

# Attachment E

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*(note: the Housing Element is a separate document. Chapter 10 explains its purpose and provides a link to the document)*

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# 3

# LAND USE

The Land Use Element is the centerpiece of the General Plan. It contains the maps and strategies that will shape the physical form of San Leandro over the next 20 years. The Chapter identifies those areas of the city where change will be encouraged and those areas where the existing land use pattern will be maintained and enhanced. More than any other part of the General Plan, this Chapter reflects the input provided by San Leandro residents and businesses during the General Plan Update process.

This Element contains five sections:

- “Framework” describes the major themes of the General Plan and presents the Land Use Map.
- “Residential Neighborhoods” contains goals, policies and actions for the city’s residential areas.
- “Business and Industry” contains goals, policies, and actions for the city’s commercial and industrial areas.
- “Focus Areas” contains strategies for specific areas of the city where change is likely during the next 20 years.
- “Beyond the City Limits” provides general direction for San Leandro’s Planning Area and Sphere of Influence. These are unincorporated areas with issues that could affect San Leandro’s future.

A reduced version of the Land Use Diagram for San Leandro is shown on Figure 3-3. A larger version, displaying individual parcels, may be viewed on the City’s website [here](#).

A total of 18 land use categories appear on the Diagram, including six residential categories, three mixed use categories, three predominantly commercial categories, three industrial categories, and three public/ open space categories. Table 3-1 indicates the land area in each category.

There may be multiple zoning districts within each General Plan category, particularly in the commercial and mixed use areas. This will allow finer distinctions to be made between the specific land uses to be allowed and the development standards to be applied within each area of the city. The General Plan categories are correlated with the City’s zoning districts in Table 3-2. The Table indicates which zones are compatible and conditionally compatible with each General Plan category. The use of a zone noted as “conditionally compatible” would only be acceptable if the types of development allowed by that zone are consistent with General Plan goals and policies.

## Land Use Categories

### *Residential Categories*

The following six categories appear on the General Plan Diagram. Each definition includes a reference to a *gross* density, which includes the area taken up by streets, easements, and common open space, and *net* density, which is based on developable parcel area only. Gross density is intended to communicate the general character of the areas within each category and is used to describe entire neighborhoods or large subdivisions. It is intended to be descriptive and not regulatory. Net density is used to establish the maximum number of units that may be built on a single parcel in a given category. It is regulatory, and provides the basis for the applicable zoning districts in each category. Since a few of the designations contain multiple zoning districts, the maximum net density is not necessarily permitted on all parcels. In each case, the maximum net density may be exceeded ~~by up to 35 percent under~~ [pursuant to](#) state density bonus provisions for senior and/or affordable housing.

desire to retain most of these areas for retail, service, office, and similar employment-generating land uses.

**Neighborhood Commercial.** This designation corresponds to small shopping centers or clusters of street front buildings with local-serving businesses and services. Allowable uses include groceries, local-serving offices, pharmacies, laundromats, dry cleaners, restaurants, and other businesses that serve the daily needs of nearby residential areas. The maximum allowable Floor Area Ratio (FAR) is 0.5. Residential uses and mixed use development may be considered within Neighborhood Commercial areas, subject to a maximum net density of 24.2 units per acre and an FAR limit of 0.5.

**General Commercial.** This designation corresponds to larger shopping centers, shopping districts, and commercial uses providing a broader range of goods and services and serving a broader market than the neighborhood commercial areas. Allowable uses include but are not limited to supermarkets, department stores, apparel stores, theaters, and non-retail services such as offices and banks. These areas also contain primarily auto-oriented uses such as hotels and motels, car dealerships, auto service and repair businesses, and construction suppliers. The uses are generally designed for the convenience of persons arriving by car. The maximum allowable Floor Area Ratio (FAR) is 1.0. However, there are multiple zoning districts in this category, including several that are subject to lower maximum limits. Some of the zoning districts in this designation permit residential uses, subject to conditional use permit requirements and a maximum net density of 24.2 units per acre. In such cases, maximum FARs also apply. Residential uses are not permitted in all districts due to the potential for conflicts with heavier commercial activities and the need to retain land for local services and revenue generation.



