

3. *Corridor Assets, Needs, and Opportunities*

The existing conditions assessment undertaken for the East 14th Street Development Strategy consists of three principal components, which address: (1) Land Use and Urban Form, (2) Real Estate Market Conditions and Demographic Trends, and (3) Transportation. Each of the three sections describes current issues and shortcomings (Needs) as well as opportunities for future change (Opportunities, Assets).

The East 14th Street Corridor suffers from lack of new and sustained investment and is in need of revitalization. The many vacant properties throughout the corridor indicate a lack of clear direction for new development. There also is a need for reassessment of the corridor's transportation functions, which should be expanded to include other modes of transportation that better serve local needs for a more pedestrian- and transit-oriented environment. Pedestrian safety and beautification of the streetscape, wide sidewalks, and street lighting that serves pedestrians as well as vehicular traffic are additional needs that were identified in the urban design and transportation assessments.

Key assets and opportunities identified through the assessments are summarized as follows:

- The nearly continuous rows of street trees along the corridor provide a key asset for further streetscape improvements, and are considered a positive feature by prospective developers. Tree-lined sidewalks create a pleasing streetscape that is largely independent from the architectural quality of the buildings. In addition, trees improve the pedestrian environment by providing shade and buffering of vehicular traffic.

- Pockets of strong business activity already exist on East 14th Street, particularly at the Storm Block and Eden Center. Although many businesses on the corridor are auto-oriented, the scale of existing buildings and establishments is generally conducive to a pedestrian- and transit-oriented environment.
- There are a number of sites of significant size that offer the opportunity to establish ‘magnet uses’ that will draw people to the corridor and out of their vehicles. These sites have the potential to initiate the revitalization of the entire corridor.

3.1 Land Use and Urban Design Assessment

3.1.1 Overall Context

East 14th Street in San Leandro is part of a series of urban sections of State Highway 185 in the East Bay. In addition to its regional transportation function, East 14th Street serves as a central spine for San Leandro, passing directly through the city’s Downtown. Here, the street is home to many of the City’s retail, service and public establishments.

The project area encompasses the southern section of East 14th Street between Maud Street at the southern edge of downtown San Leandro and the southern city boundary. Interstate 580 in the east and Union Pacific rail lines in the west define the area of San Leandro served by this section of the corridor (Figure 3.1). Much of the area was developed after World War II when a streetcar operated on East 14th Street, connecting Oakland to Hayward. The streetcar was removed and replaced with an auto-oriented pavement section and wide right-of-way in 1950.

The East 14th Street South Area Corridor touches on the southernmost area of downtown, and the residential neighborhoods of Sandpiper, Halcyon, Bal and Foothill. The predominant housing type in these areas is the single-family, detached home, most of which were built in the 1940s-50s. However, a number of multi-storied apartments, new condominium developments and two trailer parks are later additions to the mix of housing, with the higher density development being more pronounced on the west side of East 14th Street. Industrial uses along the rail corridor in the west contribute to the use of the corridor as a local and through truck route.

Insert Context Map

Figure 3.1

The corridor is home to the San Leandro Hospital (Figure 3.2), a large postal facility (Figure 3.3), two elementary schools, and the San Leandro High School. Commercial uses are present all along East 14th Street with more intense clusters of neighborhood restaurants, stores, and services forming on some blocks and at intersections. East 14th Street used to be the focal point of San Leandro's car sales business until the City promoted the relocation of car sales businesses to Marina Boulevard in the 1990s. However, used car sales businesses and their lots still have a strong presence in the corridor, along with other auto-servicing and auto-oriented establishments.

East 14th Street also serves as an important transit corridor both on a regional and on a neighborhood service level. Bus lines in the corridor include AC Transit Route 82 on East 14th Street and Route 40L on Bancroft Avenue. The latter ends at the Bayfair BART station beyond the southern end of the project area. The street provides important access to Interstates 580 and 238/880.

Residential development neighboring East 14th Street to the west is poorly connected to the corridor due to the discontinuous nature of the street network and development pattern. Many residents use East 14th Street to travel between sections of their neighborhood.

3.1.2 Land Uses

The current San Leandro Zoning Code designates most properties along the East 14th Street Corridor as Community Commercial. However, the cohesiveness suggested by this categorization is not reflected in the appearance of land uses along either side of the street.

Extending from downtown is a frontage of commercial establishments along the street that rapidly changes into a mix of residential, civic uses, small offices, used car lots, auto services, marginal retail outlets, restaurants, and vacant lots.



Figure 3.2: San Leandro Hospital building fronting East 14th Street



Figure 3.3: New Post Office



Figure 3.4: The “Storm Block” - shopping with a Hispanic flavor

The corridor includes two clusters of specialty retail that cater to a larger population: 1) the ‘Storm Block’ has a distinct ethnic flavor created by a series of Hispanic specialty stores and a restaurant (Figure 3.4); and 2) the Eden Center is home to several Asian specialty stores (Figure 3.5).

San Leandro Hospital represents the largest individual use within the corridor and is located approximately at the mid-point of the South Area. There is a clustering of small office uses around the hospital which are mostly medical-related.

Civic uses in the corridor include the McKinley Elementary School, a large U.S. Postal Service facility, and a small branch public library.



Figure 3.5: Asian specialty stores at the Eden Center

Although its commercial zoning category may suggest otherwise, the corridor today is home to many residential uses along the entire length of the street. Most residential developments are medium to high density such as condominiums and multi-story apartments (Figure 3.6) except for a few remaining single-family homes. Two mobile home parks are also located in the corridor.

