

4.

East 14th Street South Area Corridor Concept Plan

This Chapter includes two main components: 1) the Corridor Concept Plan, and 2) Illustrative Opportunity Site Development Studies. The Corridor Concept Plan defines and outlines the intended future character for five distinct South Area Districts, and identifies the locations of potential sites for new development in each of the districts. The Illustrative Opportunity Site Development Studies describe through sample projects a range of possible approaches for future development on different types of sites.

The concept of planning the corridor as a series of districts originated with the General Plan Update, which identified a number of activity nodes along East 14th Street, e.g. a health and wellness area around San Leandro Hospital, and a cultural area with the Bal Theater at its center. This concept of activity nodes resulted in the definition of five East 14th Street South Area Districts.

The Illustrative Opportunity Site Development Studies are based on the identification of opportunity sites with comparable site characteristics and the preparation of prototypical illustrative designs for future development on such sites. In addition, all studies included a market feasibility assessment for the proposed development type and, at a corridor-wide level, the assessment of potential transportation impacts (traffic volumes and level-of-service on East 14th Street, and parking). The design studies are intended to ensure that the South Area Development Strategy and its development regulations are realistic and will not act as a barrier to future development.

4.1 East 14th Street South Area Districts

The Corridor Concept Plan (Figure 4.1) illustrates the extent of the five East 14th Street South Area Districts. These were identified based on the findings of the Assets, Needs and Opportunities Assessment and through discussions between the consultants, members of the SAAC, City staff, and the public. The Districts are as follows:

1. Southern Downtown District (between Maud and Sybil Avenues),
2. McKinley Residential District (between Sybil Avenue and San Leandro Boulevard),
3. Palma District (between San Leandro Boulevard and 141st Avenue),
4. International & Cultural District (between 141st Avenue and Lillian Avenue), and the
5. Gateway District (between Lillian and 150th Avenues).

The South Area Advisory Committee discussed desired future land uses and design characteristics for the new development in each district, which led to the formulation of the District Land Use Table (Table 4.1). The Matrix summarizes land use categories and gross development intensities of such land uses deemed most appropriate and consistent with the vision of the future development in individual districts and the corridor as a whole. As land uses have a major influence on the character of a given district, the matrix represents an important tool for achieving the desired land use mixes in the five South Area Districts. The matrix addresses the following major use categories by district:

1. Neighborhood-Serving Retail
2. Community and Regional-Serving Retail
3. Office
4. Live/Work
5. Residential
6. Civic

Allowed first and upper floor uses vary by district to reflect the desired character for the districts. The matrix furthermore distinguishes between primary and secondary frontage of a building (see Figure 4.1 for the extent of the two frontage categories).

While the District Land Use Matrix reflects desired land uses at the district level, the San Leandro Zoning Code will regulate in greater

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Figure 4.1: East 14th Street South Area Corridor Concept Plan

detail what specific uses are allowable on a given site. To most effectively achieve desirable land uses for East 14th Street, it is proposed to create three new Zoning Districts for future adoption into the San Leandro Zoning Code (also see discussion in Section 5.1.1).

The following sections describe the identified corridor districts and desired land use and design characteristics for future development.

District Land Use Table	Southern Downtown District	McKinley Residential District		Palma District		International & Cultural District		Gateway District	
Proposed New Zoning	CD	SA-2	SA-2	SA-1	SA-1	SA-1	SA-1	SA-3	SA-3
PREFERRED USES									
Ground Floor Uses	All Frontages	Primary Frontage	Secondary Frontage	Primary Frontage	Secondary Frontage	Primary Frontage	Secondary Frontage	Primary Frontage	Secondary Frontage
Neighborhood-Serving Retail									
Less than 5,000 sq. ft.									
5,000 to 10,000 sq. ft.									
Community-Serving Retail									
Less than 10,000 sq. ft.									
10,000 to 25,000 sq. ft.									
Greater than 25,000 sq. ft.									
Office									
Less than 10,000 sq. ft.									
10,000 sq. ft. to 25,000 sq. ft.									
Greater than 25,000 sq. ft.									
Live/Work									
Residential									
Civic									
Upper Floor Uses:									
Neighborhood-Serving Retail									
Office									
Live/Work									
Residential (including senior housing)									

LEGEND

- Preferred Use
- Compatible Use
- Potentially Compatible
- Incompatible Use

NOTES:

- 1) This is summary information only and is intended to generally reflect the policy preferences of the Development Strategy. Please see Zoning Code for more specific requirements not listed here.
- 2) City staff will identify the most appropriate Design Guidelines that may apply to any particular development proposal and will be used in conjunction with Zoning Code requirements during the site design process.
- 3) In most cases, the City's Site Plan Review process will be used to ensure that proposed developments are consistent with any development proposal.
- 4) City staff should be consulted on the most appropriate and preferred types of non-ground floor uses in any SA District.

Table 4.1: District Land Use Table

4.1.1 Southern Downtown District

Although this plan identifies this as a separate district within the South Area, the City recommended that the same zoning for the existing Downtown (CD – Commercial Downtown) be applied to this district. The rezoning to CD was formally adopted by City Council in February 2004.

The Southern Downtown District (between Maud and Sybil Streets) was named for its close proximity to San Leandro’s Downtown. At one point during the process it was considered to view this segment of the corridor simply as an extension of the Downtown area. However, based on the Assets, Needs and Opportunities Assessment, which found several distinct differences between the area between



Figure 4.2: Typical retail storefront in the Southern Downtown District



Figure 4.3: Parking in the rear of street facing stores in the Southern Downtown District



Figure 4.4: Car sales lots break up the streetfront character following from the downtown district



Figure 4.5: The 'Trailer Haven' mobile home park is one of the larger residential developments.

