



# 3

# LAND USE

The Land Use Element is the centerpiece of the General Plan. It contains the maps and strategies that will shape the physical form of San Leandro over the next 20 years. The Chapter identifies those areas of the city where change will be encouraged and those areas where the existing land use pattern will be maintained and enhanced. More than any other part of the General Plan, this Chapter reflects the input provided by San Leandro residents and businesses during the General Plan Update process.

This Element contains five sections:

- “Framework” describes the major themes of the General Plan and presents the Land Use Map.
- “Residential Neighborhoods” contains goals, policies and actions for the city’s residential areas.
- “Business and Industry” contains goals, policies, and actions for the city’s commercial and industrial areas.
- “Focus Areas” contains strategies for specific areas of the city where change is likely during the next 20 years.
- “Beyond the City Limits” provides general direction for San Leandro’s Planning Area and Sphere of Influence. These are unincorporated areas with issues that could affect San Leandro’s future.

# FRAMEWORK

## A. OVERVIEW

Although San Leandro was “built out” by the early 1960s, the city continues to change and evolve. Obsolete uses are constantly being replaced by more productive uses. New businesses replace old businesses, and homes are expanded and remodeled every day. The city is dynamic—its look and feel are constantly being reshaped.

The potential for change will increase in the future as the Bay Area rethinks its historic growth patterns. For most of the 20<sup>th</sup> Century, the Bay Area expanded outward, with agricultural lands converted to urban uses and freeways built to connect the region.

As a consequence, suburban development extends as far as 70 miles out from the center of the region today. Residents face long commutes, while the region faces environmental challenges and imbalances between job and housing growth. Climate change, which is partially caused by emissions from motor vehicles and energy use, has created a compelling reason to rethink the way cities grow. At the same time, technology has changed the workplace and economy in a way that has created new growth possibilities and opportunities. Generational changes, international immigration, the aging of the population, and other demographic shifts are also spurring new ideas for how and where cities grow. Autonomous vehicles, car-sharing, stacked parking, on-demand ride services, and other transportation innovations are changing land use and travel possibilities. These trends will have profound impacts on San Leandro’s future.

As a mature community, it is critical that San Leandro thinks strategically about how and where reinvestment takes place. The overarching goal is to conserve those parts of the city that are successful and to direct redevelopment to areas where land may be underutilized. These areas are described in the General Plan as “Focus Areas”, recognizing that they may require more attention and direction than other parts of the city. The strategies in this Plan ensure that the future development of the Focus Areas addresses local concerns and reinforces the things that are best about San Leandro.



## B. MAJOR PLANNING CONCEPTS

### Concepts Carried Forward

The 2035 General Plan carries forward several concepts that were also included in the City’s previous (2015) General Plan. The previous Plan introduced the concept of “smart growth”—the notion that the City should use its land resources more efficiently and focus growth around its BART stations, transit corridors, and underutilized commercial and industrial sites. At the time the 2015 Plan was adopted (in 2002), “smart growth” was being advocated at the regional level as a way to reduce urban sprawl, mitigate freeway congestion, and improve air quality. These remain valid reasons to grow more efficiently. More urgent and compelling reasons have emerged in the last 15 years, including global climate change, drought, and sea level rise.

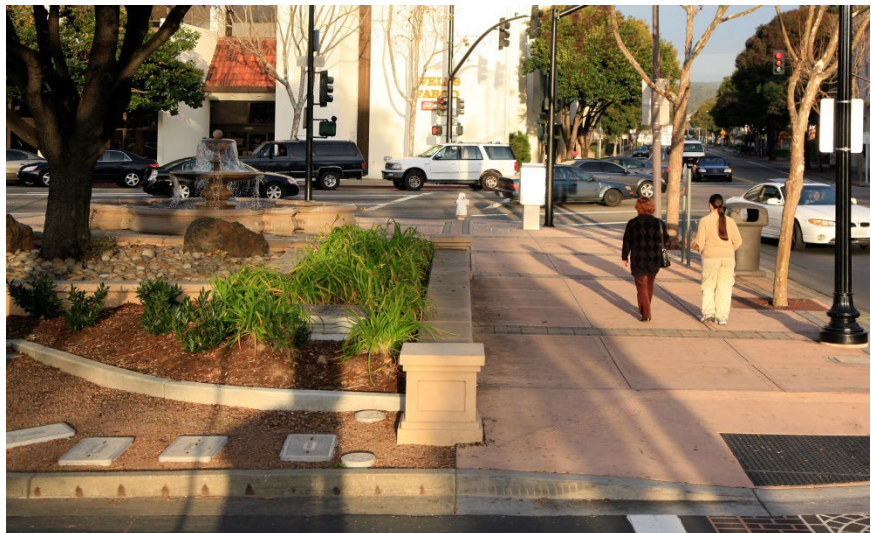
The 2015 Plan also introduced the concepts of sustainability and equitable growth. Again, these concepts remain more relevant than ever as the City looks to the Year 2035. Another principle carried forward from the 2015 Plan is the idea of creating a stronger sense of identity in San Leandro. Like the 2015 Plan, the 2035 Plan seeks to make San Leandro a more attractive city, with walkable neighborhoods and shopping districts, vibrant workplaces, and greener streets and public spaces.

## Growing Strategically

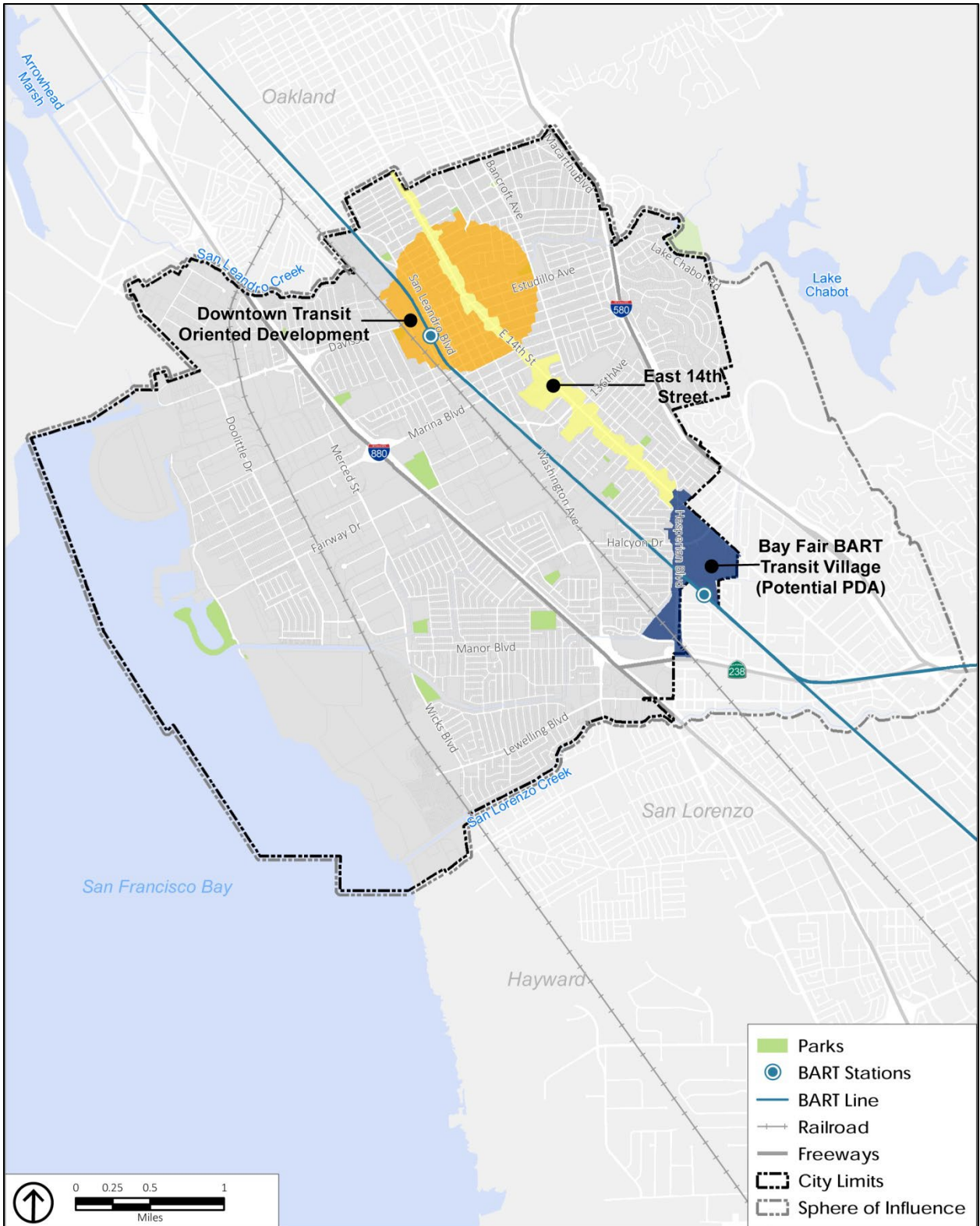
The 2035 General Plan envisions an average of 275 new homes a year through 2035, a growth rate not seen in San Leandro since the 1980s. It also envisions 12,000 new jobs by 2035. Projected increases in housing and jobs during the next 20 years will be substantially higher than the increases seen in the last 20 years.

San Leandro will also grow differently than it has in the past. The city's neighborhoods are stable and mostly built out. Although some small-scale infill development may occur in these areas, one of the basic premises of this General Plan is that existing neighborhood character should be preserved.

About 80 percent of the new housing envisioned in San Leandro during the next 20 years is expected to be built in three "transit-oriented development" (TOD) areas. These areas are Downtown (broadly defined to include land within about one-half mile of the San Leandro BART station), the Bay Fair BART station area (again, including land within one-half mile of the station), and the East 14<sup>th</sup> Street corridor between Oakland and 150<sup>th</sup> Avenue. These areas have also been identified by the city as "Priority Development Areas," a term used by regional agencies to identify locations where growth can occur without relying solely on automobiles for daily trips (see Figure 3-1).







Source: City of San Leandro, 2014; Alameda County, 2013; ABAG, 2015; PlaceWorks, 2014.



Figure 3-1

Priority Development Areas



Growth at the BART stations will be more urban in character than existing development in San Leandro, with most new development consisting of apartments, condominiums, and townhomes. Some of this development may occur in mixed use buildings, with retail stores or restaurants on the ground floor and housing above. New development will be designed to make walking, bicycling, and public transit the most convenient means of travel for most new residents. Options such as car-sharing and bike-sharing will be available, and households may find that owning two or three vehicles is no longer essential, and perhaps not even desirable.

This General Plan seeks to ensure that the two BART station areas are developed in a way that boosts the local economy, provides housing opportunities, and brings jobs and services to the city. It also seeks to create a more distinctive image for these areas, many of which lack a strong identity today. The Plan includes policies to ensure that such development will occur without adversely affecting established neighborhoods, either directly (by blocking views, casting objectionable shadows, creating parking problems, etc.) or indirectly (by placing a burden on City services).

The idea of transit-oriented development harkens back to San Leandro's early development, which was oriented around streetcar lines and a traditional pattern of walkable neighborhoods like Broadmoor and

Estudillo Estates. While future TOD development will be more urban in character than the San Leandro of the 1920s and 30s, the focus on walkability is the same. Like the San Leandro of a century ago, residents in TOD areas should be able to walk from their homes to restaurants, services, entertainment, shopping—and even workplaces.

Like the previous General Plan, this Plan envisions the continued evolution of San Leandro’s industrial areas to meet the demands of the Bay Area economy. For the past 50 years, the City has maintained a policy of preserving its industrial land supply. As a result, San Leandro is now well positioned to grow its employment base as it seeks ways to use its industrial lands more efficiently. Housing will continue to be prohibited or strictly limited in most industrial areas, enabling these areas to continue to function as diverse workplaces with manufacturing, production, and information-based activities. New uses such as restaurants, brew pubs, art studios, and attractive outdoor public spaces, will bring new life to these areas and make them more attractive locations for business investment—and for employees—in the future.

The General Plan also encourages the revitalization of San Leandro’s commercial districts, and the continued attraction of businesses that meet the needs of San Leandro residents. Presently, the city has a mix of walkable shopping areas such as Downtown and more auto-oriented centers developed after World War II. In the older shopping areas, the focus is on revitalizing storefronts and maintaining a focus on active ground floor uses. In the auto-oriented shopping centers, the focus is on design improvements to better connect these centers to nearby neighborhoods and make them more pedestrian-friendly. The City is also placing a priority on improving the quality of retail and dining choices for residents, and reducing commercial vacancies. Residents should not feel compelled to drive to other communities for basic goods and services.





The General Plan recognizes that local growth strategies will not succeed unless other quality of life factors are addressed at the same time. Reinvigorating neighborhoods and shopping centers cannot take place unless the City also offers quality schools and education, invests in parks and other community facilities, addresses concerns about crime and safety, and provides a healthful environment. This Plan places particular emphasis on collaboration with the San Leandro and San Lorenzo Unified School Districts to sustain and enhance public schools. It also seeks creative solutions to provide more parkland, address neighborhood crime, improve public health, and resolve noise and other environmental challenges.

## **Building a Healthier City**

San Leandro's land use and circulation patterns influence the health and wellness of its residents. Many of the city's neighborhoods were planned and designed for cars, to the point where it is now difficult or even dangerous to walk from one neighborhood to another. Different land uses—such as residential areas and shopping districts—were intentionally separated for many years based on a belief that the uses were incompatible. This has reinforced dependence on cars and reduced opportunities for walking and bicycling. At the same time, lifestyle and workplace changes have created a society that is more sedentary than it used to be, contributing to higher obesity rates and weight-related conditions such as diabetes.







The General Plan seeks to create a healthier city in the future, by creating more walkable neighborhoods. Walking or riding a bike from one’s home to the park, the store, school, or to BART between should be safe, convenient, and enjoyable. Walking is the most basic form of exercise, and can have immense physical and mental health benefits. This Plan aspires to make walking the travel mode of choice for short trips in San Leandro neighborhoods.

The health of San Leandro residents is also intrinsically linked to the health of the natural environment. Through this General Plan, the City is making a commitment to improve the quality of its air and water. The wetlands, the shoreline, the hills, and San Leandro Creek are also to be protected and cared for. Tree planting will be promoted, with the goal of enhancing the urban forest and making San Leandro a greener, more beautiful place. A continued effort will be made to reduce the negative impacts of industrial uses, from cleaning up hazardous sites to limiting truck traffic in residential neighborhoods.

Public health is a cross-cutting theme in many elements of the General Plan. The Housing Element includes a “Healthy Homes” Initiative, to avoid exposure to hazardous building materials and other domestic hazards. The Environmental Hazards Element seeks to avoid exposure to excessive noise through buffering, sound barriers, and site planning. The

Open Space, Parks, and Conservation Element calls for easy access to parks and recreation for all residents, regardless of income or physical ability. It also calls for new community gardens, where local produce can be grown.

## **Building A More Sustainable City**

The San Leandro General Plan also embraces the concept of sustainability. The basic idea is to accommodate current needs without jeopardizing the resources of future generations. Sustainable development also strives for equilibrium between economic goals and environmental goals. It seeks to make the most of existing resources, promote conservation in all forms, and encourage the participation of every citizen in shaping the future of the city.

In San Leandro, several fundamental choices have been made within this context.

First, the City is making a conscious decision to grow at a “human scale,” placing the needs of pedestrians above those of cars. Although the importance of a convenient roadway network is fully acknowledged, the General Plan favors transportation modes and development patterns that conserve energy. By decreasing the distance between the workplace and residential areas, mixed use development plays a major role in this philosophy. Many of the General Plan’s transportation policies, from the promotion of employee BART shuttles to the provision of bike lanes on area streets, are influenced by the principle that travel without a car should be more convenient and affordable.



Second, the City is actively working to reduce the greenhouse gas emissions that contribute to global climate change. The City adopted a Climate Action Plan (CAP) in 2009, including a commitment to reduce community-wide emissions to 25 percent below 2005 levels by 2020. Most of the strategies to achieve this target involve transportation and energy. From a land use perspective, the CAP encourages less auto-dependent development, and a better match between jobs and housing (to reduce commuting). The transit-oriented development vision in this Land Use Element implements an essential CAP strategy by focusing growth within walking distance of BART and along major bus corridors.

Third, economic development programs will emphasize clean, emerging technologies. A greater emphasis will be placed on renewable and reliable sources of energy. The City will strive to make the best use of local resources and assets. This includes adaptively reusing older buildings where feasible, instead of demolishing them, and recycling construction debris instead of trucking it to landfills. New industrial development should provide the city with the capacity to be more self-sufficient and should help San Leandro restore its infrastructure and sustain or improve local services. Economic growth should capitalize on San Leandro's strengths, while providing a unique, marketable local identity.

A final choice associated with a more sustainable future is to bring the concept of social equity into land use planning. Preparation of the General Plan itself embraced this principle, with hundreds of voices heard in the identification of the city's needs and issues. The concept also suggests that the City plan for a variety of housing types, matching the needs of diverse groups, and for social services which respond to changing demographics. If all San Leandro residents are to benefit from this Plan, then access to cultural, community, and recreational facilities must be improved. All cultures must be respected, and all must be encouraged to participate fully in community life.

The policies in this Plan are guided by the social, economic, and environmental challenges associated with modern-day life in the Bay Area. Although these challenges go well beyond urban planning, they define our responsibilities as we think about how the city will grow.



## Transforming the Workplace

The strong Bay Area economy, coupled with construction of the Lit San Leandro fiber optic loop, is transforming San Leandro’s industrial areas. A former automobile plant has been reinvented as a 230,000 square foot center for “makers” and tech start-ups, a former cereal plant has been repurposed as a craft brewery, and the long vacant site of a former cannery is now being developed as a 500,000 square foot transit-oriented tech campus. At the same time, developments like the NetZero Energy Center and Kaiser Permanente Medical Center, have generated national attention and changed the way the city is perceived by the Bay Area business community.

The character of the industrial workplace is also evolving—not only in San Leandro, but across America. This is particularly true in high-value markets with strong innovation economies like the San Francisco Bay Area. Amenities such as restaurants, fitness centers, office support services, and easy access to transit are sought after by employees. Factors such as walkability, bicycle access, aesthetics, and open space are influencing industrial location decisions. This has implications for San Leandro’s building stock and business mix, and for the streets and public spaces that define the area’s visual image.

This General Plan envisions substantial increases in employment density in San Leandro during the next 20 years. Buildings used for warehousing or storage today may become production space or technology space in the



future. New uses such as entertainment, artisan studios, tech incubators, and co-working space will be welcomed into these areas. Zoning regulations will ensure that these uses are compatible with long-time industrial uses and will foster the continued operation of heavier industries as well.

Meanwhile, investments in the public realm will change the area's visual character. Some of San Leandro's industrial areas appear blighted or neglected today, with no landscaping, few street trees, poor lighting, and streets that are not welcoming for pedestrians or cyclists. There will be a greater focus on workplace livability in the future, with tactical improvements that humanize these areas. This will not only include physical changes such as public art, it will also include new activities such as food trucks and parklets.

## **Becoming a “Smarter” City**

The integration of “smart cities” technology into municipal operations is an overarching theme of the General Plan, and will be a major consideration in planning for San Leandro's future. Smart Cities refers to a broad suite of applications in which technology is used to improve the efficiency of service delivery and access to information. These applications can be used in the design and construction of buildings, vehicles, roads and transit; the operation of stormwater, sanitation, and energy systems; health care, education, and security; and public participation in government.

San Leandro's fiber optic network makes the City uniquely positioned to undertake Smart City initiatives. In this regard, fiber is much more than an economic development tool—it is a tool to improve the quality of life for residents.

Most Smart Cities applications focus on assets and systems that are managed by public agencies. Gigabit internet technology can be used to improve the way these systems operate. This occurs through real-time data collection and monitoring, integrated reporting and analytics, and instantaneous adjustments to maximize efficiency. For example, pavement sensors can be used to provide real-time information on the location of available parking spaces near BART. Residents and businesses benefit by finding a space quickly and conveniently, while the City benefits by using street space efficiently and avoiding excessive areas dedicated to parking. Mobile payment for parking and mobile enforcement of parking regulations can also be achieved through sensors.

Similarly, data sensing, sharing, and analytics can help reduce energy consumption and maximize the potential for a distributed energy grid which draws power from solar installations on the rooftops of industrial buildings. Rapid collection and processing of data can also enable street lights to operate more efficiently, and can improve security and emergency response. Ultimately, information and communication technologies can help San Leandro address issues such as climate change and traffic congestion, and can fundamentally transform the way the City operates.

The potential for fiber, software, sensors, and electronics to be linked in order to collect and exchange data is constantly expanding. This interconnected network is sometimes referred to as the “Internet of Things” (IOT). Objects such as vehicles, buildings, and infrastructure can be sensed and controlled remotely, creating opportunities to more directly integrate the physical world with computer-based systems. With Lit San Leandro in place—and expanding in the next two decades—the City will continue to pursue embedded computing systems that enable improved convenience and efficiency.

## **Creating A “There”**

San Leandro is a city of high-quality neighborhoods and diverse business districts. Yet, there is a sense that the sum of these areas is less than it might be— that if gaps were filled, edges improved, and stronger linkages made between different parts of the community, the city could be more vital than it is today. For too many years, San Leandro has been perceived as a “pass through” city for travelers on their way to somewhere else. This General Plan endeavors to create a more distinct and positive image of San Leandro as a destination—to create a “there” there.

The projected addition of 5,500 new homes and 12,000 new jobs during the next 20 years provides San Leandro with an opportunity to reinforce and strengthen its civic identity. By strategically directing new development, the City has an opportunity to create attractive new gathering places and focal points. Although the most obvious opportunities for such development are at places like Bayfair Center, the Shoreline, and the Downtown BART Station, there are many places in the city where a reinvigorated San Leandro can flourish.

Neighborhood beautification and commercial revitalization programs can create a stronger and more positive identity for areas that are already well established. General Plan policies call for gateway improvements along major thoroughfares, undergrounding of utilities, planting of street trees and landscaping, and an overall “greening” of the city. The idea is to strengthen the identity of the city as a whole by weaving together neighborhoods, creating more distinct activity centers, establishing more easily-recognized gateways, and addressing physical barriers within the city such as freeways and railroads. The architectural qualities that define and distinguish San Leandro’s neighborhoods should be maintained and celebrated. Within each neighborhood, schools, parks, and shopping areas should engender a strong sense of pride and identity.

Some of the most important opportunities to create a stronger sense of place within the city are on East 14th Street. The Plan envisions reshaping this thoroughfare from a three-mile commercial strip into a series of “districts” each with a unique form and function. The focal elements are already there—City Hall, the Downtown Plaza, the Bal Theatre, Bayfair, and so on—but they have yet to be clearly defined or differentiated from one another. Over the next 20 years, a combination of streetscape improvements, rehabilitation, and infill development should change the face of this corridor. East 14<sup>th</sup> Street should be the gateway to the neighborhoods it adjoins instead of their back door.

## **C. CITY STRUCTURE**

With the preceding principles in mind, Figure 3-2 illustrates the “City Structure” for San Leandro. The City Structure Map augments the Land Use Diagram (which is described later in this chapter) by providing a broader overview of San Leandro’s physical form. The Map offers a citywide perspective on how the various parts of San Leandro fit together to create a cohesive community. The basic elements shown on the Diagram are described below.

## **Downtown**

Downtown is San Leandro's central business district and civic heart. The General Plan envisions a pedestrian-oriented district with office, retail, and housing development, public gathering places, a blending of historic buildings and compatible new buildings, and easy access to public transit. The Downtown Core and the Downtown BART Station areas have both been identified as Focus Areas and are addressed later in the Land Use Element.

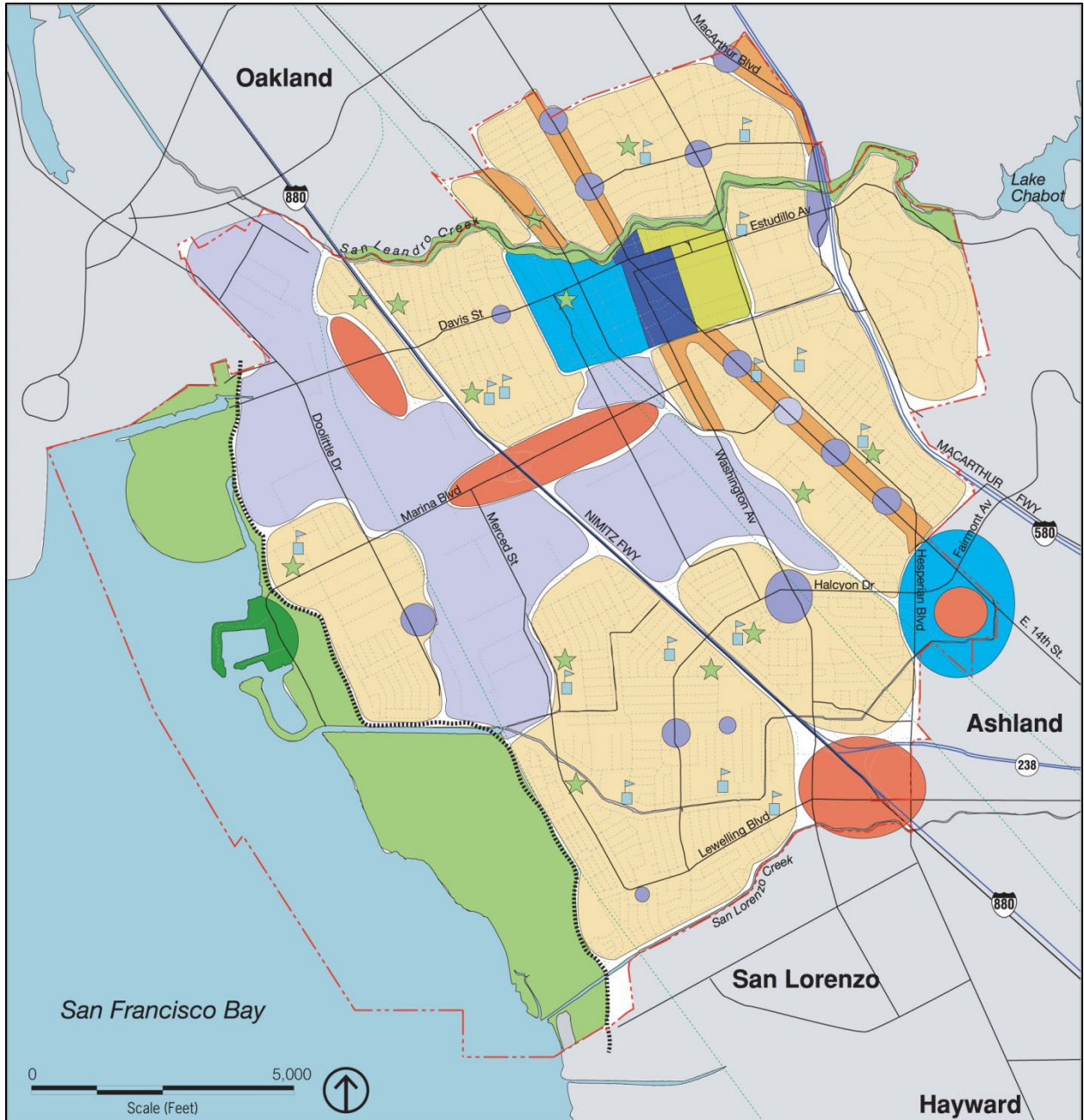
## **Residential Neighborhoods**

San Leandro's residential neighborhoods are large and diverse. An entire section of this Element is dedicated to their conservation and enhancement. Neighborhoods contain housing, parks, schools, local shopping areas, and other features which give them definition and character.

Residential neighborhoods form a crescent around Downtown San Leandro and extend east into the hills, south to Ashland and San Lorenzo, and west to the San Leandro Shoreline. The neighborhoods to the north and east of Downtown contain most of San Leandro's pre-1940s housing stock and are built on a traditional grid pattern. To the south and west of Downtown, most of the neighborhoods date from the 1940s and 50s. On the western edge of the city, the Marina-Mulford Gardens area contains a mix of older country-style homes and more conventional subdivisions, townhomes and apartments. On the eastern edge, the Bay-O-Vista area is characterized by view-oriented single family homes on large lots.

The existing land use pattern in San Leandro's residential neighborhoods is well established. The General Plan policy emphasis is to enhance the quality of these areas. This will be done by upholding community aesthetic standards, protecting neighborhood character, beautifying city streets, and enhancing local parks, schools, and shopping areas. For those neighborhoods with distinct or historic architectural character, special care will be taken to preserve their scale and form. In all neighborhoods, an effort will be made to improve neighborhood edges, especially where they abut commercial and industrial areas.





Source: San Leandro General Plan Update, 2002; PlaceWorks, 2016.

