

## 4.9 LAND USE AND PLANNING

This chapter describes the regulatory framework and existing conditions related to land use in San Leandro, and the potential land use and planning impacts that could result from implementation of the proposed project.

### 4.9.1 ENVIRONMENTAL SETTING

#### 4.9.1.1 REGULATORY FRAMEWORK

This section describes land use plans and policies relevant to the proposed project.

#### State Regulations

##### *California Housing Element Law*

California Housing Element law (Government Code Sections 65580 to 65589.8) includes provisions related to the requirements for housing elements of local government General Plans. Among these requirements are an assessment of housing needs and an inventory of resources and constraints relevant to meeting these needs. Additionally, in order to assure that counties and cities recognize their responsibilities in contributing to the attainment of the state housing goals, this section of the Government Code calls for local jurisdictions to plan for, and facilitate the construction of, their fair share of the region's projected housing needs, known as the Regional Housing Needs Allocation (RHNA). The City of San Leandro's 2015-2023 Housing Element Update was adopted in January 2015 and is not part of the project considered in this Draft EIR.

##### *Sphere of Influence*

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 establishes a Local Agency Formation Commission (LAFCo) for each county in California, and authorizes these commissions to review, approve, or deny proposals for boundary changes and incorporations for cities, counties, and special districts.<sup>1</sup> The LAFCo establishes a "sphere of influence" (SOI) for cities within their jurisdiction that describes the city's probable future physical boundaries and service area. The San Leandro SOI was established by the Alameda LAFCo.

#### Regional Regulations

##### *Plan Bay Area, Strategy for a Sustainable Region*

The Metropolitan Transportation Commission (MTC) and Association of Bay Area Governments (ABAG) Plan Bay Area is the Bay Area's Regional Transportation Plan (RTP)/Sustainable Community Strategy (SCS) pursuant to Senate Bill 375. Plan Bay Area was adopted July 18, 2013.<sup>2</sup> The SCS sets a development pattern for the region, which, when integrated with the transportation network and other transportation

---

<sup>1</sup> Government Code Section 56000-56001.

<sup>2</sup> It should be noted that the Bay Area Citizens filed a lawsuit on MTC's and ABAG's adoption of *Plan Bay Area*.

## LAND USE AND PLANNING

measures and policies, would reduce GHG emissions from transportation (cars and light trucks) beyond the per capita reduction targets identified by CARB. The Plan Bay Area meets a 16 percent<sup>3</sup> per capita reduction of GHG emissions by 2035 and a 10 percent per capita reduction by 2020 from 2005 conditions.

In 2008, MTC and ABAG initiated a regional effort (FOCUS) to link local planned development with regional land use and transportation planning objectives. Through this initiative, local governments identified Priority Development Areas (PDAs) and Priority Conservation Areas (PCAs). PDAs and PCAs form the implementing framework for Plan Bay Area:

- PDAs are transit-oriented infill development opportunity areas within existing communities that are expected to take in the majority of future development.
- PCAs are regionally significant open spaces for which there exists broad consensus for long-term protection but nearer-term development pressure.

Overall, by 2040, more than two-thirds of projected regional growth in the Bay Area is allocated by ABAG to PDAs. PDAs are expected to accommodate 78 percent (or over 509,000 units) of new housing and 62 percent (or 690,000) of new jobs.<sup>4</sup> As shown on Figure 4.9-1, three PDAs in San Leandro are identified in Plan Bay Area, although Bay Fair BART Transit Village is a Potential PDA and the City is currently undergoing a community planning process to create a transit-oriented-development (TOD) specific plan there and create a full-fledged PDA. The specific plan for the Bay Fair BART station area was initiated in 2015.

Per the One Bay Area Grant (OBAG) requirements, Congestion Management Agencies (CMAs) will develop a PDA Investment and Growth Strategy for their respective counties; this will be used to guide future transportation investments that are supportive of PDA-focused development.

### *Bay Conservation and Development Commission*

#### San Francisco Bay Plan

The San Francisco Bay Plan was completed and adopted by the San Francisco Bay Conservation and Development Commission (BCDC) in 1968 and was transmitted to the California Legislature and the Governor in 1969. This comprehensive plan is concentrated on the conservation of the San Francisco Bay (the Bay) and pertains to all development at the Bay's shoreline. BCDC has jurisdiction within 100 feet of the Bay's shoreline.

