

CHAPTER  
**4**

# TRANSPORTATION

## A. OVERVIEW

The Transportation Element addresses the movement of people and goods in and around San Leandro. It is comprehensive and far-reaching, addressing not only vehicle traffic, but also public transit, bicycles and pedestrians, rail, and even air and water travel. The Element addresses a wide range of public safety, environmental, and social equity issues associated with transportation.

Transportation has always been an important issue in San Leandro. The City's location affords quick access to many of the major freeways, bridges, transit lines, railroads, and airports serving the region. At the same time, San Leandro's location between the region's major centers of employment growth and its major centers of housing growth make it especially vulnerable to traffic congestion. Traffic in the City has become noticeably worse during the past two decades, raising environmental and economic concerns as well as stress levels. Time and time again, surveys of Bay Area residents conclude that traffic is among the greatest threats to the quality of life in our region.

For many years, the response to traffic congestion was to add more capacity to our street and highway system. These improvements helped provide mobility and spurred great economic growth in the Bay Area, but also encouraged a land use pattern where a private automobile is almost a necessity to

get around. Today, the emphasis has shifted to a more balanced approach, integrating other modes of transportation and linking land use and transportation decisions more carefully. In San Leandro as in other cities in the East Bay, it is no longer feasible to respond to traffic simply by adding more freeway lanes or building more roads. Fundamental changes in travel patterns and habits are needed.

The first step toward improved mobility in San Leandro is to reduce dependence on single occupancy vehicles. This General Plan, and the Transportation Element in particular, move the City in that direction. The emphasis of the Element is on providing more diverse transportation options and making sure these options are convenient, safe, and affordable. The General Plan's land use and community design policies reinforce the Transportation Element by promoting a development pattern where public transit, bicycling, and walking can be more easily supported.

At the heart of the Transportation Element is a series of goals and policies to guide transportation decisions during the years ahead. To set the context for the goals and policies, the Element begins with a description of transportation modes in the City. It presents traffic forecasts for 2015, providing the basis for a list of recommended improvements along with a discussion of plans and programs for each transportation mode.

Although the Element's focus is on the City's circulation system, several other important issues are addressed. These include traffic safety, neighborhood traffic management, parking, and intergovernmental coordination.



## **B. TRANSPORTATION AND LAND USE**

One of the first priorities set by the GPAC's Transportation Subcommittee was to ensure that the City's plans and programs recognize the link between transportation and land use. In practice, this means encouraging more compact development around transit stations and major bus lines, integrating a variety of land uses within new projects, and ensuring that the urban environment is designed first and foremost for people rather than cars.

Integrating land use and transportation means that long-range plans should be scaled to reflect traffic constraints on the City's road network. In other words, the intensity of building allowed by the Zoning Code should recognize the capacity of streets and intersections. Where roadway capacity cannot be increased, it may be necessary to scale back the amount of development planned, or expand alternative modes of transportation. This is the case in parts of the City's industrial districts, where some of the intersections are already close to

capacity. As these areas redevelop, shuttle buses and other forms of transit will be needed to reduce the number of new vehicle trips generated and allow the road network to continue functioning acceptably.

The commitment to integrated land use and transportation planning is particularly important around the BART Stations and along East 14th Street. These areas have been planned to maximize opportunities for future transit use. In each case, a combination of office, residential, retail, and open space uses is planned, to facilitate walking, bicycling, and access to the bus and BART system.

Some of the specific ways in which the land use and transportation connection is recognized in the General Plan are highlighted in the box on the following page.

## Integrating Land Use and Transportation Planning

The San Leandro General Plan includes several concepts aimed at integrating land use and transportation planning.

To ensure that transit-accessible land is efficiently used, the Plan includes:

- A transit village around the Downtown BART Station, including a mix of office, commercial, and high-density residential uses, integrated with parks, plazas, and open spaces.
- Minimum density requirements for housing around the Downtown BART station and along major transit corridors such as East 14th Street.
- Guidelines to encourage pedestrian-oriented design around BART, Downtown, and along transit corridors.
- Policies to locate new public facilities along transit routes.

To ensure that development reflects road capacity constraints, the Plan includes:

- A sliding scale for floor area ratio (FAR) in industrial areas, with the base FAR to be reduced (through a Zoning Code amendment) from 1.0 to 0.8 on most parcels to avoid development which exceeds the capacity of the transportation system.
- Level of service standards for major intersections.
- Siting of regional commercial uses around freeway interchanges rather than in neighborhoods or industrial districts.
- Requirements to re-assess parking needs when older industrial buildings are converted to higher intensity uses such as offices.

To improve the transportation system to respond to the Land Use Plan, the Plan includes:

- Improved transit service along East 14th Street to support planned higher density housing.
- An improved connection for pedestrians and bicycles between the Bayfair BART Station and Bayfair Mall.
- A comprehensive list of road and intersection improvements.
- Periodic review of the Development Fee for Street Improvements (DFSI) to ensure that it adequately covers the cost of needed improvements.

To reduce the amount of traffic generated by new development, the Plan includes:

- A commitment to balance job growth and housing growth to avoid the need for regional cross-commuting.
- Incentives for employers to participate in BART shuttle services, and to develop ridesharing, carpooling, and flextime programs.
- Opportunities for live-work and mixed use development to reduce commute hour traffic and shorten trip lengths.
- Promotion of business services, restaurants and other employee-serving uses in industrial areas to reduce the need for long trips during the workday.

### Bicycling and Walking

San Leandro is taking steps to encourage bicycling and walking as practical means of transportation as well as forms of recreation. The City offers many qualities favorable to both activities, including flat terrain, temperate climate, and attractive scenery.

However, there are also obstacles to overcome, such as heavy traffic, the absence of amenities such as shade trees and sidewalks in some locations, and the lack of convenient, direct access routes between destinations.

### Bikeway Plan

In 1997, the City of San Leandro adopted a Bikeway Plan to address deficiencies in the City's bikeway system and make cycling more viable and enjoyable. The Plan included a route map, bicycle circulation policies, and implementation strategies, with the ultimate goal of developing an interconnected 43.8-mile route system. The planned bikeway network is shown in Figure 4-1.

The Bikeway Plan includes design standards for the following three types of facilities:

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

Several corridors have been identified as priority areas for bikeway improvement. These corridors connect residential neighborhoods with the shoreline and hills, BART, schools, shopping areas, and bike lanes in adjacent cities. To improve rider safety, the routes generally avoid arterial streets.

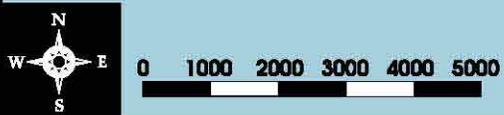
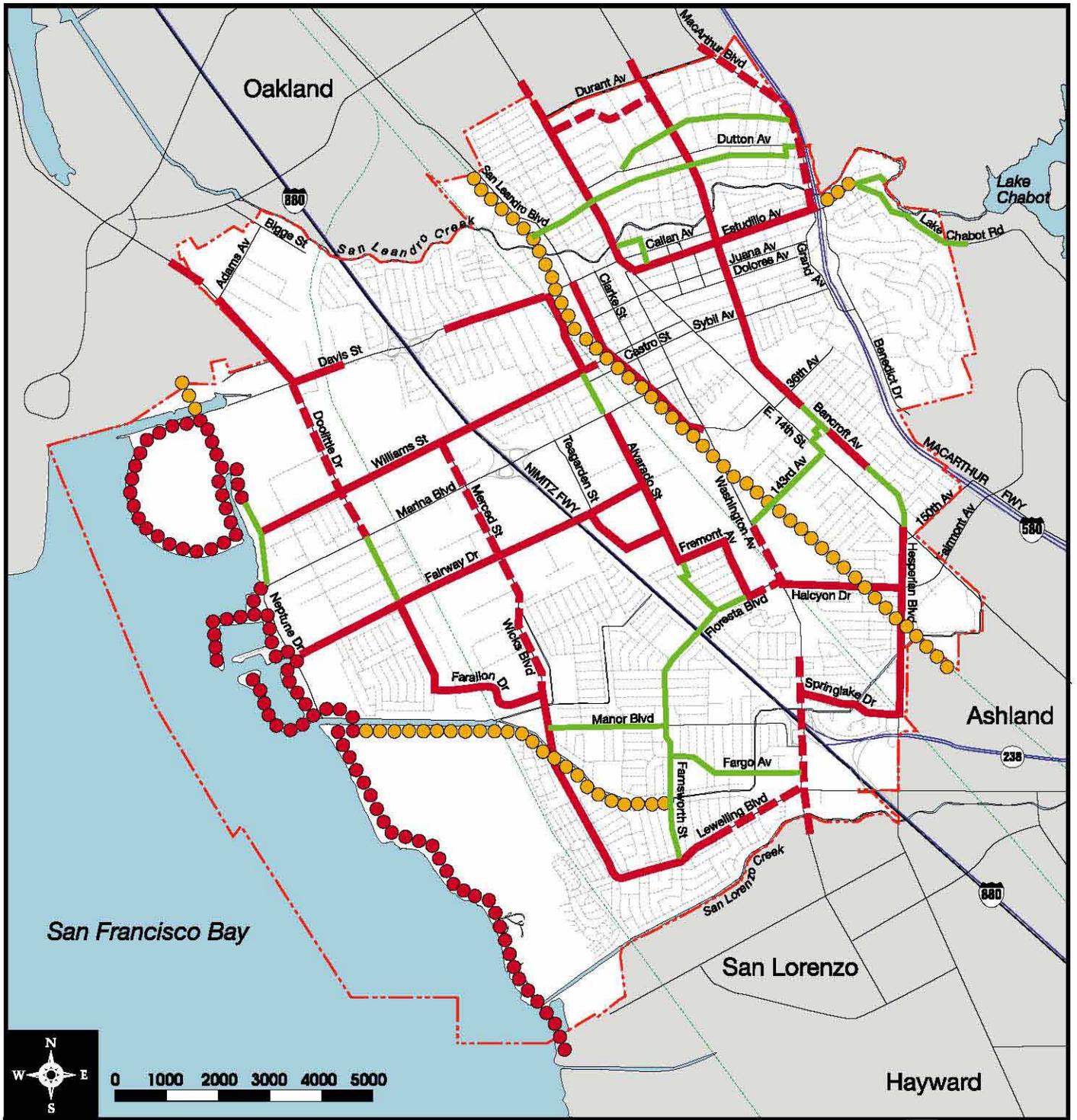
### Prospects for the Future

Based on recreational trends and local demographics, San Leandro can support an expanded bicycle system. More than a quarter of the City's employed residents work within the City and about 80 percent of all San Leandro students attend schools in their area of residence. Interest in casual, recreational bicycling and endurance riding for physical fitness continues to be high.

The policies and actions in the San Leandro General Plan are consistent with the 1997 Bikeway Plan and support bicycling as a viable alternative to the automobile. Key General Plan objectives are to improve bicycle safety, encourage bicycle use, and provide bicycle parking at community facilities and major shopping and employment centers.

The City of San Leandro is also pursuing educational, promotional, and safety improvements related to bicycle travel. Its educational programs teach bicycle safety and rules of the road. Its promotional programs include events such as bicycle races and tours. Safety improvements include special bicycle crossings (including signalized crossings) near schools, and pavement maintenance programs that minimize the risk of accidents. Quarterly sweeping of bicycle trails, volunteer maintenance, and a maintenance log of hazardous conditions are all recommended. Finally, a comprehensive signage system is recommended so that bikeways are clearly marked and easy to navigate.

Completion of the Bikeway Plan was an important step toward qualifying for capital improvement funds under a number of state and federal programs. State funds are provided under the Transportation Development Act (TDA), the Transportation Funds for Clean Air Act, and the California Bicycle Lane Account. Local funding may be provided through development impact fees and the local capital improvement program budget. Trail and bikeway improvements may also be funded by the Regional Park District, and may be incorporated as expenditure items in local bond measures.



