3. Project Description

This chapter of the Draft Environmental Impact Report (EIR) describes the proposed General Plan Update ("proposed Plan") and Zoning Code amendments, herein together referred to as the “proposed project” that is the project analyzed in this Draft EIR. The Draft EIR has been completed in accordance with the California Environmental Quality Act (CEQA). CEQA requires that State and local public agencies analyze proposed projects to determine potential impacts on the environment and disclose any such impacts.\(^1\) As described in more detail in Chapter 2, Introduction, of this Draft EIR, consistent with Section 15168 of the CEQA Guidelines, this Draft EIR provides a programmatic analysis of the environmental impacts associated with projected buildout of the proposed project.\(^2\) The City of San Leandro (City) is the Lead Agency for the environmental review of the proposed project.

3.1 OVERVIEW

Every city and county in California is required to adopt a comprehensive long-range general plan for the physical development of the county or city and, in some cases, land outside the city or county boundaries.\(^3\) The General Plan is the community’s overarching policy document that defines a vision for future change and sets the “ground rules” for locating and designing new projects, expanding the local economy, conserving resources, improving public services and safety, and fostering community health. The General Plan, which includes guiding principles, goals, policies, and programs, functions as the City’s primary land use regulatory tool. The General Plan is San Leandro’s constitution for future development and, together with the Zoning Ordinance and related sections of the Municipal Code, will serve as the basis for planning-related decisions made by City staff, the Planning Commission, and the City Council.

The General Plan Update was published as a Draft for Public Review concurrently with this Draft EIR. The proposed Plan would replace the City’s existing General Plan, which was last comprehensively updated in 2002. The proposed Plan and Zoning Code amendments are intended to guide development and conservation in the city through the 2035 horizon of the proposed project.

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\(^1\) CEQA Guidelines, Section 15002(a).
\(^2\) As described in Section 15168 of the CEQA Guidelines, program-level environmental review documents are appropriate when a project consists of a series of actions related to the issuance of rules, regulations, and other planning criteria. The project that is the subject of this EIR consists of long-term plans that will be implemented as policy documents guiding future development activities and City actions. Because this is a program-level EIR, this document does not evaluate the impacts of specific, individual developments that may be allowed under the General Plan. Future specific projects may require additional environmental review.
\(^3\) California Government Code Section 65300.
3.2 LOCATION AND SETTING

3.2.1 LOCATION

As shown on Figure 3-1, San Leandro is centrally located in Alameda County in the East Bay. The city is generally bound by the city of Oakland to the north, San Francisco Bay to the west, Castro Valley to the east, and the unincorporated Alameda County communities of San Lorenzo and Ashland to the south.

The city is accessed from the regional roadway network by Interstate 238 (I-238), I-580, and I-880. San Leandro is served by the Bay Area Rapid Transit (BART) and AC Transit. The BART line runs north-south through the city. San Leandro is served by two BART stations: the San Leandro station is located just west of downtown, and the Bay Fair station is located near the Bayfair Center mall.

Several railroad lines also run through the city, including Amtrak’s Capitol Corridor and Coast Starlight routes. However, there are no Amtrak stations located in San Leandro. Two Union Pacific Railroad freight lines run through the city in a north-south direction.

3.2.2 SETTING

Existing land uses in San Leandro are shown on Figure 3-2. Along its northern, eastern, and southern borders, San Leandro’s built-out environment is largely consistent with the built-out environments of adjacent communities. Along its western border, the San Leandro shoreline contains wetlands, golf courses, the San Leandro Marina, and park space. As shown on Figure 3-2, the dominant land use in San Leandro is single-family residential.

Downtown San Leandro is located in the northern portion of the city, around the intersection of East 14th Street and Callan Avenue/Davis Street. Downtown San Leandro hosts a number of commercial establishments and civic uses, such as government offices, plazas, schools, and places of worship.

Residential neighborhoods surround the Downtown, where the city’s oldest housing stock is generally located. Residential neighborhoods also extend along the city’s southern border and near the San Leandro Marina. Multi-family residential uses are scattered throughout the city.

San Leandro’s primary commercial corridors are located along East 14th Street, Washington Avenue, and MacArthur and Hesperian Boulevards. San Leandro also contains several regional commercial centers, including Bayfair Center, car dealerships and retail stores located along Marina Boulevard east of I-880, and shopping centers along Davis Street west of I-880.

The central and western portions of the city contain large concentrations of industrial and office uses that serve as San Leandro’s primary employment districts.
Regional Location

Source: Alameda County, 2013; PlaceWorks, 2015.
Source: Alameda County, 2013; City of San Leandro, 2015; PlaceWorks, 2015.

Figure 3-2
Existing Land Use
3.3 **EIR STUDY AREA**

The EIR Study Area consists of all land within the city limit of San Leandro. The boundaries for the EIR Study Area are shown on Figure 3-3 and described below.

The city limit encompasses an area of approximately 15.5 square miles, which includes approximately 2 square miles of San Francisco Bay. The City has primary authority over land use and other governmental actions within the non-tidal portion of this area. Certain unincorporated areas outside of the city limit may have a San Leandro mailing address and may receive certain services from the city.

It is important to note that the EIR Study Area does not extend beyond the city limit, although there are other planning boundaries referenced in the General Plan. Although the City only has jurisdiction over land that is within the city limit, the State of California encourages cities to look beyond their borders when undertaking the sort of comprehensive planning required of a General Plan. The area outside the city limit but covered by the General Plan is known as the Planning Area. The Planning Area includes the City’s sphere of influence (SOI), which is defined in State law as a legal boundary corresponding to areas which could potentially be annexed in the future. Per State law, the SOI is determined by the Alameda County Local Agency Formation Commission (LAFCo). San Leandro’s SOI is approximately 19 square miles in size and includes the unincorporated communities and neighborhoods of Ashland, Cherryland, Fairmont, and Hillcrest Knolls, and portions of Castro Valley. These areas have been in the SOI for many decades, dating back to plans in the 1950s and 60s when their annexation was contemplated. However, the City does not propose to annex any of this area as part of this General Plan. Instead, the General Plan will continue the City’s longtime policy of deferring to Alameda County land use designations and regulations in the SOI. Any development or change that happens in the SOI during the lifetime of the San Leandro 2035 General Plan will occur under the jurisdiction of Alameda County. Therefore, this Draft EIR does not evaluate impacts resulting from future growth within the SOI as part of the proposed project. However, where relevant this Draft EIR does evaluate potential impacts resulting from future growth within the city limit to lands within the SOI. The SOI is also included in the cumulative setting for this Draft EIR, as described further in Chapter 4.0, Environmental Evaluation.

3.4 **PROJECT OBJECTIVES**

The following are the objectives of the proposed project:

- Preserve and enhance the high quality of life enjoyed by San Leandro residents.
- Create a positive environment for local business, and foster business retention and attraction.
- Grow more sustainably, and in a manner that reduces non-renewable resource consumption and greenhouse gas (GHG) emissions.