Maud and Sybil Avenues and the downtown development to the north, it was decided to address this area as a district of its own.

The Southern Downtown District is characterized by a street frontage of façades which are less continuous than those of the downtown. Buildings are often separated by side yards and built at an angle to East 14th Street. This pattern is different from the continuous frontage of mostly one-story retail buildings built on the property line along the East 14th Street in the downtown district (Figures 4.2 and 4.3). Several used-cars lots and other auto-oriented services can be found in the Southern Downtown which constitutes a major difference to the more pedestrian-oriented character of retail and commercial found in the downtown (Figure 4.4).

The South Area Development Strategy suggests that auto-oriented uses and car sales lots be phased out over time and to simultaneously encourage mixed-use (commercial/residential) development that continues the pattern of small to medium-scale retail similar to the downtown, but accommodates new residents in units above the first floor. Residential uses should be limited to upper floors as it is important to reserve the first floor for uses that add to the vitality of the interaction between building and street. The location of civic uses in this district is encouraged to further enhance its transition to a true downtown destination. The scale of new retail uses should be limited to a preferred maximum size of 25,000 square feet, while first floor office should not exceed 10,000 square feet. Targets for allowable size of uses and their location within the building are set forth in greater detail in the District Land Use Matrix.

4.1.2 McKinley Residential District

Today, the area that comprises the McKinley Residential District (between Sybil Avenue and San Leandro Boulevard) displays a wide variety of building types and uses. The western edge of East 14th Street within this district is dominated by used-car lots and two larger residential developments, the Sandpiper development and the Trailer Haven mobile home park (Figure 4.5), which are both separated from the street by a fence, wall or some landscaping. The two-story residential dwellings of the Sandpiper development represent the only multi-story structures on this side of the street. The eastern portion of East 14th Street in this district has a wide range of building heights (between one and four stories), varying building orientation and frequent changes in land use, ranging from civic (McKinley Elementary School), to retail, car-services, and residential multi-family.

The South Area Development Strategy rezones the McKinley District to SA2 to encourage the transformation of the area into a district dominated by residential development, complemented by

some first floor neighborhood-serving commercial and community services. The latter are limited in size to a preferred maximum of 5,000 square feet to further encourage the local-serving character of such businesses and services. Preferred upper floor uses include residential with exception of possible live/work units.

This approach to the McKinley District will simultaneously address two issues critical to the future development of the corridor. First, the new residential development will add buyers of goods and services which will help the viability of existing businesses and allow for some additional retail to come to the corridor. Secondly, it will reduce the amount of land zoned for commercial only and will consequently shift the focus to those parcels in the corridor zoned for commercial uses as part of vibrant mixed-use commercial nodes.

This approach is supported by the economic analysis of demographics and market demands conducted as part of the *Assets, Needs, and Opportunities Assessment*. The study concluded that the East 14th Street South Area, like many other similar corridors, can no longer support a continuous strip of property zoned as commercial (CC) and that it would be particularly difficult to attract new retail establishments at the high-quality level desired by the community (please refer to the discussion of future retail demand in *Appendix 4: Development Case Studies*).

Moreover, the suggested transformation of this particular area into a residential district was based on the strong residential land use component that already exists and the presence of the McKinley Elementary School, which complements residential activity in the district. The scale of the uses should conform to the targets set forth in the District Land Use Matrix.

4.1.3 Palma District

The Palma District, located between San Leandro Boulevard and 141st Avenue, is characterized by a number of large parcels consisting of shopping centers, auto-related uses and health care facilities. The district is easily accessed by San Leandro Boulevard. Significant Development in the district is the Palma Plaza Shopping Center at the corner of 136th Avenue and San Leandro Hospital.

This district most clearly presents an opportunity for the incremental development of community core for the East 14th Street South Area. This assessment is not only based on the number of large-scale opportunity sites that were identified in this district, but also on the extensive healthcare uses located here, the excellent access, and the commitment to retailing by district businesses and on-going planning for further retail activity in the district.



Figure 4.6: The Palma Plaza Shopping Center



Figure 4.7: San Leandro Hospital

The opportunity sites total almost 7 acres in the district. The site of the Palma Plaza Shopping Center (Figure 4.6), located at the corner of 136th Avenue, is already in the process of redevelopment with a Walgreens store and other retail buildings. The adjacent 'Freitas Site' of about 2.8 acres of vacant land represents the catalyst sites that have the potential for bringing quality retail and residential development as desired by the community.

In addition, it is expected that San Leandro Hospital (Figure 4.7) will continue to draw other health care and wellness-oriented businesses to the area. While the hospital itself may build on its current presence, the area around the hospital also represents one of the several activity nodes identified during the process for the General Plan Update.

All future development activity in this district should support the chief goal for this district of creating a viable and vibrant center for the East 14th Street South Area. The encouraged residential mixed-use development on the Freitas (see *Appendix 4: Development Case Studies*) and other sites is intended to support this goal by adding new residents (and consumers) to the area. For this reason, the District Land Use Matrix indicates for the Palma District the widest variety of allowable land uses and land use intensities of all districts. This also extends to the upper floors where all considered uses are potentially allowable.

However, community and regional serving retail are allowed up to 25,000 square feet (conditional-use permit required for 25,000 sf tenant spaces) to fulfill the community's desire for a center that first and foremost addresses the needs of the local population rather than attracting consumers from neighboring communities. Such a program would also be consistent with the location of this area right between the larger retail centers of Downtown San Leandro in the north and Bay Fair to the south. In the Palma District (as in the Gateway District) office uses of more than 25,000 square feet are designated as potentially compatible. Although the market feasibility analysis indicates that the market for larger office developments is currently limited, the possibility of more office uses in the Palma District was not excluded for the long-term.