**LEGEND**

●●● Class I Existing Bike Paths	●●● Class I Proposed Bike Paths
— Class II Existing Bike Lanes	— Class II Proposed Bike Lanes
— Class III Existing Bike Routes	

# BIKEWAY PLAN

FIGURE 4-1

Additional bikeway improvements are planned within the Downtown and BART Station Areas. Figure 12 of the Downtown TOD Strategy should be consulted for further detail.

San Leandro General Plan Update, 2002





### **Pedestrian Facilities**

Most San Leandro streets include sidewalks, and many parts of the City provide an environment that is conducive to walking. This is especially true in older neighborhoods and on Downtown streets. There are other areas in San Leandro that are less accommodating, despite the presence of sidewalks and crosswalks. These include many of the City's commercial thoroughfares, neighborhood shopping centers, and industrial districts.

Thoroughfares like San Leandro Boulevard and East 14th Street were designed for vehicle convenience and speed. Pedestrians on these streets may feel intimidated by high volumes of fast-moving traffic, along with the fumes and noise associated with such traffic. The City is taking steps to create a more hospitable environment for pedestrians in these areas through streetscape improvements and updated design standards. Such improvements are a key part of the Downtown Plan and Urban Design Guidelines and the Central San Leandro/BART Area

Revitalization Strategy. They include wider sidewalks, street trees, decorative streetlights, and safer crosswalks.

### **Public Transit**

San Leandro is served by BART and AC Transit. The City's two BART stations are located just west of Downtown and at Bayfair Mall. More than 8,000 passengers a day arrive and/or depart from each of these stations. Direct service is provided from San Leandro's stations to San Francisco, Oakland, Fremont, Richmond, and Dublin/Pleasanton. Connecting service is provided to Concord/Pittsburg.

The AC Transit system consists of commuter bus service to San Francisco and local buses which link San Leandro neighborhoods and business districts to destinations throughout the East Bay, including



BART. Some of AC Transit's busiest service corridors cross San Leandro. Daily ridership on the East 14th Corridor was over 23,000 passengers a day in 2000. Buses also carried over 11,000 passengers a day on the Bancroft corridor and 9,000 passengers a day on the MacArthur corridor. Ridership on both BART and AC Transit has been increasing during the past few years and continued growth is projected.

During the next 15 years, San Leandro will work with BART and AC Transit to achieve local service improvements. A major focus of this effort will be to improve connections between the two modes so that they complement each other and work in tandem. The key initiatives are described below.

### **BART Improvements**

BART improvements should maximize the convenience and ease of using the Downtown and Bayfair stations. The Focus Area discussions in Chapter 3 highlight the specific design changes proposed at each station (see pages 114 and 115.)

To fully capitalize on the substantial investment that has been made in the BART system, San Leandro's stations must be regarded as more than simply places to board the train. There should be safe walkways for pedestrians, clean comfortable waiting areas for passengers, and well-marked physical connections between each transportation mode. The design and layout of the stations should accommodate the special needs of persons with disabilities, and should provide clear directional and schedule information. Timed bus and shuttle transfers should minimize delays and waiting time. Land around the stations should be developed in a way that promotes transit use and station access.

The availability of parking is an ongoing issue around both of San Leandro's BART Stations, particularly the Downtown Station. The San Francisco International Airport extension and the proposed San Jose and Livermore extensions have the potential to impact ridership and parking patterns in San Leandro. BART is exploring strategies to ensure that the station lots are not used for long-term parking and avoid potential spillover impacts on nearby neighborhoods when the SFO extension opens. The City will need to continue to work closely with BART to develop effective parking strategies for the station areas, improve feeder bus service, achieve the design changes described above, and promote transit-oriented development on surrounding properties.

### **AC Transit Improvements**

Plans and programs are currently being developed by the AC Transit District to improve bus service in San Leandro. The District is preparing a Comprehensive Service Plan that will evaluate the mid-County area including San Leandro, San Lorenzo, Castro Valley, and Hayward. The Plan is expected to propose upgraded service based on public comment, the location of new development, and expected changes in local and regional travel patterns.

The City is also working with Caltrans and AC Transit to develop a signal pre-empt program for buses. This program provides preferential treatment for buses at traffic signals, allowing more timely and reliable performance during the peak hours. Future changes could include global positioning systems and automated bus schedule information at passenger waiting areas. AC Transit is also conducting a Major Investment Study (MIS) for the East 14th corridor between Downtown Oakland and Bayfair. This Study has considered a range of alternatives, from improved bus service to the construction of light rail. The preferred alternative is a "smart bus" system that would provide faster and more frequent buses along the corridor.

Although the City does not control bus service and operation, there are many ways that San Leandro can encourage improvements to the system. One of the most important is to create a street environment where transit users feel safe and comfortable, and where buses may operate efficiently. Bus shelters

should be clean, attractively designed, well-lighted, and well maintained. Local design standards for streets with frequent bus service should accommodate bus pullouts, and passenger amenities. Parking regulations on these streets should be strictly enforced to minimize bus lane obstructions. In a similar vein, the City should require new development along major transit corridors to include features that support transit use, such as requiring building entrances to face the street rather than rear parking lots.

The City is particularly interested in improving AC Transit feeder service to the BART Stations from San Leandro neighborhoods and business districts. This could include flexible routing for some of the bus lines, smaller buses to allow broader service coverage, and expanded shuttle service to the City's industrial districts and shopping areas. The coordination of AC Transit and BART schedules is one of the most critical elements, as quick transfers provide one of the best incentives for ridership.

San Leandro is also committed to working with AC Transit to serve the needs of elderly, disabled, and student passengers. With one of the highest percentages of elderly residents in Alameda County, these needs are substantial. There are over 2,000 San Leandro residents with mobility limitations, and many of these individuals rely on the bus to meet day-to-day needs. Although all AC Transit buses are wheelchair equipped and have kneeling features, there may still be obstacles to convenient use. For persons unable to use the conventional buses, the City's Recreation and Human Services Department works with AC Transit and BART to provide door to door paratransit service.

## Shuttles, Carpools, and Vanpools

Several large employers in San Leandro operate independent private shuttles to and from the Downtown BART Station. The idea of pooling resources and combining these shuttle services into a larger, coordinated system is being promoted as a way of improving operating efficiency and serving new passengers. A recent feasibility study reported that there were 11,400 potential shuttle users in the West San Leandro business district alone. Only a fraction of this potential has been tapped. A two-year pilot program developed by the City and Chamber Commerce is presently being implemented to test the effectiveness of expanded shuttle service.

Expanded shuttles would provide a number of important benefits. In addition to reducing congestion, shuttles can provide an incentive to attract new businesses to the City and a means of increasing access to the job market for people with limited transportation options. Careful routing and scheduling can ensure that the system complements, rather than competes with, the existing service provided by AC Transit.

Ultimately, shuttles could be expanded to serve residential areas as well as businesses. Opportunities to partner with local social service providers also might be explored, providing expanded service for special needs populations while assisting local employees and residents. Shuttle service between employment centers and other destinations in the City, such as Downtown and Bayfair Mall, also could be explored. The concept of public-private partnerships could make shuttle service more viable, with the City working with AC Transit and the private sector to coordinate operations.

The City is also supportive of ridesharing and vanpooling programs by local employers and institutions. Several large employers—including the City itself—provide preferential parking for carpools. Local employers are encouraged to develop incentive programs, such as transit vouchers, which encourage employees to seek alternatives to driving. In addition, the Alameda County Congestion Management Agency offers a “guaranteed ride home” (voucher) program to employees who carpool or use public transit.



## Automobiles

Automobiles are the primary form of transportation in San Leandro. The census reported that 90 percent of San Leandro's households owned at least one car and over 50 percent had two or more cars.

San Leandro's road system consists of freeways, arterials, collectors, and local streets. As indicated below, these classifications are used to describe the different functions and design criteria for each type of street. Figure 4-2 shows San Leandro's road system using these designations. Table 4-1 indicates the average daily traffic volumes on San Leandro streets in the most recent year of record.



On an average day in 1990, motorists in the I-880 corridor spent a cumulative total of 10,670 hours in traffic delays. By 2020, this figure is expected to reach 26,764 hours, an increase of 151 percent\*. The only way to effectively manage regional congestion is to make public transit a more viable alternative.

\*Source: 1998 Regional Transportation Plan, MTC

### Freeways

Freeways are limited access multi-lane roadways that accommodate trips from one part of the region to another. All access is ramp controlled and grade-separated, allowing these roadways to carry large volumes of traffic at relatively high speeds. No direct access is provided to adjacent properties. Freeway design, operation, and maintenance is the responsibility of the California Department of Transportation (Caltrans). San Leandro's freeways—Interstates 880, 580, and 238—provide the major road links between the City and the rest of the Bay Area.

### Arterials

Arterials serve as the basic network for through-traffic in and around San Leandro. They provide connections between the freeways and major destinations in the City and carry cross-town and commercial traffic. Arterial streets generally provide direct access to adjacent land uses, although access may be restricted by medians and dividers. Curb cuts for driveways are limited to essential points and curb parking may be restricted where lane capacity is needed. Depending on adjacent land uses and traffic volumes, arterials may be two, four, or six lanes. Turning bays for left and right turns may be provided and major intersections are signalized.

Arterials may traverse residential neighborhoods as well as commercial and industrial areas. Because homes and apartments tend to be more susceptible to the negative impacts of traffic than business districts, different design standards and traffic management strategies may apply to residential arterials.

Caltrans is responsible for the design, operation and maintenance of three arterials in San Leandro—East 14th Street (Route 185), Doolittle Drive north of Davis Street (Route 61), and Davis Street from Doolittle to East 14th Street (Route 112). These are referred to by Caltrans as Tier 2 highways. The City of San Leandro is responsible for the other arterials in the City. Examples include Washington Avenue, San Leandro Boulevard, and Marina Boulevard.

**Table 4-1 Average Daily Traffic Volumes (ADT) on San Leandro Streets**

Street	Segment	ADT	Year
<b>Alvarado</b>	Thornton to Marina	5,700	1997
	Marina to Fremont	13,300	1997
<b>Bancroft</b>	Durant to Dutton	15,400	1999
	Dutton to Estudillo	21,600	1999
	Estudillo to 136th	14,200	1999
	136th to East 14th	8,800	1999
<b>Callan</b>	East 14th to Bancroft	20,700	1998
<b>Davis</b>	West of Doolittle	7,500	1997
	Doolittle to I-880	37,000	2000
	I-880 to San Leandro Blvd.	30,000	2000
<b>Doolittle</b>	Adams to Davis	29,200	1997
	Davis to Marina	18,600	1997
	Marina to Fairway	13,000	1997
	Fairway to Farallon	8,500	1997
<b>Dutton</b>	East 14th to MacArthur	8,400	1997
<b>East 14th</b>	Durant to Davis	22,700	2000
	Davis to San Leandro Blvd.	18,750	2000
	San Leandro Blvd. to Hesperian	21,800	2000
	Hesperian to Fairmont	24,900	2000
<b>Estudillo</b>	East 14th to Bancroft	11,900	1998
	Bancroft to MacArthur	15,400	1999
	MacArthur to Lake Chabot	4,600	1997
<b>Fairmont</b>	Hesperian to East 14th	18,600	1997
<b>Fairway</b>	Doolittle to Merced	11,500	1997
	Merced to I-880	10,300	1997
<b>Farnsworth</b>	Lewelling to Manor	4,000	1997
	Manor to Corvallis	8,600	1997
<b>Floresta</b>	Corvallis to Fremont	10,300	1997
	Fremont to Washington	16,700	1997
<b>Halcyon</b>	Washington to Hesperian	20,800	1997
<b>Hesperian</b>	East 14th to Halcyon	18,600	1997
	Halcyon to Bayfair	25,700	1997
	Bayfair to 238	28,000	1998
<b>Lewelling</b>	Wicks to Farnsworth	9,600	1997
	Farnsworth to Washington	17,100	1997
	Washington to Hesperian	16,400	1997
<b>MacArthur</b>	Durant to Dutton	11,600	1997
	Dutton to Estudillo	9,700	1997
	Doolittle to I-880	37,000	2000
<b>Manor</b>	Wicks to Kesterson	8,300	1998