The Bal movie theatre (Figure 3.7), built in the 1940s, closed in the 1970s and is awaiting a final decision for its reuse is a prominent building on the corridor.

3.1.3 Urban Form

The consultant team conducted a field survey of key urban design criteria along the East 14th Street corridor, including building height and setbacks, public right-of-way width and roadway configuration, street and block patterns, as well as street furnishings and other amenities.

The Overall Corridor

The pattern of streets and blocks along the corridor results in a series of staggered three-way T-intersections. In the northern section all cross-streets intersect East 14th at an angle. The angle on the east side is roughly 65 degrees, while on the west it measures approximately 72 degrees. The angled streets give way to right-angled (90 degrees) intersections south of Blossom Way but continue to be staggered through the remainder of the corridor. T-intersections provide less connectivity between neighborhoods on either side of the street, which is exacerbated by the relative infrequency of crosswalks, long city blocks, and the wide right-of-way of East 14th Street.



Figure 3.6: The Eden Townhomes in the southern part of East 14th Street

The sidewalk character along the corridor is relatively consistent with the exception of the southern downtown area, where sidewalks are narrower (9 feet versus 10 feet) and the building frontage more continuous. On-street parking with a two-hour time limit is provided along the entire corridor. This provides a continuous buffer between the sidewalk and the moving traffic on the street. Vistas up and down the corridor are dominated by two rows of London Plane trees planted along the sidewalk edges on either side of the street, but also by the visually intrusive presence of overhead utility wires strung along and across the street between utility and light poles. The streetlights throughout the corridor are of automobile-scaled cobra head design (Figure 3.8).



Figure 3.7: The Bal Theater.

East 14th Street has a sparse complement of street furniture, mostly consisting of the City standard brown plastic trash receptacles and occasional concrete benches placed at AC Transit bus stops. Some businesses have placed benches and other features along their store fronts (Figure 3.9).

Building heights for the entire corridor were mapped as part of the field survey and are illustrated in Figure 3.13. Building heights throughout the corridor vary between one and four stories with the majority of buildings falling into the one- and two-story height categories.



Figure 3.8: Cobrahead streetlights with utility wires

Based on findings of the field survey of the street, and the distinct difference in roadway width, East 14th Street can be divided into three sections:

1. The narrower three-lane Section north of Blossom Way (66-foot right-of-way width);
2. The Transition Zone between Blossom Way and San Leandro Boulevard; and
3. The broader five-lane section south of San Leandro Boulevard (100-foot right-of-way width).

The Three Lane Section

The street character of the three-lane section to Elsie Avenue is largely an extension of San Leandro’s Downtown, with smaller blocks, single story retail built to the East 14th property line, and a mostly continuous façade, giving this area a more urban atmosphere as compared to other parts of the corridor. The street character in this segment continues some design elements of the northern part of the Downtown such as streetlight banners and covered sidewalks from



Figure 3.9: Benches are provided in front of some stores



Figure 3.10: Partially covered sidewalks and typical signage in the northern part of the Corridor

which many stores have hung their storefront signage (Figure 3.10). The street's character begins to change south of Elsie Avenue, where the commercial storefronts become less continuous. Here, building heights range between one and one-and-a-half stories, similar to the area immediately to the north (also see Figure 3.13: Building Heights). Many of the buildings are built with facades at an angle to the East 14th street property line. The three-lane section ends at the McKinley Elementary School where the street frontage gives way to lawns and trees in front of the school building.

The Transition Section

Beyond Blossom Way and the elementary school, buildings are set back from the street, street trees grow larger, and building heights begin to vary. The western side of the street is predominantly residential in this area with walls, fences and some landscape elements abutting the sidewalk. The western side has a wide range of building heights and orientations and frequent changes in land use.



Figure 3.11: The only bus shelter on the corridor at the Sandpiper Development

The wider street width in this section creates a greater sense of separation between the two sides of the street, which is compounded by the lack of crosswalks. The only bus shelter in the entire corridor is located on the west side of the street just south of this intersection (Figure 3.11).

The Five Lane Section

The five lane section covers approximately two-thirds of the corridor from San Leandro Boulevard to 150th Avenue. From San Leandro Boulevard to approximately 141st Avenue, the area is characterized by large vacant lots and one- to two-story buildings set back on deep parcels. The area lacks cohesiveness between the two sides of East 14th Street, which is reinforced by the near absence of crosswalks.



Figure 3.12: Narrow tree-planted median at the Storm Block

Two strip commercial centers, set apart from East 14th Street by a one-lane access roadway and a narrow tree-planted median mark the section from 141st to 148th Avenues (Figure 3.12). Here, street activity is lively with varied uses that include apartments, restaurants and small retail.

Beyond 148th Avenue, large-scale buildings are mixed with older, small-scale buildings. The majority of land uses are auto-oriented in character and many buildings are set back from the property line to accommodate parking lots in front. Also included in this area are a fair number of residential units and a four-story office building.

Insert Corridor Bldg Height Map

Figure 3.13

3.2 Demographics

3.2.1 Summary

The population of San Leandro grew by 16.5 percent (11,000 people) during the 1990s, outpacing growth in Alameda County. At the same time, the housing stock grew by only 3.6 percent, or 1,145 units. Reflecting this increase in demand for housing, rents and the price of home sales increased rapidly over the 1990s. Between January 1998 and December 2001, the median home price in San Leandro increased by 80 percent. While rents have stabilized, the median price of home sales continues to increase, albeit at a more moderate pace.