On the Freitas opportunity site, first floor retail and office uses are recommended to continue along side streets where residential development consists mostly of townhomes rather than single-family homes. Finally, the self storage complex opposite from San Leandro Boulevard represents a substantial challenge in the transformation of the area as it can neither contribute to the vitality of the street environment by attracting pedestrians activity nor by a pleasing architec-

tural presence. However, it should be noted that other uses may be difficult to locate on this property as it is directly located underneath high voltage power lines.

Targets for allowable size of uses and their location within the building are set forth in greater detail in the District Land Use Matrix.

4.1.4 International & Cultural District

The proposed International & Cultural District (between 141st Avenue and Lillian Avenue) has several characteristics that set it apart from the other districts. There are two block long retail centers with mostly ethnic stores (Figures 4.8 and 4.9). They are further set apart from the remainder of the corridor by their configuration, which includes off-street parking and a one-lane roadway that is separated from East 14th Street by a narrow tree-planted median. The former Bal movie theater, a landmark building, presents a major asset to the district for future development of a cultural component. At this point, however, the future of the building remains uncertain as earthquake retrofitting and land use issues need further assessment and investment. Aside from these unique features, the district contains a large number of small-scale, nondescript commercial buildings (Figure 4.10), mostly on the western side of the street. Many of these buildings accommodate marginal businesses, but have the potential to support businesses that would contribute more to the identity of the district.

Due to the limited number and the limited size of available opportunity sites as well as the high number of small properties, future change in this district will have to depend on façade improvements and building remodeling more so than in any other South Area district. Over time parcels may redevelop individually or be consolidated into larger developments. It is therefore suggested that City-sponsored programs (i.e. a façade improvements program) support this activity. The East 14th Street South Area design guidelines (see Chapter 5) will help to generate remodeling results that are consistent with the character desired for the district. The South Area Plan promotes the development of mixed-use buildings within the International & Cultural District (see District Land Use Matrix). Allowable first floor and upper floor uses as well as their desired intensities (up to 25,000 square feet of retail, and 10,000 square feet of office) are similar to those in the neighboring Palma District. However, all non-residential uses are prohibited from continuing along the secondary frontage as mostly single-family homes occur in proximity of the opportunity sites. Beyond locating mixed-use developments on the limited number of opportunity sites this goal can be achieved through incremental development.



Figure 4.8: The Eden Center has predominantly Asian stores



Figure 4.9: The 'Storm Block' carries a Hispanic flavor



Figure 4.10: Small retail establishments dot the western side of the street

Targets for allowable size of uses and their location within the building are set forth in greater detail in the District Land Use Matrix.

4.1.5 Gateway District

The proposed Gateway District, located between Lillian and 150th Avenues, is characterized by large setbacks, a large number of auto-oriented uses (Figure 4.11), and extensive areas of parking fronting onto East 14th Street. While many of these existing characteristics do not support the pedestrian-oriented and mixed-use goals of this Development Strategy, the district also includes a fair number of residential units and a 4-story office building (Figure 4.12). Properties are relatively large and several properties span the entire block between either East 14th Street and Bancroft Avenue or East 14th Street and Donna Street. It is likely that regional- and community-serving uses will continue to locate in this area given the larger scale of properties and the location of the district just to the north of the regionally important intersection of East 14th Street and 150th Avenue as well as its proximity to the Bay Fair Mall. The size of properties in this district can support buildings of greater height than most other parts of the corridor without them having an impact on adjacent residential uses. The design guidelines provide setbacks and massing requirements to protect abutting residential uses. Allowing taller buildings and more intense uses is also consistent with the district's location at the entry to the southern portion of San Leandro. The District Land Use Matrix reflects this by de-emphasizing neighborhood-serving uses in this location and by indicating higher intensities for retail (greater than 25,000 square feet), and office (greater than 10,000 square feet) as preferred. This includes first and upper floors.

Despite its auto-oriented past it is envisioned that the district will incorporate a more pedestrian-friendly relationship to the street similar to that of all other districts in the corridor. This can be achieved through close observance and appropriate interpretation of the East 14th Street South Area Design Guidelines.



Figure 4.11: The Gateway District is dominated with auto uses such as Pepboys and Used Car lots



Figure 4.12: Multi-story office building in the Gateway District

The scale of the uses should conform to the targets set forth in the District Land Use Table (Table 4.1).

4.2 Opportunity Sites

Opportunity sites are sites considered more likely to experience new development or redevelopment activity in the relatively near term (5 to 10 years). They are critical to the goal of revitalizing the East 14th Street South Area. However, it should be emphasized that the list of sites identified as opportunity sites represents but a snapshot in time and that some sites may not become active for a long period. Also, property owners of sites that have not been identified as opportunities may come forward with development proposals, which should be considered according to the ideas, concepts, codes and guidelines of this Plan.

4.2.1 Selection of Opportunity Sites

For the purpose of the South Area Development Strategy, opportunity sites are defined as parcels or groups of parcels that may experience revitalization and reuse in the near- to mid-term future (within approximately 10 years). Consultants, staff, the Advisory Committee, and members of the public identified the opportunity sites shown in the Corridor Concept Plan (Figure 4.1). Key factors that affected the opportunity site selection process included the following:

1. Marketability of the subject site (discussed in greater detail in *Appendix 4: Development Case Studies*); and,
2. A mismatch between existing use (including vacant buildings or land) and the public's goals and desires for the corridor as expressed in General Plan policies and policies and actions that have been developed for this Plan.

The Corridor Concept Plan (Figure 4.1) illustrates the relationship of existing land uses, as well as the location and relative size of potential sites for future development.