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\[4\] The proposed General Plan includes the following policy: “Policy LU-11.4: Sphere of Influence. Recognize Alameda County as the governing agency for land use matters in the unincorporated San Leandro sphere of influence. The City may comment on development proposals in the unincorporated sphere and may participate in County planning processes for this area. However, land use, transportation, and community service decisions in the unincorporated sphere are presumed to be guided by adopted County plans. No changes to such plans are proposed in this General Plan.”
PROJECT DESCRIPTION

CITY OF SAN LEANDRO

Figure 3-3

EIR Study Area

Source: City of San Leandro, 2014; Alameda County, 2013; PlaceWorks, 2015.
Reduce vehicle miles traveled (VMT) by creating “complete streets” that enhance opportunities for pedestrians, bicyclists, and transit users.

Improve transportation safety and reduce the adverse effects of vehicle traffic on neighborhoods.

Promote public health and safety.

Create San Leandro’s fair share of new housing opportunities for persons of all incomes and special needs.

Respond to demographic and economic changes.

Promote and meet the needs of a diverse population.

Direct future growth to appropriate locations and implement adopted transit-oriented development plans.

Ensure that infill development, including major residential alterations and additions, is sensitive to and compatible with surroundings.

Create a stronger sense of place, and improved connectivity between neighborhoods and shopping.

Continue to provide high-quality parks and recreational facilities.

Reduce the potential for loss of life and property due to a natural or man-made disaster.

Improve access to the shoreline while protecting and restoring the waterfront environment.

Adapt to the impacts of climate change.

Improve open space in the city, including San Leandro Creek and the East Bay Greenway.

Reduce conflicts between industrial and residential uses.

Provide outstanding public services.

Preserve historic resources.

### 3.5 Planning Process

The General Plan was last comprehensively updated in 2002 through a process that involved a major overhaul and modernization of the prior (1989) General Plan. The City has determined that the 2002 General Plan provides a good foundation for the General Plan Update that is currently underway. Therefore, the current planning process builds on the 2002 General Plan and includes revisions to targeted components of the General Plan, particularly in the Land Use and Circulation Elements.

The City initiated the General Plan Update process in March 2014 with a series of kick-off meetings with the Planning Commission, City Council, Board of Zoning Adjustments, and City staff. The early months of the planning process focused on the Housing Element Update, which was in January 2015 and is not part of the project considered in this Draft EIR.

Through the planning process for the General Plan Update, ten study sessions were held with the Planning Commission. Topics covered at these sessions included the General Plan Vision; land use; transportation; economic development; open space, parks, and conservation; environmental hazards; community design.
and preservation; and community services and facilities. The process has also included study sessions with other City Boards and Commissions, including the Recreation and Parks Commission, Library and Historical Commission, Senior Commission, Youth Advisory Commission, Rent Review Board, Human Services Commission, Arts Commission, and Bicycle and Pedestrian Advisory Committee. In some cases, multiple study sessions with these groups were conducted.

The planning process also included four community workshops, held in October 2014, April 2015, and January 2016. Two workshops held in October 2014 provided an introduction to the General Plan and focused on citywide visioning and the city’s strengths, weaknesses, opportunities, and threats. The workshop held in April 2015 focused on policy options. The workshop in January 2016 previewed General Plan policies and new ideas.

In April 2015, the San Leandro City Council authorized the addition of an Economic Development Element to the General Plan. Several stakeholder focus groups took place, and presentations were made to a number of business-oriented organizations. As these meetings took place, the City also conducted outreach on the General Plan through neighborhood associations, advocacy groups, and one-on-one interviews. The City also prepared exhibits related to the Plan for major City festivals (such as the Cherry Festival), and maintained an interactive project website. The website served as a portal for posting project-related documents as they were released, and soliciting feedback from the public on important issues. An email notification list of over 400 names was used to direct the public to new content as it was posted.

3.6 PROJECT COMPONENTS

The purpose of the San Leandro General Plan is to create a policy framework that articulates a vision for the city’s long-term physical form and development, while preserving and enhancing the quality of life for San Leandro’s residents. This purpose is further refined through the project objectives in Section 3.5.

3.6.1 PROPOSED GENERAL PLAN UPDATE

GENERAL PLAN CONTENTS AND ORGANIZATION

State law requires that the General Plan contain seven elements: Land Use, Circulation, Housing, Open Space, Noise, Safety, and Conservation. The content of these elements is outlined in State law. The General Plan Update includes all State-required elements and optional elements covering Historic Preservation and Community Design, Community Services and Facilities, and Economic Development. The 2015-2023 Housing Element was adopted in January 2015.

GENERAL PLAN GOALS, POLICIES, AND ACTIONS

Each element of the proposed Plan contains background information and a series of goals, policies, and actions. The following provides a description of goals, policies, and actions and explains the relationship between them:
A goal is a description of the general desired result that the City seeks to create through the implementation of its General Plan.

A policy is a specific statement that regulates activities in the city, guides decision-making and directs on-going efforts as the City works to achieve a goal. A policy is on-going and sets out the standards that will be used by City staff and the Planning Commission in their review of land development projects and in decision-making about City actions.

An action is a measure, procedure, or technique intended to help reach a specified goal. The City must take additional steps to implement each action in the General Plan. An action is something that can and will be completed.

These goals, policies and actions provide guidance to the City on how to direct change and manage its resources over the next 20 years.

GENERAL PLAN LAND USE DESIGNATIONS

The proposed Plan land use map is shown on Figure 3-4. The General Plan defines land use designations by their allowable uses, density ranges, and development intensities allowed on each parcel of land. In general, standards of building intensity for residential uses are stated as the allowable range of dwelling units per net acre. The number of units per acre permitted may be further modified by the zoning district, area of specific plans, and any applicable overlay districts.

Standards of building intensity for non-residential uses are stated as maximum floor-area ratios (FAR). FAR is a ratio of the building square footage permitted on a lot to the square footage of the lot. For example, on a site with 10,000 square feet of land area, a FAR of 1.0 will allow 10,000 square feet of building floor area to be built. On the same site, a FAR of 2.0 would allow 20,000 square feet of floor area. This could take the form of a two-story building with 100 percent lot coverage, or a four-story building with 50 percent lot coverage. A FAR of 0.4 would allow 4,000 square feet of floor area on a 10,000 square-foot lot. In some cases, FAR may also be used to regulate residential development, allowing flexibility and recognizing variations in dwelling unit size.

Table 3-1 provides the total acreage as proposed in the Draft General Plan for each land use designation within the EIR Study Area.