- |                                       |  |
|---------------------------------------|--|
| Residential Neighborhood              | Neighborhood/Community Commercial Center |
| Employment District                   | Regional Commercial Center               |
| Mixed Use Corridor                    | Neighborhood Park                        |
| Downtown Core                         | Public School                            |
| Downtown East                         |  |
| Open Space/Recreation                 |  |
| Transit Oriented Development District |  |
| Shoreline Development and Recreation  |  |



Figure 3-2

## City Structure

Preserving neighborhood character does not mean that San Leandro's neighborhoods will stay exactly as they are today. Change is encouraged and necessary, but it must respect the scale and context of what exists today. The City is particularly supportive of reinvestment in its housing stock, and residential improvements that lead to the creation of additional housing units or new housing types in the city. Updating of neighborhood centers and shopping areas will also be strongly encouraged.

## **Business Districts and Corridors**

San Leandro has a diverse array of business districts, ranging from heavy industrial areas to office parks and regional malls. Some of the business districts are expansive and far removed from the residential areas; others are very much a part of the fabric of surrounding neighborhoods.

The guiding objectives in the city's large business districts are to promote business retention and diversification, maintain mobility and ease of circulation, and implement aesthetic improvements that enhance the city's image and appearance. The General Plan aspires to locate the most intensive industrial uses in the areas that are furthest away from residential neighborhoods. Where industrial and residential areas meet, buffer uses such as low-rise offices, live-work units, and open space are envisioned to minimize the potential for conflicts.



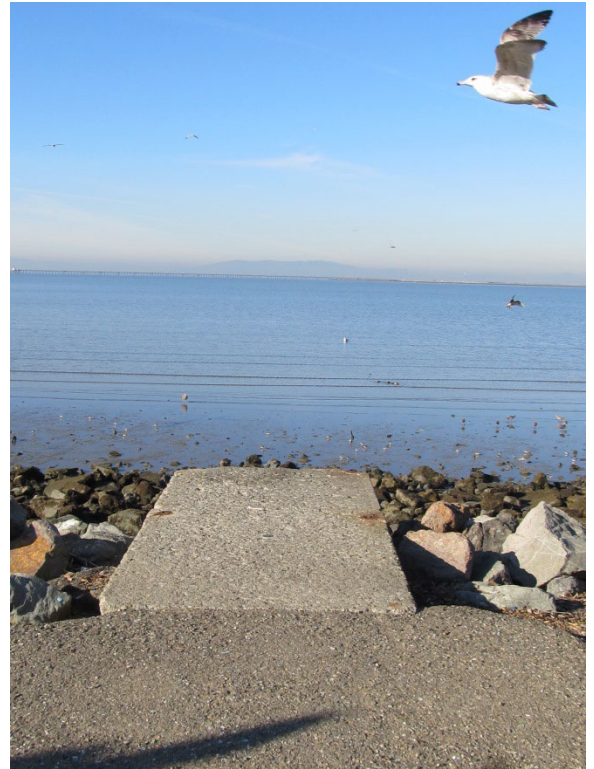
Transportation corridors are another key part of the development framework. Commercial corridors link San Leandro neighborhoods and business districts, and connect the north, south, east, and west sides of town. These corridors present significant opportunities for new transit-oriented housing and shopping, as well as potential focal points for nearby neighborhoods.

## Parks and Open Space

The Structure Diagram indicates that San Leandro will continue to be framed by open space on the east and west. On the east, East Bay Regional Park District and East Bay Municipal Utility District landholdings provide a permanent greenbelt, with thousands of acres dedicated for conservation. On the west, the San Leandro shoreline provides four miles of almost continuous parkland, including a world class golf course, a shoreline trail, and one of the East Bay’s largest wetland preserves.

The General Plan supports the San Leandro Shoreline’s continued role as a community showcase, with additional public improvements and new water-oriented commercial development (see Focus Area Discussion). The Plan promotes recreational improvements to the Oyster Bay Regional Shoreline and continued management of the Shoreline Marshlands as a unique natural area. Elsewhere in San Leandro, smaller parks provide pockets of greenery and areas for recreation. These parks are generally integrated into the fabric of residential neighborhoods, often in association with schools and school athletic fields.

San Leandro Creek provides an east-west ribbon of greenery through the city, connecting the hills to the bay and defining neighborhood edges along the way. The planned regional East Bay Greenway provides a north-south axis of green through the city, facilitating bicycle and pedestrian travel while providing an amenity for nearby neighborhoods and employment districts.





## **D. LAND USE DIAGRAM AND DEFINITION OF CATEGORIES**

### **Land Use Diagram**

State law requires that every General Plan include a map of the community identifying the location and extent of land used for housing, business, industry, open space, public buildings, waste facilities, and other public and private uses. This map is usually referred to as a General Plan Map or Land Use Diagram. Whereas the City Structure Map (Figure 3-2) is intended to be illustrative, the Land Use Diagram (Figure 3-3) is a policy and regulatory tool. Future land use decisions must be consistent with the designations on the Diagram, as well as the definitions and standards in this section.

The City's Zoning Map must also be consistent with the Diagram. However, the Zoning Map is more detailed than the Land Use Diagram, interpreting land use designations at a parcel-specific level and including more precise development standards corresponding to each General Plan category. Moreover, the General Plan is a 20-year Plan while zoning governs immediate land use decisions. The land use changes described by the General Plan are envisioned as taking place over two decades. Thus, rezoning to facilitate these changes need not happen immediately upon adoption of the Plan. Policies in the General Plan provide guidance as to which zoning changes are anticipated right away, and which are longer-term.

State law also requires that the categories used on the Land Use Diagram be accompanied by definitions. These definitions must establish the density or intensity of development permitted within each category. In residential areas, density is usually expressed as the maximum number of dwelling units allowed per acre of land. In commercial and industrial areas, intensity is usually expressed using floor area ratios (the ratio of building area to lot area).

Floor area ratio is also often used to regulate development in mixed use areas, including buildings with residential uses above commercial uses. This recognizes variations in housing unit sizes, and may provide an incentive for smaller and more affordable units. The text box on the next page provides additional direction on how to calculate density and floor area ratio.



A reduced version of the Land Use Diagram for San Leandro is shown on Figure 3-3. A larger version, displaying individual parcels, may be viewed on the City's website [here](#).

A total of 18 land use categories appear on the Diagram, including six residential categories, three mixed use categories, three predominantly commercial categories, three industrial categories, and three public/ open space categories. Table 3-1 indicates the land area in each category.

There may be multiple zoning districts within each General Plan category, particularly in the commercial and mixed use areas. This will allow finer distinctions to be made between the specific land uses to be allowed and the development standards to be applied within each area of the city. The General Plan categories are correlated with the City's zoning districts in Table 3-2. The Table indicates which zones are compatible and conditionally compatible with each General Plan category. The use of a zone noted as "conditionally compatible" would only be acceptable if the types of development allowed by that zone are consistent with General Plan goals and policies.

## Land Use Categories

### *Residential Categories*

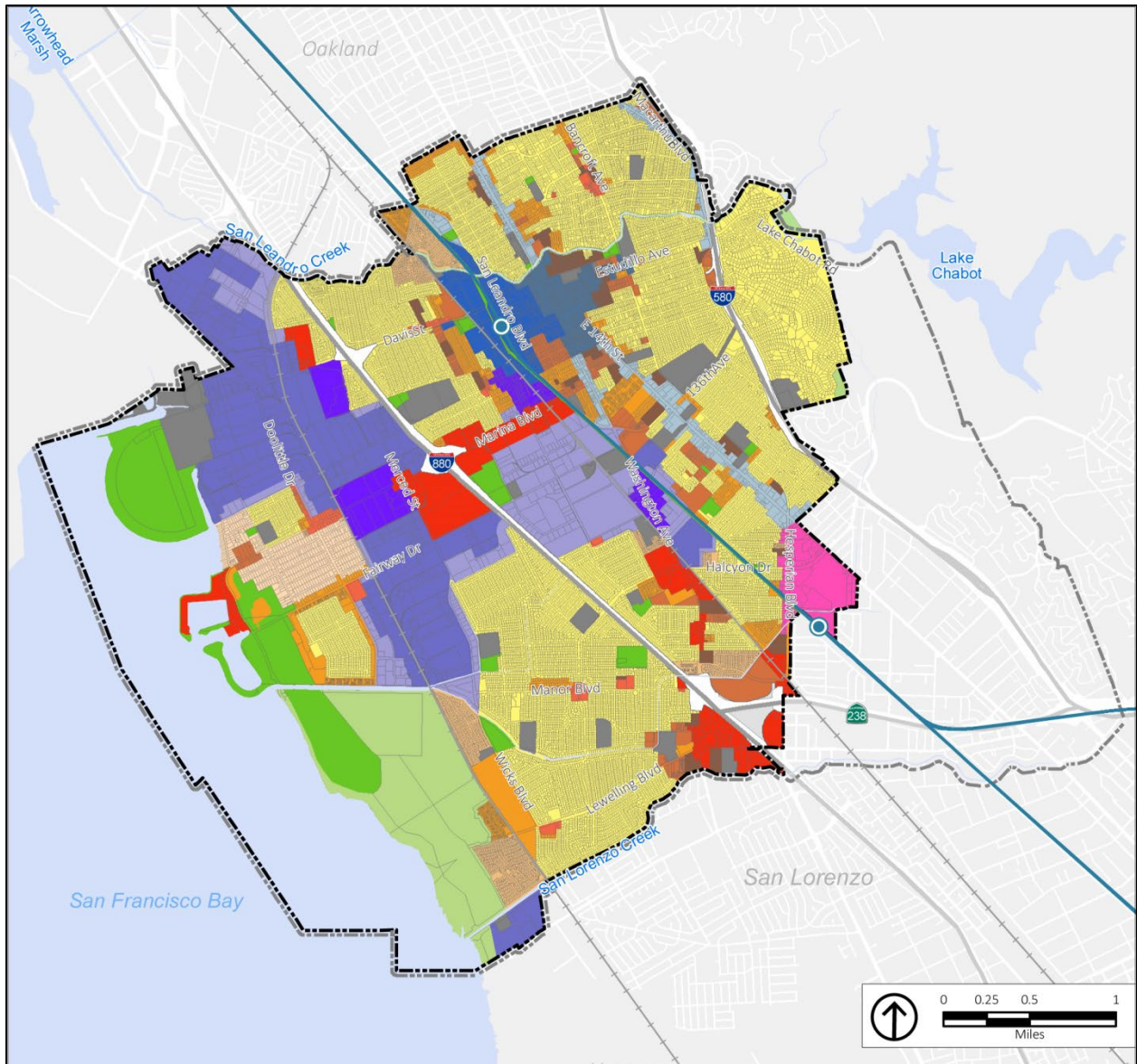
The following six categories appear on the General Plan Diagram. Each definition includes a reference to a *gross density*, which includes the area taken up by streets, easements, and common open space, and *net density*, which is based on developable parcel area only. Gross density is intended to communicate the general character of the areas within each category and is used to describe entire neighborhoods or large subdivisions. It is intended to be descriptive and not regulatory. Net density is used to establish the maximum number of units that may be built on a single parcel in a given category. It is regulatory, and provides the basis for the applicable zoning districts in each category. Since a few of the designations contain multiple zoning districts, the maximum net density is not necessarily permitted on all parcels. In each case, the maximum net density may be exceeded pursuant to state density bonus provisions for senior and/or affordable housing.

TABLE 3-1 ACREAGE IN EACH LAND USE TYPE

	Acres (Approx.)*	Percent
<b>Residential</b>	<b>4,209</b>	<b>50.8</b>
▪ Garden Residential	160	1.9
▪ Low Density Residential	3,098	37.4
▪ Low-Medium Density Residential	206	2.5
▪ Medium Density Residential	410	4.9
▪ Medium-High Density Residential	217	2.6
▪ High Density Residential	118	1.4
<b>Commercial</b>	<b>398</b>	<b>4.8</b>
▪ Neighborhood Commercial	55	0.7
▪ General Commercial	343	4.1
<b>Mixed Use</b>	<b>561</b>	<b>6.8</b>
▪ Downtown Mixed Use	98	1.2
▪ Transit-Oriented Mixed Use	158	1.9
▪ Corridor Mixed Use	184	2.2
▪ Bay Fair TOD Mixed Use	121	1.5
<b>Industrial</b>	<b>1,693</b>	<b>20.4</b>
▪ Light Industrial	518	6.3
▪ General Industrial	1,003	12.1
▪ Industrial Transition	172	2.1
<b>Public/Open Space</b>	<b>1,424</b>	<b>17.2</b>
▪ Public/Institutional	354	4.3
▪ Parks and Recreation	548	6.6
▪ Resource Conservation	522	6.3
<b>TOTAL</b>	<b>8,285</b>	<b>100.0</b>

Source: City of San Leandro, 2016

Notes: (\*) Excludes 224 acres of Freeway ROW and 1,384 acres of surface water in San Francisco Bay



<b>RESIDENTIAL</b>	Corridor Mixed Use	BART Stations
Garden Density Residential	Transit-Oriented Development Mixed Use	BART Line
Low Density Residential	Bayfair Transit-Oriented Development	Railroad
Low-Medium Density Residential	<b>INDUSTRIAL</b>	Freeways
Medium Density Residential	Light Industrial	City Limit
Medium-High Density Residential	General Industrial	Sphere of Influence
High Density Residential	Industrial Transition	
<b>COMMERCIAL</b>	<b>PUBLIC/OPEN SPACE</b>	
Neighborhood Commercial	Public/Institutional	
General Commercial	Parks and Recreation	
Downtown Mixed Use	Resource Conservation	

Source: Alameda County, 2013; City of San Leandro, 2016; PlaceWorks, 2015.



Figure 3-3

Land Use Diagram

## Calculating Density and Intensity

A maximum development density or intensity has been identified for each of the categories shown on the Land Use Diagram, as required by State law. Residential densities are usually expressed in terms of the number of units allowed per gross acre (called “gross density”) or net acre (called “net density”). Gross density includes the area given over to streets, easements, utilities, flood control ditches and other areas which are publicly owned or owned in common. It is most often used to describe density in a subdivision or in a residential neighborhood. Net density excludes public or commonly-owned areas and is typically used to calculate the number of units per acre on an individual parcel of land. In single family areas, net density limits may provide the basis for the minimum lot size or square footage of land per unit standards established by the zoning ordinance.

Residential density also may be expressed in terms of the number of people per acre. To calculate persons per acre, the number of units should be multiplied by 2.76, which is the average number of persons per household in San Leandro projected for the Year 2035.

Floor area ratio (FAR) is a measurement of the amount of floor space that can be developed on a particular parcel of land. If a 10,000 square foot parcel has an FAR limit of 0.5, then the floor area on the parcel may not exceed 5,000 square feet. As defined here, floor area excludes unfinished basements, carports, structured parking, mechanical rooms, and other non-habitable spaces. FAR does not dictate the height or shape of a building, or its location on a site. These characteristics are usually defined through the zoning ordinance. FAR also does not address architectural features or materials; these aspects are usually covered by design guidelines. Where FAR is used in mixed use areas, it creates a maximum building envelope on each site that may also include residential uses. In such cases, the residential uses may be governed by an FAR limit, a density limit, or both.

### Examples of 1.0 FAR



The description of land use categories on the following pages indicate the net density or FAR associated with each land use category. Development which exceeds these levels may only be allowed where certain conditions (specified in the San Leandro Zoning Code) exist. For example, the City is required by State law to offer a “density bonus” for projects with affordable housing or senior housing.

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

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

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

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





**Medium-High Density Residential.** This designation permits multi-family residential development, such as garden apartments, townhomes, and two-story condominiums. Single family homes are also permitted. On larger parcels with this designation, common open space areas, landscaping, and other site amenities may be required. Gross densities range from 19-25 units per acre, including streets, easements, and common open space. Maximum allowable *net* density is 29 units per acre.

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

### *Commercial Categories*

There are two commercial categories, defined below. The commercial categories are distinguished from the “Mixed Use” categories by their focus on commercial uses rather than a mix of commercial and higher density residential uses. Although housing is permitted on most commercially zoned properties, the allowable densities and conditional use permit requirements for the commercial categories reflect the City’s



desire to retain most of these areas for retail, service, office, and similar employment-generating land uses.

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

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



### *Mixed Use Categories*

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

**Downtown Mixed Use.** This designation corresponds to the area that has historically been the central business district of San Leandro. It allows a range of uses which together create a pedestrian-oriented street environment. These uses include retail shops, services, offices, cultural activities, public and civic buildings, and similar and compatible uses, including upper story residential uses. These activities may be located within the same building or within separate buildings on the same site or nearby sites. More specific guidance on the mix and design of uses is specified in General Plan policies for the Downtown area and in the 2007 Downtown TOD Strategy. A maximum FAR of 3.5 applies, although this maximum is not permitted in all zoning districts within this area.

Mixed use development with housing is encouraged in this area, with allowable residential densities up to 125 units per net acre, depending on the zoning district. The City also offers density bonuses of up to 20 percent above the General Plan maximums stated above where the average unit size is smaller than 750 square feet.<sup>1</sup> Regardless of unit size, a maximum FAR of 3.5 also applies to mixed use development. This maximum is not permitted in all zoning districts within the Downtown Mixed Use area. Several Downtown zoning districts have been established to respond to existing land uses and development opportunities, and to facilitate Downtown revitalization goals.

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<sup>1</sup> *These bonuses may not be added to the state-required density bonus for affordable housing. Only one density bonus program may be applied to any given development.*

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

Several zoning districts have been established for the Transit-Oriented Mixed Use areas. These districts emphasize the vertical mixing of different uses, with housing being the predominant use in some areas and office/retail the major use in others. The maximum floor area ratio in areas with this designation is 4.0, although intensities of 5.0 may be considered on sites adjacent to the BART station. The transit-oriented zoning districts specify minimum densities (generally 20 to 60 units per acre) and some specify minimum floor area ratios (generally 1.0) to ensure that land is used as efficiently as possible. The maximum number of residential units on any given property is dictated by floor area ratio limits in some zoning districts and maximum density limits in others.



**Corridor Mixed Use.** This designation allows a mix of commercial and residential uses oriented in a linear development pattern along major transit-served arterials such as East 14th Street. A range of commercial and office uses is permitted, primarily serving neighborhood and community needs. Residential uses may be either free-standing or integrated into the upper floors of mixed use projects. Development should be designed to encourage walking and bicycle use, and should be sufficiently dense to support increased transit services along the corridors. A maximum allowable FAR of 2.5 applies in areas with this designation. . Maximum residential density in this category is dictated by the above floor area ratio limit rather than limits on housing units per acre.

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

### *Industrial Categories*

Three industrial categories have been identified, as described below.

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

**General Industrial.** General Industrial areas may contain a wide range of manufacturing, transportation, food and beverage processing,

area contains multiple zoning districts and this maximum may not be attainable in all districts.

**General Industrial.** General Industrial areas may contain a wide range of manufacturing, transportation, food and beverage processing, technology, warehousing, vehicle storage, office-flex, and distribution uses. Such uses are subject to performance standards to avoid adverse off-site effects. A limited range of commercial uses also is permitted in these areas. A maximum floor area ratio of 1.0 applies, although this area contains multiple zoning districts and this maximum may not be attainable in all districts.

**Industrial-Transition.** The Industrial Transition designation corresponds to areas that have historically been industrial but have transitioned or may transition in the future to a more diverse mix of uses, including general commercial activities. Industrial uses will continue to be permitted in these areas in the future, but a broader mix of commercial uses such as offices, medical facilities, retail, services, home furnishing stores, construction showrooms, and restaurants is also encouraged. These areas include large floor-plate industrial buildings that can be adaptively re-used to serve new technology, advanced manufacturing, and “maker” industries. Residential uses in Industrial-Transition areas are only permitted for properties within 0.5 miles of a BART station, or where live-work development is proposed. The maximum FAR in the Industrial Transition areas is 1.0. No density limit applies, but residential development is likewise subject to a 1.0 FAR maximum where it is permitted.







### *Public and Open Space Categories*

Three public and open space categories appear on the General Plan Diagram. These are:

**Public/Institutional.** This designation denotes public schools, libraries, post offices, churches, public hospitals, and other public or institutional buildings. It also denotes major utility properties or facilities. Floor area ratios of up to 1.0 are permitted.

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

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

TABLE 3-2 CORRESPONDENCE BETWEEN LAND USE DIAGRAM AND ZONING DESIGNATIONS

Land Use Category	Corresponding Zoning Designations	Conditionally Compatible Zoning Designations
Garden Residential (RG)	RO	RS, PS
Low Density Residential (RL)	RS, RS-40, RS (VP)	RS (PD), RD, PS, CN
Low-Medium Density Residential (RLM)	RS (PD)	RD, RS, PS
Medium Density Residential (RM)	RD, RM-3000, RM-2500, RM-2000	RS (PD), RD, PS
Medium-High Density Residential (RMH)	RM-1800	RM-2000, RM-2500, RM-3000, PS
High Density Residential (RH)	RM-875	RM-1800
Neighborhood Commercial (CN)	CN, P	CC, CR, PS
General Commercial (CG)	CC, CS, CR	CN, PS, P
Downtown Mixed Use (MUD)	DA-1, DA-2, DA-3, P	RM-875, RM-1800, CN, PS
Transit-Oriented Mixed Use (MUTOD)	DA-2, DA-3, DA-4, DA-6	RM-875, RM-1800, PS
Bay Fair TOD Mixed Use (BTOD)	B-TOD	
Corridor Mixed Use (MUC)	NA-1, NA-2, SA-1, SA-2, SA-3, DA-2	RM-875, RM-1800, RM-2000, CC, IL
Light Industrial (IL)	IL, IP	IG, CC, CS, P, PS
General Industrial (IG)	IG, IL, IP	CC, CS, P, PS
Industrial Transition (IT)	IT	IG, CC, IL, IP
Public/Institutional (PI)	PS	Depends on type of use
Parks and Recreation (PR)	OS	PS, CR
Resource Conservation (RC)	OS	PS

Source: City of San Leandro, 2016

## Related Issues

State law (Government Code Section 65302a) requires the Land Use Element of the General Plan to identify future solid and liquid waste disposal sites, the locations of educational facilities, areas subject to flooding, the locations of mineral resources, and impacts on military readiness. The existing Davis Street Resource Recovery Complex (2615 Davis Street) and the San Leandro Wastewater Treatment Plant (3000 Davis Street) are identified on the General Plan Diagram as Public/Institutional uses. No future sites for solid and liquid waste disposal are planned within the city. Solid waste disposal issues are addressed in Chapter 6 and liquid waste disposal issues are addressed in Chapters 6, 7, and 9. Educational facilities are shown as Public/Institutional uses on the General Plan Diagram. The location of future schools is addressed in Chapter 9. Areas prone to flooding are identified and mapped in Chapter 7. The location of mineral resources is addressed in Chapter 6. There are no military installations in or adjacent to San Leandro, and development accommodated by the General Plan would have no direct or indirect effects on military installations.

# RESIDENTIAL NEIGHBORHOODS

## A. OVERVIEW

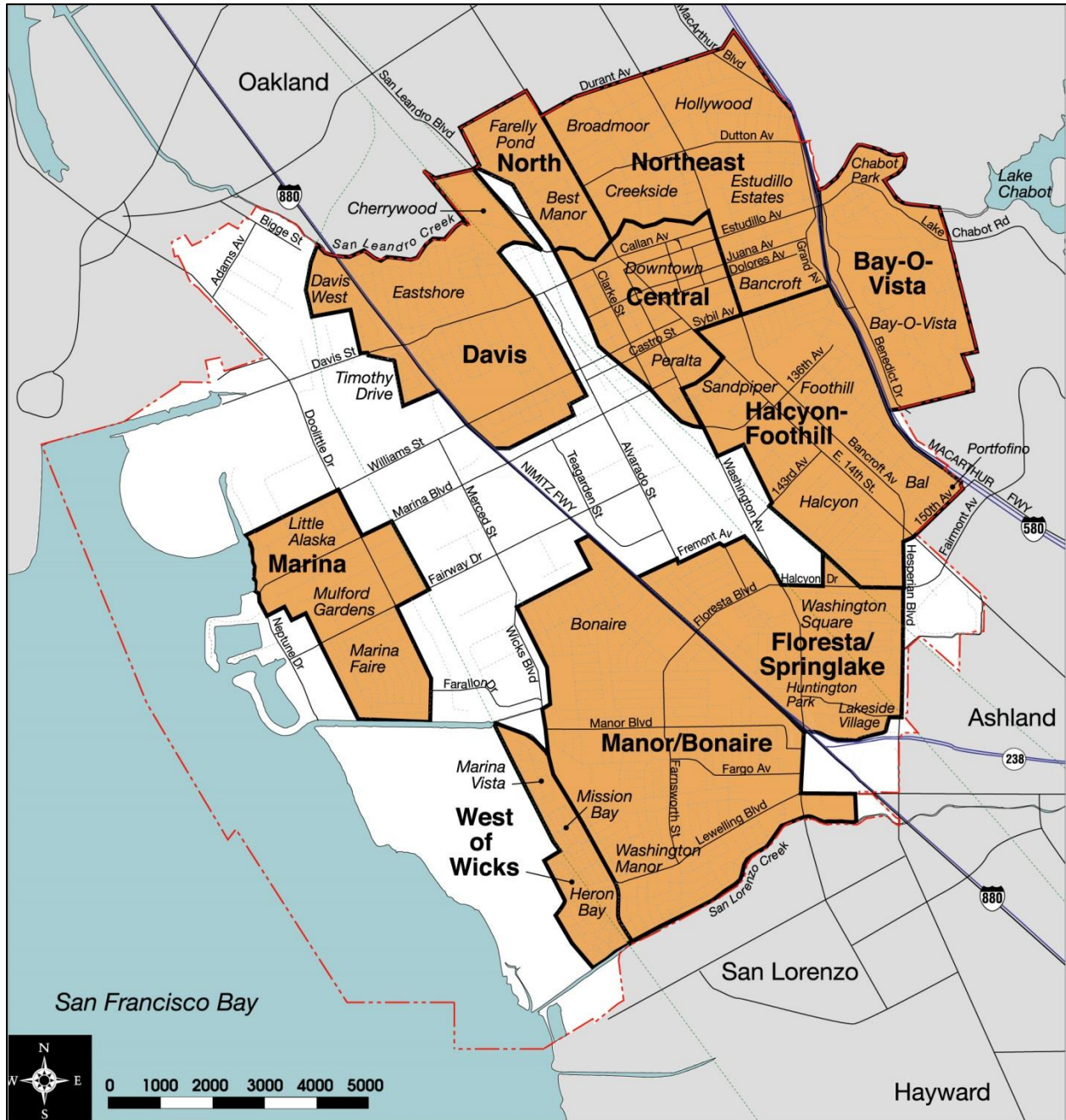
Residential uses comprise about half of San Leandro’s land area. In 2016, the city’s 3,270 acres of residential land contained over 32,000 dwelling units, housing about 88,000 people. But living in San Leandro is much more than simply occupying a dwelling unit—it is the experience of being part of a neighborhood. It is getting to know the local shops and hangouts, the neighborhood schools and parks, and the people who live nearby. Neighborhoods are an important part of what creates a feeling of “community” in San Leandro. In many parts of the city, dynamic neighborhood associations have contributed to a strong sense of identity and created an opportunity for residents to have a say in the city’s future.

Although San Leandro’s neighborhoods are not likely to change significantly in the next 15 to 20 years, they will not remain entirely static either. Alterations and additions will be made to homes, renovations will take place, and infill development will occur on vacant lots. Reinvestment in streets and public facilities will take place, and shopping areas will be updated. Neighborhoods may also be affected by demographic shifts and changes in technology. Policies in the General Plan, and ultimately regulations in the Zoning Code, strive to maintain a quality environment as these changes take place.

## B. SAN LEANDRO’S NEIGHBORHOODS

The following section of the General Plan profiles San Leandro’s major residential areas. The location of these areas is shown in Figure 3-4. Each of the ten areas described consists of multiple neighborhoods. The neighborhoods have been grouped for discussion purposes based on their physical boundaries.





Source: City of San Leandro, General Plan 2002.

 Residential Neighborhoods



Figure 3-4

## Residential Neighborhoods

<b>Northeast</b>
<b>Northeast San Leandro At A Glance</b>
2000 Population: 9,950
2015 Population: 10,240
2035 Projected Population: 10,900
Major Neighborhoods: Bancroft, Broadmoor, Hollywood, Creekside, Estudillo Estates

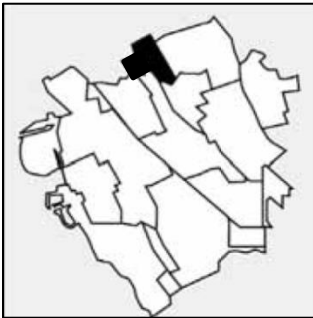


This area encompasses the neighborhoods lying east and northeast of Downtown, extending between East 14<sup>th</sup> Street to I-580 and from Oakland on the north to Sybil Avenue on the south. More than anywhere else in San Leandro, homes in this area provide a living reminder of the architectural styles, building materials, scale, and street patterns that were typical in California between 1910 and 1940. The neighborhoods follow a traditional pattern of development with a grid of streets, abundant tree cover, curbside parking, and generous front and back yards. The area contains numerous Craftsman and Mediterranean style homes, many with distinctive architectural features. Several commercial districts serve the neighborhood, including the MacArthur corridor, and the Bancroft/Dutton shopping district. The area also contains concentrations of multi-family housing along Bancroft and close to East 14<sup>th</sup> Street.



