<td>5.2</td>
</tr>
<tr>
<td>Roosevelt</td>
<td>3.9</td>
<td>3.9</td>
</tr>
<tr>
<td>San Leandro HS</td>
<td>15.6</td>
<td>15.6</td>
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<tr>
<td>Washington</td>
<td>1.3</td>
<td>1.3</td>
</tr>
<tr>
<td>Washington Manor</td>
<td>4.9</td>
<td>4.9</td>
</tr>
<tr>
<td>Wilson</td>
<td>6.7</td>
<td>6.7</td>
</tr>
<tr>
<td><strong>Total School Facilities</strong></td>
<td>81.8</td>
<td>81.8</td>
</tr>
<tr>
<td><strong>Active Parks</strong></td>
<td>123.1</td>
<td>262.1</td>
</tr>
<tr>
<td><strong>Golf</strong></td>
<td>178.0</td>
<td>168.0</td>
</tr>
<tr>
<td><strong>School</strong></td>
<td>81.8</td>
<td>81.8</td>
</tr>
<tr>
<td><strong>GRAND TOTAL</strong></td>
<td>382.9</td>
<td>511.9</td>
</tr>
</tbody>
</table>

**Note:** With the exception of joint-use school facilities, all facilities listed are City owned unless otherwise noted.

a. Chabot Park is owned by EBMUD and located in the City of Oakland, but City has 100 percent maintenance responsibility and runs programs per an agreement with EBMUD.
b. Special Use Parks are facilities that serve a particular sport or purpose such as tennis courts, ball parks, and pools.
c. Farrelly Pool and Burrell Field/Pacific Sports Complex are owned by SUSD and maintained by the City.
d. The 87 acres of school parks are open to the public after school hours through an MOU agreement.

Source: City of San Leandro General Plan, Chapter 5, Open Space, Parks, and Conservation, page 5-4.
Plan could generate up to 14,790 new residents within San Leandro by the year 2035. At the same time, between 2015 and 2035, a net gain of 129 acres of parks and recreational facilities would be added in San Leandro, as shown in Table 4.12-8, including 114 acres in the Oyster Bay Regional Shoreline, which will be accessible for recreational use due to the opening of the Davis Street park entrance and additional improvements,\textsuperscript{36} 20 acres along the future East Bay Greenway, and a net gain of 5 acres at the San Leandro Shoreline as part of an approved project.

Alameda CTC initiated preliminary engineering and environmental phase activities for the East Bay Greenway segment through San Leandro in November 2015. These activities will determine a preferred alignment and cross-section, achieve state and federal environmental clearance, and develop 35 percent design drawings. Work will build upon past environmental studies, including CEQA document (IS/MND) adopted by Alameda CTC in October 2015, but will also consider new alignment and design options potentially enabled by the passage of Measure BB. The East Bay Greenway project through San Leandro will build upon an initial half-mile segment south of the Coliseum BART Station that was dedicated in November 2015. Construction is anticipated to take place from 2019 to 2021.\textsuperscript{37} The proposed Plan would help implement the East Bay Greenway through Policy 6.14: Downtown Open Space.

With this increase in parks and recreational facilities, there would be a total of 512 acres available in San Leandro to serve a population of 101,250, for a 2035 ratio of 5.1 acres of parks and recreational facilities per 1,000 population.\textsuperscript{38}

The proposed Plan includes the following goals, policies, and actions that would minimize potential impacts to parks and recreation facilities. Note that the future park ratio calculation above does not include enlargements to Root Park, as called for in Action 6.14-B: Town Square Park, or improvements to the San Leandro Creek Greenway called for in Policy 6.14: Downtown Open Space.

Open Space, Parks, and Conservation Element

- **Goal OSC-1: Rehabilitation of Existing Parks.** Maintain and improve San Leandro’s parks and recreational facilities.

- **Policy OSC-1.1: Park Rehabilitation.** Encourage the rehabilitation of the City’s parks to provide residents of all ages and physical capabilities with access to as wide a variety of recreational experiences as possible. Park improvements should maintain a balance between active and passive recreation areas and should ensure that the park system benefits a diverse range of user groups.