The three most significant demographic trends in San Leandro during the 1990s were the increases in portions of the post-child rearing population, the major growth in San Leandro's youth population, and substantial increase in both the 'baby boomer' population (ages 45 to 54 years) and the 'frail elderly' population (over 85 years). The youth population (below 20 years) increased by 36 percent. An increase in household size between 1990 and 2000 also reflects this trend. At the same time, the population of young adults (ages 25 to 34 years), actually decreased.

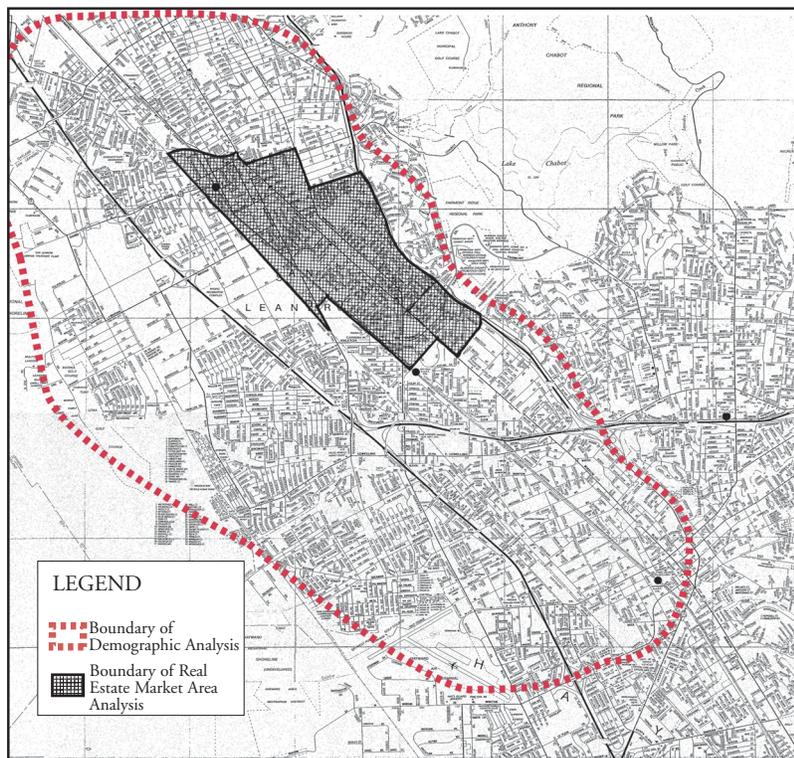


Figure 3.14: Boundaries of Demographic and Real Estate Market Analysis

Furthermore, General Plan data covering the period from 1980 to 2000 shows that significant demographic changes occurred within San Leandro as well. San Leandro became much more ethnically diverse as the number of Asian, African-American and Hispanic residents rose from 21 percent of the population in 1980 to 54 percent in 2000. This diversity mirrored in the demographics of local schools and cultural institutions. In 2000, a language other than English was spoken in more than 25 percent of the City's households.

The housing built during the 1990s was almost exclusively single-family detached units, meeting the needs of some of the new family households at higher income levels. Almost no new multi-family rental projects were built in the 1990s, which is reflected in the loss of young adult population.

The following points compare the population of the East 14th Street corridor area with the populations of the City of San Leandro and the County of Alameda. As shown in Figure 3.14, the area along the corridor analyzed here for demographic purposes is somewhat larger than that of the official South Area planning area, in keeping with US Census tract boundaries.¹

3.2.2 Population Growth Rate

Over the 1990s, San Leandro experienced significant growth, with its population increasing from 68,223 to 79,452, a 16.5 percent increase. By comparison, Alameda County grew by 14.6 percent during the same period. In the previous decade of the 1980s, San Leandro grew by only 6.7 percent, while the County grew by 15.5 percent. During the 1990s, population growth in San Leandro caught up with and surpassed general population growth trends in Alameda County and the Bay Area generally (15.1 percent in the 1990s).

3.2.3 Household Size

Household size along the East 14th Street Corridor is somewhat smaller than that of the City as a whole. In 2000, the number of persons per household in the corridor was 2.38, while household size in San Leandro averaged 2.57 persons. The smaller household size along the corridor in 2000 is comparable to the City's average household size in 1990 (2.34 persons per household). During the 1990s, as over 1,000 single-family detached units were built in other parts

¹ All demographic figures are from the 1990 and 2000 US Census, except median income for the East 14th Corridor study area, which comes from Claritus, Household Trend Reports, 2002.

of San Leandro, household size in the City as a whole increased, but household size in the corridor remained smaller, consistent with the smaller units available.

3.2.4 Age

The age of the population of the East 14th Street corridor area is generally in keeping with that of the City. In 2000, the median age was 38.0 years in the corridor and 37.7 years in San Leandro. San Leandro's population is somewhat older than the County's (34.5 years).

In the City over all, the fastest growing age group was the 'baby boomer' generation between the ages of 45 and 54, which increased by 57 percent between 1990 and 2000. The 'frail elderly' population (over 85) was the second fastest growing group, increasing by 53 percent. The elderly population group between the ages of 75 and 84 also increased by 26.6 percent. In 2000, seniors comprised 16 percent of San Leandro's population, in comparison with 10 percent of the County's total population. There is thus already a serious need for additional senior housing in San Leandro, with the prospect of increasing need as the 'boomer' generation ages.

The youth population also grew substantially during the 1990s, as new families with children moved into San Leandro. The population of youth 19 years and younger increased by 36 percent between 1990 and 2000. In addition to the need for senior housing, there is also a need for larger family-sized housing in San Leandro.

