Draft
Environmental Impact Report

San Leandro General Plan Update

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I. INTRODUCTION

This Environmental Impact Report (EIR) describes the environmental consequences of adopting the proposed San Leandro General Plan. The report has been prepared by the City of San Leandro (the ALead Agency≅) pursuant to all relevant sections of the California Environmental Quality Act (CEQA).[1] It is intended to inform City officials, responsible agencies, and the public of the proposed Plan=s environmental effects.[2] The EIR is intended to publicly disclose those impacts that may be significant and adverse, describe possible measures which mitigate or eliminate these impacts, and describe a range of alternatives to the project.

BACKGROUND

California Government Code Section 65300 requires each city and county in California to adopt a comprehensive, long-range general plan for its physical development. The plan consists of development policies, a land use diagram, and text framing the major proposals. The Government Code requires that General Plans contain seven mandatory elements: land use, circulation, housing, open space, conservation, noise, and safety. Optional elements may also be included in the plan.

The City of San Leandro has consolidated some of the State-mandated elements to eliminate redundancies and establish a more integrated approach to long-range planning. Open Space and Conservation have been merged into an Open Space, Parks, and Conservation Element. Safety and Noise have been merged into an Environmental Hazards Element. The City has also added optional elements relating to "Historic Preservation and Community Design" and "Community Services and Facilities."

Once adopted, the new General Plan will replace San Leandro's 1989 General Plan. The new Plan has a horizon year of 2015. Unless otherwise indicated, this EIR evaluates the conditions anticipated in 2015 as a result of the adoption of the Plan and the implementation of its policies and action programs.

[1] *CEQA Guidelines define the ALead Agency≅ as the public agency that has the principal responsibility for carrying out or approving a project. The City of San Leandro is the Lead Agency for preparation of this EIR.*

[2] *CEQA Guidelines define AResponsible Agencies≅ as those which have discretionary approval power over aspects of the project for which the Lead Agency has prepared an EIR.*

GENERAL PLANS AND CEQA

The adoption of a general plan or a general plan amendment constitutes a Aproject≅ under CEQA. However, since general plans are by their very nature Ageneral,≅ CEQA recognizes that the level of specificity in the EIR need not be as detailed as an EIR for a specific development proposal. Section 15146(b) of CEQA states that an EIR for a project of this type should focus on the secondary effects that can be expected to follow from adoption. These effects (residential, commercial, and industrial development in various locations within San Leandro) include impacts associated with land use changes, traffic increases, added demands on municipal services, and cumulative long-term changes in environmental quality.

Without specific project information and a development timeframe, it is not possible to adequately address all of the specific impacts that could occur as development consistent with the Plan takes place. Additional environmental documentation will be required to assess the impacts of future development projects which implement the General Plan.

CEQA further requires that an EIR for a general plan amendment (including a Plan Update) describe the significant impacts of the revised policies and map designations *on the existing setting*, even if the amendment would result in a reduced level of impact from the previous plan. Therefore, even where the proposed General Plan reduces the degree of potential environmental impacts associated with growth and change from those anticipated under the current (1989) Plan, these reduced impacts may still be considered significant.

PROGRAM EIR SCOPE AND FORMAT

This EIR has been formulated as a AProgram EIR≅ under the authority of Sections 15143 and 15168 of the CEQA Guidelines. A Program EIR is a CEQA-authorized device that is especially appropriate for addressing the anticipated environmental consequences of City decisions to carry out a new governmental program or adopt new policies or regulations. The Program EIR enables the City to examine the overall effects of the proposed course of action and take steps to avoid unnecessary adverse environmental effects.
The CEQA Guidelines stipulate that a Program EIR may be prepared for a series of related actions that can be characterized as one project. These actions must be related geographically; as a logical part of a sequence; in connection with plans, regulations, or a continuing program; or as individual activities carried out under the same statutory or regulatory authority and having generally similar effects. The proposed General Plan meets all four of these criteria.

A Program EIR may also be used to simplify the task of preparing environmental documents on later projects which may occur as a result of the program. When individual projects are proposed in San Leandro in the future, the City will be required to examine these activities during the normal environmental review process. During that process, this EIR can be used as a reference to determine whether the project=s effects have been already been analyzed to a satisfactory level. Thus, this EIR will provide the basis for:

- determining the level of significant effects associated with subsequent projects;
- presenting information that can be incorporated by reference in the subsequent project-specific EIRs to address cumulative effects, growth-inducing effects, alternatives, and other secondary effects related to the community as a whole; and
- focusing specific project EIRs on more direct impacts (such as school enrollment and local traffic) that are not considered on a site-specific level in this EIR.

If the subsequent project is consistent with the General Plan's policies and would have no effects beyond those analyzed in this EIR, the City could assert that the activities are part of the approved General Plan Update program and therefore no further CEQA compliance is required.

The Program EIR scope includes all environmental issues to be resolved and all areas of controversy known to the City, including those identified by the City in its Initial Study of the proposed action, and those identified by individuals and agencies responding to the City=s Notice of Preparation. The format of the EIR is that prescribed by CEQA. For each topic addressed, the text describes the existing setting, the probable impacts, and suggested mitigation measures. Most of these mitigation measures are included in the proposed project, that is, they are draft policies or actions in the General Plan itself. Additional measures may not currently be included but are recommended for addition to the project to further reduce adverse impacts.

ORGANIZATION OF THE EIR

Pursuant to Sections 15140 and 15143 of CEQA, an EIR should be organized and written in a manner that allows decision makers and the public to understand the material contained in the document. The focus should be on the significant effects of the project on the environment. Accordingly, this EIR focuses on the information necessary to make an informed decision regarding project approval. The EIR is organized into the following sections:

Summary of Impacts and Mitigation: This Summary highlights the significant environmental impacts resulting from the proposed General Plan and lists the mitigation measures needed to reduce the effects to a non-significant level.

I. Introduction: This section explains the purpose of the EIR and its organization.

II. Project Description: This section describes the major recommendations of the proposed Plan and presents quantitative and qualitative data on the project. The text discusses policy changes, map changes, and land use definition changes.

III. Setting, Impacts, and Mitigation: This section presents an impact analysis for all of the topics identified as being potentially affected by the proposed Plan. The following topic areas are addressed:

A. **Land Use**, including land use compatibility issues and the potential effects of the Plan and its associated map changes on long-term land use and development patterns in San Leandro.

B. **Population, Employment and Housing**, including anticipated impacts of the Plan on population, employment, and housing growth; the balance between jobs and housing; and the displacement of housing by new development.

C. **Transportation,** including the effects of project-facilitated land use changes and housing and employment growth on local and regional traffic conditions.

D. **Visual Resources**, including the effect of the Plan on urban design, views, and visual character in San Leandro neighborhoods.

E. **Vegetation and Wildlife**, including the potential vegetation and wildlife impacts of projects facilitated by the new Plan, particularly on sensitive habitats and rare, endangered, or threatened species.

F. **Cultural Resources,** including the impact of the Plan on historic, archaeological, and paleontological resources in San Leandro.

G. **Infrastructure**, including the impact of project-facilitated change on San Leandro's water system, sewer system, and storm drainage system.

H. **Community Services**, including the impact of project-facilitated change on police and fire services, schools, libraries, parks, and solid waste capacity.

I. **Water Quality,** including the impact of project-related development on urban runoff and local water quality conditions.

J. **Geology,** including the relationship of long-range development patterns facilitated by the Plan to local seismic conditions, geologic hazards, and soil resources.

K. **Air Quality**, including the potential air quality impacts of the changes facilitated by the project.

L. **Noise**, including impacts related to the traffic increases projected by the Plan and impacts associated with existing and projected noise sources.

M. **Hazardous Materials,** including the increased risk of exposure to hazardous substances or incidents resulting from project-facilitated development.

IV. Consistency with Adopted Plans and Programs: This section describes the relationship between this Plan and other plans and programs guiding land use and transportation decisions in the San Leandro area, including the County General Plan, the General Plans of adjoining cities, and plans prepared by the Redevelopment Agency, Regional Park District, Airport Land Use Commission, ABAG/ MTC, the Alameda County Congestion Management Agency, and other regional, state, and federal agencies.
V. Alternatives to the Proposed Project: This section compares the project (the Apreferred alternative≅) to

other alternatives, including a Ano project≅ alternative which would leave the current (1989) General Plan in place.

VI. CEQA-Required Conclusions: This section describes the growth-inducing effects of the project, the cumulative effects of this project and others underway in the City and region, and the unavoidable or irreversible impacts of the project. The unavoidable impacts are those that would remain significant even after mitigation measures are applied.

A series of appendices is included at the end of the EIR indicating references, report authors, and other pertinent materials.

A separate document will be prepared for mitigation monitoring purposes. That document will list the mitigation measures included in the EIR and will identify the City departments and agencies responsible for implementing the mitigation measures.

II. PROJECT DESCRIPTION

DEFINITION OF THE PROJECT

The project is the update of the San Leandro General Plan. The updated Plan replaces the 1989 General Plan and introduces new land use designations, goals, policies, and programs for San Leandro's development during the next 14 years. Once adopted, the Plan will supersede all elements of the prior General Plan except the Housing Element, which is being updated on a separate and parallel track.

As stipulated by CEQA, Section 15124, this chapter of the EIR describes (a) the location and boundaries of the San Leandro Planning Area; (b) the basic objectives of the General Plan Update; (c) the specific objectives and principles upon which the Plan is based; (d) the legislative approval required for implementation; and (e) the intended uses of this EIR.

LOCATION AND SETTING

The City of San Leandro is located on the eastern shore of San Francisco Bay approximately 8 miles south of downtown Oakland and 30 miles north of San Jose. The City is defined by the Bay on the west, San Lorenzo Creek on the south, the crest of the East Bay Hills on the northeast, and other urban areas on the north and southeast. The City of Oakland adjoins the City to the north. The unincorporated communities of Ashland and San Lorenzo adjoin the City to the south and southeast. Regional location is shown in Figure II-1.

The City includes approximately 13 square miles of land and another two square miles of water. Most of the land area consists of a flat plain with a prevailing grade of less than one percent. However, the easternmost part of the City is hilly, with elevations rising to 526 feet and some slopes exceeding 50 percent. A number of creeks and drainage channels cross the City. Most drainage courses have been altered by development and flood control projects. The character of the community is urban or suburban, with very little undeveloped or open land within the City limits. The major exception is a large wetland area along the southwest shoreline, generally known as the San Leandro Shoreline Marshlands. Urban habitat, including residential lawns, street trees, and parks, exists throughout the City.

San Leandro had a population of about 79,400 in 2000 and accommodated about 47,000 jobs. The City contains a wide range of residential, commercial, industrial, public, and open space land uses. In 2000, the overall average residential density in the City was 9.6 units per acre. About two-thirds of the housing stock consisted of single family homes, most constructed between 1940 and 1960. Industrial uses are concentrated in the western and central parts of the City, while commercial uses typically occur along major transportation corridors and around freeway interchanges. The City is served by three major freeways (I-880, I-580, and I-238), two BART stations, and is approximately one mile from Oakland International Airport.

Insert Figure II-1: regional location

The focus of the General Plan is the area within the San Leandro City limits. However, pursuant to State law, the document also addresses land uses within a larger "Planning Area" which includes the San Leandro sphere of influence and a former rock quarry site adjacent to the City limits in unincorporated Alameda County. The 3.5-square mile sphere of influence includes the unincorporated community of Ashland as well as a portion of Castro Valley. Because these areas are already developed, the Plan generally defers to the Alameda County General Plan on land use map designations and policy matters in these areas.

A comprehensive description of the natural and built environment in the City is provided in the "Setting" section under each topic heading in Chapter III of this EIR.

PROJECT CONTEXT

California law requires every City and County to adopt a General Plan for its long-term physical development. The Plan must be comprehensive, long-range, and internally consistent. The State requires that each Plan address at least seven topics or Aelements≅ (land use, transportation, housing, open space, conservation, safety, and noise). Local governments can use their discretion as to how to organize and present these elements. They may also add optional elements that address issues of local importance.

The first San Leandro General Plan was prepared in 1958. The Plan consisted of a simple poster-sized land use map, accompanied by a technical report containing statistics and projections for the future. The 1958 Plan envisioned that the City would annex Ashland and parts of Castro Valley, increasing the City's area to 18.5 square miles and enabling its population to grow to almost 150,000. In fact, the City has annexed very little land after 1958 and experienced a relatively modest rate of population growth, with the number of residents growing from 66,000 in 1960 to 68,000 in 1990. More significant population growth took place during the 1990s, primarily as a result of larger household sizes.

Subsequent General Plans for San Leandro presented less ambitious growth scenarios. The City last updated its General Plan in the late 1980s, adopting a new Plan on March 20, 1989. That Plan did not follow the traditional California "element" format and instead was organized into three major policy areas: Fiscal Issues, Environmental Issues, and Development Issues. The Environmental Issues section addressed state-mandated Safety, Noise, Open Space, and Conservation Element topics. The Development Issues section addressed state-mandated Land Use, Transportation and Housing Element topics as well as optional Public Facility topics.

The Land Use Diagram contained in the 1989 Plan did not use conventional land use categories with associated density and intensity ranges. Rather, land was mapped based on its potential for change. Narrative text in the Plan described the types of uses contemplated in those areas where change was expected.

The 1989 Plan's Land Use Diagram identified "Major Change," "Trend Change," and "No Change" areas. Six "Major Change" areas were identified: Roberts Landing, the San Leandro Rock Quarry, the former City Corporation Yard, the area south and west of the Downtown BART Station, the West Davis industrial area,

and Peralta Avenue. The Plan did not prescribe specific uses for these areas but described the factors to be considered when making land use decisions within each area.

The "Trend Change" areas identified in the 1989 Plan included commercial strips, Downtown, the Bayfair area, and older industrial areas. These areas were acknowledged to be in transition as a result of social and economic pressures. The text provided general guidance for reviewing changes in use within each area. The "No Change" areas were those where the existing land use pattern was expected to remain in place for the long-term. These areas were acknowledged to be dynamic, but the emphasis during future years would be on conserving existing uses and ensuring that infill development was compatible with the existing pattern.

In early 1999, the City initiated an update of the 1989 General Plan. Regional economic and development trends had raised new land use issues in the City. The data on which the 1989 Plan was based was becoming outdated, and several of the "major change" areas had been developed or were pending redevelopment. City leaders acknowledged that the principles guiding the 1989 Plan might be shifting as new residents and businesses arrived in the City during the 1990s. There was strong interest in providing an inclusive update process in which many residents could participate.

In January 1999, a survey was distributed to 30,000 households to identify the issues and priorities to be addressed by the updated Plan. A Town Meeting was conducted to solicit additional input. In March 1999, the City Council appointed 59 San Leandro residents and business representatives to serve on a General Plan Advisory Committee (GPAC).[1] The GPAC developed a vision statement for the General Plan and strategies and concepts for areas of the City where land use changes were expected. The GPAC also became a sounding board for issues requiring broader community input, and a forum for reviewing subcommittee policies and proposals.

Most of the GPAC's work was conducted at the subcommittee level. A total of seven subcommittees were created, with four subcommittees meeting from April 1999 to July 2000 (Phase One), and three subcommittees meeting from November 2000 to June 2001 (Phase Two). The Phase One subcommittees addressed Business and Industry, Residential Neighborhoods, Transportation, and Community Services and Facilities issues. The input from these committees forms the core of the Land Use, Transportation, and Community Services and Facilities Elements of the new Plan. The Phase Two subcommittees addressed Environmental Hazards (e.g., Safety and Noise), Open Space/Parks/Conservation, and Historic Preservation/ Community Design. The input from these committees forms the core of the correspondingly-named elements.

Additional opportunities for public input were provided at a General Plan "Fair" in November 1999, three community workshops in January 2001, periodic City Council work sessions, and a number of focused town meetings or workshops addressing particular areas of the City. In January 2001, the City conducted a mass mailing to all 42,000 households and business addresses in the City highlighting some of the major proposals

1 The original GPAC included 52 full members and 7 alternates. The alternates were later appointed as full members to replace resigning members. Ten additional members were appointed at a later date to fill GPAC vacancies.

in the Draft Plan. Further opportunities for public input will be provided through the adoption process, with hearings before the Planning Commission and City Council.

A number of interim products were prepared during the course of the Plan update. These included a 340-page *Existing Conditions* Report containing baseline data on the topics addressed by the General Plan, and a number of workbooks and workbook summaries used by the GPAC. The workbooks included an *Options for the Future* Report which asked for feedback on land use alternatives for ten areas of the City. GPAC responses to this report ultimately determined the land use map designations which appear in the Plan. The "alternatives" presented in the Options Report are described in greater detail in a later section of this EIR.

The General Plan Housing Element is being prepared as a separate document but will be formatted to match the rest of the General Plan. Adoption of the Housing Element is projected in early 2002. That document will be subject to a separate environmental review procedure.

Assumptions

Several key assumptions have been made for the environmental analysis accompanying the General Plan and presented in this report. These are outlined below:

- The General Plan uses a horizon year of 2015. Thus, most of the analyses in this document anticipate population, employment, and other conditions that are likely to exist by 2015, given the land use designations and policies contained in the Plan. For consistency with the Alameda County Congestion Management Agency environmental analysis process, the traffic analysis considers regional "background" traffic conditions that are likely to exist in the year 2020. Thus, the EIR presents a more conservative assessment of traffic conditions then what is actually likely by 2015.

- The analyses presume that all vacant, developable land within the City will be developed by 2015 and that some (but not all) underutilized land will be redeveloped.[2] In other words, the analyses presume that the City will reach "buildout" but do not presume that every parcel in the City will be redeveloped to the maximum density or intensity allowed by the General Plan.

- The project assumes the addition of 1,470 households between 2000 and 2015. This exceeds the ABAG Projections 2000 forecast for 2000-2015 by 44 percent and exceeds the ABAG forecast for 2000-2020 by five percent. The assumption is that San Leandro will grow at a faster rate than projected by ABAG as a result of the "smart growth" principles embodied in the Plan as well as new "mixed use" housing opportunities to be encouraged by the Plan.

2 Underutilized land includes land with vacant buildings, parcels with uses that do not match the proposed General Plan designation, and all land which is developed at substantially less than the maximum density or intensity permitted by the General Plan.

- The project assumes the addition of 9,275 jobs between 2000 and 2015. This exceeds the ABAG forecast for 2000-2015 by 80 percent and the 2000-2020 forecast by 35 percent. The assumption is that San Leandro will attract a larger share of the region's projected job growth than is anticipated by ABAG as a result of the land use designations and policies contained in the General Plan.

- Patterns of growth in San Leandro are assumed to be influenced by new local policies which encourage mixed use development along East 14th Street, San Leandro Boulevard, and MacArthur Boulevard; a transit village around the Downtown BART Station; infill and revitalization in the Downtown area; and higher value industrial uses in the West San Leandro and South of Marina Districts. Household and employment forecasts for the traffic "zones" used by the Alameda County Congestion Management Agency have been adjusted to reflect the effects of these policies. For traffic modeling purposes, homes and jobs have been allocated to those zones where growth is encouraged by the new Plan.

- Average household size is presumed to decline from 2.57 in 2000 to 2.55 in 2015. Thus the City's Year 2015 population is projected to be 83,150.

- A number of local and regional transportation improvements will be implemented. These include projects funded by Alameda County Measure B, such as the I-238 widening and the Westgate Parkway extension. The specific transportation projects presumed to be in place by 2015 are identified in Chapter IIIC of the EIR.

Table II-1 summarizes Citywide household, population, and job estimates for 2000 and 2015. The presumed distribution of growth by sub-area is shown in Figure II-2.

Table II-1: Households, Population, and Employment, 2000 and 2015

	2000 (1)	2015 (2)	2000-2015 Increase
Households	31,300	32,770	1,470
Population	79,400	83,150	3,750 (3)
Employment	47,450	56,725	9,275

Notes:
(1) 2000 figures based on Department of Finance for Households, 2000 Census for Population, and ABAG for employment.
(2) These forecasts have been derived independently of the ABAG forecasts, based on General Plan policies, strategies, and Land Use Diagram designations. The forecasts exceed ABAG's projections for the same period by 450 households and 4,115 employees.
(3) Assumes constant household size of 2.55 from 2000-2015. ABAG projects that household size will decrease from 2.55 in 2000 to 2.53 in 2015.

Insert Figure II-2: Distribution of growth by subarea

SUMMARY OF PROJECT

Objectives and Principles

The General Plan outlines a vision for San Leandro's physical development through 2015 and establishes policies and actions which allow this vision to be achieved. The major concepts presented in the General Plan are listed below.

1. *Reinforce and enhance San Leandro's residential neighborhoods.* The General Plan seeks to strengthen residential neighborhoods as the building blocks of community life in San Leandro. Policies and actions strive to establish a stronger sense of neighborhood identity, conserve the City's housing stock, and improve neighborhood "centers" which may include schools, parks, and local shopping areas. The Plan strives to maintain high aesthetic standards within neighborhoods and to protect neighborhoods from negative external forces such as truck traffic and noise. It promotes compatible infill development within neighborhoods, along with home improvements which enhance overall neighborhood quality. Most of the policies and actions supporting this theme are found in the "Residential Neighborhoods" section of the Land Use Element.

2. *Balance the city's traditional economic base with "new economy" uses.* The General Plan seeks to blend San Leandro's traditional economic base, which includes many manufacturing, wholesale, and distribution enterprises, with businesses in the faster-growing sectors of the Bay Area economy. These "new economy" sectors include technology and e-commerce, telecommunication, bio-medical, and foreign trade, among others. The hope is that such uses may be accommodated on "recycled" industrial land in the West San Leandro and South-of-Marina areas. The intent is not to displace or replace existing viable uses, but rather to diversify the City's economy by putting underutilized land and vacant buildings in these areas to more productive use. The "Business and Industry" section of the Land Use Element also includes policies and actions which strive to establish San Leandro as a viable Class A office market, improve business amenities (such as hotels, restaurants, business services, and fiber optics infrastructure), upgrade transportation facilities, and support aesthetic improvements to the City's commercial and industrial districts.

3. *Capitalize on the San Leandro shoreline and Marina as community amenities.* The Plan recognizes the historic role the waterfront has played in San Leandro's development, and the important role it continues to play in shaping City life. San Leandro is one of the few cities in the Bay Area fortunate enough to have nearly its entire waterfront in recreation and open space uses. The Plan supports the Marina's continued role as a community showcase, with additional public improvements and a limited amount of hotel/commercial development on sites that have been designated for such uses since the Marina's initial development 40 years ago. It promotes recreational improvements to the Oyster Bay Regional Shoreline, and continued management of the Shoreline Marshlands as a unique natural area. The Plan balances ecological restoration goals with public access and recreation goals. It supports improvements to the shoreline trail system, as well as linkages between the shoreline trail and nearby neighborhoods.

4. *Revitalize the Downtown area.* The General Plan incorporates the key recommendations of the recently completed San Leandro Downtown Plan and Urban Design Guidelines. It encourages pedestrian-scale development that matches the traditional character and grain of the City's historic core. It establishes a vision for Downtown as the center of civic life, with new specialty shopping, restaurant, and entertainment opportunities. It supports restoration of the historic Downtown plaza and improved connectivity to BART. The Plan contains policies and actions that encourage the reuse of vacant buildings, support the continued role of the area east of Downtown as a local-serving office center, and promote compatible infill development on vacant sites in and around the Downtown area.

5. *Encourage mixed use redevelopment on transit-served sites.* The General Plan identifies several areas in the City as being appropriate for higher density mixed use development. These areas include the Downtown BART Station, East 14th Street, MacArthur Boulevard, the San Leandro Boulevard corridor, and Washington Avenue (north of San Leandro Boulevard). All of these areas are characterized by a large number of vacant lots, parking lots, and open storage areas within walking distance of major transit facilities or services. In the case of the Downtown BART station, the General Plan incorporates a recently completed land use and urban design study calling for specific changes to the station and a mix of office and high-density residential development on nearby sites. Along the corridors, the vision includes two to three-story infill projects on vacant sites. These projects could include traditional mixed use development (with ground floor retail uses and upper floor office or residential), as well as live-work, housing, community services, retail stores, offices, and other uses which are compatible with nearby neighborhoods and contribute to the character of the corridors.

6. *Provide a stronger sense of City identity*. The Plan seeks to preserve a sense of local character where it already exists, and enhance or create a stronger sense of character it where it is now lacking. The Plan seeks to weave together disparate neighborhoods, to overcome barriers such as freeways and railroad tracks, and to create a more visually cohesive City. This theme is especially prevalent in areas where major changes are expected, but also occurs in policies for established neighborhoods, shopping centers, and business districts. The General Plan promotes gateway improvements, additional street tree and median planting, neighborhood entry markers, public art, and architectural qualities that simultaneously distinguish and unify the various districts that make up the City.

7. *Provide more viable alternatives to auto travel.* While the General Plan recognizes that automobiles and trucks will continue to be the dominant modes of travel during the planning period, it calls for a greater emphasis on alternative modes. The Plan incorporates the City's recently completed Bikeway Plan, supports shuttle bus service between BART and employment areas, encourages pedestrian travel, and includes a variety of policies and actions to make transit use more feasible for San Leandro residents and workers. The Plan also promotes a land use pattern that supports transit, encouraging higher densities in areas with transit infrastructure.

8. *Preserve and increase awareness of historic and cultural resources.* The General Plan places a stronger emphasis on protecting the remaining historic resources in the City, particularly individual historic buildings in and around the Downtown area. The Plan also seeks to protect the character of pre-war neighborhoods comprised of older homes which are not individually historic, but which

collectively present a character lacking in the newer, more suburban developments. Policies and actions direct the City to update its historic structure inventories and to define "historic" to include structures from the recent past which are representative of particular periods in the City's development. An important component of the Plan is to increase public education and awareness of the City's history and historic resources.

9. *Conserve and restore natural areas*. The Open Space and Conservation Element of the Plan places particular emphasis on the protection of San Leandro Creek and the San Leandro Shoreline Marshlands as unique ecosystems. San Leandro Creek is one of the few creeks in the Central East Bay that remains in its natural banks along most of its length. Policies and actions incorporate some of the recommendations of a recent draft watershed management plan and identify new opportunities for public access. Similarly, the ongoing restoration of the Shoreline Marshlands is one of the largest efforts of its kind in the East Bay, and is anticipated to continue into the future. The policies and actions addressing the marshlands ensure continued responsible management of this area.

10. *Improve community services to keep pace with growth and address unmet needs*. The Plan particularly emphasizes the need for additional park and recreation facilities to bring the City closer to its adopted level of service standards. It also emphasizes the need for coordination with the San Leandro and San Lorenzo Unified School Districts, both to improve the accessibility of school facilities for recreational uses and to expand educational facilities. Several community facilities are specifically identified, including a youth center, a senior center, and an emergency operations center.

The Element includes some 52 goals organized around these themes. These goals are summarized in Table II-2. Each goal describes a broad target that the City will strive for in its future activities and decisions. The goals are accompanied by policies and actions. The policies establish the rules that will direct the City in its review of future development proposals and administration of services. The actions provide the specific steps to be taken after the Plan is adopted.

Components of the General Plan

The Plan includes an introductory chapter, a "Context" chapter which describes San Leandro and the factors shaping its future, and six "Elements." The relationship of these elements to the State-mandated General Plan elements, along with those in the 1989 General Plan, is summarized in Table II-3.

The following section summarizes the organization and content of the proposed General Plan. While the updated Plan includes some of the same concepts as the 1989 Plan, it has been completely reformatted and reorganized. Most of the Plan's policies are new or reformulated.

Table II-2: General Plan Goals

Residential	1	Maintain stable, safe, and attractive neighborhoods through City and homeowners association cooperation.

Neighborhoods	2	Preserve the distinct identities of San Leandro neighborhoods.
	3	Provide housing opportunities and improve economic access to housing for all segments of the community.
	4	Ensure that new residential development contributes its appropriate share toward the provision of adequate schools, parks, and other public facilities.
	5	Provide for active, timely citizen participation in all stages of housing-related programs.
Business and Industry	6	Foster the development of Downtown San Leandro as the geographic and social heart of the City.
	7	Continue to develop a strong and healthy industrial and office employment base in the community.
	8	Establish excellent community and neighborhood-serving retail and entertainment uses.
	9	Recognize and take advantage of the unique business amenities offered by the San Leandro Marina area.
	10	Ensure that commercial and industrial projects are attractively designed and are sensitive to surrounding areas.
	11	Preserve and enhance the qualities that make San Leandro a desirable place in which to do business, while promoting a positive image of the City to the region and the world.
	12	Maintain a balance between jobs and housing in San Leandro.
Transportation	13	Coordinate land use and transportation planning.
	14	Promote and accommodate alternative, environmentally-friendly methods of transportation, such as walking and bicycling.
	15	Ensure that public transportation is safe, convenient, and affordable and provides a viable alternative to driving.
	16	Improve major transportation arteries for circulation in and around the City.
	17	Minimize the adverse effects of business, industrial, and through traffic on neighborhood streets.
	18	Improve traffic safety and reduce the potential for accidents on San Leandro streets.
	19	Encourage community design principles and standards which de-emphasize automobiles.
	20	Coordinate local transportation planning with other agencies and jurisdictions.
Open Space, Parks, and Conservation	21	Maintain and improve San Leandro's existing parks and recreational facilities.
	22	Develop additional parkland in the City to better meet existing needs and to respond to future needs.
	23	Maximize the potential benefits of the East Bay Regional Park District system for San Leandro residents.
	24	Aggressively pursue additional agreements with the school districts, the Boys and Girls Club, and other agencies and organizations to ensure that San Leandro's open spaces and recreational facilities are available for public use.

Table II-2, continued

	25	Protect San Leandro Creek as a citywide open space and natural resource.
	26	Identify, protect, and enhance San Leandro's significant plant and animal communities.
	27	Promote recycling, water conservation, and other programs which create a more sustainable environment.
	28	Promote the efficient use of energy and a reliable long-term energy supply for San Leandro residents and businesses.
Environmental Hazards	29	Reduce the potential for injury, property damage, and loss of life resulting from earthquakes, landslides, floods, and other natural disasters.
	30	Minimize urban wildfire hazards, both within the City and throughout the East Bay Hills.
	31	Promote and participate in efforts to improve the region's air quality.
	32	Maintain and improve water quality in San Leandro's creeks, wetlands, and offshore waters.
	33	Protect local residents and workers from the risks associated with hazardous materials.
	34	Attain—and sustain—comprehensive and highly effective emergency preparedness and recovery programs.
	35	Ensure that noise associated with the day-to-day activities of San Leandro residents and businesses does not impede the peace and quiet of the community.
	36	Reduce the effects of surface transportation noise, including vehicular noise and noise associated with railroad and BART traffic.
	37	Minimize the local impacts and hazards created by air traffic, ground operations, and all other aviation activities, particularly those associated with Oakland International Airport.
Historic Preservation and Community Design	38	Identify, preserve, and maintain San Leandro's historic resources and recognize these resources as an essential part of the City's character and heritage.
	39	Make protection of historic resources a high City priority, to be implemented through improved record keeping, adequately funded programs, and more effective regulatory measures.
	40	Heighten public awareness of San Leandro's history and historic resources, both locally, and throughout the Bay Area.
	41	Recognize historic preservation as an economic development tool, while ensuring that preservation activities make economic sense for residents and businesses.
	42	Promote a stronger sense of place in San Leandro.
	43	Ensure that new construction and renovation contributes to the quality and overall image of the community.
	44	Create a more visually attractive City, with well-landscaped and maintained streets, open spaces, and gathering places.
Community Services and Facilities	45	Provide and maintain high-quality police, fire, and emergency services.
	46	Encourage and support high-quality educational facilities and services in San Leandro.
	47	Develop communication systems and practices which maximize access to information by residents and businesses.
	48	Improve and increase provisions for child care in San Leandro.

Table II-2, continued

	49	Provide San Leandro's youth and young adults with the cultural, recreational, and educational opportunities necessary to reach their full potential as students and members of a safe, diverse community.
	50	Provide a safe and healthy environment for San Leandro's senior population, with comprehensive and coordinated services that effectively respond to senior needs.
	51	Provide community services and facilities that are inclusive and meet the changing needs of all residents, including families, children, youth, seniors, people with disabilities, and various cultural or ethnic groups.
	52	Ensure that local water, sewer, storm drainage, and solid waste facilities are well maintained; improvements meet existing and future needs; and land use decisions are contingent on the adequacy and maintenance of such facilities.

Source: Draft San Leandro General Plan, 2001

Table II-3: Relationship Between State-Mandated Elements, 1989 San Leandro General Plan, and 2001 Draft San Leandro General Plan Elements

State-Mandated Element	Corresponding Section in the 1989 San Leandro General Plan	Corresponding Section in the Proposed San Leandro General Plan
Land Use	Development Issues ("Land Use and Re-use")	Land Use
Circulation	Development Issues ("Physical Facilities")	Transportation
Housing	Development Issues ("Housing")	*Housing (under separate cover*)*
Open Space	Environmental Issues ("Natural Resources and Energy")	Open Space, Parks, and Conservation
Conservation	Environmental Issues ("Natural Resources and Energy")	Open Space, Parks, and Conservation
Safety	Environmental Issues ("Hazards")	Environmental Hazards
Noise	Environmental Issues ("Hazards")	Environmental Hazards
--	Development Issues ("Physical Facilities")	Community Services and Facilities
--	Environmental Issues ("Aesthetic, Cultural, Recreational, and Social")	Historic Preservation and Community Design

(*) The Housing Element will be adopted separately and is not included in the "project" as defined by CEQA.

Source: Barry Miller, AICP, 2001

- **Land Use.** The Land Use Element is the longest and most extensive element of the General Plan. It is divided into five major sections.

  Section 1, *Framework*, presents an overall land use and development concept for the City. It describes the structure of the City, the general patterns of land use envisioned, and the major changes anticipated in the future. This section includes the Draft Land Use Diagram, a state-mandated component of the General Plan. The Diagram uses 15 color-coded use classifications to show the general distribution and intensity of development that will be allowed in the future. This diagram is Figure II-3 in this EIR.

  Section 2, *Residential Neighborhoods*, provides direction for the City's residential areas. It includes goals, policies, and actions for neighborhoods, along with guidance for neighborhood design and preservation during the coming years.

  Section 3, *Business and Industry*, provides direction for the City's commercial and industrial areas. It includes goals, policies, and actions for major employment districts and incorporates key components of the City's economic development and redevelopment programs.

  Section 4, *Focus Areas*, presents more specific strategies for ten geographic areas in the City where substantial changes are anticipated during the next 15 years. The location of the Focus areas is shown in Figure II-4.

  Section 5, *Beyond the City Limits*, includes an overview of land use designations and policies in the unincorporated San Leandro Planning Area. This area includes the San Leandro sphere of influence and the former rock quarry site on Lake Chabot Road.

- **Transportation**. The Transportation Element addresses the movement of people and goods in and around San Leandro. It is organized by topical headings corresponding to different modes of travel (e.g., autos, bicycles, transit, etc.) and transportation issues (e.g., traffic calming, truck traffic, parking, etc.). The Element documents existing conditions and describes a vision for 2015. It includes goals, policies, and implementing actions. A number of specific changes to the City's circulation system are set forth. A Transportation Diagram which classifies streets as arterials, collectors, and local streets is included (see Figure II-5), with corresponding level of service and design standards adopted for each roadway type.

- **Open Space, Parks, and Conservation.** This Element addresses the management of open space and the conservation of natural resources such as soil, water, and air. It also describes the City's park system and includes targets for new and improved park facilities during the coming decades. Like the Transportation Element, this Element is organized under topical headings addressing different categories of natural resources. Goals, policies and actions addressing these topics are included, accompanied by maps to illustrate Plan proposals. The parks and open space component of this Element establishes

Insert color plate: Figure II-3: Future Land Use Diagram

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Insert Figure II-4: Focus Areas

Insert Figure II-5: Circulation map

guidelines for the management and maintenance of existing parks, priorities for park improvement, and strategies to increase the amount of parkland in the City.

- **Environmental Hazards**. The Environmental Hazards Element describes natural and man-made hazards in San Leandro. It also incorporates the State-mandated Noise Element. The Element describes current hazards, anticipates future hazards, and presents policies and programs to minimize future loss of life and property. The first part of the Element addresses natural hazards, namely earthquakes, landslides, flooding, and wildfire. The second part addresses man-made hazards, which include air and water pollution and hazardous materials. The Element also incorporates the major components of the City's Emergency Preparedness Program, including the actions planned under that program during the next decade. The final part of the Element—Noise—describes the existing noise environment, the projected noise environment (inclusive of changes resulting from traffic, airport expansion, and local development), and policies and programs to mitigate noise impacts in the community.

- **Historic Preservation and Community Design.** This optional element of the General Plan addresses the preservation of historic structures and sites, and also provides guidance on urban design issues. The Element includes measures to protect specific historic resources and action steps to increase public awareness of these resources. Key aspects of the preservation program include updating historic building inventories, creating neighborhood preservation areas, seeking funds for rehabilitation, and encouraging infill development that is compatible with adjacent historic buildings. The second part of the Element deals with the design of the built environment, particularly the public realm (including landscaping, street trees, gateways and entry features, public art and gathering spaces, and signage). Its policies and programs strive to ensure that new development makes a positive aesthetic contribution to the community and builds a stronger sense of local identity.

- **Community Services and Facilities.** This optional element of the General Plan addresses the provision of police, fire, school, library, child care, youth, and senior services to San Leandro residents and businesses. It also addresses infrastructure, including water, sewer, and storm drainage. It is organized under topical headings corresponding to the major service categories. The policies provide guidance for the delivery of services, while the action programs include specific measures to maintain or improve service standards during the coming years. Where appropriate, the Element includes projections for future service demand and identifies the capital improvements that may be needed to meet these demands.

The Plan concludes with an implementation chapter ("Agenda for Action"). This chapter provides a work program for carrying out the Plan after it is adopted. A timeframe and responsible party are identified for major tasks, and potential funding sources are identified where appropriate. A glossary and index are included at the end of the document.

In addition to these components, the Plan also includes a series of technical appendices. They are intended to provide supporting documentation for major plan proposals and more detailed information on some of the specific concepts envisioned by the Plan. Over time, additional appendices may be added, including area plans or policy plans addressing specific topics at a greater level of detail than is possible in the General Plan.

MAJOR DEPARTURES FROM THE 1989 GENERAL PLAN

There are four major differences between the existing (1989) General Plan and the proposed General Plan. These are:

- New land use categories
- A return to a convention;al land use diagram;
- New policy and action programs; and
- New capital improvement proposals.

Each of these is discussed below.

New Land Use Categories

The proposed General Plan=s land use categories describe the type and intensity of development that is allowed on land within the City=s Planning Area. Each category prescribes typical land uses, such as housing, commercial/ retail development, and industry, and establishes standards for building intensity or density. The 1989 General Plan included a table listing land use categories and associated densities and intensities but a map showing the spatial distribution of these categories was not used. Instead, a "Change Area" map in the 1989 Plan indicated those areas where the status quo was projected, and those areas where new land uses were anticipated. In the absence of a traditional land use map, the City's zoning map has functioned as a "de facto" guide for determining allowable land uses since 1989.

Highlights of the new classification system are summarized below. The correspondence between the new classification system and existing zoning designations is set forth in Table II-4. Different zoning designations are described as being "compatible" or "conditionally compatible" with each land use category. Properties that currently have "conditionally compatible" zoning do not need to be rezoned after the General Plan is adopted. On the other hand, property that is zoned in a way that is clearly not compatible with the proposed General Plan designation will need to be rezoned after the General Plan is adopted. The specific instances where this occurs are cited later in this chapter.

1. The 1989 Plan identified—but did not map—12 potential land use categories, including seven residential categories and five commercial industrial categories. The proposed Plan identifies 15 categories, including five residential, five commercial, two industrial, and three public and open space categories.

2. The seven residential categories listed in the 1989 Plan corresponded to different density ranges. The least dense category (Hillside) had a maximum gross density of 5 units per acre. The most dense

Table II-4: Correspondence Between Land Use Diagram Designations and Zoning Designations

		Compatible	Conditionally

Land Use Category	General Description	Zoning Designations	Compatible Zoning Designations
Garden Residential	Single family homes in a country or semi-rural environment, with compatible commercial gardens and animal husbandry. Typical densities of 1-4 units per gross acre, higher in some cases.	RO	RS, PS
Low Density Residential	Single family suburban density neighborhoods, characterized by detached homes on 5,000 to 10,000 square foot lots. Densities up to 6 units per gross acre.	RS, RS-40	RS (PD), RD, PS
Low-Medium Density Residential	Small lot single family, patio home, and zero lot line subdivisions. Densities up to 11 units per gross acre.	RS (PD)	RD, RS, PS
Medium Density Residential	Townhomes, duplexes, and other attached housing types; mobile home parks, cluster housing. Densities up to 18 units per gross acre.	RD, RM-3500, RM-2500, RM-2000	RS (PD), RD, PS
High Density Residential	Multi-family development, such as garden apartments and condominiums. Densities up to 25 units per gross acre; higher near transit.	RM-1800	RM-2000, RM-2500, RM-3500, PS
Neighborhood Commercial	Small shopping centers or clusters of streetfront buildings with local-serving businesses/services. Typical FARs of 0.3 to 0.5, higher on pedestrian streets.	CN	CC, CR, P, PS
General Commercial	Shopping centers, districts, and commercial areas providing a broader range of goods and services than the CN areas. Includes auto-oriented uses and other uses generally designed for the convenience of persons arriving by car. FARs typically below 0.5, but may be as high as 1.0 in older areas.	CC, CS, CG, CR, CR-M	CN, P, PS
Office	General business offices, banks, finance, insurance, and real estate offices, medical offices, and similar and compatible uses. Typical floor area ratios range from 0.2 to 0.7, although higher intensities can be achieved on small parcels and parcels with underground parking.	P, PHD	CN, PS, CC, IP
Downtown Mixed Use	Retail shops, services, offices, cultural activities, public and civic buildings, and similar and compatible uses, including upper story residential uses, in a pedestrian oriented environment. Typical FARs range from 0.2 to 1.0, with higher FARs on small parcels and sites where housing, off-site parking, and/or pedestrian amenities are provided.	CD	RM-1800, RM-2000, RM-2500, CN, CC, P, PHD, PS

Table II-4, continued

Land Use Category	**General Description**	**Compatible Zoning Designations**	**Conditionally Compatible Zoning Designations**
Corridor Mixed Use	Mix of commercial, office, and residential uses oriented in a linear development pattern along transit-served arterials. Residential uses may be either free-standing or integrated into the upper floors of mixed use projects. FARs range from 0.2 to 1.0, although higher FARs may be permitted where upper story housing, off-site parking, and/or pedestrian amenities are provided.	NA-1, NA-2 (*)	RM-1800, RM-2000, RM-2500, RM-3000, CN, CC, P, PHD, PS
Light Industrial	Warehouse, research and development, e-commerce, business services, manufacturing, and similar operations which produce minimal off-site impacts. Includes campus-style industrial parks. FARs generally below 0.8 but may be as high as 1.0 on smaller parcels.	IL, IP	IG, CC, CS, CG, P, PS
General Industrial	Manufacturing, transportation, warehousing, vehicle storage, distribution, and similar uses which may produce off-site impacts. FARs generally below 0.6 but may be as high as 1.0 on smaller parcels.	IG, IL, IP	CG, CC, CS, P, PS
Public/Semi-Public	Public schools, libraries, post offices, and other public buildings, and also major utility properties or facilities, including the BART Stations. Floor area ratios of up to 1.0 are permitted.	PS	Depends on specific type of public use
Parks and Recreation	Land used for active recreational purposes, including neighborhood, community, and regional parks. Permitted uses include athletic fields and sports facilities (including golf courses), civic buildings with a primarily recreational or social function, and leisure-oriented uses such as picnic areas, marinas, tot lots, etc.	OS	PS, CR
Resource Conservation	Land which is to remain undeveloped due to high environmental sensitivity, or land to be used primarily for passive recreation (such as walking trails). Areas managed to enhance and restore natural features.	OS	PS

(*) a new zoning designation may be developed to correspond to this Land Use Category.

Source: Barry J Miller, AICP 2001

category (Multi-Family "E") had a maximum gross density of 48 units per acre. The five categories proposed in the Draft Plan also correspond to different density ranges. These range from Garden Residential (4 units per acre) to High Density Residential (25 units per acre). The Draft Plan allows residential densities higher than 25 units per acre where certain conditions (such as proximity to a BART station) are met.

3. The five commercial and industrial categories listed in the 1989 Plan include a neighborhood commercial category, a business commercial category, a commercial/industrial category, an industrial category, and a professional category. The allowable building intensity in each case was expressed in terms of the number of stories allowed (these ranged from two to four).

   The commercial and industrial categories proposed under the new Plan are more explicit, and include a neighborhood commercial category, a general commercial category, an office category, a downtown mixed use category, a corridor mixed use category, a light industrial category, and a general industrial category. The mixed use districts allow, and in some cases encourage, housing as a component of new development projects. Allowable building intensity in the seven proposed commercial and industrial categories is expressed in Floor Area Ratio (FAR) limits. Maximum FARs range from 0.5 in neighborhood commercial areas to 1.0 in mixed use areas. The definitions include provisions which allow higher FARs where certain conditions are met.

4. The 1989 Plan did not reference any public or open space categories. The proposed Plan identifies a public/semi-public category, a parks and recreation category, and a resource conservation category.

5. The 1989 Plan classified all land in the City as being "no change", "trend change", or "major change." A map indicating the locations of the trend change and major change areas was included in the 1989 Plan. The proposed Plan has dropped this classification system and has instead identified ten "focus areas." The focus areas essentially correspond to what were formerly known as "trend change" and "major change" areas. Boundaries have been updated as needed to reflect development of the last 12 years and plans for the next 15 years.

Map Changes

Because the proposed Land Use Map introduces a completely new set of land use categories, the General Plan designation on every parcel in San Leandro will effectively "change" when the new Element is adopted. However, in most cases, the new designation matches the existing land use and affirms the existing zoning designation. In only a limited number of cases does the proposed designation call for a different use than was suggested by the 1989 General Plan—although the absence of a conventional Land Use Map in that Plan makes a precise accounting of such cases difficult. This being the case, the analysis in this EIR focuses on those areas where a change to the "status quo" is proposed. The following changes are proposed and are further highlighted in Figure II-6.

Insert Figure II-6

1. *West San Leandro Light Industrial Buffer*. Edges of the West San Leandro industrial area abutting residential neighborhoods have been designated for light industrial, rather than general industrial, uses. The intent is to reduce the potential for conflicts between residential and industrial uses. The Light Industrial buffer is approximately 300 to 500 feet wide in these areas. Although General Industrial zoning may still apply within these areas, performance standards, buffering, and other measures may be implemented in the future to address compatibility issues. The light industrial designation has also been applied to a segment of Marina Boulevard between Doolittle and Merced, recognizing that this is a major gateway to the San Leandro Marina.

2. *South-of-Marina Light Industrial Designation.* A 300-acre area encompassing most of the parcels along Alvarado (south of Marina Boulevard) and Teagarden Streets, and Aladdin and Montague Avenues has been designated for light industrial, rather than general industrial, uses. The intent is to create an environment conducive to high-tech, office-flex and "clean" manufacturing businesses. Existing general industrial zoning is expected to stay in place on most parcels after the General Plan is adopted. As property is sold and/or redevelopment project plans implemented, rezoning of land to light industrial may be pursued and the area will gradually transition to higher value land uses. Public improvements supporting this transition (such as landscaping and signage) may be pursued in future years.

3. *San Leandro Shoreline.* The Land Use Map clarifies the ultimate extent of commercial uses at the San Leandro Marina. The Commercial-Recreation zoning which currently applies in this area does not distinguish between the hotel/restaurant sites and the open space areas, leaving the golf courses and parklands potentially vulnerable to future development. The new designation suggests that commercial zoning would be applied only to around the boat basin. The rest of the Marina area, and nearby Oyster Bay Regional Park, should be rezoned from Commercial-Recreation (CR) to Open Space (OS) after the General Plan is adopted.

4. *Halcyon Drive Residential Area.* The Land Use Map designates about 5 acres of former light industrial land on the north side of Halcyon Drive just east of Washington Avenue for Low-Medium Density Residential uses. The area currently includes greenhouses and several residences. Following adoption of the Plan, parcels in this area would be rezoned from light industrial to residential use.

5. "*Mid-Washington" Light Industrial Area.* The Land Use Map designates the area along Washington Avenue between the Union Pacific railroad underpass and Halcyon Drive for Light Industrial uses. While this essentially reflects existing conditions, it marks a change from earlier (mid-1990s) City policies which encouraged this area's redevelopment with commercial uses. Portions of the area will be rezoned from the existing "Community Commercial" (CC) back to Light Industrial (IL) after the General Plan is adopted.

6. *Marina Boulevard Commercial Corridor*. The Plan designates parcels with frontage on Marina Boulevard between I-880 and San Leandro Boulevard for General Commercial uses. This represents a change only because the existing zoning on some of these parcels has remained General Industrial (with an special overlay encouraging auto mall and regional retail uses) despite redevelopment with

commercial uses. The map also shows the Commercial area extending east to San Leandro Boulevard, whereas the "Change Area" map in the 1989 Plan suggested that industrial uses would be retained on the south side of Marina Boulevard east of Alvarado Street.

7. *Alvarado Street Between Castro and Estabrook*. Approximately one acre on the west side of Alvarado Street between Castro and Estabrook Streets has been designated as Light Industrial on the Land Use Map. The parcels in this area are presently zoned Residential-Duplex. Rezoning to light industrial would presumably occur after the General Plan is adopted. The area currently includes a mix of residential, vacant, and small business uses.

8. *Downtown BART Station Area*. A number of changes are proposed in the Downtown BART Station area, consistent with the plans that have been recently been developed for this area. The intent is to encourage a transit village of residential, office, and supporting commercial uses within the station area. The BART parking lot located south of St. Leander's Church has been shown as High Density Residential, in anticipation of the parking lot's relocation to a future structure west of the station. The vacant land west of the station has been designated for Office uses (existing zoning is "Industrial Park") and the vacant 10 acres at the north end of Alvarado Street has been cross-hatched to permit either office or multi-family residential uses (existing zoning is "Industrial Park").

9. *San Leandro Boulevard Corridor Mixed Use designation.* The Draft Land Use Diagram shows most San Leandro Boulevard frontage from Davis Street north to the Oakland city limits as "Corridor Mixed Use." This area includes the "island" bordered by San Leandro Boulevard on the west and Park Street on the east. Existing land uses and zoning in the corridor are generally light industrial. The 1989 Plan acknowledged that this was a major change area and anticipated light industrial, business park, and office uses in the future. The proposed General Plan Mixed Use designation would continue to allow these uses, but would also allow non-retail commercial, live-work, and mixed use residential projects.

10. *East 14th Street Mixed Use designation*. The Draft Land Use Diagram shows most of the East 14th Street corridor with a mixed use designation. This is consistent with existing City policy for the segment between San Leandro Creek and Oakland but represents a change for the segment between Maud Avenue and 150th Street, where Community Commercial zoning now applies. Following adoption of the General Plan, application of a new Mixed Use zone would be considered for this area. Most of the uses now allowed in the Community Commercial zone would continue to be allowed, but a few of the "heavier" commercial uses now allowed by right could require conditional use permits in the future.

11. "*Upper Washington" Mixed Use designation.* The segment of Washington Avenue between Thornton Street and San Leandro Boulevard is designated "Corridor Mixed Use" on the Draft Land Use Map. Most of this area is currently zoned Community Commercial, with pockets of multi-family residential (corresponding to existing apartment complexes), and a light industrial area at San Leandro Boulevard. Following adoption of the General Plan, a new Mixed Use zone would be considered for this area.

12. *MacArthur Boulevard Mixed Use designation.* The segment of MacArthur Boulevard between the Oakland City limits and Estudillo Avenue is designated as "Corridor Mixed Use" on the Draft Land Use Map. This area is currently zoned Community Commercial. Following adoption of the General Plan, a new Mixed Use zone would be considered for this area. The General Plan text provides guidance as to the mix of uses appropriate on different segments of this corridor. This could be codified through a Specific Plan or other regulatory tool.

13. *Downtown Mixed Use Designation.* The Draft Land Use Map designates the San Leandro Central Business District with a "Downtown Mixed Use" designation. This is generally consistent with the existing "CD" (Commercial-Downtown) zoning designation, but it has been applied to a slightly larger area.

14. *Updated designations on sites developed since the 1989 General Plan*. The General Plan Map reflects changes to the existing land use pattern that have occurred since the 1989 General Plan was prepared. These include the mapping of the Heron Bay, Marina Vista, Medallion, and Cherrywood developments based on the actual densities of the housing built or approved there. The Costco and Westgate Shopping Centers are shown as General Commercial rather than Industrial, which is their current designation.

In addition to the changes listed above, the following key points about the General Plan Land Use Map should be noted:

1. The General Plan would not expand the urbanized area of the City. In other words, no land currently designated for open space or agricultural uses is shown for urban uses on the Land Use Diagram.

2. The Map would not change the allowable density in developed residential areas. The proposed residential density ranges roughly correspond to the densities allowed by existing zoning. Consequently, no large-scale "downzoing" or "upzoning" would take place after the Plan is adopted. Within any given area, it is possible that individual parcels may be developed at a higher density than the range indicated on the map. These parcels would typically be identified on zoning maps, which are more detailed and precise than the General Plan Land Use Diagram. The compatibility matrix (Table II-4) indicates the zoning designations that may appear within each land use category.

3. Even within the Focus Areas, the General Plan reinforces existing City plans and policies. For instances the West San Leandro strategies reflect the adopted West San Leandro Plan recommendations, the San Leandro Marina strategies reflect existing economic development programs, Downtown and Downtown BART strategies reflect recently completed urban design plans, and plans for northern East 14th Street and MacArthur Boulevard reflect the adopted North Area Plan.

Table II-5 indicates the land area in each classification shown on the map, including the acreage of vacant or underutilized land with each respective designation. Excluding open water, more than half of the City has been designated for residential uses. About three-quarters of the residential area consists of low-density neighborhoods. Industrial use designations apply to about 21 percent of the City and commercial designations

apply to about 11 percent. The remaining 16 percent of the City's land area is designated for public, institutional, park and open space uses.

Table II-5: Land Use Designations in the San Leandro General Plan (*)

Land Use Category	Total Acreage	Percent of Total	Vacant or Underutilized Acreage (**)
RESIDENTIAL	4,430	52.1	95
Garden Density	*156*	*1.8*	*1*
Low Density	*3,269*	*38.5*	*19*
Low-Medium Density	*199*	*2.3*	*52*
Medium Density	*447*	*5.3*	*16*
High Density	*359*	*4.2*	*7*
COMMERCIAL	907	10.7	151
Neighborhood	*52*	*0.6*	*1*
General	*495*	*5.9*	*74*
Office	*78*	*0.9*	*26*
Downtown Mixed Use	*55*	*0.6*	*3*
Corridor Mixed Use	*227*	*2.7*	*47*
INDUSTRIAL	1,800	21.1	169
General	*1,107*	*13.0*	*74*
Light	*692*	*8.1*	*95*
PUBLIC/OPEN SPACE	1,367	16.1	0
Public/Quasi-Public	*410*	*6.3*	*0*
Parks and Recreation	*301*	*3.5*	*N.A.*
Resource Conservation	*656*	*7.7*	*N.A.*
TOTAL	8,504	100.0	415
Open Water	1,397	--	--
TOTAL	**9,900**	**--**	**--**

Source: Barry Miller, AICP, 2001

(*) Land use acreages include the rights of way of streets, freeways, railroads, and/or other infrastructure within each area.
(**) Most of the commercial and industrial acreage listed in this column is already developed but at a density or intensity substantially below what is permitted by zoning. The "vacant" acreage also includes projects that were under construction at the time of the General Plan Update, such as the Cherrywood and Medallion residential projects and the Creekside Office Park.
N.A. = Not applicable

About 415 acres, or 5 percent of the City's land area, has been identified as having substantial potential for development or redevelopment. About a third of this land is vacant; the remainder consists of land that is developed at a much lower density or intensity than what is permitted by zoning, or land that is currently being developed. A majority of the "underutilized" land is designated for commercial and/or industrial uses or mixed

use development. Most underutilized parcels are located in the West San Leandro, South-of-Marina, and Washington Avenue business districts, or along East 14th Street.

Policy Changes

There are over 420 policies in the Draft General Plan. Once adopted, these would replace the 160 policies in the existing General Plan. The Draft Plan addresses a more comprehensive list of topics, at a higher level of detail than the 1989 Plan did. The proposed policies are more specific and place a greater emphasis on topics such as neighborhood aesthetics, historic preservation, downtown revitalization, transit-oriented development, and economic development. The 1989 Plan contained only a few implementing actions, while the Draft Plan contains an ambitious list of over 340 actions.

Despite the more extensive policy and action language, the proposed Plan does not suggest a radically different vision of the City's future than the 1989 Plan did. The proposed Plan reinforces the status quo in about 80 percent of the City. Changes are concentrated in the Focus Areas that comprise the remaining 20 percent of the City—and most of these areas were also identified for change in the 1989 Plan. Table II-6 provides a summary of the proposed changes within these areas. In each case, the proposed mix of uses is consistent with what was envisioned in 1989. The key difference is that the new Plan is much more explicit about the development conditions, public improvements, and character envisioned for each area.

Capital Improvement Project and Priority Changes

The General Plan identifies a number of public improvements that could be funded and developed in the future. These include roadway extensions, infrastructure projects, streetscape and landscaping improvements, park and recreation improvements, and new public facilities. While adoption of the Plan alone would not cause any of these projects to be built, the Plan could set in motion programs and processes leading to their eventual construction. Furthermore, the level of service standards contained in the Plan for roads, parks, and other public services could result in future projects being programmed to maintain (or achieve) adopted standards. Virtually all of these projects will be subject to subsequent environmental review.

Table II-7 lists those capital improvement projects that have been assigned the highest priority. Projects are organized in three categories: transportation, parks, urban design, and community facilities/public safety.

Table II-6: Land Use Changes Implied by General Plan Focus Area Strategies

Focus Area	Implied Long-Term Land Use Changes
West San Leandro	Greater mix of uses, including more office-flex and light industry. Possible additional hotels, business services, airport-related businesses, and international trade businesses. (also permitted by 1989 Plan)
San Leandro Marina	One or more hotels and ancillary meeting facilities, with supporting restaurants and related water-oriented commercial uses. (also permitted by 1989 Plan)
South-of-Marina and Marina Blvd.	Additional auto mall and regional retail uses along Marina; mixed light industrial and office-flex uses along Alvarado, Teagarden, Aladdin, and Montague, especially on parcels now used for off-price furniture sales, open storage, and low-intensity warehousing. (also permitted by 1989 Plan)
San Leandro Blvd	Gradual transition of older industrial and heavy commercial uses to new light industrial, office-flex, medium and high-density residential, and live-work uses. (also permitted by 1989 Plan)
BART Station	Relocation of BART parking lot from east side of San Leandro Blvd. to new structure west of station, new high density housing on vacated parking lot, new offices along Alvarado Street ("Chang" property) and at Davis/San Leandro Blvd (former Corp Yard), offices or multi-family housing at north end of Alvarado. (also permitted by 1989 Plan)
Downtown San Leandro	Re-use of vacant buildings with retail and office uses, development of new mixed use infill projects compatible with historic character, partial restoration of downtown street grid "interrupted" by Washington Plaza Shopping Center. (also permitted by 1989 Plan)
Washington Avenue (Halcyon to San Leandro Blvd.)	Continued mix of heavy commercial and light industrial uses, with general trend toward higher value light industry. (also permitted by 1989 Plan)
East 14th Street	New mixed use (including, but not limited to, ground floor retail with housing or offices above) on vacant sites, and on "underused" sites characterized by storage, large surface parking lots, or vacant buildings. (also permitted by 1989 Plan)
MacArthur Boulevard	New mixed use (including, but not limited to, ground floor retail with housing or offices above) on vacant sites, and on "underused" sites characterized by storage, large surface parking lots, or vacant buildings. Housing emphasis limited to area between Broadmoor and Victoria. (also permitted by 1989 Plan)
Bayfair Mall	Regional retail uses to be supplemented by complimentary retail, entertainment, and office uses. (also permitted by 1989 Plan)

Source: Barry Miller, AICP 2001

Table II-7: Highest Priority Capital Improvement Projects Identified by the General Plan

TRANSPORTATION
BART Parking Garage and Station Redesign. *This project includes the relocation of the BART parking lot from the east side of San Leandro Blvd. to a new parking structure on the west side of the Station. The station itself would be redesigned in the process. The project would be funded primarily by BART.*
Widening of Marina Boulevard (Wayne Av. to San Leandro Blvd). *This project is necessary to accommodate planned development in the Marina Boulevard corridor, and projected traffic volumes along Marina Boulevard.*
Westgate Parkway Extension. *Westgate Parkway is to be extended from Walmart to Williams Street. This project has been funded by Alameda County Measure B.*
San Leandro Blvd Redesign: Davis to Williams. *This project would reconstruct San Leandro Boulevard in the BART vicinity to facilitate pedestrian crossing between the BART Station and Downtown.*
Signal Timing. *This project continues an ongoing program to improve the timing of signals to facilitate cross-town traffic flow. A number of improvements are specifically recommended by the General Plan EIR. A special emphasis would be made to develop (and sign) a "preferred route" between the east and west sides of the City.*
Shuttle Service. *This project would initiate shuttle bus service between the BART Stations and major job centers in West San Leandro and the South-of-Marina areas. A combination of local, federal, and private funds would be used. A pilot program is already underway.*
Development of Bikeway System. *This project would continue the development of bike routes along San Leandro streets, in accordance with the adopted Bikeway Plan. The City regularly applies for state and federal grants to fund these improvements.*
Traffic Safety Improvements. *This would include a variety of improvements for the benefit of pedestrians, bicyclists, transit users, and motorists, such as traffic signals, pedestrian crosswalks and indicators, and pavement changes. The project would probably be funded through grants and through allocations from the General Fund.*
PARKS AND OPEN SPACE
Rehabilitation of City Parks. *This project entails the replacement of outdated play equipment, the resurfacing of athletic fields, the rehabilitation of swimming pools, the upgrading of irrigation and lighting systems, the improvement of landscaping and park furniture, and other imrpovements which make San Leandro's parks more attractive, contemporary, and useful.*
Rehabilitation of School Athletic Fields and Play Areas. *This would be a joint project of the City and the two School Districts, possibly done in combination with the project described above.*
Burrell Field Replacement and/or Renovation. *This project was an ongoing focus of GPAC discussion during 1999 and 2000. The ideal solution would be to replace Burrell Field with a larger and more centrally located City sports complex. In the event this is infeasible, a comprehensive redesign and renovation of the existing field should be pursued.*
San Leandro Creek Education Center and Creek Walk. *This project includes an environmental education center on the banks of San Leandro Creek, and the development of a linear park and trail that links the existing open space areas along the banks of the Creek between Root Park and the north end of Preda Street.*

Table II-7, continued

URBAN DESIGN AND STREETSCAPE IMPROVEMENTS
Restoration of the Downtown Plaza. *The precise scope of this project would need to be determined through further design studies. It entails the reconstruction of the historic downtown plaza (Estudillo at East 14th) to restore the area's function as a civic gathering place. A variety of funding sources would be used.*
East 14th Streetscape Improvements. *This project entails a comprehensive redesign of East 14th Street, including street tree planting, street furniture, landscaping, undergrounding of utilities, and urban design improvements.*
Citywide Neigborhood Beautification Program. *This would be a new program, targeting different neighborhoods each year for street tree planting, neighborhood gateway improvements, landscaping, and general beautification.*
Historic Plaque and Marker Program. *This project entails the marking of historic sites and structures with informational and/or decorative plaques. A combination of private and public funds would be used.*
COMMUNITY FACILITIES/ PUBLIC SAFETY PROJECTS
Development of Youth and Senior Centers. *This could be one project (a multi-purpose facility similar to the Marina Community Center) or it could be two independent facilities targeted to each respective group. A variety of funding sources, possibly including a voter-approved bond measure, would need to be pursued.*
Modernization of the Branch Libraries. *This project would replace or modernize the three branch libraries with state-of-the-art equipment, improved community meeting facilities, and expanded collections. A variety of funding sources, possibly including a voter-approved bond measure, would need to be pursued.*
Develop New Fire Station. *This project is already in the planning stages. The station will be in the vicinity of Williams and Merced Streets.*
Expand the Reclaimed Water System. *This project would install the necessary equipment and infrastructure to allow expanded use of reclaimed wastewater from the San Leandro Water Pollution Control Plant, including its application on the Monarch Bay Golf Course.*
Development of Emergency Operations Center (EOC). *This project includes the development of a dedicated EOC. It might be developed in conjunction with the other community facilities identified above, such as a Senior Center.*
Acquisition of Emergency Medical and Communication Equipment. *This entails the acquisition of mobile equipment to be deployed following a major natural or manmade disaster.*
Acquire and Outfit Emergency Supply Cargo Containters. *This project includes the placement of five additional "arks" containing emergency food and water supplies, to be deployed following a major earthquake or similar disaster.*

Source: Barry J Miller, AICP 2001

REQUIRED LEGISLATIVE APPROVALS

Implementation of the proposed General Plan will require approval of a General Plan Amendment by the San Leandro City Planning Commission and City Council. State law (Government Code Section 65351) requires that the Planning Commission and City Council each hold at least one public hearing on the amendment before they take any formal action. Comments received at the public hearing will be considered by each body before taking action to adopt or revise the Plan. The Final EIR must be certified concurrently with or prior to adoption of the Plan.

INTENDED USES OF THE EIR

The City of San Leandro is acting as the Lead Agency for all environmental review associated with the General Plan. This EIR has been prepared to serve as the CEQA-required environmental documentation for City consideration of the update and to assist the San Leandro City Planning Commission and City Council in their review of the document. These bodies will use this EIR along with other information in determining whether to approve, deny, or modify the proposed Plan.

The EIR may also be used to provide environmental review for subsequent actions that are consistent with the Plan. These actions may include amendment of the Zoning Ordinance and Map to achieve consistency with the Plan, adoption of other policies and ordinances that implement the Plan, and minor zoning changes and project approvals that are consistent with the Plan. However, subsequent environmental review may also be required for any of the above actions, depending on the nature of the approvals and their associated environmental impacts.

As the Lead Agency, the City also intends to use this EIR as the required documentation for approvals which may be required by other responsible agencies, such as the East Bay Municipal Utility District, the Bay Conservation and Development Commission, Caltrans, the State Department of Fish and Game, and other agencies not identified at this time.

The formal public review process may lead to changes in the Draft Plan. Revisions could also be required to ensure consistency with other plans which are now being developed, including the Housing Element. If these modifications involve new potentially significant impacts, recirculation of the EIR could be required. If the modifications do not involve new significant impacts or impacts which can be mitigated through the measures laid out in this EIR, then recirculation would not be required.

III. SETTING, IMPACTS, AND MITIGATION

The following sections of the EIR describe the existing environmental setting in San Leandro, the anticipated impacts that may result following the adoption of the new General Plan, and proposed measures to mitigate any impacts that are potentially significant. The following sections are included:

A. Land Use
B. Population, Housing, and Employment
C. Transportation
D. Visual Resources
E. Vegetation and Wildlife
F. Cultural Resources
G. Infrastructure
H. Community Services
I. Water Quality
J. Geology
K. Air Quality
L. Noise
M. Hazardous Materials

III.A LAND USE

This section of the EIR describes existing land use within the San Leandro Planning Area, the potential impacts of the proposed General Plan on land use, and mitigation measures to address any potentially significant impacts.

SETTING

A description of San Leandro's location and overview of its physical characteristics may be found in the Project Description of the EIR. In 2001, the City encompassed 15.4 square miles. Approximately 2.1 square miles, or 14 percent of this area, consisted of the open waters of San Francisco Bay. The remaining 13.3 square miles was land area.

The City conducted a comprehensive inventory of existing land use in mid-1999 as part of the General Plan Update. At that time, approximately 2.4 square miles of the City consisted of public road rights-of-way, including City streets and freeways, and the remaining 10.9 square miles consisted of public and private parcels of land. There were 24,147 individual parcels of land in the City limits, including 23,860 identified by the Assessor=s Office as Adeveloped≅ and 287 identified as open space or vacant.

Chart III.A-1 and Table III.A-1 illustrate the percentage of area in different land uses within the City as of June 1999. Residential development is the single largest land use in the City. In 1999, there were approximately 3,200 acres of residential development in San Leandro, representing 45.6 percent of the total parcelized area. Industrial uses occupied 1,361 acres of land, or 19.4 percent of the parcelized area. Commercial uses occupied 546 acres, or 7.8 percent of the parcelized area. Public uses, including schools, public buildings, and hospitals, occupied 426 acres, or 6.1 percent of the parcelized area. Other uses in the City include parks and open space (14.2 percent), non-road transportation uses (including railroad rights-of-way, BART stations, flood control, etc.(4.3 percent), and vacant parcels (2.6 percent).

Since the time the 1999 data was collected, approximately 50 acres then classified as "vacant" have been developed, mostly with residential uses. Some of the remaining vacant land is in the process of being developed now.

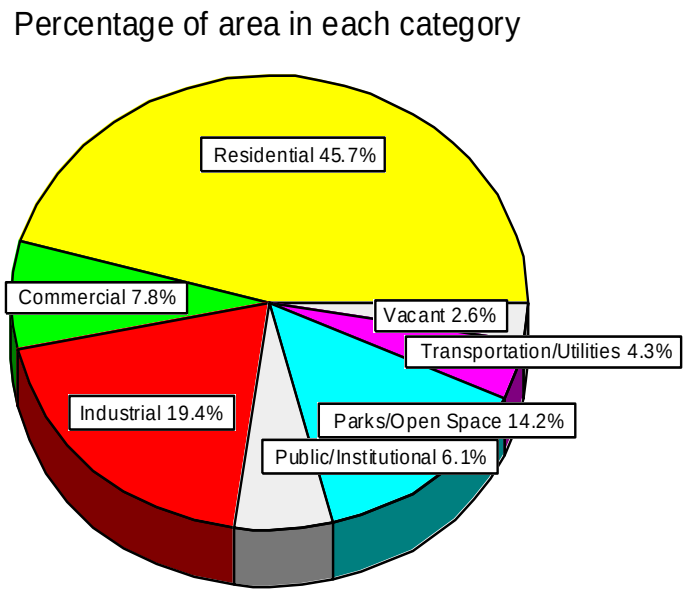
The overall distribution of land uses reflects the City=s historical patterns of development and growth. Commercial uses are concentrated in Downtown San Leandro, along major transportation corridors (particularly East 14th Street), and around freeway interchanges (particularly along I-880). About two-thirds of the City=s industrial acreage is located west of I-880, with a majority located in the northwest quadrant of the City. Most of the remainder of the City consists of residential areas, intermixed with parks and public uses (primarily schools). The Downtown area contains the most complex and diverse land use pattern, reflecting its multiple functions and the fact that it is San Leandro's historic core. Other areas, such as Washington Manor and Bay-O-Vista, are more homogenous in their land use mix. However, even in these areas, there are multiple uses and varied parcel sizes and patterns.

Table III.A-1: Acreage in Major Land Uses-San Leandro, 1999(*)

Land Use Category	Number of Parcels	Total Area (Acres) (**)	Percentage of Total Area
Residential	21,809	3,200	45.7
Single Family Detached	*17,978*	*2,580*	*36.8*
Townhome/Cluster/2-4 unit buildings	*1,903*	*258*	*3.7*
Multiple Family	*1,918*	*291*	*4.2*
Mobile Home	*10*	*71*	*1.0*
Commercial	770	546	7.8
General Commercial	*418*	*378*	*5.4*
Office	*186*	*95*	*1.4*
Auto-Oriented Commercial	*132*	*66*	*0.9*
Free-standing Parking Lots	*34*	*7*	*0.1*
Industrial	648	1,361	19.4
General Industry	*619*	*1,187*	*16.9*
Factories and Wrecking Yards	*29*	*174*	*2.5*
Public/Institutional	343	426	6.1
Parks and Open Space	92	993	14.1
Neighborhood and Community Parks	*40*	*73*	*1.0*
Region-Serving Parks	*29*	*449*	*6.4*
General Open Space (public)	*23*	*471*	*6.7*
Transportation, Utilities, Flood Control	221	300	4.3
Vacant (**)	264	183	2.6
TOTAL	**24,147**	**7,011**	**100.0**

Source: City of San Leandro and Metroscan, June 1999
Notes:
(*) Table excludes road rights-of way and water.
(**)Since the time this data was collected, the area developed with single family detached housing has increased by 30 to 40 acres and the acreage developed with general commercial, office, and general industrial uses has increased by 10 to 20 acres. As of September 2001, there are an estimated 130 acres of vacant land in the City.

Chart III.A-1: Distribution of Land Use by Category, San Leandro -1999



Source: Barry J Miller, AICP, 2001

Residential Uses

In June 1999, there were 21,809 residential parcels in San Leandro, occupying 3,200 acres.[1] About 80 percent of this acreage consisted of single family detached homes. Single family homes encompassed nearly 18,000 parcels and 2,580 acres. Townhomes, duplexes, triplexes, and fourplexes encompassed 258 acres, while multiple family residential uses (defined as buildings with five units or more) encompassed 291 acres. There were also 71 acres of mobile homes in the City, most of which were contained in mobile home Aparks.≅

Based on 1999 data, the average single family parcel size in the City is 6,250 square feet. This equates to a net density of about 6.9 units per acre within residential neighborhoods. With streets and other easements and rights-of-way added in, gross density is about 5.5 units per acre.[2] Actual density varies from area to area. In the Bay-O-Vista and Mulford Gardens neighborhoods, parcels are larger and gross densities are in the range of 2 to 3 units per acre. In the older neighborhoods in and around Downtown, gross densities are in the range of 6 to 8 units per acre. Most of San Leandro has developed in the range of 4 to 6 units per gross acre, with lots of 5,000 to 7,000 square feet predominating.

1 As of September 2001, the number of residential parcels is estimated to be approximately 22,250 and residential land area is estimated to be approximately 3,250 acres.
2 The term "gross density" is usually used to describe the number of units per acre inclusive of streets and easements. Net density is based on parcel area only.

The largest concentrations of single family residential use are in the northeast quadrant of the City, the north-central area (along both sides of Davis Street), the west-central area (near the San Leandro Marina), the southern part of the City, and the southeastern quadrant. A number of physical features--some natural and others manmade--define neighborhood boundaries. Many of the single family neighborhoods include neighborhood shopping areas and pockets of medium or high density housing. The neighborhoods also include schools, parks, and institutional uses such as churches and day care centers.

Townhome, duplex, triplex, and fourplex uses are located throughout the City. However, there are concentrations of these uses near the Marina, in and around Downtown, in the southwest corner of the City (Heron Bay), in the Lewelling/Washington vicinity, around East 14th/San Leandro Blvd., and near Hesperian Boulevard. These areas are characterized by net densities of about 15 units per acre, or gross densities of about 12 units per acre. Using conventional standards, they would be classified as Amedium density≅ residential.

There are also predominantly single family neighborhoods with scattered parcels containing more than one dwelling unit, most notably Mulford Gardens. Although such lots may contain multiple units, the larger parcel size results in densities that are more in line with single family detached neighborhoods.

Multiple-family residential uses (i.e., buildings of 5 units or more) are concentrated in and around Downtown, along East 14th Street and nearby side streets, along Washington Avenue, in the Marina Faire area, along Springlake Drive, along 143rd Avenue, and around the Lewelling/Washington intersection. Many of the multiple family units are contained within apartment or condominium complexes. The 291 acres developed with multi-family housing contain more than 7,000 dwelling units and have a net density of 25 to 30 units per acre. The gross density is about 20 to 25 units per acre.

The 71 acres classified as Mobile Homes include 10 parcels and have an average density of about 13 units per net acre (or about 10 units per gross acre). The largest mobile home park is Mission Bay, located in the southwest part of the City. Other mobile home parks are located on the East 14th Street and Washington Avenue corridors.

Commercial Uses

In June 1999, there were 770 commercial parcels in San Leandro, occupying 546 acres (this total has increased by about 10 acres during the last 2 years). General commercial uses, a broad category including shopping centers of all types, most Downtown commercial uses, and individual commercial buildings, encompassed 378 acres. Auto-related commercial uses, including car dealerships, gas and service stations, and most auto repair shops, encompassed 66 acres. Offices constituted about 95 acres, while free-standing commercial parking lots encompassed 7 acres.

There are numerous commercial activity centers in San Leandro, ranging from large region-serving centers to small neighborhood-oriented centers and commercial Astrips.≅ Although Downtown is the City=s historic commercial center and includes many small commercial parcels, the largest commercial uses in land area are the community and regional shopping centers. These include Bayfair Mall and the

adjoining centers along Fairmont and Hesperian, Greenhouse Marketplace at Lewelling and Washington, Marina Square, the Costco and Westgate (Home Depot/Walmart) centers at Davis and I-880, and the centers at Washington/Floresta. Smaller, more neighborhood-oriented commercial centers are located at Farnsworth/Manor, Lewelling/Wicks, Fairway/Doolittle, and Bancroft/Dutton. In addition to these areas, commercial uses form strip patterns along East 14th, MacArthur, and parts of Washington and Hesperian. There are also several large free-standing commercial uses such as Levitz Furniture and the Bay-O-Vista Swim and Tennis Club.

Auto-related commercial uses are intermixed with the general commercial uses. As one might expect, they are most prevalent on the major arterials, particularly along East 14th Street and Washington Avenue.

Office uses are also located in proximity to the general commercial uses, particularly in Downtown San Leandro. A number of office buildings are located in the southeast quadrant of Downtown along Joaquin, Estudillo, and nearby streets. Elsewhere, offices are located on scattered sites along East 14th Street and Washington Avenue, along Hesperian, Davis, MacArthur, and Fairmont, and on several parcels in the West San Leandro industrial area.

Industrial Uses

In June 1999, there were 1,361 acres of industrial land use in San Leandro, including 174 acres identified as Afactories and wrecking yards≅ and 1,187 acres of other industry.[3] The former category was specifically tallied because it represents the traditional definition of Aheavy≅ industry and includes uses which are potentially incompatible with residential uses. The heavy industrial uses are located on scattered sites on both the east and west sides of I-880.

The Aother≅ industrial uses vary in character and include master-planned industrial parks, large warehouses and distribution centers, scattered light industrial uses, and areas with miscellaneous small repair, service, and fabrication uses. Such uses are found in the northwest quadrant of the City along Davis, Williams, Marina, Fairway, Merced, Farllon, Wicks, Doolitte, and nearby streets. Industrial uses are also located east of I-880, with the largest concentrations in the Alvarado/Teagarden area and along the parallel railroad corridors running north-south through this part of the City. There are also several areas of the City in which large industrial areas (in some cases including land in the Afactories and wrecking yards≅ category) directly abut residential uses.

Industrial parcels tend to be larger than commercial parcels, with an average parcel size of 2.1 acres (compared to 0.9 acres for commercial uses). However, much of the industrial acreage is contained on a relatively small number of large parcels containing such uses as the Albertson's Distribution Center, Ghirardelli Chocolate, and Kraft/General Foods.

3 Total developed industrial acreage has increased by less than 10 acres since 1999.

Public/Institutional Uses

The 426 acres of public and institutional uses are comprised primarily of school sites, public buildings, churches, and hospitals. Concentrations of public uses also exist Downtown, including buildings such as City Hall and the Library. Some of the largest public and institutional uses include San Leandro High School, San Leandro Hospital, and Vencor Hospital.

Parks and Open Space

Park and open space uses comprise 993 acres in the City. These uses have been defined to include public land only and do not include undeveloped private or developable land. Of this total, about half (471 acres) consists of wetlands located in the southwestern part of the City. Most of the remainder includes the Monarch Bay Golf Course and Oyster Bay Regional Shoreline. Neighborhood and community parks make up a relatively small percentage of the total open space area.

Transportation/Communication/Utilities

Most of the 300 acres in this land use category consists of railroad rights-of-way. These rights-of-way form three linear corridors extending from Oakland to the unincorporated area southeast of the City. One corridor is located west of I-880 and the other two are located east of I-880. Acreage in this category also includes the BART tracks and parking lots, and Caltrans maintenance facilities. Non-transportation uses in this category include the Davis Street solid waste transfer station, the San Leandro Water Pollution Control Plant, and portions of Alameda County's flood control channels.

Vacant Land

In June 1999, just 2.6 percent of San Leandro (264 parcels) was identified as vacant land. As mentioned above, some of this land has been developed since the time the inventory was conducted. Vacant land includes small vacant lots on scattered sites throughout the City and larger sites which present major development opportunities. The category does not include sites which may be underutilized or which contain vacant buildings. The largest vacant sites are in the West San Leandro industrial area, along the BART corridor, along East 14th Street, and along Washington Avenue.

Beyond the City Limits

The acreage figures presented in the previous section of the report represent data for land within the City limits only. The area covered by the General Plan includes a number of additional areas immediately adjacent to the City of San Leandro in unincorporated Alameda County. The communities which comprise the unincorporated planning area are Ashland, Hillcrest Knolls, Western Castro Valley, the County Hospital/Fairmont Ridge area, and the San Leandro Rock Quarry. The first four of these areas are within the the City's LAFCO sphere of influence; the Rock Quarry is outside the sphere of influence.

Ashland is the largest and most populous of the areas listed above. It extends southeast of the City toward Hayward and includes the area bounded by I-580, San Lorenzo Creek, and Hesperian Boulevard. The area is primarily residential, with commercial uses concentrated along East 14th Street.

Hillcrest Knolls is a single family residential neighborhood just east of the City limits and south of Bay-O-Vista. The area includes about 300 homes.

Western Castro Valley is located east of I-580 and primarily includes the portions of Castro Valley west of the first ridgeline. This is a predominantly single family residential area, with some commercial and multi-family residential uses located close to the freeway.

The County Hospital/Fairmont Ridge area includes hillside open space and several institutional and government buildings. Fairmont Ridge is owned by East Bay Regional Park District and is currently unimproved except for communication towers along the ridgeline.

The San Leandro Rock Quarry is a 58-acre area to the east of the City limits. The western portion of the site contains a golf driving range; the eastern portion is undeveloped and was formerly mined for rhyolite (high quality rock for road base and other construction purposes). The General Plan proposes adding the quarry to the City's sphere, but does not propose a change to its general plan designation at this time.

SIGNIFICANCE CRITERIA

The State CEQA Guidelines indicate that a project may have a significant effect on land use if it would disrupt or divide the physical arrangement of an established community; conflict with established recreational, educational, religious, or scientific uses in an area; or convert prime agricultural land to urban use. The Guidelines also indicate that a significant land use impact may occur if a project results in substantial alteration of the present or planned land use.

Land use impacts consist primarily of compatibility issues related to noise, air quality, aesthetics, traffic, and other topics that are addressed elsewhere in the EIR. Consequently, the focus of this section is on the changes to the physical form of the community that could result from General Plan adoption, and the land use conflicts that could potentially result from the proposed land use designations and development policies.

IMPACTS AND MITIGATION MEASURES

NEW LAND USE DIAGRAM

Impact A1: Adoption of the General Plan would alter the existing (1989) San Leandro General Plan land use classification system and would replace the 1989 Plan's "Change Area" diagram with a more traditional diagram identifying acceptable uses and development intensities in each area. The presence of a more traditional map could increase the need for General Plan Amendments for projects which do not match the proposed designations. This is a less than significant impact.

As mentioned in the Project Description, the 1989 General Plan did not include a traditional land use diagram showing the spatial extent of each land use category. Instead, the Plan included a "Change Area" map indicating areas where the status quo would remain ("no change"), areas where gradual change was envisioned ("trend change"), and areas where substantial changes were envisioned ("major change"). One effect of this map is that General Plan amendments have rarely been required for new development projects in the City.

Adoption of the proposed Plan would bring San Leandro's Land Use Diagram more in line with those of other California communities. Applications for General Plan amendments could increase in the future since the proposed Plan is more explicit about the types of uses and intensity of development in each land use category. The return to a traditional map would mean that General Plan consistency "findings" would consider whether a proposed project matches the land use shown on the General Plan map, rather than simply whether it is consistent with the policies and narrative text in the Plan, and whether it is located in a "Change" area.

It should be noted that the land use categories proposed by the new Plan have densities and intensities that are comparable to the districts in the San Leandro Zoning Code. Because of these similarities, the effect of the new Map on allowable land uses in most of the City will be relatively minor.