It should be noted that the identification of a property as an opportunity site does not indicate that development will necessarily occur, nor that the respective property owner has expressed specific interest in developing or revitalizing the property in question. It is expected that the revitalization of the corridor will occur incrementally and mainly through market forces and the sum of decisions made by individual property owners, businesses, and private developers.

Nonetheless, the identification of sites that could potentially be redeveloped aids the process of formulating appropriate design guidelines

and other policies to ensure that future development is consistent with the community's overall vision for this area while at the same time realistic in terms of existing physical and economic constraints.

Furthermore, in some cases parcels in separate ownership were combined and represented as a single opportunity site. This should not be interpreted as an indication of intent by the respective current property owners to engage in assembly of such parcels, but rather as a possibility based on the future purchase of such properties by a prospective developer and that consolidation of the parcels would "make sense" given their current use and size.

4.2.2 Categories of Opportunity Sites

In total, thirty-four (34) opportunity sites can be identified throughout the corridor. The number of sites and their total land area vary between districts:

1. Southern Downtown:	3 Sites	44,000 sq. ft.
2. McKinley:	12 sites	324,000 sq. ft.
3. Palma:	7 sites	382,000 sq. ft.
4. International & Cultural	8 sites	300,000 sq. ft.
5. Gateway	4 sites	150,000 sq. ft.

It should be noted that although the total of opportunity site land area in the International & Cultural District is similar to that of the McKinley and Palma Districts, it is expected that it would be more difficult to develop several of the larger sites located in this district because of their particular parcel geometry (narrow width and significant depth) and unfavorable access situation.

The identified opportunity sites can be divided into three categories (see Figure 4.1).

A-Type Sites

18 smaller sites ranging from 0.2 to 0.6 acres (8,700 to 26,000 square feet). The Corridor Concept Plan identifies these sites with the designation "A" behind the site's serial number.

B-Type Sites

11 sites ranging from 0.6 and 1.8 acres (26,100 to 78,500 square feet). The Corridor Concept Plan identifies these sites with the designation "B" behind the site's number.

Specific Sites

All sites smaller or larger than A or B, odd-shaped sites, and sites that require special access considerations. An important example of such a site is the Freitas Property (Site 17, 2.6 acres) (please refer to

Appendix 2: List of Opportunity Sites for a complete list of all opportunity sites and their size and assumed program).

Sites within the first two categories are similar in their basic site characteristics, including lot size, depth, and shape, and therefore can be addressed by prototypical site design concept plans generally applicable throughout the corridor. Sites in the third category do not lend themselves to being addressed by prototypical concept plans and require a site-specific development approach.

In order to efficiently characterize what types of development project are desired for the future development of the corridor and its districts, prototypical development studies were prepared for sample opportunity sites of the A- and B-type categories and site-specific studies for two important sites in the ‘Specific Sites’ category.

It should be emphasized, however, that the program and configuration of the illustrated prototypical developments will require adjustment to the actual conditions and location of each individual site, such as adjacent land use, circulation and access, landscaping, and the physical characteristics of buildings on adjacent parcels (building height, fenestration, and related privacy issues). Adjustments to the proposed prototypical development may include reductions or increases in building height, consideration of additional landscape buffers and other screening methods, variations in setbacks, and changes in first floor land uses. For example, in the McKinley Residential District, a B-type site may be an all residential project entirely without a retail or community service component, while the same kind of proposal for a B-type site in all other districts should have a retail/commercial component that encompasses the entire first floor or even office space on upper floors of the building. In this context, it is important to consult all pertinent chapters of the East 14th Street South Area document in order to develop the right approach for each individual site, including the District Land Use Table (Table 4.1), the San Leandro Zoning Code and its new south Area zoning designations (see *Appendix 3: East 14th Street South Area Zoning Matrix*), and the East 14th Street South Area Design Guidelines.

4.3 Illustrative Opportunity Site Development Studies

The consultants, City staff, and members of the SAAC identified three opportunity sites to take forward as case studies into the Illustrative Opportunity Site Development portion of the project. The chosen sites are particular suitability to exemplify potential development options for all other sites of the same type in the corridor (Site 13A and Site 7B), and/or for their specific importance as catalytic site for the future development of a specific district (Bellini and Freitas sites) and the corridor as a whole:

1. Site 13A - exemplary for all A-type Sites in the Corridor Concept Plans;
2. Site 7B - exemplary for all B-type Sites in the Corridor Concept Plan but also site-specific for development of the Bellini Foundation property; and
3. Site 17 - site-specific study of development options for the Freitas Property.

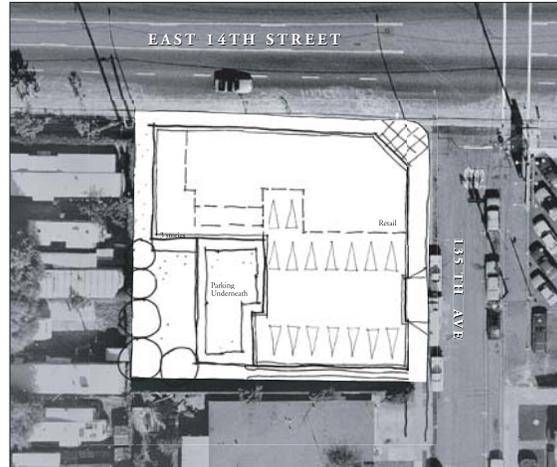
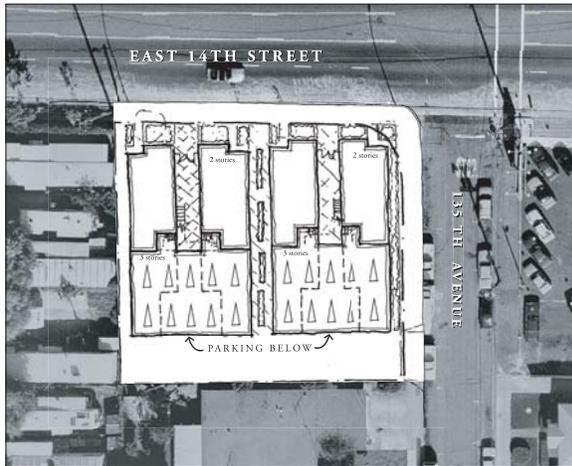
All prepared development scenarios are reflective of the Development Strategy's project goals, the South Area Design Guidelines for development on private properties, the newly established South Area parking strategies (see Section 4.4), and an assessment of financial feasibility as well as input from members of the SAAC and the general public.