Finally, the small number of young adults aged 25 to 34 (15.2 percent of the population), which actually declined during the 1990s, suggests a shortage of appropriate and affordable housing for people of this age.

3.2.5 Income

Incomes in the East 14th Street corridor are somewhat lower than that of the City average. Median income in the corridor increased from \$31,687 in 1989 to \$45,738 in 2001, a 44.3 percent increase (Claritas, Household Trend Reports). Median income in San Leandro grew from \$35,681 in 1990 to \$51,081 in 2000, a 43.2 percent increase.

3.2.6 Housing Tenure

In keeping with the higher incidence of multi-family housing along the corridor, the percent of owner occupied units in the area is much lower than in San Leandro over all. The percent of owner occupied units in the East 14th Street corridor area in 2000 was 45.7 percent,

while in San Leandro it was 60.6 percent. This was an increase from 58.5 percent owner-occupied units in the City as a whole in 1990 and reflects the type of housing units built in San Leandro during the 1990s- single-family detached units.

3.2.7 Housing Type

The composition of housing units in San Leandro in 2000 was 59.8 percent single-family detached.² Another six percent of the housing units were single-family attached. 6.2 percent were in two- to four-unit buildings and 2.7 percent consisted of mobile homes. The remaining 25.3 percent were in multi-family buildings of five or more units.

The East 14th Street Corridor area has a significantly lower percentage of single-family detached units and a significantly higher percentage of multi-family structures. In 2000, only 41.0 percent of the housing units were single-family detached, 8.8 percent were single-family attached and three percent were mobile homes. 9.7 percent were in two- to four- unit buildings, while the remaining 37.2 percent were in structures with five or more units.

During the 1990s, 1,145 new units were built in San Leandro. Of these, 94 percent were single-family detached homes. San Leandro has a higher percentage of single-family detached homes than Oakland, Berkeley, Alameda and Hayward and a lower percentage than Livermore, Pleasanton, Union City, and Fremont.

3.3 Real Estate Market Conditions

3.3.1 Summary

The East 14th Street Corridor area offers an excellent opportunity for in-fill multi-family housing. The attached for-sale market has already been established in other parts of San Leandro and on East 14th Street in southern Oakland. Both based on financial feasibility analysis and according to developers interviewed for this project³, the demand for attached for-sale housing in the greater market area is sufficient to support such development at current land prices on the corridor.

The rental market, however, is not currently strong enough to sup-

² All information regarding housing type from the City of San Leandro Housing Element, *Administrative Draft*, July 2002.

³ Comments made by the developers interviewed in the course of the Developer Symposium, held to gain the perspective of different types of real estate developers working in the East Bay, are summarized in: *Appendix 1: Results of the Developer Symposium*.

port new market-rate rental development. Some amount of subsidy will be needed to assist the development of affordable family housing projects and senior housing projects, both of which are in great demand. The large population of ‘frail elderly’ people in San Leandro and the start of the aging of the ‘baby boom’ generation points to a serious need for increased elderly housing in San Leandro. There is also a need for affordable family housing, as the rapid acceleration of housing costs in San Leandro in the late 1990s has increased the burden of housing for low and very low income households.

Both the retail and office markets are currently rather weak along the corridor. In order to create a stronger retail environment, retail development should be concentrated in specified nodes of retail and mixed use development located strategically along the corridor. The extremely low retail rents indicate a mismatch between the continuous commercial zoning along either side of the corridor and the real estate market demands for such properties in a strip commercial corridor setting in San Leandro. Older, outmoded retail between these nodes should be allowed to redevelop as residential as it becomes moribund. While the office market is currently too weak to support any new development, it is likely that the area around San Leandro Hospital will eventually become an attractive location for small medical-oriented office development.

3.3.2 Housing

Throughout the 1990s, almost all housing constructed in San Leandro consisted of single-family detached units. Of 1,145 units added, only 41 were multi-family housing. No market rate rental projects were built during the 1990s, and almost all of the affordable rental housing built was targeted to seniors and developmentally disabled adults. This was part of a larger development trend in the outer parts of the Bay Area during the 1990s.

Prices and rents for housing in San Leandro escalated rapidly in the late 1990s. Between January 1998 and December 2001, the median price for a home in San Leandro rose 80 percent. The current median resale price for a single-family detached home is above \$350,000. Several new rowhouse projects are selling from \$350,000 to \$425,000 per unit. New condominiums just north of San Leandro on East 14th in Oakland are selling from \$255,000 to \$355,000.⁴

The older rental housing in San Leandro is also at a premium. A

⁴ Strategic Economics, City of San Leandro Economic and Land Use Analysis, April 2000

survey of 3,061 units performed in April through June of 2002 found that the average rent for units was as follows: \$895 for a studio, \$966 for a one-bedroom, \$1,200 for a two-bedroom/one bath, \$1,340 for a two-bedroom/two bath, and \$1,550 for a three bedroom. These averages were also representative of those project surveyed in the East 14th Street corridor. The vacancy rate was approximately 2.2 percent.

The relatively high rents for older rental housing and lack of multi-family development during the 1990s points to the need for new multi-family rental housing projects. However, as the development feasibility analysis found, rental demand is not yet strong enough to meet current land costs in the corridor (see Section 4.3.4 and *Appendix 4: Development Case Studies*). Until that time, new rental projects on the corridor are likely to need subsidies to become developable. Subsidized affordable family projects would serve the growing number of young larger families in San Leandro.

