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ASHLAND and CHERRYLAND BUSINESS DISTRICTS

Specific Plan

*Adopted by the
Alameda County
Board of Supervisors
June 1, 1995*

Alameda County Planning Department

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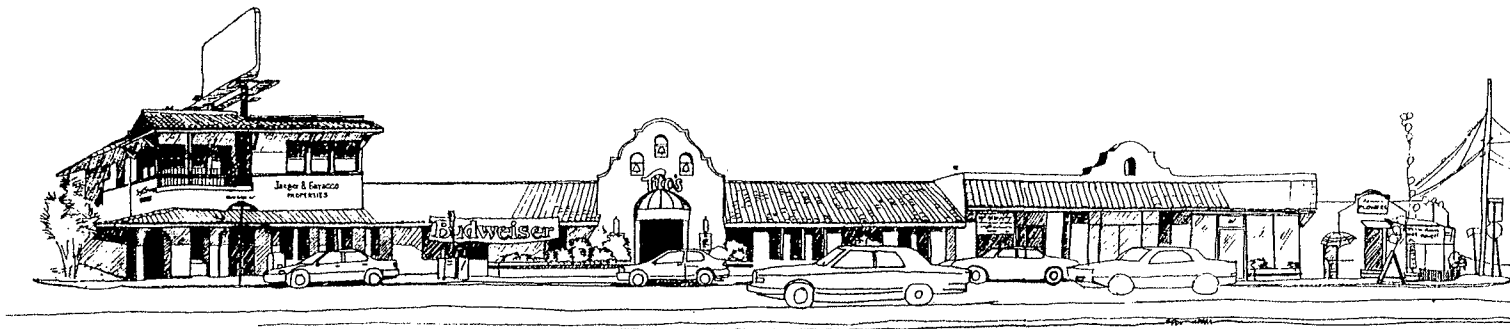
0.0 EXECUTIVE SUMMARY

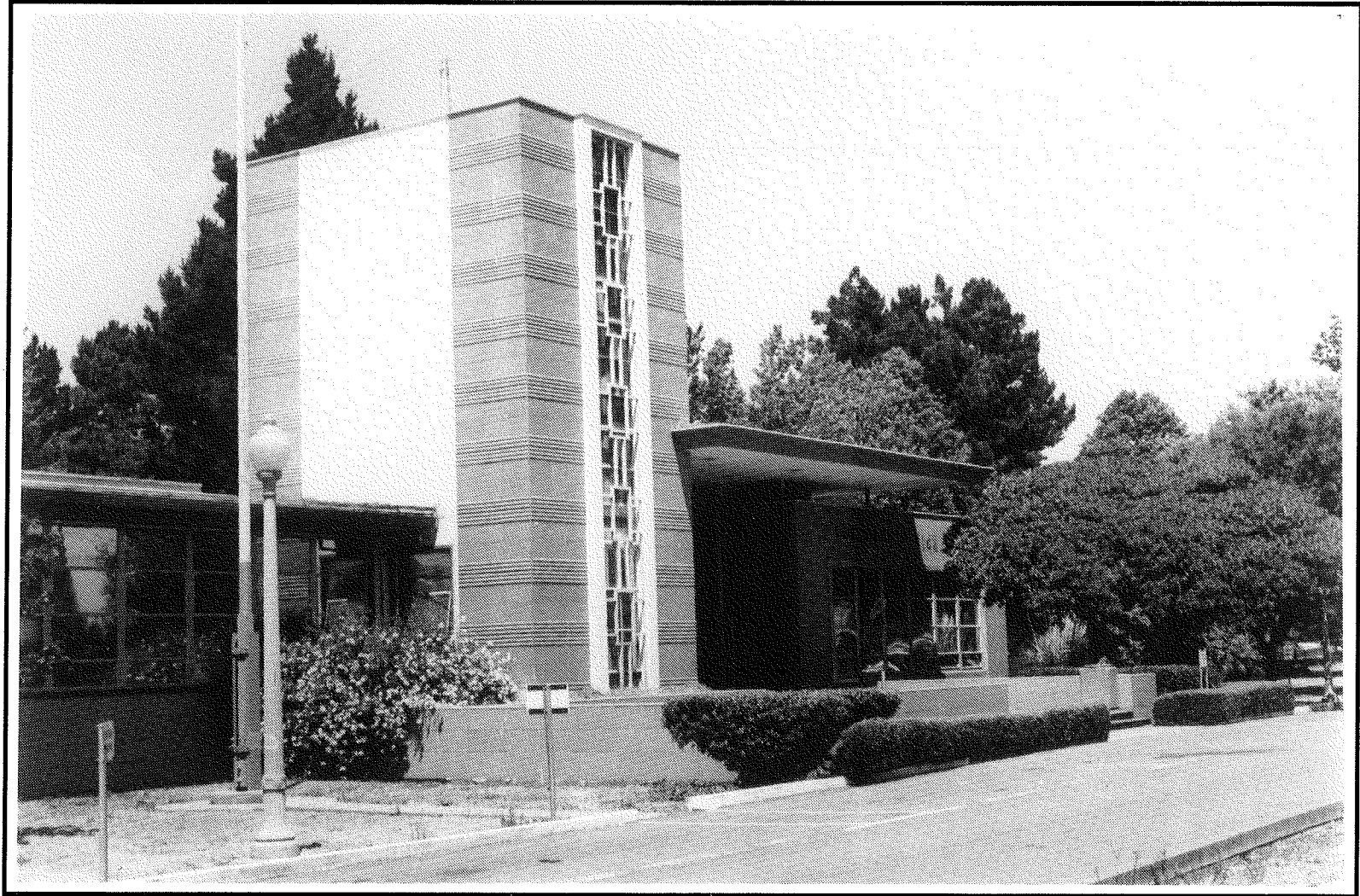
The Specific Plan for the commercial districts of the Ashland and Cherryland communities seeks to do no less than revitalize commercial development in the area and conserve and restore the quality of the adjacent residential neighborhoods. Together, Ashland and Cherryland comprise one of the most urbanized areas of the unincorporated portion of Alameda County, with a combined total population of approximately thirty-eight thousand. The two communities are within an equal commute to many of the employment centers of the bay area, both by freeway and transit. Yet, many of the economic and development opportunities that exist for this central portion of the County have remained unfulfilled and the quality of life in the residential areas has been eroded by insensitive development and by the freeways and highways that have been built and widened to move traffic through the area to more remote and easily developed places.