Street	Segment	ADT	Year
<b>Marina</b>	Neptune to Doolittle	8,000	1997
	Doolittle to Merced	21,500	1997
	Merced to I-880	47,500	1997
	I-880 to Alvarado	29,600	1997
	Alvarado to San Leandro Blvd.	20,900	1997
<b>San Leandro Blvd.</b>	Park St. to Davis	16,800	1997
	Davis to Washington	15,700	1997
	Washington to East 14th	13,000	1997
<b>Sybil</b>	Bancroft to Grand	6,100	1996
<b>Washington</b>	West Juana to . San Leandro Blvd	8,000	1998
	San Leandro Blvd. to Halcyon	20,300	1997
	Halcyon to Lewelling	17,000	1997
	Merced to Farallon	10,300	1997
<b>Wicks</b>	Farallon to Manor	12,800	1997
	Manor to Lewelling	8,600	1997
	Merced to I-880	10,300	1997
	Doolittle to Merced	7,000	1997
<b>Williams</b>	Merced to San Leandro Blvd.	9,300	1999
	San Leandro Blvd. to Washington	2,700	1998
<b>143rd</b>	Washington to East 14th	6,100	1998
<b>150th</b>	East 14th to I-580	14,800	1997

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





## Collectors

Collectors carry moderate amounts of traffic between local streets and the arterial system. Average daily traffic volumes are generally less than 10,000 vehicles per day. As with arterials, collectors in residential areas may be subject to different design standards and traffic management strategies than those in commercial and industrial areas. Residential collectors are typically two lanes, with curb parking and traffic signals at major intersections. Depending on volume, intersections with other collectors may be controlled by four-way stops. Examples of collector streets include Springlake Drive, Teagarden Street, and Farnsworth Street.

## Local Streets

Local streets are low-speed roadways that link individual parcels to collector streets. They typically accommodate one traffic lane and one parking lane in each direction. With the exception of a few private streets, the City of San Leandro is responsible for the design, operation, and maintenance of all local streets.

## Trucks

Trucks comprise a relatively small percentage of the vehicles on San Leandro streets, but have a major impact on traffic patterns and roadway needs. Many of San Leandro's businesses depend on efficient and convenient truck access. To facilitate truck traffic and avoid neighborhood conflicts, the City has designated certain thoroughfares as truck routes. These are shown in Figure 4-3.

Despite the designation of truck routes, problems with truck traffic on residential streets may still occur. Considering the location of the freeways and the proximity of industrial and residential uses in San Leandro, these problems are difficult to avoid. The California Vehicle Code allows trucks to use virtually any street to make deliveries, making enforcement of truck routes more difficult. Problems may also arise due to overnight truck parking near residential areas. Truck parking is currently regulated by ordinance and is prohibited along truck routes, on residential streets, and in locations where unsafe reductions in sight distances or travel lane widths result.

In 1999, the West San Leandro Plan identified trucks as the top neighborhood concern in that area, prompting a recommendation that the City develop a proactive and far-reaching policy for managing truck traffic. A combination of capital improvements, regulatory changes, and public information will be required to address the issue effectively. Several programs are underway and more are planned.

Capital improvements include the upgrading of several intersections in industrial districts to accommodate the turning radius requirements of larger trucks. Regulatory changes include ordinance revisions regarding truck parking and additional enforcement of truck route and parking regulations. Public information improvements include additional signing of designated routes and additional signing of areas where truck parking or weight limit restrictions apply. Local businesses and truckers should be kept informed of where truck routes are located and where truck parking is permitted. Other changes might include revisions to the City's truck route map, possibly placing weight limits on truck routes in residential neighborhoods.

## Railroads

San Leandro is served by three major rail lines, linking local industrial areas with the Port of Oakland, other West Coast markets, and the rest of the state and nation (see Figure 4-3). The rail lines were formerly independently operated but have been consolidated under the ownership of Union Pacific (UPRR). Spurs from each railroad provide service to industrial developments in Central and West San Leandro.

The railroads cross arterial and collector streets at locations throughout the City, most of which are equipped with warning bells and crossing guards used to detain vehicles when trains pass. Vehicle and pedestrian safety has been an on-going issue at these crossings. Several recent fatalities have pointed out the urgent need for ongoing driver, bicyclist, and pedestrian education.



## **AMTRAK**

San Leandro is located along AMTRAK's Capitol Corridor, with service from San Jose to the Sacramento area and connecting service to the interstate rail system. The City is also on the Coast Starlight route serving the U.S. West Coast. Although AMTRAK trains pass through San Leandro, the nearest stops are in Oakland and Hayward. The possibility of a Capitol Corridor stop in San Leandro has been discussed, with the probable location being adjacent to the

Downtown BART Station on Davis Street. This concept should continue to be explored in the future.

## **Airports**

There are no airports within the City limits of San Leandro. However, air space over the City has become more congested as air traffic to and from the region's airports has increased. The major commercial airline approaches to Oakland Airport's runways are located just west of the San Leandro shoreline, while non-scheduled general aviation flights to Oakland's North Field fly over much of the developed part of the City. Hazards associated with air traffic are discussed in the Environmental Hazards Element of the General Plan.

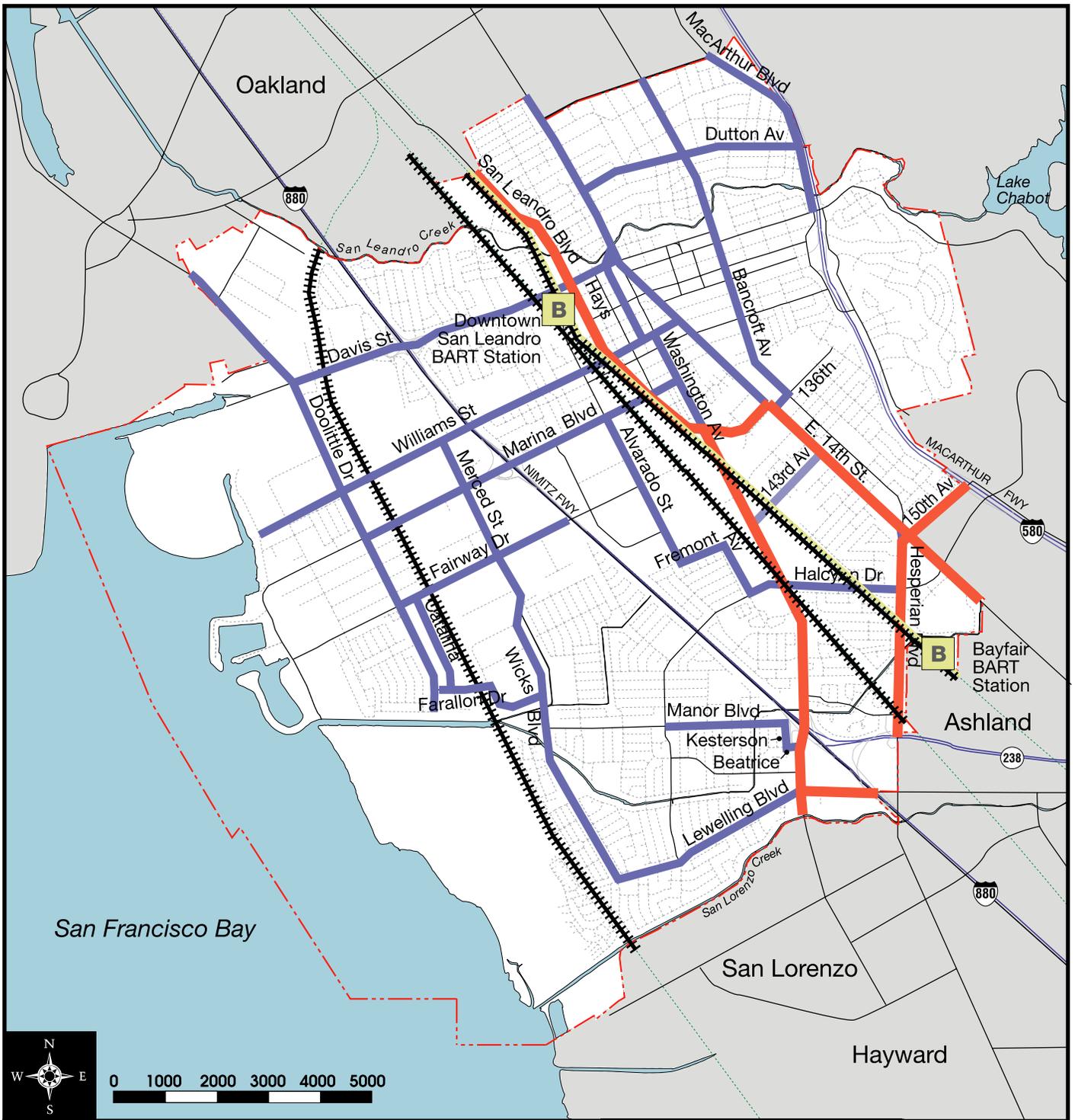
## **Water Transportation**

Although there is currently no transbay ferry service from San Leandro, the idea is gaining popularity. A 1998 poll found that 82 percent of Bay Area residents favored the concept, and surveys conducted during the General Plan update found similar high levels of support among San Leandro residents.

In 1999, a regional task force appointed by the Bay Area Council and Bay Area Economic Forum concluded that the Bay Area could support a world-

There are only two grade-separated crossings in the City—the Maltester-Polvorosa overpass on West Davis Street and the Washington Avenue underpass just south of San Leandro Boulevard. New grade-separated crossings at Davis, Marina, Hesperian and other major thoroughfares would be desirable but are not likely to be built in the near future because of design and funding constraints. Caltrans provides grants for such projects, contingent on completion of a plan addressing the design of the project, acquisition of right-of-way, relocation of businesses, and resolution of any related issues. The application process is extremely competitive, with only four or five projects funded each year. In the event that funding is obtained, a priority should be placed on reconstructing the Washington Avenue underpass to provide wider travel lanes, better lighting, and bicycle lanes.

The consolidation of railroad ownership by Union Pacific raises the possibility that one of the City's three main lines could become redundant and might one day be available for conversion to a new use. Although the UPRR has no plans to dispose of surplus right of way at this time, this possibility could create exciting opportunities for the City. Possible uses could include a linear park and bikeway, or even a high-speed rail corridor between the Bay Area and southern California. The City should stay apprised of changes in railroad policy and explore future opportunities for trails, safety improvements, and reductions in traffic delays on San Leandro streets.



**LEGEND**

- Through Truck Routes
- Local Truck Routes
- Railroads
- B BART station
- BART line

**TRUCK ROUTES/  
RAILROADS**

FIGURE 4-3

San Leandro General Plan Update, 2002



class high speed water transit system. The task force identified the San Leandro Marina as one of the most viable locations around the Bay for future service. The system envisioned includes ferries running from the San Leandro Marina to San Francisco and Redwood City, and possibly to Oyster Point (South San Francisco), San Francisco Airport, and other locations in the South Bay. Compared to other Bay Area marinas, the environmental impacts of a ferry terminal in San Leandro were rated as being low to marginal.

The City favors continued study of ferry service in the future. A San Leandro ferry landing could benefit local commuters and would be consistent with the City's long-range vision for the Marina as a City showcase. However, all proposals must be carefully evaluated to ensure that they do not place an untenable financial burden on the City, have negative impacts on BART or AC Transit ridership, or compromise recreational and environmental resources at the Marina. The impact of ferry-bound vehicle traffic and parking on the Marina and surrounding neighborhoods is a concern that would need to be thoroughly addressed before service could be initiated.