### *Mixed Use Categories*

There are four mixed use categories on the General Plan Diagram, corresponding to the areas of greatest development density and intensity in the city. Multi-family residential and commercial uses are encouraged in all four categories. Mixed use development (projects combining commercial and residential uses on a single parcel) is strongly encouraged in all four categories but is not mandatory unless specifically called out by a Specific Plan or Area Plan covering areas with these designations. Within each area, zoning may be used to identify areas where residential uses are preferred (or required) and areas where commercial uses are preferred (or required). The intensity of development in mixed use areas is typically regulated by floor area ration rather than units per acre, although some mixed use zoning districts may incorporate both metrics.

**Downtown Mixed Use.** This designation corresponds to the area that has historically been the central business district of San Leandro. It allows a range of uses which together create a pedestrian-oriented street environment. These uses include retail shops, services, offices, cultural activities, public and civic buildings, and similar and compatible uses, including upper story residential uses. These activities may be located within the same building or within separate buildings on the same site or nearby sites. More specific guidance on the mix and design of uses is specified in General Plan policies for the Downtown area and in the 2007 Downtown TOD Strategy. A maximum FAR of 3.5 applies, although this maximum is not permitted in all zoning districts within this area.

Mixed use development with housing is encouraged in this area, with allowable residential densities ~~ranging from 24 to 100~~ up to 125 units per net acre, depending on the zoning district. The City also offers density bonuses of up to 20 percent above the General Plan maximums stated above ~~(e.g., 28.8 to 120 units per net acre)~~ where the average unit size is smaller than 750 square feet.<sup>1</sup> Regardless of unit size, a maximum FAR of 3.5 also applies to mixed use development. This maximum is not permitted in all zoning districts within the Downtown Mixed Use area. Several Downtown zoning districts have been established to respond to existing land uses and development opportunities, and to facilitate Downtown revitalization goals.

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<sup>1</sup> These bonuses may not be added to the state-required density bonus for affordable housing. Only one density bonus program may be applied to any given development.

**Transit-Oriented Mixed Use.** The purpose of this designation is to provide for a mix of high-intensity land uses that capitalize on proximity to the San Leandro BART station. This designation maximizes the potential for transit-oriented infill development and achieves compatible transitions to adjacent residential districts through design standards and zoning.

Several zoning districts have been established for the Transit-Oriented Mixed Use areas. These districts emphasize the vertical mixing of different uses, with housing being the predominant use in some areas and office/retail the major use in others. The maximum floor area ratio in areas with this designation is 4.0, although intensities of 5.0 may be considered on sites adjacent to the BART station. ~~Some of the~~The transit-oriented zoning districts specify minimum densities (generally ~~60 to 80~~20 to 60 units per acre) and some specify minimum floor area ratios (generally 1.0) ~~on larger parcels~~ to ensure that land is used as efficiently as possible. The maximum number of residential units on any given property is dictated by floor area ratio limits in some zoning districts and maximum density limits in others.



**Corridor Mixed Use.** This designation allows a mix of commercial and residential uses oriented in a linear development pattern along major transit-served arterials such as East 14th Street. A range of commercial and office uses is permitted, primarily serving neighborhood and community needs. Residential uses may be either free-standing or integrated into the upper floors of mixed use projects. Development should be designed to encourage walking and bicycle use, and should be sufficiently dense to support increased transit services along the corridors. A maximum allowable FAR of ~~1.0~~2.5 applies in areas with this designation, ~~although FARs of up to 1.5 may be permitted for projects incorporating housing. Where a Specific Plan or Area Plan has been prepared for an area with this designation, an FAR of 1.5 may also be permitted, subject to the conditions of that Plan.~~ Maximum residential density in this category is dictated by the above floor area ratio limits rather than limits on housing units per acre.