One of the more substantial changes is the creation of a "Corridor Mixed Use" designation explicitly encouraging the mixing of residential and commercial uses. Since residential uses are already conditionally permitted in San Leandro's commercial zoning districts, the net effect on land use should be minor. The new designation explicitly encourages the mixing of residential and commercial uses, however. Zoning revisions will need to establish a mixed use zoning district and codify how such uses can be combined without creating land use conflicts (see Impact A3, below).

Mitigation Measure A1: None required.

ZONING INCONSISTENCIES

<u>Impact A2:</u> Following adoption of the General Plan, a number of parcels will have zoning designations that do not match their General Plan designations. This inconsistency could create confusion about permitted uses on the property. This impact is less than significant because of actions in the proposed General Plan identifying the zoning changes to be made following Plan adoption.

Table III.A-2 lists the zoning changes to be made after the General Plan is adopted. Chapter 10 of the Draft Plan (Agenda for Action) indicates that these changes should be made within one year after Plan adoption. The Plan further notes that a number of zoning designations are "conditionally compatible" with the General Plan designations. This effectively allows IG zoning to remain in the South-of-Marina area and on the perimeter of the West San Leandro industrial area, even though these areas are designated for Light Industrial uses on the Land Use Diagram.

The zoning changes listed in Table III.A-2 are supported by a number of specific action items listed in the General Plan. These actions highlight the major rezonings to take place after the Plan is adopted:

Action 7.11-A: Following adoption of the General Plan, rezone the mid-Washington Avenue corridor from Community Commercial to Industrial-Light.

Action 8.09-C: Pursue zoning changes along E. 14th Street which enable the desired development pattern to be gradually achieved. Zoning for the East 14th corridor should provide incentives for mixed use development, such as density bonuses and shared parking.

Action 8.11-C: Pursue zoning changes along MacArthur Boulevard which promote mixed use development. The zoning designations should reflect the desired mixes of uses described in Policy 8.11 for different segments of the corridor.

Rezoning of land as described above and as further detailed in Figure II-6 will reduce this impact to a less than significant level. No further mitigation is required.

<u>Mitigation Measure A2</u>: None required.

Table III.A-2: Zoning Map Changes to be Made Following General Plan Adoption

Site Description	Existing Zoning	Proposed General Plan designation	Recommended new Zoning designation
Washington Avenue between the UPRR underpass and Halcyon-Floresta	CC	Light Industrial	IL
East 14th Street between Downtown and Bayfair Mall	CC	Corridor Mixed Use	MXD-1 (*) MXD-2 (*)
MacArthur Boulevard between Oakland City Limits and Estudillo Avenue	CC	Corridor Mixed Use	MXD-1 (*) MXD-2 (*)
Washington Avenue between San Leandro Boulevard and Thornton Avenue	CC	Corridor Mixed Use	MXD-1 (*) MXD-2 (*)
Oyster Bay Regional Shoreline	CR	Resource Conservation	OS
Monarch Bay Golf Course	CR	Parks and Recreation	OS
North side of Halcyon Drive between Washington Avenue and Oleander Street	IP	Low-Medium Residential	RS (PD)
Marina Boulevard frontage, I-880 to San Leandro Boulevard	IG IL	General Commercial	CC
Two blocks bounded by Washington, Hays, W. Juana and Thortnon	CC	Downtown Mixed Use	CD
West side of San Leandro Blvd. between Davis Street and San Leandro Creek	IL	Office	P
Northeast corner Alvarado at Davis (World Savings and parking lot)	IP (PD)	Office	P
West side of BART station, to Alvarado Street	IP	Office	P
San Leandro Blvd from San Leandro Creek to Oakland	IL	Corridor Mixed Use	MXD-2 (*)
Northeast corner W. Juana at San Leandro Blvd (BART parking lot)	PS	High Density Residential	RM-1800 or MXD-1
North end Alvarado Street south of San Leandro Creek	IP	Office/ High Density Residential	P
Alvarado Street frontage, Castro to Estabrook	RD	Light Industrial	IL

Source: Barry J Miller, AICP, 2001

(*) MXD-1 and MXD-2 are new zoning districts, to be created after the General Plan is adopted. MXD-1 would include incentives for housing above ground floor commercial uses, while MXD-2 would emphasize pedestrian-oriented commercial uses, with allowances for limited residential uses.

POTENTIAL MIXED USE AND LIVE-WORK LAND USE CONFLICTS

Impact A3: The proposed General Plan encourages mixed use development within Downtown and along several corridor streets. The Plan also encourages "live-work" development as a buffer between industrial and residential areas. The increased presence of mixed use and live-work projects could increase the chances for conflicting uses within projects or between projects and adjacent sites. This impact is less than significant because of policies/actions in the proposed plan that address land use compatibility issues.

The General Plan designates 55 acres in Downtown San Leandro and 227 acres along East 14th Street, MacArthur Boulevard, San Leandro Boulevard, and the north end of Washington Avenue for "mixed use" development. Most of this land is presently zoned for Commercial uses. While a majority of the land is expected to remain commercial, the proposed Plan encourages housing in these areas, and supports the mixing of housing and commerce on the same sites and in the same structures. The General Plan acknowledges that without sensitive design and appropriate development standards, such projects have the potential to generate land use conflicts. For instance, new housing built over a restaurant or entertainment use creates the potential for noise, odor, vibration, and similar problems for new residents.

Similarly, allowances for live-work development in light industrial areas could bring residents into areas that currently are currently industrial in character. This creates potential conflicts for residents, who may be impacted by adjacent industrial operations, and businesses, who may find themselves facing increased complaints from their new residential neighbors.

The General Plan precludes such impacts through policies and action programs that anticipate land use conflicts. Policy 3.05 specifically states that mixed use development should "respect the scale and character of the surrounding neighborhood" and Policy 3.08 states that live-work development should "be sensitive to the surrounding areas." Other relevant policies and actions include:

Policy 1.11: *Protect residential neighborhoods from the encroachment of incompatible non-residential uses and disruptive traffic, to the extent possible. Zoning and design review should ensure that compatibility issues are fully addressed when non-residential development is approved near or within residential areas.*

Action 3.08-A: *Develop an ordinance addressing live-work and work-live development in the City.*

Action 8.04-A: *Revise the San Leandro Zoning Ordinance to create two Corridor Mixed Use zoning districts—one emphasizing a mix of commercial uses and the other emphasizing upper floor residential and ground floor retail uses. The Districts could be patterned after the existing NA-1 and NA-2 districts and would replace these districts upon adoption. Development standards for the Districts should minimize the possibility for conflicts within projects that contain both residential and commercial uses.*

Development of Mixed Use zoning districts and adoption of a live-work ordinance should minimize this impact to a less than significant level. No further mitigation is required.

Mitigation Measure A3: None required.

INDUSTRIAL/RESIDENTIAL LAND USE CONFLICTS

<u>Impact A4</u>: The proposed General Plan strongly encourages additional industrial development in the West San Leandro, South-of-Marina, and Washington Avenue areas. More intense development in these areas could increase the potential for negative impacts on adjacent residential areas. This is a less than significant impact because of policies and action programs in the Draft Plan.

The General Plan envisions up to 4.9 million square feet of additional commercial and industrial floor space in San Leandro during the next 15 years. About 3.1 million square feet of this total would be located in the West San Leandro, South of Marina, and Mid-Washington Avenue areas, creating the potential for off-site impacts such as traffic and noise on nearby residential areas. These impacts are discussed under the respective sections of this EIR which address each topic (for instance, traffic impacts associated with more intense industrial development are addressed in the Transportation section).

There are a number of neighborhoods adjacent to the West San Leandro and South-of-Marina areas that historically have been adversely affected by industrial uses. Without mitigation, these areas would continue to experience such impacts and in some cases, could experience even more substantial impacts as more intense development occurs. The General Plan includes the following specific policies and actions to mitigate the potential for future conflicts and to address existing conflicts:

Policy 1.11: *Protect residential neighborhoods from the encroachment of incompatible non-residential uses and disruptive traffic, to the extent possible. Zoning and design review should ensure that compatibility issues are fully addressed when non-residential development is approved near or within residential areas.*

Policy 10.02: *Consider the setting and context of each site when evaluating proposals for development in industrial areas. The potential for impacts on adjacent uses, including the potential for land use conflicts and increased truck traffic, should be a key consideration.*

Policy 10.03: *Use a variety of tools to address the transitions between industrial and residential areas, including land use restrictions, landscaping and screening, sound walls and insulation, and limits on hours of operations and activities within specified industrial areas. The City's zoning regulations should contain development and design standards that minimize the potential for conflicts between industrial and residential uses.*

Policy 10.06: *Use the "Light Industrial" General Plan designation to create buffers between industrial and residential areas, and to facilitate the transformation of specific heavy commercial and general industrial areas to more attractive uses such as business parks.*

Action 7.09-D: *Explore a variety of measures to address airport and freeway noise, access and circulation constraints, and conflicts between industrial, commercial, and residential uses within the Timothy Drive neighborhood. These measures could include landscaping and buffering, additional sound insulation for homes, and redirecting business traffic to non-residential streets. The proposed Westgate Parkway extension should be designed to mitigate truck traffic and noise impacts on the Timothy neighborhood. Extensive*

participation by area residents should be actively encouraged for any strategy impacting this area.

Action 10.03-A: Update the zoning code to improve provisions for buffering along industrial/residential Interface areas. Revisions could address:

- *Creation of an overlay zone corresponding to designated buffer areas.*
- *Performance standards for buffer areas, addressing such issues as air emissions, noise, vibration, and truck traffic.*
- *Development standards, including height, setbacks, and mass.*
- *Lists of permitted and conditional uses for buffer areas that are more restrictive than those applying outside such areas.*
- *Landscaping, screening and maintenance requirements for buffer areas.*
- *Incentives to provide open space or other buffer features where industrial and residential uses abut one another.*
- *Provisions to allow live-work development as a viable buffer-use on the edges of industrial districts.*

Action 10.06-A: 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.

Implementation of the above policies and actions would reduce the potential for land use conflicts to a less than significant level. Mitigation measures for indirect impacts (such as noise and traffic) are identified later in this EIR. No further mitigation is required to address land use issues.

Mitigation Measure A4: None required.

DISPLACEMENT OF INDUSTRIAL AND HEAVY COMMERCIAL USES

Impact A5: Designation of certain transportation corridors for "mixed use" development, and designation of some general industrial areas for "light industrial" development, could make certain types of heavy commercial and industrial activities more difficult to carry out. Depending on how new zoning districts are defined, future zoning changes to achieve General Plan consistency could render some existing businesses non-conforming. In addition, redevelopment activities consistent with the "vision" for each General Plan Focus Area could cause the displacement of existing businesses. This is a potentially significant impact that will be mitigated to a less than significant level by policies and actions in the Draft Plan and the additional measure identified in this EIR.

One of the guiding themes of the General Plan is to make more efficient use of land along the East 14th, MacArthur, upper Washington, and San Leandro Boulevard corridors, and in the West San Leandro and South-of-Marina (SOMAR) industrial districts. The "Focus Area" section of the Land Use Element describes the kinds of uses envisioned for each area.

Some of the parcels along the corridors are currently developed with uses that do not match the long-term "vision" for each area. For example, East 14th Street includes a relatively large number of auto body and repair shops, used car dealerships, storage yards, and older auto-oriented commercial uses. By contrast, the "vision" for this area is one of two and three-story buildings with ground floor retail space and upper story residential or office uses. Depending on the permitted and conditionally permitted uses in the MXD (mixed use) zones, some of the auto-related uses could become non-conforming when the street is rezoned. Other uses, currently permitted by right, could become conditional uses.

In the SOMAR area and the edges of the West San Leandro industrial area, the General Plan calls for a shift to light industrial uses. The General Plan specifically describes this as a long-term shift and indicates that existing uses should not be displaced. However, if higher value industries such as biotechnology and internet companies are attracted to these areas, existing heavy industry could be subject to a growing number of complaints about noise, dust, odor, and aesthetics. The encroachment of live-work development and other "buffer" type uses also could create hardships for existing heavy industrial uses.

The General Plan includes the following policies and actions to address the potential for impacts:

Policy 8.06: *Maintain areas in the City that are appropriate for heavy commercial uses, such as lumberyards, construction suppliers, and automotive repair shops. While development standards in these areas should respect the operational characteristics of these uses, they should still promote aesthetic improvements, traffic safety, and a more positive visual image.*

Policy 10.04: *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 10.05: *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.*

Action 7.10-A: *Prepare an Area Plan for the SOMAR area, including land use and development standards, design themes and guidelines, and an implementation program. The Plan should include measures to limit the displacement of, or creation of hardships for, the existing general industrial uses within this area. It should also identify the landscaping, streetscape, transportation, and infrastructure improvements necessary to promote SOMAR's transformation into a high-quality business park environment.*

Action 10.05-A: *Consider zoning code amendments that limit the encroachment of incompatible uses into industrial areas. Such amendments could require that new retail uses in industrial areas primarily serve local businesses or meet the needs of area employees.*

The policies and actions listed above may not fully mitigate Impact A5 to a level of insignificance. The following additional measures are proposed:

Mitigation Measure A5.1: Prior to the rezoning of any land along the East 14th Street, MacArthur, Washington Avenue, and San Leandro Boulevard corridors for "Mixed Use" development, undertake an analysis of the number and extent of existing uses that would become non-conforming. If necessary, develop zoning provisions and other programs to reduce the potential for any hardships resulting from the new zoning designation.

Mitigation Measure A5.2: Prior to the rezoning of any land in the West San Leandro and South-of-Marina areas from "Industrial-General" to "Industrial-Light," undertake an analysis of the number and extent of existing uses that would become non-conforming. If necessary, develop zoning provisions and other programs to reduce the potential for any hardships resulting from the new zoning designation.

Impact A5 Level of Significance After Mitigation: Less than Significant.

IIIB. POPULATION, HOUSING, AND EMPLOYMENT

This section of the EIR describes population, housing, and employment within the San Leandro Planning Area, the potential impacts of the proposed General Plan on population, housing, and employment; and mitigation measures to address any potentially significant impacts.

SETTING

Population

The 2000 Census reported the population of the City of San Leandro to be 79,462. This represents a 16 percent increase over the 1990 population of 68,223. The increase is a function of both new housing development during the 1990s (about 1,100 units were added during this period), and rising household size. Between 1990 and 2000, the average number of persons per household rose from 2.33 to 2.57, reversing three decades of decline.

As indicated in Table III.B-1, San Leandro's recent growth contrasts with population trends of the last 30 years. Following sustained rapid growth during the 1940s and 1950s, the City's growth was flat during the 1960s, declined during the 1970s, and rose only marginally during the 1980s. Whereas the City's population increased at just one-third the rate experienced in Alameda County during the 1980s, its growth rate exceeded the County's during the 1990s.

San Leandro's Year 2000 population included 78,625 residents in households and 827 residents in group quarters (such as nursing homes and boarding houses). There were 30,642 households in the City, including 19,817 defined by the Census as "families" and 10,825 defined as "non-families" (mostly single person households). About 21 percent of the households in San Leandro consisted of a married couple with children under 18 living at home. About 6 percent of the City's households consisted of single mothers with children under 18.

Table III.B-2 compares household composition in the City in 1990 and 2000. The City contains a higher percentage of families than it did a decade ago, and a higher percentage of single parents.

San Leandro has also become more ethnically diverse during the last two decades. In 1980, just 21 percent of the City's population was of Asian, African-American, or Hispanic descent. By 2000, that figure had increased to just over 50 percent. This change is mirrored in the City's two School districts, where enrollment has become increasingly diverse and multi-lingual.

Based on the 2000 Census, the median age in San Leandro is 37.7. This represents a decrease from the 1990 median of 38.1. The median is still higher than the County median, however, and the City continues to have a significant number of senior residents. In 2000, persons 60 and older comprised 20 percent of San Leandro's population. Notable increases in the City's youth and "baby boomer" population also took place during the 1990s—the number of San Leandro residents aged 19 or less increased by 36 percent during the decade, and the number of residents aged 45 to 54 increased by 58 percent.

Table III.B-1: San Leandro's Population, 1900-2000

Year	Population	Percent Change
1900	2,250	
1910	3,470	+54.2
1920	5,700	+64.3
1930	11,460	+101.1
1940	14,600	+27.4
1950	27,490	+88.3
1960	65,960	+140.0
1970	68,700	+4.2
1980	63,950	-7.1
1990	68,220	+6.7

2000
79,460
+16.5

Source: US Census

Table III.B-2: Household Type and Presence of Children in San Leandro, 1990

Household Type

1990

2000

Number of Households
Percent of Total
Number of Households
Percent of Total

Family Households
18,253
62.7
19,817
64.7

Married Couple
14,496
49.8
14,437
47.1

With Children Under 18
5,159
17.7
6,409
20.9

Without Children Under 18
9,337
32.1
8,028
26.2

Male Householder, no wife present
1,005
3.5
1,477
4.8

With Children Under 18
350
1.2
577
1.9

Without Children Under 18
655
2.3
900
2.9

Female Householder, no husband present
2,752
9.5
3,903
12.7

With Children Under 18
1,146
3.9
1,828
5.9

Without Children Under 18
1,606
5.5
2,075
6.8

Non-Family Households
10,846
37.3
10,825
35.3

Total Households
29,099
100.0
30,642
100.0

Source: US Census
In 2000, the mean household income in San Leandro was estimated by ABAG to be $56,900. Although this represents a substantial increase over 1990, it is still about 15 percent below the Alameda County median. One contributor to the somewhat lower median income in the City is the relatively large number of senior households. Income data from the 2000 Census has not yet been released. In 1990, however, approximately 70 percent of the City's senior households met HUD definitions of low or very low income.

In 2000, 39.4 percent of the City's households were renters and 60.6 percent were owners. The percentage of homeowners has increased slightly since 1990, when it was 58.5 percent. The City's owner-occupied households tend to be older and more affluent than its renter households. In 1990, 38 percent of the City's owner households were headed by someone over 65, while 41 percent of the renter households were headed by someone under 34.

In 1990, about 30 percent of San Leandro's residents paid more than 30 percent of their income on housing. This figure has probably increased during the last 10 years, as housing costs have outpaced income growth in the City. The incidence of overpayment was higher among renters than among owners in 1990; the 2000 Census is expected to show that this is still the case.

Housing

The 2000 Census counted 31,334 housing units in San Leandro. Of this total, 30,642 were occupied and 692 were vacant. The vacancy rate was 0.6 percent for owner-occupied units and 2.2 percent for rental units. The vacancy rate has declined substantially since 1990, when it was 2.3 percent for owner-occupied units and 5.8 percent for rental units.

Although Census data on the composition of housing in the City (by unit type) is not yet available, the California Department of Finance (DOF) provides fairly current estimates. In 2000, the DOF estimated that 18,710 (about 60 percent) of the City's dwellings were single family detached homes. About 25 percent were units in multi-family buildings of 5 units or more. The remaining 15 percent included about 6 percent in townhomes, 6 percent in duplex/triplex/fourplex units, and 3 percent in mobile homes.

Most of the housing added during the 1990s consisted of single family detached homes on small lots. This contrasts with the 1980s, when most of the units added were in multi-family projects. Table III.B-3 compares the composition of the housing stock in intervals between 1980 and 2000.

About half of San Leandro's housing stock was built during the 1940s and 1950s, reflecting the war-era and post-war construction booms that took place in the City. About 3,500 dwelling units in the City pre-date 1940. Although most of these units are in good condition, some are in need of repair.

The cost of housing in San Leandro increased dramatically during the late 1990s. In 1990, the median home value was reported by the Census to be $193,665. Median values declined during the recessionary years of the early 1990s but rebounded to unprecedented levels between 1998 and 2001. By January 2001, the median price for a three-bedroom, two-bath house in San Leandro was $340,000. Homes in new subdivisions were selling for $450,000 to over $600,000. Although these prices are actually lower than the Countywide median, they represent some of the highest increases in the County experienced during the last three years.

Table III.B-3: Composition of Occupied Housing Units in San Leandro, 1980-1999

Unit Type	1980	1990	1995	2000	Percent of 2000 Total
Single Family	18,942	19,572	19,643	20,591	65.8
Detached	N.A.	17,692	17,763	18,710	

59.8

Attached (Townhomes)
N.A.
1,880
1,880
1,881
6.0

2-4 unit buildings
2,212
1,912
1,935
1,935
6.2

Multi-Family (5+ units)
6,189
7,838
7,864
7,879
25.2

Mobile Home
743
867
867
867
2.8

Other
N.A.
296
N.A.
N.A.
--

TOTAL
28,086
30,189
30,309
31,272
100.0

Source: US Census, 1980 and 1990; State Department of Finance, 1995 and 2000

Median monthly rents in San Leandro were $650 in 1990; although Census data is unavailable for 2000, the City has estimated that the current median is about $1,200.

Employment

ABAG estimates that there were 47,400 jobs in San Leandro in 2000. The City has a large proportion of manufacturing and wholesaling jobs relative to Alameda County and the Bay Area as a whole. In 1995, approximately 34 percent of San Leandro's jobs were in these two sectors, compared to 20 percent countywide. About 26 percent of the City's jobs were classified as being in the service sector, compared to 36 percent countywide. Many of the service jobs in the City are in health care, education, and government. San Leandro also has about 9,000 retail jobs.

The City's economy has become more diverse during the past two decades. Although there are still a sizeable number of manufacturing jobs, there has been a shift toward light industry, construction and building services, transportation, distribution, and storage. There is also a growing technology sector in the City. Commercial and industrial rents are lower in San Leandro than in the Silicon Valley and San Francisco markets, placing the City in a competitive position to capture overflow demand and accommodate a variety of start-ups.

In 2000, San Leandro had 14 million square feet of leasable manufacturing space, 16 million square feet of leasable warehouse space and nearly one million square feet of leasable R&D space. Vacancies were between one and two percent for manufacturing space and less than three percent for warehouse space. The City's office market is less well established than office markets elsewhere in the East Bay, such as Oakland, Walnut Creek, and Pleasanton.

The City has a favorable jobs to housing ratio, with about 1.59 jobs for every household in the community (the regional average is 1.51). Although 2000 Census data on the employment characteristics of the City's residents is not yet available, the 1990 Census provides a benchmark. At that time, some 30 percent of the City's residents were employed in service industries and 18 percent were employed in retail trade. About 21 percent were employed in wholesaling and manufacturing. About a quarter of the City's employed residents were classified as "managers" or "professionals," 21 percent were classified as "administrative/clerical," 13 percent were classified as "sales personnel," and 27 percent were classified as being in production, crafts, repair, fabrication, operation, or general labor.

In 1990, 80 percent of the City's employed residents worked in Alameda County, but only about 28 percent worked within the City. About 11 percent worked in San Francisco. The average travel time to work for San Leandro residents was 23.6 minutes.

Housing Needs

In early 2001, ABAG completed its Regional Housing Needs Determination (RHND), in accordance with State law. The RHND covers the period January 1, 1999 through July 1, 2006.

The City's allocation for this period is 870 units, including 195 very low income, 107 low income, 251 moderate income and 317 above moderate income units. San Leandro is in the process of preparing a General Plan Housing Element to illustrate how these targets can be attained. Although the City has adequate sites available to accommodate its RHND, meeting the very low and low income targets will require active participation by non-profit housing developers along with state and federal housing assistance.

SIGNIFICANCE CRITERIA

The State CEQA Guidelines indicate that a project may have a significant effect on population, housing, and employment if it induces substantial growth or concentration of population, or if it displaces a large number of people. The Guidelines further state that an impact may be significant if it alters the location, distribution, density, or growth rate of an area's population, or creates the demand for additional housing.

IMPACTS AND MITIGATION MEASURES

Population Increases

Impact B1: The General Plan would encourage higher density development along the East 14th Street corridor, segments of the MacArthur, Washington, and San Leandro Boulevard corridors, and around the Downtown San Leandro BART Station. It would also reclassify four acres of land on Halcyon Drive from a light industrial to a residential designation. These changes are expected to result in a slightly higher Year 2015 population than is projected by ABAG. This is a less than significant impact.

As mentioned in the Project Description, the proposed General Plan explicitly encourages housing along the East 14th Street corridor, and along segments of MacArthur Boulevard (between Broadmoor and Victoria), Washington Avenue (between Thornton and San Leandro Boulevard), and San Leandro Boulevard (between San Leandro Creek and West Broadmoor Boulevard). It further designates a 2.3 acre site now used for BART parking for high-density housing. Finally, the Plan designates four acres on Halcyon Drive (just east of the Kraft/General Foods plant) for Low-Medium Density residential use. That site is currently zoned for light industrial uses (although a rezoning to residential use is in progress).

The effect of these changes will be to create the capacity for more residential development in San Leandro than exists at the present time. The change to the Halcyon site will create the capacity for about 45 more units and the change to the BART site will create the capacity for 80 to 100 more units.
Along three of the four mixed use corridors, the increase in capacity is difficult to quantify because multi-family housing is already allowed as a conditional use. The MacArthur, Washington, and lower East 14th Street corridors are currently zoned "CC-Community Commercial." The Zoning Code identifies Mixed Use Residential and Multi-Family Residential uses as conditionally permitted, so the net effect of the General Plan change in these areas may

be minimal. Although General Plan policies strongly encourage housing and call for "mixed use zoning," the potential for high density (25 units per acre) housing already exists. The General Plan assumes that zoning and economic incentives will result in about 100 to 200 more housing units along these corridors than what was presumed by ABAG.

The situation is different on the fourth corridor—northern San Leandro Boulevard. The existing zoning is Light Industrial, while the proposed General Plan designation is Mixed Use. Residential uses are currently not permitted in light industrial areas. Thus, the rezoning of this area to Mixed Use consistent with the General Plan would effectively increase housing capacity. The General Plan specifically refers to housing opportunities on the 8-acre "island" bordered by Park Street on the east and San Leandro Boulevard on the west. Projections prepared as part of the General Plan traffic model estimated that between 45 and 90 new housing units might be added in this area during the next 15 years.

In addition to these changes, the City recently rezoned 8 acres at the north end of Preda Street from light industrial (IL) to residential (RS-PD) to accommodate a proposed 69-unit housing development. Although this change occurred independently of the General Plan update, it was likewise not reflected in ABAG's projections and will increase 2015 population.

Thus, the net increase in housing capacity resulting from the General Plan (and the Preda Street rezoning) is estimated to be about 400 to 500 units. Whereas ABAG projected that San Leandro would add about 1,020 units between 2000 and 2015, the General Plan projects that the City will add 1,470 units. It is worth noting that between April 2000 and October 2001 alone, only 18 months into this 15-year period, the City has already added or approved more than 500 of these units.

At the regional level, the additional housing development accommodated by the Plan would have positive environmental impacts by supporting "smart growth" principles, encouraging transit use, and balancing job and housing growth within the City. The additional development capacity will also help San Leandro accommodate its "fair share" of the region's housing needs. On a local scale, however, the additional housing could create increased demand for public services such as schools, and could have impacts on transportation, noise, and other environmental factors. These impacts are addressed elsewhere in the EIR.

Mitigation Measure B1: None required.

Employment Increases

Impact B2: The Draft General Plan encourages higher employment densities in many of the City's industrial districts and also proposes aggressive recruitment of new business and industry. While the supply of commercial and industrial sites will not increase, the Plan's policies and actions are intended to help San Leandro capture a larger share of the region's job growth than has been projected by ABAG. This will in turn drive the demand for housing and potentially create a less favorable future jobs-housing balance than the City has at the present time. This is a potentially significant impact that will be mitigated to a less than significant level by policies in

the General Plan, and the additional measure specified in this EIR.

ABAG's employment forecasts for San Leandro (Projections 2000) indicate a projected increase of 5,160 jobs in the City between 2000 and 2015. As mentioned in the Project Description, the employment growth projected by the Draft General Plan is 80 percent higher than this figure—or 9,275 jobs. It is important to note that the higher forecasts contained in the Draft Plan are not the result of additional acreage being designated for employment-generating land uses. In fact, the Draft Plan actually designates fewer acres for commercial and industrial uses than the 1989 Plan. Moreover, the Plan proposes a reduction in the industrial floor area ratio (from 1.0 to 0.8), which could further reduce potential buildable floor area.

The more ambitious forecasts in the General Plan result from two basic assumptions. First, the Plan assumes that the City's economic base will gradually shift from manufacturing and distribution to uses with higher employment densities such as bio-technology and office-flex space. Second, the Plan assumes that San Leandro's marketing and business development efforts, as well as its locational advantages, will enable the City to capture more of the region's economic growth than was envisioned by ABAG.

Table III.B-4 compares ABAG's employment projections with those contained in the Draft Plan. The General Plan presumes significantly higher growth in all economic sectors than ABAG had indicated, particularly in the service sector. The service sector includes most of the office space planned in the City, including 650,000 square feet of office space around the Downtown BART Station (200,000 square feet are already under construction). The General Plan also presumes much more robust retail growth in the City than was presumed by ABAG, due in part to the revitalization of Bayfair Mall but also to the development of ground floor retail space Downtown and in mixed use projects along East 14th Street and MacArthur Boulevard. Again, this growth could take place under the existing General Plan as well as the proposed Plan.

Increasing the number of jobs in San Leandro could have impacts on public services, air quality, noise, and other environmental factors. As with Impact B.1 (population), these impacts are addressed elsewhere in the EIR.

Table III.B-4: Comparison of Employment Projections: ABAG and General Plan

Sector
2000
Year 2015-ABAG
Year 2015-General Plan

Agriculture/Mining
180
140
125

Manufacturing/

Wholesale
16,220
17,000
17,810

Retail
6,810
7,170
7,630

Service
12,280
14,500
17,010

Other
11,960
13,800
14,150

Total
47,450
52,610
56,725

Source: Projections 2000; Barry Miller, AICP 2001

By increasing the number of jobs, the demand for housing would increase. In fact, the Plan envisions job growth increasing six times faster than employment growth during the next 15 years. If these projections are correct, the City's jobs:households ratio would shift from 1.59 (in 2000) to 1.73 (in 2015). To some extent, this would allow San Leandro to recover from job losses suffered during the early 1990s. It is worth noting that the City added ten times more households than jobs during the 1990s and actually experienced a net loss of jobs between 1990 and 1995. In 1990, the jobs:households ratio in the City was 1.62. The ratio declined during the early 1990s and has remained stable for the past five years.

Several sections of the General Plan address the desire to retain the current jobs:housing balance. Specific policies and actions include:

Policy 12.01 Ensure that land in San Leandro is zoned to accommodate a diverse mix of industrial, commercial, and residential development.

Policy 12.02 Advocate for regional solutions to address the imbalance between jobs and

housing in the San Francisco Bay Area. Work with other communities to achieve greater equity in the provision of affordable housing.

Policy 12.03 Promote opportunities for San Leandro residents to find suitable employment within the community. Explore ways to better match new job opportunities with the skills and needs of San Leandro residents.

Action 12.02-A Participate in regional forums and discussions addressing the need to improve the jobs-housing balance in the San Francisco Bay Area.

Action 12.03-A Support programs that encourage San Leandro employers to hire local residents and provide job training and recruitment programs aimed at San Leandro residents.

In addition to these policies and actions, the Plan proposes that opportunities for new housing development be pursued on marginal commercial land, and on other currently non-residential sites meeting criteria laid out in Policy 3.10. The Plan also encourages live-work development and other innovative forms of housing. It promotes the production of housing by non-profits (Policy 3.06), encourages mixed use housing along transit corridors (Policy 3.05), and infill housing (Policy 3.04). It also recommends that the City maintain a list of potential housing sites, to be updated on a regular basis. The General Plan specifically encourages the City to produce housing "in excess of the ABAG projections."

More pro-active policies on housing production will be included in the Housing Element. Because the Housing Element is not included in the current version of the Draft General Plan, the following mitigation measure is proposed:

Mitigation Measure B2: Adopt the Housing Element of the General Plan within six months after the other Elements of the Plan are adopted. The Housing Element should include policies and actions that encourage the production of housing for all income levels. The Element should consider the feasibility of programs that would link job growth to housing growth through affordable housing impact fees, public-private partnerships, establishment of a housing trust fund, and similar measures. It should recommend periodic and regular evaluation of jobs-housing balance issues in the City.

Impact B2 Level of Significance After Mitigation: The combination of the above policies, actions, and mitigation measure should reduce impact B2 to a less than significant level.

This presumes 40 units per acre on the BART site. The recent Central San Leandro/ BART Revitalization Study assumed even higher densities on this site. General Plan policies could allow densities exceeding 40 units per acre in the event that amenities such as affordable housing, plazas, and transit improvements are provided.

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III.C TRANSPORTATION

This section of the EIR describes existing transportation conditions within the San Leandro Planning Area, the potential impacts of the proposed General Plan on transportation, and mitigation measures to address any potentially significant impacts.

SETTING

San Leandro's location at the geographic center of the Bay Area affords excellent access to many of the major transportation facilities serving the region. The City is located in the corridor of cities anchored by Oakland on the north and San Jose on the south. Interstate 880 (the Nimitz Freeway) is the primary freeway serving this corridor, with three interchanges (Davis, Marina, and Washington) providing access to San Leandro streets. I-880 provides four travel lanes in each direction through San Leandro. In addition, traveling southbound on I-880, a High-Occupancy-Vehicle (HOV) lane begins at Marina Boulevard (a northbound HOV lane ends one mile south of the City limits). According to 2000 Caltrans data, I-880 carried approximately 220,000 vehicles a day through San Leandro, making it one of the region's busiest freeways.

Parallel to I-880 and about three miles to the east, I-580 (the MacArthur Freeway) provides a link between the Bay Bridge, the Livermore Valley, and points east. There are multiple interchanges providing access to San Leandro, including (from north to south): MacArthur/Foothill, Dutton/Estudillo, Grand Avenue, Benedict Drive, and 150th Avenue/Fairmont. I-580 provides four travel lanes in each direction and has an average daily volume of 140,000 vehicles a day through San Leandro (Caltrans data).

Within San Leandro, I-880 is generally used to access the western part of the City while I-580 is used to access the eastern part of the City. State Highway 238 provides an east-west freeway link between I-580 and I-880 at the southern edge of the City and through the unincorporated Ashland area. Highway 238 is two lanes wide in each direction.

All of the freeway facilities in San Leandro experience periods of severe congestion during peak commute hours, particularly Interstate 880. Average travel speed on I-880 during the evening commute is typically less than 30 miles per hour. Although a large share of the congestion is caused by "pass-through" traffic, such traffic may directly impact local streets as vehicles divert off of the freeways seeking less congested routes. The status of plans to manage local and regional congestion problems are detailed later in this chapter.

In addition to the three freeways, several other San Leandro streets have been designated by the Alameda County Congestion Management Agency (CMA) as being key links in the regional circulation system and therefore are included in the Agency's Congestion Management Program (CMP). These streets are Doolittle Drive (from Oakland to Davis Street only), Davis Street (from Doolittle to East 14th), East 14th Street, 150th Avenue, and Hesperian Blvd. Among these, the Doolittle and Davis segments and all of East 14th Street, are designated state highways and fall under Caltrans (rather than the City's) jurisdiction. State legislation requires the CMA to monitor conditions on the CMP routes with the objective of reducing congestion and improving air quality.

City Streets and Highways

Streets are classified based on the function and character of the roadway, and the volume of traffic carried. The General Plan establishes a hierarchy that includes arterials (the busiest roadways), collectors, and local streets (those carrying the lowest volumes). Arterials and collectors that traverse predominantly residential areas are designated as residential arterials and residential collectors. These streets have been distinguished as such so that design standards reflect the more sensitive nature of residential land uses to traffic.

Much of San Leandro has developed along a grid of north-south and east-west streets. There are barriers to this grid (such as railroads), and there are several parts of the City where the street pattern departs from the grid. Although there are major north-south and east-west thoroughfares bisecting the City, cross town travel may require circuitous routing.

Doolittle, Wicks/Merced, Alvarado, Washington, San Leandro Blvd, East 14th, Bancroft/Hesperian, and MacArthur/Grand all provide major north-south corridors through the City and have been designated as arterial streets. Among these, only East 14th provides a continuous and direct route from the north City limits to the south City limits. Davis, Williams, Marina, Fairway, Callan/Estudillo, 150th, Floresta/Halcyon/Fairmont, and Lewelling are the major east-west arterials. However, none of these routes provides direct access between I-580 and I-880. The absence of continuous corridors, particularly for east-west traffic, has been a persistent issue in San Leandro. Existing land use patterns in the City would make it costly and disruptive to establish more direct east-west routes.

Roadway Level of Service

Level of service (LOS) is a qualitative and quantitative description of roadway operation. It is defined in terms of a letter grade that reflects either the volume to capacity ratio or the delay per vehicle during the peak hour. The LOS grading system ranges from LOS A, which indicates free-flow traffic conditions with little or no delay experienced by motorists, to LOS F, which describes congested conditions where traffic flows exceed design capacity.

Level of service is measured differently depending on the type of roadway and presence of traffic signals at intersections.

- For *signalized* intersections, traffic conditions in San Leandro have been evaluated using the operations methodology in the 1994 Highway Capacity Manual (HCM). The operations analysis uses various intersection characteristics (such as traffic volumes, lane geometry, signal timing, and pedestrian activity) to estimate the average delay experienced by motorists traveling through an intersection. Table III.C-1 summarizes the relationship between delay and LOS for signalized intersections. LOS A, B, and C are generally considered to be favorable service levels, while the influence of congestion becomes more noticeable at LOS D. LOS E is undesirable and is considered by most agencies to be the limit of acceptable delay. LOS F conditions are considered to be unacceptable to most drivers.

- For *unsignalized* (four-way stop-controlled and side street stop-controlled) intersections, the 1994 Highway Capacity Manual methodology also has been utilized. With this methodology, the LOS is related to the total delay for each stop-controlled movement. Total delay is defined as the total elapsed time from when a vehicle stops at the end of the queue until the vehicle departs from the stop line; this time includes the time required for the vehicle to travel from the last-in-queue position to the first-in-queue position. Table III.C-1 summarizes the relationship between delay and LOS for unsignalized intersections.

- For *freeways*, traffic conditions also have been evaluated using the operations methodology in the 1994 Highway Capacity Manual. Relationships are based on volume to capacity ratios and average speeds. Table III.C-2 summarizes the level of service definitions for freeways. The available capacity for freeway lanes is presumed to be 2,200 vehicles per lane and 1,100 vehicles per lane for auxiliary and/or HOV lane.

As part of the existing conditions analysis for transportation, a level of service analysis for San Leandro streets was conducted by Fehr & Peers Associates, Inc. The analysis reflects conditions as of 1999. The findings are discussed below.

Intersections. Figure III.C-1 illustrates the study intersections located in the City of San Leandro. In 1994 the City collected traffic counts at the majority of these intersections. A growth factor was applied to estimate 1999 turning movements at these intersections. Updated counts were collected at the remaining intersections. Table III.C-3 cites the source of the turning movement counts and the dates of the counts. Traffic volumes for roadway segments in the City are shown in Table III.C-4.

Figure III.C-1 shows the existing level of service for each study intersection. This information is presented in tabular form, along with the average stopped delay time for vehicle, in Table III.C-5. The existing morning and evening peak hour turning movements, geometries, service levels and delays for each study intersection is summarized in Appendix A.

During the morning peak hour, two of the 32 study intersections operated at LOS D and two intersections operated at LOS F. The intersections at LOS D were Doolittle Drive/Davis Street and San Leandro Boulevard/Marina Boulevard. The intersections at LOS F were:

- Marina Boulevard Ramps / I-880 SB
- Marina Boulevard Ramps / I-880 NB

The balance of the intersections were operating at LOS B and C.

During the evening peak hour, there were five intersections operating at LOS D and three operating at LOS E or F. The intersections at LOS D were Lewelling/Washington, Merced/Marina, San Leandro Blvd./Marina, Hesperian/Fairmont, and MacArthur/Estudillo. Segments operating at E or F were:

- Dutton Ave. / East 14th Street (LOS E)
- Marina Boulevard Ramps / I-880 SB (LOS F)
- Marina Boulevard Ramps / I-880 NB (LOS F)

The balance of the intersections were operating at LOS B and C.

Table III.C-1: Intersection Level of Service Definitions

Level of Service	Description of Traffic Conditions	Average Delay Per Vehicle (Seconds)
SIGNALIZED INTERSECTIONS		
A	Insignificant Delays: No approach phase is fully utilized and no vehicle waits longer than one red indication.	≤ 5.0
B	Minimal Delays: An occasional approach phase is fully utilized. Drivers begin to feel restricted.	5.1 to 15.0
C	Acceptable Delays: Major approach phase may become fully utilized. Most drivers feel somewhat restricted.	15.1 to 25.0
D	Tolerable Delays: Drivers may wait through more than one red indication. Queues may develop but dissipate rapidly, without excessive delays.	25.1 to 40.0
E	Significant Delays: Volumes approaching capacity. Vehicles may wait through several signal cycles and long vehicle queues form upstream.	40.1 to 60.0
F	Excessive Delays: Represents conditions at capacity, with extremely long delays. Queues may block upstream intersections.	> 60.0
UNSIGNALIZED INTERSECTIONS		
A	No delay for stop-controlled approaches.	≤ 5.0
B	Operations with minor delay.	5.1 to 10.0
C	Operations with moderate delays.	10.1 to 20.0
D	Operations with some delays.	20.1 to 30.0
E	Operations with high delays, and long queues.	30.1 to 45.0
F	Operation with extreme congestion, with very high delays and long queues unacceptable to most drivers.	> 45.0

Table III.C-2: Level of Service Definitions for Freeways

Level of Service	Definition	V/C Ratio
A	Completely free flow conditions.	0 - 0.28
B	Free flow by the presence of other vehicles begins to be noticeable.	0.29 - 0.45
C	The ability to maneuver within the traffic stream is now clearly affected by the presence of other vehicles.	0.46 - 0.67
D	Travel speed begins to be reduced by increasing volumes.	0.68 - 0.85
E	Vehicles are operating with the minimum spacing at which uniform flow can be maintained.	0.86 - 1.00
F	Forced or breakdown flow.	Greater than 1.00

Source (for both Tables): 1994 Highway Capacity Manual (Special Report 209), Transportation Research Board.

Insert Figure III.C-1: Location of traffic monitoring points(study area intersections)

Table III.C-3: Summary of Study Intersections and Available Count Data

Number	North-South Street	East-West Street	Source	Count Date AM (PM)
1	East 14th Street	Dutton Ave.	City of San Leandro	06/08/94 (07/05/94)
2	Bancroft Ave.	Dutton Ave.	Fehr & Peers Associates	07/99 (07/99)
3	Doolittle Drive	Davis St.	TJKM San Leandro Redevelopment Plan	01/12/99 (01/20/99)
4	Phillips Lane	Davis St.	TJKM San Leandro Redevelopment Plan	01/15/99 (10/08/98)
5	Timothy St.	Davis St.	TJKM San Leandro Redevelopment Plan	01/15/99 (10/08/98)
6	Interstate 880 NB	Davis St. Ramps	TJKM San Leandro Redevelopment Plan	10/08/98 (12/18/98)
7	Interstate 880 SB	Davis St. Ramps	TJKM San Leandro Redevelopment Plan	10/08/98 (12/18/98)
8	Alvarado Blvd.	Davis St.	City of San Leandro	06/24/94 (09/22/94)
9	San Leandro Blvd.	Davis St.	City of San Leandro	06/16/94 (06/22/94)
10	East 14th Street	Davis St.	City of San Leandro	09/21/99 (09/21/99)
11	Bancroft Ave.	Estudillo Ave.	Fehr & Peers Associates	07/99 (07/99)
12	MacArthur Blvd.	Estudillo Ave.	TJKM San Leandro Redevelopment Plan	12/18/98 (12/17/98)
13	Alvarado Blvd.	Williams St.	City of San Leandro Fehr & Peers Associates	10/28/94 (09/15/99)
14	Doolittle Drive	Marina Blvd.	TJKM San Leandro Redevelopment Plan	Unknown count date
15	Merced St.	Marina Blvd.	Fehr & Peers Associates	07/28/99 (07/27/99)
16	Interstate 880 NB	Marina Blvd. Ramps	Fehr & Peers Associates	07/29/99 (07/28/99)
17	Interstate 880 SB	Marina Blvd. Ramps	Fehr & Peers Associates	07/29/99 (07/29/99)
18	Teagarden St.	Marina Blvd.	Fehr & Peers Associates	07/29/99 (07/29/99)
19	Alvarado Blvd.	Marina Blvd.	City of San Leandro Fehr & Peers Associates	06/20/94 (09/16/99)
20	San Leandro Blvd.	Marina Blvd.	Fehr & Peers Associates City of San Leandro	09/15/99 (05/25/94)
21	Merced St.	Fairway Dr.	TJKM San Leandro Redevelopment Plan	01/12/99 (01/21/99)
22	Washington Ave.	San Leandro Blvd.	City of San Leandro Fehr & Peers Associates	10/19/94 (09/15/99)
23	East 14th Street	San Leandro Blvd.	City of San Leandro	06/09/94 (06/06/94)
24	East 14th Street	Hesperian Blvd.	City of San Leandro	02/05/96 (02/02/96)
25	Hesperian Blvd.	150th Avenue	City of San Leandro	02/05/96 (02/05/96)
26	Washington Ave.	Halcyon-Floresta	Fehr & Peers Associates	09/15/99 (09/15/99)
27	Hesperian Blvd.	Halcyon-Floresta	City of San Leandro	06/14/94 (06/13/94)
28	Washington Ave.	Springlake Dr.	Fehr & Peers Associates	09/15/99 (09/15/99)
29	Hesperian Blvd.	Springlake Dr.	Fehr & Peers Associates City of San Leandro	09/15/99 (08/06/96)
30	Interstate 880 NB	Washington Ave. Ramps	Fehr & Peers Associates	09/16/99 (09/16/99)
31	Interstate 880 SB	Washington Ave. Ramps	Fehr & Peers Associates	09/16/99 (09/16/99)
32	Washington Ave.	Lewelling Blvd.	City of San Leandro	07/07/94 (06/01/94)

Source: Fehr & Peers Associates, Inc., 1999

Table III.C-4: Average Daily Traffic Volumes (ADT) on San Leandro Streets

STREET	SEGMENT	ADT	Year
Alvarado	Thornton to Marina	5,700	1997
	Marina to Fremont	13,300	1997
Bancroft	Durant to Dutton	15,400	1999
	Dutton to Estudillo	21,600	1999
	Estudillo to 136th	14,200	1999
	136th to East 14th	8,800	1999
Callan	East 14th to Bancroft	20,700	1998
Davis	West of Doolittle	7,500	1997
	Doolittle to I-880	37,000	2000
	I-880 to San Leandro Blvd.	30,000	2000
Doolittle	Adams to Davis	29,200	1997
	Davis to Marina	18,600	1997
	Marina to Fairway	13,000	1997
	Fairway to Farallon	8,500	1997
Dutton	East 14th to MacArthur	8.400	1997
East 14th	Durant to Davis	22,700	2000
	Davis to San Leandro Blvd.	18,750	2000
	San Leandro Blvd. to Hesperian	21,800	2000
	Hesperian to Fairmont	24,900	2000
Estudillo	East 14th to Bancroft	11,900	1998
	Bancroft to MacArthur	15,400	1999
	MacArthur to Lake Chabot	4,600	1997
Fairmont	Hesperian to East 14th	18,600	1997
Fairway	Doolittle to Merced	11,500	1997
	Merced to I-880	10,300	1997
Farnsworth	Lewelling to Manor	4,000	1997
	Manor to Corvallis	8,600	1997
Floresta	Corvallis to Fremont	10,300	1997
	Fremont to Washington	16,700	1997
Halcyon	Washington to Hesperian	20,800	1997
Hesperian	East 14th to Halcyon	18,600	1997
	Halcyon to Bayfair	25,700	1997
	Bayfair to 238	28,000	1998
Lewelling	Wicks to Farnsworth	9,600	1997
	Farnsworth to Washington	17,100	1997
	Washington to Hesperian	16,400	1997
MacArthur	Durant to Dutton	11,600	1997
	Dutton to Estudillo	9,700	1997
Manor	Wicks to Kesterson	8,300	1998
Marina	Neptune to Doolittle	8,000	1997
	Doolittle to Merced	21,500	1997
	Merced to I-880	47,500	1997
	I-880 to Alvarado	29,600	1997
	Alvarado to San Leandro Blvd.	20,900	1997
San Leandro Blvd.	Park St. to Davis	16,800	1997
	Davis to Washington	15,700	1997
	Washington to East 14th	13,000	1997
Sybil	Bancroft to Grand	6,100	1996
Washington	West Juana to San Leandro Blvd.	8,000	1998
	San Leandro Blvd. to Halcyon	20,300	1997
	Halcyon to Lewelling	17,000	1997
Wicks	Merced to Farallon	10,300	1997
	Farallon to Manor	12,800	1997
	Manor to Lewelling	8,600	1997
Williams	Doolittle to Merced	7,000	1997
	Merced to San Leandro Blvd.	9,300	1999
	San Leandro Blvd. to Washington	2,700	1998
143rd	Washington to East 14th	6,100	1998
150th	East 14th to I-580	14,800	1997

Sources: City of San Leandro, 2001
Fehr and Peers, 1999
Caltrans, 2001

Table III.C-5: Delays and Levels of Service at Key Intersections, 1999

North-South Street	East-West Street	(Seconds of Delay/Level of Service)	
		AM Peak	PM Peak
East 14th St.	Dutton Ave.	13.3/B	51.2/E
Bancroft Ave.	Dutton Ave.	12.9/B	21.1/C
Doolittle Dr.	Davis St.	25.5/D	20.1/C
Phillips Ln.	Davis St.	5.9/B	19.3/C
Timothy Dr.	Davis St.	10.0/B	10.8/B
I-880 northbound	Davis St. Ramps	7.5/B	9.5/B
I-880 southbound	Davis St. Ramps	10.7/B	10.3/B
Alvarado St.	Davis St.	6.6/B	10.1/B
San Leandro Blvd.	Davis St.	16.6/C	17.4/C
East 14th St.	Davis St.	12.9/B	15.1/C
Bancroft Ave.	Estudillo Ave.	15.7/C	23.5/C
MacArthur Blvd.	Estudillo Ave.	23.2/C	36.8/D
Alvarado St.	Williams St.	8.5/C	10.8/B
Doolittle Dr.	Marina Blvd.	23.5/C	24.2/C
Merced St.	Marina Blvd.	25.4/D	31.9/D
I-880 northbound	Marina Blvd. ramps	3.8/A	>45/F
I-880 southbound	Marina Blvd. ramps	>45/F	>45/F
Teagarden St.	Marina Blvd.	11.1/B	15.2/C
Alvarado St.	Marina Blvd.	12.9/B	14.1/B
San Leandro Blvd.	Marina Blvd.	26.2/B	>60/F
Merced St.	Fairway Dr.	18.1/C	22.7/C
Washington Ave.	San Leandro Blvd.	12.5/B	16.5/C
East 14th St.	San Leandro Blvd.	13.3/B	16.0/C
East 14th St.	Hesperian Blvd.	14.4/B	18.0/C
Hesperian Blvd.	150th Ave.	11.5/B	12.5/B
Washington Ave.	Halcyon-Floresta Dr.	16.0/C	18.6/C
Hesperian Blvd.	Halcyon Dr.	22.3/C	26.7/D
Washington Ave.	Springlake Dr.	8.3/B	7.0/B
Hesperian Blvd.	Springlake Dr.	9.9/B	10.5/B
I-880 northbound	Washington Ave. ramps	22.1/C	13.9/B
I-880 southbound	Washington Ave. ramps	19.0/C	20.8/C
Washington Ave.	Lewelling Blvd.	19.5/C	29.9/D

Source: Fehr and Peers Associates, 2001
Note: Signalized intersection level of service based on weighted average stopped delay per vehicle, according to the Highway Capacity Manual, Special Report 209, Transportation Research Board, 1994

Table III.C-6: Existing (1998) Interstate 880 and 580 Peak Hour Levels of Service

	Direction	Capacity /1/	Traffic Volume	*V/C Ratio*	Level of Service
AM Peak Hour					
I-880 South of 98th Ave. Interchange	NB SB	8,800 8,800	8,112 7,760	0.92 0.88	E D
I-880 North of Washington Ave. Interchange	NB SB	8,800 8,800	8,788 8,406	0.99 0.95	E E
I-880 North of A Street Interchange	NB SB	9,900 9,900	9,971 9,537	1.01 0.96	F E
I-580 West of Estudillo Ave. Interchange	EB WB	8,800 8,800	4,173 6,955	0.47 0.79	A C
I-580 West of Benedict Dr. (Sherry Ct.) Interchange	EB WB	8,800 8,800	5,094 8,493	0.58 0.96	B E
I-580 West of 150th Ave. Interchange	EB WB	8,800 8,800	4,911 8,186	0.56 0.93	A E
PM Peak Hour					
I-880 South of 98th Ave. Interchange	NB SB	8,800 8,800	7,665 8,400	0.87 0.95	D E
I-880 North of Washington Ave. Interchange	NB SB	8,800 8,800	8,304 9,100	0.94 1.03	E F
I-880 North of A Street Interchange	NB SB	9,900 9,900	9,422 10,325	0.95 1.04	E F
I-580 West of Estudillo Ave. Interchange	EB WB	8,800 8,800	7,559 4,419	0.86 0.50	D A
I-580 West of Benedict Dr. (Sherry Ct.) Interchange	EB WB	8,800 8,800	9,232 5,396	1.04 0.61	F B
I-580 West of 150th Ave. Interchange	EB WB	8,800 8,800	8,898 5,200	1.01 0.59	F B

/1/ Roadway capacities assumed to be 2,200 vehicles per hour per lane (vphpl) for freeway segments and 1,100 vphpl for HOV lanes.

Source: Fehr & Peers Associates, Inc., 1999

Freeways. Table III.C-6 summarizes the level of service analysis for the freeway segments in the study area. The analysis is based on Caltrans data from 1998. At that time, existing AM and PM peak hour service levels on I-880 ranged from LOS D to F in both the northbound and southbound directions. On I-580, peak hour LOS ranged from A to F. Recently released average daily traffic (ADT) data for 2000 indicates that traffic volumes have increased between 6 and 13 percent on I-880 and between 2 and 9 percent on I-580 during the last two years.

I-880 has traditionally experienced congestion in the northbound direction in the morning peak hour and the southbound direction in the afternoon peak hour. With rapid job growth in the South Bay area, peak hour volumes are now relatively directionally balanced. I-880 functions at LOS E/F conditions during both peak hours in both directions. When incidents occur on I-880, within San Leandro or at upstream or downstream locations, they can result in severe congestion and long delays.

I-580 experiences congestion in the peak direction during the morning and evening peak hours. During the morning, the westbound direction operates with higher delay and experiences more congestion when compared to the eastbound direction. This situation is reversed in the evening peak hour with LOS D or worse in the eastbound direction. Traffic incidents can have a significant impact on congestion in San Leandro if the incident occurs in the peak direction.

Public Transportation

Public transit service is provided in San Leandro by the Bay Area Rapid Transit (BART) system and AC Transit. The City also sponsors shuttle vans serving special needs populations such as the frail elderly and disabled. Transit services are profiled below.

BART. BART provides rail service from San Leandro to San Francisco/Colma, Richmond, Bay Point/Pittsburg, Fremont, Dublin/Pleasanton, and points in between. The system encompasses 95 miles of track and carries more than 81 million passengers a year. During typical weekdays, more than 500 trains serve morning and evening BART commuters.

Two of the 39 stations in the BART system are located in San Leandro. These stations are located at Davis Street/San Leandro Boulevard (San Leandro Station) and at Bayfair Mall (Bayfair Station). Service is provided between 4 AM and midnight on weekdays, 6 AM to midnight on Saturdays, and 8 AM to midnight on Sundays and major holidays. Three of BART's five service corridors pass through San Leandro, including the Fremont-San Francisco line, the Fremont-Richmond line, and the San Francisco-Pleasanton line. On weekdays between 5 AM and about 7 PM, trains on these lines run at 15-minute headways. Because schedules are staggered, trains in each direction typically arrive in San Leandro about every five minutes. Reduced service levels are provided on weekends and holidays.

The BART system provides connections to other regional transit systems, including Golden Gate Transit and MUNI in San Francisco, Caltrain and SamTrans on the Peninsula, County Connection in the Diablo Valley, and the Santa Clara Valley Transportation Authority system to the south. San Leandro is also located on AMTRAK's Capitol Corridor, with service from San Jose (and points south) to Sacramento (and points north and east). Although the AMTRAK trains pass through San Leandro, the nearest stop is at Oakland's Jack London Square, 8 miles to the north.

A BART extension from Colma to Millbrae via San Francisco Airport is currently under construction. Extension of the Fremont line south to Warm Springs (near the Santa Clara County line) was approved by BART in the early 1990s but has been stalled due to limited funding. Eventual extension of BART to San Jose, part of the vision behind the system's initial design 30 years ago, continues to be pursued. In the interim, the transit "gap" between BART and San Jose has narrowed with the opening of the Tasman light rail line extending from San Jose to Milpitas. To the east, an eventual extension of the Dublin/Pleasanton BART line to Livermore is planned; this extension is currently unfunded.

The San Leandro BART Station had 8,196 average daily passengers in 1997, including 4,015 entering the Station and 4,181 exiting. Based on a 1992 survey, 55 percent of the passengers boarding at San Leandro drove alone to the station, 7 percent carpooled, 10 percent were dropped off, 13 percent walked, 14 percent arrived by bus, and 1 percent arrived by bike. The Station includes 1,234 surface parking lot

spaces, including 12 handicapped spaces and 48 spaces reserved for persons arriving after 10 AM. During BART's 1999 survey of typical weekday conditions, all of the unrestricted spaces were full by 9 AM and 1,224 of 1,234 spaces were occupied at 1 PM. The Station also includes 46 bike racks and 14 bike lockers. The BART Station serves as a transfer point for eight different AC Transit lines.

The Bayfair BART Station had 8,059 average daily passengers in 1997, including 3,936 entering the station and 4,133 exiting. Based on a 1992 survey, 61 percent of the passengers boarding at Bayfair drove alone to the Station, 5 percent carpooled, 6 percent were dropped off, 8 percent walked, 19 percent arrived by bus, and 0.5 percent arrived by bike. The Station includes 1,639 spaces, including 29 handicapped spaces and 53 reserved for persons arriving after 10 AM. During BART's 1999 survey of typical weekday conditions, 95 percent of the unrestricted spaces were full by 9 AM and 1,551 of 1,639 spaces were occupied at 1 PM. The Station also includes 36 bike racks and 8 bicycle lockers. The Bayfair Station serves as a transfer point for nine AC Transit lines.

AC Transit. AC Transit provides local and "BART-feeder" bus service to the East Bay cities extending from Richmond on the north to Fremont on the south. AC also provides commuter bus service from the East Bay to San Francisco. Bus routes serving San Leandro are listed in Table III.C-7.

Most San Leandro residences and businesses are within half a mile of a bus route. The City's two BART Stations serve as "transit centers" and provide transfer points between most of the local bus routes as well as connections for BART trips. Weekday headways range from 7-15 minutes along inter-city routes on the Bancroft, East 14th, and MacArthur corridors to about 30 minutes on routes serving mostly local areas.

Bus routes are classified as being "primary local," "secondary local," or "Transbay/Express." The primary local lines–the 40, 57, and 82—provide long-range trips along congested corridors. These lines continue on to Downtown Oakland and have substantially higher ridership than the secondary local lines. The secondary local lines (such as the 55, 80, and 85) provide short-range trips and access residential neighborhoods. Transbay routes (such as the KH and SA) provide fast, direct, peak period service to the San Francisco Transbay Terminal. In some parts of the service area, but not within San Leandro, AC Transit also provides mini-bus service and special seasonal service.

Table III.C-8 illustrates daily (weekday) ridership on the AC Transit lines passing through San Leandro as of September 1998.[1] The number of passengers per revenue hour is also provided, along with effectiveness standards adopted by the AC Transit Board. The effectiveness standards are used to guide service and routing decisions and are primarily based on the average number of passengers on each route per vehicle hour. In 1998, only the 84 line and the RCV transbay line were performing below these standards. AC's policy for routes that do not meet the standard is to evaluate alternatives that might improve performance and determine if there are opportunities to improve ridership on these lines. Service changes are prioritized based on operational efficiency, correction of inadequacies, the number of destinations reached by the change, and the ability of development patterns to support transit use.

1 Data for each route is based on the entire route and not just the portion in San Leandro. The only routes almost exclusively in San Leandro are 55 and 66.

Table III.C-7: Bus Routes Serving San Leandro

Route	Weekday Service Frequency				Weekend Frequency		Areas Served
	Hours of Operation	6-9 AM 4-7 PM	9 AM-4 PM	After 7 PM	Hours of Operation	Frequency	
36X	7-7:30 AM; 4-5 PM	30	--	--	--	--	Express commute service from Bonaire/Manor and San Lorenzo to Downtown Oakland via I-880
40	5 AM-12:30 AM	7-8	8	20-30	5 AM-midnight	20	Bancroft/Foothill/Telegraph corridor; Bayfair to Berkeley
40L	5:30 AM - 8 PM	15	16	20	8 AM- 6 PM	20	Same as 40; Bayfair to Downtown Oakland
55	6 AM - 6:30 PM	30	30	--	8:30 AM-6:30 PM	60	East-west service: Sheffield Village to San Leandro Marina via Dutton/Davis
57	5 AM- 12:30 AM	10-15	17	20-30	5:30 AM-midnight	20-30	MacArthur corridor and I-580 from Bayfair through Oakland to Emeryville
58X	6-8 AM, 4:30-5:30 PM	15-30	--	--	--	--	Express commute service from Estudillo Area to Downtown Oakland via MacArthur and I-580
66	6-9 AM; 3-6 PM	30	--	--	--	--	Commuter Loop: SL BART to West SL Industrial Area
80	6:30 AM- 8 PM	30	30	30	9 AM-6:30 PM	60	SL BART to Estudillo Area; on to 580 to Castro Valley and Hayward BART
81	6:30 AM- 8 PM	30	60	--	8 AM-6 PM	60	SL BART to Bonaire/Manor and on to Hayward BART
82	4:30 AM- 12:30 AM	12	15	20	4:30 AM-12:30 AM	15-20	East 14th Corridor; from Downtown Hayward to Port of Oakland
82L	6 AM- 6:30 PM	10-14	15	--	9 AM-6 PM (*)	15	Same as 82
84	6 AM-8 PM	30	30	30	9 AM-8 PM	60	SL BART to Bayfair BART via Washington Manor; on to Castro Valley and Hayward
85	5:30 AM-7 PM	30	60	--	8 AM-7:30 PM	60	SL BART down Washington Av to San Lorenzo and on to Hayward BART
97	6 AM-10:30 PM	20	30	30-60	8 AM-6PM	60	Fairmont County Complex to Bayfair and on to Union City via Hesperian corridor
KH	6-8 AM; 4-5:30 PM	20-30	--	--	--	--	Commute service to San Francisco via Bancroft/ Foothill corridor
N/NL	5:30 AM-12:30 AM	15-30	30	30	5:30 AM-12:30 AM	30	Benedict Dr to San Francisco via I-580 and Grand Av
RCV	6 AM-7:30 AM; 4:30-6 PM	30	--	--	--	--	Commute service to San Francisco via MacArthur and I-580
S/SA	6:30-7:30 AM; 4:30-6 PM	20-30	--	--	--	--	Commute service to San Francisco via Manor area and I-880

Source: AC Transit Schedules, October 1999 *(*) 82 L runs on Saturdays but does not run on Sundays*

Table III.C-8: Weekday Ridership on AC Transit Lines Passing Through San Leandro-1998 (*)

Line	Total Weekday Ridership	Passengers Per Revenue Hour	Adopted AC Transit Effectiveness Standard
Primary Local Lines			
40	11,063	51.3/69.6	45.6
57	9,198	62.2	45.6
82	23,464	81.9/72.9	45.6
Secondary Local Lines			
36X	144	36.3	30.8
55	1,052	36.5	30.8
66	333	31.8	30.8
80	1,290	33.3	30.8
81	626	32.9	30.8
84	1,774	28.8	30.8
85	723	40.6	30.8
Transbay Lines			
RCV	299	20.8	21.3
SA	239	25.9	21.3

(*) Represents total passengers on the route, not just the ridership with origins and/or destinations in San Leandro.

Source: AC Transit, 1999

Ridership on the AC system has risen and fallen several times during the last 15 years, although the trend since 1992 has been one of gradual increase. With 221,000 riders in 1998-99, ridership has increased by 12 percent since 1992-93.

A number of studies affecting future AC Transit service in and around San Leandro are underway or have recently been completed. The District is in the final phases of a Major Investment Study (MIS) for the 15-mile transit corridor that extends from UC Berkeley to the Bayfair area of San Leandro. This corridor includes Telegraph Avenue in Berkeley and Oakland, International Boulevard/East 14th Street in Oakland and San Leandro and Foothill/Bancroft in Oakland and San Leandro. The MIS evaluated potential strategies to improve mobility in the corridor, including innovative bus programs, street improvements, light rail transit, electric trolley bus, and other possible streetscape and service changes. The preferred alternative selected for further study is a bus rapid transit system, including infrastructure and vehicles to provide more frequent and rapid service along the corridor.

In 2000, AC Transit began work on a Comprehensive Service Plan to evaluate bus service in the mid-County area including San Leandro, San Lorenzo, Castro Valley, and Hayward. This plan will propose improvements to bus service based on public comment, locations of new employment, and changes in local and regional travel patterns.

Ferries. Although there is no ferry service to or from San Leandro at this time, the idea has been gaining in popularity. A 1999 Water Transit Initiative Report prepared by a Bay Area Blue Ribbon Task Force proposed a regional ferry system and identified the San Leandro Marina as one of the most viable locations around the Bay for service. The Task Force envisioned initial service from the Marina to San Francisco and to Redwood City, with eventual expansion to Oyster Point (South San Francisco), San Francisco Airport, and possibly other points in the South Bay. The General Plan endorses further study of ferry transit options.

Transportation Demand Management

Transportation Demand Management (TDM) refers to a variety of programs that improve the efficiency of transportation facilities. These programs may include signal timing, changeable message signs to balance traffic distribution, and high occupancy vehicle lanes. TDM measures also include ridesharing and vanpooling programs, flextime and staggered work hours for employees, and park and ride facilities.

San Leandro is in the process of installing a computerized traffic signal control system. Signals on a given roadway will be traffic responsive and will be programmed so that they are "in sync" along a given road segment. Video cameras are being installed at the signalized intersections to monitor traffic conditions and identify where and when adjustments to the system are needed. The signal timing program is being implemented concurrently with the placement of underground fiber optics cabling along the designated routes.

A number of other projects are being constructed or considered to improve traffic flow on San Leandro streets. Several of these projects are designed to deal with the impacts of through-traffic diverting to local streets when the freeways are jammed. A "transit pre-empt project," which adjusts traffic signal timing to improve the speed of buses running behind schedule, is presently being implemented. Longer-range applications could include "intelligent transportation systems," which use center to center communication to help motorists find the quickest route to their destinations; and highway advisory radio, providing a similar function.

The City of San Leandro is also supportive of voluntary ridesharing programs by local employers and institutions. Several large employers—including the City itself—provide preferential parking for carpools. In addition, the Alameda County Congestion Management Agency offers a "guaranteed ride home" (voucher) program to employees who carpool or use public transit but are unable to travel home by that mode. The City has recently initiated a shuttle program to carry passengers between the BART Station and major employment centers in West San Leandro.

Bicycles and Pedestrians

San Leandro offers many qualities favorable to walking and bicycle riding, including flat terrain, temperate climate, and scenic recreational resources. Based on recreational trends, local demographics, and commuter and student needs, San Leandro is well positioned to support an expanded bicycle system. There is a relatively good balance between jobs and housing, providing the potential for bicycles to become a viable means of commuting to work. About 80 percent of San Leandro's students attend

schools in their area of residence, making bicycling viable for students traveling to school. Interest in casual, recreational bicycling and endurance riding for physical fitness continues to be high.

Bikeways. In 1997, the City of San Leandro adopted a new Bikeway Plan to address deficiencies in the City's bikeway system and make cycling more viable and enjoyable in San Leandro. The Plan updated the City's existing bikeway map, provided bicycle circulation policies, and offered implementation strategies for future consideration. The Bikeway Plan was coordinated with ongoing development of the San Francisco Bay Trail along the shoreline and the City's Park Master Plan, which had proposed a bikeway along the BART line.

The Bikeway Plan uses Caltrans standards in its designation of bikeways as Class I, Class II, or Class III facilities:

- Class I Bikeways, or bike paths, provide a completely separated right-of-way for the exclusive use of bicycles and pedestrians with minimal automobile cross flows.
- Class II Bikeways, or bike lanes, provide a striped lane for one-way travel on a street or highway.
- Class III Bikeways, or bike routes, provide for shared use with motor vehicle or pedestrian traffic.

The City's existing bikeway network has a number of gaps that inhibit bicycle use and create potential safety concerns. The lack of continuous north-south and east-west routes, coupled with the lack of bikeways on streets feeding into residential areas, are among the system's major deficiencies. The Bikeway Plan presents measures to correct these deficiencies and improve the availability of bike racks and similar facilities at major destinations in and around the City.

The Transportation Element of the San Leandro General Plan incorporates the routing and corridor recommendations of the Bikeway Plan, enabling major activity centers to be connected and providing both inter-city and intra-city linkages. The following corridors have been identified:

- Farnsworth-Floresta-Halcyon, connecting Washington Manor and the shoreline recreational areas to the open space east of San Leandro.
- Manor or Lewelling, providing a collector between Washington and Wicks/Merced.
- Williams Street, connecting the shoreline to Central San Leandro.
- Alvarado/Fremont, connecting Davis to Floresta and providing a collector for adjacent neighborhoods.
- San Leandro Blvd, serving the BART area.
- Doolittle Drive, connecting Alameda and Oakland to Hayward and San Lorenzo, with links to the shoreline recreational areas.
- Bancroft Avenue and MacArthur Boulevards, both providing north-south access on San Leandro's east side.

A 43.8-mile bikeway system consisting of Class I, II and III facilities has been proposed for San Leandro. This system includes 7.5 miles of Class I bike paths, 19.7 miles of Class II bike lanes, and 16.6 miles of Class III bike routes. The proposed network was developed based on the goal of connecting residential neighborhoods to employment areas, recreational attractions, and schools; and providing maximum coverage while avoiding arterial streets. The Bikeway Plan is shown in Figure III.C-2.

Insert Figure III.C-2: Bikeway Plan

Pedestrian Facilities. Most San Leandro streets include sidewalks, and many parts of the City contain "pedestrian-scale" development. This is especially true in residential neighborhoods and on some Downtown streets. Sidewalks and street trees in many San Leandro neighborhoods create an environment that is conducive to pedestrian travel, while creating a sense of ambiance and character.

On the other hand, there are some areas in San Leandro which are less accommodating for pedestrians, despite the presence of sidewalks and crosswalks. These areas, which include many of the City's commercial and industrial thoroughfares, developed after World War II and were designed primarily for vehicle convenience. Persons walking in these areas may be inhibited by wide streets and high volumes of fast-moving traffic, along with the fumes and noise associated with such traffic. A major planning issue in the City is how to better accommodate the needs of pedestrians in these areas. Transportation Development Act funds may be used to improve pedestrian facilities, including the development of ramps to achieve compliance with the American With Disabilities Act (ADA).

Bicycle and Pedestrian Safety. Accident statistics show that bicyclists face only a marginally higher degree of potential injury than motorists. Nonetheless, between 1995 and 1998, there were 125 bicycle accidents on San Leandro streets that were reported to the City. Bicycles were considered to be at fault in 54 percent of these accidents. The most common cause for bicyclist-caused accidents was riding on the wrong side of the road, followed by riding in illegal areas and failure to yield to autos. The most common cause for motorist-caused accidents was failure to yield to bicycles, followed by failure to stop at required locations. Locations with no bike lanes sustained the highest number of accidents.

There were 120 pedestrian accidents between 1995 and 1998. The Transportation Division reports that some three-quarters of these accidents occurred in marked crosswalks. About 28 percent of all pedestrians involved in traffic accidents during this period were 18 or under and about 21 percent were over 56. Some 42 percent of the cyclists involved in accidents were 18 or under.

Truck Circulation

Truck traffic is estimated to comprise about two percent of the traffic on San Leandro's streets. In industrial areas and along major thoroughfares, the percentage is much higher. The West San Leandro Redevelopment Study EIR estimated that seven percent of all vehicles on West San Leandro streets were trucks. Those streets which are designated as truck routes are identified in Figure III.C-3. Trucks are also permitted on I-880 and I-580 in San Leandro. However, because trucks are prohibited on I-580 in most of Oakland, there is very little truck through-traffic on the freeway within San Leandro.

Some residential neighborhoods experience adverse impacts from truck traffic, usually related to noise and vibration or to trucks parking on residential streets that are close to industrial areas. Enforcement of truck routes may be difficult since trucks are permitted to use local (non truck-route) streets if they are making local deliveries. The City has ordinances that prohibit truck parking along truck routes and on residential streets. It also prohibits truck parking where unsafe reductions in sight distances or travel lane widths result.

Insert Figure III.C-3: Truck Routes

Parking

Requirements for off-street parking are specified in Article 17 of the San Leandro Zoning Code. These requirements must be met when a new project is initially developed or when an existing structure undergoes a major alteration or enlargement. A change in occupancy of an existing structure without major structural changes only requires compliance with the parking standards when the use changes from one broad classification to another (such as from industrial to commercial). The Zoning Code establishes parking criteria for multiple uses on a single parcel and includes provisions for shared (or "collective") parking and loading facilities where the uses are complementary.

The Code also establishes criteria for providing off-site parking in the event it is infeasible to provide parking on-site. Off-site parking is permitted within 150 feet of group homes and residential care facilities, within 200 feet of commercial businesses for customers/visitors, and within 400 feet of such businesses for employees. The Code provides the City Council with the authority to create "parking districts" in which a cash in-lieu payment can be made to provide off-site parking rather than providing it on-site.

Article 17 includes a series of tables identifying the number of spaces required for various types of uses. Most single family homes require two non-tandem covered spaces. Multi-family parking requirements vary depending on the number of bedrooms per unit. A one-bedroom unit requires 1.5 spaces (including one covered), a two-bedroom unit requires 2.25 spaces (including two covered), and a three-bedroom or larger unit requires 2.5 spaces (including two covered). Lower requirements apply to senior housing.

Requirements for most commercial and industrial uses are based on the square footage in the building. For instance, offices and supermarkets require 1 space per 200 square feet and limited industrial uses require 1 space per 750 square feet. Parking requirements for some activities are determined on a case by case basis through use permits. Article 17 also establishes off-street loading requirements, with the number of loading spaces based on the use and size of the facility.

The Zoning Code includes specific provisions relating to bicycle parking, front/side yard parking, driveway visibility, and parking lot landscaping, screening, and design. Bicycle parking is currently required on a case by case basis only and may substitute for up to five percent of the vehicle spaces required by the Code. Off-street parking requirements generally may not be met within the front and side yard areas in residential districts and are subject to design standards in non-residential districts. These standards require screening from residential areas, specific types of lighting, and landscaping of at least seven percent of the parking lot area. Parking lot plans are typically required for projects with four dwellings or more and for non-residential uses.

SIGNIFICANCE CRITERIA

The State CEQA Guidelines indicate that a project may have a significant effect on transportation if it would cause "an increase in traffic which is substantial in relation to the existing traffic load and capacity of the street system." In the case of the San Leandro General Plan, impacts to the transportation system

are described in terms of the projected Levels of Service (LOS) that could occur as a result of development consistent with the Plan.

The General Plan proposes a standard of LOS D for most intersections in the City. It is acknowledged that LOS E is acceptable where special circumstances exist; for instance, Downtown and in pedestrian-oriented areas. An impact would be considered significant if it resulted in roadway service below the adopted service levels.

LOS standards for the freeways are set by the Alameda County Congestion Management Agency (CMA). The CMA standard is LOS E, except where LOS F was originally measured when the CMA program was initiated.

Significant impacts also could occur if the Plan caused a substantial decrease in the level of accessibility and mobility within the City, or if it failed to provide for adequate facilities for pedestrian and bicycle movement within the City.

IMPACTS AND MITIGATION MEASURES

Methodology

The General Plan impact analysis considered the ability of San Leandro's transportation system to accommodate peak hour traffic volumes and travel demand in 2015. This process was completed in several steps. Appendix D presents comprehensive results of the analysis.

The first step was to quantify the travel demand associated with the development and land use changes described by the proposed General Plan. Over the course of the Plan update, more than 100 sites were identified as being vacant or underutilized. For each site, the proposed land use designation was applied to estimate the number of housing units or square footage of commercial/industrial space that could be supported. The analysis also considered projects that were approved, under construction, or in the pipeline.

To facilitate this task, the City was divided into 50 Traffic Analysis Zones (TAZ) (see Appendix C). Development potential for each zone was summarized and converted into travel demand forecasts using trip generation rates for each land use. The total number of trips generated by General Plan land uses is shown in Table III.C-9. Approximately 93,000 new trips would occur as a result of development accommodated by the Plan.

The traffic analysis also added projected increases in pass-through or "background" traffic (e.g., resulting from development outside of San Leandro). These projections, along with assumptions about the distribution of trips on the roadway network, were derived from the Year 2020 traffic model used by the Alameda County CMA.

The second step of the analysis was to test the effects of the projected traffic volumes on the City's roadway network. This considered not only the existing road network, but also the planned changes listed

Table III.C-9: Trip Generation from Proposed General Plan Land Uses, 2015

Land Use	Quantity	Trip Rate			Number of Trips		
		AM	PM	Daily	AM	PM	Daily
RESIDENTIAL LAND USES							
Garden	8 units	0.75	1.01	9.57	6	8	77
Low Density	75 units	0.75	1.01	9.57	56	76	718
Low-Medium Density	385 units	0.75	1.01	9.57	289	389	3,684
Medium Density	185 units	0.44	0.54	5.86	81	100	1,084
High Density	164 units	0.51	0.62	6.63	84	102	1,087
Mixed Use	653 units	0.51	0.62	6.63	333	405	4,329
Reduction for Mixed Use[2]					*-67*	*-81*	*-866*
Residential Subtotal	**1,470 units**				**782**	**998**	**10,114**
NON-RESIDENTIAL LAND USES							
Mixed Use-Commercial3	810,170 SF	2.24	4.10	45	995	1,820	19,981
Office	845,200 SF	2.80	2.60	20	2,227	2,068	15,904
Retail	463,490 SF	2.10	7.00	70	851	2,835	35,440
Light Industrial	2,471,700 SF	0.76	0.80	4	1,335	1,405	7,024
General Industrial	1,924,300 SF	1.40	1.50	10	1,985	2,127	14,180
Hotel	270 Rms	0.60	0.80	10	252	336	4,200
Reduction for Mixed Use					*-199*	*-364*	*-3,996*
Reduction for Retail pass-by trips					*-170*	*-567*	*-7,088*
Non-Residential Subtotal					**7,275**	**9,660**	**85,645**
5 % transit reduction for West San Leandro Shuttle					*-8*	*-12*	*-850*
10 % transit reduction for BART and AC Transit					*-171*	*-215*	*-1,710*
Total Net New Trips					**7,878**	**10,431**	**93,119**

Source: Fehr and Peers Associates, 2001
Note: Trip generation rates are based on SANDAG Traffic Generators, 12/96 and Institute of Transportation Engineers Trip Generation Manual, 6th Edition

2 A 20 % reduction has been applied to mixed use projects to account for the interaction between residential and commercial land uses.
3 The mixed use commercial areas are presumed to be 50 % office and 50 % retail uses. A 20 % reduction has been applied to account for retail pass-by trips.

Table III.C-10: Planned Roadway Improvements in San Leandro, 2000-2015

Project	Funding Source	Lead Agency
Widening of I-238 from four to eight lanes (CMP)	Measure B	Caltrans
Widening of Marina Blvd. to six lanes from Teagarden Street to San Leandro Blvd.	Federal and/or State Grants	City of San Leandro
Southern extension of Westgate Parkway to Williams Street (CMP)	Measure B	City of San Leandro
Geometric improvements and signal interconnects at the East 14th/Hesperian/150th Ave "triangle." (CMP)	Measure B	City of San Leandro
I-880 ramp improvements at Washington Avenue and Beatrice Avenue. (CMP)	Measure B	Caltrans
New southbound right turn lane from Hesperian to Lewelling, and additional westbound lane to I-238 on-ramp. (CMP)	Measure B	Caltrans
West San Leandro Plan Improvments: • Improve Eden Road and extend west/southwest to Davis Street. • Signalize the Eden/Doolittle intersection • Extend Polvorosa Avenue west from Aurora to Neptune • Terminate Aurora and Neptune in cul-de-sacs north of Williams (to prevent through-truck traffic)	DFSI	City of San Leandro

Source: City of San Leandro, 2001

in Table III.C-10. Using TRAFFIX computer modeling software, an analysis of 32 intersections was conducted. The projected AM and PM peak hour levels of service were determined at each intersection.

This analysis indicated that about half of the 32 intersections would deteriorate to unacceptable levels of service unless further improvements were made. These improvements generally consisted of adjustments to signal length and cycles, and the addition of turning lanes or turning arrows.

The third step in the analysis was to run the traffic model again, this time incorporating additional improvements at the impacted intersections. The output from the second model run indicated that one intersection continued to operate at LOS "E" while the others improved to LOS "D" or better. The findings are presented in greater detail below.

A parallel analysis was conducted to test the traffic impacts that would occur if Aladdin Avenue was extended east across the UP Railroad tracks and Hudson Lumber site to the vicinity of the Washington Avenue/San Leandro Boulevard intersection. The General Plan describes this extension in conceptual terms only, acknowledging that it would be expensive to construct and should continue to be studied. The intent of the parallel analysis was to assess the traffic benefits that would occur if the segment was built. The findings may inform future decisions about the roadway.

The final step in the analysis was to estimate Year 2015 volumes on Interstates 580 and 880. The projected volumes were calculated by adding:

- Actual Caltrans traffic count data for year 2000.
- CMA forecasts for traffic resulting from development outside of San Leandro (e.g., background traffic).[4]
- The additional traffic that could potentially be generated by General Plan land uses.

The resulting estimates of traffic are more conservative than those prepared by the CMA because they assume a higher level of housing and employment growth than was presumed by the CMA model. It is important to note that this difference is not due to proposed increases in the amount of land designated for development, or proposed increases in the density or intensity of development permitted under the proposed General Plan. Rather, it is due to the City's assumption that it will capture more of the region's job and housing growth than was assumed by the CMA.

TRAFFIC CONGESTION IMPACTS

Impact C1: Future development consistent with the General Plan would result in a degradation of the level of service on several local roadway segments. Policies and programs in the General Plan, along with specific capital improvements, transit and bicycle improvements, and transportation demand strategies have been identified in the Transportation Element to address this impact. However, even if all improvements are built as planned, at least one intersection may operate at LOS E, and several others will deteriorate from LOS "B" or "C" to LOS "D. Interstate 880 is projected to operate at LOS "F" with or without the proposed General Plan. Although mitigation measures are prescribed below, traffic congestion impacts will remain significant and unavoidable.

The initial TRAFFIX model run for 2015 conducted as part of the General Plan update found three of the 32 study area intersections would operate at LOS E or F during the AM peak hour, and 16 of the 32 study area intersections would operate at LOS E or F during the PM peak hour without further mitigation. A series of improvements, listed in Table III.C-11, was developed to upgrade operating conditions at these intersections. These measures have been incorporated into the Transportation Element as action items.

Table III.C-12 indicates the projected LOS after the improvements are in place. All intersections operate at LOS D or better except Davis Street and San Leandro Blvd. That intersection is projected to operate at LOS E during the PM peak hour. Mitigating this impact to LOS D or better would be very expensive and require acquisition of additional right away and the construction of additional travel lanes on Davis Street. Moreover, the intersection is located in an area planned for pedestrian-oriented mixed use development. Therefore, the City has determined that LOS "E" is acceptable at this location.

Table III.C-13 indicates projected two-directional volumes on Interstates 580 and 880 in 2015, adding projected General Plan land uses to "background" traffic foreacst by the Alameda County CMA. During the PM peak hour, Interstate 880 is projected to operate at LOS "F" in both the northbound and

4 Background volumes for 2015 were developed by considering the current Alameda County CMA models for Year 2005 and 2020. The CMA does not have published data for 2015, so it was necessary to interpolate based on the average growth rate over the period. The annual rate of growth for the freeway segments analyzed was determined to be 0.28 % during the evening peak hour. This growth rate was applied to existing volumes to determine background growth.