## **D. TRAFFIC FORECASTS AND PLANNED IMPROVEMENTS**

One of the most important criteria for developing the policies and actions in the Transportation Element was an evaluation of existing and projected traffic conditions on San Leandro streets. Using a computerized traffic model, traffic forecasts for

2015 were developed and evaluated. The forecasts consider the type and quantity of development that will occur in the City during the next 15 years based on the General Plan Map and General Plan policies. They also take into consideration increases in background traffic resulting from growth in the Bay Area and development in nearby cities that may affect San Leandro streets. Additional detail on the traffic analysis is included in the General Plan Environmental Impact Report.

Additional traffic forecasts were prepared as part of the environmental analysis for the 2007 Downtown TOD Strategy. However, the TOD Strategy has a longer time horizon (2030) and incorporates additional assumptions about development and transportation improvements beyond 2015. The TOD Environmental Impact Report (EIR) may be consulted for additional information on longer-range forecasts and mitigation measures in the Downtown and BART Station areas.

The greatest projected traffic increases are in areas where employment growth is projected, particularly in the West San Leandro and South of Marina areas, and in the vicinity of the Downtown BART Station. Between 2000 and 2015, traffic volumes during the evening peak hour are projected to increase by more than 50 percent on sections of Davis Street, Marina Boulevard, Merced Street, Fairway Drive, Washington Avenue, Williams Street, and San Leandro Boulevard. More moderate increases—in the range of 10 to 30 percent—are expected in the eastern part of the City and in the Manor and Floresta areas.

### **Level of Service**

Traffic conditions are described in terms of “level of service,” or LOS. The LOS for a given street or intersection indicates the extent of congestion that results as different volumes of traffic pass through. LOS is defined with letter grades from “A” to “F.” LOS A indicates free-flow traffic conditions with little or no delay experienced by motorists. LOS F describes very congested conditions where traffic flows exceed design capacity. Table 4-2 provides a definition of each LOS grade.

In Year 2000, most roads in San Leandro were operating at LOS D or better. Only three intersections were found to be below LOS D. These were the intersection of Dutton and East 14th Street, which operates at LOS E during the evening peak

**Table 4-2 Level of Service Interpretation**

LEVEL OF SERVICE	VEHICLE DELAY (IN SECONDS)		RATIO OF VOLUME TO CAPACITY(V/C) (FOR FREEWAYS)	DESCRIPTION
	Signalized Intersections	Unsignalized Intersections		
A	<5	<5	0-.28	Free Flow/ Insignificant Delays
B	5-15	5-10	.29-.45	Stable Operation/ Minimal Delays
C	15-25	10-20	.46-.67	Stable Operation/ Acceptable Delays
D	25-40	20-30	.68-.85	Approaching Unstable/ Tolerable Delays
E	40-60	30-45	.85-.99	Unstable Operation/ Significant Delays
F	>60	>45	>1.00	Forced Flow/ Excessive Delays (jammed)

Source: Fehr and Peers Associates, 2001

hour, and the intersections of Marina Boulevard at the northbound and southbound I-880 ramps, which operate at LOS F during the morning and evening peak hours. The congestion at these intersections tends to be of limited duration, with operations becoming stable again shortly after the peak hour.

For planning purposes, the City has established LOS D as the minimum acceptable service level for intersections (see Policy 16.02). LOS D may only be exceeded where the following circumstances exist:

- Road improvements are not possible because the necessary right-of-way does not exist and cannot be acquired without significant impacts on adjacent buildings and properties.
- The intersection or road segment is in a pedestrian district, such as Downtown, where the priority is on pedestrian, bicycle, and public transit access rather than vehicle traffic.

At the present time, LOS E has been deemed acceptable at the intersection of Davis Street and San Leandro Boulevard for the reasons stated above. A variety of improvements will still need to be pursued at this intersection so that traffic does not deteriorate to LOS F.

Table 4-3 illustrates the existing (2000) and projected (2015) levels of service at major intersections in San Leandro. Provided that the improvements discussed in the next section are made, all of the intersections shown in the table are projected to operate at LOS D or better in 2015 except for the one noted above.

The City has not adopted LOS standards for the freeways since they are not under local jurisdiction. However, LOS E and F conditions have been projected by the Alameda County Congestion Management Agency (CMA) for I-880 in San Leandro. The Metropolitan Transportation Commission (MTC) projects a 151 percent increase in congestion on the I-880 Corridor between 1990 and 2020. State legislation requires the CMA to monitor and improve freeways if they drop below LOS E. Because there is no room for additional lanes in San Leandro’s I-880 corridor, future improvements will need to emphasize the diversion of trips to public transit and other transportation modes.

Although a large share of the vehicles on the freeway are just “passing through” San Leandro, such traffic can significantly impact City streets. When traffic jams occur, vehicles may divert off of the freeways seeking less congested routes such as Hesperian Boulevard and 150th Avenue. This not only affects arterials, but can also impact neighborhood streets as drivers unfamiliar with San Leandro attempt to navigate their way across town. The CMA, MTC, Caltrans, and other transportation agencies are presently exploring the application of intelligent transportation systems technology to address this issue. This technology uses center-to-center communication, radio broadcasts, video, and digitally-updated signs to help motorists find the quickest route to their destinations.

**Table 4-3 Levels of Service at Major San Leandro Intersections, 2000 and 2015**

NORTH-SOUTH STREET	EAST-WEST STREET	2000		2015 <sup>1</sup>	
		AM	PM	AM	PM
<b>East 14th St.</b>	<b>Dutton Ave.</b>	B	E	<b>C</b>	<b>D</b>
<b>East 14th St.</b>	<b>Davis St.</b>	B	C	<b>C</b>	<b>D</b>
East 14th St.	San Leandro Blvd.	B	C	B	C
East 14th St.	Hesperian/Bancroft	B	C	B	C
<b>MacArthur Blvd.</b>	<b>Estudillo Ave.</b>	C	D	<b>C</b>	<b>D</b>
Bancroft Ave.	Dutton Ave.	B	C	B	C
Hesperian Blvd.	150th Ave.	B	B	B	B
<b>Hesperian Blvd.</b>	<b>Halcyon/Fairmont</b>	C	D	<b>C</b>	<b>D</b>
Hesperian Blvd.	Springlake Dr.	B	B	B	B
Washington Ave.	Lewelling Blvd.	C	D	C	D
Washington Ave.	Springlake Dr.	B	B	B	B
Washington Ave.	Halcyon/Floresta	C	C	C	C
<b>Washington Ave.</b>	<b>San Leandro Blvd.</b>	B	C	<b>C</b>	<b>C</b>
<b>San Leandro Blvd.</b>	<b>Marina Blvd.</b>	D	D	<b>C</b>	<b>D</b>
<b>San Leandro Blvd.</b>	<b>Davis St.</b>	C	C	<b>C</b>	<b>E</b>
Alvarado St.	Davis St.	B	B	B	D
Alvarado St.	Williams St.	B	B	C	D
Alvarado St.	Marina Blvd.	B	B	C	D
Teagarden St.	Marina Blvd.	B	C	B	C
I-880 NB	Davis St. Ramps	B	B	B	D
<b>I-880 SB</b>	<b>Davis St. Ramps</b>	B	B	<b>D</b>	<b>D</b>
<b>I-880 NB</b>	<b>Marina Blvd. Ramps</b>	A	F	<b>C</b>	<b>D</b>
<b>I-880 SB</b>	<b>Marina Blvd. Ramps</b>	F	F	<b>C</b>	<b>D</b>
<b>I-880 NB</b>	<b>Washington Ave. Ramps</b>	C	B	<b>D</b>	<b>B</b>
<b>I-880 SB</b>	<b>Washington Ave. Ramps</b>	C	C	<b>B</b>	<b>C</b>
<b>Phillips Lane</b>	<b>Davis St.</b>	B	C	B	D
Timothy Dr.	Davis St.	B	B	B	B
Doolittle Dr.	Davis St.	D	C	D	D
Doolittle Dr.	Marina Blvd.	C	C	D	D
<b>Merced St.</b>	<b>Marina Blvd.</b>	D	D	<b>C</b>	<b>D</b>
<b>Merced St.</b>	<b>Fairway Dr.</b>	C	C	<b>D</b>	<b>D</b>

Notes:

<sup>1</sup>The LOS shown here will only be achieved if the improvements listed in Table 4-4 are completed. Those intersections noted with in boldface print will deteriorate to unacceptable service levels if these improvements are not made.

Source: Fehr and Peers Associates, 2001

**Table 4-4 Planned Street Improvements in San Leandro, 2000-2015**

<b>Project</b>	<b>Funding Source</b>	<b>Timing</b>	<b>Lead Agency</b>
Widening of I-238 from four to eight lanes (CMP)	Measure B	2003	Caltrans
Widening of Marina Blvd. to six lanes from Teagarden Street to San Leandro Blvd.	Federal and/or State Grants	2003-2004	City of San Leandro
Southern extension of Westgate Parkway to Williams Street (CMP)	Measure B	2004	City of San Leandro
Geometric improvements and signal interconnects at the East 14th/Hesperian/150th Ave "triangle." (CMP)	Measure B	2005	City of San Leandro
I-880 ramp improvements at Washington Avenue and Beatrice Avenue. (CMP)	Caltrans	2003	Caltrans
New southbound right turn lane from Hesperian to Lewelling, and additional westbound lane to I-238 on-ramp. (CMP)	Measure B	2003	City of San Leandro
West San Leandro Plan Improvements: <ul style="list-style-type: none"> <li>■ Improve Eden Road and extend west/southwest to Davis Street.</li> <li>■ Signalize the Eden/Doolittle intersection</li> <li>■ Extend Polvorosa Avenue west from Aurora to Neptune</li> <li>■ Terminate Aurora and Neptune in cul-de-sacs north of Williams (to prevent through-truck traffic)</li> </ul>	DFSI Grants Redevelopment Project Funds	By 2010	City of San Leandro
Intersection and signal timing improvements at the following City street intersections: <ul style="list-style-type: none"> <li>■ Dutton Av./East 14th St.</li> <li>■ Davis St./San Leandro Blvd.</li> <li>■ Davis St./East 14th St.</li> <li>■ Davis St./Phillips Ln.</li> <li>■ Williams St./Alvarado St.</li> <li>■ San Leandro Blvd./Washington Av.</li> <li>■ I-880/Washington Av.</li> <li>■ Marina Blvd./Merced St.</li> <li>■ Marina Blvd./I-880</li> <li>■ Marina Blvd./Alvarado St.</li> <li>■ Estudillo Av./MacArthur Blvd.</li> <li>■ Hesperian Blvd./Halcyon</li> </ul>	DFSI Redevelopment Project Funds	Depends on Development impacts	City of San Leandro

Source: City of San Leandro, 2001

## Planned Improvements

Maintaining the adopted levels of service on City streets will require a combination of capital improvements, land use strategies, and traffic management measures. Although road widening is planned in a few cases, most of the improvements address the coordination and timing of signals and the addition of turn lanes at intersections. Additional improvements are aimed at making transit use and pedestrian and bicycle travel more viable in the City.

Table 4-4 identifies the improvements that will be needed by 2015. Some of the projects will be funded through the Alameda County Congestion Management Program (CMP) using the half-cent sales tax extension approved by County voters in November 2000 (Measure B). Others are linked to the development of certain areas and will need to be funded through future impact fees and Capital Improvement Programs. The City presently collects a Development Fee for Street Improvements (DFSI)

when new residential, commercial, and industrial development is approved. The DFSI will continue to be collected and directed to the projects listed in Table 4-4, as well as other road improvements deemed necessary as individual projects are proposed.

The City also applies for state and federal funds for capital improvement projects. Potential sources include the State Transportation Improvement Program (STIP) grants and the federal Transportation Equity Act for the 21st Century (TEA-21) grants. Additional gasoline taxes also have been explored as a possible funding source. However, such taxes generally require two-thirds voter-approval and may be difficult to pass.

