Downtown San Leandro Transit-Oriented Development Strategy

CITY OF SAN LEANDRO
Community Development Department

FINAL REPORT
4 September 2007

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Prepared for
CITY OF SAN LEANDRO
Community Development Department

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The Downtown San Leandro Transit-Oriented Development Strategy is a document that will lead to a new kind of development in downtown San Leandro. This new development will bring more housing, retail and jobs and will result in more attractive and easy to use streets and sidewalks. With more residents living and working there, downtown San Leandro will be a more vibrant and inviting place, and public transit will be better supported and more able to provide the majority of daily transportation needs.

This Strategy establishes a land use framework, a comprehensive circulation system, design and development guidelines, and a series of implementation actions that will guide new development in downtown San Leandro for the next 20 to 30 years. The Strategy establishes the policies that developers and the City's Planning and Community Development staff will follow for new projects in the downtown area, informing them of required or allowable uses, building heights and various elements of building design. The document also will guide the City in the implementation of various public improvements that will serve as catalysts for or accompany private development.

Purpose of the Strategy

The City of San Leandro anticipates that the vast majority of residential growth in the city will occur within downtown San Leandro. Downtown San Leandro is an ideal location for Transit-Oriented Development (TOD). It is served by excellent regional public transit consisting of BART and multiple AC Transit lines, with plans under development to introduce Bus Rapid Transit (BRT) to serve the core of downtown and further link it with neighboring East Bay cities. The city's form originated prior to the dominant use of automobiles for transportation, giving its streets and blocks a walkable size and scale. A mix of uses currently exists within the downtown, including residential, retail, office, and civic institutions. The city's General Plan identifies the downtown as a priority area for new mixed-use transit-oriented development that accentuates its role as the shopping district of the city while introducing higher densities and emphasizing a pedestrian-orientation. This Strategy has been prepared to analyze the potential for TOD in the downtown as a means of fulfilling the goals of the General Plan, to indicate the character of TOD that is appropriate to the downtown setting, and

The primary goals of The Downtown San Leandro Transit-Oriented Development Strategy *are to:*

1. *Increase Transit Ridership, and*
2. *Enhance Downtown San Leandro.*

to make recommendations for policies and practices that are necessary for implementation of downtown TOD.

The Strategy was funded primarily by the Metropolitan Transportation Commission (MTC) through its Station Area Planning Program. This Program is intended to increase transit ridership, enhance station access for pedestrians, bicyclists and transit riders, and promote livable, walkable communities. Additional funding was provided by the Alameda County Transportation Improvement Authority (ACTIA).

Two guiding goals for The Downtown San Leandro TOD Strategy were identified at the onset of the project. These goals are to:

- **Increase Transit Ridership** TOD depends on high quality transit. In order to maximize the cost-effectiveness of transit services, a consistent base of riders must be maintained and increased.
- **Enhance Downtown San Leandro** Downtown San Leandro should be recast as a distinct, vibrant, pedestrian-oriented destination with a strong sense of place and civic identity.

The Study Area

The San Leandro Downtown TOD Strategy study area is located in the northern portion of the city. It encompasses the downtown core, the downtown BART station area, and the Creekside and Best Manor neighborhoods. The study area contains 4,474 dwelling units and approximately 10,600 residents; another 5,000-6,000 people work there.

The TOD Strategy study area is defined by a half-mile radius circle around the intersection of East 14th and Davis Streets. This particular intersection was chosen because it is the location of AC Transit's proposed BRT station. The distance of one-half mile was chosen because it is generally accepted by transit planners as the maximum distance that the average person is generally willing to walk to transit.

The City's Redevelopment Agency administers two project areas that fall within the study area of the TOD Strategy: the Plaza Redevelopment Project Area and the Joint City of San Leandro/ Alameda County Project Area. Redevelopment areas often benefit development efforts by providing valuable financing options.

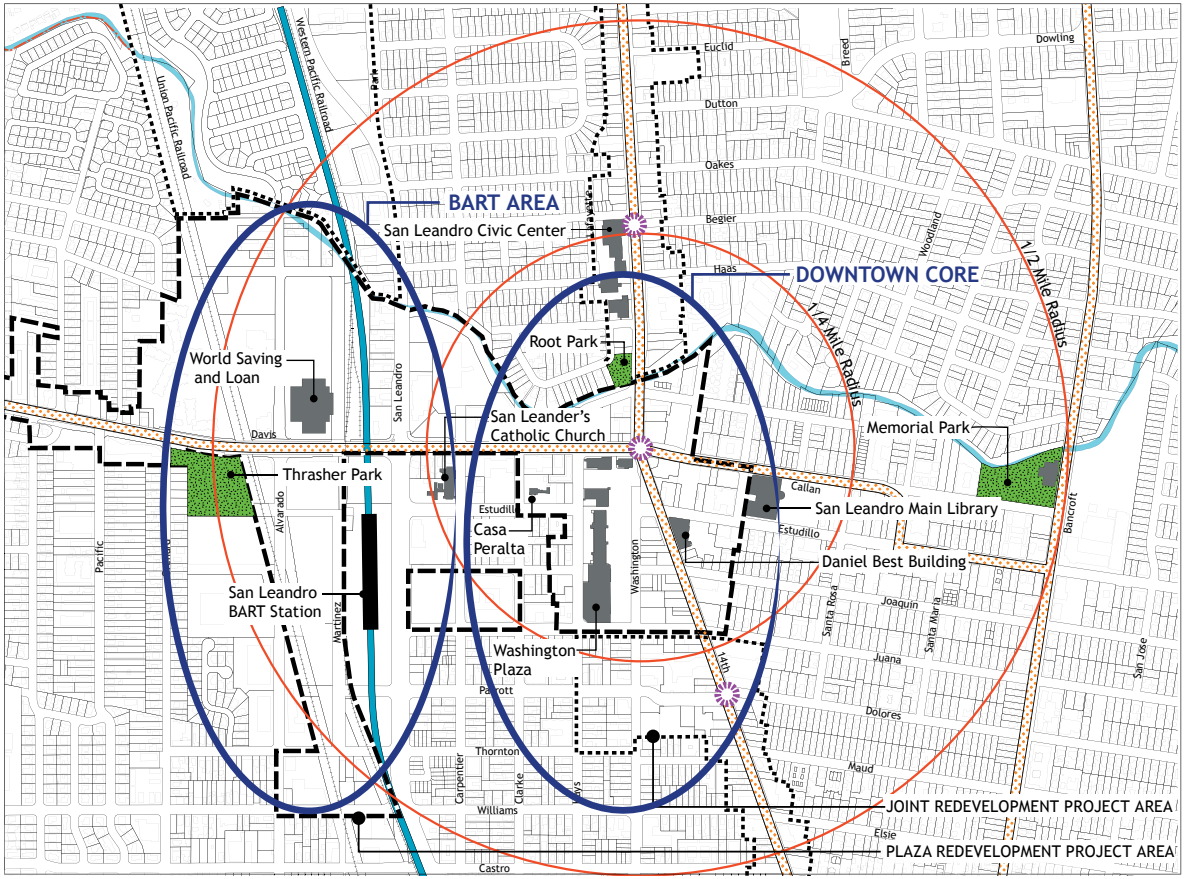

Figure 1: Study Area Overview

A Community Effort

An in-depth community involvement process helped define the Strategy's goals, conclusions and recommendations. The three primary sources of information for the project included:

- The Technical Advisory Committee (TAC), consisting of city staff and expert advisors representing a variety of regional transit and planning agencies. The TAC was responsible for the technical analysis of the planning consultants' work;
- A 27-member Citizen Advisory Committee (CAC). The CAC represented a diverse and dedicated cross-section of the community, volunteering their time to work closely with the planning consultants throughout the project. The CAC reviewed the analyses and design and made recommendations based on their thorough knowledge of the city and community;
- The community at large, typically involving a variety of elected officials. The community assembled for three workshops with the CAC and TAC to review the on-going project work, voice concerns and desires, and clarify a vision for the future of the downtown.

With this high degree of detailed involvement by the community, this Strategy represents a consensus view of the potential for TOD in San Leandro and truly can be said to have come directly from the community.

During the course of the three community workshops, the following directions were given to the design team for inclusion in the Strategy:

- **Land Use and Development**
  - Residential development should not exceed six stories in most of the downtown, while taller buildings are acceptable between the BART and Union Pacific Railroad (UPRR) rights of way;
  - Mixed-use projects should be encouraged. Ground floor retail should be provided as appropriate for the location;
  - Retail development should be locally-owned and operated, reflecting the uses currently used and valued in the downtown. Including national retailers is acceptable, but should not be the focus or primary occupants of retail development;
  - Office development should be done on a small scale, infill basis in the downtown core.
- **Open Space**
  - A civic plaza or park should be provided in the core of downtown to serve as a gathering space for the community;
  - Neighborhood parks and playgrounds are needed for existing and future residents;
  - A linear "greenway" using railroad or BART right-of-way land is desirable as an exercise and circulation facility;
  - San Leandro Creek should be better used as an element of public open space and be part of the city's park system.

Community meeting to discuss the Strategy, September 2006.

The CAC, consultants and community members touring successful downtowns and TODs in the Bay Area. (Mountain View Civic Center)

- **Pedestrian Environment**
  - Streetscape improvements are needed to enhance the pedestrian experience on many downtown streets and to encourage walking. East 14th Street's narrow sidewalks are of particular concern as impediments to considering downtown as a pedestrian environment;
  - Streetscape design must account for safety and comfort. Sufficient sidewalk space, adequate lighting, separation from traffic, and activity ("eyes on the street") promote feeling safe and encourage sidewalk use.
- **Circulation**
  - Parking impacts (including the impact on development and the potential for increased traffic associated with greater numbers of vehicles) should be reduced by limiting both parking supply and demand;
  - Public parking facilities should be provided to support retail and to provide development opportunities on surface parking sites;
  - Bicycle facilities should be incorporated in all new development and in streetscape improvements;
  - Hays Street should be closed, if feasible, between Davis and East 14th Streets to facilitate the creation of a creekside park.

What is Transit-Oriented Development?

Transit-Oriented Development is little different from good town planning: it creates a place where people have convenient access to the goods and services they need on a daily basis, provided in an environment that is attractive, usable, accessible and enjoyable. Transit-Oriented Development recognizes that proximity to transit can be vital to achieving this environment, especially in metropolitan areas where opportunities for living and working are abundant and accessible by such transit. TOD comprises the following characteristics:

- A circulation framework (streets, paths and transit ways) accessible to all members of society, that accommodates all modes of transportation - pedestrians, bicycles, transit and motor vehicles - without allowing one mode to dominate the others. The circulation framework enables and encourages walking;
- A mix of land uses, such as housing, office, retail, and civic and cultural institutions that support transit operations by attracting people to the area;
- Sufficient densities to support transit and the retail, entertainment, services, public spaces and other attractions of the area.

The Metropolitan Transportation Commission has further defined Transit-Oriented Development as places with a mix of homes, jobs, shops and services in close proximity to frequent, high-quality transit services. Such

TOD includes a mix of uses, such as residential and retail, located near transit.

TOD-supportive residential densities range from townhouses to multi-story buildings.

Oakland's Fruitvale Village was built as a TOD and is intended to revitalize its adjacent neighborhoods.


Hayward Civic Center is a TOD that combines a government job center with a mix of residential densities.

development is often compact in form, rather than sprawling, and provides a range of public amenities that creates an enjoyable and attractive environment for daily life. With the right mix of housing, jobs, shopping, recreation and services, and access to abundant transit options, TOD can create an environment where transit and walking can satisfy almost all transportation needs. The use of, or even the ownership of an automobile, can be an option rather than a necessity. Cars are not prohibited from TOD; they simply are needed less often.

To achieve this auto-optional condition, TOD must be developed in a way that makes walking, bicycling and transit use convenient, safe and efficient. Compact form helps satisfy this condition, while policies that encourage a reduction in the expectation of automobile use must also be included. Zoning codes can reduce the amount of parking required by new development, require bicycle facilities such as secure bicycle parking in buildings, or demand that front doors and windows, rather than parking lots, face public sidewalks. General Plans can be modified to allow higher levels of traffic congestion while placing priority on improvements for pedestrians, such as wider sidewalks or narrower intersections. TOD encompasses both the physical design of places well-served by public transit, and the policies and practices needed to ensure that compact development is not overrun by cars.

TOD is a flexible form of development that adapts to local conditions, including both the kind of transit being served as well as the existing form and character of the community. Regional transit systems (such as BART) with widely spaced high-speed train stations and high ridership numbers often attract larger or more intense development that provides a greater quantity of potential riders, while smaller systems or those with frequent stops (such as light rail or local bus systems) may influence only a few nearby parcels. Development may include new buildings as well as the continued use or renovation of existing buildings. Where undeveloped sites are available, these often are the ideal focus for TOD projects. In addition, parcels that may be underused, such as surface parking lots, vacant buildings, outdated shopping centers or older industrial sites, are perfect targets for the revitalization and increased value brought about by bringing in attractive new uses. In all cases, regardless of the size or location of the transit system or the conditions of the community, TOD comes about because it recognizes people's need and desire for convenient access to work, home and daily goods and services that can be made available without requiring long commutes or land-intensive urban sprawl.

Before:

The crossroads of San Leandro no longer feels like the heart of the city. Instead of civic-minded buildings and a gracious plaza, there are low-slung buildings that turn their back to the street, a wide sidewalk where San Leandro Plaza used to sit, vacant buildings fronting a mostly empty parking lot, and a large parking lot serving a suburban style shopping center. It can also be a congested intersection at busy times of the day, where pedestrians don't always feel safe crossing the street. Downtown San Leandro has many positive attributes. Unfortunately, these are not shown to advantage in the heart of the city.

East 14th Street and Davis Street - The Crossroads of Downtown San Leandro

After:

Transit-Oriented Development brings a renewed vitality to downtown San Leandro. New stores, restaurants and cafes combine with widened sidewalks and improved streetscape design to return life to the streets. With residences built above the stores, downtown is populated day and night and feels more lively, attractive and safe. Historic San Leandro Plaza is revived and expanded for civic gatherings and festivals, replacing large areas of parking that dominated downtown.

Walking is the preferred means of travel within the downtown.

East 14th Street and Davis Street - The Crossroads of Downtown San Leandro

Before:

The intersection of East 14th Street with Parrott Street and Dolores Avenue marks the southern gateway to the core of downtown San Leandro. Most of the downtown's pedestrian-oriented retail is located between this intersection and Davis Street, including such important destinations as Pelton Center and Washington Plaza. For years, however, this gateway was home to an auto-oriented supermarket that did not support pedestrian activity, and more recently has been vacant. Like most of East 14th Street in the downtown, the sidewalks are narrow and the pedestrian environment seems to have secondary priority to the street.

East 14th Street and Dolores Avenue – The Downtown South Gateway

After:

A new gateway building and plaza has replaced the vacant grocery store and parking lot, and the sidewalks have been improved to make walking in downtown San Leandro an enjoyable and desirable activity. The new development brings a number of amenities to the south end of downtown. Store front shops and cafes sit behind a corner plaza, with cafe tables spilling out into the plaza on sunny days and shoppers sitting around a fountain. The ground floor of the building has sufficient space for a variety of retail or entertainment uses. Above these, new residences add day and night presence to the street, enlivening it and making it feel safe. Each new building that has been developed has been set back to create a 15' sidewalk, giving more room for pedestrians, street trees, benches and displays. A Bus Rapid Transit station is located next to the plaza, making this a hub of both retail and transit activity.

East 14th Street and Dolores Avenue - The Downtown South Gateway

Before:

Connections between the BART station and downtown San Leandro are difficult for pedestrians. San Leandro Boulevard is a wide street with fast moving traffic, making most pedestrians feel unsafe as they cross. Crossings are not allowed at every intersection, and where they occur they don't give direct connections to or from downtown or they conflict with bus traffic that serves the BART station. It also is not a pleasant street to walk along. Most sidewalks face parking lots or blank walls with minimal landscaping, while in some areas sidewalks don't exist at all. Although the sidewalks are wide enough for several people to walk together, the sidewalks are uncomfortably close to traffic, with few separations such as street trees between pedestrians and moving cars. As the gateway to downtown San Leandro from BART, San Leandro Boulevard does not make a good first impression.

San Leandro Boulevard between Davis Street and Williams Street

After:

New residential development surrounds the BART station, making San Leandro Boulevard a seam between downtown and the BART station area. Rather than a barrier to movement between these destinations, the Boulevard is an attractive corridor for pedestrians, bicyclists and motorists. It is visually interesting, with new residential front doors and porches facing the street, corner markets and cafes marking the important connections to and from the downtown core, and street trees on the curb and in a planted median forming a green canopy over the street. The roadway has been narrowed. Instead of six lanes of moving traffic, there are four, as well as a bicycle lane and parking on both sides of the street. With a wide sidewalk, street trees and parked cars at the curb, pedestrians feel safer walking along the Boulevard. Traffic continues to flow through San Leandro on this important north-south connection, but it is now much more attractive for walking and crossing.

San Leandro Boulevard between Davis Street and Williams Street

TOD in San Leandro

San Leandro has a long history as a transit-oriented city. In its early days, the city was clustered near the railroad on its western edge, which was a major source of transportation of people and goods in and out of town. Later, horse-drawn and electric trolleys were introduced for improved access to Oakland and Hayward. Before being dismantled, the Key System that served much of the inner East Bay and San Francisco had an extension to San Leandro. In 1972, BART's San Leandro station opened, further connecting the city to the broader Bay Area.

Like most American cities, following World War II, San Leandro changed from a rail-centered town to a city dominated by automobiles for mobility. In the downtown area, two examples of this emphasis have had significant impact. In the 1980s, the Washington Plaza shopping center project consolidated three blocks into one, altering or preventing pedestrian and vehicular circulation through the downtown and prioritizing automobile parking. The development of the BART station, which should have improved the pedestrian environment, actually resulted in pedestrian access constraints and further promoted auto dominance by emphasizing San Leandro Boulevard as a vehicular arterial, providing surface parking on an entire block east of San Leandro Boulevard, and interrupting pedestrian crossing of the boulevard with a parking lot and the AC Transit bus terminal. All of these actions and trends have had a negative impact on pedestrian mobility and the quality of the downtown environment.

Despite this deterioration of pedestrian accessibility, the underlying framework of streets and land use that reflects the city's birth prior to the automobile remains in place. In most areas, the street grid consists of short walkable blocks that allow for a variety of choices while walking in and around the downtown; buildings, including many newer ones, are built to the sidewalk, creating a street space that could encourage pedestrian activity; retail uses are concentrated near the original town center and remain viable economically; a variety of commercial and residential uses exist side-by-side in the blocks surrounding the retail core.

The challenge, and the opportunity, is not to build a whole new urban environment in the area, but rather to build upon and improve the existing framework and assets that already exist. This existing framework serves as a foundation for creating TOD that behaves as a natural extension of the city's history. Strengthening this foundation are other beneficial resources, including San Leandro Creek and several parks that provide opportunity for community-defining open spaces, and abundant public transportation options through BART and AC Transit. Additionally, the community is eager for physical and economic improvement while insistent upon retention of the fine-grained, locally-focused character of the downtown.

Source: San Leandro Historical Photograph and Document Collection, #324.

The Electric Railway's First Day of Service.
San Leandro Plaza, May 7, 1892.

The challenge, and the opportunity, is not to build a whole new urban environment in the area, but rather to build upon and improve the existing framework and assets that already exist.

Satisfying the goals of the San Leandro Downtown TOD Strategy will require the accessible circulation framework, supportive land uses and supportive densities characteristic of TOD. Increasing transit ridership to support the long-term success of regional transit, and enhancing downtown San Leandro as an attractive and successful place to live, work and shop are unlikely to occur without encouraging TOD in the downtown area. TOD's role in achieving these goals in San Leandro involves creating the opportunities for mixed-use development, density increases, public environment improvements, and changes in city policies to occur.

TOD in San Leandro will achieve other important results as well:

- It can relieve roadway congestion by supporting public transit;
- It provides opportunities for multiple housing choices and affordability in accessible downtown San Leandro locations;
- It provides for job growth in downtown San Leandro;
- It can reduce the redevelopment pressure on less accessible areas of San Leandro, including important industrial lands;
- It promotes healthy living for individuals and communities by promoting walking and bicycling for local transportation;
- It attracts additional investment and public improvements and increases value in downtown San Leandro;
- It increases the market base for locally owned downtown retail;
- It benefits the environment by reducing automobile trips and the associated greenhouse gas emissions through its coordination of land uses and public transit.

The economic benefits of TOD are equally important. San Leandro, like every community in the Bay Area, is required to provide a minimum amount of housing to satisfy overall regional housing demand. Limited amounts of developable land and the high rate of demand for housing result in wide affordability gaps. Since few people are able to afford housing in the region, more and more housing is being developed at greater distances from the Bay Area's job centers. Although this may result in lower cost housing, the consequent transportation costs of commuting continue to rise, in some cases almost equaling housing as a percentage of income. Housing provided in a TOD can alleviate some of the high costs of housing, and dramatically reduce transportation expenses. Higher density housing can achieve greater affordability by using less land per home than lower density, consolidating expensive infrastructure in smaller areas, and taking advantage of public subsidies for the provision of affordable housing.

TOD comprises the following characteristics:

- *A circulation framework*
- *A mix of land uses*
- *Sufficient densities*

Opportunities for Development

The first step in the preparation of this Strategy was an assessment of existing conditions in the study area, with an emphasis on the physical characteristics of the downtown. As noted above, one of the most significant findings was that San Leandro possesses a strong framework of quality spaces and streets that naturally complement the goals of TOD and good downtown planning. There also is a solid foundation of interesting and high quality architecture, much of it reaching into the city's history, that establishes an attractive context for future development.

Within this context are a few areas that have become automobile-oriented over time, including large areas of parking as found at Washington Plaza shopping center or adjacent to the BART station, and smaller areas that have uses that cater to convenient auto access. Similarly, a variety of parcels contain uses such as gas stations, auto repair shops or auto sales that are oriented specifically to servicing vehicles. While all of these uses provide necessary goods and services in the city, their emphasis on the automobile makes them detrimental to pedestrian activity and the goals of TOD and downtown enhancement.

The result of this analysis, along with an economist's assessment of land values in the study area, was selection of 39 parcels or groups of parcels considered to be good opportunities for TOD projects. These opportunity sites were selected based on the following criteria:

- Potential to develop in the near term;
- Potential to stimulate other development;
- Ability to significantly influence transit ridership;
- Desire to provide a diversity of product types in the study area;
- Ability to strengthen downtown vitality;
- Ability to enhance downtown economic strength.

Although many of these sites have constraints that prevent immediate development (some are in active use, some would require assembly of several adjacent parcels), several could be developed in the very near term and could serve as models for San Leandro TOD.

As these opportunity sites are developed with appropriate projects, owners of other parcels in the study area are likely to experience an increase in land value and an incentive to

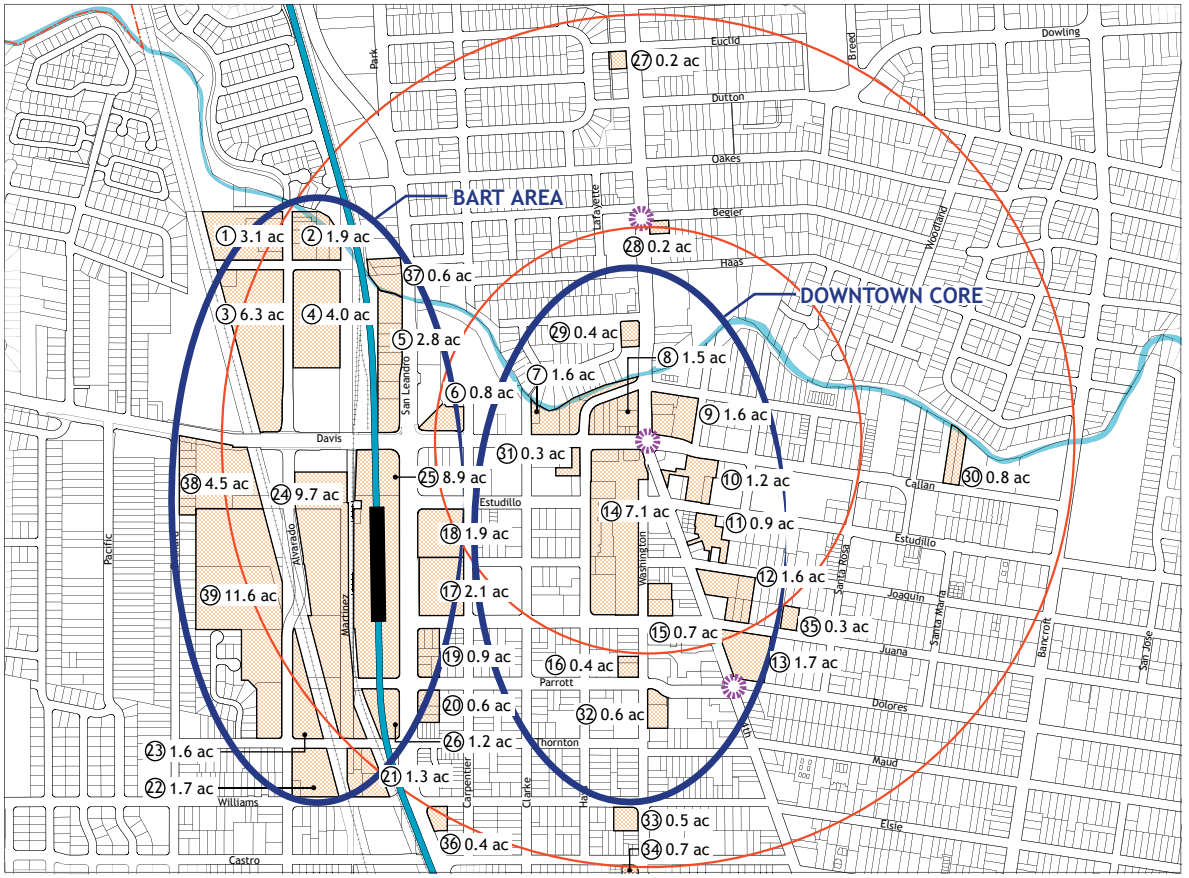

Figure 2: Opportunity Sites

redevelop. The opportunity sites, then, are seen as both obvious candidates for TOD projects and as catalysts for broader development activity that supports the Strategy goals. They also indicate that in downtown San Leandro, TOD will occur as infill development, on a parcel-by-parcel basis, not as wholesale redevelopment of large swaths of downtown.

The BART parking lots and other adjacent underutilized parcels offer primary development

In downtown San Leandro, TOD will occur as sensitive infill development, on a parcel-by-parcel basis, not as wholesale redevelopment of large swaths of the downtown.

The Downtown San Leandro TOD Strategy

Knowledge of the existing conditions of the city, combined with the community input described above, has led to the preparation of a strategy that is sensitive to the physical and social context that makes San Leandro unique. The Strategy includes three sets of recommendations for the implementation of TOD in the study area:

- **Land Use** Changes to allowable and required land uses are defined that will establish a mix of uses and activities that supports TOD goals and the overall enhancement of downtown. A set of public open space types is included for consideration as development occurs in the downtown.
- **Circulation** The Strategy seeks to reconnect the street grid wherever possible, and includes measures to facilitate easy, convenient and enjoyable pedestrian circulation throughout the downtown. Improvements to the circulation system are intended to balance the need for circulation by all modes of transit. In particular, these improvements include enhancing the pedestrian streetscape environment, enacting policies to encourage bicycle use, and establishing policies that affect the location, quantity and demand for parking and reduce the impact of vehicular traffic on city streets.
- **Design Guidelines** The Strategy's recommended land uses also correspond with increases in allowable height limits in several areas, and identification of several areas of the downtown where currently allowable height limits could be supportive of TOD but are not being met by existing development. The Strategy also includes recommendations for specific design features that support the land use and circulation frameworks and guide the City, land owners and developers in implementing TOD. The design guidelines focus on improvements to the public environment, with emphasis on the design of the streetscape and the building facades that frame the street and public environment.

Land Use

The Land Use framework establishes a mix of uses to support both TOD and downtown vitality. Analysis indicates that residential use is the best source of increased transit ridership and support for enhanced downtown retail. Therefore, the land use categories emphasize the inclusion of medium to high density

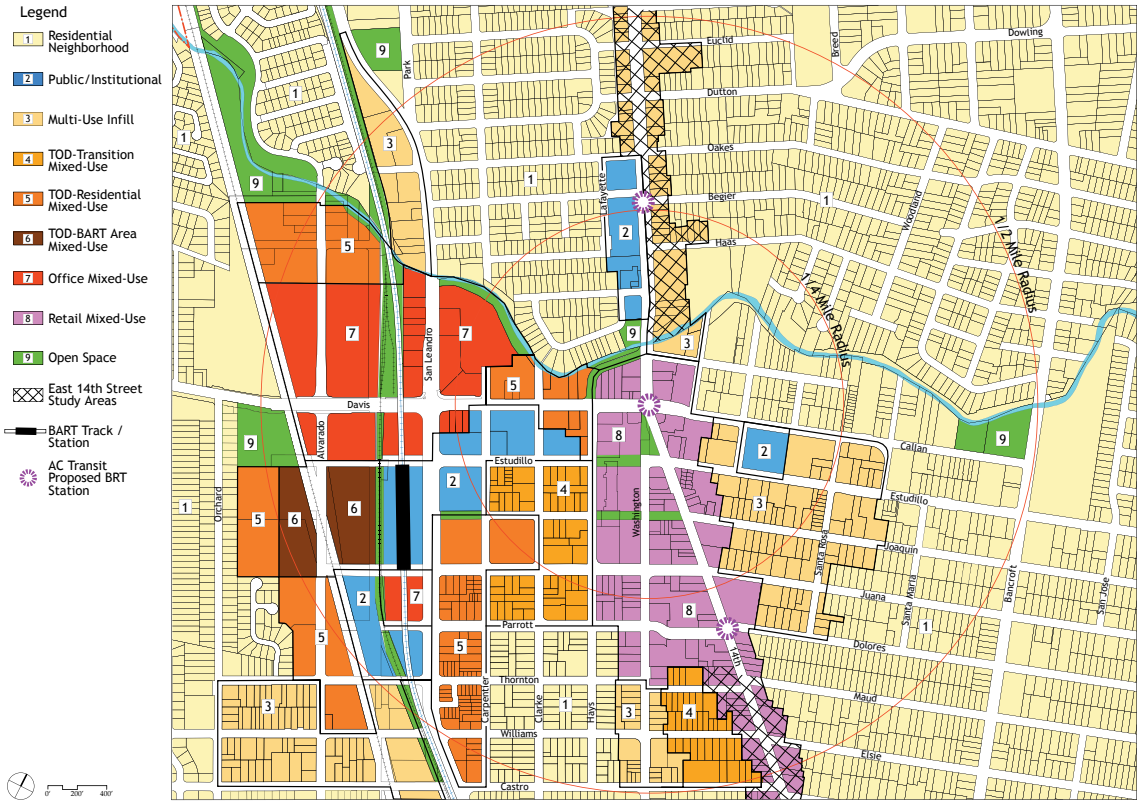

Figure 3: Land Use Plan

Multi-Use Infill - Retail and office use in San Leandro.

Source: Ellen Gailing Photography

TOD-Transition Mixed-Use - 20 units/acre with adjacent retail and institutional. (Richmond, CA)

residential throughout the study area. In order to provide the assortment of goods and services required by these downtown residents, the new land use categories either encourage or require mixed-use development.

There are, however, districts within the downtown area in which land uses will not be subject to change. These include the areas characterized by the Residential Neighborhood and Public / Institutional land use designations. The Residential Neighborhood areas surround the downtown, and consist mostly of single-family residential dwellings with clusters of neighborhood commercial and distributed civic uses such as churches and schools. These areas are not considered to be targets for increased development. Any new development should proceed according to current policy and regulatory requirements. Public / Institutional areas in the downtown contain public schools, libraries, post offices, churches, and other public or institutional buildings, as well as the BART station and BART parking areas. With the exception of the BART parking areas, these are stable land uses and are not considered likely to redevelop.

Multi-Use Infill

Multi-Use Infill areas are located in clusters surrounding the downtown core. They currently contain a mix of uses and scales, including office, retail, service and residential. Most parcels are occupied by single use, rather than mixed-use, buildings. New development may continue this trend of a variety of single uses occurring side by side; however, mixed-use buildings are allowed and encouraged. Along East 14th Street and Washington Avenue, ground floor retail should be provided.

- Minimum – maximum residential density: 20 – 40 units/acre.
- Maximum building height: 50’.
- Minimum building height facing East 14th Street: 24’ or two stories.

TOD-Transition Mixed-Use

These areas are located immediately adjacent to the downtown retail core, giving them a character that combines residential neighborhood and downtown qualities. They currently have, and should continue to have, a mix of uses that includes residential, retail, office and institutional. Building scale ranges from small bungalows to multi-family residential up to four stories in height. New development should respect existing scale, although increased height and density are allowed. Single use, non-residential projects are not allowed, while ground floor retail and office uses should be encouraged in residential projects to enliven the sidewalks and the neighborhood as a whole.

- Minimum – maximum residential density: 20 – 60 units/acre.
- Maximum building height: 50’.

TOD-Residential Mixed-Use

These areas are located on major vehicular arterials with convenient access to BART and BRT, and in areas where increased height and density will not have significant impacts on

QUANTITY OF DEVELOPMENT

Redevelopment in the TOD area may result in the following quantities, expected to be developed incrementally over a 20 to 30 year period:

- Residential - 3,430 dwelling units (2,400 near BART);
- Retail - 120,800 square feet (92,000 s.f. downtown);
- Office - 718,200 square feet (mostly in the Davis Street/ San Leandro Boulevard vicinity).

adjacent low scale neighborhoods. Residential should be the predominant use in these areas, although small quantities of retail or office that serves the residents can be provided as a mixed-use component of a residential project.

- Minimum – maximum residential density: 60 – 100 units/acre.
- Maximum building height: 60′ (75′ on blocks facing San Leandro Boulevard between West Estudillo and West Juana Avenues).

TOD-BART Area Mixed-Use

These areas are located immediately adjacent to the BART station. They can be developed at maximum feasible densities to support BART operations with minimal to no impact on adjacent sensitive neighborhoods. Like TOD-Residential Mixed-Use areas, residential should be the predominant use; however, if large quantities of residents occupy these areas, service retail and office uses should be provided for their convenience.

- Minimum residential density: 80 units/acre.
- No height limit.

Office Mixed-Use

Large footprint office development currently exists in the area around the San Leandro Boulevard and Davis Street intersection. Good vehicular and transit access and good visibility, as well as the presence of these existing buildings, make this area highly suited for further office development. Existing parcels are of sufficient size to accommodate larger footprint buildings that are necessary for Class A office space, while there is the potential for

TOD-Residential Mixed-Use - 80 units/acre.
(Mountain View, CA)

TOD-BART Area Mixed-Use - 100 units/acre.
(San Mateo, CA)

Office Mixed-Use - Creekside Plaza in San Leandro.

Retail Mixed-Use.
(Berkeley, CA)

assembling currently underutilized parcels into similar sized development sites. Proximity to transit, and potential size constraints of assembled parcels, suggest creating a shared parking arrangement between current and future projects in this area. Office uses should be predominant, although residential and ground floor retail uses are allowed.

- Minimum office density: 1.0 FAR.
- Minimum residential density: 60 units/acre.
- Maximum building height: 75′.

Retail Mixed-Use

Retail Mixed-Use is located in the existing retail downtown core, centered on East 14th Street and Washington Avenue. This use designation emphasizes pedestrian-oriented ground floor retail in the center of San Leandro, and encourages development of mixed-use residential. Ground floor retail is required on parcels fronting East 14th Street and Washington Avenue.

- Minimum – maximum residential density: 35 – 75 units/acre.
- Maximum office density: 2.0 FAR.
- Maximum building height: 75′.
- Minimum building height facing East 14th Street: 24′ or two stories.

Open Space

Most of the land uses established by the Strategy are oriented toward development of buildings. Open Space, however, is an equally important element to the success of San Leandro's downtown neighborhoods. This Strategy recommends a set of open space options that could be considered, and identifies several sites that could be developed as open space if feasible.

Special Policy Areas

There are several opportunity sites where multiple development options are feasible or where there is the near-term potential for development of a key catalyst project that can establish a pattern for downtown TOD. Where multiple options are possible, flexibility is required when establishing policies that will influence the future disposition of the site, as well as further study to determine the most desirable outcome. For example, adjacent to Root Park is the existing Toler parking lot that serves Civic Center and theatre users. Studies conducted during the course of this project have shown that this site can be developed with a residential or mixed-use building. On the other hand, the site provides an opportunity to expand the park to gain needed public open space. Both options are viable contributors to downtown, so future use must be determined through further planning studies.