The land use pattern in this area is well established and there are few opportunities for infill development. However, there is strong interest in remodeling, updating, and expanding older homes, which creates the potential for changes in neighborhood character. Given the area's unique ambiance, it is important that alterations and additions are sympathetic to the prevailing scale and form of existing development. Demolition of older homes to make way for larger, more modern homes is strongly discouraged.

The General Plan envisions opportunities for new mixed use development along East 14<sup>th</sup> Street and MacArthur Boulevard on the east and west edges of this area. There may also be infill opportunities at Bancroft/Dutton, including potential intensification of the Safeway site and adjacent parking area. Such development should consider opportunities for additional neighborhood shopping and services, as well as new multi-family housing. Future projects on these corridors should be designed to respect the architectural styles of the nearby neighborhoods, so that these areas enhance and complement one another. An update to the North Area Plan, which covers this area, is a priority General Plan implementation action.



## North /Cherrywood

### North San Leandro/Cherrywood At A Glance

2000 Population: 4,380

2015 Population: 4,460

2035 Projected Population: 4,910

Major Neighborhoods: Farrelly Pond, Best Manor, Cherrywood, East 14<sup>th</sup> Street North Area



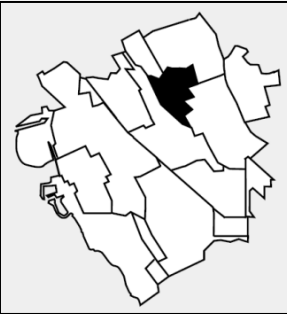
This area encompasses the neighborhoods lying west of East 14<sup>th</sup> Street and east of the Union Pacific Railroad from Downtown north to the Oakland border. The area contains several distinct sub-areas. The neighborhoods of Best Manor and Farrelly Pond lie east of San Leandro Boulevard. These areas are characterized by single-story stucco bungalows dating from the 1920s and 1930s. The area also contains a number of small 1930s-era apartment buildings and several blocks of duplexes.

The Cherrywood neighborhood lies west of San Leandro Boulevard and the BART tracks. There are about 350 homes in Cherrywood, a neighborhood built on former nursery lands in the 1990s. Many of the



homes are built on zero lot lines and feature California contemporary architecture.

As in the Northeast area, the key objective is to maintain and enhance neighborhood character. Care should be taken to ensure that additions and alterations respect the scale of existing development. Particular emphasis should be placed on revitalizing the commercial areas located on East 14<sup>th</sup> Street and introducing new commercial and residential uses to the Park Street “island” area along San Leandro Boulevard and around Siempre Verde Park. An updated North Area Plan should address land use and design compatibility issues along East 14<sup>th</sup> Street, where commercial properties directly abut single family homes in many cases.

<b>Central</b>	
<b>Central San Leandro At A Glance</b>	
2000 Population: 6,400	
2015 Population: 7,600	
2035 Projected Population: 14,600	
Major Neighborhoods: Downtown, Downtown East, TOD area, Peralta	

The Central area includes the residential uses within and around Downtown San Leandro. Just a century ago, almost all of San Leandro was contained within this area. The area contains a diverse and eclectic mix of housing, including the city’s largest concentration of pre-1910 homes. Much of the development that took place during the 1950s, 1960s, and 1970s was not sympathetic to the area’s historic context. Thus, Central San Leandro is sometimes not identified as a neighborhood per se but rather as an extension of Downtown.

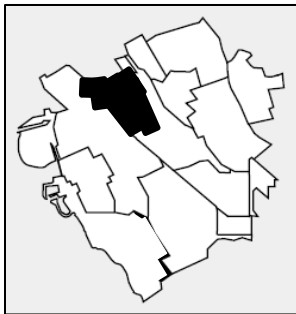


Almost half of the residential growth expected in San Leandro during the next 20 years will take place in the Central area. Most of this growth will occur near the BART station in multi-family developments designed



to maximize opportunities for walking, bicycling, bus, and BART use. A large area of future residential development is located near the north end of Alvarado Street northwest of the station. Other major opportunity sites include the Town Hall Square site at Davis/East 14<sup>th</sup>, the former CVS drug store at East 14<sup>th</sup>/Callan, several sites along Washington Avenue, and sites to the immediate south of the BART station. Some of this development may consist of mixed use projects with ground floor retail or office uses and upper story housing, and some may be entirely commercial or residential.

Public realm improvements will take place to make the area more cohesive and distinct as development occurs. As San Leandro’s most “urban” neighborhood, opportunities to enhance the streetscape, encourage walking, and create a variety of housing types should be pursued. At the same time, opportunities to enhance the area’s historic ambiance and conserve its older housing stock should be encouraged. Infill housing should create an urban living environment while respecting and preserving historic resources.



## Davis Corridor

### Davis Corridor At A Glance

2000 Population: 9,240

2015 Population: 11,120

2035 Projected Population: 11,330

Major Neighborhoods: Davis West, Davis East, Eastshore, Preda, Westgate, Timothy Drive, Muir



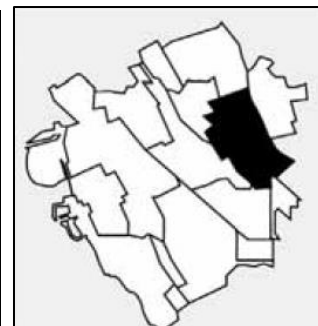
The Davis corridor includes the large residential subdivisions extending along both sides of Davis Street from Downtown San Leandro west about a mile to the Westgate-Costco shopping area. Most of this area was subdivided and developed with ranch style tract homes in the 1940s and early 1950s.

There are notable exceptions, including the “Kanaka Row” cottages along Orchard Avenue which date to the late 1800s, and subdivisions from the late 1990s such as Magnolia Lane and Camelia Court. The area also includes large apartment complexes such as the 238-unit Gateway complex, as well as smaller 1960s era apartment blocks along Pacific Avenue.

The Davis corridor has experienced substantial population growth in the last two decades due to rising household sizes. While there has been little new residential construction, average household sizes have increased to over 3.5 persons in this area, exceeding 4.0 in some census tract block groups. Approximately 40 percent of the population in these neighborhoods is foreign-born.

There are limited opportunities for additional housing in the Davis corridor. However, the neighborhood would benefit from community improvement programs and public reinvestment, particularly gateway improvements, better buffering from major transportation routes, and tree planting. As most of the development is now more than 65 years old, a continued effort should be made to maintain and improve the housing stock. On the western edge of the area, in the Davis West and Timothy Drive neighborhoods, continued efforts should be made to reduce the environmental health concerns created by the proximity of these areas to I-880, the railroad, shopping center traffic, and major truck routes. Additional opportunities for community gardens, parks, and other amenities should be pursued in this area.

<b>Halcyon-Foothill</b>
<b>Halcyon-Foothill At A Glance</b>
2000 Population: 12,060
2015 Population: 13,000
2035 Projected Population: 15,370 (excludes Bay Fair TOD)
Major Neighborhoods: Assumption Parish, Upper Bal, Lower Bal, Halcyon, Foothill, Portofino, Sandpiper-Dundee



Halcyon-Foothill is one of the largest and most diverse residential areas in San Leandro, extending almost three miles south and southeast from Downtown to the Bay Fair area. Most of the area is characterized by residential subdivisions developed in the late 1940s and early 1950s; however, the area includes older homes developed when the area was



still unincorporated along with subdivisions from the 1970s and 80s. The housing stock is also diverse. Although the area contains thousands of post-war ranch homes, it also contains Victorian-era cottages, art deco homes, trailer parks, and some of San Leandro's largest apartment, townhome, and condominium complexes.

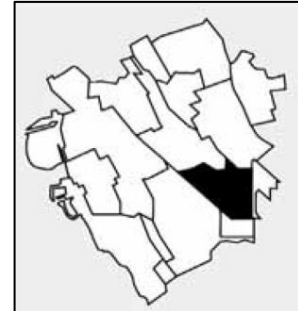
The future emphasis in Halcyon-Foothill will be neighborhood beautification, conservation and

improvement. A continued effort should be made to buffer homes from industrial and commercial uses on the west and the MacArthur Freeway on the east, and to ensure compatible infill development. A substantial increase in population is anticipated, almost entirely as a result of infill development along East 14<sup>th</sup> Street between Sybil and 150<sup>th</sup>.

East 14<sup>th</sup> Street will be enhanced as the neighborhood's commercial "main street." During the next 20 years, many of the older car dealerships and vacant or marginal commercial uses will be replaced by new commercial and mixed use developments. New development will be leveraged to create amenities along the corridor, including streetscape, signage, lighting, and landscaping improvements. Safer conditions for pedestrians, bicyclists, and transit users are also envisioned, both on East 14<sup>th</sup> and on Bancroft Avenue. The East 14<sup>th</sup> Street South Area Development Strategy provides policy guidance for the corridor and describes "nodes" where future commercial activity will be focused.

A stronger sense of neighborhood identity can also be created in this part of San Leandro by capitalizing on the area's schools as community open spaces. The area includes San Leandro High School and Jefferson School, Assumption Church and School, as well as Toyon Park and Halcyon Park. The new East Bay Greenway will provide an amenity on the west side of this area. Opportunities to enhance the PG&E transmission line corridor as an open space amenity also should be explored.

<b>Floresta/Springlake</b>
<b>Floresta/Springlake At A Glance</b>
2000 Population: 8,700
2015 Population: 8,800
2035 Projected Population: 9,080 ( excludes Bayfair TOD)
Major Neighborhoods: Floresta, Floresta Gardens, Huntington Park, Lakeside Village, Washington Square



The Floresta/ Springlake neighborhood extends west from I-880 to Hesperian Boulevard in the southern part of San Leandro. Like Halcyon-Foothill, this is a large area consisting mostly of 1950s-era ranch style housing tracts but also including multi-family developments and newer subdivisions. The area includes San Leandro’s largest apartment complex—the 840-unit Lakeside Apartments — as well as Floresta Gardens Townhomes, Washington

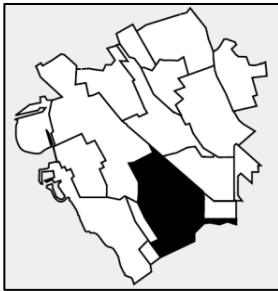


Commons Townhomes, Eden Lodge, and several smaller multifamily complexes. Washington Avenue is the neighborhood’s major commercial corridor, with a cluster of shopping centers at Washington and Floresta Boulevard. The only sizeable open space in the neighborhood is Floresta Park, which adjoins Monroe Elementary School.

Opportunities for new residential development in the Floresta/Springlake area are limited to a handful of properties along Halcyon Drive, Hesperian Boulevard, and Washington Avenue. The density and scale of development here should be compatible with the adjacent single family neighborhoods. Elsewhere, the major objectives are conserving the housing stock, maintaining neighborhood aesthetic standards, ensuring the compatibility of additions and remodels, and improving edge conditions where residential uses abut industrial or commercial uses. The introduction of housing to the retail node at Washington/Floresta could be considered during the next 20 years, but



the priority at this location is revitalizing commercial activities to provide services to nearby residents. Aesthetic improvements to the Washington Avenue commercial strip, such as undergrounding of utilities and street tree planting, should be pursued. The planned East Bay Greenway will provide a new amenity for the neighborhood, and improve bicycle connections to Downtown and the Bay Fair area.



## Washington Manor

### Washington Manor At A Glance

2000 Population: 16,620

2015 Population: 17,350

2035 Projected Population: 17,710

Major Neighborhoods: Washington Manor, Bonaire, Sandev



Washington Manor (“the Manor”) and Bonaire are well-established neighborhoods in southwest San Leandro. Both neighborhoods exemplify the type of development that took place across the United States in the decade following World War II, with thousands of similarly designed homes on a curving grid of streets. At the time it was built, Washington Manor was one of the largest housing tracts in the Bay Area. Multiple generations of homeowners have made

extensive changes to the housing stock, and today the Manor and adjacent Bonaire have evolved into a mature community of comfortable ranch-style homes. Densities average about five units per acre and multi-family housing is generally limited to the southeastern edge of the neighborhood.

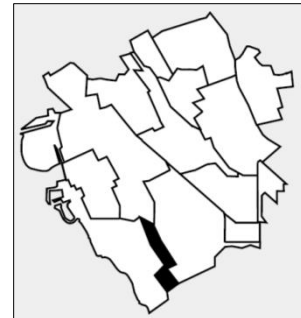
Today, about one in every six San Leandro residents lives in this area. This is also one of San Leandro’s most culturally diverse neighborhoods. More than half of the households speak a language other than English at home. The Manor is sometimes perceived as a “city within the city,”



with its own centrally located library, parks, schools, and shopping area. These features, coupled with well-defined edges like San Lorenzo Creek, Wicks Boulevard, and the Nimitz Freeway, create a strong sense of community.

The Manor and Bonaire neighborhoods are generally considered to be built out. No significant land use changes are anticipated during the next 20 years. The emphasis will be on maintaining and enhancing homes and yards, enforcing codes and addressing nuisance complaints, beautifying the neighborhoods, and revitalizing local commercial areas. Although residential alterations and additions are encouraged, care should be taken to respect the spacious, low-density character of the neighborhoods. Expanded efforts should be made to update the commercial centers at Manor and Farnsworth, Manor and Zelma, and Lewelling and Wicks. The Manor Shopping Center (at Manor and Farnsworth) in particular, has the potential to be a more vibrant neighborhood center and community focal point.

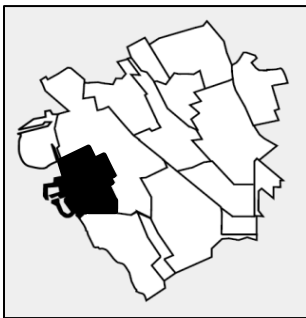
<b>West of Wicks</b>
<b>West of Wicks At A Glance</b>
2000 Population: 3,170
2015 Population: 3,370
2035 Projected Population: 3,410
Major Neighborhoods: Heron Bay, Marina Vista, Mission Bay



This area contains three separate but adjoining residential developments located on the west side of Wicks Boulevard in the southwest corner of San Leandro. Two of these developments—Marina Vista and Heron Bay—were built in the late 1990s. The third—Mission Bay—is a 40-acre master-planned mobile home community. The Marina Community Center is an important community facility serving these neighborhoods and the adjacent Manor area.



This area is the gateway to the San Leandro Shoreline Marshlands, with access to the Bay Trail provided at several points. No land use changes are anticipated during the coming years. Ongoing code enforcement and compliance programs will ensure that these neighborhoods remain attractive places to live. Continued efforts also will be made to protect habitat in the marshlands, reduce the visual impact of renewable energy facilities, and address the potential impacts of rising sea level on flooding and biological resources.



## Marina

### Marina At A Glance

2000 Population: 6,690

2015 Population: 6,620

2035 Projected Population: 7,700

Major Neighborhoods: Marina Faire, Mulford Gardens, Little Alaska, Seagate



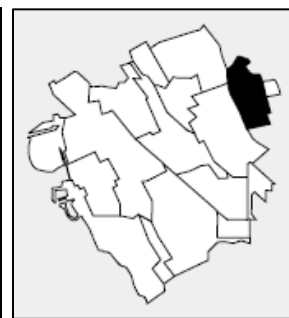
The Marina area encompasses the neighborhoods at the west end of Marina Boulevard, including Mulford Gardens, Marina Faire, Little Alaska, and the Seagate and Marina Gardens condominium developments. Although each of these neighborhoods is separate and distinct, they form a well-defined community with shared concerns and issues. Mulford Gardens was originally laid out in the 1920s as

a rural subdivision in unincorporated Alameda County. Although it was annexed to San Leandro in 1957, the 160-acre neighborhood still retains a semi-rural quality. Its dense tree canopy, large lots, remnant farms, and eclectic mix of old and new homes set it apart from other San Leandro neighborhoods. Little Alaska was developed around 1950, with Alaskan cities providing the inspiration for its street names. Marina Faire includes about 475 homes developed in the early 1960s. The Seagate and Marina Gardens complexes are more recent.

Most of the Marina/Mulford area is built out, although the neighborhood includes a few vacant parcels and several underutilized commercial properties. Current zoning in Mulford Gardens allows more than one home per lot on parcels exceeding 12,000 square feet, creating the potential for additional dwellings on many of the lots. The area also includes a planned residential and commercial development at the San Leandro shoreline. As noted later in this chapter, preliminary plans for this area include 354 new homes, new restaurant, retail, and office space, and waterfront parks. This development, coupled with the new Kaiser Permanente medical complex, may have a transformative effect on the Marina corridor, and create opportunities for additional commercial and office uses between Mulford Gardens and Merced Street.

The Marina/Mulford area is particularly sensitive to the impacts of development on its perimeter, given that is adjoined on the north and east by general industrial uses and rail lines. Future commercial and industrial development decisions must address the potential for increased auto and truck traffic, noise, and other adverse effects on the area. As in other San Leandro neighborhoods, there will also be a continued focus on housing conservation, enforcement of community standards, neighborhood gateway and streetscape improvements, and improved buffering. Ongoing efforts will address airport noise and truck traffic issues, revitalization of the Marina Faire Shopping Center, connections to Oyster Bay Regional Shoreline, and adaptive measures on the shoreline to address potential sea level rise impacts.

<b>Bay-O-Vista</b>
<b>Bay-O-Vista At A Glance</b>
2000 Population: 2,330
2015 Population: 2,180
2035 Projected Population: 2,270
Major Neighborhoods: Bay-O-Vista, Chabot Park



Bay-O-Vista encompasses the portion of San Leandro located east of I-580. It is unique among San Leandro neighborhoods because of its hilly topography and panoramic views. The neighborhood is characterized by single-story ranch homes on relatively large lots. Densities average about three units per acre. A majority of the Bay-O-Vista area was developed during the 1960s, although some homes date back to the 1940s. Many of



the homes have been designed to maximize westerly views toward San Francisco Bay.

Although most of Bay-O-Vista is built out, there are a few parcels that are vacant or large enough to be subdivided. Most of these parcels are quite steep and several have access constraints. Any future development on these sites must mitigate the potential for erosion and landsliding, both on-site and on adjacent properties. Zoning regulations for this area

strongly discourage tall or bulky homes and require development to respect the area's characteristically low rooflines. Similarly, additions to existing homes in Bay-O-Vista are required to minimize the disruption of views and maintain the overall low profile of housing in the area.

## C. PLANNING ISSUES

The following section of the Residential Neighborhoods Sub-Element profiles the major neighborhood planning issues in San Leandro. This section is followed by goals, policies, and actions which correspond to these issues. The focus of this Sub-Element is neighborhood conservation and improvement. A separate part of the General Plan (the Housing Element) focuses on housing affordability and new housing production. The two chapters complement and support one another, presenting a consistent strategy for meeting future housing needs and enhancing the quality of life in the city.

### Community Standards

San Leandro residents take pride in the quality and appearance of their neighborhoods, including yards, homes, and public spaces. The City has set high standards for the appearance of these areas and maintains code enforcement programs to uphold these standards. The Municipal Code addresses the storage of campers and boats, the location of parked vehicles, graffiti, fence height, and other attributes which can potentially affect neighborhood aesthetics. Covenants, conditions, and restrictions (CC&Rs) within individual developments may set additional



requirements to uphold community standards. CC&Rs are generally enforced by homeowners associations.

Given San Leandro’s size, instances of neglected yards, unpermitted construction, code violations, and non-sanctioned activities inevitably occur. The City’s Community Preservation Ordinance is administered by the San Leandro Police Department, with assistance from other City departments. The ability to enforce standards has been challenged by constrained municipal finances, including the loss of redevelopment funding, and by a large influx of new residents who are unfamiliar with local codes and penalties. Increases in household size have led to an increased number of parked vehicles in front yards and unlawful outdoor storage in some neighborhoods. At the same time, soaring housing costs have limited the ability of some households to address home repair needs. The City has a number of home repair loan and grant programs for lower income residents, but funding is limited.

Another issue in residential areas concerns commercial activities in private homes. The Zoning Code and Municipal Code both regulate activities in residential areas, such as home occupations, garage sales, in-house day care, and home auto repair. Home occupations are an important part of the city’s economy and contribute to the livelihood of many families—however, they must occur in a manner that preserves the residential character of the city’s neighborhoods.





Residential areas are also prone to impacts from nearby business and industrial uses. Although homes and businesses may be compatible in many settings, some neighborhoods abut manufacturing facilities generating a large amount of truck traffic and noise. Buffering and performance standards have been developed to reduce conflicts. Similarly, in mixed use areas, standards have been developed to address noise, odors, privacy, and other issues when residential uses are sited above restaurants, bars, dry cleaners, and similar commercial activities. The issue of compatibility between residential and non-residential uses is addressed in the Business and Industry Sub-Element of this Chapter.

## Neighborhood Character

Some San Leandro neighborhoods have clear boundaries, consistent architectural styles, centrally located parks or shopping centers, and other characteristics that distinguish them from nearby areas. The strong sense of neighborhood identity in these areas has many benefits, from pride of ownership to a commitment to work together during times of crisis.

Other San Leandro neighborhoods are less well organized. Some may lack a neighborhood association or a strong sense of where the neighborhood begins and ends. Other neighborhoods may lack a clear center or gathering place. A large number of residents may be limited English-speakers—and they do not yet feel they are a part of the community. San Leandro is committed to fostering a stronger sense of community in these areas, both through changes to the physical environment and by providing residents with opportunities to become organized and involved at the neighborhood level.

Building more cohesive neighborhoods also means ensuring that infill development is compatible with its surroundings. Although this General Plan anticipates thousands of new housing units in San Leandro—such development will be directed to under-utilized commercial sites and transit station areas rather than to single family neighborhoods. Where higher densities are permitted, care must be taken to ensure high quality design, smooth transitions to any lower density housing that may be nearby, and a commitment to ongoing property maintenance.

Throughout San Leandro, a concerted effort will be made to protect residential privacy and views, conserve significant architectural qualities, and ensure that new development contributes positively to the overall character of the neighborhood. New structures should be sited to



conserve natural features, protect creeks and vegetation, and incorporate sustainable design principles. The increased emphasis on residential design may mean that some homeowners will need to invest additional time and effort before altering or adding on to their homes. The end result will be a more attractive, coherent community—enhancing property values for all residents and protecting the sizeable investment that many residents have made in their properties.

## **New Housing Opportunities**

San Leandro is committed to creating new housing opportunities for current and future residents. New housing will be needed to balance the projected increase in job growth and to respond to changing community needs. The policies and actions in Goal LU-3 reflect a commitment to promote a spectrum of housing types, from market rate single family homes to affordable units and housing for special needs groups such as seniors and the disabled. This commitment is echoed in the Housing Element.

## **Mitigation of Public Facility Impacts**

Development impact fees for improvements to schools, transportation, parks, and other public facilities are collected when new projects are approved, so that existing residents are not burdened with these capital costs. However, the City’s ability to fully recover such costs is limited by State and federal law. School impact fees are capped by the State, and other fees must be based on in depth fiscal studies. Before levying development fees or requiring specific improvements, the City must demonstrate that there is a “nexus” between the project and the need for

expanded services. Moreover, impact fees cover capital costs but they do not cover the ongoing costs of service delivery and maintenance.

The City will promote creative solutions to minimize the impacts of new housing development on existing San Leandro residents in the future. One effective strategy is to maintain a favorable balance of residential and non-residential growth. By encouraging economic growth as well as housing, particularly projects which generate sales tax and other local revenue, the City can place itself in a better position to maintain or improve the services it provides to residents.

## Citizen Participation

Many San Leandro residents live within the boundaries of an active homeowners association (HOA) or neighborhood association. The city's HOAs represent areas as small as individual condominium complexes and areas as large as greater Washington Manor, with 5,700 households. The associations have a long history of active participation in neighborhood improvement and public safety, but additional means of outreach and engagement are needed. Social media and web-based engagement can reach potential new participants, and provide a portal for those who may not be able to attend neighborhood meetings or join a local board or organization. In addition, outreach through faith-based organizations, advocacy groups, and social service organizations is needed to reach groups with limited English, disabilities, or other special needs, to ensure that services are inclusive and that all perspectives are heard.



## D. GOALS, POLICIES, AND ACTIONS

### COMMUNITY STANDARDS

#### GOAL LU-1 Maintain stable, safe, and attractive neighborhoods.

**POLICY LU-1.1 Housing Maintenance.** Support the on-going conservation, maintenance and upgrading of the city's housing inventory.

**POLICY LU-1.2 Code Enforcement.** Maintain aggressive code enforcement and nuisance abatement programs to ensure that San Leandro's neighborhoods remain attractive and free of public nuisances.

***Action LU-1.2.A Unpermitted Construction***

*Explore a variety of regulatory tools and programs to reduce the incidence of illegal construction and ensure that such construction is either removed or retroactively permitted and brought up to code when it is discovered.*

***Action LU-1.2.B Code Enforcement Administration***

*Periodically revisit the City's code enforcement activities to determine the need for changes in funding, organization, staffing, and local ordinances addressing community standards and preservation. New funding sources for code enforcement and nuisance abatement should be pursued.*

***Action LU-1.2.C Mobile Home Park Improvements***

*Pursue a variety of strategies and programs to upgrade the appearance of mobile home parks without displacing owners and tenants.*

***Action LU-1.2.D Persistent Problem Properties***

*Encourage effective and prompt action by the San Leandro Police Department in response to reports from residents and community groups regarding nuisance properties and illicit activities in residential areas. The City should develop an inter-departmental and inter-agency protocol for responding to and resolving persistent problem properties, including properties requiring frequent code enforcement actions or frequent police response to criminal or nuisance activities.*

POLICY LU-1.3      **Demographics and Land Use.** Recognize the effects of changing demographics, including larger family sizes and multi-generational households, on housing conditions, parking, yards, and other aspects of neighborhood appearance. Explore alternatives to traditional zoning standards to more effectively address issues the needs of larger households and the potential impacts of such households on nearby properties.

POLICY LU-1.4      **Collaboration with Community Groups.** Work closely and collaboratively with homeowners associations, neighborhood associations, and other community groups to address nuisances, eliminate blight, and ensure that community aesthetic standards are maintained.

*Action LU-1.4.A: Community Compliance Outreach*

*Use the City's website, social media, and other platforms to increase awareness of local codes and regulations relating to blight, property maintenance and appearance, and nuisances. Work with neighborhood associations, realtors, interest groups, and other organizations to direct new residents and businesses to this information.*

POLICY LU-1.5      **Front Yards.** Encourage the attractive treatment of front yards and other areas in residential neighborhoods that are visible from the street. Landscaping of front yards should be consistent with the City's water conservation and Bay-friendly landscaping goals.

POLICY LU-1.6      **Home Occupations.** Allow home occupations in residentially zoned areas, provided that there are no perceptible impacts on the neighborhood or surrounding properties.

POLICY LU-1.7      **Day Care Centers in Neighborhoods.** To the extent permitted by State law, maintain regulations for large-family day care facilities (as defined by the State) and child care centers which ensure that impacts on residential neighborhoods are minimized.



**POLICY LU-1.8**     **Fences.** Require that any fencing in residential neighborhoods meets high aesthetic and safety standards. Residential fencing should not obstruct vehicle sight lines, be compatible with the architectural design of nearby structures and make a positive contribution to the character of the neighborhood.

***Action LU-1.8.A: Fence Guidelines***

*Develop design guidelines for fences addressing such topics as height measurement, appropriate materials, decorative elements, and maintenance of vehicle sight lines. The three-foot height limit on front yard fences should be retained.*

***Action LU-1.8.B: Through Lots***

*Undertake a program to improve the appearance of rear yard fences on through-lots facing major thoroughfares.*

**POLICY LU-1.9**     **Multi-Family Housing Upkeep.** Maintain and enforce high standards of property upkeep for existing and new multi-family rental housing development.

***Action LU-1.9.A: Conditions of Approval***

*Use the development review process to establish conditions of approval for new or refurbished multi-family housing development that ensure an ongoing commitment to maintenance once construction work is completed. Establish appropriate fines, penalties, and corrective measures in the event conditions are not being met.*

***Action LU-1.9.B: Maintenance of Rental Properties***

*Pursue ordinance revisions and incentives to ensure that landlords are held accountable for the appearance, maintenance, and safety of rental properties, including yard areas and structures.*

*See also Housing Element Policy 56.02 linking financial assistance for rental rehabilitation to affordability requirements*

**POLICY LU-1.10**     **Graffiti and Weed Abatement.** Maintain graffiti removal and weed abatement programs throughout the city and respond promptly and effectively to resident complaints.

**POLICY LU-1.11**      **Second Units.** Recognize second units as an important part of the city's housing stock, and encourage their continued development in single family neighborhoods. Maintain permitting requirements for second units which address parking, design, owner-occupancy, and other potential neighborhood impacts.

*Action LU-1.11.A: Second Unit Design Standards*

*Develop design standards for second units which ensure that the units are architecturally compatible with the primary residence.*

*Action LU-1.11.B: Second Unit Incentives*

*Continue to explore incentives and development standards which make it easier to construct a second unit, including provisions to mitigate potential impacts on adjoining properties.*

**POLICY LU-1.12**      **Encroachment of Incompatible Uses.** Protect residential neighborhoods from the impacts 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 proposed near or within residential areas.