Table III.C-11: Proposed Mitigation for Study Area Intersections[5]

North-South Street	East-West Street	Improvement
East 14th St.	Dutton Ave.	Add NBR, WBL, and increase cycle length
Phillips Ln.	Davis St.	Increase cycle length
I-880 southbound	Davis St. Ramps	Add NBL
San Leandro Blvd.	Davis St.	Increase cycle length
East 14th St.	Davis St.	Make EBL protected
Bancroft Ave.	Estudillo Ave.	Add NBR
MacArthur Blvd.	Estudillo Ave.	Add EBL
Alvarado St.	Williams St.	Add NBL, NBR, and increase cycle length
Merced St.	Marina Blvd.	Overlap NBR *(implemented since this analysis was completed)*
I-880 northbound	Marina Blvd. ramps	Signalize and overlap NBR
I-880 southbound	Marina Blvd. ramps	Signalize and add EBL and NBR, WBR free
Alvarado St.	Marina Blvd.	Add WBL
San Leandro Blvd.	Marina Blvd.	Add NBL, WBL and EBL
Merced St.	Fairway Dr.	Add EBR
Washington Ave.	San Leandro Blvd.	Increase cycle length and EBR overlap
Hesperian Blvd.	Halcyon Dr.	Overlap EBR
I-880 northbound	Washington Ave. ramps	Add SBL
I-880 southbound	Washington Ave. ramps	Overlap EBR

Source: Fehr and Peers Associates, 2001
Key: NBR=northbound right; NBL=northbound left; SBL=southbound left; WBR=westbound right; WBL=westbound left; EBR=eastbound right; EBL=eastbound left

5 The improvements listed in this table presume that Aladdin Avenue will remain "as is" through the planning period. In the event Aladdin is extended east across the railroad to Washington Avenue, the referenced improvement to Marina Blvd. and Alvarado Street, and the EBR overlap at Washington Avenue and San Leandro Boulevard, would not be required. Additional discussion of the Aladdin extension appears in Chapter V.

Table III.C-12: Projected Delays and Levels of Service at Key Intersections with Mitigation, 2015

North-South Street	East-West Street	(Delay in Seconds/Level of Service)	
		AM Peak	PM Peak
East 14th St.	Dutton Ave.	11.9/B	22.8/C
Bancroft Ave.	Dutton Ave.	11.7/B	16.3/C
Doolittle Dr.	Davis St.	27.9/D	27.0/D
Phillips Ln.	Davis St.	6.5/B	38.4/D
Timothy Dr.	Davis St.	13.0/B	12.1/B
I-880 northbound	Davis St. Ramps	12.7/B	25.4/D
I-880 southbound	Davis St. Ramps	30.3/D	26.9/D
Alvarado St.	Davis St.	9.6/D	36.0/D
San Leandro Blvd.	Davis St.	24.5/C	**46.7/E (*)**
East 14th St.	Davis St.	18.4/C	39.0/D
Bancroft Ave.	Estudillo Ave.	17.6/C	29.2/D
MacArthur Blvd.	Estudillo Ave.	23.5/C	28.8/D
Alvarado St.	Williams St.	15.4/C	32.0/D
Doolittle Dr.	Marina Blvd.	25.0/D	26.4/D
Merced St.	Marina Blvd.	19.7/C	27.8/D
I-880 northbound	Marina Blvd. ramps	15.2/C	34.2/D
I-880 southbound	Marina Blvd. ramps	19.7/D	28.8/D
Teagarden St.	Marina Blvd.	11.1/B	23.3/C
Alvarado St.	Marina Blvd.	15.5/C	32.8/D
San Leandro Blvd.	Marina Blvd.	19.8/C	34.7/D
Merced St.	Fairway Dr.	27.0/D	30.5/D
Washington Ave.	San Leandro Blvd.	15.4/C	21.1/C
East 14th St.	San Leandro Blvd.	14.0/B	20.8/C
East 14th St.	Hesperian Blvd.	14.7/B	19.7/C
Hesperian Blvd.	150th Ave.	11.5/B	12.6/B
Washington Ave.	Halcyon-Floresta Dr.	17.6/C	21.0/C
Hesperian Blvd.	Halcyon Dr.	22.8/C	33.6/D
Washington Ave.	Springlake Dr.	9.9/B	11.5/B
Hesperian Blvd.	Springlake Dr.	11.2/B	13.9/B
I-880 northbound	Washington Ave. ramps	28.3/D	14.9/B
I-880 southbound	Washington Ave. ramps	13.4/B	21.1/C
Washington Ave.	Lewelling Blvd.	20.9/C	33.5/D

Source: Fehr and Peers Associates, 2001
Note: Signalized intersection level of service based on weighted average stopped delay per vehicle, according to the Highway Capacity Manual, Special Report 209, Transportation Research Board, 1994
(*) this is the only intersection in the City projected to operate at LOS "E" in 2015. The proposed General Plan specifically accepts LOS "E" at this location.

Table III.C-13: 2000 and Projected 2015 Freeway Traffic Volumes, PM Peak Hour

Segments	Caltrans 2000 Volumes	Projected Volumes, including Background Growth and General Plan	Percent Change, 2000-2015
Interstate 880			
98th to Davis	14,200	15,770	11 %
Davis to Marina	15,200	16,837	11 %
Marina to Washington	15,500	17.017	10 %
South of Washington	16,000	17,574	10 %
Interstate 580			
Foothill to Dutton	11,900	12,981	9 %
Dutton to Estudillo	11,500	12,549	9 %
Estudillo to Benedict	12,200	13,433	10 %
Benedict to 150th	12,100	13,328	10 %

southbound directions, and Interstate 580 is projected to operate at LOS "F" in the eastbound direction. These levels of service are projected even without the land use changes envisioned by the San Leandro General Plan. In fact, the General Plan actually may serve to mitigate congestion on I-880 by promoting a better jobs-housing balance in San Leandro, a shift toward transit-oriented development, a higher level of transit service, and improvements to the City's bicycle and pedestrian network.

The General Plan includes further policies and actions that are intended to mitigate traffic congestion on San Leandro's roadways. These include:

Policy 13.01: *Ensure that future land use and development decisions are in balance with the capacity of the City's transportation system.*

Policy 13.02: *Improve transportation infrastructure at a rate that keeps pace with growth.*

Policy 13.03: *Require developers to address the impacts that their projects will have on the City's transportation system. A variety of mitigation measures, including impact fees, street improvements, transportation demand management (TDM) measures, and improvement of non-automobile transportation modes, should be considered.*

Policy 13.05: *Promote land use concepts that reduce the necessity of driving, encourage public transit use, and reduce trip lengths. These concepts include live-work development, mixed use development, higher densities along public transit corridors, and the provision of commercial services close to residential areas and employment centers.*

Policy 13.09: *Establish zoning densities and intensities which help maintain the adopted level of service standards on San Leandro streets and highways.*

Policy 16.02: Use Level of Service (LOS) "D" as the minimum acceptable service standard for streets and intersections, except as otherwise indicated in the Transportation Element.

Policy 16.04: Use a variety of measures to improve traffic flow at congested intersections, including technologically advanced tools such as signal timing and video monitoring.

Action 13.03-B: Require traffic analyses for new development that will generate substantial volumes of traffic. Identify mitigation measures as appropriate to address impacts.

Action 13.09-A: Reduce the base FAR in Light Industrial and General Industrial districts from 1.0 to 0.8 to help ensure that future development and redevelopment does not generate traffic in excess of intersection capacity in the City's major employment districts. Establish an exception process for industrial uses with low employment densities.

Action 16.04-A: Conduct traffic monitoring at key intersections in San Leandro. Based on the monitoring data, undertake signal timing and phasing projects which improve traffic flow and safety

In addition to the policies and actions listed above, policies and actions under Goals 15 and 16 call for improvements to the City's bicycle and pedestrian system, and public transportation services. A major puprose of these improvements is to mitigate the traffic impacts of future development by providing alternatives to private automobiles for travel through and around the City. Many of the "smart growth" principles contained in the Land Use Element are designed to change the form of new development in San Leandro and reduce the number and length of auto trips that new development generates.

All of the "policies" and "actions" listed above are included in the project and will be adopted by the City as part of the General Plan. The Transportation Element of the Plan further includes a commitment to make the improvements to the 18 intersections listed in Table III.C-11 on an "as needed" basis as development takes place around the City.

The following additional measure is recommended to reduce congestion impacts specific to the Davis Street corridor and Downtown BART Station area:

Mitigation Measure C1: Prior to the approval of any additional office projects exceeding 50,000 square feet in the Downtown BART Station vicinity, prepare a detailed traffic study and mitigation plan for the Davis Street corridor between I-880 and East 14th Street. The Plan should use ITS technology to explore ways of mitigating potential degradation of LOS on Davis Street.

Even with this measure in place, and assuming implementation of all of the policies and actions in the General Plan, the increase in traffic that would occur as a result of 1,470 new housing units and 9,275 jobs in the City of San Leandro would remain substantial. Given the uncertainties about future transit improvements, the challenges of changing local travel behavior patterns, and the lack of identified funding sources for some of the roadway improvements, the City cannot guarantee that this impact can be mitigated to a less than significant level.

Impact C1 Level of Significance After Mitigation: Significant and Unavoidable.

PUBLIC TRANSIT IMPACTS

<u>Impact C2</u>: Future development consistent with the General Plan could increase demand for public transportation services, particularly in areas where Mixed Use development is proposed. This is a less than significant impact because of policies and actions in the Draft Plan.

About 40 percent of the housing proposed by the General Plan would take place along the East 14th Street corridor and around the Downtown BART Station in multi-family and mixed use projects. The General Plan presumes that occupants of these projects will be more dependent on public transit than residents of single family projects, and will own fewer vehicles per household. It follows, then, that the demand for public transit will increase in these areas. More frequent bus service and improved bus waiting and boarding areas will be needed along East 14th Street, and improved service to BART will be needed.

The Plan also accommodates substantial increases in office space around the Downtown BART Station, in Downtown San Leandro, and along corridor streets. It also accommodates large increases in industrial floor space in West San Leandro and the South-of-Marina districts. Given the projected increase in peak hour traffic congestion, the projected growth in employment will be accompanied by growth in the demand for convenient transit service, with a particular emphasis on transit links between these areas and the BART stations.

The General Plan anticipates this demand and responds with the following policies and action measures:

Policy 13.06: *Consider access to public transportation to be a major factor in the location and siting of future housing and public facilities. Conversely, ensure that community facilities such as libraries, parks, schools, and community centers are served by public transit.*

Policy 15.01: *Work collaboratively with AC Transit and BART to ensure that public transit service remains safe, reliable, and affordable, and to improve service frequency and coverage within San Leandro neighborhoods and employment centers.*

Policy 15.02: *Support efforts by BART and AC Transit to integrate their schedules to reduce the loss of time associated with intermodal connections.*

Policy 15.03: *Encourage the use of shuttle buses as a viable alternative to driving. Shuttles should connect residential areas, schools, employment, shopping, health and other activity centers, and transit facilities such as BART.*

Policy 15.04: *Promote the consolidation of private shuttle services to provide more efficient and comprehensive service between the City's employment centers and major public transit facilities, and to make the expansion of such service more viable. Where shuttle service is provided, it should supplement rather than compete with conventional public transit service.*

Policy 15.05: *Encourage amenities, such as shelters, lighting, and route information at bus waiting areas to increase rider safety, comfort and convenience.*

Policy 15.06: *Work with local public transit providers and social service agencies to eliminate barriers to personal mobility and more completely meet the transportation needs of persons with disabilities.*

Policy 15.07: *Ensure that the City receives its fair share of the public funds allocated for transit services within the region.*

Policy 15.09: *Support continued study of the feasibility of ferry service from San Leandro to other destinations on San Francisco Bay.*

Policy 15.10: *Explore the feasibility of additional commuter rail service between San Leandro and major regional employment centers.*

Action 13.04-C: *Evaluate the need for public transit as part of the development review process, both for new projects and for re-use or redevelopment projects.*

Action 15.01-A: *On an ongoing basis, work with AC Transit to pursue (a) Route improvements providing greater cross-town access, improved access to public facilities, and additional links to BART from San Leandro neighborhoods and employment centers; (b) Technological changes (such as signal improvements and global positioning systems) that improve the on-time performance of public transit vehicles and provide greater capacity and service frequency; (c) Improvements which eliminate barriers to public transit use for persons with disabilities; (d) Improvements to local bus route maps, automated and electronic schedule information, and public information on public transit services; (e) Public-private partnerships to create shuttle service between BART, Downtown, and major employment centers; (f) Representation by San Leandro residents, businesses, and officials on committees and task forces studying AC Transit service improvements in Central Alameda County and the Berkeley-Oakland-San Leandro Corridor; and (g) Locating bus loading and unloading areas in a manner which minimizes the disruption of traffic.*

Action 15.01-B: *On an ongoing basis, work with BART to pursue (a) Parking management strategies around the Downtown and Bayfair Stations; (b) Urban design improvements that enhance access to both stations for pedestrians, persons with disabilities, bicycles, and public transit vehicles; (c) Extension of BART service to San Jose, Livermore, and eastern Contra Costa County; (d) Representation by San Leandro residents, businesses, and officials on committees and task forces studying service improvements, including BART extensions and connections to Oakland Airport.*

Action 15.03-A: *Study the feasibility of, and pursue grants for, new public/private partnerships to provide additional shuttle bus services in San Leandro. Although the City would not operate shuttle services directly, it should act as a coordinator and facilitator to ensure that such services benefit the greatest number of persons possible.*

Action 15.03-B: Study the feasibility of a shuttle bus impact fee for major new commercial and industrial projects as a means of generating revenue to support expanded shuttle service.

In addition to the measures listed above, AC Transit is moving forward with plans for an advanced bus system for the East 14th Street corridor. If built as planned, this system would help meet the increased demand for bus service in the major transit corridor to be impacted by the General Plan's adoption.

Implementation of the General Plan policies and actions should offset the effects of project-facilitated growth on transit. In fact, the Plan should produce beneficial impacts by making transit more viable and concentrating demand in the corridors where major investments are planned.

Mitigation Measure C2: None required.

PEDESTRIAN AND BICYCLE IMPACTS

Impact C3: **Future development consistent with the General Plan could increase the demand for pedestrian and bicycle facilities. The increased presence of pedestrians and bicyclists on San Leandro streets may also increase traffic safety concerns. This is a less than significant impact because of policies and actions in the Draft Plan.**

Increased population and employment, coupled with a shift toward higher density pedestrian-oriented development, would result in a larger number of pedestrians and bicyclists on San Leandro streets. The General Plan emphasizes such development along the corridors, in the Downtown area, and around the BART Stations. As this development takes place, the demand for bike lanes, bicycle racks and storage facilities, pedestrian crosswalks, and other amenities which accommodate bicyclists and pedestrians is likely to rise. The Plan recommends the construction of a comprehensive bikeway system to meet projected demand.

The construction of bike routes throughout the City, as proposed by the General Plan, will create the potential for more accidents and greater conflicts between bicyclists and motorists. A number of specific policies and actions in the Plan address this issue and seek proactive ways to mitigate potential safety impacts.

The following policies and programs are included in the General Plan:

Policy 14.01: Develop and maintain a Citywide bikeway system which effectively serves residential areas, employment centers, schools, parks, and multi-modal terminals.

Policy 14.02: Aggressively pursue state and federal funding for bicycle and pedestrian improvements, while also including funding for bicycle and pedestrian improvements in the City's Capital Improvement Program.

Policy 14.03: Encourage the use of natural and man-made corridors such as creeks and dormant rail lines for future bicycle and pedestrian trail alignments. The safety of bicyclists and

pedestrians and the privacy of adjacent property owners should be top priorities in the design of such trails.

Policy 14.04: Require new development to incorporate design features that make walking, cycling, and other forms of non-motorized transportation more convenient and attractive. Facilities for bicycles and pedestrians, including bike racks, should be provided within new employment areas, shopping destinations, multi-modal transportation facilities, and community facilities.

Policy 14.05: Promote improvements that encourage walking, cycling, and other forms of non-motorized transportation to and from transit facilities such as BART stations and AC Transit bus lines.

Policy 14.07: Strive to achieve a more comfortable environment for pedestrians in all areas of San Leandro, with particular emphasis on the BART Station areas, Downtown, and major commercial thoroughfares such as East 14th Street.

Policy 14.08: Consider opportunities for concurrent pedestrian and bicycle improvements whenever improvements to roadways are made.

Policy 18.02: Identify capital improvements and other measures which improve the safety of bicyclists, pedestrians, and motor vehicles on San Leandro streets.

Policy 18.03: Increase public education on laws relating to parking, circulation, speed limits, right-of-way, pedestrian crossings, and other aspects of transportation safety in the City.

Policy 18.05: Pursue grants for the improvement of pedestrian, bicycle, and motor vehicle safety.

Action 14.07-A: Conduct an inventory of all pedestrian facilities and routes in the City to identify missing links. Develop a program to correct any deficiencies and ensure safe, convenient pedestrian circulation.

Action 14.07-B: Improve crossings for pedestrians and cyclists at intersections in the City through the use of brick pavers, small curb radii, bulb outs, street trees and landscaping near corners, and other measures which shorten pedestrian crossings or increase driver awareness of non-vehicle traffic. Continue to implement the Americans With Disabilities Act (ADA) and remove mobility barriers for persons with disabilities.

Action 18.02-B: Develop programs to improve pedestrian safety at both controlled and uncontrolled intersections throughout the City. Programs which use innovative technology, such as lighted crosswalks and warning countdowns, should be explored.

Action 18.03-A: Continue the Safe Route to School program and other bicycle, pedestrian, and non-motorized transportation safety programs for children and seniors.

Implementation of these policies and programs will reduce this impact to a less than significant level, and moreover will have beneficial impacts on congestion, energy, and air quality.

Mitigation Measure C3: None Required.

TRUCK TRAFFIC IMPACTS

Impact C4: The commercial, industrial, and mixed use development accommodated by the General Plan could result in increased non-residential traffic on residential streets and could also lead to the increased presence of trucks on San Leandro thoroughfares. This issue is addressed by policies and actions in the General Plan and is therefore a less than significant impact.

Based on the General Plan traffic analysis, up to 90 percent of the traffic generated by future development in San Leandro will result from commercial, industrial, and mixed use development. This could translate into several thousand additional truck trips each day in the City, creating the potential to exacerbate existing conflicts between residential and non-residential traffic, and cause greater intrusion of trucks onto residential streets. It could also result in pavement maintenance problems on streets with high truck volumes, such as Davis Street, Merced Street, Marina Boulevard, and Doolittle Drive.

The General Plan includes the following policies and actions to address this issue:

Policy 16.07: *Undertake roadway and intersection improvements to designated truck routes which ensure that San Leandro remains competitive as a regional distribution center. Such improvements should further the protection of residential areas from truck traffic.*

Policy 17.05: *Consider road design improvements, truck route designations, signage, and other tools to discourage truck traffic from using residential streets.*

Policy 17.06: *To the extent feasible, locate businesses projected to generate large amounts of truck traffic away from residential areas. Ingress and egress for such businesses should be designed to minimize the possibility of truck traffic impacting residential streets.*

Action 16.07-A: *Designate appropriate San Leandro streets as truck routes so that industrial traffic is channeled away from residential areas. The selection of truck routes should consider neighborhood impacts, freeway access, truck parking needs, turning radii requirements, and the locations of businesses generating the largest volumes of truck traffic.*

Action 16.07-B: *Pursue the following steps to improve truck circulation in San Leandro and reduce conflicts with residential traffic:*

- *Conduct a survey of large industries in San Leandro to determine overall trucking needs in the community.*
- *Identify priority intersections throughout San Leandro where widening to accommodate larger tractor-trailer rigs is required.*

- *Consider developing specific roadway design standards for designated truck routes that address safety, turning requirements, ingress and egress, and streetscape improvements.*
- *Develop a citywide radio band, or use the existing 1610 band, to provide truck route information.*

Action 17.05-B: Enforce the regulation of truck parking on City streets. Identify locations where signs prohibiting truck parking may be required.

Implementation of these policies and programs will reduce this impact to a less than significant level.

Mitigation Measure C4: None Required.

PARKING IMPACTS

Impact C5: The commercial, industrial, and mixed use development accommodated by the General Plan could result in increased parking demand in localized areas, particularly around the Downtown BART Station, in Downtown San Leandro, along corridor streets, and in redeveloping industrial areas in West San Leandro, Central San Leandro, mid-Washington Avenue, and South of Marina. This issue is addressed by policies and actions in the General Plan and is therefore a less than significant impact.

The proposed General Plan calls for more concentrated development around BART, in Downtown San Leandro, and at specific locations along the East 14th Street corridor. The clustering of activities, possibly at densities and intensities substantially higher than what exists now, may cause an increase in parking demand in these areas.

Around the BART Stations, increased parking demand from new development could exacerbate existing conflicts resulting from a shortage of supply for BART patrons. These conflicts could be heightened by projected increases in BART ridership. In the Downtown area, the pedestrian-oriented mixed use development envisioned by the General Plan could result in the loss of some existing surface parking lots, potentially reducing the existing supply while increasing demand. Along East 14th Street, new mixed use and retail development along the corridors could cause parking demand to spill over onto adjacent residential streets, creating a nuisance and potential safety concern for nearby residents.

The Plan also envisions more intense use of older industrial properties, particularly in West San Leandro and in the South-of-Marina district. This could generate substantial increases in parking demand, particularly where older warehouse or manufacturing buildings are converted to office-flex space. Unless provisions are made for increased employment densities, parking could spill over onto adjacent streets, into adjacent lots, or into nearby residential neighborhoods.
The General Plan anticipates these potential impacts and includes policies and action programs which address them proactively. The following measures are included in the Land Use and Transportation Elements:

Policy 1.11: *Protect residential neighborhoods from the encroachment of incompatible non-residential uses and disruptive traffic, to the extent possible. Zoning and design review should ensure that compatibility issues are fully addressed when non-residential development is approved near or within residential areas.*

Policy 6.07: *Ensure that parking for Downtown businesses remains convenient, but take steps which de-emphasize surface parking lots as a dominant feature of the Downtown landscape. Establish satellite parking areas, including attractively designed parking structures, accessed by well-defined and inviting pedestrian passageways.*

Policy 10.02: *Consider the setting and context of each site when evaluating proposals for development in industrial areas. The potential for impacts on adjacent uses, including the potential for land use conflicts and increased parking demand and truck traffic, should be a key consideration.*

Policy 13.07: *Establish parking requirements that contemplate the desire to promote public transit use, bicycling, and walking.*

Policy 19.03: *Promote the concept of parking areas which are "shared" by multiple uses with different peak demand periods as a means of reducing the total amount of parking which must be provided.*

Policy 19.06: *Encourage local employers to develop programs that promote ridesharing, shuttles, bicycle use, and other modes of transportation that reduce the number of vehicle trips generated.*

Action 6.10-A: *Pursue the relocation of the BART parking lot on the east side of San Leandro Boulevard to a new parking garage on the west side of the station with a greater number of spaces. Work with BART to facilitate the redevelopment of the vacated parking lot site with quality high-density housing or mixed use development. A minimum density of 24 units per acre should apply to the housing site, and provisions for ample open space and landscaping should be included in the project's design.*

Action 10.01-A: *Develop zoning procedures for the re-use of older industrial buildings that specifically address parking requirements, traffic, landscaping and building design standards, and other aspects of site development.*

Action 15.01-B: *Work with BART to pursue parking management strategies around the Downtown and Bayfair Stations which ensure that the stations remain available for use by the greatest number of persons possible, and that parking impacts on surrounding neighborhoods are minimized.*

Implementation of these policies and programs will reduce this impact to a less than significant level.

Mitigation Measure C5: None required.

III.D VISUAL RESOURCES

This section of the EIR describes the impact of the proposed General Plan on visual and aesthetic conditions in the San Leandro Planning Area. The analysis includes a summary of San Leandro's existing visual and aesthetic setting, a description of impacts resulting from adoption of the Plan, and measures to mitigate any potentially significant impacts.

SETTING

Urban Form

San Leandro is situated on the East Bay Plain, bracketed by San Francisco Bay on the west and the coastal foothills on the east. The City's physical setting has shaped its development and defines many of its present-day visual qualities. Natural features such as the Bay and shoreline mark the edges of the City and frame most long-range views. However, because much of the City is flat, man-made features such as freeways, buildings, and signs create most of San Leandro's visual profile.

Although parts of the City are urban in form and function, the prevailing character of the City is suburban. Flat terrain and a lack of dense and continuous tree cover gives San Leandro an open and expansive quality. Building forms are generally low and dispersed. In residential areas, most buildings are one to two stories in height, surrounded by yards and relatively wide streets. In industrial and commercial areas, large areas are given over to parking and storage, and buildings are similarly low in profile. Taller buildings, up to five stories in height, define activity centers such as Downtown, San Leandro Hospital, and Bayfair Mall. Several industrial buildings, such as Kraft/General Foods and Ghirardelli Chocolate, also stand out as visual landmarks on the City's skyline.

The physical form of modern-day San Leandro has also been shaped by transportation features. Given the natural barriers to growth on the east and west, and the proximity to other cities on the north and south, much of the City has evolved in a linear pattern. Three major north-south rail lines and two north-south freeways bisect the City, defining the edges of neighborhoods and imposing strong physical barriers within the City. Similar east-west features do not exist in the City, effectively dividing San Leandro into linear "strips". The presence of the railroads defined San Leandro's destiny as an industrial center early on and influenced patterns of land use which remain in place today.

The development pattern consists of a crescent of residential areas extending from Davis Street/I-880 east to the hills, then extending south between the railroad and I-580, and then southwest to include the post-war housing tracts west of I-880. This crescent of neighborhoods surrounds a "central" industrial area generally lying south of Marina Boulevard, and abuts a larger industrial area to the west of I-880. On the western edge of the industrial area, a large pocket of residential development exists near the shoreline, along with the City's major recreational and open space areas.

The northeast part of the City, including Downtown and the adjacent residential neighborhoods, is the most organic in terms of its urban form. The oldest part of the City, it developed incrementally during the pre-war era and retains traditional village or small-town architectural and design elements. Other parts of

the City are more diffuse, with large neighborhoods of one-story single family homes surrounded by auto-oriented retail, industrial, or multi-family residential development. In these areas, much of the visual character is defined by commercial development along busy arterial streets such as East 14th Street, Washington Avenue, and Hesperian Boulevard. In the industrial districts, visual character varies from traditional images of heavy industry (e.g., rail yards, smokestacks, and power lines) to more contemporary images such as landscaped business parks.

A number of areas in the City stand out as visually unique. On the east, the hilly Bay-O-Vista neighborhood contains large ranch-style houses with low rooflines and panoramic views. Steep roads and dramatic terrain, coupled with the imposing physical barrier of the MacArthur Freeway below, set this area apart from the rest of the City. On the west, the large shoreline open spaces at Oyster Bay and Roberts Landing have an expansive character, with striking views across San Francisco Bay and marshland vegetation. San Leandro Creek provides another natural landmark within the City, with tall trees defining its course.

Design Elements

Figure III.D-1 illustrates the major physical elements that define San Leandro's appearance.

"Visual Landmarks" include those structures and features that provide orientation and identity within the City. Landmarks in San Leandro include large buildings, such as the Bal Theater and Kraft/General Foods, tall signs such as the Levitz Furniture and Westgate Plaza signs, and natural features such as Dunsmuir Ridge and Fairmont Ridge.

"Gateways" are significant points of entry into the City or into individual districts. Because gateways provide the first impression of a community, they represent an important opportunity to convey a positive image. The visual quality of San Leandro's gateways varies from street to street. Several are marked with monuments and banners. Others, including those on the freeways, are noted only with Caltrans "city limits" signs and are non-descript. Several residential neighborhoods have added gateway monuments and/or signs, creating a stronger sense of identity and a positive design feature.

"Edges" are natural or man-made features that create boundaries within the City. Edges include natural features such as the shoreline and San Leandro Creek, and manmade features such as freeways and railroads.

"Districts" are areas of the City that persist in the memory because of their special character, reputation, or activity. They include areas of distinctive or consistent architecture, such as the Broadmoor and Estudillo Estates neighborhoods. They also include areas with intensive pedestrian activity and retail/service uses, such as Bancroft/Dutton, Downtown San Leandro, and the cluster of historic buildings between Downtown and BART.

"Scenic natural resources" in the City include San Leandro Creek, the Bay shoreline and adjacent wetlands, and the open hills and parkland east of the City. These features are positive aspects of San Leandro's physical appearance and their preservation is an important priority.

Insert Figure III.D-1: major physical elements defining city appearance

"Scenic roadways" include Lake Chabot Road, Neptune Drive, Fairmont Drive, Marina Boulevard and I-580. Lake Chabot Road and Fairmont Drive provide picturesque views of the hills and wooded areas east of the City; Neptune Drive and Marina Boulevard provide views of the shoreline parks and San Francisco Bay. I-580 has been a State-designated scenic highway since 1970 and affords panoramic views across the City toward the Bay. A number of other roads have been designated as scenic by the City to acknowledge their importance in defining first impressions of the City. These include Estudillo Avenue, Davis Street, Doolittle Drive, Hesperian Boulevard, and Washington Avenue.

Views and Vistas

There are three major view/vista profiles in the City, described below.

The San Leandro Hills feature panoramic westerly views across the City, to the Bay, and beyond. Homes in this area have been designed to maximize view opportunities and are typically low in profile. While the prevailing views are to the west, parts of the neighborhood also offer views to the east and north, taking in Fairmont and Dunsmuir Ridges and the forested hills above Lake Chabot.

The second major view/vista profile, and the one which characterizes most of the City, consists of long-range views to the hills east of the City and limited or partial views to the hills on the opposite side of the Bay. Views to the East Bay Hills are most dramatic at close-range, particularly in the neighborhoods between Bancroft and I-580 where they are a defining element of neighborhood character. Because of the flat terrain and built up quality of the landscape, the visual quality throughout this area is defined by short-range views. Street and yard trees, overhead utilities, and nearby structures define most views, and strong vertical elements such as distant palm or redwood trees, free-standing signs, the elevated BART tracks, transmission lines, and water towers stand out on the view plane.

The third major view/vista profile consists of long views across the open water of San Francisco Bay. This is the predominant view on the western edge of the City, in most of the shoreline parks, and also in neighborhoods like Heron Bay. Here, the East Bay hills are a minor aspect of the view plane, and the major visual feature consists of the Bay and horizon elements like Oakland Airport, San Francisco, and the Peninsula Hills. Jets landing at Oakland Airport are a key aspect of the visual environment here.

Visual Characteristics of Focus Areas

Most of the changes envisioned by the General Plan would occur within 10 "Focus Areas." The following section describes the major visual characteristics of each area.

Downtown. Downtown is the heart of San Leandro and includes the City's largest concentration of historic structures, its tallest buildings, its densest housing, and its most pedestrian-oriented street environments. The area was initially developed on a well-defined street grid around a central plaza. This grid was interrupted by redevelopment projects during the 1970s and early 1980s, creating a more suburban and auto-oriented city center. Many of the historic buildings that once distinguished this area from other parts of the City have been replaced by more modern structures.

The Downtown Shopping Center (Washington Plaza) is attractive and well landscaped for a center of its type. However, its bulky structures contrast with the context of the surrounding area, much of which includes well-detailed storefronts and small, older buildings. This effect is softened by mature street trees, sidewalks, and other amenities. Moreover, several important historic buildings remain in the area, including the Best Building and Masonic Temple. The area also includes several large office buildings, some with vacant ground floor banks and retail space. These buildings generally present blank walls to the sidewalks, with little detailing or ornamentation.

At the south end of the Downtown core, Pelton Center presents an interesting hybrid of urban and suburban retail design. The Center is one of the East Bay's first post-war shopping centers. Although auto-oriented in layout, the buildings are arranged around a parking "courtyard" sited perpendicular to East 14th Street. Storefronts are well-articulated and the tile roofs, wood-framed windows, and arcades distinguish the area from the strip centers to the south.

Beyond the Downtown core, a mix of historic homes, institutional uses, parking lots, small office buildings, and apartment buildings extends north to San Leandro Creek, west to San Leandro Boulevard, east to Bancroft Avenue, and south to Thornton Street. The area includes a number of important historic homes, many modest wood-frame bungalows and cottages, and a large number of apartment blocks dating from the 1960s and 1970s. Most of the buildings are in good condition, although few are architecturally distinct. In many cases, the post-war apartments and office buildings have not been sympathetic to the historic scale of the area, nor to surrounding uses. Memorial Park and the public library both stand out within this area as civic landmarks.

Downtown BART Station. The BART Station area contains individual uses that are memorable and attractive, but the area as a whole lacks visual cohesion. Along Davis Street, the area contains two modern low-rise office buildings on the north and south sides of the street. South of Davis Street, the landscape is dominated by the BART platform and surrounding parking areas for several blocks. San Leandro Boulevard provides a strong east edge to this area, dividing the station from Downtown. On the west, several large parcels have been cleared and are awaiting redevelopment. Moving south, the Alvarado Street frontage quickly transitions into the San Leandro Business Park, with manicured lawns, regularly spaced street trees, underground utilities, and attractive, well-proportioned light industrial buildings.

East of San Leandro Boulevard, St. Leander's Church provides a strong visual landmark. Despite the presence of century-old buildings nearby, the scale of the neighborhood east of the BART Station is not as pedestrian-friendly as it might be. This is due in part due to the predominance of parking and the historic patterns of redevelopment in and around Downtown. Some of the fine-grained character of this area has been lost and the area has an open, auto-oriented quality.

East 14th Street. The visual character of the East 14th Street Corridor is typical of the highway commercial strips developed in California during the post-war era. It is characterized by a "ribbon" of retail buildings separated from the street by front yard parking lots. The mix of uses includes freestanding commercial buildings (fast food, auto repair, etc.), shopping centers, institutional uses, auto sales lots, small offices, and higher density housing. Views are dominated by commercial signs, overhead utility lines and poles, parking lots, and low buildings with minimal architectural detailing. The street itself is very wide (80 feet from curb to curb), with two lanes of traffic and a parking lane on each side. The

width appears to be amplified further by the flat terrain and the long, uninterrupted vistas in either direction down the street. There are views of the hills to the east throughout the area, providing orientation.

Although auto-oriented, the street does contain amenities for pedestrians such as sidewalks and crosswalks. Buildings are sited at the front property line on some blocks, creating a street wall similar to that found Downtown. More often than not, however, the street wall is broken by driveways and parking. Some of the older buildings along the "strip" such as Palma Plaza and the Eden Center contain vintage signs or 1950s architectural features that distinguish these areas from the newer development along the corridor. Residential uses along the corridor are scattered among the commercial uses, generally in two or three story apartment buildings dating from the 1950s and 1960s.

Bayfair. The visual character of the Bayfair Focus Area is expansive and is characterized by large retail buildings with minimal architectural detail, parking lots, wide streets, and prominent retail signage. Although there are sidewalks and pedestrian crosswalks, the scale of the development is auto-oriented and suburban. Adjacent shopping centers (Fashion Faire, Albertsons, etc.) are landscaped community-scale shopping areas, built for automobile convenience. There are also several free-standing retail stores, banks, and restaurants on the Mall perimeter along Hesperian, Fairmont and East 14th. Most of these buildings are surrounded by parking and do not relate to one another in their design and siting. This tends to discourage pedestrian travel in the area and inhibits the area's perception as a unique district.

The BART station is not immediately apparent from adjacent thorougfares and is somewhat hidden within this area. It is physically divided from the Mall by a flood control canal, and shielded from view along Hesperian Boulevard by apartments. There is a well-marked pedestrian walkway from the station to the Mall, but the area between the two uses is dominated by parking lots.

San Leandro Boulevard Corridor. The northern end of the San Leandro Boulevard Corridor has a heavy commercial visual character, with large single story buildings, automotive repair and trucking businesses, a nursery, and similar uses. The area lacks visual amenities and its buildings are functional but non-descript. The character of this area is changing as the Cherrywood residential project is being developed to the west of the railroad tracks.

South of Williams Street, the corridor contains a jumble of land uses on small parcels, with numerous property owners and a large number of marginal industrial uses. Single family homes sit side by side with automotive repair shops, metal foundries, and similar uses, with little or no buffering between them. Most of the homes date from the early 20th century and are simple wood-frame cottages, many in poor or deteriorating condition. The commercial and industrial uses are generally concrete block buildings or metal barns with few architectural details. A number of quonset-hut type structures are also scattered through the area. Along the railroad, substantial areas are used for the storage of wood palettes, scrap items, and vehicles. The visual character changes south of Marina Boulevard, where there are a large number of greenhouses and an expansive vacant site formerly occupied by Hudson Lumber.

South of Marina/Marina Boulevard. The SOMAR area has well-defined edges and a well-developed circulation system but lacks a distinct identity or image. Most of the area developed between 1940 and 1970 with large parcel warehousing, distribution, and manufacturing uses. Although a number of parcels

were converted to new uses during the 1980s and 90s (including the former Pacific High School which redeveloped as Marina Square Shopping Center), the area retains a semi-industrial quality.

Marina Boulevard itself is one of San Leandro's major gateways as well as one of its busiest thoroughfares. Marina Square Shopping Center provides a positive anchor at the west end of the corridor. Its peach-colored stucco buildings, coordinated signage, tiled hip roofs, and landscaped parking areas contrast with the surrounding areas and have provided a catalyst for the redevelopment of nearby sites. Across Marina Boulevard and extending several blocks east, new auto dealerships are establishing a stronger identity for this area as San Leandro's "auto row." East of Alvarado Street, the visual quality of Marina declines. Some of the buildings are in poor condition and several lots are vacant.

South of Marina Boulevard, the landscape becomes industrial. Some of the buildings along Alvarado Street have been converted to discount furniture stores, while others possess a light industrial-shopping center hybrid design theme. Burrell Field—a large athletic field ringed by bleachers and night lighting towers—stands out as an anomaly within this area, which is otherwise dominated by one-story tilt-up concrete buildings. Elsewhere in this area, the streets contain a mix of traditional manufacturing businesses (with occasional vertical tanks and silos), monolithic warehouse buildings with roll-up doors, large storage yards, metal barns, and low-slung landscaped office buildings. Some of the buildings incorporate 1950s vintage design elements such as aggregate stone facades while others display the functional styles of the 1960s and 1970s.

Despite the auto-oriented character of the area, there is a fairly complete network of sidewalks and pedestrians are generally well-accommodated. Street trees tend to be concentrated on individual properties, and many buildings are attractively landscaped. For instance, the complex of light industrial buildings along the east side of Alvarado south of Teagarden features a handsome row of sycamore trees and graphically coordinated signage. On the other hand, a large number of properties contain unscreened storage areas surrounded by chain link fences. Many of the storage yards are full of truck palettes, stored merchandise, tractors, and mechanical equipment. Overhead utility lines or transmission towers are dominant along the major streets.

*San Leandro Marina***.** The Marina area is visually unique within San Leandro, with broad open spaces and water-oriented vistas. The visual character is one of a highly improved regional recreational area, including broad landscaped lawns, a large boat basin, golf courses, ballfields, picnic areas, and water-oriented commercial development. Sailboat masts and water views are prominent to the west, while trees and golf course fairways dominate views to the east. Attractive, coordinated signage, bike trails, and low profile nautically-themed buildings suggest that the area has been comprehensively planned and developed.

West San Leandro. The area is visually diverse and contains a mix of older heavy industrial uses, large trucking and distribution centers, landscaped business parks, and commercial uses. Although much of the area lacks visual amenities such as street trees and underground utilities, the overall character is one of a dynamic employment district. Features like transmission towers and overhead transmission lines, railroad tracks, overpasses, truck terminals, mechanical equipment, and storage yards define much of the visual profile.

Some of the buildings are architecturally interesting and include unusual facades and distinctive features. More common, however, are utilitarian architectural forms such as tilt-up concrete structures with rollup doors facing streets and loading areas. The large trucks associated with these buildings are themselves a major component of the landscape, both on the streets and in parking and loading areas throughout the area. Likewise, shipping containers are stacked four high on some sites, taller than most structures in the area.

West San Leandro is the largest of the Focus Areas and includes several distinct visual units. The west end of Davis Street contains a concentration of auto wrecking yards and body shops, some of which are in poor condition. Near the Oakland border, along McCormick and at the end of Bigge, a number of sites have been developed as landscaped industrial parks. Similar developments exist along Neptune and Polvorosa, and along Farallon and Catalina. These areas are characterized by one-story office/flex buildings designed to a high aesthetic standard.

A blight analysis of this area, prepared in conjunction with the West San Leandro Redevelopment Plan, determined that many of its buildings were in substandard or dilapidated condition. The analysis further assessed land use conflicts along the edges of this area, particularly where industrial uses abut single family residential neighborhoods. Parked trucks, stored machinery and goods, and unattractive fencing may negatively affect the neighborhoods that abut this area.

MacArthur. The MacArthur Corridor includes two distinct visual units. Between Durant Avenue (Oakland) and Foothill Boulevard, the corridor is characterized by pedestrian-scale development dating from the 1920s to 1960s. The corridor has a considerable number of vacant buildings and storefronts, some in poor condition. An attractive gateway sign marks the entrance from Oakland, and the northernmost block is bracketed by banners. Although the area appears somewhat depressed, attractive street trees, underground utility lines, wide sidewalks, and an absence of large street-fronting parking lots create a potentially attractive environment

Between Foothill and Grand Avenue, visual character is dominated by the MacArthur Freeway, which runs along the east side of MacArthur Boulevard. The exposed concrete wall of the freeway has been softened with ivy and street trees, but it remains a strong visual barrier. Nonetheless, the segment from Dutton to Estudillo presents the impression of a viable neighborhood commercial district. Buildings are at or near the front property lines and are in relatively good condition. Sidewalks are continuous. The southern end of the corridor is anchored by Estudillo Center, a conventional 1960s-era neighborhood shopping center.

Mid-Washington Corridor. The visual character of Washington Avenue between San Leandro Boulevard and Halcyon-Floresta is dominated by a narrow railroad underpass and a series of heavy commercial land uses. The area has a semi-industrial quality, with minimal landscaping, uncoordinated signage, unscreened roadside storage areas, and large blocky structures with minimal architectural detailing. The elevated BART tracks are prominent on the east side of the area. The Kraft/General Foods and Ghirardelli plants are both visual landmarks within this area, anchoring the two ends of the corridor. In general, the area stands in contrast with the areas to the north, south, and east, which are largely residential. It is more closely connected to the industrial area west of the railroad tracks, although it is physically disconnected from this area.

SIGNIFICANCE CRITERIA

The State CEQA Guidelines indicate that a project may have a significant effect on visual resources if it produces a "substantial, demonstrable, negative aesthetic effect." In the context of this General Plan, this would include substantial changes to desirable views, creation of light and glare, or changes which diminish the important and defining visual characteristics of San Leandro.

IMPACTS AND MITIGATION MEASURES

CHARACTER CHANGE

Impact D1: The General Plan would change the form and character of several major transportation corridors from auto-oriented commercial "strips" to pedestrian-oriented mixed use districts. The visual profile of the Downtown and BART Station areas would change from open, auto-oriented districts to areas characterized by somewhat dense concentrations of two to five story buildings, separated by plazas, open space, and pedestrian walkways. These parts of San Leandro would become more "urban" in character than they are today. This is a less than significant impact because of policies and actions in the General Plan addressing urban design.

Consistent with "smart growth" principles, the General Plan specifically envisions the transformation of "suburban" scale commercial strips to transit "villages" and mixed use districts. This is intended to be a positive change, creating more memorable and attractive places within the City, reducing automobile dependency, and enhancing the San Leandro's sense of place. Nonetheless, it represents a change from existing conditions. Parts of the City which have always been suburban in character (i.e., one and two story buildings designed for auto convenience, with large amounts of surface parking and low floor area ratios) could become more urban in the future.

The basic premise of the General Plan is that significant changes in character should be limited to areas that are widely regarded by the community as being in need of aesthetic improvement. A citywide survey in January 2001 indicated broad support for changing the character of the East 14th Street, Bayfair, and BART Station areas.

The Plan specifically recommends against changes that might adversely affect the character of established residential areas. Goals and policies in the Land Use Element call for the maintenance and enhancement of these areas. Moreover, detailed urban design plans have been developed for Downtown, the BART Station area, northern East 14th Street, Bayfair, and MacArthur Boulevard—all areas where major changes are proposed. The remaining areas where substantial visual changes are proposed—South-of-Marina, southern East 14th Street, and the San Leandro Marina—have all been identified as priorities for urban design plans in the General Plan. These plans would include provisions to minimize changes in community character beyond the immediate vicinity of each area.

The following policies and actions in the Plan also serve to mitigate potential impacts on community character:

Policy 1.11 *Protect residential neighborhoods from the encroachment of incompatible non-residential uses and disruptive traffic, to the extent possible. Zoning and design review should ensure that compatibility issues are fully addressed when non-residential development is approved near or within residential areas.*

Policy 2.04 *Preserve the low-density character of San Leandro's predominantly single family neighborhoods. 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 (emphasis added).*

Policy 3.05 *Encourage mixed use projects containing ground floor retail and upper floor residential uses along major transit corridors. Such development should be pedestrian-oriented, respect the scale and character of the surrounding neighborhood, and incorporate architectural themes that enhance the identity of adjacent commercial districts. (emphasis added)*

Policy 6.06 *Promote quality Downtown architecture that is well articulated, enhances the pedestrian setting, preserves the City's architectural heritage, and fits with the scale and texture of existing historic structures. Discourage franchise architecture that will distract from creating a unique and distinctive Downtown setting. (emphasis added)*

Policy 42.04 *In established neighborhoods, protect architectural integrity by requiring infill housing, replacement housing, and major additions or remodels to be sensitive to and compatible with the prevailing scale and appearance of adjacent development.*

Policy 42.07 *Promote the development of signature buildings and monuments that provide visual landmarks and create a distinctive and positive impression of San Leandro within the greater Bay Area. Local design guidelines should ensure that such buildings and monuments respect the character, scale, and context of the surrounding area*. (emphasis added)

Policy 43.01 *Use the development review and permitting processes to promote high quality architecture and site design. Design guidelines and zoning standards should ensure that the mass and scale of new structures are compatible with adjacent structures.*

Policy 43.07 *Improve the visual appearance of the City's commercial and industrial areas by applying high standards of architectural design and landscaping for new commercial and industrial development and the re-use or remodeling of existing commercial and industrial buildings.*

Action 42.04-A *Create residential design guidelines and/or development standards for infill development. These guidelines and/or standards should ensure that new homes and subdivisions are compatible with the various architectural styles and character of different San Leandro neighborhoods.*

Action 42.04-B Prepare design guidelines for small lot single family home and multi-family developments which ensure that such developments do not appear overly dense and require that ample amounts of useable open space are required.

The Community Design and Historic Preservation Element also includes policies to protect historic resources, further enabling the City to preserve community character and visual resources. The Element recommends extending some of the architectural elements of San Leandro's older buildings into new development areas as a means of maintaining continuity and preserving local identity.

With implementation of the policies above, Impact D1 is less than significant.

Mitigation Measure D1: None required.

GATEWAY AND THOROUGHFARE IMPROVEMENTS

Impact D2: The General Plan encourages "gateways" at major City entrances, tree planting throughout the City, higher design standards for new buildings and signs, more distinctive street signage, public art, urban design improvements, and other amenities along most of the City's major thoroughfares. Over time, these changes could change the character of San Leandro's streets and the overall look of the City. This is a less than significant impact.

The Plan would encourage the City to fund and build gateways at the entrances to the City along East 14th, Washington, Doolittle, Marina, Hesperian, Lewelling, and Bancroft. It encourages an aggressive program to "green" the City by planting street trees along major thoroughfares and neighborhood streets. It calls for major streetscape improvements, such as new benches, streetlights, and banners, along East 14th Street, West Estudillo and Juana Avenues, MacArthur Boulevard, Washington Avenue, and Marina Boulevard. It calls for a citywide directional sign program using consistent graphic standards, and recommends a variety of programs to address billboards, overhead utilities, and signs.

Although these changes would alter the visual profile of San Leandro, the overall effects would be positive. No further mitigation measures are required.

Mitigation Measure D2: None required.

VIEWS AND VISTAS

Impact D3: New development accommodated by the General Plan could impact views and vistas from nearby structures and roadways. This impact is less than significant because it is specifically addressed by policies and actions in the Plan.

Views and vistas in San Leandro could be impacted as new development takes place. This is particularly true around the BART Station, in Downtown San Leandro, and along East 14th Street. The relocation of the Downtown BART parking garage, construction of high density housing on the former BART parking lot, and development of office space west of the Station and at the north end of Alvarado Street all could

impact views from adjacent development and surrounding streets. Along East 14th Street and MacArthur Boulevard, more dense building coverage and higher density housing could obstruct views of the hills and other horizon elements. Another possible visual impact is that new development consistent with the General Plan could affect some of the City's major aesthetic resources, including San Leandro Creek, open hillsides, large trees and vegetation, and the Bay shoreline.

The potential for adverse impacts on views and vistas is mitigated by policies in the Land Use Element, Open Space, Parks and Conservation Element, and Historic Preservation and Community Design Element. Each of these elements emphasizes sensitivity to visual and aesthetic resources in the design of new development. In the event a development project with potential view or aesthetic impacts was proposed, the following specific policies and actions would apply:

Policy 2.05 *Ensure that alterations, additions, and infill development are compatible with existing homes and maintain aesthetically pleasing neighborhoods.*

Policy 2.08 *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 2.13 *Require new development to be harmonious with its natural setting and to preserve natural features such as creeks, large trees, ridgelines, and rock outcroppings.*

Policy 9.06 *Encourage cohesive urban design and high quality architecture at the Marina. 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 25.04 *Encourage all new structures on creekside sites to be designed so that the creek is treated as an amenity and focal point.*

Policy 43.03 *Establish high standards of architectural and landscape design for multi-family housing development. Boxy or massive building designs should be avoided, ample open space should be provided, and high quality construction materials should be used.*

Policy 43.06 *Encourage new structures to incorporate architectural elements that create visual interest such as trellises, awnings, overhangs, patios, and window bays. Avoid solid or blank street-facing walls.*

Policy 43.08 *Ensure that commercial signage is compatible with the building and streetscape, enhances the character of the surrounding area, and is not intrusive to nearby residential areas.*

Action 10.01-B *Develop design guidelines for new development in commercial and industrial areas to promote aesthetic improvements.*

Action 43.03-A Review open space requirements, setback standards, and other design and development standards for multi-family housing to ensure that such housing is attractively designed and is compatible with the surrounding community.

In addition to these measures, Policies 6.06, 42.04, 42.07, and 43.01 (cited under Impact D1 above) also address the issue of architectural and design qualities and would also mitigate impacts on views and vistas.

With the implementation of these policies and actions, Impact D3 is less than significant.

Mitigation Measure D3: None required.

LIGHT AND GLARE

Impact D4: Development consistent with the General Plan could increase the amount of light and glare in the community as a result of more intense development, the creation of urban "activity centers," the lighting of additional athletic fields, and the development of sites at the Marina and elsewhere in the City. This is a potentially significant impact but is mitigated to a less than significant level by the measure listed below.

The General Plan could result in additional illumination from residential and commercial lights in new development areas and redeveloping areas. These impacts would be minimal because the only areas designated for development by the Plan are infill and redevelopment sites. The Plan does not designate any "open space" or rural areas for urban uses.

With regard to the lighting of athletic fields, Action 21.03 of the Plan specifically states that "a critical factor (in the evaluation of field lighting) should be the potential for impacts on adjacent neighborhoods and the ability to mitigate such impacts through site planning, lighting design, and scheduling.

To address any residual impacts associated with light and glare, the following mitigation measure is proposed:

Mitigation Measure D4: Apply street lighting standards and other exterior lighting standards in new development areas and in redevelopment areas that are designed to reduce glare on adjacent residences. New lighting could be designed to reduce adverse impacts by using techniques such as automatic shut off controls and glare shields, and by appropriately orienting and positioning fixtures at a height consistent with intended use.

Impact D4 Level of Significance After Mitigation: Less than Significant.

III.E VEGETATION AND WILDLIFE

This section of the EIR describes the impact of the proposed General Plan on vegetation and wildlife in the San Leandro Planning Area. The analysis includes a summary of San Leandro's existing plant and animal resources, a description of impacts resulting from adoption of the Plan, and measures to mitigate any potentially significant impacts.

SETTING

Habitat Types

Most of San Leandro's native habitat was replaced by ranchland and agricultural habitat during the late 1800s. By 1900, most of the flatlands were covered by fruit orchards and "truck" farms producing vegetables and grains. In the hills, cattle grazing and fire suppression reduced the native grasses and shrubs, allowing non-native grasses to become dominant. Along San Leandro Creek, invasive eucalyptus trees became dominant, although a substantial number of native willow, bay, and other trees remained.

Between 1940 and 1965, most of the agricultural habitat was replaced by urban habitat. Numerous non-native plants became established as residential areas were landscaped with a variety of temperate and semi-tropical species. Extensive filling along the shoreline replaced many of the salt marshes. A sizeable wetland area in the southwest corner of the City remained undeveloped, but habitat values were compromised by shoreline levees which blocked tidal circulation.

Today, the major plant habitats in San Leandro are woodlands, grasslands, wetlands, aquatic, barren and ruderal areas, and urban areas. Urban areas comprise about 90 percent of the City's habitat. The extent of different habitat types is shown in Figure III.E-1

Woodlands. Riparian woodlands occur along San Leandro Creek, particularly in the area east of I-580. These areas include stands of eucalyptus and bay trees, along with willows, cottonwoods, elderberries, big leaf maples, live oaks, and other large trees along and near the banks. The moist, sandy soils in these areas also accommodate a wide variety of shrubs, herbs, and grasses beneath the tree canopy, including wildflowers, thistle, and blackberries. The linear nature of the riparian areas makes them particularly important as migratory corridors for certain species. Opossum, mice, raccoon, skunks, and rodents are regular inhabitants of these areas, and the bird population is large and diverse.

Far more extensive woodland habitat exists beyond the City limits in Chabot Regional Park. This habitat is characterized by large stands of coast live oak, black oak, madrone, sycamores, and buckeye on the slopes, and bay trees, big leaf maples, alders, boxelders, and redwoods along canyon bottoms. Some of this habitat may have existed in San Leandro before urbanization, but today it occurs largely to the east within regional park and watershed lands.

Grasslands. About 10 acres of scattered sites in the San Leandro Hills are vacant and support grassland vegetation. These areas are characterized by native and non-native grasses and wildflowers. A variety of oat grasses, rye grasses, forbs, herbs, and bromes are common. Most species grow actively during the

Insert Figure III.E-1: Major habitat types (same map that appears in the GP)

wet season and are dormant during the dry season. As with woodlands, grasslands are present to a far greater extent just beyond the City limits on the east, particularly on Fairmont Ridge.

Although limited in extent within San Leandro, the grassland areas are populated by mice, voles, gophers, ground squirrels, rabbits, lizards, snakes, and a wide variety of birds. Turkey vultures, hawks, and other raptors are common, as are towhees, meadowlarks, sparrows, wrens, and blackbirds.

Wetlands. Wetlands are areas that are periodically or permanently saturated with water. San Leandro's wetland acreage was dramatically reduced when bayside levees were constructed during in the early 1900s. Artificial fill and dredge spoils was placed behind many of the levees. Some of the filled areas were then developed, with natural sloughs and drainage courses replaced by man-made channels and storm drains.

Although the loss of tidal action and high level of disturbance around San Leandro's wetlands have reduced wildlife use, these areas remain one of the City's most valuable natural resources. Wetlands are significant as recharge areas and filters for pollutants between urban areas and the Bay. Among the most important areas are the 172-acre San Leandro Shoreline Marshlands and an adjacent 100-acre marshland within the Heron Bay development (known locally as the Citation Marsh).

Habitat values in the Shoreline Marshlands have been greatly enhanced as a result of a wetlands restoration project initiated in the early 1990s. The project was the outcome of a US Fish and Wildlife Service requirement that the City mitigate its disposal of Marina dredge spoils by restoring tidal action to a portion of the wetland area formerly known as Roberts Landing. A Water Circulation and Drainage Plan was prepared to guide the project and incorporate additional objectives for habitat restoration. In 1994 and 1995, a series of culverts was cut into the levees to restore tidal action. Existing ditches were enlarged, and new ditches were created to improve water circulation. A series of upland islands were created within the wetlands using spoils from the nearby City dredge disposal site; these islands provided upland marsh habitat for endangered species such as the salt marsh harvest mouse.

During the last five years, pickleweed-dominated habitat has been reintroduced throughout the area and the salt marsh harvest mouse population appears to be on the rise. A unique sand dune community is being maintained within the area, providing a roosting area for shore birds and potential habitat for a number of endangered animals. Although the restoration project is now complete, monitoring is required to ensure its continued success. Assessments of hydrology, vegetation, and wildlife are conducted annually. At the present time, the City is responsible for wetlands management, including the monitoring program and ongoing maintenance of the dikes, levees, ditches, and culverts.

Today, the Shoreline Marshlands are dominated by a dense cover of herbaceous and bushy native salt-tolerant water-adapted plants. Typical plant species include pickleweed, cattail, alkali health, curlydock, gumplant, and saltbush. Adjacent sand dune areas may contain cordgrass and saltgrass. A variety of shorebirds such as herons, egrets, and gulls frequent the area. Small mammals, including mice, rats, jackrabbits, and skunks are also present.

On the west side of the levees, mud-flats provide another type of wetland habitat. These areas are temporarily flooded, unvegetated, and exposed at high tide. The mudflats provide habitat for insects and

benthic invertebrates (i.e., shrimp, clams, snails, tube worms, etc.) and provide feeding and resting grounds for shorebirds. The waters in mudflat areas contain plankton, which in turn supports seabirds and marine mammals. These birds include wading birds, such as avocets, curlews, and killdeer, and diving birds such as grebes, cormorants, and pelicans.

Aquatic Habitat. Approximately two square miles of San Francisco Bay are within the City limits. Its waters support benthic invertebrates (such as shrimp and crab), plankton, and fish. The most common marine mammal in the Bay is the harbor seal.

Aquatic life also exists within San Leandro and San Lorenzo Creeks. The ability of the creeks to sustain fish populations is impeded by urban runoff, high turbidity (from sediment flow), high water temperatures (resulting from the removal of vegetation), and erratic flows. At one time, both creeks provided migratory corridors for Central California Steelhead. Habitat value has been substantially degraded by urbanization of the watersheds, however, and the accompanying effects of urban runoff. In the case of San Lorenzo Creek, the channel itself was replaced by an engineered facility.

Barren and Ruderal Areas. Barren areas include undeveloped areas without significant vegetation. Ruderal areas include vacant lots, railroad rights-of-way, roadsides, former landfills, and other areas characterized by non-native grasses and weeds. Many weedy annual and perennial plant species, such as coyote brush, french broom, mustard, fennel, thistle, and bindweed, have adapted to the disturbed conditions on these sites. Rodents, ground squirrels, pocket gophers, other small mammals, and reptiles are also present. In some cases, the ruderal areas form a buffer between wetlands and urbanized areas. These areas are important, as they may provide habitat for shorebirds, waterfowl, raptors, and other animals during periods when wetlands are flooded.

Urban Areas. Urban areas include City parks, schools, landscaped areas, and private lawns and backyards throughout the community. Although not traditionally regarded for its wildlife value, the vegetation in this community provides habitat for birds and small mammals such as squirrels, mice, gophers, and opossums. A wide variety of trees, including species of eucalyptus, pine, acacia, sycamores, oak, and many others occur within San Leandro's urban areas. These are complemented by numerous ornamental and exotic trees, as well as fruit and nut trees which remain from former orchards.

Special Status Species

Special status species are those which have been identified by the federal and state governments and various conservation organizations as requiring protection and conservation due to their rarity, scarcity, or danger of extinction. The Federal Endangered Species Act of 1974 authorized federal departments and agencies to conserve species falling into the following categories:

- **Endangered** species, that is, species whose survival and reproduction in the wild is in immediate jeopardy from one or more causes, including loss of habitat, change in habitat, exploitation, predation, competition, disease, or other factors.

- **Threatened** species, or species which are likely to become endangered in the future throughout all or a significant part of their range.

- **Rare** species, that is, species which are not presently threatened but exist in such small numbers throughout all or a significant portion of their ranges that they may become endangered if their environment worsens.

The federal and state governments also list species that are being considered for addition to the Rare, Threatened, and Endangered list. At the federal level, these are called "Proposed" species. Before a species is placed on the "Proposed" list, it is placed on the "Candidate" list. Candidate species are classified as Category 1, 2, or 3, depending on the level of information supporting advancement to protected status.

The State of California also maintains three lists of "Species of Special Concern" which serve as watch lists. Species on this list are either of limited distribution or have substantially reduced habitats to the point that their populations are threatened. These species may receive special attention during environmental review but do not have statutory protection. Furthermore, the California Native Plant Society has developed a list of rare and endangered plants, and under the California Environmental Quality Act (CEQA), these species are provided limited protection. Protection is also provided to certain types of birds (such as raptors) and to mammals which have shown sharp declines in local populations.

At the federal level, the lead agency in making these determinations is the US Fish and Wildlife Service (USFWS). At the state level, this responsibility rests with the California Department of Fish and Game (CDFG). A local agency reviewing a project within its jurisdiction must determine whether the project will impact any species listed as threatened or endangered by the USFWS or CDFG. The agency is also required to indicate if the project is likely to jeopardize the continued existence of any species proposed for federal listing, or result in the destruction or adverse modification of habitat for such species. Both state and federal law prohibit approval of any project that would significantly impact any federally listed species without first specifying appropriate mitigation measures. Direct destruction of nesting and foraging areas, as well as indirect impacts such as pollution of food sources and elimination of habitat, are prohibited.

Special Status Animals in San Leandro. Several special status animal species are either known to exist in San Leandro, or may potentially exist based on habitat conditions. The California Natural Diversity Data Base was used to assess the presence of such species in the City.

The **salt marsh harvest mouse** (*Reithrodontomys raviventris*) is a federally and state listed endangered species which inhabits tidal and non-tidal salt marshes dominated by pickleweed. The mouse builds loosely organized nests within the range of tidal influence and relies on non-submerged, salt-tolerant vegetation for escape during high tides. The mouse is endangered due to the destruction and degradation of wetlands throughout the Bay Area. It is known to be present in the San Leandro Shoreline Marshlands. An annual trapping program in this area indicates that recent efforts to restore salt marsh harvest mouse habitat are succeeding.

The **California least tern** *(Sterna antillarum browni)* is a federally and state listed endangered bird. Breeding habitat for this migratory species occurs on open, sandy, or gravelly shores near shallow water feeding areas. The least tern is known to forage in the waters off of San Leandro and nests locally at

Oakland Airport and the former Alameda Naval Air Station. Because the species prefers nesting on sandy beaches, it is vulnerable to human disturbance and predation by domestic and wild animals. Nesting sites have not been located in San Leandro, although the presence of sand dunes in a few locations near the shoreline suggests the least tern could potentially nest here in the future.

The **California clapper rail** (*Rallus longirostris obsoletus*) is a federal and state-listed endangered bird found in coastal salt marshes. The species forages in higher pickleweed-cordgrass vegetation and preys upon crabs, mussels, snails, and other shallow water invertebrates. The species has been recorded during recent years in San Lorenzo, about 3.2 miles south of the Shoreline Marshlands.

Species of special concern in the area include the **Western burrowing owl** *(Speotyto cunicularia)* and **Northern harrier** (*Circus cyaneus*). Both are known to use the levees and marshes in the Shoreline Marshlands area. Burrowing owls prefer open grasslands with high perches, large areas of bare ground, or low vegetation with few visual obstructions. They are frequently associated with colonies of California ground squirrels, which provide both a food source and nesting location for the owls. Burrowing owl nests have been found on levees around the City's dredged materials management site. Harriers prefer to nest and hunt in open wetland areas. Both burrowing owls and harriers are on the decline within a large portion of their range in California, but their populations are considered to be large enough that the danger of extinction is not immediate. While there is no legal requirement to protect owl and harrier habitat, such requirements could be put in place in the event these species are placed on federal or state rare and endangered lists in the future.

Additional special status species have the potential to be located in the City based on habitat conditions. These include the **California black rail** (*Laterallus jamaicensis coturniculus*), **California brown pelican** (*Pelecanus occidentalis californicus*), and **salt marsh wandering shrew** (*Sorex vagrans halicoetes*). None of these species has been observed in San Leandro during recent years. Disturbance of habitat, either through development or increased human (and domestic pet) presence, reduces the potential for these species to nest or reproduce locally. The restoration of the tidal salt marshes in the City could create more favorable conditions for these species to be present in the future. Other special status species, including the **Black shouldered kite, Merlin, Peregrine falcon, Prairie falcon, salt marsh common yellowthroat, short-eared owl,** and **Alameda song sparrow,** also may inhabit salt marshes on the perimeter of San Francisco Bay but are not known to be present in San Leandro.

The City does not have suitable habitat for the **Alameda whipsnake** (*Masticophis lateralis euryxanthus*)**,** a federally proposed endangered and California threatened species. The snake prefers scrub habitat with rocky hillsides, gullies, canyons, and streams. While such habitat exists east of the City in unincorporated Alameda County, it is not present within the City. Similarly, **Central California coast steelhead** *(Onchorhynchus mykiss*), a federally listed Threatened species which once existed in lower San Leandro Creek, is not known to be present within the City. Steelhead are able to adapt to a variety of habitats but cope poorly with aquatic pollution, riparian vegetation clearing, damming, and water diversions.

The California Natural Diversity Data Base also indicates that a potentially significant wintering site for the **Monarch butterfly** (*Danaus plexippus*) is located at a windrow of eucalyptus trees on the Marina Golf course just north of Fairway Drive. Some 31,000 butterflies were observed on the site as recently as

January 1998. Although the butterfly is not endangered, proper management of the wintering site is important to sustain the population of this species in the region.

Special Status Plants in San Leandro. The California Natural Diversity Data Base indicates that three special status plants may be present in San Leandro. These plants are all classified as being rare, threatened or endangered in California and elsewhere (California Native Plant Society-CNPS List 1B) and include the following:

- **Congdons Tarplant** is believed to be extirpated (e.g., no longer present) in San Leandro. This rare plant was last observed along East 14th Street in 1909**.**

- **Big scale Balsamroot** was last observed growing in large, dense patches just east of Bay-O-Vista in 1991. The plant is located within a Valley Needlegrass Grassland plant community, which is notable in and of itself. Valley Needlegrass Grasslands occur on serpentine soils and include a mixture of annual and perennial grasslands. Much of this habitat has been eliminated from the East Bay by cattle grazing and urban development.

- **Fragrant Fritillary** was last observed east of the City limits on Fairmont Ridge in 1990. The plant grows on serpentine soils and is threatened by cattle grazing.

The City's salt marshes also contain habitat suitable for Point Reyes Birds Beak. This is considered a Category 2 federal candidate plant and CNPS List 1B species known to occur in salt marshes. However, there have been no records of this species in San Leandro.

Biotic Characteristics of the Focus Areas

Most of the development that will take place in San Leandro during the next 15 years will occur within the ten Focus Areas. The major biotic characteristics of these areas is profiled below:

Downtown. Downtown is completely urbanized. The most significant natural resource is San Leandro Creek, which runs along the area's northern edge. Most of the land adjacent to the creek in the vicinity of Downtown has already been developed or committed to development. Policies and programs in the General Plan address long-term conservation and restoration of the creek environment.

Downtown BART Station Area. This area includes several large vacant sites covered with weedy vegetation. Again, the major resource of significance is San Leandro Creek, which abuts vacant sites at the north end of Alvarado Street. Policies and programs in the General Plan address long-term conservation and restoration of the creek environment.

East 14th Street. Land along East 14th Street is entirely urbanized. Although San Leandro Creek passes beneath the street at the north end of Downtown, adjacent parcels are already developed or improved as parkland and no changes are anticipated.

Bayfair. The Bayfair area is completely urbanized. The prospective development sites in the area have all been previously developed. An engineered flood control channel passes through the area, but with minimal native vegetation.

San Leandro Boulevard Corridor. The San Leandro Boulevard corridor is bisected by San Leandro Creek. Parcels along the creek contain riparian vegetation and may provide habitat for birds and small mammals. Wildlife in the area has generally adapted to urban environments. The remainder of the Focus Area is urbanized and does not contain natural habitat.

South-Of-Marina. The South of Marina area is entirely urbanized and contains no areas of native vegetation or environmentally sensitive habitat.

San Leandro Marina. The Marina Focus Area is limited to the northern peninsula surrounding the boat basin and the adjacent landfilled area along Neptune Drive. The entire area consists of reclaimed land. It has been planted with a variety of exotic and non-native species. Despite the absence of habitat, the proximity of this area to tidal mudflats and the Shoreline Marshlands means that a large number of shorebirds travel through the area.

West San Leandro. The West San Leandro area is entirely urbanized. There are several large vacant sites that are either barren or covered with ruderal vegetation. Portions of the area have been developed as industrial parks and are landscaped with non-native grasses, shrubs, and trees. The western edge of the area abuts wetlands along the Oyster Bay Slough (at the end of Davis Street) and a channel west of Neptune Drive (east of the Regional Shoreline Park). These areas may be used by shorebirds for nesting and roosting, but are outside of the area planned for future development.

MacArthur. The MacArthur corridor is entirely urbanized. The major resource of significance is San Leandro Creek, which runs beneath the street just north of Bridge Road. The creek area is heavily vegetated and likely provides habitat for small mammals.

Mid-Washington. The Mid-Washington corridor is entirely urbanized and contains no areas of native vegetation or environmentally sensitive habitat.

SIGNIFICANCE CRITERIA

Section 15065 (a) of the State CEQA Guidelines specify that a lead agency shall find a project may have a significant effect on the environment when it has the potential to "susbtantially reduce the habitat of a fish and wildlife species, cause a fish or wildlife population to drop below self-sustaining levels, threaten to eliminate a plant or animal community, or reduce the number or restrict the range of a rare or endangered species…" Appendix G of the CEQA guidelines provides examples of impacts that are normally considered significant. These include impacts that would "substantially affect a rare or endangered species of animal or plant or the habitat of the species", "interfere substantially with the movement of any resident or migratory fish or wildlife species", or "substantially diminish habitat for fish, wildlife, or plants."

Given these standards, a project would be considered to have a significant adverse impact on plant and animal resources if it would result in substantial disruption to, or destruction of, any special status species, their habitat, or their breeding grounds. Impacts would be considered significant if they caused a change in species composition, abundance, or diversity beyond that of normal variability. The measurable degradation of sensitive habitats (e.g., wetlands or riparian areas) resulting directly from implementation of a project would also be considered significant. Impacts could be considered cumulatively significant when the incremental effects of the individual project, when viewed together with other current and probable future projects in the area, would substantially affect the resource.

IMPACTS AND MITIGATION MEASURES

DIRECT LOSS OF HABITAT AND WILDLIFE

Impact E1: Development consistent with the General Plan could result in the loss of grassland and riparian habitat, causing the displacement of common wildlife species. This impact is less than significant due to the limited extent of such habitat in the City, and policies and actions in the Plan addressing natural resources.

The General Plan would allow continued development on the remaining vacant land within San Leandro, including some sites that currently contain riparian and grassland vegetation. The most environmentally sensitive areas in the City, including all wetland areas, would remain unavailable for development. The Plan does not designate any "open space" or "agricultural" land for urban uses; development will only be allowed on parcels where it was already permitted by the 1989 Plan.

As mentioned in the Project Description, there are only about 130 acres of vacant sites in the City. Most of this acreage was previously developed with industrial, commercial, and agricultural (e.g., nursery/greenhouse) uses and has minimal native vegetation. Development sites with notable biotic resources are limited to those along San Leandro Creek and in the hills. There are several large vacant sites along San Leandro Creek between Preda Street and MacArthur Boulevard, including approximately 10 acres at the north end of Alvarado Street, at least one site on Callan Avenue, and the former Evergreen Nursery on MacArthur Boulevard. Development of these sites could result in the removal of riparian vegetation and could displace wildlife or impair wildlife movement along the creek. Mortality of resident species would be possible as a result of construction activities.

There are also about 10 acres of vacant sites within Bay-O-Vista, most covered with non-native grasses. Although limited access, steep slopes, and geological constraints may inhibit these sites from actually being developed, they are nonetheless designated for residential use on the Land Use Diagram. Development of these sites with single family homes would result in a loss of grassland vegetation, and could displace wildlife. Mortality of resident species would be possible as a result of construction activities.

The General Plan includes the following policies and actions to ensure that important natural resources on these sites are retained to the maximum extent feasible:

Policy 2.13: *Require new development to be harmonious with its natural setting and to preserve natural features such as creeks, large trees, ridgelines, and rock outcroppings.*

Policy 2.14: *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.*

Policy 25.03 *Ensure that future creekside improvements balance the objective of greater public access with the objectives of restoring wildlife habitat, minimizing flood hazards, and respecting the privacy and security of persons living along the creek.*

Policy 25.05 *Encourage the enhancement and restoration of the natural riparian habitat along San Leandro Creek. To the extent feasible, the upper reaches of the creek should be retained as a natural waterway and should not be further channelized for flood control purposes.*

Policy 26.01 *Promote the long-term conservation of San Leandro's remaining natural ecosystems, including wetlands, grasslands, and riparian areas. Future development should minimize the potential for adverse impacts to these ecosystems and should promote their restoration and enhancement.*

Policy 26.02 *Require measures to mitigate the impacts of development or public improvements on fish and wildlife habitat, plant resources, and other valuable natural resources in the City.*

In addition to these provisions, future development will be subject to environmental review and CEQA requirements to assess site-specific impacts on biotic resources. More specific mitigation measures may be prescribed for future projects along San Leandro Creek, in the San Leandro Hills, at the Marina, and in other locations in the City.

With implementation of the above policies and provisions, the potential for impacts will be reduced to a less than significant level.

Mitigation Measure E1: None required.

INDIRECT IMPACTS TO CONSERVATION AREAS

Impact E2: Development consistent with the General Plan, including increased public activity at the Marina and improved shoreline access, could trigger impacts to adjacent lands used for resource conservation. Greater levels of noise, traffic, lighting, runoff, and human activity near these areas could reduce their value as wildlife habitat and could potentially impact special status species. This is a less than significant impact due to policies and actions in the Plan, and CEQA requirements for subsequent environmental review.

The General Plan envisions up to 10 acres of new commercial development (e.g., hotel, conference center, restaurant, etc.) at the San Leandro Marina. This development was also accommodated by the

1989 Plan, but nonetheless represents a change from current conditions. The Plan also envisions additional community activities at the Marina, completion of the shoreline trail, and additional educational and interpretive facilities along the trail. Development of spur trails is also a possibility.

The net effect of these changes would be to increase human presence adjacent to an environmentally fragile area (the San Leandro Shoreline Marshlands). Without sensitive planning and management, such activities could jeopardize natural resources in the marsh. Field surveys for future trail improvements will be necessary to ensure that potential impacts to special status species such as the salt marsh harvest mouse are mitigated.

The following policies and actions are included in the Plan to address potential impacts:

Policy 26.01 *Promote the long-term conservation of San Leandro's remaining natural ecosystems, including wetlands, grasslands, and riparian areas. Future development should minimize the potential for adverse impacts to these ecosystems and should promote their restoration and enhancement.*

Policy 26.02 *Require measures to mitigate the impacts of development or public improvements on fish and wildlife habitat, plant resources, and other valuable natural resources in the City.*

Policy 26.04 *Ensure that local planning and development decisions do not damage the habitat or rate, endangered, and threatened species and other species of special concern in the City and nearby areas.*

Policy 26.05 *Continue the restoration of the San Leandro Shoreline Marshlands as a unique natural area. The emphasis in this area should be on resource conservation, trails, and ecological study.*

Action 26.04-A *Require biological assessments for development in areas where special status species may be present. Require mitigation in accordance with state and federal regulations where potential adverse impacts exist.*

Action 26.05-A *Continue to monitor the progress of the San Leandro Shoreline Marshlands Enhancement Program. Conduct periodic assessments of hydrology, vegetation, and wildlife in this area, and make adjustments to the management program based on the findings.*

Action 26.05-B *Pursuant to the development agreement for Heron Bay, ensure that a predator control plan (controlling feral and domestic animals) is implemented in the San Leandro Shoreline Marshlands. Consider additional measures to improve marsh health, such as a cordgrass control plan.*

In addition to the above measures, Action 9.09-A of the General Plan recommends that a long-range plan for the Marina and shoreline be prepared. The Plan would look at the entire shoreline comprehensively and would specifically address the balance between recreation, development, and natural resources.

With these policies and actions in place, the potential impacts to the Marshlands and special status species are reduced to a less than significant level.

Mitigation Measure E2: None required.

TREE REMOVAL

Impact E3: Development consistent with the General Plan could result in the loss of mature trees on future development sites. The resulting impacts may be individually limited but cumulatively substantial. This is a less than significant impact due to policies and actions in the General Plan.

The loss of large trees could occur as the remaining vacant sites in the City are developed. Impacts could be direct (through tree cutting) or indirect (through construction, grading, or irrigation practices that damage root systems and branches). The City does not presently have a tree preservation ordinance. However, development projects are subject to environmental review, providing an opportunity to implement the following policies contained in the Draft Plan:

Policy 2.13: *Require new development to be harmonious with its natural setting and to preserve natural features such as creeks, large trees, ridgelines, and rock outcroppings.*

Policy 44.03 *Discourage the removal of healthy trees and require replacements for any trees that are removed from street rights-of-way. Where healthy trees must be removed, consider their relocation to other suitable sites instead of their disposal.*

Action 44.03-A *Investigate ordinances and other methods to (a) protect historic, landmark, and heritage trees; (b) protect trees on commercial, industrial, and multi-family properties and street rights-of-way; (c) increase the fines for tree removal on City property without a permit; and (d) require preservation of large or significant trees on new development sites. (emphasis added)*

In addition to the policies and actions cited above, the Plan's Historic Preservation policies acknowledge that trees have the capacity to be historic resources and direct the City to take appropriate actions to protect and maintain such trees in the future (Policy 38.03).

With the implementation of these policies and actions, impacts will be reduced to a less than significant level.

Mitigation Measure E3: None required.

III.F CULTURAL AND HISTORIC RESOURCES

This section of the EIR describes the impact of the proposed General Plan on cultural and historic resources in the San Leandro Planning Area. The analysis includes a summary of San Leandro's existing cultural and historic resources, a description of impacts resulting from adoption of the Plan, and measures to mitigate any potentially significant impacts.

SETTING

A history of San Leandro may be found in the Existing Conditions Report, prepared as part of the General Plan Update. The text below focuses on the cultural and historic resources that remain in the community today.

Archaeological Resources

Archaeologists and historians have identified at least ten archaeological sites between San Leandro Creek and San Lorenzo Creek. Three of these are on the banks of inlets in the Marina area, one is at Oakland Airport, four are along the north side of San Leandro Creek, one is on San Lorenzo Creek, and the largest is located near Fairmont Hospital (outside the City limits) at 152nd and Foothill. The latter site is adjacent to a former Native American village site, for many years inhabited by Costanoans (from the Spanish *costanos* or coast people).

Archaeological sites in San Leandro are not visibly evident. Most consist of remnant shell mounds that have been destroyed or covered by development. Excavations on similar sites in the East Bay have yielded arrowheads, tools, human remains, ornaments, and pottery.

Resources from the Spanish-Mexican Period

In 1820, the Spanish Governor of Alta California granted Don Luis Maria Peralta title to 44,000 acres extending from San Leandro Creek to Richmond. Peralta subsequently divided the grant among his four sons, with the plain along the north bank of San Leandro Creek granted to Ignacio Peralta. Peralta's homestead was established on the banks of San Leandro Creek in 1842, and was relocated in 1860. The 1860 home still stands today at 561 Lafayette Avenue and is now known as the Alta Mira Club. The house has been a designated California Historical Landmark (No. 285) since 1937 and was added to the National Register of Historic Places in 1978. It is the only standing structure in San Leandro known to pre-date the City's incorporation.

In 1842, the Governor granted the 7,000 acres between San Leandro and San Lorenzo Creeks to Don Jose Joaquin Estudillo. The original Estudillo homestead was located near the current site of St. Leander's Church. Additional structures, including a flour mill and wharf, were located near the mouth of San Leandro Creek. These structures were demolished many years ago and there are no visible remnants.

Resources from the Late 1800s

The San Leandro townsite was laid out in 1855, with a rectangular grid of streets covering an area extending from San Leandro Creek on the north to Castro Street on the South, the Southern Pacific Railroad (not in existence at the time) on the west and the approximate area of East 14th Street (El Camino Real) on the east. The basic grid remains in place today, although very few of the original structures have been preserved.

The town served as the county seat of Alameda County from 1856 to 1873. The Courthouse and several other civic and commercial buildings were damaged or destroyed by an earthquake in 1868. Other structures were lost to fire during the late 1800s or were demolished to make way for newer structures.

Only about two dozen structures still standing in the City are confirmed to pre-date 1900. Most are residential buildings built in the vernacular "salt box" or Victorian styles that were prevalent at the time. The Daniel Best Home, an Italianate Victorian built in the late 1870s at Clarke and Estudillo, is probably the best known example. Other examples include the Manuel Garcia Home (Hyde and Chumalia) built in 1875, and the Old Lamplighter's Home (28 Dabner Street) built in 1872. All three of these homes are registered California Points of Historical Interest.

Other examples of Victorian residential architecture from this period also remain. A variety of styles are represented, including Queen Anne Revival (310-312 Warren), Second Empire (397 Maud), Italianate (857 Estudillo), and Eastlake (678 Juana). The City's Victorian homes tend to be located to the south and east of Downtown, but are not concentrated on a particular street or block. In fact, one of the best known homes from this period is the Captain Roberts Home (1870s) at 526 Lewelling Boulevard.

A handful of non-residential buildings also date from this period. These are generally small wood-frame structures, preserved but not necessarily in use for their original functions. Examples include a former blacksmith shop at 1363 Hayes Street, the Little Brown Church (relocated from its original site on Clarke Street to the rear of the Casa Peralta), and the former Southern Pacific rail depot (relocated to Thrasher Park in 1988). Other examples include the The Holy Ghost Chapel (1895) at Alvarado and Antonio and the Little Shul at 642 Dolores (relocated to the rear of Temple Beth Sholom from its original site at 59 Chumalia).

Resources from the Early 1900s

San Leandro's population increased by more than 400 percent between 1900 and 1930. Most of the City's northeastern quadrant was developed during this period. Mission Revival, Mediterranean, and Craftsman cottages from this era provide the defining elements of several San Leandro neighborhoods, including Broadmoor, Peralta, and Estudillo Estates. Although few of the homes have been recognized as architecturally significant, collectively they have an historic ambiance that is important and highly valued. Broadmoor, in particular, is significant because it was one of the region's first "streetcar suburbs" and was laid out to include winding tree-lined streets, large front lawns, and other trademarks of the City Beautiful movement.

Another area of importance exists along Orchard Avenue. This area, developed around 1900, was home to many of the City's original Portuguese immigrant settlers. Homes originally combined Victorian architectural elements with those of the Sandwich and Azores Islands (including raised first floors and "stilts"). Although these structures still remain, virtually all of them were significantly altered during the 1900s.

Several individual residences from this period have been recognized as historically significant. The best known is the Casa Peralta (384 West Estudillo Avenue), built in 1901 by one of Ignacio Peralta's daughters. The Casa was originally built in the Victorian style but was remodeled into a Moorish villa after it was sold in 1926. The building was donated to the City in 1971 and was added to the National Register of Historic Places in 1982.

The number of commercial structures dating from the early 1900s is relatively small considering the size and economic importance of the Downtown area during this period. Many of the City's commercial buildings were removed to make way for more modern structures (or parking) during the mid-1900s. Among the important remaining structures are the Daniel Best Building, a neo-classical office building and bank at the corner of Estudillo Avenue and East 14th Street. This 1909 building is constructed of reinforced steel with a mat-glazed terra cotta exterior. Its distinctive façade and clock face makes this building the symbolic "heart" of Downtown San Leandro. Several less distinctive commercial buildings dating from 1900-1920 remain on nearby blocks. Older commercial buildings also exist in the Dutton/Bancroft shopping district and along MacArthur Boulevard.

There are a number of important civic and institutional buildings from this era, although none are recognized on the City's historic register. These include McKinley and Washington Schools (1916), the Veterans Memorial Building (1926) and City Hall (1939).