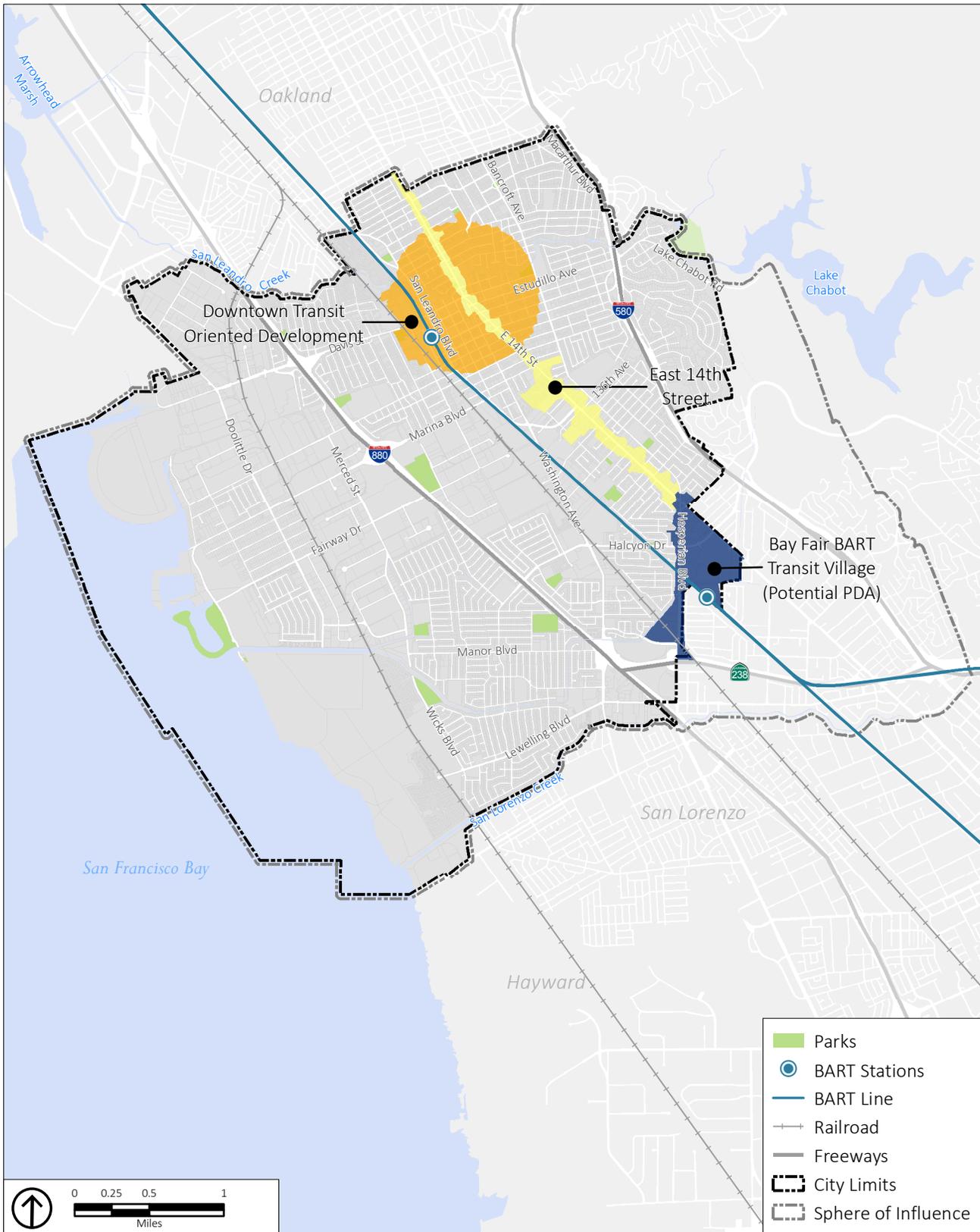
The McAteer-Petris Act designated BCDC as the permanent agency for carrying out the Bay Plan and directs BCDC to exercise its authority to issue or deny permit applications for placing fill, extracting materials, or changing the use of any land, water, or structure within the area of its jurisdiction.

---

<sup>3</sup> It should be noted that the California Air Resources Board (CARB) set a target reduction of fifteen percent and the MTC/ABAG set a regional target reduction of 16 percent.

<sup>4</sup> Metropolitan Transportation Commission and Association of Bay Area Governments, 2013. *Plan Bay Area, Strategy for a Sustainable Region*.

LAND USE AND PLANNING



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

Figure 4.9-1  
**San Leandro Priority Development Areas**

## LAND USE AND PLANNING

The Bay Plan contains policies which call for review with respect to the effects of climate change on projects in BCDC's jurisdiction, including the requirement that projects include a risk assessment prepared by a qualified engineer to assure that the risk of flooding from sea level rise is acceptable.<sup>5</sup> The Bay Plan also contains a range of policies related to public access, water quality, fill, and aesthetics of development around the Bay, including calling for projects to conform to the Public Access Design Guidelines. Precise language regarding permit requirements can be found in Title 7.2 of the California Government Code and Title 14, Division 5 of the California Code of Regulations.

BCDC has the authority to approve projects with conditions which must be carried out as a part of an authorized project. According to the BCDC website, typical permit conditions include requirements to construct, guarantee, and maintain public access to the Bay, plan review requirements that must be met before construction can begin to ensure compliance with BCDC laws and policies, and mitigation requirements to offset the adverse environmental impacts of proposed projects.

### Bay Conservation and Development Commission Public Access Design Guidelines

As mentioned above, BCDC has jurisdiction within 100 feet of the Bay's shoreline. As such, proposed development within that jurisdiction is subject to BCDC Public Access Design Guidelines, which are intended to ensure that maximum feasible public access is provided. BCDC defines "public access" as including physical public access to and along the shoreline of the Bay and visual public access to the Bay from other public spaces.<sup>6</sup> Physical improvements, as defined by BCDC, may include waterfront promenades, trails, plazas, play areas, overlooks, parking spaces, landscaping, site furnishings, and connections from public streets to the water's edge.<sup>7</sup>

In general, the Public Access Design Guidelines provide recommendations for improving and maximizing public access; however, they do not establish a specific set of design requirements, recognizing that development and character differs from location to location.

### *Association of Bay Area Governments Bay Trail Plan*

The Bay Trail Plan proposes development of a continuous regional hiking and bicycling trail around the perimeter of the San Francisco and San Pablo Bays. Implementation of the Bay Trail is coordinated by the San Francisco Bay Trail Project; a nonprofit organization created by and housed within ABAG. A proposed trail route goes through San Leandro near Monarch Bay Drive and currently continues to the south as a Class I bicycle and pedestrian path.

### *San Francisco Bay Area Water Trail*

The San Francisco Bay Area Water Trail is an ongoing effort to create a network of launch and landing sites to accommodate non-motorized boats and sail craft throughout the San Francisco Bay,<sup>8</sup> and is intended to

---

<sup>5</sup> San Francisco Bay Conservation and Development Commission, 2008, San Francisco Bay Plan, page 36.

<sup>6</sup> San Francisco Bay Conservation and Development Commission, 2005, Public Access Design Guidelines for the San Francisco Bay, page 3.