The Specific Plan for the six identified Ashland and Cherryland business districts promotes transit oriented development along East 14th Street/Mission Boulevard, as well as development that takes advantage of existing highway and freeway access. Transit stops are locations for higher intensity, mixed-use development in four of the six business districts. Intensive commercial development on Lewelling/East Lewelling Boulevard is concentrated near Mission Boulevard, to the east end, and near Hesperian Boulevard, to the west. Between these two areas, the Specific Plan promotes commercial development on East Lewelling Boulevard that is significantly less intensive and that is more responsive to the high school and to the predominately residential character of the identified Business District.

The Specific Plan also outlines a comprehensive set of public reinvestment projects that are designed to restore a high quality of life to neighborhoods within walking distance of shopping and public transportation. These projects include new community service facilities and programs that will serve and nurture the unusual diversity of people who live in the area. Facade and sign improvement programs and, ultimately, street landscaping and public places are planned that both will improve the appearance of the area and create a more attractive climate for promoting new private sector reinvestment.

This is a Specific Plan for positive change forged through several years of public debate with committed residents and business people. It is both a long-term vision for the future and a realistic short-term blueprint for a new beginning.





San Lorenzo High School, East Lewelling Boulevard

1.0 INTRODUCTION

1.1 PURPOSE, AUTHORITY AND SCOPE

Purpose

The purpose of the Ashland and Cherryland Business Districts Specific Plan is to guide future public and private actions within the Plan Area pursuant to identified goals for economic revitalization and neighborhood conservation. The Specific Plan provides a comprehensive framework for Alameda County General Plan policies and regulations within the Plan Area regarding development, including land use, circulation, design, and infrastructure.

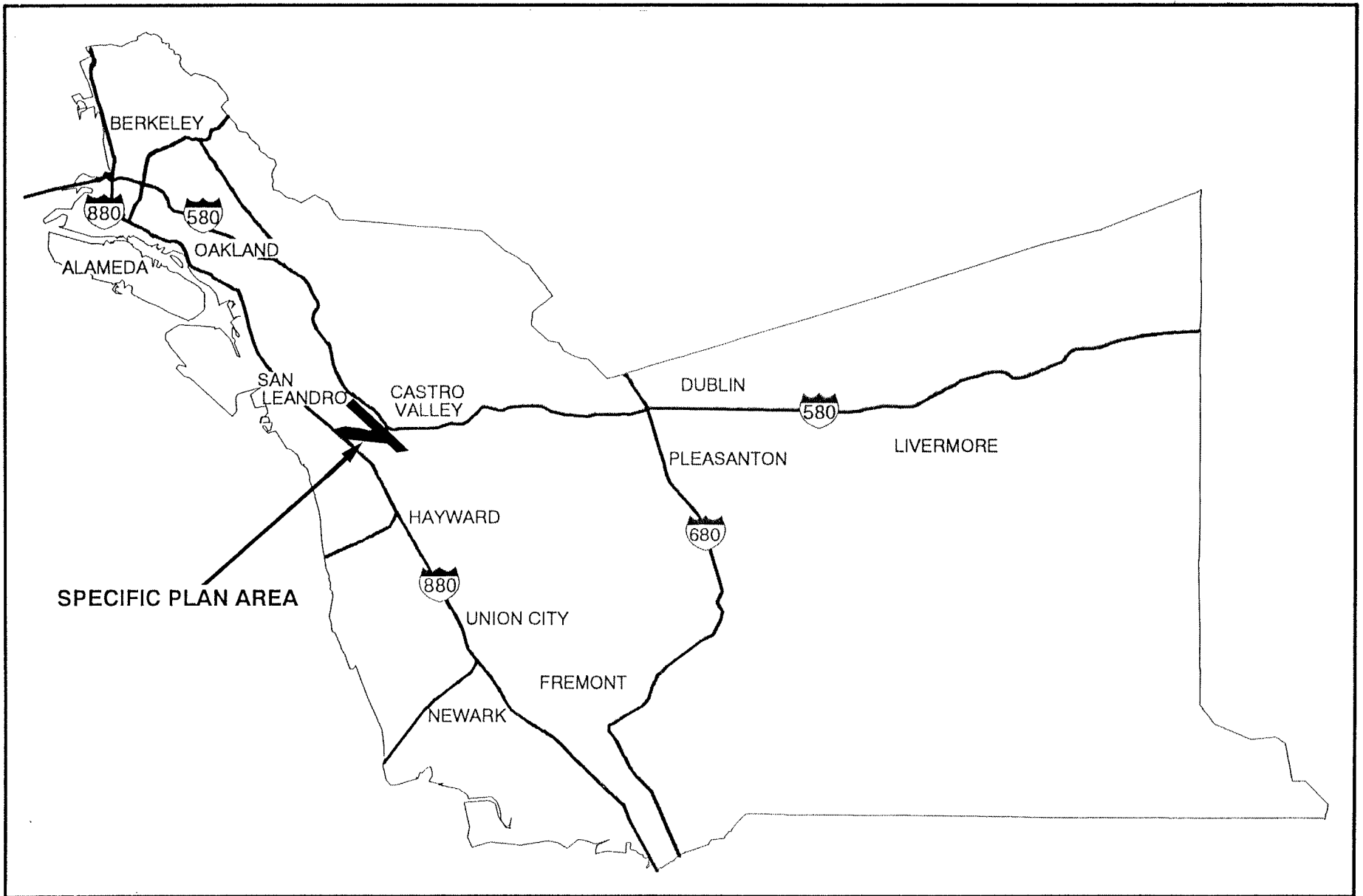
the specific plan provides the most detailed directions for new development