Residential Land Use Designations

The following residential definitions reference to gross density, which includes the area taken up by streets, easements, and common open space, and to net density, which is based on developable parcel area only. Gross density is intended to communicate the general character of the areas within each category and is used to describe entire neighborhoods or large subdivisions. It is intended to be descriptive and not regulatory. Net density is used to establish the maximum number of units that may be built on a single parcel in a given category. It is regulatory, and provides the basis for the applicable zoning districts in each category. Since a few of the designations may contain multiple zoning districts, the maximum net density would not necessarily permitted on all parcels. In each case, the maximum net density may be exceeded by up to 35 percent under State density bonus provisions for senior and/or affordable housing.
Figure 3-4
Proposed General Plan Land Use Map

Source: Alameda County, 2013; City of San Leandro, 2016; PlaceWorks, 2015.
### Table 3-1 Total Proposed Acreage for Each Land Use Designation

<table>
<thead>
<tr>
<th>Land Use Designation</th>
<th>Acres</th>
</tr>
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<tbody>
<tr>
<td>Residential</td>
<td>4,211.5</td>
</tr>
<tr>
<td>Garden Residential</td>
<td>160.2</td>
</tr>
<tr>
<td>Low Density Residential</td>
<td>3,098.3</td>
</tr>
<tr>
<td>Low-Medium Density Residential</td>
<td>206</td>
</tr>
<tr>
<td>Medium Density Residential</td>
<td>410</td>
</tr>
<tr>
<td>Medium-High Density Residential</td>
<td>217.5</td>
</tr>
<tr>
<td>High Density Residential</td>
<td>119.3</td>
</tr>
<tr>
<td>Commercial</td>
<td>397.9</td>
</tr>
<tr>
<td>Neighborhood Commercial</td>
<td>54.6</td>
</tr>
<tr>
<td>General Commercial</td>
<td>343.3</td>
</tr>
<tr>
<td>Mixed Use</td>
<td>559.1</td>
</tr>
<tr>
<td>Downtown Mixed Use</td>
<td>105.4</td>
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<tr>
<td>Corridor Mixed Use</td>
<td>183.5</td>
</tr>
<tr>
<td>Transit-Oriented Development Mixed Use</td>
<td>148.8</td>
</tr>
<tr>
<td>Bayfair Transit-Oriented Development</td>
<td>121.4</td>
</tr>
<tr>
<td>Industrial</td>
<td>1,692.3</td>
</tr>
<tr>
<td>Industrial Transition</td>
<td>171.4</td>
</tr>
<tr>
<td>Light Industrial</td>
<td>517.6</td>
</tr>
<tr>
<td>General Industrial</td>
<td>1,003.3</td>
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<tr>
<td>Public and Open Space</td>
<td>1,423.7</td>
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<td>Public/Institution</td>
<td>354</td>
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<td>Parks and Recreation</td>
<td>548</td>
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<tr>
<td>Resource Conservation</td>
<td>521.7</td>
</tr>
<tr>
<td>Total</td>
<td>8284.5</td>
</tr>
</tbody>
</table>

Source: City of San Leandro, 2015.
Garden Residential

This designation permits detached single-family homes in a country or semi-rural environment. Small-scale commercial gardens and animal husbandry, consistent with the residential character of the area, are permitted. Existing lots typically exceed 8,000 square feet. New lots may not be smaller than 8,000 square feet. Multiple single-family homes may be permitted on a single parcel as long as an overall ratio of one unit per 8,000 square feet of floor area is maintained. Gross densities generally range from 1 to 4 units per gross acre, including streets and easements. Maximum allowable net density in this category is 5.4 units per acre.

Low Density Residential

This designation permits detached single-family homes and is characterized by lots of 5,000 to 10,000 square feet. Lots smaller than 5,000 square feet are not permitted. This is the predominant residential development type in San Leandro and includes most of the neighborhoods developed between 1925 and 1990. Gross densities generally range from 3 to 6 units per gross acre, including streets and easements. Maximum allowable net density in this category is 8.7 units per acre, although this maximum is not allowed in all Low Density Residential zoning districts.

Low-Medium Density Residential

This designation permits attached and detached single-family houses on small lots. Lots smaller than 5,000 square feet are permitted. Gross densities generally range from 7 to 11 units per acre, including streets and easements. Maximum allowable net density in this category is 12.4 units per acre. Although more dense than the “Low Density Residential” category, these areas should retain the basic amenities and qualities of a single-family neighborhood, including front and rear yards, driveways, and garages. Most areas with this General Plan designation have been developed using Planned Development (PD) zoning, allowing flexible lot standards.

Medium Density Residential

This designation permits attached housing types, such as townhomes and duplexes. Single-family detached homes on standard lots (5,000 square feet or more), smaller lots (less than 5,000 square feet), and clustered or planned unit developments are also permitted in areas with this designation. These areas may include common open space and private recreational facilities. Mobile home parks are also permitted within this category. Gross densities range from 12 to 18 units per acre, including streets, easements, and common open space. Maximum allowable net density is 21.7 units per acre, although this maximum is not allowed in all corresponding Medium Density Residential zoning districts.

Medium-High Density Residential

This designation permits multi-family residential development, such as garden apartments, townhomes, and two-story condominiums. Single-family homes are also permitted. On larger parcels with this designation, common open space areas, landscaping, and other site amenities may be required. Gross densities range from 19 to 25 units per acre, including streets, easements, and common open space. Maximum allowable net density is 29.0 units per acre.
High Density Residential

This designation permits multi-family residential development. It is intended to identify and conserve existing concentrations of such development in the city where existing net densities exceed 29 units per acre. These areas are characterized by multi-story apartments and condominiums, often in larger complexes with amenities such as swimming pools, patios, and recreation rooms. Maximum allowable net density is 50 units per acre. However, this maximum is not permitted on all parcels. Smaller parcels are subject to a maximum of 24.2 units per acre.

Commercial Land Use Designations

Neighborhood Commercial

This designation corresponds to small shopping centers or clusters of street-front buildings with local-serving businesses and services. Allowable uses include groceries, local-serving offices, pharmacies, laundromats, dry cleaners, restaurants, and other businesses that serve the daily needs of nearby residential areas. The maximum allowable Floor Area Ratio (FAR) is 0.5. Residential and mixed-use development may be considered within Neighborhood Commercial areas, subject to a maximum density of 24.2 units per net acre and an FAR limit of 0.5.

General Commercial

This designation corresponds to larger shopping centers, shopping districts, and commercial uses providing a broader range of goods and services and serving a broader market than the neighborhood commercial areas. Allowable uses include, but are not limited to, supermarkets, department stores, apparel stores, theaters, and non-retail services such as offices and banks. These areas also contain primarily auto-oriented uses such as hotels and motels, car dealerships, auto service and repair businesses, and construction suppliers. The uses are generally designed for the convenience of persons arriving by car. The maximum allowable FAR is 1.0. However, there are multiple zoning districts in this category, including several that are subject to lower maximum limits. Some of the zoning districts in this designation permit residential uses, subject to conditional use permit requirements and a maximum net density of 24.2 units per acre. In such cases, maximum FARs also apply. Residential uses are not permitted in all zoning districts due to the potential for conflicts with heavier commercial activities and the need to retain land for local services and revenue generation.

Mixed-Use Land Use Designations

There are four mixed-use categories on the proposed General Plan land use map, corresponding to the areas of greatest development density and intensity in the city. Multi-family residential and commercial uses are encouraged in all four categories. Mixed-use development (projects combining commercial and residential uses on a single parcel) is strongly encouraged in all four categories but is not mandatory unless specifically called out by a Specific Plan or Area Plan covering areas with these designations. Within each area, zoning may be used to identify areas where residential uses are preferred (or required) and areas where commercial uses are preferred (or required). The intensity of development in mixed-use areas is typically regulated by FAR rather than units per acre, although some mixed-use zoning districts may incorporate both metrics.
Downtown Mixed Use

This designation corresponds to the area that has historically been the central business district of San Leandro. It allows a range of uses which together create a pedestrian-oriented street environment. These uses include retail shops, services, offices, cultural activities, public and civic buildings, and similar and compatible uses, including upper-story residential uses. These activities may be located within the same building or within separate buildings on the same site or nearby sites. More guidance on the mix and design of uses is specified in General Plan policies for the Downtown area and in the 2007 Downtown Transit-Oriented Development (TOD) Strategy. A maximum FAR of 3.5 applies, although this maximum is not permitted in all zoning districts within this area. Mixed-use development with housing is encouraged in this area, with allowable residential densities ranging from 24.0 to 100.0 units per net acre. However, there are multiple zoning districts in this category, including districts that are subject to lower maximum density limits. The City also offers density bonuses of up to 20 percent above the General Plan maximums stated above (e.g., 28.8 to 120 units per net acre) where the average unit size is smaller than 750 square feet.5 Regardless of unit size, a maximum FAR of 3.5 also applies to mixed-use development. This maximum is not permitted in all zoning districts within the Downtown Mixed Use area.