<sup>7</sup> San Francisco Bay Conservation and Development Commission, 2005, Public Access Design Guidelines for the San Francisco Bay, page 3.

<sup>8</sup> San Francisco Bay Area Water Trail, <http://sfbaywatertrail.org/>, accessed on September 25, 2014.

## LAND USE AND PLANNING

promote recreational water access opportunities. The Water Trail is a regional trail linking nine counties in the Bay Area and joins three other trail systems, including the San Francisco Bay Trail, Bay Area Ridge Trail, and the California Coastal Trail. The nearest designated Water Trail site to the city is at the Tidewater Boating Center in Oakland, which is approximately 7 miles north. The Water Trail program is implemented by the Coastal Conservancy in collaboration with the ABAG, BCDC, and the State Department of Boating and Waterways.

### *Airport Land Use Compatibility Plans*

The Airport Land Use Compatibility Plans (ALUCPs) for Oakland International Airport (OAK) and Hayward Executive Airport (HWD) present the criteria, maps, and policies to be utilized by the Alameda County Airport Land Use Commission (Land Use Commission) and other local jurisdictions. These policies apply when reviewing proposals for land use development within the airports' Airport Influence Areas for compatibility with airport operations. The AIAs are defined based on political boundaries, noise contours, and flight tracks. Portions of San Leandro are within the AIAs for OAK and HWD. The ALUCPs establish Safety Compatibility Zones that depict the relative risk of aircraft accidents.

General Plan amendments (such as the proposed Plan) are subject to review by the Land Use Commission. Therefore, the Commission must review the proposed Plan and find that it is consistent with the ALUCPs, unless the ALUC Commission chooses not to review the amendment or the local jurisdiction, in this case the City of San Leandro, were to overrule the Land Use Commission by a two-thirds vote. Once the Commission has reviewed, elected not to review, or the local jurisdiction has overruled the Land Use Commission, the Commission would no longer have the authority to review individual projects permitted as a result of the proposed project unless the Commission and the local jurisdiction determine that the Commission should continue to review individual projects in an advisory capacity.

The policies of the ALUCPs related to land use compatibility are contained in Section 3 of the ALUCPs and are related to topic areas including noise, safety, airspace protection, and overflight. Each of the sections of the ALUCPs describing policies related to these topic areas include specific compatibility review criteria. For noise, the criteria are shown on a noise contour map and table which specify the maximum allowable interior and exterior noise levels that can be experienced by adjacent uses. For safety, the location of potential projects in relation to runways would be evaluated, along with factors such as whether or future development would be within included in a Safety Compatibility Zone. Regarding airspace protection, the Land Use Commission has adopted Federal Aviation Regulation part 77, *Objects Affecting Navigable Air Space*, which defines areas where height restrictions may be necessary to minimize impacts to airport operations. As such, policies in the ALUCP rely on Federal Aviation Administration (FAA) regulation. Proponents of a project that may exceed the elevation of a Federal Aviation Regulation part 77 surface must notify the FAA as required by Federal Aviation Regulation Part 77, Subpart B, by the State Aeronautics Act, and by Public Utilities Code Sections 21658 and 21659. Finally, with respect to overflight, unlike the other topic areas, overflight policies do not control how land can be developed but rather contain notification requirements for potential residents which would be impacted by overflight noise.

The Land Use Commission reviews criteria would ensure that upon approval there are no direct conflicts between the ALUCP and a proposed General Plan amendment (such as the proposed Plan). In order to provide an adequate basis for the evaluation of consistency between a proposed General Plan amendment and the ALUCP, local jurisdictions have a few options on how to satisfy these requirements:

## LAND USE AND PLANNING

The General Plan amendment must contain sufficient detail (with the compatibility criteria specified in the ALUCP identified), the ALUCP can be adopted by reference, or the General Plan amendment must indicate that all major land use actions, as listed in Section 2.6.2 of the ALUCP, or otherwise agreed to by the Land Use Commission, shall be referred to the Land Use Commission for review in accordance with the policies of Section 2.7.5 of the ALUCP.

### Local Regulations

#### *Climate Action Plan*

The San Leandro Climate Action Plan (CAP) was adopted in 2009. The Plan includes a series of goals and policies intended to help the City meet the greenhouse gas (GHG) reduction target of 25 percent below 2005 emissions levels by 2020.<sup>9</sup>

#### *Bicycle and Pedestrian Master Plan*

The Bicycle and Pedestrian Master Plan, updated in 2010, contains goals and policies which are intended to guide development of the bicycle and pedestrian network in San Leandro. These policies include those that encourage natural and man-made corridors including shorelines to be used for the alignment of future multi-use trails.

#### *City of San Leandro Municipal Code*

The City of San Leandro Municipal Code includes the Zoning Code, which implements the land use goals and policies established in the San Leandro General Plan. The Zoning Code identifies specific zoning districts within the city and describes the development standards that apply to each district.

#### *Bay Fair BART Station Area Improvement Plan*

The Bay Fair BART Station Area Improvement Plan (July 2009) covers an 18.5-acre site bounded by Hesperian Boulevard to the west, the Estudillo Canal to the north, Coelho Drive to the east, and Colby Street to the south. The purpose of the Station Area Plan was to create a vision for TOD and access improvements within the Station Area. The Station Area Plan includes recommendations to improve safety, security, and access at the Bay Fair BART Station Area, consisting of six prioritized projects, such as a pedestrian underpass; pedestrian connections at Bayfair Drive, Coelho Drive, Thornally Drive, and Mooney Avenue; an AC Transit Intermodal Terminal; a southwest BART Parking Lot; improvements to the existing pedestrian bridge over the Estudillo Canal; and a northeast BART parking lot.