The objectives, recommendations, policies, and regulations of the Specific Plan give public agencies, special districts, advisory and legislative bodies, property and business owners, developers, and investors a basis for policy decisions, programs, and other measures which support or regulate changes, including capital improvements, community development, public or private redevelopment, public recreational and transportation plans, and zoning, subdivision and building regulations. The Specific Plan identifies issues, problems, community concerns and preferences. It then sets goals and establishes policies, programs and regulations. Finally, it describes existing and required implementation measures necessary to accomplish those goals and policies.

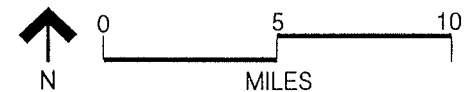
Legislative Authority

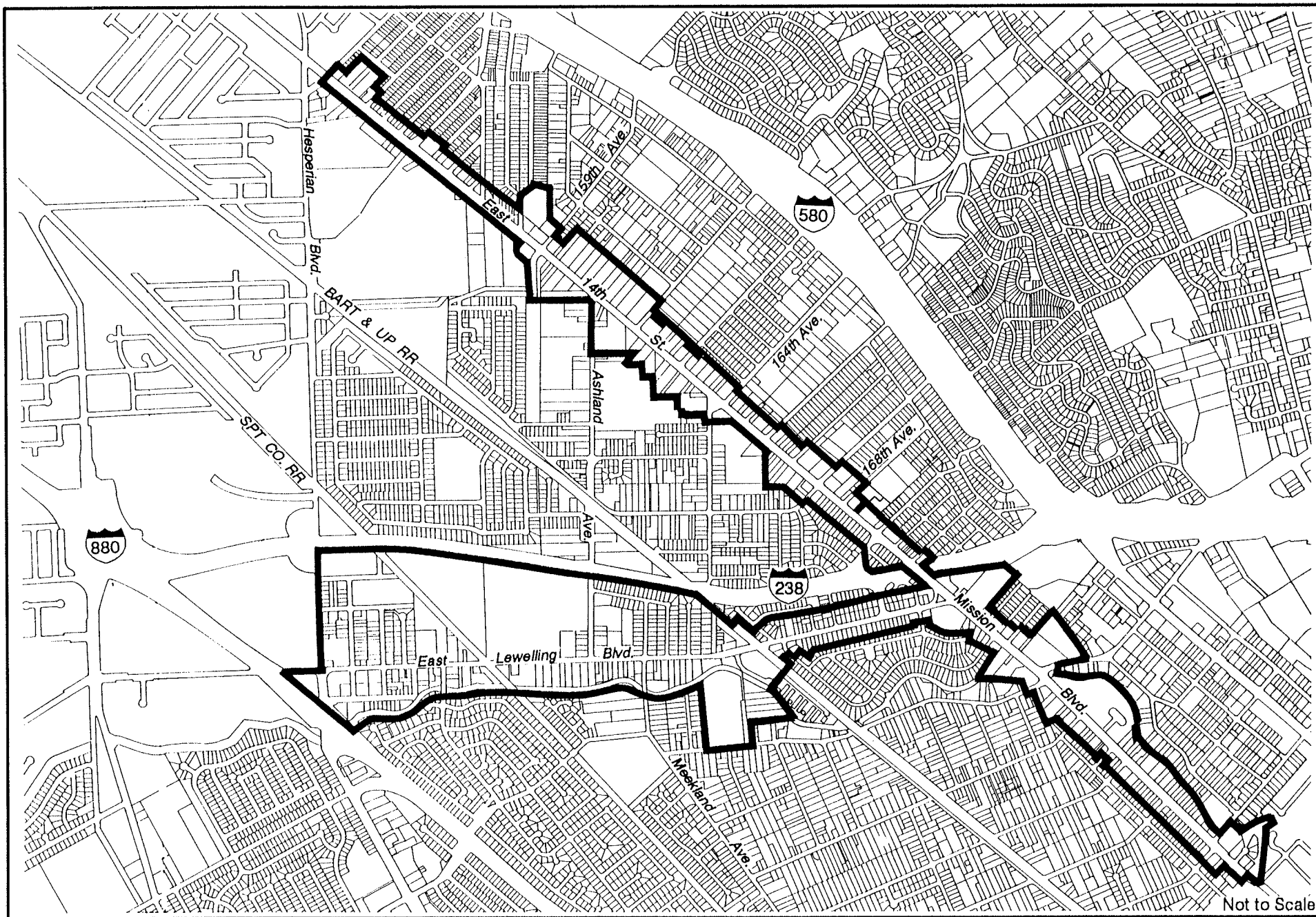
The Ashland and Cherryland Business Districts Specific Plan has been prepared according to the provisions of Sections 65640 through 65457 of the California Government Code. Section 6540 provides that a planning agency may prepare specific plans for the systematic implementation of the general plan for all or part of its plan area. Accordingly, the Specific Plan for the Ashland and Cherryland Business Districts includes text, maps, and diagrams describing citizen supported recommendations for a