\textsuperscript{36} East Bay Regional Park District, *Oyster Bay Land Use Plan Amendment*, December 2013. Accessed online at http://www.ebparks.org/Assets/_Nav_Categories/Park_Planning/Oyster+Bay/2013-12-17_Oyster_Bay_LUPA-Final.pdf, May 12, 2016. Note that the added acreage does not include 61 additional acres in the park that will be reserved for conservation and not accessible for recreation.


\textsuperscript{38} 512 acres divided by 101.25 (projected population as of 2035/1,000) = 5.1 acres per 1,000 residents.
- **Action OSC-1.1.A: Parks Action Strategy.** Develop and implement a San Leandro Parks Master Plan, including a current assessment of community needs, principles for park use, capital improvement projects, recommendations for operations and maintenance, and a funding and implementation program. The Plan should be developed with input from park users and from neighborhood and community groups that reflect the cultural diversity of San Leandro.

- **Action OSC-1.1.B: Park Bond Measure.** Develop a proposal for a citywide park bond measure that would provide funds for the rehabilitation of neighborhood and community parks, the replacement of aging or obsolete equipment and facilities, and the development of new parks, community gardens, and creek improvements. As an initial step, a detailed list of facilities and rehabilitation costs should be developed. Projects should be selected to ensure that each neighborhood in the City will benefit and should be based on a comprehensive evaluation of citywide needs and conditions in each park.

- **Policy OSC-1.2: Park Maintenance.** Provide for the regular, systematic maintenance of San Leandro’s parks and recreational facilities to prevent deterioration, ensure public safety, and permit continued public use and enjoyment.

- **Action OSC-1.2.A: Budget Allocation.** Ensure that a high level of support is provided for park maintenance and operations in the annual Public Works budget.

- **Action OSC-1.2.B: New Funding Sources for Maintenance.** Evaluate the feasibility of increasing funding for park maintenance, repair, safety, and security through a variety of sources, such as landscape and lighting assessment districts.

- **Action OSC-1.2.C: User Fee Updates.** Periodically update the fees charged for facility rentals, recreation programs, and other activities to ensure that they are appropriate and equitable.

- **Policy OSC-1.3: Management and Administration.** Ensure that park operations and maintenance programs are carried out through the most efficient City organizational structure possible.

- **Action OSC-1.3.A: Organizational Evaluation.** Evaluate the organizational structure of the City’s park maintenance program to determine if there are any changes that would improve the level of service, eliminate possible redundancies, and allow for more efficient operation.

- **Policy OSC-1.4: Priority on Renovation.** Where cost savings and equivalent benefits would be achieved, rehabilitate existing recreational facilities before building entirely new facilities. A priority should be placed on renovating athletic fields and swimming pools, improving energy efficiency, and replacing outdated facilities with new facilities that are safe, attractive, and more responsive to current needs.

- **Policy OSC-1.6: Community Engagement.** Ensure that programs and facilities in parks reflect the priorities of residents in the surrounding neighborhoods. Conduct regular community outreach, workshops, and ongoing liaison with neighborhoods, including multi-lingual outreach, to solicit public input on park issues.

- **Goal OSC-2: Development of New Parks.** Develop additional parkland in the City to better meet existing needs and to respond to future needs.
Policy OSC-2.1: Level of Service. Achieve the following service standard for parks:

a) At least 5.00 acres of improved parkland per 1,000 residents;
b) A park within one-half mile of each San Leandro resident.

As defined in this Policy, this standard shall include community, neighborhood, mini-parks, and linear parks and trails, as well as school athletic fields and play areas for which joint use agreements exist. Pursuant to the Quimby Act, the standard also includes the Monarch Bay Golf Course and Oyster Bay Regional Shoreline in the baseline acreage. The standard does not include private property, wetlands and open spaces where the primary purpose is resource conservation rather than recreation. When evaluating the City’s progress toward meeting this standard, it should be recognized that school facilities covered by joint use agreements may be unavailable during school hours, and therefore may not meet recreational needs to the same extent as City parks.