#### *Downtown San Leandro Transit-Oriented Development Strategy*

The Downtown San Leandro Transit-Oriented Development Strategy (TOD Strategy), adopted in September 2007, is intended to encourage housing, retail, jobs, and more attractive and pedestrian-friendly streets and sidewalks in downtown San Leandro.<sup>10</sup> The TOD Strategy's study area is defined by a half-mile radius circle around the intersection of East 14<sup>th</sup> and Davis Streets. The TOD Strategy identifies

---

<sup>9</sup> City of San Leandro, Climate Action Plan, 2009.

<sup>10</sup> City of San Leandro, 2007, Downtown San Leandro Transit-Oriented Development Strategy, page 1.

## LAND USE AND PLANNING

opportunity sites and recommends land use categories to take advantage of opportunities for increased density, usage, and height, where appropriate. The TOD Strategy also identifies land use objectives for special policy areas, and establishes an open space framework for the Downtown.

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

The East 14<sup>th</sup> South Area Development Strategy was developed in 2004. It contains goals and policies, a corridor concept plan, illustrative opportunity site development studies, design guidelines, a streetscape improvements plan, and implementation strategies. The primary goal of the Strategy is to revitalize the southern portion of the East 14<sup>th</sup> Street corridor by attracting desirable land uses, implementing streetscape improvements, and guiding new development to ensure high-quality design.

### **4.9.1.2 EXISTING CONDITIONS**

As described in Chapter 3, Project Description, of this Draft EIR, San Leandro is centrally located in Alameda County in the East Bay. The City is generally bound by the City of Oakland to the north, San Francisco Bay to the west, Castro Valley to the east, and the unincorporated Alameda County communities of San Lorenzo and Ashland to the south.

As described in Chapter 3, Project Description, of this Draft EIR, and shown on Figure 3-2, San Leandro is generally built out along its northern, eastern, and southern borders, and is largely consistent with the built-out environments of adjacent communities. Along its western border, the San Leandro shoreline contains wetlands, golf courses, a marina, and park space. The dominant land use in San Leandro is single-family residential.

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

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

San Leandro's primary commercial corridors are located along East 14<sup>th</sup> Street, Washington Avenue, and San Leandro Boulevard. San Leandro also contains several regional commercial centers, including Bayfair Center, car dealerships and retail stores located along Marina Boulevard east of Interstate 880, and shopping center along Davis Street west of Interstate 880.

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

## LAND USE AND PLANNING

### 4.9.2 STANDARDS OF SIGNIFICANCE

The proposed project would result in a significant impact if it would:

1. Physically divide an established community.
2. Conflict with any applicable land use plan, policy or regulation of an agency with jurisdiction over the proposed 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.
3. Conflict with any applicable habitat conservation plan or natural community conservation plan.

### 4.9.3 IMPACT DISCUSSION

This section analyzes potential project-specific and cumulative impacts to land use and planning.

---

**LAND-1            The proposed project would not physically divide an established community.**

---

#### Proposed General Plan Update

The proposed Plan would have a significant environmental impact if it would create a barrier between portions of an established community. Typically, projects with the potential to divide an established community include the construction of major highways or roadways, construction of storm channels, closure of bridges or roadways, or construction of utility transmission lines. It is also possible to divide existing neighborhoods by incorporating new development that is not consistent with the existing character or land use of the area. The proposed Plan does not propose any new major roadways or physical features, or propose development that would conflict with the land uses within existing neighborhoods.

As described in Chapter 3, Project Description, of this Draft EIR, the proposed Plan includes several changes to land use designations throughout San Leandro; however, these changes are in already urbanized areas and would not physically divide existing communities. Established residential neighborhoods are not part of the proposed land use changes and therefore would not be expected to change under the proposed Plan. In addition, future development under the proposed Plan would retain the existing roadway patterns, and the proposed Plan does not propose any new major roadways or other physical features through existing residential neighborhoods or other communities that would create new barriers in the EIR Study Area.

Furthermore, the proposed Plan's Land Use Element includes goals, policies, and actions that would promote cohesive and compatible neighborhoods and prevent new development from dividing existing uses where different land uses would abut one another:

- **Policy LU-1.12: Encroachment of Incompatible Uses.** Protect residential neighborhoods from the impacts of incompatible non-residential uses and disruptive traffic, to the extent possible. Zoning and design review should ensure that compatibility issues are fully addressed when non-residential development is proposed near or within residential areas.

## LAND USE AND PLANNING

- **Policy LU-1.13: Mixed Single Family Residential/ Industrial Areas.** In areas that currently include a "hodgepodge" of industrial uses (such as auto body shops) and older single family homes on adjacent small lots, encourage infill development that creates a more cohesive character and reduces the potential for future land use conflicts. Innovative development types and building forms should be encouraged in such areas.
- **Policy LU-2.8: Alterations, Additions, and Infill.** Ensure that alterations, additions and infill development are compatible with existing homes and maintain aesthetically pleasing neighborhoods.
- **Policy LU-2.9: Density Transitions.** Avoid abrupt transitions from high density to low density housing. Where high-density development occurs, encourage such projects to step down in height and mass as they approach nearby lower density areas.
- **Policy LU-2.10: Teardowns.** Discourage "teardowns" (the replacement of smaller dwellings with larger and more expensive homes) where the existing home is in good physical condition and the proposed home would be substantially larger than the prevailing scale of the neighborhood.
- **Policy LU-10.1: Zoning.** Use zoning district boundaries, zoning standards, and other regulatory tools to control the interface between heavier industrial uses and residential areas, and to limit the impacts of industrial activities on nearby neighborhoods.
- **Policy LU-10.3: Buffering.** When new development or adaptive reuse takes place in industrial areas, use a variety of buffering measures including land use restrictions, landscaping and screening, sound walls and insulation, and limits on hours of operations and activities to promote land use compatibility. The City's zoning regulations should continue to contain development and design standards that minimize the potential for conflicts between industrial and residential uses, and between commercial and residential uses.