World War II and Post-War Era

Structures built between 1940 and 1960 represent about half of San Leandro's housing stock and much of its non-residential building stock. Most of the City's public buildings, including many of its schools, also date from this era. Some of the 1940s and 50s vintage buildings, particularly those constructed in Art Deco and early Modernist styles, are now becoming old enough to be appreciated for their historic and architectural value. This is particularly true for large commercial buildings, such as the Pelton Center and the Bal Theater, both built in the late 1940s. Signage contributes to the overall architectural character of buildings from this era, particularly along East 14th Street and in neighborhood shopping areas.

Presence of Historic Resources within the Focus Areas

Many of San Leandro's historic resources are located within the Downtown and Downtown BART Focus Areas. The areas contain several structures of historic significance, including the Casa Peralta, Best Building, and Daniel Best Home. Both areas are entirely within the original 1872 San Leandro townsite, so the potential for archaeological remains (related to the City's early settlement) may exist on future development sites.

The East 14th and MacArthur corridors contain a relatively large number of buildings from the 1920s through 1940s, some of which are architecturally notable. None of these buildings has been officially recognized by the City (through listing on the local historic register). The West San Leandro Focus Area includes several pre-war industrial buildings and a number of architecturally unique industrial buildings from the early post-war era. Likewise, the San Leandro Boulevard corridor has been developed for over 100 years and includes several century-year old homes, older industrial buildings, and potential artifacts from the City's early development.

There are relatively few historic resources in the Bayfair, South-of-Marina, Marina, and Mid-Washington Focus Areas.

Table III.F-1 identifies those historic resources in San Leandro that have received official designation as historic sites or structures. Twenty-two structures are listed. Figure III.F-1 shows the location of the structures within the Central part of the City. Only one (the Captain Roberts House) is located outside the Central area of the City. Several historic sites (Oyster Beds and Roberts Landing Historic Markers, Mulford Clubhouse, Cavalry Cemtery and Lake Chabot) also are outside of the Central area.

SIGNIFICANCE CRITERIA

Appendix G of the State CEQA Guidelines specify that a project will normally have a significant effect on the environment if it will "disrupt or adversely affect a prehistoric or historic archaeological site or property of historic or cultural significance to a community or ethnic group or social group, or a paleontological site except as part of a scientific study." Disruption or adverse effects to an archaeological site is further defined in Appendix I of the CEQA Guidelines as alteration or destruction of the site, including both physical and aesthetic effects. These criteria have been incorporated in CEQA at Public Resources Code Section 21083.2. This law requires a lead agency to make a determination of whether a project will have a significant effect on archaeological resources and whether such resources are "unique" under the law.

"Unique" resources are defined as those which contain information needed to answer important scientific research questions, have special and particular qualities (such as being the "oldest" or "best available example of" the resource), or are directly associated with a scientifically recognized important prehistoric or historic event or person. Appendix K of the CEQA Guidelines provides further direction in evaluating important archaeological resources.

For the purposes of this EIR, potentially significant impacts on cultural resources are considered present when the historic character and integrity of a resource may be diminished as a result of development policies and land use designations in the proposed General Plan. The historic character and integrity of a resource is considered to be inclusive of all of the visual qualities that establish its link to its historic associations, including architectural style and the historic uses of the land, structures, and setting.

Potentially significant impacts are considered to be present when the proposed plan and policies:

- Represent a change from the historic use of a structure or property
- Encourage an increase in development densities or intensities

Table III.F-1: Documented Historic Resources in San Leandro, 2001

Name		Listings	Year Built	Status
HISTORIC BUILDINGS				
	Alta Mira Clubhouse	NR, LR, CHL, CPHI	1860	Community Facility
	Casa Peralta	NR, LR, CPHI	1901	Community Facility
	Daniel Best House	LR, CPHI	1870s	Group home
	Little Brown Church	LR, CPHI	1880	Relocated to rear of Casa Peralta
	Manuel Garcia Home	LR, CPHI	1875	Private residence
	Captain Roberts Home	LR, CPHI	1878	Private residence
	Southern Pacific RR Depot	LR, CPHI	1898	Relocated to Thrasher Park
	Little Shul	LR, CPHI	1889	Relocated, in use as Synagogue annex
	Holy Ghost Chapel/IDES Hall	LR, CPHI	1889	Community Facility
	Best Building	LR	1911	Office building and bank
	308 W. Joaquin	LR	1896	Private residence
	1363 Hays (blacksmith shop)	LR	Est 1900	Garage (for 308 W. Joaquin)
	857 Estudillo	LR	Est 1890	Private residence
	678 Juana	LR	1890	Private residence
	397 Maud	LR	1880s	Private residence
	310-312 Warren	LR	Est 1900	Private residence
	291 Joaquin	LR	1885	Private residence
	659 Estudillo	LR	1900-1910	Private residence
	Orchard Street Neighborhood (Kanaka Lane)	LR	Est 1880-1900	Approximately 20 private residences
	28 Dabner	LR, CPHI	1872	Private residence
	444 Harlan	LR	Unk.	Water tank house
	383 Preda	LR	Unk.	Water tank house
HISTORIC SITES (original building no longer present)				
	DeAnza Expedition Site/ Rancho San Antonio marker	CHL	Est. 1775	Plaque at Hays/E.14th (Root Park)
	Jose Joaquin Estudillo Home	CHL	1850	Plaque only: site now St. Leanders Rectory
	Roberts Landing	CPHI	Est. 1850	Plaque along shoreline trail; no structure
	San Leandro Town Hall site	CPHI	1876	Site at 250 Davis; no plaque observed
	Alameda County Courthouse	CPHI	1857	Plaque at Davis at Clarke, site now St. Leanders Elementary School

(table continued on next page)

Name		Listings	Year Built	Status
HISTORIC SITES (building no longer present), continued				
	San Leandro Ball Park	CPHI	NA	San Leandro Blvd at Parrott, site now BART Parking. No plaque.
	San Leandro Plaza	CPHI	1872	Plaque at East 14th and Washington
	Methodist Church	CPHI	1856	Was at 1349 Hays Street, site now Odd Fellows Building
	Best Tractor	CPHI	1886	Was at 800 Davis Street, site now car dealership. Plaque and remnant doorway arch at 1000 Davis.
	Alameda County Gazette	CPHI	1856	Was at NE Corner Davis at Clarke, site now office building
	San Leandro Reporter	CPHI	1878	Was near Davis and Clarke Street
	Mulford Clubhouse	CPHI	Unk.	Located at 13075 Aurora Drive
	Thrasher Park	CPHI	1917	Davis at Orchard
	Portuguese Union of California	CPHI	1889/1909	Was at 1120 East 14th Street, site now Long's Drug Store
HISTORIC LANDSCAPE ELEMENTS				
	Oyster Beds	CHL	Est. 1890	Plaque at San Leandro Marina
	Lake Chabot	CPHI	1909	Plaque at Upper Lake Chabot Rd
	Cavalry Cemetery	CPHI	1874	Hills SE of Bay-O-Vista (outside City)
	Tree at Juana and Bancroft	LR	NA	NA
	Redwood Trees at 647 Juana	LR	NA	NA
	Redwood Trees at 651 Juana	LR	NA	NA

KEY: NR = National Register of Historic Places
CHL = California Historical Landmark
CPHI = California Place of Historical Interest
LR = Local Register (Protected by Ordinance 74-12)

Sources: Library-Historical Commission, 1986. State Office of Historic Preservation, 2000. City of San Leandro and Barry J Miller, 2000.

Insert Figure III.F-1: Historic Resources

- Permit alterations to the historic character of land uses or structures.

An impact would be considered significant if it caused substantial adverse effects to the character-defining elements of a historic structure, without mitigation.

IMPACTS AND MITIGATION MEASURES

ARCHAEOLOGICAL IMPACTS

Impact F1: Excavation of development sites identified in the General Plan could unearth or disturb archaeological resources. This is a potentially significant impact that will be mitigated to a less than significant level by existing development requirements, policies in the General Plan Historic Preservation Element, and an additional measure listed below.

Because San Leandro was inhabited by Native Americans for centuries before European settlers arrived, the potential for uncovering archaeological resources when excavating future development sites exists throughout the City. The Plan accommodates development at the San Leandro Marina, an area where archaeological resources (e.g., shell mounds) have been documented. It also facilitates additional development in and around Downtown San Leandro and the adjacent BART Station, areas both known to contain archaeological resources from the mid 19th Century.

The lack of well-defined procedures to protect archaeological resources on private property could result in the loss of these resources as redevelopment takes place. Activities such as vegetation removal, grading, excavation, soil compaction, and landscaping could compromise archaeological artefacts.

The General Plan includes the following policy and actions to address this impact:

Policy 38.12 *Recognize the potential for prehistoric and historic archaeological resources and ensure that future development takes the measures necessary to identify and preserve such resources.*

Action 38.12-A *Maintain a data base on potential archaeological sites in the City and use this information when reviewing future development applications. Proximity to archaeological resources should be included as a criteria in the site plan review process.*

Action 39.02-D *Ensure that California Environmental Quality Act (CEQA) requirements for assessing potential impacts to historic resources are consistently followed when projects are proposed.*

In addition to the above policy and actions, the City has standard environmental review procedures that would enable potential impacts to archaeological resources to be considered on a case by case basis. Development conditions may be established as needed to ensure that potential impacts on a particular site are mitigated. The following mitigation measure is proposed to ensure that these procedures are followed:

Mitigation Measure F1: For projects requiring discretionary approval and located in areas of archaeological sensitivity, including Downtown, the Downtown BART Station area, and the Marina, the City will require appropriate measures to identify and protect archaeological resources. These measures may include, as necessary, archaeological resource surveys by a qualified professional.

Impact F1 Level of Significance After Mitigation: Less than Significant.

LOSS OF HISTORIC STRUCTURES

Impact F2: **Development activities within the Downtown, Downtown BART, and East 14th Street Focus Areas could increase pressure to demolish older buildings and replace them with newer structures. This is a less than significant impact due to policies and actions in the Draft General Plan addressing historic preservation.**

The General Plan strongly encourages pedestrian-oriented infill development in Downtown San Leandro, the adjacent BART Station area, and the adjoining East 14th Street Corridor. Most of the City's existing historic sites and structures are located within these areas. Most of the historic structures were built at densities or intensities that are lower than the Floor Area Ratio (or density) limits established by the General Plan. This is particularly true for older single family homes within the "Downtown Mixed Use," "Corridor Mixed Use," and "High Density Residential" designations. Proposals to demolish these homes and replace them with more dense and/or intense structures could be made in the future.

The buildings at greatest risk may be those that are not currently on the City's official "register" of historic structures. There are just 21 structures that are formally "protected," yet is acknowledged that there are hundreds of buildings in the City that have potential historic value. Moreover the protection afforded to the listed structures is not a guarantee against demolition; rather, it simply requires a higher level of review and public input and provides an opportunity to delay demolition and consider alternatives.

The proposed General Plan includes a Historic Preservation and Community Design Element that is specifically intended to protect historic resources from demolition and promote adaptive reuse that is sensitive to historic character. Among the policies and actions in the Plan are:

Policy 38.03 *Develop and maintain programs that recognize and protect historic sites, structures, trees, and other landscape features.*

Policy 38.04 *Encourage the formation of local historic districts in areas where historic sites and structures are concentrated. Such districts should provide for the preservation, restoration, and public recognition of the resources contained therein.*

Policy 38.06 *Update, expand, and maintain inventories of San Leandro's historic resources, using criteria and survey methods that are consistent with state and federal guidelines.*

Policy 38.08 *Encourage the relocation of older structures into designated historic districts as an alternative to demolition and an incentive for restoration.*

Policy 38.09 *Strongly encourage the maintenance and upkeep of historic properties to avoid the need for costly rehabilitation and demolition. Demolition should only be allowed if the City determines that is necessary to protect health, safety, and welfare, and that the structure has no reasonable economic use.*

Policy 39.03 *Maintain a City Historic Preservation Ordinance that provides for the protection of historic resources within the City of San Leandro.*

Policy 39.04 *Ensure that the City commissions and departments assigned to implement historic preservation programs are given the resources, tools, and authority needed to carry out these programs.*

Policy 39.05 *Improve City building permit and property records to ensure that historic properties can be readily identified when applications for these properties are submitted.*

Action 38.04-A *Create an "Old San Leandro" Historic District in the vicinity of the Casa Peralta and Daniel Best House. An immediate follow-up effort to the General Plan should identify the boundaries of the District, along with specific programs for improvement and restoration. Development and design standards for the District should ensure that the area's historic ambiance and pedestrian scale is maintained as future development takes place. An Orchard Avenue Historic District ("Kanaka Row") also should be considered*

Action 38.06-A *Develop and adopt criteria for identifying local historic resources, such as architectural characteristics, the age of the structure, aesthetic values, and association with historic events or individuals. Such criteria should be consistent with state and federal standards and should be incorporated in the City's Historic Preservation Ordinance.*

Action 38.06-B *Using the adopted criteria, update the City's historic resource inventory, create a digital photographic record of each resource, and establish a mechanism for maintaining and expanding the historic register in the future. At a minimum, buildings to be added to the register should include the Veterans Memorial Auditorium, McKinley and Washington Elementary Schools, and San Leandro City Hall.*

Action 39.01-A *Prepare a Historic Preservation Action Plan, which outlines in greater detail how General Plan historic preservation programs will be implemented and funded.*

Action 39.03-A *Undertake a comprehensive review of the City's Historic Preservation Ordinance (Municipal Code Chapter 4-26) and make the revisions necessary to ensure that the policies in the General Plan can be effectively carried out.*

Action 39.04-A *Create a new City commission to oversee the preservation of historic resources and implement the actions set forth in the General Plan. The new commission should include*

members with knowledge or technical expertise in local history, architecture, and culture.

The Plan also proposes a set of policies and actions to increase public education and awareness of historic resources, thereby building support for historic preservation. It also proposes policies to ensure that preservation makes economic sense for property owners, and actions that would create economic incentives for preservation. Implementation of the above policies and actions will reduce this impact to a less than significant level.

Mitigation Measure F2: None required.

ALTERATION OF HISTORIC CHARACTER

Impact F3: Increased development within the Downtown and Downtown BART Focus Areas could indirectly impact historic structures by changing the context and setting of the City's most important historic resources. Even if left intact, the integrity of older buildings may be compromised as larger, more modern structures are erected on adjacent properties. This impact is less than significant due to proposed historic preservation and community design policies and actions in the Draft Plan.

The historic preservation policies and actions cited under Impact F2 should sufficiently protect historic buildings from demolition. However, development on sites adjacent to historic buildings could change the context of these buildings to the point that historic integrity is compromised. Large or tall buildings consistent with the Land Use designations in and around Downtown San Leandro could cast shadows on historic buildings and change the scale of the street environment. This could diminish the value of historic resources.

To address this concern, the General Plan proposes the creation of one or more historic districts around the City's most important historic resources. Design review guidelines adopted for Downtown and the adjacent BART Station area specifically emphasize development that is compatible in scale and form with the historic character of each area.

In addition to the historic preservation policies and actions that have already been cited, the following policies and actions will serve to mitigate this impact:

Policy 6.06 *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.*

Policy 38.07 *Ensure that new development, alterations, and remodeling projects on or adjacent to historic properties are sensitive to historic resources and are compatible with the surrounding historic context. Ensure that the San Leandro Zoning Ordinance and any*

future design guidelines include the necessary standards and guidelines to implement this policy. (emphasis added)

Policy 39.02 *Ensure that day-to-day planning and building activities, including the issuance of building permits, demolition permits, zoning approvals, site plan approvals, and use permits, are consistent with and further the achievement of local historic preservation goals.*

Action 39.02-C *Amend the review criteria for site plans and other discretionary approvals to assess the sensitivity of a proposed project to historic resources.*

Implementation of the policies and actions referenced above will reduce impacts to a less than significant level.

Mitigation Measure F3: None required**.**

ADAPTIVE REUSE

Impact F4: The General Plan accommodates live-work development and encourages the adaptive re-use of historic buildings for contemporary purposes. This could result in the alteration of older buildings and historic structures in a manner that is architecturally incompatible with the structure. This impact is less than significant because of the City's design review requirements, along with policies and actions in the General Plan.

The General Plan specifically encourages the reuse of older buildings, including historic structures. It also encourages the conversion of older industrial buildings to live-work space in transitional areas between residential and industrial districts. Such reuse and conversions could result in alterations or additions that are not sympathetic to the historic character of these structures. On a cumulative basis, such projects could diminish the historic character of Downtown and other areas where historic buildings are concentrated.

This impact will be addressed by the policies and actions cited under Impacts F2 and F3. In addition, the Plan calls for a "live-work" ordinance (Action 3.08-A) and zoning revisions specifically addressing design issues for the reuse of older industrial buildings (Action 10.01-A). These measures will reduce potential impacts to a less than significant level.

Mitigation Measure F4: None required.

III.G INFRASTRUCTURE

This section of the EIR describes the impact of the proposed General Plan on infrastructure in the San Leandro Planning Area, including water, sewer, storm drainage, telecommunications, and energy facilities. The analysis includes a summary of San Leandro's existing infrastructure, a description of impacts resulting from adoption of the Plan, and measures to mitigate any potentially significant impacts.

Because the General Plan does not contain a precise development program and does not increase the developable area or development intensity in San Leandro, many of the impacts assessed here are speculative. The actual amount of development that will occur will be based on factors beyond the City's planning policies. More detailed environmental documents assessing infrastructure impacts will need to be prepared for future projects.

SETTING

Water

Water service to San Leandro is provided by the East Bay Municipal Utility District (EBMUD), a privately owned utility. EBMUD is responsible for service connections and water delivery to most of Alameda County and much of Contra Costa County. San Leandro comprises about 6 percent of the District's customer base and uses about 5 percent of its water. The water is excellent in quality and is relatively free of salts, pollutants, and organic wastes. All regulated contaminants are well within allowable limits.

About 95 percent of the EBMUD water supply originates from the melting snowpack of the Sierra Nevada. The principal water source is the Mokelumne River watershed, a 575-square mile area located in Alpine, Amador, and Calaveras Counties. Water is stored in reservoirs in the Sierra foothills and is transported by aqueduct to filter plants and reservoirs in the East Bay Hills. The other five percent of the District's water comes from runoff on lands surrounding the reservoirs in the East Bay, including Briones, San Pablo, and Upper San Leandro Reservoirs. The water is treated at one of six filter plants before delivery to customers. Water delivered to San Leandro customers is treated at the Orinda or Upper San Leandro filter plants.

EBMUD has water rights to 325 million gallons per day in the Sierras, although this supply may be curtailed during drought conditions. Requirements to maintain minimum flows to sustain fish and wildlife populations on rivers in the Mokelumne watershed may further curtail entitlements in the future. Anticipating future needs, the District contracted with the U.S. government for entitlements to American River water in the early 1970s. This entitlement has been in litigation for over two decades due to environmental concerns. Several alternatives have been explored, including the withdrawal of water at lower points along the river, limiting withdrawal during dry years, using water from the Sacramento/San Joaquin Delta, and storing emergency and drought supply water in the aquifer beneath the East Bay.

In addition to the EBMUD water supply, there are also a large number of private wells in San Leandro. Most of these wells are dormant or are used for water quality monitoring or local industry. Domestic consumption is prohibited because of water quality concerns.

Delivery System. EBMUD distributes its water through a system of pipelines, storage reservoirs, and pumping plants separated into pressure zones. There are two pressure zones in San Leandro—the Central and Bayfair Zones. There are no major water storage facilities in San Leandro; the City is served by nearby facilities in Castro Valley and Oakland, including the Dunsmuir Reservoir just outside the northeastern City limits.

Pipelines in San Leandro range from 4 to 36 inches in diameter. EBMUD operates and maintains all water distribution lines within the City and is responsible for all facilities up to the location of the water meter. The District reports no known deficiencies within the City of San Leandro. Facilities are generally adequate to serve existing development.

In 1998, the City's metered water demand was 11.4 million gallons per day. The breakdown by customer type (e.g., residential, commercial, industrial, etc.) is not available for the City of San Leandro, but residential uses account for about 65 percent of the demand systemwide. The percentage in San Leandro is probably somewhat lower, given the large number of industrial customers in the City. San Leandro residents also use less water per capita than their counterparts in the hotter, drier parts of the service area east of the hills.

Conservation Measures. The City of San Leandro and EBMUD have undertaken programs to conserve water and reduce the need for developing new supplies. These programs include public education and information, economic and financial incentives (rate structures), and a variety of "best management practices" such as water-saving plumbing fixtures and drought-tolerant landscaping. In accordance with Assembly Bill 325, San Leandro has adopted landscaping standards for plant selection, lawn area, and landscape design to promote efficient water use.

Using "reclaimed water" (treated effluent) in lieu of potable water is an important part of the conservation program. Currently, wastewater effluent from the San Leandro Treatment Plant is used for irrigation at the Alameda Golf Course and along Harbor Bay Parkway. When Oakland's Galbraith Golf Course reopens, it too will use reclaimed water from San Leandro's Plant. EBMUD is continuing to work with San Leandro to implement the next phase of wastewater recycling, which includes application at the Monarch Bay Golf Course in San Leandro and Marina Park. Wastewater recycling also occurs at the nearby Oro Loma treatment plant in San Lorenzo, with effluent used to irrigate the Skywest Golf Course in Hayward.

Service Reliability. The EBMUD water supply could potentially be disrupted in the event of a major Hayward Fault or San Andreas Fault earthquake. The District's pipelines cross active earthquake faults at 200 locations. EBMUD is in the midst of a ten-year $189 million capital improvement program to minimize damage to the water system, improve fire-fighting capability, and protect customers from long, disruptive outages following a catastrophic seismic event. Components include seismic upgrades for reservoirs, anchoring of critical equipment, pipeline upgrading at fault crossings, upgrades at water treatment plants and pumping plants, and a new loop pipeline which will connect existing pipelines between Castro Valley and San Ramon.

Sewer

San Leandro is served by two different sanitary sewer systems. About two-thirds of the City, including most of northern and central San Leandro, is served by a City-owned and operated system. The remainder of the City, including the Washington Manor area and most of southern San Leandro, is served by the Oro Loma Sanitary District. The Oro Loma District also includes a large portion of unincorporated Alameda County encompassing Ashland, Cherryland, and San Lorenzo. Most of San Leandro's commercial and industrial land uses are served by the City of San Leandro system. The service area boundaries and major components of the two systems are shown in Figure III.G-1.

City of San Leandro System. The City of San Leandro has operated a Water Pollution Control Plant (WPCP) at the west end of Davis Street since 1939. Wastewater in the service area is collected through a network of pipes ranging from four inches to more than 30 inches in diameter. Residential laterals (connecting individual customers to the system) are typically four inches in diameter, while collection lines on most local streets are typically six to eight inches. Clay is the most common piping material, but asbestos-cement, reinforced concrete, and cement piping are in use at various locations. There are approximately 130 miles of collection pipe in the system, serving about 20,000 customers. At one time, separate domestic and industrial lines served the City's industrial districts; the two systems are now interconnected.

Wastewater is directed to a network of lift stations and larger mains and ultimately flows by gravity to the Davis Street Plant. Only a handful of properties within the service area are not connected to the system and use private septic systems. Any new development within the service area is required to connect to the system.

Wastewater at the plant receives advanced secondary treatment through an advanced activated sludge process. This is a biological treatment process that results in two byproducts -- treated effluent and sludge. Most treated effluent is directed to a dechlorination facility located just south of the San Leandro Marina and is discharged to the central bay via an outfall pipe shared by other communities in southern Alameda County. A small amount of treated effluent is directed to a reclaimed water system (owned by East Bay Municipal Utility District) and is used for landscape irrigation at nearby golf courses in Oakland and Alameda. Sludge from the plant is rated AClass A≅ and is suitable for application as a soil conditioner for non-food agricultural use. The sludge is disposed through land spreading by a private contractor.

The treatment system is enhanced by an industrial waste pre-treatment program serving 85 industrial customers. Some of these industries have on-site pre-treatment facilities; the remainder are served by pre-treatment facilities at the wastewater plant.

The treatment plant has a dry weather capacity of 7.9 million gallons per day (mgd). It currently treats about 5.5 mgd. Flows have been fairly constant over the last few years, reflecting the relatively stable level of growth within the service area. Flows are typically highest during wet weather, when stormwater from saturated ground seeps into collection pipes. During the El Nino rains of 1998, flows as high as 19 mgd were recorded at the plant. Despite these record volumes, no overflows of the ponds occurred. During significant wet weather events, the level of treatment may be temporarily reduced and lower quality wastewater may be discharged to the Bay.

Insert Figure IIIG-1: Infrastructure

In early 1995, the City of San Leandro prepared a Sanitary Sewer System Capability Study and Master Plan for the entire City. The Study/Plan identified the deficiencies in the system and recommended a capital improvement program and cyclic replacement program. The City is presently undertaking a program to reduce wet weather infiltration and inflow problems by replacing deficient links in the collection system and lining pipes to prevent leakage. The San Leandro Engineering Department recently completed a four-year video reconnaissance of all of the City=s collection pipes and is developing a plan to repair or replace deficient or aging segments. The treatment plant itself has been upgraded several times since its construction and presently operates very well. Replacement of plant components is programmed as needed.

Oro Loma Sanitary District. The Oro Loma Sanitary District was formed in 1911 and today provides wastewater collection and treatment services, garbage collection, and recycling services for 44,000 customers within its 13 square mile service area. The portion of San Leandro served by Oro Loma is identified on Figure III.G-1. Approximately 20 percent of the District's customers are located within the City of San Leandro. Oro Loma treats approximately 15 million gallons of sewage per day, including flow from the Castro Valley Sanitary District.

The Oro Loma system includes 280 miles of sewer pipeline and 15 lift stations. The District's treatment plant is located at the end of Grant Avenue in San Lorenzo, just south of the San Leandro City limits. The plant has a dry weather design capacity of 20 million gallons per day. As at the San Leandro plant, wastewater is treated to a secondary level through an activated sludge process. Treated effluent is disposed to the deep waters of San Francisco Bay through the collectively owned East Bay Dischargers Authority pipeline. The plant produces about 14 tons of biosolids (sludge) a day, which are processed for reuse.

The District has a Renewal & Replacement program that covers ongoing repair and replacement of system components. Approximately $2.3 million a year was spent on this program between 1995-2000. Revenues for this program are generated through sewer connection fees and user fees.

Storm Drainage

Storm Drainage System. The City of San Leandro Department of Public Works owns and maintains 175 miles of storm drainage conduits. Drainage lines range from 4 inches in diameter in a limited number of locations to 42 inches in diameter. There are some 2,250 storm drain inlets and more than 600 manhole covers in the system. The City=s storm drain system feeds into a larger system owned and operated by the Alameda County Flood Control and Water Conservation District (ACFCWCD). This system includes the lower reaches of San Leandro and San Lorenzo Creeks, as well as a number of channels extending into San Leandro neighborhoods west of I-880. The District's drainage facilities include levees, pump stations, erosion control devices, and culverts.

Drainage improvements undertaken by the ACFCWCD during the 1950s and 1960s were designed to substantially reduce the threat of flooding from streams in San Leandro. These improvements included the channelization of San Lorenzo Creek and the lower reaches of San Leandro Creek. Another large channel was established from Bayfair Mall through the Springlake and Washington Manor

neighborhoods, and west into the Bay. The upper reaches of San Leandro Creek were retained within their natural banks.

ACFCWCD maintains its facilities regularly to prevent obstructions of the channels. Maintenance activities include fence repair, vegetation removal, preventive maintenance of pump stations, silt removal from channels, inspection of pipes, spill prevention, and investigation of inquiries and clean water concerns. These responsibilities are shared with property owners along the upper reaches of San Leandro Creek, where private property lines actually extend to the creek centerline.

City of San Leandro storm drains are maintained by the Department of Public Works. Catch basins and conduits are cleaned annually. The system functions adequately and there are no major problem areas. Ponding in low-lying areas may occur during periods of extreme rainfall, but the duration of such incidents is usually brief. Capital improvements are scheduled as needed to replace old or deteriorating components of the system.

The San Leandro Department of Transportation and Engineering reviews major development proposals to assess drainage impacts and determine appropriate mitigation measures. Where appropriate, the City may require stormwater detention ponds or improvements to the City storm drain system. The City also works with the Flood Control District to ensure that development impacts on the County system are adequately mitigated. Most development projects are also subject to mitigation measures related to stormwater quality (see the Water Quality section of the EIR).

Flood Hazards. Flooding may result when rainfall exceeds the capacity of the City/ACFCWD storm drainage system. In such cases, stormwater may overtop creek and canal banks, or back up around storm drain inlets and inundate adjacent areas with shallow water. The area subject to inundation from overbank flooding is referred to as the flood plain.

Maps published by the Federal Emergency Management Agency (FEMA) indicate the extent of the flood plain in the event of a 100-year storm. Such a storm is defined as having a one percent chance of occurring in any given year. The extent of flooding is determined based on engineering and hydrologic studies which consider the capacity of the channel, the extent of impervious (paved) surfaces within the watershed, constraints to water movement (such as narrow culverts or pipes), and other factors which affect the flow of water. The flood plain maps are known as Flood Insurance Rate Maps (FIRM), since the flood zone designations are used to determine insurance requirements and relative costs.

FEMA updated its flood plain maps for most of San Leandro in 1999 to reflect new hydrologic data, including the increased amount of urbanized (and impervious) area within area watersheds. The revised maps resulted in substantially larger areas falling within the 100-year flood zone, particularly along drainage canals in the Washington Manor and Springlake neighborhoods. The City subsequently appealed the flood zone boundaries, and revised maps became effective in February 2000. There is a possibility that further appeals will be filed. In the meantime, the City has initiated an elevation verification program to assist property owners whose homes may be above the base flood elevation but within the area mapped by FEMA.

The City of San Leandro currently participates in the National Flood Insurance Program. This program classifies land along the reaches of various creeks into different zones, again for flood insurance purposes. Zone A corresponds to areas within the 100-year flood plain; such areas are further defined as Zone AE (areas where a base flood elevation has been determined), AH (flood depths of one to three feet, with base flood elevation determined) and AO (flood depths of one to three feet, with average depth determined).

Zone V corresponds to areas prone to coastal flooding with velocity (wave action) hazard. Zone X corresponds to areas of 500-year frequency flooding, or 100-year flooding with average depths of one foot or less. Areas protected from 100-year flooding by levees also may be included.

The approximate flood zone boundaries used by FEMA are shown in Figure III.G-2. The actual boundaries are more irregular and may be viewed on detailed map panels available at the City. In the event of a flood, the associated water depths would be shallow in most of the flood plain. The relatively large size of the flood-prone area in Washington Manor is due in part to the very flat topography along the lower reaches of the Line A drainage canal.

Telecommunication Facilities

Telephone service is provided to the City by Pacific Bell, a franchised utility that provides service in accordance with California Public Utility Commission rules and tariffs. Other service providers exist in the market, but they must utilize the wires and switching facilities owned by Pacific Bell. There are no known service constraints in San Leandro. The system requires periodic maintenance, upgrading, and repair.

Fiber optics cabling is currently being installed in San Leandro. This is an underground cabling system along specific routes, mostly within the City's commercial and industrial districts. It is intended to improve traffic signal timing, and also to provide the capacity for high-speed communication by customers along the route.

Electricity and Natural Gas Facilities

Electricity and natural gas is delivered to San Leandro by PG&E, an investor-owned utility that procures and delivers energy to most of northern and central California. Electricity supplies include a combination of hydroelectric facilities, fossil fuel burning facilities, nuclear facilities, and "alternative" energy facilities such as wind farms and geothermal plants. Power generated at these facilities is transported to customers through an interconnected grid of high voltage transmission lines. Two of these lines cross San Leandro. One runs north-south on the City's west side, parallel to the Union Pacific Railroad tracks. The other enters the City on the east side and terminates at a substation on Washington Avenue near 143rd Avenue. At the substation, power is stepped down from the transmission grid and routed to distribution lines. Power from distribution lines is then stepped down via transformers to local lines, providing service to customers throughout San Leandro.

Natural gas is provided through an interconnected network of pipelines and distribution mains. The gas originates from sources throughout California, the southwest, the Rocky Mountains, and Canada.

Although there are no power plants within the San Leandro City limits, a small amount of energy is generated locally. Sources include a methane recovery system at the Oyster Bay Regional Shoreline, industrial cogeneration facilities, and solar heating panels on private residences.

During the late 1990s, California began the phased deregulation of electric utilities, allowing prices to be set by market forces rather than the California Public Utilities Commission. In theory, this was to create less expensive energy and greater market efficiency. In fact, a combination of insufficient generating

Insert Figure III.G-2:100 year flood plain

capacity, rising natural gas costs, rapidly rising demand, and competitive self-interest by power suppliers led to a crisis situation in the state by Winter 2000. This convergence of events ultimately led to rolling blackouts and dramatic price increases during early 2001, and a bankruptcy declaration by PG&E in April 2001.

Deregulation of the electric utility industry has forced a fundamental rethinking of energy supply and demand issues in the State. Although no specific service deficiencies have been identified in San Leandro, the City is vulnerable to systemwide shortages. A combination of conservation programs and new energy sources is being aggressively pursued by PG&E and local governments throughout the service area to address the current crisis. Many of these programs will be sustained in the long run so that further disparities between supply and demand are avoided.

SIGNIFICANCE CRITERIA

According to the State CEQA Guidelines, a project would normally have a significant effect if it would interfere with or substantially change the demand for utility services, generate a need for new utilities, or require substantial alteration to utility systems. Thus, the proposed General Plan would have an impact on infrastructure if its implementation would require or result in:

- the extension or reconstruction of major water, sewer, or storm drainage lines to serve additional development;
- the addition of new reservoirs or water storage capacity;
- the extension of a sewer trunk line to serve a new development area;
- the expansion of the water pollution control plant (s);
- the construction of major new storm drainage facilities or expansion of existing facilities;
- the development of major new telecommunications or energy facilities; or
- energy or natural gas demands which exceed available supply.

The impact on infrastructure would be considered significant and adverse if it exceeded the ability of local service providers to meet additional demand.

IMPACTS AND MITIGATION MEASURES

WATER SUPPLY

Impact G1: Future development consistent with the General Plan would increase the demand for water and could eventually exceed available supply. This is a less than significant impact because of policies and actions in the proposed Plan.

The cumulative increase in water demand associated with the proposed General Plan can be estimated by applying multipliers to the growth expected for each major land use category. It should be acknowledged that this is an "order of magnitude" estimate; the actual amount of water needed would depend not only on the rate of growth but on the type of development that occurs. Particularly in the industrial sector,

certain uses require significantly more water than others. For instance, the canneries that existed in San Leandro during the early 20th century required significantly more water per square foot than the warehousing and distribution facilities that now dominate in much of the City's industrial area.

The quantity of development described in the Project Description in this EIR for 2000-2015 is projected to generate the demand for an additional 1,890,000 gallons per day (gpd) by 2015.[1] This would be a 16 percent increase over current demand. Again, such an increase would be possible under the current (1989) General Plan as well as the proposed General Plan. In fact, the proposed Plan would have a positive impact by putting policies in place which require demonstration that water service is available before new development is approved.

EBMUD's plans for meeting long-range water demand are predicated on certain assumptions about how much growth will occur in different parts of the service area. If a growth factor of less than 16 percent was assumed for San Leandro, there is a chance that future supplies would be insufficient to ability to meet projected demand. On the other hand, if outlying communities in the EBMUD service area grow more slowly as a result of San Leandro's higher "capture" rate, the net impact on service demand would be positive. Per capita water demand tends to be higher in the outlying parts of the EBMUD service area as a result of climate and less dense development patterns.

In any event, the prospect of a 16 percent increase in water demand over a 15-year period suggests that ambitious conservation and reclamation programs are needed in the City. EBMUD's Water Supply Management Program and its Urban Water Management Plan identify ways to reduce per capita water consumption and stretch available supplies as far as possible. The projected increase in water needs could be substantially reduced as a result of these programs, which include the use of low-flow plumbing fixtures and the expanded use of reclaimed wastewater for landscape irrigation.

The following policies and programs are included in the General Plan to address water supply impacts:

Policy 27.02: *Promote the efficient use of water supplies through a variety of water conservation measures, including the use of reclaimed water for landscaping.*

Policy 27.03: *Encourage the use of native vegetation and drought-tolerant non native vegetation in landscaping plans.*

Policy 27.04: *Maintain local planning and building standards that encourage the efficient use of water through such measures as low-flow plumbing fixtures and water-saving appliances. Require water conservation measures as a condition of approval for major developments.*

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1 This estimate has been calculated using the following multipliers: 260 gallons per day (gpd) for each new residence; 150 gpd for each hotel room; 0.12 gpd per square foot of commercial (retail) space; 0.135 gpd per square foot of commercial (mixed use) space; 0.15 gpd per square foot of office space; and 0.40 gpd per square foot of industrial/warehouse space. Development quantities are: 1,470 residential units, 420 hotel rooms, 444,020 SF mixed use floor space; 795,200 SF office space; 506,290 SF retail space; 3,174,000 SF industrial and warehouse space. Water multipliers taken from Oakland General Plan EIR, 1996.

Policy 52.01 *Permit new development only when infrastructure and utilities can be provided to that development without diminishing the quality of service provided to the rest of the City.*

Policy 52.02 *Require future development to pay its fair share of the cost of improving the water, sewer, drainage, and other infrastructure systems needed to serve that development. Use fees and other appropriate forms of mitigation to cover the costs of upgrading public infrastructure.*

Policy 52.03 *Coordinate local infrastructure planning with EBMUD, the Oro Loma Sanitary District, Alameda County, and other service providers to ensure that infrastructure remains adequate to serve existing and planned development.*

Action 27.02-A *Take the actions necessary to implement EBMUD's Water Management Plan at the local level.*

Policies 52.01 and 52.03 are particularly important. Policy 52.01 commits the City to allow future development only when it can be demonstrated that infrastructure capacity can be provided to meet demand. Policy 52.03 requires ongoing coordination with EBMUD, ensuring that a dialogue on water supply and conservation issues is maintained. Other policies emphasize water conservation as a means of reducing overall consumption.

Mitigation Measure G1: None required.

WATER DELIVERY SYSTEM

Impact G2: Future development consistent with the General Plan would require improvements to the water delivery system. Some of the existing water mains are old and have limited capacity, and the addition of more development could exceed the transmission capacity and pressure needed for fire-fighting and other municipal and industrial uses. This is a less than significant impact because of policies and actions in the Plan which require adequate infrastructure to be in place or committed before development is approved.

Although no specific areas in the City have been identified as having deficient water service, it is possible that future development proposals may reveal site-specific improvement needs. Some areas have water mains that 8 inches or less in diameter. Depending on the uses proposed in the Focus Areas, these lines may need to be upgraded to provide adequate pressure for fire flow. As redevelopment and infill proposals are submitted, more specific assessments of water service will need to be prepared. The extent and cost of improvements to mains and laterals would be identified at that time.

Policy 52.01 (cited above) mandates that development shall not be approved until it is demonstrated that infrastructure can be provided without diminishing citywide service levels. Other policies ensure that development pays its fair share for needed improvements to the water distribution system. Implementation of these policies will reduce this impact to a less than significant level.

Mitigation Measure G2: None required.

WASTEWATER COLLECTION SYSTEM

Impact G3: Future development consistent with the General Plan could require improvements to the San Leandro and Oro Loma wastewater collection systems, including trunk and collection lines, pumps, lift stations, and laterals. Some of the existing mains are in deteriorating condition. The addition of more development could accelerate deterioration and result in the failure of system components. This is a potentially significant impact that will be mitigated by policies and actions in the General Plan and an additional mitigation measure identified below.

Future development activities could generate wastewater flows that could exceed the capacity of the wastewater collection system in a limited number of areas. This would be most true in the South of Marina and West San Leandro areas, where up to 3 million square feet of new industrial development has been projected by 2015. The impact of this development on the wastewater collection and transmission system will depend in part on the types of industries that locate in the area. It is not known at this time what specific industries will locate in the City during the next 15 years. However, some of the economic sectors targeted by the General Plan (such as biotechnology and electronics) typically generate more wastewater per square foot than other industrial uses.

The City is in the process of undertaking a major capital improvements program targeted at replacing aging components of its wastewater collection and transmission system. Continued implementation of this program has been identified as a mitigation measure below. In addition, Policies 52.01 and 52.02 (cited above, under Impact G2) will ensure that development is not approved until it can be demonstrated that adequate wastewater collection capacity exists, or until a financial commitment to create such capacity has been secured.

Mitigation Measure G3: Continue the City's sewer replacement program and undertake the scheduled upgrades and other capital improvements needed to accommodate future growth in the City's industrial districts. Adjust sewer replacement priorities as needed based on the location of future development.

Impact G3 Level of Significance After Mitigation: Less than Significant.

WASTEWATER TREATMENT CAPACITY

Impact G4: Development consistent with the General Plan could bring the San Leandro Water Pollution Control Plant closer to capacity, and cause more frequent exceedances of capacity during wet weather. Moreover, the development of new industrial uses could result in new types of pollutants entering the water pollution control plant. This is a potentially significant impact that will be mitigated to a less than significant level by policies and actions in the proposed Plan.

Based on typical wastewater generation figures, approximately 80 percent of the water used by development in the City could be expected to ultimately reach wastewater treatment plants in San Leandro and San Lorenzo (Oro Loma). This would equate to an increase of about 1,510,000 gpd in wastewater flows Citywide by 2015. Based on the location of proposed development, about 1,365,000

gpd of this total would be directed to the San Leandro Water Pollution Control Plant and 145,000 gpd of this total would be directed to the Oro Loma plant.[2]

Both plants would be capable of handling these incremental increases over a 15-year period. The San Leandro plant, which would receive most of the impact, has approximately 2.4 mgpd of dry weather capacity. This is about double the amount of additional wastewater that would be generated by 2015 if all of the development projected by the General Plan took place. In the Oro Loma District, the increase over current flows would be less than one percent if all of the development envisioned by the Plan took place.

The increase in flows could cause more frequent exceedances of plant capacity during wet weather periods. The likelihood of such exceedances will be reduced as a result of planned sewer replacement projects. These projects will reduce wet weather infiltration and inflow into the system, providing additional wet weather capacity and enabling more efficient operation. Water conservation efforts should further reduce flows to the plants.

The General Plan includes the following policy addressing potential impacts of future development on wastewater treatment capacity:

Policy 52.05: *Maintain adequate capacity at the San Leandro wastewater treatment plant to accommodate projected levels of growth within the service area and encourage the Oro Loma Sanitary District to do the same. Support efforts to maintain and/or improve the high quality of treated effluent at both plants and increase the feasibility and cost effectiveness of using reclaimed water for non-potable purposes.*

As mentioned above, Policy 52.01 would prohibit the approval of new development if it would exceed infrastructure capacity. This would include wastewater treatment facilities. Other policies in the Plan ensure that development "pays its way" and that appropriate impact fees are collected to upgrade infrastructure (including wastewater treatment facilities) where needed.

Other wastewater treatment impacts could occur as a result of new industries handling hazardous chemicals or other potentially toxic materials. The following policy has been included to address this impact:

Policy 32.07: *Maintain and enforce pre-treatment requirements for industries as needed to minimize the discharge of potentially toxic materials into the City's sanitary sewer system.*

With this policy in place, no further mitigation of Impact G4 is required.

Mitigation Measure G4: None required.

2 Development planned within the Oro Loma service area (within San Leandro) consists of Bayfair Mall revitalization, mixed use projects along East 14th between San Leandro Blvd and 150th, redevelopment along the Washington corridor, and development of potential housing sites along Halcyon and Washington.

STORM DRAINAGE

Impact G5: Future development consistent with the General Plan would increase impervious surface area, thereby accelerating runoff rates. Additional storm drainage capacity could be required to reduce flood hazards. This impact will be less than significant because almost all future development in the City will take place on land that is already urbanized. Policies and actions in the General Plan also address the reduction of flood hazards, providing further assurance that this impact will be reduced to a less than significant level.

Over the next 15 years, development will result in additional ground coverage by parking lots, roofs, streets, and driveways. The resulting increase in impervious surface area will prevent rainfall from percolating into the soil and may increase the amount of stormwater runoff. This, in turn, will increase the peak flow in the City's storm drain system and the ACFCWD flood control channel system. Unless appropriate links of the storm drain system are upgraded, localized flooding around storm drain inlets is possible. Moreover, the increased volume of stormwater in the channels could increase the probability of overbank flooding, particularly along the Alameda County Flood Control channels.

The magnitude of such impacts is expected to be very low because most future development is expected to take place on sites that have already been urbanized. Of the roughly 130 acres of vacant land identified in the General Plan, all but about 20 to 30 acres have been previously developed. Half of the never-developed acreage consists of large lots in the San Leandro Hills, where coverage by new homes (if any are built) will be relatively low.

In some cases, new development may actually decrease impervious surface coverage, by replacing parking lots with storage yards or landscaped areas. Moreover, all major projects would be reviewed by the City's Engineering and Transportation Department and would be required to prepare drainage and hydrology studies as needed. These studies would identify specific improvements to handle increased stormwater runoff from each site.

The following draft policies address this impact:

Policy 29.07: *Work collaboratively with County, State, and federal agencies to develop short- and long-term programs that reduce flood hazards in the City. At the local level, the City will regularly maintain its storm drainage system and ensure that those portions of San Leandro Creek under its jurisdiction remain clear of obstructions.*

Policy 32.11: *Encourage the use of porous pavement and other practices to reduce impervious surfaces and the amount of stormwater runoff from parking lots and driveways.*

Policy 52.06: *Require drainage improvements for new development which ensure that stormwater runoff is adequately handled both on-site and off-site and which implement state and federal clean water requirements.*

Action 1.04-A *Consider zoning code amendments that establish minimum standards for front yard landscaping and limits on impervious surface coverage on single family residential lots.*

Action 1.04-A could have a positive impact on storm drainage by reducing the practice of paving front yard areas (to reduce maintenance needs or create more parking).

With the above policies in place, no further mitigation is required. Future projects will continue to be subject to hydrologic studies, which may result in more specific requirements for improvements.

Mitigation Measure G5: None required.

TELECOMMUNICATION UTILITIES

Impact G6: Implementation of the proposed General Plan could result in increased demand for telecommunication services. This is a less than significant impact.

Telecommunications infrastructure in the City should be able to support the amount of development that is anticipated under the proposed General Plan. Future investment in such infrastructure will be required to respond to changes in technology and normal system maintenance. The Plan would not require the extension of service to new areas. Most of the development envisioned by the Plan will take place on parcels that already have direct utility access through underground or overhead lines.

Mitigation Measure G6: None required.

ENERGY UTILITIES

Impact G7: Implementation of the proposed General Plan could increase citywide energy demand. Although no deficiencies in the City's gas and electric transmission and distribution systems have been identified, this increase would contribute to higher systemwide demands for electricity and natural gas. Given the current energy shortage in the PG&E service area, this impact is potentially significant. Policies and actions in the General Plan ensure that it will be mitigated to a less than significant level.

The proposed General Plan would generally have positive impacts on energy when compared to the 1989 General Plan. Not only does the Draft Plan propose more energy-conserving land use patterns, it also emphasizes energy conservation and the development of local energy supplies (especially solar power). In the residential sector, the higher density development types envisioned by the General Plan would consume less energy than an equivalent number of single family homes.

On the other hand, policies in the proposed Plan emphasize economic growth and business development to a greater extent than the 1989 Plan. The addition of 3.4 million square feet of general and light industrial floor space and some 800,000 square feet of office space, as envisioned by the Plan, could result in considerable increases in local energy demand. When added to cumulative demand in the PG&E service area, this increase could be significant.

The Plan includes the following policies and actions to offset likely increases in demand resulting from new development:

Policy 28.01 *Strongly advocate for increased energy conservation by San Leandro residents and businesses, and ensure that the City itself is a conservation role model.*

Policy 28.02 *Encourage construction, landscaping, and site planning practices that minimize heating and cooling costs and ensure that energy is efficiently used. Local building codes and other City regulations and procedures should meet or exceed state and federal standards for energy conservation and efficiency.*

Policy 28.03 *Promote the weatherization and energy retrofitting of existing homes and businesses, including the development of solar space heating and water heating systems, and the use of energy-efficient lighting, fixtures and appliances.*

Policy 28.04 *Accommodate the use of local alternative energy resources, such as solar power, wind, methane gas, and industrial waste heat (cogeneration). Ensure that alternative energy infrastructure is compatible with surrounding land uses and minimizes environmental impacts on the community.*

Policy 28.05 *Promote public information and education on energy conservation and retrofit programs, in part through partnerships with the agencies offering such programs.*

Policy 28.06 *Encourage innovative responses to reduce peak demands on the electric power grid, such as flexible work shifts and the development of local power sources.*

Action 28.01-A *Pursue the retrofitting of City facilities to improve energy efficiency, including the development of solar heating systems for public swimming pools and the installation of low wattage lighting. Perform additional retrofitting in the future in the event new technology or new renewable energy sources become available.*

Action 28.02-A *Review local land use regulations (including the zoning code, building code, and subdivision ordinances) to ensure that there are no obstacles to the use of solar power or the development of alternative energy sources, and to include guidelines that promote solar access in new subdivisions.*

Action 28.03-A *Establish incentives for energy retrofits upon the sale or purchase of a residence.*

Action 28.04-A *Adopt a solar access ordinance which protects opportunities for solar heating of San Leandro residences.*

Action 28.04-B *Adopt guidelines for the placement of solar heating panels on San Leandro residences and establish a fee reduction or fee waiver policy for persons installing solar heating systems that meet these guidelines. The guidelines should ensure that the visual impacts of solar panels (from the street and surrounding properties) are minimized.*

Action 28.05-A Develop and disseminate information to San Leandro residents and businesses on energy conservation. Work with the School Districts to provide similar information to school children and their families.

Action 28.05-B Work with local realtors and lenders to distribute information on local energy retrofit programs,"energy star" products, energy-efficient mortgages, energy-related tax credits, and local contractors providing retrofit and weatherization services.

The policies and actions in the General Plan emphasize energy conservation rather than the development of power plants within San Leandro. There is limited land available in the City for power plants, and the environmental impacts of their construction and operation in the City could be significant. A number of power plants are currently planned within the PG&E service area to address current shortages. In the event these plants are not built and/or the City's conservation efforts prove insufficient, Action 28.06-A suggests that the City consider creating a municipal energy department to purchase and deliver power to local customers. In any event, the General Plan suggests that the City "closely monitor the state and national energy situation to develop appropriate local responses" (Action 28.06-A). This commitment, coupled with the policies and actions listed above, should reduce Impact G7 to a less than significant level.

Mitigation Measure G7: None required.

IIIH. COMMUNITY SERVICES

This section of the EIR describes the impact of the proposed General Plan on community services in the San Leandro Planning Area, including police, fire, schools, libraries, solid waste collection, and parks. The analysis includes a summary of San Leandro's existing community services, a description of impacts resulting from adoption of the Plan, and measures to mitigate any potentially significant impacts.

As with infrastructure, the impacts assessed here are based on speculative assumptions about how much redevelopment will occur in San Leandro during the next 15 years. The General Plan does not contain a precise development program. Because the Plan does not increase the developable area or development intensity in the City, the amount of development that may take place by 2015 is not substantially different than what could occur under the current (1989) General Plan. More detailed environmental documents assessing community service impacts will still need to be prepared for future projects, particularly with respect to school enrollment.

SETTING

Police

Organization, Facilities, and Staffing. Police protection within the San Leandro City limits is provided by the City of San Leandro Police Department. The Department's headquarters are located at 901 East 14th Street in the Civic Center complex. The Department also maintains a satellite unit at the City Connection store in Bayfair Mall at 15555 East 14th Street. That unit operates during mall hours only. There are no other police facilities in the City.

In 2001, personnel included 96 authorized (or sworn) officers and 43 civilians. This equates to a ratio of 1.1 sworn officers per 1,000 residents, which is substantially lower than the national average of 1.8 but comparable to the ratio for other Alameda County cities. Over the last 10 years, the number of civilians has increased slightly. The number of sworn officers decreased during the late 1980s due to reductions in the General Fund and then increased during the mid 1990s as a result of grants from federal anti-crime bills. The City is divided into seven beats for patrol functions. Each beat is patrolled by at least one officer on a 24-hour basis. Beat boundaries are shown in Figure III.H-1.

Response Time. Calls for service are assigned a priority ranking from 1 to 6 based on the urgency of the call. Priority 1 or 2 calls are dispatched within one minute, and a unit is usually on the scene within three minutes. Response time is slower for Priority 3-6 calls.

Crime Trends. Crime trends in San Leandro between 1980 and 2000 are tracked in Chart III.H-1. Total Part One crimes (which include murder, rape, robbery, assault, burglary, larceny, and auto theft) have been declining since 1994. Data for 2000 indicate the lowest crime rate in more than 20 years. The City experienced 54 crimes per 1,000 residents in 2000. This is a substantially lower rate than the older urban areas to the north (Oakland and Berkeley) but is a higher rate than newer suburban communities such as Pleasanton and Fremont.

Insert Figure IIIH-1: Police Beat boundaries/fire districts
Chart III.H-1: Total Part One Crimes Reported:1980-2000
Includes assaults, auto theft, burglary, larceny, murder, rape, and robbery
Source: San Leandro Police Department, 2001

Despite the significant drop in reported crimes, the number of calls for service has increased over the past few years. In 2000, the Department fielded 84,193 calls for service, or about one per resident.

Service Issues. No specific areas in the City have been identified as having service deficiencies. The City regularly invests in technology and equipment upgrades, enabling the Police Department to maintain levels of service. The 911 system is in the process of being upgraded, and there is strong interest in improving computer links and applications to increase speed and efficiency. The Department's facilities were seismically upgraded and the jail was expanded in 1997. Although administrative space is satisfactory, the Department has indicated a desire for an off-site facility for the storage of evidence and seized vehicles.

Funding for equipment and future capital facilities is usually provided through the General Fund. State and federal grants appear to be a reliable source for supplemental staffing for the next two years, but are difficult to predict beyond 2002.

The Police Department regularly participates in the review of major development proposals, with an eye towards safety and security issues. The Department is committed to ensuring that adequate provisions are made for law enforcement as new development is approved.

Fire

Organization, Facilities, and Staffing. Fire protection in San Leandro and the adjoining unincorporated areas of San Lorenzo, Cherryland, Ashland, and Castro Valley is provided by the Alameda County Fire Department. The City's Fire Department was consolidated with the County's in July 1995. The County Fire Department maintains offices at City Hall and staffs five San Leandro fire stations. The location of these stations is shown in Figure III.H-1. Each fire station has a pumper truck and is staffed by a captain, an engineer, and firefighters at all times. Two 100-foot aerial ladder trucks are located in San Leandro at Stations 9 and 12 and are also staffed by a captain, engineer, and firefighters at all times. Staffing levels are stable and are not expected to change substantially during the coming years.

The Department has mutual response agreements with the Oakland Fire Department for coverage of the South Oakland Hills and Bay-O-Vista neighborhoods. All fire departments in the County have mutual aid responsibilities in the event of major emergencies.

Response Time. Calls for service ("911") are received at San Leandro's Communication Center at City Hall and are forwarded to the Fire Department for dispatching. Response time is

typically under five minutes, although actual time varies depending on the time and place of the call. Traffic is probably the greatest variable affecting response time. The City's Insurance Service Office (ISO) rating is 2, which is indicative of a very high service level.

During 2000, there were 7,187 calls for service within the City limits. About two-thirds of these calls (4,919) were for medical emergencies. Some 16 percent were responses to structure fire calls, and 8 percent were responses to commercial and residential alarms. The total number of calls has been relatively stable over the past few years.

Service Issues. As a nearly built out City, San Leandro's principal fire protection objective is to maintain and enhance the high level of service now provided to residents and businesses. This requires replacement of aging fire-fighting equipment, improvements to fire stations, and maintenance of the water supply and hydrant system in cooperation with the East Bay Municipal Utility District. The Fire Department has developed a schedule for the retirement of specific pieces of equipment and regularly funds new vehicle acquisitions. The Department is also in the process of replacing Stations 10 and 11 with entirely new stations. Station 11 will be located on Catalina Street near Farallon Drive and will be open by Fall, 2002. Station 10 will be completed by the end of 2002 and will be located on Williams Street near Merced Street.

The Fire Department reviews all major development applications to ensure that emergency access concerns are addressed, and that sufficient water capacity and pressure is available to address fire fighting needs. The Department also participates with other jurisdictions in hazardous materials response and vegetation management to reduce the risk of urban wildfires. Wildfire hazards tend to be lower in San Leandro than they are in Oakland to the north and Castro Valley/Hayward to the south, because the fuel load in City's hillsides is substantially lower than in adjoining communities.

Schools

San Leandro is served by two school districts. The San Leandro Unified School District serves about three-quarters of the City's students, and the San Lorenzo Unified School District serves the remaining quarter. The boundaries of the two districts and locations of schools in San Leandro are shown in Figure III.H-2.

The San Leandro Unified School District includes most portions of the City lying east of I-880 and the areas west of I-880 in the Davis West, Bonaire, Marina/Mulford Gardens and Heron Bay neighborhoods.
Insert Figure III.H-2: Schools
The District also serves the Sheffield Village neighborhood of Oakland and a small number of additional students from outside San Leandro. The San Lorenzo Unified School District serves the Washington Manor neighborhood, as well as the Mission Bay and Marina Vista areas along Wicks Boulevard. A small portion of San Leandro along 150th Avenue is within the San Lorenzo USD but is served by the San Leandro School District. Most of the San Lorenzo Unified School District is beyond San Leandro's boundaries, including San Lorenzo, Ashland, Cherryland, and parts of Hayward.

Both school districts are governed by an elected school board. In addition to the public schools described below, the City is home to a number of private schools and religious schools.

San Leandro Unified School District (San Leandro USD). The San Leandro USD operates eight elementary schools, two middle schools, a comprehensive high school, and a continuation high school. The District also provides educational services to San Leandro residents through an independent study program for Grades 9-12.

Enrollment at San Leandro USD schools declined steeply during the 1970s but began rising again in the mid-1980s. This trend mirrored nationwide trends and was the result of a number of factors, including a larger number of persons of child-bearing age, an increasing birth rate, and demographic changes within the community. Compounded by the closure (and sale) of several schools during the 1970s and 1980s and class size reduction programs approved by the State in 1997, most of the District's campuses are now at or above capacity. Total enrollment in 2000-2001 was 8,339 students, up 45 percent from 1984.

The District is presently undergoing a major facilities modernization and expansion program, made possible by a voter-approved $53.8 million bond measure. A Master Plan guiding the expenditure of these funds was approved by the School Board in April 1998. Although the bond initiative provided a significant revenue source for modernization, there are still approximately $133 million in unfunded expenses to meet all needs identified by the Master Plan. Some of this deficit may be covered by the state, although local matching funds are required in most instances. The improvements planned, underway, or recently completed at each school campus are summarized in Table III.H-1.

Recently completed projects include seismic retrofits to the Muir and Bancroft School gymnasiums, the reopening of Madison School, exterior painting of all sites, and installation of new portables. Projects now underway include the replacement of playground equipment to meet ADA (American with Disabilities Act) requirements and safety standards, and construction of new academic wings at San Leandro High School and Roosevelt School. Longer-term projects include a new academic wing at Muir Middle School, an expanded campus for Jefferson Elementary, and the modernization of all facilities. Projects have been prioritized based on health/safety issues, time constraints, growth issues, programmatic issues, and cash flow issues.

San Leandro Unified prepares periodic forecasts of enrollment to evaluate its future facility needs. The most recent analysis (2001) predicted that the number of births would continue to rise during the coming years as a result of an increase in families in the City. High, medium, and low forecasts were prepared, each reflecting different assumptions about household size and growth. The medium forecast indicates that elementary school enrollment will increase from 3,931 students in 2001 to 4,600 students in 2004. Middle school enrollments are projected to increase from 1,849 to 2,500 students by 2005, and high

TableIII.H-1: Summary of Recently Completed or Planned School Facility Improvements: San Leandro USD

School

Scope of Planned Improvements

Projected Total Need

Portion funded by Measure A

Garfield Elementary

Replacement of portables, renovation of play structures and playfields, renovated library/media center, science/art lab, and admin area

$6.1 M

$1.2 M

Jefferson Elementary

Construction of new academic facilities, new play structure, new computer and music labs, new portable restrooms

$16.4 M

$16.4 M

Madison Elementary

Re-open and modernize, add new academic wing, add academic portable

$5.6 M

$5.6 M

McKinley Elementary

Replacement of portables, renovation of play structures and playfields, renovate/ expand kindergarten wing, renovate library/media center and admin area, new science/art lab

$5.8 M

$0.9 M

Monroe Elementary

Replacement of portables, renovation of play structures and playfields, expanded library/media center, renovated science/art lab, music and theater space, and admin area

$7.8 M

$1.2 M

Roosevelt Elementary

Seismic work, replacement of portables, renovation of play structures and playfields, new kindergarten wing, new library/media center, new science/art lab, expanded admin area

$8.6 M

$1.3 M

Washington Elementary

Renovation of play structures and playfields, new academic wing, renovated auditorium, renovated admin area

$8.2 M

$1.0 M

Wilson Elementary

Replacement of portables, renovation of play structures and playfields, new academic wing and preschool, expanded library/media center, expanded/renovated multi-purpose room

$11.2 M

$1.9 M

Bancroft Middle

Seismic work, restoration of playfields, renovate science lab and art studio, renovate/expand library/media center, renovate lockers

$16.2 M

$2.4 M

Muir Middle

Seismic work, replace portables, add new academic wing, restore playfields, renovate/expand library and media center, renovate locker rooms, new gymnasium

$22.7 M

$7.0 M

Lincoln High

Expand campus by adding portables, renovate science lab, add multi-purpose/assembly space

$1.2 M

$0.1 M

San Leandro High

Add 30 classroom academic wing, renovate/expand library/media center and kitchen, new performing arts wing, new/renovated gymnasium, new parking lot

$72.2 M

$15.7 M

Source: Implementation and Districtwide Master Plan, San Leandro Unified School District, 1998
school enrollment is projected to increase from 2,243 to 3,200 students by 2008. By 2008, Districtwide enrollment could approach levels not seen since the early 1970s.

The District has also analyzed the student yields from different types of development. This data is helpful in estimating the number of students likely to be generated by future development in the City. In 2001, typical single family detached homes generated about 0.55 students per unit. Multi-family housing generated about 0.24 students per unit (in projects of 50 units or less). Subsidized housing tended to have higher student generation rates than non-subsidized housing.

The District is currently being impacted by the Cherrywood project, which will ultimately

include more than 350 homes (generating approximately 200 to 300 students) in the service area of Wilson Elementary School. Enrollment already exceeds capacity at Wilson, and school mitigation fees are not sufficient to cover the cost of new facilities. Another project currently generating new student enrollment is Medallion (62 homes on Fremont Street, in the Monroe School service area.) These two projects were started after January 2000 and are included in the 1,470 units projected by the General Plan.

San Lorenzo Unified School District (San Lorenzo USD). The San Lorenzo USD serves K-5 students at Corvallis and Dayton Elementary Schools and Grades 6-8 students at Washington Manor Middle School. Dayton School recently reopened as a public school after being closed for many years. Washington Manor School had been an elementary school but was converted to a middle school after grade reconfiguration in 1998/99. The District also leases the former Lewelling Elementary School to a private school, providing services to K-8 students. The District does not operate a high school within the San Leandro city limits; most 9-12 students attend Arroyo High School in San Lorenzo.

Corvallis and Dayton Schools were built in the 1950s and have capacities of 700 students and 600 students respectively. Both schools are operating close to capacity. Washington Manor School has a capacity of 800 students and its enrollment is also near that level. Modernization projects, including upgraded electrical systems, new heating and ventilation systems, roofing repairs, technology upgrades, and paint have recently been completed at all three campuses in San Leandro.

During the 1998/99 school year, the District implemented a grade level reconfiguration program to relieve overcrowding and better serve students' academic and social needs
. This program, combined with the reopening of several previously closed schools, allowed for the implementation of State class size reduction programs and created some additional capacity for growth. Enrollment trends suggest that expansion of facilities will still be required in the future, particularly on the east side of the District (outside of San Leandro).

School Impact Fees. Both the San Leandro USD and the San Lorenzo USD share concerns about mitigating the impacts of future development on school facilities. In accordance with State law, new residential development is subject to school impact fees of $2.05 per square foot (or about $4,100 for a 2,000 square foot house). Nonresidential development in the San Lorenzo USD is subject to an impact fee of $0.33 a square foot. The San Leandro USD recently initiated collection of non-residential school impact fees.

Impact fees are generally regarded as insufficient to cover the true cost of new school facilities. Under SB 50, local governments may require higher levels of mitigation for school impacts; however, a series of criteria must first be satisfied. These include an application to the State Allocation Board for new construction funding, a school facility needs analysis, and satisfaction of at least two of the following requirements: (1) at least 30 percent of the district's high school students are on a multi-track year-round schedule or at least 40 percent of the district's students are on a multi-track year-round schedule; (2) a ballot measure for general obligation bond financing of school facilities has passed during the previous four years; and (3) the district has issued debt or incurred obligations for capital outlay in amounts equivalent to 15 or 30 percent of

the district's local bonding capacity. Moreover, to be eligible, at least 20 percent of the teaching stations within the District must be portable classrooms. Fees may also be raised if necessary to pay for the District's share of the matching grants that were made available under Proposition 1A.

Libraries

The City of San Leandro library system includes a main library located at 300 Estudillo Avenue and three branch libraries located at 1307 Manor Boulevard (Manor Branch), 13699 Aurora Drive (Mulford-Marina Branch), and 14799 East 14th Street (South Branch). The main library reopened in December 2000 following a comprehensive renovation and expansion project. Approximately 25,000 square feet of floor space was added to the building, bringing its total floor area to about 70,000 square feet. The renovation included seismic strengthening, ADA compliance, and technology upgrades. The remodeled library meets the floor area standards established by the American Library Association and will enable San Leandro to continue to provide quality library services and community program space for its residents.

The three branch libraries all receive heavy use and are important resources for the surrounding neighborhoods. The branches are deficient in terms of amenities and floor space. Plans for modernization are now being developed. The City has acquired a medical office building adjacent to the Manor Branch to facilitate the expansion and redevelopment of that library.

An extensive array of programs are provided through the Library Services Division. These include summer reading programs, story-time, arts and crafts, and pre-school readiness programs, read-aloud programs, a local history program, and a college (SAT) preparation program. The Library also has dial-a-ride programs for seniors and disabled residents, and a volunteer program that enables shut-ins to receive library materials once a month. More than 175 volunteers participate in the Library's Project Literacy program, aimed at adults with limited reading ability. The library also has extensive self-help collections, provides internet access to users, and includes extensive audio, video, and multi-media resources.

Solid Waste Collection and Disposal

Solid waste is collected from San Leandro businesses and homes by two major service providers. About two-thirds of the City is served by Alameda County Industries (ACI) through a franchise agreement with the City of San Leandro. ACI provides both refuse collection and recycling services. Residential refuse and yard waste is collected weekly; recyclables are collected bi-weekly. The remainder of the City (primarily the Washington Manor area) is served by the Oro Loma Sanitary District. Refuse collection and recycling in Oro Loma is handled through a franchise agreement between Oro Loma and Waste Management of Alameda County.

Most refuse generated in San Leandro is taken to the Davis Street Transfer Station, located at the west end of Davis Street. The Transfer Station is owned and operated by Waste Management of Alameda County but accepts waste from other service providers within the area. A limited amount of sorting occurs at the station to remove yard waste, tires, used oil, bulky goods, etc. A majority of the refuse is loaded onto trucks and transported to the Altamont Landfill in eastern

Alameda County or the Redwood Landfill in Marin County. A small portion is taken to landfills in other parts of the greater Bay Area and California, including the Vasco Landfill near Livermore. The Davis Street Transfer Station serves much of the Central East Bay area. Plans for the Station include construction of a materials recovery facility (MRF) which will sort and recycle materials found in mixed refuse loads.

The Alameda County Waste Management Authority has a policy of maintaining at least 50 years of disposal capacity in the County's landfills. Accordingly, the Authority has been pursuing a major expansion of the Altamont landfill for several years. The County recently approved a conditional use permit to expand landfill capacity by 40 million tons. Barring any major import of waste into Alameda County from other jurisdictions, the expanded landfill should have capacity well beyond the lifetime of the San Leandro General Plan. The nearby Vasco Landfill was recently sold, and its new operators are considering its expansion.

The City must continue to pursue programs which divert waste from landfills through recycling, composting, and source reduction strategies. Assembly Bill 939, the California Integrated Waste Management Act (1989), required all cities and counties in California to reduce the amount of waste sent to landfills by 25 percent by 1995 and by 50 percent by 2000. The City of San Leandro and the Oro Loma Sanitary District have developed a number of programs in response to these mandates, discussed below.

Curbside recycling was initiated in San Leandro in the early 1990s and was subsequently expanded to include green waste collection. ACI recently shifted from three-bin curbside recycling to single-bin recycling, allowing paper, glass, aluminum, and other recyclable materials to be co-mingled. Recyclables are collected from residential customers bi-weekly and are hauled to a facility on Aladdin Street, where they are sorted for processing. The Oro Loma Sanitary District also provides co-mingled bins for recycling and provides weekly green waste collection.

In addition to their conventional solid waste collection and recycling programs, ACI and Oro Loma also have programs for waste requiring special handling and disposal. These materials may include used motor oil, bulky items (such as furniture and concrete), and a variety of household hazardous materials. Some of the large materials are collected and landfilled, while others are sorted, processed, and sold as a materials resource for making new products. Hazardous materials include household hazardous waste and hazardous waste generated by business and industry. The former may be disposed at household hazardous waste disposal facilities in Oakland and Hayward. The latter are subject to regulation by a variety of agencies, including the City's Environmental Services Division.

Both the City and Oro Loma have public education and outreach programs to discourage unnecessary waste disposal, promote home composting, and prevent disposal of household hazardous materials. The City has a recycling and waste prevention business assistance program, provides grants to non-profit organizations focusing on waste prevention and recycling, and participates in the Bay Area Green Business Program. It organizes activities such as the Citywide Garage Sale, the Tire Round-Up, and Second Chance Week, all of which encourage the re-use of products that would otherwise be discarded. City policies support the use of recycled

content products and the pursuit of grants that promote recycling at all levels.

Recent data indicate that the City has reached the 50 percent diversion rate required by AB 939. In 2000, approximately 52 percent of the 230,000 tons of waste generated in the City was diverted from landfills. The City will continue to increase the diversion rate through programs targeted at construction and demolition debris, and new programs aimed at the commercial, industrial, and multi-family residential sectors.

Parks

Overview. San Leandro has 121 acres of developed parkland. These parks are classified as community, neighborhood, mini-parks, or special use parks, based on their facilities, acreage, and service areas. In addition. There are also a number of specialized recreational and open space areas within the City limits, including the municipal golf courses and regional shoreline park at Oyster Bay. Recreational opportunities are also provided at approximately 87 acres of school grounds, including schoolyards and athletic fields. Non-profit operated recreational facilities, such as the Boys & Girls Club, Girls, Inc. and the Boy Scouts of America, also serve city residents. Figure III.H-3 illustrates the location of existing park and recreation facilities.

Level of Service Standards. San Leandro has an adopted service standard of 3 acres of parkland per 1,000 residents. The standard includes active City parks but excludes golf courses, passive recreational areas (such as Oyster Bay Regional Shoreline), and inaccessible wetlands or natural areas. The standard also includes school facilities which may be available for general public use through joint use agreements between the City and the School Districts.

The 208 acres of City parks and school facilities equate to 2.62 acres per 1,000 residents, indicating that the City currently falls short of its service standard. Approximately 30 acres of additional parkland would be needed to close the gap.

A 1998 Parks Needs Assessment indicated that, with school facilities included, the City exceeds National Recreation and Park Association (NRPA) standards for baseball fields, golf courses, swimming pools, and basketball courts. It nearly meets NRPA standards for tennis courts but falls far below NRPA standards for soccer fields, volleyball courts, and regulation softball fields. In 1998, the City identified a need for 5 new softball fields, 7 new soccer fields, 2 new tennis courts, and 6 new volleyball courts.

Access to parks varies from one part of San Leandro to another. Figure III.H-4 identifies underserved neighborhoods of the City; that is, areas that are more than one-half mile from the closest neighborhood park or schoolyard. These areas include the southern part of Washington Manor, the southern part of Bay-O-Vista, the area southwest of Bayfair Mall, the northern edge of Bonaire, and the Timothy Drive
Insert Figure III.H-3: Parks
Insert Figure III.H-4: Underserved neighborhoods
Table III.H-2: Park and Recreational Facilities in San Leandro
Parks

Acreage

Community Parks

Chabot
10.5

Marina
30.0

Thrasher
4.7

Washington Manor
13.3

Neighborhood Parks

Bonaire
5.1

Cherry Grove
4.1

Floresta
1.7

Halcyon
4.7

McCartney
1.7

Memorial
2.7

Mulford (privately owned and maintained)
1.4

Siempre Verde
1.8

Stenzel
9.9

Toyon
2.4

Mini-Parks

Grover Cleveland
1.1

Halcyon Drive Linear Park
0.7

Heron Bay (two privately owned and maintained parks)
1.4

Root
0.8

Victoria
0.3

Warden
0.3

Special Use Parks

Farrelly
0.5

Heath
0.7

Pacific Athletic Complex (Burrell Field)
15.0

San Leandro Ball Park
6.2

Total Active Park Acreage

121.0

School Facilities

Acreage

Bancroft

4.2

Corvallis

6.0

Dayton

0.5

Garfield

4.3

Jefferson

5.6

Madison

6.4

McKinley

3.2

Monroe

4.0

Muir

15.2

Redwood

5.2

Roosevelt

3.9

San Leandro HS

15.6

Washington

1.3

Washington Manor

4.9

Wilson

6.7

Total School Facility Acreage

87.0

neighborhood. Other parts of the City are served by neighborhood parks or school facilities, but at a ration of less than the 3 acres per 1,000 resident standard.

Description of Park Facilities. Table III.H-2 inventories existing parks in the City of San Leandro. There are four community parks, ten neighborhood parks, four mini-parks, and seven special use recreation areas. The parks are supplemented by 14 school campuses with a wide range of on-site recreational facilities. Collectively, the City's parks and school grounds include 19 regulation baseball fields, 3 soccer fields, one football field, 5 softball fields, 28 tennis courts, 5 swimming pools, 59 full outdoor basketball courts, 18 half courts, and one indoor full court. Facilities include a skateboard park, 23 tot lots, four community buildings, and ten restroom buildings.

Other recreational facilities in the City include the Shoreline Recreation Area, which contains an 18-hole and 9-hole golf course, a driving range, a boat ramp, and a 450-berth marina and lagoon, as well as a hotel, three restaurants, and a wildlife refuge. To the north of this area, the City's former land

III.I WATER QUALITY

This section of the EIR describes the impact of the proposed General Plan on water quality and hydrology in the San Leandro Planning Area. The analysis includes a summary of existing water quality in San Leandro, a description of impacts resulting from adoption of the Plan, and measures to mitigate these impacts.

SETTING

Groundwater

San Leandro is underlain by an aquifer, a permeable layer of rock and soil which stores water that has percolated into the ground. Water in the aquifer is contained in scattered, unconnected pockets of water, or *lenses*, composed of permeable material. Water enters the aquifer from the surface through *recharge areas* where the soil tends to be sandy and porous. Such areas are present along stream channels, such as San Leandro Creek. During the dry season, the aquifer provides a major source of water for these streams. Groundwater in the area generally flows in a southwesterly direction from the hills towards San Francisco Bay. However, localized flow directions may vary.

There are two primary layers in the aquifer. The shallow aquifer is generally 10 to 50 feet below ground surface. The deeper aquifer, known as the San Leandro Regional Aquitard, is a relatively thick sequence of low permeability clay and silt which is encountered from 50 to about 150 feet below ground surface. The depth to groundwater and yield at any particular location is highly variable but tends to increase as one moves further away from the City's creeks.

There are about 900 registered water wells in San Leandro which tap into the aquifer. Most are used for large industries or water quality monitoring. Over 100 of the wells are more than 90 feet deep. Jurisdiction over wells rests with the Alameda County Flood Control and Water Conservation District. The District maintains data on well depth, depth to water, yield, diameter, and well purpose.

Domestic use of groundwater from wells in San Leandro is not permitted due to poor water quality. Groundwater contamination has resulted from a number of activities on the surface, including the application of fertilizers, improperly disposed waste, leaking fuel tanks, and poorly stored chemicals. Contaminated groundwater flows from such sources in subsurface "plumes." There are four major groundwater plumes in San Leandro that are now undergoing site characterization and/or remediation. These are discussed in Section III.M of this EIR (Hazardous Materials).

Local Hydrology and Surface Water Features

Surface water features in San Leandro include creeks, flood control channels, and San Francisco Bay. There are no natural lakes within the City limits, although Lake Chabot (an East Bay Municipal Utility District reservoir within the East Bay Regional Park District system) lies just east of the City.

Figure III.I-1 illustrates the location of creeks, channels, and watershed boundaries in San Leandro. The major waterways through the City are San Leandro Creek, San Lorenzo Creek, and a series of flood control channels which are tributary to the Estudillo Canal.

The City is unique among East Bay communities in that much of its major watercourse (San Leandro Creek) has been left in a relatively natural state. Elsewhere in the East Bay, and in some parts of San Leandro, creeks have been buried in storm drains or routed into concrete channels. As a result of changing environmental values, flood control strategies, and citizen-led initiatives, there have been several efforts in the East Bay to uncover buried creek segments, establish creekside parks and trails, and enact ordinances to protect creek banks from development and channelization.

San Leandro Creek. San Leandro Creek originates on the eastern slopes of the Oakland Hills near Huckleberry Regional Park. The total watershed area is 48 square miles, about four times the size of the City of San Leandro.

The Creek flows south through the unincorporated community of Canyon and then enters Upper San Leandro Reservoir five miles northeast of San Leandro. Several tributaries, including Moraga Creek and Kaiser Creek (which originates near Las Trampas Ridge), also flow into the reservoir. The upper watershed includes thousands of acres owned by East Bay MUD and the East Bay Regional Park District.

The Creek continues on a southerly course below the dam at Upper San Leandro Reservoir, passing through the Willow Park Golf Course north of Castro Valley before turning west and flowing into Lake Chabot. Below the Lake Chabot Dam, the creek forms the border between San Leandro and Oakland for about a half-mile (east of I-580). It then flows through residential neighborhoods in San Leandro, forms the northern end of the Downtown area, and enters the area now being redeveloped as the Cherrywood subdivision. Below Preda Street, the Creek once again forms the boundary between Oakland and San Leandro. Residential uses abut both sides, with no local bridge crossings between the two cities.

The Creek is a natural channel with steep banks between Lake Chabot and the BART tracks. From the BART tracks to the Nimitz Freeway, the creek is culverted with slanted concrete walls and an embedded concrete bottom. Below the Nimitz Freeway, the Creek enters an engineered flood control channel with vertical sides and a concrete bottom.

The last mile of San Leandro Creek is entirely within Oakland. Below 98th Avenue, the Creek is in an intertidal channel with sloping banks. After passing through a semi-industrial area with many airport-related uses, the Creek flows north into Martin Luther King Junior Regional Shoreline Park. It drains into San Leandro Bay at Arrowhead Marsh, just west of the Oakland Coliseum.

For the past two decades, creek conservation and restoration has been actively pursued by the Friends of San Leandro Creek, a non-profit group comprised of local residents and other stakeholders. Volunteers have monitored water quality, bird populations, habitat changes, and water temperature.

The collaborative efforts of Friends, the Cities of San Leandro and Oakland, EBMUD, EBRPD, the Alameda County Clean Water Program, and the Alameda County Flood Control and Water Conservation District have culminated in a Draft Watershed Management Plan which addresses public education,

Insert Figure III.I-1: Creeks, etc.

pollution prevention, habitat restoration, waterway use, and development issues. The Plan's stated mission is to foster a diverse, healthy watershed, valued as a natural and community resource, in a manner consistent with public health and safety and respecting private property rights.

The Draft Management Plan focuses on the portion of San Leandro Creek below Lake Chabot Dam. Because most of the land in the creek corridor is privately owned, the emphasis is on raising public awareness of creek issues, educating landowners and residents about erosion control and riparian vegetation, and reducing the deleterious effects of urban runoff. San Leandro will consider the Plan's recommendations during the coming years. Among these recommendations are development of an Environmental Education Center and Natural History Museum in San Leandro and the development of additional creek restoration project (such as Root Park).

Estudillo Canal and Tributaries. The Estudillo Canal and its engineered tributaries are flood control channels roughly following the course of old spring-fed streams. "Line A" originates in Ashland, flows west through the Bayfair Mall parking lot, then southwest beneath Hesperian Boulevard and through the Springlake area. After passing beneath I-880, the channel runs west through Washington Manor and along the edge of Stenzel Park. Just before the Union Pacific Railroad tracks, the channel is joined by another open drainage canal (Line "D," and its tributaries, Lines "B" and "C") which collect runoff from the Bonaire area. West of the tracks, the channel widens considerably. It enters San Francisco Bay about a mile beyond, just south of the San Leandro Marina.

San Lorenzo Creek. San Lorenzo Creek originates on the west side of Sunol Ridge in the hills between Hayward and Pleasanton. The Creek flows through Castro Valley, Hayward, and Ashland before entering San Leandro just west of I-880. Between I-880 and the Bay, San Lorenzo Creek forms the boundary between San Leandro and San Lorenzo. The entire reach of the Creek within San Leandro is contained in an engineered flood control channel. West of the Union Pacific Railroad tracks, both sides of the Creek are contained within San Leandro. However, land on the south side can only be accessed through San Lorenzo. The Creek enters San Francisco Bay about a half-mile west of the Heron Bay subdivision.

San Francisco Bay. San Francisco Bay is the most important water resource in the region. It provides habitat for marine and terrestrial life, offers great scenic, recreational and commercial value, and even provides beneficial climatic and air quality effects. Approximately two square miles of the Bay are contained within San Leandro's City limits.

Figure III.I-2 shows the original shoreline of San Francisco Bay and highlights the changes that have been made since 1850. During the last 150 years, the Bay has been radically altered by urbanization, agriculture, dredging, and salt extraction. Since 1850, more than 40 percent of the Bay's surface—some 120,000 acres—has been eliminated by landfill. Only 75 of the original 300 square miles of Bay marshland remain intact.

The Bay waters off of San Leandro are relatively shallow, generally averaging less than five feet in depth. These waters are subject to siltation and sedimentation as a result of incoming stream and river water and tidal influences. Each year, some 6 million tons of sediment are deposited in the Bay, mostly from eroding land in the Central Valley. Periodic dredging of the shipping and boating channels is required to remediate siltation effects.

Insert Figure III.I-2: Original shoreline

San Francisco Bay is rich in marine life and provides habitat for fish, mollusks, crustaceans, and water birds. The mud on the Bay floor supports microscopic diatoms, worms, clams, snails, mussels, and oysters. Oyster harvesting was once an important part of San Leandro's economy, with several businesses in operation along the shoreline in the late 19th and early 20th centuries. The City no longer has any commercial fishing or shellfish harvesting operations. Today, the primary activity on the Bay waters off of San Leandro is recreational boating. The Bay continues to support aquatic life, including steelhead trout, striped bass, American shad, halibut, and king salmon.

About 90 percent of the San Leandro shoreline is publicly owned, with a trail along the water's edge and recreational facilities around the San Leandro Marina. The Marina area includes 455 boat berths, landside boat facilities, restaurants and a hotel, park areas, and 27 holes of golf. Most of the shoreline itself is reinforced by riprap walls, maintained by the City to prevent erosion.

The 175-foot wide, two-mile long "Jack D. Maltester" deepwater channel connects the Marina to the deeper waters of San Francisco Bay. The Marina and Channel were originally constructed in the early 1960s using local funds. Since 1971, Congress has authorized federal funds for dredging, allowing the City to work jointly with the US Army Corps of Engineers to maintain the channel and marina basin. Dredging is performed about once every eight years in the boat basin and about once every four years in the channel. Approximately 120,000 cubic yards of spoils are removed during a typical channel dredge cycle. Dredging is authorized up to a depth of 8 feet, although the actual depth typically varies from 6 to 7 feet.

San Leandro maintains a 100-acre Dredged Material Management Site (DMMS) east of the Tony Lema Golf Course. Since the 1990s, the site has been available for drying dredged materials only, and not for permanent disposal. Disposal of dredged materials remains expensive and is an ongoing constraint to the profitability of Marina operations.