**POLICY LU-1.13**      **Mixed Single Family Residential/ Industrial Areas.** In areas that currently include a "hodgepodge" of industrial uses (such as auto body shops) and older single family homes on adjacent small lots, encourage infill development that creates a more cohesive character and reduces the potential for future land use conflicts. Innovative development types and building forms should be encouraged in such areas.

**POLICY LU-1.14**      **Construction Impacts.** Ensure that construction activities are regulated and monitored in a manner that minimizes the potential for adverse off-site impacts such as noise, dust, erosion, exposure to hazardous materials, and truck traffic.

## NEIGHBORHOOD CHARACTER

### **GOAL LU-2 Preserve and enhance the distinct identities of San Leandro neighborhoods.**

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

***Action LU-2.1.A: Retrofitting Neighborhood Form***

*Identify opportunities and pursue grants to “retrofit” neighborhoods that were originally designed for auto access and convenience in a manner that facilitates walking and bicycling, and reduces dependence on motorized vehicles for short trips.*

**POLICY LU-2.2 Neighborhood Centers.** Retain and support small neighborhood-serving shopping centers, and improve the connections between these centers and adjacent residential areas. Work with local small businesses, commercial property owners and landlords, neighborhood associations, and residents to improve the appearance and economic performance of such centers to make them more pedestrian-friendly, and sustain them as part of the fabric of San Leandro neighborhoods.

***Action LU-2.2.A: Façade Improvement Program***

*Continue the City’s Façade Improvement Program, including the Commercial Rehabilitation Program and the Awning, Sign, and Paint Program. These programs should enhance the appearance of neighborhood commercial districts and emphasize their function as local gathering places. The City will continue to explore ways to improve neighborhood shopping centers and make them a more integral part of the neighborhoods they serve.*

- POLICY LU-2.3 **Healthy Food Access.** Maintain access to fresh healthy produce in all parts of the city, and encourage supermarkets and corner stores that provide healthier food choices for residents.
- POLICY LU-2.4 **Neighborhood Schools and Parks.** Recognize local schools and parks as key aspects of what makes a neighborhood desirable and unique. Promote activities at schools and parks that build community pride and create a sense of neighborhood ownership.
- POLICY LU-2.5 **Pedestrian and Bicycle Improvements.** Promote improvements that make San Leandro neighborhoods more friendly to pedestrians and bicyclists, such as bike lanes, street trees, and crosswalks.
- See Transportation Element Goal T-2 for "Complete Streets" policies and Goal T-4 for pedestrian and bicycle policies.*
- POLICY LU-2.6 **Preservation of Low Density Character.** Preserve the low-density character of San Leandro's predominantly single family neighborhoods.
- POLICY LU-2.7 **Location of Future Multi-Family Development.** Concentrate new multi-family development in the areas near the BART Stations and along major transit corridors such as East 14th Street. Ensure that such development enhances rather than detracts from the character of surrounding neighborhoods.
- POLICY LU-2.8 **Alterations, Additions, and Infill.** Ensure that alterations, additions and infill development are compatible with existing homes and maintain aesthetically pleasing neighborhoods.
- POLICY LU-2.9 **Density Transitions.** Avoid abrupt transitions from high density to low density housing. Where high-density development occurs, encourage such projects to step down in height and mass as they approach nearby lower density areas.

- POLICY LU-2.10     **Teardowns.** Discourage “teardowns” (the replacement of smaller dwellings with larger and more expensive homes) where the existing home is in good physical condition and the proposed home would be substantially larger than the prevailing scale of the neighborhood.
- POLICY LU-2.11     **Privacy and Views.** Encourage residential alterations, additions, and new homes to be designed in a manner that respects the privacy of nearby homes and preserves access to sunlight and views. Wherever feasible, new or altered structures should avoid the disruption of panoramic or scenic views.
- POLICY LU-2.12     **Off-Street Parking.** Ensure that a sufficient number of off-street parking spaces are provided in new residential development to minimize parking “overflow” into neighborhoods. The visual prominence of parking should be minimized in new development areas.
- See Transportation Element for additional policies on parking.*
- POLICY LU-2.13     **Gated Communities.** Unless overriding public safety considerations exist, discourage the development of “gated” communities or the gating of already developed neighborhoods or subdivisions.
- POLICY LU-2.14     **Emergency Access.** Ensure that all new development is designed for adequate access by emergency vehicles.
- POLICY LU-2.15     **Usable Open Space Provisions.** Require useable open spaces for community use in large new residential developments. Wherever feasible, such spaces should contain play equipment, children’s activity areas, and other amenities that draw people outdoors, create street life, and instill a sense of community. In higher density and mixed use areas, such spaces may provide for activities such as outdoor performances, farmers markets, outdoor dining, and community gatherings.
- POLICY LU-2.16     **Harmony With Nature.** 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 LU-2.17**     **Constrained Sites.** Focus new housing development on underutilized or infill sites on the city’s flatter lands, rather than on previously undeveloped sites in the hills. Development on sites with significant geologic, hydrologic, or land stability constraints should be strongly discouraged.

*See the Historic Preservation and Community Design Element for additional policies on residential design.*

## NEW HOUSING OPPORTUNITIES

**GOAL LU-3**     **Provide housing opportunities and improve economic access to housing for all segments of the community.**

**POLICY LU-3.1**     **Mix of Unit Types.** 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, garden apartments and medium to high density multi-family housing.

**POLICY LU-3.2**     **Mix of Price Ranges.** 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.

**POLICY LU-3.3**     **Affordable Housing Design.** Design new affordable housing to blend in with the existing fabric of the community. Affordable housing should be located in a variety of neighborhoods rather than concentrated in one particular part of the city.

**POLICY LU-3.4**     **Promotion of Infill.** Encourage infill development on vacant or underused sites within residential and commercial areas.

***Action LU-3.4.A: Single Family Infill Opportunities***

*Explore potential modifications to the City's zoning regulations to create opportunities for additional single family detached dwellings in single family zoned neighborhoods. This would include allowances for smaller lot sizes and lot splits on lots that are substantially larger than those around them. It could also include allowances for two detached dwellings of comparable size on the same lot for lots meeting certain size criteria (such as Mulford Gardens).*

- POLICY LU-3.5**     **Mixed Use on Transit Corridors.** 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 incorporate architectural themes that enhance the identity of adjacent commercial districts.

*See Goals LU-6 and LU-8 for policies on specific areas where mixed use development is encouraged,*

- POLICY LU-3.6**     **Housing by Non-Profit Developers.** Promote the participation of non-profit housing organizations in the construction of new affordable housing in San Leandro, with particular emphasis on housing for working families.

***Action LU-3.6.A: Rental Housing Production***

*Pursue funds through a variety of government-funded housing programs to assist in the creation of new affordable rental units.*

*See the Housing Element for additional actions promoting affordable rental housing.*

- POLICY LU-3.7**     **Housing for Active Seniors.** Provide additional housing options for seniors and empty nesters, including retirement communities for active senior living.

**POLICY LU-3.8**      **Amenities and Social Services Within New Housing.** Encourage new affordable housing development to provide amenities for future residents, such as on-site recreational facilities and community meeting space. Where feasible, consider the integration of social services such as child care within such projects.

**POLICY LU-3.9**      **Live-Work Development.** Provide opportunities for “live-work” development to provide a housing resource for artists, craftspersons, and persons working from home. The design of live-work projects should be sensitive to the surrounding areas. Live-work is most appropriate as a buffer land use between residential and non-residential areas, in transit-oriented development areas, and in non-residential areas where the long-term viability of industry is compromised by small (less than one acre) parcels, buildings that cannot be easily adapted to higher-value uses, and proximity to sensitive uses such as schools and housing.

*Action LU-3.9.A: Live-Work Ordinance*

*Develop an ordinance addressing “live-work” and “work-live” development in the city. The ordinance should include updated definitions of these uses, identify the zoning districts or specific areas in which they are appropriate, and include performance standards and form-based design criteria.*

**POLICY LU-3.10**      **Market-Rate Housing.** Encourage the provision of a significant amount of market-rate ownership and rental housing as part of an effort to maintain and diversify the city’s economic base.

**POLICY LU-3.11**      **Conversion of Non-Residential Land to Housing and Public Uses.** Allow the development of new housing on underutilized sites in industrial areas only if they meet all of the following criteria:

- (a) Sites on the edges of commercial or industrial areas, immediately adjacent to established residential areas;
- (b) Sites with adequate infrastructure, access, and road capacity to support housing;

- (c) Sites which are not constrained by external environmental factors, including freeway and airport noise;
- (d) Sites where conflicts with surrounding uses would not be created in the event of re-use;
- (e) Sites which lack “prime” qualities for commercial or industrial development, such as direct freeway or rail access;
- (f) Publicly-owned land which is not being used to its fullest potential.

Sites meeting the above criteria should also be considered for churches, libraries, parks, community facilities, and other uses that provide necessary services and advance the quality of life in the community.

***Action LU-3.11.A: General Plan Amendment Requirements***

*Where areas meeting the criteria described above are designated for Industrial uses on the General Plan map, require a General Plan Amendment prior to allowing residential development, unless the text of the General Plan specifically indicates otherwise.*

## MITIGATION OF PUBLIC FACILITY IMPACTS

**GOAL LU-4 Ensure that new residential development contributes its appropriate share toward the provision of adequate schools, parks, and other public facilities.**

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

***Action LU-4.1.A: Development Review***

*Review all development proposals to assess their impacts on the demand for City services and public facilities. Identify mitigation measures as appropriate.*

**POLICY LU-4.2 Fair Share Contributions.** Require new residential development to pay its fair share of the cost of capital improvements needed to serve that development.

*Action LU-4.2.A: Impact Fee Revisions*

*Review the City's impact fees on a periodic basis and revise them as needed in response to changing costs.*

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

*Action LU-4.3.A: School Mitigation Measures*

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

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

**POLICY LU-4.5 Infrastructure Financing.** Allow for flexibility in the financing of infrastructure improvements within new development, including the creation of special assessment districts for new projects and enhanced infrastructure financing districts in planned growth areas.

*Action LU-4.5.A: Enhanced Infrastructure Financing Districts*

*Consider the use of Enhanced Infrastructure Financing Districts as a new tool for directing property tax revenues to the financing of projects such as water and sewer line replacement; streetscape enhancement; road, bike, and sidewalk improvements; flood control and storm drainage projects; and park improvement.*



## CITIZEN PARTICIPATION

### **GOAL LU-5 Provide for active, timely citizen participation in all stages of neighborhood planning.**

**POLICY LU-5.1 Coordination and Outreach.** Coordinate housing plans and programs with organizations that are broadly representative of people in the community, including homeowners, renters, housing advocates, businesses and institutions. Collaborative, productive relationships should be promoted between City staff, elected and appointed officials, and local neighborhood groups.

***Action LU-5.1.A: Meeting Notification***

*Continue the practice of notifying residents and organizations via e-mail prior to Board of Zoning Adjustments and Planning Commission hearings.*

***Action LU-5.1.B: Formation of New Neighborhood Groups***

*Promote the formation of neighborhood organizations and homeowners associations in neighborhoods that presently lack such groups.*

**POLICY LU-5.2 Stewardship Projects.** Encourage community organizations to assist in implementing General Plan policies on housing and residential neighborhoods, including neighborhood beautification and improvement projects.

**POLICY LU-5.3 Individual Participation.** Encourage the participation of individuals as well as organizations in the planning process, since organizations may not always reflect individual needs and opinions.

***Action LU-5.3.A: Posting, Noticing, and Advertising***

*Maintain posting, noticing, and advertising protocols for proposed development which ensure that a high level of notification is provided to surrounding residents prior to consideration of development applications by the Zoning Enforcement Official, the Board of Zoning Adjustments, the Site Development Subcommittee, the Planning Commission, or the City Council. Electronic notification (e-mail and web postings) should be used whenever feasible.*

**POLICY LU-5.4**      **Coordination With Developers.** Work closely with developers and business interests to provide a constructive, cooperative attitude toward meeting the city's housing needs. Require developers to initiate early and frequent communication with affected neighborhood residents, businesses, local school boards, and homeowners associations.

*Action LU-5.4.A: Consultation with Neighborhood Groups*  
Continue to consult with neighborhood groups at the earliest point feasible in the development review process. The City will continue to strongly encourage applicants for large development projects to meet with these groups prior to Planning Commission or Board of Zoning Adjustment hearings.

# EMPLOYMENT AND MIXED USE DISTRICTS

## A. OVERVIEW

San Leandro has a well-balanced economy, with a diverse mix of manufacturing, wholesale and distribution facilities, transportation and construction firms, retail and service businesses, health care industries, and technology and information-driven firms. Almost a third of the City's land is designated for employment and revenue generation on the Land Use Map, including about 1,700 acres of industrial land, 400 acres of commercial land, and 560 acres of transit-oriented mixed use land. Industry and commerce provide thousands of jobs, millions of dollars in annual sales and property tax revenues, and many critical services to San Leandro residents. The City is committed to keeping its economy healthy, maintaining a competitive edge within the region, and staying attractive to established and emerging businesses.

This section of the General Plan provides a policy framework that allows each of the City's business districts to evolve and change, while still maintaining the diversity that makes San Leandro's economy strong. It maximizes the private sector's ability to take advantage of new and emerging opportunities without compromising the vision described in the General Plan. It strives to fully leverage the investment that has been made in high speed fiber, not only for economic growth but also to implement "Smart City" initiatives that improve the efficiency of transportation and infrastructure systems. The policies presented here are focused on land use; a complementary set of policies in the General Plan Economic Development Element address parallel issues related to business attraction, retention, and expansion, as well as workforce development.

The Sub-Element begins with a profile of business and industrial land use issues in the City. Following this discussion, goals, policies, and actions provide guidance for decisions. Because most of the City's business districts have been identified as Focus Areas, appropriate sections of the General Plan are cross-referenced for further guidance.

## B. EMPLOYMENT AND MIXED USE DISTRICTS

Employment and mixed use districts in San Leandro include Downtown, transit-oriented development areas, industrial/innovation areas, shopping centers, commercial corridors, and the Marina. Most of the change envisioned in San Leandro during the next 20 years will take place in these areas. Specific land use recommendations for each area are contained in the Focus Area section.

### **Downtown**

Downtown San Leandro includes a mix of traditional “mom and pop” businesses, conventional shopping plazas and national chains, restaurants, offices, and services. The area’s role as the city’s major center for shopping and services changed after the 1950s and has been changing again more recently with real estate market and consumer trends. In the 1960s and 1970s, Downtown’s role was diminished by the growth of suburban shopping centers. Downtown itself was “made over” as a shopping center, with streets closed and older structures replaced with surface parking and large utilitarian buildings. Since the 1990s, the focus has shifted back to restoring Downtown as a traditional pedestrian district. The area is once again becoming a magnet for shopping, dining, cultural, and civic activities. The retail focus has turned to specialty businesses, restaurants, and services that thrive in a unique, pedestrian-oriented environment.



Much of the key to Downtown's future success depends on "placemaking"---intentional investments which contribute to the area's sense of place and image as a citywide destination. This includes leveraging the area's historic buildings and walkable scale, retrofitting development from the suburban era to be more pedestrian-friendly, and adding new elements that look to the future, such as public art, wayfinding signage, and parklets. The street environment should define Downtown as "the" place in San Leandro where people want to be—a place to shop, eat, and relax. Outdoor activities such as street fairs, farmers markets, and lunchtime concerts are an essential part of this formula. Public safety and maintenance are also essential.

Specific land use recommendations for Downtown are contained on Page 3-109.

## **Transit-Oriented Development Areas**

San Leandro has designated Transit-Oriented Development (TOD) areas around both its BART stations. In addition, the East 14<sup>th</sup> Street corridor (discussed under "corridors" below) is a premium service bus route with the capacity for transit-oriented housing and commercial development. The TOD areas are intended to support the most intense development in the city, leveraging their proximity to BART to enable most daily trips to be made on foot or using public transit.

The TOD areas extend up to one-half mile around the San Leandro and Bay Fair stations, equivalent to about a 10-minute walk from each station. At the San Leandro BART station, this radius overlaps the Downtown area described above. Some of this area has already been developed with transit-oriented uses, such as the San Leandro Tech Campus and the Marea Alta housing development, but there is considerable untapped potential elsewhere. The area includes large vacant sites with the potential for thousands of new jobs and homes.

At the Bay Fair station, the half-mile radius includes land in unincorporated Alameda County as well as in the city of San Leandro. The San Leandro portion of the TOD includes Bayfair Center, several other shopping centers, and commercially zoned properties along Hesperian Boulevard and East 14<sup>th</sup> Street. There is virtually no transit-oriented development in this area at the present time, and the General Plan emphasizes a transformation of existing uses and parking areas to create a more walkable "village" environment.





Development regulations for TOD areas emphasize mixed use development and allow for considerably more intensity than other commercial zoning districts in the city. Regulations typically include *minimum* densities, as well as maximums, to ensure that land is used efficiently. Development standards and guidelines for these areas emphasize easy access to transit and include provisions for car-sharing, bike-sharing, and electric vehicles. Regulations typically are flexible enough to accommodate commercial uses, residential uses, or projects that combine both uses.

Specific land use recommendations for the TOD areas are provided later in this chapter.

## **Industrial/Innovation Districts**

Industrial activities have played an important role in San Leandro's economy since the 1860s, when Baker and Hamilton began manufacturing agricultural plows on East 14th Street. By 1960, there were more than 15,000 industrial jobs in the City. That figure gradually declined for 50 years, to the point where California Economic Development Department estimates showed about 12,500 industrial jobs (including warehousing, manufacturing, and wholesale trade) as of 2010. The number has been increasing since then, although the character of industrial uses has changed dramatically. Today, the focus is on innovation, advanced manufacturing, and creative industries such as 3-D printing and sustainable energy. The City has included an Economic

Development Element in its General Plan to help guide future change in its industrial areas.

San Leandro’s industrial areas benefit from a strategic location with excellent transportation access, relatively affordable real estate, and a strong identity within the region as a manufacturing center. In 2015, San Leandro had about 5.7 million square feet of manufacturing space, 2.5 million square feet of flex space, and 16.5 million square feet of warehouse space. The vacancy rate had declined to two percent, accompanied by an increase in rental rates. However, the City remains competitive and generally has lower rental rates than comparable space in Berkeley, Emeryville, Oakland, and Fremont.

As noted in the Economic Development Element, the City will continue to facilitate the adaptive reuse of its industrial land and building supply to meet the needs of the regional economy. Adaptive reuse is not a new phenomenon in San Leandro. During the 1990s and early 2000s, the City facilitated the conversion of a former Caterpillar tractor assembly plant into retail space, the reuse of the vacant Kaiser Aerotech plant as airport parking, and the replacement of the Albertson’s Distribution Center with Kaiser Permanente Hospital. Continued recycling and repurposing of the industrial land supply is expected in the future, with warehousing and underused production space replaced by new activities generating jobs, revenue, and businesses that strengthen and diversify the local economy.



While economic diversification is encouraged, existing industrial uses will also be supported. The Economic Development Element identifies measures to nurture existing businesses, such as one-stop permitting, business development assistance funds for renovation, utility tax and personal property tax rebates, and design assistance. The City also strongly supports business to business relationships among local industries, and actions to bolster corporate citizenship and stewardship.

Further direction for the industrial/innovation districts is provided in the Focus Area discussion later in this chapter.

## Office Districts

Historically, San Leandro has not been a major regional office center. However, completion of Creekside Plaza in the early 2000s and development of the San Leandro Tech Campus in 2016 suggests this may be changing. As of 2016, most offices are local-serving, providing space for medical and professional firms, banks, finance and insurance companies, and other small businesses. The greatest concentration of offices is in and around Downtown and along Davis Street. Small office buildings also exist along many of the city's thoroughfares and in the area immediately east of Downtown. There is also a growing inventory of office-flex space within the city's industrial districts.



San Leandro will establish a clearer identity as an office market in the future. This will not only enable the city to attract higher-quality jobs, it will also allow local firms to remain and expand in San Leandro. Although there are several potential locations in the city where a regionally recognized office district might be established, the Downtown BART Station area offers the best prospect.

In addition to the Tech Campus, several other sites along Alvarado Street west of the BART station hold the potential for office development. The proximity to BART creates the potential for easy commuting via transit, and could result in far fewer vehicle trips per employee than suburban office park development. The area is also a short walk from Downtown San Leandro, providing potential customers for Downtown businesses and restaurants.

With relatively affordable rents and a large inventory of light industrial buildings, San Leandro will also continue to have a dynamic office-flex market. The LINKS shuttle service between the industrial areas and the Downtown BART Station provides easy access throughout West San Leandro. Another potential office area is the Bay Fair area, which offers easy access to BART and to nearby retail development.

Elsewhere in the city, smaller and more locally-oriented offices will continue to be incorporated in mixed use projects along corridor streets such as East 14th and MacArthur. In the area east of Downtown, existing office buildings should be upgraded over time to make them more appealing to prospective tenants. The area's proximity to BART and smaller office configurations makes it appealing for start-ups, smaller companies, and local service providers.

## **Retail, Service, and Entertainment Districts**

Retail and service uses represent a major part of San Leandro's economy. In 2015, about 6,000 persons worked in the City's retail sector and another 3,000 worked in restaurants and hospitality-related sectors. Most of San Leandro's retail/service businesses are located in regional, community, and neighborhood shopping areas, and along commercial corridors such as East 14<sup>th</sup> Street. General Plan policies seek to establish a stronger identity and market niche for each retail/service area, thereby bolstering their economic performance. Figure 3-5 identifies the major retail/service districts in the City.



bolstering their economic performance. Figure 3-5 identifies the major retail/service districts in the City.

### *Regional Centers*

Regional shopping areas in San Leandro include Bayfair Center, Marina Boulevard, Westgate/Costco, and Greenhouse. Each of these centers draws patrons from throughout the East Bay. Bayfair includes an enclosed mall of about 820,000 square feet as well as smaller shopping plazas and commercial uses on its perimeter. Marina Boulevard includes the Marina Square shopping center and the Auto Mall to its north and east. The Westgate area includes “big box” stores on historically industrial sites, including Walmart, Home Depot, and Costco. The Greenhouse area includes the Greenhouse Marketplace Shopping Center, the Walmart on Hesperian Boulevard, and adjacent commercial uses along Washington Avenue and Lewelling Boulevard.

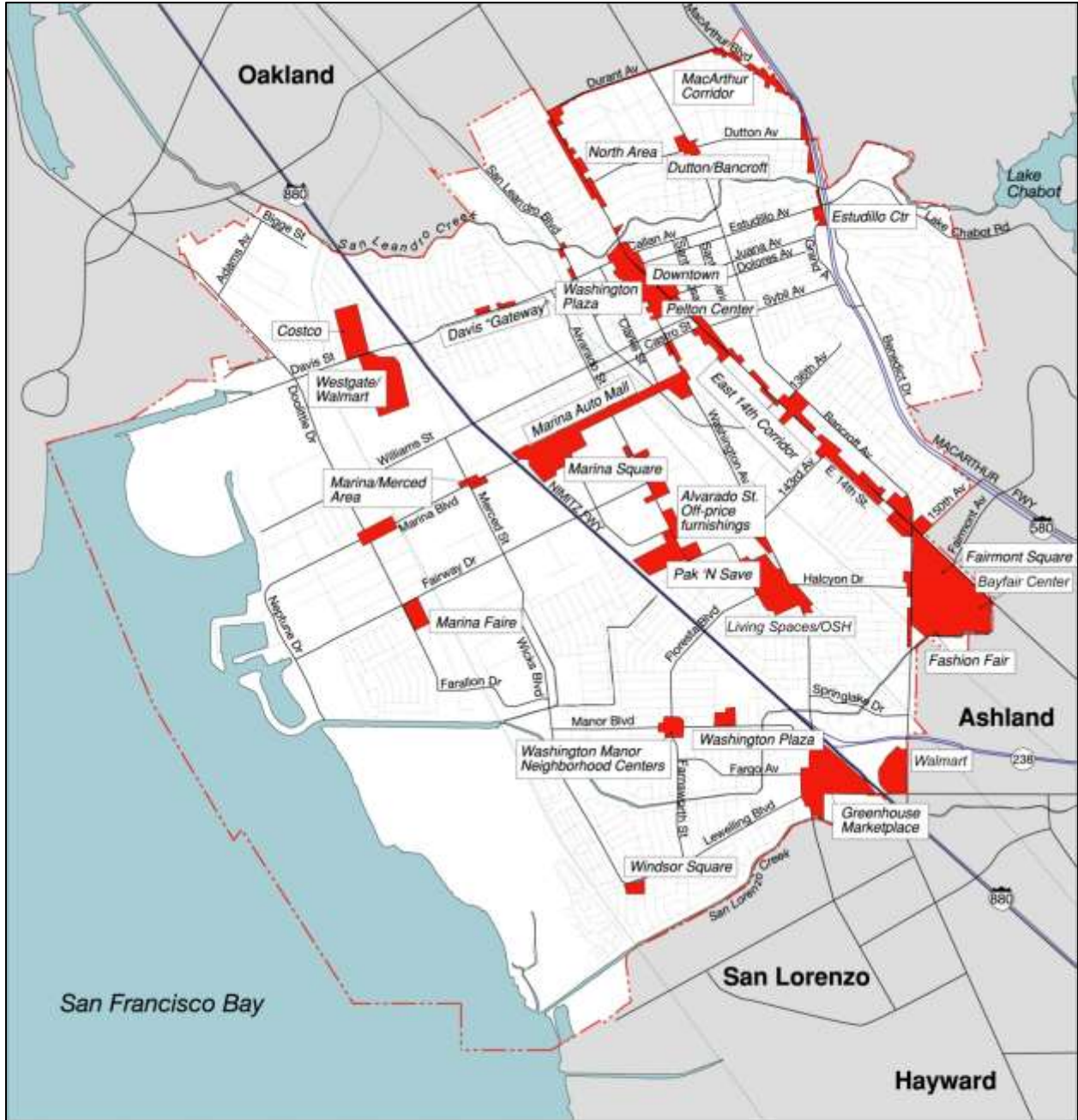
Policies in the General Plan support expanded regional retail activity in each of these locations. Marina Square, Westgate, and Greenhouse provide maximum exposure to the large volume of traffic on I-880. Their

location at the freeway interchanges minimizes the need for out-of-town shoppers to travel on neighborhood streets and thoroughfares. Bayfair Center, meanwhile, is at the heart of a proposed transit-oriented development area and the focus of a Specific Plan that is now underway.

### *Community and Neighborhood Centers*

Community and neighborhood shopping centers are distinguished from regional centers by their size and market draw. **Community centers** typically draw patrons from throughout San Leandro. These centers include shopping centers such as the OSH/Living Spaces on Floresta Boulevard, and service businesses such as lumberyards and building supply stores. **Neighborhood centers** primarily serve the surrounding residential areas, usually within a radius of a mile or two. They typically include small-scale food stores, dry cleaners, and other convenience services. Neighborhood centers include auto-oriented plazas, such as Manor Shopping Center and Marina Faire, and pedestrian-oriented districts such as Bancroft Avenue/Dutton Avenue.





Source: San Leandro General Plan Update, 2002; PlaceWorks, 2016.

**■ Areas of concentrated commercial uses**

*Note: Map shows concentrations of commercial uses only and does not show every commercial parcel in the City. Although some office parcels are mapped, most areas above contain retail uses.*



Figure 3-5

Retail-Service Districts



The quality of the community and neighborhood shopping centers can have a significant effect on the perception of nearby residential areas and the City as a whole. Shopping centers that are attractive and busy can be a valuable amenity for the neighborhoods in which they are located. Conversely, shopping centers that have high vacancy rates or that look dated or neglected can contribute to blight. Zoning and business development programs should emphasize the updating of the neighborhood centers and accommodate businesses which respond to local needs.

The neighborhood shopping centers provide an opportunity to cultivate specialty businesses and nurture local entrepreneurial talent. These centers can provide affordable starting places for small businesses, cafes and restaurants, and even shops serving San Leandro's growing market for multicultural goods and services. Such independent businesses can contribute to the overall sense of identity in the neighborhood centers and economic diversity and self-sufficiency. Small neighborhood businesses have always been valued in San Leandro and will continue to be valued in the future.

Although none of the neighborhood shopping centers are anticipated to close at this time, it is possible that market conditions may prompt their replacement with new uses during the life of this General Plan. It is also possible that these centers may be redesigned, or may be complemented by new uses such as housing. Such changes should be encouraged where they would be compatible with and enhance the surrounding neighborhood.

## Corridors

San Leandro has several major thoroughfares which have historically been zoned for commercial uses. These include East 14th Street, MacArthur Boulevard, Hesperian Boulevard, and Washington Avenue. In the 1940s and 1950s, strip commercial corridors evolved along these thoroughfares, with retail and service businesses, shopping centers, gas stations, restaurants, car dealerships, auto body shops, and other auto-oriented commercial uses.

The commercial corridors present some of San Leandro’s biggest land use challenges. The strategy for the East 14th and MacArthur corridors is to more clearly define “districts,” creating a greater sense of identity and making the streetscape more attractive. Other corridors may continue to be auto-oriented in the future. Many of the services provided on the corridors, such as car dealerships and equipment rental do not lend themselves as well to pedestrian-oriented districts. These services are also important to the community and the economy, however, and should be retained.