The following sections give an overview of development options for each of the sample opportunity sites. Please refer to *Appendix 4: Development Case Studies* for a more detailed discussion and descriptions of the development/design studies for the selected sites. Materials presented there include site plans, site programming, building types, parking layout, and a financial feasibility assessment.

4.3.1 Illustrative Concepts for A-Type Sites

For the A-Type Sites between 0.1 and 0.5 acres, Site 13A was chosen for prototypical site design. The sample opportunity site is a corner parcel located in the McKinley Residential District and has approximately 13,000 square feet (0.3 acres) of land area. Four different site designs ranging in density from 23 to 36 dwelling units per net acre were formulated (Figures 4.13 through 4.15). The details of the different options can be found in *Appendix 4: Development Case Studies*.

1. Option A is a row of 5 townhomes oriented towards East 14th Street with one in-law unit each located above a 3-car garage. All garages are accessed from the side street.



Figures 4.13 and 4.14: Option C and Option D on site 13A showing two residential concepts developed as alternatives for the various A-Type sites on the corridor. Both are oriented towards East 14th Street with parking access on 135th Avenue.

2. Option B has a three-story courtyard apartment building with 7 two- and three-bedroom units. The courtyard faces East 14th Street and 19 parking spaces are in the rear.
3. Option C includes a set of two three-story townhome courtyards of five two-bedroom units. The units are accessible through courtyards on East 14th Street. Each unit has two tandem parking spaces that are accessed from the side street.
4. Option D is an apartment building with retail and covered parking on the first floor, with the retail space oriented towards East 14th Street. The building has nine two-bedroom units and three 1-bedroom units along with 2,200 square feet of retail space.

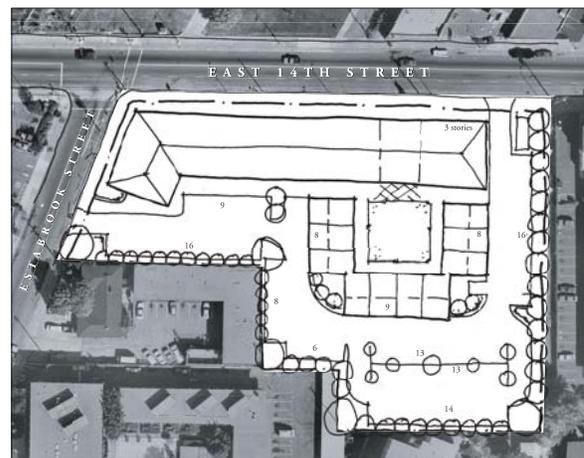
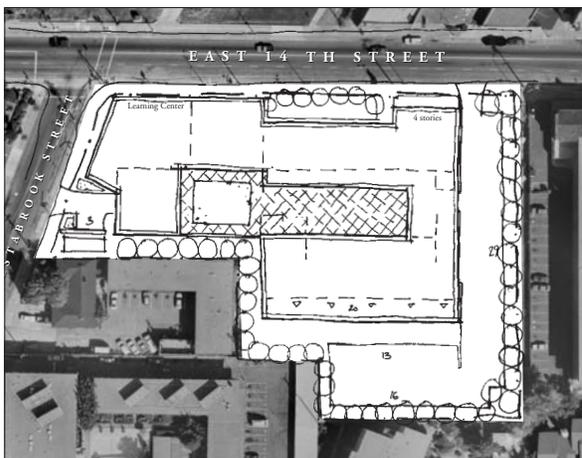


Figure 4.15: Photo simulation of possible future development on A-type Site. Shown is Option C - Courtyard Condominiums.

4.3.2 Illustrative Concepts for B-Type Sites and Bellini Foundation Site

Opportunity site 7B is owned by the Bellini Foundation and consists of three parcels that cover a total land area of approximately 2.2 acres in the McKinley District at the corner of Estabrook Street. The site, if developed, could help to "jump-start" the transformation of the McKinley District into a district with the desired residential focus. The four sample developments for this site were prepared (see *Appendix 4: Development Case Studies*), evaluated and refined in a such a way that they also serve as prototypes for other B-type sites throughout the corridor (Figures 4.16 through 4.18).

1. Option A is comprised of a four-story senior housing development with 118 units and a learning center located in the ground floor at the corner of the site oriented toward the intersection. Parking spaces are provided on the sides and in rear of the property.
2. Option B is composed of a three-story multi-family building around a courtyard located over podium parking. The site program includes 94 two-bedroom units or 81 three-bedroom units. At the street level, space is provided for neighborhood commercial or a community service use (of approximately 4,000 sq. ft.) along with some residential use.
3. Option C encompasses a mix of family and senior rental apartments with two and three bedrooms in a three-story building. The two/three-bedroom option includes 81 two-bedroom and 50 two-bedroom senior units, while the one/two bedroom option includes 69 three-bedroom units and 50 one-bedroom senior units. Parking spaces are provided under a podium and in surface parking



Figures 4.16 and 4.17: Option B and Option D on site 7A (Bellini) showing two multi-family residential alternatives for the various B-Type sites on the corridor. Both are oriented towards East 14th Street with parking on the side and rear.