According to the San Leandro General Plan, 35 to 40 percent of San Leandro's households are 'low income' or 'very low income.'⁵ These households will need assistance to afford housing under current market conditions in San Leandro. Additionally, different types of senior housing, including subsidized affordable units, would provide the large population of elderly single-family homeowners with a more appropriate housing alternative within the community, as well as making more single-family detached homes available for families. Proximity to the San Leandro Hospital and retail uses could also be a significant amenity for older people.

3.3.3 Retail Space

Rents for storefront retail space in the East 14th Street corridor study area range, on average, from \$1.00 to \$1.20 per square foot per month, although some spaces rent for as low as 80 cents a square foot. By comparison, retail rents in the Downtown area average around \$2.50 per square foot per month and \$2.50 to \$3.00 per square foot per month at Bayfair Mall.⁶

Of the 125 retail goods businesses along the corridor and its immediate side streets, 44 are auto-related. There are also 117 non-professional retail services businesses in the corridor. Of these business, the single largest category consists of 18 beauty salon or barbers.

A recent analysis of trends in sales tax growth in San Leandro over

⁵ In Alameda County, a household of four earning less than \$53,850 a year is "low income," and a household of four earning less than \$37,700 a year is "very low income".

⁶ Research performed in July of 2002.

⁷ Strategic Economics, City of San Leandro Economic and Land Use Analysis, April 2000.

the 1990s found that retail sales tax revenues grew much less than business-to-business sales tax revenues.⁷ This trend was also true for the East 14th Street corridor, specifically. The report suggests that, as a general economic strategy, the City should also focus on attracting and retaining businesses serving other businesses, rather than focusing exclusively on retailers.

The low rents and mix of retail types along the street suggest that this is a somewhat weak retail location, especially for neighborhood-oriented goods and services. In order to reposition the corridor and create a stronger retail environment, areas with more marginal retail space should be allowed to redevelop as residential or mixed-use land uses and new retail development should be directed into more concentrated target areas or "nodes".

A preliminary analysis of retail demand in the East 14th Street corridor found that the new residents of developments on opportunity sites identified in this study could support an additional 2,000 to 4,000 square feet, approximately, of grocery store and an additional 2,500 to 4,750 square feet, approximately, of restaurant. While the additional square footage of grocery is not enough to constitute a new store on its own, the demand for restaurants could support from one to five new restaurants in the corridor, depending on the type and size of restaurant. There is also an indirect benefit from new residential development coming into the corridor, as new roof tops and new development activity in general, attracts the attention of other developers, both residential and commercial.

Please refer to *Appendix 4: Development Case Studies* for the full discussion of new retail likely to be supported by the new residents that future housing development would bring to the corridor.

3.3.4 Office

Rents for small office space up and down the corridor range, on average, from \$1.00 to \$1.35 per square foot per month. However, in certain parts of the corridor office space rents for as low as \$.80 per square foot, while around San Leandro Hospital rents as high as \$2.25 are being sought, albeit unsuccessfully.⁸

Approximately 25 percent of all retail goods and services businesses on the corridor are medical-related. Prior to the most recent downswing in the commercial real estate market, the area around the hospital was attracting new investment in medical-oriented office space. A small amount of medical-oriented office near the San Leandro Hospital may once again become feasible in the near future.

3.3.5 Current Development Proposals

Development activity along the corridor at the time of writing of this report

⁸ Research performed in July and August of 2002.

is limited to two projects:

1. The Fuller Gardens project is a residential development for the developmentally disabled just south of Blossom Way, on the east side of the street. The project includes 16 affordable residential units.
2. A 13,650 square-foot Walgreens store and a small amount of additional retail is currently under construction as part of the redevelopment of the Palma Plaza strip center site. Please refer to *Appendix 4: Development Case Studies*, for a more detailed discussion of this proposal.

3.4 Transportation Assessment

The following section addresses the existing transportation conditions along the East 14th Street Corridor within the study area (between Maud Avenue and 150th Avenue). Following are the key findings:

- The corridor carries approximately 20,000 vehicles per day with minimal traffic delays;
- East 14th Street is a key transit corridor with approximately 3,000 transit trips beginning or ending along East 14th Street within San Leandro;
- Pedestrian conditions overall are inadequate, particularly in light of the General Plan goals for a more pedestrian- and transit-oriented environment within the corridor. Distances between marked crosswalks are generally between 1,000 to 1,700 feet. Pedestrians may walk long distances or cross at unmarked crosswalks;
- Despite a perception of limited parking on the corridor, the supply of on-street parking is generally only about 30% occupied, according to mid-day and late afternoon parking counts conducted by City staff; and
- San Leandro's Bicycle Plan specifically targets Bancroft Avenue as a route for north/south travel rather than East 14th Street.

3.4.1 Vehicular Circulation

East 14th Street is designated as an arterial street by the City's General Plan and is designated as State Route 185 by the California Department of Transportation (Caltrans). In general, arterial streets serve as the basic network for through traffic in and around San Leandro and are intended to provide connections between the free-ways and major destinations in the City.