As described above, the proposed Plan would not result in new development or features that would divide existing residential neighborhoods or communities. In addition, compliance with the proposed policies listed above would promote cohesive and compatible neighborhoods and prevent new development from dividing existing communities. Therefore, the impact would be *less than significant*.

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

### Proposed Zoning Code Amendments

The proposed amendments to the Zoning Code would bring the Zoning Code into conformance with the proposed Plan. The proposed Zoning Code would implement the proposed Plan and would guide development in key areas of the city. Proposed Zoning Code amendments that would allow increased growth include increased building density, intensity (floor area ratio, or FAR). These amendments would apply to areas that are already urbanized and would not physically divide existing communities. Zoning Code amendments would also include the creation of a new Industrial Transition zoning district that would allow certain production, light manufacturing, and emerging technology uses and allow residential development to be permitted under specified limitations. Certain uses allowed in the new Industrial Transition zone may be inconsistent with existing industrial uses. However, such uses would only be allowed on a limited basis and through an established entitlement process, such as an administrative review or the CUP process. This new zone would be intended to provide greater cohesiveness among industrial areas and improved transitions between industrial uses and nearby residential uses. In addition,

## LAND USE AND PLANNING

the new IT district would include existing buffering standards intended to reduce potential land use conflicts between uses in the IT district and adjacent residential neighborhoods.

Proposed Zoning Code amendments also include allowing residential uses in the Professional (P) district at a density of up to 24 units per acre. This amendment could have the effect of adding residential uses to areas that are currently not residential, but it would not divide an established residential neighborhood.

The Downtown Area (DA) districts would be amended to allow multi-family residential and mixed use residential at up to 24 units per acre on lots of 10,000 square feet, reduced from a minimum lot size of 20,000 square feet. Although this amendment would increase the number of parcels on which multi-family or mixed-use residential development would be allowed, the DA districts already include a significant number of parcels with multi-family or mixed-use residential development, so these development types are already part of the established community in the DA districts and an increase in these development types would therefore not divide an established community.

In summary, proposed Zoning Code amendments would not result in new development or features that would divide existing residential neighborhoods or communities. Furthermore, compliance with the proposed policies listed above would promote cohesive and compatible neighborhoods and prevent new development from dividing existing communities. Therefore, the proposed Zoning Code Amendments would result in a *less-than-significant* impact.

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

---

<b>LAND-2</b>	<b>The proposed project would not 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.</b>
---------------	---

---

## Proposed General Plan Update

The proposed Plan would have a significant environmental impact if it would conflict with any applicable land use plans, policies or regulations adopted for the purpose of avoiding or mitigating an environmental effect. Individual technical resource chapters in this Draft EIR discuss proposed Plan policies and programs related to specific environmental resources. Consistency with applicable land use plans, policies, and regulations are discussed below.

### *Local Plans and Regulations*

The proposed Plan would be the primary land use planning policy document for the City of San Leandro. Once adopted, it would supersede the existing General Plan. Therefore, upon adoption and implementation of the proposed Plan, other City documents would need to be updated to ensure consistency with the Plan. Because the General Plan is the overriding planning document for the City, and because the proposed project involves updating the General Plan and amending the Zoning Ordinance to enhance consistency, the proposed Plan would not conflict with local plans and regulations.

## LAND USE AND PLANNING

### *Plan Bay Area*

As described in Section 4.9.1.1, Regulatory Framework, local jurisdictions are not required to change land use designations to be consistent with *Plan Bay Area*. However, for full disclosure purposes, this section evaluates the proposed Plan's consistency with this important regional planning document. For a discussion of the proposed Plan's consistency with the regional housing projections in *Plan Bay Area*, see Chapter 4.11, Population and Housing, of this Draft EIR. For a discussion of the proposed Plan's consistency with *Plan Bay Area* as it relates to greenhouse gas emissions, see Chapter 4.6, Greenhouse Gas Emissions, of this Draft EIR.

There are three PDAs in San Leandro: East 14<sup>th</sup> Street, Downtown Transit Oriented Development, and Bay Fair BART Transit Village; the latter is recognized presently as a Potential PDA. The proposed Plan continues the same land use patterns as established in each of the San Leandro PDAs, which propose a range of streetscape improvements, retail mixed-use development, and a range of housing options. The mix, range, and intensity of uses are consistent with the Plan Bay Area.

The proposed Plan includes the following policies that would encourage the reduction of vehicle usage and encourage a mix of land uses and densities that promote non-vehicular travel and decrease GHG emissions, which are policy efforts that are consistent with *Plan Bay Area*:

- **Policy LU-2.5: Pedestrian and Bicycle Improvements.** Promote improvements that make San Leandro neighborhoods more friendly to pedestrians and bicyclists, such as bike lanes, street trees, and crosswalks.
- **Policy LU-6.13: BART Station Area Transit Village.** Foster the development of the BART Station area as a mixed use "transit village," with a full complement of office, high-density residential, and retail uses, along with pedestrian plazas, open space, BART parking, and other transit facilities. Development in this area should include a balance of new housing, office, and retail use, oriented in a compact form to make it more feasible to walk and use transit for most trips.
- **Policy LU-8.9: East 14th Street.** Facilitate the transformation of East 14th Street from an unbroken commercial "strip" into a series of distinct mixed use neighborhood centers, each with a unique design identity and mix of uses. The land use pattern should emphasize a more attractive and human scale of development throughout the corridor, with pedestrian-oriented buildings, streetscape and transit improvements, and a lively mix of higher density residential, commercial, and civic uses.
- **Policy LU-8.10: Bay Fair Area.** Transform the area around the Bay Fair BART station, including Bayfair Center, other shopping centers, and properties along Hesperian, East 14th, and other major arterials, into a dynamic new transit oriented development area. Future development in this area should reposition Bayfair Center to reflect current trends in retailing; add a mix of higher-density residential, office, and other commercial uses; maximize the potential for BART use; and minimize dependence on autos for daily trips.
- **Policy LU-9.7: Pedestrian and Bicycle Circulation.** Promote improvements at the Shoreline which enhance pedestrian and bicycle circulation through the area, including public shoreline walkways and trail connections to adjacent regional parklands and neighborhoods.
- **Policy T-1.4: Transit Oriented Development.** Ensure that properties adjacent to the City's BART stations and along heavily used public transit routes are developed in a way that maximizes the potential for