A number of agencies have jurisdiction over shoreline activities. The Bay Conservation and Development Commission (BCDC)'s jurisdiction extends 100 feet inland of the high tide line, and covers the open waters of the Bay. Development and construction activities within this area require permits from the BCDC. Permit review criteria ensure that projects minimize the amount of fill placed in the Bay and protect public access along the shoreline. Advisory policies in the San Francisco Bay Plan guide BCDC decisions on proposed development in shoreline areas.

Surface Water Quality

San Leandro's surface waters, including its creeks and San Francisco Bay, are subject to pollution from both "point" and "non-point" sources. Point sources refer to identifiable sites where water is discharged directly into surface water from an outfall point, such as a sewer plant or a power plant. Non-point, or indirect, sources are dispersed and cannot be as easily identified.

Since the 1960s, the impact of point sources has diminished due to improved sewage treatment practices, a decline in heavy manufacturing, and higher standards for industrial discharge. Between 1955 and 1985, the total amount of organic matter discharged into the Bay decreased by 70 percent and water quality improved to the point where swimming and shellfish harvesting resumed in some areas. With these improvements, the focus of water pollution control efforts shifted to non-point sources.

Non-point sources include runoff from streets, lawns, parking lots, and other surfaces on urbanized land. Residues such as oil, grease, household chemicals, heavy metals, detergent, pesticides, and lawn fertilizer are picked up in the runoff, creating water quality problems both in the creeks and downstream in the Bay. Today, such residues are a significant source of pollution.

NPDES Permit Requirements. In 1972, the federal Clean Water Act prohibited the discharge of any pollutant to United States waters unless authorized by a federal National Pollution Discharge Elimination System (NPDES) permit.[1] Numerous point sources of pollution, including wastewater plants and industries, were subject to these requirements. In 1987, the NPDES requirement was expanded to apply to stormwater discharges. Cities with storm drain systems serving populations of 100,000 or more, or which contributed to an exceedance of water quality standards, were required to obtain a municipal stormwater NPDES permit. Because water quality in San Francisco Bay did not meet the applicable standards at the time, the requirement applied to all cities in Alameda County. The County and its 14 cities jointly applied for and received an NPDES permit from the Regional Water Quality Control Board in 1991. San Leandro is considered a "co-permittee" under this permit.

To obtain the NPDES permit, the joint applicants had to develop and implement a stormwater management program. The initial five-year program began in 1991; a subsequent five-year program was initiated in 1996. The 1996 program reflected further amendments to NPDES requirements by the federal government regulating discharges from certain types of construction activities, and storm drain systems serving cities with fewer than 100,000 people. The current NPDES permit for Alameda County and its cities was adopted in February 1997 and expires in February 2002. One of the conditions of the permit is that an annual progress report is filed documenting the status of efforts to implement the County's Stormwater Management Plan and demonstrating compliance with the performance standards specified in the permit. Components of the Stormwater Management Plan are further discussed below.

The Stormwater permit is contingent on various programs being implemented to reduce pollutants to the maximum extent practicable. It is not based on the attainment of specific standards for water quality in local streams or San Francisco Bay.

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- *Watershed Management and Monitoring.* This component identifies specific problems associated with stormwater runoff in each community through water quality monitoring and implementation of best management practices for pollution control.

- *Public Information and Participation*. This component educates residents about water quality issues through a variety of media, including television and newspaper advertising, brochures and posters, classes, workshops, videos, storm drain stenciling, clean-up events, and other forms of outreach.

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Recent program achievements in San Leandro include the stenciling of storm drains, distribution of brochures at various City fairs and festivals, student tours of the Water Pollution Control Plant, and City support to the Friends of San Leandro Creek. During FY 99-2000, some 5,502 cubic yards of debris was swept from San Leandro streets, 2,277 storm drain inlets were cleaned, and 11 miles of v-ditches were cleaned or inspected. Approximately 37 cubic yards of debris was removed from the City's storm drain inlets and ditches.

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Much of the framework for the City's actions is laid out in a Storm Water Management and Discharge Ordinance, adopted in 1992. The intent of the Ordinance is to eliminate non-storm water discharge to the municipal storm sewer; control the discharge to municipal storm sewers from spills, dumping or disposal of materials other than storm water; and reduce pollutants in storm water discharge to the maximum extent practicable. The Ordinance provides a mandate for preventive measures such as street sweeping and regular cleaning of storm drain inlets. It establishes a local inspection and enforcement program, with fines and penalties for violations. It also requires compliance with BMPs for new development to control sediment and limit the transport of pollutants from construction sites.

Current Water Quality Monitoring Programs. Water quality in San Leandro creeks and streams is monitored by the San Francisco Estuary Institute. The monitoring program allows the effectiveness of the Clean Water Program to be assessed and provides an indicator of whether water and sediment quality are in compliance with the Basin Plan. No specific "hot spots" have been identified in San Leandro. The City's illicit discharge inspection and enforcement programs have eliminated the most egregious runoff problems (usually associated with heavier industrial uses such as auto wrecking) while regular storm drain cleaning and maintenance have reduced debris in local waterways. The urban character of the watershed continues to be a challenge to restoring high quality water in local streams. High levels of diazinon have been reported in San Leandro Creek, and concentrations of coliform bacteria, suspended particulates, and various trace substances in the Bay often exceed objectives for water contact recreation.

SIGNIFICANCE CRITERIA

According to the State CEQA Guidelines, a significant impact would occur if implementation of the General Plan would substantially degrade water quality; substantially degrade or deplete groundwater resources; interfere substantially with groundwater recharge; or contaminate a public water supply. A substantial increase in construction-related erosion and sedimentation also could be considered significant.

IMPACTS AND MITIGATION MEASURES

GROUNDWATER QUALITY

Impact I-1: Future development consistent with the General Plan could further degrade groundwater quality. This is a less than significant impact because of General Plan policies and actions which address this issue.

The additional commercial and industrial development accommodated by the General Plan could include uses requiring underground storage tanks and the handling or storage of hazardous chemicals. The residential development accommodated by the Plan would include additional landscaped areas, some of which may be treated with herbicides, fertilizers, or pesticides. Such activities pose a continued threat to groundwater quality.

The following policy and action are included in the General Plan to address this hazard:

Policy 32.10 *Protect San Leandro's groundwater from the potentially adverse effects of urban uses. Future land uses should be managed to reduce public exposure to groundwater hazards and minimize the risk of future hazards.*

Action 32.10-A *Encourage continued monitoring of local groundwater by State regulatory agencies and take steps to prevent further contamination.*

Development would not pose a risk to the public water supply, because that supply is imported from the EBMUD reservoir and aqueduct system. In the event that EBMUD begins using the aquifer beneath San Leandro for water storage or supply, the potential for additional impacts would need to be assessed. Action 32.10-B directs the City to participate in any EBMUD discussions involving the use of injection wells to store water in the San Leandro Regional Aquitard.

Mitigation Measure I-1: None required. *(Please consult Chapter III.M, Impact M4 for additional discussion of groundwater contamination impacts.)*

GROUNDWATER RECHARGE

Impact I-2: New development could increase the amount of impervious surface in the City, thereby reducing the surface area available for groundwater recharge. This is a less than significant impact because most of the land planned for future development is already urbanized.

Groundwater recharge occurs as rainwater percolates to the soil on land that is not covered by buildings or pavement. As development occurs, the amount of impervious surface usually declines, thus impeding recharge. The impacts are greatest on soil that is highly permeable, particularly along creeks.

Although it is not possible to estimate the increase in paved surface area that would result from adoption of the General Plan, some increase would be inevitable as the remaining vacant sites in the City are

developed. Additional coverage of land by pavement and structures is likely. The relative increase is expected to be small, since most of the development sites in the City are already partially covered.

Only a few development sites in the City are located in potentially high recharge areas. These include sites at the north end of Preda Street and at the north end of Alvarado Street, along San Leandro Creek. Policies in the General Plan recommend that development on such sites be set back from the creek to preserve, among other things, natural recharge values. As in Cherrywood, the area immediately adjacent to the creek may be set aside as open space as these sites are developed. This would help mitigate the loss of groundwater recharge potential.

The General Plan includes other policies and actions which promote groundwater recharge. Policy 32.11 encourages "porous pavement and other practices to reduce impervious surfaces and the amount of stormwater runoff from parking lots and driveways." Policy 1.04 suggests "limits on the paving of front yard areas."

Thus, the overall impact on groundwater is projected to be less than significant, with no further mitigation required.

Mitigation Measure I-2: None required.

CONSTRUCTION IMPACTS

Impact I-3: Construction activity associated with development in the Focus Areas could result in short-term erosion and sedimentation of local waterways. This is a less than significant impact because of policies and actions in the Draft Plan.

The General Plan anticipates a significant amount of construction in San Leandro over the next 15 years. Grading and vegetation removal associated with this construction would expose soil to rain and wind erosion. Unless properly contained, soil sediment could be carried by rainwater to the storm drain system, San Leandro Creek, and local flood control channels. This could increase turbidity in San Leandro Creek, decrease the flood carrying capacity of the channels, and ultimately increase the sediment load in San Francisco Bay. Subsequent impacts on fish and other aquatic species could result.

Such impacts will be mitigated by the City's ongoing participation in the Alameda Countywide Clean Water Program, particularly the enforcement of Best Management Practices for construction and the requirement for Stormwater Pollution Prevention Plans for construction on sites of one acre or more. Through its environmental review and permitting procedures, and through its Stormwater Management and Discharge Ordinance, the City effectively sets requirements for construction that minimize the possibility of sedimentation and erosion.

Policy 32.01 specifically states that the City will "emphasize *best management practices* by…contractors…to ensure that surface water quality is maintained at levels that meet state and federal standards." Subsequent environmental review for specific projects may identify additional steps to protect water quality from construction impacts.

Mitigation Measure I3: None required.

URBAN RUNOFF

Impact I-4: The residential, commercial, and industrial land uses accommodated by the General Plan could result in additional pollutants entering stormwater runoff. The additional traffic anticipated by the General Plan would mean increased potential for oil, grease, and other contaminants on road surfaces, also contributing to runoff contamination. These changes could exacerbate pollution of local streams and canals, and ultimately San Francisco Bay. This is a less than significant impact because of policies and actions in the Draft Plan addressing water quality.

Some of the development accommodated by the General Plan is likely to use solvents, lawn chemicals, paint, petroleum products, metals, and other materials which could potentially accumulate in parking lots and on other paved surfaces. Additional vehicle traffic could lead to additional motor oil, coolant, and automotive products potentially leaking onto road surfaces or accumulating in roadside gutters. All of these materials may be carried to streams and the Bay by surface runoff during rainstorms.

The Draft General Plan includes several policies and actions to mitigate the potential impacts of development on water quality. In this regard, the environmental impacts would be positive, as the 1989 General Plan was less detailed on this topic. The following policies and actions are included in the Plan:

Policy 32.01 *Continue to implement water pollution control measures aimed at reducing pollution from urban runoff. These measures should emphasize best management practices by residents, businesses, contractors, and public agencies to ensure that surface water quality is maintained at levels that meet state and federal standards.*

Policy 32.02 *Promote the public information and participation provisions of the Alameda Countywide Clean Water Program.*

Policy 32.03 *Coordinate water quality planning, regulation, and monitoring with other public agencies that are involved in water resource management. Establish partnerships and task forces with these agencies and with nearby cities as needed to develop programs addressing issues that cross jurisdictional lines.*

Policy 32.04 *As required by federal, state, and regional programs, conduct monitoring of water quality in San Leandro waterways to evaluate the progress of local clean water programs and identify the necessary steps for improvement.*

Policy 32.05 *Implement City Public Works maintenance activities, including scheduled street sweeping and cleaning of storm drains and culverts, to minimize pollution from surface runoff.*

Policy 32.06 *Control illicit discharges into the City's stormwater system through inspections, compliance evaluations, enforcement programs, and tracking activities.*

Policy 32.08 *Maintain and update hazardous spill response and clean up programs that minimize the potential impacts of toxic spills on water quality.*

Action 32.01-A *As required by state and federal law, require Stormwater Pollution Prevention Plans for qualifying projects and ensure that such projects include appropriate measures to minimize the potential for water pollution.*

Action 32.02-A *Continue to implement programs in coordination with the Alameda County Clean Water Program to better educate the public on urban runoff hazards. Examples of these programs include storm drain stenciling, preparation of brochures and posters, website information, and television and newspaper advertising. Use these programs to increase awareness of clean water laws and the penalties associated with illicit discharges.*

The above policies and actions are supplemented by existing NPDES permit requirements and local Stormwater Management and Discharge Ordinance Requirements. Collectively, these provisions will reduce impacts associated with General Plan adoption to a less than significant level.

Mitigation Measure I-4: None required. *(See also Impact M5 regarding the potential impacts of improper household hazardous waste disposal on water quality).*

III.I WATER QUALITY

This section of the EIR describes the impact of the proposed General Plan on water quality and hydrology in the San Leandro Planning Area. The analysis includes a summary of existing water quality in San Leandro, a description of impacts resulting from adoption of the Plan, and measures to mitigate these impacts.

SETTING

Groundwater

San Leandro is underlain by an aquifer, a permeable layer of rock and soil which stores water that has percolated into the ground. Water in the aquifer is contained in scattered, unconnected pockets of water, or *lenses*, composed of permeable material. Water enters the aquifer from the surface through *recharge areas* where the soil tends to be sandy and porous. Such areas are present along stream channels, such as San Leandro Creek. During the dry season, the aquifer provides a major source of water for these streams. Groundwater in the area generally flows in a southwesterly direction from the hills towards San Francisco Bay. However, localized flow directions may vary.

There are two primary layers in the aquifer. The shallow aquifer is generally 10 to 50 feet below ground surface. The deeper aquifer, known as the San Leandro Regional Aquitard, is a relatively thick sequence of low permeability clay and silt which is encountered from 50 to about 150 feet below ground surface. The depth to groundwater and yield at any particular location is highly variable but tends to increase as one moves further away from the City's creeks.

There are about 900 registered water wells in San Leandro which tap into the aquifer. Most are used for large industries or water quality monitoring. Over 100 of the wells are more than 90 feet deep. Jurisdiction over wells rests with the Alameda County Flood Control and Water Conservation District. The District maintains data on well depth, depth to water, yield, diameter, and well purpose.

Domestic use of groundwater from wells in San Leandro is not permitted due to poor water quality. Groundwater contamination has resulted from a number of activities on the surface, including the application of fertilizers, improperly disposed waste, leaking fuel tanks, and poorly stored chemicals. Contaminated groundwater flows from such sources in subsurface "plumes." There are four major groundwater plumes in San Leandro that are now undergoing site characterization and/or remediation. These are discussed in Section III.M of this EIR (Hazardous Materials).

Local Hydrology and Surface Water Features

Surface water features in San Leandro include creeks, flood control channels, and San Francisco Bay. There are no natural lakes within the City limits, although Lake Chabot (an East Bay Municipal Utility District reservoir within the East Bay Regional Park District system) lies just east of the City.

Figure III.I-1 illustrates the location of creeks, channels, and watershed boundaries in San Leandro. The major waterways through the City are San Leandro Creek, San Lorenzo Creek, and a series of flood control channels which are tributary to the Estudillo Canal.

The City is unique among East Bay communities in that much of its major watercourse (San Leandro Creek) has been left in a relatively natural state. Elsewhere in the East Bay, and in some parts of San Leandro, creeks have been buried in storm drains or routed into concrete channels. As a result of changing environmental values, flood control strategies, and citizen-led initiatives, there have been several efforts in the East Bay to uncover buried creek segments, establish creekside parks and trails, and enact ordinances to protect creek banks from development and channelization.

San Leandro Creek. San Leandro Creek originates on the eastern slopes of the Oakland Hills near Huckleberry Regional Park. The total watershed area is 48 square miles, about four times the size of the City of San Leandro.

The Creek flows south through the unincorporated community of Canyon and then enters Upper San Leandro Reservoir five miles northeast of San Leandro. Several tributaries, including Moraga Creek and Kaiser Creek (which originates near Las Trampas Ridge), also flow into the reservoir. The upper watershed includes thousands of acres owned by East Bay MUD and the East Bay Regional Park District.

The Creek continues on a southerly course below the dam at Upper San Leandro Reservoir, passing through the Willow Park Golf Course north of Castro Valley before turning west and flowing into Lake Chabot. Below the Lake Chabot Dam, the creek forms the border between San Leandro and Oakland for about a half-mile (east of I-580). It then flows through residential neighborhoods in San Leandro, forms the northern end of the Downtown area, and enters the area now being redeveloped as the Cherrywood subdivision. Below Preda Street, the Creek once again forms the boundary between Oakland and San Leandro. Residential uses abut both sides, with no local bridge crossings between the two cities.

The Creek is a natural channel with steep banks between Lake Chabot and the BART tracks. From the BART tracks to the Nimitz Freeway, the creek is culverted with slanted concrete walls and an embedded concrete bottom. Below the Nimitz Freeway, the Creek enters an engineered flood control channel with vertical sides and a concrete bottom.

The last mile of San Leandro Creek is entirely within Oakland. Below 98th Avenue, the Creek is in an intertidal channel with sloping banks. After passing through a semi-industrial area with many airport-related uses, the Creek flows north into Martin Luther King Junior Regional Shoreline Park. It drains into San Leandro Bay at Arrowhead Marsh, just west of the Oakland Coliseum.

For the past two decades, creek conservation and restoration has been actively pursued by the Friends of San Leandro Creek, a non-profit group comprised of local residents and other stakeholders. Volunteers have monitored water quality, bird populations, habitat changes, and water temperature.

The collaborative efforts of Friends, the Cities of San Leandro and Oakland, EBMUD, EBRPD, the Alameda County Clean Water Program, and the Alameda County Flood Control and Water Conservation District have culminated in a Draft Watershed Management Plan which addresses public education,

Insert Figure III.I-1: Creeks, etc.

pollution prevention, habitat restoration, waterway use, and development issues. The Plan's stated mission is to foster a diverse, healthy watershed, valued as a natural and community resource, in a manner consistent with public health and safety and respecting private property rights.

The Draft Management Plan focuses on the portion of San Leandro Creek below Lake Chabot Dam. Because most of the land in the creek corridor is privately owned, the emphasis is on raising public awareness of creek issues, educating landowners and residents about erosion control and riparian vegetation, and reducing the deleterious effects of urban runoff. San Leandro will consider the Plan's recommendations during the coming years. Among these recommendations are development of an Environmental Education Center and Natural History Museum in San Leandro and the development of additional creek restoration project (such as Root Park).

Estudillo Canal and Tributaries. The Estudillo Canal and its engineered tributaries are flood control channels roughly following the course of old spring-fed streams. "Line A" originates in Ashland, flows west through the Bayfair Mall parking lot, then southwest beneath Hesperian Boulevard and through the Springlake area. After passing beneath I-880, the channel runs west through Washington Manor and along the edge of Stenzel Park. Just before the Union Pacific Railroad tracks, the channel is joined by another open drainage canal (Line "D," and its tributaries, Lines "B" and "C") which collect runoff from the Bonaire area. West of the tracks, the channel widens considerably. It enters San Francisco Bay about a mile beyond, just south of the San Leandro Marina.

San Lorenzo Creek. San Lorenzo Creek originates on the west side of Sunol Ridge in the hills between Hayward and Pleasanton. The Creek flows through Castro Valley, Hayward, and Ashland before entering San Leandro just west of I-880. Between I-880 and the Bay, San Lorenzo Creek forms the boundary between San Leandro and San Lorenzo. The entire reach of the Creek within San Leandro is contained in an engineered flood control channel. West of the Union Pacific Railroad tracks, both sides of the Creek are contained within San Leandro. However, land on the south side can only be accessed through San Lorenzo. The Creek enters San Francisco Bay about a half-mile west of the Heron Bay subdivision.

San Francisco Bay. San Francisco Bay is the most important water resource in the region. It provides habitat for marine and terrestrial life, offers great scenic, recreational and commercial value, and even provides beneficial climatic and air quality effects. Approximately two square miles of the Bay are contained within San Leandro's City limits.

Figure III.I-2 shows the original shoreline of San Francisco Bay and highlights the changes that have been made since 1850. During the last 150 years, the Bay has been radically altered by urbanization, agriculture, dredging, and salt extraction. Since 1850, more than 40 percent of the Bay's surface—some 120,000 acres—has been eliminated by landfill. Only 75 of the original 300 square miles of Bay marshland remain intact.

The Bay waters off of San Leandro are relatively shallow, generally averaging less than five feet in depth. These waters are subject to siltation and sedimentation as a result of incoming stream and river water and tidal influences. Each year, some 6 million tons of sediment are deposited in the Bay, mostly from eroding land in the Central Valley. Periodic dredging of the shipping and boating channels is required to remediate siltation effects.

Insert Figure III.I-2: Original shoreline

San Francisco Bay is rich in marine life and provides habitat for fish, mollusks, crustaceans, and water birds. The mud on the Bay floor supports microscopic diatoms, worms, clams, snails, mussels, and oysters. Oyster harvesting was once an important part of San Leandro's economy, with several businesses in operation along the shoreline in the late 19th and early 20th centuries. The City no longer has any commercial fishing or shellfish harvesting operations. Today, the primary activity on the Bay waters off of San Leandro is recreational boating. The Bay continues to support aquatic life, including steelhead trout, striped bass, American shad, halibut, and king salmon.

About 90 percent of the San Leandro shoreline is publicly owned, with a trail along the water's edge and recreational facilities around the San Leandro Marina. The Marina area includes 455 boat berths, landside boat facilities, restaurants and a hotel, park areas, and 27 holes of golf. Most of the shoreline itself is reinforced by riprap walls, maintained by the City to prevent erosion.

The 175-foot wide, two-mile long "Jack D. Maltester" deepwater channel connects the Marina to the deeper waters of San Francisco Bay. The Marina and Channel were originally constructed in the early 1960s using local funds. Since 1971, Congress has authorized federal funds for dredging, allowing the City to work jointly with the US Army Corps of Engineers to maintain the channel and marina basin. Dredging is performed about once every eight years in the boat basin and about once every four years in the channel. Approximately 120,000 cubic yards of spoils are removed during a typical channel dredge cycle. Dredging is authorized up to a depth of 8 feet, although the actual depth typically varies from 6 to 7 feet.

San Leandro maintains a 100-acre Dredged Material Management Site (DMMS) east of the Tony Lema Golf Course. Since the 1990s, the site has been available for drying dredged materials only, and not for permanent disposal. Disposal of dredged materials remains expensive and is an ongoing constraint to the profitability of Marina operations.

A number of agencies have jurisdiction over shoreline activities. The Bay Conservation and Development Commission (BCDC)'s jurisdiction extends 100 feet inland of the high tide line, and covers the open waters of the Bay. Development and construction activities within this area require permits from the BCDC. Permit review criteria ensure that projects minimize the amount of fill placed in the Bay and protect public access along the shoreline. Advisory policies in the San Francisco Bay Plan guide BCDC decisions on proposed development in shoreline areas.

Surface Water Quality

San Leandro's surface waters, including its creeks and San Francisco Bay, are subject to pollution from both "point" and "non-point" sources. Point sources refer to identifiable sites where water is discharged directly into surface water from an outfall point, such as a sewer plant or a power plant. Non-point, or indirect, sources are dispersed and cannot be as easily identified.

Since the 1960s, the impact of point sources has diminished due to improved sewage treatment practices, a decline in heavy manufacturing, and higher standards for industrial discharge. Between 1955 and 1985, the total amount of organic matter discharged into the Bay decreased by 70 percent and water quality improved to the point where swimming and shellfish harvesting resumed in some areas. With these improvements, the focus of water pollution control efforts shifted to non-point sources.

Non-point sources include runoff from streets, lawns, parking lots, and other surfaces on urbanized land. Residues such as oil, grease, household chemicals, heavy metals, detergent, pesticides, and lawn fertilizer are picked up in the runoff, creating water quality problems both in the creeks and downstream in the Bay. Today, such residues are a significant source of pollution.

NPDES Permit Requirements. In 1972, the federal Clean Water Act prohibited the discharge of any pollutant to United States waters unless authorized by a federal National Pollution Discharge Elimination System (NPDES) permit.[1] Numerous point sources of pollution, including wastewater plants and industries, were subject to these requirements. In 1987, the NPDES requirement was expanded to apply to stormwater discharges. Cities with storm drain systems serving populations of 100,000 or more, or which contributed to an exceedance of water quality standards, were required to obtain a municipal stormwater NPDES permit. Because water quality in San Francisco Bay did not meet the applicable standards at the time, the requirement applied to all cities in Alameda County. The County and its 14 cities jointly applied for and received an NPDES permit from the Regional Water Quality Control Board in 1991. San Leandro is considered a "co-permittee" under this permit.

To obtain the NPDES permit, the joint applicants had to develop and implement a stormwater management program. The initial five-year program began in 1991; a subsequent five-year program was initiated in 1996. The 1996 program reflected further amendments to NPDES requirements by the federal government regulating discharges from certain types of construction activities, and storm drain systems serving cities with fewer than 100,000 people. The current NPDES permit for Alameda County and its cities was adopted in February 1997 and expires in February 2002. One of the conditions of the permit is that an annual progress report is filed documenting the status of efforts to implement the County's Stormwater Management Plan and demonstrating compliance with the performance standards specified in the permit. Components of the Stormwater Management Plan are further discussed below.

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In FY 99-2000, the City responded to 39 calls or complaints about illicit discharges, and identified 5 illicit discharges related to construction, 11 related to wash water, 9 related to auto fluids, 7 related to sewage, one related to yard waste, and 14 from other sources. Warning notices and administrative action allowed more than 90 percent of these discharges to be corrected. In addition, 108 industrial and commercial inspections were performed.

Much of the framework for the City's actions is laid out in a Storm Water Management and Discharge Ordinance, adopted in 1992. The intent of the Ordinance is to eliminate non-storm water discharge to the municipal storm sewer; control the discharge to municipal storm sewers from spills, dumping or disposal of materials other than storm water; and reduce pollutants in storm water discharge to the maximum extent practicable. The Ordinance provides a mandate for preventive measures such as street sweeping and regular cleaning of storm drain inlets. It establishes a local inspection and enforcement program, with fines and penalties for violations. It also requires compliance with BMPs for new development to control sediment and limit the transport of pollutants from construction sites.

Current Water Quality Monitoring Programs. Water quality in San Leandro creeks and streams is monitored by the San Francisco Estuary Institute. The monitoring program allows the effectiveness of the Clean Water Program to be assessed and provides an indicator of whether water and sediment quality are in compliance with the Basin Plan. No specific "hot spots" have been identified in San Leandro. The City's illicit discharge inspection and enforcement programs have eliminated the most egregious runoff problems (usually associated with heavier industrial uses such as auto wrecking) while regular storm drain cleaning and maintenance have reduced debris in local waterways. The urban character of the watershed continues to be a challenge to restoring high quality water in local streams. High levels of diazinon have been reported in San Leandro Creek, and concentrations of coliform bacteria, suspended particulates, and various trace substances in the Bay often exceed objectives for water contact recreation.

SIGNIFICANCE CRITERIA

According to the State CEQA Guidelines, a significant impact would occur if implementation of the General Plan would substantially degrade water quality; substantially degrade or deplete groundwater resources; interfere substantially with groundwater recharge; or contaminate a public water supply. A substantial increase in construction-related erosion and sedimentation also could be considered significant.

IMPACTS AND MITIGATION MEASURES

GROUNDWATER QUALITY

Impact I-1: Future development consistent with the General Plan could further degrade groundwater quality. This is a less than significant impact because of General Plan policies and actions which address this issue.

The additional commercial and industrial development accommodated by the General Plan could include uses requiring underground storage tanks and the handling or storage of hazardous chemicals. The residential development accommodated by the Plan would include additional landscaped areas, some of which may be treated with herbicides, fertilizers, or pesticides. Such activities pose a continued threat to groundwater quality.

The following policy and action are included in the General Plan to address this hazard:

Policy 32.10 *Protect San Leandro's groundwater from the potentially adverse effects of urban uses. Future land uses should be managed to reduce public exposure to groundwater hazards and minimize the risk of future hazards.*

Action 32.10-A *Encourage continued monitoring of local groundwater by State regulatory agencies and take steps to prevent further contamination.*

Development would not pose a risk to the public water supply, because that supply is imported from the EBMUD reservoir and aqueduct system. In the event that EBMUD begins using the aquifer beneath San Leandro for water storage or supply, the potential for additional impacts would need to be assessed. Action 32.10-B directs the City to participate in any EBMUD discussions involving the use of injection wells to store water in the San Leandro Regional Aquitard.

Mitigation Measure I-1: None required. *(Please consult Chapter III.M, Impact M4 for additional discussion of groundwater contamination impacts.)*

GROUNDWATER RECHARGE

Impact I-2: New development could increase the amount of impervious surface in the City, thereby reducing the surface area available for groundwater recharge. This is a less than significant impact because most of the land planned for future development is already urbanized.

Groundwater recharge occurs as rainwater percolates to the soil on land that is not covered by buildings or pavement. As development occurs, the amount of impervious surface usually declines, thus impeding recharge. The impacts are greatest on soil that is highly permeable, particularly along creeks.

Although it is not possible to estimate the increase in paved surface area that would result from adoption of the General Plan, some increase would be inevitable as the remaining vacant sites in the City are

developed. Additional coverage of land by pavement and structures is likely. The relative increase is expected to be small, since most of the development sites in the City are already partially covered.

Only a few development sites in the City are located in potentially high recharge areas. These include sites at the north end of Preda Street and at the north end of Alvarado Street, along San Leandro Creek. Policies in the General Plan recommend that development on such sites be set back from the creek to preserve, among other things, natural recharge values. As in Cherrywood, the area immediately adjacent to the creek may be set aside as open space as these sites are developed. This would help mitigate the loss of groundwater recharge potential.

The General Plan includes other policies and actions which promote groundwater recharge. Policy 32.11 encourages "porous pavement and other practices to reduce impervious surfaces and the amount of stormwater runoff from parking lots and driveways." Policy 1.04 suggests "limits on the paving of front yard areas."

Thus, the overall impact on groundwater is projected to be less than significant, with no further mitigation required.

Mitigation Measure I-2: None required.

CONSTRUCTION IMPACTS

Impact I-3: Construction activity associated with development in the Focus Areas could result in short-term erosion and sedimentation of local waterways. This is a less than significant impact because of policies and actions in the Draft Plan.

The General Plan anticipates a significant amount of construction in San Leandro over the next 15 years. Grading and vegetation removal associated with this construction would expose soil to rain and wind erosion. Unless properly contained, soil sediment could be carried by rainwater to the storm drain system, San Leandro Creek, and local flood control channels. This could increase turbidity in San Leandro Creek, decrease the flood carrying capacity of the channels, and ultimately increase the sediment load in San Francisco Bay. Subsequent impacts on fish and other aquatic species could result.

Such impacts will be mitigated by the City's ongoing participation in the Alameda Countywide Clean Water Program, particularly the enforcement of Best Management Practices for construction and the requirement for Stormwater Pollution Prevention Plans for construction on sites of one acre or more. Through its environmental review and permitting procedures, and through its Stormwater Management and Discharge Ordinance, the City effectively sets requirements for construction that minimize the possibility of sedimentation and erosion.

Policy 32.01 specifically states that the City will "emphasize *best management practices* by…contractors…to ensure that surface water quality is maintained at levels that meet state and federal standards." Subsequent environmental review for specific projects may identify additional steps to protect water quality from construction impacts.

Mitigation Measure I3: None required.

URBAN RUNOFF

Impact I-4: The residential, commercial, and industrial land uses accommodated by the General Plan could result in additional pollutants entering stormwater runoff. The additional traffic anticipated by the General Plan would mean increased potential for oil, grease, and other contaminants on road surfaces, also contributing to runoff contamination. These changes could exacerbate pollution of local streams and canals, and ultimately San Francisco Bay. This is a less than significant impact because of policies and actions in the Draft Plan addressing water quality.

Some of the development accommodated by the General Plan is likely to use solvents, lawn chemicals, paint, petroleum products, metals, and other materials which could potentially accumulate in parking lots and on other paved surfaces. Additional vehicle traffic could lead to additional motor oil, coolant, and automotive products potentially leaking onto road surfaces or accumulating in roadside gutters. All of these materials may be carried to streams and the Bay by surface runoff during rainstorms.

The Draft General Plan includes several policies and actions to mitigate the potential impacts of development on water quality. In this regard, the environmental impacts would be positive, as the 1989 General Plan was less detailed on this topic. The following policies and actions are included in the Plan:

Policy 32.01 *Continue to implement water pollution control measures aimed at reducing pollution from urban runoff. These measures should emphasize best management practices by residents, businesses, contractors, and public agencies to ensure that surface water quality is maintained at levels that meet state and federal standards.*

Policy 32.02 *Promote the public information and participation provisions of the Alameda Countywide Clean Water Program.*

Policy 32.03 *Coordinate water quality planning, regulation, and monitoring with other public agencies that are involved in water resource management. Establish partnerships and task forces with these agencies and with nearby cities as needed to develop programs addressing issues that cross jurisdictional lines.*

Policy 32.04 *As required by federal, state, and regional programs, conduct monitoring of water quality in San Leandro waterways to evaluate the progress of local clean water programs and identify the necessary steps for improvement.*

Policy 32.05 *Implement City Public Works maintenance activities, including scheduled street sweeping and cleaning of storm drains and culverts, to minimize pollution from surface runoff.*

Policy 32.06 *Control illicit discharges into the City's stormwater system through inspections, compliance evaluations, enforcement programs, and tracking activities.*

Policy 32.08 *Maintain and update hazardous spill response and clean up programs that minimize the potential impacts of toxic spills on water quality.*

Action 32.01-A *As required by state and federal law, require Stormwater Pollution Prevention Plans for qualifying projects and ensure that such projects include appropriate measures to minimize the potential for water pollution.*

Action 32.02-A *Continue to implement programs in coordination with the Alameda County Clean Water Program to better educate the public on urban runoff hazards. Examples of these programs include storm drain stenciling, preparation of brochures and posters, website information, and television and newspaper advertising. Use these programs to increase awareness of clean water laws and the penalties associated with illicit discharges.*

The above policies and actions are supplemented by existing NPDES permit requirements and local Stormwater Management and Discharge Ordinance Requirements. Collectively, these provisions will reduce impacts associated with General Plan adoption to a less than significant level.

Mitigation Measure I-4: None required. *(See also Impact M5 regarding the potential impacts of improper household hazardous waste disposal on water quality).*

III.K AIR QUALITY

This section of the EIR describes the impact of the proposed General Plan on air quality in the San Leandro Planning Area. The analysis includes a summary of existing air quality conditions in San Leandro, a description of the air quality impacts that may result from adoption of the Plan, and measures to mitigate these impacts.

SETTING

Meteorological Conditions

Air quality is heavily influenced by climate and topography. San Francisco Bay and the surrounding shorelands effectively form a shallow basin ringed by foothills. The climate within this basin is Mediterranean in character, with a mild, wet winter season and a warm, dry summer.

Local weather and air circulation patterns are dependent on off-shore movements in marine air. In general, northwesterly winds generated by high-pressure cells over the Pacific Ocean are drawn through the Golden Gate and forced into a westerly orientation. Thus, San Leandro receives less air circulation than the areas immediately opposite the Golden Gate but more circulation than the South Bay and the inland valleys. Monitored wind conditions at Oakland Airport indicate average annual wind speeds of 4.1 miles per hour, with westerly winds 38 percent of the time.

In the summer, the Pacific high pressure system typically remains near the California coast, diverting storms to the north. Subsidence of warm air associated with the high creates frequent summer atmospheric temperature inversions. These inversions trap pollutants in a small volume of air near the ground, contributing to smog. In the winter, the Pacific high moves southward, allowing ocean-formed storms to move through the region. During this time, frequent storms limit the formation of smog. Radiational cooling during the winter evenings, however, sometimes creates thin inversion layers and again concentrates air pollutant emissions near the ground. These inversions can be exacerbated by motor vehicle emissions and smoke from fireplaces and wood stoves.

Ambient Air Quality Standards

Air pollution is regulated through state and federal ambient regional air quality standards and through emission standards for individual sources. Adoption of the Federal Clean Air Act in 1970 resulted in the development of such standards for ozone, carbon monoxide, nitrogen dioxide, sulfur dioxide, particulate matter (PM_{10}), and lead by the US Environmental Protection Agency (EPA). These are referred to as "criteria" air pollutants because standards have been established in each case to meet public health and welfare criteria.

The State of California had already established its own air quality standards by 1970, and opted to retain these standards even after federal standards were adopted. Because of the unique meteorological conditions in the State, California standards are more restrictive than the federal standards in a number of cases. Table III.K-1 provides a summary of state and federal ambient air quality standards.

The ambient air quality standards are intended to protect those segments of the population that are most susceptible to respiratory distress, such as asthmatics, children, the elderly, and persons with suppressed resistance to disease. Healthy adults can tolerate occasional exposure to air pollution levels that are higher than the ambient air quality standards before adverse health effects are observed.

Table III.K-1: Ambient Air Quality Standards[a]

Pollutant	Averaging Time	California Standards[b]		National Standards[c]	
		ppm	ug/m^3	ppm	ug/m^3
Ozone	8 hour	--	--	0.08	--
	1 hour	0.09	--	0.12	--
Carbon Monoxide	8 hour	9.0	--	9.0	--
	1 hour	20.0	--	35.0	--
Nitrogen Dioxide	Annual			0.053	--
	1 hour	0.25	--		
Sulfur Dioxide[d]	Annual			--	80
	24 hours	0.04	--	--	365
	1 hour	0.25	--		
PM_{10}[e]	Annual	--	30	--	50
	24 hours	--	50	--	150
Lead[e]	Calendar quarter			--	1.5
	30-day average	--	1.5		
Sulfates[e]	24 hours	--	25		
Hydrogen Sulfide	1 hour	0.03	42		
Vinyl Chloride	24 hours	0.010	26		
Visibility Reducing Particles	8 hours (10 AM - 6 PM)	*In sufficient amounts to reduce prevailing visibility to <10 miles when relative humidity is <70% w/ equivalent instrument method*			

Notes:
(a) Standards promulgated in ppm concentrations except where noted. Equivalent ug/m^3 concentrations based on reference temperature of 25 C and reference pressure of 760 mm of mercury.
(b) California standards for ozone, carbon monoxide (except Lake Tahoe), sulfur dioxide, nitrogen dioxide, PM_{10}, and visibility reducing particles are values not to be exceeded.
(c) National standards, other than ozone and those based on annual averages, are not to be exceeded more than once a year.
(d) Federal standards first promulgated in ug/m$^{3.}$
(e) Standards promulgated in ug/m^3 only.

Bay Area Quality Management District, 2000 (via website, 9/29/00. Table reflects standards as of 4/99)

Major Components of Air Pollution

The Bay Area Air Quality Management District (BAAQMD) operates a regional monitoring network which measures the ambient concentrations of six criteria air pollutants: ozone (O_3), carbon monoxide (CO), inhalable particulate matter (PM_{10} and $PM_{2.5}$), lead (Pb), nitrogen oxide (NO_2), and sulfur dioxide (SO_2).

Existing and future levels of air quality in San Leandro can be generally inferred from ambient air quality measurements conducted by the BAAQMD at its monitoring stations. Table III.K-2 is a five-year summary of monitoring data from those stations nearest to San Leandro. These include the County Hospital on Fairmont at Foothill Boulevard and a station on Alice Street in Downtown Oakland. Ozone is monitored at both locations; CO is also monitored at Downtown Oakland. Particulates were monitored at the County Hospital until 1998; since 1998, the closest monitoring station for particulates is in Fremont. The closest monitoring location for nitrogen dioxide is in Richmond.

The characteristics of the major pollutants are profiled below.

Ozone (O_3). Photochemical ozone, better known as "smog" is the Bay Area's most serious air quality problem. The pollutant is formed through a complex series of photochemical reactions involving reactive organic compounds (ROGs) and nitrogen oxides. Motor vehicle emissions, refineries, solvents, and power plants are the primary sources. Ozone is considered a regional pollutant because its precursors are transported and diffused by wind. This makes it particularly difficult to eliminate within the air basin.

Ozone is characterized by a visibility-reducing haze. Levels of this pollutant tend to be highest during hot periods and in interior valleys, where topography restricts dispersion and air circulation. Ozone can cause eye and respiratory irritation, reduced resistance to lung infection, and may aggravate pulmonary conditions in persons with lung disease. It also can cause damage to crops and natural vegetation.

During the most recent available three years of data (1997-1999), the state standard for ozone was exceeded on an average of 2 to 3 days a year at the San Leandro monitoring station. Thus, the San Francisco Bay Area Air Basin is considered a non-attainment area for ozone by the state. Since 1998, the region has also been considered out of compliance with the federal ozone standard. Although the federal standard is not exceeded in San Leandro, it has been exceeded at stations in Concord, Livermore, and San Martin. A more stringent ozone standard has also been established (.08 ppm over 8 hours, as opposed to .12 ppm over 1 hour) and plans are currently being prepared by the BAAQMD to achieve compliance.

Carbon Monoxide (CO). Carbon Monoxide is an odorless, colorless gas formed by the incomplete combustion of fuels and other organic substances. Motor vehicles are the main source, particularly vehicles which are idling or driving slowly. High levels of atmospheric CO can lower the amount of oxygen in the bloodstream, aggravate cardiovascular disease, and cause fatigue, headaches, and dizziness. In contrast to ozone, CO tends to be a localized problem. Concentrations usually correspond to areas of traffic congestion and tend to be worse during winter inversions. In San Leandro, relatively high CO emission levels could be expected along I-880, I-580, and I-238, particularly during peak commute hours. The Bay Area Air Basin currently meets state and federal CO standards. The standard has not been exceeded during the last five years (based on Oakland data).

Table III.K-2: San Leandro Pollutant Summary, 1995-1999

Pollutant	Standard[b]	Concentrations by Year[a]				
		1995	1996	1997	1998	1999
Ozone						
Highest 1-hr average concentration, ppm[c]	*.09*	0.15	0.11	0.11	0.11	0.11
Number of violations[d]		6	2	3	2	3
Carbon Monoxide						
Highest 1-hr average concentration, ppm	*20*	5	7	8	6	6
Number of violations		0	0	0	0	0
Highest 8-hr average concentration, ppm	*9.0*	3.9	3.9	3.6	4.6	5.2
Number of violations		0	0	0	0	0
Suspended Particulates (PM-10)						
Highest 24-hour average concentration, ug/m^3 [c]	*50*	47	59	65	N/A[e]	N/A[e]
Violations/Samples [f]		0/61	1/61	1/60	--	--
Annual Geometric Mean, ug/m^3	*30*	16.9	18.6	15.9	--	--
Nitrogen Dioxide (NO2)						
Highest 1-hr average concentration, ppm	*0.25*	.07	.09	.07	.06	.07
Number of violations		0	0	0	0	0

Source: Bay Area Air Quality Management District, 2000
Notes:

(a) Ozone and PM_{10} data are from the San Leandro monitoring station, which is located at the County Hospital on Foothill at Fairmont. CO data is from the Alice Street monitoring station in Downtown Oakland, approximately 7 miles north of San Leandro City Hall. Data for Nitrogen Dioxide is from the Richmond 13th Street monitoring station.

(b) Standard shown is state standard, not be exceeded.

(c) ppm=parts per million; ug/m^3=micrograms per cubic meter.

(d) For ozone, number of violations refers to the number of days in a given year during which excesses were recorded.

(e) As of mid-1998, PM-10 is no longer measured in San Leandro. The nearest monitoring station is now in Fremont. The highest 24 hour average concentration readings in Fremont in 1998 and 1999 were 63 and 88 ug/m^3 respectively. There was one violation in 1998, and one violation in 1999 at the Fremont station.

(f) PM-10 is not measured every day. The statistic indicates the number of violations and the number of samples taken in a given year.

Suspended Particulate Matter (PM_{10} and $PM_{2.5}$). PM_{10} and $PM_{2.5}$ include a wide range of solid and liquid inhalable particles, such as smoke, dust, aerosols, and metallic oxides. PM_{10} particles are less than 10 microns in diameter; $PM_{2.5}$ particles are less than 2.5 microns in diameter. Particulate matter may contain sulfates and nitrates which can cause lung damage, or absorbed gases like ammonium or chlorides that can be injurious to health. Major sources of suspended particulates include road traffic (i.e, dirt particles), agriculture, fires, and construction and demolition activities. Particulates are usually most severe during wildfires, and during the winter months when more firewood is burned and winter inversions are common.

PM_{10} is measured for a 24-hour period every sixth day. During 1995-1997, the state standard was exceeded once a year in San Leandro; the standard was exceeded once a year during 1998-1999 at the Fremont station. Thus, the Bay Area is considered a nonattainment area for PM_{10} under State law. Under federal law, the region is in compliance. However, new federal standards have recently been established for $PM_{2.5}$, which could affect federal attainment status in the future. New controls related to the $PM_{2.5}$ standards may be required after 2002.

Nitrogen Dioxide and Sulfur Dioxide. Nitrogen dioxide is a brown-colored gas that is a byproduct of the combustion process. Sulfur dioxide is a colorless gas with a strong odor. It is generated through the combustion of fuels containing sulfur, such as oil and coal. The Bay Area is in attainment with both the federal and state standards for these pollutants.

Toxic Air Contaminants. Toxic air contaminants (TACs) are emissions with short-term (acute) and/or long-term (chronic or carcinogenic) adverse human health effects which may be harmful even in very small quantities. These emissions, which include asbestos, benzene, beryllium, mercury, and vinyl chloride, are regulated through emission limits rather than ambient air quality standards. Common sources of TACs include gas stations, industries, dry cleaners, wastewater treatment plants, and hospitals. Regulation of toxic air contaminants is achieved through federal and state controls on individual sources.

Regulatory Framework

At the federal level, the EPA has the primary responsibility for implementing the federal Clean Air Act. For the past three decades, the EPA has required "state implementation plans" outlining measures for controlling stationary and mobile sources to achieve Clean Air Act standards. The State of California enacted similar legislation in 1988, requiring regional clean air plans for air basins that did not meet adopted standards.

At the State level, the California Air Resources Board (CARB) is responsible for developing the state implementation plan. CARB responsibilities also include establishing the state's ambient air quality standards, and developing regulations for mobile emission sources (e.g., cars, trucks, etc.). CARB also oversees the efforts of California's air pollution control districts.

At the regional level, air pollution control districts (which include the BAAQMD in the Bay Area) have primary responsibility over stationary sources. The BAAQMD has adopted permitting requirements and other regulations for such sources to attain compliance with state and federal standards. The BAAQMD works collaboratively with agencies like the Metropolitan Transportation Commission (MTC) to

promulgate and implement air quality improvement strategies. The BAAQMD also conducts air quality planning for the Bay Area.

The Bay Area 2000 Clean Air Plan was adopted by the BAAQMD Board of Directors on December 20, 2000. It is the third triennial update of the District's original 1991 Clean Air Plan. The Plan includes strategies to reduce ozone, an update of the District's emission inventory, estimates of emission reductions achieved, and an assessment of air quality trends. The District is also in the process of preparing a 2001 Ozone Attainment Plan. This Plan updates the 1999 Ozone Attainment Plan and outlines measures to achieve the federal ozone standard.

Sensitive Receptors

One of the purposes of air quality standards is to protect segments of the population who are especially vulnerable to the adverse health effects of poor air. This includes children, the elderly, and persons with cardio-respiratory ailments. The places where these groups congregate are commonly called sensitive receptors. Land uses such as schools, hospitals, and nursing homes are considered to be especially sensitive. Residential areas are also considered to be sensitive. In fact, some of the earliest applications of zoning were intended to separate land uses with adverse air impacts from residential areas.

San Leandro contains numerous residential areas that are close to freeways, industrial areas, and other potential sources of pollution. In addition, a number of schools, parks, and athletic fields in the City are located immediately adjacent to freeways. Elevated concentrations of carbon monoxide may occur in these areas. Elevated levels of suspended particulates may occur around construction sites, along freeways, and in other areas where dirt is kicked up by vehicle traffic.

Local Pollution Sources

The BAAQMD requires annual permits for facilities that may emit toxic air contaminants exceeding the thresholds established by the EPA. Data provided by these facilities is used to estimate emissions from each facility. Annual emissions data is reported for 70 different pollutants. In the nine-county Bay Area, reporting facilities generated 8.2 million pounds of organic gases in 1998, including 2.4 million pounds of ammonia, 640,000 pounds of xylene, 530,000 pounds of methyl bromide, and 67,000 pounds of benzene. Data was reported by over 1,200 facilities in the region.

In 1998, there were 27 facilities in San Leandro in the BAAQMD data base. Of these, 20 were dry cleaning businesses. The dry cleaners reported perchloroethylene emissions ranging from 130 lbs/year to 1,600 lbs/year. The other seven facilities included a metal fabrication plant (generating dioxane 1,4-), a gypsum manufacturer (generating formaldehyde, hydrogen chloride, vinyl chloride, and perchloroethylene), a surgery center (generating ethylene oxide), the wastewater treatment plant (generating chloroform and perchloroethylene), and two industries generating benzene. There are other industries located in the City that may be sources of toxic air contaminants, but the emissions are below reported levels.

The BAAQMD also maintains a data base of air quality complaints filed by residents or businesses in each Bay Area community. Between January 1, 1999 and October 10, 2000, there were 72 complaints received within San Leandro. Of this number, 52 were odor-related. Common odor complaints included

epoxy, burnt coffee, rotting food, chemicals, oil/grease, and excessive sweetness. Many of the reports were repeat complaints directed at food processing and construction supply businesses. There were also nine reports of smoke, four reports of ill-fitting gas nozzles, and a handful of complaints related to dust, spraying, and demolition. Air Quality District personnel conducted an investigation of each complaint received. Seventeen were confirmed and 55 were unconfirmed—one violation was issued.

Other local air quality issues include impacts associated with Oakland Airport expansion. Because the City lies downwind of the airport, concerns have been voiced about increased emissions from jet aircraft and airport-related traffic. The September 2000 Draft Revised Environmental Impact Statement for the Airport indicates that the Airport generated 6,344 tons of carbon monoxide (CO), 592 tons of volatile organic compounds (VOC), and 1,505 tons of nitrogen oxides (NOx) in 1997. The EIS indicates that the planned airport expansion would actually decrease CO emissions by 2010 and would result in somewhat higher VOC and NOx emissions (as a result of increased air traffic). A wide range of mitigation measures has been proposed by the airport to address these impacts.

SIGNIFICANCE CRITERIA

According to the State CEQA Guidelines, a significant impact would normally occur if a project would violate any ambient air quality standard, contribute substantially to an existing or projected air quality violation, create objectionable odors affecting a substantial number of people, or expose sensitive receptors to substantial pollution concentrations. A significant impact also may occur where a project conflicts with established plans, policies, or regulation of air pollutants. Thus, adopting a General Plan could be considered "significant" if it resulted in population or traffic forecasts that exceed those used in the Air Quality Management Plan. The BAAQMD has indicated that a General Plan may be considered inconsistent with the most recently adopted Clean Air Plan if it contains:

a) Population forecasts which exceed those assumed in the current Clean Air Plan
b) A rate of increase in Vehicle Miles Traveled (VMT) which exceeds the rate of population growth
c) Provisions which would impede the implementation of the Transportation Control Measures (TCMs) set forth in the Clean Air Plan, or which fail to provide buffer zones to avoid impacts related to odors or toxic air contaminants.

The BAAQMD also has developed numerical thresholds of significance for various pollutants which may be used to analyze project-level impacts. These thresholds correspond to criteria pollutants such as CO and PM_{10}. The focus of a General Plan-level analysis, however, is on the consistency of the projections with those in the Clean Air Plan.

IMPACTS AND MITIGATION MEASURES

CONSTRUCTION IMPACTS

Impact K1: Development consistent with the General Plan could result in construction-related air quality impacts. This is a potentially significant impact that will be mitigated to a less than significant level by General Plan policy and the measure listed below.

By facilitating additional construction in San Leandro, the General Plan would create the potential for airborne dust and dirt, exhaust from construction vehicles and equipment, and odors from paints, solvents, and other materials used in building construction. Short-term increases in particulate matter levels could occur in and around construction sites. The impacts could be significant, especially for construction sites located near residential areas or sensitive receptors such as schools and nursing homes.

General Plan Policy 31.04 requires new development to follow "construction and grading practices that minimize airborne dust and particulate matter." Because this policy is very broad, the following mitigation measure has been developed to address construction impacts:

Mitigation Measure K1: As recommended by the BAAQMD, the following practices should be required during all phases of construction for major projects in the City:

- Watering of active construction areas at least twice daily.
- Watering or covering of stockpiled debris, soil, sand, or other materials that can be blown by the wind.
- Covering of all trucks hauling sand, soil, and other loose materials, or requiring all trucks to maintain at least two feet of freeboard.
- Paving, or application of water or non-toxic soil stabilizers, on all unpaved access roads, parking areas, and staging areas at construction sites.
- Daily sweeping of all paved access roads, parking areas, and staging areas if visible soil material is carried onto adjacent public streets.
- Hydroseeding or application of non-toxic soil stabilizers to inactive construction areas.
- Enclosing, covering, and watering twice daily (or application of non-toxic soil binders) all exposed stockpiles of dirt and sand.
- Limiting traffic speeds on unpaved roads to 15 mph.
- Installing sandbags or other erosion control measures to prevent silt runoff to public roadways.
- Replanting of vegetation in disturbed areas as quickly as possible.

This mitigation measure should be implemented on an ongoing basis by the Building Division of the Community Development Department. The City's grading ordinance provides additional assurance that earth-moving activities will take place with minimal off-site impacts.

Impact K1 Level of Significance After Mitigation: Less than significant.

LONG-TERM AIR QUALITY IMPACTS

<u>Impact K2</u>: The General Plan permits continued development in an air basin that does not meet state and federal ozone standards. Future traffic generated by this development could exacerbate existing air quality problems and contribute to further exceedances of air quality standards. Moreover, the Plan's population and employment projections, and the resulting number of Vehicle Miles Traveled (VMT) on local roadways, exceed the assumptions used in the Regional Clean Air Plan. Despite the mitigating policies and actions contained in the Draft General Plan and the additional measure listed below, this impact is considered significant and unavoidable.

As mentioned in the "Significance Criteria" above, an air quality impact would be considered significant if the population and VMT assumptions in the regional Clean Air Plan were exceeded. In fact, the Draft General Plan does contain population and VMT forecasts that exceed those used in the Clean Air Plan. Its population projections are approximately 20 percent higher than those used in the Clean Air Plan. Although projected VMT has not been quantified, the figure would exceed that used in the Clean Air Plan because the employment projections used in the Draft Plan also are substantially higher than those used for regional planning purposes. By capturing a much larger percentage of the region's job growth during the next 15 years, VMT on San Leandro streets would be higher than was presumed in the BAAQMD air quality model.

The General Plan is consistent with the Clean Air Plans Transportation Control Measures (TCMs) and buffer zone provisions. In fact, the Plan is considerably more aggressive than the 1989 General Plan in this regard. It strongly advocates for employer trip reduction and ridesharing programs, improved bicycle and pedestrian facilities, signal timing along the major street system, and traffic calming measures. The Plan also proposes buffers around industrial uses as a means to reduce odors and air quality impacts on nearby residential areas. Whereas the 1989 General Plan contained two broad policies on air quality, the proposed General Plan includes 10 pro-active air quality policies and five air quality action programs.

The following specific policies and actions have been included in the General Plan to reduce air quality impacts:

Policy 31.01: *Cooperate with the appropriate regional, state, and federal agencies to implement the regional Clean Air Plan and enforce air quality standards.*

Policy 31.02: *Promote strategies that help improve air quality by reducing the necessity of driving. These strategies include more reliable public transportation, programs for carpooling and vanpooling, better provisions for bicyclists and pedestrians, and encouraging mixed use and higher density development around transit stations.*

Policy 31.04: *Require new development to be designed and constructed in a way that reduces the potential for future air quality problems, such as odors and the emission of any and all air pollutants. This should be done by requiring construction and grading practices that minimize airborne dust and particulate matter, ensuring that best available control technology is used for operations that could generate air pollutants, encouraging energy conservation and low-polluting energy sources, and promoting landscaping and tree planting to absorb carbon monoxide and other pollutants.*

Policy 31.06 *Promote public education on air quality hazards and the steps that residents can take to help maintain clean air. Continue to participate in the BAAQMD "Spare the Air" program and other programs that increase public awareness of air quality issues.*

Policy 31.09 *Promote the development of infrastructure which supports the use of alternative fuel (i.e., electric) vehicles.*

Action 31.05-B: *Consider adoption of a Citywide clean air ordinance to address miscellaneous pollution sources (new wood-burning fireplaces, emissions from dry cleaners, gasoline-powered equipment, etc.).*

Action 31.09-A *Pursue the gradual replacement of the City's vehicle fleet with vehicles using cleaner-burning fuels, such as natural gas and electricity.*

In addition to the above policies and actions, the Land Use and Transportation Elements both emphasize the reduction of auto dependency and promotion of transit-oriented, pedestrian-friendly development. Policy 13.05 calls for "land use concepts that reduce the necessity of driving, encourage public transit use, and reduce trip lengths." These concepts include live-work development, mixed use development, higher densities along public transit corridors, and the provision of commercial services close to residential areas and employment centers. The Plan also promotes a jobs-housing balance to reduce regional cross-commuting, and includes a variety of strategies to turn auto-oriented commercial areas into pedestrian-oriented centers. Table III.K-3 lists the Transportation Control Measures in the Clean Air Plan and cross-references where these measures are addressed in the Draft General Plan.

Despite these provisions, continued development in San Leandro would result in additional motor vehicle use and increased energy consumption. This would lead to additional CO emissions, ozone precursors (reactive organic gases and NO_x), and PM_{10}. Localized increases in carbon monoxide levels could occur around congested intersections. Some of these intersections (such as those along East 14th Street and along San Leandro Blvd) are located in areas where housing is planned, potentially exposing future residents to high CO levels.

The potential for new stationary sources of pollution also exists. Some of the new businesses in the general and light industrial areas, and in the commercial and mixed use areas, may handle hazardous materials and generate toxic air contaminants. Pursuant to Policy 31.04, cited above, such businesses will be required to use Best Available Control Technology to minimize potential impacts.

The following additional measure is recommended to mitigate air quality impacts:

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

Specific Plans or Area Plans have been recommended for the South-Of-Marina area and the southern East 14th Street Corridor. These Plans should include provisions to reduce auto use by incorporating the transportation control measures listed in the Clean Air Plan.

Table III.K-3: Consistency of Draft Plan with Regional Transportation Control Measures (TCMs)

Transportation Control Measure	Recommended Local Government Action	Project Consistency
Support Voluntary Employer-Based Trip Reduction programs	• Provide assistance to regional and local ridesharing organizations.	Policy 19.06 encourages local employers to develop programs that promote ridesharing, bicycle use, and other modes of transportation that reduce the number of vehicle trips generated.
Improve Bicycle Access and Facilities	• Improve and expand bicycle lane system by providing bicycle access in plans for all new road construction or modifications • Designate a staff person as a Bicycle Program Manager • Develop and implement comprehensive bicycle plans • Encourage employers and developers to provide bicycle access and facilities	Goal 14 includes 8 policies and 6 actions on bicycle and pedestrian improvements. Policy 14.06 recommends that opportunities for pedestrian and bicycle improvements be considered whenever improvements to roadways are made. Action 14.01-A recommends implementation of the City's Bikeway Plan. Policy 14.04 requires developers to include provisions for bicycle access and facilities.
Transit Use Incentives	• Expand marketing and distribution of transit passes and tickets • Set up local transportation stores to sell passes and distribute information	Action 15.08 promotes the use of transit vouchers, transit passes, and other financial incentives by local businesses to encourage their employees to use public transportation when traveling to and from work, and when shopping for goods and services.
Undertake Local Clean Air Plans, Policies and Programs	• Incorporate air quality beneficial policies and programs into local planning and development activities, with a particular focus on subdivision, zoning and site design measures that reduce the number and length of single-occupant automobile trips	Policy 13.05 promotes "land use concepts that reduce the necessity of driving, encourage public transit use, and reduce trip lengths." Reducing the number and length of single occupant trips is a major focus of the Land Use and Transportation Elements.
Advocate Planning and Design to Facilitate Pedestrian Travel	• Review/revise general/specific plan policies to promote development patterns that encourage walking and circulation policies that emphasize pedestrian travel and modify zoning ordinances to include pedestrian-friendly design standards • Include pedestrian improvements in capital improvements program • Designate a staff person as a Pedestrian Program Manager	Goal 19 of the Plan states "Encourage community design principles and standards which de-emphasize automobiles." The goal is followed by policies and actions which describe the ways in which buildings and streets can be designed to facilitate walking and bicycling, including the conversion of auto lanes to bicycle and pedestrian lanes. Action 14.07-A recommends that a capital improvement program be developed to correct any deficiencies in the pedestrian circulation system, and "ensure safe, convenient pedestrian circulation."
Promote Traffic Calming Measures	• Include traffic calming strategies in the transportation and land use elements of general and specific plans • Include traffic calming strategies in capital improvements programs	Policy 17.01 states "Use a variety of approaches to slow down or "calm" traffic on San Leandro streets, based on the specific conditions on each street. Emphasize approaches that improve conditions for pedestrians and bicyclists and enhance neighborhood aesthetics."

Source: Bay Area Air Quality Management District, 1999; Barry J Miller, AICP, 2001

With this measure in place, and with implementation of the policies and actions listed above, the exceedance of the Clean Air Plan's population and VMT projections would still constitute a significant impact. Because San Leandro is located in an air basin which experiences occasional exceedances of state and federal ozone standards, the increase in development and traffic accommodated by the General Plan must be considered significant and unavoidable.

Impact K2 Level of Significance After Mitigation: Significant and Unavoidable.

ODOR PROBLEMS

Impact K3. By encouraging mixed use development, live-work development, and light industrial development in areas relatively close to residential neighborhoods, the General Plan could result in odor and/or fumes at residential receptors. This would be a less than significant impact because of policies in the Draft General Plan.

The General Plan encourages development which combines upper story residential uses and ground floor retail uses. Residents in such projects could be subject to nuisance odors associated with restaurants or other commercial uses generating odors. If housing is built above parking garages, residents could experience exhaust odors and fumes. The potential for such impacts can be mitigated by using afterburners in restaurants and/or roof vents, and by ensuring that parking garages have adequate wall openings to increase ventilation and dispersion of emissions.

The Plan also encourages live-work development on the perimeter of industrial areas. Residents in live-work projects could be subject to odors and fumes from industrial activities on adjoining sites, and from industrial home occupations involving the use of paints, solvents, and other chemicals. Similarly, new light industrial and office-flex development will be encouraged in several areas that abut residential neighborhoods. Such uses have the potential to generate odors, smoke, and dust.

The General Plan includes the following policies and actions to reduce the potential for conflicts:

Policy 31.03 *Discourage new uses with potential adverse air quality impacts near residential neighborhoods, schools, hospitals, nursing homes, and other locations where public health could potentially be affected.*

Policy 31.04 *Require new development to be designed and constructed in a way that reduces the potential for future air quality problems, such as odors and the emission of any and all air pollutants. This should be done by…ensuring that best available control technology is used for operations that could generate air pollutants…and promoting landscaping and tree planting to absorb carbon monoxide and other pollutants.*

Policy 31.05: *Ensure prompt response to complaints about odor problems and other potential air quality nuisances and hazards reported by residents and businesses.*

Policy 31.10 *Consider the direction of prevailing winds in the siting of facilities likely to generate smoke, dust, and odors. Ensure that such facilities are sited to minimize the impacts on downwind residential areas and other sensitive uses.*

Action 31.05-A *Use City of San Leandro publications, websites, and other media to expand resident awareness of the BAAQMD's odor reporting and inspection program and to publish records of odor complaints in the City.*

The Plan also recommends that San Leandro create a Mixed Use zoning district and adopt a Live-Work ordinance. The ordinance would include performance standards, disclosure requirements, and other provisions to ensure that odors and other air quality impacts are addressed when a building is converted to live-work, or when a live-work development is constructed.

Although General Plan-related impacts are less than significant as a result of these measures, project-specific analysis and mitigation measures may still be required.

Mitigation Measure K3: None required.

III.L NOISE

This section of the EIR describes the impact of the proposed General Plan on noise in the San Leandro Planning Area. The analysis includes a summary of existing noise conditions in San Leandro, a description of noise impacts resulting from adoption of the Plan, and measures to mitigate these impacts.

SETTING

Noise is an environmental pollutant with the potential to substantially impact human health and well-being. Noise can interfere with sleep, disrupt communication and relaxation, and even have harmful physical effects such as hearing loss. Cities are required to address noise-related issues in their General Plans, primarily by promoting development patterns that recognize the sources of noise and the locations of noise-sensitive uses.

Measurement of Noise

Human perception of noise is defined in **decibels (dB)**. Decibels are measured on a logarithmic scale, which means that each increase of 10 dB is equivalent to a doubling in loudness. The measurements are usually taken on an "A-weighted" scale which filters out very low and very high frequencies.

Everyday sounds range from 30 dB, which is very quiet, to almost 100 dB, which is very noisy. Above 70 dB, noise can become irritating and disruptive. When levels are sustained at 75 dB for prolonged periods, noise becomes a major source of annoyance.

Noise measurements are usually expressed with some indication of the duration of the measurement period. The measurement reflects the average noise level over the period, with adjustments sometimes made to reflect the greater sensitivity of people to noise at night. The term **Community Noise Equivalent Level** (CNEL) is used to describe the average noise level during a 24-hour period, with a penalty of 5 dB added to sound levels between 7 and 10 PM, and a penalty of 10 dB added to sound levels between 10 PM and 7 AM. The term **Day-Night Average Level** (L_{dn}) is similar, but only includes the 10 dB penalty for 10 PM - 7 AM noise. Shorter measurement durations, typically one hour, are described in **Energy Equivalent Levels** (L_{eq}), indicating the total energy contained by sound over a given sample period. Use of the longer measurement periods account for the variations in the frequency of sound levels that may occur during the day.

The US Environmental Protection Agency has suggested an exterior noise goal of 55 dB (L_{dn}) in residential areas for the protection of health and welfare. The US Department of Housing and Urban Development's exterior standard is 65 dB L_{dn}.[1] Most local governments use 60 L_{dn} as the limit for exterior noise exposure in residential areas without mitigation. This corresponds to the state requirement that all new housing with exterior noise levels exceeding this level be insulated. As a guideline, all interior noise levels should be no louder than 45 dB L_{dn}. Since the noise reduction provided by a typical house is about 15 dB, additional insulation is usually required where exterior noise exceeds 60 dB.

1 *Caltrans uses 67 dBA L_{eq} as the threshold for determining when a transportation project has a substantial noise impact on an adjacent residential area.*

Existing Noise Standards and Guidelines in San Leandro

The City's 1989 Noise Element contains a table (see Table III.L-1) which identifies the maximum exterior noise levels recommended for various uses. The Table indicates that residential uses are normally unacceptable in areas where ambient noise levels exceed 65 dB L_{dn}. It further indicates that noise mitigation may be required where noise levels are between 55 and 65 L_{dn}.

Most of the City's authority to directly regulate noise at the source pertains to stationary sources. Title 4, Chapter 1, Article 5 of the San Leandro Municipal Code effectively serves as the City's "Noise Ordinance." It restricts the hours of operation of sound amplifying equipment and further states that any noise is considered a nuisance if it disturbs a person with "normal sensibilities." The Article does not have quantified standards for acceptable levels of noise.

The City also enforces Title 24, Part 2 of the California Code of Regulations. Title 24 contains requirements for the construction of new hotels, motels, apartments, and other attached dwelling units. These requirements are intended to limit the extent of noise transmitted into habitable spaces. The standards specify the extent to which walls, doors, and floor ceiling assemblies must block or absorb sound between dwelling units. They set forth an interior standard of 45 dBA CNEL for any habitable room with all doors and windows closed. An acoustical analysis may be required to demonstrate how dwelling units have been designed to meet this interior standard where the ambient exterior noise level exceeds 60 dBA CNEL.

The City requires conditional use permits for many noise-generating uses in commercial and industrial areas. Such permits may specify hours of operation and identify noise muffling or buffering requirements. Shielding equipment may be required for construction operations, and quantifiable noise limits may be set for air conditioners, hot tubs, and other exterior noise sources. Scheduling requirements often ensure that construction activities are limited to daytime hours.

Existing Noise Sources

Excessive noise levels in San Leandro are caused primarily by traffic, trains, BART, aircraft, and industrial operations. However, noise sources may be much more localized, and may include everyday sources such as leaf blowers, barking dogs, construction activities, and sirens.

Traffic Noise. The three freeways within the City limits (I-880, I-580, and I-238) and the sizeable amount of local industrial traffic result in fairly high noise levels in many parts of San Leandro. The Nimitz Freeway (I-880) has historically been the City's greatest noise source. The freeway was built before effective noise standards were in place and has residential uses along 60 percent of its San Leandro frontage. Portions of the freeway are elevated and the proportion of trucks on the freeway is relatively high. Sound walls have substantially improved noise conditions but freeway noise remains an issue for nearby uses.

The MacArthur Freeway (I-580) has historically been less of a problem, in part due to its design, but also because of the absence of heavy truck traffic and the relatively low night-time volumes. Even so, the abutting uses are almost entirely residential and include other sensitive uses such as hospitals and schools.

Table III.L-1: Noise Compatibility Guidelines in the 1989 San Leandro General Plan

	Recommended Maximum Exterior Noise Levels, dBA (L_{dn})			
Land Use	Clearly Acceptable	Conditionally Acceptable	Normally Unacceptable	Clearly Unacceptable
Residential Single Family, Multi-family, and Mobile Homes	<55	55-65	65-70	>70
Commercial Motel, Hotel Office Restaurant/Retail	<60 <60	60-65 60-70	65-70 70-75	>70 >75
Industrial Industrial/ Manufacturing	<65	65-70	70-75	>75
Public/Quasi-Public School, Library, Church Hospital, Nursing Home Auditoria, Concert Halls, Amphitheaters Sports Arenas, Outdoor Spectator Sports	<55 <65	55-65 <60 65-70	65-70 60-65 70-75	>70 >65 >75
Open Space Playgrounds, parks, golf courses, outdoor recreation	<60	60-70	--	>70

Source: San Leandro General Plan, 1989

EXPLANATION OF TERMS:

"Clearly acceptable" noise levels are those where the specified land use is satisfactory, based on conventional construction methods and no mitigation.

"Conditionally acceptable" noise levels are those in which standard building construction would not be adequate to protect the land use. New construction may need to incorporate mitigation measures such as noise barriers, site design to protect sensitive uses, architectural design to protect noise sensitive activities, or acoustical insulation.

"Normally unacceptable" noise levels are those for which simple mitigation measures would not be adequate. If new development does proceed, a detailed analysis of noise reduction measures may be required, and substantial noise attenuation measures may need to been designed into the project.

"Clearly unacceptable" noise levels are those in which mitigation is ineffective. New construction of the specified use should not be undertaken.

Noise levels on arterial streets present more localized concerns. Some of San Leandro's surface streets carry more than 10,000 vehicles each day. Some of the City's arterials have high volumes of truck traffic, impacting nearby residential areas. Other arterials may have high volumes of bus traffic, or signalized intersections that result in frequent stops and starts. Although most arterials are located in non-residential areas, a few abut single family homes and apartments. Sound walls have mitigated some of the most egregious impacts, but many residential areas remain exposed to noise levels that exceed desirable levels.

An analysis of existing noise levels was conducted in conjunction with the General Plan Update. Ten long-term (24-hour) measurements and thirteen short-term (15-minute) measurements were conducted in June 2000. Monitoring locations included major traffic corridors, rail corridors, industrial areas, and redevelopment areas. Hourly noise levels (expressed in L_{dn}) are shown in Table III.L-2. The sampling locations are shown in Figure III.L-1.

The data presented in Table III.L-2 was used in conjunction with local traffic data to calculate noise contours along the major roadways traversing the City. Where noise level data was not gathered and traffic volumes were not available, estimates of noise levels were made by comparing traffic volumes along similar roadway segments. Adjustments to this methodology were made along I-880 to reflect the presence of sound walls in some locations. However, the contours generally do not reflect smaller-scale sound walls, fences, or landscaping along local streets or adjacent to individual homes and subdivisions. This tends to overstate the extent of noise on corridors such as Davis Street, where sound walls have been constructed in conjunction with major roadway redesign projects.

The location of noise contours is shown in Figure III.L-2. The Figure illustrates 60, 65, 70, and 75 dB L_{dn} contour lines within the City. Portions of many residential neighborhoods lie within the 60 dB L_{dn} contour line, and a substantial number of residences are within the 65 dB L_{dn} contour. The contours form bands of varying widths on either side of freeways and major arterials. The widest of these bands is located along I-580. The 65 dB L_{dn} contour extends about 400 feet from the edge of each side of I-580 and the 60 dB contour extends another 600 feet or so beyond that. The contours represent approximations only—the actual noise level at any given location would depend on a number of factors, particularly the extent of vegetation and building cover between the source and the receiver.

Sound walls have dramatically reduced the number of homes within the 65 dB contour along I-880. Computer modeling of noise conditions indicates that the 65 dB contour effectively coincides with the sound wall, while the 60 dB contour extends back about 200 feet from the edge of the freeway in most areas where sound walls are present. Other streets with high levels of ambient noise include Davis Street, Marina Boulevard, East 14th Street, Washington Avenue, San Leandro Boulevard, Hesperian Boulevard, Halcyon Drive, Doolittle Drive, Alvarado Street, Fairway Drive, Wicks/Merced Avenue and Williams Street.

The cumulative effects of vehicle traffic from multiple sources (such as intersecting freeways), and vehicle and train traffic in close proximity, makes some parts of the City particularly prone to high noise levels. Such areas include the Greenhouse Marketplace area, the Washington Avenue and San Leandro Boulevard corridors, the Davis West area, the Halcyon-Floresta neighborhoods, and some of the West San Leandro industrial district.

Table III.L-2: Summary of Noise Measurements, Year 2000

Measurements conducted explicitly for the General Plan Update

Monitoring Site	Location	Date	Duration	L_{dn} (dBA)
L-1	Corner of School St. and Russ Ave. along I-580	6/21/00-6/22/00	24 Hours	76
L-2	NE Corner of E. 14th St. and Blossom Way	6/29/00-6/30/00	24 Hours	68
L-4	Corner of Bradley St. and Baylor Av.	6/19/00-6/20/00	24 Hours	65
L-6	Thornton St. east of Alvarado St.	6/19/00-6/20/00	24 Hours	70
L-7	End of Oleander near UPRR and BART	6/19/00-6/20/00	24 Hours	71
L-9	West of UPRR and Mission Bay Trailer Park	6/21/00-6/22/00	24 Hours	74
L-10	Oakland Airport Noise Monitor at San Leandro Marina	6/21/00-6/22/00	24 Hours	61
L-11	Oakland Airport Noise Monitor at Tudor Ct.	6/21/00-6/22/00	24 Hours	63
L-13	Williams St. at Nome (near Media Copy)	6/29/00-6/30/00	24 Hours	63
L-14	139 St. at Rose (near Ghirardelli)	6/19/00-6/20/00	24 Hours	62
S-1	Davis St. west of Timothy Dr.	6/22/2000	15 Minutes	69
S-3	Wallace St. at Timothy Dr.	6/22/2000	15 Minutes	65
S-12	Doolittle Dr. at Farallon Dr.	6/22/2000	15 Minutes	68
S-15	Burrell Field at I-880	6/21/2000	15 Minutes	76
S-16	San Leandro Blvd. south of Marina Blvd.	6/21/2000	15 Minutes	73
S-17	Doolittle Drive at W. Ave. 135	6/21/2000	15 Minutes	68
S-18	Washington Ave at Springlake Dr.	6/21/2000	15 Minutes	69
S-19	San Leandro Blvd. north of Davis St.	6/21/2000	15 Minutes	71
S-20	E. 14th St. south of Durant Ave.	6/21/2000	15 Minutes	69
S-22	E. 14th St. at 135th Ave.	6/21/2000	15 Minutes	68
S-24	Halcyon Dr. near BART	6/21/2000	15 Minutes	70
S-26	North end of Alvarado St.	6/21/2000	15 Minutes	66
S-27	MacArthur Blvd. near I-580	6/21/2000	15 Minutes	72

Source: Illingworth and Rodkin, 2000

Additional Sites Monitored for the West San Leandro/MacArthur Blvd. Redevelopment Area EIR

Site	Location	Date	Duration	L_{dn} (dBA)
A	Collier Dr. at Estudillo Ave.	2/4/99-2/5/99	24 Hours	71
B	Herma Ct. at Victoria Ave.	2/4/99-2/5/99	24 Hours	65
C	End of McCormick St.	2/4/99-2/5/99	24 Hours	71
D	Corner of Williams St. and Aurora Dr.	2/4/99-2/5/99	24 Hours	71
E	Corner of Miller St. and Factor Ave.	2/4/99	15 Minutes	62
F	Menlo St. at W. Ave. 134	2/4/99	15 Minutes	57
G	Yamato's Fish Company (I-880)	2/4/99	15 Minutes	67
H	Corner of Dowling and MacArthur Blvd.	2/4/99	15 Minutes	67

Source: West San Leandro/MacArthur Redevelopment Plan EIR, 1999

Insert Figure III.L-1: Sampling Locations

Insert Figure III.L-2: 2000 Noise Contours

Railroad Noise. There are three Union Pacific railroad rights of way crossing San Leandro along north-south alignments. Each of these rail lines impacts adjacent uses to varying degrees. A typical train travelling at 25 MPH may produce noise levels which exceed 95 dBA at 100 feet. Train horns may approach 110 dBA. Brakes, coupling impacts, and crossing guard warnings are additional common sources of noise along a railroad corridor. Together, these sources create the potential for serious noise problems along railroad rights-of-way.

The westernmost rail line in the City abuts several residential areas, including Davis West, Mulford Gardens, Marina Vista, Mission Bay, and Heron Bay. Both freight and AMTRAK trains use this corridor, and train speeds may exceed 55 miles per hour on the southern section of track. Sound walls buffer many of the neighborhoods abutting these tracks, reducing noise levels but not eliminating them entirely. Figure III.L-2 indicates that the 65 dB L_{dn} contour extends an average of 200 feet back from either side of the railroad tracks.

The other two rail lines are parallel and close together, contributing to cumulatively higher noise levels on the properties between them. BART creates an additional noise source along the easterly line. Noise levels exceed 70 dB L_{dn} on many of the properties along these corridors and exceed 65 dB L_{dn} on much of the land between the parallel tracks. The 65 dB contours define an area over a mile long and 1,200 to 1,500 feet wide through central San Leandro. Further south, these contours encompass a large number of homes and apartments in the neighborhoods between Washington Avenue and Hesperian Boulevard.

The elevated BART tracks traverse Central San Leandro, abutting the Best Manor, Farrelly Pond, Downtown, Halcyon, and Washington Square neighborhoods. The tracks are elevated 25 to 30 feet above grade. BART trains through San Leandro are frequent, with about 12 trains an hour passing through the City on a typical weekday. A typical BART train produces 85 dBA noise level at a distance of 100 feet from the tracks. Noise levels are lower in the immediate vicinity of the stations, due to the slower speeds of approaching and departing trains.

Oakland Airport. Overflight noise is a major issue in San Leandro due to the City's proximity to Oakland International Airport. Residential areas in San Leandro are located just over a mile from the end of the airport runways. Although flights to and from other airports (including San Francisco International and Hayward) may pass over San Leandro, they comprise a relatively small part of the ambient noise environment in the City.[2]

Oakland International Airport is subdivided into North and South airfields. The North Field contains three runways (9L/27R, 9R/27L, and 11/33), as well as general aviation, maintenance, and some cargo facilities. The South Field includes the commercial passenger runways (11/29) and most cargo facilities. The relationships of the flight paths associated with these runways to San Leandro is shown in Figure III.L-3. The flight path impacting San Leandro most directly is associated with Runway 27R at the North Field. The flight path passes over a mostly industrial area in West San Leandro but also crosses the Timothy Drive residential area and the Marina Square vicinity. Flight directions are reversed due to inclement weather approximately 11 percent of the time.

2 The Revised DEIS for the Airport Development Plan (September, 2000) estimated that San Francisco International Airport air traffic added about 0.4 dB to the ambient noise levels over San Leandro. This increment is generally considered imperceptible in environmental impact analysis.

Insert Figure III.L-3: Flight paths and noise

The City is also impacted by commercial flights using Runway 11/29. Although planes taking off and landing on this runway do not pass directly over San Leandro, the area between the runway and the San Leandro shoreline is open water, providing few opportunities for sound to be absorbed. Consequently, the San Leandro Marina and the Neptune Drive residential area are subject to relatively high noise levels.

Noise associated with Airport operations is measured using CNEL readings. Figure III.L-3 illustrates the location of the Year 2000 65 dB CNEL contours associated with the North and South Fields. The contour boundary provides the basis for the Federal Aviation Administration's (FAA) determination of local agency eligibility for federal grant money for noise insulation. Similarly, the State of California uses the 65 CNEL contour as the "Noise Impact Boundary". Under State Airport Noise Standards the airport operator is required to either ensure that land uses within this boundary are compatible with noise levels or secure a variance from Caltrans. The 65 dB contour is also used by the Alameda County Airport Land Use Commission in determining the compatibility of proposed land uses with ambient noise levels.

The State of California has deemed residential uses within the 65 dB CNEL contour incompatible unless the following conditions are met:

- an avigation easement has been acquired by the airport.
- the dwelling unit pre-dates 1989 and has interior noise levels of 45 dB or less in all habitable rooms.
- the residence is a high-rise apartment or condominium with an interior CNEL of 45 dB or less.
- the airport proprietor has made a genuine effort to treat affected residences, but the owners have refused to participate in the program.
- the airport proprietor owns the residence.

Recent noise contour data indicates that the number of residences within the 65 dB contour has declined substantially during the last five years. In 1994, the Port of Oakland determined that 1,039 residences were located within areas experiencing greater than 65 dB CNEL.[3] Of this number, 28 residences were in San Leandro and 1,011 were on Bay Farm Island in Alameda. The San Leandro residences were generally located along Neptune Drive and were impacted by noise associated with Runway 29/11. By 1999, the Port estimated that only 166 residences remained within the 65 dB CNEL, none of which were in San Leandro. Much of the reduced noise exposure may be attributed to the federally-mandated replacement of "Stage 2" aircraft with quieter "Stage 3" aircraft.

Residences within the 60-65 dB CNEL contour also may experience annoying noise levels associated with overflights, landings, and takeoffs. In 1994, the Port estimated that there were 550 San Leandro residences (with approximately 1,300 occupants) within this contour. Data for 1999 indicates that the number San Leandro residences between the 60 dB and 65 dB contours has diminished to zero.

The Port of Oakland indicates that the most frequent source of noise complaints associated with airport operations pertain to general aviation (e.g., non-commercial) aircraft. Common sources of complaints include late night departures at the South Field and early morning departures from the North Field.

3 *1994 is the baseline year used by the September 2000 FAA Revised Draft Environmental Impact Statement for the Airport Development Plan. Updated data was published by Brown-Buntin associates on September 29, 2000.*

Airport Noise Abatement Program. The Port of Oakland has been implementing a Noise Compatibility Program (NCP) for Oakland Airport since the 1970s. At the North Field, the Port prohibits certain types of aircraft from departing and arriving, requires particular flight tracks, and encourages training flights to take place between 7 AM and 10 PM. At the South Field, pilots are advised to turn left after taking off during night time hours to avoid impacts to residences in Alameda. At both fields, engine run-ups are prohibited between 11 PM and 7 AM without prior approval by the Airport Manager.

In 1988, the Port completed a Federal Aviation Regulation (FAR) Part 150 Study, providing further guidance in the mitigation of noise impacts. In 1990, a permanent noise monitoring system was implemented pursuant to this Study. Six of the thirteen monitoring locations are in San Leandro, including devices at John Muir Middle School, Madison School, Garfield School, the San Leandro Marina, Davis West (Tudor Ct.), and Doolittle Drive just north of Davis Street.

Additional noise mitigation programs are specified in a Settlement Agreement reached between the City of San Leandro and the Port of Oakland in November 2000. The Agreement prohibits the Airport from allowing large or heavy commercial passenger aircraft on the North Field, except during emergencies and periods when the main runway is closed for maintenance or repair. It also commits the Port to provide funds to the City for the insulation of up to 200 homes in San Leandro, including double paned windows and weather stripping. The Agreement includes provisions to insulate additional homes in the event the North Field Runway policy is changed. It requires a noise study and insulation of the Mulford Branch Library, and addresses several other topics related to airport operations.