Figure 4.18: Photo simulation of possible future development on B-type / Bellini Foundation Site (Site 7). Shown is Option C - Apartments with learning center (or neighborhood commercial) at the corner.

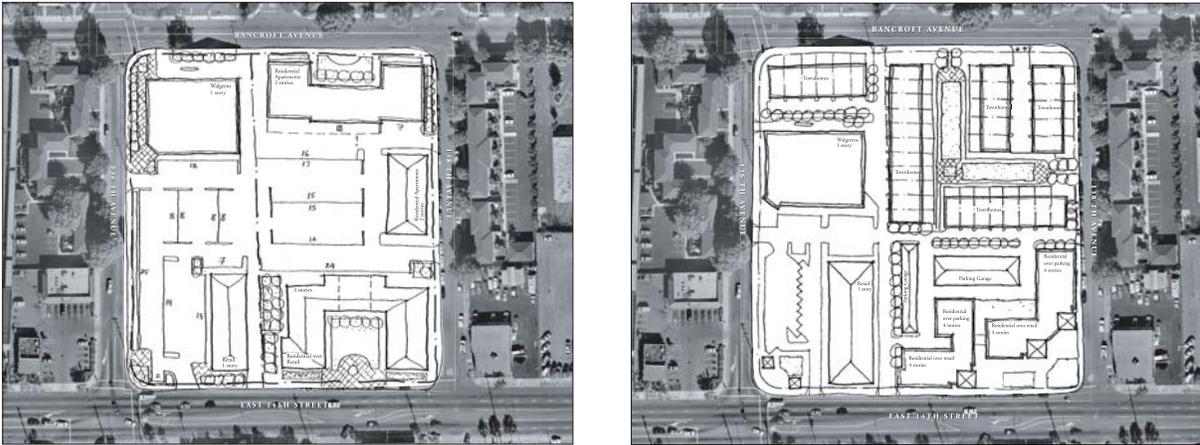
spaces.

4. Option D accommodates a total 84 units, of which 43 are two-bedroom, multi-family units, 31 senior housing units, and 10 townhomes, located behind the main apartment building along East 14th Street. Parking is accommodated mostly in surface parking stalls with additional parking as tuck-under spaces.

4.3.3 Illustrative Concepts for the Freitas Property

This opportunity site is located in the Palma District and consists of two large adjoining parcels. Site 16 (1.8 acres of land area) is home to the 'Palma Plaza' strip retail center. During the East 14th Street South Area planning effort, the city approved the proposal for a Walgreens store to replace the existing 'Palma Plaza' retail development. The options discussed below show different approaches to locating the Walgreens store. The City-approved site plan is similar to Option A and the other options are simply illustrative. The City worked closely with the developer to ensure that the architecture and site plan be integrated with future development of the Freitas site.

The development studies prepared for the Palma Plaza and Freitas sites looked at both properties simultaneously and explored possibilities of linking development in order to capitalize on some key site planning efficiencies. These studies are detailed in *Appendix 4: Development Case Studies*. The illustrated options were developed keeping in mind that Palma Plaza and Freitas property are independently owned parcels. In spite of the recent approval of the stand-alone Walgreen's proposal, this aspect of the developed options remains relevant in that they illustrate how individually owned properties can be developed as visually cohesive and mutually beneficial if



Figures 4.19 and 4.20: Option A and Option B on The Palma Plaza and Freitas sites showing two mixed use alternatives. Both orient retail towards East 14th Street and residential to the side streets and Bancroft creating a transition from retail oriented East 14th Street to the more residential Bancroft Avenue.

property owners are inclined to cooperate and coordinate some key site planning aspects such as shared access to and location of parking areas, circulation, and the siting of main buildings. The design studies also illustrate how development of this pair of linchpin sites could bring the character of a neighborhood center to this district and the entire corridor. (Figures 4.19 through 4.21)

1. Option A incorporates a mixed-use approach for the Freitas property while re-orienting the Walgreen's on the Palma Plaza site towards 136th Avenue. On the Freitas site, the apartment buildings are oriented towards the surrounding streets. The buildings fronting onto East 14th Street incorporate retail shops at street level with residential apartments or condominiums above, while on Bancroft the development is entirely residential. In total the Freitas site has 14,500 sq ft. of retail space and 64 dwelling units.
2. Option B accommodates most units in rows of townhomes situated away from East 14th and along Bancroft and 138th Avenues. The Freitas site has four story residential over parking and residential over retail buildings facing East 14th Street and 138th Avenue. The option incorporates a total of 35 townhomes and 88 apartments, with 31,500 square feet of retail space and two parking garages.

4.3.4 Feasibility of Development Scenarios

In order to make sure that the different scenarios being considered in the sample development studies were feasible from a market economics stand point, the economics consultant performed various types of research and analysis to test the feasibility of the prototype



Figure 4.21: Photo simulation of possible future development on Freitas Site (Site 17). Shown is Option B - 4-story mixed-use, residential over retail.

development scenarios. For a description of the research performed and the analytic methods used, please see *Appendix 4: Development Case Studies*. In brief, the feasibility analysis produced the following findings:

1. Retail

Given the limited amount of additional retail demand to be created by full build out of the plan, and the somewhat weak state of the current retail real estate market on the corridor, it is recommended that new retail be limited to larger mixed-use projects that are located in the designated activity nodes. For the smaller sites between 0.1 and 0.5 acres, it is likely to be difficult to find small format storefront retail that can both survive without the support of surrounding retail uses and is appropriate for the ground floor of a vertical mixed-use project.