Policy OSC-2.2: No Net Loss. Allow no net loss of open space within San Leandro’s parks and recreational facility system. In the event that land currently included in the City’s park inventory (Table 5-1) is to be converted to a non-park related purpose, an area of equivalent or larger acreage shall be set aside as parkland. Replacement open space should be comparable in value and function to the space that is lost.

Policy OSC-2.3: Park Dedication. Require new residential development to pay an impact fee and/or to dedicate parkland to offset the increase in park needs resulting from new residents. Where on-site parkland is dedicated, it should be improved, maintained, and accessible to the general public.

Action OSC-2.3.A: Update of In-lieu Fee. Update the park in-lieu fee ordinance to better reflect current costs and needs, and to address park needs generated by infill development as well as new subdivisions. Any future nexus study conducted to justify a revised park impact fee should also consider the feasibility of expanding it to apply to commercial and industrial development. Adoption of a non-residential fee should be contingent upon a market study indicating the amount of the fee that would be feasible without affecting the City’s economic development goals.

Policy OSC-2.4: New Parks. Pursue opportunities for new parks that augment those dedicated within private development. When planning for such parks, place a priority on sites and/or facilities that:

a) Would benefit neighborhoods or user groups that are currently underserved by park and recreational facilities;
b) Meet a recreational facility need that has been identified by the community as a top priority;
c) Have a funding source identified;
d) Have strong community support and advocacy;
e) Would protect a special resource such as a historic building or sensitive natural area;
f) Have a willing seller or site donor; and
g) Are located in areas where substantial residential growth is planned.

Policy OSC-2.5: Non-Traditional Open Space. Take a creative approach to identifying new prospective parks and open spaces, including such features as rooftops and urban plazas. Streets themselves should be recognized as an important potential component of the open space system, with opportunities for additional greening, planting, parklets, food production, public art, trails, and recreational activities within public rights of way.
**Policy OSC-2.6: Pocket Parks.** Work with neighborhood groups to develop mini-parks, medians and landscaped traffic islands, community gardens, and similar areas that beautify neighborhoods, build community spirit, and provide places of enjoyment within residential areas.

**Land Use Element**

**Policy LU-2.1: Complete Neighborhoods.** Strive for “complete neighborhoods” that provide an array of housing choices; easy access to retail stores, commercial services, and medical care; quality public schools; great parks and open spaces; affordable transportation options; and civic amenities.

**Policy LU-2.4: Neighborhood Schools and Parks.** Recognize local schools and parks as key aspects of what makes a neighborhood desirable and unique. Promote activities at schools and parks that build community pride and create a sense of neighborhood ownership.

**Goal LU-4: Mitigation of Public Facility Impacts.** Ensure that new residential development contributes its appropriate share toward the provision of adequate schools, parks, and other public facilities.

**Policy LU-4.1: Concurrent Provision of Services.** To the extent permitted by law, allow new residential development to occur only when the public facilities needed to serve that development are available or will be provided concurrently with the development.

**Policy LU-4.3: Public Facility Development.** Promote collaborative, creative solutions between the public and private sectors to develop additional schools, parks, and other public facilities in the City.

**Policy LU-4.4: Park and School Site Acquisition.** Consider acquiring vacant or underutilized sites for park or school development in addition to facilitating private development on those sites.

**Policy 6.14: Downtown Open Space.** Develop a network of Downtown open spaces to serve the growing population and workforce. This network should include civic plazas, parks, a linear greenway along the former Union Pacific Railroad right-of-way (part of the East Bay Greenway), and a San Leandro Creek greenway along the northern edge of Downtown. In addition, streetscape improvements should include street trees and sidewalks which connect these spaces and increase the presence of greenery in the downtown area.

**Action 6.14-A: Thrasher Park and San Leandro Creek.** Study the feasibility of relocating Thrasher Park from its current location at Davis and Alvarado Streets to a new location of equivalent or greater land area at the north end of Alvarado Street. The former park site would then be utilized for transit-oriented development, including public open space. In addition, pursue opportunities for linear park development along San Leandro Creek, creating a greenbelt and creekside trail between San Leandro Boulevard and the active UP rail line.