### **Signalized Intersection Improvements**

There are 77 signalized intersections in San Leandro. Of these, 20 are located on roads owned and operated by Caltrans (Davis, Doolittle north of Davis, and East 14th). The City is in the process of installing a computerized signal control system to improve traffic flow on San Leandro streets. Signals on major roadways are being programmed so that they are “in sync” along a given road segment. Video cameras are being installed at the signalized intersections to monitor traffic conditions and identify where and when adjustments to the system are needed. Cooperation and coordination with Caltrans is essential to ensure that State-operated facilities are properly integrated into this system.

The signal timing program is being implemented concurrently with the placement of underground fiber optic cabling along the designated routes. The fiber optic system will not only enable the signals to operate efficiently, it will also provide the capacity for improved communications systems throughout the City. Schools, businesses, and even residences will ultimately benefit from the fiber optic network.

The General Plan traffic analysis found that capital improvements will be required at about a dozen signalized intersections to maintain adopted levels of service. The improvements include the addition of turning lanes, increasing signal cycle length, adjusting signals to allow overlapping turns, and adding turn arrows. These changes will be implemented gradually, as development and redevelopment occurs in the surrounding districts. As development projects are proposed and more specific plans are prepared for subareas of the City, traffic analyses should be performed to determine the appropriate timing of these improvements.

### **Road Widening and Extension Projects**

Major road widening and extension projects planned during the coming years include the Westgate Parkway extension, the widening of Marina Boulevard between Teagarden Street and San Leandro Boulevard, and the widening of I-238 between I-580 and I-880. San Leandro should continue to maintain a Master Plan of City Streets which reserves rights-of-way for these and other projects, and which provides more detail on road standards, costs, and improvement plans.



The proposed road improvements also include a series of street changes in West San Leandro. These changes were an important outcome of a community-driven planning process which, among other things, sought to address truck traffic issues and reduce conflicts between residential and industrial uses in the western part of the City. The West San Leandro projects include the reconstruction and southwesterly extension of Eden Road to Davis Street, the westerly extension of Polvorosa Avenue to Neptune Drive, and the closure of Neptune Drive and Aurora Drive on the north side of Williams Street. Funding sources for these improvements have not yet been identified, and additional traffic analysis and community input will be required before specific designs are developed.

During the next 15 years, opportunities for other road improvements in the City also may arise. One such opportunity exists at the east end of Aladdin Avenue, where the reuse of the Hudson Lumber site provides an opportunity to extend the road to San Leandro Boulevard or Washington Avenue. The Aladdin extension would relieve traffic on Marina Boulevard and provide another east-west crossing of the Union Pacific railroad. Although the extension is not currently planned, its feasibility should continue to be explored as plans for the Hudson site are developed. Traffic analyses conducted as part of the General Plan update found that the extension would improve traffic flow in a relatively small area and would be very costly to construct.

The possibility of improving railroad crossings (including replacing at-grade crossings with grade-separated crossings) also should continue to be explored in the City. In addition to the circulation benefits, grade separated crossings would have emergency access, public safety, and aesthetic benefits.

On the other hand, there are a number of road projects that would run counter to the goals of the General Plan that should not be pursued. Prior San Leandro General Plans envisioned an extension of Doolittle Drive (Route 61) through the Roberts Landing wetlands and onward to the San Mateo Bridge. This project has been dropped from

consideration because the environmental impacts have been determined to outweigh the benefits. From time to time, consideration has been given to building another Bay Bridge between northern San Mateo County and the San Leandro area. Again, the environmental impacts of a bridge—including probable traffic increases in San Leandro neighborhoods—tend to outweigh the local benefits. The City's position is that other alternatives to regional congestion should be developed before pursuing a new bridge with a touchdown point in San Leandro.

The lack of a direct cross-town (east-west) thoroughfare is expected to remain an issue in the City for the foreseeable future. In the 1950s and 1960s, plans were developed to undertake a number of cross-town roadway projects, including the extension of Marina Boulevard to join Sybil Avenue, and the extension of the I-238 Freeway west to Doolittle Drive. These projects would have been very disruptive to established neighborhoods, and ultimately were shelved. The costs and impacts of such projects would be even more substantial today. Consequently, the City will explore ways to use signage, signal timing, and lane modifications to improve east-west circulation using the existing transportation network.

## **Pavement Maintenance**

San Leandro also faces the ongoing task of keeping its roads in good operating condition. The City will continue to operate pavement management and street rehabilitation programs. These programs will be coordinated with other infrastructure projects, such as utility undergrounding and sewer/water repair, to minimize traffic disruption and ensure that maintenance funds are spent efficiently.



## **E. TRANSPORTATION AND THE URBAN ENVIRONMENT**

### **Neighborhood Traffic Management**

#### **Traffic Calming**

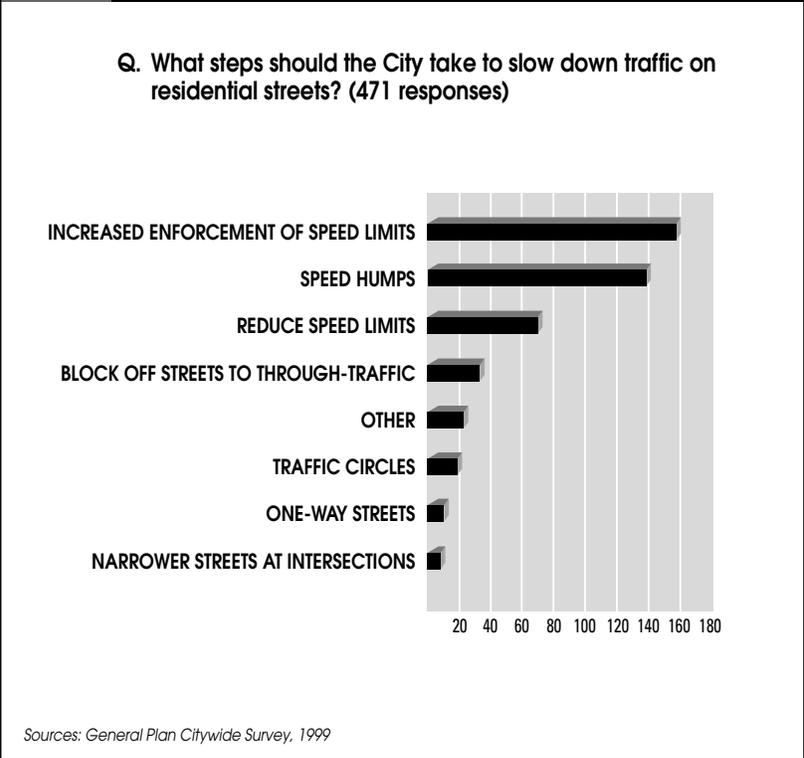
Traffic calming refers to projects that make permanent physical changes to streets to slow down traffic and/or reduce traffic volumes. Such changes are particularly helpful in two settings; first, on local streets which are used as short-cuts or bypasses to congested thoroughfares, and second, on residential streets which also serve as major thoroughfares. In the former case, speeding cars and excessive traffic may be a major problem and safety concern. In the latter case, residents may be exposed to noise, dust, and fumes which diminish the livability and ambiance of the neighborhood. Cities throughout the Bay Area have come under increasing pressure to respond to both types of concerns.

It is important that traffic calming measures reflect the unique circulation patterns and issues at each location in which they are used. To this end, it is recommended that strategies be developed at the neighborhood level rather than on a street-by-street basis. This avoids piecemeal solutions that simply displace traffic from one street to another. Traffic calming should also be considered an integral part of urban design improvements, such as street tree planting and landscaping. The two go hand in hand and are important parts of the overall effort to make San Leandro neighborhoods safer and more attractive.

The most familiar traffic calming device in San Leandro is a speed hump. The City's speed hump installation guidelines state that humps may only be considered on streets with posted speed limits of 25 or 30 miles per hour, volumes between 1,000 and 3,000 vehicles per day, and critical speeds that exceed the posted speed limits by at least six miles per hour. At least two-thirds of the residents with front or side yards on the affected street—including all of the residents who live within the extended limits of the humps themselves—must approve the installation. Humps are not permitted on designated primary emergency vehicle access routes and are discouraged on transit routes.

The 1999 San Leandro General Plan Resident Survey asked respondents if the City should take steps to reduce or slow down traffic in residential neighborhoods. Four out of five respondents (80%) said that it should. When further asked how the City should go about doing so, respondents supported increased enforcement of speed limits and possibly the use of speed humps. Other measures, such as narrowing streets at intersections or using more one-way streets were much less popular.

**CHART 4-1 Survey Findings—Traffic Calming**



On residential thoroughfares and in retail districts such as Downtown, speed humps may be infeasible due to the type and volume of traffic. In these cases, the major objective of traffic calming is not to reduce volume but rather to use visual cues such as street trees and wider sidewalks to slow drivers down. Examples of traffic calming tools in such settings include curb bulbouts, (e.g., narrowing of the pavement and widening of the sidewalks at intersections), speed platforms, medians, pavement material changes, directional signs, and roundabouts.

## Parking

Parking is another traffic management issue affecting the quality of life in San Leandro neighborhoods and the economic livelihood of the City's business districts. Addressing this issue requires reconciling competing, and not always compatible, objectives such as the need for convenient parking for local businesses, and the desire to reduce the dominance of parking lots along major streets. Parking is allowed on most streets in the City. The City itself operates a Downtown garage and a number of surface parking lots, most of which are located Downtown.

The San Leandro Zoning Code requires two non-tandem covered off-street spaces for most single family homes. Multi-family parking requirements vary depending on

the number of bedrooms per unit. For instance, a typical two-bedroom apartment requires 2.25 spaces, two of which must be covered. Some of these requirements may be revisited in the future, particularly around transit stations and along transit lines, where lower rates of auto ownership might be expected. There are currently provisions to lower parking requirements for senior housing, and to grant parking exceptions through the Planned Development (PD) process.

Residential parking shortages primarily occur in areas that were developed before the Zoning Code was adopted, and on blocks adjacent to major attractors such as BART or retail stores. Parking time limits, permit parking programs, and similar measures may be explored in the future to address parking issues.

Requirements for most commercial and industrial uses are based on the square footage and specific type of activity in the building. Parking requirements for some activities may be determined on a case by case basis through conditional use permits. The City presently allows shared, or collective parking, as a way to reduce the parking requirements for adjacent uses which may have different peak demand characteristics.

The City's parking requirements must be met when a new project is initially developed and when a structure undergoes a major alteration or enlargement. A simple change in occupancy of an existing structure only requires compliance with the parking standards when the use changes from one broad classification to another (such as from industrial to commercial). Recent amendments to the Zoning Code establish offices as a permitted use in industrial areas, provided the parking requirements are met. Other exemptions from parking standards will need to be examined closely as employment densities increase.

### Traffic Safety

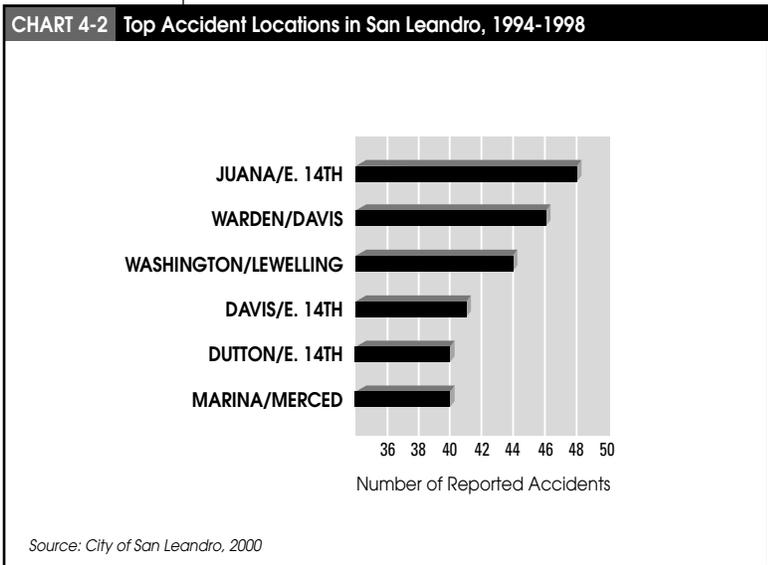
As traffic volumes in San Leandro have increased, safety has become a greater public concern. Surveys conducted as part of the General Plan Update found that many residents were concerned about speeding cars, stop sign and traffic signal violations, reckless driving, and pedestrian and bicycle safety.