Key catalyst sites may or may not have equally obvious development options. However, their importance as examples of a new type of downtown development requires extra diligence in preparing and reviewing development plans during the approval process.

Circulation Framework

There are several components of the Circulation element of this Strategy. Some of these involve the physical design of the street system to provide improved access for pedestrians and bicyclists, allowing these modes to function equally or better than automobiles throughout the downtown. Other elements involve establishing policies that either reduce the impact of motor vehicles on the downtown or limit the desirability of using automobiles for downtown access. These primary strategies are as follows:

Pedestrian Circulation

The pedestrian circulation framework connects the BART and BRT stations and links the downtown core with surrounding neighborhoods. This pedestrian system is the primary element in reconnecting the street grid that has been interrupted by previous development. While most downtown streets currently provide some level of pedestrian access, the priority of this Strategy is to make all streets not only accessible to pedestrians, but enjoyable environments that encourage walking and make it the preferred means of getting around in the downtown. To accomplish this, the following improvements are recommended:

- **Intersections** All intersections can be improved in ways that facilitate pedestrian safety and convenience. This is most important at the crossings of the area's busiest streets, including Davis and East 14th Streets and San Leandro Boulevard. Allowing these streets to function as part of the pedestrian system and to eliminate them as barriers to pedestrian access will expand the ability to walk throughout the downtown.
- **Crossings** The railroad tracks and San Leandro Creek are two significant barriers to downtown access. New crossings of these barriers should be provided wherever possible, aligned with existing streets.
- **Streetscape** Improving the design of streets is of benefit to all users, including pedestrians, transit users, cyclists, motorists and building occupants. Although not officially part of the public open space system, streets are the largest and most highly used elements of open space in an urban environment. Their design can have a significant impact on the overall perception of San Leandro's quality and character, and directly affects the daily life of all residents and visitors. Streetscape improvements should be implemented that enhance the

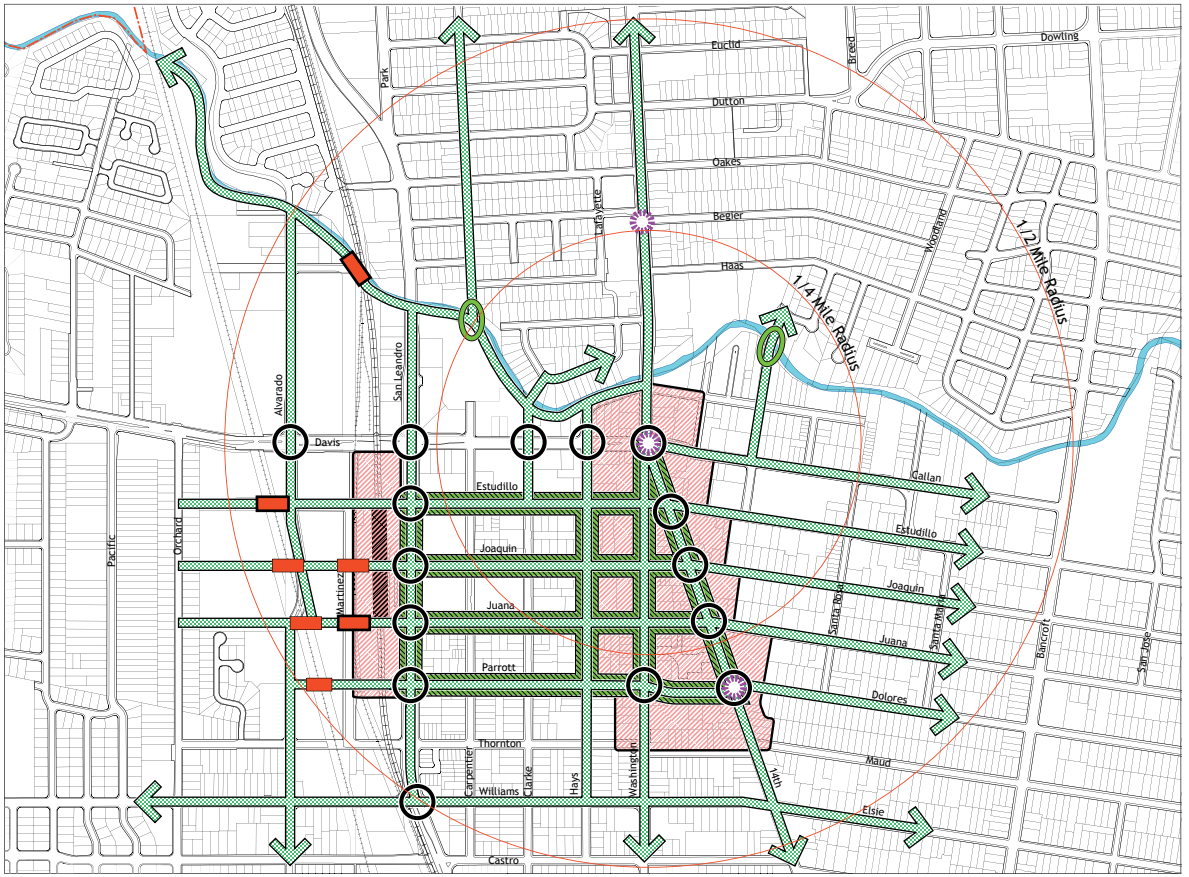

Figure 4: Pedestrian Network

A pedestrian bridge crossing heavily-used railroad tracks connects a residential neighborhood to downtown San Luis Obispo.

Source: www.pedbikeimages.org/Dan Burden

A bicycle-friendly downtown neighborhood street where slow-moving cars and bicycles easily co-exist.

pedestrian experience and encourage walking in the downtown. Where possible, sidewalks should be widened and street trees and furnishings installed. Transit stations for Rapid Bus and BRT on East 14th Street should be designed to provide amenities such as seating and signage for transit riders and pedestrians.

Bicycle Circulation

With its flat topography, San Leandro is an ideal city for bicycling. People of all ages and abilities should feel comfortable navigating the streets to any destination. The goals of the bicycling framework are to provide access to all downtown streets, give bicyclists priority on all streets accessing BART and BRT stations, and for bicycling to be considered a viable means of transportation within downtown and the city as a whole. Two methods are proposed to achieve these goals:

- **Connections** This Strategy expands on the bicycle network established by the City's current Bicycling Master Plan, establishing bikeways within the downtown core that connect to existing bicycle facilities and to major destinations such as transit stations and the retail district.
- **Bicycle Friendly Downtown** Only a few downtown streets are wide enough to allow special designation as part of an official bikeway system. However, all downtown streets east of San Leandro Boulevard should be designated as bicycle-friendly, with the exception of major vehicular routes: Davis Street, East 14th Street and Callan Avenue. Bicycle-friendly streets require both streetscape features and development policies that support bicycle use in the area. These include such elements as traffic calming devices to slow auto traffic, signage alerting motorists to the presence of bicycles, regular maintenance of streets to reduce damage to bicycles, requirements for bicycle parking in new development, and shared lane (sharrow) stencils.

Motor Vehicle Circulation

TOD does not prohibit the use or presence of motor vehicles. Automobiles and trucks are important – often critical – elements of the regional transportation system. Since downtown San Leandro resides at the crossroads of two major regional roadway systems, motor vehicles will be a prominent part of the circulation framework of the area well into the future. However, it is not necessary for the vehicular circulation system to have such a dominant negative impact on the quality of the downtown environment and access to transit.

This Strategy recognizes a key set of east-west and north-south streets that connect the downtown with regional freeways and neighboring cities. Aside from these streets, however, most of the downtown street system consists of local streets that provide access to and within neighborhoods, and connect the downtown core with the BART station area. All of these streets should receive traffic calming improvements appropriate to their location and

dimension, for example: intersection narrowing, increased on-street parking, bicycle facilities, speed control measures, and lane width reductions.

Parking

Changes in parking practices will not happen without attractive alternatives. Currently in downtown San Leandro, there is a high expectation of parking in close proximity to one's destination. Analysis conducted during the preparation of this Strategy determined that there is abundant parking in the downtown core. Most of the street parking and parking lots in this area are less than 80% occupied during the peak lunch-time period. In the multi-use neighborhood immediately east of the downtown core, parking typically is less than 50% occupied. However, the common perception is that parking is scarce, as most parking spaces immediately fronting downtown businesses are in high demand. In the BART area, including streets leading to it from downtown, the perception is more accurate, as parking in that area can be 100% occupied.

Over time, however, the streetscape and development improvements envisioned in this Strategy will create an overall downtown experience that is attractive to shoppers regardless of whether there is ultra-convenient parking. Additionally, since excess parking encourages automobile use even where viable transportation alternatives exist, enacting a strategy of providing only the amount of parking that is necessary will reduce the assumption that driving into town is the best means of access. Furthermore, appropriate levels of parking reduces building costs, making new residential and retail development more feasible.

Accommodating parking involves both policies and physical facilities. New policies for parking include reducing both the supply of and demand for parking. Supply reductions will occur through a gradual lowering of on-site parking requirements for new development. The current zoning code requires over 2 parking spaces per residence (even though 2000 census data indicates an average vehicle ownership rate of just 1.23 per household), as many as 5 spaces per 1,000 square feet for office, and as many as 10 spaces per 1,000 square feet for small restaurants. These requirements provide an abundance of parking that encourages driving for access, and impose a heavy financial constraint on new development since parking is expensive to build and requires a large land area that otherwise could be put to productive or salable use. To reduce the impact of automobiles being driven to and parked in the downtown, and to promote more affordable development, this Strategy recommends the following maximum parking requirements:

- **Office and retail** 2.0 parking spaces / 1,000 square feet; no parking required for projects with a total of less than 5,000 square feet of retail uses.
- **Residential** 1.5 parking spaces / dwelling unit; reduced to 1.0 parking space / dwelling

Downtown parking structure integrated into retail building design. (Walnut Creek, CA)

The Strategy seeks to reconnect the street grid wherever possible and includes measures to facilitate easy, convenient and enjoyable pedestrian circulation throughout the downtown.

unit for sites adjacent to the BART station and east to Carpentier Street.

Reducing parking demand involves several factors. Limiting supply in new development and emphasizing a pedestrian-oriented downtown environment reduces the expectation of easy parking. Enacting Transportation Demand Management practices (as described below) creates incentives to use other means of access for travel to and from downtown, resulting in fewer cars needing parking. Strategic pricing of parking further reduces demand by creating economic incentives to not park.

Despite reducing demand, parking spaces will continue to be needed in downtown San Leandro. Merchants and other businesses, residents, and even BART rely on some amount of automobile access. However, a pedestrian-oriented environment should not be dominated by parking lots and the vehicles circulating in and out of them. To accommodate a reasonable amount of parking, municipal and/or private parking structures should be developed over time to serve as reservoirs of parking. These should be located within one or two blocks of key destinations, such as Washington Plaza shopping center, Pelton Center, Civic Center or the BART station. Additionally, large areas of surface parking, such as at the BART station, should be made available during off-peak periods (such as nights and weekends) for downtown use. As parking reservoirs are constructed, existing surface parking can be developed with new mixed-use projects. In addition to structured parking, the existing on-street parking supply should be increased by redesigning parking configurations, such as introducing additional angled parking where possible.

Traffic Reduction

Although parking supply and demand will be reduced by these policies, new development will result in increased vehicular traffic. To ensure that traffic does not overwhelm the downtown and counteract the many benefits of TOD, traffic reduction policies also will be enacted. The majority of these are encompassed by requirements known as Transportation Demand Management (TDM) policies. TDM includes a wide range of potential actions, including subsidization of transit passes for employees and residents, vanpool and carpool organization and subsidization, shuttle services, tele-commuting and flexible work hours, shared parking arrangements, and more. The goal of these TDM policies is to reduce the use of automobiles in downtown San Leandro in favor of other means of transportation. The nature of TOD itself – mixing uses in a compact, walkable environment – enhances this goal by transforming downtown San Leandro into a place that minimizes the need to drive. TDM adds to this with policies that ensure that access in and out of downtown can be as car-free as possible.

Design Guidelines

The majority of the Strategy involves recommendations for broad, area-wide framework improvements and changes that emphasize development of the public environment, for example: enhanced circulation options and development policies that prioritize pedestrians, bicycles and transit rather than automobiles. Design Guidelines give physical form to these requirements and highlight the character of the most prominent public space in the downtown, the streets. The Guidelines give direction to those elements of new development that most affect the streets, including streetscape design as well as the way buildings are placed and articulated to improve the pedestrian environment. The goal of these Guidelines is to create streets and sidewalks that are interesting, attractive, safe and successful.

One particular design guideline involves building height. Building height recommendations are associated with land use categories. Although existing zoning policy allows heights up to 75 feet in the Commercial Downtown district (the retail core around East 14th Street and Washington Plaza shopping center), there are no buildings that meet that height. In general, currently allowable heights in most of the study area are 50′ and less. Successful TOD in San Leandro will require buildings with a sufficient number of rental or for-sale units to be cost effective, and achieving this requires increased height limits. In most parts of the study area, recommended height limits are set at 50 feet and above. This corresponds with a four to five story residential building, or a four story mixed-use building with ground floor retail. In part of the area bound by the UPRR and BART rail lines, where there is no adjacency to nearby sensitive uses such as single-family residential neighborhoods and where high density development in direct proximity to the BART station is most appropriate, height limits have been eliminated in favor of discretionary review during the project approval process.

Implementation

Achieving the Strategy's goals requires a variety of actions to effect changes to city policy and practice. These actions include:

- Ensuring that the Strategy becomes city policy, following its recommendations and promoting its benefits with land owners, developers and city staff;
- Modifying the General Plan to reflect the recommendations of this document;
- Modifying the current Zoning Code to allow higher densities and heights, and lower parking requirements, and to promote mixed-use development;
- Establishing policies to manage parking and encourage non-automobile transportation practices;
- Attracting retailers, companies and mixed-use developers to the city with financial incentives, permitting and development assistance in accordance with those allowed by California Redevelopment Law;
- Enforcing current inclusionary housing policies to encourage development of workforce and affordable housing as a critical component of new downtown residential use;
- Promoting responsible construction and use practices with specific, focused green building standards.

Residential use is the best land use to support increased transit ridership and enhanced downtown retail.

How to Use this Document

Once adopted by the City Council, the Downtown San Leandro TOD Strategy will serve as a guide to development of both public and private projects in the downtown area. Most public projects will involve work in the public right-of-way, such as streetscape and circulation improvements. Private projects, and some public projects, will involve the development of parcels. For any of these project types, this Strategy document will guide the developer (public or private) to the kind of TOD development determined by the community to be appropriate for San Leandro. The document can be used in the following different ways:

- **General Public** For those interested in learning more about TOD, what it means for San Leandro, how the Strategy was created through a community-based process, and an overview of its fundamentals, this introductory chapter, *The Strategy*, will serve as a guide to understanding what kind of improvements are likely to occur in the downtown over the next 20 to 30 years.
- **Land Owners and Developers** For those who are interested in developing specific properties, this document should be studied in depth for guidance to the allowable and expected kinds of development for the parcels in question. The Land Use chapter provides information on allowed and encouraged land uses and building heights. The Circulation and Parking chapter is relevant mostly to public improvements, although critical information about maximum parking requirements and provision for bicycle and Transit Demand Management practices are applicable to private sector developers. The Development and Implementation Guidelines chapter provides detailed design guidance for all projects as well as area-specific requirements. To determine the Strategy requirements for a particular parcel, locate the parcel on the following Framework diagrams, then refer to their specific requirements and recommendations:
  - o Land Use;
  - o Special Policy Areas;
  - o Building Heights;
  - o Street Type;
  - o Bicycle Circulation.

- **Elected Officials and City Staff** For those responsible for guiding land owners in development decisions and applications, the document should be studied in depth. In addition to the information that is pertinent to individual parcel development, decision makers must also be aware of the Strategy's recommendations for public improvements and area-wide policies. Additionally, the Implementation Matrix contained in the Development and Implementation Guidelines chapter provides a detailed list of actions necessary to ensure that the Strategy becomes an enforceable element of city policy.

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Over the course of fifteen months and three Community Meetings, over 250 San Leandro residents participated in the development of this Strategy. In addition to the invaluable participation of the community, the following elected officials, appointed committee members, technical advisors, city staff and consultants were instrumental in preparing this document.

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The priority of this Strategy is to make all streets not only accessible to pedestrians, but enjoyable environments that encourage walking and make it the preferred means of getting around in the downtown.

"Maintain existing historic buildings. Retail needs to include small, local businesses. Retail at bottom of offices and residential so you don't have to walk past blocks of non-retail to reach other retail. The street should be interesting for pedestrians."

- noted by a participant of the third Community Meeting, 17 March 2007

2 | Land Use

During the analysis phase of this Strategy, existing development patterns in the Study Area were examined. Two primary components of these patterns are land use and development intensity, or the relative size and scale of buildings in a neighborhood or area. The analysis resulted in the designation of the Opportunity Sites as described in The Strategy above, and the recognition that the following three distinct districts, requiring three distinct approaches to development, can be identified:

- **Residential Neighborhood Districts** The areas surrounding the downtown core are predominantly single-family residential neighborhoods. In general, the quality of these neighborhoods is high and the use is stable. This district designation is similar in intent to the General Plan's "Residential Neighborhoods" description. The General Plan encourages respect for existing scale and character and notes that new infill opportunities are limited in these districts. This study recommends that no major development interventions be considered in these areas.
- **Multi-Use, Infill Opportunity Districts** Immediately adjacent to downtown and BART are areas containing a mix of residential, retail, commercial and public uses, often on single parcels or aggregations of two to four parcels. These areas contain a large number of single-family and duplex dwelling units, but are not dominated by any one building type or use. They also contain many designated historic and architecturally significant structures. These are attractive mixed-use, downtown neighborhoods that are becoming increasingly popular. This plan recommends general conservation of these areas with infill development that is sensitive to the scale of the existing neighborhood fabric and adjacent uses. It is not envisioned that significant increases in absolute quantities of residential or commercial square footage would occur in these districts.
- **Primary Development Opportunity Districts** There are two zones where intensified development is appropriate. These areas contain the majority of the identified opportunity sites and adjacent underutilized parcels. The downtown area, although developed, contains a number of sites where additional mixed-use development will strengthen the city's core and support transit usage. West of downtown, large areas of

underutilized or vacant parcels provide opportunities for new development with direct proximity to BART. These parcels are particularly suited to higher densities, while downtown development should be sensitive to existing scale.

The Land Use categories recommended by this Strategy are sensitive to this existing context, taking advantage of opportunities for increased intensities of density, usage and height where appropriate, and establishing a “hands off” approach where preservation of current conditions is warranted.

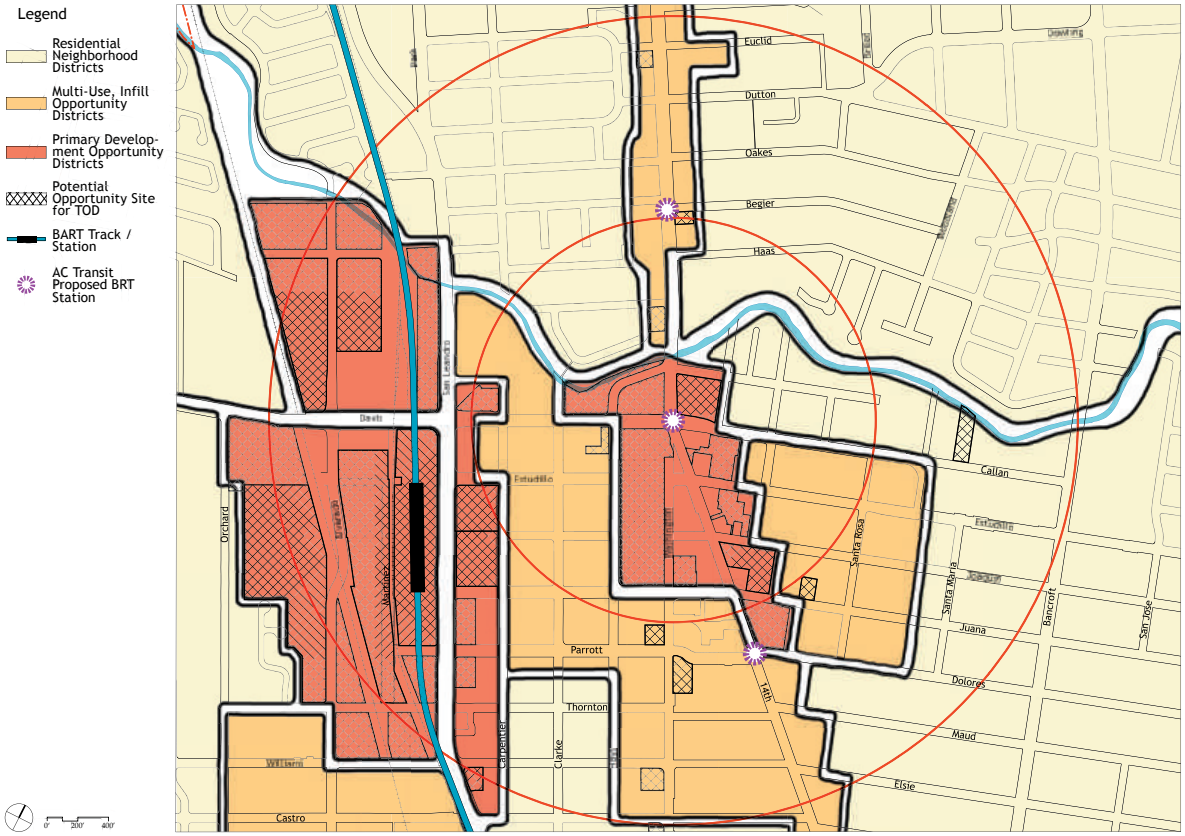


Figure 5: Downtown Districts

Residential Conservation District - Single-family residential neighborhood at Chumalia Street and Cecelia Court.

Primary Development Opportunity District - Large areas of surface parking and vacant or underutilized buildings at the crossroads of downtown San Leandro. (Davis and East 14th Streets)

Mixed-Income and Workforce Housing

The primary land use of most of the Land Use categories, and an integral part of all of the categories, is residential. As noted previously, residential land use is one of the most effective tools for increasing transit ridership for BART and AC Transit and attracting new retail and entertainment uses to downtown San Leandro. It is important to recognize, however, that residential development must not favor only those who are able to afford market rate rental or for-sale housing. A critical component of housing development is the inclusion of a mixture of housing units to accommodate a wide range of household incomes and needs, consistent with the goals of the City's Housing Element. A variety of lower-income and workforce housing types should be provided, including ownership and rental housing, senior housing and units for larger families. The following Mixed-Income and Workforce Housing Policies should be implemented as part of this Strategy:

1. Any low-income units displaced by new development should be replaced within the project or on another site within the TOD area.
2. Much of the TOD area is within a redevelopment area; compliance with the replacement housing requirements as specified by California Redevelopment Law is required.
3. All development in the TOD area will be required to comply with the City's Inclusionary Zoning Ordinance. Any low-income housing units replaced due to displacement by development would be in addition to the 15 percent requirement or an additional in-lieu fee will be required.
4. Allow flexibility for TOD developers to "pool," combine or transfer their required inclusionary units within the TOD area, as permitted by the City's Inclusionary Zoning Ordinance.
5. TOD development that includes condominium conversion will be required to pay the City's condominium conversion fee for converted units, and these funds should be used to assist TOD rental projects to the extent feasible.
6. Pursue other sources of funds to assist in the production of affordable housing, such as Housing Incentive Program (HIP) funds, workforce housing funds and Proposition 1C funds. Maximize leverage of City/Agency funds to obtain other affordable housing financing such as tax credits, Multi-Family Housing Program (MHP) and HUD.
7. Allow consideration of a further reduction in parking for low-income units, offset with transit passes or other measures to encourage transit use.
8. The City maintains an Affordable Housing Trust Fund which is primarily comprised of housing in-lieu fees and condominium conversion fees collected from private developers in accordance with existing City ordinances. Housing trust funds collected from developments located within the Downtown TOD Strategy area should be targeted to assist the production of affordable housing within the Strategy area.

Land Use Categories

Several new land use categories are recommended in order to achieve the goals of TOD in downtown San Leandro. These categories differ from existing Zoning Code land uses in the study area in the following significant ways:

- They allow for and encourage mixed-use development;
- They increase allowable residential densities;
- They increase allowable building height in most areas of the downtown;
- They allow for high density residential use adjacent to the BART station.

However, as noted above, there are districts within the downtown area in which land uses will not be subject to change. The Land Use Framework diagram (Figure 6) denotes these land uses as Residential Neighborhood and Public / Institutional. Residential Neighborhood contains mostly single-family residential dwellings with clusters of neighborhood commercial and distributed civic uses such as churches and schools. These areas are not considered to be targets for increased development. Any new development should proceed according to current policy and regulatory requirements. Public / Institutional areas in the downtown contain St. Leander's Church and School, the Main Library, Civic Center, the BART station and the historic Peralta House. These are stable land uses and are of significant value to the city, and are not considered likely to redevelop. In addition, several parcels near the BART station that have redevelopment potential are placed in this category, although their ultimate use may vary depending on market conditions (see Special Policy Areas, below, for a detailed description of these parcels).

The following land use categories are recommended by this Strategy. For all land use categories, see the Circulation and Parking section for parking requirements. The densities indicated for these land uses apply to parcels above 20,000 square feet. For all parcels below this size, density limits under current Zoning Code apply unless a Conditional Use Permit is granted.

Multi-Use Infill

Context

These areas are located on the periphery of the downtown core. They contain a mix of uses and scales, although in most cases parcels are occupied by single uses rather than mixed-use projects. Commercial uses are dominant, but often exist side-by-side with low- to medium-density residential. These commercial uses typically provide support services for downtown retail and adjacent residential neighborhoods.

Policy Objectives

- Sensitivity of use and scale to existing adjacent uses, especially where adjacent to Residential districts.
- Mixed-use development is allowed and encouraged, but is not required - single-use projects are allowed in this district.
- Ground floor retail encouraged on East 14th Street north of San Leandro Creek and on Washington Avenue south of Thornton Street.
- Minimum residential density: 20 du / acre.
- Maximum residential density: 40 du / acre.
- Maximum commercial FAR: 1.0.
- Maximum building height: 50'.
- Minimum building height along East 14th Street: 24' or two stories.
- Building setback to be consistent with the prevailing setback condition on each block.

TOD-Transition Mixed-Use

Context

The TOD-Transition Mixed-Use areas consist of multiple uses and a mix of scales. Although predominantly residential, small bungalow houses (in use as residential or commercial), multi-family apartments, professional office buildings, historical structures, and civic buildings such as schools and churches exist side by side. These areas are immediately adjacent to the retail core, and with the mix of uses can be considered as downtown neighborhoods.

Policy Objectives

- Infill development that respects the scale and fabric of the neighborhood while allowing higher residential densities than existing.
- Mixed-use residential: office and ground floor retail allowed in mixed-use development.

- Minimum density: 20 du / acre.
- Maximum density: 60 du / acre.
- Maximum building height: 50′.
- Building setback to be consistent with prevailing setback condition on each block.

TOD-Residential Mixed-Use

Context

These areas occupy parcels located near transit facilities or where context sensitivity to increased height and density is not significant (e.g., along arterial streets or in areas bounded by or adjacent to rail lines). Existing conditions in these areas include underutilized commercial, vacant land, retail and various densities of residential. Increased density in these areas is intended to support transit ridership and create urban residential neighborhoods. Residential building design must include measures to mitigate noise impacts for development near the BART and UPRR tracks.

Policy Objectives

- Mixed-use residential. Residential use required. Limited ground floor retail and office allowed in mixed-use development (quantities to be determined during Zoning review).
- Minimum residential density: 60 du / acre.
- Maximum residential density: 100 du / acre.
- Maximum building height: 60′ or 75′ (See Figure 8: Building Height Framework). Scale transition required where adjacent to existing residential areas. See SP7 and SP8 below for conditional use height increase.

TOD-BART Area Mixed-Use

Context

These areas have immediate adjacency to the BART station and present an opportunity to maximize the transit ridership potential of residential land use by developing at high density on parcels having minimal impact on neighboring parcels. Existing uses include vacant land and warehousing buildings, while adjacent uses include the BART station, office uses and Thrasher Park. The UPRR main line divides the area and presents significant access constraints, especially to the western half of the area. Residential building design must include measures to mitigate noise impacts for development near the BART and UPRR tracks.

Policy Objectives

- Mixed-use residential. Residential use required. Limited ground floor retail and office allowed in mixed-use development (quantities to be determined during Zoning review).
- Neighborhood- and downtown-serving retail (e.g., grocery store) allowed subject to review.
- Minimum residential density: 80 du / acre.
- Maximum residential density: no limit, subject to review.
- Maximum building height: no limit.
- Special residential parking ratio based on adjacency to transit: 1.0 space/dwelling unit (maximum).

Office Mixed-Use

Context

The vicinity of Davis Street at San Leandro Boulevard provides an opportunity to cluster office uses that will benefit from good access and visibility from these two arterials streets, as well as access from the nearby BART station. Several office uses already occupy this area, including the successful Creekside Plaza office campus. Most of the parcels in this area allow for large footprint office buildings, which are required to attract Class A office development and larger tenants. However, some smaller parcels will require assembly and redevelopment in order to achieve larger footprint buildings. In order to produce appropriate building size and configuration on these smaller parcels, off-site and shared parking should be encouraged. Residential building design must include measures to mitigate noise impacts for development near the BART and UPRR tracks.

Policy Objectives

- Minimum two levels of office or service retail on parcels fronting Davis Street. Office use encouraged on parcels fronting San Leandro Boulevard.
- Residential use allowed, including above office and retail uses.
- Service retail allowed in mixed-use development (quantities to be determined during Zoning review).
- Minimum FAR: 1.0.
- Minimum residential density: 60 du / acre.

Table 1: Land Use Matrix

	Land Use Category	Existing Zoning Districts (Max. Height)	Primary Land Uses Allowed	Downtown San Leandro TOD Strategy			
				Maximum Height	Maximum Density	Minimum Density	Notes
				For parcels above 20,000 s.f.			
1	**Residential Neighborhood**	Follow Current Policy	Follow Current Policy	Follow Current Policy	Follow Current Policy	Follow Current Policy	
2	**Public / Institutional**	Follow Current Policy	Follow Current Policy	Follow Current Policy	Follow Current Policy	Follow Current Policy	
3	**Multi-Use Infill**	• CC (50') • CN (30') • IL (35') • IP (35') • NA-1 (30') • NA-2 (30') • P (30') • RD (30') • RM-1800 (50') • RM-2500 (45') • RS (30')	Residential, Retail, Office	50'	40 du/ acre (res'l) 1.0 FAR (office)	20 du/ acre	Single-use and mixed-use development allowed. Ground floor retail encouraged on East 14th Street and Washington Avenue. Coordinate requirements of NA1 and NA2 districts as necessary.
4	**TOD-Transition Mixed-Use**	• CD (75') • P (30') • RD (30') • RM-1800 (50')	Residential Required; Retail & Office allowed	50'	60 du/ acre	20 du/ acre	
5	**TOD-Residential Mixed-Use**	• CC (50') • CD (75') • IP (35') • P (30') • PS (n/a) • RD (30') • RM-1800 (50') • RM-3000 (40')	Residential Required; Limited Retail & Office allowed	60' or 75' (See Figure 8)	100 du/ acre	60 du/ acre	
6	**TOD-BART Area Mixed-Use**	• IP (35')	Residential Required; Limited Retail & Office allowed	No Limit	No Limit	80 du/ acre	
7	**Office MIxed-Use**	• CC (50') • IL (35') • IP (35') • P (30') • PS (n/a) • RM-1800 (50')	Office, Residential, Retail	75'	No Limit	60 du/ acre (res 1.0 FAR (comm)	Office required fronting Davis Street, encouraged fronting San Leandro Boulevard. Service retail allowed in mixed-use projects.
8	**Retail Mixed-Use**	• CC (50') • CD (75') • P (30')	Retail, Residential, Office	75' 24' minimum (East 14th Street)	75 du/ acre (res) 2.0 FAR (office) 1.0 FAR (retail)	35 du/ acre (res) 1.0 FAR (retail, where required)	Ground floor retail required on East 14th Street and Washington Avenue, encouraged elsewhere with possible density bonus. Ground floor office on East 14th Street limited to 15% of block frontage. Coordinate requirements with *East 14th Street South Area Development Strategy* as necessary.

Figure 6: Land Use Framework

- Maximum residential density: no limit, subject to review.
- Maximum building height: 75′. Scale transition required where adjacent to existing Residential areas. Heights above 75′ subject to review.

Retail Mixed-Use

Context

The Retail Mixed-Use district occupies the downtown retail core area, centered on East 14th Street between Davis Street and Castro Street. It intersects with the mixed-use Southern Downtown District established by the *East 14th Street South Area Development Strategy,* and abuts the mixed-use *North Area Specific Plan* areas of East 14th Street north of San Leandro Creek. The predominant existing uses are retail, with several parcels occupied by office uses. The area extends westward to the Washington Avenue corridor where some retail use currently exists, and intersects with the SP2 area of Washington Plaza shopping center (see below).

Policy Objectives

- Ground floor retail required on parcels fronting East 14th Street and Washington Avenue. Ground floor retail encouraged on other parcels.
- Residential use allowed in mixed-use development. Single-use residential buildings allowed on parcels not fronting the East 14th and Washington corridors.
- Ground floor office limited to 15% of block frontage facing East 14th Street. Office allowed on upper floors. Single-use office buildings allowed on parcels not fronting East 14th Street or Washington Avenue.
- Minimum residential density: 35 du / acre.
- Maximum residential density: 75 du / acre.
- Maximum office FAR: 2.0.
- Minimum retail FAR: 0.2, where retail is required.
- Maximum retail FAR: 1.0.
- Minimum building height along East 14th Street: 24′ or two stories.
- Maximum building height: 75′.

Potential Development Capacity

If all of the Opportunity Sites, as well as a reasonable percentage of other parcels in the downtown study area, were to develop according to the provisions of these Land Use categories, potential new development over a 20 to 30 year time frame could result in the additional housing units and commercial square footage that follows. However, since the timing, program, financial performance goals and other development considerations are not known for any parcel, these figures should be considered solely as estimates of potential development capacity.

- **Residential** 3,430 dwelling units (2,400 near BART);
- **Retail** 120,800 square feet (92,000 s.f. downtown);
- **Office** 718,200 square feet (mostly in the Davis Street / San Leandro Boulevard vicinity).

An assessment of market conditions for future development was conducted during the analysis phase of the Strategy. Anticipated demand for new development was based on projections made by the Association of Bay Area Governments (ABAG) in its analysis of the likely locations for accommodating population growth in the Bay Area region. This market assessment concluded that the following quantities of development could be supported in the study area by 2020:

- Residential: up to 2,300 units;
- Retail: up to 71,000 square feet;
- Office: up to 600,000 square feet.

The expected development potential in the study area exceeds these assessment quantities. This occurs due to differing assumptions about the likely location of new residential development and the reallocation of land use in the downtown area. Differing from ABAG's assumptions, the Strategy assumes that the majority of residential development will occur in the downtown area and will do so beyond the 2020 ABAG time horizon, and to facilitate this, certain commercial and industrial parcels are changed to residential mixed-use. The Strategy also assumes that development conditions will improve over time:

- New residential development and associated public improvements over the years can make downtown San Leandro increasingly attractive for future investments;
- Recent market, demographic, and development trends affirm a growing attraction to urban living in proximity to convenient transit;
- Rising gas prices and regional traffic congestion will make San Leandro's central Bay Area location a stronger residential market.

Special Policy Areas

In several areas, parcels or blocks have been identified as Special Policy Areas where flexibility is needed to allow for policies that may result in varying development scenarios (Figure 7). These areas are described below.

SP1 - Downtown South Gateway

Context

- 1.7-acre area.
- Existing land use: vacant former Albertsons store with surface parking.
- Adjacent existing land uses:
  - North, south and west along East 14th Street: small-scale retail and restaurants, some with office above.
  - East: 2-3 story mixed-use (residential over office) and office directly adjacent with mixed density and single-family residential beyond.
- Narrow sidewalks on fronting streets.
- 325 linear feet of direct frontage on East 14th Street.

Transit Access

- AC transit route 82 directly adjacent.
- Proposed AC Transit BRT station directly adjacent.
- 2,300 feet from BART station entrance.