**Action 6.14-B: Town Square Park.** Explore the feasibility of reconfiguring and narrowing Hays Street (Dan Niemi Way) between Davis and East 14th in order to expand Root Park or create a larger creekside open space and public gathering place.

In addition to those increases in parks and recreational facilities that are already identified and underway, and in support of the parks and recreational facilities policies and actions listed above, adherence to
Section 7-13-100 of the City’s Municipal Code would require the payment of park impact fees for public parks and recreational facilities, which implements proposed Policy OSC-2.3: Park Dedication.

With the opening of future park and recreational facilities that are already underway, the mandatory payment of developer park impact fees, and implementation of the proposed Plan goals and policies, the potential impacts to parks would be less than significant.

**Significance before Mitigation**: Less than significant.

**Proposed Zoning Code Amendments**

The proposed amendments to the Zoning Code would bring the Zoning Code into conformance with the proposed Plan. The proposed Zoning Code would implement the proposed Plan and would guide development in key areas of the city. Proposed Zoning Code amendments that would allow increased growth that could increase demands for parks and recreational facilities in San Leandro include increased building density, intensity (FAR), and height limits in commercial districts. The potential increase in population allowed under these Zoning Code amendments is captured in the buildout of the proposed Plan that is analyzed above and the Zoning Code amendments would not have separate or additional impacts on population that would increase impacts to park demand. As mentioned above, the mandatory payment of developer park impact fees and implementation of the proposed Plan goals and policies, would ensure that potential impacts to parks and recreation facilities would be less than significant. Therefore, the proposed Zoning Code amendments would result in a less-than-significant impact.

**Significance before Mitigation**: Less than significant.

**SVCS-8**

The proposed project would not increase the use of existing neighborhood and regional parks or other recreational facilities, such that substantial physical deterioration of the facility would occur, or be accelerated.

**Proposed General Plan Update**

A significant environmental impact could result if population growth associated with new development allowed by the proposed Plan would result in an increase demand for existing parks and recreational facilities such that substantial physical deterioration of the facility would occur, or be accelerated.

As described in Chapter 3, Project Description, of this Draft EIR, the proposed Plan could generate up to 14,790 new residents by the horizon year of 2035. The potential increase in the number of residents would lead to an increase in use of parks and recreational facilities in the City of San Leandro. Demand would be distributed throughout San Leandro, although increases in demand would likely be higher in the areas most likely to change and add residents under the proposed Plan: Downtown, the East 14th Street corridor, the Bayfair Station Area, the Shoreline, and the MacArthur Boulevard corridor.

As shown above under the discussion of SVCS-7, with the addition of future parks and recreational facilities at Oyster Bay, along the East Bay Greenway, and at the Shoreline, the City would be able to meet its proposed goal of 5.0 acres of parks and recreational facilities per 1,000 residents, meaning that
adequate park and recreational facilities will be in place to serve the projected 2035 population and reducing the likelihood that use of any individual existing facility would be increased such that substantial physical deterioration would occur.

The proposed Plan includes the policies under Goal OSC-2, listed above under discussion SVCS-7, that would promote the development of new parkland throughout the City of San Leandro. Finally, adherence to Section 7-13-100 of the City’s Municipal Code would require the payment of park impact fees for development of public parks and recreational facilities, in support of proposed Policy OSC-2.3: Park Dedication. Therefore, the impact would be less than significant.

Significance before Mitigation: Less than significant.