Several Downtown zoning districts have been established to respond to existing land uses and development opportunities, and to facilitate Downtown revitalizations goals.

Corridor Mixed Use

This designation allows a mix of commercial and residential uses oriented in a linear development pattern along major transit-served arterials such as East 14th Street. A range of commercial and office uses is permitted, primarily serving neighborhood and community needs. Residential uses may be either free-standing or integrated into the upper floors of mixed-use projects. Development should be designed to encourage walking and bicycle use, and should be sufficiently dense to support increased transit services along the corridors. A maximum FAR of 1.0 applies in areas with this designation, although FARs of up to 1.5 may be permitted for projects incorporating housing. Where a Specific Plan or Area Plan has been prepared for an area with this designation, an FAR of 1.5 may also be permitted, subject to the conditions of that Plan. Maximum residential density in this category is dictated by the above FAR limits rather than limits on housing units per acre.

Transit-Oriented Development Mixed Use

The purpose of this designation is to provide for a mix of high-intensity land uses that capitalize on proximity to the San Leandro BART station. This designation maximizes the potential for transit-oriented infill development and provides compatible transitions to adjacent residential districts through design standards and zoning.

Several zoning districts have been established for the TOD Mixed Use areas. These districts emphasize the vertical mixing of different uses, with housing being the predominant use in some areas and office/retail the major use in others. The maximum FAR in areas with this designation is 4.0, although intensities of 5.0

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5 These bonuses may not be added to the State-required density bonus for affordable housing. Only one density bonus program may be applied to any given development.
may be considered on sites adjacent to the BART station. Some of the transit-oriented zoning districts specify minimum densities (generally 60 to 80 units per acre) and minimum FARs (generally 1.0) on larger parcels to ensure that land is used as efficiently as possible. The maximum number of residential units on any given property is dictated by FAR limits in some zoning districts and maximum density limits in others.

**Bayfair Transit-Oriented Development**

This designation includes approximately 120 acres within the San Leandro city limit around the Bay Fair BART Station, including Bayfair Center, Fairmont Square and Fashion Faire Place, and other commercial properties along Hesperian Boulevard, Fairmont Drive, and East 14th Street in the Bayfair vicinity. The BART parking lot is also included. As of 2016, a TOD Specific Plan for this area was underway. The intent is to create a new vision for this area, including retail, office, higher-density housing, open space, and public land uses. A more urban development form is envisioned, with pedestrian-scaled streets and an orientation toward BART access and transit use. A maximum FAR of 3.0 applies, although multiple zoning districts are envisioned and lower maximums will apply in some of these districts. Maximum residential density in this category is dictated by FAR limits rather than limits on housing units per acre.

**Industrial Land Use Designations**

**Industrial Transition**

The Industrial Transition designation corresponds to areas that have historically been industrial but have transitioned or may transition in the future to a more diverse mix of uses, including general commercial activities. Industrial uses will continue to be permitted in these areas in the future, but a broader mix of uses such as offices, medical facilities, retail, services, home furnishing stores, construction showrooms, and restaurants is also encouraged. These areas include large floor-plate industrial buildings that can be adaptively re-used to serve new technology, advanced manufacturing, and “maker” industries. Residential uses in Industrial Transition areas are only permitted for properties within 0.50 miles of a BART station, or where live-work development is proposed. The maximum FAR in the Industrial Transition areas is 1.0. No density limit applies, but residential development is likewise subject to a 1.0 FAR maximum where it is permitted.

**Light Industrial**

Light industrial areas may contain wholesale activities, distribution facilities, research and development or e-commerce uses, business services, technology, and manufacturing operations which produce minimal off-site impacts. Campus-style industrial parks and professional offices are also permitted. A limited range of commercial uses is also permitted in these areas. Uses in areas with this designation must be capable of locating adjacent to residential areas without creating adverse effects. A maximum FAR of 1.0 applies, although this area contains multiple zoning districts and this maximum may not be attainable in all districts.

**General Industrial**

General industrial areas may contain a wide range of manufacturing, transportation, food and beverage processing, technology, warehousing, vehicle storage, office-flex, and distribution uses. Such uses are...
subject to performance standards to avoid adverse off-site effects. A limited range of commercial uses is also permitted in these areas. A maximum FAR of 1.0 applies.

**Public and Open Space Land Use Designations**

**Public/Institutional**

This designation denotes public schools, libraries, post offices, places of worship, public hospitals, and other public or institutional buildings. It also denotes major utility properties or facilities. FARs of up to 1.0 are permitted.

**Parks and Recreation**

This designation denotes land that is used for active recreational purposes, including neighborhood, community, and regional parks; golf courses; and the recreational amenities at the Oyster Bay Regional Shoreline. Permitted uses include athletic fields and sports facilities, civic buildings with a primarily recreational or social function, and leisure-oriented uses such as picnic areas, boat slips, and tot lots. Coverage by structures should generally not exceed 10 percent of the area within any given park.

**Resource Conservation**

This designation denotes land which is to remain undeveloped due to high environmental sensitivity, or land to be used primarily for passive recreation (such as walking trails). It also includes land within and immediately along the banks of San Leandro Creek. Development is generally not permitted in Resource Conservation areas, so there is no building intensity standard; the land is to be managed to enhance and restore its natural features.

**LOCATIONS MOST LIKELY TO CHANGE UNDER THE PROPOSED PLAN**

Under the proposed Plan, it is expected that change in the city by 2035 will be focused in the Downtown and BART station areas, and along key corridors. The change envisioned in these areas under the proposed Plan is described below:

- **Downtown**
  - The recommendations of the 2007 Downtown TOD and Downtown Design Guidelines would continue to be implemented.
  - Downtown’s role as the city’s civic and cultural gathering place would be elevated.
  - Mixed-use infill development on vacant and underutilized sites would be encouraged throughout the area.
  - Along East 14th Street, land use changes would focus on active ground floor uses, such as retail, with upper-story housing above.
  - The Town Hall Square site and vacant former CVS at Davis Street and East 14th Street would be redeveloped.
  - The City would seek opportunities to improve pedestrian circulation and restore the street grid around the historic plaza, and enhance access to linear open space along San Leandro Creek.
The six-story height limit east of the BART station would be maintained.

The City would seek additional opportunities for infill east of Downtown, an area currently characterized by small local offices and multi-family housing.

Historic resources would be preserved, and a historic district around Casa Peralta would be created.