Issues and Opportunities

This site is located four blocks from the perceived center of downtown, the intersection of Davis and East 14th Streets. This four block stretch of East 14th Street encompasses the retail core of downtown San Leandro. Like elements of SP2 and SP3 (see below), this site could serve as a gateway to downtown with an emphasis on uses and design that indicate a transition from a more intense downtown retail to less intensive retail corridor to the south. The location of a future BRT station along the East 14th Street frontage strengthens the potential of this site for a highly visible and accessible retail environment, and provides an opportunity for residential use that can take advantage of transit proximity. Maximum allowable height fronting East 14th Street of 75 feet (consistent with current downtown policy) could be achieved on this site, with scale transition to immediately adjacent uses to the east desirable.

Objectives for SP1

Development requirements for this site are described under the Retail Mixed-Use description above, with the following exceptions:

- Residential use is required on upper floors and fronting Juana and Dolores Avenues.
- Building setback: approximately 7 feet from existing property line along East 14th Street to create minimum 15′ wide sidewalk pedestrian zone.
- Additional 10′ setback at proposed BRT station to allow for space for transit-related facilities and patron waiting areas.

SP2 - Washington Plaza Shopping Center and San Leandro Plaza

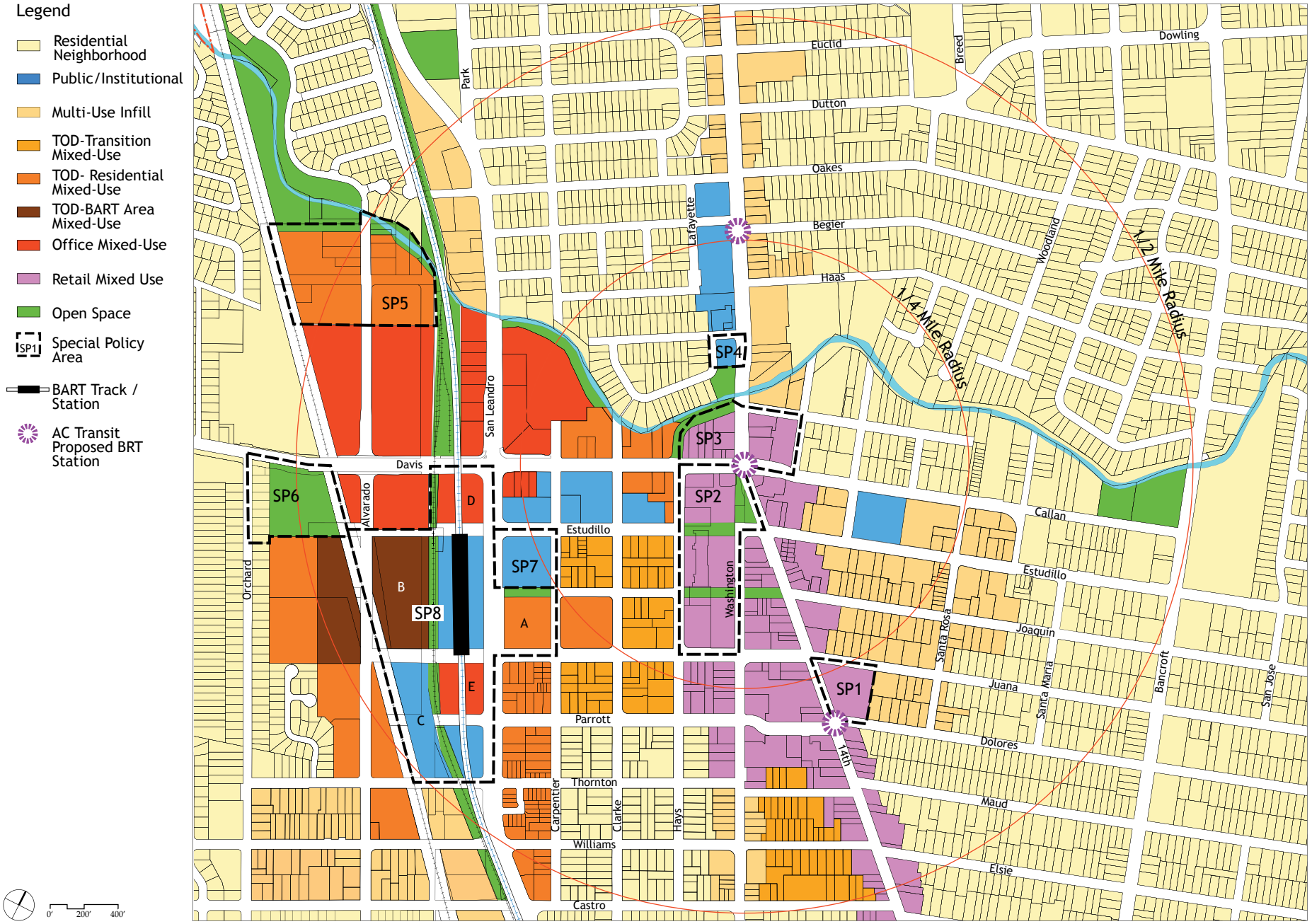
Context

- 7.5-acre area.
- Existing land use: Washington Plaza

SP1 currently is vacant, and previously held an auto-oriented use not appropriate to a TOD environment.

A massing study of the SP1 site illustrating a four-story building with ground floor retail, upper floor residential, and a plaza adjacent to the proposed BRT station at East 14th Street and Dolores.

Figure 7: Special Policy Areas



Shopping Center, surface parking, landscaped transit plaza.

- Adjacent existing land uses:
  - North (across Davis Street): vacant commercial buildings, surface parking and commercial (proposed SP3 area).
  - East: small-scale retail and restaurants, some with office above.
  - South and West: mixed-use small scale single- and multi-family residential, retail, service and institutional uses.
- Narrow sidewalks.
- Frontage on Davis, East 14th and Hays Streets, Washington and West Juana Avenues.
- Newly improved pedestrian access from West Estudillo Avenue.

Transit Access

- AC transit routes 55, 80, 82 & 85 stop directly adjacent.
- Proposed AC Transit BRT station directly adjacent at East 14th Street south of Davis Street.
- 1,700 feet from BART station entrance.

Issues and Opportunities

The shopping center occupies a site historically consisting of three city blocks. With the exception of the pedestrian connection to West Estudillo Avenue, this project interrupts the street grid and east-west connections. It also presents a suburban image of a large, open parking lot at the center of downtown San Leandro. The site offers an opportunity for redevelopment that knits the grid back together and replaces surface parking and strip commercial with mixed-use development. As the historic location of San Leandro Plaza (a triangular site bounded by East 14th Street and Washington and West Estudillo Avenues), the area also can reintroduce a much-desired civic gathering space in the city center.

Objectives for SP2

Development requirements for this site are described under the Retail Mixed-Use description above, with the following exceptions:

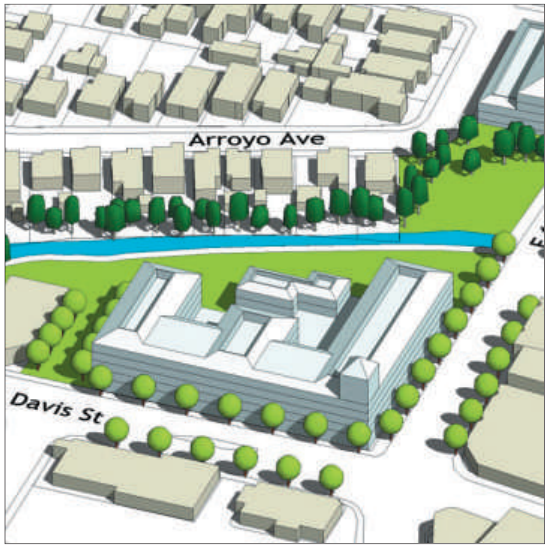
- Intensification of site development through relocation of surface parking to parking structures (see Circulation and Parking section, below) and redevelopment of existing buildings and parking lots.
- Ground floor retail required, with upper floor residential desired.
- Office uses allowed in mixed-use development.
- Reestablish West Joaquin Avenue between Hays Street and Washington Avenue as a pedestrian paseo.
- Preferred location for 1.0 - 1.5-acre public open space (City Square) in north block of site bounded by Davis, East 14th and Hays Streets and the West Estudillo Avenue paseo.

SP3 - Town Hall Square and Vicinity

Context

- 3.7-acre area, excluding East 14th Street right-of-way.
- Existing land use: vacant and occupied office buildings, Chevron gasoline station,

SP3 includes land uses not appropriate to long-term development of a TOD.



A massing study of the west side of SP3 illustrates a four- to five-story mixed-use building and a creekside open space connecting with Root Park occupying the Hays Street right-of-way.

surface parking, Longs drugstore with adjacent surface parking (city-owned), and Portuguese Hall.

- Adjacent existing land uses:
  - North: San Leandro Creek. Single- and multi-family residential north of Creek, Root Park and Civic Center.
  - South: Washington Plaza shopping center (proposed SP2 area), office, retail, Estudillo/Callan parking structure.
  - West: auto-oriented retail strip center with small-scale retail and restaurants, and office.
  - East: single- and multi-family residential.
- Narrow sidewalks along Davis and East 14th Streets and Callan Avenue.
- 275 linear feet of direct frontage on East 14th Street (each block).
- 150 linear feet of direct frontage on Davis Street (each block).
- Predominant surrounding building heights: Varies including one story (residential and retail), 2-3 stories (retail/office), up to four stories (multi-family residential).

Transit Access

- AC transit route 55, 80, 82, 85 stop directly adjacent to or within 150 feet.
- Proposed AC Transit BRT station within 150 feet at East 14th Street south of Davis Street.
- Approximately 2,300 feet from BART station entrance.

Issues and Opportunities

These sites currently do not promote a sense of arrival or place for downtown. The western site area is dominated by vacant buildings, surface parking and a gas station, while the eastern site largely turns its back to the intersection by placing the front doors to the Longs building adjacent to a parking lot. These sites could be developed in a manner that addresses the two main streets and creates a sense of place and gateway to downtown. With closure of the adjacent segment of Hays Street, the western part of the site could be integrated with a creek side open space that brings retail or restaurant uses to a creek side setting and helps integrate the Civic Center area with downtown.

Objectives for SP3

Development requirements for this site are described under the Retail Mixed-Use description above, with the following exceptions:

- Closure of Hays Street between East 14th and Davis Streets.
- Residential use required on upper floors.
- Ground floor retail encouraged along Davis Street and Callan Avenue.
- Minimum building height: 24' or two stories.
- Building setback: approximately 12 feet from existing property line along west side of East 14th Street to align with Civic Center and create minimum 25' wide sidewalk / pedestrian amenity zone.
- Hays Street alignment to be used as pedestrian open space connector.
- Alternative location for 1.0 - 1.5-acre public open space (City Square) adjacent to San Leandro Creek with direct visibility from Davis and East 14th Streets.

SP4 Toler Parking Lot

Context

- 0.4-acre area.
- Existing land use: surface parking (City-owned); 50 spaces.
- Adjacent existing land uses:
  - North: California Conservatory Theatre and Civic Center.
  - South: Root Park, San Leandro Creek and proposed SP3 area.
  - West: single-family residential.
  - East: multi-family residential, office and retail/restaurant.
- Wide sidewalks along East 14th Street.
- 120 linear feet of direct frontage on East 14th Street.
- Predominant surrounding building heights: one story (single-family residential), one to three stories across East 14th Street (senior housing and commercial).

Transit Access

- AC transit route 82 stop within 150 feet.
- Proposed AC Transit BRT station at East 14th Street south of Davis Street approximately 900 feet away.
- Proposed AC Transit BRT station at Begier Avenue and East 14th Street approximately 700 feet away.
- Approximately 3,000 feet from BART station entrance.

Issues and Opportunities

This area is a parking lot that currently serves the California Conservatory Theatre and the Civic Center. It is strategically located between Root Park and the Civic Center thereby contributing to a sense of separation of the Civic Center from the downtown. Reuse of the site could strengthen the linkage between the Civic Center and the downtown. Two potential reuse alternatives include:

- Public open space, expanding Root Park to the edge of Civic Center.
- Medium density residential.
- In either case, if the area is converted to another use, replacement parking will be required. Potential opportunities for replacement parking include:
  - Parking deck over the Civic Center north parking area.
  - Underutilized sites along the east side of East 14th Street in the vicinity of the Civic Center that could be a new public parking structure with ground floor retail and / or residential uses on upper levels.

Objectives for SP4

- Re-use site to create linkage between Civic Center and downtown.
- If developed, refer to the following policy guidelines:
  - Mixed-use residential facing East 14th Street.
  - Target residential density: 45 du / acre (35 du / acre if ground floor retail included).
  - Ground floor retail encouraged (but not required) along East 14th Street.
  - Office uses allowed as a component of a mixed-use development.
  - Maximum office FAR: 1.0.
  - Maximum building height: 50′ (existing adjacent zoning limits height to 30′).
  - Building setback: 15′ from existing property line along East 14th Street to align with Civic Center setback and create minimum 25′ wide sidewalk / pedestrian amenity zone.
- Alternative location for 0.4-acre public open space.
- If re-used, provide replacement parking in close proximity.

SP5 North Alvarado Sites

Context

- 10.4-acre area.
- Existing land use: large areas of open land and underutilized paved area, Alameda County Fire Department training tower and facilities, vacant buildings and single-family residential.
- Adjacent existing land uses:
  - North: San Leandro Creek, Cherrywood residential area, and Cherrywood Park.
  - South: auto dealership, parking and proposed future Office Mixed-Use zone.
  - West: UPRR main line and low density residential beyond.
  - East: BART elevated line and old Western Pacific rail line (semi-active).
- 600 linear feet of street frontage on Alvarado Street (each side).
- Predominant surrounding building heights: one to two stories (residential and commercial).

Transit Access

- AC transit route 55 stop within 800 feet on Davis Street.
- Proposed AC Transit BRT station at East 14th Street south of Davis Street, approximately 3,500 feet away (walking route).
- Proposed AC Transit BRT station at Begier Avenue and East 14th Street approximately 2,500 feet away (walking route, assumes pedestrian access to San Leandro Boulevard near San Leandro Creek).
- Approximately 2,300 feet from BART station entrance.

Issues and Opportunities

Generally, this area can be described as a large, underutilized site in a prime location well-suited for re-use. It has good access to BART and has frontage along San Leandro Creek as a potential open space amenity. Constraints on the area include limited accessibility (Alvarado Street is currently the only street serving the area), potential noise impacts from the UPRR main line and BART, and concerns from residents of the adjacent Cherrywood residential area north of San Leandro Creek.

The area is well suited for two potential re-use alternatives including:

- Major public open space. The area is large

enough to provide active recreational open space, including athletic fields and courts. It is larger than Thrasher Park and, therefore, could provide a replacement location for the uses currently in that location as well as additional facilities, if Thrasher Park were to be re-used (see SP6 area below). If developed in conjunction with new residential uses, SP5 is in many respects a more desirable location for public open space use: it is not located on a major arterial that adds development value and pressure to the site, and it has adjacency to San Leandro Creek and nearby residential neighborhoods. Improved access would be desirable, potentially a connection to San Leandro Boulevard.

- Residential, at up to 100 dwelling units per acre. This residential would provide a transitional use between the proposed Office Mixed-Use area to the south and the Cherrywood residential area to the north, and would provide associated creekside park space with daily users and regular surveillance.

Objectives for SP5

Development requirements for this site are described under the TOD-Residential Mixed-Use description above, with the following exceptions:

- Re-use site to capitalize on close-in underutilized land.
- Provide improvements that will be beneficial to the general downtown area and meet stated community needs (residential or open space).
- Possible relocation site for Thrasher Park or additional recreational public open space.
- If developed, refer to the following policy guidelines:
  - Maximum building height: 75 feet.
  - Reduced building scale and height adjacent to the Cherrywood residential area.
  - Building setback: 150 feet from San Leandro Creek to allow for linear park connection.
  - Provide sound protection from adjacent UPRR and BART.
- In either alternative, provide improved access adequate for selected use(s).

SP6 Thrasher Park

Context

- 4.5-acre area.
- Existing land use: 4.0-acre active recreational park and approximately 50-car parking lot.
- Adjacent existing land uses:
  - North (across Davis Street): Gateway Apartments, medium density residential community.
  - South: San Leandro Business Park warehousing and light industrial (proposed TOD-Residential Mixed-Use and TOD-BART Area Mixed-Use zones) and Orchard Street single-family residential.
  - East: UPRR main line and low-rise (one and three story) office beyond.
  - West: low-rise office along Davis Street; single-family detached residential along Orchard Street.
- 425 linear feet of street frontage on Davis Street and 490 feet of frontage on Orchard Street.
- Predominant surrounding building heights: one to three story residential and office.

Transit Access

- AC transit route 55 stop directly adjacent on Davis Street.
- Proposed AC Transit BRT station at East 14th Street south of Davis Street approximately 2,700 feet away (walking route).
- Approximately 1,200 feet from BART station entrance, assuming new railroad crossing; 1,500 feet without railroad crossing.

Issues and Opportunities

This area is the existing Thrasher Park, an open space containing a lighted, regulation softball field, skate park, playground and railway society building. The park has good vehicular access and is highly visible from its bordering streets. Accessibility is good for pedestrians and bicyclists from the south along Orchard Street. However, pedestrian and bicycle access to the park is difficult from the north, west and east due to heavy traffic on Davis Street and the UPRR main line. Therefore, from a site suitability perspective, the area is not ideal as a location for a park.

Alternatively, the site is well-suited as an office location. It has good vehicular access and visibility from Davis Street as well as close proximity to the BART station. Properly placed office buildings would provide a buffer

Table 2: Special Policy Area Matrix

Special Policy Area	Base Land Use	Development Objectives	Notes
SP1 Downtown South Gateway	Retail Mixed-Use	• Residential use required on upper floors. • Residential use should front Juana and Dolores Avenues as a ground floor use. • Building setback: approx. 7' from East 14th Street property line to create minimum 15' sidewalk. • Additional 10' minimum setback at proposed BRT station to create pedestrian plaza.	• This site could be a near-term opportunity for introducing TOD project types to downtown, and for providing BRT-oriented development. Its current vacant status provides an opportunity for development.
SP2 Washington Plaza Shopping Center & San Leandro Plaza	Retail Mixed-Use	• Redevelop and intensify use of site as mixed-use town center. • Relocate surface parking to structured parking facilities and redevelop surface parking. • Residential use encouraged on upper floors.	• Preferred location for 1.0 - 1.5 acre public open space in area bounded by Davis Street, East 14th Street, Hays Street, and West Estudillo paseo.
SP3 Town Hall Square & Vicinity	Retail Mixed-Use	• Close Hays Street between Davis and East 14th Streets to allow development of creekside park/open space, and promote better site development options. • Residential use required on upper floors. • Ground floor retail encouraged facing Davis Street and Callan Avenue. • 24' minimum building height. • Building setback: approx. 12' from existing property line along west side of East 14th Street to align with Civic Center setback and create minimum 25' sidewalk.	• Alternate location for 1.0 - 1.5 acre public open space, with adjacency to San Leandro Creek. Provide direct visibility and access from Davis and East 14th Streets.
SP4 Toler Parking Lot	Public/ Institutional	• Relocate parking to allow site to serve as a link between Civic Center and downtown.	• Potential site for expansion of Root Park. • Potential site for residential or residential mixed-use development.
SP5 North Alvarado Sites	TOD-Residential Mixed-Use	• Develop with uses that will maximize benefit to the community (e.g., residential or open space). • Improve access to site: explore potential for access to/from San Leandro Boulevard. • Reduce scale and height of buildings adjacent to Cherrywood neighborhood and creek. • Set buildings back from San Leandro Creek a minimum of 150'.	• This site could be a large recreational open space, with potential to receive the functions of Thrasher Park if it is redeveloped with other uses (see SP6 below).
SP6 Thrasher Park	Open Space	• Potential development site for office and/or residential use due to high visibility from Davis Street. • Development must be sensitive in scale and use to adjacent Orchard Street residential.	• Current park use is popular with city residents, but non-vehicular access is limited. Alternative park sites may provide equivalent or better facilities and greater accessibility.
SP7 St. Leander's School	TOD-Residential Mixed-Use	• Site should remain in open space / recreational / educational use.	• This site could be developed as a shared private/public recreational open space, serving the needs of both St. Leander's School and the community, with shared responsibilities for maintenance, management, security, programming, etc.

Table 2 Special Policy Area Matrix

Special Policy Area	Base Land Use	Development Objectives	Notes
SP8 **BART / Westlake Properties**		• Mixed-use residential / office with limited retail, master developer preferred with phased approach and consolidation of BART parking and shared parking, where feasible.	• These sites can be developed as an integrated set of TOD projects that take advantage of immediate proximity to BART. • To facilitate development on BART properties, the disposition of displaced BART parking must be determined.
Site A **BART East Parking Lot**	TOD-Residential Mixed-Use	• Reduce residential parking requirement to 1.0 space/dwelling unit (see Circulation and Parking for detailed parking information). • Reconfigure West Joaquin Avenue alignment as a public passageway, with provision for safe crossing of San Leandro Boulevard.	• Near-term development of this site could serve as a catalyst for further TOD projects.
Site B **BART / Westlake Parcels**	TOD-BART Area Mixed-Use	• Develop with high density residential mixed-use. • Pursue possible joint development with adjacent Kennedy parcel. • Allow for limited retail, if feasible.	• The City of San Leandro and BART should pursue efforts to acquire the Western Pacific railroad right-of-way to enhance development potential that incorporates and connects both Westlake and BART properties. • The existing Martinez Street right-of-way may be incorporated into development of this site area.
Site C **West Parrott Sites**	Public/ Institutional	• Develop as a shared parking facility for use by BART and adjacent development occupants. • Public right-of-way and private parcel acquisition and assembly required for adequate development capacity. • Allow for limited retail, if feasible. • Allow for other private development should BART replacement parking be accommodated elsewhere.	• This site has limited development potential due to its configuration and proximity to rail tracks on two sides.
Site D **North BART Parking Lot**	Office Mixed-Use	• Develop with office uses that complement the clustering of office use in the vicinity of Davis Street and San Leandro Boulevard. • Provide an opportunity for the “East Bay Greenway” to connect to the BART station through or at the edge of the site.	• Development must allow maintenance access to BART’s aerial track structure.
Site E **South BART Parking Lot**	Office Mixed-Use	• Develop with office uses that benefit from frontage on San Leandro Boulevard or high density residential, as provided for in the Office Mixed-Use land use district. • Provide an opportunity for the “East Bay Greenway” to connect to the BART station through or at the edge of the site.	• Development must allow maintenance access to BART’s aerial track structure.

between existing residential areas to the west and the UPRR line. Major retail facilities should not be located in this area to avoid competition with the downtown.

The park site should not be re-used for other purposes unless and until a site of equivalent or larger size is located and park improvements are completed. Area SP5 would be a potential location. SP5 is, in many respects, a more desirable location for public open space use, since it is not located on a major arterial that restricts bicycle and pedestrian access, and has adjacency to San Leandro Creek and surrounding neighborhoods.

Objectives for SP6

- Allow opportunity to re-use the site to capitalize on ideal commercial frontage.
- If developed, refer to the following policy guidelines:
  - Office and limited support retail only.
  - Maximum building height: 50'.
  - Reduce building scale and height adjacent to the Orchard Street residential neighborhood.

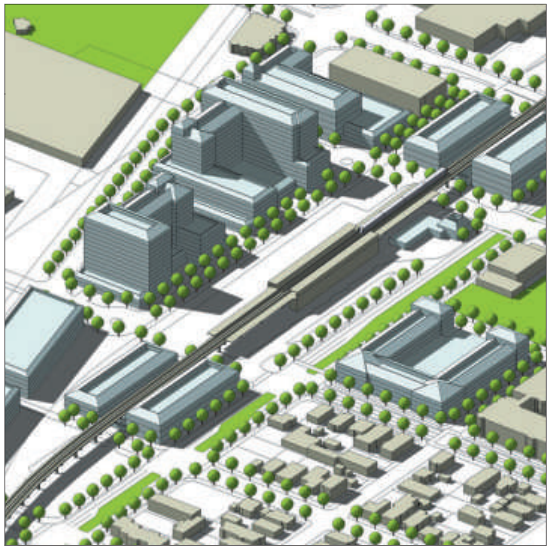
SP7 St. Leander's School Facilities

Context

- 1.9-acre site.
- Existing land use: paved playground / parking, one-story classrooms, one-story gymnasium.
- Adjacent existing land uses:
  - North (across West Estudillo Avenue): multi-use block, including gasoline station, single-family residential and St. Leander's Church and church parking.
  - South: BART parking lot. Proposed TOD-Residential Mixed-Use development (see SP8 below).
  - East: mixed small-scale single-family and multi-family residential neighborhood (proposed Multi-Use Infill district - see above).
  - West (across San Leandro Boulevard): BART station and AC Transit bus transfer station.
- Site has 280 linear feet of street frontage on West Estudillo Avenue and 300 feet of frontage on San Leandro Boulevard.
- Predominant surrounding building heights:
  - West (across San Leandro Boulevard): BART station roof (approximately four stories / 50 feet).
  - North and east: one to three stories (church).
  - South: no built structures (parking lot).

Transit Access

- AC transit bus transfer station for routes 50, 80, 81, 82, 84 and 85 directly adjacent to the west at BART station entrance across San Leandro Boulevard.
- Proposed AC Transit BRT station at East 14th Street south of Davis Street approximately 1,500 feet away (walking route).
- Possible alternative BRT station at BART station entrance approximately 200 feet to west.
- Approximately 200 feet from BART station entrance.



A massing study of the SP8 area illustrates four-story residential mixed-use development on the BART parking lot east of San Leandro Boulevard, mid-rise (14- to 15-story) residential mixed-use west of the BART station, and office or residential mixed-use spanning the BART tracks north and south of the BART station. Shared use parking structures for BART patrons and other area development are shown south of the mid-rise residential buildings west of the BART station.

Issues and Opportunities

This area is devoted primarily to school-related uses and is owned by St. Leander's School. While it is an ideal location for transit-oriented residential development, it currently provides a much needed school use. It is also well located to serve as a small-scale neighborhood open space.

To serve as both a school resource and a neighborhood amenity, St. Leander's School and the City should consider a public / private agreement to redesign the area and allow public use during non-school hours.

Objectives for SP7

- Site to remain in open space / recreational / educational use.
- Public / private agreement to allow shared use, including shared parking, during specified hours.
- Cost sharing agreement to provide for capital improvements, maintenance, management and security.
- If an agreement for shared use cannot be made and development is sought by the parcel owner, the requirements for this site are described under the TOD-Residential Mixed-Use description above, with the following exception:
    - Due to proximity to BART and AC Transit facilities, residential parking should be provided at a maximum of 1.0 sp/du. No parking required for retail use.

SP8 BART / Westlake Properties

A number of Opportunity Sites are clustered around the BART station, providing an opportunity to develop an integrated set of TOD projects with immediate adjacency to BART. Like the SP1, SP2 and SP3 sites that are located adjacent to BRT stations, the SP8 sites can be developed with features that take advantage of immediate transit proximity, such as greatly reduced parking supply and increased density. The SP8 sites have additional advantages that will allow them to maximize their positive impact on downtown revitalization and transit ridership: they are vacant or used for surface parking for BART patrons, several parcels have minimal sensitive adjacent uses, and most of the parcels are large enough to accommodate their full development potential without the physical or financial constraints that often limit smaller sites. Given the contiguity of all but one of these sites, it is highly preferred to develop the entire SP8 area as a phased project under the direction of a master developer, resulting in efficiencies in the construction process, a greater likelihood of providing shared parking for occupants and BART patrons, and a coordinated architectural and landscape image.

The old Western Pacific Railroad right-of-way bisects the SP8 area just west of the BART station. This rail line is used infrequently and presents a significant barrier to coordinated development of the area. A coordinated effort between the City of San Leandro, BART and other landowners should be undertaken

to incorporate this right-of-way into the development site.

The following descriptions highlight the key features and issues of each parcel and indicate the potential phasing sequence for the entire SP8 area.

Site A - BART East Parking Lot

Context

- 2.1 acre area.
- Existing land use: dedicated parking for BART patrons. The extension of West Joaquin Avenue between Carpentier Street and San Leandro Boulevard has been abandoned and incorporated into the BART parking lot.
- Adjacent existing land uses:
  - North: St. Leander's School classroom and recreation facilities (proposed SP7 area).
  - East: Pacific Plaza, four story, high density condominium residential building.
  - South: mix of single-family and duplex residential, and small retail.
  - West: San Leandro Boulevard, BART station and AC Transit bus facility.
- Site has 300 feet of direct frontage on San Leandro Boulevard and 280 linear feet of frontage on West Juana Avenue.
- Predominant surrounding building heights:
  - North: one story classrooms and gymnasium.
  - East: four story residential over half below-grade parking.
  - South: one to two stories.
  - West: BART station platform and roof structure (approximately four stories / 50 feet).

Transit Access

- AC transit bus transfer station for routes 50, 80, 81, 82, 84 and 85 directly adjacent to the west at BART station entrance across San Leandro Boulevard.
- Proposed AC Transit BRT station at East 14th Street south of Davis Street is approximately 1,800 feet away (walking route).
- Possible alternative BRT station at BART station entrance approximately 200 feet to west.
- Approximately 200 feet from BART station entrance.

Issues and Opportunities

This site's capacity for higher density residential makes it ideal not only for providing transit riders, but also for enhancing downtown retail with an increase of downtown residents. Redevelopment of the site can promote the reintegration of the pedestrian street grid by reconnecting West Joaquin Street to San Leandro Boulevard. Site development also can contribute to downtown pedestrianization with streetscape improvements on the streets around its perimeter.

The existing parking use provides an important resource to support BART ridership but is not an appropriate use for the site. Development of this site will be contingent on replacement of

SP8-A: San Leandro BART parking lot east of San Leandro Boulevard.

SP8-B: Vacant Westlake property west of San Leandro BART station.

some or all of this parking to another location.

See Circulation and Parking section for a detailed BART parking strategy.

Objectives for Site A

Development requirements for this site are described under the TOD-Residential Mixed-Use description above, with the following exceptions:

- Due to proximity to BART and AC Transit facilities, residential parking should be provided at a maximum of 1.0 sp/du. No parking required for retail use. See Circulation and Parking section for further detail.
- Retail use limited to 5,000 square feet or less.
- Reconfigure West Joaquin Avenue alignment as a public passage for pedestrians and cyclists, and possibly for motor vehicles. Provide appropriate signalization at San Leandro Boulevard for safe pedestrian crossing.

Site B - BART / Westlake Parcels

Context

- 6.8-acre area.
- Existing land use: vacant parcel west of the old Western Pacific rail right-of-way and the BART station. Public street right-of-way (Martinez Street). Old Western Pacific rail right-of-way. BART parking. BART station building and AC Transit bus facility.
- Adjacent existing land uses:
  - North: office building and associated surface parking; BART surface parking (Site D).
  - South: vacant parcel (Site C); BART surface parking (Site E).
  - East: San Leandro Boulevard; BART surface parking (Site A); St. Leander's school facilities (SP7).
  - West: Alvarado Street; UPRR rail line; light industrial warehousing.
- Predominant surrounding building heights:
  - West: one story.
  - North: three story office building.
  - East: BART station platform and roof structure (approximately four stories / 50 feet).
  - South: no built structures.
- While adjacent building heights are currently low, there is no adjacent development that would be affected adversely by tall structures.
- The site is bisected by the old Western Pacific rail right-of-way, limiting current pedestrian access to an at-grade crossing at the north end of Martinez Street.

Transit Access

- AC Transit bus transfer station for routes 50, 80, 81, 82, 84 and 85 directly adjacent to the east through the BART station.
- Proposed AC Transit BRT station at East 14th Street south of Davis Street approximately 2,000 feet away (walking route).
- Possible alternative BRT station at BART station entrance immediately to east.
- Immediately adjacent to BART station entrance.

Issues and Opportunities

This area is an ideal TOD site due to its immediate adjacency to the BART station. If the bisecting rail right-of-way could be abandoned and obtained, the site could provide an opportunity for contiguous development from Alvarado Street to near the edge of the BART station building. This would greatly expand the development capacity of the currently vacant parcels west of Martinez Street, and facilitate reconnection of the street grid west of the BART station properties.

The site is well-suited for high density residential development, with office and support retail also possible but limited by reduced visibility from Davis Street. Major retail and entertainment uses should not be located in this area to avoid competition with downtown.

Parking requirements for the project area could be reduced due to its immediate proximity to BART and the AC Transit bus facility. Residential development could be parked on-site at a maximum of 1.0 space per dwelling unit, while visitor parking could use shared space in adjacent parking structures or on-street. Likewise, office development could pursue a shared parking structure arrangement, thereby reducing on-site supply to a maximum of 2.0 spaces / 1,000 gsf. Retail uses below 5,000 square feet in size should not be required to provide parking.

The parking and bus facilities surrounding the BART station building should be considered part of this site, even if acquisition of the rail right-of-way is not obtained. Modifications to these areas of the site should be made to facilitate pedestrian and transit passenger movement through and across the BART station area, integrating the station with Site B development to the west, and Site A development and downtown uses to the east. See Circulation and Parking below for recommendations for improvement to the bus facility and San Leandro Boulevard.

This site could be one of the first of the SP8 sites to be developed. Depending on the resolution of BART replacement parking quantity and location issues (see Site C below), Site B may develop in conjunction with Site C or other sites determined to be suitable for BART parking.

Objectives for Site B

Development requirements for this site are described under the TOD-BART Area Mixed-Use description above.

- Provide sound protection from adjacent UPRR and BART.
- City and BART should pursue or support regional efforts to acquire the Western Pacific railway right-of-way. If the rail parcel cannot be acquired, provide pedestrian and bike crossings of tracks as part of project development. See Pedestrian Circulation Framework below.

Site C - West Parrott Sites

Context

- 3.1-acre area.
- Existing land use: vacant land and existing Martinez Street right-of-way, with multiple owners.
- Adjacent existing land uses:
  - North: vacant land (Site B).
  - South: multi-use block, including auto-serving uses, single-family residential and industrial.
  - East: Old Western Pacific rail line (semi-active) and BART south parking lots, including Site E.
  - West: UPRR main line and one story San Leandro Business Park beyond.
- Potential access from Alvarado Street, Thornton Street, Parrott Street and Martinez Street.
- Predominant surrounding building heights:
  - West: one story.
  - North: vacant land (proposed TOD-BART Area Mixed-Use / Site B — no height limit).
  - East: BART station platform and roof structure (approximately four stories / 50 feet).
  - South: one to two stories.
- While adjacent building heights currently are low, there is no adjacent development that would receive significant adverse affects by appropriately placed and designed tall structures on this site.

Transit Access

- AC transit bus transfer station for routes 50, 80, 81, 82, 84 and 85 on far side of the BART station to the east on San Leandro Boulevard (approximately 800 feet).
- Proposed AC Transit BRT station at East 14th Street south of Davis Street, approximately 2,900 feet away (walking route).
- Possible alternative BRT station at BART station entrance approximately 800 feet to east.
- Approximately 600 feet from BART station entrance.

Issues and Opportunities

Based exclusively on its location, this area is an ideal transit-oriented development site. However, despite its advantage of close proximity to multiple transit options, this area is severely constrained for most types of transit-oriented use. The site is a long, narrow site approximately 200 feet by 700 feet in dimension. Bounded on the west and the east by the UPRR main line and the semi-active Western Pacific rail line respectively, the site is not presently appropriate for residential development. It also is not useful for most types of office or retail development due to poor visibility from surrounding public streets.

This area is, however, well suited as a parking reservoir for BART and surrounding new development. The area is within easy walking distance of both the BART station main entrance and AC Transit transfer station. There are no adjacent land uses that would be adversely affected by parking in a structure of several levels in this location. While visibility and access are unsuitable for commercial development in this location, there is adequate access to serve a major parking facility. The size of the parking facility will be, in part, determined by the percentage of BART parking to be relocated from other sites. If Site A is developed prior to Site C, Site C may be used as a temporary surface parking lot for parking displaced from Site A.

If an alternative location for BART replacement is selected, the site may be considered for alternative land uses, such as housing, office, limited retail, parks, recreational uses, or other amenities to complement the ultimate development of the BART area, consistent with the TOD Strategy.

In its current configuration (i.e., bisected by Martinez Street), the site consists of two triangular parcels with minimal capacity for significant development. To support feasible development, this site must be created through assembly of privately owned parcels and the public Martinez Street right-of-way.