Proposed Zoning Amendments

The proposed amendments to the Zoning Code would bring the Zoning Code into conformance with the proposed Plan. The proposed Zoning Code would implement the proposed Plan and would guide development in key areas of the city. Proposed Zoning Code amendments that would allow increased growth that could increase demands for the use of existing parks and recreational facilities in San Leandro include increased building density, intensity (FAR), and height limits in commercial districts. The potential increase in population allowed under these Zoning Code amendments is captured in the buildout of the proposed Plan that is analyzed above and the Zoning Code amendments would not have separate or additional impacts on population that would increase use of existing park or recreational facilities. As mentioned above, adherence to Section 7-13-100 of the City’s Municipal Code would require the payment of park impact fees for public parks and recreational facilities, thereby mitigating any potential impacts to parks and recreation facilities in San Leandro. In addition, the proposed Plan includes the policies under Goal OSC-2, listed above under discussion SVCS-7, that would promote the development of new parkland throughout the City of San Leandro and alleviate demand on existing facilities. Therefore, the proposed Zoning Code amendments would result in a less-than-significant impact.

Significance before Mitigation: Less than significant.

SVCS-9 The proposed project would not include recreational facilities or require the construction or expansion of recreational facilities which might have an adverse physical effect on the environment.

Proposed General Plan Update

A significant environmental impact could result if the proposed Plan would include recreational facilities or require the construction or expansion of recreation facilities which might have an adverse physical effect on the environment.

As described above under discussion SVCS-7 and SVCS-8, additional park and recreational facilities would be needed to meet future demand under the proposed Plan and achieve the City’s proposed ratio of 5.0 acres of parks and recreational facilities per 1,000 population. Two of the future park and recreational facilities at Oyster Bay and the East Bay Greenway, described under discussion SCVS-7, above, have already been analyzed for their effects on the environment in CEQA documents prepared by other
agencies. Specifically, EBRPD adopted an Initial Study and Mitigated Negative Declaration for the Oyster Bay Regional Shoreline Land Use Plan Amendment on December 17, 2013,\textsuperscript{39} and the Alameda County Transportation Commission adopted an Initial Study and Mitigated Negative Declaration for the East Bay Greenway in September 2012.\textsuperscript{40} The net increase of 5 acres at the San Leandro Shoreline was analyzed in the Shoreline Development Project EIR, certified by the San Leandro City Council on July 20, 2015.

In addition to these planned facilities, the proposed Plan contains policies, under Goal OSC-2, that would help ensure that park and recreation facility goals are met, and the proposed Plan recommends enlargements to Root Park, in Action 6.14-B: Town Square Park, and improvements to the San Leandro Creek Greenway, in Policy 6.14: Downtown Open Space. It is not known at what time these facilities would be constructed or what the exact nature of these facilities would be, so it cannot be determined what project-specific environmental impacts would occur from their construction and operation. As specific park and recreation expansion or improvement projects are identified in compliance with proposed Plan policies, additional project-specific, environmental analysis, as necessary, would be completed at that time. Future facility improvements that may be needed would require permitting and review in accordance with CEQA, which would ensure that any environmental impacts are disclosed and mitigated to the extent feasible. As described in Chapter 1, Executive Summary, this Draft EIR is a programmatic document and there is insufficient detail to evaluate the environmental impacts of any specific park development. Therefore, the impact would be less than significant.

**Significance before Mitigation:** Less than significant.

**Proposed Zoning Amendment**

The proposed amendments to the Zoning Code would bring the Zoning Code into conformance with the proposed Plan. The proposed Zoning Code would implement the proposed Plan and would guide development in key areas of the city. Proposed Zoning Code amendments that would allow increased growth that could increase demands for recreational facilities in San Leandro include increased building density, intensity (FAR), and height limits in commercial districts and a new RM-875 zoning designation that allows 30 to 50 dwelling units per acre. The potential increase in growth as a result of these Zoning Code amendments is captured in the buildout of the proposed Plan that is analyzed above. As mentioned above, the proposed Plan contains policies, under Goal OSC-2, that would help ensure that park and recreation facility goals are met. It is not known at what time or location such facilities would be required or what the exact nature of these facilities would be, so it cannot be determined what project-specific environmental impacts would occur from their construction and operation. As specific parkland expansion or improvement projects are identified, additional project-specific, environmental analysis, as necessary, would be completed at that time. Future facility improvements that may be needed would require permitting and review in accordance with CEQA, which would ensure that any environmental impacts are disclosed and mitigated to the extent feasible. Therefore, the proposed Zoning Code amendments would result in a less-than-significant impact.