Downtown Station Area

The 2007 Downtown TOD Strategy recommendations for this area would be updated to increase the focus on office uses and development of a “business main street” along Alvarado Street west of the BART station.

Taller buildings would be acceptable in this area.

Land uses would continue to emphasize multi-family housing at the north end of Alvarado Street near San Leandro Creek.

The City would encourage additional infill, live-work, and mixed uses in the Alvarado Street - Williams Street area.

The City would promote the long-term transition of the San Leandro Boulevard corridor between Davis Street and the Oakland city limits (including the Park Street “island”) from light industrial to mixed uses, including housing.

East 14th Street Corridor

The City would continue implementation of the South Area Development Strategy between Downtown and Bayfair Center mall. This includes creation of distinct activity “nodes” at magnet uses such as the San Leandro Hospital/Senior Center area and the Bal Theater.

The street environment would be improved to make it more pedestrian, bike, and transit friendly, and to slow down traffic.

The North Area Plan would be updated to reflect current conditions, the arrival of Bus Rapid Transit, and neighborhood input.

The focus of the corridor would continue to be active ground floor uses with upper-story housing above.

Development would be designed to ensure sensitive transitions between the corridor and abutting single-story residential uses on both sides.

Bay Fair Station Area

The City would complete the Bay Fair Station Area TOD Specific Plan now underway and implement recommendations.

The shopping center would be updated based on contemporary retail trends, potentially introducing new uses such as multi-family housing.

Existing land uses would be reoriented to reduce the dominance of surface parking and auto orientation and create a more walkable and pedestrian-scaled setting.

Connections would be strengthened between the station and nearby neighborhoods.
Joint development on BART parking lots would be pursued.
The City would seek opportunities for new open space, community facilities, and other amenities for the surrounding areas.

San Leandro Shoreline
The City would implement the approved Shoreline Development Plan, which envisions 354 units of housing, 150,000 square feet of office space, a 200-room hotel and conference facility, restaurants, and a new parking structure.
Recreational amenities and features, including shoreline promenades, art, and parkland, would be enhanced.
The Mulford Branch Library would be replaced.
The Marina Boulevard streetscape would be improved to create a more appealing gateway to this area.
The City would plan for rising sea levels and climate adaptation needs.
Limitations and constraints to continued functionality of the boat basin would be recognized.
Development would be designed to ensure compatibility with the surrounding neighborhood.

Marina Boulevard Corridor (Shoreline to Downtown)
The corridor would be improved as a major east-west corridor from Downtown to the Shoreline, especially west of I-880.
The Industrial-Transition General Plan land use designation would be applied west of Merced Street to recognize long-term opportunities for commercial and office uses along Marina frontage.
A high-quality regional commercial use would be created on the 25-acre vacant site north of Kaiser Permanente. Kaiser Permanente’s presence would be leveraged to attract compatible and complementary uses here.
Future phases of the Kaiser Permanente Hospital site would be built out.
The east end of the corridor (Alvarado Street to San Leandro Boulevard) would be improved, recognizing opportunities for new commercial frontage and potential residential uses within one-half mile of BART.

MacArthur Boulevard Corridor
The emphasis of the corridor would continue to be on mixed-use infill development between Dutton Avenue and the Oakland city limits.
The City would recognize and plan for development opportunities in the triangle between Foothill Boulevard, MacArthur Boulevard, and Victoria Avenue.
The emphasis of the corridor would continue to be on strengthening the neighborhood commercial district between Dutton Avenue and Estudillo Avenue, and softening the impacts of the freeway.
The North Area Plan would be updated to provide current recommendations for the corridor.
Major Content Changes from the 2002 General Plan

This section is provided for informational purposes only. This Draft EIR does not evaluate the changes in the General Plan relative to the 2002 General Plan, but rather evaluates the impacts of the proposed Plan relative to existing conditions, as required by CEQA Guidelines Section 15126.2.

Land Use Designation Changes

For most of San Leandro, including single-family residential neighborhoods and the Downtown area, the current land use designations established by the 2002 General Plan would remain unchanged. The General Plan Update proposes the following changes.

The Office designation has been removed from the General Plan land use map. Over the past ten years, most areas with this designation have been absorbed into the Downtown Mixed Use or TOD Mixed Use designation. The proposed creation of a new TOD area in and around the Bay Fair BART station will absorb additional parcels with the Office designation. Rather than maintaining a single designation for a handful of parcels, the remaining Office parcels (outside of the Downtown and Bay Fair area) have been designated as Neighborhood Commercial (an existing category). In Neighborhood Commercial areas, local-serving offices, and other businesses that serve the daily needs of nearby residential areas, are permitted.

Residential density ranges have been recalibrated. A new Medium High Density Residential category replaces what was formerly called the High Density Residential category. Maximum allowable net density in these areas is 50 units per acre. However, this maximum is not permitted on all parcels. Smaller parcels are subject to a maximum of 24.2 units per acre. It has been mapped primarily where such densities already exist.

A new Industrial Transition category has been created to identify areas that were historically industrial but are in the process of evolving to new uses, including commercial activities. Areas with this designation include the Marina Boulevard corridor between Doolittle Drive and Merced Street, the Westgate Shopping Center, the area south of the San Leandro BART station along Alvarado Street, and the Washington Avenue corridor between San Leandro Boulevard and Halcyon Drive/Floresta Boulevard.
A new category has been added for the Bay Fair TOD Area, approximately corresponding to the Bay Fair TOD Specific Plan area.

In addition to the category changes, a number of parcels on the General Plan land use map have been redesignated from one category to another. Oyster Bay Regional Park has been redesignated from Resource Conservation to Parks and Recreation, and Burrell Field has been redesignated from Public/Institutional to Parks and Recreation. The proposed East Bay Greenway also appears as Parks and Recreation on the General Plan land use map.

A number of areas in Downtown San Leandro have been shifted from the Downtown Mixed Use category to the Downtown TOD category, while other areas have been shifted from High Density Residential to Downtown Mixed Use. In general, the Downtown Mixed Use and Downtown TOD General Plan designations have each been expanded to match those areas covered by Downtown Area (DA) zoning following adoption of the Downtown TOD Strategy in 2007. Allowable densities and intensities in the Downtown Mixed Use Category have been increased from 2.0 to 3.5. Allowable densities and intensities in the TOD Mixed Use category have been increased from less than 4.0 to 4.0, with 5.0 permitted adjacent to the BART station. In addition, the density threshold for housing in the TOD area has been replaced with an FAR threshold. Finally, the maximum allowable density in the Downtown Mixed Use category is increasing from 75 to 100 units per acre.

Policy Changes

The revised General Plan carries forward many of the goals and policies in the 2002 General Plan, but it adds policies and updates actions in every Element. Actions in the 2002 General Plan that have been completed have been deleted. Actions that are “on-going” have been updated as appropriate. Many of the new policies and actions incorporate various plans adopted over the last decade, both for specific areas of the city (South East 14th Street, Downtown, Shoreline, etc.) and for specific topics (climate, bicycle and pedestrian travel, etc.). The inclusion of these policies in the General Plan does not represent a shift in City policy per se, since the policies were adopted through other plans, but they do refocus the General Plan around evolving themes such as sustainability and complete streets.

New policies also reflect input from the community, received through emails, public meeting feedback, and stakeholder interviews. Some of these policies reflect shifting positions on specific issues, while others reflect emerging issues and priorities.