**Bay Fair Transit-Oriented Development.** This designation includes approximately 120 acres within the San Leandro city limits around the Bay Fair BART Station, including Bayfair Center, Fairmont Square and Fashion Faire Place, and other commercial properties along Hesperian Boulevard, Fairmont Drive, and East 14<sup>th</sup> Street in the Bayfair Center vicinity. The BART parking lot is also included. As of 2016, a TOD Specific Plan for this area was underway. The intent is to create a new vision for this area, including retail, office, higher density housing, open space, and public land uses. A more urban development form is envisioned, with pedestrian-scaled streets and an orientation toward BART access and transit use. A maximum FAR of 3.0 applies. Maximum residential density in this category is dictated by floor area ratio limits rather than upper limits on housing units per acre.

### *Industrial Categories*

Three industrial categories have been identified, as described below.

**Light Industrial.** Light Industrial areas may contain wholesale activities, distribution facilities, research and development or e-commerce uses, business services, technology, and manufacturing operations which produce minimal off-site impacts. Campus-style industrial parks and professional offices also are permitted. A limited range of commercial uses also is permitted in these areas. Uses in areas with this designation must be capable of locating adjacent to residential areas without creating adverse effects. A maximum floor area ratio of 1.0 applies, although this

TABLE 3-2 CORRESPONDENCE BETWEEN LAND USE DIAGRAM AND ZONING DESIGNATIONS		
Land Use Category	Corresponding Zoning Designations	Conditionally Compatible Zoning Designations
Garden Residential ( <u>RG</u> )	RO	RS, P <del>S</del>
Low Density Residential ( <u>RL</u> )	RS, RS-40, RS (VP)	RS (P <del>D</del> ), RD, PS, CN
Low-Medium Density Residential ( <u>RLM</u> )	RS (PD)	RD, <del>RS</del> , PS
Medium Density Residential ( <u>RM</u> )	RD, RM- <del>3500</del> <u>3000</u> , RM-2500, RM-2000	RS (P <del>D</del> ), RD, PS
Medium-High Density Residential ( <u>RMH</u> )	RM-1800	RM-2000, RM-2500, RM- <del>3500</del> <u>3000</u> , PS
High Density Residential ( <u>RH</u> )	RM-875 ( <del>see Note 1</del> )	RM-1800
Neighborhood Commercial ( <u>CN</u> )	CN, P	CC, C <del>R</del> , PS
General Commercial ( <u>CG</u> )	CC, CS, CR	CN, <del>P</del> <u>S</u> , P
Downtown Mixed Use ( <u>MUD</u> )	DA-1, DA-2, DA-3, P	RM- <del>875</del> , RM-1800, CN, PS
Transit-Oriented Mixed Use ( <u>MUTOD</u> )	DA-2, DA-3, DA-4, DA-6	RM- <del>875</del> , RM-1800, PS
Bay Fair TOD Mixed Use ( <u>BTOD</u> )	B-TOD	
Corridor Mixed Use ( <u>MUC</u> )	NA-1, NA-2, SA-1, SA-2, SA-3, DA-2	RM-875, RM-1800, RM-2000, <del>RM-2500, RM-3000, CN, CC, P, PS</del> , IL
Light Industrial ( <u>IL</u> )	IL, IP	IG, CC, CS, P, PS
General Industrial ( <u>IG</u> )	IG, IL, IP	CC, <del>C</del> <u>S</u> , P, PS
Industrial Transition ( <u>IT</u> )	IT	IG, C <del>C</del> , IL, IP
Public/ <del>Semi-Public</del> Institutional ( <u>PI</u> )	PS	Depends on type of use
Parks and Recreation ( <u>PR</u> )	OS	PS, C <del>R</del>
Resource Conservation ( <u>RC</u> )	OS	PS

Source: City of San Leandro, 2016

Notes: (1) RM 875 had not yet been created at time of General Plan adoption. RM 1800 is considered the conforming zone until such time as the RM 875 District (1 unit per 875 square feet) is adopted.