Stationary Noise Sources. Stationary noise sources in the City include industrial activities, commercial activities, construction and demolition, and household appliances and equipment. Cities can exercise more control over these sources than the mobile sources described above, usually through land use regulations (including conditional use permits) and noise ordinances.

Many uses in San Leandro's industrial areas generate noise in their regular operations. Generators, fans, chillers, boilers, air compressors, pumps, and air conditioning systems may run 24 hours a day in some locations. Other sources, such as horns, buzzers, and off-loading, may be more intermittent. Industrial noise sources are of greatest concern when they are close to sensitive receptors, particularly residential uses. This occurs in some West San Leandro neighborhoods, and to a lesser degree on the perimeter of the South-of-Marina and Alvarado corridor industrial areas. Noise monitors indicate noise levels exceeding 60 dB L_{dn} in many of the city's industrial areas and even exceeding 70 dB L_{dn} where other significant noise sources (such as railroad tracks or freeways) are present.

Noise associated with commercial uses, such as restaurants, bars, and car washes, may result from sources similar to those in industrial areas. Because such uses are more likely to abut residential uses, even greater sensitivity to noise control may be required.

Most residential noise sources are associated with home appliances, yard maintenance equipment, air conditioners, and power tools. Loud music, talking, or barking dogs or may also be the cause of complaints.

Construction and demolition noise may occur anywhere in the city. Although it is temporary and intermittent, it can be particularly intrusive because of the very high output. For instance, at a distance of

50 feet, a pile driver may generate noise levels exceeding 100 dBA and a jackhammer may generate noise levels of 88 dBA. The percussive (pounding) nature of construction equipment can exacerbate the potential to disturb persons nearby.

Existing Sensitive Receptors

Given the potential for noise to have psychological and physiological impacts, some land uses are considered to be more sensitive to ambient noise levels than others. Schools, child care centers, hospitals, and nursing homes are all considered noise-sensitive, as are residential areas. Certain types of recreational areas may be also be considered noise-sensitive. The 1989 General Plan also identified concert halls, libraries, churches, and auditoriums as noise-sensitive uses. However, it concluded that mitigation efforts should emphasize hospitals and schools, due to the nature of the activities occurring within.

About 50 percent of San Leandro's land area is developed with residential uses. Given the location of many residential areas adjacent to freeways, railroads, industrial uses, and even the airport approach paths, there is a very high propensity for noise impacts on sensitive uses in the City.

SIGNIFICANCE CRITERIA

According to the State CEQA Guidelines, a project would normally have a significant effect on the environment if it would "substantially increase the ambient noise levels for adjoining areas." A significant impact also would occur if the project exposed existing "noise-sensitive uses" to exterior noise levels of 65 dB CNEL or more, regardless of the source (noise-sensitive uses would include residential areas, schools, libraries, churches, hospitals and other public and semi-public activities). Finally, a significant impact also would result if the project resulted in the development of new noise-sensitive uses within the current or projected 65 dB CNEL contour.

The first of these criteria—a "substantial" increase in ambient noise levels—typically corresponds to a 5 dBA increase. Acoustical studies indicate that most people do not perceive increases of less than 3 dBA. A 5 dBA increase is usually necessary to trigger a noticeable change and is likely to cause an adverse community response.

IMPACTS AND MITIGATION MEASURES

An analysis of the noise impacts that could result from adoption of the new San Leandro General Plan is complicated by the large number of external noise sources impacting the community. These sources, particularly Oakland Airport and the freeways, will impact the local noise environment whether or not the Plan is adopted. Consequently, much of the EIR assessment focuses on the extent to which General Plan-related development may be impacted by noise sources that are beyond local control, and the steps that can be taken to provide effective mitigation. Overall, the Plan will have a positive impact on noise by introducing new and more aggressive programs to mitigate the impacts of noise on the community.

The proposed General Plan includes new noise compatibility standards that would replace those contained in the existing (1989) General Plan. These are included in Table III.L-3. The proposed standards vary from the current standards for a number of uses.

The most notable change is that residential uses in the 55-60 dB band would be considered "acceptable" rather than "conditionally acceptable." This is consistent with planning practice throughout California and acknowledges the relatively high levels of noise in an urbanized community such as San Leandro. Residential uses would remain "unacceptable" in areas over 70 dB. Commercial uses would be considered "acceptable" rather than "conditionally acceptable" in the 60-65 dB band. Two types of industrial uses have been identified in the proposed standards; industry within 500 feet of a residential area would be subject to a higher standard than other industry.

Table III.L-3: Proposed Noise Compatibility Standards for San Leandro Land Uses

	Exterior Noise Exposure (Ldn or CNEL, dB)						
Land Use Type	**>55**	**55-60**	**60-65**	**65-70**	**70-75**	**75-80**	**>80**
Single- and Multi-Family Residential, and Mobile Homes							
Outdoor Sports and Recreation, Neighborhood Parks and Playgrounds							
Schools, Libraries, Museums, Hospitals, Personal Care							
Offices, Retail/Service Commercial, Restaurants, Hotels/Motels							
Auditoriums, Concert Halls, and Amphitheaters							
Industrial and Manufacturing within 500 feet of a residentially zoned area							
Other Industrial and Manufacturing							

Source: Draft 2001 San Leandro General Plan

Normally Acceptable
Specified land use is satisfactory, based on the assumption that any buildings involved are of conventional construction, without any special noise insulating requirements.

Conditionally Acceptable
Specified land use may be permitted only after detailed analysis of the noise reduction requirements and needed noise insulation features included in the design.

Normally Unacceptable
New development should generally not be undertaken because mitigation is usually not feasible to comply with General Plan policies.

INCREASED TRAFFIC NOISE

Impact L1: Traffic associated with future development in and around San Leandro would cause noise levels to increase on the freeways and along some local streets. However, the increase at any given location would be less than 5 dBA CNEL and would therefore be below the threshold of noise significance. This is a less than significant impact.

As indicated in the "Transportation" section of the EIR, traffic volumes are projected to increase on many San Leandro streets during the next 15 years, with the greatest increases projected along Alvarado Street, San Leandro Boulevard, Davis Street, Washington Avenue, Fairway Drive, and Marina Boulevard (east of I-880). Most of these streets are abutted by industrial and commercial uses.

Peak hour traffic increases on the freeways will be in the range of about 10 percent. The effects of this increase on noise levels for properties near the freeways will be minimal. Along I-580, increases are likely to be mitigated by new sound walls, which are currently under study by Caltrans. These walls would significantly reduce the number of homes within the 65 dB contours in the eastern part of the City. Along I-880, there would be no discernible change due to the existing sound walls.

Although the General Plan proposes a number of changes to the San Leandro street system, these changes would not significantly change ambient noise levels. In fact, most of the changes (including the Aurora, Neptune, and Polvorosa design changes in West San Leandro) are specifically intended to reduce noise impacts on residential areas. The General Plan also addresses noise associated with the proposed Westgate Parkway extension, noting that the street should be designed to minimize noise impacts on the Timothy Drive neighborhood. The Plan raises the possibility of an easterly extension of Aladdin Avenue. This extension would be subject to subsequent environmental studies, including a noise analysis. Adjacent uses are industrial, however, and minimal impacts to residential areas and other sensitive receptors would be expected.

Figure III.L-4 indicates projected noise contours in 2015, based on traffic volumes and projected changes in air traffic at Oakland International Airport.[4] The ambient noise levels along the busiest San Leandro streets would increase by less than 2 dBA, which is below the level considered perceptible to the human ear. There would be virtually no change to the 65, 70, and 75 dB contours resulting from General Plan-related development. Changes to the 60 dB contour would occur along East 14th Street, Marina Boulevard, Washington Avenue, Fairway Drive, Doolittle Drive, Wicks Boulevard, Williams Street, and Alvarado Street. Again, the changes would be imperceptible, with the contour moving from no more than 60 feet back from its current location.

The Plan itself prescribes a number of strategies for reducing existing transportation-related noise (see discussion below under Impact L2). These strategies will further reduce impacts resulting from additional traffic, ensuring that this impact will be less than significant.

Mitigation Measure L1: None required.

4 Appendix F of the EIR provides more detailed mapping of 2000 and 2015 noise contours in the City.

Insert Figure III.L-4: 2015 Noise Contours

INCREASED DEVELOPMENT WITHIN NOISE-IMPACTED AREAS

Impact L2: The General Plan encourages additional residential development around the BART Station, along transit-served corridor streets, and in other areas where the ambient noise level is 65 dB CNEL or greater. This exceeds the maximum exterior noise level recommended for residential construction. Policies and actions in the General Plan specifically address this issue and ensure that each subsequent project includes mitigation to reduce impacts to less than significant levels.

Some of the housing units accommodated by the General Plan are located in areas where the ambient noise levels exceed 65 dBA, and a majority of units would be are in areas where the ambient noise level is between 60 and 70 dBA. These areas include the entire Cherrywood development, the high density housing site east of the Downtown BART Station, residential sites along Halcyon Drive (adjacent to Kraft), the entire San Leandro Boulevard corridor, and most of the MacArthur, East 14th Street, and Washington Avenue corridors. Construction of housing in these areas would result in a larger number of residents potentially exposed to high noise levels.

Policy 35.01 of the General Plan requires acoustical studies and noise mitigation measures for any project located in an area that exceeds the noise compatibility guidelines listed in Table III.L-3. This requirement, coupled with the following proposed policies and actions, will reduce the potential for adverse impacts:

Policy 35.02: *As required by the State of California, ensure that interior noise levels in new residential construction do not exceed 45 dB L_{dn}. For non-residential construction, the acceptable interior noise levels should be determined on a case by case basis, depending on the type of activity proposed.*

Policy 35.06: *In the event that new housing is constructed in areas that exceed normally acceptable noise levels, require project design and construction measures that minimize noise intrusion.*

Policy 36.02: *Where feasible and appropriate, develop and implement noise reduction measures when undertaking improvements, extensions, or design changes to San Leandro streets.*

Policy 36.03: *Require new development or redevelopment near freeways, arterials, BART, and major bus routes to incorporate site planning and architectural design measures that reduce the exposure of future building occupants to traffic noise.*

Policy 36.01: *Encourage BART and AC Transit to develop and apply noise-reduction technologies that reduce the noise impacts associated with BART trains and bus traffic.*

Policy 36.06: *Work with local transportation agencies, including Caltrans and the Alameda County Management Agency, to mitigate noise from Interstates 880, 580, and 238. Encourage these agencies to pursue a variety of measures, such as landscaping, berms, pavement changes, and sound walls to reduce the noise impacts of local freeways.*

Implementation of the above policies will ensure that noise mitigation measures are included in future projects. More specific measures will be needed for subsequent residential projects in high noise areas.

Mitigation Measure L2: None required.

EXPOSURE TO AIRPORT NOISE

Impact L3: The Plan does not propose any additional residential development within the projected 65 dB CNEL contours of Oakland International Airport. However, some of the housing accommodated by the Plan may experience single event flyovers exceeding 65 dB. Residents in these areas could experience occasional annoying levels of noise associated with overflights. This is a less than significant impact due to the small amount of housing planned within flight path and the ongoing efforts by the City and Port of Oakland to create a more compatible noise environment.

The Port of Oakland's Airport Development Program (ADP) provides for the expansion of Terminals 1 and 2, construction of a new cross-airport roadway, construction of aircraft support facilities, development of additional cargo facilities, and widening of taxiways. The Port projects that 17.2 million annual passengers will use the airport by 2010, an increase of 74 percent from the 1999 volume of 9.9 million passengers. Cargo operations are presumed to increase from 754,000 tons in 1999 to 2.1 million tons in 2010.

No runway reconfigurations, additions, or extensions are proposed as part of the ADP. However, the number of aircraft operations on the runways is projected to increase substantially. Total operations at the North Field are projected to increase from 321,000 in 1999 to 422,000 by 2010. Despite the shift to quieter aircraft among large commercial planes, these increases create the potential for changes in the ambient noise environment within the flight paths.

Figure III.L-4 indicates the projected airport noise contours in 2010, based on the Revised DEIS for the ADP prepared by the Federal Aviation Administration (FAA) in September 2000. The FAA's projections indicate that the 65 dB contour will encompass fewer properties within San Leandro by 2010 than it did in 1994, while the 60 dB contour will shift south, impacting a larger swath of the West San Leandro industrial area. The projections indicate that the number of San Leandro residences located above the 65 dB CNEL contour will continue to be zero. The number of residences between the 60 and 65 dB CNEL contours in 2010 is projected to be 194. As mentioned earlier, the Port will provide funding for noise insulation for these residences pursuant to a Settlement Agreement reached with the City of San Leandro in November 2000. All of the homes are existing; no new residential uses are planned within the 60-65 dB CNEL area.

Despite the lower projected *average* noise levels, the increased frequency of overflights could become a greater source of annoyance in the future in some San Leandro neighborhoods. Many San Leandro residents are already impacted by single event flyovers which exceed 65 dB, but which do not cumulatively create a 65 dB CNEL noise environment. Such effects may be experienced beyond the airport noise contours mapped by the Port of Oakland, in neighborhoods such as Floresta Gardens and Washington Square. One of the housing sites identified by the General Plan—located on Halcyon Drive just east of Kraft Foods—is located in such an area.

The City continues to work with the Port of Oakland to mitigate the effects of single event flyovers and ensure that an acceptable noise environment is sustained (or restored) in the City. The following policies and programs have been included in the General Plan to address impacts associated with airport expansion:

Policy 37.01 *Actively and aggressively participate in forums and discussions regarding operations and expansion plans for Oakland International Airport. Seek local representation on task forces, commissions, and advisory boards established to guide airport policies and programs.*

Policy 37.02 *Pursue mitigation of airport noise impacts to the fullest extent possible. Support and advocate for operational practices, changes to aircraft, new technologies, and physical improvements that would reduce the number of properties in San Leandro that are impacted by noise.*

Policy 37.03 *Ensure that any changes to airport operations that would potentially result in higher noise levels in San Leandro incorporate comprehensive noise mitigation measures, even when the impacts will be of limited duration. To the greatest extent feasible, any changes in airport activity should avoid impacts to noise sensitive uses such as residential areas and schools.*

Policy 37.04 *Encourage the Port of Oakland to undertake noise abatement and mitigation programs that are based not only on the airport's noise contour maps, but that consider other factors such as the frequency of overflights, the altitude of aircraft, and the hours of operation.*

Policy 37.05 *Strongly discourage any long-range plans that would extend the runways at the North Field (27 L/R and 9 L/R), or increase the use of the North Field for cargo jets or commercial passenger airlines, except as required for emergencies and periodic maintenance procedures.*

Policy 37.06 *Regulate land uses within designated airport safety zones, height referral areas, and noise compatibility zones to minimize the possibility of future noise conflicts and accident hazards.*

Action 37.02-A *Implement the terms of the Settlement Agreement between the City of San Leandro and the Port of Oakland dated November 7, 2000 regarding noise insulation, runway use, easements, and other matters pertaining to current and future operations at Oakland International Airport.*

Action 37.02-B *Continue to work with the Port on expansion of the residential sound insulation program.*

Action 37.08-A *Continue to work with the Port on expanding the Noise Compatibility Program for the airport, including limits on the time of operations, modifications to approach and take-off patterns, and the monitoring of noise levels at additional locations in and around San Leandro.*

Mitigation Measure L3: None required.

NEW STATIONARY NOISE SOURCES

Impact L4: Future industrial and commercial development consistent with the General Plan could include mechanical and ventilation equipment, truck loading and unloading operations, air conditioning systems, and other activities which would create noise in nearby residential areas. This is a less than significant impact because of policies and actions in the Draft Plan specifically addressing stationary noise sources.

The General Plan encourages new industrial development in the West San Leandro, South of Marina, and mid-Washington Avenue areas. Some of these areas are immediately adjacent to residential neighborhoods. Although the General Plan proposes buffer zones between housing and heavier industrial uses, some of the uses permitted within these buffers may be capable of generating annoying noise levels.

Moreover, the Plan specifically identifies "live-work" projects as a desirable buffer land use. Residents of live-work projects may be exposed to higher noise levels than would be acceptable in conventional residential areas. At the same time, noise complaints by the residents of live-work projects could create hardships for local businesses and industries within buffer areas.

The Plan also proposes mixed use development and more intense commercial and residential uses along major corridor streets, including East 14th Street, Washington Avenue, and San Leandro Boulevard, and MacArthur Boulevard. Projects along these streets could include restaurants, entertainment venues, and other activities which generate noise impacting adjacent residential areas. Moreover, noise associated with delivery trucks, garbage trucks, parking cars, dumpsters, refrigeration units, and other commercial activities and appurtenances also creates the potential for off-site impacts. Within mixed use projects, the possibility for internal noise conflicts may exist as a result of housing locating over or adjacent to noise-generating uses such as bars or night clubs.

The General Plan recognizes the potential for such conflicts and includes the following policies and actions to mitigate potential impacts:

Policy 35.05 *Discourage noise-sensitive uses such as hospitals, schools, and rest homes from locating in areas with very high noise levels. Conversely, discourage new uses likely to produce high levels of noise from locating in areas where noise-sensitive uses would be impacted.*

Policy 35.07 *Encourage local businesses to reduce noise impacts on the community by replacing excessively noisy equipment and machinery, applying noise-reduction technology, and following operating procedures that limit the potential for conflicts.*

Policy 35.08 *Continue to respond promptly and effectively to local noise complaints and noise problems, enforcing City codes and ordinances as necessary to ensure that a peaceful environment is maintained.*

Action 35.05-A When approving development or issuing conditional use permits, establish conditions of approval (including construction hours and operating hours) that minimize the potential for noise impacts on nearby properties.

Action 35.08-A Amend the San Leandro Noise Ordinance with the objective of establishing residential "quiet hours" and identifying the types of noise sources to be restricted during these hours. The ordinance should establish fines and penalties for violations and should deal with specific problem activities such as the use of loud machinery and equipment in and around residential areas.

The above policies and actions will reduce General Plan noise impacts to a less than significant level. However, follow-up acoustical studies and mitigation measures may still be required for industrial, commercial, and mixed use projects that adjoin residential areas.

Mitigation Measure L4: None required.

CONSTRUCTION IMPACTS

Impact L5: Development consistent with the General Plan could result in construction-related noise impacts. This is a potentially significant impact that will be mitigated to a less than significant level by General Plan policy and the measure listed below.

New development or rehabilitation of existing commercial and residential buildings could result in temporary increases in noise associated with project construction. Noise could also be generated by the upgrading of infrastructure, construction of roads and transit facilities, and development of utilities within new development sites. The potential for adverse impacts would be greatest where development sites abut sensitive receptors such as housing and schools. Such sites exist along the East 14th, MacArthur, and Washington corridors, around the BART Station, and along the edges of the City's industrial districts.

Construction noise is a short-term impact. It is typically regulated through permit conditions and is also subject to the noise limitations specified by the City's municipal code. The General Plan includes the following action to address this impact:

Action 35.05-A When approving development or issuing conditional use permits, establish conditions of approval (including construction hours and operating hours) that minimize the potential for noise impacts on nearby properties.

Because this action is fairly general, the following mitigation measure has been developed:

Mitigation Measure L5: Review all future projects for their potential to generate construction noise prior to the issuance of building permits. Require appropriate measures to reduce such noise to acceptable levels, such as limits on the hours of construction, traffic routing, notification of neighbors, and types of equipment used.

Impact L5 Level of Significance After Mitigation: Less than Significant.

III.M HAZARDOUS MATERIALS

This section of the EIR describes existing hazardous materials in San Leandro, the potential for the General Plan to disturb these materials and introduce new hazardous materials, and mitigation measures to address any significant adverse impacts.

SETTING

To provide an assessment of the potential presence of hazardous substances in San Leandro, this section includes:

- a general review of the hazardous materials regulatory framework and worker health and safety requirements;
- a discussion of the general issues of concern with regard to hazardous substances;
- a discussion of the potential sources of hazardous materials and the types of businesses that generate hazardous wastes;
- identification of known or suspected sites where contamination of soils or groundwater by hazardous substances may exist; and
- discussion of the potential presence of hazardous building materials within the City.

This information is not intended to provide detailed site-specific information regarding contaminated sites or remediation efforts. Rather, it serves as a basis for determining potential program-level impacts associated with adopting the General Plan.

Regulatory Framework and Planning Considerations

Hazardous substances are extensively regulated by federal, state, regional, and local regulations with the objective of protecting public health and the environment. These regulations define hazardous substances; establish reporting requirements; set guidelines for the handling, storage, transport, remediation and disposal of hazardous wastes; and require health and safety provisions for workers and the public. Regulatory agencies also maintain lists of sites that are permitted for hazardous substance use (hazardous waste generators, underground storage tank sites, or above ground storage tank sites) as well as lists of environmental cases where a release of hazardous substances may have occurred.

Hazardous materials are defined in Title 19 of the *California Code of Regulations*. They are grouped into four general categories based on their properties. They can be classified as *toxic* (causes human health effects), *ignitable* (has the ability to burn), *corrosive* (causes severe burns or damage materials), or *reactive* (causes explosions or generates toxic gases). Federal regulations regarding the classification of hazardous wastes are contained in Title 40 of the *Code of Federal Regulations*, Part 264. They are similar to the California regulations but are less stringent in some cases.

The major agencies enforcing hazardous substance regulations in San Leandro include: the U.S. Environmental Protection Agency (federal); the Department of Toxic Substances Control and the Regional Water Quality Control Board (state); the Bay Area Air Quality Management District (regional); the San Leandro Environmental Services Division (local); and the Alameda County Fire Department (local). Alameda County maintains a Hazardous Waste Management Plan with guidelines for hazardous waste reduction, hazardous waste facility siting, public education and involvement, and program

coordination with regulatory requirements. In addition, the State provides guidelines for establishing adequate separation between sensitive receptors and hazardous materials and waste sources. Appendix E presents a description of the major hazardous materials regulations and the agencies implementing them. Workplace safety regulations are enforced by the Occupational Health and Safety Administration (federal) and the California Occupational Health and Safety Administration (state); these regulations are also summarized in Appendix E.

The State of California transferred administration and enforcement of major environmental programs to local agencies in 1996 in accordance with Senate Bill 1082 (Health and Safety Code 25404). The local agencies under this legislation are known as Certified Unified Program Agencies (CUPAs). The purpose of this legislation was to simplify environmental reporting by streamlining the number of regulatory agency contacts a facility must maintain, and by requiring the use of more standardized forms and reports.

The City of San Leandro Environmental Services Division is the CUPA for San Leandro. As such, this department regulates the storage, use, treatment, and disposal of hazardous materials and wastes within the City. State CUPA programs for which the Environmental Services Division is responsible include the:

- Hazardous Materials Business Plan (HMBP) program;
- Hazardous waste generator program;
- California Accidental Release Program (CalARP);
- Above ground petroleum storage tank program;
- Underground tank program; and
- Tiered Permitting for on-site hazardous waste treatment.

Regulations relevant to these programs are further discussed in Appendix E. In addition, the Environmental Services Division is responsible for:

- Enforcement of the hazardous materials requirements of the Uniform Fire Code;
- Oversight of the investigation and remediation of contaminated sites;
- Response to citizen's complaints; and
- Technical, investigative, and site cleanup services for hazardous materials incidents.

Issues of Concern

Hazardous substances are used throughout San Leandro and are present in some of the building materials historically used in construction. If improperly handled, these substances can result in public health hazards through release to soil or groundwater or through airborne releases in vapors, fumes or dust. Even if handled in accordance with applicable regulations, hazardous substances could present a health risk to the surrounding population if released during an accident or emergency.

Where a chemical release is discovered, a site becomes an *environmental case* and is subject to regulatory oversight to comply with applicable hazardous materials regulations. Such cases could require investigation and possibly remediation to ensure that chemical concentrations in the soil and/or groundwater are acceptable for the land use at that site. Depending on the chemical concentrations left in place, there could be restrictions on the types of uses that would be appropriate for future development. Also, any contaminated materials left in place could pose a public health hazard if disturbed during

construction and could require special disposal requirements if removed from the site and characterized as a hazardous waste. [1]

For development sites with a documented chemical release or a history of hazardous materials use or hazardous building materials, it is usually necessary to complete a "Phase I" environmental assessment to identify such materials prior to construction. Depending on the results, it may be necessary to conduct a Phase II assessment, which includes soil and/or groundwater sampling to investigate the potential occurrence of hazardous substances. Depending on the chemical concentrations present, remediation could be required prior to approval or construction of a project. Abatement of hazardous building materials could also be required.

Potential Sources of Hazardous Materials

Potential sources of hazardous substances within San Leandro include sites with historic or existing use of hazardous materials as well as identified environmental cases. There are also four major groundwater plumes in San Leandro that are undergoing additional characterization and/or remediation. The current status of the cases and plumes is described below.

Existing and Historic Land Uses. The extensive regulation of hazardous substances is a relatively recent phenomenon. As a result, previous handling, storage and management practices may have resulted in chemical releases that were previously unidentified. The discussion below focuses on the most common types of hazardous substances that likely occur within San Leandro, primarily associated with industrial or commercial land uses. Hazardous substances such as pesticides could also be associated with historic agricultural or nursery uses.

The hazardous substances commonly used in industrial and commercial areas include solvents, degreasers, and industrial process chemicals. These can be toxic to human health and the environment even at low concentrations. Storage and handling of these chemicals over extended periods increases the likelihood of spillage or accidents which could present potential public health and environmental health hazards. Prior to regulation, industrial discharges -- whether intentional, inadvertent or accidental -- were common sources of water and soil pollution.

Mechanical accidents and accidental spillage during transport and handling could also expose workers or the community to hazardous substances. In addition, there are fire and explosive hazards associated with the storage and use of some hazardous substances. This requires the local emergency response agency to inventory the hazardous substances used and appropriately plan for a chemical emergency at facilities that handle hazardous substances.

Historic Underground Storage Tanks. Leaking underground storage tanks are a common source of soil and groundwater contamination. Underground storage tanks have historically been used in a wide variety

1 Regulatory agencies require clean up of ground water and soil to approved health-based clean up levels that are based on current or expected land uses. These clean up levels would typically be different for an industrial site than a residential site (i.e., higher concentration of residual contaminant would be allowed to be left in place at an industrial site than a residential site). If a site was cleaned up to less stringent levels based on planned industrial uses, there would likely be restrictions on the future development for other land uses without additional remediation or risk management measures to prevent contact with the hazardous substances.

of industries for storage of gasoline, diesel, waste oils, solvents, and other chemicals. Prior to regulation in the 1980s, underground tanks were typically not monitored or provided with secondary containment. If a tank leaked, the contents could migrate to the soil, and if undetected, could result in a chemical release to the groundwater.

Underground storage tanks without regulatory permits may be present at sites where use of the tank was discontinued before monitoring requirements were implemented in the 1980s. These unpermitted tanks may have experienced a release of chemicals that has previously gone undetected. Since there is no agency tracking of these sites, it may be necessary in some areas to perform a detailed review of site history to identify whether there may be an unpermitted and defunct storage tank present.

Permitted Handling of Hazardous Substances. A computerized data base search was conducted to identify sites in San Leandro with permitted underground storage tanks, above ground petroleum storage tanks, and permits to handle hazardous wastes under the federal Resource Conservation and Recovery Act (RCRA) (Vista Information Solutions, 2000). Identification of a site in one of these databases indicates that there is the potential for hazardous substances to be present but does not mean that contamination has occurred.

Current underground storage tank and hazardous substance handling regulations generally require safe handling and disposal of hazardous substances, which would reduce the risk for a chemical release to occur as a result of handling and/or disposal practices. However, these sites are potential sources of hazardous substances because accidental releases or incidental leakage or spillage may have gone undetected in the past. The potential for a release would depend upon numerous factors, such as the type of business, type(s) and quantities of hazardous substances, handling and management practices, control and spill containment systems, adequacy of accident prevention and safety programs, training programs and emergency response plans, and adjacent land uses.

Individual permitted sites are identified in Table E-2 in Appendix E with a description of the databases reviewed. The location of each site is shown on Figure III.M-1. The database search identified 232 sites with permitted underground storage tanks, 6 sites with permitted above ground petroleum storage tanks, and 192 RCRA permitted hazardous waste generators within San Leandro.

Environmental Cases and Groundwater Plumes

Environmental Cases. A computerized data base search was conducted to identify cases within San Leandro where the regulatory agencies either suspect or have confirmed a chemical release of hazardous substances to the soil and/or groundwater. The specific sites are summarized in Table E-2 in Appendix E, along with a description of the databases searched. The location of each site identified is shown on Figure III.M-2 and a summary of the number of sites identified is included in Table III.M-1.

Where an environmental case indicates there has been a release of chemicals to the soil, the affected area is usually restricted to the immediate vicinity. For cases where there has been a chemical release to the groundwater, the affected area could be much larger because chemicals can migrate long distances in the groundwater and affect properties well beyond the immediate site vicinity.

Insert Figure III.M-1: Permitted Sites

Insert Figure III.M-2: Environmental Cases

Table III.M-1: Summary of Environmental Cases Identified in San Leandro

Data Base Reviewed	Number of Sites Identified
RCRA viols/enf	14
CORRACTS	2
CERCLIS/NFRAP	17
ERNS/SPILLS	76
SPL	7
SCL	25
North Bay	65
LUST	206
SWLF/WMUDS	6
CORTESE	98
TRIS	9

Source: Orion Environmental, 2000. Vista Information Solutions, 2000
See Appendix C for for definition of acronym, description of databases, and more detailed information on results of the computerized record search.

Sites on the regulatory lists represent only those which are suspected of being contaminated or have had cause for hazardous materials investigations. This is generally due to site disturbances such as removal of an underground tank, a spill of hazardous substances, or excavation for construction. Due to the history of urbanization and use of hazardous substances in San Leandro, it is likely that additional sites exist and have not yet been identified or reported to regulatory agencies. These sites may be identified through future construction activities or other site disturbances associated with development.

Known Groundwater Plumes. Groundwater plumes are areas where there has been a release of chemicals to the groundwater. They are generally characterized by higher concentrations of the chemical(s) at the point of release with a decrease in concentration as the groundwater flows away from the site. There are four major groundwater plumes in San Leandro that are undergoing additional site characterization and/or remediation. These are known as the 1964 Williams Street plume, the Caterpillar plume, the DWA plume, and the Hester Street plume. Information about the chemicals of concern, extent, affected aquifer, lead regulatory agency, and status of investigation or remediation of each plume is summarized in Table III.M-2. For each of these plumes, the primary chemical of concern is trichloroethene, or TCE, a solvent that is commonly used for industrial metal degreasing. TCE is known to cause health and environmental effects.

Table III.M-2: Summary of San Leandro Groundwater Plumes

Site	Primary Chemical of Concern	Approximate Extent	Affected Aquifer	Lead Regulatory Agency	Public Health Advisories Issued	Measures Taken to Prevent Human Contact	Status of Remediation
1964 Williams Street	TCE	3,000 feet to southwest of release area to approximately Williams Street and Doolittle Drive.	Three shallow groundwater bearing zones to a depth of 81 feet. Impact to deeper aquifer unknown.	RWQCB	None required	The City has confirmed that all property owners within the plume boundaries are connected to the municipal water supply.	Soil vapor extraction system shut down in 1999 when soil concentrations were reduced to negligible levels in the source area. Groundwater remediation is ongoing. Investigation underway to determine plume stability.
800 Davis Street (Caterpillar)	TCE	1 mile long by ½ mile wide from the source area to several hundred feet west of Highway 880; from the south side of Davis Street near the source area to beyond San Leandro Creek to the north.	Shallow aquifer zone to a maximum depth of 60 feet. The shallow aquifer is confined by an aquitard at a depth of approximately 80 feet and an upward vertical gradient from the deeper zone.	DTSC	The DTSC has provided a public advisory that groundwater be used only for non-domestic purposes.	At the site, institutional controls have been implemented and an alternative water supply has been provided. The City has confirmed that all property owners within the plume boundaries are connected to the municipal water supply.	Soil remediation was completed in 1988. Groundwater extraction and treatment continues. Modeling indicates plume stability.

(Table III.M-2, continued)

Site	Primary Chemical of Concern	Approximate Extent	Affected Aquifer	Lead Regulatory Agency	Public Health Advisories Issued	Measures Taken to Prevent Human Contact	Status of Remediation
DWA Plume	TCE	Over one mile wide and two miles long, generally bounded by Doolittle, Washington, and Alvarado Streets.	Shallow groundwater to a depth of approximately 80 feet.	DTSC	The DTSC has provided a public advisory that groundwater be used only for non-domestic purposes.	The City has confirmed that all property owners within the plume boundaries are connected to the municipal water supply.	Several potentially responsible parties have performed soil remediation within identified source areas. The DTSC is installing a groundwater pump and treatment system at the former Singer-Friden plant.
Hester Street Plume	TCE	Unknown at this time.	Shallow water bearing zone.	City of San Leandro Environmental Services Division	None	No domestic wells in area.	Soil and groundwater investigation is underway.

Source: Orion Environmental, 2000
Acronyms:
DTSC: California Department of Toxic Substances Control
RWQCB: San Francisco Bay Regional Water Quality Control Board
TCE: Trichloroethene

For the Caterpillar and DWA plumes, the California Department of Toxic Substances Control has issued health advisories stating that groundwater should not be used for domestic purposes. The City of San Leandro has ensured that all property owners within the plume areas are connected to the municipal water supply. For the Williams Street plume, a health advisory is not required, but the City has confirmed that all property owners within the plume boundaries are also connected to the municipal water supply. The extent of the Hester Street plume is still being explored and no health advisories have been issued. The City reports that there are no domestic water wells within the area *(City of San Leandro, 2000).*

Hazardous Building Materials

Some building materials commonly used in older buildings could present a public health risk if disturbed during an accident or demolition. These potentially hazardous building materials include asbestos, electrical equipment such as transformers and fluorescent light ballasts that contain polychlorinated biphenyls (PCBs), fluorescent lights containing mercury vapors, and lead-based paints. Asbestos and lead-based paint may also present a health risk to existing building occupants if they are in a deteriorated condition. If removed during demolition of a building, these materials would require special disposal procedures.

During the past 50 years, asbestos has been as a common building material, used for insulation, shingles and siding, roofing felt, floor tiles, brake linings, and acoustical ceilings. Asbestos is a known carcinogen and the primary pathway of exposure is through inhalation.

PCBs were commonly manufactured and used in the United States between 1929 and 1977 for uses such as electrical transformers and capacitors and fluorescent light ballasts (Harte, 1991). They are a highly toxic group of substances that remain persistent in the environment, accumulate in biological systems, interfere with reproduction and act as an immuno-suppressant.

Under the Toxic Substances Control Act, the manufacture, processing, and commercial distribution or use of any PCB was prohibited in January 1978, except when contained in a totally enclosed manner. As of January 1979, the manufacture of PCBs was banned, while the distribution of PCBs in commerce was banned in July 1979. Utilities and other owners of PCB-filled electric transformers and capacitors were allowed to maintain the equipment for its working life, provided that there were no leaks.

The EPA Spill Cleanup Policy dictates that spills of materials containing PCBs at concentrations of 50 parts per million (ppm) or greater be cleaned within 48 hours. If a transformer has leaked, the oil is tested to determine the level of PCB and the subsequent cleanup requirements. New transformers (installed after 1983) contain a nameplate that specifies a PCB content level of less than one part per million. The public may have a transformer tested for a fee; the fee varies with the size of the shutdown and the size of the transformer. If the transformer exceeds a PCB concentration of 50 ppm, the fee is refunded (Harte, 1991).

Most fluorescent light ballasts manufactured prior to 1978 contain approximately 0.5 ounces of PCBs in a small capacitor (USEPA, 1992); the quantity can be up to two ounces. In 1978, the U.S. EPA estimated that there were approximately 850 million of these capacitors in use in the United States (CalEPA, 1992). Disposal of more than one pound of PCBs, or approximately 16 capacitors, to a landfill would require notification of the U.S. EPA under CERCLA. Ballasts manufactured after January 1, 1978 do not contain PCBs and are labeled as such on the ballast.

Spent fluorescent light tubes commonly contain mercury vapors at levels high enough to be considered a hazardous waste under California law. Depending on the levels of mercury present, the light tubes may also be classified as hazardous under federal law (CalEPA, 1992). When disposed of at a municipal landfill, the mercury can leach into the soil and groundwater. In March 2000 regulations for the disposal of fluorescent light tubes were amended, rescinding a long-standing Department of Toxic Substances Control (DTSC) policy allowing the disposal of up to 25 tubes per day at any one location. Although the DTSC policy includes conditional exemptions (including exemptions for householders and small generators), disposal as a hazardous waste is required for "universal waste generators," including many businesses.

Lead-based paint was commonly used prior to 1960. These paints are likely to be present in older buildings and structures within the City of San Leandro. Lead is toxic to humans, particularly young children, and can cause a range of human health effects depending on the level of exposure. When adhering to a surface material, lead-based paints pose little health risk. Where the paint is delaminated or chipping, the paint can cause a potential threat to the health of young children or other building occupants who may ingest it. Lead dust also may present public health risks during demolition. Lead-based paint that has separated from a structure may also contaminate nearby soil.

SIGNIFICANCE CRITERIA

According to the State CEQA Guidelines, a project would normally have a significant effect on the environment if it would create a public health hazard or involve the use, production, or disposal of materials that pose a hazard to people, animal, or plant populations in the affected area. Impacts would also be considered significant if they would interfere with emergency response or evacuation plans.

Definition, identification, and determination of threshold levels of hazardous materials are provided in the Code of Federal Regulations (40 CFR) and in the California Code of Regulations, Titles 22 and 26. Definition of a "substantial" hazard is made on a case by case basis, although there are regulatory guidelines for determining acceptable levels and/or public health risks associated with exposure in most cases.

IMPACTS AND MITIGATION MEASURES

The updated General Plan would stimulate economic activity and encourage development within the ten Focus Areas. This development could include land uses using hazardous materials in close proximity to more sensitive land uses. It could also require renovation or demolition of buildings that contain hazardous building materials such as lead or asbestos. It could also involve construction activities that would disturb soil and/or groundwater containing hazardous materials.

Commercial and industrial development in the Focus Areas could also increase the use of hazardous materials overall, depending on the type of development. With proper planning and implementation of the hazardous materials strategies contained in the General Plan, adoption of the Plan itself would not result in any change in public health impacts. The Plan may actually result in beneficial impacts, as it contains a well-established framework for hazardous materials handling and clean up which would reduce the potential for exposure.

LAND USE IMPACTS

Impact M1: Proposed land use changes along San Leandro Boulevard, East 14th Street, Washington Avenue, and Mac Arthur Boulevard will allow mixed uses, potentially including residential or office development near light industrial or commercial operations which may involve the use of hazardous materials. The proximity of these uses can increase the potential for exposure to hazardous materials through accidental releases unless proper procedures are in place. This is potentially significant impact that will be mitigated to a less than significant level by policies and actions in the General Plan, existing regulations, and an additional measure identified below.

Business and commercial operations commonly involve the use of hazardous materials. These materials are well regulated and do not pose a public health concern under normal operating conditions. Due to the nature of hazardous materials, however, the potential exists for accidental releases to the environment. The proximity of housing to some commercial and industrial land uses can increase the potential for public exposure to hazardous materials through accidental releases. For this reason, businesses which handle hazardous materials are required to have a Hazardous Materials Business Plan and businesses which handle acutely hazardous materials are required to comply with the California Accidental Release Program. Implementation of these programs requires the safe handling of hazardous materials, provides the City with an inventory of such materials, and allows the City to improve its emergency response to hazardous materials incidents. These measures reduce the potential for public or environmental exposure to hazardous materials within mixed use areas.

In addition, the updated General Plan specifies designation of buffer zones from 300 to 500 feet in width in West San Leandro and other industrial areas that are proximate to residential areas. This would further reduce potential exposure of residential uses to hazardous materials compared to existing conditions and would be considered a beneficial impact.

In addition, the General Plan contains the following proposed policies and actions to further reduce the potential for hazardous materials impacts associated with land use changes:

Policy 34.04 *Provide adequate and safe separation between areas where hazardous materials are present and sensitive uses such as schools, residences, and public facilities.*

Policy 34.05 *Maintain the capacity to respond immediately and effectively for hazardous materials incidents. Provide ongoing training for hazardous materials enforcement and response personnel.*

Policy 34.08 *Increase public awareness of hazardous material use and storage in the City, the relative degree of potential health hazards, and the appropriate channels for reporting odor problems and other nuisances.*

Policy 34.09 *Ensure that the City's Emergency Preparedness programs include provisions for hazardous materials incidents, as well as measures to quickly alert the community and ensure the safety of residents and employees following an incident.*

Action 34.08-A *Pursuant to the California Health and Safety Code, enforce community disclosure laws (e.g. Right-to-Know laws) which inform property owners of the presence of hazardous materials nearby.*

Action 34.04-A *Consider zoning standards which ensure that new housing is not developed in areas where relatively large quantities of hazardous materials are handled or stored, and which limit the use of hazardous materials by new businesses located in or near residential neighborhoods.*

While the potential for hazardous materials impacts associated with land use changes would be less than significant, the following measure is recommended in addition to the actions described above to monitor compliance with existing regulations:

Mitigation Measure M1: On an ongoing basis, the City of San Leandro Environmental Services Division should coordinate with other City and County Departments (including Planning, Business Development, and Fire) to confirm that new businesses in San Leandro have complied with appropriate hazardous materials standards, and filed required plans and documents.

Impact M1 Level of Significance After Mitigation: Less than Significant.

OPERATIONAL IMPACTS

Impact M2: Adoption of the updated General Plan would encourage the introduction of "new economy" businesses, some of which may use hazardous materials. These activities could result in an increase in hazardous materials use within the existing industrial areas. If an accidental release were to occur, there could be potential public health and/or environmental impacts unless appropriate precautions were in place. This is a potentially significant impact that will be mitigated to a less than significant level through the policies and actions in the Draft Plan, compliance with existing regulations, and the additional measure listed below.

There are numerous permitted hazardous waste generators and sites with underground storage tanks or above ground storage tanks in San Leandro. It is difficult to predict the extent to which these generators will grow, and whether or not business growth and expansion would affect the status of hazardous material handling within the city. When handled properly and in compliance with permitting and other regulatory requirements, hazardous materials do not necessarily pose a human health concern or threat to the environment. However, greater use of hazardous materials may result in increased threats to public health or the environment because the potential may increase for an accidental spill or unauthorized release of hazardous materials.

At a minimum, the status quo (i.e., no change in existing businesses) would result in a risk of accidents or spillage that is unchanged from existing conditions. If an industry were to increase handling or storage of hazardous materials, it would be expected that newer machinery or equipment would be acquired to accommodate the increased volumes. Newer types of equipment or facilities generally have improved safety features due to recent regulations and growing awareness of worker health and safety requirements. The "new economy" uses envisioned by the Plan, such as technology and e-commerce, would generally be expected to require less intensive use of hazardous materials compared to traditional uses such as manufacturing.

As mentioned above, implementation of Hazardous Materials Business Plan requirements and compliance with the California Accidental Release Program requires the safe handling of hazardous materials, provides the City with an inventory, and allows the City to improve its emergency response to hazardous materials incidents. In addition, hazardous waste generators are now being forced to consider source reduction as an option to off-site treatment or disposal of hazardous wastes in accordance with the *Hazardous Waste Source Reduction and Management Review Act of 1989*. This would reduce the quantity of hazardous materials or wastes generated at any specific site. Combined, these measures would reduce the potential for public or environmental exposure to hazardous materials through potential accidental releases associated with business growth and expansion.

Further reducing the potential for hazardous materials impacts are the following Draft General Plan policies and actions:

Policy 34.01 *Work with the appropriate county, regional, state, and federal agencies to develop and implement programs for hazardous waste reduction, hazardous material facility siting, hazardous waste handling and disposal, public education, and regulatory compliance.*

Policy 34.03 *Require that all hazardous material storage and handling areas are designed to minimize the possibility of environmental contamination and adverse off-site impacts. Enforce and implement relevant state and federal codes regarding spill containment facilities around storage tanks.*

Policy 34.05 *Ensure that the City's Emergency Preparedness programs include provisions for hazardous materials incidents, as well as measures to quickly alert the community and ensure the safety of residents and employees following an incident.*

Action 34.01-A *Continue to implement State programs as required by the City's Certified Unified Program Agency (CUPA) designation.*

Action 34.01-B Support Alameda County in the implementation and enforcement of the County Hazardous Waste Management Plan. Periodically review the Plan to ensure that it meets acceptable safety standards.

Action 34.03-A Administer appropriate sections of the Uniform Fire Code to ensure that buildings comply with Hazardous Materials policies.

The following additional measure is recommended to monitor compliance with existing regulations:

Mitigation Measure M2: On an ongoing basis, the City of San Leandro Environmental Services Division should coordinate with other City and County Departments (including Planning, Business Development, and Fire) to confirm that new businesses in San Leandro have complied with appropriate hazardous materials standards, and filed required plans and documents.

Impact M2 Level of Significance After Mitigation: Less than Significant.

CONSTRUCTION IMPACTS

Impact M3: Adoption of the updated General Plan would increase the potential for demolition and renovation activities. Some of the buildings which would be demolished or remodeled may contain hazardous building materials and these activities could result in exposure to hazardous building materials, such as asbestos, lead, mercury, or PCBs, with associated public health concerns. This is a less than significant impact due to policies and actions in the Draft Plan and existing regulations for hazardous building materials.

The extent of future demolition or renovation within San Leandro is unknown at this time and would depend upon specific proposals for development or expansion. It is also unknown how extensively hazardous building materials occur within San Leandro. Given the relative age of the commercial and industrial districts, it is likely that many structures were built when asbestos, lead and PCBs were commonly used. Because the General Plan supports redevelopment, it could result in demolition or renovation of such structures and raise the possibility of exposure.

If a building contains friable or non-friable asbestos, there is a potential for release of airborne fibers when the structures are demolished, moved, or altered, unless proper precautions are taken. A release could expose the public and construction workers to airborne asbestos. Similarly, if lead based paint is present and has delaminated or chipped from building surfaces, the potential exists for the release of airborne lead particles. If PCBs are present, any leakage could potentially expose workers to unacceptable levels (greater than 5 parts per million, based on Title 22, CCR). Removal of fluorescent light tubes could result in exposure to mercury vapors if the lights are broken.

Structures with asbestos- or lead-containing materials require abatement to prevent worker and public exposure. All structures would be inspected by a qualified inspector prior to alteration or demolition to determine the presence of such materials. If any friable asbestos or lead containing materials were identified, abatement practices such as containment and/or removal would be implemented prior to

project approval. In addition, proper removal and disposal procedures would be followed for any PCB-containing equipment and fluorescent light tubes.

To further reduce the potential for hazardous materials impacts, the following policy is included in the Draft General Plan:

Policy 34.07 *Ensure the safe and proper handling of hazardous building materials, such as friable asbestos and lead-based paint. If such materials are disturbed during building renovation or demolition, they should be handled and disposed of in a manner that protects human health and the environment.*

Mitigation Measure M3: None required.

EXPOSURE TO CONTAMINATED SOIL AND GROUNDWATER

Impact M4: Adoption of the updated General Plan would promote construction and redevelopment which could increase the likelihood of encountering soil or groundwater containing hazardous materials. This is a potentially significant impact that will be mitigated to a less than significant level by a policy and action in the Draft Plan, compliance with existing regulations, and an additional measure identified below.

The updated General Plan assumes that all vacant land will be developed by the year 2015 and that much of the City's underutilized land will be redeveloped. As described in the Setting, there are many environmental cases within the City of San Leandro where there has been a known chemical release. Future activities at these sites could potentially encounter hazardous materials in the soil and/or groundwater.

There are also many sites where hazardous materials have been historically used or are currently used. The potential for encountering such materials from a previously undetected release exists, depending on current and past management practices at these sites. Previously unidentified underground tanks could also be present.

Consistent with current regulatory requirements, sites requiring remediation are typically cleaned to levels considered protective of human health and the environment given the land use at the time of remediation or the planned land use. As mentioned in the "Setting" section, cleanup levels would typically be higher for an industrial site than a residential site.

During excavation, construction, and grading activities, workers and the public could be exposed to hazardous materials if the site has not been completely remediated or if the regulatory agencies allowed hazardous materials to remain in the soil and/or groundwater. These materials may not pose a threat to human health or the environment if left in place but could pose a threat if the materials became airborne or were otherwise released during construction. The materials may also require special handling and disposal if removed from the site.

The need for site investigations would be determined on a case-by-case basis by the appropriate regulatory agency. Site investigations would identify the nature and extent of hazardous materials present and whether or not the materials occur at levels requiring remediation. These investigations would also identify health and safety precautions and special handling or disposal procedures. If threshold levels are exceeded, appropriate measures would be required.

At sites where there has been a release of materials from an underground storage tank or associated piping, a site investigation would be required in accordance with the Tri-Regional Board Staff Recommendations for Preliminary Evaluation and Investigation of Underground Storage Tank Sites (San Francisco Bay Region of the Regional Water Quality Control Board (RWQCB), August 10, 1990). The Regional Water Quality Control Board has assigned oversight authority for these cases to the San Leandro Environmental Services Division.

At other sites, the RWQCB and the City's Environmental Services Division provide oversight through a more informal process. At some of these sites, the Department of Toxic Substances Control (DTSC) could require a Preliminary Endangerment Assessment (PEA) as part of the mitigation process "to determine whether current or past waste management practices have resulted in the release or threatened release of hazardous materials which pose a threat to public health or the environment." The PEA was designed as a standard approach for evaluating sites contaminated or potentially contaminated with hazardous materials to determine if a removal or remedial action would be required to protect public health and the environment. It is the initial step in the overall site mitigation process to abate health or environmental threats on sites where hazardous materials have been released or have a significant potential to be released.

The DTSC provides oversight for the PEA process, including scheduling and fee requirements. The PEA process consists of an initial site evaluation and preparation of a PEA report, followed by an evaluation and approval of the PEA report by the Department of Toxic Substances Control. Depending on the results of the PEA, a Remedial Investigation/Feasibility Study (RI/FS) and a Remedial Action Plan (RAP) may eventually be needed for site clean up.

The PEA report should include the following information:

- a site description and history, including a description of past and current site activities;
- a description of handling procedures for hazardous materials associated with the site activities;
- a description of the apparent problem such as documentation of spills or releases;
- the results of any sampling and analysis that has been completed;
- a description of potential pathways for exposure to chemicals (such as soil, water and air);
- a description of any sampling and analysis performed to evaluate the extent of chemicals identified in the soil and/or groundwater;
- an assessment of the threat to the public health and the environment;
- an identification of possible remediation strategies; and
- conclusions and recommendations.

Specific details to be included in the PEA are described in the Preliminary Endangerment Assessment Guidance Manual (Department of Toxic Substances Control, January 1994).

During the site investigation and subsequent remediation, there would be potential for exposure of workers and the community to hazardous materials, typically through inhalation of vapors, fumes or contaminated dust; possibly through dermal contact with contaminated materials; and possibly through direct or indirect ingestion. Regulatory agencies would require a site safety plan to ensure the safety of workers and the community. The Plan would include the identification of contaminants, potential hazards, personal protection clothing and devices, and emergency response procedures. If soils containing hazardous materials are remediated, the Bay Area Air Quality Management District may impose specific requirements to protect ambient air quality from dust, lead, hydrocarbon vapors or other airborne contaminants.

If site remediation is required due to redevelopment within the Redevelopment Area, the Polanco Redevelopment Act may be applicable (unless reauthorized--the act expires on January 1, 2004). This Act, authorized under the Health and Safety Code, promotes site clean-up and reuse in redevelopment project areas by providing immunity to future property owners or lenders for redevelopment as well as providing cost recovery provisions for the redevelopment agency. The act does not give immunity to parties or persons responsible for site contamination.

Dewatering of construction excavations could also be required during redevelopment activities and the extracted groundwater could potentially contain hazardous materials. If extracted groundwater is to be discharged to public sewers, approval must first be obtained from East Bay Municipal Utilities District and the City of San Leandro. Groundwater produced from dewatering could potentially be discharge directly to the San Francisco Bay under a permit from the Regional Water Quality Control Board, depending on its quality.

Construction in utility alignments or public rights-of way may also encounter hazardous materials. Contamination could be encountered in soil that is excavated or in groundwater during dewatering activities. Dewatering could also draw in contaminated groundwater from nearby sites. The presence of hazardous materials in such cases would not necessarily require site investigation, but would require health and safety measures to protect workers and the public.

In addition, the General Plan includes the following policy and action specifically dealing with exposure to contaminated soil and groundwater:

Policy 34.02 *Ensure that the necessary steps are taken to clean up residual hazardous wastes on any contaminated sites proposed for redevelopment or reuse. Require soil evaluations as needed to ensure that risks are assessed and appropriate remediation is provided.*

Action 34.01-C *Regularly review monitoring reports and other data published by state, federal, and regional agencies to track the condition of groundwater plumes and environmental cases in the City.*

While the potential for impacts associated with exposure to hazardous soil or groundwater would be less than significant, the following measure is recommended in addition to the actions described above to monitor compliance with existing regulations:

Mitigation Measure M4: Prior to redevelopment of sites where hazardous soil or groundwater may be present, the City shall require a complete Phase I environmental assessment to evaluate potential sources of contamination such as underground storage tanks as well as the potential for contamination of the site or sites in the vicinity by hazardous materials. Additional environmental assessments and clean-up plans should be prepared as needed based on the findings.

Impact M4 Level of Significance After Mitigation: Less than Significant.

HOUSEHOLD HAZARDOUS WASTE IMPACTS

Impact M5: The updated General Plan assumes the addition of 1,470 households by the year 2015. The addition of these new households would likely increase the volume of household hazardous waste and used motor oil that would be produced. These wastes could impact human health and the environment if not appropriately handled and disposed. However, compliance with applicable laws and regulations, accompanied by a policy and action in the Draft Plan, would render this impact less than significant.

Some of the day to day activities that contribute to pollution include car washing, oil changing, radiator flushing, washing down driveways, and dumping of yard wastes in the gutters. Rain can carry contaminants from these activities to creeks or storm drains which then drain to the Bay. These untreated wastes can harm fish, wildlife, and drinking water.

Other potential impacts that can result from improper handling or disposal of hazardous household chemicals include:

- Children can be seriously harmed by drinking, eating, touching, or breathing toxic chemicals;
- Refuse haulers, disposal site workers, and sewer pipe and treatment plant workers can be injured by exploding aerosol cans, splashing chemicals, or poisonous fumes created by mixing chemicals;
- Firefighters can be injured by these chemicals when responding to a fire
- Hazardous chemicals can "pass through" treatment processes and get discharged to the environment. This occurs because wastewater treatment plants are not designed to remove hazardous chemicals from wastewater.
- Groundwater used for drinking or irrigation can be contaminated when waste products are poured onto or seep into the ground.
- Bacteria needed to break down wastewater solids can be killed by hazardous wastes.

State statutes require cities and counties to provide for the collection of household hazardous waste and to ensure proper handling and disposal to prevent pollution and other impacts. As stated in the "Setting," the Alameda County Household Hazardous Waste program is responsible for the collection of household hazardous waste from San Leandro. This program operates three drop off facilities where residents of Alameda County can drop off household hazardous waste free of charge.

The City of San Leandro also facilitates recycling of used motor oil in accordance with state statutes. For small quantities, San Leandro residents may simply put the oil in an appropriate container and place it on the curb with other recyclables on collection day. The oil is then picked up by City refuse collectors. Up to 5 gallons of used motor oil per day may be dropped off for free at one of many used oil collection centers in the City.

There is no mechanism for ensuring that residents handle household hazardous wastes in a legally acceptable manner. However, state statutes require the Department of Toxic Substances Control and Integrated Waste Management Board to develop and implement a public information program to provide uniform and consistent information on the proper disposal of household hazardous wastes. Elements of the program include pamphlets and other written materials to be used by local agencies in conjunction with their household hazardous waste collection programs.

In addition, to further reduce the potential for hazardous materials impacts, the following policy and action have been included in the Draft General Plan:

Policy 34.06 *Promote public education about safe disposal of household hazardous waste, such as motor oil and batteries, including the locations of designated household hazardous waste disposal sites.*

Action 34.06-A *Work with Alameda County and ACI to publicize household hazardous waste collection events and provide each household with information on the location and operating hours of the nearest household hazardous waste collection facilities.*

Mitigation Measure M5: None required.

IV. CONSISTENCY WITH ADOPTED PLANS AND PROGRAMS

This section of the EIR examines the relationship of the proposed General Plan to the adopted plans and programs of potentially impacted federal, state, regional, and local jurisdictions, including the City of San Leandro.

FEDERAL PLANS AND PROGRAMS

Clean Air and Water Acts

The federal Clean Air Act was adopted in 1970 and established ambient air quality standards for various pollutants. It also required the preparation of State Implementation Plans (SIPs) by each state to show how federal standards would be attained. The Federal Water Pollution Control Act of 1972 and Clean Water Act of 1977, along with various amendments, contain provisions to restore and maintain the nation's water resources. Provisions of both acts are administered by the Environmental Protection Agency (EPA) but their implementation involves other federal, state, and regional agencies, discussed below. Federal clean water legislation establishes discharge standards for more than 125 pollutants, permit requirements for nonpoint and point pollution sources, and requirements for the use of "Best Available Control Technology" by private industry.

The proposed General Plan is consistent with the provisions of these acts and includes specific policies and programs to further federal air and water quality standards and goals. To achieve cleaner air, the Plan emphasizes "smart growth" principles such as higher density, transit-oriented development and an improved bicycle and pedestrian network. Goal 31 and its associated policies call for implementation of the Regional Clean Air Plan, including transportation control measures, control of dust and other airborne materials associated with construction, public education on air quality issues, and consideration of air quality impacts in future planning and development decisions.

To achieve cleaner water, Goal 32 of the Plan includes provisions to continue programs consistent with the federal Clean Water Act. These include a range of regulatory and planning measures aimed both at point sources of water pollution and the control of urban runoff. The Plan also addresses creek conservation (along San Leandro Creek), the use of reclaimed water (to reduce effluent flow to the Bay), pre-treatment of industrial wastewater, control of illicit discharges and hazardous spills, and public education and outreach.

National Permit Discharge Elimination System (NPDES) Program

This federal program requires the owner or operator of any facility that discharges waste to surface waters to obtain an NPDES permit. Permitting is managed by the Regional Water Quality Control Board. NPDES requirements also apply to City stormwater discharges and to construction activities on sites larger than five acres. The proposed General Plan is consistent with the NPDES program and would require compliance with NPDES requirements in all new construction and municipal discharges.

Wetlands Policies

Various federal policies and programs protect wetlands and require mitigation in the event of wetland loss or adverse impacts. The proposed General Plan is fully consistent with federal wetlands policies. All wetland acreage in the City is designated for Resource Conservation purposes. Moreover, the Plan endorses ongoing efforts to restore the San Leandro Shoreline Marshlands.

Federal Endangered Species Act

The Endangered Species Act was passed in 1973 to provide a process for listing species as either endangered or threatened and to outline methods to protect listed species. The Act also identified "candidate" species that were likely to become endangered or threatened in the near future. The Act is administered by the U.S. Department of Fish and Wildlife. The proposed Plan is fully consistent with the Act, as it identifies all endangered species habitat within the City for resource conservation uses. The Plan includes policies which specifically call for the protection of the salt marsh harvest mouse and other endangered species, and for the completion of pre-development flora and fauna surveys for development activities in environmentally sensitive areas.

Federal Aviation Administration (FAA) Guidelines

The FAA regulates development around civilian and military airports. Part 77 Regulations, Objects Addecting Navigable Airspace, establishes standards for identifying obstructions in navigable airspace and requirements for notifying the FAA. The FAA reviews applications for development adjacent to Metropolitan Oakland International Airport. Proposed land use designations in the portions of San Leandro nearest to the Airport are consistent with FAA regulations. These areas are generally designated for industrial uses and would have relatively low employment densities. Proposals for high-rise development or other obstructions to navigable airspace are unlikely.

STATE PLANS AND PROGRAMS

State Clean Air and Water Acts

In 1989, California adopted standards for air quality and set forth a schedule and program for the achievement of these standards. The program is administered by the California Air Resources Board (CARB). The CARB is responsible for developing the State Implementation Plan (for attainment of federal air quality standards) and controlling stationary and mobile pollution sources throughout the State. They have divided the state into air basins and regularly determine which basins do not meet ambient air quality standards. The proposed General Plan is consistent with CARB's plans and programs, and promotes development and transportation principles which reduce air emissions. The Plan is also consistent with State clean water legislation. Because most State clean air and water programs are implemented at the regional (basin) level, further discussion on consistency is provided in the next section (Regional Plans and Programs).

State Endangered Species Act

The California Endangered Species Act was enacted in 1984 to protect rare, threatened, and endangered species in California. The Act strongly discourages State agencies from approving development that would jeopardize listed species or cause the destruction of their habitat. The proposed General Plan is consistent with this Act, as the habitat of all listed species is designated for Resource Conservation purposes.

State Department of Fish and Game (DFG) Stream Policy

The CDFG has jurisdiction over construction activities that could result in the modification of stream channels, including the removal of riparian vegetation. A Stream Alteration Permit must be obtained prior to such activity. The proposed Plan is consistent in that it calls for open space setbacks along San Leandro Creek, discourages the channelization of streams, and promotes the retention of riparian vegetation and restoration of riparian habitat.

State Solid Waste and Hazardous Material Programs

State solid waste and hazardous material programs affecting San Leandro include AB 939 (the Integrated Waste Management Act), AB 2948 (the Tanner Bill), the Hazardous Waste Control Act (HCWA), the Sher and Cortese Acts, and a variety of legislation relating to recycling and toxic substances.

AB 939 required cities and counties in California to reduce their solid waste streams by 50 percent by 2000 through waste reduction and recycling. The Act required the adoption of a County Integrated Waste Management Plan, implemented by local Source Reduction and Recycling Elements (SRRE). The proposed General Plan cross-references the SRRE and is consistent with its provisions. It includes programs to further increase the diversion of solid waste from landfills and expand local recycling efforts. AB 2948 applies to new commercial off-site hazardous waste management facilities or expansions of existing facilities. Future development would be required to comply with its provisions.

The HCWA contains provisions governing hazardous waste management and sets requirements for the State Department of Health Services. The Sher and Cortese Acts establish regulations for underground storage tanks. Policies and programs in the proposed Plan are consistent with these acts.

Williamson Act

The purpose of the Williamson Act is to discourage the conversion of farmland to urban uses. The Act provides reduced property assessments (and thus, taxes) for owners agreeing to maintain their land in agricultural uses for a 10-year contract period. The proposed General Plan does not designate any land covered by Williamson Act contracts for future development. Therefore, it poses no policy conflicts with Williamson Act provisions.

REGIONAL PLANS AND PROGRAMS

Regional Housing Needs Determination

The Regional Housing Needs Determination (RHND) for the Bay Area is a State-mandated document used to determine each jurisdiction's responsibility for accommodating its fair share of the region's affordable housing needs. The document is prepared by the Association of Bay Area Governments (ABAG), ordinarily on a five-year cycle. The RHND for 2001-2006, which actually covers January 1, 1999 through June 30, 2006, was adopted by ABAG in June 2001. San Leandro has been allocated a total of 870 units, including 195 units affordable to very low income households, 107 units affordable to low income households, 251 units affordable to moderate income households, and 317 units affordable to above moderate income households.

The Draft General Plan does not include the Housing Element, and therefore does not specifically address how the RHND assignment will be accommodated in San Leandro during the next five years. The City is in the process of preparing this Element and will adopt it through a General Plan Amendment in early 2002. Based on the Land Use Diagram and an analysis of existing vacant and underutilized sites, the City has sufficient capacity to meet its RHND. In fact, the Plan would accommodate almost twice as much development as the RHND indicates (1,470 units). A substantial amount of the City's development capacity is on multi-family sites in redevelopment areas, where a large affordable housing component is likely.

Bay Area Air Quality Management District (BAAQMD) 2000 Clean Air Plan

The 2000 Clean Air Plan for the San Francisco Bay Air Basin implements state and federal Clean Air requirements and outlines strategies for attaining and maintaining air quality standards. Specific strategies are discussed in the Air Quality Impacts section of this EIR. They include transportation control measures, land use strategies, and mobile and stationary source controls. The Plan also explores ways to contain emissions from chemical and industrial processes, including not only refineries, power plants, and other major sources, but also small uses such as gas stations and dry cleaning establishments.

As mentioned in Section IIIK of this EIR, the Clean Air Plan is based on certain assumptions about projected household and employment growth in San Leandro during the next decade. The household and employment growth forecasted by the Draft General Plan exceed these projections. This would result in a greater number of Vehicle Miles Traveled (VMT) in San Leandro, potentially more congestion, and potentially higher air pollution emissions. Despite the air quality and congestion management programs in the Draft General Plan, this exceedance represents a potential policy inconsistency. This EIR acknowledges that this inconsistency is potentially significant (see Section IIIK, Impact K2).

San Francisco Bay Regional Water Quality Control Board (RWQCB) Basin Plan

The RWQCB is the agency with primary responsibility for the coordination and control of water quality in the Bay Area. The Board administers regulations established by the Federal Clean Water Act. The Board's

Basin Plan explains the strategy for regulating water quality and describes the range of responses to actions which could potentially degrade the beneficial uses of Bay waters.

The Draft General Plan would conform to the Basin Plan's programs and policies. It references the use of NPDES permits to control and reduce pollutants from point and non-point sources, including stormwater. Various site planning measures and construction techniques are identified to limit sedimentation and erosion. The Draft Plan also references requirements for Stormwater Pollution Prevention Plans for subsequent development projects that may be proposed after the General Plan is adopted. The Water Quality section of this EIR (Section III-I) discusses additional General Plan policies related to the control of stormwater runoff.

The General Plan does not propose expansion of the City's wastewater treatment plant or the creation of new point sources of water pollution within the City. Rather, the emphasis is on new measures to reduce pollution problems associated with urban runoff and to reduce effluent discharges (and the use of potable water) by expanding the reclaimed water system.

Bay Conservation and Development Commission

Any development along San Francisco Bay must comply with the provisions of the McAteer-Petris Act. The Act was passed by voters in 1965 to protect and guide the future use of the Bay and its shoreline. The San Francisco Bay Plan, prepared pursuant to the Act, addresses the protection and development of the Bay, marshes, wetlands, salt ponds, and shoreline areas. The Bay Conservation and Development Commission (BCDC) was designated as the agency responsible to carry out the provisions of the Plan. Development proposals within 100 feet landward or parallel to the Bay shoreline fall under the jurisdiction of the BCDC and are subject to BCDC review and comment. These proposals include the placement of fill and extraction of materials (including dredge spoils), as well as the development of structures or recreational facilities. Projects are evaluated based on a variety of criteria and are subject to approval through Commission public hearings.

The Draft General Plan is consistent with BCDC regulations and emphasizes recreation, conservation, and public access along the shoreline. The Plan identifies three development sites at the San Leandro Marina and discusses their future development with water-oriented uses such as restaurants, hotels, and conference facilities. None of these sites would require landfill or impact Bay wetlands. Text in the General Plan ensures that public access will be retained at each site, and acknowledges the role of the BCDC in reviewing future development proposals. Elsewhere along the shoreline, the Plan strongly encourages completion of the Bay Trail and the development of new interpretive plaques and markers which increase public awareness of local resources and history.

East Bay Regional Park District Master Plan/Oyster Bay Land Use Plan

The East Bay Regional Park District (EBRPD) Master Plan provides open space policy direction and management principles for the EBRPD service area, which includes most of Alameda and Contra Costa Counties. The Plan proposes increased access to regional open space from East Bay cities, and improved service levels within older developed communities such as San Leandro. The Plan pledges continued investment within the urban areas, while also expanding acquisitions in the faster-growing parts of the service area in the east counties. No acquisition is proposed in or around San Leandro at this time.

The Draft General Plan includes a Goal and a series of policies and actions on regional park facilities. The direction provided is consistent with the EBRPD Master Plan and promotes cooperation and coordination between the City and that agency to better serve San Leandro residents. The Draft General Plan recommends that EBRPD update the Land Use Plan for Oyster Bay Regional Shoreline, its major landholding in San Leandro. The Master Plan is quite old and was prepared before the resolution of several legal issues associated with the site's former use as a landfill.

The Draft General Plan envisions Oyster Bay as primarily a passive open space, but acknowledges that the potential for additional active recreational facilities exists at the Park. The Draft Plan also recommends working with the Park District to improve access between San Leandro and the Lake Chabot area parklands. These recommendations would be consistent with EBRPD policy. Local participation in planning for Oyster Bay, as recommended by the General Plan, would further the implementation of the EBPRD Master Plan.

Association of Bay Area Governments Regional Plans and Policies

The Association of Bay Area Governments (ABAG) prepared a regional plan in 1980 identifiying housing and economic development policies and guidelines for regional growth. The Plan emphasized the importance of maintaining an adequate affordable housing supply, promoting infill development, and balancing jobs and housing growth. Although the Plan has not been comprehensively updated, these remain important priorities in the region. ABAG has continued to develop policy initiatives at the regional and sub-regional level which promote these concepts. The Agency is currently leading the Bay Area Alliance for Sustainable Development, and regional Smart Growth and Green Business programs. It also sponsors subregional planning efforts, such as the Joint Revitalization Study between Oakland and San Leandro (discussed below).

The proposed General Plan is consistent with ABAG's policy initiatives, particularly those relating to smart growth and sustainability. The Plan is predicated on smart growth principles, including the development of transit villages, the promotion of higher density infill development, the emphasis on mixed use, and the maintenance of a regional jobs/housing balance. It also promotes sustainable development, including green businesses, increased bicycle and pedestrian circulation, and social equity in planning. The land use pattern envisioned by the General Plan would require no farmland conversion, loss of open space, or extension of roads and infrastructure. The Plan emphasizes more efficient land use patterns and additional affordable housing capacity. It also emphasizes a regional perspective in planning for air and water quality improvements and natural resource management.

BART Station Area Plans

The BART station area planning program promotes the use of land surrounding BART Stations in a way that maximizes opportunities for transit ridership and transit-oriented development. During the past few years, BART has worked in partnership with local governments and property owners to advance proposals for "transit villages" around a number of stations, including Downtown San Leandro. The Draft General Plan fully incorporates the recommendations of the recent Central San Leandro/ BART Area Revitalization Study, including the development of a multi-story parking structure, up to 200 units of new housing, and development of additional office development and open space. It likewise incorporates BART recommendations for the

Bayfair Station, including improved connections between the Station and the adjoining Mall.

AC Transit Major Investment Study (MIS)

The AC Transit MIS explored the feasibility of transit improvements along the heavily traveled bus corridor extending from Berkeley to Bayfair Mall. Several routing and service options were explored during 1999 and 2000. In August 2001, the AC Transit Board adopted a resolution endorsing the "bus rapid transit" (BRT) option, with light rail to be considered as a long-term goal. Characteristics of the BRT system include a special lane dedicated to buses along most of the corridor, traffic signal priority for buses, greater distance between BRT stops than existing bus service, fare machines and real-time information at bus stops, boarding area amenities such as platforms, shelters, and security features, more frequent headways, and clean, attractive vehicles. The route of the BRT improvements includes East 14th Street between Oakland and Bayfair.

The General Plan is fully consistent with the MIS and promotes land uses along the East 14th Street corridor which would support enhanced transit service. The Plan discusses the MIS, anticipates the BRT system, and recommends that the City work closely with AC Transit to implement the recommended improvements. By promoting streetscape improvements and a more comfortable street environment for transit users, the Draft Plan will encourage transit ridership. By promoting "activity centers" along East 14th Street, and higher density mixed use development along the corridors, the Plan provides logical locations for the BRT "stations" and a land use pattern that would support transit use.

EBMUD Urban Water Management Plan (2000)

EBMUD's Year 2000 Urban Water Management Plan addresses water supply issues and describes conservation and water recycling programs to ensure wise water use. The Plan is required by the Urban Water Management Planning Act as part of the California Water Code and is updated in five year intervals. The Plan is subject to review by the State Department of Water Resources (DWR) and by local cities and counties in the Service Area.

The Draft General Plan helps implement the Urban Water Management Plan at the local level by promoting water conservation and the use of reclaimed water for landscape irrigation. Policy 27.02 directs the City to promote the efficient use of water, while Action 27.02-A specifically references local implementation of EBMUD's Urban Water Management Plan. Other policies and actions support the use of drought-tolerant landscaping, low-flow plumbing fixtures, and public education on water conservation. By promoting compact, higher density development, the land use concept in the General Plan also supports conservation principles.

Regional Transportation Plan

The 1998 Regional Transportation Plan for the Bay Area is prepared and regularly updated by the Metropolitan Transportation Commission. The Plan identifies road improvements, transit improvements, and other projects and programs to improve mobility in the region. The Draft General Plan is consistent with the RTP and helps implement RTP plans and policies at the local level. The Plan's Transportation Element includes congestion management strategies which reflect the direction provided by the RTP, including provisions for improved transit service, expanded bicycle and pedestrian facilities, "intelligent transportation systems," signal timing improvements on existing roadways, and further consideration of trans-bay ferry service. The Plan anticipates and supports the regional transportation improvements identified in the RTP which could affect San Leandro, including the widening of Highway 238.

COUNTY AND ADJOINING CITY PLANS AND PROGRAMS

Alameda County General Plan

The Alameda County General Plan provides land use policy for the unincorporated portions of Alameda County. Most recommendations are presented at the sub-regional level through a series of Area Plans (see discussion of the Eden Area Plan below). The San Leandro General Plan is consistent with the Alameda County General Plan and cross-references the County's land use designations for the unincorporated portions of the San Leandro Planning Area. No changes to the County's land use designations or transportation plans have been proposed.

Alameda County Measure D

Measure D was passed by Alameda County voters in November 2000. The measure established an urban limit line around the cities of Alameda County, with the intent of preserving farmland and hillsides as open space. Along the eastern edge of San Leandro, the urban limit line follows the City limits and sphere of influence boundary. The San Leandro rock quarry is beyond the urban limit line and is designated as open space under Measure D.

The Draft General Plan is consistent with Measure D's provisions. The Plan acknowledges that the future of the rock quarry is uncertain. Although its addition to the San Leandro sphere of influence is strongly recommended, the Plan does not designate the site for development and retains the County's agricultural designation.

Alameda County LAFCO

The Alameda County Local Agency Formation Commission (LAFCO) is responsible for the review of sphere of influence amendment requests by cities. LAFCO's purpose is to encourage orderly growth, consistent with County policies.

The Draft General Plan proposes a revision to the San Leandro sphere of influence to include the

aforementioned rock quarry. The City would initiate this request following Plan adoption, in accordance with LAFCO policies and procedures. According to the Draft General Plan, the County General Plan and zoning designations on the site (agriculture) would remain in place, but the City would have greater input in ongoing discussions of the long-term uses on this property.

Alameda County Congestion Management Program

Pursuant to State requirements (Proposition 111), Alameda County has adopted a Congestion Management Program (CMP) identifying a regional transportation network and establishing level of service standards for this network. The CMP promotes trip reduction and travel demand management, establishes a network data base and travel model, includes a capital improvements program, and establishes a program for review of local land use decisions. State legislation further requires the designation of a network of transportation facilities that are monitored annually to determine levels of service (LOS). The CMP defines LOS standards for this network, and identifies investments and actions to maintain these standards.

The CMP network in San Leandro includes the freeways and state highways (Doolittle, Davis, and East 14th), along with Hesperian Boulevard and 150th Avenue. The LOS standard on the CMP network is "E." However, several segments of the network are noted by the CMP as already operating at LOS "F." These segments are excluded from the LOS E conformance requirement.

The Draft General Plan is consistent with the CMP and includes the capital improvement projects identified in the Program. The General Plan adopts LOS D as the minimum acceptable standard on arterial and collector streets, but acknowledges that LOS E may be accepted at the Davis Street/San Leandro Boulevard intersection (part of the CMP network). The Plan further acknowledges the existing LOS E and F conditions on I-880 and I-580 and discusses the importance of working with the CMA to develop alternatives to congestion management in these corridors. The emphasis of the Plan on transit-oriented development, multi-modal system development, and integrated land use and transportation planning, are all consistent with CMP principles.

As part of the General Plan update, the Alameda County CMA traffic model was used to forecast General Plan-related traffic volumes. Modified land use inputs were developed for CMA traffic analysis zones based on the types of uses and densities encouraged by the General Plan (see Appendix D). The analysis assumed higher population and employment growth than had been assumed by the CMA, and thus higher traffic volumes. These assumptions were not based on the designation of additional land for development, but rather on the expectation that the Plan's "smart growth" principles would bring more jobs and homes to San Leandro than had been projected by ABAG in Projections 2000.

Alameda County Airport Land Use Policy Plan

The Alameda County Airport Land Use Commission (ALUC) was established to protect safety in and around the County's airports and to provide for the orderly expansion of these airports. The ALUC adopted a Plan in 1986 that contains a set of policies and standards applicable to all airports as well as land use plans and policies applicable to specific airports. The primary objectives of the Plan are to prevent obstacles that would affect navigation and to reduce the exposure of persons on the ground to accident hazards. The ALUC Plan has recently been updated, and these objectives remain the same.

The ALUC reviews all actions referred by local public agencies—including General Plan amendments—for consistency with the Airport Policy Plan. Land use, noise, and height restrictions in various zones around the runway are applied to determine consistency.

The land use recommendations in the Draft General Plan are consistent with the Airport Policy Plan. The North Field safety zone extends into a portion of northwest San Leandro designated for General Industrial uses (along Doolittle Dr., Adams Av., Eden Rd., and Hester St.). The designation is generally compatible with the Airport Policy Plan, although future projects would need to be individually examined for consistency. Projects should generally have a density of no more than 25 persons per acre over an 8-hour period, or 50 persons per acre over a 2-hour period. The General Plan does address the possibility of hotels along Doolittle Drive. Hotels would not be acceptable in the safety zone and as such would need to be located on the portion of Doolittle south of Davis Street.

The land use recommendations are compatible with airport height restrictions. Although maximum heights are not specified, the industrial floor area ratio limit of 0.8 established by the General Plan would strongly discourage the construction of buildings more than three stories in height. In any event, Policy 37.06 of the General Plan requires the regulation of land uses within airport height referral areas and safety zones to minimize the possibility of conflicts and/or accident hazards. Coordination with the ALUC is specifically referenced.

Ashland-Cherryland Business District (ACBD) Specific Plan

The ACBD Specific Plan is focused on the revitalization of the East 14th Street and Lewelling Corridors in unincorporated Alameda County just southeast of the San Leandro City limits. These are older commercial streets with a mix of land uses, some of which are blighted. The Specific Plan establishes goals and objectives, design guidelines, and a series of public improvements relating to circulation, infrastructure, and urban design. Development standards for new projects and major rehabilitation projects are included.

The Draft San Leandro General Plan is entirely consistent with the ACBD Plan and extends the same concepts and principles being applied in this area along the San Leandro segment of East 14th Street. As in the ACBD Plan, policies in the Draft General Plan envision two to three-story mixed use development, with residential and commercial uses replacing older marginal uses along this corridor.

Eden Area Plan

The Eden Area Plan is a policy document and land use plan for the portions of unincorporated Alameda County located immediately south and southeast of San Leandro. Communities in this area include Ashland, Cherryland, Hillcrest Knolls, Hayward Acres, and Happyland. The Plan was prepared in 1983 and functions as part of the Alameda County General Plan. The Plan presents findings, policies and recommendations related to residential, commercial, and industrial land use, transportation facilities and services, and public facilities and services. Some of the areas covered by this plan have subsequently been addressed by more recent plans, such as the Ashland Cherryland Business District Specific Plan.

The Draft San Leandro General Plan is consistent with the Eden Area Plan, and incorporates that Plan's land use recommendations for the relevant portions of the San Leandro sphere of influence. The Plan includes a written description of Ashland, Hillcrest Knolls, and Fairmont Ridge, and contains an inset map showing the County's land use designations in this area. No changes to County General Plan land use designations in this area are proposed.

Oakland General Plan

The Oakland General Plan includes an Historic Preservation Element (adopted in 1994), a Housing Element (adopted in 1995), an Open Space Conservation and Recreation Element (adopted in 1996), and a Land Use and Transportation Element (adopted in 1998). The Plan also includes Safety and Noise Elements adopted in the mid-1970s. The various elements of the Oakland General Plan were closely reviewed during the early steps of the San Leandro General Plan Update to ensure that compatibility issues were addressed and that future uses in San Leandro reflected plans and proposals in Oakland. These issues have been further addressed by the Oakland-San Leandro Joint Revitalization Study (discussed below).

Planned land uses along the Oakland/San Leandro border are compatible, and proposed transportation improvements have been coordinated. Both cities envision East 14th Street and MacArthur Boulevard as mixed use transit corridors, adjoined by lower density residential neighborhoods. Both cities support gateway improvements along Doolittle Drive and the development of the areas nearest to Oakland Airport with industrial, office, and airport-related land uses.

Oakland-San Leandro Joint Revitalization Plan

The Joint Revitalization Plan was undertaken in 1996/1997 by Oakland and San Leandro with the support of a grant and staff assistance from the Association of Bay Area Governments (ABAG). This was a collaborative project to address issues of mutual interest along both sides of the City limits. The Plan addressed neighborhood land use issues, retail redevelopment issues along the East 14th and MacArthur corridors, the impacts of the Durant Square development (in Oakland) on San Leandro, and opportunities for revitalization and gateway improvements on both sides of the City limit line. The Plan also addressed crime, property maintenance, aesthetics, and other issues of mutual concern. It established a strategy for ongoing communication between the two cities.

The Draft General Plan is consistent with the recommendations of the Joint Revitalization Study. It addresses land use compatibility and transportation issues along the City boundaries, and discusses some of the same issues covered by the Study. The Plan pledges continued cooperation with the City of Oakland to address issues of mutual concern.

LOCAL PLANS AND PROGRAMS

1989 San Leandro General Plan

The Draft General Plan will supersede the 1989 General Plan. However, many of the basic principles and

concepts contained in the 1989 Plan will be retained. Specific changes are highlighted in Chapter 2 of this EIR (Project Description).

Redevelopment Project Area Five-Year Plans

In accordance with State law, five-year implementation plans have been prepared for the redevelopment project areas within San Leandro, including Plaza (I/II), West San Leandro/MacArthur Boulevard, and the Joint City/County Project Area. Each of these plans identifies redevelopment goals and programs, affordable housing investments, and capital improvement projects. General Plan preparation has been closely coordinated with the Five-Year Plans. The Plan's recommendations are consistent with, and further the implementation of, the Five-Year Plans for each project area. Most of the Redevelopment Project Areas have been designated as "Focus Areas" by the General Plan. The recommendations for each Focus Area will work in tandem with the Five-Year Plans to form coordinated strategies for revitalization.

Bikeway Plan

San Leandro adopted a Bikeway Plan in 1997. The Plan addresses deficiencies in the City's bikeway system and includes policies and specific capital improvement programs to make cycling more viable and enjoyable in the City. The Plan included an updated Bikeway Map, designating the existing and future locations of Class I, II, and III bike routes.

The Draft General Plan is consistent with the Bikeway Plan and incorporates its major recommendations. The Bikeway Plan Map has been incorporated into the Draft Plan, and the Bikeway Plan standards are adopted by reference. Many of the policies and programs listed in the Bikeway Plan have been directly integrated into the Draft General Plan.

Master Plan of City Streets

The Master Plan of City Streets includes a classification system for San Leandro's street system, design standards for streets in each classification, and a capital improvement program for street improvements. The adopted Master Plan of City Streets is outdated. An updated Draft was prepared during the mid-1990s but was not adopted. Following the adoption of the updated General Plan, the Master Plan of City Streets will need to be revised. The Plan may be incorporated as an appendix to the General Plan, or it may continue to be a freestanding document. In any event, the revised Master Plan would be consistent with the General Plan Transportation Element and would utilize the same designations of arterial, collector, and local streets.

Area Plans: West San Leandro, Central San Leandro/BART area, Downtown Plan and Urban Design Guidelines, North Area

Each of these Plans includes land use and urban design policies for a specific sub-area in San Leandro. The General Plan incorporates the recommendations of each Plan and cross-references each Plan in the Land Use Element. Specific policies and action programs correspond to each sub-area, fully integrating the area plan recommendations into the General Plan. No changes to the Area Plans are proposed by the General Plan, and revisions to these plans will not be necessary as a result of General Plan adoption.

San Leandro Zoning Code

The current San Leandro Zoning Code was adopted in December 1995. A series of amendments was processed in early 2001. The Zoning Code establishes 8 residential districts, 7 commercial districts, 2 office districts, 2 mixed use ("North Area") districts, and 3 industrial districts. It also includes an open space district, a public/semi-public district, a series of overlay districts, and provisions for planned development districts. Permitted and conditionally permitted uses are identified for each district, along with development standards addressing yards, height, parking, and other parameters. Administrative procedures are also defined in the Code.