In addition, the revised Plan incorporates a new Economic Development Element. This Element is not a mandatory part of a General Plan, but is included as an optional element to articulate the City’s position on local economic development issues. Many other cities in Alameda and Contra Costa Counties have adopted Economic Development Elements and use them as policy frameworks for business attraction, expansion, and retention. The Economic Development Element is included in the proposed Plan as a result of input received from City staff, the public, the City Council and the Planning Commission during the first year of the General Plan Update. The Economic Development Element builds on the City’s existing Economic Development Strategy and Work Plan, which was adopted in 2013, as well as other current City initiatives. The Element also incorporates input received during the General Plan Update planning process from business stakeholders such as the Chamber of Commerce, local business associations, and major
employers and industry representatives. Some of the content of this Element is taken from the 2002 Land Use Element, which has been reorganized through the General Plan Update.

The Land Use Element, a mandatory part of a General Plan, addresses the goal to conserve parts of the City that are successful and direct redevelopment to areas of underutilization, described as “Focus Areas” in the Plan. The Element includes several new or modified goals. A prior goal focused on industrial preservation has been updated to now focus on innovation districts. This supports economic development goals to place San Leandro on the leading edge of the Bay Area’s manufacturing and technology economy. Another new goal focuses on growth management (replacing a prior goal focused on the jobs/housing balance). In addition, key policy changes from the 2002 General Plan include a greater focus on the impacts from expected demographic changes, a new “Complete Neighborhoods” policy, a new policy to explore modifying existing zoning ordinance to increase single-family infill opportunities, and other policies that reinforce the recently-adopted Housing Element by promoting residential growth. In addition, Goal Four, Downtown Revitalization, includes expanded TOD and pedestrian-oriented development policies. Other key changes include an update to the Shoreline Goal to reflect current plans for the area, including the desired land use mix. The Element also addresses the loss of redevelopment financing and potential new tools such as Enhanced Infrastructure Financing Districts.

The Transportation Element, a mandatory part of the General Plan, addresses the movement of people and goods in and around the city. It consists of eight goals addressing various topics and modes of transportation. Key policy changes from the 2002 General Plan reflect new priorities to reduce GHG emissions, decrease single occupant vehicle travel, and implement the City’s TOD policies such as the Downtown strategies. The Element includes new goals to promote complete streets concepts, and promote and accommodate active transportation. The Element addresses Senate Bill 743 in the evaluation and mitigation of transportation impacts, and includes new policies related to technological developments and electric/low emission and autonomous vehicles. In addition, the Element includes new policies related to street lighting, rail transport, and traffic safety. The Element acknowledges the need for collaboration on proposed future regional transit and roadway projects, including a potential second BART tube, expanded LINKS and BRT service, and the Coliseum City project in Oakland. The Transportation Element makes minor revisions to the truck route map to bring it into consistency with updated land use designations and provide continuity with existing truck route designations in Alameda County. Specifically:

- The City would eliminate the two-tier truck route system; all truck routes will be classified the same way.
- Removing the truck route designation on 150th Avenue between East 14th Street and I-580.
- Removing the truck route designation on Alvarado Street between Williams Street and Davis Street.
- Removing the truck route on Williams Street between Alvarado and San Leandro Boulevard.
- Adding a truck route designation on Fairmont Avenue between Hesperian Boulevard and I-580.
- New policies regarding truck route impacts on neighborhoods.

The Open Space, Parks, and Conservation Element, a mandatory part of the General Plan, addresses the management of San Leandro’s park and open space areas and the conservation of natural resources. Key policy changes from the 2002 General Plan includes the exploration of new forms of open space, such as rooftop gardens, parklets, and publicly accessible “commons” within private development. The Element
also increases the service standard for open space to 5 acres per 1,000 residents, reflecting the addition of Oyster Bay Regional Shoreline to the inventory. The Element recognizes the link between parks and public health, and requires projects to address potential impacts to parks and open spaces. In addition, the Element identifies specific areas and mechanisms to develop new parks that better meet existing and respond to future needs. It includes a “no net loss” policy, and new policies encouraging community gardens. New polices are proposed to complete recommended improvements in the San Leandro Shoreline area and in the Downtown area.

The Element also includes policies and actions to renew San Leandro Creek as an open space and natural resource, a green connection between San Leandro Hills and San Francisco Bay, and a core part of San Leandro’s identity. Conservation goals and policies have been updated to reflect the more recently adopted Climate Action Plan, including GHG emissions reduction, green building, and water conservation and recycling policies. The Element has been updated to focus on increasing the use of renewable energy in addition to the Element’s existing goal or promoting efficient energy use.

The Environmental Hazards Element carries forward policies regarding earthquake and flooding hazards. It expands wildfire prevention policies, consistent with the goals of Senate Bill (SB) 1241. New earthquake-related policies focus on mitigating soft-story building hazards, while new flooding policies address sea level rise. New actions related to air quality incorporate Bay Area Air Quality Management District (BAAQMD) guidelines for health risk assessments, while new water quality actions address the latest requirements of the Stormwater Municipal Regional Permit. This Element also includes a new policy on green infrastructure, a new policy on pipeline safety, and provisions related to rail transport of hazardous materials. Emergency preparedness policies now recognize the importance of multi-lingual outreach programs, and also call for coordination with the Local Hazard Mitigation Plan. Most of the noise-related policies in the 2002 Plan have been carried forward, but policies related to Oakland Airport have been updated to reflect major achievements since 2002 and revised objectives for the next 20 years.

The Historic Preservation and Community Design Element carries forward many of the policies and actions on the preservation of San Leandro’s historic buildings and places. The policies have been modified to reflect funding and staffing constraints, and to better balance the need for preservation with the City’s housing and economic development programs. The Element includes new policies and actions related to the protection of archaeological resources and Native American sites. It also calls for expansion of existing design guidelines to address historic preservation. Community design policies emphasize improvement of the public realm, including gateways, signage, public art, and street trees. An action to improve the 150th Avenue/East 14th Street/Hesperian Boulevard “triangle” is included. The new Element places a greater emphasis on urban design improvements in the industrial areas, recognizing the economic benefits of “humanizing” the area with streetscape and pedestrian access improvements. It also expands existing policies on visual arts, and scale transitions between higher-density development and nearby lower-density properties. Design considerations related to stormwater management and low impact development are also addressed.

The Community Services and Facilities Element updates policies in the 2002 General Plan relating to police and fire services, incorporating new priorities from the Police and Fire Departments and the public. Updated policies and actions on schools have been included, with new cross-references to economic development programs on career pathways and other policies linking the schools located in San Leandro with anticipated future job opportunities. The 2002 General Plan goal on library and information services
has been split into two goals, with one addressing library services and the other addressing Lit San Leandro and information/communication services. The library goal has been augmented with new policies regarding technology and library renovation or replacement. The information services goal includes new actions related to expansion of the fiber optic network. Policies on senior services, child care, and youth services are largely intact from the 2002 General Plan, but actions have been updated to reflect emerging priorities. The infrastructure goal includes new policy and action language on reclaimed water and financing.