2. For-Sale Residential

Entry-level for-sale townhomes on the corridor can produce a rate of return more than sufficient to attract for-profit developers. Such projects should be able to contribute subsidy to other affordable rental projects. In general, for-sale residential development projects are much more easily financed and developed than rental residential projects. However, it is currently unusual to see condominium development at the densities contemplated in these scenarios and the marketability of such units on the E 14th corridor in south San Leandro is somewhat questionable at this time. This should change, however, as the corridor fills in with development and becomes a more attractive and vital place. Developers are now starting to build such projects in the South Bay.

3. Rental Residential

The rental market is somewhat weak in comparison with the cost of land in the corridor. It may take some time for the market to adjust to where for-profit developers will build rental projects. However, affordable multi-family rental projects are feasible with subsidy and are in great demand in San Leandro. In particular, senior housing is viable on the corridor with minimal subsidy.

4. Land Costs

The scenarios are quite sensitive to the cost of land. The cost of land is the major factor making rental housing difficult. If land costs remain the same or decrease with rezoning from commercial to residential, it will strengthen the feasibility of the rental product types.

5. Parking

One of the most crucial factors affecting the site's development feasibility is the amount of parking that the project has to accommodate. The higher the parking ratio, or number of parking spaces required per unit, the less space is available for housing units. Because the overall cost of the land must be shared amongst the number of housing units being developed, fewer housing units make the land costs more expensive on a per unit basis. Requiring more space for cars thus raises the total cost of development per unit.

The feasibility of each scenario is highly sensitive to the amount of parking included. If more parking is required than recommended, it will be difficult to develop any of these projects. For example, one scenario had the 2-bedroom apartments with 1.75 spaces per unit, making the project quite difficult to develop given current expected costs and values. When the ratio was adjusted to 1.5 parking spaces per 2 bedroom unit, the project became significantly more feasible. Projects are also sensitive to the construction cost of the spaces themselves, based on whether the space is in an outdoor surface parking lot or in some type of enclosed structure. * It is likely that the first new residential projects on the corridor to use podium parking will require subsidy and will likely be developed by a non-profit developer.

* The cost of building the parking itself is also an issue. Surface parking is much less expensive than structured parking to build. When structured parking becomes necessary to meet parking requirements, the overall cost of the project increases significantly. The average cost of building a surface parking space is less than \$5,000, while the average cost of ground floor podium space is \$15,000. At the same time, however, structured parking increases the amount of land available for residential building. There is normally a tipping point in the number of units over which the additional density allowed by structured parking pays for the extra cost of the parking.

4.4 Assessment of Transportation Impacts from New Development under the Concept Plan

4.4.1 Assessment of Transportation Impacts on Overall Corridor Operation

For the purposes of analyzing the transportation impacts of new development resulting from the land uses envisioned by the concept plan, a comparison was conducted of motor vehicle traffic that would be generated by the new development envisioned by the concept plan with the traffic that would be generated by development already allowed within the Plan area boundaries by the City's adopted General Plan (see *Appendix 5: Trip Generation Comparison* for more details).

Key findings of this analysis are that:

- No significant impacts to traffic are anticipated. Study intersections would be expected to operate at LOS C or better, indicating acceptable operating conditions, for 2015 conditions; and that
- The number of new vehicle trips generated by the concept plan land uses would be less than the level of traffic that would be generated by full build-out of the land uses currently allowed within the corridor by the General Plan.

The General Plan already allows a mix of commercial and residential development within the corridor. A transportation analysis of the traffic that would be generated by new development, as allowed by the General Plan, was previously conducted as part of the General Plan update in 2000. This analysis indicated that the two study intersections within the concept plan area would be expected to operate with acceptable conditions in the year 2015, assuming partial build-out of land uses allowed by the General Plan by 2015. The General Plan analysis assumed that that 50% of allowable commercial uses and approximately 77% of allowable residential uses would be developed by 2015; this would constitute 230,000 square feet of commercial development and 350 residential units.

The Development Strategies envision less commercial development, and a greater emphasis on residential development, than was envisioned by the General Plan. Full build-out of the land uses envisioned by the Development Strategies would generate approximately 134,500 square feet of commercial/retail development and 1,000 residential units if opportunity sites develop under the most intense options, except for the Freitas/Palma Plaza sites that are assumed to develop under the less intensive Option D. Additionally, it should be noted that if it is assumed that 50% of commercial development and 77% of residential development envisioned by the Development Strategies will be constructed by 2015, as was assumed for the General Plan traffic analysis, this would constitute approximately 67,254 square feet of commercial development and 773 residential units.

Although the Development Strategies anticipate a greater level of residential development than the General Plan, the anticipated amount of commercial development is much less. Based on trip generation rate comparisons for traffic generated by typical land uses during peak periods, residential development generates less traffic than commercial development such as office or retail uses.

The traffic analysis conducted for the General Plan found that the two study intersections would operate at LOS C or better for 2015 conditions. A comparison of the vehicle trip generation that would be anticipated under full build-out of the 34 opportunity sites as envisioned by the Development Strategies with the land uses allowed by the General Plan found that the concept plan would be expected to generate 49% less traffic during the AM peak, 18% less traffic during the PM peak, and 46% less traffic daily than the General Plan land uses under full build-out. Based on this comparison, acceptable operating conditions would be expected for the land uses envisioned by the Development Strategies.