Objectives for Site C

- Develop site as a major parking reservoir to capitalize on ideal location adjacent to BART and AC Transit.
- Relocate existing BART parking on east side of San Leandro Boulevard (Site A) to this site.
- Consider providing parking in excess of BART replacement requirements to provide

parking for new surrounding development, or create a shared parking strategy that serves BART and other users. A shared parking arrangement should be established to accommodate visitor parking for the residential development envisioned for Site B.
- No building height limit.
- Allow limited retail, if feasible.

Site D: North BART Parking Lot

Context

- 1.8-acre site.
- Existing land use: BART parking (approximately 300 spaces).
- Adjacent existing land uses:
  - North (across Davis Street): railroad right-of-way and fast food restaurant.
  - South: BART station and bus drop-off.
  - East (across San Leandro Boulevard): multi-use block, including gasoline station, single-family residential and St. Leander's Church and church parking lot.
  - West: Old Western Pacific rail line (semi-active) and office building fronting Davis Street.
- Corner parcel with 260 linear feet of street frontage on Davis Street and 290 feet of frontage on San Leandro Boulevard.
- Predominant surrounding building heights:
  - West: three story office building.
  - North: one story restaurant.
  - East: one to three stories (church).
  - South: BART station platform and roof structure (approximately four stories / 50 feet).
- While adjacent building heights are currently low, there is no adjacent development that would be adversely affected by tall structures.

Transit Access

- AC transit bus transfer station for routes 50, 80, 81, 82, 84 and 85 directly adjacent to the south at BART station entrance on San Leandro Boulevard.
- Proposed AC Transit BRT station at East 14th Street south of Davis, approximately 1,800 feet away (walking route).
- Possible alternative BRT station at BART station entrance approximately 400 feet to south.
- City LINKS shuttle stop approximately 400 feet to south.
- Approximately 400 feet from BART station entrance.

Issues and Opportunities

This area is the northern BART station parking lot at the corner of Davis Street and San Leandro Boulevard. With good arterial street frontage and access to BART and AC Transit, it is ideally suited for a mixed-use commercial development containing predominantly office uses with a small amount of support retail. Major retail facilities should not be located in this area to avoid competition with the downtown.

On-site parking for the mixed-use project could be located on-site in a two level deck (surface and one above grade) located at the base of the buildings and spanning beneath the BART tracks (subject to BART approval). Access to the aerial BART track structure, and security for the structure, would have to be maintained as part of the parking deck structure, in coordination with BART requirements. Due to its proximity to transit facilities, parking requirements can be reduced to a maximum of 2.0 spaces per 1,000 gsf of office, with no parking required for retail uses below 5,000 square feet.

Parking is not an appropriate long-term use for this area. Re-use of the site will be contingent on replacement of existing BART parking to another location. See Circulation and Parking section for a detailed BART parking strategy.

Objectives for Site D

- Re-use site to capitalize on ideal commercial frontage.
- If developed, refer to the following policy guidelines, in addition to those of the Office Mixed-Use land use described above:
  - Office and support retail only.
  - Retail limited to 5,000 square feet.
  - Maximum building height: no height limit.
  - Due to proximity to BART and AC Transit facilities, office parking should be provided at a maximum of 2.0 sp/1,000 gsf. No parking required for retail use.
- Provide for an extension of the proposed "East Bay Greenway" to the BART station (see Open Space Framework below).

Coordinate design of this extension with the Greenway design, while accommodating development of the Site D parcel.

Site E - South BART Parking Lot

Context

- 2.1-acre area.
- Existing land use: BART parking.
- Adjacent existing land uses:
  - North: BART station and AC Transit bus transfer station.
  - South: BART surface parking.
  - East (across San Leandro Boulevard): mixed small-scale single-family and multi-family residential neighborhood (proposed TOD-Residential Mixed-Use district).
  - West: Old Western Pacific rail line (semi-active) and vacant land beyond (Site C).
- Parcel has 350 feet of direct frontage on San Leandro Boulevard with access via Parrott Street, Thornton Street and San Leandro Boulevard.
- Predominant surrounding building heights:
  - West: vacant land.
  - North: BART station platform and roof structure (approximately four stories / 50 feet).
  - East: one to two stories.
  - South: parking; no built structures.
- While adjacent building heights currently are low, there is no adjacent development that would be adversely affected by tall structures.

Transit Access

- AC transit bus transfer station for routes 50, 80, 81, 82, 84 and 85 directly adjacent to the north at BART station entrance on San Leandro Boulevard.
- Proposed AC Transit BRT station at East 14th and Parrott Streets approximately 2,000 feet away.
- Possible alternative BRT station at BART station entrance approximately 400 feet to north.
- Approximately 400 feet from BART station entrance.

Issues and Opportunities

This site has similar characteristics to SP8 Site D. With good arterial street frontage and access to BART and AC Transit, it is ideally suited for a mixed-use commercial development containing predominantly office uses with a small amount of support retail. Due to the gradual convergence of the BART aerial structure and San Leandro Boulevard, this site is narrower facing San Leandro Boulevard than Site D, and may have significant development constraints. Because of such physical constraints that could impede desirable office development, the site could also be appropriate for mixed-use residential. This use is compatible with similar uses across San Leandro Boulevard, but will require special care to mitigate noise impacts from BART trains.

On-site parking for the mixed-use project could be located on-site in a two level deck (surface and one above grade) located at the base of

the buildings and spanning beneath the BART tracks (subject to BART approval). Access to the aerial BART track structure, and security for the structure, would have to be maintained as part of the parking deck structure, in coordination with BART requirements. Due to its proximity to transit facilities, parking requirements can be reduced to a maximum of 2.0 spaces per 1,000 gsf of office, with no parking required for retail uses.

Re-use of the site for functions other than parking will be beneficial to the overall redesign of San Leandro Boulevard as a pedestrian-friendly street serving occupants of proposed new development in the area. However, redevelopment of the site will be contingent on replacement of existing BART parking to another location (such as Site C), and to verifying the feasibility of development of this constrained site.

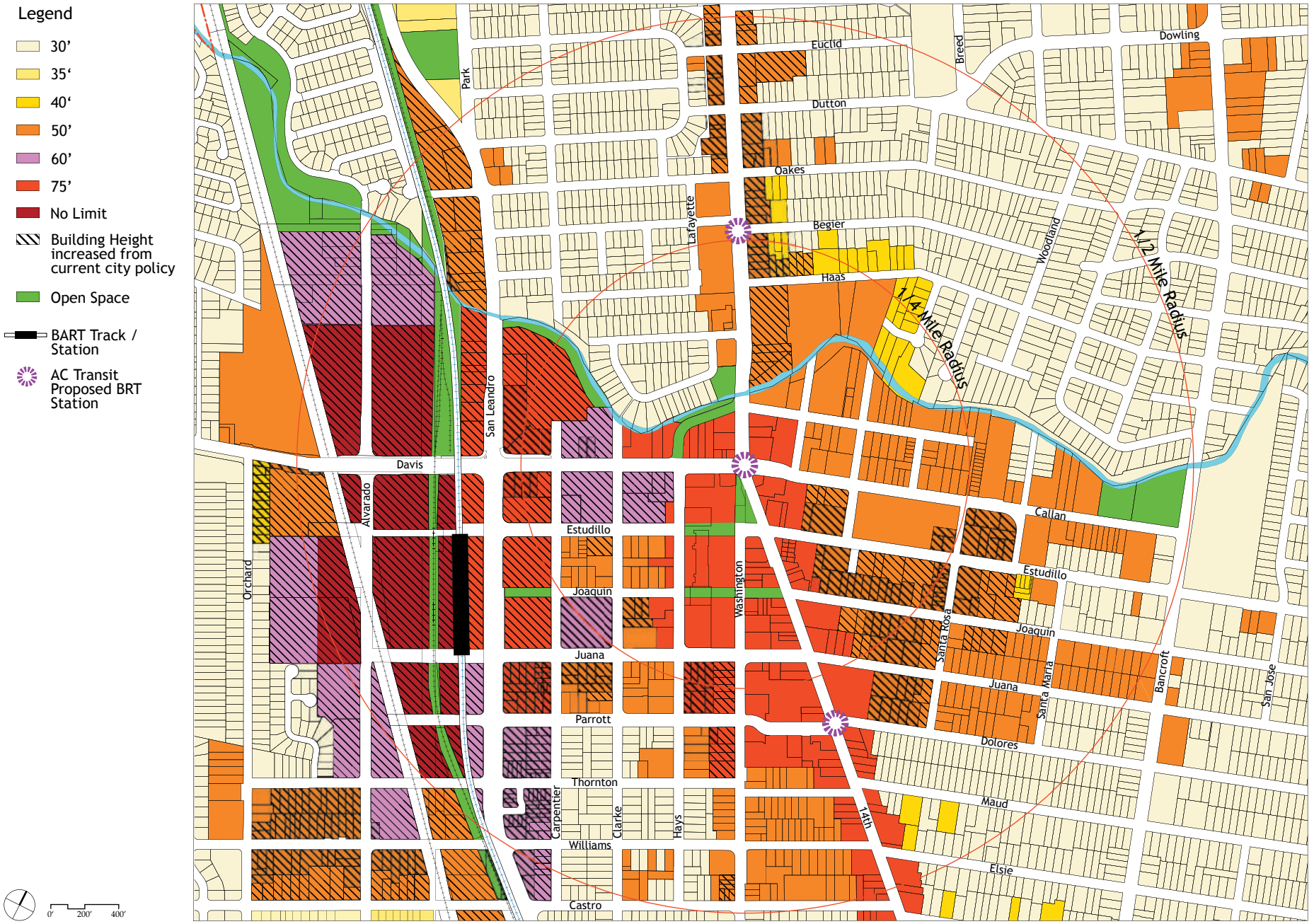
Objectives for Site E

- Re-use site to capitalize on frontage along San Leandro Boulevard.
- If developed, refer to the following policy guidelines, in addition to those of the Office Mixed-Use land use described above:
  - Office, residential and support retail only.
  - Retail limited to 2,500 square feet.
  - Maximum building height: no height limit.
  - Due to proximity to BART and AC Transit facilities, office parking should be provided at a maximum of 2.0 sp/1,000 gsf. No parking required for retail use.
  - Residential parking should be provided at a maximum of 1.0 sp/unit.
- Provide for an extension of the proposed "East Bay Greenway" to the BART station (see Open Space Framework below). Coordinate design of this extension with the Greenway design, while accommodating development of the Site E parcel.

Building Heights

Proposed building heights associated with the land use categories described above are depicted on the Building Height Framework diagram. Cross hatching is used to indicate locations where proposed heights differ from existing City policy. The Guidelines section of this Strategy provides requirements for making transitions between areas of differing allowable heights and for ensuring adequate access to sunlight. Specific projects may be required to conduct shade analyses to determine the exact height or heights of building components.

Figure 8: Building Height Framework



Open Space Framework

The Open Space Framework diagram illustrates several categories of open space proposed for the study area. This open space includes the few parks and school recreation fields that exist in the area, and proposes potential locations for new open space facilities.

Existing Park and Open Space

The combined acreage of the existing parks and open space sites in the downtown area is 17.4 acres, including the following:

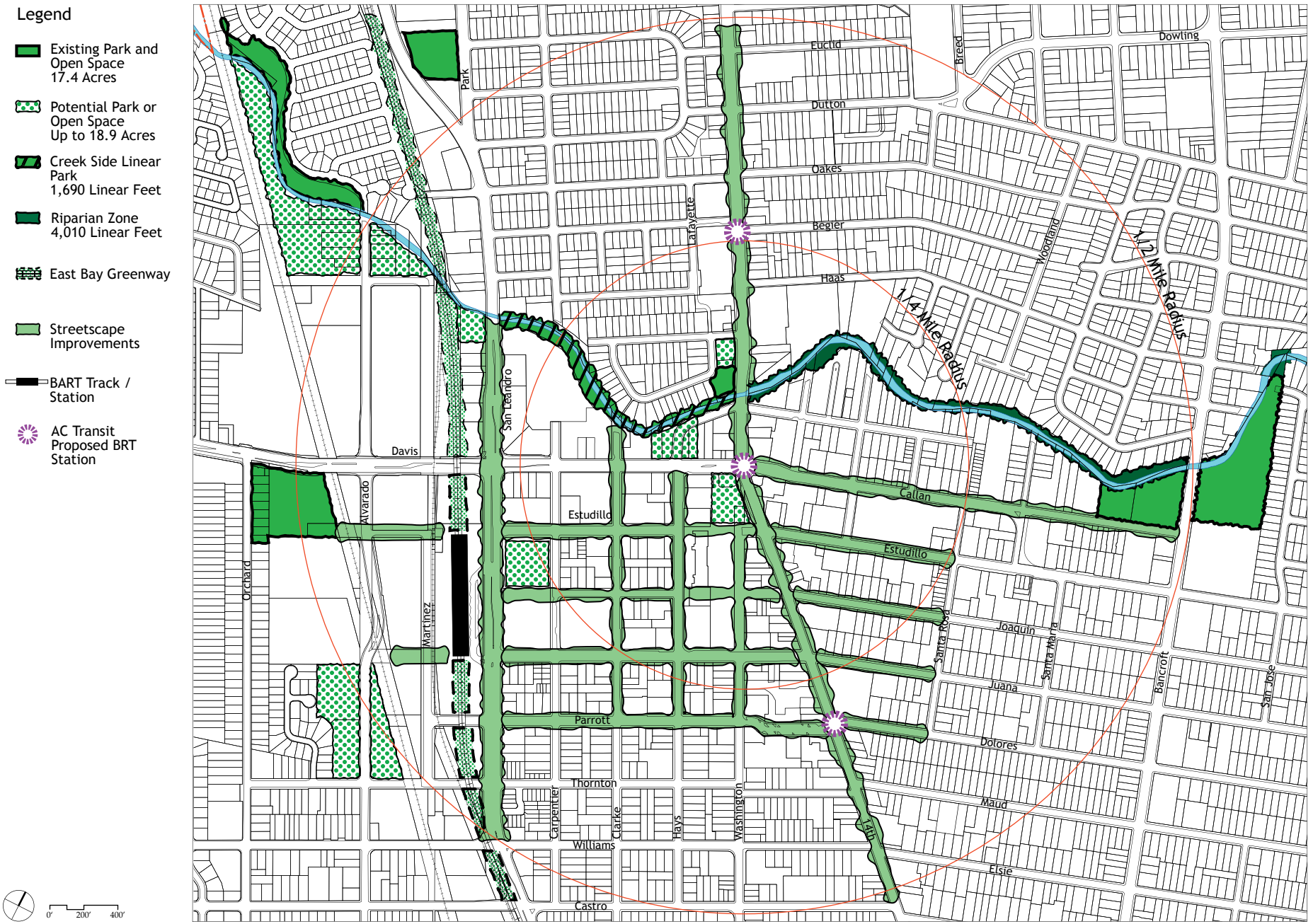
- Thrasher Park 4.2 acres
- Root Park 0.5 acres
- Memorial Park 2.9 acres
- Siempre Verde Park 1.8 acres
- Cherrywood neighborhood park 2.5 acres
- Bancroft Middle School fields 5.5 acres

Potential Park or Open Space

Several sites could be appropriate for additional park acreage, if development options as described in the Special Policy Area descriptions occur (see above). These sites and their potential acreage include:

- **San Leandro Plaza (SP2)** A civic gathering space equal to or larger than the historic plaza could be developed in the center of downtown. Approximately 1.2 acres.
- **Town Hall Square (SP3)** A civic gathering space and creek side park could be developed along with the Town Hall Square project and closure of a segment of Hays Street. Approximately 1.2 acres.
- **Root Park expansion (SP4)** The Toler parking lot could be reconfigured as park space to expand Root Park and better integrate Civic Center with San Leandro Creek and downtown. Approximately 0.4 acres.
- **St. Leander's School gym site (SP7)** This block could be reconfigured to provide both public and school recreation facilities in a shared use management and maintenance agreement between the City and the school. Such a use would provide for school needs during specified hours while providing much needed open space for new high density residential development in the neighborhood at other times. Approximately 1.9 acres.
- **Thrasher Park (SP6)** Due to its high-visibility frontage on Davis Street, Thrasher Park could be a desirable site for commercial or residential development. However, its popular uses would have to be replaced in a nearby park with equally convenient public access. Approximately 4.2 acres.
- **Alvarado/Thornton sites** These sites could be converted over time to development more appropriate to their location near the BART station. Park space could serve the needs of BART-area development and provide a scale buffer for the single-family residential neighborhood to the west. If Alvarado Street were realigned to parallel the rail tracks, this open space could serve as a replacement for the Thrasher Park functions. Approximately 4.7 acres, depending upon adjacent development.

Figure 9: Open Space Framework



- **Creekside/San Leandro Boulevard** The General Plan recommends seeking sites along San Leandro Boulevard for park space. The intersection with San Leandro Creek creates an attractive amenity for such open space and allows for visual and physical connections to the potential park sites of the SP5 area. The location also provides an opportunity to create a green gateway to and from the downtown / transit core. Approximately 0.6 acres, depending upon adjacent development.
- **Creekside/Alvarado sites (SP5)** These sites offer an opportunity for a large creekside recreational park, and to provide abundant replacement space for Thrasher Park facilities. This larger creekside park could contain recreational fields and courts and provide significant access to the amenity of San Leandro Creek (see below for issues relative to creek access). Part of this area is planned for development of a San Leandro Watershed Education Center by the Friends of San Leandro Creek. This Center will provide educational resources about conserving natural resources and restoring the creek watershed, and is a compatible use with creekside open space and park development. Most of the parcels for this park site are vacant or underutilized, some parcels may already be in public ownership, and a large proportion of the land area is constrained for other types of development by the creek and rail lines. This site takes advantage of the creek as a public amenity, and can expand the Cherrywood neighborhood park's size and functions. Approximately 9.0 acres, depending upon adjacent development.
- **Mini parks and plazas** Although not shown on the plan because their location depends on the acquisition of appropriate parcels, mini parks, playgrounds and small open space plazas can be located on individual parcels within neighborhoods to serve the needs of nearby residents. Provision of some of these should be included as a part of private development in strategic locations, such as the recommended plaza at SP1.

Creekside Linear Park

San Leandro Creek should be used as an amenity for public open space and provide a corridor for public access between East 14th Street and the Cherrywood and potential SP5 area parks. Although contact with the water could be part of creekside open space areas, study of riparian habitat impacts should be made to limit negative affects on natural systems. Protection measures will be required to prevent visual or physical access to residences adjacent to the creek to the north.

Riparian Zone

Between East 14th Street and Bancroft Avenue, public access is not recommended along San Leandro Creek. This is intended to preserve riparian habitat and limit impact on adjacent residential uses backing onto both banks of the creek. However, if studies and public consensus indicate limited impact on these two elements,

Source: Urban Ecology

The proposed East Bay Greenway would provide recreational open space and bicycle and pedestrian circulation under the BART aerial track structure, connecting San Leandro with Hayward and Oakland.

use of this portion of the creek for public access could be an attractive public amenity.

East Bay Greenway

BART runs through San Leandro on an elevated track structure. In Berkeley, Albany and El Cerrito, the Ohlone Greenway occupies a similar right-of-way, providing a multi-use pathway for walkers, runners and bicyclists. Urban Ecology, a San Francisco-based non-profit specializing in sustainable methods of community and neighborhood revitalization, is proposing to replicate the spirit and success of the Ohlone Greenway with an "East Bay Greenway." This facility would be constructed under the BART tracks between downtown Oakland and Hayward, with implementation proposed during BART's planned seismic upgrade project. This Greenway concept satisfies the City's General Plan goals of increasing recreational open space and trails, and taking advantage of rail properties for open space features. The City's Bicycle Master Plan has designated this corridor for a Class I bikeway.

Streetscape Improvements

Public streets will be a component of the open space network with features such as:

- Continuous tree planting;
- Planted medians and curbside planting strips or tree wells;
- Mini parks in sidewalk extension areas or other right-of-way areas;
- Benches and lighting that encourage pedestrian use;
- Widened sidewalks, where feasible;
- Enhanced paving, such as at intersections and crosswalks.

3 | Circulation and Parking

The goal of the Circulation and Parking strategies is to make non-automotive transportation the primary choice for circulation in the downtown area.

The Land Use elements of the TOD Strategy are supported by a complementary system of circulation improvements and strategies. These recommendations allow the land uses to function optimally by providing an appropriate level of access and amenity to support TOD and the overall increase in residential, retail and office use in the downtown area.

The goal of the Circulation and Parking strategies is to make non-automotive transportation the primary choice for circulation in the downtown area. Although automobiles are not excluded from the area, their use will not be necessary for most daily functions once TOD is in place. Walking, bicycling and transit will be the primary modes of circulation. These Circulation and Parking elements establish the means by which connections are made between the downtown core, Bus Rapid Transit (BRT), the BART station, and surrounding neighborhoods, and by which transit use is enhanced by TOD projects in the study area.

The purpose of this component of the Strategy is to ensure that all modes of transit within the downtown area are connected and accessible. These strategies provide a transportation environment that contributes to increased ridership by emphasizing safety and security, accessibility, and a high quality environment for pedestrians, bicycles, transit, and automobiles.

The Circulation and Parking section consists of the following parts:

- Street Type Framework;
- Pedestrian Circulation Framework;
- Bicycle Circulation Framework;
- Primary Vehicular Circulation Framework;
- Street Framework Modifications;
- Parking Plan and Strategies.

The following proposed improvements acknowledge that downtown San Leandro is a built urban environment with few opportunities for major public infrastructure changes. The framework elements may be implemented incrementally with roadway rehabilitation and reconstruction projects, or when new development creates opportunity for street frontage improvements.

Street Type Framework

There are four types of streets in the downtown area where new transit-oriented development is likely to occur, identifiable by a combination of character, land use and function. In the sections that follow, and in the Development and Implementation Guidelines, these street types are referred to in order to promote features and policies that are appropriate to specific street functions and environments. A street such as East 14th Street, for example, has a heavily trafficked, retail character very different from a mostly residential street such as Clarke. The street type framework recognizes these differences and helps organize the recommendations accordingly. The street types are as follows:

Commercial Main Street

Streets in the downtown retail core accommodating shoppers on pedestrian-friendly sidewalks, the movement of people and products on roadways, and bus and BRT vehicles and stations.

Downtown Neighborhood Street

Streets that connect the downtown core and the BRT stations with BART, link the study area to surrounding neighborhoods, contain a mix of uses and streetscape amenities that encourage pedestrian use, and accommodate a range of vehicles including bicycles, buses, and autos.

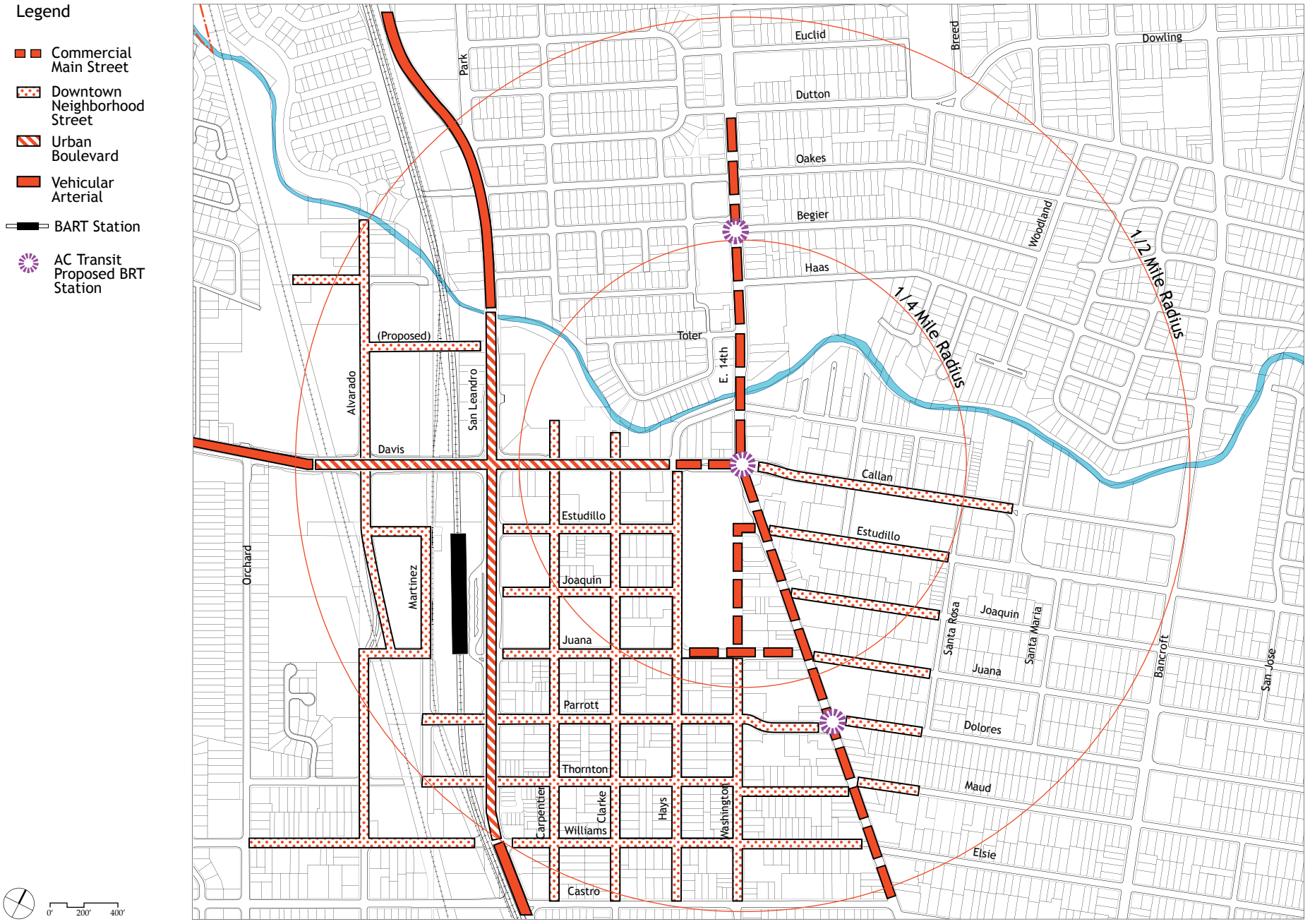
Urban Boulevard

Streets that provide a high level of pedestrian amenity and linkage to key destinations, while also serving as high volume arterials for vehicle and transit traffic, with the potential for concentrations of high density mixed-use development.

Vehicular Arterial

Streets whose primary function is the efficient movement of motor vehicles, allowing for convenient vehicular access to transit facilities, but that also provide a high quality pedestrian environment.

Figure 10: Street Type Framework



Pedestrian Circulation Framework

The objective of the pedestrian circulation framework is to connect the BART station area with the BRT stations and the downtown core and to strengthen the existing pedestrian-scaled grid of walkable streets throughout the downtown. This pedestrian system will:

- Reconnect the grid of streets that has been interrupted by past street closures;
- Provide additional connections in areas where they did not exist historically, such as in the vicinity of the BART station.

Downtown Pedestrian Connector Streets

All streets connecting the BART and BRT stations and the downtown core have sidewalks that allow for access between these destinations. While most streets in the study area provide some level of pedestrian access, the priority of this Strategy is to improve the pedestrian environment, thereby encouraging pedestrian circulation within the area illustrated in Figure 11.

There are several primary pedestrian connector streets that provide direct and convenient access between the BART area and the downtown core and those that serve as the main pedestrian circulation routes within these destination areas: Estudillo Avenue, Joaquin Avenue, Davis Street, Juana Avenue, Parrott Street, East 14th Street, Washington Avenue, and San Leandro Boulevard. By providing pedestrian access through the Washington Plaza shopping center site and the BART station area, pedestrian movement throughout the study area will be more efficient and more enjoyable because long detours around previously inaccessible barriers will have been removed. Improvements to maximize pedestrian use should be concentrated on these streets.

Intersections

Intersections will be improved to facilitate pedestrian crossings. These pedestrian improvements will include new or modified signalization (when warranted) with timing appropriate for pedestrian crossing, countdown pedestrian signals, high visibility crosswalks, pedestrian refuges in medians on wide streets, corner bulbouts to reduce crossing distance and improve sight distance, and lane reductions where possible. High priority intersections for pedestrian improvements include:

- All intersections on San Leandro Boulevard between Davis Street and Parrott Street, and at Williams Street;
- All intersections on East 14th Street between Davis Street and Parrott Street;
- Davis Street at Alvarado Street, San Leandro Boulevard, Clarke Street and Hays Street;
- Washington Avenue at Parrott Street.

Pedestrian Railroad Crossings

For safety reasons, no additional at-grade railroad crossings to the UPRR main line or the old Western Pacific line are likely to be accepted by rail operators or approved by the California Public Utilities Commission. Existing at-grade pedestrian crossings of the former Western Pacific Railroad are allowed at Davis Street, West Estudillo Avenue, Parrott Street, Thornton Street, and Williams Street. Existing at-grade pedestrian crossings of the UPRR are allowed at Davis Street, Alvarado Street and Williams Street. To complete the street and pedestrian circulation grid where it crosses the two rail lines within the study area, pedestrian bridges or tunnels should be considered. Since such facilities are expensive, priority pedestrian railroad crossings include:

- At the point where the creekside linear park pedestrian path crosses the rail line (between San Leandro Boulevard and Alvarado Street);
- Along West Estudillo Avenue west of Alvarado Street;
- Along West Juana Avenue next to Martinez Street.

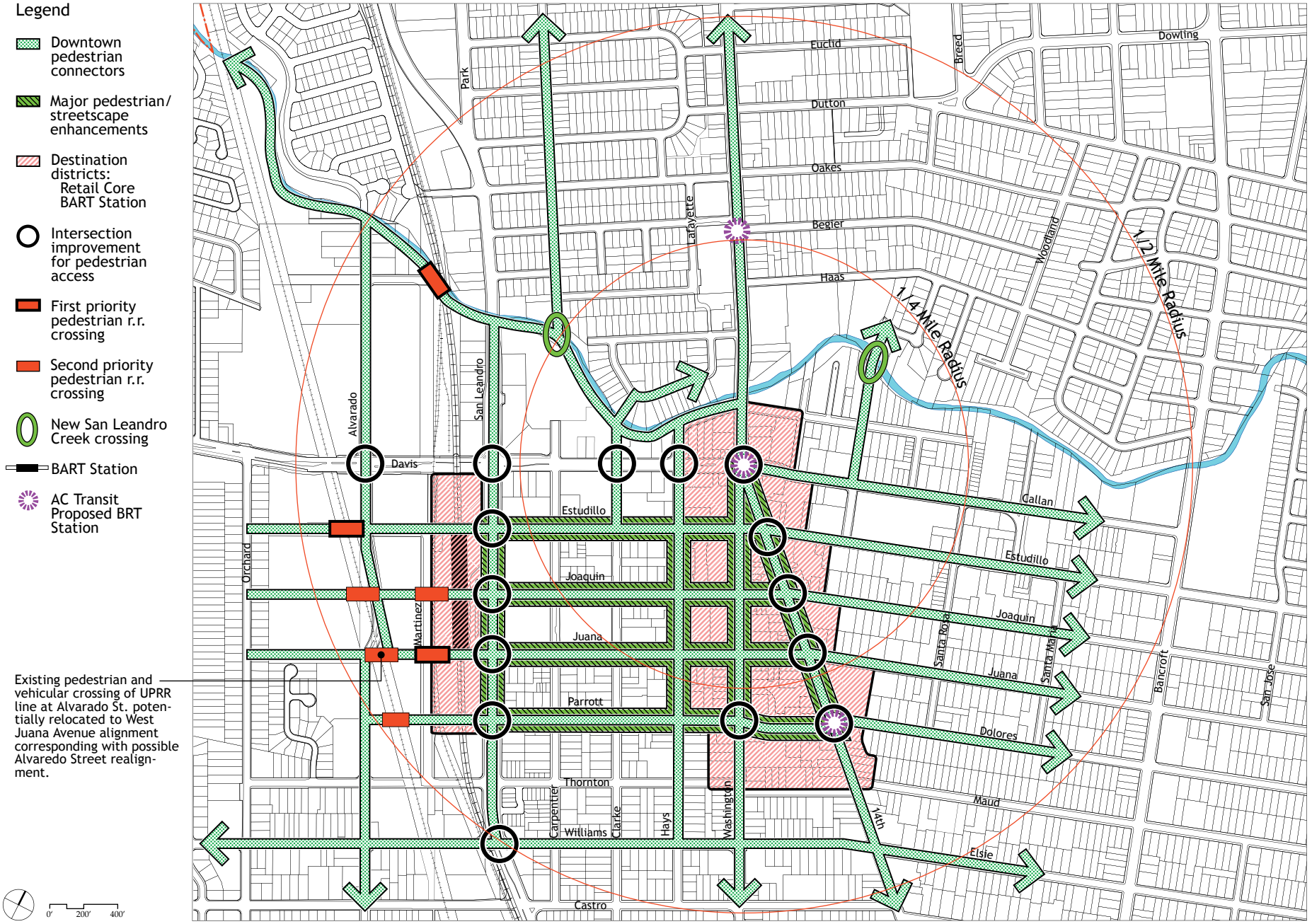
Second priority pedestrian railroad crossings include:

- West Joaquin Avenue west of Alvarado Street;
- West Joaquin Avenue east of Martinez Street;
- Existing crossing of UPRR line at Alvarado Street relocated to West Juana Avenue alignment (See Street Network Modifications, below);
- Parrott Street east of Alvarado Street.

Streetscape

West Estudillo Avenue provides a good example of recent streetscape improvements that enhance the pedestrian environment and

Figure 11: Pedestrian Circulation Framework



provide design elements that give identity and continuity to a street. Features such as special paving, planting, and pedestrian-scale decorative lighting create a more pleasant experience for all users, especially pedestrians. Similarly, the Redevelopment Agency intends to fund streetscape and lighting improvements along Parrott Street between Washington and Hays Streets, potentially including enhanced lighting, new sidewalks and curbs, and the creation of on-street angled parking. Additional streetscape improvements will provide the primary features that create an image and identity for the downtown core and the BART / San Leandro Boulevard areas and should be provided on all downtown pedestrian connectors, particularly the major pedestrian/ streetscape enhancement corridors identified in Figure 11.

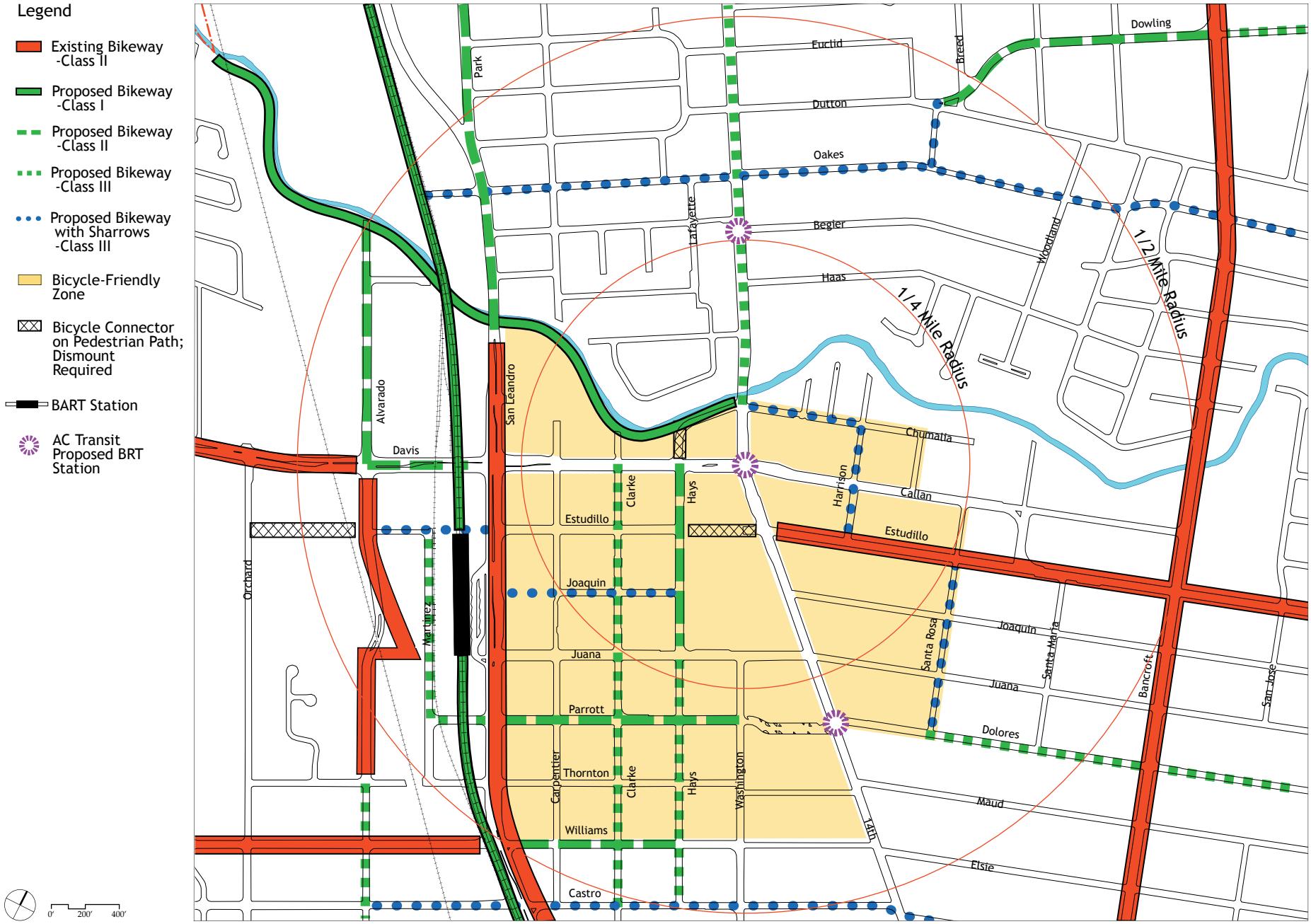
Bicycle Circulation Framework

Existing bicycle facilities and current bicycle planning for the City of San Leandro largely exclude the downtown core. Reasons for this include inadequate street widths to accommodate bicycle lanes or designated routes and lack of signalized crossings where bicycle routes intersect major streets such as East 14th and Davis Streets. Exceptions are the existing Class II bikeways on Estudillo Avenue east of East 14th Street and on San Leandro Boulevard south of Davis Street, as well as the undesignated bicycle lanes on East 14th Street north of San Leandro Creek (these lanes will be narrowed under a planned restriping of this segment of East 14th Street).