## San Leandro Shoreline

Like Downtown, the Shoreline is one of the places that distinguishes San Leandro from other cities in the East Bay. It is a community focal point and gathering place, offering a unique combination of recreation and visitor amenities. The policies in this Element encourage the City to take advantage of the area’s setting and location by accommodating additional hotels, restaurants, recreational opportunities, and housing. While the Marina itself is no longer considered economically viable, the boat basin remains a recreational and aesthetic amenity. Future development in this area should complement existing shoreline features, including the Bay Trail, the waterfront parklands, and the Monarch Bay Golf Course.

Additional detail on the Shoreline’s future is contained later in this chapter.

## C. PLANNING ISSUES

San Leandro's business districts face a number of land use issues, including compatibility, aesthetics and landscaping, buffering, parking, adaptive reuse, off-site impacts, and the encroachment of potentially incompatible uses. Responses to these issues vary from site to site and are addressed later in this chapter in the Focus Area discussions. Additional issues are covered in the Economic Development Element of the General Plan.

### **Buffering and Design**

One of San Leandro's long-standing land use priorities has been to improve the interface between business districts and adjacent residential neighborhoods. In some parts of the City, the lack of separation between homes and industry has resulted in conflicts associated with noise, odors, and other off-site impacts. Aesthetics also may be an issue in these areas. Policies in the General Plan ensure that San Leandro businesses are good neighbors to the residential areas they adjoin.

The City has established light industrial and industrial park zoning on the edges of most industrial areas, limiting the potential for incompatible uses next to housing. These more restrictive zones include greater limitations on uses, and conditional use permit requirements for activities that could cause off-site impacts. Other compatibility strategies include landscaping and fencing requirements, and special parking and access provisions.







In some locations, large manufacturing plants may remain near residential areas for many years to come. While the continued success of these industries is supported, long-term strategies to mitigate potential impacts on nearby homes should be developed. These strategies might include additional insulation for mechanical equipment, lights directed away from residential backyards, and landscaping or sound walls along property lines.

Ultimately, compatibility issues may be mitigated by economics and the changing nature of industrial uses. As interest builds in “humanizing” industrial areas by making them more attractive and livable, there may be collateral benefits to adjacent residential areas. The lines between “industrial” uses and other uses have become blurred as industrial areas host new activities such as artist studios, brew pubs, and tech firms. The reuse of warehouse and distribution buildings with new activities may raise new issues such as increased traffic and parking.

Land use compatibility issues also exist where commercial uses abut housing, particularly along corridor streets such as MacArthur Boulevard and East 14th Street. Overflow parking, noise from bars and restaurants, and other impacts may disturb nearby neighbors. Zoning regulations and conditional use permit procedures should continue to ensure that new commercial activities can be appropriately integrated into their surroundings. Special care should be taken in the development of new projects which combine housing and retail uses. The commercial activities in such projects will need to be carefully managed to ensure that they can successfully co-exist with residential uses.



While the predominant buffering issues have been directed at industry, there are also concerns about the potential impacts of new housing on established industrial and commercial uses. When new housing is proposed near industrial areas, the task of buffering and noise attenuation should fall on the residential developer rather than the adjacent industries. Disclosure notices should inform prospective homebuyers of the presence of established industries. Ordinances should be considered to ensure that industry retains the right to operate after nearby housing is developed.

The General Plan discourages the conversion of industrial land to housing, with a few exceptions. These exceptions include sites within one-half mile of a BART station and isolated pockets of industrial land surrounded by housing. Similarly, live-work and work-live activities may be acceptable on the edges of industrial areas, particularly where small lot sizes prevail and larger-scale industrial activities may not be feasible (see Policy LU-3.11).

## **Preparing for the Next Generation Workplace**

In 2013, the City of San Leandro commissioned a study exploring how the Lit San Leandro fiber optics loop could be leveraged to revitalize the city's industrial districts. "Next Generation Workplace Districts" described the emergence of an innovation economy driven by access to information, flexibility, nimble decision-making, and creative thought processes. The Study concluded that San Leandro was ideally situated to benefit from the new industrial landscape, given its access to high-speed broadband, transportation assets, business-friendly reputation, and tradition of "making things."

Much of the Next Generation Workplace Districts Study focuses on changes to the physical environment to facilitate industrial transformation. In addition to adaptively reusing warehouses and former manufacturing buildings for co-working space, incubators, and new businesses, the Study called for improved connectivity on the local street network (including new through-streets), bike lanes and wider sidewalks, and improved connections to BART. It also suggests additional employee amenities, such as restaurants, hotels, and easier access to the area's shopping districts. As these changes occur, a concurrent transformation will take place as buildings, transportation features, energy systems, infrastructure, and the environment become increasingly connected through an "Internet of Things" relying on high-speed internet technology.

Place making—that is, creating a stronger sense of identity and more positive image—is an essential part of this strategy. This includes improved architecture, landscaping, lighting, and aesthetic standards, as well as investments in public art and signage. It also includes activating the street environment with uses such as food trucks and special events. Given the vast size of the industrial area—some 1,700 acres—it is essential that such investments are focused on the locations with the greatest potential for positive impact and benefits to adjacent properties. The primary focus should be on the Marina Boulevard and Westgate-Merced corridors, and secondarily on Williams Street, Fairway/Aladdin, and Doolittle Drive.

Some of the most important opportunities for improvement are clustered around the new Kaiser Permanente Hospital. The vacant 25-acre site north of the hospital has the potential to be a major regional draw, providing retail, dining, entertainment, hospitality, and office uses that serve the adjacent hospital as well as the industrial and office uses in its vicinity. The adjacent stretch of Marina Boulevard, extending west to the shoreline, represents another important opportunity. Areas such as the Park Street “island” (near Siempre Verde Park), the Alvarado-Williams neighborhood, and mid-Washington Avenue also present opportunities for transition.



The transition to higher value uses may raise the risk of displacement for some industries as rents rise and new activities are introduced. Zoning should support the City’s economic development goals by maintaining areas suitable for heavy industry as well as innovation-driven businesses. Areas such as Eden Road and the west end of Davis Street should be physically improved without losing long-time businesses that play an essential role in the local and regional economies. Overlay zones and other tools should be considered to differentiate sub-areas within the industrial district and achieve desired outcomes.

## Growth Management

This General Plan anticipates a level of growth in San Leandro not experienced in over 30 years. Moreover, this growth will have a different form and character than the suburban land use pattern that

characterizes most of the city today. Future housing and employment growth will be largely concentrated in a handful of areas, all of which are already part of the fabric of the city. San Leandro must manage growth carefully, mitigating impacts on transportation and services, while paying particular attention to urban design, architecture, and the quality of public space.

The Environmental Impact Report for the General Plan identifies specific mitigation measures to address the effects of growth on the natural and built environment. It is predicated on a 20-year growth scenario in which roughly 12,130 jobs and 5,600 housing units are added to the city. This growth is presumed to follow a particular spatial pattern, described by this plan and facilitated by the General Plan Map (and zoning). If growth exceeds the levels addressed in the EIR, or occurs in substantially different locations, then additional environmental analysis will be required. Most likely, amendments to the General Plan would be needed to facilitate such departures.

A number of aspects of growth management are worth noting. The City will need to regularly update its development impact fees so that new development “pays its way” to the greatest extent feasible. It will also need to coordinate more closely with adjacent communities (especially Oakland and Alameda County). Many of the impacts associated with growth, such as traffic, are regional in nature and cannot be solved by San Leandro alone.

San Leandro will also need to embark on new strategies to achieve a local jobs-housing balance. While past strategies have succeeded in creating almost exactly the same number of jobs in the city as employed residents, they have not solved the “mismatch” between where local residents work and where local workers live. The reality is that San Leandro’s location in the center of the region makes it difficult to reduce out-commuting—some two-employee households even choose the city specifically to commute in opposite directions. New initiatives are needed to match local jobs to residents, train residents to fill local jobs, and provide the housing choices needed for the local workforce to live in San Leandro. Only when this is achieved can the city claim that its jobs-housing balance is effectively working to reduce greenhouse gas emissions and freeway congestion.

## D. GOALS, POLICIES, AND ACTIONS

### DOWNTOWN REVITALIZATION

**GOAL LU-6 Foster the development of Downtown San Leandro as a vibrant pedestrian-oriented destination that is the civic and social heart of the City.**

**Policy LU-6.1 Downtown Plans.** In accordance with the adopted Downtown Plan and Urban Design Guidelines and the Downtown San Leandro Transit Oriented Development Strategy, ensure that new downtown development is attractive and creates an image conducive to revitalization.

***Action LU-6.1.A: Downtown Plan Implementation***

*Use the Downtown San Leandro Transit Oriented Development Strategy as the primary guide for the future of Downtown San Leandro, taking into consideration the updates recommended in Action 6.01-B below. Use the Downtown Plan and Urban Design Guidelines as the benchmark for design review evaluations, facade improvements, and streetscape plans.*

***Action LU-6.1.B: TOD Strategy Update***

*Update the Transit Oriented Development Strategy to reflect development approvals since 2007, market trends and fiscal conditions, and updated objectives for the Downtown area. Among the changes to be pursued are:*

- (a) a greater emphasis on office development along the Alvarado Street corridor between Davis Street and Williams Street;*
- (b) allowances for higher residential densities in some of the Downtown zoning districts, consistent with the General Plan Map;*
- (c) an update of the list of 8 Special Policy (SP) areas and 39 opportunity sites, and the assumed capacity on each site based on current conditions;*

*(d) an update of the transportation plan to reflect the approved BRT alignment, completion of San Leandro Boulevard improvements, construction of the municipal parking garage, and emerging parking management strategies.*

*The changes should maintain the maximum total net increase in the potential number of dwelling units evaluated in the TOD Strategy EIR (3,430 units, from a 2007 baseline) but should consider an increase in the office space cap (719,000 square feet, from a 2007 baseline).*

**Action LU-6.1.C: Downtown Zoning Changes**

*Update zoning regulations for the DA- zones to ensure consistency with the updated General Plan Map and Land Use categories.*

**Action LU-6.1.D: Minimum and Maximum Densities**

*Maintain zoning regulations for the Downtown area which include minimum densities and intensities on larger parcels, and which limit very high densities on small parcels. With regard to maximum densities, pursue modifications to some of the Downtown zoning districts that make floor area ratio (FAR) the metric for determining a residential (or mixed residential-commercial) building's size, rather than using density controls (e.g., limits on the maximum allowable number of units per acre). Using FAR would acknowledge that projects comprised of smaller units (studios and one-bedroom apartments) have different impacts than projects comprised of an equivalent number of larger units.*

**Action LU-6.1.E: Downtown Capital Projects**

*Include public projects as identified by the Downtown TOD Strategy and the Downtown Plan and Urban Design Guidelines in the City's Capital Improvement Program. These projects include restoring the traditional street grid; re-establishing a civic plaza at Washington and East 14th; adding bike lanes, wider sidewalks and other pedestrian improvements; expanding parkland along San Leandro Creek, implementing the East Bay Greenway; and upgrading infrastructure to support new mixed use development. Recommended projects should maintain strong forward momentum to facilitate Downtown's restoration as the commercial and social center of San Leandro.*



Policy LU-6.2     **Downtown Sub-Districts.** Create or reinforce a series of "districts" within Downtown based on existing land uses, circulation features, building types, and development opportunities. Zoning regulations should strengthen the character and form of each sub-district.

Policy LU-6.3     **Retail-Service Improvements.** Develop and implement business development strategies that improve the mix of retail and service businesses Downtown, with an emphasis on higher-end retail shops, sit-down restaurants, and entertainment uses. Downtown San Leandro should be the city's primary destination for dining and entertainment, and efforts to attract higher-end restaurants and entertainment venues should focus on the Downtown area.

*Action LU-6.3.A: Removal of Zoning Constraints*

*Modify zoning regulations as needed to remove constraints to the development of retail and entertainment uses in the Downtown Area, and in other non-residential areas where entertainment activities are desired.*

Policy LU-6.4     **Office Development.** Support the growth of Downtown San Leandro as an office center. The City will encourage the renovation and upgrading of existing office space, and the development of new office space.

*Action LU-6.4.A: Zoning for Office Space*

*Use zoning regulations and design guidelines to encourage smaller scale infill office development in the Downtown core and area to the east of Downtown, and to direct larger footprint office uses to the area west of the BART station. Downtown should retain a zoning district which emphasizes local-serving professional office space as a primary use.*

Policy LU-6.5     **Reducing VMT Through Land Use Choices.** Provide a mix of land uses, site planning and design practices, and circulation improvements in the BART Station area that maximize transit ridership and the potential to reduce vehicle miles traveled (VMT).

**Policy LU-6.6**     **Downtown Housing Diversity.** Encourage a mix of market-rate and affordable housing in the Downtown area, including ownership and rental housing at a variety of price points. Recognize the opportunity to make future Downtown housing more affordable by reducing accompanying transportation costs and making it more feasible to use transit, bicycles, bicycle and car-sharing, and other innovative modes of transportation as these become viable.

**Policy LU-6.7**     **BART Accessibility.** Maintain and strengthen pedestrian, bicycle, and transit connections between the BART Station, Downtown, and nearby neighborhoods.

***Action LU-6.7.A: BART Area Streetscape Improvements***

*Continue streetscape improvements in the BART Station area which enhance pedestrian and bicycle connections between the BART Station and the San Leandro Tech Campus and future office/residential development on the west and Downtown San Leandro on the east. Streetscape improvements should include tree planting, planted medians and curbside strips, sidewalk extensions (bulb-outs), wider sidewalks, enhanced paving, and lighting that encourages pedestrian movement.*

***Action LU-6.7.B: BRT Improvements***

*Undertake streetscape redesign and improvement projects to accommodate the development of Bus Rapid Transit from East 14th Street to the San Leandro BART Station.*

***Action LU-6.7.C: Safe Routes to Transit***

*Pursue funding for a Safe Routes to Transit project at the San Leandro BART station. Such projects make it safer and easier to reach local transit stations on foot or by bicycle through bike lanes, bike lockers, crosswalk improvements, signal changes, wayfinding signage, and similar improvements.*

***Action LU-6.7.D: BART Wayfinding Signage***

*Improve wayfinding signage for persons arriving at the San Leandro BART station, particularly for those seeking to travel to Downtown, the Shoreline, City Hall, and other major destinations.*

Policy LU-6.8     **Pedestrian-Friendly Environment.** Provide public and private improvements that create a safe, friendly, and comfortable environment for pedestrians and bicyclists in Downtown.

Policy LU-6.9     **Urban Design.** Promote quality Downtown architecture that is well articulated, enhances the pedestrian setting, preserves the City’s architectural heritage, and fits in with the scale and texture of existing historic structures. Discourage “franchise architecture” that will detract from creating a unique and distinctive Downtown setting.

*Action LU-6.9.A: Building Height*

*Generally maintain building heights of six stories or less in the area east of San Leandro Boulevard to respect the historic scale of development, and the integrity of Downtown San Leandro. Taller buildings are encouraged in the area west of the station.*

Policy LU-6.10    **Parking.** 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. Continue to focus on strategically-located parking structures and efficiently striped on-street spaces to meet demand. Avoid the provision of an over-supply of surface parking in new Downtown development, focusing instead on improving connections to BART and AC Transit stops and implementing transportation demand management strategies.

*Action LU-6.10.A: Downtown Parking Study*

*Implement the recommendations of the 2016 Downtown Parking Study, and use the findings as the basis for revised parking policies and management strategies.*

Policy LU-6.11    **Coordination.** Fully involve and coordinate with local business owners, property owners, adjacent residents, and business organizations such as the Chamber of Commerce, San Leandro Improvement Association, and Downtown Association in all planning and development activities within the Downtown area.

Policy LU-6.12     **Business Partnerships.** Support public and private efforts to enhance and market Downtown San Leandro. Encourage partnerships between the City, the Chamber of Commerce, the San Leandro Improvement Association, Downtown Association, and private entities (such as property owners, tenants, developers, etc.).

*Action LU- 6.12.A: Downtown Community Benefit District (San Leandro Improvement Association)*

*Support the Downtown Community Benefit District (also known as the San Leandro Improvement Association) and review the goals and programs of the District annually.*

Policy LU-6.13     **BART Station Area Transit Village.** Foster the development of the BART Station area as a mixed use “transit village,” with a full complement of office, high-density residential, and retail uses, along with pedestrian plazas, open space, BART parking, and other transit facilities. Development in this area should include a balance of new housing, office, and retail use, oriented in a compact form to make it more feasible to walk and use transit for most trips.

*Action LU-6.13.A: Parking Improvements*

*Complete the planned parking structures at Marea Alta and the San Leandro Tech Campus, and retain spaces in these structures that are available for public use. Pursue opportunities for additional shared publicly available parking as a component of new private development in the station area.*

*Action LU-6.13.B: Alvarado “Business Main Street”*

*Undertake additional land use, urban design and market feasibility studies to re-imagine the area west of the San Leandro BART station as a transit-oriented office employment center, including the transformation of Alvarado Street between Davis and Williams into a “Business Main Street/Downtown West.”*

**Action LU-6.13.C: BART Area Housing**

*Strongly encourage the development of high-density housing on vacant and underutilized land at the northern terminus of Alvarado Street, and along the San Leandro Boulevard corridor to the north and south of the BART station. The City should continue to require minimum densities in these areas to ensure that the opportunity for transit-oriented development is maximized.*

**Action LU-6.13.D: Park Street Island**

*Encourage the gradual transition of the 8-acre "island" between Park Street and San Leandro Blvd to mixed use development. Future residential uses in this area should be oriented along Park Street, while the San Leandro Boulevard frontage should be used for non-retail commercial uses. Streetscape improvements, including undergrounding of utilities, should be pursued to beautify San Leandro Boulevard as a City gateway in this area. Siempre Verde Park should be maintained and enhanced as a neighborhood open space.*

**Policy LU-6.14**

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

**Action LU-6.14.A: Thrasher Park and San Leandro Creek**

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



***Action LU-6.14.B: Town Square Park***

*Explore the feasibility of closing (or reducing to one-lane and one-way) Hays Street (Dan Niemi Way) between Davis and East 14<sup>th</sup> in order to expand Root Park or create a larger creekside open space and public gathering place.*

- Policy LU-6.15     **Conservation of Lower Density Downtown Areas.** Recognize certain areas within Downtown--particularly clusters of single family homes, public and institutional uses, and historic buildings---as well-established and stable, and avoid changes that would adversely affect these areas.

## INNOVATION DISTRICTS

**GOAL LU-7     Sustain dynamic innovation districts which place San Leandro on the leading edge of the Bay Area's manufacturing and technology economy.**

- Policy LU-7.1     **Leveraging Locational Assets.** Build on the locational strengths and transportation features of San Leandro's industrial area to support the area's continued development as a major advanced manufacturing, technology, and office employment center.

***Action LU-7.1.A: West San Leandro Plan Update***

*Update the 1997 West San Leandro Plan to reflect changes over the last 20 years, the findings of the Next Generation Workplace District Study, opportunities created by the Lit San Leandro fiber optic loop, and to respond to changes in the local and regional economies.*

- Policy LU-7.2     **Adaptive Reuse.** Encourage private reinvestment in vacant or underutilized industrial and commercial real estate to adapt such property to changing economic needs, including the creation of flex/office space and space for technology-driven businesses.

**Action LU-7.2.A: Renovation Assistance**

*Develop new programs and continue existing programs that increase the utilization of industrial floor space and support the use of such space for production rather than warehousing. This should include programs to convert obsolete buildings into spaces that meet the needs of modern industry and manufacturing, including the division of large single-purpose buildings into smaller leasable spaces that can serve multiple companies. Investments in renewable energy systems and energy efficiency should be encouraged as part of the adaptive reuse of such buildings.*

**Action LU-7.2.B: Parking Efficiency**

*Allow the reconfiguration of on-street parking in industrial areas (e.g., changing parallel spaces to angled spaces) where sufficient right-of-way exists, in order to meet potential increases in demand resulting from higher employment densities.*

**Policy LU-7.3**

**Zoning Flexibility.** Ensure that industrial zoning regulations are flexible enough to achieve the vision of San Leandro’s industrial area as an “innovation ecosystem”, where new methods of production, operations, and design are supported.

**Action LU-7.3.A: Zoning Review**

*Regularly review the Zoning Code to respond to real estate market and development trends, as well as changes in technology. The City shall routinely review the lists of permitted and conditionally permitted uses in industrial areas to ensure that desired and potentially compatible uses are not excluded. Particular attention should be given to accommodating ancillary uses associated with manufacturing and industrial operations, such as employee fitness centers and the sale of goods produced on-site, as well as uses that make the industrial areas more attractive to employees. In addition, the City will consider the use of form-based zoning regulations to provide added flexibility in industrial areas. Such regulations could include illustrative graphics showing how industrial sites might be repurposed for higher value employment uses, including massing, frontage orientation, and general architectural character.*

Policy LU-7.4 **Tax Base Enhancement.** Encourage business development that improves the City's ability to provide the public with high-quality services and which minimizes increases in the tax burden for existing businesses and residents.

Policy LU-7.5 **BART and Downtown Access.** Improve access to San Leandro's industrial area from the Downtown San Leandro BART station and from Downtown San Leandro, with an emphasis on transit, bike lanes, and sidewalks. For those working in the industrial area, Downtown should be promoted as a destination of choice for employee services, dining and entertainment.

***Action LU-7.5.A: LINKS Shuttle Improvements***

*Continue to evaluate potential expansion and improvement of the LINKS shuttle route, including partnerships with local employers to extend the route or increase service frequency. Bus shelters and seating areas should be provided to facilitate transit use.*

Policy LU-7.6 **Circulation and Land Use Improvements.** Improve the appearance, operation, and safety of the street system in San Leandro's industrial districts, with an emphasis on better conditions for pedestrians and bicyclists, reducing conflicts between truck traffic and residential traffic, and improving connectivity between destinations.

***Action LU-7.6.A: Pedestrian and Bicycle Facilities***

*Improve pedestrian and bicycle travel in the industrial areas by adding bicycle lanes, widening sidewalks, providing pedestrian-scaled streetlights, adding crosswalk markings, and extending dead end streets and cul-de-sacs as opportunities arise. A particular emphasis should be placed on improving bicycle and pedestrian connections to BART, the Marina area, and existing and planned retail centers.*

***Action LU-7.6.B: Westgate Parkway/ Merced Street Spine***

*Improve Merced Street and Westgate Parkway as a north-south "spine" through the industrial area, connecting the retail uses and workplaces at Davis/Westgate with the Kaiser Permanente complex, and creating opportunities to improve the intervening properties. Work with property owners to*

*explore the realignment of Westgate Parkway/Merced Street in the vicinity of Williams Street so that the two streets are directly connected without a “dogleg” on Williams Street.*

***Action LU-7.6.C: Marina Boulevard West***

*Undertake improvements to Marina Boulevard between I-880 and the San Leandro Shoreline to enhance this area as a “gateway.” Zoning for properties with frontage on Marina Boulevard should support the transformation of this corridor into an attractive, dynamic business district connecting Downtown San Leandro and the BART Station with new development at the San Leandro waterfront.*

***Action LU-7.6.D: Eden Road***

*Improve the Eden Road/ West Davis area in a manner that attracts higher value industrial land uses and improves the appearance and image of this area. This should include paving of Eden Road and frontage improvements on adjacent properties.*

**Policy LU-7.7**     **Arts, Makers, and Industry.** Promote the industrial area as a location for those in arts and “maker” industries. This should include the expanded presence of public art in industrial areas, including art that incorporate themes connected to the area’s industrial past or elements provided by local manufacturers.

***Action LU-7.7.A: Creation of Art***

*Implement initiatives to create and install art in the industrial areas, including industrial-themed sculpture, murals, utility box wraps, and other measures that make the area more visually interesting, contemporary, and authentic.*

**Policy LU-7.8**     **Sense of Place.** Create a stronger sense of place and a more positive regional image in the industrial districts through improved site planning, landscaping, architecture, façade improvements, fencing and screening, and design, as well as investments in streetscape improvements.

***Action LU-7.8.A: Façade Improvements***

*Promote the City's façade improvement program as a way to upgrade the appearance of buildings in the industrial districts. Seek additional funding sources to expand the program.*

***Action LU-7.8.B: Design Awards***

*Maintain design awards programs which recognize and acknowledge design excellence for industrial buildings.*

**Policy LU-7.9**

**Business Amenities.** Improve business amenities such as restaurants, support services for business, public transit, walkable streets, and bike lanes.

***Action LU-7.9.A: Kaiser North***

*Encourage development of the "Kaiser North" parcel located north of the Kaiser Permanente Hospital with uses such as restaurants, a hotel and conference center, destination retail, business services, personal services, and offices and workspaces. The design of new development should create an active street presence along Merced Street, with wider sidewalks and ground floor storefronts, as well as interior activity streets and public spaces, including outdoor dining areas.*

***Action LU-7.9.B: Ancillary Eating and Drinking Places***

*Allow on-site restaurants, bars, and entertainment venues within large food and beverage processing facilities where such activities showcase products manufactured on site, are secondary to the processing operation, and do not adversely affect adjacent properties.*

***Action LU-7.9.C: Pop-Up Dining and Food Trucks***

*Allow "pop-up" dining areas, food trucks, and mobile food vending in industrial areas, and encourage "pods" for multiple food vendors in locations with higher employment densities and available off-street space. Potential locations could include Merced Street near the Kaiser Permanente Hospital, the Farallon/Catalina area, the Doolittle/Williams area, and the Adams Avenue area in northwest San Leandro, among others.*

- Policy LU-7.10 **Community Engagement in Industrial Land Use Decisions.** Ensure that residents of the neighborhoods adjoining the industrial areas, such as Davis West, Mulford Gardens, and Marina Faire, are engaged in decisions affecting future industrial land uses, particularly where the potential for off-site impacts or land use conflicts exists.
- Policy LU-7.11 **Mid-Washington Business District.** Sustain the mid-Washington corridor between San Leandro Boulevard and Halcyon Drive/ Floresta Boulevard as a mixed industrial and commercial district. While the existing commercial zoning may be retained in this area, it is envisioned as a diverse business corridor including a variety of uses, including manufacturing, warehousing and distribution, heavier commercial activities, and general commercial and service uses.
- Policy LU-7.12 **Alvarado from Marina to Thornton.** Pursue the gradual transition of the area roughly bounded by Orchard Avenue, Thornton Street, Marina Boulevard, and San Leandro Boulevard into a neighborhood of live-work space, multi-family housing and townhomes, small professional offices and artist/craft studios, maker industries, and similar compatible uses.

## RETAIL AND SERVICE DISTRICTS

### **GOAL LU-8 Establish excellent community and neighborhood-serving retail and entertainment uses.**

- Policy LU-8.1 **Retail Hierarchy.** Maintain a range of retail uses in the City, consisting of:
- (a) Regional shopping concentrated around the existing centers at Bayfair, Marina Square, and Westgate;
  - (b) Community retail uses centered in Downtown San Leandro, reinforcing the area's image as the City center;



- (c) Neighborhood shopping districts located within subareas of the City, providing basic goods and services within easy access of neighborhood residents; and
- (d) Larger-scale general commercial activities such as building suppliers, lumberyards, and home improvement stores that occur on the edges of industrial areas.

***Action LU-8.1.A: Over-Concentration***

*Consider the use of zoning regulations to limit the proliferation of business types that may be over-concentrated or clustered to the point where the quality of the district and shopping opportunities for residents are diminished.*

**Policy LU-8.2**

**Aesthetics.** Upgrade the City’s commercial corridors by building upon their existing strengths and improving their aesthetic qualities. The City should implement programs to underground utilities, abate weeds and graffiti, eliminate litter, improve buffers to adjacent residential uses, control excessive signage, and provide streetscape amenities and landscaping along the corridors.

**Policy LU-8.3**

**Corridor Mixed Use Areas.** Pursue the following land use and development principles in those areas designated “Corridor Mixed Use” on the General Plan Map:

- (a) An emphasis on pedestrian- and transit-oriented site design, rather than auto-oriented or “drive-through” design;
- (b) An emphasis on mixed use infill projects which incorporate upper story office or residential uses and ground floor commercial uses (the General Plan should be consulted for further description of the balance between residential and non-residential uses within each mixed use area);
- (c) A shift toward higher value neighborhood-serving retail uses and higher-density housing.

***Action LU-8.3.A: Limiting Passive Uses on the Ground Floor***

*Use zoning to identify specific shopping districts (or portions of shopping districts) areas where “passive” ground floor uses such as offices are either not permitted or require a conditional use permit. Such districts should include parcels where the City and neighborhood vision is for “active” ground floor uses such as restaurants, retail shops, and personal services. Design guidelines in such areas should require transparent windows, attractive signage, clearly identified building entries, and other features that create a welcoming street presence.*

**Policy LU-8.4 Neighborhood Shopping Centers.** Promote reinvestment in the City’s neighborhood shopping centers, with an emphasis on new retail uses that serve the adjacent neighborhoods and contribute to the overall vitality of the centers.