4.4.2 Alternative Parking Standards and Parking Strategies

The preparation of sample development studies for all four sites involved a review of the currently applicable parking standards as per San Leandro Zoning Code. Early in the process it became clear that lower parking standards would need to be considered if development of the desired mixed-use projects was to be rendered feasible under current market conditions and to recognize the inherently lower parking demands of development in a mixed-use area with high-quality transit service. In conjunction with City staff, and after review of parking standards in neighboring and other communities in the Bay Area, the Consultant Team developed alternative sets of

Building Type	Existing City Parking Requirements	Recommended Parking Requirements (min.-max)
Small-Lot Single Family Homes	2/unit	2.0-3.0 spaces/unit (tandem allowed)
Duplexes	2/unit	2.0-3.0 spaces/unit (tandem allowed)
Townhomes	2/unit	2.0-3.0 spaces/unit (tandem allowed)
Condominiums / Apartments (including Senior Housing)		
Senior	1.2/unit + 1/employee	0.6/unit + 1/employee
Studio	1.5/unit	1.0/unit + 0.5/unit
1 Bedroom	1.5/unit	1.0/unit + 0.5/unit
2 Bedroom	2.25/unit	1.0/unit + 0.75/unit
3 Bedroom	2.5/unit + 0.25 guest	1.0/unit + 1.0/unit
Live/Work Lofts	n.a	2 spaces/unit + 0.75 spaces/employee not residin in unit
Commercial		
Retail Service	1.0/300sq.ft.	1.0/400sq.ft.
Retail	1.0/200sq.ft.	1.0/333sq.ft.
Restaurant	1.0/100 sq.ft. sq.ft. < 4,000 + 1.0/50 sq.ft. sq.ft. > 4,000	1.0/200 sq.ft. sq.ft. < 4,000 + 1.0/100 sq.ft. sq.ft. > 4,000
Office		
Medical Office	1/200sq.ft.	1.0/333 sq.ft.
Other Office	1/300 sq.ft.	1.0/500 sq.ft.

Table 4.2: Proposed Parking Standards for the East 14th Street South Area corridor

parking standards for review by the SAAC. Some members of the Advisory Committee expressed concerns about the parking situation in proximity to several of the existing multi-family apartment buildings along the corridor and on side streets of East 14th Street. As a result of several discussions centered around parking, parking ratios in the initial set of proposed parking standards were increased for several land use categories to reflect the voiced concerns. The resulting final set of proposed parking standards associated with particular development types is outlined in Table 4.2. As a result of this compromise and the subsequent increase in demand for land area that needed to be devoted to parking, several sample developments were

adjusted to reflect the lesser number of units possible. In some cases, the number of stories in a building was reduced by an entire floor.

In an effort to limit the upward increase of parking ratios and arrive at a reasonable set of parking standards for the corridor, the Consultant Team and City staff explored other ways of reducing the need for parking associated with new development, particularly mixed-use development. The mitigation measures and factor considered include the following:

1. Shared Parking,
2. Residential Parking Permits,
3. Parking Lifts (two vehicles in one stall),
4. Car Share and Transit Pass Programs, and
5. Establishing of new Municipal Lots.

Shared Parking

The concept of shared parking is based on the fact that some uses, for instance a day-time use store or service and a restaurant, have sufficiently off-set hours of operation that they can share the same parking rather than establishing separate parking areas intended for solely for use by patrons of each business. While specific shared parking calculations have not been performed for the corridor or the example development projects, the City will take shared parking studies that project proponents prepare into consideration as these projects move through the development approvals process.

Residential Parking Permits

Establishing new permit parking areas in residential neighborhoods will help regulate overflow parking from new development including new commercial and residential uses. Residential parking permits reserve existing on-street parking for residents of homes and apartments of a given permit zone. This allows for on-street parking to become an alternative source for parking space (particularly for secondary cars in a household) as opposed to the provision of parking solely in the form of on-site parking. To allay some concerns over parking demands on on-street parking made by larger apartment buildings, it could be considered to not include residents of such new apartment buildings in the permit program to limit the added demand on on-street parking perceived as limited. Project proponents may propose residential parking permit programs in adjacent neighborhoods, but the programs will need to be supported by the residents of these neighborhoods. Reduced fees to existing residents should be considered.



Figure 4.22: Example of parking lift technology

Parking Lifts

Parking lifts that allow the accommodation of two or sometime even three cars within the land area of one parking stall (see Figure 4.22) can significantly increase the capacity of on-site parking facilities, such as parking structures or garages at a lower cost than building another full level of parking structure. This technology has recently been employed in a number of developments in the Bay Area. Developers will consider the use of parking lifts in situations where their use is more cost effective than the building of additional structured parking.

Car Share Program

The recent success of car share programs in several Bay Area cities makes car share another viable option for mitigation of reduced parking ratios. It is conceivable (and in some cases has been done) that the developer provides a car share vehicle on site for the use by building residents. At this point, the Plan does not include specific standards for parking reductions through the provision of car share vehicles, but project proponents are encouraged to explore the potential of car sharing in their development proposals.

New Municipal Lots

Creation of new surface parking lots in key places along the corridor can help achieve preferred land use objectives by providing needed parking to support new retail development.

In the long-term it is expected that implementation of the South Area Development Strategy will lead to a concentration of businesses in particular districts of the corridor. In its General Plan, the City of San Leandro has expressed the intention to support business activity through the development of municipal parking lots where this is desirable and feasible. The sample development Option C for the Freitas and Palma Plaza site represent an example of how an increase in development and business activity can pave the way to a new municipal (or joint-venture) parking lot. The potential for these lots to provide car share vehicles and/or night-time residential parking should also be taken into consideration in the future.

Transit Alternatives

Where appropriate, developers should encourage the use of transit for workers and new residents. This could be achieved by requiring developers and property owners of new residential developments to consider providing free transit passes to employers and residents. Such a program could be combined with other strategies and measures to reduce vehicular trips associated with a given development.