all other plans must be consistent with the specific plan



ALAMEDA COUNTY LOCATION MAP





SPECIFIC PLAN AREA

ASHLAND CHERRYLAND BUSINESS DISTRICTS SPECIFIC PLAN
Alameda County Planning Department, 1995



Figure 1.2

number of planning topics which, at a minimum, include land use, public areas and open space, circulation, infrastructure and services, and implementation measures. Once a specific plan has been adopted, no local public works project or subdivision plan can be approved, or any ordinance adopted or amended, such as zoning, applicable within that plan area which is not consistent with the policies and recommendations of that specific plan.

Scope

The Plan Area of the Ashland and Cherryland Business Districts Specific Plan is an unincorporated portion of Alameda County, one part of which includes the properties fronting East 14th Street/Mission Boulevard between the Cities of San Leandro and Hayward from 150th Avenue to approximately Grove Way. Another part of the Plan Area includes unincorporated properties along Lewelling/East Lewelling Boulevard between Mission and Hesperian Boulevards, and properties along the eastern frontage of Hesperian Boulevard between I-880 and I-238. To the north, this entire Lewelling/East Lewelling Boulevard portion of the Plan Area is bounded by the I-238 freeway and includes both commercial and residential use properties. To the south, the Lewelling/East Lewelling Boulevard portion is bounded by San Lorenzo Creek to and including the Meek estate property. Between the Meek estate property and Mission Boulevard, the southerly edge of the Plan Area is defined by the properties fronting East Lewelling Boulevard. A Plan Area map is included for reference.

The time period for the Specific Plan is approximately twenty years from the date of its adoption. Some of the Specific Plan policies and recommended programs, such as establishing one or more organizations for business district merchants and property owners and improvement assistance for commercial buildings, are identified for implementation within the first few years of adoption and are intended to have an immediate effect, particularly on new or proposed development. Other policies, such as recommended capital improvements for public projects, may extend well beyond the time frame of the current Specific Plan. It is

doing business with big roads and big traffic

assumed that toward the end of the twenty year period following adoption, or in the light of unanticipated events, appropriate revisions of the Specific Plan will be reviewed according to Sections 65640 through 65457 of the California Government Code.

1.2 DEVELOPMENT OF THE SPECIFIC PLAN

Context

East 14th Street, which becomes Mission Boulevard south of the I-238 undercrossing, is one of the longest continuous roads in the East Bay. It extends almost 30 miles from downtown Oakland on the north to the Warm Springs portion of the City of Fremont on the south. Prior to the construction of the East Bay freeways, it was, as a designated state route, the principal highway linking Oakland, San Leandro, the unincorporated communities of Ashland and Cherryland, Hayward, the community of Decoto, Union City, and three of the five Fremont communities, Niles, Mission San Jose, and Warm Springs. As such, East 14th Street/Mission Boulevard has a historic identity and physical character that is strongly associated with highway commercial development. A recent series of articles in a local newspaper called it "the backbone of the East Bay."

strip commercial along "the backbone of the east bay"

Lewelling/East Lewelling Boulevard connects Mission Boulevard to Hesperian Boulevard and, further west, to the unincorporated community of San Lorenzo. The name changes from Lewelling to East Lewelling Boulevard at the railroad tracks just west of San Lorenzo High School. Initially, the roadway was two lanes wide and was lined by residences. Because of relatively heavy traffic volumes, much of the present zoning along Lewelling/East Lewelling Boulevard allows commercial development like that on much of East 14th Street/Mission Boulevard. However, actual development remains much less intensive. The predominant land use along significant portions of Lewelling/East Lewelling Boulevard is still single and multi-family residential. East of the BART/Union Pacific railroad tracks to Mission Boulevard, many of the residential buildings on East Lewelling Boulevard have been converted

to low-intensity business uses. The high school and parochial school sites between the two railroad tracks dominate the central portion of East Lewelling Boulevard. West of the Southern Pacific railroad tracks, development frontage on Lewelling Boulevard is small scale commercial, backed by pockets of residential development of varying densities.

Over the past ten to fifteen years, certainly since the construction of I-580 and I-238 through the area, both corridors have declined in terms of economic vitality and in physical appearance. Commercial establishments have deteriorated, some properties have remained vacant, many are underutilized, little new development has occurred, and drug related crime and prostitution have become part of the daily life of the overall area. The commercial mix has no dynamic focus. The most common category of business activity, as might be expected along an older highway, is focused on automobile related sales and services. Being unincorporated and lacking a formal, local governing body to promote economic development, the Plan Area suffers by being perceived by some as having a second-class status.

the erosion of the urban fabric

The East 14th Street/Mission Boulevard portion of the Plan Area is approximately 2.8 miles in length and the Lewelling/East Lewelling Boulevard portion is approximately 1.4 miles in length. The Plan Area contains some 714 individual parcels and a total land area, excluding streets, of approximately 245.6 acres. There are a total of approximately 400 residential units, 400 commercial facilities, and 50 properties that are either vacant, or used as churches, schools, or a cemetery. One property, the Meek estate, is owned and maintained by the Hayward Area Recreation and Park District (HARD) and is included within the Plan Area because of its significance as a cultural and historic resource to the Lewelling/East Lewelling Boulevard portion of the Plan Area.