The General Plan identifies a number of specific changes to the Zoning Code to be made following Plan adoption. These changes include updating of San Leandro's zoning map for General Plan consistency, creation of a new mixed use zone, updating parking standards, revisions to the industrial FAR standards, and minimum densities for parcels around the BART station and along transit corridors. Other changes are itemized in Chapter 10 of the Draft Plan. Implementing the listed changes will ensure internal consistency between the Plan and Zoning Code.

V. ALTERNATIVES TO THE PROPOSED PROJECT

INTRODUCTION

Section 15126 (d) of the California Environmental Quality Act (CEQA) guidelines requires that every EIR contain an evaluation of alternatives to a proposed project. Each alternative should be capable of achieving the general objectives of the project. The range may be limited to those necessary to permit a reasoned choice.

The merits of each alternative must be assessed and an explanation as to why each was rejected must be provided. If the project has significant adverse effects, this usually means that an alternative which is "environmentally superior" to the project must be evaluated. "No Project" and "No Development" alternatives also must be analyzed. In the case of a General Plan Update, the "No Project" alternative is interpreted as retaining the existing General Plan. The "No Development" alternative presumes no change from baseline (2001) conditions through the horizon year of the General Plan (2015).

APPROACH

Throughout the three-year General Plan update, various alternatives to the City's future were considered. These alternatives included options for the character of different subareas in the City, issues related to the density and intensity of development, issues related to the annexation of the former rock quarry site east of the City, and issues related to the extension of various streets (such as Aladdin Avenue). The Plan Update included a four month phase during which at least two land use alternatives were prepared and evaluated for 10 different subareas in the City. A Workbook summarizing these alternatives was prepared as part of this process. The General Plan Advisory Committee (GPAC) took formal votes on the "preferred" alternative in each area.

Policy Alternatives

Many policy options were considered by the GPAC over the course of the General Plan Update. Initially, the designation of "Focus Areas" (areas where land use changes would be considered) required an assessment of each neighborhood and business district. Several areas (such as the Greenhouse Marketplace Shopping Center and the Timothy Drive neighborhood) were initially considered as Focus Areas, but later eliminated. Once the Focus Areas were defined, land use strategies and policies for each area were discussed and debated. Through a "balloting" process, some policies were eliminated, others added, and others revised.

Typical policy issues included the type and extent of development to be allowed at the San Leandro Marina, the extent of design review to be required in residential areas, the relocation of Burrell Field, the desirability of ferry service at the San Leandro Marina, the expansion of the auto mall along Marina Boulevard, and the types of uses to be encouraged in industrial/residential buffer zones.

Land Use Category Alternatives

The 15 categories used to classify land in the proposed Plan were derived after screening a number of

alternatives. For instance, the use of a "Commercial Recreation" designation was initially considered and later dropped. The need for a separate classification for "offices" (versus combining offices with "commercial" land uses) was debated and ultimately deemed appropriate. The "High Density Residential" category initially considered densities up to 50 units per acre; these densities were later dropped to 29 units per acre, with allowances for higher densities around transit stations and along transit lines. Industrial floor area ratios of 0.6 to 1.0 were also considered, with 0.8 ultimately selected. The merits of each option were discussed by the GPAC before being included in the proposed Plan.

Transportation Alternatives

The major transportation alternative considered during the General Plan update was whether or not to extend Aladdin Avenue between Alvarado Street and San Leandro Boulevard. The pros and cons of the extension were discussed, and a traffic model run was conducted to test the relative impacts. Ultimately, the Plan recommended that further study of the extension be conducted before it is officially included on the Master Plan of City Streets.[1]

Growth Options

The principal growth issue related to the 58-acre San Leandro Rock Quarry. This area is currently outside the City limits and the sphere of influence and is designated for agricultural uses on the County General Plan. However, residential development has been proposed on the site in the past, and the 1989 General Plan defined parameters for the site's eventual development. The GPAC debated the option of designating the site for residential uses, or retaining its open space designation. The latter option was selected, although the Plan acknowledges that future General Plan Amendments for the site may be considered and additional study of potential new uses are appropriate.

1 *The traffic modeling of the Aladdin extension assumed that the street would be extended eastward from its terminus at the Union Pacific Railroad across the former Hudson Lumber property and then intersecting either San Leandro Boulevard or Washington Avenue. If the extension were built, the intersections to benefit most would be along Marina Boulevard between I-880 and San Leandro Boulevard. At Marina/I-880, the extension would reduce peak hour travel delays by 3.4 seconds per vehicle in 2015 (the intersection would remain at LOS D, however). At Alvarado/Marina, the extension would eliminate the need to add another westbound left turn lane and would reduce peak hour travel delays at the intersection by 7.5 seconds per vehicle in 2015. The extension would cause slightly increased traffic volumes at the intersections of San Leandro Boulevard/Marina Boulevard and at San Leandro Boulevard/Washington Avenue. San Leandro Blvd/Washington would operate at LOS C without the extension and LOS D with the extension.*

Map Options

The following map options were considered by the GPAC. In each case, the "preferred" option is noted with an asterisk. In most cases, the "preferred" option was not the unanimous choice of GPAC members, but in all cases, this option received at least two-thirds of the votes cast.

San Leandro Boulevard Corridor, Davis Street to Oakland City Limits:

A. Maintain "status quo" industrial and heavy commercial uses
B. Transition to mixed uses, with emphasis on office (*)
C. Transition to mixed uses, with emphasis on medium-density housing

Hudson Lumber/Yokota Nursery

A. Maintain as general industrial area
B. Transition to medium density residential area
C. Transition to light industrial area, with commercial along Marina Boulevard (*)

Washington Avenue

A. Maintain as light industrial/heavy commercial area (*)
B. Transition to community commercial uses
C. Transition to residential uses

East 14th Street-North of Downtown

A. Continue emphasis on mixed use (housing over commercial) (*)
B. Break the corridor into high density residential sections and commercial "nodes"

East 14th –South of Downtown

A. Continue status quo (commercial "strip" development)
B. Designated as mixed use, with activities concentrated around key sites spaced about ½ mile apart (*)

MacArthur Corridor

A. Continue status quo (commercial "strip" development)
B. Designate as mixed use, with an emphasis on commercial uses (*)
C. Designate as mixed use, with an emphasis on residential uses

Marina Boulevard Corridor (I-880 to San Leandro Boulevard)

A. Retain industrial zoning with "S" overlay district
B. Change to commercial zoning and promote additional auto dealers and large-scale retail (*)

South-of-Marina (SOMAR)

A. Maintain as general industrial area, predominantly warehouse and distribution
B. Redesignate for light industrial uses (*)

West San Leandro

A. Maintain as general industrial area
B. Maintain as general industrial, but with buffer along residential perimeter (*)

Bayfair
A. Maintain as retail center, with other commercial uses (such as offices) on mall perimeter (*)
B. Designate for mixed use, with high-density housing allowed.

ALTERNATIVES FOR EIR CONSIDERATION

For EIR purposes, the range of alternatives has been narrowed to those which must be addressed according to CEQA (Option A: "No Project" and Option B: "No Development") and two other alternatives which incorporate options that were not selected by the GPAC during their deliberations. These other alternatives represent an amalgamation of the map and growth options discussed over the course of the Update. Option C—the Housing emphasis option—considers the impacts of a Land Use Diagram in which housing is selected as the preferred use in several of the areas listed above. Option D considers the impacts of a Land Use Diagram which emphasizes general industrial uses over light industrial, office, and retail uses within non-residential areas. Under CEQA, the "No Development" option is considered the environmentally superior alternative, since it alone would reduce the potential for the significant unavoidable impacts (traffic and air quality) that have been noted for the preferred Plan.

Proposed Plan

The environmental impacts of the proposed Plan are the subject of this EIR and have been assessed throughout this document. The Plan has been designed to guide development decisions in San Leandro through the year 2015. The Plan accommodates the same level of development as was accommodated by the previous General Plan for the City. However, by promoting "smart growth" and transit-oriented infill development, the Plan's adoption is expected to result in higher levels of population and employment growth than would occur under the existing (1989) Plan. A positive environmental outcome of the Plan is that it would accommodate a larger share of the region's growth within an existing urban area, avoiding the loss of farmland in outlying areas. The Plan endorses the concept of City-centered growth as an alternative to sprawl.

The Plan accommodates all projected growth within the existing City limits, and proposes no redesignation of agricultural or open space lands for development. It conserves all environmentally sensitive areas within the City limits for resource conservation. It reduces the potential for adverse impacts to roads and public services by setting level of service standards and requiring that service capacity exists before new development is approved. Overall air quality impacts are minimized by promoting transit, bicycling, and transit-oriented development, while water quality impacts are minimized by requiring compliance with state and federal laws and implementation of urban runoff programs. Cultural and visual resources will be protected through new historic preservation laws and programs, and through design guidelines and streetscape improvement programs.

The proposed Plan anticipates 1,470 new households and 9,275 new jobs by 2015. It is possible that actual population and employment could exceed these figures, depending on how quickly underutilized land is redeveloped for more productive uses. Conversely, sluggish economic conditions could lead to lower population and employment figures by 2015. In any event, most of the new development will be accommodated through the development of vacant infill sites, and the "recycling" of centrally located, transit-served sites in existing commercial and industrial districts. Mixed use development is encouraged, both to provide housing opportunities, reduce commuting, encourage transit use, and promote a vital and dynamic environment in the City.

Option A: The No Project Alternative

Description. The No Project Alternative presumes that the existing 1989 General Plan would remain in effect. The current "major change/trend change/no change" map would continue to guide growth and development decisions. Due to the state of the current General Plan, development decisions would be made in the absence of a clear Land Use Diagram—the zoning map would presumably guide land use.

Quantifying the amount of development that could be accommodated by the 1989 General Plan is difficult because the Plan does not contain a traditional land use map. In the absence of such a map, assumptions must be made about the density or intensity of development that would take place on each site. On the one hand, the absence of densities/intensities could result in substantially more development than is allowed by the proposed Plan. On the other hand, the absence of clear development policies and business development strategies could slow down development by retaining an ambiguous vision for each area.

ABAG's Projections 2000 provides a benchmark for estimating what might occur if the existing Plan remained in place, since the Projections are based on local land use policy. These projections indicate 1,020 new households and 5,160 new jobs between 2000 and 2015. In 2015, the City's population would be about 82,000 and the number of jobs would be about 53,000. These projections would be consistent with the CMA and BAAQMD projections used to evaluate transportation needs and air quality conditions. They are lower than the projections used for the Draft General Plan.

The 1989 General Plan has a number of shortcomings which hinder its continued use. These include outdated data (including demographic data from the 1980 Census), a lack of guidance on some of the issues currently facing the City (such as historic preservation, airport noise, and school capacity), an incomplete Circulation Element, a dated format, and content that does not fully respond to State requirements. Moreover, most of the changes that are described in the Plan have already taken place—Marina High School has been redeveloped, Roberts Landing (Heron Bay) has been completed, the Peralta Avenue sites (Cherrywood) have been redeveloped, Fairmont Ridge has been acquired by the Regional Park District, and plans for the BART Station area have been adopted.

Environmental Impacts. The environmental impacts of the No Project Alternative as compared to the Proposed Project are summarized as follows:

- Land use impacts would be more significant if the No Project Alternative was selected, since the 1989

Plan did not call for buffers along the residential/industrial interface, and does not fully reflect the changing character of San Leandro's commercial and industrial districts. Existing land conflicts could persist, with few policies and actions to address them.

- Population, housing, and employment impacts would be less significant under the No Project Alternative, since the rate of growth would presumably be lower.

- Transportation impacts would be less significant, since this alternative would result in fewer jobs and households, and therefore fewer trips generated. This would translate into less congestion on local roadways and fewer capital improvement needs. However, maintaining the 1989 Plan could also result in additional adverse impacts on transportation, because that Plan does not contain the aggressive policy and program framework for bicycles, shuttles, ferries, public transportation, and coordinated land use and transportation decisions contained in the proposed Plan. The existing Plan would continue "status quo" transportation policies, potentially resulting in more congestion.

- Visual and aesthetic impacts would be more significant under the 1989 Plan, since it lacks a strong policy framework for design review, streetscape improvements, and civic beautification. Although the 1989 Plan addresses these issues, it does so in a general manner. The proposed Plan is much more aggressive in its proposals to enhance San Leandro's visual environment.

- Vegetation and Wildlife impacts would be more significant under the No Project Alternative, since the 1989 Plan's biotic resource policies and actions are weaker than those in the proposed Plan. The proposed Plan specifically addresses the protection and restoraton of wetlands, grasslands, and riparian areas.

- Cultural Resource impacts would be more significant under the No Project Alternative. Unlike the proposed Plan, the 1989 Plan does not include a historic preservation element. Although historic resources are addressed, the 1989 Plan does not call for an expansion of the local register, the creation of historic districts, and more comprehensive review of alterations to historic structures. The 1989 Plan also does not include the public education and economic incentive programs contained in the proposed Plan.

- Infrastructure impacts would not be significantly different under the 1989 Plan versus the proposed Plan. Although the proposed Plan anticipates more development than the 1989 Plan, this development would occur on sites that already have urban services. Higher levels of industrial development (as envisioned by the proposed plan) could result in higher water and sewer demands than are anticipated by the current Plan.

- Community service impacts would be less significant if the 1989 Plan were maintained, primarily because the 1989 Plan calls for fewer new programs. The proposed Plan proposes new programs for youth, seniors, and young children, and also calls for the development of new parks and recreational facilities. Because the existing Plan would result in fewer households, it would also result in fewer students and fewer new residents—and thus, lesser impacts on schools, libraries, police, fire, and other community services.

- Water quality impacts would be more significant is the 1989 Plan was maintained, again because the Plan does not contain strong policies and actions on this topic. Whereas the proposed Plan includes an ambitious set of policies and actions to control urban runoff and implement the County Clean Water Plan, the existing (1989) Plan includes just two policies addressing water quality.

- Geologic impacts would not be significantly different under the 1989 Plan and the proposed Plan. Both plans designate equivalent areas for development, in each case including areas subject to liquefaction and groundshaking. The proposed Plan includes a greater number of policies and actions to mitigate the potential for earthquake and landslide damage.

- Air quality impacts would be less significant under the 1989 Plan than the proposed Plan, since the 1989 Plan would result in fewer vehicle miles traveled and thus, lower emissions. However, it is possible that the No Project Alternative could actually have greater air quality impacts because it does not include the transportation control measures (TCMs) contained in the proposed Plan, and also would continue to allow heavy industrial uses in close proximity to housing.

- On the surface, noise impacts appear to be less significant under the No Project Alternative, since there would be fewer jobs and households, and therefore lower traffic volumes. There would also be fewer impacts from construction noise. However, the proposed Plan contains policies and actions to mitigate projected increases in noise (whereas the 1989 Plan addressed noise in a more cursory manner). These policies would offset increased noise levels and result in beneficial impacts.

- Hazardous materials impacts would be less significant under the No Project Alternative, since there would be less chance of older industrial sites being "recycled" for residential and commercial uses. On the other hand, the proposed Plan encourages remediation while the existing (1989) plan addresses the issue in general terms only.

Reasons for Rejecting this Alternative. The No Project Alternative is infeasible because it does not reflect existing land use and transportation conditions in San Leandro. It also does not consider existing (and emerging) public policy issues in the City. The current Land Use Diagram is outdated and does not provide the guidance needed to lead the City into the 21st Century. The Plan's horizon year (2000) has already passed, and the update is needed to ensure that the Plan remains legally defensible. Maintaining the current plan could present an obstacle to achieving the goals and visions articulated by San Leandro residents during the Plan update.

Option B: The No Development Alternative (Environmentally Superior Alternative)

CEQA requires that at least one alternative in an EIR consider the consequences of retaining a project's existing physical setting. In the case of a General Plan, this translates to an alternative in which no physical change occurs from current conditions over the lifetime of the General Plan (2001 to 2015). Over next 14 years, San Leandro would remain exactly as it is today, with no new development taking place. Under CEQA, this alternative would be considered "environmentally superior" to the proposed Plan because it would result in

no incremental increase in population, employment, traffic, air emissions, urban runoff, public service demand, soil erosion, or the other environmental attributes assessed in this EIR. There would be no significant environmental impacts.

The No Development alternative could have unintended negative consequences, however, particularly at the regional level. If no additional development takes place in San Leandro, the demand for land for new housing and jobs in the East Bay may simply be met elsewhere. Additional urban sprawl would be likely in other parts of the region. This would result in additional congestion, air and water quality impacts, and infrastructure impacts, as well as the loss of agricultural land and loss of visual resources beyond the City limits. Ultimately, the results of a No Development alternative could cause greater environmental harm than good.

Moreover, the No Development alternative would not enable the City to achieve its basic goals and vision for the future. Property rights could be seriously compromised and economic hardships could be created. Local sales and property tax revenues would be stifled, and new job and housing opportunities for San Leandro residents could not be created. This could ultimately increase blight and lead to economic stagnation in the City. In fact, the only way this alternative would truly be "environmentally superior" to the preferred Plan is if it were applied at the regional level. The alternative was rejected for these reasons.

Option C: Housing Emphasis Alternative

Description. Option C has been developed by combining some of the land use options considered by the General Plan Advisory Committee. Under this scenario, the following sites would be shown for residential uses instead of light industrial, office, and commercial uses:

- Hudson Lumber (14 acres, low-medium density)
- Public Works Center on Washington Avenue near Floresta (7.6 acres, low-medium density)
- North end of Alvarado Street, south of San Leandro Creek (9.9 acres, high density)
- Chang Property (west of the Downtown BART Station) (5.9 acres, high density)
- Bayfair Mall parking areas (10 acres, high density)

This option would further designate the following areas for high density housing instead of "mixed use" development:

- East 14th Street from Broadmoor to Euclid (includes about 2 acres of underutilized land on scattered sites)
- Evergreen Nursery (2 acres)
- East 14th Street from Blossom Way to San Leandro Boulevard (includes about 4 acres of underutilized land on scattered sites)

Implementation of this alternative would result in 1,400 more housing units than are accommodated by the proposed Plan and 2,400 fewer jobs. The incremental growth accommodated by the General Plan would be 2,870 housing units (about 7,300 people) and 6,700 jobs instead of 1,470 housing units and 9,275 jobs. Total population in 2015 would be about 87,000.

Over the course of the General Plan update, residential uses were considered on each of the sites listed above. Ultimately, other designations were selected based on input from the GPAC. In some cases, GPAC members were concerned that residential uses on the proposed sites would further strain local school services and create land use conflicts with nearby industrial uses. In other cases, GPAC members felt the sites offered unique opportunities for light industrial, office, and retail uses, and that these uses represented the highest and best use of the properties.

Environmental Impacts. The environmental impacts of the Housing Emphasis Alternative relative to the Proposed Project are as follows:

- Land Use impacts would be more significant under the Housing Emphasis Alternative, since additional housing would be located in areas close to active industrial uses. The potential for conflicts between industrial and residential uses would increase.

- Population, housing, and employment impacts would be different under the Housing Emphasis Alternative, but not necessarily more or less significant. The job forecasts would more closely resemble ABAG Projections 2000. The household and population forecasts would greatly exceed ABAG Projections 2000. The Housing Emphasis Alternative would provide greater opportunities for affordable housing in San Leandro than the Preferred Alternative.

- Transportation impacts would be less significant under the Housing Emphasis Alternative, since the peak hour traffic associated with 1,500 new housing units would probably be less than the peak hour traffic associated with 2,500 new jobs. Moreover, the Housing Emphasis Alternative would sustain a jobs-housing balance that more closely resembles the existing balance in San Leandro, potentially resulting in less commuting into San Leandro by new workers.

- Visual and aesthetic impacts would be different under the Housing Emphasis Alternative, but not necessarily more or less significant. The possibility for aesthetic conflicts would be greater if housing was developed close to (or within) industrial areas. However, some of the sites in the Housing Emphasis Alternative adjoin residential neighborhoods, and housing could be more visually compatible than commercial uses in such cases.

- Vegetation and Wildlife impacts would not be significantly different under the Housing Emphasis Alternative and the Proposed Plan.

- Cultural Resource impacts would be not be significantly different under the Housing Emphasis Alternative and the Proposed Plan.

- Infrastructure impacts would probably be more significant under the Housing Emphasis Alternative than the Proposed Plan. Based on standard generation rates, the water and wastewater flows associated with 1,500 housing units would probably exceed the water and wastewater flows associated with the office, retail, and industrial uses that would otherwise occur on the designated sites.[2]

- Community service impacts would be much more significant under the Housing Emphasis Alternative than the proposed Plan. School enrollment would be substantially higher, and the demand for parks and libraries would be much higher. Police and fire service needs would also be greater.

- Water quality impacts would not be substantially different under the Housing Emphasis Alternative, as both alternatives would result in a comparable amount of impervious surface and a comparable level of development activity.

- Geologic impacts would be somewhat greater under the Housing Emphasis Alternative, only because this alternative would result in a larger number of persons residing in a seismically active area. The 1,500 "extra" housing units would accommodate about 3,800 persons, compared to the 2,500 jobs expected on these sites under the proposed Plan.

- Air quality impacts would be less significant under the Housing Emphasis Alternative. Peak hour trip generation would be lower and a more balanced jobs-housing mix would be established. Projected employment would be closer to the figures presumed by the Clean Air Plan. This alternative also would provide a substantial quantity of housing within walking distance of transit.

- Noise impacts would be much more significant under the Housing Emphasis Alternative. Most of the sites listed are adjacent to the BART tracks of freeways and would be subject to ambient exterior noise levels that exceed 65 (and in some cases 70) dB CNEL. A larger number of new residents would be exposed to noise levels exceeding the City's standards. Because the BART tracks are elevated, mitigation of these impacts through sound walls would be difficult.

- Hazardous materials impacts would be more significant under the No Project Alternative. Several of the sites identified in this alternative were formerly industrial, and a higher level of site clean up could be required before development could take place. The risk of exposure to hazardous materials might be higher.

Reasons for Rejecting this Alternative. The components making up this alternative were individually rejected by the GPAC because they did not respond to the goals of the Committee as well as non-residential uses did. There was a great interest among Committee members in creating high quality employment sites, avoiding new conflicts between housing and industry, and minimizing school overcrowding. There was concern that housing on sites such as Hudson Lumber would expose future residents to high noise levels and create conflicts with adjacent industrial uses.

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2 This presumes that the 1,500 units would be built in lieu of the 400,000 SF of light industry, 470,000 SF of offices, and 186,000 SF of retail development that would be accommodated on the referenced sites.

Option D: Industrial Emphasis Alternative

Description. The industrial emphasis alternative combines several of the land use options considered—and ultimately rejected—by the GPAC for San Leandro's industrial areas. This alternative would emphasize San Leandro's traditional manufacturing base and retain general industrial designations (and zoning) in most of the City's industrial districts (the proposed Plan, by comparison, redesignates about one-third of this area for light industry or commercial uses). This scenario has the following characteristics:

- The entire West San Leandro industrial area would be designated for General Industry, with no buffer along the perimeter and no commercial uses identified.
- The South-of-Marina industrial area (South of Marina Boulevard and east of I-880) would be designated for General Industry, including the Marina Boulevard frontage.
- The Mid-Washington Avenue corridor (San Leandro Boulevard to Halcyon-Floresta) would be designated for General Industry.

These designations recognize the historic land use patterns in these areas. If this alternative were adopted, City policies could still encourage buffers and performance standards to reduce impacts on adjacent residential areas. The City's business development programs would presumably promote these areas for additional manufacturing, warehousing, trucking, and heavier industrial uses.

Environmental Impacts. The environmental impacts of the Industrial Emphasis Alternative relative to the Proposed Project are as follows:

- Land Use impacts would be more significant under the Industrial Emphasis Alternative, since additional manufacturing and trucking uses could located in close proximity to residential uses. The potential for conflicts between these uses would increase.

- Population, housing, and employment impacts would be less significant under the Housing Emphasis Alternative. Because employment densities in manufacturing areas are generally lower than in light industrial areas, there would be fewer jobs and lower housing demand. The job forecasts would more closely resemble ABAG Projections 2000. The household and population forecasts would also be comparable with Projections 2000.

- Some transportation impacts would be more significant while others would be less significant. More significant impacts would be created by the additional truck and rail traffic generated by heavy industry, particularly near residential areas in West San Leandro. However, overall traffic congestion would be lighter under the Industrial Emphasis Alternative, since employment densities would be lower. Like the Housing Emphasis Alternative, there would be a closer match between jobs and housing, potentially resulting in less commuting into San Leandro by new workers.

- Visual and aesthetic impacts would probably be more significant under the Industrial Emphasis Alternative. Many of the heavier industrial uses could be regarded as objectionable by nearby residents—activities such as wrecking yards, factories, and "smokestack-type" industries could be regarded as having

a blighting influence on surrounding areas. The possibility for aesthetic conflicts with residential uses would be greater under this alternative.

- Vegetation and Wildlife impacts would not be significantly different under the Industrial Emphasis Alternative, since all development would take place on urbanized land.

- Cultural Resource impacts would be not be significantly different under the Industrial Emphasis Alternative and the Proposed Plan.

- Infrastructure impacts could be more significant under the Industrial Emphasis Alternative due to the large amounts of water that are often required for heavier industrial uses and the large volume of wastewater requiring pre-treatment. However, it is worth noting that many lighter industrial uses also require large volumes of water—and that some general industrial uses (wrecking yards, for instance) generate very low infrastructure demand. The demand for telecommunication facilities would be lower under the Industrial Emphasis Alternative, since it emphasizes manufacturing rather than "new economy" technology-oriented uses.

- Most community service impacts would be less significant under the Industrial Emphasis, again because of the lower employment densities. However, some services, such as fire and solid waste collection, could be impacted more significantly.

- Water quality impacts would probably be more significant under the Industrial Emphasis Alternative given the greater potential for groundwater contamination from heavier industrial uses, and the potential for hazardous spills impacting surface runoff.

- Geologic impacts would probably be less significant under the Industrial Emphasis Alternative because of a smaller number of employees would be present in a seismically active area.

- Some air quality impacts would be more significant under the Industrial Emphasis Alternative and others would be less significant. The emphasis on general industry would make it more likely that new stationary sources of pollution would be proposed in the future. Additional odor, smoke, and dust impacts would be likely. On the other hand, the lower peak hour trip generation associated with manufacturing uses could result in less congestion and fewer transportation-related emissions.

- Noise impacts would be more significant under the Industrial Emphasis Alternative due to the increased presence of general industrial uses near residential areas.

- Hazardous materials impacts would be more significant under the Industrial Emphasis Alternative due to the greater concentration of manufacturing uses, the propensity of such uses to handle hazardous substances, and the proximity of such uses to nearby residential areas.

Reasons for Rejecting This Alternative. This alternative was rejected because it failed to address two basic goals of the General Plan Advisory Committee. The first of these goals was to establish light industrial buffer

areas along the perimeter of industrial districts as a way to address compatibility issues. The second was to provide opportunities for "new economy" uses and promote the continued diversification of San Leandro's economic base, which has traditionally been anchored by manufacturing and warehousing. One of the GPAC's earliest goals was to identify areas in the City where a transition from heavier industry to technology and office uses could be accommodated.

VI. CEQA-REQUIRED CONCLUSIONS

SIGNIFICANT ENVIRONMENTAL EFFECTS THAT CANNOT BE AVOIDED IF THE PROPOSED PROJECT IS IMPLEMENTED

According to CEQA Guidelines Section 15126 (b), an EIR must contain a discussion of significant environmental effects that cannot be mitigated to a level of insignificance if the proposed project is implemented. Policies and actions in the General Plan would mitigate most of the Plan's impacts. However, implementation of the San Leandro General Plan may result in unavoidable significant effects in the following areas, each further discussed below:

- Transportation
- Air Quality

Transportation

Development consistent with the General Plan could generate as many as 93,000 additional daily auto trips by the horizon year of 2015. These trips would contribute to congestion on Interstates 880 and 580, both of which are projected to experience peak hour LOS F by the horizon year of 2015. In addition, traffic conditions on local roadways in San Leandro would deteriorate, with at least one intersection (Davis at San Leandro Boulevard) operating at LOS E. At least 12 other intersections would deteriorate from LOS B or C to LOS D. Although LOS D is deemed acceptable by the General Plan, the added congestion would result in travel delays substantially greater than those experienced today. Thus, transportation impacts are considered significant and unavoidable.

Air Quality

Development consistent with the General Plan would result in an increase in employment that exceeds the projections used in the Clean Air Plan. The addition of 9,275 jobs in the City (over a 15-year period) would lead to additional commuting into San Leandro from other cities in the region, with accompanying air emissions. This could contribute to delays in the attainment of state and federal air quality standards in the San Francisco Bay Air Basin. Moreover the additional traffic delays (described above) would increase emissions around congested intersections. Although the Plan includes numerous measures to mitigate air quality impacts, and proposes a development pattern which is less auto-dependent than the existing pattern, these steps may not be enough to reduce impacts to a less than significant level.

RELATIONSHIP BETWEEN SHORT-TERM USES OF THE ENVIRONMENT AND THE MAINTENANCE AND ENHANCEMENT OF LONG-TERM PRODUCTIVITY

Section 15126 (e) of the CEQA Guidelines requires a discussion of long-term effects of the project which may adversely impact the environment. In some cases, a project with beneficial short-term impacts may have adverse effects in the long-run. The very nature of a General Plan means that most of the project's impacts will be long-

term rather than short-term. The Plan could result in permanent changes to the City's land use pattern and transportation system, with attendant changes in the visual character of the City and patterns of traffic and circulation. Long-term changes to noise, air and water quality, urban services, and infrastructure within the Planning Area could take place in the years following the Plan's adoption.

These changes are deliberate and desired long-term consequences. The Plan has been consciously structured to achieve long-term environmental goals as well as shorter-term goals. The Plan's policies and actions have been structured to safeguard environmental resources over the long-term and to ensure that development is sensitive to environmental conditions both now and in the future.

SIGNIFICANT IRREVERSIBLE CHANGES THAT WOULD BE INVOLVED IF THE PROPOSED ACTION IS IMPLEMENTED

CEQA requires a discussion of the significant irreversible changes to the environment that could result if a project is implemented. These changes include the irreversible loss of non-renewable resources (such as wood and petroleum), and irreversible changes to the physical environment, including land and waterways. In the case of a General Plan, implementation may facilitate development above and beyond existing conditions. This would result in the commitment of additional natural resources for building construction and the irreversible commitment of energy and water to support proposed land uses. However, San Leandro's new Plan would not result in the conversion of any open space to urban land uses, as all future development would be contained within the existing urbanized area.

The following irreversible changes would result:

- Approximately 130 acres of vacant "infill" sites, most of which have already been disturbed by previous activities, could be converted to urban uses. All of these sites could be developed under the current General Plan (e.g., the "No Project" alternative) as well as the proposed Plan.

- Additional air emissions, in particular carbon monoxide (CO), would result from traffic congestion and other urban activities accommodated by the Plan. This could contribute to deteriorating air quality in the region and state.

- Additional water would be consumed by the development accommodated by the General Plan. Water is a limited resource in California and continued development would further reduce available supply.

- Additional energy resources, including petroleum and natural gas, would be consumed by development and transportation. Energy resources would be used for heating, cooling, lighting, daily activities and operations, and mobility.

GROWTH INDUCING IMPACTS

Section 15126 (g) of the CEQA Guidelines requires that an EIR assess the growth-inducing impacts of a proposed project. According to the CEQA guidelines, the discussion should focus on the "ways in which the proposed project could foster economic or population growth, or the construction of additional housing either directly or indirectly, in the surrounding environment."

As mentioned throughout this EIR, adoption of the General Plan is expected to result in higher levels of household and employment growth than have been forecast by ABAG. The Plan would serve to facilitate redevelopment Downtown, along transit corridors, and around the BART Stations. It could expedite redevelopment of older industrial properties and encourage higher employment densities in industrial areas. Adoption of "mixed use" designations, density bonuses, and development incentives along corridor streets could provide greater flexibility for the private sector and thereby induce additional housing development in these areas. Adoption of policies to aggressively recruit bio-technology, e-commerce, and other "new economy" uses could induce growth in areas like South-of-Marina and the Alvarado Street corridor.

Up to 1,470 new households and 9,275 jobs are anticipated in the 14 years following Plan adoption. This growth would create economic benefits for San Leandro and would increase the tax base in a manner that could positively affect City services. Short-term increases in construction employment would create economic benefits and job opportunities for San Leandro residents. Longer-term job opportunities in skilled professions also would be created, depending on the mix of new industry that is attracted. The growth accommodated by the Plan could be growth-inducing at the regional level, by accommodating more people and jobs than has been anticipated by ABAG.

Although new development may occur throughout San Leandro, most future development would occur in the ten Focus Areas identified by the Plan. As a result of General Plan adoption, localized improvements to streets and water/sewer systems may take place in these areas, along with streetscape and urban design improvements. This could induce additional growth and redevelopment in these areas. This would be considered a desirable outcome of the Plan, and would be fully consistent with Plan goals.

Some of the transportation improvements envisioned by the Plan could be growth-inducing. For example, the widening of Marina Boulevard to six lanes would create additional traffic capacity on this street and could induce redevelopment along the blocks between Wayne Avenue and San Leandro Boulevard. The upgrading of bus transit along East 14th and designation of future "stations" (consistent with the AC Transit MIS) could induce growth at specific locations along the corridor. Gateway improvements to western Marina Boulevard could induce development of the remaining opportunity sites at the San Leandro Marina. The creation of a ferry terminal at the Marina could induce the demand for landside facilities, including commercial uses. Again, these would be desired consequences of the General Plan. The Land Use and Transportation Elements have been prepared concurrently so that transportation improvements respond to and complement desired land use patterns.

Secondary impacts associated with higher population and employment growth also could result. The creation of more than 9,000 new jobs in the City could increase the demand for housing, creating greater pressure to convert open land to housing. This could result in additional housing proposals for the 58-acre rock quarry east of the City limits, and could also spur requests to redesignate industrial or commercial land within San Leandro for residential uses. Additional housing growth might be induced beyond the City limits, in the Ashland/Castro Valley areas and in southern and eastern Alameda County. Secondary impacts also could include the displacement of local manufacturing and warehousing jobs, as land in "light industrial" areas is converted to higher value land uses. Ultimately, these impacts may be driven by market conditions in the Bay Area rather than by the General Plan.

Increase shopping opportunities in San Leandro, and increased amenities at the Marina, could increase San Leandro's appeal to visitors. This could further attract new residents to the area, and could increase traffic in areas like Downtown and Bayfair Mall. Attendant increases in the demand for City services could result.

CUMULATIVE IMPACTS

Section 15130 of the CEQA Guidelines requires the EIR to discuss significant cumulative impacts associated with the project. These include impacts that would result from the project when considered in conjunction with other projects already occurring or planned in the vicinity. In San Leandro, most cumulative impacts are associated with traffic and the efficiency of the transportation system. Cumulative impacts may also be associated with air emission and noise increases from Oakland International Airport's planned expansion.

As individual projects in San Leandro are proposed, the City should remain cognizant of their impacts on adjacent cities and counties. Likewise, as development is proposed in Oakland, San Lorenzo, Ashland, and other nearby communities, San Leandro should stay apprised of the potential for impacts on its own environment. The City already has established a collaborative relationship with Oakland addressing the impacts of projects near the San Leandro border. Projected traffic associated with Oakland Airport and Durant Square (in Oakland) have been factored into the analysis conducted as part of this EIR.

According to the CEQA Guidelines, an analysis of cumulative impacts requires a list of past, present, and anticipated projects. In the case of a General Plan, the analysis should consider a summary of projections which considers anticipated regional conditions. Accordingly, the analysis in this EIR is based on the cumulative impacts of growth projected in San Leandro (e.g., 1,470 households and 9,275 jobs) and growth projected in other East Bay cities (as defined in ABAG Projections 2000). These projections indicate the following increments of growth during 2000-2015:

	2000-2015 New Households	2000-2015 New Jobs
Alameda	1,710	19,940
Ashland	210	640
Castro Valley	2,920	1,810
Cherryland	340	620
Hayward	2,940	16,080
Oakland	3,920	26,750
San Lorenzo	90	420

Because growth in adjacent communities has been considered in each section of the EIR, the entire assessment is an analysis of cumulative impacts. No specific development project is analyzed in detail, and future growth has been evaluated in a regional context. A further discussion of cumulative impacts is presented below:

Land Use

Cumulative land use impacts would be limited, since the General Plan emphasizes infill and redevelopment of already urbanized land. On a regional level, land use impacts should be positive. By encouraging a more compact, transit-oriented development pattern, and by focusing development on underutilized sites, less land could be required for urban development within the Bay Area. The Plan would contribute to regional smart growth initiatives and would enable the preservation of farmland and open space in outlying areas by accommodating additional growth within an established community.

Population, Housing, and Employment

Cumulative impacts on population, housing, and employment are difficult to predict. The unknown variable is San Leandro's "capture rate" of the region's future job growth. ABAG projects that San Leandro will "capture" 1.9 percent of the East Bay's job growth (5,160 jobs out of 275,000 jobs in Alameda andContra Costa Counties) during 2000-2015. The Draft General Plan projects that San Leandro will capture a greater share of this growth (3.4 percent—or 9,275 jobs). If this holds true, the cumulative impacts would be beneficial. If this is false, the region as a whole will simply gain 4,115 jobs more than what ABAG has projected, creating additional unmet demand for housing.

Transportation

Job and housing growth in communities outside of San Leandro will contribute to congestion on roads within the City. This is particularly true on the freeways, but arterials such as Doolittle, East 14th, and Hesperian also may be affected. Increases in "background" traffic have been factored into the General Plan traffic analysis. The cumulative effect of local and non-local traffic is described as a significant impact in Section III.C of this EIR. On the other hand, the transportation impacts might be even more significant if the existing (1989) General Plan is retained, since that Plan does not emphasize transit-oriented development, transit improvements, and bicycle network development to the same extent as the proposed Plan.

Visual and Aesthetic

The cumulative impact of the proposed Plan and other plans in the region on aesthetic conditions would be the changing character of the East Bay Plain from a suburban area to a more urban area. As other communities in the East Bay begin redeveloping older industrial areas, increasing densities along corridor streets, and investing in transit villages around BART stations, the character of the area as a whole may change.

The communities that comprise the East Bay could become more distinct as each develops new signature buildings, gateways, and streetscape improvements. San Leandro could become more visually distinguishable from Oakland, San Lorenzo, Ashland, and other nearby communities. Because the Plan does not propose urbanization of large open space areas, there would be no cumulative visual impacts associated with urban sprawl. The impacts are related to increasing density and the changing character of commercial and industrial areas, rather than the outward expansion of the urban area.

Vegetation and Wildlife

Development in San Leandro and nearby communities would contribute to a cumulative loss of vegetation and wildlife habitat in the East Bay. However, the City's contribution to regional habitat loss is very small, because almost all of the development accommodated by the General Plan would take place on urbanized land. Projects in adjacent cities would generally have no impacts on wetland or riparian acreage in San Leandro.

Cultural Resources

Impacts to historic and archaeological resources will occur as long as growth and development occur in the Bay Area. Although the general trend (in other cities, as well as in San Leandro) has been toward more sensitive treatment of these resources, losses could still be significant in a regional context. Oakland has adopted one of the most aggressive Historic Preservation Elements in the State, and Hayward also has an ambitious preservation program. San Leandro will join these communities in efforts to conserve the region's historic resources and promote greater public awareness and appreciation for local history.

Infrastructure

San Leandro's growth represents only a portion of the growth within the EBMUD water service area and the Oro Loma Sanitary District wastewater service area. The City's plans for housing and job growth must be viewed in the context of plans for other parts of the service areas.

In the case of water, the land uses proposed by the San Leandro General Plan are in line with what EBMUD has used for planning purposes. The uncertainties associated with water supply still make it imperative to conserve aggressively, and to invest in measures which reduce non-essential potable water use. The City could be subject to curtailments in water supply if outlying areas grow at a more rapid rate than EBMUD has projected. The General Plan endorses measures to conserve water, develop new supplies, and promote the use of reclaimed water for irrigation and landscaping.

In the case of wastewater, the San Leandro Water Pollution Control Plant serves San Leandro only, and would not be impacted by development from other cities. The Oro Loma Plant serves part of San Leandro and also will receive flows from Ashland, San Lorenzo, and other communities. Plans for the San Leandro portion of the

service area are consistent with the growth assumptions that have made by the Oro Loma Sanitary District.

Community Services

Cumulative impacts on community services are limited to those with service areas extending beyond the City limits. This would include the San Lorenzo Unified School District (SLzUSD)--which also receives students from Ashland, San Lorenzo, and parts of Hayward; the Alameda County Fire Department—which also serves Dublin, Castro Valley, Ashland, and other unincorporated communities; and the East Bay Regional Park District—which serves residents in two counties. As noted in Chapter 3, no additional student enrollment is projected in the San Leandro portion of the SLzUSD. The County Fire Department works closely with the Cities of San Leandro and Dublin and the County of Alameda to anticipate cumulative demand for fire services. The Regional Park District's planning program anticipates cumulative demands associated with growth in the entire service area. Other services, including police, library, and City parks, are provided locally.

Water Quality

Water quality in San Leandro creeks and channels is affected by runoff from the Cities of Oakland and Hayward, and by development in unincorporated Alameda County. Local waters also may be impacted by agricultural runoff from Alameda (and Contra Costa) Counties. Most of the mitigation measures (including General Plan policies and actions) identified in this EIR have been derived from the Alameda Countywide Clean Water Program. They will also be implemented by other communities in the watersheds of San Leandro and San Lorenzo creeks, thereby mitigating cumulative water quality impacts.

Geologic Hazards

The cumulative effect of the General Plan on geologic hazards is that it would contribute to regional increases in the number of persons living and working within a seismically active area. Growth in San Leandro and other East Bay communities would increase the number of persons who could be subject to earthquake-induced property damage, injury, and death.

Air Quality

Development pursuant to the San Leandro General Plan would contribute to increases in air emissions within the San Francisco Bay Air Basin. Increased congestion on the regional freeway system would contribute to increases in criteria air pollutant concentrations and could impede the attainment of air quality standards. This is considered a significant impact of the proposed Plan.

Noise

Noise impacts are typically localized and would result primarily from additional auto and train traffic. Increases in air traffic also would create cumulative noise impacts. This is true not only for air traffic associated with Oakland International, but also for San Francisco International and Hayward Airport. Cumulative noise impacts have been considered in the EIR's Noise section.

Hazardous Materials

The increased business activities in San Leandro would be occurring concurrently with increased business activities in Oakland, Hayward, and other east bay communities. There would be a cumulatively greater risk of hazardous materials incidents, through accidental spills, releases to groundwater, and improper storage and/or handling procedures. The increased population in the region could increase the number of persons who would potentially be exposed in the event of an incident.

EFFECTS FOUND NOT TO BE SIGNIFICANT

The following impacts were determined to be less than significant based on the analysis contained in this EIR and therefore do not require mitigation measures. These include impacts which are incidental, and those which are less than significant due to policies and actions in the proposed Plan, or applicable federal or state regulations. The impact reference numbers are included in parentheses below.

- New General Plan land use categories would be adopted, and a traditional land use diagram would replace the existing "Change Area" diagram. (A1)

- There may be an interim period during which zoning designations and General Plan designations are not consistent. (A2)

- Land use conflicts could occur as commercial and industrial uses are combined within mixed use projects, and as live-work projects are located within industrial areas. (A3)

- Additional (or more intense) industrial and office-flex development on underutilized industrial properties could create the potential for off-site land use impacts on established residential neighborhoods. (A4)

- Future population and employment could exceed the figures projected by ABAG. (B1)

- Development could increase the demand for public transportation, with attendant increases in the demand for parking around BART stations. (C2)

- Development could increase the demand for bicycle and pedestrian facilities, and could increase bicycle and pedestrian safety hazards on local streets. (C3)

- Increased commercial and industrial development could result in higher volumes of truck traffic, potentially creating conflicts on residential streets. (C4)

- Increased commercial and industrial development on infill sites could reduce parking supply while increasing the demand for parking spaces. (C5)

- The character of several major corridor streets could change from "suburban" to "urban" as pedestrian-oriented infill projects replace auto-oriented strip commercial developments. (D1)

- New city gateways and urban design standards could change the visual character of major city entries and thoroughfares. (D2)

- Development accommodated by the General Plan could block views and vistas. (D3)

- Development accommodated by the General Plan could result in direct loss of habitat, causing the displacement of common wildlife species. (E1)

- Increased public access along the shoreline and development on upland sites at the Marina could create off-site impacts on the Shoreline Marshlands, potentially impacting special status species. (E2)

- Development accommodated by the General Plan could result in a loss of mature trees on future development sites. (E3)

- Development activities within the Downtown, Downtown BART, East 14th, and San Leandro Boulevard corridor Focus Areas could lead to proposals to demolish or alter historic buildings. (F2)

- Development activities within the Downtown, Downtown BART, East 14th, and San Leandro Boulevard corridor could cast shadows on historic buildings, or otherwise change the context of these buildings in a manner which compromises their integrity and historic value. (F3)

- Adaptive re-use of historic buildings (for live-work, offices, shops, and housing) could result in remodeling, additions, and alterations that are insensitive to the character of these buildings. (F4)

- Future development could increase citywide demand for water supply. (G1)

- Future development could require improvements to the water delivery system. (G2)

- Future development could cause more frequent exceedances of capacity at the San Leandro Water Pollution Control Plant. (G4)

- Future development could increase impervious surface coverage in San Leandro's watersheds, thereby increasing runoff rates and potentially exacerbating flood hazards along San Leandro Creek and Alameda County Flood Control Channels. (G5)

- Future development could increase demand for telecommunication services. (G6)
- Future development could increase citywide energy demand and would contribute to existing shortages of electric and natural gas supplies in the PG&E service area. (G7)
- Future job and housing growth could cause attendant increases in demand for police services. (H1)
- Future job and housing growth could cause attendant increases in demand for fire services. (H2)
- Future job and housing growth could cause attendant increases in demand for library services, particularly at the branch libraries. (H4)
- Future job and housing growth could require the expansion of solid waste and recycling services, and the implementation of new programs to achieve landfill diversion goals. (H5)
- Future population growth in the City could result in additional maintenance needs at City parks. (H7)
- Future commercial and industrial development could cause further degradation of groundwater. (I-1)
- New development could increase impervious surface area, thereby decreasing groundwater recharge. (I-2)
- Construction associated with new development could cause erosion and sedimentation of local waterways. (I-3)
- Development would create additional sources of urban runoff, potentially degrading water quality in local creeks and flood control channels. (I-4)
- Additional development would be accommodated on soils with high shrink-swell potential. (J1)
- Construction on the remaining vacant sites in the San Leandro Hills could increase the potential for landslides and erosion. (J2)
- Population and employment would increase within a seismically active area, including areas subject to violent groundshaking and liquefaction during a major earthquake. (J3)
- New industrial uses could create the potential for noxious odors and fumes in adjacent residential areas. (K3)
- Higher volumes of traffic on San Leandro streets could increase noise levels along major thoroughfares. (L1)
- Additional development would be accommodated in areas where the ambient noise level exceeds 65 dB CNEL, potentially exposing future residents to annoying levels of noise. (L2)
- Additional development would be accommodated in areas subject to single event flyover noise from planes

landing at Oakland International Airport's North Field. (L3)

- New industrial and commercial uses could create the potential for annoying levels of noise in adjacent residential neighborhoods. (L4)

- Construction associated with new development could create short-term increases in noise levels. (L5)

- Construction and redevelopment activities could increase exposure to hazardous building materials. (M3)

- The additional housing accommodated by the General Plan could generate additional household hazardous waste. (M5)

The following impacts were not assessed in this EIR because they were determined to be not applicable at the time the Initial Study checklist was completed:

- Impairments of emergency access provisions or interference with evacuation plans
- Increased transportation hazards due to a physical design feature or incompatible use
- Loss of mineral resources
- Use of septic systems on unsuitable soils
- Impacts to paleontological resources
- Conversion of prime farmland to non-agricultural uses
- Conflicts with Williamson Act contracts.

SUMMARY

Project Description

The project is an update of the San Leandro General Plan. The new Plan replaces the 1989 General Plan and presents policies and diagrams to guide the City's growth through 2015. The Plan would facilitate development of the remaining vacant sites in the City and encourage revitalization of older commercial and industrial districts and conservation of residential areas. No annexation is proposed and no redesignation of land from open space to urban uses is proposed. Development opportunities identified by the Plan are expected to yield up to 1,470 new housing units and 9,275 jobs during the next 14 years. Most of these opportunities also existed under the previous (1989) General Plan, but are more clearly articulated by the new Plan.

Environmental Impacts and Mitigation Measures

The potential environmental impacts of the project are summarized in Table S-1. The table lists impacts and mitigation measures in three categories:

- Significant, unavoidable impacts
- Potentially significant impacts that can be mitigated to a less than significant level
- Impacts that would be less than significant, either due to their incidental nature or because they are specifically addressed by policies and/or actions in the Draft Plan.

For each significant or potentially significant impact, the table includes a summary of mitigation measures followed by a column which indicates the measure(s) that will reduce the impact to a less than significant level. Readers of this document should refer to Chapter III for a complete discussion of each impact and associated mitigation. As stated in Table S-1 and Chapter III, the General Plan would result in significant, unavoidable impacts associated with traffic and air quality.

Alternatives

Chapter V of this EIR analyzes four alternatives to the proposed Plan. The first, a "No Project" alternative, would leave the existing Plan in place. The second, a "No Development" alternative, assumes that no additional development would occur in San Leandro. Under CEQA, this is considered an "environmentally superior" alternative to the project, but it could produce many unintended consequences that are not consistent with local goals. The third alternative, a "Housing Emphasis" option, would redesignate a number of older industrial and commercial sites for housing and double the number of new housing units that could be produced between 2000 and 2015. The fourth alternative is an "Industry Emphasis" option that would retain the General Industrial designation on a number of key sites which were ultimately designated for light industrial or commercial uses.

Table S-1: Summary of Environmental Impacts and Mitigation Measures

Impact	Mitigation Measures	Significance After Mitigation
SIGNIFICANT, UNAVOIDABLE IMPACTS		
C. <u>Transportation</u> **C1:** Future development consistent with the General Plan would cause additional congestion on local streets and highways, exacerbate regional congestion on local freeway segments, and degrade roadway level of service (LOS) to "E" in at least one instance.	**C1:** Prior to the approval of any additional office projects exceeding 50,000 square feet in the Downtown BART Station vicinity, prepare a traffic study and mitigation plan for the Davis Street corridor between I-880 and East 14th Street. The Plan should use ITS technology to explore ways of mitigating potential degradation of LOS on Davis Street.	Significant and Unavoidable
K. <u>Air Quality</u> **K2:** The General Plan's development policies could result in a larger number of jobs in San Leandro than were assumed in the Regional Clean Air Plan. The additional commuting and congestion associated with the City's employment growth would result in additional air emissions. This could delay attainment of state and federal air quality standards.	**K2**: Require any future Specific Plan and/or Area Plan for the General Plan's Focus Areas to incorporate trip reduction strategies and other transportation control measures that reduce the potential for emissions.	Significant and Unavoidable

Table S-1: Summary of Impacts, continued

Impact	Mitigation Measures	Significance After Mitigation
POTENTIALLY SIGNIFICANT IMPACTS MITIGATED BY THE EIR		
A. <u>Land Use</u> **A5:** The redesignation of general industrial areas for light industry, and of commercial areas for "mixed use", could displace long-time uses and increase the potential for conflicts between established heavy industry and newer light industrial uses—or established commercial uses and new residential uses in mixed use projects.	**A5.1:** Prior to the rezoning of any land along the East 14th, MacArthur, Washington Avenue, and San Leandro Boulevard corridors for "mixed use" development, undertake an analysis of the number and extent of existing uses that would become non-conforming. If necessary, develop zoning provisions and other programs to reduce the potential for hardships resulting from the new zoning designation. **A5.2:** Prior to the rezoning of any land in the West San Leandro and South of Marina areas from "Industrial-General" to "Industrial-Light," undertake an analysis of the number and extent of existing uses that would become non-conforming. If necessary, develop zoning provisions and other programs to reduce the potential for hardships resulting from the new zoning designation.	Less than significant
B. <u>Population and Housing</u> **B2**: The General Plan's business development policies could result a job growth rate that substantially exceeds housing production, leading to further imbalances between jobs and housing in the Bay Area.	**B2:** Adopt the Housing Element within 6 months of General Plan adoption, including programs to develop new or expanded funding sources for affordable housing production.	Less than significant

Table S-1: Summary of Impacts (Continued)

Impact	Mitigation Measures	Significance After Mitigation
POTENTIALLY SIGNIFICANT IMPACTS MITIGATED BY THE EIR (CONTINUED)		
D. <u>Visual Resources</u> **D4:** Additional infill development, and the lighting of athletic fields and/or Marina-area development sites, could increase light and glare.	**D.1:** Apply street lighting standards and other exterior lighting standards in new development areas that are designed to reduce glare on adjacent residences. New lighting could be designed to reduce adverse impacts by using techniques such as automatic shut off controls and glare shields, and by appropriately orienting and positioning fixtures at a height consistent with intended use.	Less than significant
F. <u>Cultural and Historic Resources</u> **F1:** Excavation of development sites identified by the General Plan could unearth or disturb archaeological resources.	**F1:** For projects requiring discretionary approval and located in areas of archaeological sensitivity, including Downtown, the Downtown BART Station area, and the Marina, the City will require appropriate measures to identify and protect archaeological resources. These measures may include, as necessary, archaeological resource surveys by a qualified professional.	Less than significant
G. <u>Infrastructure</u> **G1**: Development consistent with the General Plan could require improvements to components of the wastewater collection system, including aging sewer lines.	**G1:** Continue the City's sewer replacement program and undertake the scheduled improvements needed to accommodate future growth in the City's industrial districts.	Less than significant

Table S-1: Summary of Impacts (Continued)

Impact	Mitigation Measures	Significance After Mitigation
POTENTIALLY SIGNIFICANT IMPACTS MITIGATED BY THE EIR (CONTINUED)		
H. <u>Community Services</u>		
H3: Development consistent with the General Plan would increase the number of students served by the San Leandro Unified School District, impacting several schools that are already at or over capacity. State-mandated development fees may not fully address this issue.	**H.3:** Work with the San Leandro and San Lorenzo Unified School Districts to consider the following strategies to reduce school overcrowding: (1) changes to school service area boundaries to reflect changes in enrollment on a sub-area level; (2) changes to the academic year to make the most efficient use of school facilities; (3) addition of portable classrooms to school campuses; (4) busing of students to less crowded schools within the City, or the development of agreements with the San Lorenzo USD to accept a limited number of San Leandro USD students; (5) development of new facilities, possibly including the acquisition of underutilized sites adjacent to existing school properties for campus expansion; (6) developer fee justification studies which establish the need to charge fees in excess of the maximum school mitigation fees permitted by state law; and (7) development of additional charter schools.	Less than significant
H6: The additional population and employment growth accommodated by the General Plan would increase demand for parks and recreational services, and could cause the City to fall further short of its acreage-based park service standard. Demand could be particularly acute for facilities serving the increased number of local employees.	**H6:** Explore additional revenue sources to fund park improvements, including a park impact fee requirement for commercial and industrial uses.	Less than significant

Table S-1: Summary of Impacts (Continued)

Impact	Mitigation Measures	Significance After Mitigation
POTENTIALLY SIGNIFICANT IMPACTS MITIGATED BY THE EIR (CONTINUED)		
L. Noise		
L5: Development consistent with the General Plan could result in construction-related noise impacts.	**L5:** Review all future projects for their potential to generate construction noise prior to the issuance of building permits. Require appropriate measures to reduce noise to acceptable levels, such as limits on the hours of construction, traffic routing, notification of neighbors, and types of equipment used.	Less than significant
M. Hazardous Materials		
M1: Land use changes facilitated by the General Plan may result in new residential and office uses in close proximity to existing uses that handle hazardous materials, increasing the potential number of persons exposed in the event of an accident.	**M1:** On an ongoing basis, the City of San Leandro Environmental Services Division should coordinate with other City and County Departments (including Planning, Business Development, and Fire) to confirm that new businesses in San Leandro have complied with appropriate hazardous materials standards, and filed required plans and documents.	Less than significant
M2: Some of the new light industrial uses accommodated by the General Plan, such as biotechnology, may handle hazardous materials, resulting in an increase in risk levels at some locations.	**M2:** Same as M1.	Less than significant
M4: Adoption of the Plan would promote redevelopment of older industrial sites, some of which may have residual soil and/or groundwater contamination from previous site activities.	**M4:** Prior to redevelopment of sites where hazardous soil and/or groundwater may be present, the City shall require a complete Phase I environmental assessment to evaluate potential sources of contamination. Additional environmental assessments and clean-up plans should be prepared as needed based on the findings.	Less than significant

Table S-1: Summary of Impacts, continued

Impact	Mitigation Measures	Significance After Mitigation
IMPACTS THAT ARE LESS THAN SIGNIFICANT DUE TO PROPOSED GENERAL PLAN POLICIES AND ACTIONS		
A. <u>Land Use</u>		
A1: The "Change Area" Land Use Map in the 1989 Plan would be replaced by a more conventional Land Use Diagram, possibly increasing the need for future General Plan amendments.	None required; incidental impact.	Less than significant
A2: There may be an interim period following Plan adoption where zoning designations do not match General Plan designations, creating confusion about permitted uses.	None required; addressed by Plan policies and programs	Less than significant
A3: Mixed use and live-work development are encouraged by the Plan, creating the potential for land use conflicts within these projects, and between these projects and nearby uses.	None required; addressed by Plan policies and programs	Less than significant
A4: The Plan encourages additional industrial development, creating the potential for additional conflicts with nearby residential areas.	None required; addressed by Plan policies and programs	Less than significant
B. <u>Population, Housing, and Employment</u>		
B1: The General Plan could result in higher population forecasts than have been anticipated by ABAG.	None required; incidental impact.	Less than significant

Table S-1: Summary of Impacts, Continued

Impact	Mitigation Measures	Significance After Mitigation
IMPACTS THAT ARE LESS THAN SIGNIFICANT DUE TO PROPOSED GENERAL PLAN POLICIES AND ACTIONS (CONTINUED)		
C. <u>Transportation</u>		
C2: Future development consistent with the General Plan would increase demand for public transit services.	None required; addressed by Plan policies and programs	Less than significant
C3: Future development consistent with the General Plan would increase demand for bicycle and pedestrian facilities, with attendant increases in bicycle and pedestrian safety concerns.	None required; addressed by Plan policies and programs	Less than significant
C4: Intensified commercial and industrial development, as envisioned by the General Plan, could increase truck traffic on some thoroughfares and lead to additional conflicts between truck traffic and residential neighborhoods.	None required; addressed by Plan policies and programs	Less than significant
C5: Intensified commercial and industrial development—and an emphasis on infill development—could increase parking demand while decreasing parking supply.	None required; addressed by Plan policies and programs	Less than significant
D. <u>Visual Resources</u>		
D1: The General Plan would change the character of several areas (especially East 14th Street, Downtown, and the Downtown BART Station areas) from "suburban" to "urban," replacing auto-oriented districts with pedestrian-oriented areas that are characterized by low and mid-rise buildings.	None required; addressed by Plan policies and programs	Less than significant

Table S-1: Summary of Impacts, Continued

Impact	Mitigation Measures	Significance After Mitigation
IMPACTS THAT ARE LESS THAN SIGNIFICANT DUE TO PROPOSED GENERAL PLAN POLICIES AND ACTIONS (CONTINUED)		
D. Visual Resources *(Continued)*		
D2: The "gateways" and other urban design improvements promoted by the General Plan could change the character of major thoroughfares and business districts.	None required; incidental impact.	Less than significant
D3: New development accommodated by the General Plan could impact views and vistas.	None required; addressed by Plan policies and programs	Less than significant
E. Vegetation and Wildlife		
E1: Development consistent with the General Plan could result in a small loss of habitat and cause the displacement of common wildlife species.	None required; addressed by Plan policies and programs	Less than significant
E2: The General Plan promotes additional shoreline access and trail development adjacent to the marshland areas. Greater human presence in these areas could impact special status species and reduce wetland habitat value.	None required; addressed by Plan policies and programs	Less than significant
E3: Development consistent with the General Plan could result in the loss of mature trees on future development sites.	None required; addressed by Plan policies and programs	Less than significant

Table S-1: Summary of Impacts (continued)

Impact	Mitigation Measures	Significance After Mitigation
IMPACTS THAT ARE LESS THAN SIGNIFICANT DUE TO PROPOSED GENERAL PLAN POLICIES AND ACTIONS (CONTINUED)		
F. Cultural and Historic Resources		
F2: Development in the Focus Areas could cause increased pressure to demolish historic buildings, especially Downtown and in the BART Station area.	None required; addressed by Plan policies and programs	Less than significant
F3: Development in the Downtown and Downtown BART areas could change the context of historic buildings, cast shadows on such buildings, and compromise their historic integrity.	None required; addressed by Plan policies and programs	Less than significant
F4: Policies promoting adaptive reuse of older buildings could result in insensitive additions or alterations which compromise the character of historic buildings.	None required; addressed by Plan policies and programs	Less than significant
G. Infrastructure		
G1: Future development consistent with the General Plan would increase the demand for water in the EBMUD service area.	None required; addressed by Plan policies and programs	Less than significant
G2: Future development consistent with the General Plan could require the improvement of the water delivery system and require increases to fire fighting pressure in a limited number of areas.	None required; addressed by Plan policies and programs	Less than significant
G4: Future development consistent with the General Plan would increase flows to the San Leandro and Oro Loma wastewater plants.	None required; addressed by Plan policies and programs	Less than significant

Table S-1: Summary of Impacts (continued)

Impact	Mitigation Measures	Significance After Mitigation
IMPACTS THAT ARE LESS THAN SIGNIFICANT DUE TO PROPOSED GENERAL PLAN POLICIES AND ACTIONS (CONTINUED)		
G. Infrastructure *(continued)*		
G5: Development consistent with the General Plan would increase impervious surface areas, thereby accelerating runoff rates. This could increase flood hazards along drainage channels and creeks.	None required; addressed by Plan policies and programs	Less than significant
G6: Development consistent with the General Plan would result in increased demand for telecommunication services.	None required; incidental impact addressed by proposed fiber optics infrastructure improvements.	Less than significant
G7: Development consistent with the General Plan would contribute to systemwide increases in the demand for electricity and natural gas.	None required; addressed by Plan policies and programs	Less than significant
H. Community Services		
H1: Future development consistent with the General Plan would increase the demand for local police services.	None required; addressed by Plan policies and programs	Less than significant
H2: Future development consistent with the General Plan would increase the demand for local fire and paramedic services.	None required; addressed by Plan policies and programs	Less than significant
H4: Future development consistent with the General Plan would cause an increase in library patronage, especially at the South Branch.	None required; addressed by Plan policies and programs	Less than significant

Table S-1: Summary of Impacts (continued)

Impact	Mitigation Measures	Significance After Mitigation
IMPACTS THAT ARE LESS THAN SIGNIFICANT DUE TO PROPOSED GENERAL PLAN POLICIES AND ACTIONS (CONTINUED)		
H. Community Services *(continued)*		
H5: Development consistent with the General Plan would increase the demand for solid waste and recycling services.	None required; addressed by Plan policies and programs	Less than significant
H7: The population growth anticipated by the General Plan could translate into additional maintenance needs at City parks and additional recreational program needs.	None required; addressed by Plan policies and programs	Less than significant
I. Water Quality		
I-1: Future development consistent with the General Plan could further degrade groundwater quality.	None required; addressed by Plan policies and programs	Less than significant
I-2: Future development consistent with the General Plan could reduce the area available for groundwater recharge.	None required; addressed by Plan policies and programs	Less than significant
I-3: Construction activity in the Focus Areas and elsewhere could cause erosion and sedimentation of local waterways.	None required; addressed by Plan policies and programs	Less than significant

Table S-1: Summary of Impacts (continued)

Impact	Mitigation Measures	Significance After Mitigation
IMPACTS THAT ARE LESS THAN SIGNIFICANT DUE TO PROPOSED GENERAL PLAN POLICIES AND ACTIONS (CONTINUED)		
I. Water Quality *(continued)*		
I4: Development consistent with the General Plan could result in additional sources of urban runoff, and could increase the potential for oil, grease, and other contaminants to reach local waterways.	None required; addressed by Plan policies and programs	Less than significant
J. Geology and Seismicity		
J1: Future development consistent with the General Plan could occur on soils prone to shrink-swell.	None required; addressed by Plan policies and programs	Less than significant
J2: Future development on the remaining vacant sites in the San Leandro Hills could increase the potential for landslides.	None required; addressed by Plan policies and programs	Less than significant
J3: Future development consistent with the General Plan would result in an increased concentration of people within a seismically active region of the country, potentially exposing a greater number of people to bodily harm in the event of a catastrophic earthquake.	None required; addressed by Plan policies and programs	Less than significant
K. Air Quality		
K1: Future construction could have air quality impacts, particularly related to dust and particulate matter.	None required; addressed by Plan policies and programs	Less than significant

Table S-1: Summary of Impacts (continued)

Impact	Mitigation Measures	Significance After Mitigation
IMPACTS THAT ARE LESS THAN SIGNIFICANT DUE TO PROPOSED GENERAL PLAN POLICIES AND ACTIONS (CONTINUED)		
K. Air Quality *(continued)*		
K3: By encouraging mixed use development and by continuing to allow industrial uses near residential areas, additional odors and fumes could be experienced by residential receptors.	None required; addressed by Plan policies and programs	Less than significant
L. Noise		
L1: Traffic associated with General Plan-related development could increase noise levels along local streets and thoroughfares.	None required; addressed by Plan policies and programs	Less than significant
L2: Additional residential development would be encouraged in areas where ambient noise levels exceed 65 dB CNEL, potentially exposing future residents to noise levels above recommended guidelines.	None required; addressed by Plan policies and programs	Less than significant
L3: Future residential development could experience intermittent high levels of noise associated with single event flyovers at Oakland International Airport.	None required; addressed by Plan policies and programs	Less than significant
L4: Future industrial and commercial development accommodated by the Plan could result in new noise sources, some in close proximity to residential areas.	None required; addressed by Plan policies and programs	Less than significant

Table S-1: Summary of Impacts (continued)

Impact	Mitigation Measures	Significance After Mitigation
IMPACTS THAT ARE LESS THAN SIGNIFICANT DUE TO PROPOSED GENERAL PLAN POLICIES AND ACTIONS (CONTINUED)		
M. <u>Hazardous Materials</u>		
M3: Demolition and redevelopment within the Focus Areas could involve structures containing hazardous building materials. Disturbance of these materials could expose workers and the public to hazardous materials.	None required; addressed by Plan policies and programs	Less than significant
M5: The additional residential development accommodated by the General Plan would result in the generation of additional household hazardous wastes. If improperly disposed, this waste could cause soil and water pollution.	None required; addressed by Plan policies and programs	Less than significant

APPENDIX A:
Report Preparers and List of Persons Contacted

REPORT PREPARERS

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- Rich Illingworth
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The following persons were contacted to compile the data and information presented in this report (*)

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Rube Warren, BART
Carol Wedl, Port of Oakland (Oakland International Airport)
Norm Weisberg, San Leandro Planning Division
Paul Zolfarelli, San Leandro Water Pollution Control Plant

(*) Because this report was compiled over a two-year period, some of the persons listed on the previous page may no longer be with the departments and agencies listed.

APPENDIX B:
Initial Study Checklist

CITY OF SAN LEANDRO
DEPARTMENT OF DEVELOPMENT SERVICES
Planning Division

INITIAL STUDY CHECKLIST FORM

Project title:	City of San Leandro General Plan Update
Lead agency name and address:	City of San Leandro, Community Development Department 835 E. 14th Street, San Leandro, CA 94577
Contact person and phone number:	Matt Tomas, Planner III (510) 577-3350
Project location:	The City of San Leandro is located in Alameda County on the east side of San Francisco Bay.
Project sponsor's name and address:	City of San Leandro, Community Development Department, 835 E. 14th Street, San Leandro, CA 94577
General Plan:	This is a comprehensive update of the city general plan. The proposed plan is intended to replace the 1989 General Plan
Zoning:	The proposed general plan will also suggest possible zoning changes to ensure General Plan/Zoning consistency as required by California State Planning Law.
Description of site and proposed project:	The proposed project is a comprehensive update (except for the Housing Element) of the City of San Leandro's General Plan, which was last updated in 1989. The City is on track to update its Housing Element by December 31, 2001 along with all other ABAG jurisdictions. The City encompasses slightly over 7,000 acres including the area within the city limits. The proposed Plan would replace the existing 1989 General Plan and provide a new Land Use Map that depicts development through a horizon year of 2015. Although the plan would provide for approximately 1,470 additional housing units and about 5.0 million square feet of non-residential development, ultimate build-out would not occur until after the year 2015. The proposed plan contains elements for Land Use, Transportation, Open Space, Conservation and Parks, Public Safety, Historic Preservation and Community Design, and Community Services and Facilities. The City is proceeding to update the Housing Element, through a separate general plan amendment process, and is working on a separate timeline for this particular effort. However, the Housing Element will reflect growth and development that is

consistent with the proposed Land Use Map that is contained in the draft San Leandro General Plan.

Surrounding land uses and setting:

The City of San Leandro is located on the east side of San Francisco Bay and in a largely urban setting. The cities of Oakland and Hayward and unincorporated county communities (Castro Valley; Cherryland; Ashland) are adjacent to or near San Leandro. Major transportation facilities, such as Interstates 80; 880; and 580 and State Route 135 (E.14th Street) travel through San Leandro.

San Leandro contains a wide range of land uses typical of Bay Area urban settings including residential, commercial, industrial, passive and active recreational facilities and other open space uses. The City is typically considered to be "built out" and is experiencing development consistent with other cities in the Bay Area of similar age and location. Much of the development in San Leandro can be considered "infill" and many development proposals are occurring within the existing building stock.

Other public agencies whose approval is required:

This Notice of Preparation is being circulated to all Responsible Agencies so that the EIR can address appropriate concerns of these agencies as it relates to proposed General Plan policy language and implementing programs.

ENVIRONMENTAL FACTORS POTENTIALLY AFFECTED:

The environmental factors checked below would be potentially affected by this project, involving at least one impact that is a "Potentially Significant Impact" as indicated by the checklist on the following pages.

☒ Land Use and Planning	☒ Transportation/Circulation	☐ Public Services
☒ Population and Housing	☐ Biological Resources	☐ Utilities and Service Systems
☐ Geological Problems	☐ Energy and Mineral Resources	☐ Aesthetics
☐ Water	☐ Hazards	☐ Cultural Resources
☒ Air Quality	☒ Noise	☐ Recreation
☒ Mandatory Findings Of Significance		

DETERMINATION: (To be completed by the Lead Agency)

On the basis of this initial evaluation:

☐ I find that the proposed project COULD NOT have a significant effect on the environment, and a NEGATIVE DECLARATION will be prepared.

☐ I find that although the proposed project could have a significant effect on the environment, there will not be a significant effect in this case because the mitigation measures described on an attached sheet have been added to the project. A MITIGATED NEGATIVE DECLARATION will be prepared.

☒ I find that the proposed project MAY have a significant effect on the environment, and an ENVIRONMENTAL IMPACT REPORT is required.

☐ I find that the proposed project MAY have a significant effect(s) on the environment, but at least one effect 1) has been adequately analyzed in an earlier document pursuant to applicable legal standards, and 2) has been addressed by mitigation measures based on the earlier analysis as described on attached sheets, if the effect is a "potentially significant impact" or "potentially significant unless mitigated." An ENVIRONMENTAL IMPACT REPORT is required, to analyze only the effects that remain to be addressed.

☐ I find that although the proposed project could have a significant effect on the environment, there WILL NOT be a significant effect in this case because all potentially significant effects (a) have been analyzed adequately in an earlier EIR pursuant to applicable standards, and (b) have been avoided or mitigated pursuant to that earlier EIR, including revisions or mitigation measures that are imposed upon the proposed project.

Signature *Date*

Matt Tomas, Planner III City of San Leandro
Printed name

ISSUES	POTENTIALLY SIGNIFICANT ISSUES	POTENTIALLY SIGNIFICANT UNLESS MITIGATION INCORPORATED	LESS THAN SIGNIFICANT IMPACT	NO IMPACT	SOURCES
1. LAND USE AND PLANNING. Would the project:					
a. Physically divide an established community?				**X**	**2**
b. Conflict with any applicable land use plan, policy, or regulation of an agency with jurisdiction over the project (including, but not limited to the general plan, specific plan, local coastal program, or zoning ordinance) adopted for the purpose of avoiding or mitigating an environmental effect?				**X**	**2,**
c. Conflict with any applicable habitat conservation plan or natural community conservation plan?			**X**		**2**
EXPLANATION: The City of San Leandro is considered to be an older city within the San Francisco Bay Area and its present land use patterns are well-established. The proposed Land Use Map accommodates existing development and clarifies the type, density and preferred types of land uses in the different neighborhoods throughout the city. The draft Land Use Map does not designate any additional land for development and is not proposing to change any of the land use designations that already exist. The draft San Leandro General Plan will be reviewed to ensure internal consistency, as required by California State Planning Law and clearly depicts sensitive areas with San Leandro. Many of the existing policies related to resource conservation are being brought forward from the existing Plan into the new proposed draft General Plan.					
2. POPULATION AND HOUSING. Would the project:					
a. Induce substantial population growth in an area either directly (e.g., by proposing new homes and businesses) or indirectly (e.g. through projects in an undeveloped area or major infrastructure)?				**X**	**1, 2**
b. Displace substantial number of existing housing, necessitating the construction of replacement housing elsewhere?				**X**	**2**
c. Displace substantial numbers of people, necessitating the construction of replacement housing elsewhere?				**X**	**2**
EXPLANATION: The draft General Plan provides for ultimate build-out of approximately 1,470 housing units which is consistent with the Association of Bay Area Government's Projections Series. Since San Leandro has little vacant land, much of the future growth will occur as in-fill development and changes of use in the Downtown and along major transit corridors. The draft General Plan encourages maintenance and revitalization of neighborhoods and also is based on Smart Growth principals.					
3. GEOLOGY AND SOILS. Would the project:					
a. Expose people or structures to potential substantial adverse effects, including the risk of loss, injury, or death involving:				**X**	**1, 2**
i) Rupture of a known earthquake fault, as delineated on the most recent Alquist-Priolo Earthquake Fault Zoning Map issued by the State Geologist for the area or based on other substantial evidence of a known fault?				**X**	**2**
ii) Strong seismic ground shaking?				**X**	**2**
iii) Seismic-related ground failure, including liquefaction?				**X**	**2**
iv) Landslides?				**X**	**2**
b. Result in substantial soil erosion or the loss of topsoil?				**X**	**2**

ISSUES	POTENTIALLY SIGNIFICANT ISSUES	POTENTIALLY SIGNIFICANT UNLESS MITIGATION INCORPORATED	LESS THAN SIGNIFICANT IMPACT	NO IMPACT	SOURCES
c. Be located on a geologic unit or soil that is unstable, or that would become unstable as a result of the project, and potentially result in on- or off-site landslide, lateral spreading, subsidence, liquefaction or collapse:				**X**	**2**
d. Be located on expansive soil, creating substantial risks of life or property?				**X**	**2**
e. Have soils capable of adequately supporting the use of septic tanks or alternative waste water disposal systems where sewers are not available for the disposal of waste water?				**X**	**2**
f. Any increase in wind or water erosion of soils, either on- or off-site?				**X**	**2**
g. Changes in deposition or erosion of beach, sands, or changes in siltation, deposition or erosion which may modify the channel of a river or stream or the bed of the ocean or any bay, inlet or lake?				**X**	**2**
EXPLANATION: The project area exists as a mostly developed urban environment. The Hayward fault is located east of the City. The draft Public Safety goals and policies provide further discussion regarding seismic concerns. The Draft General Plan avoids designating property for development where seismic issues are a concern.					
4. HYDROLOGY AND WATER QUALITY. Would the project:					
a. Violate any water quality standards or waste discharge requirements?				**X**	**2**
b. Substantially deplete groundwater supplies or interfere substantially with groundwater recharge such that there would be a net deficit in aquifer volume or a lowering of the local groundwater table level (e.g., the production rate of pre-existing nearby wells would drop to a level which would not support existing land uses or planned uses for which permits have been granted?				**X**	**2**
c. Substantially alter the existing drainage pattern of the site or area, including through the alteration of the course of a stream or river, in a manner which would result in substantial erosion or siltation on- or off-site?				**X**	**2**
d. Substantially alter the existing drainage pattern of the site or area, including through the alteration of the course of a stream or river, or substantially increase the rate or amount of surface runoff in a manner, which would result in flooding on- or off-site?				**X**	**2**
e. Create or contribute runoff water which would exceed the capacity of existing or planned stormwater drainage systems or provide substantial additional sources of polluted runoff?				**X**	**2**

ISSUES	POTENTIALLY SIGNIFICANT ISSUES	POTENTIALLY SIGNIFICANT UNLESS MITIGATION INCORPORATED	LESS THAN SIGNIFICANT IMPACT	NO IMPACT	SOURCES
f. Otherwise substantially degrade water quality?				**X**	**2**
g. Place housing within a 100-year flood hazard area as mapped on a federal Flood Hazard Boundary or Flood Insurance Rate Map (FIRM) or other flood hazard delineation map?				**X**	**2**
h. Place within a 100-year flood hazard area structures, which would impede or redirect flood flows?				**X**	**2**
i. Expose people or structures to a significant risk of loss, injury or death involving flooding, including flooding as a result of the failure of a levee or dam?				**X**	**2**
j. Inundation by seiche, tsunami, or mudflow?				**X**	**2**
k. Exposure of people property to water related hazards such as tidal waves?				**X**	**2**
EXPLANATION: The existing General Plan already reflects the existing development pattern in the City. Since the draft General Plan does not designate any more areas for development, most of the new development that might occur within the Planning horizon would do so where existing conveyance facilities exist. The draft Plan contains policies that require provision of adequate conveyance facilities to accommodate any new proposed development and to avoid development in identified flood zones. The City is located in a mostly developed urban environment and the City would typically review individual development projects as part of its National Pollution Discharge Elimination System permit and also require review by other permitting agencies such as the Bay Area Regional Water Quality Control Board. All development proposals are typically reviewed for possible location within the 100 year flood plan, and Alquist Priolo Special Studies Area.					
5. AIR QUALITY. Where available, the significance criteria established by the applicable air quality management or air pollution control district may be relied upon to make the following determinations. Would the project:					
a. Conflict with or obstruct implementation of the applicable air quality plan?				**X**	**2**
b. Violate any air quality standard or contribute substantially to an existing or projected air quality violation?		**X**			**1, 2**
c. Result in a cumulatively considerable net increase of any criteria pollutant for which the project region is non-attainment under an applicable federal or state ambient air quality standard (including releasing emissions which exceed quantitative thresholds for ozone precursors)?		**X**			**1, 2**
d. Expose sensitive receptors to substantial pollutant concentrations?				**X**	**2**
e. Create objectionable odors affecting a substantial number of people?				**X**	**2**
EXPLANATION: The project area exists as a mostly developed urban environment. Preliminary traffic model runs available from the Alameda Congestion Management Agency indicate that cumulative build-out conditions in the region may affect air quality. The draft General Plan may need to include mitigation measures that would address air quality concerns.					

ISSUES	POTENTIALLY SIGNIFICANT ISSUES	POTENTIALLY SIGNIFICANT UNLESS MITIGATION INCORPORATED	LESS THAN SIGNIFICANT IMPACT	NO IMPACT	SOURCES
6. BIOLOGICAL RESOURCES. Would the project:					
a. Have a substantial adverse effect, either directly or through habitat modifications, on any species identified as a candidate, sensitive, or special status species in local or regional plans, policies, or regulations, or by the California Department of Fish and Game or U.S. Fish and Wildlife Service?			**X**		**2**
b. Have a substantial adverse effect on any riparian habitat or other sensitive natural community identified in local or regional plans, policies, regulations or by the California Department of Fish and Game or US Fish and Wildlife Service?			**X**		**1, 2**
c. Have a substantial adverse effect on federally protected wetlands as defined by Section 404 of the Clean Water Act (including, but not limited to, marsh, vernal pool, coastal, etc.) through direct removal, filling, hydrological interruption, or other means?			**X**		**2**
d. Interfere substantially with the movement of any resident or migratory fish or wildlife species or with established native resident or migratory wildlife corridors, or impede the use of native wildlife nursery sites?			**X**		**2**
e. Conflict with any local policies or ordinances protecting biological resources, such as a tree preservation policy or ordinance?				**X**	**2**
f. Conflict with the provisions of an adopted Habitat Conservation Plan, Natural Community Conservation Plan or other approved local, regional, or state habitat conservation plan?				**X**	**2**
EXPLANATION: The project area exists as a mostly developed urban environment. Many of the existing policies related to resource conservation are being brought forward from the existing Plan into the new proposed draft General Plan and should adequately address concerns related to biological resources.					
7. MINERAL RESOURCES. Would the project:					
a. Result in the loss of availability of a known mineral resource that would be of value to the region and the residents of the state?				**X**	**2**
b. Result in the loss of availability of a locally, important mineral resource recovery site delineated on a local general plan, specific plan or other land use plan?				**X**	**2**
EXPLANATION: There are no known mineral resources located within the boundaries of the City, which is largely developed. Therefore, no impacts are anticipated for mineral resources.					

ISSUES	POTENTIALLY SIGNIFICANT ISSUES	POTENTIALLY SIGNIFICANT UNLESS MITIGATION INCORPORATED	LESS THAN SIGNIFICANT IMPACT	NO IMPACT	SOURCES
8. HAZARDS AND HAZARDOUS MATERIALS. Would the project:					
a. Create a significant hazard to the public or the environment through the routine transport, use, or disposal of hazardous materials?				**X**	**2**
b. Create a significant hazard to the public or the environment through reasonably foreseeable upset and accident conditions involving the release of hazardous materials into the environment?				**X**	**2**
c. Emit hazardous emissions or handle hazardous or acutely hazardous materials, substances, or waste within one-quarter mile of an existing or proposed school?				**X**	**2**
d. Be located on a site which is included on a list of hazardous materials sites and, as a result, would it create a significant hazard to the public or the environment?				**X**	**2**
e. For a project located within an airport land use plan, would the project result in a safety hazard for people residing or working in the project area?				**X**	**2**
f. For a project within the vicinity of a private airstrip, would the project result in a safety hazard for people residing or working in the project area?				**X**	**2**
g. Impair implementation of or physically interfere with an adopted emergency response plan or emergency evacuation plan?				**X**	**2**
h. Expose people or structures to a significant risk of loss, injury or death involving wildland fires, including where wildlands are adjacent to urbanized areas or where residences are intermixed with wildlands?				**X**	**2**
EXPLANATION: The project area exists as a mostly developed urban environment. Draft policies relating to Environmental Hazards and Public Safety should address potential concerns. Additionally, the City has its own Environmental Services office which regulate the use, storage and transport of hazardous materials in the City.					
9. NOISE. Would the project result in:					
a. Exposure of persons to or generation of noise levels in excess of standards established in the local general plan or noise ordinances, or applicable standards of other agencies?		**X**			**1, 2**
b. Exposure of persons to or generation of excessive groundborne vibration of groundborne noise levels?				**X**	**2**
c. A substantial permanent increase in ambient noise levels in the project vicinity above levels existing without the project?				**X**	**2**

ISSUES	POTENTIALLY SIGNIFICANT ISSUES	POTENTIALLY SIGNIFICANT UNLESS MITIGATION INCORPORATED	LESS THAN SIGNIFICANT IMPACT	NO IMPACT	SOURCES
d. A substantial temporary or periodic increase in ambient noise levels in the project vicinity above levels existing without the project?			**X**		**2**
e. For a project located within an airport land use plan, would the project expose people residing or working in the project area to excessive noise levels?				**X**	**2**
f. For a project within the vicinity of a private airstrip, would the project expose people residing or working in the project area to excessive noise levels?				**X**	**2**
EXPLANATION: The project area exists as a mostly developed urban environment with Interstates 880, 580 and State Route 175, the E. 14th Street Corridor being the major transportation facilities. The EIR will contain a comprehensive noise survey to identify new noise contours based on overall traffic conditions. The draft goals and policies already contain a number of actions that will address many concerns related to noise.					
10. TRANSPORTATION/CIRCULATION. Would the project:					
a. Cause an increase in traffic which is substantial in relation to the existing traffic load and capacity of the street system (i.e., result in a substantial increase in either the number of vehicle trips, the volume to capacity ratio on roads, or congestion at intersections)?		**X**			**2**
b. Exceed, either individually or cumulatively, a level of service standard established by the county congestion management agency for designated roads or highways?		**X**		**X**	**2**
c. Result in a change in air traffic patterns, Including either an increase in traffic levels or a change in location that results in substantial safety risks?				**X**	**2**
d. Substantially increase hazards due to a design feature (e.g., sharp curves or dangerous intersections) or incompatible uses (e.g., farm equipment)?				**X**	**2**
e. Result in inadequate emergency access?				**X**	**2**
f. Result in inadequate parking capacity?				**X**	**2**
g. Conflict with adopted policies, plans, or Programs supporting alternative transportation (e.g., bus turnouts, bicycle racks)?				**X**	**2**
EXPLANATION: The EIR will include a comprehensive traffic modeling effort that is intended to study projected cumulative buildout conditions. Based on previous traffic modeling done at the county level, additional mitigations may be necessary to address impacts on local streets. Other Agencies including the Alameda Congestion Management Agency and CalTrans will be included in the review process.					