### 3.6.2 PROPOSED ZONING CODE AMENDMENTS

California Government Code Section 65860(a) requires a city’s zoning ordinance to be consistent with its General Plan. Therefore, the City will amend the Zoning Code to ensure that it conforms to the updated General Plan and will allow for development intensities and uses that are consistent with the updated General Plan. The proposed project also includes amendment to the City’s zoning map to bring underlying zoning into conformance with the proposed Plan. This section describes the proposed Zoning Code amendments that could potentially have impacts on the physical environment. A complete description of the proposed Zoning Code amendments, which includes additional amendments needed for internal consistency in the Code itself that would not affect the physical environment, is included as Appendix B of this Draft EIR.

- **Amendments to Article 6, Commercial and Professional Districts.** Zoning in commercial districts would be amended as follows:

  In Professional (P) Districts:
  - Modify Article 6, Section 2-600 Specific Purposes, to include residential uses in the P District;
  - Add “Multi-Family Residential” as a Conditional Use in Section 2-618; and
  - Add “P” zoning district to development regulations for residential development in commercial uses in Section 2-696, Additional Property Development Regulations, to allow a maximum density of up to 24 units per acre.
  - Eliminate the entire PHD District and its accompanying language and development regulations in Sections 2-620 and 2-694.

  In Downtown Area (DA) Districts:
  - Modify Section 2-600, Specific Purposes, to accurately describe district locations for all DA districts;
  - Provide for increased flexibility on multi-family residential and mixed-use residential parcels by reducing the lot size required from 20,000 square feet to 10,000 square feet to allow a maximum density of 24 units per acre (Sections 2-636, 2-638, 2-640, 2-642, and 2-646);
  - Establish a 20 percent density bonus for average unit size of less than 750 square feet in the DA-1, DA-3, DA-4 and DA-6 Districts (Sections 2-636, 2-640, 2-642 and 2-646);
  - Change the corner side yard setback requirements in the DA-1, DA-2, DA-3, and DA-6 districts from 10 to 15 feet to zero (0) feet, and the corner side yard setback in the DA-4 district from 10 feet to zero (0) feet in Section 2-680;
Apply the following additional regulation to all commercial zoning districts: “Structures shall not intercept a one-to-one (1:1) or forty-five degree (45) daylight plane inclined inward from a height of eight (8) feet above existing grade at an RS or RD Zoning District property line. The Zoning Enforcement Official may approve an Administrative Exception if an applicant cannot meet these provisions. (Please refer to illustration “Required Daylight Plane at Adjoining Districts in Section 2-680); and

DA-1 District

- Increase the allowable maximum density from 75 to 100 dwelling units/acre on multi-family residential lots greater than 10,000 square feet in Section 2-636;
- Define the mixed-use residential area where retail uses are required on the ground floor as “parcels fronting on East 14th Street and Washington Avenue, north of Parrott Street” in Section 2-636;
- Remove the wording “With residential on upper floors only” in the Mixed-Use Residential use regulations in Section 2-636; and
- Remove the “Maximum Office FAR: 2.0” and “Maximum Retail FAR: 2.0” and replace with “Maximum Non-Residential FAR: 3.5” in Section 2-686.

DA-2 District

- Replace the FAR maximum “1.0 commercial use” with “1.0 Non-Residential” in Section 2-686.

DA-4 District

- Add “Offices, Business and Professional” as a permitted use in Section 2-642 and delete “Offices, Business and Professional” from Section 2-642 under Administrative Review.

DA-5 District

- Eliminate the entire DA-5 District and its accompanying language and development regulations of Section 2-644.

DA-6 District

- Amend the use regulations in Section 2-646 by changing Catering Services from a Conditional Use Permit to a Permitted use, add Entertainment Events as a new use subject to a Conditional Use Permit, and change Fast Food Establishments, Small Scale from an Administrative Review process to a Conditional Use Permit; and
- Remove wording regarding “No maximum FAR” and replace it with “Maximum FAR: 4.0, with FAR 5.0 allowed adjacent to the BART Station” in Section 2-686.
- Remove wording regarding “(Minimum two stories of office use fronting on Davis Street.)” under “Offices, Business and Professional” in Section 2-646.
- Remove wording regarding "(if the proposed use has either a gross floor area of two thousand (2,000) square feet, or larger, or a dining area of one thousand (1,000) square feet or larger Administrative Review is required per Subsection D.2. below.)" under “Restaurants, Full Service” in Section 2-646.

- Remove wording regarding "(Minimum two stories of service retail fronting on Davis Street.)" under “Retail Services” in Section 2-646.

All Commercial Districts

- Add a Division 3. Discretionary Permits and a new Section 2-699 (or other number, to be determined) for Administrative Exceptions to allow for an administrative exception to the daylight plane requirements laid out in Section 2-680, to allow the Zoning Enforcement Official to approve an Administrative Exception and establish findings, neighborhood notification process, and appeals procedures, as outlined in Article 2-574, Administrative Exceptions (which currently only apply to exceptions requested for R Districts).

Amendments to the Ordinance Establishing the Special Study Overlays in the DA Districts:

- Remove the “S” Overlay Zones in the Downtown TOD Areas identified as “SP-1, Downtown South Gateway,” and “SP-8, BART/Westlake Properties Special Policies.”

- In the SP-2 Washington Plaza Shopping Center and San Leandro Plaza Special Policies:
  - Replace the word “must” with “should” in the following sentence requiring that “any expansion of square footage North of Estudillo Avenue must should include a mixed-use component with either office or residential on upper floors.”

In the SP-3, Town Hall Square and Vicinity Special Policies:

- Remove wording “Mixed use development is required, with residential uses on the upper floors along Davis Street and Callan Avenue frontages in all new development;”

- Remove wording “the building setbacks along the west side of East 14th Street shall be approximately 12 feet to align with the Civic Center and create a minimum 25-foot-wide sidewalk/pedestrian amenity zone;”

- Add sentence “Reconfiguration and/or narrowing of Dan Niemi Way (Hays Street) is encouraged between East 14th Street and Davis Street to create an improved pedestrian experience, outdoor plazas, and increased interaction with the creek; and

- Add wording “A building setback shall be provided to encourage development of a creek trail and open space along the San Leandro Creek.”

In the SP-4, Toler Parking Lot Special Policies:

- Remove the sentence “The building setbacks along East 14th Street shall be 15 feet from the existing property line to align with the Civic Center and create a minimum 25-foot-wide sidewalk/pedestrian amenity zone.”
In the SP-5, North Alvarado Sites Special Policies:

- Remove the 150-foot setback requirement from San Leandro Creek and add wording “to encourage development of a creek trail and open space along the San Leandro Creek” and remove wording “for a linear park connection.”

- **Amendments to Article 7, Industrial Districts.**
  - Establish a new IT, Industrial Transition zoning district to conform to the new “Industrial Transition” general plan designation. The purposes of the IT district are “[t]o provide and protect industrial lands for the development of emerging technologies, artisanal production, and light manufacturing methods, while serving to support and preserve existing businesses. Certain types of commercial and residential uses are permitted under specified limitations.” New use regulations are established for the IT District in Section 2-710.
  - Add the IT district to existing buffering standards that serve to reduce potential land use conflicts and noise impacts within adjacent Residential Districts. Land uses in the IT District will be subject to the existing development regulations for new construction and performance standards set forth in Sections 2-740 and 2-742.