Process

In early September 1991, a citizen's planning committee was formed, with the support of the late Supervisor Charlie Santana, to advise in the preparation of a specific plan for the two main commercial corridors through the Ashland and Cherryland communities. The committee was comprised of community residents and has met on a regular basis for approximately two years to establish, with County Planning staff, an understanding of the community's concerns for the revitalization of businesses and business opportunities along the two corridors. In addition to the six committee members and County Planning staff, the citizens meetings have been attended regularly by additional residents of the community and, on occasion by both public and private sector representatives, including staff from County and district infrastructure service agencies and departments, and private developers and investors. In the spring of 1993, an expanded citizens committee was formed to discuss and advise on Specific Plan refinements and implementation feasibility prior to its completion. The expanded committee has met regularly for almost a year and its members include almost all of the original planning committee people.

A land use inventory of the Plan Area was taken as part of the background review and analysis. Businesses and other uses of land were classified according to a standard classification system, modified to reflect specific conditions unique to the community. A property owner and merchant interview was distributed and the results summarized as an additional level of analysis of existing conditions and expectations for the Plan Area. An economics consultant has provided guidance as to feasible revitalization strategies, given current market conditions, and has provided initial advice on implementation funding sources.

For approximately six months, a Technical Advisory Committee (TAC) on infrastructure met and discussed current and future plans and projects with County staff. The information provided by participating representatives of individual service agencies and departments is summarized in the Infrastructure Element of the Specific Plan. The organization of the TAC

committed people are the greatest resource

*the technical advisory committee provides
necessary coordination of all civil engineering
projects*

remains available for planning and review of public improvement projects recommended by the Specific Plan.

An initial study for environmental impacts has been prepared for recommended Specific Plan projects and actions. Based on this study it has been determined that an EIR is not required for the Specific Plan. Projects within the Plan Area will be subject to CEQA review and those that do not fall within the scope of change considered by the environmental review of the Specific Plan may be subject to an EIR.

1.3 Relationship to the Alameda County General Plan and Other Governing Plans

General Plan

According to State law, a specific plan implements and, thus, must be consistent with the general plan (Government Code 65450 et seq.). However, the specific plan is independent of the general plan and, in normal application, possesses a greater degree of detail. A specific plan may include the functions of zoning, including land use regulation and design and other development standards, and capital improvement plans within its scope of regulatory powers. A specific plan is used to implement the policies of the general plan.

the specific plan is a bridge between general plan policies and individual development projects

The underlying general plan governing the Specific Plan Area is the General Plan for the Central Metropolitan, Eden, and Washington Planning Units. It was adopted by the County Board of Supervisors January 13, 1981. A second document, the Unincorporated Eden Area (portion) Plan, was adopted November 3, 1983. This second plan is a refinement of the 1981 plan document, and elaborates on issues and land use designations specifically for the Ashland and Cherryland areas. The 1981 and 1983 plans are part of the general plan for Alameda County, and they constitute the general plan for the Ashland and Cherryland Business Districts Specific Plan Area. The Specific Plan is considered an implementation measure of the County General Plan.

Concurrent with the preparation of the ACBDSP, the County also is reviewing and revising the General Plan. The revised County General Plan will consist of eight major plan documents, including five functional elements and three area plans. The functional elements are (1) regional; (2) housing; (3) energy; (4) natural resources, recreation and open space; and (4) safety and noise. The plan areas are for the three major geographical portions of the unincorporated County, East County, Castro Valley, and Ashland/Cherryland/San Lorenzo. After the review and revision process for the County General Plan is complete, it may be necessary for County staff to review the ACBDSP to determine that it is consistent with the overall general plan policies and policies specific to the Ashland/Cherryland/San Lorenzo general plan area.