## LAND USE AND PLANNING

transit use and reduces dependence on single-occupancy vehicles. Such development should be of particularly high quality, include open space and other amenities, and respect the scale and character of nearby neighborhoods.

- **Policy T-1.5: Land Use Strategies.** 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 T-2.1: Complete Streets Serving All Users and Modes.** Create and maintain "complete" streets that provide safe, comfortable, and convenient travel through a comprehensive, integrated transportation network that serves all users.
- **Policy T-3.1: Citywide Bikeway System.** Develop and maintain a bikeway system that meets the needs of both utilitarian and recreational users, reduces vehicle trips, and connects residential neighborhoods to employment and shopping areas, BART stations, schools, recreational facilities and other destinations throughout San Leandro and nearby communities.
- **Policy T-3.5: Accommodation of Bicycles and Pedestrians.** Require new development to incorporate design features that make walking, bicycling, and other forms of non-motorized transportation more convenient and attractive. Facilities for bicycles and pedestrians, including secured bicycle parking, clearly marked crosswalks, well-lit streets and sidewalks, landscaping, and street furniture should be provided within new employment areas, shopping destinations, multi-modal transportation facilities, and community facilities.
- **Policy T-3.6: Pedestrian Environment.** Improve the walkability of all streets in San Leandro through the planning, implementing, and maintaining of pedestrian supportive infrastructure.
- **Policy T-4.1: Coordination with Service Providers.** 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 T-4.3: Shuttle Buses.** Continue existing shuttle services and ensure they remain as a viable alternative to driving. Shuttles should connect the City's BART stations with major employment centers, residential areas, schools, shopping, health and other activity centers.
- **Policy T-4.9: BART Station Provisions for Bicycles and Pedestrians.** Ensure that all BART stations and major bus routes are served by the bicycle and pedestrian systems. Bicycle and pedestrian connections between the Downtown San Leandro and Bay Fair BART stations and the surrounding neighborhoods, business districts, and community institutions should be improved, with special attention to the at-grade railroad crossings and connections through the parking lots.

As discussed above, the proposed Plan continues the same land uses as established in each of the San Leandro PDAs which include a range of streetscape improvements, retail mixed-use development, and a range of housing options. Furthermore, the proposed Plan includes policies that would promote non-vehicular travel, decrease GHG emissions, and encourage development of housing options in proximity to transit, jobs, shopping and services within PDAs and throughout the city. Therefore, the proposed Plan is consistent with *Plan Bay Area*.

## LAND USE AND PLANNING

### *San Francisco Bay Plan*

The San Francisco Bay Plan (Bay Plan) guides future protection and use of San Francisco Bay and its shoreline. The Bay Plan includes a range of policies on public access, water quality, fill, and project design. The Bay Plan also designates shoreline areas that should be reserved for water-related purposes like sports, industry, and public recreation, airports, and wildlife areas. Although there are no development projects currently identified under the proposed Plan, future development could still occur along the San Leandro Shoreline under the proposed Plan. Future development allowed under the proposed Plan within BCDC's jurisdiction (i.e., within 100 feet of the Bay's shoreline) would be required to comply with the Bay Plan objectives and BCDC's permit requirements. In addition, the proposed Plan includes the following goals, policies, and actions that would serve to protect natural resources along the San Leandro Shoreline and ensure compatibility with the Bay Plan:

- **Policy OSC-3.1: Oyster Bay Regional Shoreline.** Maintain Oyster Bay Regional Shoreline Park as permanent open space. Support EBRPD efforts to develop recreational facilities, such as picnic areas, off-leash dog areas, interpretive trails and plaques, and children's play areas, at Oyster Bay.
- **Policy OSC-6.5: San Leandro Shoreline Marshlands.** 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 OSC-6.5.A: San Leandro Shoreline Marshlands Enhancement Program.** Conduct periodic assessments of hydrology, vegetation, and wildlife along the San Leandro shoreline and marshlands, and make adjustments to the existing management program based on the findings.
- **Policy LU-2.16: Harmony With Nature.** Require new development to be harmonious with its natural setting and to preserve natural features such as creeks, large trees, ridgelines, and rock outcroppings.
- **Policy LU-9.1: Waterfront Enhancement.** Enhance the San Leandro waterfront as a distinguished recreational shoreline and conservation area, with complementary activities that boost its appeal as a destination for San Leandro residents and visitors. Future development at the Shoreline should be compatible with the area's scenic and recreational qualities.
- **Policy LU-9.3: Public Amenities in Shoreline Development.** Ensure that future development at the Shoreline includes complementary amenities that benefit San Leandro residents and current shoreline users, such as improved park space, restaurants, pedestrian and bicycle paths, and access to the Bay Trail.
- **Policy LU-9.4: Land Use Mix.** Strive for a mix of land uses in the San Leandro Shoreline area that requires little or no City investment and results in a Shoreline that is financially self-supporting. Development should be phased in a manner that is consistent with this policy, and should maximize the extent to which commercial development funds public amenities and services.
- **Action LU-9.4.A: Shoreline Development Plans.** Include the following components in the shoreline development:
  - a) A banquet conference facility and hotel;
  - b) Multiple restaurants;
  - c) Housing;
  - d) Class A office space;