\textsuperscript{39} Accessed online at http://www.ebparks.org/Assets/_Nav_Categories/Park_Planning/Oyster+Bay/2013-12-17_Final_MND.pdf, May 12, 2016.

Significance before Mitigation: Less than significant.

### 4.12.4.4 CUMULATIVE IMPACTS

**SVCS-10** The proposed project, in combination with past, present and reasonably foreseeable projects, would result in less-than-significant cumulative impacts with respect to parks and recreation facilities.

As discussed in Chapter 4, Environmental Analysis, of this Draft EIR, this EIR takes into account future growth within San Leandro combined with future growth in the service areas of each service provider. Park services within the SOI are provided by the East Bay Regional Park District (EBRPD).

The potential population increase under the proposed Plan would increase demand for park and recreational facilities within the city. At the 2035 horizon year buildout, the City’s population is expected to increase to 101,250. If no new parks and recreation facilities were created by the horizon year 2035, the City would have available 3.81 acres per 1,000 residents which does not meet the City’s adopted goal of 4.86 acres per 1,000 residents. Furthermore, upon the adoption and implementation of the proposed Plan the City would not meet the new adopted goal of 5.00 acres per 1,000 residents. However, the City would potentially expand and construct additional parks and other recreational facilities to meet the increased demand. As described above, under discussion SVCS-7, Section 7-13-100 of the City’s Municipal Code requires developers to pay park impact fees which would help ensure the provision of adequate parklands. In addition, the proposed Plan contains policies, under Goal OSC-2, that would help ensure that park and recreation facility goals are met.

Use of regional parks in and near San Leandro, which are owned and maintained by EBRPD, would also be expected to increase as San Leandro’s population increases during the life of the proposed Plan. According to ABAG’s most recent projections, the population that EBRPD serves in Alameda and Contra Costa Counties is expected to increase by 511,000 people during the next 20 years, from 2.6 million in 2015 to 3.1 million in 2035. The projected population increase of 14,790 people in San Leandro would represent 2.9 percent of this increase. As a result, the County would potentially need to expand and construct additional parks and other recreational facilities to meet the increased demand. City impact fees would not address any impacts to regional facilities; EBRPD plans for future increases in demand through its Master Plan. Currently, 80 percent of operation of and improvements to regional parks are covered by property tax revenues, which would be expected to increase as development in San Leandro increases property values. Other sources of funding for EBRPD include investment income, usage fees, inter-agency agreements, grants and donations.

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41 386 acres divided by 101.25 (projected population as of 2035/1,000) = 3.81 acres per 1,000 residents.
42 Association of Bay Area Governments, *Plan Bay Area, Projections 2013*, Summary Tables, Alameda County and Contra Costa County.
Proper implementation of proposed policies would help ensure the provision of adequate parklands along with new development within the city, which would reduce the project’s contribution to cumulative park impacts. The final location and size of additional facilities that may be needed to serve cumulative development would be determined as part of future development activity. As specific parkland expansion or improvement projects are identified, additional project-specific, environmental analysis would be completed. As a result, significant cumulative impacts associated with parks and recreational facilities, and the proposed Plan’s contribution to any cumulative impacts, would be less than significant.

Significance before Mitigation: Less than significant.

4.12.5 LIBRARIES

4.12.5.1 ENVIRONMENTAL SETTING

This section describes the regulatory framework and existing conditions related to library services in the City of San Leandro.

Regulatory Framework

State Regulations

The Mello-Roos Communities Facilities Act of 1982

The Mello-Roos Community Facilities Act, Government Code Section 53311 et seq., provides an alternative method of financing certain public capital facilities and services through special taxes. This state law empowers local agencies to establish Community Facilities Districts (CFDs) to levy special taxes for facilities such as libraries. Such districts exist within San Leandro.

Existing Conditions

The City of San Leandro Public Library (SLPL) currently operates five facilities in the city: the San Leandro Main Library, Manor Branch, South Branch, Mulford-Marina Branch, and Casa Peralta/San Leandro History Museum and Art Gallery.