Bicycling should be possible on all downtown streets (see Bicycle-Friendly Zone below). The goals for the bicycle system are to provide access to all downtown streets, give priority to all streets accessing BART and BRT stations, and for bicycling to be considered a viable alternative to the automobile. The following bicycle system is recommended to provide a thorough network within the downtown:

- **Class I Bikeways** These bikeways are separated from vehicular traffic and can be bicycle-only or multi-use lanes. Class I facilities are appropriate in the East Bay Greenway corridor along the BART right-of-way and in the creekside linear park between East 14th Street and the UPRR line.
- **Class II Bikeways** These facilities share roadways with vehicular travel lanes, but are designated with striped lanes and signage. According to Caltrans design standards, Class II bikeways are required to be a minimum width of four or five feet when adjacent to parallel parking; therefore, streets that accommodate these lanes must have sufficient width. For this reason, only a few streets in and around the study area are appropriate for Class II lanes. In the downtown core, these include:
  - San Leandro Boulevard south of San Leandro Creek (existing);
  - Estudillo Avenue east of East 14th Street (existing);
  - Williams Street between San Leandro Boulevard and Hays Street;
  - Parrott Street between San Leandro Boulevard and Washington Avenue;
  - Hays Street between Davis Street and West Juana Avenue if reconfigured to one-way travel (bicycle lanes must be placed on the opposite side of the street from angled parking where it occurs or is proposed).
- **Class III Bikeways** These routes do not contain striped bicycle lanes, because there is insufficient width for striped lanes, but are designated streets considered appropriate for bicycle travel and connectivity. These routes connect cyclists to Class I and II facilities. In the study area, these routes include:
  - Dolores Avenue east of Santa Rosa Street;
  - Hays Street south of West Juana Avenue;
  - Clarke Street between San Leandro Creek and Castro Street;
  - East 14th Street north of San Leandro Creek should be designated as a Class III route if the right-of-way and lane reconfiguration permit.
- **Proposed Class III Bikeways using Shared Use Arrows (Sharrows)** Sharrows are traffic control pavement markings comprised of chevrons and a bike symbol placed in the roadway indicating where cyclists should ride and informing motorists that bicyclists share the travel lane with vehicles. On streets with parallel parking, the Sharrow markings are a minimum of 11 feet from the curb within the travel lane. These routes include:
  - Oakes Boulevard;

Figure 12: Bicycle Circulation Framework



- Chumalia Street and Harrison Street;
- West Estudillo Avenue west of San Leandro Boulevard;
- West Joaquin Avenue between San Leandro Boulevard and Hays Street;
- Santa Rosa Street between Estudillo Avenue and Dolores Avenue;
- Castro Street between East 14th and Alvaredo Streets

While the Bicycle Circulation Framework provides good bicycle connectivity in general, there is a noticeable gap in designated facilities east-west across East 14th Street. This is due to a combination of inadequate street widths and lack of signalized crossings. Therefore, east-west crossings of East 14th Street are limited to Chumalia Street, Estudillo Avenue, and Castro Street.

Bicycle / Pedestrian Connectors

West Estudillo Avenue has two areas where direct bicycle connectivity is inappropriate due to a pedestrian priority or angled parking. These areas include the passage through the Washington Plaza shopping center site (between Hays and East 14th Streets), and the crossing of the UPRR and Thrasher Park site. Similarly, bicyclist connections from Hays Street to the proposed Class I facility in the creek side linear park are made through a pedestrian area. In these areas, signage and other measures should be installed to encourage cyclists to dismount and walk their bicycles.

Downtown Bicycle-Friendly Zone

The Downtown TOD Strategy is intended to accommodate both novice and experienced bicyclists. The novice cyclist is most comfortable riding on designated Class I, II, or III bicycle facilities. Novice cyclists trade speed and directness for streets with lower volumes, slower traffic, official directional designations, and an overall greater sense of safety. Experienced cyclists know how to ride with vehicular traffic and prefer routes that provide the most direct and fastest access to their destinations, whether designated bicycle facilities or not.

The streets in the downtown core (within the highlighted area on Figure 12) should be officially designated as a bicycle friendly zone. The bicycle friendly zone is an area where bicycle travel is encouraged on any street. All projects within this zone, whether public or private, must provide maximum feasible access for bicycle users as a component of their design.

Guidelines for the bicycle friendly zone include:

- **Implement appropriate measures on streets within the bicycle friendly zone to reduce automobile speeding and encourage bicycle use.**
  Where excessive traffic speeds have been demonstrated, consider installing appropriate speed reduction measures that may include curb extensions properly designed to accommodate bicyclists, striping narrower lanes, planted raised medians, bicycle-friendly textured crosswalks and gateway treatments.
- **Provide bicycle parking facilities in multi-family residential projects, within retail and office developments and at transit stops, schools and parks. Provide bicycle racks and lockers in municipal parking garages and in joint public/ private parking facilities.**
  Commercial development such as shopping centers and office buildings often have insufficient and inconvenient bicycle parking. New development should provide indoor and/or covered bicycle parking as well as bicycle lockers. Bicycle racks should be Class 1 or Class 2, as classified in the ACCMA 2006 Countywide Bicycle Plan, and portions of the City's parking and loading standards (Section 4-1714) should be reviewed and strengthened using the ACCMA 2006 Countywide Bicycle Plan. Access to bicycle parking should not use the same driveway as vehicular garage access. Providing bicycle parking is an inexpensive way to encourage bicycle use, increasing overall parking capacity at minimal cost.
- **Ensure street lighting provides adequate illumination for night-time bicycle travel.**
- **Provide wayfinding signage along designated bicycle facilities and within the bicycle-friendly zone that directs bicyclists to transit, commercial centers, parks, through routes, etc.**
  Consider developing and installing bicycle information boards at critical junctures in the bikeway network to provide bicyclists detailed route information.
- **Regularly inspect, maintain and clean streets.**
  It is particularly important to maintain and clean street edges where bicyclists ride. The street edge often is an overlooked portion of the roadway that experiences pavement

Shared use arrow (Sharrow) marking.

www.pedbikeimages.org/Dan Burden

Special bike lane paving.
(Copenhagen)

cracking or break-up and collection of debris (gravel, bottles, automobile parts, etc.). This is also the area that is most traveled by bicyclists. These repairs and cleanings cannot wait for a general resurfacing of the roadway.

- **Ensure new and reconstructed intersections are bicycle-friendly.**

  Bicycle-friendly intersections should have appropriate lane widths, pavement markings, bicycle-accessible push buttons, and adequate signal time for bicyclists to cross safely. Where appropriate, include actuated traffic signals that detect bicycles. Since traffic and transit vehicle volumes and narrow right-of-way on Davis and East 14th Streets make these streets inappropriate for bicycle-friendly designation, their intersections with bicycle friendly streets should provide all appropriate measures that facilitate easy bicycle crossing and maintain area-wide bicycle circulation.

- **Ensure roadway and utility infrastructure is not hazardous to bicyclists.**

  Manhole covers, storm sewer grates and other infrastructure elements installed in the roadway should be designed and installed in a manner that does not create hazards for bicycles.

- **Provide through bicycle access whenever constructing new streets, planned developments, and traffic calming projects.**

  Measures to redirect or reduce vehicular traffic, such as chicanes, roundabouts, speed humps, textured parking, and similar measures, should not discourage bicycling.

- **Install special "sharrow" pavement markings on streets too narrow for bicycle lanes.**

  Shared lane markings (sharrows) direct motorists where to park (i.e., closer to the curb) and drive, thereby reducing the number of conflicts with bicyclists, such as bicyclists hit by opening car doors.

- **Install signs advising motorists and bicyclists that bicycle traffic may move to the center of the travel lane.**

  In conjunction with the sharrow pavement marking, this sign is appropriate when lanes are too narrow for safe joint use. By taking the full lane, bicyclists become more visible and discourage unsafe passing by motorists.

- **Consider alternative bicycle lane configurations.**

  Cities have created a variety of bicycle lane configurations designed to improve the safety, desirability and efficiency of bicycling. Study of alternative bicycle lane design, such as painting or paving the entire bicycle lane in a contrasting color for greater visual impact should be considered to further enhance San Leandro's bicycling environment.

- **Account for safe and convenient bicycle operations in new building development.**

  Parcels should have no more than one access and egress curb-cut, unless a traffic analysis for the project indicates a need for more. This limits the potential for multiple locations of automobile - bicycle conflict, while also resulting in fewer auto - pedestrian conflicts. Driveways and garage entries should be located where motorists have clear view of on-coming bicycle and vehicle traffic.

Transit Framework

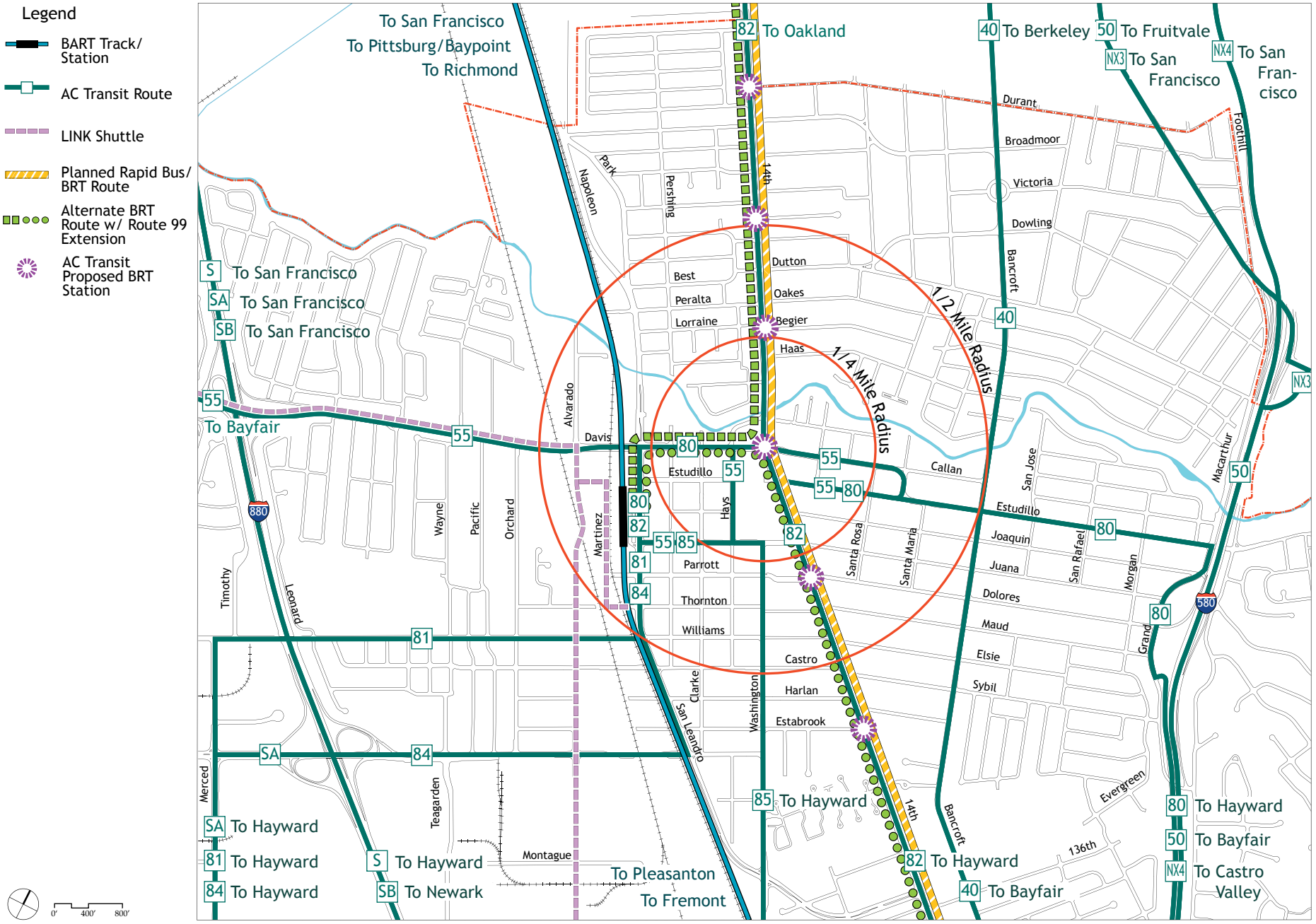
San Leandro is well-served by excellent public transit consisting of BART and multiple AC Transit lines, with plans under development for Bus Rapid Transit (BRT) to serve the downtown core and further link to neighboring cities.

The AC Transit system consists of commuter-bus service to San Francisco and local buses that link San Leandro to destinations throughout the East Bay, including to some BART stations. Currently, seven AC Transit routes serve the study area and the San Leandro BART station. The service areas of these routes include central San Leandro and the Davis, San Leandro Boulevard, and East 14th corridors. Currently, the only AC Transit line with high-frequency service is route #82, which has ten-minute headways. AC Transit's rapid bus service will begin operation in 2007.

There are two BART stations in San Leandro: San Leandro, west of the downtown, and Bay Fair, at the southern end of the city. These stations provide direct service along the Richmond-Fremont, Dublin/Pleasanton-SFO/Millbrae, and Daly City-Fremont lines, each of which has an average service frequency of 15 minutes; connecting service is provided to the Daly City-Pittsburg/Bay Point line. Approximately 406 BART trains service the downtown San Leandro station daily. BART data indicates that in the October-December 2005 quarter there were 4,900 average weekday passengers exiting the station.

In addition to the above services, the San Leandro Transportation Management Organization has been providing the free LINKS shuttle service between the San Leandro BART station and west San Leandro businesses since January 2002. The shuttle operates every 15 minutes during the morning and afternoon commute hours.

Figure 13: Transit Framework



Primary Vehicular Circulation

Similar to bicycle-oriented streets, all city streets are accessible to automobile use. In fact, most streets prioritize motor vehicle use over pedestrians or bicyclists. In places, this is appropriate in order to provide efficient transportation into and through the downtown for people and goods. In general, however, even streets that provide for efficient vehicular flow need to provide a quality pedestrian environment. The Development and Implementation Guidelines provide detailed recommendations for balancing pedestrian and vehicular use.

The primary vehicular circulation routes through the study area are as follows:

Davis / Callan / Estudillo

Davis Street is designated as an arterial in the General Plan, while Callan and Estudillo Avenues have Residential Arterial and Collector designations. This set of streets provides east-west arterial access that connects the downtown with Interstates 880 and 580. Estudillo and Callan Avenues give motorists a choice for how to connect to Davis Street. The intersection of East 14th and Davis Streets is considered the center of downtown. This TOD Strategy recommends new office and residential development on Davis Street between Alvarado and Carpentier Streets, and an emphasis on residential land use between Carpentier and East 14th Streets. These uses will increase pedestrian use of Davis Street.

Willliams Street

Williams Street is designated as a Collector Street in the study area and west of I-880, and a Residential Collector between Alvarado Street and I-880. It serves as an east-west link between the marina neighborhoods, industrial parcels, public schools and downtown. Significant land use changes are not anticipated for Williams Street in the study area.

San Leandro Boulevard

San Leandro Boulevard is an arterial that connects southern downtown neighborhoods and businesses with northern San Leandro and the city of Oakland, and provides access to the BART station. Current City policy (*Central San Leandro / BART Area Revitalization Strategy)* plans to reduce lanes from seven to five and install a planted median between Davis and Williams Streets. This TOD Strategy recommends significant new residential and office growth along this same segment, with an associated increase in pedestrian activity.

East 14th Street

East 14th Street is a major arterial connecting San Leandro with Oakland, Hayward, Fremont and other East Bay cities. It will serve as the route for AC Transit's proposed BRT system. It also is San Leandro's downtown Main Street, serving as the address for the mixed-use retail development recommended by this TOD Strategy. East 14th Street will continue to provide for vehicular traffic flow, but requires significant improvements to enhance pedestrian activity. Such improvements may include corner bulb-outs, consistent street tree planting, street furnishing and lighting improvements, and increased building setbacks for wider sidewalks.

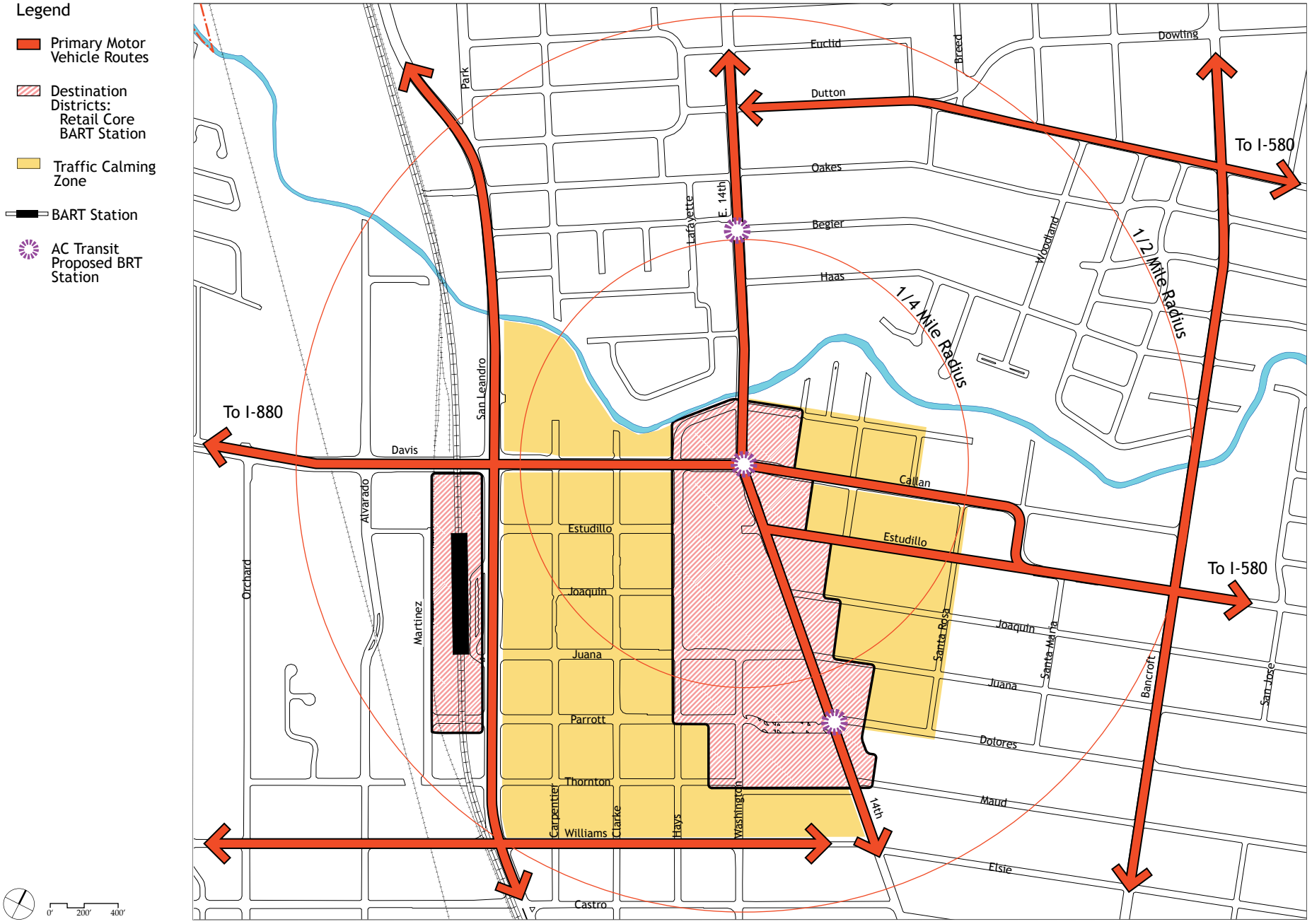
Bancroft and Dutton Avenues

Bancroft Avenue is a Residential Arterial at the eastern boundary of the study area, connecting San Leandro with Oakland to the north and the southern segment of East 14th Street in San Leandro. Dutton Avenue is a Residential Collector that provides convenient access to I-580 and East 14th Street. Significant land use changes are not anticipated for Bancroft and Dutton Avenues in the study area.

Traffic Calming Zone

Downtown streets not responsible for major vehicular access should receive traffic calming measures to slow traffic and improve conditions for pedestrians and bicyclists. Most of the Downtown Neighborhood Streets have sufficient capacity to accommodate calming measures such as bulbouts, lane width reductions, diagonal parking, speed humps and even medians in some cases. Such traffic calming measures should be designed with care to avoid impeding bus and bicycle circulation.

Figure 14: Vehicular Circulation Framework



Street Network Modifications

Consistent with the goals to improve connectivity between the BART and BRT stations, the Downtown, and the surrounding neighborhoods, and to provide improved access to areas of new development, several changes to the existing street system are proposed. Modifications and improvements to the specific streets are conceptual in nature and will require further traffic and civil engineering study prior to design and implementation.

Reconnected Streets

To improve pedestrian access to the BART station, West Joaquin Avenue between Carpentier Street and San Leandro Boulevard is proposed to be reconnected when development occurs on the current BART parking lot site. This may be a pedestrian-only street or open to all modes. A new street from Alvarado Street to San Leandro Boulevard intersecting with the signalized entrance to the Creekside Plaza parcel provides alternative access for the potential new development and/or park space in the SP5 area. Additionally, West Juana Avenue could be extended between Alvarado and Martinez Streets (in conjunction with a realignment of Alvarado Street) to reduce the size of the block, and improve connectivity west of the BART station.

Realigned Streets

Alvarado Street between West Estudillo and West Juana Avenues (parallel to the UPRR line) could be realigned to improve the crossing of the UPRR tracks and provide better access to the SP8 development areas.

Abandoned Streets

Martinez Street between Thornton Street and West Juana Avenue (and possibly up to West Estudillo Avenue) should be abandoned to provide development opportunity between the UPRR and old Western Pacific rail line rights-of-way. In order to access the BART station, the San Leandro LINKS shuttle service currently operating on Martinez Street should be rerouted to the shuttle zone proposed for the San Leandro Boulevard frontage (see Guidelines).

Additionally, West Joaquin Avenue between East 14th Street and Washington Avenue is proposed to be closed to vehicular traffic and reconfigured as a pedestrian paseo. Finally, Hays Street between East 14th and Davis Streets is proposed to be closed to vehicular traffic and reconfigured as a pedestrian paseo or incorporated into a new creekside park or plaza as part of the development of SP3.

One-Way Streets

A northbound one-way street is proposed on Hays Street between Davis Street and West Juana Avenue. The change to one-way operation would allow angled parking on one side of the street, thereby providing an increase of on-street parking supply as well as allowing for Class II bicycle lanes on one side of the street. The change to one-way operation would redirect the southbound direction of AC Transit Bus Line 55 from Hays Street to Clarke Street and create the need for new stops on Clarke Street at Davis Street and West Juana Avenue.

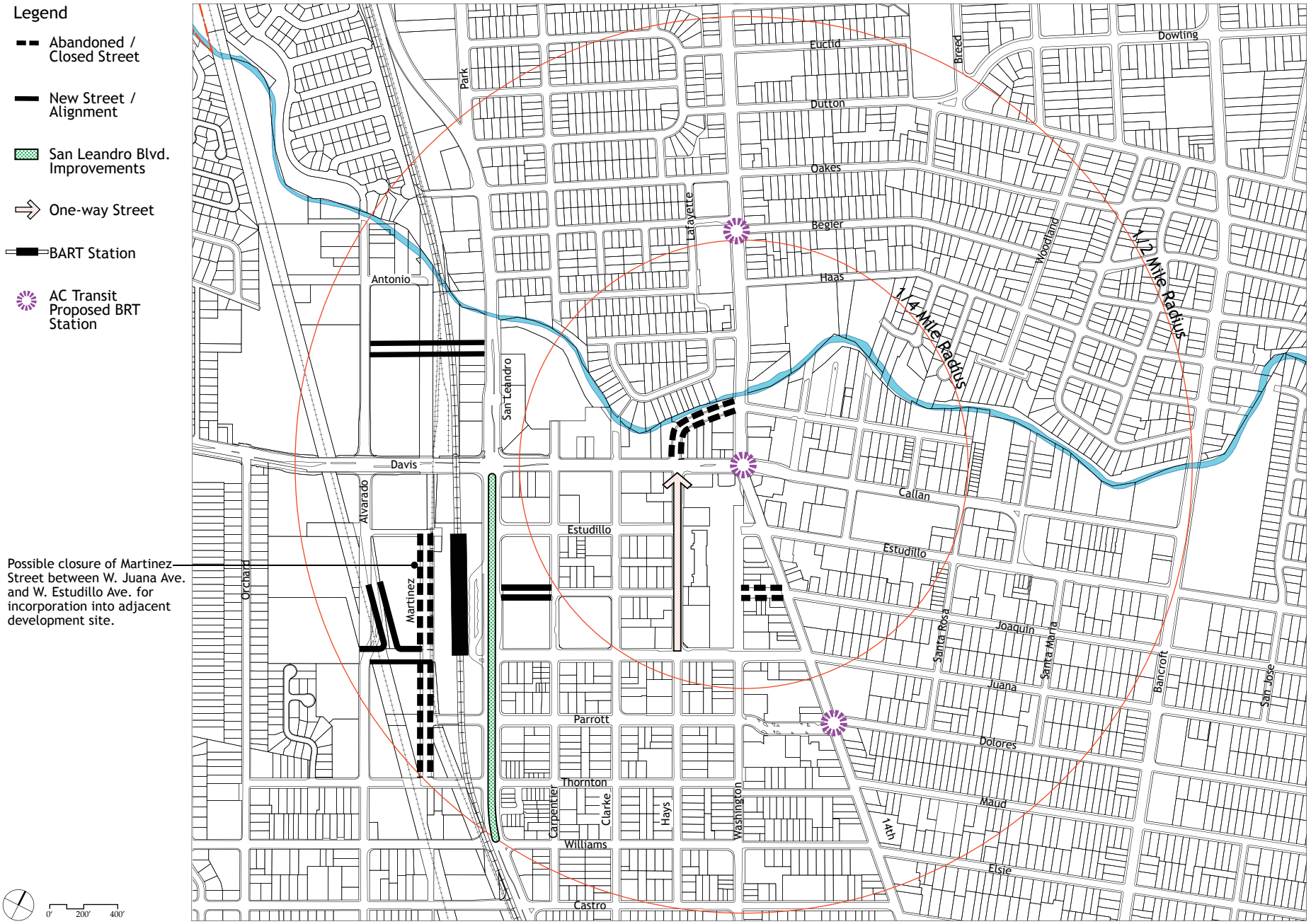
San Leandro Boulevard Improvements

Consistent with the *Central San Leandro / BART Area Revitalization Strategy* (2001), the Downtown San Leandro TOD Strategy recommends reducing the number of lanes on San Leandro Boulevard from seven to five between Davis and Williams Streets. The proposed improvements would increase the separation between pedestrians and automobiles in order to enhance the pedestrian environment along San Leandro Boulevard, in particular improving pedestrian access across San Leandro Boulevard to the BART station.

East 14th Street Improvements

East 14th Street has a limited curb-to-curb width and this Strategy does not propose changes to the roadway south of Davis Street. Major pedestrian improvements are proposed outside the curb (see Guidelines). A BRT route is proposed along East 14th Street with stations proposed at Begier Avenue, Davis Street and Parrott Street intersections, but does not change the configuration of the street. This Strategy proposes a lane configuration change to East 14th Street between Chumalia and Davis Streets to provide a southbound queue jump lane for BRT (see Guidelines).

Figure 15: Street Network Modifications



Parking Plan and Strategy

One of the primary constraints to development is the requirement for on-site parking. Typically, a parked automobile requires between 300 and 400 square feet - the size of a generous bedroom suite or office. When this square footage is multiplied by the number of vehicles required for a multi-family residence or office building, the total land area needed for parking often equals that desired for the building uses themselves.

To address this constraint and its potential limiting effect on TOD, the recommendations listed below suggest new practices and policies for downtown parking, including supply, facilities and management.

ESTABLISH STRATEGIC RESERVOIRS OF OFF-STREET SHARED PARKING IN BOTH THE BART AREAS AND WITHIN THE DOWNTOWN CORE.

Not all required parking needs to be provided on-site. Allowing parking to occur off-site accommodates parking needs while freeing development from the physical and financial constraints of building parking spaces. Parking structures can provide sufficient capacity for the parking needs of many individual spaces. In the downtown core the provision of municipal parking facilities is part of an overall strategy that combines adequate, but not excessive, private parking and strategically located public parking facilities. A reservoir of public parking allows lower parking standards for commercial and residential development in the downtown area, promotes walking and visibility of downtown businesses, as well as provides future flexibility to use parking pricing as a Transportation Demand Management strategy.

Within the BART area, shared parking facilities, whether private or joint public / private facilities are an efficient use of land and parking resources. These facilities would be shared between BART commuters, commercial tenants, and residential visitors. BART parking in these shared facilities would be reserved for BART patrons during core hours of operation (with limited space reserved for evening and weekend BART patrons), but would be available for non-BART users during evenings and weekends.

Parking locations could include the following:

- Existing Estudillo/Callan Structure, upgraded/expanded;
- Existing surface lot at Washington and Parrott;
- Existing Civic Center surface lot at East 14th and Lorraine;
- Across San Leandro Boulevard from Creekside Plaza;
- South of BART station between railroad rights-of-way.

MAXIMIZE ON-STREET PARKING SUPPLY BY IMPLEMENTING ANGLED PARKING ON THOSE STREETS WITH SUFFICIENT WIDTH AVAILABLE, AND BY OPTIMIZING THE AMOUNT OF PARALLEL PARKING THROUGH RESTRIPING.

On-street parking is one of the downtown's most valuable resources and should be preserved and enhanced. Streets of appropriate width (approximately 53-feet) will permit angled parking on one side and parallel parking on the other. Selected narrow streets, such as Hays Street between Davis Street and West Juana Avenue, can provide angled parking if made one-way. Streets with existing angled parking (West Estudillo and West Juana Avenues and part of Parrott Street) should be examined to determine if the number of angled spaces can be maximized. San Leandro Boulevard can accommodate parallel parking between Davis and Thornton Streets that can provide on-street supply for the parking needs of adjacent new development. Associated strategies may include:

- Manage existing on-street parking using time restrictions to improve turnover and provide a pool of short-term parking, especially in the downtown core;
- Provide some unrestricted on-street parking in the periphery of the downtown to accommodate long-term parking needs, and some overflow parking from the BART area;
- Expand the City's established Residential Parking Permit Program (RPPP) in downtown neighborhoods when requested by residents or when private parking fees and/or BART parking fees would help reduce the impacts of parking on a neighborhood. Work with neighborhood groups to identify impacts and trigger criteria for expansion of this established program. Evaluate the revenue generated from enforcement to determine if it might fund improvements such as traffic calming, streetscape, or gateway features specific to the neighborhood;

Figure 16: Parking Framework

- Consider implementation of a Parking Benefit District (see Strategy 3) whereby parking pricing is used to manage on-street parking demand. Consider using the revenue generated from parking meter charges and enforcement to fund improvements specific to the neighborhood.

Implementation of these parking configurations will require detailed engineering and feasibility analysis.

ADOPT REDUCED PARKING STANDARDS FOR RESIDENTIAL AND COMMERCIAL DEVELOPMENT WITHIN WALKING DISTANCE OF BART AND WITHIN WALKING DISTANCE OF THE DOWNTOWN CORE PARKING RESERVOIRS.

TOD has been shown to reduce automobile demand by 15 percent to 50 percent and attract tenants and owners with lower automobile use and ownership (known as "self-selection"). Additionally, most successful downtowns encourage a "park-once and walk to multiple destinations" environment by providing strategically located municipal parking facilities. Given these facts, the provision of typical suburban parking standards would result in excessive parking and affect the economic feasibility of TOD projects. Associated strategies may include:

- Gradually phasing in lower parking standards;
- Exempting retail uses of 5,000 square feet or less from parking requirements;
- Allowing residential development to accommodate visitors either through:
  - The shared parking supply (on and off-street), or;
  - In the unbundled flex parking supply that is permitted on-site. Flex parking is comprised of parking spaces that are not exclusive to a particular dwelling unit. These spaces are available for lease to tenants who need additional spaces or can be reserved for visitor parking.

Recommended maximum parking ratios are as follows:

- Residential: 1.5 spaces / dwelling unit (0.25 to 0.50 spaces / dwelling unit may be allocated as unbundled flex parking);
- Residential adjacent to the BART station (south of Davis St., west of Carpentier St., north of Thornton St.): 1.0 space / dwelling unit (plus allowance of unbundled flex parking of 0.25 to 0.50 spaces / dwelling unit could be provided at developers option above 1.0);
- Office: 2.0 spaces / 1,000 gsf;
- Retail: 2.0 spaces / 1,000 gsf.

The maximum ratio standards recommended above for the BART station area should be implemented in stages. For the first three years after adoption of this Strategy, new development within the study area should be required to provide a maximum of 1.25 spaces per unit (plus 0.25 to 0.50 spaces per unit for flex spaces at developers' options). After three years the recommended maximum ratios above would be in effect.

ADOPT A LOWER BART PARKING REPLACEMENT GOAL AND ENCOURAGE SHARED BART / COMMERCIAL PARKING IN PARKING RESERVOIRS NEAR THE BART STATION. REQUIRE MARKET-DRIVEN PRICING FOR COMMERCIAL PARKING AND ENCOURAGE BART TO INSTITUTE DAILY PARKING CHARGES.

In early joint development efforts, BART has required a one-to-one replacement of commuter parking. Requiring full replacement parking places a high value on near-term ridership generated from commuter parking rather than realizing the broader benefits that result from creating communities around transit stations. The requirement of full replacement parking is an impediment to achieving TOD objectives because of the high cost of building replacement parking in structures. BART's own studies have identified that TOD is an effective way to increase both ridership and revenue. Balancing BART parking replacement goals with TOD can result in equal or higher ridership and revenue. Other BART stations along the line may be able to accommodate additional commuter parking. The level of replacement parking for joint development on BART's parking facilities at the San Leandro BART station should be considered on both a station-specific and corridor or line basis. BART should consider the following:

- Replacement parking in the range of 50% to 75% of the spaces displaced by joint development. The precise replacement ratio should be based on a goal to balance ridership and revenue, and an analysis of the specific development proposal at the time (e.g.: estimated ridership gain by TOD, revenue generated by ground leases,

availability of parking at adjacent stations, and expenses related to replacement parking);

- Institution of a daily parking fee at the San Leandro BART station. Currently, BART charges $63 per month for reserved parking and will be implementing a single-day reservation program, but does not charge an across-the-board daily fee (on the A-Line, only the Lake Merritt station currently charges a daily fee). Because the San Leandro BART parking lot fills early, a daily fee is warranted at this station. An early fill time indicates latent demand for parking and any riders lost due to the fee will be replaced by those willing to pay a nominal fee. Parking charges are considered an asset management strategy that generates annual revenue and helps manage parking demand. The intent of charging for parking at San Leandro BART is to encourage a shift in commuter parking to other A-Line stations with less intense TOD. BART's current nominal daily parking fee is $1.00 to $2.00;
- Charging market-based parking charges for BART replacement parking that is provided in a shared facility with commercial or residential development. Parking charges should be the same for BART and commercial users with pricing structured over time to gradually discourage long-term parking. Pricing of replacement parking in shared facilities can be coordinated with BART daily fees to maximize use of BART station parking and minimize use of replacement parking by commuters.