Other sections of the Zoning Code (including Article 16, Development Regulations, and Article 18, Signs) would be amended to provide internal consistency with regards to the amendments described above, and typographical errors would be corrected as needed.

- **Amendments to Articles 16, Development Regulations; Article 18, Signs; and Article 25, Site Plan Review**
  - Add the IT Industrial Transition District regulations and remove the DA-5 and PHD District designations in each of these Articles of the Zoning Code that pertain to Development Regulations (Article 16), Signs (Article 18), and Site Plan Review (Article 25).

### 3.7 Horizon Year Projections

Horizon year (2035) buildout projections within the EIR Study Area are shown in Table 3-2. These projections were derived from the Association of Bay Area Governments’ (ABAG) Projections 2013, taking into account planned projects, committed projects, and projects under construction as reported in the 2015-2023 Housing Element that were quantified. In addition, 2035 data includes full buildout of all housing sites identified in the 2015-2023 Housing Element. The 2035 data also includes additional housing throughout the city. Projections also reflect land capacity based on proposed General Plan land use designations. Consistent with the Draft General Plan land use map, future housing would be focused in the three existing and potential PDAs, plus a relatively small proportion of new second units and small infill projects in built out neighborhoods.

To adjust 2010 Census housing data to derive 2015 housing data, the City’s 2015-2023 Housing Element was used, since it indicates the actual number of units added in 2010, 2011, 2012, and 2013. Data for 2014 was not available, but there were no major projects added that year, and the total increase in units was very small according to City records.
### Table 3-2 2035 Horizon-Year Buildout Projections

<table>
<thead>
<tr>
<th></th>
<th>2015</th>
<th>2015-2035 Net Change</th>
<th>2035</th>
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<tr>
<td><strong>Households</strong></td>
<td>31,315</td>
<td>5,370</td>
<td>36,685</td>
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<tr>
<td>Single-Family</td>
<td>20,955</td>
<td>725</td>
<td>21,680</td>
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<tr>
<td>Multi-Family</td>
<td>10,360</td>
<td>4,645</td>
<td>15,005</td>
</tr>
<tr>
<td><strong>Housing Units</strong></td>
<td>32,625</td>
<td>5,595</td>
<td>38,220</td>
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<tr>
<td>Single-Family</td>
<td>21,830</td>
<td>755</td>
<td>22,585</td>
</tr>
<tr>
<td>Multi-Family</td>
<td>10,795</td>
<td>4,840</td>
<td>15,635</td>
</tr>
<tr>
<td><strong>Total Population</strong></td>
<td>86,460</td>
<td>14,790</td>
<td>101,250</td>
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<tr>
<td><strong>Jobs</strong></td>
<td>42,865</td>
<td>12,130</td>
<td>54,995</td>
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<tr>
<td>Retail</td>
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<td>Service</td>
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<td>Wholesale</td>
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<td>135</td>
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<tr>
<td>Manufacturing</td>
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<tr>
<td>Other</td>
<td>3,190</td>
<td>405</td>
<td>3,595</td>
</tr>
</tbody>
</table>

Note: Housing units reflect a 4 percent vacancy rate. 2015 household size = 2.74 persons per household; 2035 household size = 2.76 persons per household

Source: PlaceWorks, Barry Miller, 2015.

Total population was calculated as the sum of household and non-household population. Non-household population data was obtained from Department of Finance data published in 2015. Household population was calculated by applying a household size to the number of households in 2015 and 2035. Household sizes for 2015 and 2035 from ABAG’s Projections 2013 were used for this calculation. For 2015, a household size of 2.74 persons per household was used and for 2035 a household size of 2.76 persons per household was used. To convert households to housing units, a vacancy rate of four percent was assumed.  

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*Non-household population represents people living in group housing facilities, such as nursing homes and assisted living facilities.*  
*Department of Finance, 2015, Table E-5, City/County Population and Housing Estimates.*  
*The traffic modeling conducted for this EIR uses household population data provided in the Alameda Countywide Travel Demand Model. This difference in data source and methodology represents a negligible difference in population.*  
*There are several data sources available to determine household size. This EIR uses ABAG’s Projections 2013 data for both 2015 and 2035 because ABAG Projections are typically used as a benchmark in the City’s planning documents. The City’s 2015-2023 Housing Element and the proposed General Plan Update use household size data published by the US Census Department of Finance for presenting existing and historical household size data.*  
*Based on industry standard – also referenced in adopted Housing Element.*
To adjust 2010 Census employment data to derive 2015 employment data, jobs were allocated to the areas of the city where major non-residential developments have taken place in the last five years. The 2035 buildout data includes industrial infill development throughout the city, as well as mixed-use development in the downtown, increased employment in transit-accessible areas, and job growth at the Kaiser Permanente site (including the hospital and the vacant parcel to the north) and the Bay Fair area.

Appendix C contains more details on the development of buildout projections.

3.8 INTENDED USES OF THIS EIR

This Draft EIR is intended to review potential environmental impacts associated with the adoption and implementation of the proposed project, and determine corresponding mitigation measures, as necessary. This Draft EIR is a program-level EIR and does not evaluate the impacts of specific, individual developments that may be allowed in the future under the proposed project. Each specific future project will conduct additional environmental review, as required by CEQA, to secure any necessary discretionary development permits. Therefore, while subsequent environmental review may be tiered off this Draft EIR, this Draft EIR is not intended to address impacts of individual projects. Subsequent projects will be reviewed by the City for consistency with the General Plan and this Draft EIR. Subsequent project-level environmental review will be conducted as required by CEQA. Projects successive to this Draft EIR include, but are not limited to, the following:

- Approval and funding of major public projects and capital improvements.
- Issuance of permits and other approvals necessary for implementation of the proposed project.
- Property rezoning consistent with the proposed General Plan.
- Development plan approvals, such as tentative maps, variances, conditional use permits, planned developments, and other land use permits.
- Permit issuances and other approvals necessary for public and private development projects.
- Development agreement processes and approvals.

The 2035 household and employment forecasts in this Draft EIR will serve as parameters for environmental analysis for future development projects within San Leandro. In the event that proposed development in the city would exceed the buildout projections used in this Draft EIR, the Director of Community Development shall require that environmental review for any subsequent development address growth impacts that would occur as a result of development exceeding the General Plan projections and related Draft EIR assumptions. This does not preclude the City, as lead agency, from determining that an EIR would be required for any development under the relevant provisions of CEQA (e.g., Section 21166 and related guidelines).

11 Section 15385 of the CEQA Guidelines describes “tiering” as “the coverage of general matters in broader EIRs (such as on general plans or policy statements) with subsequent narrower EIRs or ultimately site-specific EIRs incorporating by reference the general discussions and concentrating solely on the issues specific to the EIR subsequently prepared.”
3.9 REQUIRED PERMITS AND APPROVALS

The proposed project would require adoption by the San Leandro City Council. The Planning Commission and other decision-making bodies will review the proposed project and make recommendations to City Council. While other agencies may be consulted during the General Plan Update process, their approval is not required for General Plan Update adoption. However, subsequent development under the General Plan Update may require approval of State, federal, responsible, and trustee agencies that may rely on the programmatic EIR for decisions in their areas of permitting.