Bayfair Specific Plan

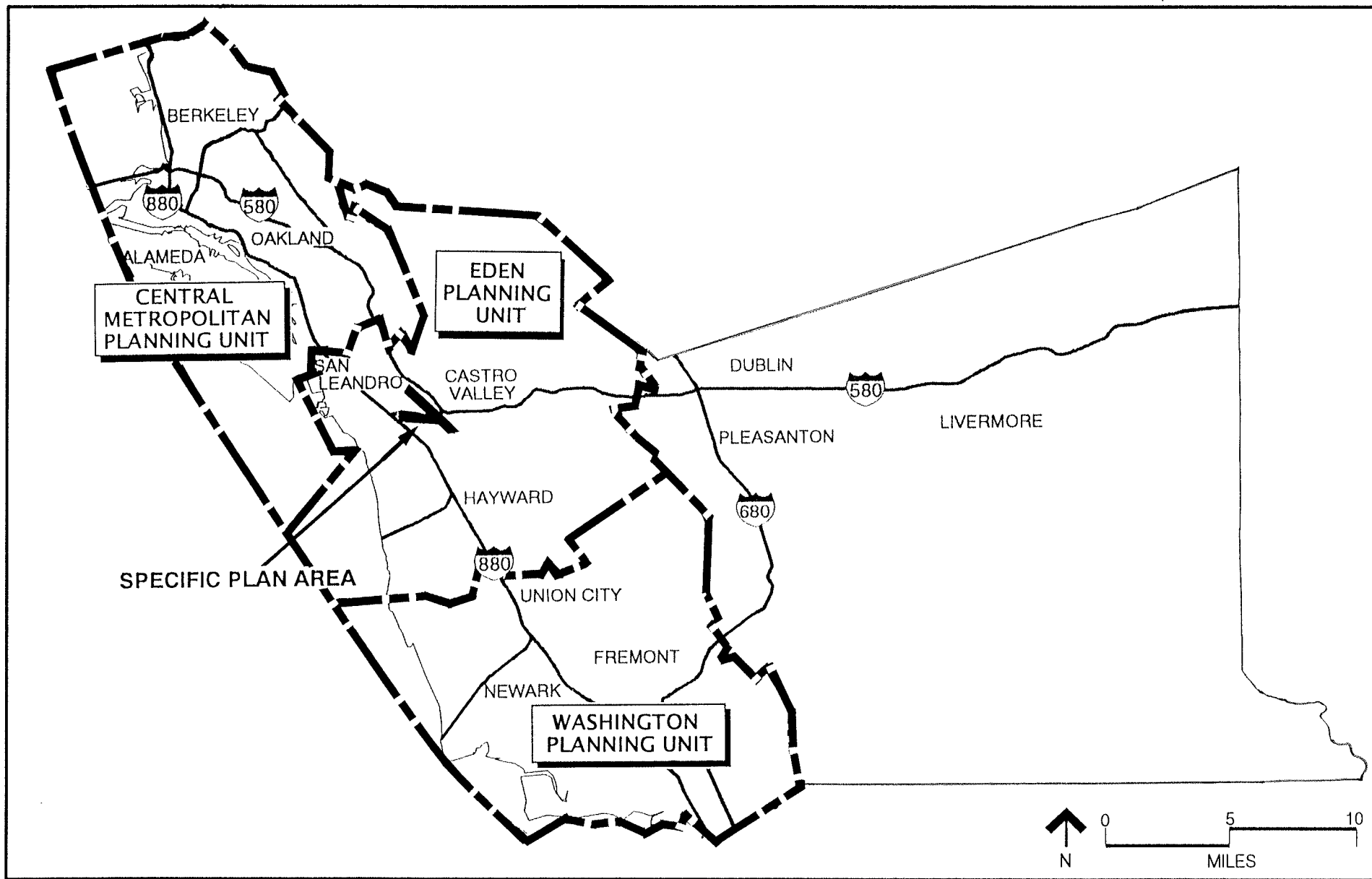
The Bayfair Specific Plan was approved in January of 1979. It provides land use recommendations for higher intensity development adjacent to BART, is market driven, and has not been implemented to any significant extent. The Bayfair Specific Plan Area includes all of the properties along East 14th Street in the vicinity of Bayfair Mall that are within the current Ashland and Cherryland Business Districts Specific Plan Area. However, the Bayfair Specific Plan Area also includes areas west of East Fourteenth Street that are not within the Ashland, Cherryland Business Districts Specific Plan Area. That portion of the Bayfair Specific Plan within the new Business Districts Specific Plan will be superseded by this new Specific Plan. That portion of the Bayfair Specific Plan that is outside the new Specific Plan Area will need to be revised, as appropriate, according to the anticipated review and revision of the Eden Area Plan.