ENCOURAGE SHARED PARKING FUNDING MECHANISMS WITH JOINT CITY / DEVELOPMENT PARKING RESERVOIRS. CONSOLIDATE WASHINGTON PLAZA SURFACE LOTS INTO A PARKING STRUCTURE, POTENTIALLY INCLUDING PUBLICLY FUNDED LEVEL OF PARKING.

The cost of municipal and/or shared parking facilities should be shared by the development that benefits from the facilities. Many common and innovative funding mechanisms can be employed to share costs between public and private entities, as well as development incentives that provide equity. Examples of incentives for development might include:

- The use of in-lieu fees to fund all off-site parking requirements for small sites in which the provision of parking is infeasible, or fund part of the parking requirement for larger developments;
- Reduced parking standards in combination with bonus densities for sites within an established parking district;
- Reduced parking lot landscaping requirements (which increase parking space yield) if surface parking lots are located in rear of building;
- Reduced development fees for projects that allow public parking in their facilities;
- Encourage shared parking for mixed-use development as a means to reduce parking requirements;
- Establish parking in-lieu fee or parking assessment district to fund public parking facilities that can be used by private development that cannot provide on-site parking.

SUPPORT THE PARKING STRATEGIES LISTED ABOVE WITH TRANSPORTATION DEMAND MANAGEMENT (TDM) STRATEGIES.

Reducing demand for automobile use is an important component of an overall parking strategy. TDM measures for commercial development include a series of employer-based programs and policies that provide incentives for employees to use an alternative form of transportation. TDM measures also can be applied to residential development. Some examples of residential TDM measures include:

- Subsidies, such as in lieu of a monthly parking fee, for transit and other non-drive-alone modes upon move-in or on a regular basis;
- Communicating information about transportation services and distributing it to residents;
- Providing an electronic kiosk through which residents can check transportation conditions, transit services and facilities, ride-sharing opportunities, bicycle services and facilities (routes, parking, bike station, bike-buddy matching), and other local services;
- Providing free or discounted membership to a car-sharing service and, if demand is sufficient, providing a car-sharing facility or vehicle on-site. Car-sharing refers to commercial automobile rental services whereby people reserve vehicles only for the time they need it, resulting in a more efficient use of a single vehicle.

4 | Development and Implementation Guidelines

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

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

Because existing conditions vary widely from street to street and parcel to parcel, and new developments will vary depending on site conditions, financing and program, these guidelines must be tailored to the specific conditions of individual development areas. However, as a whole they provide guidance for the creation of a coordinated environment that is supportive of transit and transit-oriented development.

The Guidelines emphasize the quality of the street environment by focusing detail on the design of the street space – the area framed by building walls. Where it is appropriate to influence building design to achieve the goals for the public environment, specific requirements have been established. For the most part, however, building design should be allowed to be as flexible as possible, allowing buildings to provide variety within the consistency of the streetscape, and to encourage architectural innovation and change over time. The critical elements of architectural design that should be encouraged include massing and detailing that is appropriate to the human scale of the pedestrian environment, and sensitivity to the scale of existing downtown buildings.

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

Guidelines Goals

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

- **Interesting** There are appealing things to see, touch, hear and smell that make one's time in the area a positive experience and encourage return visits;
- **Attractive** Buildings and landscaping create a beautiful setting in which people can walk, drive, shop, work, and live;
- **Safe** A person feels comfortable and secure in the environment, whether alone or in a group, during the day, evening and night;
- **Successful** Walking becomes a primary means of local transportation, enhancing transit ridership and supporting a thriving neighborhood and retail climate.

The following Guidelines provide both broad and detailed objectives for achieving these goals.

Public Street Design

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

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

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

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

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

Prototypical Intersection Design

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

Downtown Neighborhood Streets

As shown in Figures 17 and 18, intersections on Downtown Neighborhood Streets include features that emphasize pedestrian safety including:

- Highly visible crosswalks on all approaches.

Either ladder-style striping or distinctive pavement;

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

Specific Intersection Designs

San Leandro Boulevard / Davis Street

This intersection is located on a major access route to the BART station. Its present design facilitates automobile movement. While accommodating traffic remains an important function, several design features will improve

Figure 17: Downtown Neighborhood Street - Prototypical Intersection Design

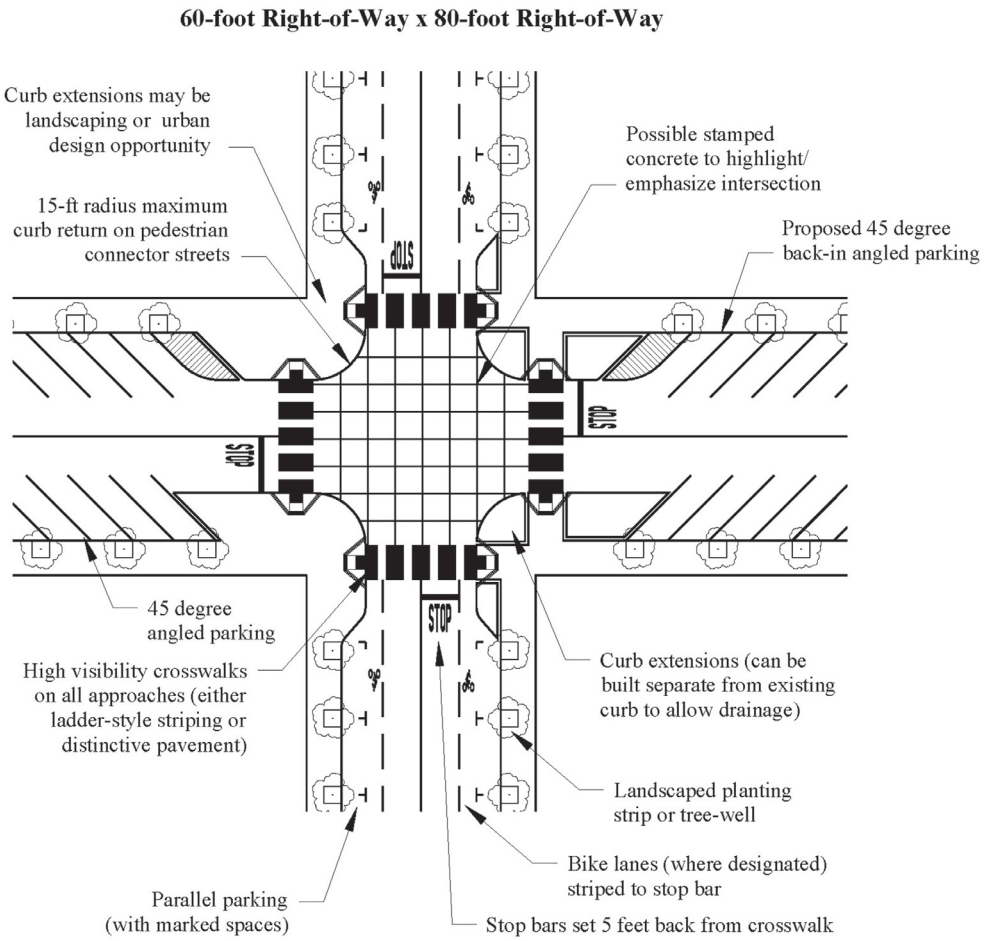
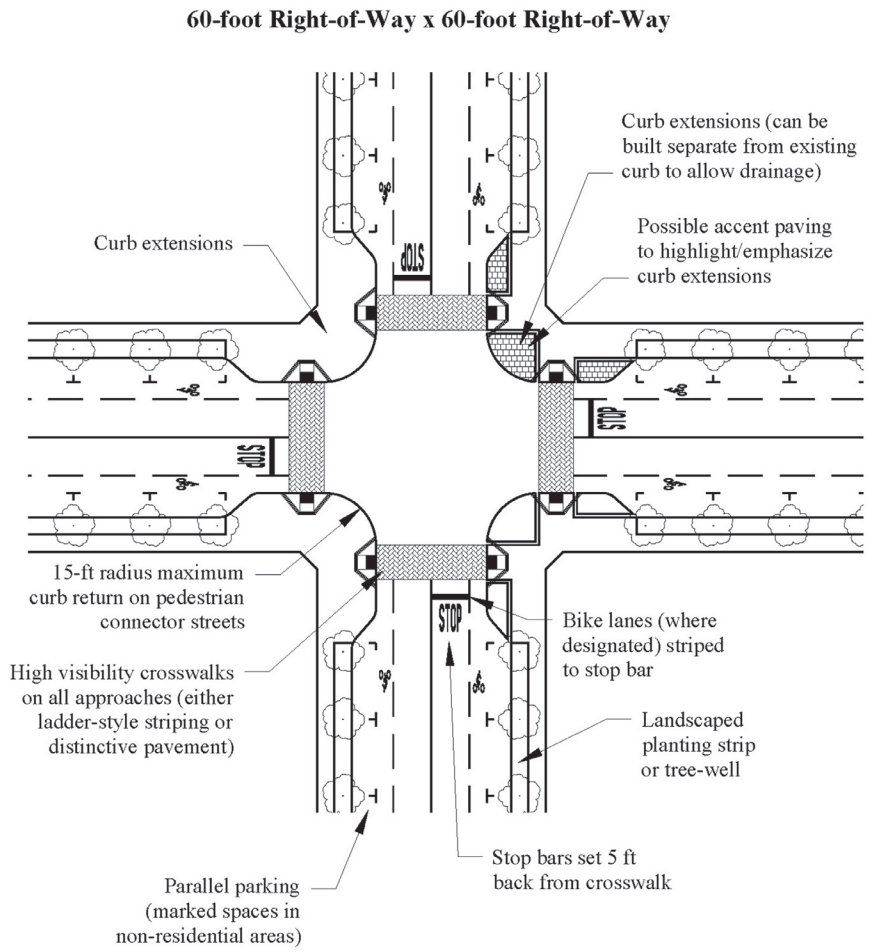


Figure 18: Downtown Neighborhood Street - Prototypical Intersection Design



pedestrian accessibility and the pedestrian environment. These features, shown in Figure 19, include:

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

East 14th Street / Davis Street

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

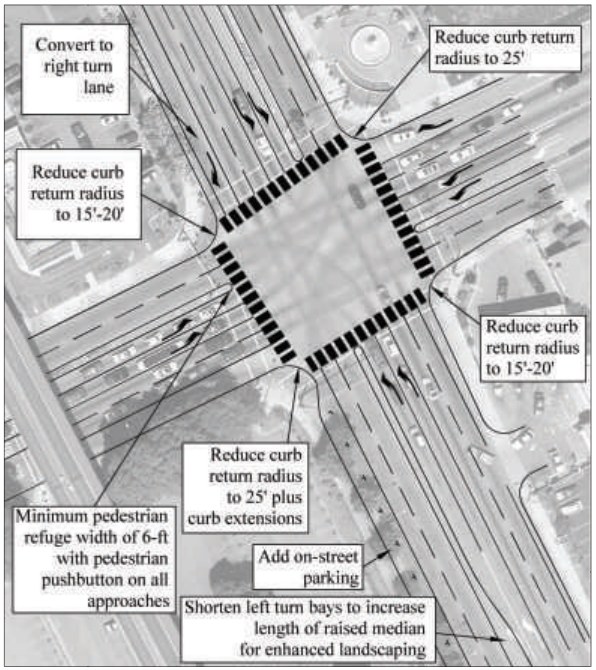
- High-visibility ladder-style crosswalks or high-contrasting paving material;
- Countdown pedestrian signals;
- Widened sidewalks as part of new development;
- Near-term north leg modifications to accommodate the increased traffic demand

associated with the closure of Hays Street:

- Southbound parking lane converted to a right turn lane to accommodate increased right turn demand and improve intersection level of service.

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

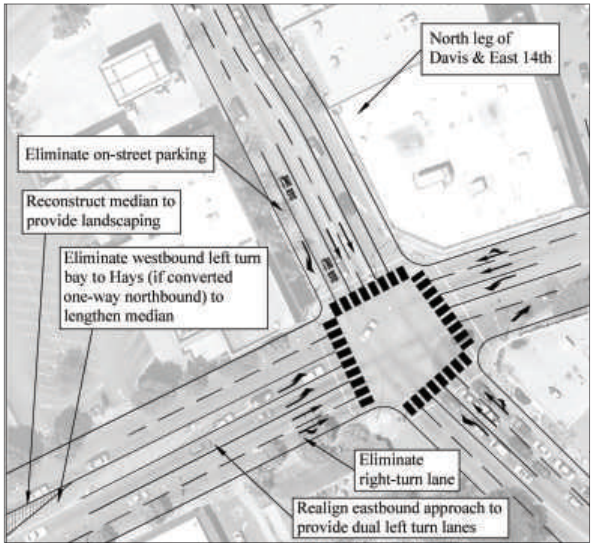
Figure 19: San Leandro Boulevard / Davis Street - Intersection Design



Pedestrian Enhancements

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

Figure 20: East 14th Street / Davis Street - Intersection Design



North Leg East 14th Street

Short-term Modifications

- Convert southbound parking lane to a right turn lane.

Long-term Modifications

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

Pedestrian Enhancements

Short-term Modifications

- Provide high-visibility ladder-style crosswalks (or use high-contrast paving material).
- Countdown pedestrian signals.
- Widen sidewalks as part of new development.

- With Hays converted to a one-way street in the northbound direction south of Davis Street, the westbound left turn bay at the intersection of Hays and Davis Streets is no longer required and the median can be widened adjacent to the travelway.

BART Station Access

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

Bus Transfer Center

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

San Leandro Boulevard

- Reduce San Leandro Boulevard to two lanes in each direction and add on-street parking;
- Include Class II bicycle lanes;
- Install new raised, landscaped median. Include an 11-foot left turn lane on northbound approach at the intersection of San Leandro Boulevard / West Estudillo Avenue;
- Provide on-street loading zone for Kiss-and-Ride along southbound San Leandro Boulevard between West Estudillo and West Juana Avenues;
- Desire to install a traffic signal at the intersection of San Leandro Boulevard / West Estudillo Avenue. This signal may be implemented in the long term and requires review by City and Caltrans to determine if its proximity to Davis Street would adversely affect traffic operations;
- Install pedestrian signal at the intersection of San Leandro Boulevard / West Joaquin Avenue;
- At the intersection of San Leandro Boulevard / West Joaquin Avenue, the northbound, bus-only left turn lane would have a green indication during normal left turn operations, turning to flashing yellow operation during the east-west pedestrian phase. East-west pedestrian crossing occurs only on the north side of the intersection.

Pedestrian Enhancements

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

BRT Stations & Bus Stops

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

Roadway Design to Accommodate Transit

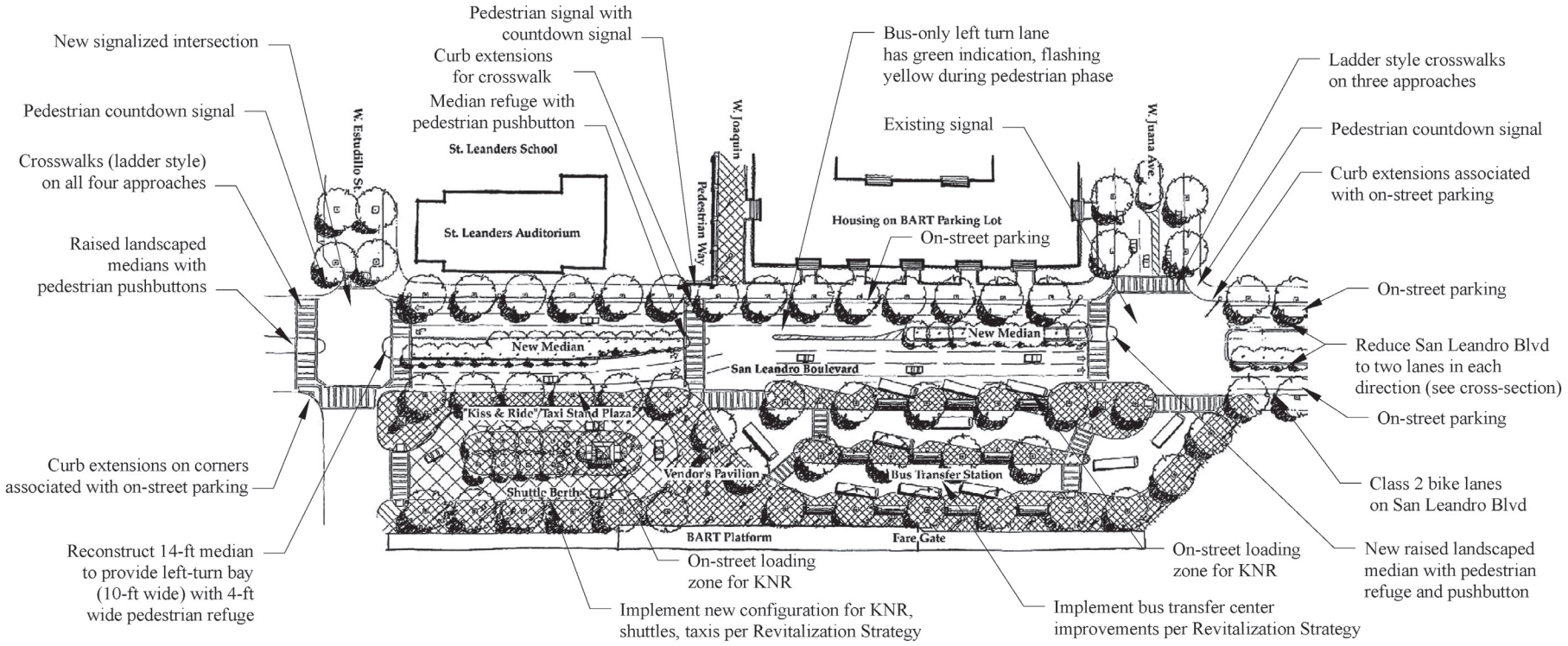
The streets within downtown San Leandro with existing and proposed transit routes must continue to accommodate transit vehicles. AC Transit's fixed-route vehicles are typically a 40-foot coach or a 60-foot articulated bus. These vehicles can be 10.5 feet in width measured from mirror to mirror. Streets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

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

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

- **Assure that transit streets have adequate street composition to support buses.**

Figure 21: San Leandro Boulevard BART Station Area Improvements



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

source: *Central San Leandro / BART Area Revitalization Strategy,* "BART/AC Transit Station Renovation: Plaza Station Concept," p. 18

Roadway pavements on transit streets need to be of sufficient strength to accommodate repetitive bus axle loads of up 24,700 pounds, the rear axle load of a large or articulated bus. Concrete pavement is desirable in these areas to avoid failure problems experienced with asphalt. Concrete bus pads are recommended for stops because they can withstand the repeated stops and starts of buses over time.

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

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

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

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

BRT Station & Bus Stop Design

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

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

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

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

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

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

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

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

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

  The requirements of the boarding areas

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

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

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

Sidewalk Configuration

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

- **Curb Zone** This contains the elements that separate the sidewalk from the street and provide the necessary infrastructure to support pedestrian and motorist activity, including lighting, signage, furnishings, trees, and other vertical elements, as well as bulbouts;
- **Pedestrian Circulation Zone** This area is where pedestrian circulation occurs, and must be kept clear of obstruction; specific widths are listed in the guidelines for each street type (see below);
- **Building Zone** This area is immediately adjacent to the building wall; depending on the width of the overall sidewalk, the building area may contain amenities such as seating, merchandise displays, planting or architectural elements of the building, as long as these do not interfere with pedestrian movement.

Bulbouts

Sidewalk extensions, or "bulbouts," should be provided at all appropriate intersections to improve pedestrian safety at street crossings, increase transit efficiency and ridership, and provide space for pedestrian amenities. Drainage systems, transit turning requirements,

Sidewalks should be subdivided into three zones: a clearly defined curb zone for planting and furnishings, an unobstructed pedestrian circulation zone, and a few objects placed against the building wall in the building zone.

Corner bulbouts reduce the intersection crossing distance for pedestrians and provide additional streetscape amenity opportunities within the pedestrian zone.

Mature specimen trees add distinction to the streetscape, even if the species is not consistent with a standard street tree or other planting

Trees that form a canopy over the street tend to provide a traffic calming effect even without reducing street width.

parking lanes and right-of-way restrictions must be taken into account when determining appropriate locations for bulbouts.

Three types of bulbouts should be considered:

- **Corner Bulbouts** These extend into the street the distance of adjacent parking spaces, whether parallel or angled. They provide easier and safer street crossings for pedestrians by shortening the total street crossing distance. This is particularly important at unsignalized and wide (multi-lane) intersections. At signalized intersections, bulbouts have an added benefit of allowing slightly shorter signal cycle timing, thereby potentially improving traffic flow.
- **Transit Bulbouts** These are similar in function to typical corner bulbouts, but are longer to allow boarding and alighting from front and rear doors of buses, and placement of transit shelters and other furnishings that enhance the experience of transit riders.
- **Mid-block Bulbouts** These provide added sidewalk space for seating, planting, outdoor dining, furnishings and other amenities. They also provide opportunities for mid-block street crossings where appropriate. Their length depends on location. Mid-block bulbouts can often replace on-street parking spaces where sufficient substitute parking spaces can be provided.

Planting

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

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

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

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

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

Paving

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

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

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

Lighting

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

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

Street Furnishings

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

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

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

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

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

This historical light fixture and pole assembly has been approved as a city standard for use on East 14th Street in the downtown area.

exists side-by-side throughout most of the study area;
- A coordinated design expression between all or most furnishing elements to provide unity and continuity;
- Design that is user-friendly, but does not encourage loitering or, in the case of seating, reclining;
- Ready availability from established manufacturers to avoid expensive custom fabrication and assure ease of replacement;
- Durability and ease of maintenance;
- Recycled content;
- Utility and service devices should be painted and/or designed to match other furnishing items.

Trash Receptacles

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

Bicycle Racks

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

Tree Grates & Guards

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

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

Transit Shelters

Transit shelters provide several benefits to the streetscape, including improving the experience of transit riders, adding an attractive element to the streetscape and providing useful information, wayfinding and revenue features. The following features should be included in the design of transit shelters:

- Compatible with the character of the street and surrounding built environment;
- Provide shelter from wind and rain;
- Seating;
- Transparent to allow users to feel safe;
- Constructed and sited to minimize visual obstruction of adjacent businesses.

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

Signage & Wayfinding

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

The signage system should achieve the following objectives:

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

Wayfinding Signs

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

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

Banners

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

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

Even minor signage can contribute to a sense of place, identity and overall quality of the built environment.

Green building techniques should be employed in all new developments. One such technique is the use of photovoltaics for on-site renewable energy production.

Buildings & Parcels

Building and Parcel guidelines apply to new building and site improvements. Major renovations and buildings undergoing facade improvements should comply as much as possible with the intent of these guidelines. These guidelines pertain to development facing public streets and pathways that follow the street right-of-way grid.

Green Building

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

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

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

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

- Consider establishing mandatory minimum green building certification for all projects within the TOD area;

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

Building Siting & Use

Building siting should result in a pedestrian environment that is:

- **Well-Defined** A streetwall of building facades and landscape creates a three dimensional, public streetscape space.
- **Unambiguous** The boundaries of the public space clearly separate public and private environments.
- **Generally Uniform** The streetwall does not have large gaps that create discontinuities; where gaps occur, the space they contain is part of the public environment.

Objectives

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

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

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

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

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

Site & Building Access

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

Objectives

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

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

Building siting should create a well-defined streetwall and allow adequate space for active sidewalk use.

Discontinuities in the streetwall should contain space that is part of the streetscape, such as plazas or courtyards.

Transparency and highly permeable ground floors help connect people inside and outside of buildings, providing a sense of security and engagement.

Retail windows and doors that are separated from the sidewalk, like these in San Leandro between Washington Plaza and East 14th Street, do not promote a relationship with pedestrians. (San Leandro)

and distinct from other uses of the building.

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

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

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

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

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

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

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

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

Building Massing & Height

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

Objectives

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

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

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

Building height and massing should be reduced on secondary streets where a transition to

smaller scale uses, buildings or neighborhoods is required, and to avoid shadowing that prevents adequate solar access to adjacent buildings or parcels.

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

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

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

Building Design

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

Windows & Doors

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

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

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

Structured parking facades should be compatible in design with adjacent buildings. Openings should be designed as typical fenestration, including sills, jambs, headers, etc.

Blank walls, such as on Hays Street, discourage pedestrians, are prone to attract graffiti and other blighting elements, and detract from the quality of the urban environment.

Well designed and well built buildings are attractive to pedestrians and promote a feeling of quality and investment in the city.

(glass may not be necessary on levels above the ground floor).

Distinction should be made between primary entries and secondary entries. Primary entries should be expressed clearly through massing and/or ornamentation.

Windows on facades that overlook adjacent residential uses should be oriented to restrict views into private yards or homes.

Design Detail

Facades must be articulated, not blank. Fenestration, overhangs, alcoves, materials and other design elements that provide shadow lines and scale create visual interest from the street and sidewalk. Most blank or undetailed walls do not provide sufficient interest to enhance the pedestrian environment.

Entries to ground floor retail spaces should be recessed into the building massing to articulate the entry and provide refuge from the pedestrian activity on the sidewalk.

Awnings and other attached shading devices may be different in design or scale for the ground floor than for upper floors, in order to provide articulation for the ground floor and pedestrian environment.

Exterior building lighting should be integral with and proportional to the building design. Fixtures should be shielded and directed downward to prevent glare for pedestrians, motorists, cyclists and neighbors, as well as reduce light pollution.

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

Materials & Craftsmanship

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

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

Signage

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

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

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

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

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

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

Lighting

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

Parcel Landscape Design

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

Objectives

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

building, and the landscape design should be appropriate for the building design.

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

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

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

Landscape shall not obscure sight line or entries for security.

Private parcel landscaping that is visible from the street should contribute to and be compatible with the overall streetscape environment.

Street Type Guidelines

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

Commercial Main Street

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

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

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

Figure 22: Commercial Main Street Section, Typical Condition

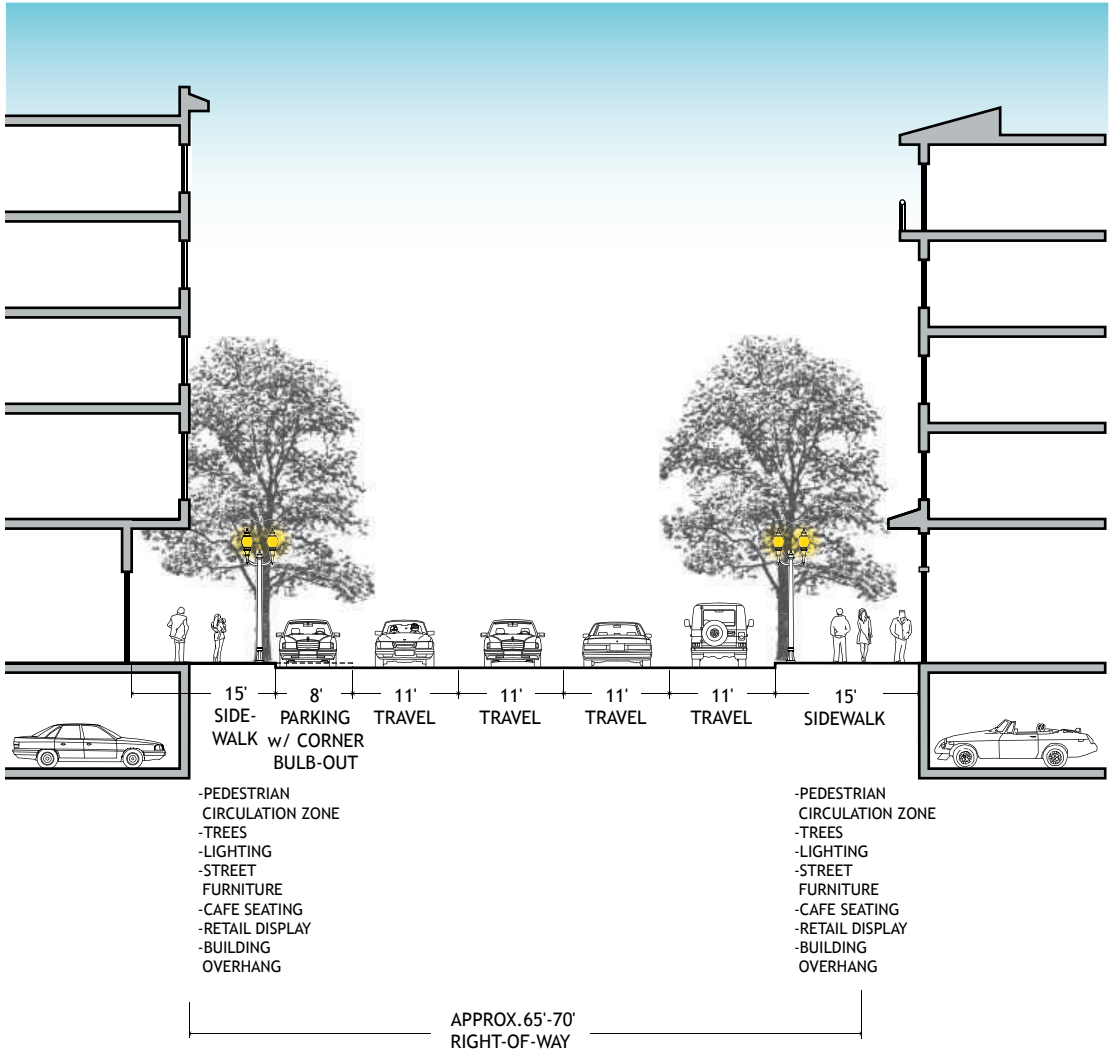
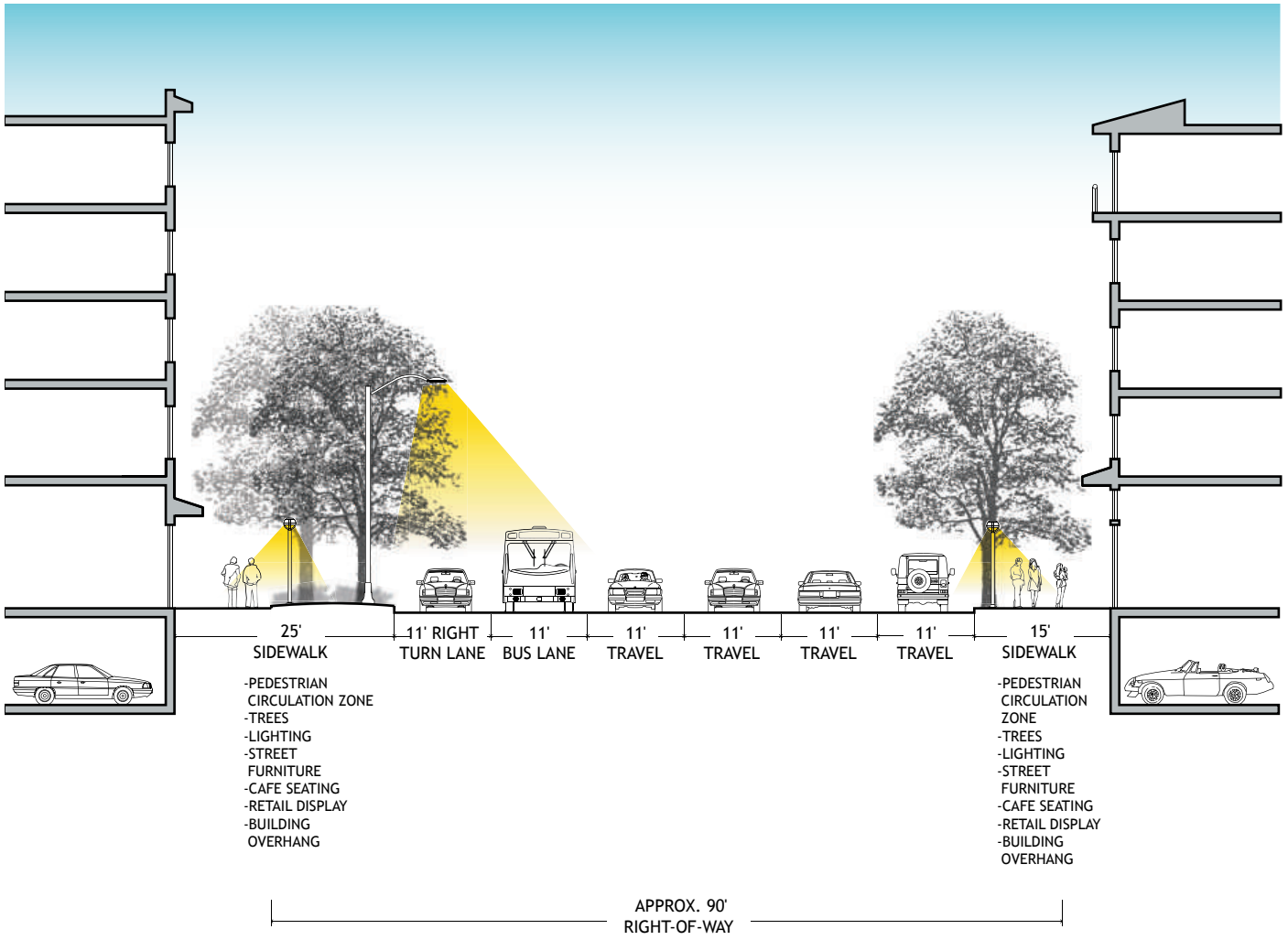


Figure 23: Commercial Main Street Section, Special Condition



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

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

Design Goals

The goals for this street type are as follows:

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

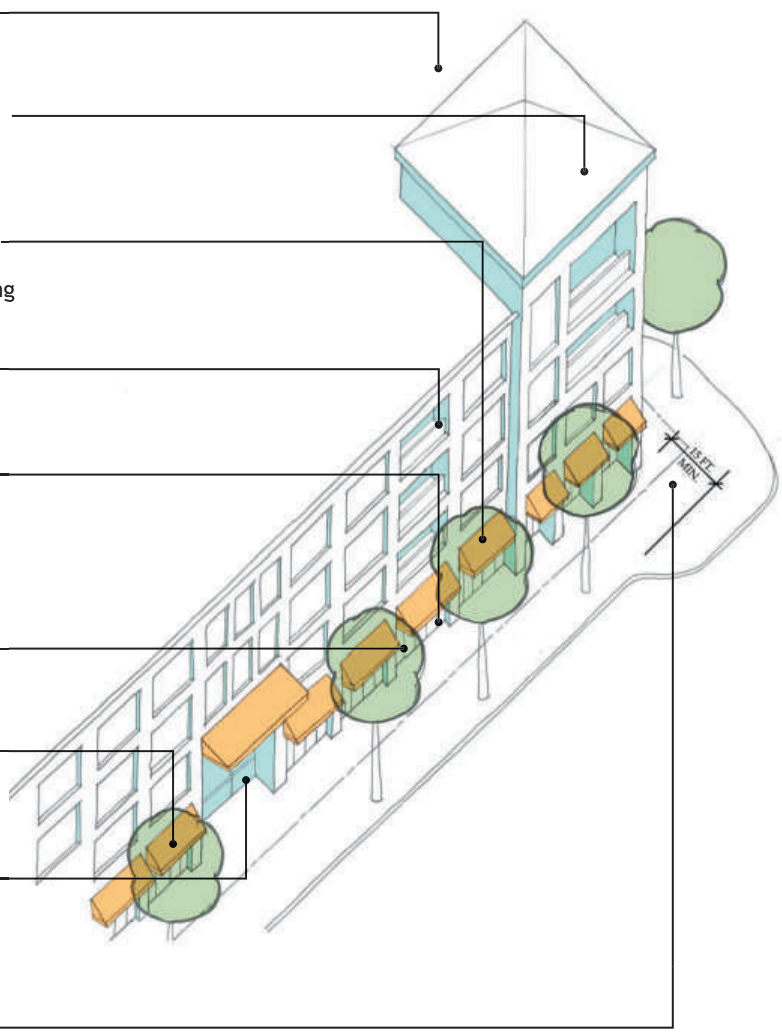
Policy Requirements

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

Roadway Configuration

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

Figure 24: Mixed-Use Building Fronting Commercial Main Street



crossing distances and slow traffic at intersections;
- Parallel parking on one side of the street (alternating sides) between Davis Street and Parrott Street, as existing.