## LAND USE AND PLANNING

- e) An enhanced public library and community building; and
  - f) Recreation areas and public gathering spaces.
- **Action LU-9.4.B: Sustainability and Sea Level Rise.** Ensure that future development at the shoreline takes place in an environmentally sensitive manner, taking into consideration the potential effects of rising sea levels.
  - **Action LU-9.4.C: Water-Oriented Recreation.** Continue to explore potential water-oriented recreational activities at the San Leandro Shoreline, such as swimming, non-motorized watercraft rentals, and windsurfing.
  - **Policy LU-9.6: Urban Design.** Encourage cohesive urban design and high-quality architecture at the Shoreline. Buildings should be oriented to maximize water views and shoreline access. Architecture, signage, lighting, street furniture, landscaping, and other amenities, should be coordinated to achieve an integrated design theme.
  - **Policy LU-9.7: Pedestrian and Bicycle Circulation.** Promote improvements at the Shoreline which enhance pedestrian and bicycle circulation through the area, including public shoreline walkways and trail connections to adjacent regional parklands and neighborhoods.

As mentioned above, future development under the proposed Plan would be required to comply with the Bay Plan objectives and BCDC's permit requirements. In addition, the aforementioned policies and actions under the proposed Plan would ensure that future development would protect the natural resources along the San Leandro shoreline. Therefore, the proposed Plan would not conflict with the Bay Plan.

### *Bay Conservation and Development Commission Public Access Design Guidelines*

BCDC's Public Access Design Guidelines provide a general framework for projects within the BCDC jurisdiction to maximize public access to shoreline resources to the extent feasible. Recognizing that projects and locations of projects widely vary, the Public Access Design Guidelines do not necessarily provide specific design requirements, but rather includes seven objectives that would maximize public access in the context of a given project. For example, Public Access Design Guidelines objectives focus on making public access usable, compatible with wildlife, and improving the quality of visual access. The proposed Plan policies and actions mentioned above would ensure compatibility with BCDC's Public Access Design Guidelines objectives by enhancing public access, promoting aesthetically pleasing designs, and compatibility with wildlife. Therefore, the proposed Plan would not conflict with BCDC's Public Access Design Guidelines.

### *Association of Bay Area Governments Bay Trail Plan*

Bay Trail policies and design guidelines are intended to complement, rather than supplant the adopted regulations and guidelines of local managing agencies, such as BCDC's Public Access Design Guidelines and/or City design and development guidelines. Enhancing connections of the Bay Trail and San Francisco Bay Area Water Trail would rely on the continued cooperation among shoreline property owners, the hundreds of local, regional, State, and federal agencies with jurisdiction over the trail alignment, the numerous trusts and foundations which operate in the region. The Bay Trail Plan contains policies concerning ensuring a feasible continuous trail around the Bay, minimizing impacts on and conflicts with sensitive environments, locating the trail close to the shoreline, providing a variety of views, as well as

## LAND USE AND PLANNING

recognizing exceptional landscapes. The proposed Plan contains the following policies and actions that would enhance connections of the Bay Trail within San Leandro:

- **Policy LU-9.3: Public Amenities in Shoreline Development.** Ensure that future development at the Shoreline includes complementary amenities that benefit San Leandro residents and current shoreline users, such as improved park space, restaurants, pedestrian and bicycle paths, and access to the Bay Trail.
- **Policy OSC-3.3: Bay and Ridge Trails.** Support the development and improvement of a regional trail system in and around San Leandro, including the Bay Trail and the Ridge Trail. Work with EBRPD to improve access from San Leandro neighborhoods to these trails by improving existing trails, and developing new spur trails, bike lanes, and signage.
- **Action OSC-3.3.A: Bay Trail Missing Links.** Work with the EBRPD to complete the following improvements to the Bay Trail within San Leandro:
  - a) Construction of a bicycle/pedestrian bridge across Oyster Bay Slough;
  - b) Development of a signed bike route along Neptune Drive between Williams Street and Marina Boulevard;
  - c) Spur trails between the Bay Trail and nearby San Leandro neighborhoods.
- **Action OSC-3.3.B: Ridge Trail Spurs.** Work with the EBRPD to improve access to the Bay Area Ridge Trail and other regional parks in the East Bay Hills by:
  - a) Rebuilding the existing trail along San Leandro Creek from the City’s Chabot Park (at the end of Estudillo Avenue) to the Lake Chabot Dam;
  - b) Providing trail access across Fairmont Ridge from the Bay-O-Vista area to Anthony Chabot Park; and
  - c) Supporting development of a trail from San Leandro’s Chabot Park to Dunsmuir House and Dunsmuir Ridge (in Oakland), with connections to Anthony Chabot Regional Park.

The aforementioned policies and actions would ensure that future development under the proposed Plan supports the continued development and enhancement of the Bay Trail within San Leandro. Therefore the proposed Plan would not conflict with ABAG’s Bay Trail Plan.

### *San Francisco Bay Area Water Trail*

The San Francisco Bay Area Water Trail is a an ongoing effort to promote recreational water access opportunities by improving connectivity of the San Francisco Bay throughout nine counties in the Bay Area, including Alameda County. In general, the Bay Area Water Trail program seeks to create a network of launch and landing sites for non-motorized boats and sail craft. The proposed Plan contains the following policies and actions that would promote water-oriented recreation along the San Leandro shoreline:

- **Policy LU-9.3: Public Amenities in Shoreline Development.** Ensure that future development at the Shoreline includes complementary amenities that benefit San Leandro residents and current shoreline users, such as improved park space, restaurants, pedestrian and bicycle paths, and access to the Bay Trail.
- **Policy LU-9.4: Land Use Mix.** Strive for a mix of land uses in the San Leandro Shoreline area that requires little or no City investment and results in a Shoreline that is financially self-supporting.