the bayfair specific plan is replaced

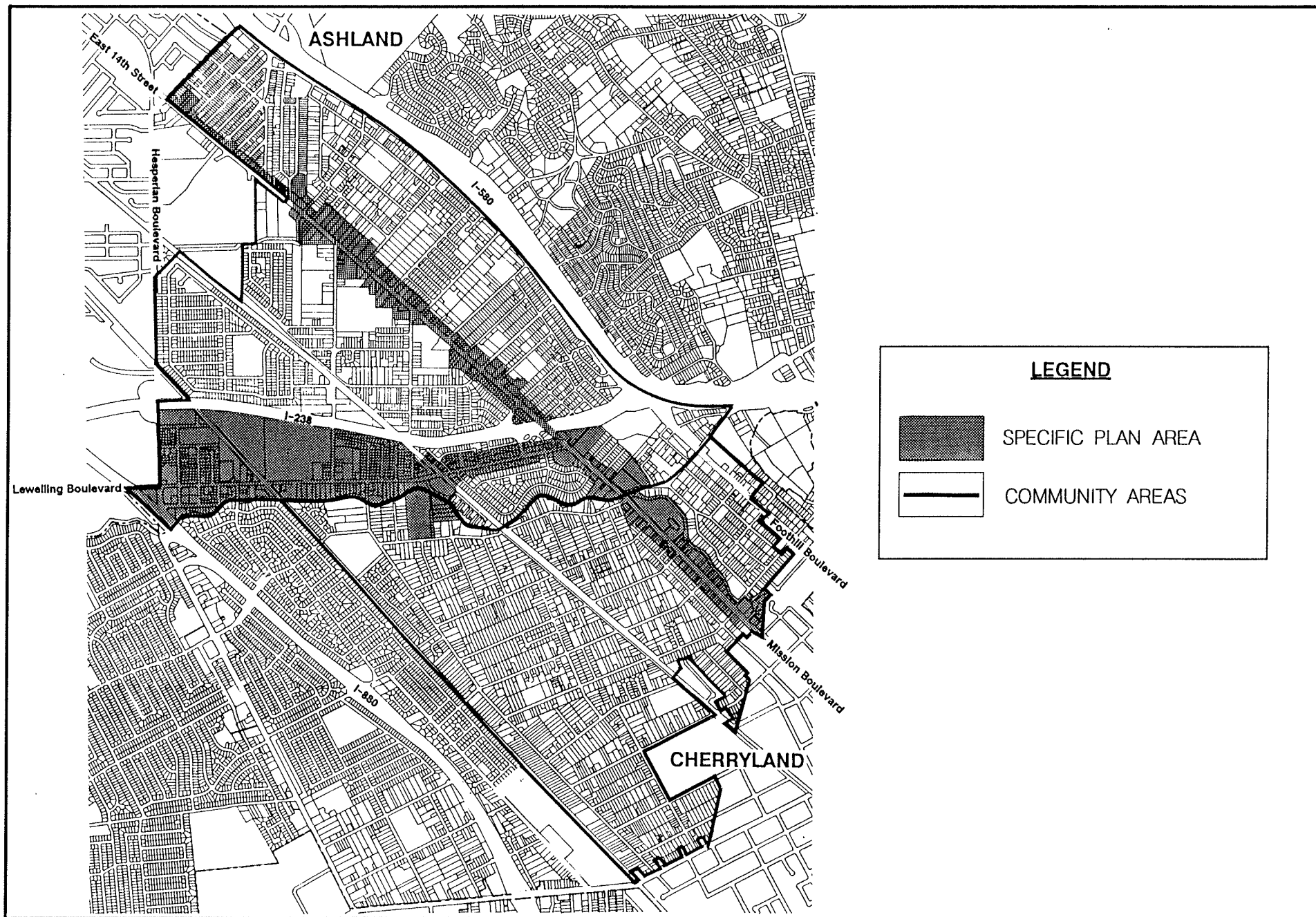
Alameda County, City of San Leandro Redevelopment Plan

Alameda County, in joint agreement with the City of San Leandro, has established a Redevelopment Area that includes most of the Ashland and Cherryland Business Districts Specific Plan Area. The Specific Plan provides the level of detail appropriate to implement Redevelopment Plan