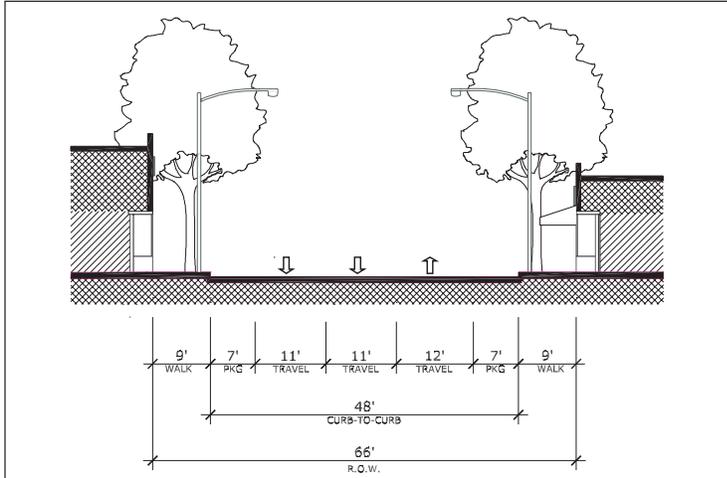


Figure 3.15: Existing cross section north of Blossom Way

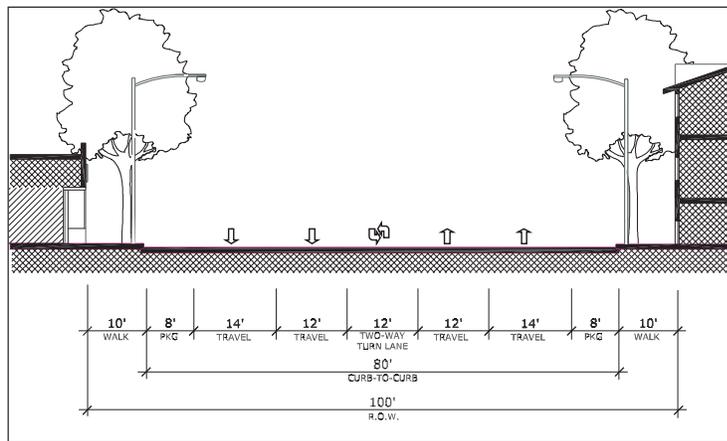


Figure 3.16 Existing cross section south of 135th Avenue

Depending on adjacent land uses and traffic volumes, arterial streets may be two, four or six lanes. Between Maud Avenue and Blossom Way, East 14th Street has three travel lanes (two lanes southbound and one lane northbound), and five lanes (two travel lanes in each direction and a center turn-lane) south of Blossom Way (also see Figures 3.15 and 3.16).

South of San Leandro Boulevard, East 14th Street is designated as a "through route" for truck traffic; north of San Leandro Boulevard, the street is designated as a "local" truck route. East 14th Street is one of three arterials in the City under the jurisdiction of Caltrans. "Through routes" are designated to allow for oversized loads up to 14.5 feet in height to be transported off the freeway network where overhead structures may interfere with loads of such size. "Local routes" are limited to use by trucks that need to make deliveries in the area.

Average Daily Traffic Volumes on E. 14th (Year 2000)	
Durant to Davis*	22,700
Davis to San Leandro Blvd.	18,750
San Leandro Blvd. to Hesperian	21,800
Hesperian to Fairmont*	24,900

* not in study area

Table 3.1: Average Daily Traffic Volumes

Average Daily Traffic

East 14th Street carries between 18,000 and 22,000 vehicles per day within the study area. In comparison, portions of Davis Street, MacArthur Boulevard and Marina Boulevard carry over 37,000 vehicles per day, while Bancroft Avenue (between 136th Avenue and East 14th Street) carries less than 10,000 vehicles per day. Average daily traffic volumes for East 14th Street are presented in Table 3.1.

Level of Service (LOS) at Key Intersections within Study Area *				
	2000		2015	
	AM	PM	AM	PM
E. 14th / San Leandro Blvd.	B	C	B	C
E. 14th / Hesperian / Bancroft	B	C	B	C

* Assumes current lane configurations are maintained.

LOS Interpretation
A = Free Flow / Insignificant Delays
B = Stable Operation / Minimal Delays
C = Stable Operation / Acceptable Delays
D = Approaching Unstable / Tolerable Delays
E = Unstable Operation / Significant Delays
F = Forced Flow / Excessive Delays (jammed)

Table 3.2: Level of Service at Key Intersections

Level of Service (LOS)

Level-of-service (LOS) is one way of measuring the operating conditions of roadway intersections, ranging from "A" (indicating free flowing conditions) to "F" (indicating excessive delays), as defined in Table 3.2. The 2000 General Plan traffic analysis found that most streets in San Leandro operate at LOS of D or better, and the City's official goal, as contained in the General Plan, is to maintain an LOS of D or better.

Study Intersections

Traffic operations are typically evaluated at stop-controlled intersections, since that is where delays to motor vehicles are most likely to

occur. For assessment of traffic conditions on East 14th Street in the study area, two intersections were selected:

- East 14th Street/ San Leandro Boulevard, and
- East 14th Street / Hesperian Boulevard.

These intersections were selected because they are the intersections expected to experience the highest traffic volumes within the corridor (and therefore likely to experience the greatest delay). In addition, the intersections were chosen based on the limited resources for traffic data collection on this project, and the availability of traffic counts and evaluations for these study intersections from the General Plan Update in 2000. During the General Plan update, these intersections were chosen in part to demonstrate the “worst case” for evaluating traffic conditions within the corridor.