***Action LU-8.4.A: Neighborhood Shopping Center Revitalization***

*Continue to identify neighborhood shopping centers for enhancement and improvement, while remaining open to the possibility that marginal or obsolete centers may be converted to housing or mixed use development.*

**Policy LU-8.5 Commercial Uses With An Industrial Character.** Maintain areas in the City that are appropriate for lumberyards, construction suppliers, automotive repair shops, and other commercial uses that are industrial in character or that typically locate in industrial areas. While development standards in these areas should respect the operational characteristics of these uses, they should still promote aesthetic improvements, adequate buffering for nearby uses, traffic safety, and a more positive visual image.

**Policy LU-8.6 Cultural Arts and Entertainment.** Provide additional opportunities for cultural, recreational, and entertainment uses in the City, including cinemas, theaters, live-performance venues, sports facilities, and art galleries.

- Policy LU-8.7     **Pop-Up Activities and Temporary Uses.** Allow “pop-up” activities and other temporary uses in vacant commercial storefronts, in an effort to activate older and vacant buildings and provide space for new enterprises and activities that cannot feasibly occur elsewhere.
- Policy LU-8.8     **Visitor Services.** Aggressively pursue the development of additional hotels, lodging, and conference facilities in the City. Hotels are particularly encouraged in locations with good freeway visibility, pedestrian connections to restaurants and other services, easy access to Oakland Airport or BART, and proximity to amenities such as the shoreline.
- Policy LU-8.9     **East 14th Street.** Facilitate the transformation of East 14th Street from an unbroken commercial “strip” into a series of distinct mixed use neighborhood centers, each with a unique design identity and mix of uses. The land use pattern should emphasize a more attractive and human scale of development throughout the corridor, with pedestrian-oriented buildings, streetscape and transit improvements, and a lively mix of higher density residential, commercial, and civic uses.

***Action LU-8.9.A: East 14<sup>th</sup> Corridor Plan Updates***

*Update City plans for the East 14<sup>th</sup> Street Corridor, including the portion of the corridor covered by the North Area Plan (Downtown to the Oakland city limits) and the South Area Development Strategy (Downtown to 150th Avenue). An Area Plan update for the northern part of East 14<sup>th</sup>, as well as the Bancroft and MacArthur corridors (see Action LU-8.11.A) is one of the highest priorities of this General Plan and should be initiated within two years after the General Plan is adopted, if feasible.*

*In the area north of Downtown, plans should include revised zoning and design standards and circulation improvements that respond to current issues in the community, and proposals for park and open space improvements. In the area south of Downtown, the recommendations of the South Area Development Strategy should be carried forward, with updates made to reflect current conditions and recent accomplishments, new opportunities, and emerging issues.*

*The South Area should continue to evolve into a series of unique “districts,” including:*

*(a) A Southern Downtown district between Maud and Sybil Avenues, characterized by uses and densities similar to those found Downtown;*

*(b) A predominantly multi-family residential area between Sybil Avenue and San Leandro Boulevard;*

*(c) A “Palma District” between San Leandro Boulevard and 141st Avenue, including health care, retail, service, and residential uses;*

*(d) An “International and Cultural” district between 141st and Lilian Avenues, including the Bal Theatre; and*

*(e) a mostly retail “Gateway” district between Lilian and 150th Avenue.*

*Zoning regulations and local business development programs in the South Area should support the types of uses described in the South Area Development Strategy. The illustrative site development studies in the Strategy should be used as the foundation for site planning and design.*

**Policy LU-8.10**

**Bay Fair Area.** Transform the area around the Bay Fair BART station, including Bayfair Center, other shopping centers, and properties along Hesperian, East 14th, and other major arterials, into a dynamic new transit oriented development area. Future development in this area should reposition Bayfair Center to reflect current trends in retailing; add a mix of higher-density residential, office, and other commercial uses; maximize the potential for BART use; and minimize dependence on autos for daily trips.

***Action LU-8.10.A: Bay Fair Station Transit Village***

*Complete the Bay Fair BART Transit Village Specific Plan now underway. The Plan should outline a vision for the area’s future development, include standards and guidelines for future development, and present a strategy for achieving desired end results. Following its adoption, undertake rezoning and capital improvements to facilitate implementation.*

**Action LU-8.10.B: East 14<sup>th</sup> Street Streetscape Improvements**

*Work collaboratively with Alameda County to improve East 14th Street in the Bay Fair area to make the area more attractive, distinctive, and friendly to pedestrians, bicyclists, and transit users.*

**Action LU-8.10.C: Bay Fair BART Connections**

*Improve the pedestrian and bicycle connection between the Bay Fair BART Station, adjacent transit waiting areas, Bayfair Center, and nearby neighborhoods and shopping districts.*

**Policy LU-8.11**

**MacArthur and Bancroft Corridors.** Encourage continued improvement and investment in the MacArthur Boulevard and Bancroft Avenue commercial districts. Mixed use development should be encouraged along MacArthur Boulevard, with an emphasis on local-serving commercial, residential, office, retail, and civic uses between Durant and Joaquin Avenues. Zoning for the corridor should be flexible enough to allow a full spectrum of residential and commercial uses. At Bancroft and Dutton Avenues, the focus should be on improvements to sustain a vibrant, pedestrian-oriented neighborhood shopping district. Continued efforts should be made to improve the streetscape, sidewalks, landscaping, and building facades on both Bancroft and MacArthur, making this area an attractive destination for residents of nearby neighborhoods.

**Action LU-8.11.A: Plan Updates**

*Update City plans for the MacArthur and Bancroft corridors. For MacArthur Boulevard, this should include:*

- (a) Updated standards and guidelines for the desired mix of uses along various segments of the corridor;*
- (b) Updated proposals for streetscape design, landscaping, lighting, parking, open space, and facades for the corridor;*
- (c) Collaboration with the City of Oakland in plans for the area near the city limits and Foothill Square, recognizing the corridor's designation by Oakland as a "Priority Development Area."*

*(d) Zoning changes which promote mixed use development, including infill development combining upper floor housing and ground floor commercial uses.*

*(e) Improvements to the intersection of MacArthur Boulevard, Foothill Boulevard, and Superior Avenue to improve its appearance and enhance traffic safety for all modes of travel.*

*For the Bancroft Corridor, this should include plans to enhance and strengthen the Bancroft/Dutton commercial district and improve the safety of bicycles and pedestrians along the corridor.*

Policy LU-8.12

**Marina Boulevard.** Improve the Marina Boulevard corridor as an east-west connector between Downtown San Leandro and the waterfront. This should include continued investment in regional retail and Auto Mall development between I-880 and San Leandro Boulevard. It should also include the gradual transformation of the area between Merced and Doolittle from industrial to higher value retail, service, and other commercial uses, with accompanying changes to make the street more pedestrian and bicycle friendly. Marina Boulevard should be viewed as the "front door" into San Leandro--a major gateway that communicates a positive impression of the city.

*See also Action LU-7.6-C on Marina Boulevard*

**Action LU-8.12.A: Estabrook Street**

*Encourage the assembly of parcels along Estabrook Street to create through-lots to Marina Boulevard. In the event that such parcels are created, re-use with commercial development fronting on Marina (rather than light industrial uses fronting on Estabrook) should be promoted.*



## SAN LEANDRO SHORELINE

**GOAL LU-9** Reinforce the San Leandro Shoreline as a regional destination for dining, lodging, entertainment, and recreation, while creating a new waterfront neighborhood.

**Policy LU-9.1 Waterfront Enhancement.** Enhance the San Leandro waterfront as a distinguished recreational shoreline and conservation area, with complementary activities that boost its appeal as a destination for San Leandro residents and visitors. Future development at the Shoreline should be compatible with the area's scenic and recreational qualities.

**Policy LU-9.2 Harbor and Channel Maintenance.** Recognize the economic uncertainty of funding for channel and harbor dredging, as well as the City's existing debt burden related to past harbor improvements and dredging, in land use decisions for the shoreline. Although the City will remain open to scenarios in which harbor operations become economically viable, municipal subsidy for dredging is considered infeasible under current conditions. Redevelopment of the harbor basin may be necessary when the channel is no longer navigable.

**Policy LU-9.3 Public Amenities in Shoreline Development.** Ensure that future development at the Shoreline includes complementary amenities that benefit San Leandro residents and current shoreline users, such as improved park space, restaurants, pedestrian and bicycle paths, and access to the Bay Trail.

**Policy LU-9.4 Land Use Mix.** Strive for a mix of land uses in the San Leandro Shoreline area that requires little or no City investment and results in a Shoreline that is financially self-supporting. Development should be phased in a manner that is consistent with this policy, and should maximize the extent to which commercial development funds public amenities and services.

**Action LU-9.4.A: Shoreline Development Plans**

*Include the following components in the shoreline development:*

- (a) A banquet facility and hotel;*
- (b) Multiple restaurants;*
- (c) Housing;*
- (d) An enhanced public library and community building; and*
- (e) Recreation areas and public gathering spaces.*

**Action LU-9.4.B: Sustainability and Sea Level Rise**

*Ensure that future development at the shoreline takes place in an environmentally sensitive manner, taking into consideration the potential effects of rising sea levels.*

**Action LU-9.4.C: Water-Oriented Recreation**

*Continue to explore potential water-oriented recreational activities at the San Leandro Shoreline, such as swimming, non-motorized watercraft rentals, and windsurfing.*

**Policy LU-9.5 Gateway Improvements.** Encourage “gateway”

improvements which enhance the approach routes to the Shoreline while minimizing the impacts of increased traffic on area neighborhoods. Improvements could include new signage, streetscape enhancements along Marina Boulevard and Fairway Drive, entry monuments and landscaping at the Shoreline itself, and longer-term circulation changes.

*See also Policy LU-8.12 and Action LU-7.6.C*

**Action LU-9.5.A: Shoreline Area Roadway and Transit Improvements**

*Pursue roadway, sidewalk, bike lane, and transit improvements which beautify the entry to the Shoreline area, make it easier to travel to the Shoreline without a car, and more evenly distribute Shoreline-bound trips between Marina Boulevard and Fairway Drive.*

**Policy LU-9.6 Urban Design.** Encourage cohesive urban design and high-quality architecture at the Shoreline. Buildings should be oriented to maximize water views and shoreline access. Architecture, signage, lighting, street furniture, landscaping, and other amenities, should be coordinated to achieve an integrated design theme.

**Policy LU-9.7 Pedestrian and Bicycle Circulation.** Promote improvements at the Shoreline which enhance pedestrian and bicycle circulation through the area, including public shoreline walkways and trail connections to adjacent regional parklands and neighborhoods.

***Action LU-9.7.A: Shoreline Promenade***

*Require the improvement of a strip of land at least 20 feet in width along the shoreline as a public promenade, including vista points for the enjoyment of scenic views.*

**Policy LU-9.8 Special Events.** Promote special activities, such as golf tournaments, farmers markets, and community events, in the Shoreline area as a means of increasing awareness and appreciation of the Shoreline as a community resource.

**Policy LU-9.9 Neighborhood Impacts.** Maintain an ongoing dialogue with residents of neighborhoods adjacent to the Shoreline to address traffic, noise, and other issues associated with future development. Early and frequent opportunities for neighborhood input should be provided in Shoreline development decisions.

**Action LU-9.4.A: Shoreline Development Plans**

*Include the following components in the shoreline development:*

- (a) A banquet facility and hotel;*
- (b) Multiple restaurants;*
- (c) Housing;*
  
- (d) An enhanced public library and community building; and*
- (e) Recreation areas and public gathering spaces.*

**Action LU-9.4.B: Sustainability and Sea Level Rise**

*Ensure that future development at the shoreline takes place in an environmentally sensitive manner, taking into consideration the potential effects of rising sea levels.*

**Action LU-9.4.C: Water-Oriented Recreation**

*Continue to explore potential water-oriented recreational activities at the San Leandro Shoreline, such as swimming, non-motorized watercraft rentals, and windsurfing.*

**Policy LU-9.5 Gateway Improvements.** Encourage “gateway” improvements which enhance the approach routes to the Shoreline while minimizing the impacts of increased traffic on area neighborhoods. Improvements could include new signage, streetscape enhancements along Marina Boulevard and Fairway Drive, entry monuments and landscaping at the Shoreline itself, and longer-term circulation changes.

*See also Policy LU-8.12 and Action LU-7.6.C*

**Action LU-9.5.A: Shoreline Area Roadway and Transit Improvements**

*Pursue roadway, sidewalk, bike lane, and transit improvements which beautify the entry to the Shoreline area, make it easier to travel to the Shoreline without a car, and more evenly distribute Shoreline-bound trips between Marina Boulevard and Fairway Drive.*

*Action LU-10.3.B: Design Guidelines*

*Develop design guidelines for new development in commercial and industrial areas to promote aesthetic improvements in these areas.*

*Action LU-10.3.C: Warehouse Conversions*

*Consider zoning code amendments that accommodate the conversion of former warehouse and manufacturing buildings into "maker" spaces, start-ups, and other innovation economy firms, without adversely impacting nearby heavier industrial uses.*

*See also Policy LU-3.7 on live-work development and LU-7.2.A on renovation assistance*

- Policy LU-10.4     **Industrial Sanctuary.** Protect the City's major industrial areas from encroachment by uses that are potentially incompatible with existing viable industrial activities, or which may inhibit the ability of industry to operate effectively.
- Policy LU-10.5     **Big Box Retail Encroachment.** To protect the City's industrial land supply, limit the further expansion of "big box" retail and other large footprint retail uses in the City's industrial areas. Conversion of industrial land for big box uses should only be permitted in the vicinity of the existing concentrations of such uses at I-880/Davis Street and along Marina Boulevard.
- Policy LU-10.6     **Light Industrial and Industrial Transition Buffer Areas.** Use the "Light Industrial" General Plan designation to create buffers between industrial and residential areas. Use the "Industrial Transition" General Plan designation to facilitate the transformation of specifically identified industrial areas to higher value land uses which capitalize on locational assets (such as proximity to BART or high visibility).

***Action LU-10.6.A: Conditions of Approval***

*On an ongoing basis, establish conditions of approval for new commercial and industrial development located adjacent to residential areas, and for new residential areas located adjacent to commercial and industrial areas, which ensure that the potential for future conflict is minimized.*

Policy LU-10.7     **Relocation.**     Where land use conflicts cannot be reasonably mitigated, consider the relocation of isolated residences surrounded by industrial uses.

## GROWTH MANAGEMENT

**GOAL LU-11   Manage the city’s growth in a way that maintains the quality of life and reflects the capacity of infrastructure and public services.**

Policy LU-11.1     **Use of the General Plan Environmental Impact Report.**  
 Use the 2035 household and employment forecasts in this General Plan as parameters for environmental analysis for future development projects within the San Leandro city limits. The General Plan and its associated Environmental Impact Report presumed an incremental increase of 5,600 housing units and 12,130 jobs between 2015 and 2035. In the event that proposed development in the city would exceed these amounts, the Director of Community Development shall require that environmental review for any subsequent development address growth impacts that would occur as a result of development exceeding the General Plan projections. This does not preclude the City, as lead agency, from determining that an EIR would be required for any development to the extent required under the relevant provisions of CEQA (e.g. Section 21166 and related guidelines).

***Action LU-11.1.A: Development Tracking***

*As part of the annual General Plan progress report, track the incremental addition of housing units and jobs that occur on a yearly basis relative to the General Plan forecasts. Consider a variety of sources to estimate current employment and job growth over time.*



- Policy LU-11.2 **Land Supply.** Ensure that land in San Leandro is zoned to accommodate a diverse mix of industrial, commercial, and residential development. The City will strive to balance local job growth, housing growth, and retail-service growth as a strategy for reducing vehicle miles traveled and related greenhouse gas emissions.
- Policy LU-11.3 **Coordination with Nearby Jurisdictions.** Work with the City of Oakland to monitor planned and conceptual development proposals with the potential to directly or indirectly impact San Leandro. This should include changes associated with the proposed Coliseum City development near the Oakland Coliseum, future expansion of Oakland Airport, and plans for the Priority Development Areas along International Boulevard and MacArthur Boulevard. In addition, the City will work with Alameda County to improve the Ashland area, particularly the East 14<sup>th</sup> Street business district and the residential neighborhoods abutting San Leandro.
- Policy LU-11.4 **Sphere of Influence.** Recognize Alameda County as the governing agency for land use matters in the unincorporated San Leandro sphere of influence. The City may comment on development proposals in the unincorporated sphere and may participate in County planning processes for this area. However, land use, transportation, and community service decisions in the unincorporated sphere are presumed to be guided by adopted County plans. No changes to such plans are proposed in this General Plan.

## FOCUS AREAS

This section of the General Plan provides direction for eight “Focus Areas” within San Leandro (see Figure 3-6). Each Focus Area has unique issues that require more detailed discussion than is provided in the rest of the General Plan. Some of the Focus Areas have been targeted for immediate land use changes or gradual transition during the next two decades; others have special challenges related to land use, resource conservation, transportation, urban design, and other planning issues.

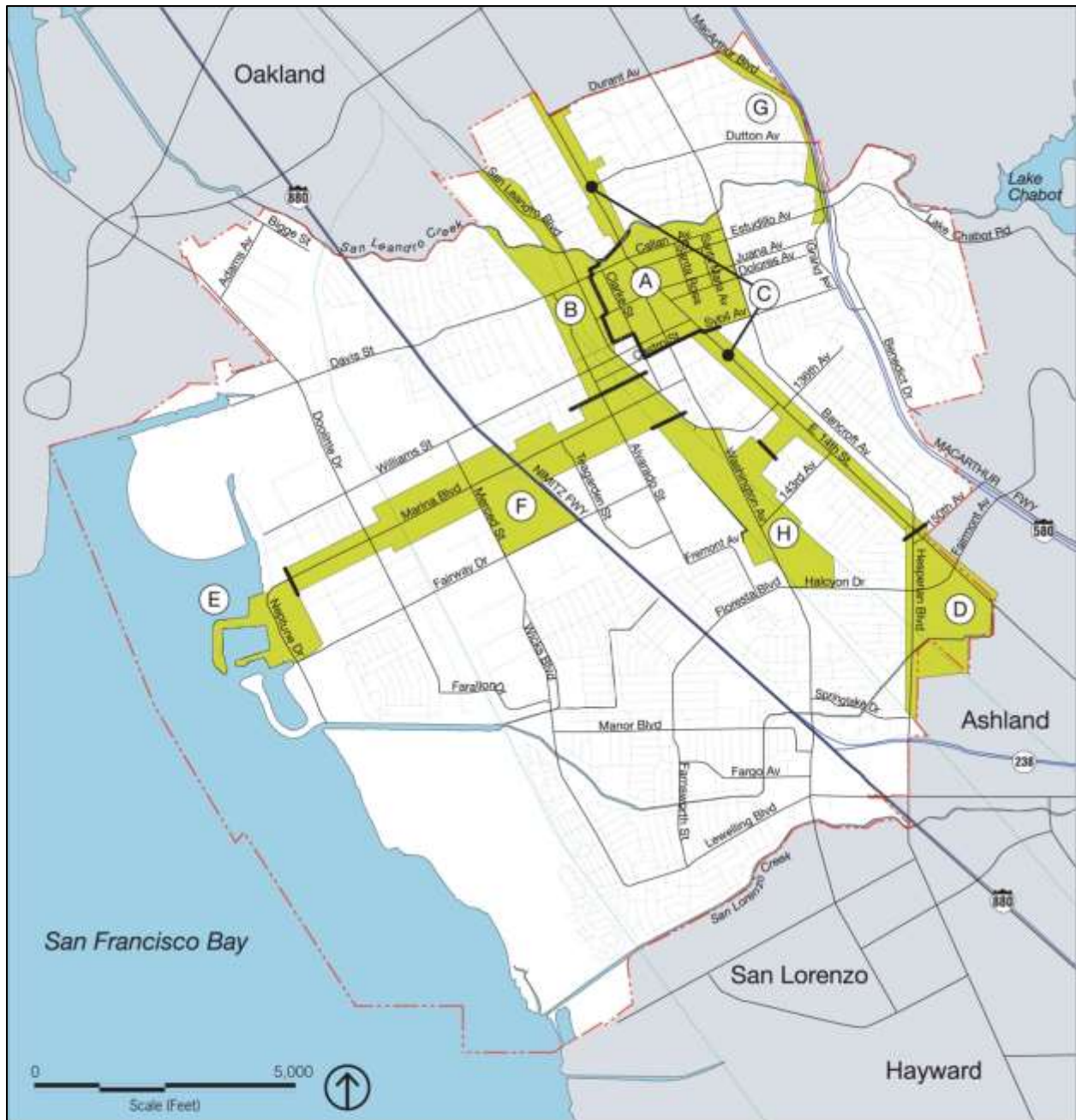
The Focus Area discussion includes a description of each area and relevant issues, keyed to specific General Plan policies and action programs addressing the area. In some instances, preparation of more detailed plans has been recommended to provide further direction.

### A. DOWNTOWN

Downtown is the heart of San Leandro and has been a hub of commerce and employment for more than 150 years. It includes the City’s largest concentration of historic structures and its most pedestrian-oriented street environment, as well as important civic and cultural landmarks. Downtown has been the subject of several planning initiatives in recent years, resulting in area-specific policies, regulations, and guidelines.

For the purposes of the General Plan, Downtown San Leandro includes three sub-areas. The first is the traditional Downtown Core, which includes the area along East 14<sup>th</sup> Street and Washington Avenue between San Leandro Creek and Sybil Avenue/Castro Street. The second sub-area is “Downtown East,” which includes the area extending east to Bancroft Avenue along Callan, Estudillo, and Joaquin Avenues. The third sub-area includes the BART Station and adjacent blocks along the Alvarado Street and San Leandro Boulevard corridors. The first two sub-areas are addressed in the paragraphs below. The third (BART Station) sub-area is addressed as its own Focus Area in in the next section.





Source: San Leandro General Plan Update, 2002; PlaceWorks, 2016.

- |                           |                           |
|---------------------------|---------------------------|
| (A) Downtown              | (E) San Leandro Shoreline |
| (B) San Leandro BART Area | (F) Marina Blvd Corridor  |
| (C) East 14th Corridor    | (G) MacArthur Corridor    |
| (D) Bayfair               | (H) Washington Corridor   |



Figure 3-6

**Focus Areas**

Detailed land use guidance for the Downtown Core was provided in the Downtown San Leandro Transit Oriented Development (TOD) Strategy, adopted in 2007. The Strategy was followed by application of new zoning regulations encouraging higher density housing, offices, retail and entertainment uses, and mixed use buildings. Several different zones were created, reflecting existing uses, historic resources, development opportunities, and the desired future character of different sub-areas. Design guidelines were adopted to make the area more pedestrian- and bicycle-friendly, and to improve circulation, parking, and traffic flow.

While the Downtown TOD Strategy is almost a decade old, the vision it presents for the Downtown Core remains valid. The City seeks to promote economic vitality, create a stronger sense of place, improve aesthetics, create new housing opportunities, protect and restore historic resources, and provide for the long-term maintenance of Downtown investment. The goal is to make Downtown a more vibrant and inviting place—a destination that welcomes all San Leandro residents.

Future development in the Downtown Core should respect its function as the commercial, civic and cultural heart of the city. More than any other place in town, Downtown defines San Leandro's image. The bulky, coarse architectural styles of the 1960s and 1970s should be discouraged in the future, and there should be a greater focus on the area's historic context. The intent is not to replicate the Downtown of a century ago, but rather to bring back traditional elements such as attractive, high quality buildings, wider sidewalks, and active ground floor uses. Taller buildings (up to six stories) and a variety of classical and contemporary architectural styles should be encouraged in this context. Activities which increase the daytime and evening population of Downtown are particularly encouraged, in order to create a more lively street environment and a stronger market for new businesses.





### In a Nutshell...

## Downtown Design Guidelines and Principles

The City adopted Design Guidelines and Principles for Downtown San Leandro in 2007, updating an earlier set of design guidelines from 2001. The Guidelines seek to revitalize East 14<sup>th</sup> Street as a pedestrian-oriented main street and strengthen Downtown as a successful retail, entertainment, and service district. One of the key objectives is to attract motorists to “stop and explore.” This is to be achieved through outstanding architectural and construction quality, active and interesting ground floor uses, destinations such as restaurants and specialty stores, and respect for historic resources.

The Guidelines address various building components, including corners, entrances, storefronts, display windows, facades, awnings, and rooflines, using a combination of photos and renderings. The guidelines also address building materials, lighting, and color. The emphasis is on reinforcing the historic context of Downtown, creating a stronger sense of place by designing new buildings and retrofitting existing buildings to be designed for strolling shoppers, rather than passing motorists.

Outdoor space is a major component of the Guidelines. Borrowing from successful examples across the country, the document describes how paving, outdoor seating, planting, railings, landscaping, water features, signage, and other exterior elements can create places where people want to be. Maintenance issues also are addressed, including repairs, trash collection, and graffiti removal.





Restoration of the original street grid has been a long-standing part of the vision for Downtown San Leandro. The grid was interrupted almost 50 years ago by the development of the San Leandro Plaza (Safeway) Shopping center. Steps have since been taken to improve pedestrian connections to BART, including the arch and arcade along West Estudillo. Ultimately, the shopping center has the potential to be remade into a mixed use development combining ground floor retail uses with upper story housing, office uses, structured parking, and restored pedestrian streets.

Similar opportunities exist on other Downtown sites. North of the Plaza, the block bounded by Hays (Dan Niemi Way), Davis, and East 14<sup>th</sup> presents the opportunity for office, retail, or mixed use development. This site, known as "Town Hall Square," includes several parcels owned by the City of San Leandro and several private parcels. The northern end of the block abuts San Leandro Creek, presenting the opportunity to reconfigure or narrow Hays Street, expand Root Park, and provide an attractive new public space at the northern gateway to Downtown. Across East 14<sup>th</sup> Street to the east, a vacant CVS store and municipal parking lot offer a similar opportunity. North of San Leandro Creek, a City-owned parking lot has the potential for expanded park space, medium density housing, or a similar use that provides a connection from City Hall to Downtown.

South of Downtown along East 14<sup>th</sup> Street, Washington Avenue, Hays Street, and the east-west cross streets, there are a number of smaller parcels which could potentially be redeveloped over the next 20 years. There are also older developments such as Pelton Center with the potential to be updated to include more pedestrian-oriented spaces and additional floor area. Zoning regulations for Downtown have been



structured to accommodate substantially more development than exists today, and to maximize flexibility in uses and activities. In some cases, this could include the addition of upper stories to existing one and two story buildings.

Improvements to the pedestrian, bicycle, and transit systems are planned, and new parking management strategies are being developed to address the needs of local businesses, customers, and residents. Streetscape and public realm improvements should be implemented, especially as Bus Rapid Transit (BRT) service is initiated to the San Leandro BART station. A combination of public and private investment along Davis Street, Washington Avenue and East 14<sup>th</sup> Street should make these streets more attractive gateways into Downtown. Programmed activities such as the farmer's market, the Cherry Festival, and summer concerts can also strengthen the area's role the city's gathering place.



The area east of Downtown contains a concentration of small professional and medical office buildings. The area also includes the San Leandro Public Library, single family homes, and several multi-family housing developments. Additional housing, office development, and related office services should be encouraged here, with an emphasis on small scale, local-serving projects. Stronger pedestrian connections between this area and Downtown should be encouraged. Development in this area should be lower in scale than in the Downtown Core, recognizing the proximity to nearby single family neighborhoods.

Some of the city's most important historic resources are contained on the blocks immediately west of Downtown, in the area roughly bounded by Davis Street, Juana Avenue, Carpentier Street, and Hays Street. Creation of a small "Old San Leandro" historic district should be considered in this area, this area, encompassing landmarks such as the Casa Peralta and the Daniel Best Home. Other in the sites in this area provide opportunities for multi-family infill housing.

*Please consult Goal LU-6 and related policies and actions for additional guidance on Downtown San Leandro.*

## B. SAN LEANDRO BART STATION AREA

The Downtown BART Area includes the San Leandro BART Station and the surrounding blocks in the Station vicinity. The City adopted a Transit-Oriented Development Strategy for this area in 2007, including land use, circulation, and urban design recommendations (see text box on the next page). The area was subsequently rezoned to facilitate its redevelopment as a new urban neighborhood, with taller buildings, denser housing, and a significant increase in office employment. The idea is to capitalize on the investment made in BART by directing a substantial share of the city's future growth to the station area.

Several important milestones have been achieved in the decade since the TOD Strategy was adopted. These include the redesign of San Leandro Boulevard with new crosswalks, pedestrian safety, and bicycle improvements; the development of the 200-unit Marea Alta Apartments on the former BART parking lot at San Leandro Boulevard and Juana; and the first phase of the San Leandro Tech Campus on Alvarado Street. Bus Rapid Transit (BRT) improvements from East 14<sup>th</sup> Street to the BART station also are underway. An update to the TOD Strategy should be programmed for the next five years to reflect these achievements and respond to market trends and emerging conditions.