The City reviews accident frequency data on a regular basis to identify where changes to the roadway system are needed. In response to this data, the City undertakes projects to improve intersection visibility, stop or slow traffic, or warn drivers of potential dangers.

Safety improvements are balanced with the need to maintain traffic flow for residents and businesses. San Leandro also has a "Suggested Route to School" program which enlists the help of children and their parents to define preferred routes between residences and nearby schools. Changes to pedestrian crossings, such as lighted crosswalks, crosswalk countdowns, and longer crossing times could be considered in the future to reduce the risk of accidents.

Traffic speed is another important aspect of roadway safety. Speed limits are posted on all collector and arterial streets in the City, and on some local streets. On those streets that receive federal funds (known as Federal Aid Routes), the speed limits must be justified every five years through an Engineering and Traffic Survey. The California Vehicle Code establishes specific criteria for how speed limits are set on Federal Aid Routes; the City may not enforce the limits if they do not meet these criteria. Thus, reducing the speed limit may not always be the most feasible course of action on a street. Vigilant police enforcement, posted signs, education programs, and traffic calming strategies should be used in conjunction with speed limits to help maintain safe streets.

San Leandro is also taking steps to make its streets safer for persons with special needs, including seniors and persons with disabilities. These include the development of ramps and curb cuts for wheelchairs, the ongoing maintenance of sidewalks, adjustments to crossing times at traffic signals, and the appropriate siting of bus shelters and street furniture to accommodate disabled persons. The use of larger lettering on City street signs also has been suggested and may be further explored in the future.



## Pedestrian-Oriented Design

One of the Transportation Element's goals is to promote development that is designed to meet the needs of pedestrians as well as automobiles. The GPAC Transportation Subcommittee strongly believed that the City should encourage site planning and architectural design that was more human in scale, and made walking a more pleasurable activity.

The goal is not to make it more difficult to drive, but rather to make highways, parking lots, and cars in general, a less dominant feature of the cityscape. For instance, the practice of siting large parking lots in front of commercial uses on many San Leandro thoroughfares has created an environment that is not very welcoming to pedestrians. Future standards for such areas should encourage the placement of parking to the rear of the lot, the siting of the storefront near the front setback line, and the orientation of the structure to the street and sidewalk. Parking lot design should emphasize landscaping, attractive lighting, and screening from nearby residential areas.

The design of new subdivisions should avoid streetscapes that are dominated by two- and three-car garages facing the street, and front yards consisting of wide driveways and parking pads. Allowances for narrower streets should be explored. On existing streets, meanwhile, urban design changes and tree planting should create an environment that is conducive to walking. Along transit lines and around transit stations, new development should be oriented in a way that encourages access to BART and AC Transit.

## F. INTERAGENCY COORDINATION

The only way to effectively manage congestion and create a more viable public transportation system in San Leandro is through cooperative efforts with other jurisdictions. Regional strategies are also essential to address the environmental effects of transportation, particularly air quality. Several agencies in the Bay Area have been created to facilitate this process, including the Metropolitan Transportation Commission (MTC), the Association of Bay Area Governments (ABAG), the Bay Area Air Quality Management District (BAAQMD) and the Alameda County Congestion Management Agency (CMA).

The 1998 Regional Transportation Plan (RTP) estimated that \$88 billion would be available during the next 20 years for transportation facilities and services in the Bay Area. More than 80 percent of these funds are earmarked to maintain and operate existing services and facilities, including freeways, local streets and public transit. About 53 percent of the total funds will be needed just to maintain and operate the existing public transit system. San Leandro must be prepared to work with MTC and the CMA to ensure that it receives its share of these funds. The City should be proactive in its dealings with these agencies, and should participate fully in discussions about how funds are allocated.

Major RTP expenditures impacting San Leandro include pavement maintenance and street rehabilitation programs, arterial improvement and signalization projects, subsidies for AC Transit and BART, bicycle/pedestrian projects, transit village projects, and transit system operational improvements. If a future increase to the fuel tax were approved by voters, other projects could include a BART to Oakland Airport connector; various road and interchange improvements; express bus service to employment centers in Southern Alameda County; and enhanced bus service on the Foothill/Bancroft corridor.

At the County level, the CMA is charged with adopting and implementing a Congestion Management Program (CMP), preparing and updating a 20-year Countywide Transportation Plan, coordinating this Plan with local funding programs, and monitoring traffic and levels of service on designated CMP routes. The most recent CMP identified a number of capital projects impacting San Leandro (such as the I-238 widening). It also included a range of strategies to monitor the performance of the regional transportation system and manage travel demand.

The City participates in development of the RTP and CMP and in the technical and strategic transportation initiatives organized by the MTC, ABAG, BAAQMD, and the CMA. Continued involvement by local elected officials and staff will help position the City for future funding through grants, matching funds, and other types of support for transportation improvements.

**Goal: 13 Coordinating Land Use and Transportation**

Coordinate land use and transportation planning.

<b>POLICIES AND ACTIONS</b>	<b>IMPLEMENTATION STRATEGIES</b>
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<p><b>13.01 DECISION-MAKING</b> Ensure that future land use and development decisions are in balance with the capacity of the City’s transportation system.</p>	<ul style="list-style-type: none"> <li>● Capital Improvement Program</li> <li>● Development Review</li> <li>● Traffic Monitoring</li> </ul>
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<p><b>13.02 KEEPING PACE WITH GROWTH</b> Improve transportation infrastructure at a rate that keeps pace with growth.</p>	<ul style="list-style-type: none"> <li>● Annual Budget</li> <li>● Capital Improvement Program</li> <li>● DFSI Fee</li> </ul>
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<p><b>13.03 MITIGATION OF DEVELOPMENT IMPACTS</b> Require developers to address the impacts that their projects will have on the City’s transportation system. A variety of mitigation measures, including impact fees, street improvements, transportation demand management (TDM) measures, and improvement of non-automobile transportation modes, should be considered.</p>	<ul style="list-style-type: none"> <li>● CEQA</li> <li>● Development Review</li> <li>● DFSI Fee</li> </ul>
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***Action 13.03-A: Impact Fee Review***  
*Review City transportation impact fees annually to ensure that they are competitive with the rest of the Bay Area and adequately address local street improvement costs.*

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

<p><b>13.04 TRANSIT-ORIENTED DEVELOPMENT</b> Ensure that properties adjacent to the City’s BART stations and along heavily used public transit routes are developed in a way that maximizes the potential for transit use. Such development should be of particularly high quality, include open space and other amenities, and respect the scale and character of nearby neighborhoods.</p>	<ul style="list-style-type: none"> <li>● Development Review</li> <li>● Intergovernmental Coordination</li> <li>● Zoning Code</li> </ul>
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**Action 13.04-A: BART Station Area**

**Recommendations**

*Implement the land use and transportation recommendations identified in the urban design studies and/or area plans for the Bayfair and Downtown San Leandro BART Stations areas*

(see also Actions 6.04-A, 6.04-B and 8.10-B).

**Action 13.04-B: Minimum Density and Intensity Standards**

*Adopt and maintain minimum density and intensity zoning provisions for sites near the BART stations, in Downtown San Leandro, and along the East 14th Street transit corridor.*

**Action 13.04-C: Evaluation of Transit Needs in New Development**

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

**13.05 LAND USE STRATEGIES**

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

- Development Review
- Zoning Code (Maps)

**13.06 SITING OF HOUSING AND PUBLIC FACILITIES**

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

- Development Review
- City Operating Procedures

**13.07**

**PARKING REQUIREMENTS**

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

**Action 13.07-A: Review of Parking Requirements**

*Examine the City's on-street and off-street parking requirements to ensure that they adequately support the goal of promoting public transit, pedestrian travel, and bicycle use.*

- Zoning Code

*(see also Action 10.01-A on parking standards for building reuse).*

**13.08**

**IMPACTS OF TRANSPORTATION FACILITIES**

Work with public and private agencies to reduce the negative impacts (noise, vibrations, fumes, etc.) of major transportation facilities and transit vehicles on adjacent land uses.

- Intergovernmental Coordination

**13.09**

**DEVELOPMENT DENSITY AND INTENSITY**

Establish zoning densities and intensities that help maintain the adopted level of service standards on San Leandro streets and highways.

**Action 13.09-A: Industrial Floor Area Ratio (FAR) Zoning Changes**

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

- Traffic Monitoring
- Zoning Code

# Goal: **Bicycle and Pedestrian Circulation**

**14**

Promote and accommodate alternative, environmentally- friendly methods of transportation, such as walking and bicycling.

## POLICIES AND ACTIONS

## IMPLEMENTATION STRATEGIES

**14.01**

### **CITYWIDE BIKEWAY SYSTEM**

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

#### **Action 14.01-A: Bikeway Plan Implementation**

*Maintain and implement a Citywide Bikeway Plan and update that Plan regularly as conditions and needs change. Undertake the education, safety, maintenance, monitoring, and marketing programs identified in the Bikeway Plan.*

#### **Action 14.01-B: Capital Improvement Scheduling**

*Maintain a schedule of capital improvement priorities in the City's Bikeway Plan and update this schedule as projects are completed and additional funds become available. Capital projects should be developed in accordance with the design standards and priorities identified in the Plan.*

- Annual Budget
- Bikeway Plan
- Capital Improvement Program
- City Operating Procedures

**14.02**

### **FUNDING**

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

- Capital Improvement Program
- City Operating Procedures
- Grants

**14.03**

### **FUTURE TRAIL ALIGNMENTS**

Encourage the use of natural and man-made corridors such as creeks and dormant rail lines for future bicycle and pedestrian trail alignments. The safety of bicyclists and pedestrians and the privacy of adjacent property owners should be top priorities in the design of such trails.

- Intergovernmental Coordination

**14.04**

**ACCOMMODATION OF BICYCLES AND PEDESTRIANS**

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

**Action 14.04-A: Bicycle Locker Requirements**

*Consider revisions to the City's zoning and/or subdivision ordinances to incorporate the standards for bicycle storage facilities identified in the City's Bikeway Plan.*

- Development Review
- Municipal Code and Ordinances

**14.05**

**ACCESS TO TRANSIT**

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

- Bikeway Plan
- Capital Improvement Program
- Intergovernmental Coordination

**14.06**

**OUTREACH AND EDUCATION**

Support greater public awareness of the City's bikeways and create incentives to use bikeways through signage, logos, maps, coordination with bicycle advocacy groups, advisory committees, and special events.