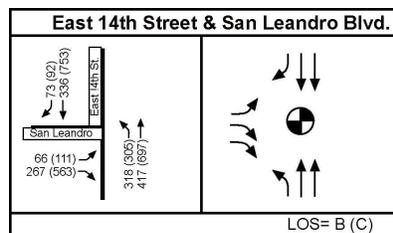
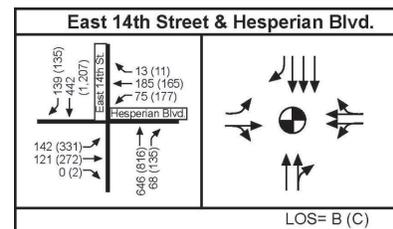
The two intersections were found to operate at an LOS of “B” (indicating stable operations) during the AM peak period and LOS “C” (also indicating stable operations) during the PM peak period. It is expected these intersections will maintain stable operations (Figures 3.17 and 3.18), taking into account the impact of future development within the corridor as envisioned by the General Plan for the year 2015. Additionally, the level of development proposed by the Development Strategy is expected to result in fewer vehicle trips than was evaluated by the General Plan, since the development strategy recommends a greater level of residential development, and reduced commercial development, than was considered during the General Plan analysis. Residential land uses generally produce fewer trips than comparably sized commercial land uses, such as retail establishments.

Typical Lane Configurations

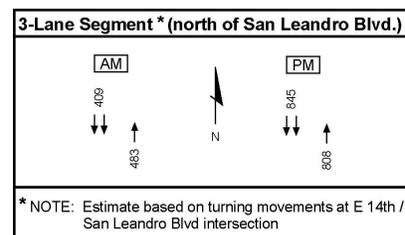
As noted above, two types of lane configurations are provided within the study area:

Three-Lane Segment (two lanes southbound, one lane northbound) north of Blossom Way

For the three-lane segment (see Figure 3.15), traffic volumes are relatively equal in both directions during AM and PM peak periods (as shown in Figure 3.19), indicating that the provision of additional southbound capacity may not be necessary. For this segment, it may be desirable to convert to one travel lane in each direction, with a two-way left-turn lane. Further study would be recommended to evaluate traffic operations at least one study intersection within the three-lane segment.



Figures 3.17 (top) and 3.18: L.O.S. at study intersections.



Figures 3.19: Average Daily Traffic Volumes

Five-lane segment (two travel lanes in each direction and a two-way left-turn lane) south of Blossom Way

For the five-lane segment of East 14th Street (see Figure 3.16), no significant existing traffic concerns were identified. In other cities, streets carrying up to 20,000 vehicles have been found to function adequately with as few as three lanes (including a two-way left-turn lane). However, several workshop participants pointed out that turning maneuvers out of the two-way left-turn lane cause dangerous conditions in some locations (e.g. at the new U.S. Post Office).



Figure 3.20: Transition Zone

Transition Zone

Currently, the transition from three to five lanes occurs between Blossom Way and 135th Avenue. Between these two intersections the overall right-of-way width changes from 66 feet to 100 feet, the typical width south of 135th Avenue. The transition between the three and the five-lane configuration of East 14th Street is facilitated through an approximately 600-foot long roadway taper. In addition, at the northern end of the transition zone a change in posted speed occurs. For north of Blossom Way the posted speed limit is 25 mph, continuing into the Downtown, while south of Blossom Way and throughout the remainder of the corridor the speed limit is 35 mph in both directions.

Location Specific Lane Configurations

Two blocks on East 14th Street, at the Storm Block and Eden Center, are uniquely configured in that buildings are set back from the street to accommodate a local access lane and parking in front of businesses. Figures 3.22 and 3.23 illustrate the different conditions at either of these two locations. Please refer to *Appendix 8: Site Specific Design Solutions for the 'Storm Block' and 'Eden Center,'* for a more detailed discussion.

Parking

A key element of this planning effort is to ensure that the amount and location of parking is appropriate for fostering pedestrian- and transit-oriented development. The General Plan includes a policy to establish parking requirements that contemplate the desire to promote a more friendly pedestrian environment. Requiring an over-abundance of parking may impact the viability of new development and conflict with efforts to improve pedestrian circulation, encourage higher density development and facilitate travel by walking, transit, and bicycle.

Concerns about on-street parking, particularly on side streets, were frequently raised by San Leandro residents, both with regard to the potential impact of future development on parking supply, and on current concerns about the impact of high school student parking on

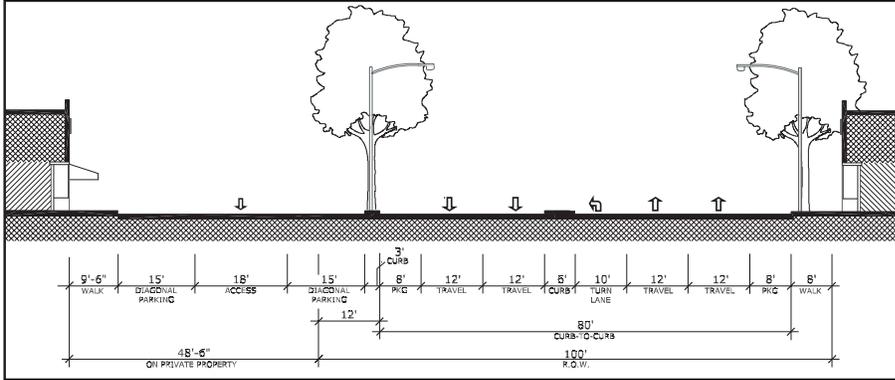


Figure 3.21: Existing street cross section between 143rd and 144th Avenues (Storm Block)