### In A Nutshell...

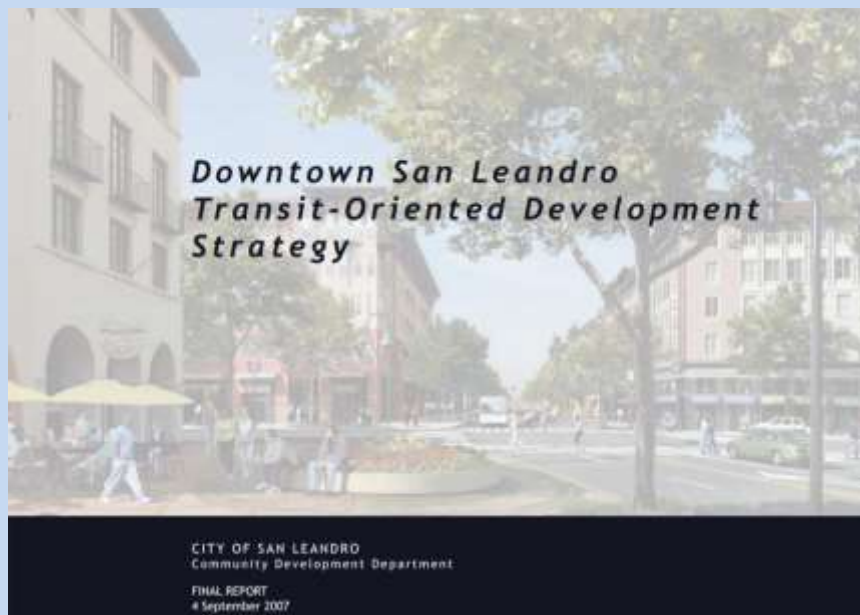
## Downtown San Leandro Transit Oriented Development Strategy

In 2007, the City adopted a Transit Oriented Development (TOD) Strategy for a roughly 300- acre area including Downtown San Leandro and the BART Station vicinity. This area is projected to accommodate more than half of the city's growth between 2015 and 2035. Recommendations for the TOD area were shaped by a 27-member Citizens Advisory Committee and several large community workshops.

The TOD Strategy establishes a land use framework, circulation system, and development guidelines addressing building design, heights, and streetscapes. The document also identifies the capital improvements, open spaces, and public amenities that should accompany private development. The Strategy seeks to increase transit ridership and enhance Downtown San Leandro as the retail, civic, and cultural hub of the city.

Most of the development opportunities in the study area are associated with 39 parcels (or groups of parcels) located on scattered sites along East 14<sup>th</sup> Street, Washington Avenue, Davis Street, Alvarado Street, and San Leandro Boulevard. These parcels have been grouped together into eight "Special Policy Areas" and are the subject of specific land use and building massing recommendations in the strategy document.

The TOD Strategy projected a cumulative capacity of 3,430 housing units, 719,000 square feet of office space, and 121,000 square feet of retail space on the 39 sites. These totals should be revisited in the coming years to identify new sites, and allow for more office and retail space.



There are significant opportunities for infill development around the station. At the north end of Alvarado Street (south of San Leandro Creek), an area of more than 10 acres is vacant and zoned for high density residential/mixed use development. A minimum density of 60 units per acre applies in this area and FARs up to 4.0 are allowed. The design of new structures should preserve and enhance the creekside setting while encouraging pedestrian access to the nearby BART station. A creekside trail and open space buffer should be created along the northern edge. Office uses are envisioned to the south of this area along Davis Street, reflecting existing uses as well as the desire to create transit-oriented workplaces near BART. The possibility of relocating Thrasher Park to Alvarado Street on the south bank of San Leandro Creek, enabling the current park site to be used for development, has been raised in the past. The idea may continue to be explored, provided that the new park site is as large or larger than the current site and has equivalent usable recreation area.



Completion of the San Leandro Tech Campus will significantly change the character of the area west of the station. “Truth is Beauty”—a landmark piece of public art—will define the image of the district, and become the centerpiece of a dynamic public/private space and gateway for arriving BART passengers. Additional office space should be developed along the Alvarado corridor between Davis Street and Williams. The area is within 1,000 feet of the BART platform, and can become a future “business main street” with upper story offices and ground floor uses serving local employees and nearby residents.

The Alvarado Street corridor also has the capacity for a substantial number of new housing units, including housing types that do not yet exist in San Leandro. The City has identified a need and market for housing serving millennial households, including “micro” units, live-work units, and mixed use buildings that combine housing and other uses such as hotels and offices. The warehouses, one-story office buildings, and older industrial land uses along Alvarado Street may ultimately be replaced by mid-rise offices and residential mixed use projects.



The area along San Leandro Boulevard from Davis Street northward to Oakland also presents opportunities for positive change. Today, the corridor includes older commercial and industrial uses, such as mini-warehouses, a nursery, several auto body and tire shops, a restaurant, and Siempre Verde Park. Given the proximity of this corridor to the BART station and Downtown, a shift to higher value land uses is desired. North of San Leandro Creek, the Park Street “Island” should transition to uses that provide a more compatible edge to the nearby Farrelly Pond neighborhood. These uses could include residential and live-work uses along Park Street, and low-impact commercial uses (such as medical and professional offices, artists studios, and business services) facing San Leandro Boulevard.

Between San Leandro Creek and Davis Street, shallow parcels may limit the feasibility of large offices on the west side of San Leandro Boulevard, so service businesses and other uses which complement the nearby Creekside Office Center and Tech Campus should be encouraged. The TOD Strategy designates this area as “Office Mixed Use,” making it an ideal location for smaller scale local-serving offices, live-work and other activities that capitalize on proximity to BART.

Changes throughout the Station Area should create a stronger sense of cohesion and identity. Bicycle and pedestrian paths are proposed, serving not only new development but the neighborhoods and employment areas beyond. The proposed East Bay Greenway, a linear

green space and bikeway in the former railroad right-of-way, will provide an amenity that helps shape the area, while also providing a link to other parts of the city.

*Please consult the following policies and actions for additional guidance on the Downtown BART Station Area: Action LU-6.01.B (TOD Strategy Update); Policy 6.04 (Office Development); Policy LU-6.07 (BART Accessibility) and related actions; and Policy LU-6.13 (BART Station Area Transit Village) and related actions.*



## C. EAST 14TH CORRIDOR

East 14th is San Leandro's "Main Street." It is the City's major commercial spine and has a 160-year history as the principal transportation route linking the cities of the East Bay. The East 14th Corridor is home to many of the City's retail shops and service businesses, its largest shopping center, numerous bars and restaurants, medical and professional offices, and even City Hall. The street also includes hundreds of housing units, some in apartment and condominium complexes, and some in mixed use developments with shops and services on the ground level.

East 14<sup>th</sup> Street is a designated State Highway (Route 185) and is operated by Caltrans. Prior to World War II, the street was two lanes wide with an electric streetcar operating down the median. Much of the development in the Downtown area and the North area dates from the streetcar era, with pedestrian-oriented shops sited close to the street and little or no parking provided on-site. By contrast, most of the area between Downtown and Bayfair Center was developed in the post-war era. This section of the street was developed for auto access, with buildings set back a considerable distance from the street, prominent signs, and large parking lots along the street frontage. With little design control or coordination, the area had evolved into a quintessential commercial strip by the late 1950s.





Both the pre-war and post-war sections of East 14<sup>th</sup> Street entered a period of transition in the 1960s and 1970s as competition from larger suburban shopping centers and changes in consumer behavior made retailing more difficult. Some of the buildings deteriorated and some were replaced by newer auto-oriented uses. Although the street continued to function as a viable shopping area, there was a growing emphasis on drive-through type businesses, used car sales, and automotive service and repair uses. These land uses, coupled with signs of disinvestment in some areas, have perpetuated a negative image of the street within nearby neighborhoods.

For the last 25 years, the City has been implementing programs to improve the image and competitiveness of the East 14<sup>th</sup> Corridor so that it becomes a more attractive and economically robust destination. The City adopted a plan for the North Area in 1991, including the roughly 12-block long corridor between Oakland and San Leandro Creek. During the 1990s, the City narrowed this section of East 14<sup>th</sup> Street from four lanes to two, added street trees, widened the parking lane to accommodate bicycles, and constructed a gateway monument at the Oakland border. Developments such as Broadmoor Plaza and Carlton Plaza provided multi-family senior housing, and started the corridor's transformation to a mixed use boulevard.

Today, the North section of East 14<sup>th</sup> presents both challenges and opportunities. The area includes local-serving businesses, including furniture and grocery stores, automotive services, restaurants, an AT&T

facility, offices, hair and nail salons, real estate and insurance offices, upholstery, dry cleaning, and similar small businesses. The built environment includes a mix of older structures with storefronts along the sidewalk, and single-story buildings surrounded by parking lots and driveways. Most parcels are less than a half-acre in size, with a depth of less than 125 feet. This limits the potential for larger-scale mixed use projects, particularly in the absence of a Redevelopment Agency with the potential to assemble property.



An update to the North Area Plan should be completed following adoption of the General Plan. The new Plan should revisit existing conditions, articulate a new vision for the corridor, and implement new strategies for revitalization. The Plan should consider the potential to leverage public investment in AC Transit’s new Bus Rapid Transit (BRT) line, which will connect Downtown Oakland to the San Leandro BART station via East 14th Street and Davis Street. BRT boarding platforms are planned at Durant, Georgia, and Begier Streets. Some of the sites near the platforms have the potential for small-scale infill development with one to two stories of housing above ground floor commercial uses. There is an opportunity to provide a more inviting street environment, and close gaps in the street frontage with new development.

The land use pattern is different south of Downtown San Leandro. The street is four to five lanes wide along this segment, with much of the frontage dedicated to uses such as car sales, auto repair services, strip shopping centers and fast food. The pattern of uses appears disorganized and there is little cohesion. This segment also includes “magnet” uses such as San Leandro Hospital, the Senior Community Center, the Post Office, and the Bal Theatre. The corridor also has assets such as street trees, tree-lined sidewalks, and pockets of strong business activity such as Eden Center and Palma Plaza.



### In a Nutshell...

## East 14<sup>th</sup> Street South Area Development Strategy

In 2004, the City adopted the South Area Development Strategy in response to concerns over the quality and quantity of new businesses along the East 14<sup>th</sup> Street corridor. The Strategy includes an existing conditions assessment, covering land use and urban form, real estate market conditions and demographic trends, and transportation. The analysis provides the basis for goals and policies to guide the area's development. Key goals include the transformation of the unbroken commercial 'strip' into a series of mixed use districts, the creation of a more pedestrian-friendly environment on East 14<sup>th</sup>, and the accommodation of high-quality multi-family housing along the corridor.

The South Area strategy includes a number of components, including a concept plan and illustrative development studies for sites of different character and land uses. Also included are design guidelines, a streetscape improvement plan, and implementation strategies. The design guidelines apply to new development and to remodeling projects and changes in use that require City permits. The streetscape plan calls for specific changes to crosswalks, sidewalks, and travel lanes to make the street safer and more comfortable for bicycles and pedestrians.

Following adoption of the South Area Strategy, the City adopted three zoning districts (SA-1-2, and -3) to implement the Plan. Each zone is tailored to emphasize a slightly different mix of uses. The zoning regulations allow for close review of noise, odor, glare and other potential nuisances.



The 1.5-mile long corridor between Sybil Avenue and Bayfair Center is covered by a Development Strategy adopted in 2004. The focus of the Strategy is to create distinct activity nodes based on existing land uses and assets. These nodes include:

- *A higher density residential and mixed use area located between Sybil Avenue and San Leandro Boulevard.* Plans and zoning regulations for this area should emphasize continued infill development with multi-family and community service uses, similar to recent affordable housing developments such as Estabrook Place senior housing and Casa Verde.
- *The Palma District, from San Leandro Boulevard to 141<sup>st</sup> Avenue.* This is envisioned as a major commercial and office hub. Plans and zoning regulations capitalize on the presence of San Leandro Hospital, medical offices, and civic uses, as well as opportunities for new retail activities and housing.
- *An International and Cultural District, from 141<sup>st</sup> Avenue to Lilian Avenue.* This area has proven to be a successful location for businesses serving the Latino and Asian communities. Infill development which carries this theme to new development should be encouraged, along with marketing of this area as a regional center for ethnic foods, restaurants, clothing, and other products.
- *A Gateway District, from Lilian Avenue to 150<sup>th</sup> Avenue.* This district includes slightly larger structures and parcels, including landmarks such as the Bal Theatre. The potential for new community-serving retail uses is high, as is the potential for mixed use development.



The South Area Development Strategy identified 34 opportunity sites along the corridor, each with an aggregate land area of 27.5 acres. These sites were identified as having the capacity for 134,500 square feet of new commercial space and 1,000 new residential units. Design guidelines for the corridor address height, bulk, and setbacks, as well as facades, parking, entrances, signage, and open space. Overall, the Development Strategy aims to create a more pedestrian-oriented environment, accompanied by safety and beautification measures.





A streetscape improvement plan also has been developed for the South Area. It includes recommendations for reconfiguring the travel lanes to introduce bulb-outs, pedestrian islands, medians, and wider sidewalks. Undergrounding of utilities is also a key component. New development is encouraged to include plazas, usable open space, and other amenities that serve residents, shoppers, and employees, while improving aesthetic quality. Programs have been initiated to help existing business owners with façade improvements and renovation.

One of the key objectives in reshaping East 14<sup>th</sup> Street is to improve the transition between the “strip” and adjacent residential neighborhoods. This includes the “stepping down” of new three and four story buildings so they do not loom over adjacent single family homes to the rear. Measures to mitigate traffic impacts on adjacent neighborhoods should also be pursued as projects are approved. In some locations, it may be appropriate to limit uses with high traffic generation to avoid neighborhood impacts.

*Please consult Policy 8.09 (East 14th Street) and Action 8.09-A (E. 14<sup>th</sup> Area Plan Updates) for additional guidance on the East 14<sup>th</sup> Street corridor.*

## D. BAY FAIR BART STATION AREA

Bayfair Center (the Mall) is the largest shopping center in San Leandro and the hub of a 130-acre retail district that extends along East 14th Street, Hesperian Boulevard, and Fairmont Avenue in the southeast part of the City. The mall itself was developed in 1957 on the site of a former auto racing track. It was the first enclosed regional mall in the East Bay, and set the standard for similar malls throughout the region in the late 1950s and 1960s.

The Bay Fair Station Area is currently the focus of a transit-oriented development specific plan that will guide its transformation from an auto-focused shopping district to a pedestrian-focused mixed use center. The City received a planning grant from the Metropolitan Transportation Commission in 2014 to prepare the Plan, with Alameda County, Madison Marquette (the owner of Bayfair Center), and BART as partners. Policy guidance is being provided through community workshops and a 21-member steering committee. Because the Specific Plan is scheduled for completion in mid-2017, the Focus Area discussion below is intended to document existing conditions and opportunities, rather than provide prescriptive guidelines for the future.

Approximately 60 percent of the land within the study area is covered by parking lots and driveways. Given its proximity to a BART station, there is an opportunity for much more intensive use, and a re-orientation of the street network and parcelization pattern to facilitate transit use. At the same time, the City seeks to retain the essential function of Bayfair and its perimeter shopping centers as a retail district. Bayfair Center has over 823,000 square feet of enclosed floor space, while the adjacent Fairmont Square and Fashion Faire shopping centers have another 312,000 square feet. The Bayfair Center area is an important source of jobs, tax revenue, and local services for San Leandro and its environs.

The BART station itself includes 18 acres of parking, the BART tracks, and boarding facilities. For many years, BART has been exploring opportunities to transfer surface parking into a structure, freeing up most of the parking lot area for mixed use development. A TOD and Access Plan was completed in 2007 to explore such options. It is anticipated that the Specific Plan will incorporate a parking structure and mixed use development on the station property, as well as connectivity improvements between the Station, the Mall, and nearby neighborhoods.





Plans to substantially change the format and look of the Mall may also be included. The traditional model of the regional mall as a single use, inwardly-focused space has changed in the last 30 years. Design changes to such centers have been made across the country, often with very positive results. Such changes emphasize architectural quality and pedestrian amenities over auto convenience and function. Future development in and around the Mall should promote a synergistic mix of uses, such as retail shops, restaurants, entertainment venues, housing, and offices. New buildings along the Mall's East 14<sup>th</sup> frontage near Fairmont Avenue could reduce the visual image of the Mall as a "fortress" surrounded by parking. Pathways or promenades could create a more inviting environment for pedestrians.

There is also an opportunity to add a sizeable number of housing units on the Mall site, creating a "24-7" environment, and providing an expanded market for restaurants, services, and retail shops. A number of alternatives may be explored through the Specific Plan, each retaining essential retail functions but adding new uses that make the site more successful as a destination. Mixed use development can help San Leandro achieve its greenhouse gas reduction goals, while also adding much needed housing, creating jobs, and making the station area more sustainable.

Beyond the Mall property, the Hesperian corridor includes a number of sites with the potential for reuse. The corridor, which extends from East 14<sup>th</sup> Street to Highway 238 and beyond, includes office, retail, public, utility, restaurant, mini-warehouse, and residential uses. The street is six lanes wide south of Fairmont Drive, and would benefit from improvements which make it easier to cross from the residential areas on the west. At East 14<sup>th</sup> Street, the convergence of Hesperian, Bancroft, and 150<sup>th</sup> Avenue form a triangle which presents the opportunity for a major city gateway, as well as other aesthetic improvements.



East 14<sup>th</sup> Street itself also presents opportunities for improvement. South of 150<sup>th</sup> Avenue, the east side of the street is in unincorporated Alameda County while the west side is in San Leandro. The County has completed a number of plans and streetscape improvement programs for the street as it passes through the unincorporated Ashland-Cherryland district. Within the San Leandro city limits, the west side of the street includes vacant parcels to the north of the AMC Theaters with the potential for private development or a future civic use.

Place making is an important part of the Bay Fair planning process. As higher density uses are introduced into the district, there are opportunities to create a more distinctive image. Stronger pedestrian connections between the Mall and the surrounding shopping centers should be pursued, along with improved transitions between the retail areas and the nearby residential neighborhoods. Plans for the area should also address localized development constraints, such as flooding, congestion at key intersections, and transitions to nearby low density neighborhoods.

*Please consult Policy LU-8.10 and related actions for additional guidance on the Bayfair area.*

## E. SAN LEANDRO SHORELINE

Located at the west end of Marina Boulevard along San Francisco Bay, the San Leandro Shoreline is the city's largest recreation area. It currently contains a mix of active recreational and commercial uses, including a hotel, two large restaurants, a 27-hole golf course, a 462-berth marina, two yacht clubs, and a boat launch. The marina was constructed in the early 1960s with fill dredged from San Francisco Bay. The boat basin is connected to the navigable waters of San Francisco Bay by a two-mile channel, which is prone to siltation. Due to the high cost of dredging and the loss of federal funds, the City no longer maintains the channel, and the marina is becoming less viable for most motorized boats.

Goal LU-9 presents goals, policies, and actions for the Shoreline. The City has identified a core area of approximately 75 acres at the heart of the 900-acre shoreline recreation area for commercial and residential development. While the area's role as a water-oriented hotel and restaurant district has been a part of City plans for five decades, the full potential of the site has yet to be realized. The City has long aspired for a more robust mix of activities that capitalize on the waterfront location, panoramic views, golf course, and park, as well as the proximity to Oakland Airport just a few miles to the north.

In 2008, a developer was selected to work with the City on plans for the site. A Shoreline Citizen Advisory Committee was created, and met for three years to provide input. One of the foundational principles was that development should be self-sustaining and not depend on municipal subsidies to operate. Revenue from the development should help support amenities and services that benefit the entire San Leandro community. Another principle is that the development should be compatible with nearby residential and industrial uses, and improve connections between nearby neighborhoods and the shoreline.





The overarching objective for the Shoreline is to build an economically viable and vibrant mixed use development which provides needed amenities and services for San Leandro residents. The Shoreline is envisioned as a regional destination for dining, lodging, entertainment, and recreation. Development at this location should also include opportunities for new housing and should improve waterfront access and access to scenic views.

The Marina will be maintained as long as financially feasible. It is assumed that the boat slips will be removed as the channel becomes less navigable, and that the basin will ultimately become suitable for non-motorized watercraft only. However, shoreline land use decisions should not preclude the possibility that a funding source for dredging will be identified in the long-term future, and that more active boating could become feasible again at some point. Over the years, studies of commuter ferry service on San Francisco Bay have identified the Marina as a potential stop. Looking ahead 20 years, this possibility should not be ruled out entirely.

Planning for the Shoreline area must consider the potential impacts of rising sea level. New development will be required to be elevated above projected coastal flood hazard levels. Design features should ensure that improvements are resilient and sufficiently protected from potential



impacts. Improvements to water, sewer, storm drainage, and energy utilities also are planned.

Development will also be designed to ensure compatibility with adjacent uses, and to meet airport land use compatibility criteria. Architectural styles and forms should take advantage of the waterfront location and view opportunities, while respecting the shoreline's role as the "crown jewel" of San Leandro's park system. Future development should be sensitive to potential impacts on nearby habitat, wetlands, parks, and residential areas. .

The City envisions the Shoreline Development Project as a community focal point—a place for family gatherings and celebrations—as well as a haven for business travelers. New activities and special events should be pursued, particularly those with the potential for revenue generation. Farmers markets, golf tournaments, community fairs, and similar events could contribute to the perception of the Marina as San Leandro's playground. Historic markers that recall the area's past as an oyster farming and shipping area also should be considered.

## **F. MARINA BOULEVARD CORRIDOR**

The Marina Boulevard Corridor Focus Area extends from the Shoreline on the west to San Leandro Boulevard on the east, a distance of just over two miles. Marina Boulevard is one of San Leandro's busiest arterials, providing essential connections between the I-880 freeway and nearby business districts and neighborhoods, while also serving as the primary link between Downtown and the Shoreline. The corridor is the location of San Leandro's largest hospital, a regional shopping center, the San Leandro Auto Mall, and several large industrial uses. It is also the location of some of San Leandro's most important development opportunities, including the 25-acre Kaiser North parcel at Marina Boulevard/I-880.

At its western end, Marina Boulevard is a residential street, lined with homes and apartments near the shoreline. The segment between Neptune Drive and Doolittle Drive is relatively stable and most structures are in good condition. There are opportunities for streetscape improvements, including undergrounding of utilities, additional street trees and landscaping, and sidewalk and curb repair. There are a number of small infill sites with the potential for new development that can improve the character of the area as a gateway to the San Leandro's shoreline.

Rehabilitation and updating of some of the older “motel-style” apartment buildings west of Aurora Drive should be pursued.

At Doolittle Drive, the corridor becomes commercial, with a gas station, a fast food restaurant, a small supermarket, and a shopping strip with local-serving uses (Marina Center) on the corner. The block extending from Doolittle east to the Union Pacific Railroad tracks includes a mix of unrelated commercial uses, including several restaurants, a sports bar, small offices, and local service businesses. There are also several small apartment buildings and homes here. This block provides a transition between the industrial area to the east and residential area to the west. It would benefit from façade and other property improvements, signage and streetscape improvements, and a redesign of the street to include wider sidewalks and bring more cohesion to adjacent properties.

Between the railroad and Merced Street, the landscape becomes industrial. The pattern of parcels, structures, and parking areas changes here, with much larger properties, large footprint industrial buildings, and substantial areas used for open storage and outdoor operations. Most of the north side of the street is occupied by Georgia Pacific/ Gypsum LLC and International Paper, while the south side includes warehousing and distribution facilities, a Caltrans Service Center, mini-warehouses, and a small industrial park on Verna Court. Higher-value commercial uses, including banks and restaurants, and small office buildings, are located at the Merced/Marina intersection.

The section of Marina Boulevard between the Union Pacific Railroad and Merced Street has been designated as “Industrial Transition” on the General Plan Map. This designation allows existing industrial uses to continue operating under similar zoning rules as they have had in the past, while creating opportunities for new uses that capitalize on the location of this corridor as a major connector between I-880 and the Shoreline. The value of improvements on some of these properties is quite low, while land values are high, creating conditions favorable for redevelopment.

The corridor is envisioned as a possible location for professional and/or medical offices, retail uses, restaurants, hotels, as well as higher value industrial and tech uses. Housing is not considered an appropriate use in this area, nor along Merced Street between the Bonaire and Davis West neighborhoods. Ideally, future uses will take advantage of the LIT San Leandro fiber optic network, and bring high quality jobs to the city. The transformation of the corridor is expected to be gradual. Public





investment in streetscape and landscaping improvements can help facilitate private investment.



catalyst for the revitalization of the western Marina Boulevard corridor. Both large single tenant uses and smaller multi-tenant retailers are encouraged here. Larger buildings should be located nearer to the freeway, with architectural elements and massing used to minimize the freeway's presence on the interior of the complex.

The Kaiser Permanente Medical Center itself is expected to continue to expand during the lifetime of the General Plan. The new complex

currently includes a 436,000 square foot (264 bed) hospital and 275,000 square foot hospital support building, as well as parking and utility areas.



Future phases may add 375,000 square feet of space, including a 175,000 square foot (120 bed) hospital expansion and two 100,000 square foot office buildings, along with a parking structure. However, Kaiser's Development Agreement provides the flexibility for other uses in lieu of medical offices, including retail and commercial activities.

To the east of I-880 and west of Alvarado Street, the existing land use pattern along Marina Boulevard is fairly well established. Marina Square will be retained and improved as a retail destination, while adjacent properties will be sustained as the city's Auto Mall. More intensive job- or sales-generating activities on some of the larger sites could be considered in the future.

East of Alvarado Street, there are a number of development opportunities. On the north side of Marina Boulevard, there is a fast food restaurant and a 6-acre vacant light industrial site with frontage on Marina Boulevard, extending north to Castro Street. On the south side of Marina Boulevard, there are commercial infill development opportunities adjacent to the railroad. Again, this is a major gateway and transition zone between the Marina corridor and Downtown San Leandro. High-quality architecture, signage, landscaping, and streetscape features are desired to create a more attractive environment, with retail frontage along Marina.

Alvarado Street north of Marina includes a number of deep, narrow parcels with a mix of residential and industrial uses. This mixed industrial-residential pattern also extends along Castro Street and Williams Street. Single family homes sit side by side with automotive repair shops, metal foundries, and similar uses in this area, with little or no buffering. Most of the homes in this area date from the early 20th century, and some are in poor condition. The commercial and industrial uses are generally concrete block buildings or metal barns with few architectural details. Along the railroad, substantial areas are used for the storage of wood palettes, scrap items, and vehicles. Although many of the businesses are viable, the area conveys a negative visual impression.

Future development in the Alvarado Street corridor (between Marina Boulevard and Williams Street) should phase out the land use conflicts that now exist and improve overall visual quality. The older homes could be restored, converted to offices, or relocated to more suitable sites. Replacement of blighted industrial structures with more attractive and well landscaped buildings will be encouraged. As in the area closer to BART, new uses that take advantage of the BART station's proximity, consolidate small parcels, and improve land utilization should be promoted.

*Please consult the following policies and actions for additional guidance on the Marina Boulevard Corridor: Action LU-7.6.C (Marina Boulevard West), Policy LU-7.12 (Alvarado St), Policy 8.12 (Marina Blvd Corridor), Action 8.12-A (Estabrook St), and Policy LU-9.5 (Gateway Improvements).*

## **G. MACARTHUR CORRIDOR**

MacArthur Boulevard extends from the Oakland border south for approximately a mile on San Leandro's northeast side. During the first half of the 1900s, MacArthur was the primary highway linking the Central East Bay with the Livermore Valley and points east. Some of the automotive businesses and storefronts along the street are remnants of that era.

Construction of the I-580 freeway in the 1960s changed the character and function of the street and rendered many uses along MacArthur obsolete. Bypassed by Interstate 580, the northern half-mile of the street experienced a period of general decline and disinvestment. The southern half-mile became a freeway frontage road, with commercial uses along the west side and an engineered freeway wall on the east. In both areas, the

variable condition of the commercial areas stands in contrast with adjacent residential neighborhoods, which have retained their consistently high quality. The MacArthur Corridor is the primary local commercial area serving Bay-O-Vista, Broadmoor, and Estudillo Estates, San Leandro's highest-income neighborhoods.

Plans for revitalizing the corridor date back to the 1980s. In 1991, the City adopted the North Area Plan, including land use recommendations for MacArthur Boulevard. A decade later, the City adopted a MacArthur Streetscape Plan, identifying improvements to make the street more pedestrian-friendly, and stimulate revitalization of the commercial areas. The improvements were subsequently implemented and a number of properties were upgraded. Between 2000 and 2010, residential infill projects were constructed on several sites, including Cherry Park Square and Greenbrier Court (former Evergreen Nursery).



The vision for the corridor laid out in the North Area Plan is now 25 years old and should be revisited. Some aspects may still be relevant, while others need updating. An action item in this General Plan calls for an updated study of development opportunities and plans for MacArthur, based on community input and a more careful assessment of existing conditions and market demand. The General Plan provides a framework to begin that process.

At the present time, the land use pattern between Dutton and Joaquin Avenues is fairly well established. There may be opportunities to modernize some of the individual properties along this segment, encourage more active ground floor retail uses, and update the Rite-Aid Shopping Center. Opportunities to make San Leandro Creek a more evident and accessible feature of the landscape in this area should be explored. The remaining streetscape improvements should be completed as planned.