## LAND USE AND PLANNING

Development should be phased in a manner that is consistent with this policy, and should maximize the extent to which commercial development funds public amenities and services.

- **Action LU-9.4.C: Water-Oriented Recreation.** Continue to explore potential water-oriented recreational activities at the San Leandro Shoreline, such as swimming, non-motorized watercraft rentals, and windsurfing.

Implementation and adoption of the aforementioned policies and actions under the proposed Plan would ensure consistency with the Bay Area Water Trail by the promoting water-oriented recreation along the San Leandro shoreline. Therefore, the proposed Plan would not conflict with the San Francisco Bay Area Water Trail.

### *Airport Land Use Compatibility Plans*

Portions of San Leandro are within the OAK and HWD AIAs. Therefore, the proposed Plan is subject to review by the Land Use Commission and the Airport Land Use Commission must find that the proposed Plan is consistent with the ALUCPs. Prior to taking action on the proposed Plan, the City of San Leandro would be required to submit a draft of the proposal to the Airport Land Use Commission for review and approval in accordance with Section 21676(b) of the Public Utilities Code. The policies of the ALUCPs related to land use compatibility are contained in Section 3 of the ALUCPs and are related to topic areas including noise, safety, airspace protection, and overflight. Future projects allowed by the proposed Plan within the AIAs would need to comply with the policies of the applicable ALUCP(s). In addition, the proposed Plan contains the following policies and actions that would ensure consistency with the ALUCPs:

- **Policy LU-11.3: Coordination with Nearby Jurisdictions.** Work with the City of Oakland to monitor planned and conceptual development proposals with the potential to directly or indirectly impact San Leandro. This should include changes associated with the proposed Coliseum City development near the Oakland Coliseum, future expansion of Oakland Airport, and plans for the Priority Development Areas along International Boulevard and MacArthur Boulevard. In addition, the City will work with Alameda County to improve the Ashland area, particularly the East 14<sup>th</sup> Street business district and the residential neighborhoods abutting San Leandro.
- **Policy EH-9.1: Monitoring of Airport Plans.** Actively 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 EH-9.6: Airport Safety Zones.** 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.

Existing review procedures of the Airport Land Use Commission and adoption of the proposed policies and actions listed above would ensure consistency with ALUCP policies related to airspace protection and overflight.

Please refer to the Chapter 4.7, Hazards and Hazardous Materials, with respect to safety hazards; Chapter 4.10, Noise, with respect to airport-generated noise; and Chapter 4.13, Transportation and Traffic, with respect to airspace operations.

---

## LAND USE AND PLANNING

### Summary

As described above, the proposed Plan would not conflict with any land use plans adopted for the purpose of avoiding or mitigating an environmental effect. Therefore, the impact would be *less than significant*.

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

### Proposed Zoning Code Amendments

The proposed amendments to the Zoning Code would bring the Zoning Code into conformance with the proposed Plan. The proposed Zoning Code would implement the proposed Plan and would guide development in key areas the city. As mentioned above, the proposed Plan would not conflict with any applicable land use plans, policies, or regulations adopted for the purpose of avoiding or mitigating an environmental effect. Furthermore, compliance with the San Leandro Municipal Code and the proposed Plan's policies would ensure compatibility with any applicable land use plans that are applicable to San Leandro. Therefore, the proposed Zoning Code amendments would result in a *less-than-significant* impact.

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

---

**LAND-3**            **The proposed project would not conflict with any applicable habitat conservation plan or natural community conservation plan.**

---

### Proposed General Plan Update

There is no existing applicable habitat conservation plan or natural community conservation plan that covers land with the City of San Leandro. Therefore, *no impact* would result in this respect.

**Significance before Mitigation:** No impact.

### Proposed Zoning Code Amendments

The proposed amendments to the Zoning Code would bring the Zoning Code into conformance with the proposed Plan. The proposed Zoning Code would implement the proposed Plan and would guide development in key areas of the city. As mentioned above, there is no existing applicable habitat conservation plan or natural community conservation plan that covers land within San Leandro. Therefore, *no impact* would result.

**Significance before Mitigation:** No impact.

## LAND USE AND PLANNING

### 4.9.4 CUMULATIVE IMPACTS

---

**LAND-4            Implementation of the proposed project, in combination with past, present, and reasonable foreseeable projects, would result in less-than-significant cumulative impacts with respect to land use and planning.**

---

As discussed in Chapter 4, Environmental Analysis, of this Draft EIR, this EIR takes into account growth from the proposed project within the San Leandro city limit and its SOI, in combination with impacts from projected growth in the rest of Alameda County and the surrounding region, as forecast by the ABAG. A significant environmental impact could result if implementation of the proposed project, in combination with past, present, and reasonably foreseeable projects, would result in significant cumulative impacts with respect to land use and planning.

The land use analysis above finds that the proposed Plan would not divide an established community or conflict with established plans, policies and regulations, or with habitat and conservation plans and policies. Cumulative development will occur during the horizon of the proposed project in surrounding cities and in the Alameda County region and would have the potential to create land use impacts on a project-by-project basis. However, development in the region is generally focused in already urbanized areas and would not require significant land use changes that would create cumulative land use conflicts, nor would they divide existing communities. In addition, cumulative development will be required to comply with local regulations, plans, and policies adopted to avoid environmental effects. Therefore, the proposed Plan would not result in a cumulatively considerable contribution to cumulative impacts related to land use changes and impacts would be *less than significant*.

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