ISSUES	POTENTIALLY SIGNIFICANT ISSUES	POTENTIALLY SIGNIFICANT UNLESS MITIGATION INCORPORATED	LESS THAN SIGNIFICANT IMPACT	NO IMPACT	SOURCES
11. PUBLIC SERVICES. Would the project result in substantial adverse physical impacts associated with the provision of new or physically altered governmental facilities, need for new or physically altered governmental facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, response times or other performance objectives for any of the public services:					
a. Fire protection?				**X**	**1, 2**
b. Police protection?				**X**	**1, 2**
c. Schools?				**X**	**1, 2**
d. Parks?				**X**	**1, 2**
e. Other public facilities?				**X**	**1, 2**
EXPLANATION: The City of San Leandro presently experiences a high level of public service. The draft General Plan Land Use Map neither adds new property for development, nor does it propose to change any land use designations that might trigger the need for significant new services. The draft General Plan is based on Smarth Growth principles and hopes to fully maximize the existing public facilities to service future development.					
12. UTILITIES AND SERVICE SYSTEMS. Would the project:					
a. Exceed wastewater treatment requirements of the applicable Regional Water Quality Control Board?				**X**	**2**
b. Require or result in the construction of new water or wastewater treatment facilities or expansion of existing facilities, the construction of which could cause significant environmental effects?				**X**	**2**
c. Require or result in the construction of new storm water drainage facilities or expansion of existing facilities, the construction of which could cause significant environmental effects?				**X**	**2**
d. Have sufficient water supplies available to serve the project from existing entitlements and resources, or are new or expanded entitlements needed?				**X**	**2**
e. Result in a determination by the wastewater treatment provider which serves or may serve the project that it has adequate capacity to serve the project's projected demand in addition to the provider's existing commitments?				**X**	**2**
f. Be served by a landfill with sufficient permitted capacity to accommodate the project's solid waste disposal needs?				**X**	**2**
g. Comply with federal, state, and local statutes and regulations related to solid waste?				**X**	**2**
h.. Comply with federal, state, and local statutes and regulations related to discharge of storm waters?				**X**	**2**
EXPLANATION: The City is served by its own sanitary sewer facility and the Ora Loma Sanitary Sewer District. The City anticipates having adequate capacity to serve planned levels of development. The EIR will clarify capacity conditions and provide an analysis regarding future capacity demands. The City also participates in the National Pollution Discharge Elimination System permitting process and typically reviews any development proposal to comply with applicable requirements. The EIR will provide an analysis relating to public services and utilities and the levels of planned development contained in the Plan.					

ISSUES	POTENTIALLY SIGNIFICANT ISSUES	POTENTIALLY SIGNIFICANT UNLESS MITIGATION INCORPORATED	LESS THAN SIGNIFICANT IMPACT	NO IMPACT	SOURCES
13. RECREATION.					
a. Would the project increase the use of existing neighborhood and regional parks or other recreational facilities such that substantial physical deterioration of the facility would occur or be accelerated?				**X**	**2**
b. Does the project include recreational facilities or require the construction or expansion of recreational facilities which might have an adverse physical effect on the environment?				**X**	**2**
EXPLANATION: The currently contains a number of city parks and uses school facilities to help provide additional recreation opportunities. Joint use agreements exist between the school districts serving San Leandro and the City continuously pursues opportunities to bring more recreation programs to the public. The city also is within the East Bay Regional Park District and is accessible to a number of Regional Park facilities in close proximity to San Leandro. The EIR will provide an inventory and discussion relating to park and recreation programs and facilities.					
14. AESTHETICS. Would the project:					
a. Have a substantial adverse effect on a scenic vista?				**X**	**2**
b. Substantially damage scenic resources, including, but not limited to, trees, rock outcroppings, and historic buildings within a state scenic highway?				**X**	**2**
c. Substantially degrade the existing visual character or quality of the site and its surroundings?				**X**	**2**
d. Create a new source of substantial light or glare which would adversely affect day or nighttime views in the area?				**X**	**2**
e. Create significant shadow effects on adjacent buildings?				**X**	**2**
EXPLANATION: The project area exists as a mostly developed urban environment. New development is anticipated to occur within existing developed areas. The General Plan is a policy document and by itself would not create any adverse impacts related to aesthetics. Typically individual development projects are required to undergo site plan review which would also address concerns related to aesthetics. The draft goals and policies contain a number of statements relating to aesthetics.					
15. CULTURAL RESOURCES. Would the project:					
a. Cause a substantial adverse change in the significance of a historical resource as defined in section 15064.5?				**X**	**2**
b. Cause a substantial adverse change in the significance of an archaeological resource pursuant to section 15064.5?				**X**	**2**
c. Directly or indirectly destroy a unique paleontological resource or site or unique geologic feature?				**X**	**2**
d. Disturb any human remains, including those interred outside of formal cemeteries?				**X**	**2**

ISSUES	POTENTIALLY SIGNIFICANT ISSUES	POTENTIALLY SIGNIFICANT UNLESS MITIGATION INCORPORATED	LESS THAN SIGNIFICANT IMPACT	NO IMPACT	SOURCES
EXPLANATION: The city is largely developed with very few sites that are purely vacant. The draft General Plan contains a number of policies related to Historic Preservation that encourages conservation of historic buildings. An inventory of historic buildings has been developed as part of the background work for the General Plan update. Natural Resources have been inventoried and described in the background reports and will be referenced in the EIR where needed.					
16. AGRICULTURE RESOURCES. Would the project:					
a. Convert Prime Farmland, Unique Farmland, or Farmland of Statewide Importance (Farmland), as shown on the maps prepared pursuant to the Farmland Mapping and Monitoring Program of the California Resources Agency, to non-agricultural use?				**X**	**1, 2**
b. Conflict with existing zoning for agricultural use, or a Williamson Act contract?				**X**	**1, 2**
c. Involve other changes in the existing environment which, due to their location or nature, could result in conversion of Farmland, to non-agricultural use?				**X**	**1, 2**
EXPLANATION: The city can be described as an urban environment, with no agricultural resources or uses currently existing.					
17. MANDATORY FINDINGS OF SIGNIFICANCE.					
a. Does the project have the potential to degrade the quality of the environment, substantially reduce the habitat of a fish or wildlife species, cause a fish or wildlife population to drop below self-sustaining levels, threaten to eliminate a plant or animal community, reduce the number or restrict the range of a rare or endangered plant or animal or eliminate important examples of the major periods of California history or prehistory?				**X**	**2**
b. Does the project have impacts that are individually limited, but cumulatively considerable? ("Cumulatively considerable" means the incremental effects of a project that are considerable when viewed in connection with the effects of the past projects, the effects of other current projects, and the effects of probable future projects.)	**X**				**2**
c. Does the project have environmental effects which will cause substantial adverse effects on human beings, either directly or indirectly?				**X**	**2**
EXPLANATION: The project area exists as a mostly developed urban environment. The primary concerns are related to cumulative traffic conditions in and around San Leandro and other impacts related to noise and air quality. The EIR will contain comprehensive studies to examine these and other issues identified in this Initial Study.					

17. SOURCE REFERENCES	
1.	Determination based on Draft San Leandro General Plan Land Use Map
2.	Determination based on Draft San Leandro General Plan Goals, Policies, and Actions

APPENDIX C:
Land Use Inputs for Traffic Modeling

RESIDENTIAL

Assumptions (# of DUs)

Site	SingleFam	MultiFam
Chrysler Site, E14th/Broadmoor		60
Cherrywood	354	
Downtown BART parking lot		75
CasaPeralta Senior Housing		72
North end of Preda	70	
Bay-O-Vista infill/lot splits	29	
Orchard Street infill sites		13
Williams/Alvarado area infill		13
Mulford Gardens infill	8	
Ryland/Tru-Mark/Medallion	62	
Washington sites, north of 880	18	
Halcyon sites (nr Kraft)	45	
Thornton Place	15	
Adj. To Thornton Place	5	
Estudillo/SantaRosa attached	11	
MacArthur mixed use infill		51
Downtown mixed use infill		11
North Area-East 14th mixed use		30
Upper Washington Ave-mixed use		40
Central Area-East 14th mixed		220
South Area-East 14th mixed		100
Hesperian-high density site		30
Park Street Island live-work/reuse		45
Misc. sites north of Chumalia		10
Callan, west of Memorial Park		22
Scattered vacant infill sites	29	32
TOTAL	646	824

Note: The figures in this appendix were used for traffic modeling purposes only, and reflect generalized assumptions about the location and quantity of development that may occur during the next 15 years. In some cases, the figures reflect actual projects, but in most cases they reflect speculative assumptions based on the allowable land uses and development intensities proposed by the General Plan and the characterization of land structures as "underutilized".

INDUSTRIAL AND OFFICE (SF)

Site	LtIndustry	GenIndstr	Office	
Hohener Property		480000		
Vacant sites on Eden and W Davis		48000		
West San Leandro Re-use		840000		
Hudson/south end of Yokota	400000			
Alvarado infill site	22000			
End of Factor	0	50000		
End of Catalina (excl. fire station)	52700			
Sliver parcel on Wicks @ Manor	0			
Wick site north of Marina Vista	75800			
Washington Av corridor Re-use	100000			
New post office on East 14th	23300			
Castro b/w Alvarado and SL Blvd	32300			
SOMAR Reuse	1050000			
Chang			180000	
Corp Yd			180000	
North End of Alvarado			289000	
Boy Scouts			40000	
Vac site next to Boy Scouts			17000	
TriNet Reuse			70000	
Infill sites in CBD East			19200	
TOTAL	1756100	1418000	795200	
Approximate Employment	*2341*	*1134*	*2651*	*6127 jobs*

HOTEL (rooms) AND COMMERCIAL(SF)

Site	Hotel	Commerc	
San Leandro Marina	300		
Lewelling site	120		
Three infill sites along Davis		13590	
Doolittle at Sitka		5200	
Peterson		150800	
Safeway Preserves Plant		50000	
N/side Marina: Orchard to Alvarado		13500	
San Leandro Marina ancillary		25000	
North end Yokota and adjacent sites		86100	
Lewelling at Wicks		6300	
San Leandro Blvd at Parrott		5200	
San Leandro Blvd at Marina		2200	
Bayfair expansion/infill		94000	
Former GM Training facility		54,400	
TOTAL	420	506290	
Approximate Employment	*336*	*1447*	*1783 jobs*

MIXED USE (SF) (Commercial part only: Assume 50% office, 50% retail)

Site	Mixed Use j
Park Street Island	45000
Downtown	30000
Vacant bank south of Pelton	10000
Washington Av	40000
East 14th North	21190
East 14th Central	138800
East 14th South	90250
Upper MacArthur	20000
Pipers	25000
Evergreen Nursery (front)	23780
TOTAL	444020

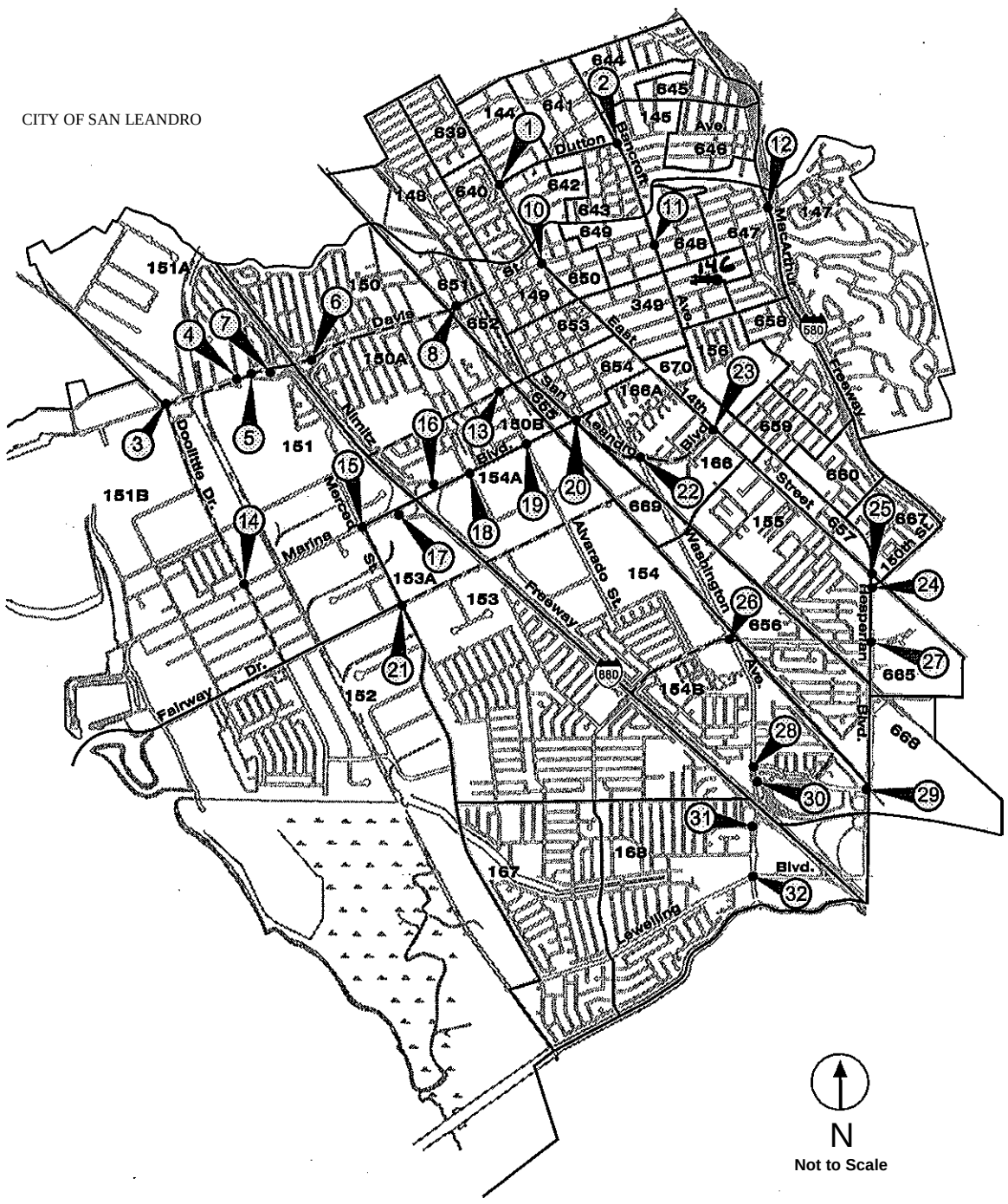
Approximate Employment *1366 jobs*

Total employment growth *9275*

Projected Household and Employment Growth by Land Use and TAZ
San Leandro General Plan Update, 2000-2015

	Add'l	Square Feet					Rooms	
TAZ	HH	MixedUse	Comm	Office	Genl Ind	Light Ind	Hotel	Total SF
144	62	2440						2440
145	8	23780						23780
146	3							0
147	29							0
148	351	45000						45000
149	150	11100		180000				191100
150	72		13590					13590
150A	13			57000				57000
150B	13		67900			22000		89900
151	0				360000			360000
151A	0				480000			480000
151B	6		30200		528000		300	558200
152	0					128500		128500
153	1				50000	0		50000
153A	0				0			0
154	62					494000		494000
154 A	0		200800			556000		756800
154B	18							0
155	50	26000						26000
156	0							0
166	40	27250						27260
166A	100	58500						58500
167	0		6300			0		6300
168	0						120	0
349	10	3650						3650
639	21	10600						10600
640	2	2750						2750
641	1							0
642	5	5400						5400
643	2							0
644	6	0						0
645	44	20000						20000
646	0	25000						25000
647	10							0
646	1							0
649	24			19200				19200
650	21			70000				70000
651	46			289000				289000
652	0			180000				180000
653	41	28900	5200			-v		34100
654	43	40000						40000
655	0		2200			32300		34500
656	45					100000		100000
657	65	64250				23300		87550
658	0							0
659	0							---------- 0
660	1							0
665	0		94000					94000
667	0							0
668	0							0
669	0		88100			400000		486100
670	80	49400						49400
TOTAL	1470	444020	506290	795200	1416000	1756100		4919610
EstEmployment		7366	7447	2657	*1134*	2347	336	*9275*

CITY OF SAN LEANDRO



KEY: ■= Traffic Analysis Zone Boundaries, Alameda County

— — = San Leandro Subdivided Zone Boundaries

Figure C-1	TRANSPORTATION ANALYSIS ZONES	

1265-02

Fehr & Peers Associates

APPENDIX E:
Hazardous Substance Regulation and Listing

HAZARDOUS SUBSTANCES REGULATORY FRAMEWORK

Hazardous materials and hazardous wastes are extensively regulated by various federal, state, regional, and local regulations, with the major objective of protecting public health and the environment. The major regulations are presented below. In addition, a data search was conducted to identify permitted hazardous materials usage and environmental cases within the City of San Leandro. This Appendix includes a summary of the agency lists that were reviewed and a list of the permitted hazardous materials use sites and environmental cases identified within the city. The date of each agency list reviewed is identified in Table E-1. A list of those sites identified by the database search within San Leandro is included in Table E-2.

Federal Regulations

The U.S. Environmental Protection Agency (U.S. EPA) is the lead agency responsible for enforcing federal regulations that affect public health or the environment. The primary federal laws and regulations include the Resource Conservation and Recovery Act of 1974 (RCRA); the Comprehensive Environmental Response, Compensation and Liability Act of 1980 (CERCLA); and the Superfund Act and Reauthorization Act of 1986 (SARA). Federal statutes pertaining to hazardous materials and wastes are contained in the *Code of Federal Regulations* (40 CFR).

The RCRA was enacted in 1974 to provide a general framework for the national hazardous waste management system, including the determination of whether hazardous wastes are being generated, techniques for tracking wastes to eventual disposal, and the design and permitting of hazardous waste management facilities. The Hazardous and Solid Waste Amendment was enacted in 1984 to better address hazardous waste; this amendment began the process of eliminating land disposal as the principal hazardous waste disposal method. Other specific areas covered by the amendment include regulation of carcinogens, listing and delisting of hazardous wastes, permitting for hazardous waste facilities, and leaking underground storage tanks.

The CERCLA, also known as Superfund, was enacted in 1980 to ensure that a source of funds was available to clean up abandoned hazardous waste sites, compensate victims, address releases of hazardous materials, and establish liability standards for responsible parties. SARA amended CERCLA in 1986 to increase the Superfund budget, modify contaminated site clean up criteria and schedules, and revise settlement procedures. SARA also provides a regulatory program and fund for underground storage tank cleanups and Emergency Planning and Community Right- to- Know Program (EPCRA).

Table E-1: Summary of Data Bases Reviewed

Name of List	Responsible Agency	Acronym	**Date of List**
National Priority List	USEPA	NPL	Apr. 2000
Comprehensive Environmental Response, Compensation, and Liability Information System	USEPA	CERCLIS	Jan. 2000
CERCLIS- NFRAP	USEPA	NFRAP	Dec. 1999
Toxic Release Inventory System	USEPA	TRIS	Jan. 1998
Emergency Response Notification System	USCG	ERNS	Aug. 1999
RCRIS Facilities	USEPA	RCRIS-TSD	Dec. 1999
RCRIS Large Quantity Generator	USEPA	RCRA-LQG	Dec. 1999
RCRIS Small Quantity Generator	USEPA	RCRIS-SQG	Dec. 1999
RCRIS TSDs Subject to Corrective Action	USEPA	RCRIS-TSDC	Dec. 1999
RCRIS Corrective Action Sites	USEPA	CORRACTS	Dec. 1999
RCRIS Facilities with Violations	USEPA	RCRIS-Viol	Dec. 1999
Annual Work Plan	DTSC	SPL	Jan. 2000
Cal Sites	DTSC	SCL	Jan. 2000
Leaking Underground Storage Tanks	RWQCB	LUST Reg2	Jan. 2000
LUST Information System	Cal EPA	LUST	Jan. 2000
Hazardous Waste Substance Site List	Office of Planning and Research	CORTESE	Apr. 1998
Toxic Pits	RWQCB	TOXICPITS	Feb. 1995
Deed Restrictions Property Report	DHS	Border-Zon	Apr. 1994
North Bay Toxics List	RWQCB	North Bay	Apr. 1994
Region 2 SLIC Site List	RWQCB	SPILLS	Oct. 1999
Waste Management Unit Data System	RWQCB	WMUDS	Feb. 1999
Solid Waste Information System	CA IWMB	SWLF	Nov. 1999
USGS Solid Waste Landfills	USGS	SWLF	Dec. 1991
Underground Storage Tanks	SWRCB	UST	Jan. 1994
Alameda County USTs	Environmental Health	UST-CO-ALA	Jan. 2000
City of San Leandro USTs	San Leandro Fire Department	UST-SL	Jan. 2000
Aboveground Storage Tank Database	SWRCB	AST	Dec. 1999
Ground Water Site Inventory	USGS	USGS-WELLS	Mar. 1998

Source: Orion Environmental Associates, 2000.

Title 40 of the *Code of Federal Regulations*, Section 112 also contains requirements for above ground storage of petroleum products. In accordance with these regulations, a petroleum tank of greater than 660 gallons or aggregate storage of over 1,320 gallons, which could reasonably discharge to a navigable water, is required to have a Spill Control and Countermeasure Plan (EPA Region IX, San Francisco, has taken a conservative stance, that virtually any large oil spill in California will enter federally regulated waters). The plan would include appropriate spill containment or equipment used to divert spills from sensitive areas, a discussion of facility specific requirements for the storage system, inspections and a record keeping system, security for the system, and personnel training.

The federally published lists of sites which trace the status of environmental cases or identify permitted hazardous materials use sites include:

- The National Priority List (NPL), which prioritizes sites with significant risk to human health and the environment;

- The Comprehensive Environmental Response, Compensation, and Liability Information System (CERCLIS), which tracks contaminated properties identified under CERCLA and SARA;

- The CERCLIS-NFRAP database which lists sites where, following an initial investigation, no contamination was found, contamination was removed quickly, or the contamination was not serious enough to require Federal Superfund action or NPL consideration;

- The toxic chemical release inventory which identifies sites which have reported a chemical release to the air, water, or land as required by Title III of the Superfund Amendments and Reauthorization Act of 1986 (TRIS);

- The Emergency Response Notification System (ERNS) which identifies spills of oil or hazardous substances reported pursuant to Section 103 of CERCLA as amended, Section 311 of the Clean Water Act, and sections 300.51 and 300.65 of the National Oil and Hazardous Substances Contingency Plan;

- RCRA Information System (RCRIS) which includes facilities permitted to handle hazardous wastes under RCRA including treatment, storage, and disposal facilities (RCRA - TSD); large quantity generators which report generation of greater than 1000 kilogram/month of non-acutely hazardous waste or 1 kilogram/month of acutely hazardous waste (RCRA-LQG); and small quantity generators which report generation of less than 1000 kilogram/month of non-acutely hazardous waste or 1 kilogram/month of acutely hazardous waste (RCRA-SQG); and

- RCRA sites that are undergoing corrective action or have had violations. These include Corrective Action Sites (CORRACTS); TSDs subject to corrective action (RCRIS-TSDC); and facilities which have been cited by the US EPA for RCRA violations at least once since 1980 (RCRA Viols);. CORRACTS, maintained by the US EPA sites includes RCRA permitted facilities that are undergoing corrective action. A corrective action order is issued pursuant to RCRA Section 3008(h), when there has been a release of hazardous waste or constituents into the environment from a RCRA

facility. Corrective actions may be required beyond the facility's boundary and can be required regardless of when the release occurred, even if it predates RCRA.

State and Regional Regulations

The USEPA has delegated much of its regulatory authority to the individual states. The Department of Toxic Substance Control (DTSC) of the California Environmental Protection Agency (Cal EPA), formerly a division of the Department of Health Services, enforces hazardous materials and waste regulations in California, in conjunction with the USEPA. The DTSC is responsible for regulating the management of hazardous substances including the remediation of sites contaminated by hazardous substances. California hazardous materials laws incorporated federal standards, but are often stricter than federal laws. The primary state laws include: the California Hazardous Waste Control Law (HWCL), the state equivalent of RCRA; and the Carpenter-Presley-Tanner Hazardous Substance Account Act (HSAA), the state equivalent of CERCLA. State hazardous materials and waste laws are contained in the *California Code of Regulations*, Titles 22 and 26.

The HWCL, enacted in 1972 and administered by the DTSC, is the basic hazardous waste statute in California and has been amended several times to address current needs, including bringing the state law and regulations into conformance with federal laws. This act implements the RCRA cradle-to-grave waste management system in California, but is more stringent in its regulation of non-RCRA wastes, spent lubricating oil, small quantity generators, transportation and permitting requirements, as well as penalties for violations. The HWCL also exceeds federal requirements by mandating the recycling of certain wastes, requiring certain generators to document a hazardous waste source reduction plan, requiring permitting for federally exempt treatment of hazardous wastes by generators, and stricter regulation of hazardous waste facilities.

The HSAA, enacted in 1981, addresses similar concerns as CERCLA. The primary difference is in how liability is assigned for a site with more than one responsible party. This is important for petroleum clean up sites because federal law is usually used to force responsible party cleanups; state law is used for petroleum cleanup sites which are CERCLA exempt.

Other relevant state statutes include:

- The Toxic Pit Cleanup Act of 1984 and the Toxic Injection Well Act of 1985 which were established to provide a regulatory framework for open pits or injection wells as a means of hazardous waste or disposal;

- The Hazardous Waste Management Act of 1986 which coordinates the state's implementation of federal landfill bans and authorizes landfill bans for non-RCRA hazardous wastes;

- The Aboveground Petroleum Storage Act of 1989 which requires the owner or operator of aboveground petroleum storage tanks to file a storage statement with the State Water Resources Control Board (SWRCB) if tank storage exceeds 10,000 gallons and holds petroleum or petroleum

product which is liquid at ambient temperatures. In addition, the tank or tanks must be registered if they are subject to federal requirements; this potentially expands the requirement for a storage statement to any tank over 660 gallons or aggregate storage of 1,320 gallons;

- The Hazardous Waste Source Reduction and Management Act which required large quantity generators to document hazardous wastes being generated and to prepare a documented waste reduction plan beginning in 1991;

- The Hazardous Waste Treatment Permitting Reform Act of 1992 which required a permit for any hazardous waste treatment by a generator beginning on April 1, 1993. This statute established a new tiered permitting program whereby on-site treatment facilities are permitted or authorized to operate subject to different levels of regulatory requirements depending on the nature and size of the treatment activity. Amendments to this statute adopted in 1993-96 have enacted certain exemptions and modified compliance requirements; and

- The Hazardous Waste Management Reform Act of 1995 which required the DTSC to revise its regulations to more closely conform to federal hazardous waste identification criteria and essentially eliminate land disposal restrictions for California-only hazardous wastes among other major changes. However, many of these changes have been deferred to a DTSC advisory committee for further study and are not expected to be implemented for several years, and in certain cases, not at all.

The published lists of sites, which trace remediation progress within the state, include:

- The Annual Work Plan, formerly known as the Bond Expenditure Plan (SPL), which is a site-specific expenditure plan for the appropriation of California Hazardous Substance Cleanup Bond Act of 1984 funds. This list is no longer updated;

- Cal Sites (SCL), which was previously referred to as the Abandoned Sites Program Information System (ASPIS), and identifies potential hazardous waste sites, which are then screened by the DTSC. Sites on this list which are designated for no further action by the DTSC were not identified by the database review;

The California Department of Health Services- Land Use and Air Assessment agency also maintains the Deed Restriction Properties Report (Border-Zon) which lists sites that have entered voluntary deed restrictions. These restrictions are agreements with owners of property who propose building residences, schools, hospitals, or day care centers on property that is on or within 2,000 feet of a significant disposal of hazardous waste.

The Regional Water Quality Control Board (RWQCB) is authorized by the State Water Resources Control Board to enforce provisions of the Porter - Cologne Water Quality Control Act of 1969. This act gives the RWQCB authority to require groundwater investigations when the quality of groundwater or surface waters of the state is threatened, and to require remediation of the site, if necessary. Both of these agencies are part of the Cal EPA.

The RWQCB maintains the following lists identifying hazardous waste sites that were reviewed:

- The Leaking Underground Storage Tanks list (LUST or LUST Reg2) and LUST Information System, which track remediation status of known leaking underground tanks;

- The Waste Management Unit Discharge System (WMUDS) list of sites which tracks waste management units. The list contains sites identified on the Toxic Pits List, which is required by the Toxic Pits Cleanup Act (Katz Bill), and places relatively strict limitations on the discharge of hazardous wastes into surface impoundments, toxic ponds, pits and lagoons (the RWQCB is required to inspect all surface impoundments annually). The WMUDS list also identifies sites targeted by the Solid Waste Assessment Program where there is a possible risk of solid waste disposal sites (landfills) discharging hazardous wastes, threatening either water or air quality;

The Bay Area Air Quality Management District (BAAQMD) may impose specific requirements on remediation activities to protect ambient air quality from dust or other airborne contaminants.

The California Governor's Office of Planning and Research annually publishes a listing of potential and confirmed hazardous waste sites throughout the State of California (CORTESE). This database includes input from many state databases.

The California Integrated Waste Management Board maintains a list of active, inactive or closed solid waste disposal sites and transfer facilities, as legislated under the Solid Waste Management and Resource Recovery Act of 1972. The list is referred to as the Solid Waste Information System (SWLF). The USGS also maintains a list of solid waste landfills referred to as SWLF. The Water Quality Control Board maintains the Summary of Toxic Pits Clean Up Facilities (Toxic Pits).

The SWRCB also requires registration of above ground storage tanks subject to Federal regulations and permitting of all underground storage tanks (USTs) containing hazardous substances. The California laws regulating USTs are primarily found in the Health and Safety Code; combined with regulations adopted by the State Water Board, these laws comprise the requirements of the state UST program. The laws contain requirements for UST permitting, construction, installation, leak detection monitoring, repairs and upgrades, corrective actions and closures.

In accordance with state laws, counties are required to implement a UST program and in some cases, the county requirements are more stringent than those of the State. Cities are also given the option to implement a UST program. The Regional Water Quality Control Board may also oversee corrective actions. Permitted above- and underground storage tanks were identified in the Aboveground Storage Tank database (AST) and Underground Storage Tank databases maintained by the State Water Resources Control Board, Alameda County Department of Environmental Services and San Leandro Fire Department (UST, UST-CO-ALA, and UST-SL).

The United States Geologic Survey maintains the USGS Water Wells database (Water Wells) which contains information for over 100,000 wells and other sources of groundwater which the USGS has studied, used, or otherwise had reason to document through the course of research.

Local Regulations

In accordance with Senate Bill 1082 (Health and Safety Code 25404), administration and enforcement of major environmental programs was transferred to local agencies as Certified Unified Program Agencies (CUPAs) beginning in 1996. The purpose of this legislation was to simplify environmental reporting by streamlining the number of regulatory agency contacts a facility must maintain and requiring the use of more standardized forms and reports. The City of San Leandro Environmental Services Division is the CUPA agency for San Leandro. State CUPA programs that the Environmental Services Division is responsible for include the:

- Hazardous materials which include the Hazardous Materials Business Plan (HMBP)
- Hazardous waste generator program
- California Accidental Release Program (CalARP)
- Aboveground petroleum storage tank program
- Underground tank program
- Tiered Permitting for on-site hazardous waste treatment.

In addition, the Environmental Services Division is responsible for:

- Enforcement of the hazardous materials requirements of the Uniform Fire Code
- Oversight of the investigation and remediation of contaminated sites
- Response to citizen's complaints
- Providing technical, investigative, and site cleanup services for hazardous materials incidents.

As part of the UST program, the Environmental Health Services Division, is responsible for issuing operating and closure permits for USTs and overseeing such tasks as UST design plans, construction, monitoring, leak reporting and UST closure. They also oversee remediation of soil and groundwater at leaking underground storage tank sites in coordination with Cal EPA.

In addition, the Environmental Services Division enforces Title 79 and Appendix IIF of the 1994 Uniform Fire Code and California Fire Code which pertain to the storage of flammable and combustible liquids and Appendix IIB which pertains to the storage of flammable liquids in tanks located in areas subject to flooding.

HAZARDOUS MATERIALS MANAGEMENT

Hazardous Materials Business Plans and Inventories

The San Leandro Environmental Services Division requires Hazardous Materials Business Plans for businesses that handle hazardous materials over certain threshold quantities. This document is used by the city and county for chemical emergency planning. The Business Plan includes an inventory of hazardous materials used at the site. However, the state definition of a hazardous material includes many chemicals that are common and not very hazardous. The Business Plan is required to include:

- specific details on the business, such as name and address;
- an inventory of hazardous materials used and stored;
- a site and facility layout;
- emergency response procedures;
- procedures for immediate notification of the administering agency in the event of an emergency;
- evacuation plans in the event of an emergency;
- a description of the training employees have received in the evacuation and safety procedures; and
- identification of local emergency medical assistance.

Acutely Hazardous Materials Requirements

The California Accidental Release Prevention (CalARP) program requires that facilities with processes handling more than a threshold quantity of a regulated acutely hazardous substance must be evaluated to determine the potential for accidental releases from that covered process. Under certain conditions specified by the CalARP regulation, the owner or operator is required to prepare and submit a risk management plan (RMP) to the San Leandro Environmental Services Division. The requirement for the RMP submission is in addition to a submission of an HMBP.

The owner or operator should coordinate with the Environmental Services Department to determine the appropriate level of documentation required for an RMP. Depending on the types of processes and the quantities of regulated substances being handled, the facility is subject to one of three RMP program levels, as specified in the CalARP regulation. The RMP may include the following requirements, depending on the program level:

- Analyze a worst case accidental release scenario, as specified in the regulation,
- For existing processes that are subject to the CalARP regulation, complete a five-year accident history,

- Develop and implement a management system for handling the regulated substances,
- Conduct a hazard assessment to develop accidental releases from the process that are more credible than the worst case analysis identified above,
- Develop and implement an emergency response program, and
- Submit, as part of the RMP, data on prevention program elements.

Hazardous Materials Worker Safety Requirements

The Federal Occupational Safety and Health Administration (Fed/OSHA) and the California Safety and Health Administration (Cal/OSHA) are the agencies responsible for assuring worker safety in the handling and use of chemicals in the workplace. The federal regulations pertaining to worker safety are contained in the *Code of Federal Regulations*, Title 29 (29 CFR) as authorized in the Occupational Safety and Health Act of 1970. They provide standards for safe workplaces and work practices, including standards relating to hazardous materials handling. In California, Cal/OSHA assumes primary responsibility for developing and enforcing workplace safety regulations; Cal/OSHA standards are generally more stringent than federal regulations.

The state regulations concerning the use of hazardous materials in the workplace are included in Title 8 of the *California Code of Regulations*, which contain requirements for safety training, availability of safety equipment, accident and illness prevention programs, hazardous substance exposure warnings, and emergency action and fire prevention plan preparation. Cal/OSHA also enforces hazard communication program regulations, which contain worker safety training and hazard information requirements, such as procedures for identifying and labeling hazardous substances, communicating hazard information relating to hazardous substances and their handling, and preparation of health and safety plans to protect workers and employees at hazardous waste sites.

Asbestos Abatement Regulations

Where demolition or renovation work will involve 100 square feet or more of asbestos-containing materials, the State law requires that the contractor be certified and that certain procedures be followed.[1] Section 19827.5 of the California Health and Safety Code, adopted January 1, 1991, requires that local agencies not issue demolition permits until an applicant has demonstrated compliance notification requirements under applicable Federal regulations regarding hazardous air pollutants, including asbestos.

The BAAQMD is vested by the California legislature with authority to regulate airborne pollutants, including asbestos, through both inspection and law enforcement. They are to be notified ten days in advance of any proposed demolition. Notification includes the names, addresses and phone numbers of

[1] ***Assembly Bill 2040, Asbestos 1985, Added Section 24223 and Chapter 25 to Division 20 of the Health and Safety Code.***

operations and persons responsible, including the contractor; description and location of the structure to be renovated/demolished including size, age and prior use, and the approximate amount of friable asbestos scheduled, starting and completion dates of demolition, nature of planned work and methods to be employed; procedures to be employed to meet BAAQMD requirements; and the name and location of the waste disposal site to be used.

According to the BAAQMD Regulation 11, Rule 2, if a structure is to be demolished, friable and potentially friable asbestos must be removed and disposed of properly. Workers and the public could become exposed to asbestos fibers, as they become airborne during removal.[2]

The local office of Cal/OSHA must also be notified of asbestos abatement to be carried out. Asbestos contractors must follow the State regulations contained in Title 8 of the *California Code of Regulations*, Sections 1529 and 341.6 through 341.14 where there is asbestos-related work involving 100 square feet or more of asbestos-containing materials. Asbestos removal contractors must be certified as such by the Contractors Licensing Board of the State of California. Pursuant to California law, the required permit would not be issued until the applicant has complied with the notice requirements above as well as requirements for proper waste disposal (described below).

Lead-Based Paint Abatement Regulations

In accordance with regulatory guidance, lead-based paint waste that has been separated from building materials (such as delaminated or chipping paint) must be evaluated separately from other building materials for waste disposal purposes during building demolition. Accordingly, any chipping or delaminated paint would need to be removed before any renovation or demolition activities. Depending on the level of lead identified in the paint, it may require disposal as a hazardous waste. Building materials which still have the paint adhered to them may generally be disposed of as regular construction debris, regardless of the lead level in the paint.

The Lead in Construction Standard contained in Title 29 of the *Code of Federal Regulations*, Section 1926.62 applies to the removal of chipping or delaminated lead-based paint. In accordance with this standard, it will be necessary for workers to wear respiratory protection until the work is completed or until an employee exposure assessment can demonstrate that air lead levels during scraping are below the permissible exposure limit (PEL). Other applicable requirements of the standard include worker awareness training, use of protective clothing, provisions for change areas and hand washing facilities, biological monitoring, and development of a site specific compliance program. California regulations (Title 8 of the *California Code of Regulations*, Section 1532.1) relating to the abatement of lead-based paint are similar to the Federal regulations.

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[2] ***Bay Area Air Quality Management District, Rules and Regulations, Regulation 11, Rule 2, Asbestos Demolition, Renovation and Manufacturing, adopted May 1981.***

Waste Disposal Regulations

All California landfills have been segregated by regulatory authority into the categories of Class I, Class II and Class III facilities. Class I facilities can accept hazardous wastes with chemical levels below the federal land disposal restriction (land ban) treatment standards. Class II and III facilities can accept non-hazardous wastes that meet acceptance criteria determined by the State for organic and inorganic compounds; each landfill has individual acceptance criteria.

The disposal of soil is regulated by the RWQCB and will be predicated on the concentrations of the chemical constituents that are present. Soil with total petroleum hydrocarbon or organic compound concentrations above the detection limit must be disposed of at an appropriately landfill facility or treated to reduce the levels of chemicals in the soil; the concentration of the compounds present will determine the appropriate type of disposal facility. In general, soil with total petroleum hydrocarbon levels up to 100 milligrams per kilogram can be disposed of at a Class III disposal facility. If the concentration is between 100 and 1,000 milligrams per kilogram and be disposed of at a Class II disposal facility and if the concentration is greater than 1,000 milligrams per kilogram, Class I disposal would be required.

The disposal alternative is also predicated on the total and soluble concentrations of metals. Soil with total metal concentrations that are above the Total Threshold Limit Concentration (TTLC) and soluble metal concentrations that are above the Soluble Threshold Limit Concentration (STLC) must be disposed of at a Class I disposal facility or treated.[3] The Class II and III landfills in the Bay Area have acceptance criteria for lead that are lower than the STLC.

Soil with no concentrations of organic chemicals above detection limit and total and soluble metal concentrations that are below the TTLC and STLC may be used on-site or transported off-site as unrestricted waste.

Lead-based paint would be considered a hazardous waste because the total lead concentration would be greater than the TTLC of 1,000 milligrams per kilogram. It would be necessary to dispose of the paint at a Class I facility.

[3] *The total threshold limit concentration (TTLC) and the soluble threshold limit concentration (STLC) are criteria used for waste classification purposes. If the waste contains a total concentration of a constituent and a concentration greater than the TTLC, it is considered a hazardous waste. If the total concentration is greater than ten times the STLC, then it would be necessary to perform a waste extraction test to determine the soluble concentration. If the soluble concentration is greater than the STLC, the waste would be considered hazardous. The waste extraction test involves a ten times dilution of the sample; because of this, it would be impossible for the soluble concentration to exceed the STLC unless the total concentration exceeded ten times the STLC.*

The California Department of Toxic Substances Control has classified friable, finely divided and powdered wastes containing greater than one- percent asbestos as a hazardous waste.[4] A friable waste can be reduced to powder or dust under hand pressure when dry. Non-friable asbestos-containing wastes are not considered hazardous and are not subject to regulation under Title 22, Division 4.5 of the *California Code of Regulations*. The management of these wastes would still be subject to any requirements or restrictions, which may be imposed by other regulatory agencies. The State standard for classification of asbestos wastes is contained in Section 66261.24 of Title 22 of the *California Code of Regulations*. Asbestos is not currently regulated as a hazardous waste under the RCRA; because of this it is considered a non-RCRA waste. Asbestos wastes, totaling more than 50 pounds, must be transported by a registered waste hauler to an approved treatment, storage or disposal facility.

Wastes containing asbestos may be disposed of at any landfill, which has waste discharge requirements issued by the RWQCB, which allow disposal of asbestos-containing materials, provided that the wastes are handled and disposed of in accordance with the Toxic Substances Control Act, the Clean Air Act's National emission Standards for Hazardous Air Pollutants, and Title 22 of the *California Code of Regulations* (Division 4.5). The Department of Toxic Substances Control also has treatment standards for asbestos-containing wastes, which require submittal of a notification and certification form to the land disposal facility as well as wetting and containment of the asbestos-containing materials.

The owner of properties where hazardous waste are produced or abatement would occur must have a Hazardous Waste Generator Number assigned by and Registered with, the California Department of Toxic Substances Control in Sacramento. The contractor and hauler of the material are required to file a Hazardous Waste Manifest, which details the hauling of the material from the site and the disposal of the material.

[4] *California Department of Toxic Substances Control, Fact Sheet, Asbestos Handling, Transport and Disposal, October 1993.*

EIR Site No.	Vista Site No.	Site Name	Site Address		UST	AST	RCRA SQG	RCRA LQG	RCRA viols	CORRACTS	CERCLIS/NFRAP	ERNS/SPILLS	SPL	SCL	North Bay	LUST	SWLF/WMUDS	CORTESE	TRIS
1	115a	Collision Specialists/ San Leandro Datsun/ Lloyd Wise Nissan	110	E. 14th Street			X									X			
2	115a	Beacon Station/Former Service Station	111	E. 14th Street	X											X			
3	115a	Breed Properties/ Vacant	150	E. 14th Street	X											X			
4	115a	San Leandro Chrysler/Bill Cox San Leandro Chrysler	232	E. 14th Street	X		X									X		X	
5	115a	German Autocraft	301	E. 14th Street												X			
6	113	Pao's Used Cars/Unknown	401	E. 14th Street	X							X							
7	113	Minit Auto Care	497	E. 14th Street												X		X	
8	113	Pacific Bell	530	E. 14th Street	X		X												
9	113	San Leandro Color, Incorporated	555	E. 14th Street			X												
10	92a	Roy's Auto Repair	806	E. 14th Street	X											X		X	
11	92a	City of San Leandro	835	E. 14th Street	X														
12	92a	Public Safety Building	901	E. 14th Street	X														
13	92a	Lee Petersen Motors, Incorporated/ Security Pacific Bank	970	E. 14th Street	X											X			
14	92b	Russell Heath Cleaners	1010	E. 14th Street								X							
15	91b/ 92b	Chevron Service Station #0176	1117	E. 14th Street	X														
16	91b	Pacific Bell	1124	E. 14th Street				X											
17	93b	Oil Changers #105/LMC Construction	1700	E. 14th Street			X									X		X	
18	71	Begier Buick	1915	E. 14th Street												X			
19	71	Bubble Machine/ Chevron Station #93768	1990	E. 14th Street	X											X			
20	71	Nohr Plaza	2089	E. 14th Street												X			
21	72	United Auto Center	6035	E. 14th Street	X														
22	69	Humana Hospital San Leandro	13855	E. 14th Street	X		X												
23	69	Ed Chovanes Ford, Incorporated	13889	E. 14th Street	X		X									X			
24	47b/ nm	Kerry Associates/Simas Brothers Service Station	14180	E. 14th Street												X		X	
25	47a	The Car Store	14258	E. 14th Street												X			
26	47a	Maskell Oil Company	14500	E. 14th Street												X		X	
27	47a	Miller Hodge Auto Machine	14505	E. 14th Street			X												

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28	43a	Swiss Cleaners	14883	E. 14th Street			X												
29	43a	Quality Tune Up #32	14901	E. 14th Street	X											X			
30	Nm	Pacific Gas and Electric	14966	E. 14th Street								X							
31	43a	Mobil	14994	E. 14th Street												X		X	
32	49	139th Street Property	750	139th Avenue								X			X				
33	49	Cintas Corporation	777	139th Avenue	X		X						X		X	X		X	
34	49	Service Plastering, Incorporated	1090	139th Avenue	X											X			
35	49	1X Golden Grain Company	1111	139th Avenue	X											X			
36	49	Century Plating/ US EPA	1124	139th Avenue							X	X		X					
37	59a	Abrasives Unlimited, Incorporated	1941	W. 140th Avenue	X														
38	59a	Sears Logistics Services, Incorporated	1980	W. 140th Avenue	X		X											X	
39	32	Sears	2003	W. 140th Avenue												X			
40	32/ 68b	Pacific Steel and Supply	2062	W. 140th Avenue	X											X			
41	32	Wells Fargo Bank	2085	W. 140th Avenue												X			
42	48b	Pacific Bell Q3-611	564	143rd Avenue	X														
43	48a	Parkside Commons Apartments	900	143rd Avenue								X				X		X	
44	48a	Fire Station No. 4	1065	143rd Avenue	X														
45	47a	Bals Cleaners	1430	148th Avenue			X												
46	41	Shell/ Stephen A. Volkmar	1784	150th Avenue	X									X				X	
47	41	Emergency Operations Center	2000	150th Avenue	X														
48	43a	C..H. Development		150th Avenue at E. 14th Street														X	
49	22	Hiros Nursery, Incorporated	1630	162nd Avenue	X											X		X	
50	22	Residence	1706	162nd Avenue	X														
51	22	Greenhouse Project	1511	163rd Avenue			X												

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52	21	Alameda County Fire Department #3	1426	164th Avenue	X														
53	21	Eden Consolidated Fire District	1430	164th Avenue												X		X	
54	14a	Don Del Company	15636	40 Usher												X		X	
55	57a	Automotive Rebuilders of San Leandro	1607	Abram Court			X												
56	57a	Chads Autobody	1651	Abram Court			X												
57	57a	MGC Sullivan Brampton	1688	Abram Court												X			
58	99	G.I. Trucking Company	1750	Adams Avenue	X							X				X		X	
59	99	Sierra Detroit Diesel	1755	Adams Avenue			X												
60	99	San Leandro ACW Transfer Station/ Consolidated Waste Industries	1855	Adams Avenue													X		
61	99	Safeway Milk Plant	2000	Adams Avenue	X		X					X				X			X
62	99	Matlack/VI John Laboratories	2055	Adams Avenue	X							X			X	X			
63	52b	Transcon Line	601	Aladdin Street	X							X	X			X		X	
64	53a	Pacific Gas and Electric/Aladdin Mechanical Services/ Aladdin Heating Corporation	1111	Aladdin Street	X		X					X				X		X	
65	53a	San Leandro Unified School District	1145	Aladdin Street	X											X			
66	75	Robinson Auto Works	1860	Alvarado Street												X		X	
67	52	Hertz Penske Truck Leasing, Incorporated	2366	Alvarado Street				X								X		X	
68	52/ 74c	Packaging Industries, Incorporated	2450	Alvarado Street	X			X				X			X	X			
69	52	Dalco Truck Rentals, Incorporated	2595	Alvarado Street	X		X												
70	52a	Thomas Outdoor Lighting	2661	Alvarado Street	X		X												
71	54a	Bicoastal Properties	2711	Alvarado Street												X			
72	54a	US Can Company	2756	Alvarado Street			X					X	X		X			X	
73	54a	Willamette Industries, Incorporated	2800	Alvarado Street	X											X		X	
74	51	Montgomery Ward	3000	Alvarado Street												X			

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75	51	Unisource	3004	Alvarado Street			X												
76	51	Standard T Chemical Company, Inc.	3016	Alvarado Street			X												
77	95	Pacific Gas and Electric Gas Plant San Leandro		Alvarado Street at Johns Street							X								
78	64b	Cummings West/ Federal Express Corporation	1601	Aurora Drive	X		X	X								X		X	
79	64b	Smiser Trucking Yard/Westex, Incorporated/Sterling Transit Company	1755	Aurora Drive	X		X									X			
80	109	1X Unocal Service Station #5367	500	Bancroft Avenue	X											X		X	
81	90	Bancroft Junior High School	1150	Bancroft Avenue	X														
82	90	Garcia Property	1205	Bancroft Avenue												X			
83	90	Shell Oil Company/Robert Farrell	1285	Bancroft Avenue	X											X		X	
84	90	Bancroft Medical Laboratory	1300	Bancroft Avenue			X												
85	72	San Leandro High School	2200	Bancroft Avenue	X														
86	44b	Kits Cameras 1 Hour #92	90	Bayfair Mall			X												
87	44b	Bayfair Mall	248	Bayfair Mall	X											X			
88	44b	Quality One Hour Photo	278	Bayfair Mall			X												
89	44a	San Leandro	300	Bayfair Mall	X														
90	Nm	Expressly Portraits, Incorporated	Unit 9	Bayfair Mall			X												
91	78	Courtaulds Coatings, Incorporated/ Paradiso Bruzzone Property	990	Beecher Street			X									X			
92	78	Transportation Terminal / Old Dominion Freight	993	Beecher Street	X											X			
93	78	North American Tool Die, Incorporated	999	Beecher Street			X												
94	78	Inx. International Ink Company	1000	Beecher Street			X												X
95	78	Eric F. Anderson, Incorporated	1066	Beecher Street	X														
96	78	Paramount Can	1132	Beecher Street												X		X	
97	19a/ 35	Belvedere Pumping Station	0	Belvedere	X														

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98	68	Vencor Hospital – San Leandro	2800	Benedict	X														
99	98	Keehner Mtg.	10000	Bigge Street	X														
100	98	Reynolds Brown	10400	Bigge Street												X		X	
101	98	Bigge Crane Rigging	10700	Bigge Street	X											X			
102	98	Penske Truck Leasing Company	10755	Bigge Street	X		X												
103	98	Carrier Corporation	10810	Bigge Street			X												
104	98	Nor-Cal Moving Services/Nor-Cal Allied	10901	Bigge Street	X														
105	98	Bos Manufacturing Company, Incorporated	11400	Bigge Street	X														
105	32	Crown World Wide Moving	2020	Burroughs Avenue								X							
106	91b	Pacific Gas and Electric	132	Callan Street								X							
107	91b	San Leandro Imaging Center	151	Callan Street			X												
108	80	Gan-Trans/Jack Robertson	800	Carden Street	X											X			
109	80	Parkern Supply, Incorporated	880	Carden Street	X											X			
110	80	Sebring Transport	2100	Carden Street												X			
111	76a	Martin Property	240	Castro Street												X			
112	74b	C.D. Properties	703	Castro Street								X							
113	36a	Crazy Charlie's Fuel/ Rollins Leasing Corporation/OK Trucking	13700	Catalina Street	X		X									X		X	
114	36a	Penhall Company	13750	Catalina Street	X											X		X	
115	36a	Case Power Equipment	13880	Catalina Street	X		X												
116	31c	Pelagic Pressure Systems, Incorporated	14275	Catalina Street			X												
117	31c	Sun Chemical Corporation – GPI Division	14300	Catalina Street			X		X										
118	31c	American Cynamid Company	14310	Catalina Street				X											
119	31c	Cooper Industries	14490	Catalina Street			X												
120	31a	Coast Crane Company	14951	Catalina Street	X											X			
121	31a	Challenge Dairy	14970	Catalina Street												X			

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122	48b	City of San Leandro Public Works Center	14200	Chapman	X														
123	95	Xtra Oil Company DBA Shell Oil	589	Davis Street	X														
124	95	World Savings Operation Center	794	Davis Street	X														
125	95	Caterpillar Tractor Company/ F.H. Dailey Motor Company	800	Davis Street	X		X					X		X	X				
126	96a	Fire Station #2	1040	Davis Street	X														
127	96a	Arco	1156	Davis Street	X							X				X		X	
128	96a	Union Oil Service Station #2512	1300	Davis Street	X											X		X	
129	96a	Unidentified	1335/ 1370	Davis Street								X			X				
130	78	Grim Property	1884	Davis Street												X			
131	78	State Wide Delivery	1886	Davis Street	X														
132	78	Costco Wholesale #116	1900	Davis Street			X												
133	78	West Gate Project/ Manufacturing Plant/Caterpillar Tractor Company	1933	Davis Street	X			X	X							X			
134	78	Kaiser Aluminum/ Aluserve Electrical Products, Incorporated/APC, Incorporated	1937	Davis Street	X		X					X			X	X			
135	78	Shell Station	1944	Davis Street	X														
136	78	San Leandro City Office Plaza/Lasley's Truck Station	1946	Davis Street	X											X			
137	78	Chrysler San Leandro Parts Depot	1955	Davis Street				X							X				
138	78	Bay Inspection Services, Incorporated	1972	Davis Street			X												
139	78	North American Tool Die	1979	Davis Street			X												
140	80	Unidentified	1990	Davis Street								X							
141	80	Amco Pipe/Cowney Value	2002	Davis Street										X					
142	80	Bayco Industries of California	2108	Davis Street			X		X										
143	80	Dewey Almy Chemical Division/ W.R. Grace Company	2140	Davis Street	X		X					X		X	X	X		X	X
144	80	Norco Paint Company, Incorporated	2300	Davis Street	X		X									X			
145	82a	M.S. Mechanical, Incorporated	2420	Davis Street			X				X								
146	80a	Kuhl Property	2420/ 2424	Davis Street	X											X		X	

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147	80a	Western Specialty Waste Transfer Station/ Hohener Meat Company	2500	Davis Street												X	X		
148	82a	Dix Chemical/Peabody Testing	2506	Davis Street							X			X					
149	82a	Wholesale Brake Supply	2512	Davis Street			X												
150	82a/ nm	Waste Management Company/Davis Street Smart/Oakland Scavenger Company/West/Davis Street Station for Material/San Leandro Landfill	2615	Davis Street	X	X		X			X	X				X	X	X	
151	82a	GSF Energy LLC	2627	Davis Street			X												
152	82a	Water Pollution Control Plant	3000	Davis Street	X														
153	82a	San Leandro MRF CF	Terminus	Davis Street													X		
154	101b	Airborne Express	100	Doolittle Drive												X		X	
155	Nm	Coast Company Construction	260	Doolittle Drive								X							
156	80	Walsh Property	844	Doolittle Drive												X			
157	80	Kaiser Aerotech	880	Doolittle Drive			X									X			
158	80/ nm	Likit Windows/Par Kern Supply, Incorporated	888	Doolittle Drive	X							X				X			
159	80	900 Doolittle Associates	900	Doolittle Drive								X			X	X			
160	80	Johnson Western	940	Doolittle Drive	X														
161	80	Alco Iron Metal	1091	Doolittle Drive												X			
162	81b	Prescolite	1251	Doolittle Drive	X		X									X			
163	81b	Frank Sanchez Trucking	1280	Doolittle Drive												X		X	
164	81a	Stericycle Medical Waste Processing	1314	Doolittle Drive													X		
165	81a	Versar Incorporated/First Western/PPG/Haslett Company/National Distribution Agency/Lincoln Properties/Treasure Chest Advertising/1st Western Graphics	1345	Doolittle Drive				X				X		X	X	X		X	
166	65/ 81a	Berkeley Farms/ Adhor Farms	1400	Doolittle Drive	X									X		X		X	
167	65	Simpson Strong Tie Company, Incorporated	1450	Doolittle Drive			X												
168	65	Simpson Manufacturing	1532	Doolittle Drive												X		X	

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169	65	Ridge Foundry	1554	Doolittle Drive	X														
170	65	Delta/ Polvorosa Business Park	1555	Doolittle Drive	X											X			
171	65	Airco Cylinder Distributor Gases	1588	Doolittle Drive			X												
172	65	Airco Welding	1590	Doolittle Drive	X											X			
173	65	S.G. Wells, Incorporated	1592	Doolittle Drive	X														
174	65	Norcal Towing Equipment/Glaeser Trucking	1616	Doolittle Drive	X											X		X	
175	65	Sullair Pacific	1618	Doolittle Drive	X											X		X	
176	65	Oakland Sandblasting Company/Hunter's Sandblasting	1620	Doolittle Drive	X		X									X			
177	65	Pacific Bell	1655/ 1661	Doolittle Drive	X			X	X							X			
178	60a	ATT Consumer Products/Scott Company of America	1717	Doolittle Drive	X			X								X		X	
179	60a	Olympian Commercial Fueling, Incorporated/Charlie's Beacon	1805	Doolittle Drive	X														
180	60a	Unocal Service Station	1903	Doolittle Drive	X														
181	Nm	Yellow Freight Systems, Incorporated	2045	Doolittle Drive								X							
182	61	Walsh Property	8447	Doolittle Drive														X	
183	61	Bay County Properties	9007	Doolittle Drive														X	
184	36a	Chevron	13700	Doolittle Drive	X											X			
185	36a	Four Seasons Cleaners	13778	Doolittle Drive			X												
186	36b	Westinghouse Air Brake Company	14050	Doolittle Drive			X												
187	36b	Don Elgie Property/PPG Industries	14100	Doolittle Drive			X									X			
188	31c	Alcon Surgical Instrumentation	14450	Doolittle Drive			X												
189	109	Fashion Cleaners	566	Dutton Avenue			X												
190	109	Chevron	600	Dutton Avenue	X											X		X	
191	74b	Leeway Iron Works, Incorporated	565	Eastbrook Street	X														
192	74b	Metal Mending	868	Eastbrook Street												X			
193	74b	Metal Handling/ San Leandro Radiator, Incorporated	870	Eastbrook Street			X											X	

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194	99	Tenant Contract Applications	2082	Edison Avenue				X											
195	99	Ranch-Pak, Incorporated	2108	Edison Avenue	X														
196	90	Fire Station #1	450	Estudillo	X														
197	56/ nm	Lincoln Properties/Simmons-Soils	1465	Factor Avenue			X				X		X			X		X	
198	56	Sun Chemical Corporation	1599	Factor Avenue				X											
199	56/ 56b	Saggs Warehouse/ Saag's Products, Incorporated	1799	Factor Avenue	X											X			
200	46	Fairmont Cleaners	1354	Fairmont Drive			X												
201	41	John George Psych. Pavillion	2060	Fairmont Drive	X														
202	66	Juvenile Hall	2200	Fairmont Drive	X											X		X	
203	67	Alameda County Office of Education	2300	Fairmont Drive			X												
204	66	OES	2700	Fairmont Drive	X														
205	66	Nike Site	2892	Fairmont Drive	X											X			
206	56	F-Pumping Station	0	Fairway Drive	X														
207	56	United Van Lines/ Chipman Corporation	1717	Fairway Drive	X											X			
208	55a	Primex Technologies, Incorporated	1840	Fairway Drive	X		X												
209	55a	Triangle Coatings, Incorporated	1930	Fairway Drive	X			X	X										X
210	55a	Five Star Consolidation	1934	Fairway Drive			X												
211	55a	Latchford Glass Company	1940	Fairway Drive				X				X		X					
212	55a	Crown Beverage Packaging, Incorporated/ Continental Can Company, Incorporated	1951	Fairway Drive	X		X					X			X				X
213	37b	Shore Line Maintenance	2599	Fairway Drive	X														
214	Nm	F Storm Lift Pump Station		Fairway Drive West of Aurora	X														
215	31d/ 31a	D1 Pumping Station	0	Farallon Drive	X														
216	34a	Rawson Drug/McKesson Corporation	2013	Farallon Drive	X											X			
217	31a	Air Treads Incorporated	2160	Farallon Drive			X					X							

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218	16	Fire Station # 5	637	Fargo	X														
219	30	Unocal Service Station #3690	14999	Farnsworth Street	X											X			
220	30	Melody Cleaners	15025	Farnsworth Street			X												
221	28	K Mart Enterprises	250	Floresta Boulevard	X											X			
222	28	Happy Cleaners	268	Floresta Boulevard			X												
223	41	Freedom Arco Station Mini Mart	15101	Freedom Avenue	X														
224	50	SS Building Supply, Incorporated	701	Fremont	X											X			
225	48c	Amaral Sausage	735	Fremont												X		X	
226	89a	Haber Oil Products/Coast Gas Station	1401	Grand Avenue	X		X									X		X	
227	3a	2501 Grant Ave.	2501	Grant Avenue								X							
228	3a	Grant Ave Trammell Crow Company	2509	Grant Avenue			X												
229	3a/ nm	Bercovich-Sosnick/FFE Transportation Services	2561	Grant Avenue	X							X							
230	Nm	Studebaker Cleaners	146	Greenhouse Market Place			X												
231	31b	Better Office Systems, Incorporated	14444	Griffith Street			X												
232	31b/ nm	United States Printing Ink Corporation/ USA Printing Incorporated	14465	Griffith Street			X		X	X	X	X							
233	28	Maxwell House Division General/ General Foods Manufacturing Company	100	Halcyon Drive	X		X									X			
234	74b	Camozzi Carpet Company	563	Harlan	X														
235	91a	Richard's Automotive Service	1495	Hays	X														

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236	Nm	Tesoro Gasoline Digas Haywood	1555	Hesperian Boulevard			X												
237	43a	Chevron Station #2013	15002	Hesperian Boulevard	X											X		X	
238	43a	Jiffy Lube #1158	15015	Hesperian Boulevard		X													
239	44a	TLC Cleaners	15070	Hesperian Boulevard			X												
240	44a	Photo Mond One Hour Photo Lab	15100	Hesperian Boulevard			X												
241	44a	USA Petroleum Company #73	15120	Hesperian Boulevard	X											X		X	
242	44a	Pacific Bell	15125	Hesperian Boulevard	X		X												
243	44a/ nm	Arco #2162	15135	Hesperian Boulevard	X							X				X		X	
244	25	World Auto Repair	15225	Hesperian Boulevard												X		X	
245	24	Public Storage	15285	Hesperian Boulevard												X			
246	24	Four Star Building Supply	15444	Hesperian Boulevard												X			
247	14a	Unocal #7004	15599	Hesperian Boulevard	X											X		X	
248	103	Hester Street Plume		Hester Street										X					
250	99	Schmitz Meats	410	Hester Street	X											X		X	
251	99	Precision Founders, Incorporated/ Wyman Gordon Investment/Castings, Incorporated	414	Hester Street	X		X												X
252	99	Thermo King/ Willig Investment Corporation	415	Hester Street								X			X				
253	99	American Can Company/ Champion International Corporation	425	Hester Street	X		X					X			X	X			
254	99	Blaco Printers	440	Hester Street												X			
255	99	Smiser Freight	467	Hester Street	X														
256	99	Utility Trailer	485	Hester Street												X			
257	99	Kaiser Aerotech Property	498	Hester Street								X							
258	70	Hudson ICS	400	Hudson Lane	X		X							X		X			
259	91a	Monteros Cleaners	151	W. Juana Avenue			X												
260	93a	Palma Property Cherry	348	Juana Avenue														X	

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261	60a	Unocal Corporation	1900	Laurel Park								X				X			
262	17	Lane Drayage, Incorporated	536	Lewelling Boulevard	X														
263	16	Moeller Brothers Body Shop, Incorporated	539	Lewelling Boulevard			X												
264	17	San Leandro CalTrans Maintenance Station	600	Lewelling Boulevard	X	X	X									X		X	
265	17	Unknown	601-712	Lewelling Boulevard								X							
266	16	Greenhouse Plaza	699	Lewelling Boulevard												X			
267	16	Arco Facility #601	712	Lewelling Boulevard	X											X		X	
268	10	Windsor Square Exxon/Windsor Square Auto Service	1900	Lewelling Boulevard	X											X		X	
269	10	Windsor Cleaners	2004	Lewelling Boulevard			X												
270	10	Trojan Powder Works/ Roberts Landing	2205	Lewelling Boulevard							X	X		X	X				
271	17/ nm	Orloma Sanitary District/ Unknown /Pacific Gas and Electric		Lewelling Boulevard and Washington Avenue			X					X							
272	47a	Pacific Bell	1381	Lillian Street				X											
273	94	Training Area	890	Lola	X														
274	110	Leader Cleaners	295	MacArthur Boulevard			X												
275	110	Sparkle Clear Cleaners	340	MacArthur Boulevard			X												
276	111	Sabek, Incorporated	635	MacArthur Boulevard	X											X			
277	111	Bennett's Auto Repair	735	MacArthur Boulevard	X											X			
278	96b/ 108	Payless Gas/ Ahuras Lucky Star	999	MacArthur Boulevard	X														
279	89b	Gene's Cleaners	1077	MacArthur Boulevard			X												
280	89a	Wardrobe Cleaners	1395	MacArthur Boulevard			X												
281	27	Faria Brothers Ace Hardware	519	Manor Avenue	X										X	X			
282	30	Chevron	1240	Manor Avenue												X			

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EIR Site No.	Vista Site No.	Site Name	Site Address		UST	AST	RCRA SQG	RCRA LQG	RCRA viols	CORRACTS	CERCLIS/NFRAP	ERNS/SPILLS	SPL	SCL	North Bay	LUST	SWLF/WMUDS	CORTESE	TRIS
283	38b	Marina Disposal Site	Foot	Marina Boulevard							X								
284	38b	H Dump Station		Marina Boulevard	X														
285	38a/ 39	San Leandro Marina	40	San Leandro Marina	X														
286	39	San Leandro Marina Center	80	San Leandro Marina								X		X	X				
287	74b	Nelson's Body Shop	512	Marina Boulevard			X		X										
288	74b	Spencer Nahm Company	620	Marina Boulevard	X											X			
289	74b	Talbot's Truck Paint	650	Marina Boulevard			X												
290	74b	Postada Manufacturing	660	Marina Boulevard	X		X												
291	74b	Douglas Electronics, Incorporated	718	Marina Boulevard				X											
292	74a	Reynolds Brown	757	Marina Boulevard	X														
293	74a	Hardware Distributing Company, Incorporated	765	Marina Boulevard	X														
294	74a	Unocal	846	Marina Boulevard	X											X			
295	58a	Peterson Tractor Company	955	Marina Boulevard		X					X	X		X		X		X	
296	58a	Marina Auto Electric	1066	Marina Boulevard												X			
297	58a/ 58c	Beacon Station #720/Ultramar	1088	Marina Boulevard	X											X		X	
298	58a	Safeway Preserves Plant	1111	Marina Boulevard	X											X			
299	58a	Safeway Preserves Plant	1117	Marina Boulevard	X														
300	58a	Joe's Tire Service	1200	Marina Boulevard												X			
301	58a	Pacific High School	1201	Marina Boulevard	X														
302	58a	San Leandro Honda	1302	Marina Boulevard			X												
303	58a/ 57a	General Motors Training Center	1444	Marina Boulevard	X											X			
304	57b	Barondata Systems	1700	Marina Boulevard			X												
305	57b/ nm	Lucky Stores	1701	Marina Boulevard	X							X				X			
306	57b	Regos Exxon/Nella Oil #23	1790	Marina Boulevard	X											X		X	
307	63	Harbor Universal, Incorporated	1900	Marina Boulevard				X	X										
308	63	Ingersoll Rand Equipment	1944	Marina Boulevard	X		X									X		X	
309	63	Domtar Gypsum, Incorporated/San Leandro Papermill	1988	Marina Boulevard	X							X			X	X			
310	63	CalTrans Equipment Shop	1993	Marina Boulevard			X									X			

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311	63	Owen's Corning Asphalt Division	2005	Marina Boulevard								X		X	X				
312	63	Pacific Steel Supply	2011	Marina Boulevard												X			
313	63	Fire Station #3	2101	Marina Boulevard	X														
314	61	Marvin L. McVicker/Shell	2175	Marina Boulevard	X											X			
315	19a	Tony Lema Golf Course	5000	Marina Boulevard							X								
316	75	Graffenstatte Property/ Refineries Service/Liquid Gold Oil Corporation	1696	Martinez Street				X	X	X	X	X		X	X				
317	99	Edwards Heat Treating Service	642	McCormick Street	X		X									X		X	
318	79a	The Goodyear Tire Rubber Company	1800	Merced Street	X														
319	55b	Yale Material Handling	2303	Merced Street			X									X			
320	55b	Fabricated Metals, Incorporated	2401	Merced Street	X		X												
321	55b	Aervoe-Pacific Co, Incorporated	2424	Merced Street	X		X					X			X				
322	55a	Reynolds Brown	2565	Merced Street	X											X			
323	55a	Maxwell Physics International/Primex Physics International	2700	Merced Street		X	X		X							X			
324	55a/ 56a	International Business Park/ International Paper Company/Kallista Incorporated	2701/ 2831	Merced Street	X		X					X			X	X			
325	59a	Takeda USA, Incorporated.	2950	Merced Street				X											
326	33	Richard Investment Trust	14626	E. Merced Avenue	X														
327	56	Service Printing Company	2725	Miller Street	X		X												
328	56	Peterson Property/ Dana Corporation	2799	Miller Street								X	X						
329	52/ nm	Oliver Wire and Plating Company, Incorporated	555	Montague Avenue			X					X			X				
330	52	Lawter Chemicals/ International Facility	595	Montague Avenue	X		X					X			X				
331	52	Van Bokkelen Sons	688	Montague Avenue												X			
332	52	Mar's Engineering Company	699	Montague Avenue			X												
333	52	Evergreen Program	797	Montague Avenue	X											X			

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334	52/ nm	Rainbo Distributors/Pacific Gas and Electric	828	Montague Avenue								X				X		X	
335	52	Continental Baking Company	833	Montague Avenue	X											X			
336	52	Scandic Springs, Incorporated	901	Montague Avenue			X												
337	52	Nova Industries	999	Montague Avenue			X		X										
338	52	Stella Dioro Biscuit Company	1000	Montague Avenue	X											X		X	
339	53b	Wells Fargo Bank	1188	Montague Avenue												X			
340	19b	'H' Pumping Station	0	Neptune Drive	X														
341	64a	Neptune Drive Property		Neptune and Williams								X			X				
342	Nm	Marina Disposal Site		Neptune Drive at the foot of Marina Boulevard										X					
343	64b	Major Salvage Company	1770	Neptune Drive							X	X		X	X				
344	64a	Ruan Transportation/Goldenberg Property	1791	Neptune Drive	X											X			
345	Nm	Unknown (Oyster Bay Regional Shoreline)	12109	Neptune Drive								X							
346	37a	San Leandro/Tony Lema Golf Course	13800	Neptune Drive								X					X		
347	Nm	East Bay Dischargers Authority	14150	Neptune Drive								X							
348	55a	Rodding Cleaning Services	2585	Nicholson Avenue												X		X	
349	55a	Action Air Compressor	2625	Nicholson Avenue												X			
350	55a	San Leandro Disposal	2626	Nicholson Avenue			X									X		X	
351	55a	ST Manufacturing	2656	Nicholson Avenue			X												
352	74a	Northwest Motor Welding	2100	Orchard Avenue			X					X				X			
353	74a	Marina Food Mart	2180	Orchard Avenue	X														
354	29	Bonair Auto Repair	1380	Ottawa												X		X	
355	94	Bergen Tire Sales	700	Peralta Avenue												X		X	
356	94	Best Concrete Steps	715	Peralta Avenue												X		X	
357	94	Lodi Truck Service, Incorporated	753	Peralta Avenue	X														

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358	94	WM Concrete	851	Peralta Avenue												X		X	
359	94	Cherry City Nursery/Eurocal	863	Peralta Avenue	X							X				X		X	
360	94	Cherry City Nursery	1034	Peralta Avenue												X		X	
361	33	Production Grinding	1977	Pike Street								X		X					
362	31b	Flexo Packaging Services, Incorporated	1999	Pike Avenue			X												
363	31b	Republic Supply/ North American Tool Die, Incorporated	2025	Pike Street	X											X			
364	31b	Coca Cola USA	2080	Pike Street	X									X		X			
365	65	Polvorosa Business Park	2235/ 2265	Polvorosa Street														X	
366	65	First Image Management Company	2235	Polvorosa Street			X												
367	65	Distribution Division/Georgia Pacific	2300	Polvorosa Street	X											X			
368	64b	TNT Bestways Transportation/Viking Freight	2375	Polvorosa Street	X			X											
369	64b	Foamex L.P.	2435	Polvorosa Avenue			X												
370	64b	Crain Pacific	2451	Polvorosa Avenue	X		X									X			X
371	96a	Sealite Incorporated	375/ 377	Preda Street											X				
372	96a	Paulovits Property	381	Preda Street											X				
373	96a	Polimac Machine Shop	383	Preda Street			X												
374	9b	Sherman Trucking	1000	Railroad												X		X	
375	55b	Pacific Electric Supply, Incorporated	1906	Republic Avenue	X											X			
376	55b	Applied Fusion, Incorporated	1915	Republic Avenue	X														
377	55b	Dlugosh Cabinet Fixture	1919	Republic Avenue			X												
378	55b	Broadmoor Electric	1947	Republic Avenue												X			
379	55c	Canteen Corporation	1959	Republic Avenue	X											X			
380	62a	Oakland Meat Company, Incorporated	1991	Republic Avenue	X														
381	62a	Square D. Company	1998	Republic Avenue			X												

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382	116a	Modern Mode, Incorporated	111	San Leandro Boulevard			X												
383	94	Senna Property	350	San Leandro Boulevard												X		X	
384	94	By Faith Auto Body Shop, Incorporated	525	San Leandro Boulevard			X												
385	95	City of San Leandro/ Corporation Yard Site	960	San Leandro Boulevard	X									X		X			
386	95	LSW	1185	San Leandro Boulevard												X		X	
387	Nm	Resident	16096	Selbourne Drive								X							
388	30	Bobs Union Service	6505	Skyway	X														
389	99	Kaiser Aluminum Chemical		Sunol Boulevard								X							
390	58b	Automotive Center	2482	Teagarden Street			X												
391	58b	Wells Fargo Bank	2500	Teagarden Street												X			
392	53a	Penske Truck Leasing Company/Mayflower/Western States Oil Company/Gelco Truck Leasing	2709	Teagarden Street	X		X									X		X	
393	53a	Chovanes Collision Center	2763	Teagarden Street			X												
394	53a	Acme Printing Ink Company	2785	Teagarden Street				X	X										
395	51	Peterson Power Systems	2828	Teagarden Street		X													
396	51	Perfect Reflections	2954	Teagarden Street			X												
397	51	Doherty N. Dunne	2972	Teagarden Street			X												
398	51	GNB, Incorporated	2993	Teagarden Street				X											
399	51	Dura Strip of San Leandro	2996	Teagarden Street			X		X										
400	51	Viking Freight Systems/ Teagarden Freight Terminal	3050	Teagarden Street	X														
401	51	Ampeco	3051	Teagarden Street			X												
402	75	Shepherd Son, Incorporated	683	Thornton Street			X												
403	75	D.W. Nicholson Corporation	799	Thornton Street	X														
404	75	San Leandro VIII/ Del Monte Agricultural	850	Thornton Street	X		X					X				X		X	

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405	75	Cultured Marble Products	857	Thornton Street			X												
406	45	Naruo Nursery	1500	Thrush Avenue												X			
407	79a	Taylor Instrument Company	1661	Timothy Drive			X												
408	79a	San Leandro Radiator	1688	Timothy Drive			X												
409	79a	Pete Paletta, Incorporated	1710	Timothy Drive	X											X			
410	79a	Cleaning Dynamics Corporation of SF	1759	Timothy Drive				X											
411	79a	Diamond Manufacturing Corporation	1763	Timothy Drive	X														
412	79a	Middleton Welders Supply Company	1771	Timothy Drive	X											X			
413	79a	E.F. Felt Company, Incorporated	1798	Timothy Drive	X											X			
414	91a	Dryclean USA	1322	Washington Avenue			X												
415	91a	Plaza Partners Property	1499	Washington Avenue								X			X				
416	76b	Auto Doctor	1695	Washington Avenue												X		X	
417	76a	Unocal	1935	Washington Avenue	X											X		X	
418	76a	Witt's Automotive/Webber Motors	1940	Washington Avenue			X									X			
419	70	Stanley Maffei Painting, Incorporated	2152	Washington Avenue			X												
420	70	Big O Tires #17	2201	Washington Avenue	X														
421	70	Singer-Friden Site	2350 and 2450	Washington Avenue								X	X		X			X	
422	70	P.D. Radiator and Manufacturing	2395	Washington Avenue			X												
423	70	Intercoastal Paint Company	2411	Washington Avenue										X					
424	70	Staefa Control System	2481	Washington Avenue							X	X		X	X				
425	49	Washington Properties	13951	Washington Avenue				X											
426	49	Miracle Auto Painting	14140	Washington Avenue			X												
427	48b	Larsen Brothers Lumber, Incorporated	14200	Washington Avenue	X		X									X		X	
428	48b	San Leandro Rentals	14273	Washington Avenue	X											X		X	
429	48b	Morgan Brothers Patio	14305	Washington Avenue	X											X		X	
430	48b	Superior Lift Trucks	14315	Washington Avenue	X														
431	48b	Rogers Trucking	14327	Washington Avenue	X											X			
432	48b	Prestige Auto Body	14332	Washington Avenue			X												

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433	48b	Auto King Gen Auto Repair	14334	Washington Avenue			X												
434	48b	Palace Garage	14336	Washington Avenue												X		X	
435	48b	Steelform Contracting Company	14340	Washington Avenue	X											X		X	
436	48b	T.E. Brown, Incorporated	14361	Washington Avenue	X														
437	48b	Paramount Petroleum Corporation #1154	14395	Washington Avenue	X														
438	48b	Washington Square	14400	Washington Avenue												X		X	
439	28	Econo Lube N Tune	14602	Washington Avenue	X														
440	28	Raintree Carwash	14610	Washington Avenue	X											X			
441	28	Grant Lab, Incorporated	14688	Washington Avenue			X				X								
442	26	Unocal Service Station #3955	14794	Washington Avenue	X														
443	26	Mohindera Beacon	14798	Washington Avenue	X							X				X			
444	26	ACC U Tune Brake	14856	Washington Avenue			X												
445	27	Roto-Rooter Sewer Service	14985	Washington Avenue	X											X			
446	16	PB Oil Company Facility Site # 11106/ Tosco Northwest Company No 11106/Unocal Station	15199	Washington Avenue	X		X									X		X	
447	16	Desert Petroleum/ Techno Gas/Gasco/Sierra Gas Company	15201	Washington Avenue	X											X		X	
448	16	Salel Automotive Service	15245	Washington Avenue			X												
449	16	Salel Services, Incorporated/Shell	15275	Washington Avenue	X											X		X	
450	16	Walgreens #2426	15500	Washington Avenue			X												
451	58a	Prettyman Warren Body Fender	2094	Wayne Avenue			X												
452	58a	MA Webb Painting Contractor/1X Doral Automotive/ Doral's Auto Repair	2151	Wayne Avenue			X									X			
453	99	Leuteneker, Incorporated	476	Whitney Street	X		X									X		X	
454	99	Benkiser Electric	527	Whitney Street			X					X							
455	99	Moore Business Forms/ M.B.F. Warehouse Distributors	528	Whitney Street	X											X			
456	99	San Leandro Airport Park	701/ 754	Whitney Street								X			X	X		X	

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457	33	Lerner Processing Labs, Incorporated	14333	Wicks Boulevard			X												
458	33	Concrete Wall Sawing Company, Incorporated	14468	Wicks Boulevard	X											X			
459	33	O I San Leandro Printing	14496	Wicks Boulevard			X												
460	33	Coca Cola Bottling Company	14655	Wicks Boulevard			X												X
461	33	Davis Liquid Crystals, Incorporated	14692	Wicks Boulevard			X												
462	18	Marina High School	15225	Wicks Boulevard												X			
463	75	Grafco	525	Williams Street	X														
464	75	East Bay Lumber Supply Company	621	Williams Street	X											X		X	
465	77	B.B. Screw Machine Products	795	Williams Street	X														
466	77	L.A. Smith Sons Body Shop	903	Williams Street			X												
467	79a	John Muir Junior High School	1444	Williams Street	X														
468	60b	K & H Sales	1800	Williams Street	X														
469	60b	Golden State Seafood	1815	Williams Street												X		X	
470	60a	Ace Truck Repair	1906	Williams Street	X														
471	60a	Daw AJ Printing Ink Company, Incorporated	1929	Williams Street			X												
472	79b	Olin Tool Machine, Incorporated	1933	Williams Street								X							
473	60a	Lincoln Properties	1952	Williams Street												X			
474	60a	Berkeley Farms	1960	Williams Street	X											X			
475	60a	W.S. Associates	1964-1976	Williams Street											X				
476	60a	Williams Street Site/ Lowenberg Corporation	1964	Williams Street			X				X	X			X				
477	60a	Greater Bay Area North American	1968	Williams Street	X														
478	60a	Express Freight System	2027	Williams Street	X														
479	60a	Kellogg Company	2040	Williams Street	X		X												
480	60a	Silgan Containers Corporation	2048	Williams Street			X												X
481	60a	American National Can Corporation	2050	Williams Street	X			X	X										
482	60a	Crane Valve Services	2053	Williams Street			X												
483	60a	West Company	2059	Williams Street										X					
484	60a	1X Watkins Motor Lines Corporation	2075	Williams Street								X							

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485	60a	Betts Spring Company	2100	Williams Street			X												
486	60a	Printpack, Incorporated/Crown Zellerback/James River Corporation	2101	Williams Street	X			X			X	X			X				
487	60a	Detoxification Technologies, Incorporated	2199	Williams Street			X												
488	64a	Associated Aerospace Activities	2502	Williams Street	X									X					
489	64a	East Bay Leasing Corporation	2575	Williams Street	X														
490	64a	Paradiso Mechanical	2600	Williams Street	X														
491	64a	Paradise Construction	2610	Williams Street	X														
492	42	Unknown	15951	Windsor Drive								X							
493	73/\ nm	San Leandro Regional Plume											X					X	

Source: Orion Environmental Associates; Vista Information Solutions, August 11, 2000.

Abbreviations:
AST = Aboveground Storage Tank Database
CERCLIS NFRAP= Comprehensive Environmental Response, Compensation, and Liability Information System, No Further Remedial Action Planned
CORRACTS = RCRA Corrective Action Site
CORTESE = compilation of sites identified on numerous lists
ERNS = Emergency Response Notification System
LUST = Leaking Underground Storage Tank Database, includes state and local databases
NorthBay = North Bay Toxics List
RCRA viols = Facility cited with RCRA violation within last 10 years
RCRALQG = RCRA Permitted Large Quantity Generator
RCRASQG = RCRA Permitted Small Quantity Generator
SCL = CalSites Database
SPILLS = Region 2 SLIC Site List
SPL = CalSites Database
SWLF = Solid Waste Information System
TRIS = Toxic Release Inventory System
UST = Underground Storage Tank Registrations Database

WMUDS = Waste Management Unit Data System