**Action 14.06-A: Bike Route Numbering**

*Develop a numbering system for the City's bike routes. Work with bicycle advocacy groups in San Leandro and neighboring communities to publish a regional bike route map for general use.*

- Capital Improvement Programs
- Public Education and Outreach

**14.07**

**PEDESTRIAN ENVIRONMENT**

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

**Action 14.07-A: Pedestrian Facility Inventory**

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

- Development Review
- Redevelopment Project Funding
- Streetscape Design Standards

**Action 14.07-B: Pedestrian and Bicycle Crossing Improvements**

*Improve crossings for pedestrians and cyclists at intersections in the City through the use of brick pavers, small curb radii, bulb outs, street trees and landscaping near corners, and other measures which shorten pedestrian crossings or increase driver awareness of non-vehicle traffic. Continue to implement the Americans With Disabilities Act (ADA) and remove mobility barriers for persons with disabilities. (See also Action 23.03-A on the completion of Bay Trail “missing links.”)*

14.08

**LINKAGE TO ROAD IMPROVEMENTS**

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

- Annual Budgeting
- Capital Improvement Program

**Goal: Public Transportation**

**15**

**Ensure that public transportation is safe, convenient, and affordable and provides a viable alternative to driving.**

15.01

**COORDINATION WITH SERVICE PROVIDERS**

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

- Follow-Up Plans/Studies
- Intergovernmental Coordination

**Action 15.01-A: AC Transit Improvements**

*On an ongoing basis, work with AC Transit to pursue the following:*

- (a) Route improvements providing greater cross-town access, improved access to public facilities, and additional links to BART from San Leandro neighborhoods and employment centers.*
- (b) Technological changes (such as signal improvements and global positioning systems) that improve the on-time performance of public transit vehicles and provide greater capacity and service frequency.*
- (c) Improvements that eliminate barriers to public transit use for persons with disabilities.*
- (d) Improvements to local bus route maps, automated and electronic schedule information, and public information on public transit services.*

*(e) Public-private partnerships to create shuttle service between BART, Downtown, and major employment centers.*

*(f) Representation by San Leandro residents, businesses, and officials on committees and task forces studying AC Transit service improvements in Central Alameda County and the Berkeley-Oakland-San Leandro Corridor.*

*(g) Locating bus loading and unloading areas in a manner which minimizes the disruption of traffic.*

**Action 15.01-B: BART Improvements**

*On an ongoing basis, work with BART to pursue the following:*

*(a) Parking management strategies around the Downtown and Bayfair Stations which ensure that the stations remain available for use by the greatest number of persons possible, and that parking impacts on surrounding neighborhoods are minimized.*

*(b) Urban design improvements that enhance access to both stations for pedestrians, persons with disabilities, bicycles, and public transit vehicles.*



- (c) Transit-oriented development on land surrounding the BART Stations.*
- (d) Strategies to reduce the noise associated with BART trains.*
- (e) Extension of BART service to San Jose, Livermore, and eastern Contra Costa County.*
- (f) Representation by San Leandro residents, businesses, and officials on committees and task forces studying service improvements, including BART extensions and connections to Oakland Airport.*
- (g) Changing the name of the San Leandro Station to “Downtown San Leandro”.*

**15.02 INTEGRATION OF SCHEDULES**

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

- Follow-Up Plans/Studies
- Intergovernmental Coordination

**15.03 SHUTTLE BUSES**

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

- Annual Budget
- Grants
- Public/Private Partnerships

***Action 15.03-A: Public/Private Partnerships for Shuttle Service***

*Continue the recent public/private partnerships to provide shuttle bus service in San Leandro and pursue grants to sustain and expand this service. The City should act as a coordinator and facilitator to ensure that shuttle services benefit the greatest number of persons possible.*

***Action 15.03-B: Shuttle Bus Impact Fee***

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

**15.04 COORDINATION OF SHUTTLE SERVICES**

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

- Public/Private Partnerships

<b>15.05</b>	<p><b>PASSENGER AMENITIES</b></p> <p>Encourage amenities, such as shelters, lighting, and route information at bus waiting areas to increase rider safety, comfort and convenience.</p> <p><b>Action 15.05-A: East 14th Street Transit Amenities</b>  <i>Continue to promote East 14th Street as the principal north-south local transit route through the City. Retain the flexibility to undertake street design changes in the event that federal investment makes light rail or advanced bus service feasible in the corridor.</i></p>	<ul style="list-style-type: none"> <li>● Capital Improvement Program</li> <li>● Streetscape Design Standards</li> </ul>
<b>15.06</b>	<p><b>BARRIER-FREE TRANSIT</b></p> <p>Work with local public transit providers and social service agencies to eliminate barriers to personal mobility and more completely meet the transportation needs of persons with disabilities.</p>	<ul style="list-style-type: none"> <li>● Annual Budgeting</li> <li>● Follow-Up Plans/Studies</li> <li>● Intergovernmental Coordination</li> </ul>
<b>15.07</b>	<p><b>ALLOCATION OF REGIONAL FUNDS</b></p> <p>Ensure that the City receives its fair share of the public funds allocated for transit services within the region.</p>	<ul style="list-style-type: none"> <li>● Intergovernmental Coordination</li> </ul>
<b>15.08</b>	<p><b>LEGISLATION AND PRICING STRATEGIES</b></p> <p>Support legislation and pricing strategies which make public transit more economical and affordable than driving.</p> <p><b>Action 15.08-A: Employee Transit Incentives</b>  <i>Promote the use of transit vouchers, transit passes, and other financial incentives by local businesses to encourage their employees to use public transportation when traveling to and from work. Promote similar incentives by local businesses to encourage their customers to use public transportation when shopping for goods and services.</i></p>	<ul style="list-style-type: none"> <li>● City Operating Procedures</li> <li>● Intergovernmental Coordination</li> </ul>
<b>15.09</b>	<p><b>FERRY SERVICE</b></p> <p>Support continued study of the feasibility of ferry service from San Leandro to other destinations on San Francisco Bay.</p>	<ul style="list-style-type: none"> <li>● Follow-Up Plans/Studies</li> <li>● Intergovernmental Coordination</li> </ul>
<b>15.10</b>	<p><b>COMMUTER RAIL SERVICE</b></p> <p>Explore the feasibility of additional commuter rail service between San Leandro and major regional employment centers.</p>	<ul style="list-style-type: none"> <li>● Follow-up Plans/Studies</li> <li>● Intergovernmental Coordination</li> </ul>

# Goal:

16

# Streets and Highways

Improve major transportation arteries for circulation in and around the City.

## POLICIES AND ACTIONS

## IMPLEMENTATION STRATEGIES

### 16.01 STREET HIERARCHY

Maintain a hierarchy of arterial, collector, and local streets in San Leandro. Recognize this hierarchy when planning for future street improvements

- Capital Improvement Program
- Master Street Plan

### 16.02 LEVEL OF SERVICE

Use Level of Service (LOS) “D” as the minimum acceptable service standard for streets and intersections, except as otherwise indicated in the Transportation Element (p. 4-20).

- Capital Improvement Program
- CEQA
- Development Review
- Master Street Plan

#### ***Action 16.02-A: Capital Improvement Program***

*Prepare and annually update a capital improvement program for transportation facilities, including the projects identified in the General Plan. Pursue a variety of funding sources to construct these projects, including development fees, state and federal grants, voter-approved sales tax measures, and other sources.*

#### ***Action 16.02-B: Aladdin Extension***

*Determine the feasibility of, and pursue long-term opportunities to fund and build, the extension of Aladdin and/or Montague Avenues eastward across the Union Pacific Railroad tracks to San Leandro Boulevard and/or Washington Avenue.*

#### ***Action 16.02-C: Improvements to Marina Boulevard***

*Pursue funding for the widening of Marina Boulevard from four to six lanes from Orchard Avenue east to San Leandro Boulevard, and the completion of Marina Boulevard/I-880 ramp improvements.*

### 16.03 MAINTENANCE

Regularly maintain City streets and traffic control devices to ensure that streets operate safely and efficiently.

- Annual Budget
- Pavement Management Program

#### ***Action 16.03-A: Funding for Maintenance***

*Ensure that sufficient funding is allocated to road maintenance and repair during the annual municipal budgeting process.*

<b>16.04</b>	<p><b>TRAFFIC FLOW IMPROVEMENTS</b></p> <p>Use a variety of measures to improve traffic flow at congested intersections, including technologically advanced tools such as signal timing and video monitoring.</p> <p><b><i>Action 16.04-A: Traffic Monitoring and Signal Timing</i></b></p> <p><i>Conduct traffic monitoring at key intersections in San Leandro. Based on the monitoring data, undertake signal timing and phasing projects which improve traffic flow and safety.</i></p>	<ul style="list-style-type: none"> <li>● Annual Budget</li> <li>● Transportation Demand Management Strategies</li> </ul>
<b>16.05</b>	<p><b>EAST-WEST CIRCULATION</b></p> <p>Strive to improve east-west circulation across San Leandro without adversely impacting residential neighborhoods. Encourage signal timing, signage improvements, turn lanes, and other measures which improve circulation but do not involve major physical changes or traffic increases on residential streets.</p> <p><b><i>Action 16.05-A: East-West Circulation</i></b></p> <p><i>Explore the feasibility of a signage and signal timing improvement project to improve circulation between the east and west sides of San Leandro.</i></p>	<ul style="list-style-type: none"> <li>● Annual Budget</li> <li>● Capital Improvement Program</li> <li>● Transportation Demand Management Strategies</li> </ul>
<b>16.06</b>	<p><b>RAILROAD CROSSINGS</b></p> <p>Periodically evaluate the need to convert existing at-grade railroad crossings to grade-separated crossings. Such considerations should be based on the availability of state and federal funds and the volume of train and auto traffic at the crossing locations. Require any future railroad overpass or underpass to be attractively landscaped, with provisions for bicycles and pedestrians.</p> <p><b><i>Action 16.06-A: Washington Avenue Underpass</i></b></p> <p><i>Consider alternatives to improve the Washington Avenue rail underpass at the Union Pacific rail crossing. Alternatives should include rebuilding the existing underpass to eliminate the “tunnel” effect, widen the travel lanes, and add provisions for bicycles and pedestrians.</i></p>	<ul style="list-style-type: none"> <li>● Follow-Up Plans/Studies</li> <li>● Grants</li> <li>● Traffic Monitoring</li> </ul>
<b>16.07</b>	<p><b>TRUCK ROUTES</b></p> <p>Undertake roadway and intersection improvements to designated truck routes which ensure that San Leandro remains competitive as a regional distribution center. Such improvements should further the protection of residential areas from truck traffic.</p>	<ul style="list-style-type: none"> <li>● Capital Improvement Program</li> <li>● Grants</li> <li>● Municipal Code and Ordinances</li> </ul>

**Action 16.07-A: Truck Route Designations**

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

**Action 16.07-B: Truck Circulation Improvements**

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

- *Conduct a survey of large industries in San Leandro to determine overall trucking needs in the community.*
- *Identify priority intersections throughout San Leandro where widening to accommodate larger tractor-trailer rigs is required.*
- *Consider developing specific roadway design standards for designated truck routes that address safety, turning requirements, ingress and egress, and streetscape improvements.*
- *Develop a citywide radio band, or use the existing 1610 band, to provide truck route information.*

**Goal: 17 Neighborhood Traffic Management**

**Minimize the adverse effects of business, industrial, and through traffic on neighborhood streets.**

17.01

**TRAFFIC CALMING STRATEGIES**

Use a variety of approaches to slow down or “calm” traffic on San Leandro streets, based on the specific conditions on each street. Emphasize approaches that improve conditions for pedestrians and bicyclists and enhance neighborhood aesthetics.

- Follow-Up Plans and Studies
- Streetscape Design Standards

**Action 17.01-A: Gateway Street Traffic Calming**

*Implement a traffic calming program for major residential gateway streets. This program could include urban design improvements, pavement changes, and intersection modifications.*

**17.02**

**COLLECTOR AND LOCAL STREET OBJECTIVES**

On collector streets, support traffic calming measures that reduce average travel speed but maintain roadway capacity and function. On local streets, emphasize visual deterrents to through-traffic (such as street trees, planters, and narrower pavement width at intersections), rather than physical obstacles to traffic flow (such as street closures). Street closures should only be used as a last resort to address traffic conflicts.

**Action 17.02-A: Residential Collector Design Standards**

*Develop special roadway design standards for collector streets in residential neighborhoods to slow traffic, increase landscaping, improve aesthetics, and reduce other negative impacts associated with heavy traffic.*

- Annual Budget
- Capital Improvement Program
- Engineering Development Standards
- Streetscape Design Standards

**17.03**

**NEIGHBORHOOD-WIDE APPROACH**

Wherever practical, require traffic calming projects to be done at a neighborhood level, rather than on a piecemeal basis. Street alterations that cause traffic to be displaced from one residential street to another should generally be discouraged. Street alterations that impede access by emergency vehicles should be prohibited.