The segment of the corridor between Dutton and Superior Avenue is most problematic, due to the location of I-580 off-ramps and frontage roads, and

the numerous angled intersections with north-south residential streets. The blocks in this area contain churches, small office buildings, single story retail stores built to the streetfront, and auto service uses. A number of the commercial buildings are vacant or underutilized. Efforts to revitalize businesses on this section of the corridor should be continued. This segment is best suited for commercial uses with low traffic generation and parking demand, given access and site constraints. Reconfiguration of the intersection at MacArthur Boulevard and Superior Avenue is planned.

The segment between Superior Avenue and Durant Avenue holds the greatest potential for improvement. Streetscape improvements, including curb extensions and bike lanes, have been added to encourage reinvestment. There is a large amount of underutilized land in the triangle block formed by Foothill, MacArthur, and Victoria. This area has the potential for townhomes, multi-family housing, or mixed use development with housing above retail uses facing MacArthur. Several small parcels on the segment between Victoria and Broadmoor are vacant or contain vacant storefronts with the potential for new uses. Retail, office, mixed use, and other commercial uses would all be appropriate here. Entirely residential projects also are acceptable on these blocks.

The short block between Broadmoor Boulevard and Durant Avenue is especially well suited for more active sidewalk-facing retail uses, restaurants, and local services, given the existing building pattern and urban form. This is also a major gateway into San Leandro.

New construction along the northern MacArthur corridor should create more cohesion between buildings, close the gaps in the street wall, and be sympathetic to the area's historic form and scale. The goal is to create a "Main Street" environment in which people can comfortably walk to businesses and shops. Updated design guidelines should be prepared and implemented as new development takes place.



*Please consult Policy LU-8.11 and related action LU-8.11.A for additional guidance on the MacArthur Corridor.*



## H. MID-WASHINGTON CORRIDOR

Washington Avenue stretches more than three miles from the Downtown San Leandro Plaza south to San Lorenzo Creek. The street was initially developed in the 1850s as a plank road linking San Leandro to a wharf in San Lorenzo. It later became a major thoroughfare between the north and south sides of the City and is now the primary gateway into Downtown from the Floresta and Washington Manor areas. Although the entire length of the street warrants close attention, the Focus Area is limited to the roughly one mile section between San Leandro Boulevard and Halcyon Drive (“Mid-Washington”). More than any other part of the street, this section has the greatest potential for change and the most extensive opportunities for improvement.

This section of Washington Avenue is presently characterized by a mix of commercial services, light industrial uses, and two major industrial anchor sites— Ghirardelli Chocolate on the north and the soon to be vacated Kraft/ Heinz on the south. Existing uses on the corridor include a



trucking company, brick and stone sales, marine supplies, RV rentals, a furniture store, mini-warehouses, a lumberyard, a commercial print shop, and several auto body and paint shops. Mid-Washington is particularly important as an automotive services district, with many auto parts, repair, body shop, and service businesses clustering in this location. The area functions well as a location for commercial services that would not be appropriate Downtown, in neighborhood shopping centers, and along the city's mixed use boulevards.





Despite its functionality, the Mid-Washington corridor would benefit from reinvestment and aesthetic improvements. The street handles high traffic volumes and serves as a major connector and city gateway. North of 143<sup>rd</sup> Avenue, travel lanes have been reduced and the street has been improved with bike lanes, medians, landscaping, and newer utility poles. South of 143<sup>rd</sup>, the street is more utilitarian and there have been few improvements in the last 20 years.

The southern end of the corridor is home to a 27-acre Kraft/Heinz food processing facility. In 2015, Kraft announced the facility would be closing, leading to the loss of 130 jobs. While there are no pending plans for the site, future uses should aim for more economically productive activities. This is one of San Leandro's largest industrial properties and its current employment density (less than 5 employees per acre) is far less than it could be. Future options could include reuse of the existing facility, replacement of the facility with new industrial, office, or tech uses, or replacement with an entirely new use that would require a General Plan Amendment. Further study and community input may be necessary to evaluate options for the site.

A variety of zoning districts apply in the Mid-Washington corridor. The zoning pattern does not appear particularly logical given the mix of uses, and contributes to the eclectic character of the area. The "core" parcels between the railroad underpass and the active Union Pacific tracks were historically zoned Community Commercial, despite a prior General Plan

designation of Light Industrial. The 2035 General Plan applies an Industrial Transition designation to these properties, recognizing the existing pattern and accommodating a diverse mix of uses in the future. The area may continue on its current path as a heavy commercial area, or it may trend toward technology, light industrial, or higher value commercial uses. Housing is not considered an appropriate use on the corridor due to the potential for conflicts with industrial uses and the ingress and egress constraints along the street.

Improving the corridor's visual quality and continuity should remain a priority. Design standards should ensure that new buildings are attractively designed and landscaped, and that outdoor storage areas are well screened. Additional public improvements, such as tree planting, banners, billboard removal, landscaping, and the undergrounding or redesign of utilities should also be pursued here. Marketing of this area as a distinct business district themed around particular products (auto, construction, food processing, furniture, etc.) is also encouraged. Given the proximity to residential areas, new activities that generate large amounts of truck traffic should be discouraged here.

The proposed East Bay Greenway crosses the northern part of this corridor, using the Union Pacific Railroad right of way. This is one of the few grade-separated crossings in San Leandro, and its conversion to a bikeway and greenbelt creates intriguing possibilities for Mid-Washington. The trail could remain as a "bridge" over Washington, with bicycle and pedestrian connections added to reach Washington Avenue on each side. Alternately, the "tunnel" could be removed, a grade-level crossing could be established, and Washington could be reconfigured as a

boulevard. While this approach would be more expensive and perhaps less desirable for bicycle connectivity, it would significantly change the character of Washington as it approaches San Leandro Boulevard and create new development and investment opportunities on adjacent sites. Continued study of alternatives is recommended.

*See Policy LU-7.11 for additional guidance on the Mid-Washington Avenue corridor.*



# BEYOND THE CITY LIMITS: SAN LEANDRO'S PLANNING AREA

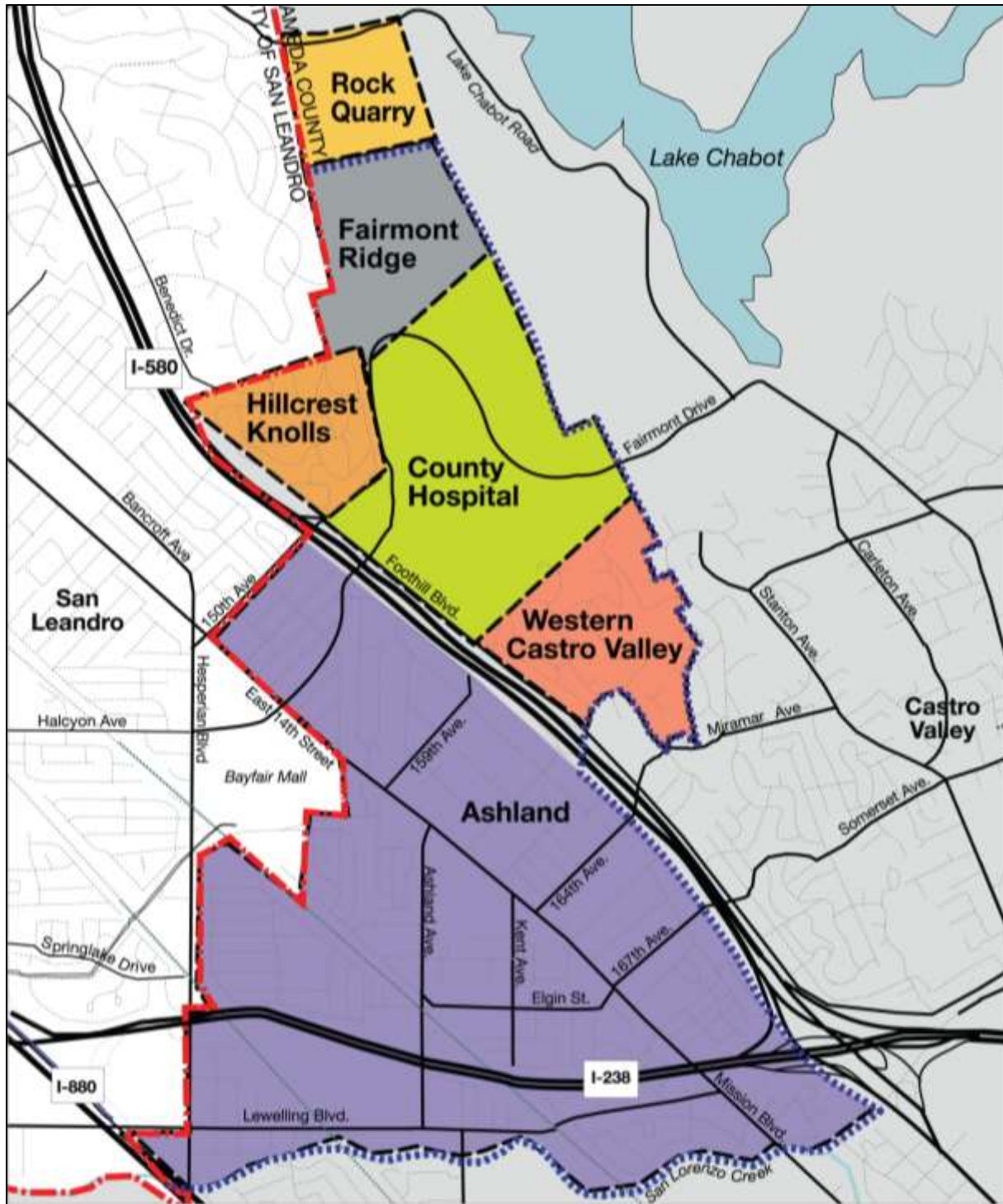
## A. OVERVIEW

Development outside the City limits has the potential to significantly affect San Leandro neighborhoods and business districts. This is especially true in the area sometimes referred to as “unincorporated San Leandro,” located east and southeast of the City. Many residents and businesses in this area—which includes Ashland, Hillcrest Knolls, the County Hospital complex, and a small portion of Castro Valley—have San Leandro addresses and use San Leandro services and community facilities.

The Alameda County Local Agency Formation Commission (LAFCO)—the County Commission charged with reviewing proposals for annexation—has designated these communities as San Leandro’s *sphere of influence*. The sphere is defined by the California Government Code as the “probable ultimate physical boundaries and service area” of a city. Cities are empowered by the State to consider these areas and other unincorporated areas that bear relation to the city’s future in their general plans. In theory, this provides cities with a means of shaping the future of areas they will eventually annex.

The inclusion of Ashland and western Castro Valley in San Leandro’s sphere dates back to the early 1960s when the Alameda County LAFCO was first created. At that time, San Leandro was operating under a General Plan that called for the annexation of more than four square miles to the east and southeast of Bayfair Center (then known as Bayfair Mall). The 1958 General Plan envisioned City limits that would eventually extend south beyond Highway 238 to Hayward, and nearly as far east as the present-day Castro Valley BART Station. More than 41,000 residents were ultimately envisioned for this area.





Source: San Leandro General Plan Update, 2002; PlaceWorks, 2016.

- - - City Limit
- . . . . . Sphere Boundary
- - - Within Planning Area but outside Sphere



Figure 3-7  
Unincorporated San Leandro Planning Area

## In A Nutshell...

### The Unincorporated San Leandro Planning Area

The San Leandro Planning Area includes three-square miles of unincorporated Alameda County located to the east and southeast of the City. Although this area is beyond the City limits, its development has the potential to affect San Leandro neighborhoods and business districts.

State law provides the City with the authority to advise the County on its vision for this area through the General Plan. Accordingly, this section of the General Plan establishes the following objectives:

- Work collaboratively with the City of Oakland and Alameda County to address land use, transportation, public safety, and other issues of mutual concern along and beyond the San Leandro City boundaries.
- Implement Measure D (November 2000) Urban Growth Boundary requirements.
- Participate in the review of development and capital improvement proposals for the San Leandro sphere of influence, including Ashland, Hillcrest Knolls, Fairmont Ridge, the County Hospital, and western Castro Valley.
- Support the continued improvement and beautification of the Ashland District, particularly along East 14th Street.
- Revitalize the County portion of the Bay Fair TOD area to complement the City's portion and ensure that the area functions as a unified and cohesive transit-oriented district.
- Maintain Fairmont Ridge as open space, conserving its unique ecological features while minimizing wildfire hazards and supporting passive recreational improvements such as trails.
- Actively participate in long-range planning for the County Hospital properties.
- Conserve the rural-residential character of the Hillcrest Knolls area.
- Promote the preservation of historic resources in the Four Corners area (northeast of Lewelling and Hesperian).





For a variety of reasons, these areas were never annexed and continued to develop under the jurisdiction of Alameda County. Most public services, including planning and building, are still provided by the County today. Special districts provide community services such as wastewater treatment and education. The area has grown steadily over the past 40 years, transforming from a semi-rural area of greenhouses, nurseries, and postwar subdivisions into a more urban and diverse community. In 2015, Ashland had a population of about 23,000, while the portion of the sphere east of I-580 had a population of less than 5,000.

The communities comprising the San Leandro sphere of influence are shown in Figure 3-7. The sphere boundary has been amended only once since 1963, when a portion of Castro Valley was removed in 2002. Although San Leandro has no plans to annex Ashland or western Castro Valley, these areas remain of interest to the City.

The following sections of the Plan identify the City's current concerns and strategies for unincorporated San Leandro. Because primary planning authority in these areas rests with the County, the discussion is more generalized than that for land within the City limits. The Alameda County General Plan, along with the County Area Plans and Specific Plans that cover these areas, should be consulted for further information and guidance.

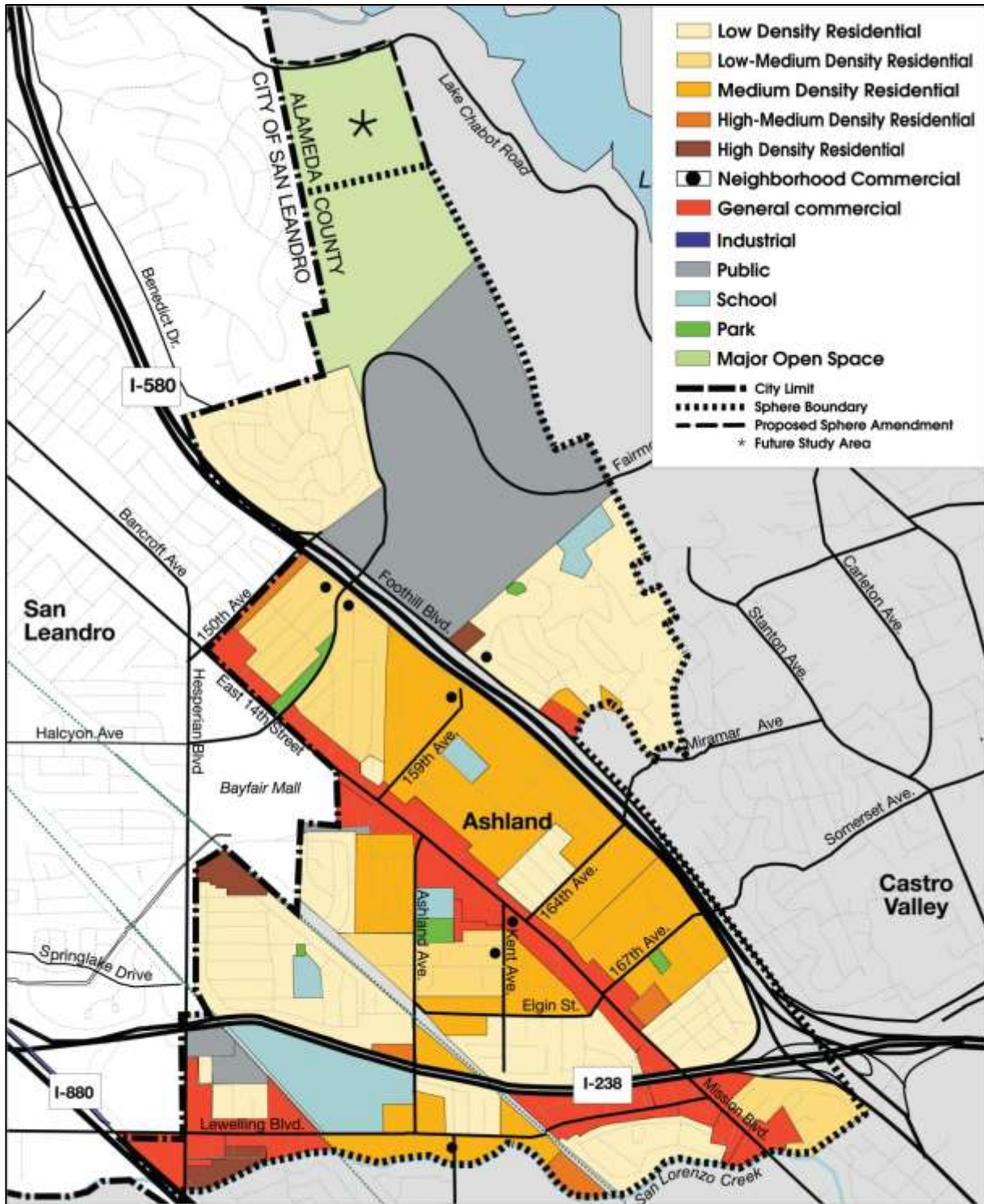
Figure 3-8 presents the Land Use Plan for the San Leandro sphere of influence. The Plan reflects the County designations depicted in the Eden Area Plan (for Ashland), the Castro Valley Area Plan (for Hillcrest Knolls, the Fairmont Campus, and Western Castro Valley), and the Ashland-Cherryland Business District Specific Plan. Most of the General Plan designations for these areas reinforce existing patterns of land use. The emphasis is on infill and redevelopment rather than outward expansion of the urbanized area. No changes to the County's designations have been proposed by the City.

The City has no planning jurisdiction over unincorporated San Lorenzo or the City of Oakland. However, development in these areas may impact San Leandro as much (or even more) than development in the City's sphere of influence. The Cities of San Leandro and Oakland have been working for several years to address issues of mutual concern, strengthen the bonds between the two communities, and jointly plan for areas along their common borders. These collaborations should continue in the future.

## B. ASHLAND

The unincorporated community of Ashland occupies the triangular-shaped area bordered by Hesperian Boulevard / Bayfair Center on the west, San Lorenzo Creek on the south, and I-580 on the east. The community's lot and block pattern reflects its origins as an agricultural center. Many of the parcels were initially subdivided as small farms, orchards, and nurseries in the 1920s. With the completion of freeways in the 1950s and 1960s, the area became more suburban in character. Some of the housing consists of 1950s-era tracts similar to those in San Lorenzo and Washington Manor. Other parts of the area were developed to County standards, with large lots, narrow streets, and no sidewalks or curbs. Some of the older housing is in poor condition and is in need of rehabilitation.

Ashland also has several large pockets of higher density housing. Two and three-story apartment blocks, many dating from the 1960s, are located east of East 14th Street between 159th and 165th Avenues. Pockets of higher density housing also exist along Ashland Avenue and San Lorenzo Creek. The quality of this housing is extremely variable. The City of San Leandro is particularly interested in County programs that improve blighted residential properties and address safety and security issues in Ashland.



Source: San Leandro General Plan Update, 2002; PlaceWorks, 2016.

*Note: Designations are generalized only, and are based on Area Plans for Eden and Castro Valley. These plans should be consulted for further detail. The City is proposing no changes to the County designations.*



Figure 3-8  
Unincorporated Area Land Use Diagram

Commercial uses in Ashland are generally located along East 14th Street and Lewelling Boulevard. The East 14th “strip” includes a large number of car dealerships and auto service uses, while Lewelling contains a mix of retail, service, office, and residential uses. Some of the commercial properties are vacant or underutilized and have been identified by the County as infill development sites.

The Ashland area includes San Lorenzo High School, a handful of elementary schools, parks and public uses, and a few light industrial uses along the Union Pacific railroad. Ashland also includes the original center of Eden Township, located to the northeast of Lewelling and Hesperian Boulevards (“Four Corners”). Although little remains of the old town, there are a number of homes dating from around 1900 as well as a historic cemetery and church. Preservation of these resources and additional recognition of their historic significance would be desirable and would complement San Leandro’s own historic preservation efforts.

A General Plan for the Eden Area, which includes Ashland, was adopted by Alameda County in 2005. The Plan is intended to guide land use and development decisions through 2025. The Eden Area Plan also covers San Lorenzo, Hayward Acres, and Cherryland, which are not in the San Leandro sphere of influence.

An update of the Eden Area Plan was completed in 2009, including changes to ensure consistency with the County Housing Element. The Plan aims to increase livability, provide diverse housing choices, create a comprehensive transportation network, and expand park and recreation resources. ABAG’s projections for unincorporated Ashland indicate a gain of approximately 1,900 households and 2,900 jobs in the area between 2010 and 2040. Most of this development will occur along the East 14<sup>th</sup> Street/ Mission Boulevard corridor.

The Eden General Plan designates most of Ashland for residential uses. Most of the area south and west of the BART line is designated as Low Density Residential (0-9 units per acre). Low-Medium densities (7-12 units per acre) are mapped along 150<sup>th</sup> Avenue and Fairmont Drive, and along Ashland Avenue. Much of the area east of East 14<sup>th</sup> Street from Mono Avenue eastward to 168<sup>th</sup> Avenue, is designated for Medium Density Residential, with densities between 10 and 22 units per acre. The highest allowable densities are located on the unincorporated portion of the Bay Fair BART parking lot, where 86 units per acre is permitted.



### In a Nutshell...

## Making Ashland A Healthier Community

Alameda County recently expanded the County General Plan to specifically address public health conditions in Ashland and Cherryland. Data from the Census and the County Health Department indicates that this area has higher rates of poverty, obesity, heart disease, asthma, and early mortality than other parts of Alameda County. In December 2015, the County Board of Supervisors adopted a Health and Wellness Element for Ashland and Cherryland. The Element identifies goals, policies, and actions to address how land use and building policies can support health, social equity, and environmental justice within these communities.

The Health and Wellness Element is based on principles of equity, accountability, collaboration, diverse participation, and the development of local assets. It includes a profile of resident health in the Ashland area and a capacity evaluation of the service delivery system. Its policies and actions are organized under ten broad goals addressing health and social services, public safety, land use and housing, exposure to toxins, substance abuse, economic opportunity, safe transportation and transit, healthy food access, parks, and sustainability.



A “General Commercial” corridor has been mapped along East 14<sup>th</sup> Street, and on most of Lewelling Boulevard. However, large portions of Lewelling Boulevard east of Ashland Avenue are designated for multi-family housing. Residential “overlays” have been adopted for the commercial corridors to encourage housing as a secondary use above commercial buildings. The Plan aims to strengthen the intersection of East 14<sup>th</sup> Street and Ashland Avenue as a “district,” and also revitalize the Four Corners area at Hesperian and Lewelling, immediately adjacent to San Leandro.

Ashland is also covered by a Specific Plan for the Ashland and Cherryland Business District adopted by Alameda County in 2015. The Specific Plan supplements the Eden Area General Plan by providing an updated Development Code, an infrastructure plan, a mobility and parking plan, and an implementation and financing plan for specific improvements. The Plan covers a 246-acre area roughly encompassing East 14<sup>th</sup> Street/Mission Boulevard between San Leandro and Hayward, and Lewelling Boulevard between Hesperian and Mission Boulevards. The purpose of the Specific Plan is to foster economic revitalization on the corridor and provide a framework for public and private improvements. The Plan envisions the corridor as a place for higher intensity uses, with improved edge conditions where these uses transition to adjacent single family neighborhoods.

The Specific Plan includes guidelines and prescriptive standards for a number of sub-areas, several of which abut San Leandro. These include the Bay Fair Corridor, which extends from 150<sup>th</sup> Avenue (e.g., the San Leandro city limits) east to 159<sup>th</sup> Avenue; and the Four Corners District, which is located on the east side of Hesperian south of Highway 238. A vision has been developed for each area, focused on the redevelopment of key opportunity sites, pedestrian and bicycle improvements, and public realm improvements.

On the Bay Fair (East 14<sup>th</sup>) Corridor, the Specific Plan focuses on public safety and streetscape improvements, and creation of a transit-oriented district with buildings of up to four stories in height. The Bay Fair TOD Specific Plan effort now underway will address land use and urban design issues along the edges between San Leandro and Ashland in the East 14<sup>th</sup> Street area. At Lewelling/Hesperian, the Specific Plan focuses on commercial revitalization, envisioning the area as a retail destination. The Plan allows buildings up to five stories in height and also allows temporary uses of vacant parcels and structures.



The County presently refers major development proposals or plans for the Ashland area to the City of San Leandro for review and comment. This practice should continue in the future. San Leandro is particularly interested in the impacts of proposed development on traffic and public services, including schools. Additional long-range planning by and for the Ashland community is strongly encouraged by the City.

### C. HILLCREST KNOLLS/FAIRMONT RIDGE

Hillcrest Knolls is a residential area of about 350 homes located adjacent to the San Leandro City limits on the east side of I-580. The population was about 1,100 in 2015. The area is characterized by narrow, winding streets, hilly terrain, and single family homes in a country setting. The area is mostly built out, with some potential for infill housing. In 2012, land use policies and maps for Hillcrest Knolls were transferred from the Eden Area General Plan to the Castro Valley Area General Plan. The area has a “Hillside Residential” General Plan designation, which allows up to 8 dwelling units per acre.

Fairmont Ridge consists of a large open hillside to the east of the Bay-O-Vista neighborhood. The ridge is an important visual resource for San Leandro and provides a picturesque backdrop for much of the City. Most of the land was acquired by the East Bay Regional Park District in the early 1990s. The land is designated as open space by the County General Plan and there are no plans for additional development there. Due to its steep slopes, visual sensitivity, and ecological resources, the ridge is envisioned as a conservation area rather than an area for active recreation. The City supports plans for trails and staging areas on the site, and continued management to reduce fire hazards and protect natural resources.

At the south end of Fairmont Ridge, the 204-acre County Hospital complex includes a campus of public buildings along Fairmont Drive and Foothill Boulevard. These buildings include the County Medical Center, juvenile justice center, animal shelter, maintenance facilities, traffic hearing offices, and health care and behavioral health care facilities. The County General Plan designates these areas for Public Facilities. However, much of the area is undeveloped and approximately 30 percent of the land is unsuitable for structures due to its proximity to the Hayward Fault. The 2012 Castro Valley General Plan recommended that a Master Plan be prepared for the County Hospital complex to guide future building, programming, open space, and circulation decisions.



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## D. WESTERN CASTRO VALLEY

Western Castro Valley includes the area along the east side of Interstate 580 from the County Hospital to approximately Miramar Drive. As noted earlier, the San Leandro sphere was contracted in 2002 to eliminate lands south of Miramar Drive. The portion of the sphere in San Leandro includes several hundred single family homes on winding hillside streets, offices and multi-family housing along Foothill Boulevard, and the James Baldwin Academy School.

Land use decisions in this area are governed by the Castro Valley General Plan, which is part of the Alameda County General Plan. A Plan Update took place between 2004 and 2012, with maps and policies revised to reflect the current planning context and setting. The 2012 Plan reflects the Measure D Urban Growth Boundary and implements Alameda County Housing Element policies.

Certain goals of the Castro Valley Plan, such as the preservation of defining natural features, improved access to schools and parks, safer streets, and protection of small town character, are particularly relevant in this area. Similarly, the priorities stated in the Castro Valley Plan—such as hillside preservation, elimination of billboards, streetscape improvements, property maintenance, and better residential design standards—also are relevant. Residential development potential in this area consists mostly of vacant lots and large lots with the potential to be divided. There are a few larger vacant sites off of Strang Avenue and

Gramercy Drive. These are designated Hillside Residential, with densities up to 8 units per acre.

The City will continue to participate in the review of major development and transportation proposals in this area in the future, along with other changes that could affect services and infrastructure in San Leandro.

## E. FORMER SAN LEANDRO ROCK QUARRY

The former San Leandro Rock Quarry is located immediately east of the city limits on the south side of Lake Chabot Road. The Quarry was established in 1886 and provided high quality rock and construction material to communities throughout the East Bay for 100 years. In 1986, the Quarry was closed; the 58-acre site was graded and terraced, and a series of flat areas, benches, and engineered slopes was created. The portion of the site closest to the City limits was later developed as a golf driving range, while the rest of the site remained undeveloped.

During the 1990s, several development proposals were made for the Quarry site, each combining single family housing and open space. The proposals generally called for single family homes on the flatter portions of the site and open space conservation on the steeper slopes. Extensive geologic investigations were made and several environmental impact reports were prepared. However, neighborhood concerns over the visual impacts of development on nearby parklands and developer concerns over geologic hazards presented obstacles to the Quarry's reuse.

In November 2000, Alameda County voters approved Measure "D." The Measure established an Urban Growth Boundary (UGB), with strict limits on parcel sizes and land uses for properties beyond the boundary. The Rock Quarry site is located outside the UGB, limiting its potential for future development. The County General Plan designates the site for open space uses, with a corresponding Agricultural zoning designation. At this point in time, City and County General Plan Amendments and a Measure D vote would be required to permit subdivision of the site into developable parcels.