Sidewalk Configuration

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

Planting

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

Lighting

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

Building Massing and Height

- Upper floors of buildings may extend to the right-of-way. Provide 12′ minimum clear height at the overhang. If columns

Setback areas for retail use can be used for dining and other retail activities. Garden walls and planting can establish a strong edge to the

Where commercial uses are not set back, seating and other retail activities still can use the pedestrian zone, but adequate clearance for pedestrian circulation must be maintained.

www.pedbikeimages.org/Dan Burden

Setbacks provide buffering and transition to high density (top) and lower density (above) residential.

are required to support the overhang, they may not protrude into the unobstructed pedestrian circulation zone;

- The ground floor of buildings should be located at sidewalk level;
- Special Condition: upper floor overhangs may not exceed 6′ extension into the pedestrian circulation zone on the west side of the street. East side conditions are the same as for typical conditions of this street type as described above.

Downtown Neighborhood Streets

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

- Callan Avenue
- Estudillo Avenue
- Joaquin Avenue
- Juana Avenue
- Parrott Street
- Dolores Avenue
- Thornton Street
- Maud Avenue
- Williams Street
- Elsie Avenue
- Alvarado Street
- Martinez Street
- Carpentier Street
- Clarke Street
- Hays Street
- Washington Avenue

Design Goals

The goals for this street type are as follows:

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

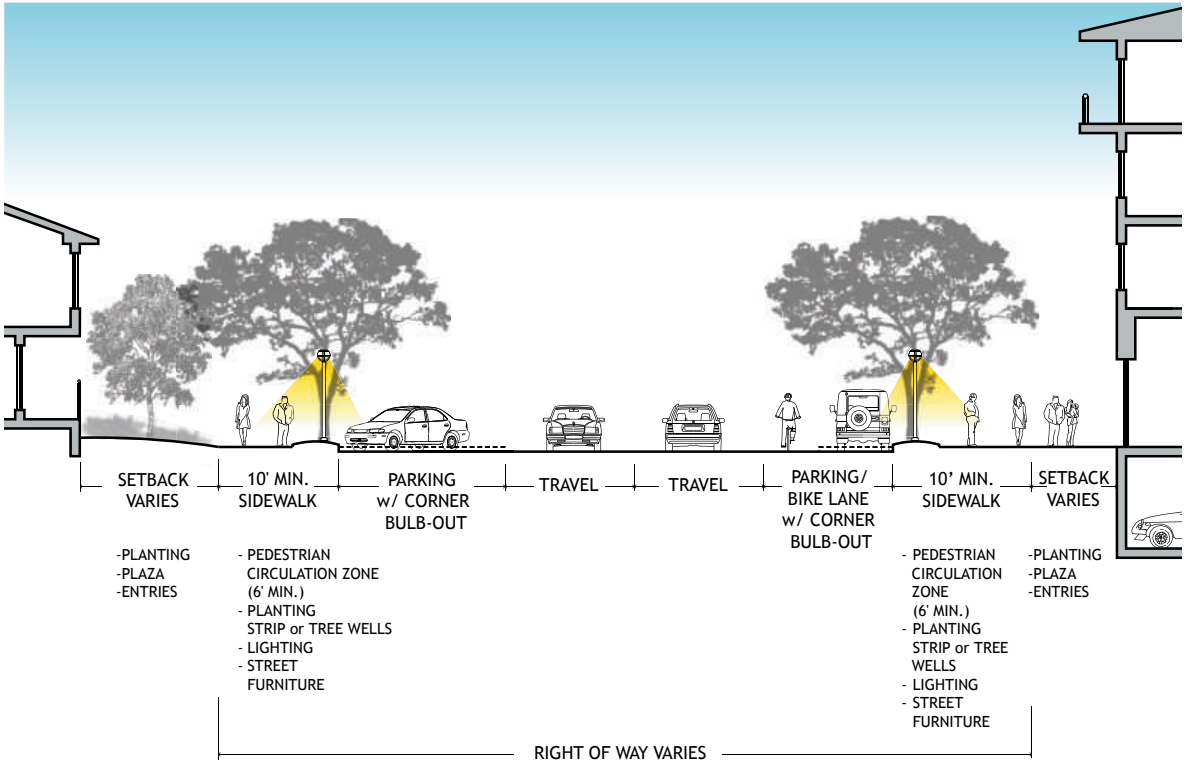
Policy Requirements

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

Roadway Configuration

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

Figure 25: Downtown Neighborhood Street Section



Sidewalk Configuration

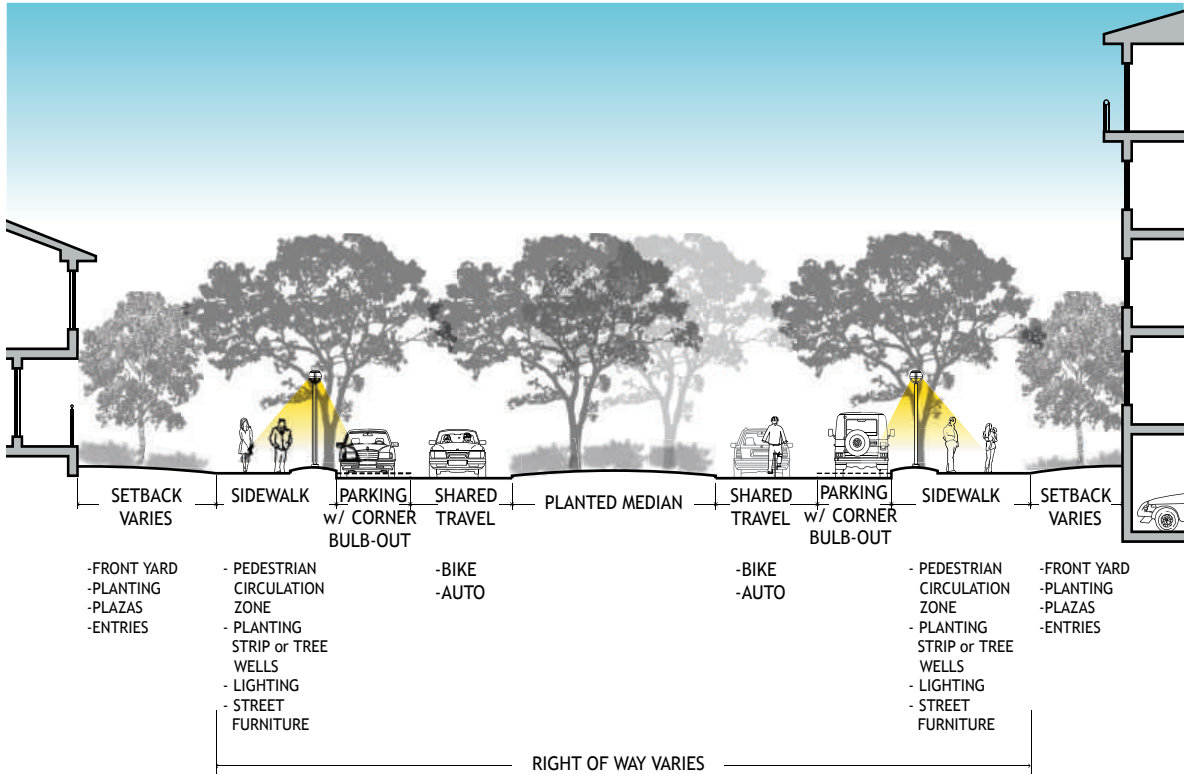
Provide a buffer between pedestrians on the sidewalk and the travel lanes of the street.

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

Alternative Roadway Configuration

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

Figure 26: Downtown Neighborhood Street Section, Alternative Configuration



Alvarado Street. The effects of this approach include the following:

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

Planting

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

Building Siting

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

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

Building Massing & Height

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

Figure 27: Mixed-Use Building Fronting Downtown Neighborhood Street

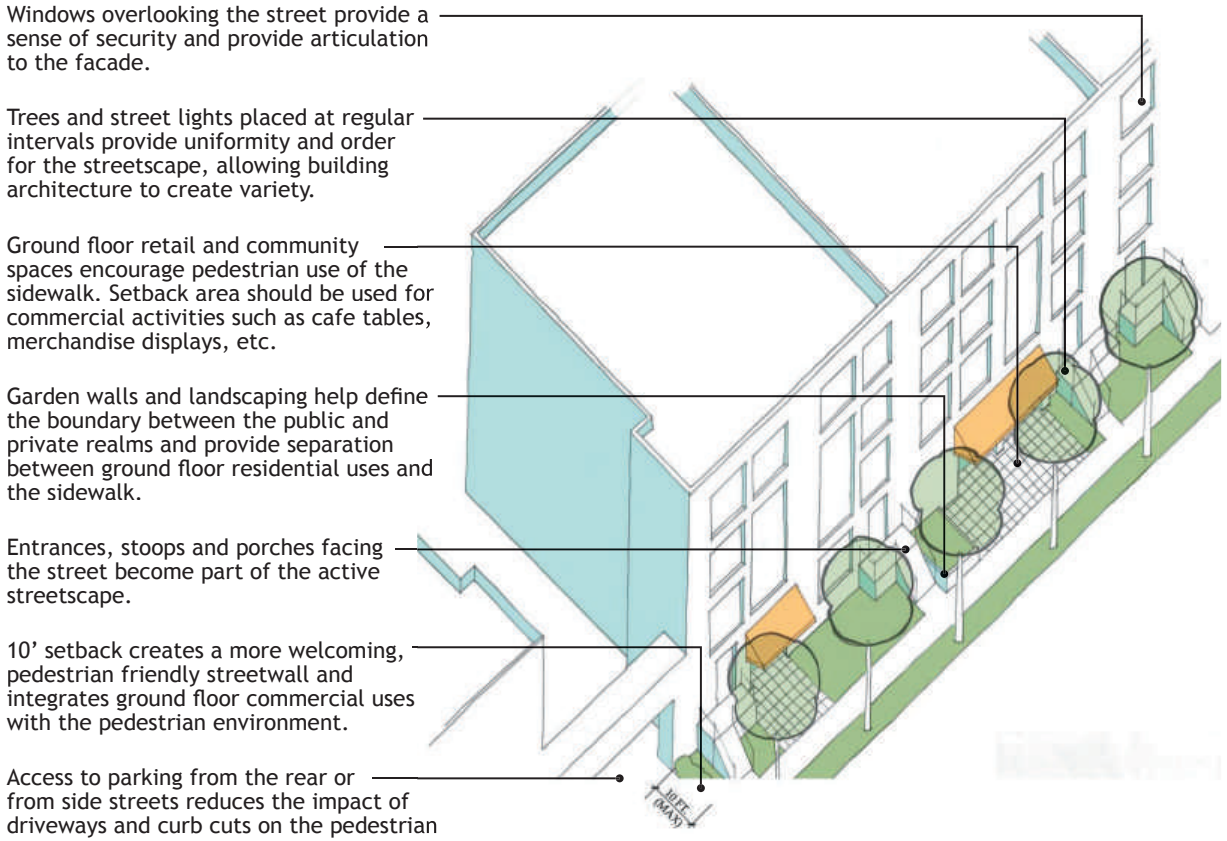
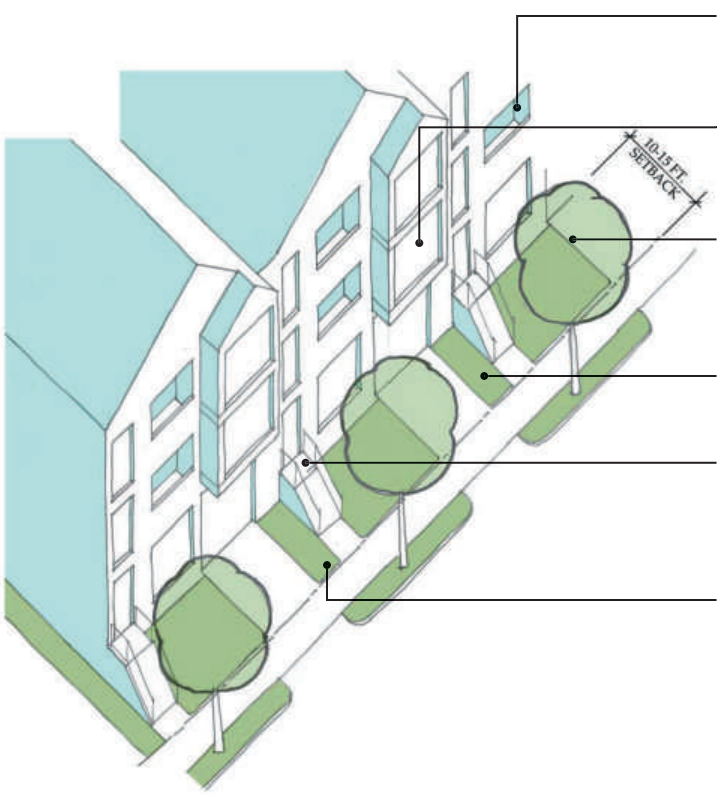


Figure 28: Residential Townhouse Building Fronting Downtown Neighborhood Street



Residential living spaces and balconies engage the street and provide "eyes on the street."

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

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

10' front setback creates a well-defined, pedestrian friendly streetwall.

Elevated ground floor residential separates residential uses from the sidewalk; stoops and porches facing the street become part of the active streetscape.

Planted areas provide for regular and consistent landscaping along the length of the street and parcel.

Urban Boulevard

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

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

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

San Leandro Boulevard

Design Goals

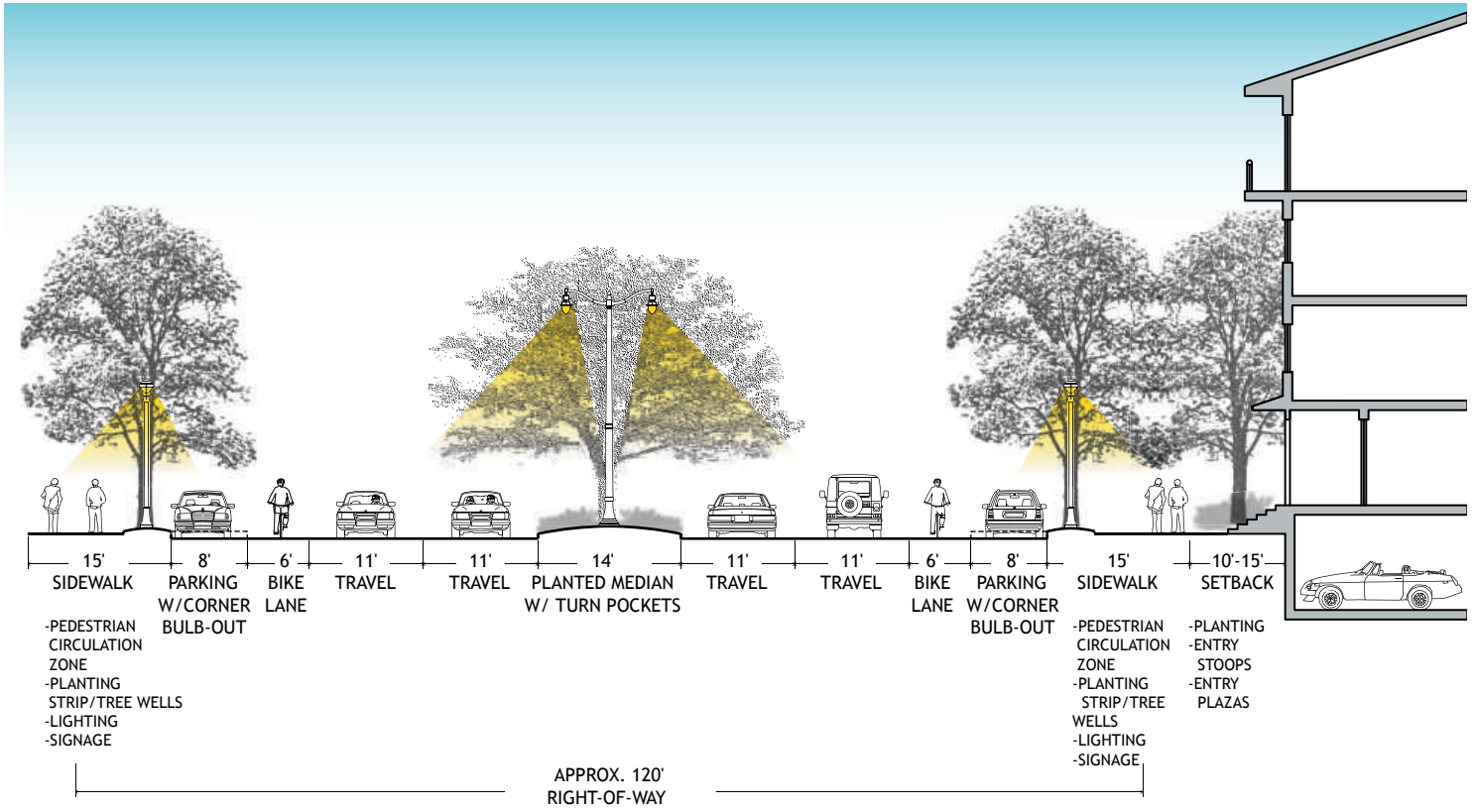
The goals for San Leandro Boulevard are as follows:

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

Policy Requirements

The following features and elements should

Figure 29: San Leandro Boulevard Section



Creekside Plaza uses design techniques similar to these guidelines for parcels fronting San Leandro Boulevard.

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

Roadway Configuration

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

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

Sidewalk Configuration

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

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

Planting

- Provide street trees along the curb (curb zone);

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

Building Siting

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

Building Massing & Height

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

Davis Street

Design Goals

The goals for Davis Street are as follows:

- Provide an attractive street environment that encourages pedestrian use;
- Encourage new development to use Davis Street as an address;
- Create a positive "front door" image for motorists entering downtown San Leandro from the west;
- Facilitate transit vehicle movement to and from the downtown core.

Policy Requirements

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

Roadway Configuration

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

Sidewalk Configuration

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

Planting

- Provide street trees along the curb;
- Unless parking lanes are provided in the future, planting strips should not allow for

Street trees and setback planting with matching trees creates an inviting pedestrian environment and a welcoming residential frontage.

Residential entry stoops provide a transition between public and private space, and help enliven the street environment.

East 14th Street at Civic Center is a good model of the Vehicular Arterial street, with good provisions for pedestrians and protection from moving traffic.

Continuous street trees and a parking lane provide a buffer for pedestrians against arterial traffic; generous landscaping creates a welcoming pedestrian environment.

pedestrian crossing to discourage crossing at unmarked areas.

Lighting

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

Building Siting

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

Building Massing & Height

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

Vehicular Arterials

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

Vehicular Arterial streets are not typical in the study area, and due to their peripheral location they are less likely to see TOD projects. However, they are important to the Strategy due to their function in bringing people into the study area, including users of the transit systems and users and residents of the downtown area. The two streets of this type in the study area are:

- Davis Street west of the UPRR tracks;
- San Leandro Boulevard north of San Leandro Creek and south of Williams Street.

If new development occurs fronting these streets, the following goals and requirements should be considered:

- The most important design feature is separation of pedestrians from traffic. Provide a 4′ minimum planting strip or tree wells with street trees and low shrubs. Where possible, provide parking lanes and corner bulbouts;
- Roadway and pedestrian-scale lighting and street furnishings should be placed in the planting strip/tree well zone to ensure an unobstructed sidewalk;
- Setbacks should be determined by Zoning Code requirements.

Implementation Matrix

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

Table 3 Implementation Matrix

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

1 - MOST IMPORTANT
2 - MORE IMPORTANT
3 - IMPORTANT

AC - AC Transit
BART - BART
CALTRANS - CALTRANS

CD - Community Development Department
E&T - Engineering & Transportation
FIN - Finance Department
FIRE - Fire Department

OBD - Office of Business Development
PW - Public Works
REC - Recreation & Human Services Department
SLUSD - San Leandro Unified School District

		PRIORITY	RESPONSIBLE DEPT. OR AGENCY
A11	Prepare focused planning studies of the following Special Policy Areas to determine a preferred land use recommendation:		
	SP1: Potential mixed-use development	1	CD
	SP2: Potential civic plaza location	1	CD
	SP3: Mixed-use development, connection to San Leandro Creek, potential civic plaza location	1	CD; OBD
	SP4: Mixed use development or Root Park expansion	3	CD
	SP5: Residential development or public open space	2	CD
	SP6: Retention of Thrasher Park or relocation of park facilities and site redevelopment.	3	CD
	SP7: Work with property owners to determine feasibility of joint development of site for open space or other use.	3	CD
	SP8: Seek a master developer for private properties, BART property and City property around the BART station to determine feasibility of joint development and determine a strategy for relocating BART parking and implementing shared parking arrangements. Investigate inclusion of SP7 in the master developer site area.	1	CD; BART
A12	Prepare an infrastructure study for sanitary sewer and storm drain systems and adopt a downtown improvement district which funds improvements for storm water and sewer facilities to accommodate growth in the downtown.	1	E&T

1 - MOST IMPORTANT
2 - MORE IMPORTANT
3 - IMPORTANT

AC - AC Transit
BART - BART
CALTRANS - CALTRANS

CD - Community Development Department
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Table 3 Implementation Matrix

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

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B2	Other properties in the Downtown Area or its periphery may become available at various times. The City should work to promote redevelopment of such sites consistent with the TOD strategy. Owner Participation Agreements to provide technical assistance (e.g., resolution of brownfield issues, facilitation of joint venture or partnership arrangements with private developers) and incorporate projects into parking management arrangements are examples of potential actions that can increase the willingness of existing property owners to consider redevelopment. At the same time, the City should refrain from investing its limited funds in direct purchase or financial support of projects in locations that are not at the gateways to downtown, have limited potential for pedestrian and transit linkages, or would not serve to catalyze adjacent development. This is an ongoing challenge because of the large potential number of additional sites, however it is essential for the City to focus its available resources in order to generate the near-term results that will increase developer interest in other locations in the Downtown area.	VARIES BY SITE	CD; OBD
B3	Actively identify and contact developers and non-profit organizations known for high quality development projects.	1	CD; OBD
B4	Inform and educate developers and land owners about the intent of the Downtown San Leandro TOD Strategy with printed and online Strategy documents and through personal assistance during the application process.	ON-GOING	CD
B5	As property owners prepare development plans for their sites, the City should ensure that new development augments improvements to downtown land use and circulation. Include coordination with the City's Engineering and Transportation, Fire and Business Development Departments, BART, AC Transit, Caltrans and other local and regional agencies to ensure that design improvements of study area streets are consistent with the TOD Design Guidelines.	ON-GOING	CD; E&T; OBD; FIRE
B6	News of new development projects, new retailers or other businesses, and other City successes at implementing the Strategy should be widely publicized. A communications plan for timely and appropriate announcements aimed at general and business media, among other sources, can be an important tool for enhancing perceptions of Downtown San Leandro. Such good news can help branding efforts to position the Downtown area as an emerging location with new business, shopping, and residential opportunities. The interest created by the developer panel during preparation of the TOD Strategy can be built upon by conducting small-scale retailer and developer panels. These can be timed to take advantage of the news of new retailers or projects that will attract attention and generate interest. This type of small-scale event provides an excellent forum for distributing information on the Downtown area's potential and current activity, and using retailer and developer suggestions to further refine implementation and branding activities.	ON-GOING	CD; OBD

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

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

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		PRIORITY	RESPONSIBLE DEPT. OR AGENCY
STREETSCAPE IMPROVEMENTS & BICYCLE AND PEDESTRIAN CIRCULATION The first round of streetscape and other public improvements should be focused on areas that are likeliest to experience near-term new development. The public investment can help reduce perceived risk for private investors. By concentrating public investments, it can have a larger impact than if it is spread over a larger area.			
D1	Conduct a detailed traffic, engineering and streetscape study of San Leandro Boulevard to define the feasibility of lane reduction, installation of parking, corner bulb-outs, and median between Davis and Williams Streets. Study to include engineering elements such as extent and location of improvements, location of traffic signals, turning lanes, lane width, roadway lighting, etc. Study also to include streetscape design. Prioritization and/or phasing of improvements should be included in the study. Coordinate with Caltrans, BART and AC Transit.	1	E&T; CD; BART; AC; CALTRANS
D2	Study feasibility of constructing a new street connecting Alvarado Street with San Leandro Boulevard between Davis Street and San Leandro Creek to serve potential new development areas.	3	E&T; CD
D3	Explore desirability of installing planted medians on West Juana Avenue and Parrot Street for traffic calming and "greening" purposes. If desirable, prepare engineering and streetscape documents.	3	E&T; CD
D4	Study feasibility and design of Hays Street closure between Davis and East 14th Streets.	1	E&T; CD
D5	Study feasibility and design of one-way conversion of Hays Street between Davis Street and West Juana Avenue.	2	E&T; CD
D6	Conduct a detailed traffic analysis and engineering study of East 14th Street between San Leandro Creek and Estudillo Street to determine feasibility of lane reconfigurations to facilitate queue jumping or BRT movement through intersection with Davis Street.	2	E&T; AC
D7	In order to develop high-quality and direct pedestrian connections between development and BART, BRT and other transit systems, prepare a design and engineering study of improvements for Downtown Neighborhood Streets between the downtown core and the BART area and the area west of BART: determine prioritization; prepare detailed streetscape design and engineering studies of appropriate streets and intersections; develop priorities for pedestrian railroad crossings; develop associated strategies and policies that determine the phasing of and responsibilities for implementation (i.e., which improvements will be constructed by the City and which by private developers in association with adjacent parcel redevelopment).	2	CD; E&T
D8	Prepare detailed streetscape design studies for East 14th Street. Develop associated strategies and policies that determine the phasing of and responsibilities for implementation, and which facilitate streetscape work necessary for implementation of the proposed BRT.	1	CD; E&T
D9	Prepare detailed streetscape design studies for Davis Street. Develop associated strategies and policies that determine the phasing of and responsibilities for implementation.	2	CD; E&T

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D10	Modify the Bicycle and Pedestrian Master Plan to reflect the bicycle facilities identified in the Bicycle Circulation Framework of this Strategy; provide bicycle lockers and paths and other amenities at the BART station and new developments; utilize the MTC Pedestrian Study to identify additional bicycle and pedestrian improvements within the Study Area; provide detailed policy and implementation language in the Bicycle and Pedestrian Master Plan to ensure inclusion of the Downtown Bicycle Friendly Zone recommendations.	1	E&T
D11	Rename East 14th Street to a name keeping with downtown Main Street or branding strategy.	3	CD; CALTRANS; E&T; OBD
D12	Study feasibility of relinquishment of Caltrans jurisdiction over Davis and East 14th Streets	3	E&T; CALTRANS
D13	Rename San Leandro BART Station to Downtown San Leandro.	3	CD; OBD; BART
TRAFFIC STRATEGIES Travel Demand Reduction Strategies			
E1	In Office Mixed-Use areas, amend the Zoning Code or other City policies to require primary commercial office entrances to be located facing public sidewalks to facilitate and encourage easy access to the BART station.	1	CD; OBD

E2	Adopt aggressive Transportation Demand Management (TDM) policies and requirements including:
	• Establish a ceiling on the traffic generation for specific areas in conjunction with annual monitoring. Enforce the maximum on trip generation through agreements to pay additional fees for higher levels of mitigation.
	• Require membership in a Transportation Management Association (TMA). Services may include:
	  • Customize TDM planning for members;
	  • Guaranteed Ride Home program;
	  • Commuter Check program (employers provide transit tickets to employees at a pre-tax discounted price);
	  • Managing and administering shuttle services between employers and BART, downtown or other key destinations;
	  • TransLink, which could be used to provide transit cards;
	  • Individual commute alternatives planning.
	• Encourage existing businesses of 50 or more employees within close proximity to BART to adopt TDM Strategies or participate in a TMA.
		1	CD; E&T; OBD

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E3	Require new development to charge for parking, as part of the Parking Strategies (see below). This strategy, combined with free transit passes (for at least one year) provided by the development/management can be highly effective. This strategy may be introduced gradually and should be implemented in conjunction with public parking pricing.	ON-GOING	CD; E&T; OBD
E4	Encourage the establishment of car-sharing and/or rental car services, especially in proximity to the BART area.	2	CD; E&T
E5	Encourage other employer-sponsored financial and non-financial incentives including travel allowances in lieu of parking subsidy, parking cash-out, transit discounts, reimbursement policies that encourage alternative modes for business travel, flexible work schedules, and information on tax incentives.	ON-GOING	CD; E&T; OBD
Traffic Capacity Strategies			
E6	Adopt a downtown TOD area Traffic Impact Fee (TIF) which funds improvements for pedestrian and bicycle connectivity to transit, funds improvements to transit facilities, and prioritizes mitigation measures to maintain a LOS D at intersections on the BRT and other transit routes (East 14th Street but also Davis Street and San Leandro Boulevard if BRT connects to the BART station). Mitigation of non-BRT route intersections is a secondary priority.	1	CD; E&T
E7	Establish trip generation rate and parking demand rate assumptions used to evaluate future development applications in downtown San Leandro in the City's Traffic Impact Study requirements. The assumptions may be, and should be, different from those used elsewhere in the city. The assumptions should represent the vision of San Leandro that can realistically be achieved, and may require a paradigm shift in thinking.	1	CD; E&T
E8	Adopt a Statement of Overriding Considerations for intersections that fail to meet the City's LOS D standard. This strategy recognizes that higher densities can have localized traffic impacts but provide citywide and regional transportation benefits, and enhance economic activity in the downtown. This strategy also recognizes that peak period traffic congestion can serve as a deterrent to single occupant vehicle use and increase the competitiveness of transit.	1	CD; E&T
E9	Consider changing the way level of service (LOS) is measured in the downtown, possibly in conjunction with designating the downtown as an "infill opportunity zone" (California Government Code Section 65088-65089), which exempts these special areas from the level of service standards specified in the County Congestion Management Program. Some communities, recognizing the infeasibility and undesirability of building bigger intersections for automobiles, are adopting corridor travel time as the measure of acceptability in downtown areas. This measure (based on the Highway Capacity Manual urban streets method) balances poor operating conditions at some intersections with acceptable average speeds along the length of key corridors. Mitigation measures under this measure of LOS benefit transit and include signal interconnection and synchronization improvements, spot capacity refinements at intersections, elimination of bottlenecks (e.g., adding left turn lanes), and access management. Consideration of safe and convenient pedestrian access must be given when evaluating potential mitigations.	1	CD; E&T

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PARKING STRATEGIES The parking strategies presented below are organized by type of demand (e.g., commercial office, retail and residential). Because many of the strategies are applicable to different types of demand, the discussion refers to the traffic strategies above to avoid redundancy.			
Commercial Office and Retail Parking Strategies The cost of structured parking in urban areas is very high and the number of parking spaces required can determine the financial feasibility of a development project. The strategies below combine measures to both reduce demand and reduce the required number of parking spaces (and consequently cost). These strategies require policies to implement parking charges as both a Transportation Demand Management measure and a way to recover the cost of building structured parking.			
BART Area			
F1	Emphasize the development of shared parking facilities (shared between private development and BART) with market-based parking charges. This requires a development parcel large enough to accommodate a large parking structure and commercial development, a parcel of land exclusively for parking, or several smaller shared parking garages interspersed in the BART area. Because shared parking strategies distribute parking within a larger area, this strategy benefits from a parking information and/or guidance system that provides real-time information on the location and availability of public parking. This technology makes shared parking more efficient and effective and reduces the impacts associated with "cruising" for parking.	2	CD; E&T; BART
F2	Reduce the amount of replacement parking for BART commuters, potentially in conjunction with the implementation of shared parking facilities. Under a shared parking strategy, more parking than currently exists would be provided in the BART area, but not all of it exclusively for BART patrons. Replacement parking should be provided at between 50% and 75% of the amount of parking displaced by joint development on BART's property. BART's A-Line Study identified the stations adjacent to the San Leandro Station (Bay Fair and Coliseum) as potential shared parking locations (increasing the BART parking supply) allowing the San Leandro station to reduce the number of exclusive BART spaces. This depends on private development plans surrounding the adjacent stations, but should be further explored with BART.	1	CD; E&T; BART
F3	Institute a daily parking fee at the San Leandro BART station. With the intent of encouraging a shift in commuter parking to other A-Line stations with less intense TOD. BART's current nominal daily parking fee is $1.00 to $2.00. Charge market-based parking charges for BART replacement parking that is provided in a shared facility with commercial or residential development. Parking charges should be the same for BART and commercial users with pricing structured over time to gradually discourage long-term parking. Pricing of replacement parking in shared facilities can be coordinated with BART daily fees to maximize use of BART station parking and minimize use of replacement parking by commuters.	1	BART; CD; E&T

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F4	Determine the phasing of implementing lower parking standards. Initial development might provide 2.5 to 3.0 spaces per 1,000 SF. Over time, with implementation of shared parking and TDM measures the standards should be reduced to 2.0 spaces/1,000 SF. Any excess parking in the first phases of development would become available as shared parking. Zoning Code will be amended to implement this phased provision.	1	CD; E&T
F5	Amend the Zoning Code to exempt retail uses in the study area, of 5,000 square feet or less, from parking requirements.	1	CD
F6	Determine funding mechanisms for shared parking, such as: • The City and/or BART may share in the cost of adding additional parking to structures constructed as part of private development. • The City, or BART, may develop, own and operate a shared facility constructed through bonds, tax increment financing, or other revenue sources. • A parking district may be formed in which private development either pays into a fund for city-owned facilities in addition to their own lower parking requirements, or pays an in-lieu fee. Common funding mechanisms, which are usually used in combination, may include: • Parking benefit district with assessments • Joint public/private development with ground floor retail rent revenue • Revenues from parking meters (mostly for operations and maintenance) • General obligation or revenue bonds • In-lieu fees • Redevelopment tax increment financing • Revenues from lease of City property • Enforcement of time restrictions	2	CD; E&T; BART
F7	Maximize on-street parking opportunities on the internal streets west of the BART station. Explore implementing angled parking on appropriate streets. Do not initially establish time restrictions for on-street parking, allowing these spaces to be part of the shared parking supply, although long-term meters are an option.	3	CD; E&T

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Commercial Office and Retail Parking Strategies Downtown Area			
F8	Manage existing downtown on-street parking using time restrictions to improve turnover and provide a pool of short-term parking, especially in the core area. Wherever possible, charge motorists directly for using parking facilities. Newer methods tend to be more cost-effective, convenient, and fair; allow various payment options (coins, bills, prepaid value cards and credit cards); and allow adjustable pricing. Examples of parking pricing methods include: • Single-space meters – prepay a mechanical or electronic meter located at each spaces; • Pay Box – prepay into a box with a slot for each space; • Pay-and-Display Meters – prepay a meter/multi-space meter, which prints a ticket that is displayed in vehicle window; • Electronic Pay-Per-Space – prepay an electronic meter.	3	E&T; CD
F9	Provide some unrestricted on-street parking in the periphery of the downtown to accommodate long-term parking needs, and some overflow parking from the BART area.	3	E&T; CD
F10	Explore opportunities to increase on-street parking supply through the implementation of angled parking on appropriate streets as defined in the Circulation and Parking Framework section.	3	E&T; CD
F11	Expansion of the Estudillo/Callan municipal parking garage is likely to be required in the long-term. Monitor parking supply and demand to determine the need for expansion when occupancy of existing on and off-street supply reaches about 80-85%. Specific strategies for the Estudillo/Callan parking structure include: • Consider constructing a 4 or 5-level garage which would provide the necessary range of additional spaces. Additionally, the cost per space tends to be lower as the number of spaces increases providing an increase in value.	1	OBD; E&T; CD
F12	• Consider establishing a parking district in the downtown (see Strategy F7), in combination with an in-lieu fee for new development with reduced parking standards, to fund the reconstruction (and construction of other downtown parking reservoirs not part of joint development). • Pursue bond financing.	2	OBD; E&T; CD