**Action 17.03-A: Traffic Study Requirements for Road Changes**

*Require a study of traffic impacts and a plan for accommodating displaced traffic before making major changes to street design or circulation patterns.*

- Annual Budget
- Capital Improvement Program
- Engineering Development Standards
- Streetscape Design Standards

**17.04**

**COORDINATION WITH URBAN DESIGN IMPROVEMENTS**

Integrate traffic calming objectives into major urban design projects and streetscape improvement plans.

**Action 17.04-A: Redesign of Commercial Streets**

*Explore the redesign of select streets in commercial districts (including Downtown) to reduce the number of travel lanes and create amenities such as wider sidewalks, crosswalk pavers, landscaped medians, and street trees within parking lanes.*

- City Operating Procedures
- Follow-Up Plans/Studies

**17.05**

**TRUCK TRAFFIC ON RESIDENTIAL STREETS**

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

- Capital Improvement Program
- Municipal Code and Ordinances

**Action 17.05-A: West San Leandro Road**

**Improvements**

*Pursue the following roadway improvements, as identified in the West San Leandro Plan, to minimize truck traffic on residential streets:*

- *Extension of Polvorosa Avenue to Neptune Drive.*
- *Closure of Aurora Drive and Neptune Drive just north of Williams Street (in cul-de-sacs).*
- *Installation of a traffic signal at Polvorosa Avenue and Doolittle Drive.*
- *Improvement and extension of Eden Road west and south to Davis Street.*
- *Extension of Westgate Parkway from Westgate Shopping Center to Williams Street.*

**Action 17.05-B: Enforcement of Truck**

**Parking Regulations**

*Enforce the regulation of truck parking on City streets. Identify locations where signs prohibiting truck parking may be required.*

17.06

**SITING OF BUSINESSES WITH TRUCK TRAFFIC**

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

- Development Review

**Goal: Traffic Safety**

**18**

**Improve traffic safety and reduce the potential for accidents on San Leandro streets.**

18.01

**LAW ENFORCEMENT**

Aggressively enforce traffic safety laws on San Leandro streets, including speed limits, red light violations, and pedestrian and bicycle lane right-of-way violations.

- City Operating Procedures

**Action 18.01-A: Red Light and Speeding Violations**

*Investigate the feasibility of photo enforcement and other methods of enforcement to deter red light violations and speeding.*

<b>18.02</b>	<p><b>CAPITAL IMPROVEMENTS</b></p> <p>Identify capital improvements and other measures which improve the safety of bicyclists, pedestrians, and motor vehicles on San Leandro streets.</p> <p><b><i>Action 18.02-A: Accident Data Collection and Remediation</i></b></p> <p><i>Collect and evaluate collision data on the top 25 accident locations in San Leandro. Develop measures to reduce the number of collisions at these locations.</i></p> <p><b><i>Action 18.02-B: Pedestrian Safety Improvements</i></b></p> <p><i>Develop programs to improve pedestrian safety at both controlled and uncontrolled intersections throughout the City. Programs that use innovative technology, such as lighted crosswalks and warning countdowns, should be explored.</i></p>	<ul style="list-style-type: none"> <li>● Annual Budget</li> <li>● City Operating Procedures</li> </ul>
<b>18.03</b>	<p><b>PUBLIC EDUCATION</b></p> <p>Increase public education on laws relating to parking, circulation, speed limits, right-of-way, pedestrian crossings, and other aspects of transportation safety in the City.</p> <p><b><i>Action 18.03-A: Safe Route to School Program</i></b></p> <p><i>Continue the Safe Route to School program and other bicycle, pedestrian, and non-motorized transportation safety programs for children and seniors.</i></p>	<ul style="list-style-type: none"> <li>● Public Education and Outreach</li> </ul>
<b>18.04</b>	<p><b>SAFE VISIBILITY</b></p> <p>Maintain site design, engineering, and zoning standards which ensure that adequate visibility is maintained along streets and driveways.</p> <p><b><i>Action 18.04-A: Arterial and Collector Intersection Sign Improvements</i></b></p> <p><i>Develop and implement a signing program along the arterial and collector streets to more clearly identify intersections for all users and to improve the visibility of street signs and directional signs.</i></p>	<ul style="list-style-type: none"> <li>● Engineering Development Standards</li> </ul>
<b>18.05</b>	<p><b>FUNDING</b></p> <p>Pursue grants for the improvement of pedestrian, bicycle, and motor vehicle safety.</p>	<ul style="list-style-type: none"> <li>● City Operating Procedures</li> </ul>

18.06

**STAFF EDUCATION**

Ensure that City Staff is up to date and educated on the latest technology and/or methods of improving safety for all modes of transportation.

- City Operating Procedures

**Action 18.06-A: Staff Education**

*Facilitate the continuing education of City staff in state of the art transportation techniques, including traffic flow improvements, traffic calming, bicycle and pedestrian improvements, and safety and public education.*

**Goal: Pedestrian-Oriented Streetscape**

**19**

**Encourage Community Design Principles and Standards Which De-emphasize Automobiles.**

19.01

**STREET AND BUILDING DESIGN**

Promote the design of streets and buildings that make San Leandro’s streets more attractive and inviting for pedestrians, bicyclists, and public transit users. New development should promote the use of these modes of transportation by including amenities such as sidewalks, bike lockers, and bus shelters.

- Development Review
- Grants
- Engineering Development Standards
- Streetscape Design Standards

**Action 19.01-A: Parking Reduction Provisions**

*Allow reduced parking requirements where specific conditions are met. These conditions should include transportation demand management measures, such as shuttle buses to BART and other destinations, carpooling and vanpooling programs, shared parking, provision of shared cars, and bicycle storage facilities.*

**Action 19.01-B: Redesign of Commercial Strips**

*Develop a strategy for “re-tooling” auto-oriented strip shopping centers into pedestrian-oriented neighborhood centers. The strategy should also address the need for safe, inviting pedestrian connections between these centers and nearby neighborhoods.*

**Action 19.01-C: Conversion of Travel Lanes**

*On streets with available capacity, consider the conversion of travel lanes to bicycle paths, wider sidewalks, landscaped areas, outdoor seating areas, or public spaces with similar amenities. The design of such improvements must reflect the function of the street and the character of the surrounding area.*

**Action 19.01-D: East 14th Streetscape Improvements**

*Pursue public improvements to East 14th Street which make the street more transit- and pedestrian-friendly without impeding traffic flow. These improvements could include wider sidewalks, specially designed pedestrian crossings at key intersections, street trees, undergrounding of utilities, improved transit waiting areas, and landscaping. Neighborhood residents and local motorists should be involved in the planning and design of such improvements.*

(See also Action 8.09-D)

**19.02**

**SITING OF PARKING LOTS**

Encourage the placement of parking lots to the rear of businesses rather than along the street frontage so that they become a secondary feature of commercial development rather than the dominant feature. Where large surface parking lots must be provided, require screening and landscaping to improve and soften their appearance.

- Design Guidelines
- Zoning Code (parking regulations)

**Action 19.02-A: Parking Lot Design**

*Develop design standards and code enforcement procedures for parking lots which ensure that parking is attractively landscaped, well maintained, and contributes positively to the overall character of the street and neighborhood.*

**19.03**

**SHARED PARKING**

Promote the concept of parking areas which are “shared” by multiple uses with different peak demand periods as a means of reducing the total amount of parking which must be provided.

- Design Guidelines
- Zoning Code (parking regulations)

**19.04**

**GARAGE DOOR VISIBILITY**

Minimize the visibility of garage doors in new single family and multi-family residential construction.

- Design Guidelines
- Development Review

**19.05**

**NARROWER STREETS**

Where aesthetic, safety and emergency access considerations can be adequately addressed, allow narrower streets in new development to create a more intimately-scaled street environment.

- Engineering Development Standards

**POLICIES AND ACTIONS** *(Pedestrian-Oriented Streetscape continued)*

**IMPLEMENTATION STRATEGIES**

19.06

**REDUCED TRIP GENERATION**

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

- TSM Programs

*(Please consult the Historic Preservation and Community Design Element (Goals 42-44) for additional policies and actions on this topic.)*

**Goal: Interagency Coordination**

**20**

**Coordinate local transportation planning with other agencies and jurisdictions.**

**POLICIES AND ACTIONS**

**IMPLEMENTATION STRATEGIES**

20.01

**COORDINATION WITH REGIONAL AGENCIES**

Work closely with the Metropolitan Transportation Commission, the Alameda County Congestion Management Agency, and other agencies to address regional transportation issues affecting San Leandro.

**Action 20.01-A: Airport Expansion Impacts**

*Monitor expansion plans for Oakland International Airport and advocate measures requiring the Port of Oakland to mitigate potential traffic impacts on San Leandro streets.*

**Action 20.01-B: Emergency Preparedness**

*Coordinate with highway and public transit agencies to develop contingency plans in the event that road or transit service is disrupted by accident or disaster.*

- Intergovernmental Coordination

20.02

**REPRESENTATION ON COMMISSIONS**

Promote City representation on regional commissions and task forces addressing transportation issues.

**Action 20.02-A: Commission Representation**

*Seek representation by San Leandro's elected officials on the Metropolitan Transportation Commission and other regional commissions and agencies addressing transportation issues.*

**Action 20.02-B: Trans-Bay Crossings**

*Remain an active participant in discussions about additional bridge or tunnel crossings between the East Bay and the Peninsula/ San Francisco.*

- Intergovernmental Coordination

<b>20.03</b>	<p><b>SPECIAL NEEDS GROUPS</b>                  Work with social service agencies, advocacy groups, non-profit organizations, school districts, and the private sector to better respond to the transportation needs of all segments of the community including seniors, children, persons with disabilities, and lower income households.</p>	<ul style="list-style-type: none"> <li>● Intergovernmental Coordination</li> <li>● Public/Private Partnerships</li> </ul>
<b>20.04</b>	<p><b>COMMUNITY INPUT</b>                  Actively seek community and neighborhood input in the transportation planning process.</p>	<ul style="list-style-type: none"> <li>● City Operating Procedures</li> <li>● Public Education and Outreach</li> </ul>
<b>20.05</b>	<p><b>COORDINATION WITH CALTRANS</b>                  Coordinate local transportation planning programs and improvement projects with Caltrans. Integrate the Caltrans' Tier 2 highway system into the local transportation system to the maximum extent feasible.</p> <p><b><i>Action 20.05-A: Tier 2 Highways</i></b>  <i>Pursue the transfer of responsibility for Caltrans Tier 2 highways from the State of California to the City of San Leandro, subject to a study of the projected annual costs to the City and the projected additional revenues resulting from the transfer. These facilities include:</i></p> <ul style="list-style-type: none"> <li>● <i>Davis Street (east of Doolittle)</i></li> <li>● <i>Doolittle Drive (north of Davis)</i></li> <li>● <i>East 14th Street</i></li> </ul> <p><i>Until such facilities are transferred to the City, coordinate with Caltrans on signal phasing, road improvement, and other projects affecting these facilities.</i></p>	<ul style="list-style-type: none"> <li>● Intergovernmental Coordination</li> </ul>
<b>20.06</b>	<p><b>RAILROADS</b>                  Work with the Union Pacific Railroad and AMTRAK to minimize the impacts of their facilities on the City and to better educate the public about railroad crossing safety.</p>	<ul style="list-style-type: none"> <li>● Intergovernmental Coordination</li> </ul>
<b>20.07</b>	<p><b>COORDINATION OF PUBLIC WORKS PROJECTS</b>                  Coordinate road, infrastructure, utility, and telecommunication construction and maintenance projects to minimize disruption of local traffic patterns.</p>	<ul style="list-style-type: none"> <li>● Intergovernmental Coordination</li> <li>● Public/Private Partnerships</li> </ul>