The Main Branch, located at 300 Estudillo Avenue, operates seven days a week. The library staff includes 17 full-time employees and 40 part-time employees. The Manor Branch, located at 1241 Manor Boulevard, operates six days a week. The South Branch and Mulford-Marina Branch are open three days per week. Although the Manor Branch, the South Branch, and Mulford-Marina Branch have limited hours, the SLPL offers a wide range of materials available through its online databases. Casa Peralta/San Leandro History Museum and Art Gallery has limited hours of operation and is considered a historic landmark and it does not provide library services to the public.

The SLPL indicated that Casa Peralta is expected to undergo a considerable amount of improvements and renovations. Additionally, there are plans to construct a new modern facility at the existing Mulford-
Marina Branch location. Currently, equipment levels are not deemed adequate at the Manor, Mulford-Marina, and South Branches.\(^{44}\)

**4.12.5.2 THRESHOLDS OF SIGNIFICANCE**

The proposed project would have a significant impact related to library services if, in order to maintain acceptable service ratios or other performance objectives, the proposed Plan would result in new or physically altered facilities, or the need for new or physically altered facilities, the construction or operation of which could cause significant environmental impacts.

**4.12.5.3 IMPACT DISCUSSION**

| SVCS-11 | The proposed project would not result in the need for new or physically altered public facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, or other performance objectives. |

**Proposed General Plan Update**

A significant environmental impact could result if population growth associated with new development allowed by the proposed Plan would result in the need for new or physically altered library facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, response times, or other performance objectives. As described in Chapter 3, Project Description, of this Draft EIR, adoption and implementation of the proposed Plan could generate up to 14,790 new residents within San Leandro by the year 2035. While the increase in residents would lead to an increased demand for library services, growth under the proposed Plan would occur incrementally throughout the 19-year horizon period. The SLPL has indicated that they would need to increase the hours of operation in order to accommodate future demand under the proposed Plan. In addition, there are current plans to construct a new modern facility at the existing Mulford-Marina Branch location.\(^{45}\) The proposed Plan also addressed replacement of the South Branch Library, possibly as part of a mixed use development or public-private venture.

The proposed Plan includes the following goal, policies, and actions that would ensure adequate library services are available for residents of San Leandro:

**Community Services and Facilities Element**

- **Goal CSF-3: Library Services.** Sustain and expand a public library system that provides a destination for exploration and discovery, knowledge and information, leisure and cultural enrichment, and life-long learning opportunities for persons of all ages.

\(^{44}\) Mallon, Theresa. Library Director, San Leandro Public Library. Personal communication with Claudia Garcia, PlaceWorks. December 14, 2015.

\(^{45}\) Mallon, Theresa. Library Director, San Leandro Public Library. Personal communication with Claudia Garcia, PlaceWorks. December 14, 2015.
Policy CSF-3.1: Library Expansion and Upgrades. Support the expansion and upgrading of public library facilities and services to keep pace with changes in information technology and community needs.

Action CSF-3.1.A: Library Modernization. Continue to pursue the modernization of San Leandro’s libraries to incorporate emerging technology and best practices in library design.


Action CSF-3.1.C: Equipment Acquisition. On an ongoing basis, secure funding for technology improvements, hardware, building furnishings, and other upgrades to ensure that the City’s libraries remain cutting edge and responsive to public needs.

Policy CSF-3.2: Library Innovation. Consider innovative approaches to generating funds or space for new or upgraded library facilities, including public-private partnerships, co-location with other public facilities, and joint development.

Action CSF-3.2.A: Mulford and South Branch Replacement. Continue to explore options for replacing or modernizing the Mulford Branch and South Branch libraries. Opportunities to incorporate modern new branch library facilities as part of future mixed use development at the Shoreline and in the Bay Fair area should be encouraged and supported.

Policy CSF-3.3: Adequate Funding. Ensure that library funding remains adequate to sustain or increase existing service levels, including staffing, programming, and technology upgrades. Maintain or exceed American Library Association standards throughout the City’s library system.