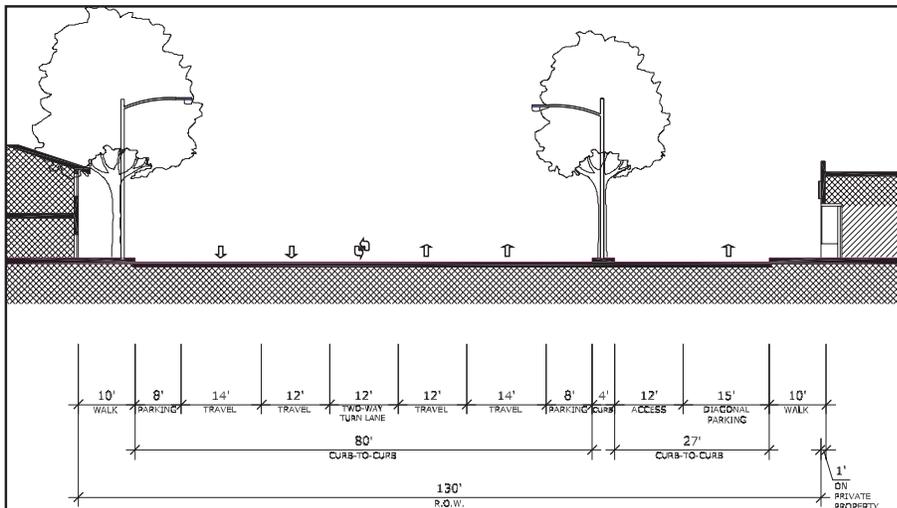


Figure 3.22: Existing cross street section at Eden Center

adjacent residential streets.

City staff conducted an inventory of mid-day parking occupancies along the corridor to determine the availability of on-street parking and to evaluate parking supply and demand. Parking along East 14th Street is generally designated with a two-hour limit. Key findings of the inventory are that:

- The overall supply of on-street parking was only about 30% occupied during mid-day (12:00 pm to 1:30 pm) and late afternoon (3:00 pm to 4:30 pm); and
- On-street parking was underutilized, even in close proximity to off-street parking facilities that were essentially full, perhaps indicating a reluctance to walk along the corridor. This may be interpreted as a need for improvement of pedestrian conditions in the study area (i.e., sidewalks and crossings).



Figure 3.23: AC Transit Route 82 serves the South East 14th Street Corridor

3.4.2 Public Transit

The General Plan calls for continued efforts to promote East 14th Street as the principal north-south transit route through San Leandro. AC Transit's No. 82 bus line (Figure 3.24), which serves the East 14th Street South Area Corridor and provides service north and south of San Leandro, serves 40,000 passengers daily, with over 3,000 passengers originating or arriving in San Leandro. Transit riders on East 14th Street tend to take relatively short trips along the corridor, unlike BART passengers taking longer trips.

AC Transit is currently planning to introduce Bus Rapid Transit (BRT) service to East 14th Street in the near-term future. For more information, refer to *Appendix 9: Discussion of Proposed Bus Rapid Transit*. City staff has worked closely with AC Transit staff to further study the feasibility of the BRT project along the East 14th Street corridor in San Leandro.



Figure 3.24: Jay-walking across East 14th Street is encouraged by large distances between crosswalks

3.4.3 Pedestrian Circulation

Pedestrian conditions along the corridor are a key issue of consideration. This is reflected by goals for the East 14th Street Corridor expressed in the 2000 General Plan and additional goals developed by the South Area Advisory Committee. This supports the notion that pedestrian access is a major factor in the intended revitalization of the corridor.

Key shortcomings with respect to the existing pedestrian environment on East 14th Street include the following:

- In general, the existing sidewalk widths of 9 to 10 feet north/south of Blossom Street do not provide sufficient space to support the basic access and circulation functions required for higher levels of pedestrian activity in a pedestrian- and transit-friendly environment. Although East 14th Street is a relatively busy street, it is conceivable that people would feel comfortable frequenting an outdoor café in close proximity, to the street, if wider sidewalks were combined with a publicly accessible plaza.
- Large distances between marked crosswalks make it uncomfortable for pedestrians to cross the street. Marked crosswalks along East 14th Street are provided between 1,000 to 1,700 feet apart along most stretches of the corridor (see Figure 6.6 in Chapter 6). In order to create a more pedestrian-oriented environment, it would be desirable to locate marked and/or signalized crosswalks every 600 feet or less.
- In addition, the connectivity between neighborhoods on oppo-

site sides of the Street is further diminished by the high frequency of T-intersections, which lack an immediate neighborhood street on the opposite side of the intersection. The existing pedestrian sidewalk environment is also negatively impacted by the large number of properties in the corridor that have car-oriented land-uses with street-fronting parking areas and buildings set far back from the property line. This condition visually expands the space allocated to vehicular traffic.

- Finally, sidewalks along the popular Storm Block (between 143rd and 144th Avenue) and Eden Center (between 146th and 148th Avenues) are set back enough from the street edge to accommodate a local access lane and parking (see Figure 3.22 and 3.23). Pedestrians intending to continue walking along East 14th Street are either forced to use a 3-foot wide planting strip next to on-street parking or to cross the poorly defined access lane and parking area in order to reach the sidewalks along the setback buildings on these two blocks. This configuration is not compliant with existing ADA standards for accessible routes in the public right-of-way.

3.4.4 Bicycle Facilities

The City's Bicycle Plan designates Bancroft Avenue, which parallels East 14th Street one block to the east, as a key bicycle route serving north/south travel in this part of the City of San Leandro. In addition, a short segment of East 14th Street, between 136th and 143rd Avenue, is recommended as a Class III bicycle route (which indicates shared lanes with motor vehicles, but no separate bicycle lanes), providing a connection between Bancroft Avenue and Washington Avenue. There are no bicycle lanes on East 14th Street within the study area. As the East 14th Street Corridor evolves, with additional residential and commercial uses as envisioned by this plan, it may be more imperative to provide bicycle support facilities (such as adequate bicycle parking).