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F13	Amend the Zoning Code to allow a maximum parking ratio of 2.0 spaces per 1,000 square feet for commercial development in the downtown, and exempt ground floor retail from providing on-site parking if less than 5,000 square feet. Any excess parking can be accommodated by the surplus parking supply in the downtown area, and by the reservoir of parking created by expanding the Estudillo/Callan garage in the long term.	1	CD
Residential Parking Strategies BART Area			
F14	Amend the Zoning Code to allow a maximum parking ratio of 1.0 exclusive spaces per dwelling unit for TOD residential adjacent to the BART station if the City accepts that the downtown TOD strategy will attract self-selective residents (those who intentionally live near BART because they own fewer or no vehicles) thus reducing the current vehicle ownership level (1.23 per household) to one or less per household. Allow flexibility in the parking standards to provide unbundled "flex" parking spaces (up to 0.5 spaces/dwelling unit above the 1.0 standard). This standard may be gradually implemented until TOD is established in the BART area, beginning with a parking ratio of 1.25 spaces per unit (plus flex spaces). Alternatively, allow a maximum of 1.5 spaces per unit with 0.5 spaces per unit "unbundled" from the price or rent of the unit. These "flex" spaces may be leased for additional vehicles, used by visitors or leased to non-residents (e.g., BART commuters).	1	CD
F15	Amend the Zoning Code to allow residential development to accommodate visitors either through the shared parking supply (on and off-street) or in the unbundled flex parking supply that is permitted on-site.	1	CD
Residential Parking Strategies Downtown Core			
F16	Amend the Zoning Code to allow a maximum parking ratio averaging 1.5 spaces per unit for new residential development in the downtown core. The downtown core will not benefit as much from self-selective residents as the BART area will, and is not as accessible to transit as the BART area. This ratio will accommodate current levels of auto ownership and later can be converted to flex spaces unbundled from the units. In for-sale development, 0.5 spaces per unit (of the 1.5 total spaces) must be unbundled initially or the spaces will remain with the unit.	1	CD
F17	Adopt Strategy F14 for residential visitors in the downtown area.	1	CD

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

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

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E&T - Engineering & Transportation
FIN - Finance Department
FIRE - Fire Department

OBD - Office of Business Development
PW - Public Works
REC - Recreation & Human Services Department
SLUSD - San Leandro Unified School District

Table 3 Implementation Matrix

		PRIORITY	RESPONSIBLE DEPT. OR AGENCY
FINANCING			
H1	The financing for the Strategy will depend on public investments to fund upfront infrastructure and capital improvement costs, as well as potential cost offsets to expensive parking garages. Aside from these public contributions, and a limited amount of project assistance for a small number of catalyst projects, private financing provided by project developers will be expected to provide the investment needed for new TOD projects. At the same time, available City funding resources are limited, and the previous failed effort to create a Business Improvement District indicates limited support from existing owners and businesses for the use of financing tools that would incur additional costs. A specific financing strategy that best uses available resources will need to be developed based on available funding, the specific public/private partnerships, their timing, and the ultimate cost. Likely key sources of funding include: • Redevelopment Agency Financing - Available allocation of tax increment financing (TIF) from the Plaza Project Area will be limited by available funds and the short remaining five-year life of portions of the Plaza project area. The modest amount available from the Plaza project area may possibly be augmented by funds from the Alameda County - City of San Leandro "Joint" project area. • Grant Funds - A range of funds are available, including new ones from Proposition 1C, as well as existing federal and state funding streams administered by MTC, such as Transportation for Livable Communities / Housing Incentive Programs. The City will need to work to include infrastructure and capital improvement projects that support TOD (e.g., pedestrian, bike, transit circulation and access, parking structures, and so on) into the Alameda County Congestion Management Agency's Countywide Transportation Plan (the next update is in 2009) and the Metropolitan Transportation Commission's Regional Transportation Plans and work with these agencies as Downtown San Leandro projects are developed to ensure that they are competitive and targeted for the most applicable programs. In addition to TOD-specific grant funds, other programs may also be available to deal with other site-specific issues, such as EPA Brownfields funds. • Below-Market Rate Housing Funds - The City has mostly obligated its redevelopment set-aside funds. There is a limited amount of remaining funds that can be targeted to priority projects. There are also a variety of affordable housing financing sources available from intermediaries (such as Fannie Mae and Freddie Mac) accessible to project developers (either for-profit or non-profit) to assist them in the development of affordable and workforce housing units.	ON-GOING	OBD; CD; FIN

1 - MOST IMPORTANT
2 - MORE IMPORTANT
3 - IMPORTANT

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

GREEN BUILDING For development within the Downtown TOD area, the City of San Leandro intends to carry out the following actions to encourage green building. Note that in the list below, "green building certification" refers to achieving a minimum certification level in either the Green Points or the LEED™ rating system.			
I1	Establish mandatory minimum green building certification for all projects within the TOD area.	1	CD
I2	Study financial and other incentives for projects that achieve green building certification. Incentives may include a density bonus, fee waivers or reductions, approval expediting, or technical assistance in achieving certification.	ON-GOING	CD
I3	Explore funding or grant opportunities to support green building certification.	ON-GOING	CD
I4	Target education in green building techniques for residents and developers within the Downtown district.	ON-GOING	CD
I5	Provide education strategies for green building, including maintaining printed materials and green building information at the City permit counter and sponsoring in-house and outside professional training and seminars on green building techniques.	ON-GOING	CD

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		PRIORITY	RESPONSIBLE DEPT. OR AGENCY
PUBLIC SCHOOLS			
J1	Cooperate closely with the San Leandro Unified School District to establish programs and procedures to monitor the number of school age children that will be generated from new development within the TOD Strategy area.	ON-GOING	CD; SLUSD
J2	Cooperate closely with the San Leandro Unified School District to involve all parties to establish a plan that provides adequate resources to construct the necessary classrooms to house new students from the TOD area. The City will work with the District to develop a mitigation policy that ensures all developments provide adequate school facilities. If determined to be needed in the future to accommodate new development in the TOD area, the City will work with the School District to identify options for increasing school capacity, such as identifying land that can be used to house new students.	ON-GOING	CD; SLUSD

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General Plan Policies Coordination

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

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

Policies and Mitigation Measures Master List

4.1 Aesthetics

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

4.2 Air Quality

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

better provisions for bicyclists and pedestrians, and encouraging mixed use and higher density development around transit stations.

- **Policy 31.03** Discourage new uses with potential adverse air quality impacts near residential neighborhoods, schools, hospitals, nursing homes, and other locations where public health could potentially be affected.
- **Policy 31.04** Require new development to be designed and constructed in a way that reduces the potential for future air quality problems, such as odors and the emission of any and all air pollutants. This should be done by ensuring that best available control technology is used for operations that could generate air pollutants and promoting landscaping and tree planting to absorb carbon monoxide and other pollutants.
- **Policy 31.05** Ensure prompt response to complaints about odor problems and other potential air quality nuisances and hazards reported by residents and businesses.
- **Policy 31.06** Promote public education on air quality hazards and the steps that residents can take to help maintain clean air. Continue to participate in the BAAQMD "Spare the Air" program and other programs that increase public awareness of air quality issues.
- **Policy 31.09** Promote the development of infrastructure which supports the use of alternative fuel (i.e., electric) vehicles.
- **Policy 31.10** Consider the direction of prevailing winds in the siting of facilities likely to generate smoke, dust, and odors. Ensure that such facilities are sited to minimize the impacts on downwind residential areas and other sensitive uses.
- **Mitigation Measure K1** As recommended by the BAAQMD, the following practices should be required during all phases of construction for major projects in the City:
  - Watering of active construction areas at least twice daily.
  - Watering or covering of stockpiled debris, soil, sand, or other materials that can be blown by the wind.
  - Covering of all trucks hauling sand, soil, and other loose materials, or requiring all trucks to maintain at least two feet of freeboard.
  - Paving, or application of water or non-toxic soil stabilizers, on all unpaved access roads, parking areas, and staging areas at construction sites.
  - Daily sweeping of all paved access roads, parking areas, and staging areas if visible soil material is carried onto adjacent public streets.
  - Hydroseeding or application of non-toxic soil stabilizers to inactive construction areas.
  - Enclosing, covering, and watering twice daily (or application of non-toxic soil binders) all exposed stockpiles of dirt and sand.
  - Limiting traffic speeds on unpaved roads to 15 mph.
  - Installing sandbags or other erosion control measures to prevent silt runoff to public roadways.
  - Replanting of vegetation in disturbed areas as quickly as possible.

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

4.3 Biological

- **Policy 2.13** Require new development to be harmonious with its natural setting and to preserve natural features such as creeks, large trees, ridgelines, and rock outcroppings.
- Policy 25.02 Require new development adjacent to San Leandro Creek to maintain adequate setbacks from the top of the creek bank, dedicate public access easements for creekside amenities, and where appropriate, undertake improvements such as erosion control, habitat restoration, and bank stabilization.
- **Policy 25.03** Ensure that future creekside improvements balance the objectives of greater public access with the objectives of restoring wildlife habitat, minimizing flood hazards, and respecting the privacy and security of persons living along the creek.
- **Policy 25.04** Encourage all new structures on creekside sites to be designed so that the creek is treated as an amenity and focal point.
- **Policy 25.05** Encourage the enhancement

and restoration of the natural riparian habitat along San Leandro Creek.

- **Policy 25.06** Support creek maintenance projects that minimize erosion, stabilize creek banks, and protect property from the threat of flooding. Work with private property owners and Alameda County to ensure that fallen vegetation and other potentially hazardous flow obstructions are promptly removed.
- **Policy 26.01** Promote the long-term conservation of San Leandro's remaining natural ecosystems, including wetlands, grasslands, and riparian areas. Future development should minimize the potential for adverse impacts to these ecosystems and should promote their restoration and enhancement.
- **Policy 26.02** Require measures to mitigate the impacts of development or public improvements on fish and wildlife habitat, plant resources, and other valuable natural resources in the City.
- **Policy 26.04** Ensure that local planning and development decisions do no damage the habitat or rare, endangered, and threatened species, and other species of special concern in the City and nearby areas.
- **Policy 44.03** Discourage the removal of healthy trees and require replacements for any tress that are removed from street rights-of-way. Where healthy trees must be removed, consider their relocation to other suitable sites instead of their disposal.

4.4 Cultural Resources

- **Policy 38.04** Encourage the formation of local historic districts where historic sites and structures are concentrated.
- **Policy 38.06** Update, expand, and maintain inventories of San Leandro's historic resources, using criteria and survey methods that are consistent with state and federal guidelines.
- **Policy 38.07** Ensure that new development, alterations, and remodeling projects on or adjacent to historic properties are sensitive to historic resources and are compatible with the surrounding historic context. Ensure that the San Leandro Zoning Ordinance and any future design guidelines include the necessary standards and guidelines to implement this policy.
- **Policy 38.09** Strongly encourage the maintenance and upkeep of historic properties to avoid the need for costly rehabilitation and demolition. Demolition should only be allowed in the City determines that is necessary to protect health, safety, and welfare, and that the structure has no reasonable economic use.
- **Policy 38.12** Recognize the potential for prehistoric and historic archaeological resources and ensure that future development takes the measures necessary to identify and preserve such resources.
- **City of San Leandro Historic Preservation Ordinance** Adherence to applicable provisions from this ordinance is at the discretion of the City of San Leandro.
- **State of California Public Resources Code, Section 5097.98**:
  - (a) Whenever the commission receives notification of a discovery of Native American human remains from a county coroner pursuant to subdivision (c) of Section 7050.5 of the Health and Safety Code, it shall immediately notify those persons it believes to be most likely descended from the deceased Native American. The descendents may, with the permission of the owner of the land, or his or her authorized representative, inspect the site of the discovery of the Native American remains and may recommend to the owner or the person responsible for the excavation work means for treating or disposing, with appropriate dignity, the human remains and any associated grave goods. The descendents shall complete their inspection and make their recommendation within 24 hours of their notification by the Native American Heritage Commission. The recommendation may include the scientific removal and nondestructive analysis of human remains and items associated with Native American burials.
  - (b) Whenever the commission is unable to identify a descendent, or the descendent identified fails to make a recommendation, or the landowner or his or her authorized representative rejects the recommendation of the descendent

and the mediation provided for in subdivision (k) of Section 5097.94 fails to provide measures acceptable to the landowner, the landowner or his or her authorized representative shall reinter the human remains and items associated with Native American burials with appropriate dignity on the property in a location not subject to further subsurface disturbance.

- (c) Notwithstanding the provisions of Section 5097.9, the provisions of this section, including those actions taken by the landowner or his or her authorized representative to implement this section and any action taken to implement an agreement developed pursuant to subdivision (l) of Section 5097.94, shall be exempt from the requirements of the California Environmental Quality Act (Division 13 (commencing with Section 21000)).
- (d) Notwithstanding the provisions of Section 30244, the provisions of this section, including those actions taken by the landowner or his or her authorized representative to implement this section, and any action taken to implement an agreement developed pursuant to subdivision (l) of Section 5097.94 shall be exempt from the requirements of the California Coastal Act of 1976 (Division 20 (commencing with Section 30000)).

- **State of California State Health and Safety Code, Section 7050.5**
  - Every person who knowingly mutilates or disinters, wantonly disturbs, or willfully removes any human remains in or from any location other than a dedicated cemetery without authority of law is guilty of a misdemeanor, except as provided in Section 5097.99 of the Public Resources Code. The provisions of this subdivision shall not apply to any person carrying out an agreement developed pursuant to subdivision (1) of Section 5097.94 of the Public Resources Code or to any person authorized to implement Section 5097.98 of the Public Resources Code.
  - In the event of discovery or recognition of any human remains in any location other than a dedicated cemetery, there shall be no further excavation or disturbance of the site or any nearby area reasonably suspected to overlie adjacent remains until the coroner of the county in which the human remains are discovered has determined, in accordance with Chapter 10 (commencing with Section 27460) of Part 3 of Division 2 of Title 3 of the Government Code, that the remains are not subject to the provisions of Section 27491 of the Government Code or any other related provisions of law concerning investigation of the circumstances, manner and cause of any death, and the recommendations concerning the treatment and disposition of the human remains have been made to the person responsible for the excavation, or to his or her authorized representative, in the manner provided in Section 5097.98 of the Public Resources Code. The coroner shall make his or her determination within two working days from the time the person responsible for the excavation, or his or her authorized representative, notifies the coroner of the discovery or recognition of the human remains.
  - If the coroner determines that the remains are not subject to his or her authority and if the coroner recognizes the human remains to be those of a Native American, or has reason to believe that they are those of a Native American, he or she shall contact, by telephone within 24 hours, the Native American Heritage Commission.

4.5 Hazards and Hazardous Materials

- **Policy 33.01** Work with the appropriate county, regional, state, and federal agencies to develop and implement programs for hazardous waste reduction, hazardous material facility siting, hazardous waste handling and disposal, public education, and regulatory compliance.
- **Policy 33.02** Ensure that the necessary steps are taken to clean up residual hazardous wastes on any contaminated sites proposed for redevelopment or reuse.
- **Policy 33.03** Require that all hazardous material storage and handling areas are

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

- **Policy 33.04** Provide adequate and safe separation between areas where hazardous materials are present and sensitive uses such as schools, residences and public facilities.
- **Policy 33.05** Maintain the capacity to respond immediately and effectively to hazardous materials incidents.
- **Policy 33.07** Ensure the safe and proper handling of hazardous building materials, such as friable asbestos and lead based paint.
- **Policy 33.09** Ensure that the City's Emergency preparedness programs include provisions for hazardous materials incidents, as well as measures to quickly alert the community and ensure the safety of residents and employees following an incident.
- **Policy 34.02** Use the Standard Emergency Management System (SEMS) as the basis for the City's Emergency Preparedness programs.
- **Policy 34.05** Maintain community-based emergency preparedness training programs targeted to neighborhoods and business groups.

4.6 Hydrology and Water Quality

- **Policy 1.04** Encourage the attractive treatment of front yards and other areas in residential neighborhoods that are visible from the street. Establish limits on the paving of front yard areas.
- **Policy 32.01** Continue to implement water pollution control measures aimed at reducing pollution from urban runoff.
- **Policy 32.04** As required by federal, state, and regional programs, conduct monitoring of water quality in San Leandro waterways to evaluate the progress of local clean water programs and identify the necessary steps for improvement.
- **Policy 25.02** Require new development adjacent to San Leandro Creek to maintain adequate setbacks from the top of the creek bank, dedicate public access easements for creekside amenities, and where appropriate, undertake improvements such as erosion control, habitat restoration, and bank stabilization.
- **Policy 25.05** Encourage the enhancement and restoration of the natural riparian habitat along San Leandro Creek.
- **Policy 29.06** Implement federal requirements relating to new construction in flood plain areas to ensure that future flood risks to life and property are minimized.
- **Policy 29.07** Maintain the storm drainage system and ensure that those portions of San Leandro Creek under the City's jurisdiction remain clear of obstructions.
- **Policy 32.11** Encourage the use of porous pavement and other practices to reduce impervious surfaces and the amount of stormwater runoff from parking lots and driveways.
- **Policy 52.06** Require drainage improvements for new development which ensure that stormwater runoff is adequately handled both on-site and off-site and which implement state and federal clean water requirements.

4.7 Land Use

- **Policy 2.01** Encourage the improvement of small, neighborhood-serving shopping areas as pedestrian-oriented centers with a mix of stores providing goods and services to the surrounding residential neighborhoods.
- **Policy 3.04** Encourage infill development on vacant or underused sites within residential areas.
- **Policy 3.05** Encourage mixed use projects containing ground floor retail and upper floor residential uses along major transit corridors. Such development should be pedestrian-oriented, respect the scale and character of the surrounding neighborhood, and incorporated architectural themes that enhance the identity of adjacent commercial districts.
- **Policy 6.10** Foster the development of the BART Station area as a mixed use "transit village," with a full complement of office, medium and high-density residential, and office-serving retail uses, along with pedestrian plazas, open space, BART parking, and other transit facilities (possibly including a Capitol Corridor rail station).
- **Policy 13.04** Develop properties adjacent to the two BART stations in the City and along heavily used public-transit routes as TODs.

- **Policy 35.01** Ensure that potential noise impacts are considered when new development is proposed. Projects that could significantly increase noise levels should incorporate mitigation measures to reduce such impacts. Apply the standards shown in Table 4.8-1 of this EIR (also see Table 6-1 in the General Plan) when evaluating applications for future development.
- **Policy 35.02** As required by the State of California, ensure that interior noise levels in new residential construction do not exceed 45 dB Ldn. For non-residential construction, the acceptable interior noise levels should be determined on a case by case basis, depending on the type of activity proposed.
- **Policy 35.05** Discourage noise-sensitive uses such as hospitals, schools, and rest homes from locating in areas with very high noise levels. Conversely, discourage new uses likely to produce high levels of noise from locating in areas where noise-sensitive uses would be impacted.
- **Policy 35.06** In the event that new housing is constructed in areas that exceed normally acceptable noise levels, require project design and construction measures that minimize noise intrusion.
- **Policy 35.07** Encourage local businesses to reduce noise impacts on the community by replacing excessively noisy equipment and machinery, apply noise-reduction technology, and following operating procedures that limit the potential for conflicts.
- **Policy 36.03** Require new development or redevelopment near freeways, arterials, BART, and major bus routes to incorporate site planning and architectural design measures that reduce the exposure of future building occupants to traffic noise.
- **General Plan Mitigation Measure L5** Review all future projects for their potential to generate construction noise prior to the issuance of building permits. Require appropriate measure to reduce such noise to acceptable levels, such as limits on the ours of construction, traffic routing, notification of neighbors, and types of equipment.
- **TOD Strategy EIR Mitigation Measure NOI-1a** Developers shall reduce vibration from construction activities by implementing the following during construction:
  - Avoid impact pile driving where possible and use drilled piles when possible since drilled piles causes lower vibration levels where geological conditions permit their use.
  - Avoid using vibratory rollers and tampers near sensitive areas.
- **TOD Strategy EIR Mitigation Measure NOI-1b** In areas where project construction is anticipated to include vibration-generating activities, such as pile driving, in close proximity to existing structures, site-specific vibration studies shall be conducted to determine the area of impact and to present appropriate mitigation measures that may include the following:
  - Identification of sites which would include vibration compaction activities, such as pile driving, and have the potential to generate groundborne vibration, while considering the sensitivity of nearby structures to groundborne vibration. Vibration limits shall be applied to all vibration-sensitive structures located within 200 feet of the project. This task shall be conducted by a qualified structural engineer.
  - Development of a vibration monitoring and construction contingency plan to identify structures where monitoring would be conducted, set up a vibration monitoring schedule, define structure-specific vibration limits and address the need to conduct photo, elevation and crack surveys to document before and after construction conditions. Construction contingencies shall be identified when vibration levels approached the established limits.
  - At a minimum, vibration monitoring shall be conducted during initial demolition activities and during pile driving activities. Monitoring results may indicate the need for more or less intensive measurements.
  - When vibration levels approach limits, suspend construction and implement contingencies to either lower vibration levels or secure the affected structures.
  - Conduct post-survey on structures where either monitoring has indicated high levels or complaints of damage

has been made. Make appropriate repairs or compensation where damage has occurred as a result of construction activities.

4.9 Population and Housing

- **Policy 3.01** Encourage a mix of residential development types in the City, including single family homes on a variety of lot sizes, as well as townhomes, row houses, live-work units, planned unit developments, and multi-family housing.
- **Policy 3.02** Encourage a mix of price ranges to provide housing choices for San Leandro residents of all incomes and ages. Opportunities to include affordable units and market rate units within the same development projects should be pursued.

4.10 Public Services and Recreation

- **Policy 22.02** Require new residential development to pay an impact fee and/or to dedicate parkland to offset the increase in park needs resulting from new residents. Where on-site parkland is dedicated, it should be improved, maintained, and accessible to the general public.
- **Policy 22.06** Work with neighborhood groups to develop mini-parks, landscaped pockets, community gardens, and similar areas that beautify neighborhoods, build community spirit, and provide places of enjoyment within residential areas.
- **Policy 22.07** Pursue opportunities for new parks on sites that are underutilized, vacant, or located within major redevelopment project areas. Where possible, consider the feasibility of acquiring such sites as parkland as they become available for sale or redevelopment.
- **Policy 45.01** Maintain high-quality police and fire services through the most efficient possible means. Minimum level of service standards for fire services: 5-minute response time for 90 percent of all medical calls; 10-minute response time for 90 percent of all Priority One calls.
- **Policy 45.05** Require Police and Fire Department review of proposed development plans to ensure that sufficient provisions for emergency access and response are made, fire code requirements are satisfied, and adequate levels of service can be provided.
- **Policy 45.06** Encourage new projects to incorporate lighting, landscaping, addressing, and other design features that reduce the potential for crime and facilitate rapid response to emergency calls.
- **Policy 46.02** When new residential development is approved, require mitigation of school impacts to the full extent permitted by law. Work collaboratively with the San Leandro and San Lorenzo Unified School Districts to ensure that appropriate fees are collected and other allowable mitigation measures are taken.
- **Policy 47.01** Support the expansion and upgrading of public library facilities and services to keep pace with changes in information technology and community needs.
- **Policy 47.02** Ensure that library funding remains adequate to sustain existing service levels, and where possible, increased service levels. Maintain American Library Association standards throughout the City's library system.
- **Mitigation Measure H6** Explore additional revenue sources to fund park improvements, including a park impact fee requirement for commercial and industrial uses.

  Non-residential park impact fees are used in several Bay Area communities as a means of addressing the demand for open space and recreational facilities generated by the local workforce. A feasibility study would determine the amount of the fee, the basis for the fee, the economic impacts, and the level of community support.

4.11 Soils, Seismicity and Geology

- **Policy 25.02** Require new development adjacent to San Leandro Creek to maintain adequate setbacks from the top of the creek bank, dedicate public access easements for creekside amenities, and where appropriate, undertake improvements such as erosion control, habitat restoration, and bank stabilization.
- **Policy 29.01** Minimize the risks from geologic, seismic, and flood hazards by ensuing the appropriate location, site planning, and design of new development.

- **Policy 1.11** Protect residential neighborhoods from the encroachment of incompatible non-residential uses and disruptive traffic, to the extent possible. Zoning and design review should ensure that compatibility issues are fully addressed when non-residential development is approved near or within residential areas.
- **Policy 6.07** Ensure that parking for Downtown businesses remains convenient, but take steps which de-emphasize surface parking lots as a dominant feature of the Downtown landscape. Establish satellite parking areas, including attractively designed parking structures, accessed by well-defined and inviting pedestrian passageways.
- **Policy 10.02** Consider the setting and context of each site when evaluating proposals for development in industrial areas. The potential for impacts on adjacent uses, including the potential for land use conflicts and increased parking demand and truck traffic, should be a key consideration.
- **Policy 13.01** Ensure that future land use and development decisions are in balance with the capacity of the City's transportation system.
- **Policy 13.02** Improve transportation infrastructure at a rate that keeps pace with growth.
- **Policy 13.03** Require developers to address the impacts that their projects will have on the City's transportation system. A variety of mitigation measures, including impact fees, street improvements, transportation demand management (TDM) measures, and improvement of non-automobile transportation modes, should be considered.
- **Policy 13.05** Promote land use concepts that reduce the necessity of driving, encourage public transit use, and reduce trip lengths. These concepts include live-work development, mixed use development, higher densities along public transit corridors, and the provision of commercial services close to residential areas and employment centers.
- **Policy 13.06** Consider access to public transportation to be a major factor in the location and siting of future housing and public facilities. Conversely, ensure that community facilities such as libraries, parks, schools, and community centers are served by public transit.
- **Policy 13.07** Establish parking requirements that contemplate the desire to promote public transit use, bicycling, and walking.
- **Policy 13.09** Establish zoning densities and intensities which help maintain the adopted level of service standards on San Leandro streets and highways.
- **Policy 14.01** Develop and maintain a Citywide bikeway system which effectively serves residential areas, employment centers, schools, parks, and multi-modal terminals.
- **Policy 14.02** Aggressively pursue state and federal funding for bicycle and pedestrian improvements, while also including funding for bicycle and pedestrian improvements in the City's Capital Improvement Program.
- **Policy 14.03** Encourage the use of natural and man-made corridors such as creeks and dormant rail lines for future bicycle and pedestrian trail alignments. The safety of bicyclists and pedestrians and the privacy of adjacent property owners should be top priorities in the design of such trails.
- **Policy 14.04** Require new development to incorporate design features that make walking, cycling, and other forms of non-motorized transportation more convenient and attractive. Facilities for bicycles and pedestrians, including bike racks, should be provided within new employment areas, shopping destinations, multi-modal transportation facilities, and community facilities.
- **Policy 14.05** Promote improvements that encourage walking, cycling, and other forms of non-motorized transportation to and from transit facilities such as BART stations and AC Transit bus lines.
- **Policy 14.07** Strive to achieve a more comfortable environment for pedestrians in all areas of San Leandro, with particular emphasis on the BART Station areas, Downtown, and major commercial thoroughfares such as East 14th Street.
- **Policy 14.08** Consider opportunities for concurrent pedestrian and bicycle improvements whenever improvements to roadways are made.
- **Policy 15.01** Work collaboratively with AC Transit and BART to ensure that public

transit service remains safe, reliable, and affordable, and to improve service frequency and coverage within San Leandro neighborhoods and employment centers.

- **Policy 15.02** Support efforts by BART and AC Transit to integrate their schedules to reduce the loss of time associated with intermodal connections.
- **Policy 15.03** Encourage the use of shuttle buses as a viable alternative to driving. Shuttles should connect residential areas, schools, employment, shopping, health and other activity centers, and transit facilities such as BART.
- **Policy 15.04** Promote the consolidation of private shuttle services to provide more efficient and comprehensive service between the City's employment centers and major public transit facilities, and to make the expansion of such service more viable. Where shuttle service is provided, it should supplement rather than compete with conventional public transit service.
- **Policy 15.05** Encourage amenities, such as shelters, lighting, and route information at bus waiting areas to increase rider safety, comfort and convenience.
- **Policy 15.06** Work with local public transit providers and social service agencies to eliminate barriers to personal mobility and more completely meet the transportation needs of persons with disabilities.
- **Policy 15.07** Ensure that the City receives its fair share of the public funds allocated for transit services within the region.
- **Policy 15.09** Support continued study of the feasibility of ferry service from San Leandro to other destinations on San Francisco Bay.
- **Policy 15.10** Explore the feasibility of additional commuter rail service between San Leandro and major regional employment centers.
- **Policy 16.02** Use Level of Service (LOS) "D" as the minimum acceptable service standard for streets and intersections, except as otherwise indicated in the Transportation Element.
- **Policy 16.04** Use a variety of measures to improve traffic flow at congested intersections, including technologically advanced tools such as signal timing and video monitoring.
- **Policy 16.07** Undertake roadway and intersection improvements to designated truck routes which ensure that San Leandro remains competitive as a regional distribution center. Such improvements should further the protection of residential areas from truck traffic.
- **Policy 17.05** Consider road design improvements, truck route designations, signage, and other tools to discourage truck traffic from using residential streets.
- **Policy 17.06** To the extent feasible, locate businesses projected to generate large amounts of truck traffic away from residential areas. Ingress and egress for such businesses should be designed to minimize the possibility of truck traffic impacting residential streets.
- **Policy 18.02** Identify capital improvements and other measures which improve the safety of bicyclists, pedestrians, and motor vehicles on San Leandro streets.
- **Policy 18.03** Increase public education on laws relating to parking, circulation, speed limits, right-of-way, pedestrian crossings, and other aspects of transportation safety in the City.
- **Policy 18.05** Pursue grants for the improvement of pedestrian, bicycle, and motor vehicle safety.
- **Policy 19.03** Promote the concept of parking areas which are "shared" by multiple uses with different peak demand periods as a means of reducing the total amount of parking which must be provided.
- **Policy 19.06** Encourage local employers to develop programs that promote ridesharing, shuttles, bicycle use, and other modes of transportation that reduce the number of vehicle trips generated.
- **Mitigation Measure C1** Prior to the approval of any additional office projects exceeding 50,000 square feet in the Downtown BART Station vicinity, prepare a detailed traffic study and mitigation plan for the Davis Street corridor between I-880 and East 14th Street. The Plan should use ITS technology to explore ways of mitigating potential degradation of LOS on Davis Street. Even with this measure in place, and assuming implementation of all of the policies and actions in the General Plan, the increase in traffic that would occur as a result of 1,470 new housing units and 9,275 jobs in the City of San Leandro would

remain substantial. Given the uncertainties about future transit improvements, the challenges of changing local travel behavior patterns, and the lack of identified funding sources for some of the roadway improvements, the City cannot guarantee that this impact can be mitigated to a less than significant level.

4.13 Utilities and Service Systems

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

Appendix

Downtown San Leandro TOD Strategy Working Documents

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

#1: Existing Conditions Report: March 2006
#2: Market Assessment: April 2006
#3: Land Use Alternatives: June 6, 2006
#4: Prototype Development Projects Financial Feasibility Analysis: August 15, 2006
#5: Parking & Traffic Analysis of Land Use Alternatives, and Technical Appendix: September 5, 2006
#6: Draft Strategy Plan Concepts - Preliminary Land Use Concept and Framework Elements: November 7, 2006
#7 Draft Strategy Plan Concepts - Station Access Improvement Plan Design Guidelines: January 16, 2007

Development Capacity Table

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

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

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

Development Capacity Table

	Existing Development					Proposed Development						Net Change				
Opportunity Site	Land Use	Residential: Dwelling Units	Office: GSF	Retail: GSF	Auto-serving retail, w'house, lt. indus.: GSF	Proposed Zoning	SP Area	Residential: Dwelling Units	Office: GSF	Retail: GSF	Auto-serving retail, w'house, lt. indus.: GSF	Residential: Dwelling Units	Office: GSF	Retail: GSF	Auto-serving retail, w'house, lt. indus.: GSF	Notes
1	Warehouse Duplex	2			11,420	Res MXD2	5	0	0	0	0	-2	0	0	-11,420	potential Park / O.S.
2	Warehouse SFD	3			800	Res MXD2	5	0	0	0	0	-3	0	0	-800	potential Park / O.S.
3	Auto Dealership				28,400	Res MXD2 Off MXD	5	216	125,000	5,000	0	216	125,000	5,000	-28,400	
4	Surface parking					Res MXD2 Off MXD	5	160	0	0	0	160	0	0	0	
5	Auto Service Warehouse Commercial Duplex Res	2			31,670	Off MXD		0	140,000	0	0	-2	140,000	0	-31,670	
6	vacant					Off MXD		0	50,000	0	0	0	50,000	0	0	
7	Retail Commercial		8,140	7,330		Res MXD2		36	0	2,000	0	36	-8,140	-5,330	0	
8	Retail (Bank) Auto Service Office		2,480	13,050	1,180	Ret MXD	3	148	0	14,000	0	148	-2,480	950	-1,180	
9[1]	Office Retail		19,700	17,230		Ret MXD	3	135	5,000	25,000		135	-14,700	7,770	0	
10	Structured parking					Ret MXD		0	0	0	0	0	0	0	0	
11	Surface parking					Ret MXD		28	7,000	2,000	0	28	7,000	2,000	0	
12	Retail (Bank) Office SFD	1	7,580	14,840		Ret MXD MU Infill		50	10,000	15,000	0	49	2,420	160	0	
13	Retail (vacant)					Ret MXD	1	132	0	22,000	0	132	0	22,000	0	
14[1]	Retail			103,190		Ret MXD	2	255	10,000	105,500	0	255	10,000	2,310	0	Includes 2 acre civic plaza
15	Surface parking					Ret MXD		28	0	10,000	0	28	0	10,000	0	
16	SFD	1				Ret MXD		23	0	6,500	0	22	0	6,500	0	
17	Surface parking					Res MXD2	8	180	0	2,000	0	180	0	2,000	0	
18	Institutional (private school)					Res MXD2	7	0	0	0	0	0	0	0	0	
19	Office Retail SFD	2	4,000	1,270		Res MXD2		36	0	0	0	34	-4,000	-1,270	0	
20	Multi-Family SFD	5				Res MXD2		19	0	0	0	14	0	0	0	

	Existing Development					Proposed Development						Net Change				
Opportunity Site	Land Use	Residential: Dwelling Units	Office: GSF	Retail: GSF	Auto-serving retail, w'house, lt. indus.: GSF	Proposed Zoning	SP Area	Residential: Dwelling Units	Office: GSF	Retail: GSF	Auto-serving retail, w'house, lt. indus.: GSF	Residential: Dwelling Units	Office: GSF	Retail: GSF	Auto-serving retail, w'house, lt. indus.: GSF	Notes
21	Warehouse Lt. Indust.				25,890	MU Infill		0	0	0	25,890	0	0	0	0	
22	Warehouse Lt. Indust.				16,800	Res MXD2		108	0	0	0	108	0	0	-16,800	
23	Warehouse				15,780	Res MXD2		0	0	0	15,780	0	0	0	0	
24	Undeveloped Parking Public Street					Res MXD3 Off MXD Civic	8	820	74,000	15,000	0	820	74,000	15,000	0	
25	BART station & parking					Off MXD Civic	8	0	162,700	5,000	0	0	162,700	5,000	0	
26	BART parking					Civic	8	0	0	0	0	0	0	0	0	
27	Retail			490		MU Infill		8	0	4,500	0	8	0	4,010	0	
28	Retail (vacant)					MU Infill		8	0	5,000	0	8	0	5,000	0	
29	Surface parking					Civic	4	0	0	0	0	0	0	0	0	potential Park / O.S.
30	Undeveloped					RM1800		11	0	0	0	11	0	0	0	
31	Multi-Family	19				Res MXD2		19	0	0	0	0	0	0	0	
32	Surface parking					Ret MXD		0	0	12,500	0	0	0	12,500	0	
33	Auto Service				7,300	MU Infill		20	0	7,500	0	20	0	7,500	-7,300	
34	Auto Service				3,950	CC		12	0	5,000	0	12	0	5,000	-3,950	
35	Office		740			MU Infill		6	3,500	0	0	6	2,760	0	0	
36	Retail			1,000		Res MXD2		20	0	0	0	20	0	-1,000	0	
37	Warehouse Lt. Indust.				7,290	MU Infill		0	0	0	7,290	0	0	0	0	
38	Park					OS	6	13	80,000	0	0	13	80,000	0	0	possible relocate exist. uses to sites 1 & 2
39	Warehouse				259,740	Res MXD2 Res MXD3		525	0	0	0	525	0	0	-259,740	
Opportunity Site Subtotal		**35**	**42,640**	**158,400**	**410,220**			**3,016**	**667,200**	**263,500**	**48,960**	**2,981**	**624,560**	**105,100**	**-361,260**	
						15% potential development on other study area parcels:		450	100,080	39,530	0	450	93,680	15,770	-22,600	
						Study Area Development Capacity Total		**3,466**	**767,280**	**303,030**	**48,960**	**3,431**	**718,240**	**120,870**	**-383,860**	

[1] Assumed existing second story gsf deducted from total retail gsf - per City of San Leandro data

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