Action CSF-3.3.A: Use of New Technology. Invest in new technology such as Radio Frequency Identification (RFID) and automated return sorters to improve service for patrons and encourage library use.

Action CSF-3.3.B: Library Kiosks. Explore electronic library kiosks with downloadable (“e-book”) materials in high-volume pedestrian areas such as the BART stations, Downtown, and Bay Fair Mall, and in areas without easy access to the Main Library or branch libraries.

Policy CSF-3.4: Libraries as Neighborhood Centers. Promote programs and events that affirm the role of the City’s libraries as community and neighborhood gathering places and that reflect the City’s diverse population.

Land Use Element

Goal LU-4: Mitigation of Public Facility Impacts. Ensure that new residential development contributes its appropriate share toward the provision of adequate schools, parks, and other public facilities.

Policy LU-4.3: Public Facility Development. Promote collaborative, creative solutions between the public and private sectors to develop additional schools, parks, and other public facilities in the City.
As described above, the SLPL has indicated that they would need to increase the hours of operation in order to accommodate future demand under the proposed Plan; however, there are current plans to construct a new modern facility at the existing Mulford-Marina Branch location. In addition, the SLPL offers a wide range of materials available through its online databases. Thus, an increase in a service population does not necessarily result in an additional book or magazine collection, which often requires additional library space. The SLPL is primarily funded by County property taxes, into which new development in San Leandro would have to pay. Furthermore, compliance with the aforementioned goals and policies included under the proposed Plan would ensure adequate library services are available to San Leandro residents. As a result, the impact associated with new or physically altered library facilities would be less than significant.

**Significance before Mitigation:** Less than significant.

### Proposed Zoning Amendments

The proposed amendments to the Zoning Code would bring the Zoning Code into conformance with the proposed Plan. The proposed Zoning Code would implement the proposed Plan and would guide development in key areas of the city. Proposed Zoning Code amendments that would allow increased growth that could increase demands for library facilities in San Leandro include increased building density, intensity (FAR), and height limits in commercial districts and a new RM-875 zoning designation that allows 30 to 50 dwelling units per acre. The potential increase in growth as a result of these Zoning Code amendments is captured in the buildout of the proposed Plan that is analyzed above. As mentioned above, the SLPL is primarily funded by County property taxes, into which new development in San Leandro would have to pay. Furthermore, compliance with the aforementioned goals and policies included under the proposed Plan would ensure adequate library services are available to San Leandro residents. Therefore, the proposed Zoning Code amendments would result in a less-than-significant impact.

**Significance before Mitigation:** Less than significant.

### 4.12.5.4 CUMULATIVE IMPACTS

**SVCS-12** The proposed project, in combination with past, present and reasonably foreseeable projects, would result in less-than-significant cumulative impacts with respect to the construction of other public facilities.

As discussed in Chapter 4, Environmental Analysis, of this Draft EIR, this EIR takes into account projected growth in the rest of Alameda County and the surrounding region, as forecast by the Association of Bay Area Governments (ABAG). The geographic scope of this cumulative analysis is San Leandro combined with future growth in the service areas of each service provider. Library services within the SOI are provided by Alameda County.

The population within the city limits is projected to increase up to 101,250 by 2035, which would increase the demand for library services and facilities within San Leandro. The SLPL may need to increase the hours of operation to meet the increased demand. The SLPL has current plans to construct a new modern facility at the existing Mulford Marina Branch location, which may alleviate future demands.
Future growth within the SOI would increase the demand for City Library services and facilities; however the increase in service population would come incrementally over a period of 20 years. Further, it is anticipated that the expansion of digital and online services would help the City Library system to accommodate growth in service population and minimize the need to expand existing brick and mortar facilities or construct new one. As such it is not anticipated that the proposed Plan would contribute to a substantial adverse impact on the City Library’s ability to serve its constituents. Additionally, if and when specific library expansion or improvement projects are identified, additional project-specific, environmental analysis would be completed. Therefore, the cumulative impacts of the proposed project would not be cumulatively considerable, and there would be a less-than-significant impact.

Significance before Mitigation: Less than significant.