the redevelopment plan captures tax-revenue for use in the plan area



CENTRAL METROPOLITAN, EDEN, & WASHINGTON PLANNING UNITS

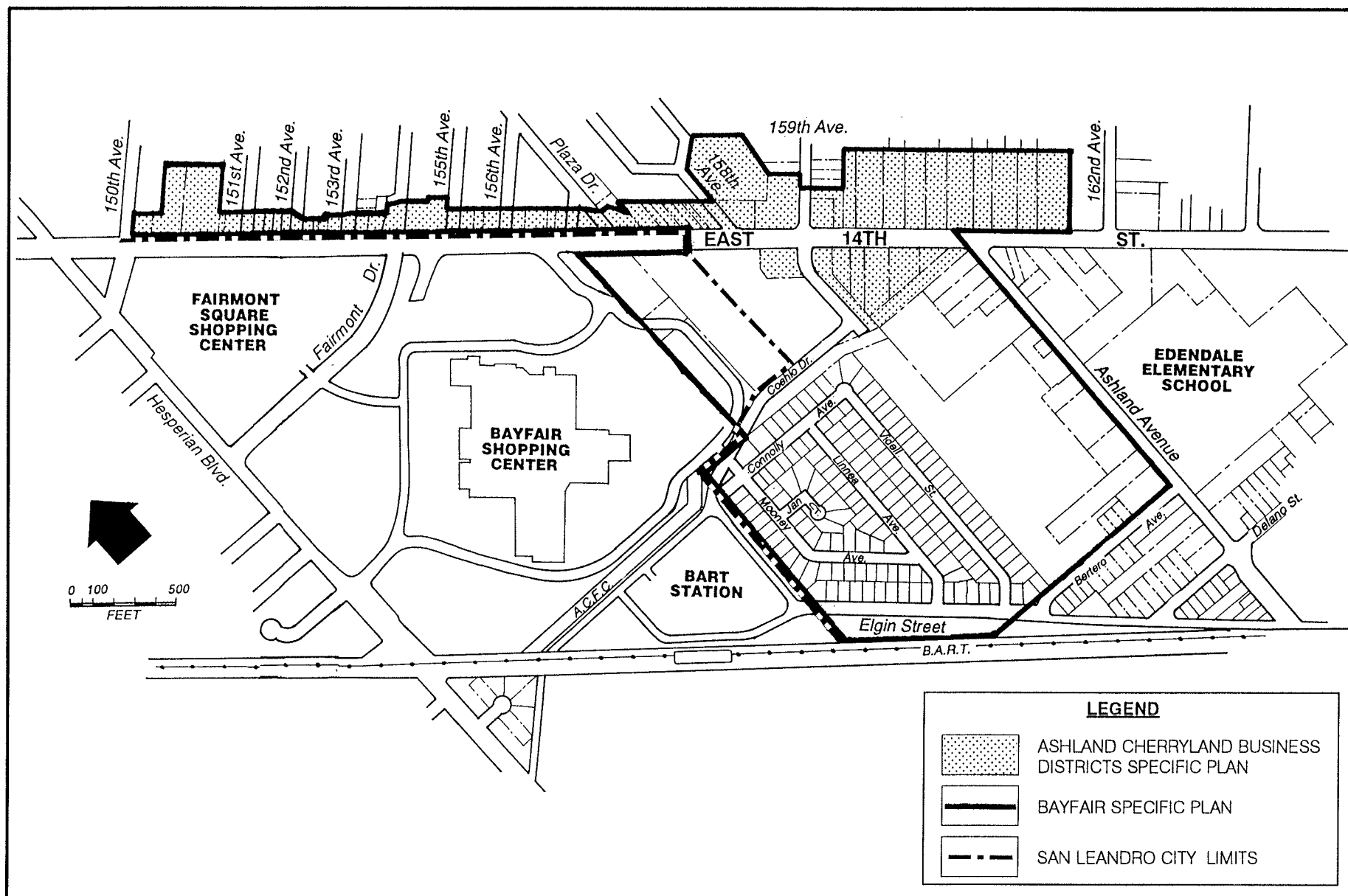


ASHLAND & CHERRYLAND COMMUNITY AREAS

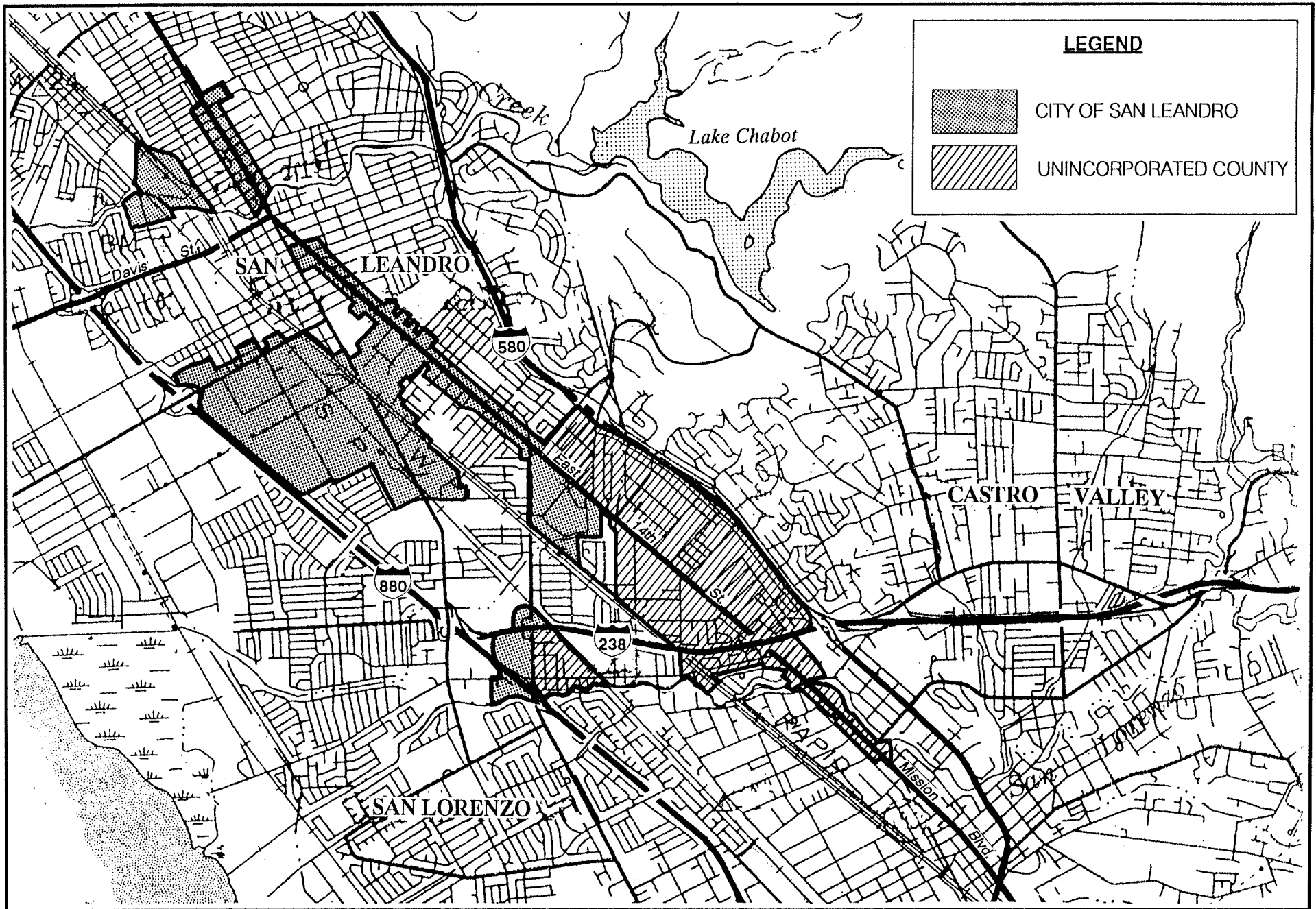
ASHLAND CHERRYLAND BUSINESS DISTRICTS SPECIFIC PLAN
Alameda County Planning Department, 1995



Figure 1.4



BAYFAIR SPECIFIC PLAN AREA



ALAMEDA COUNTY, CITY OF SAN LEANDRO REDEVELOPMENT PLAN AREA

ASHLAND CHERRYLAND BUSINESS DISTRICTS SPECIFIC PLAN
Alameda County Planning Department, 1995

Figure 1.6

policies. Redevelopment tax-increment money is identified as a major source of funding for certain Specific Plan projects.

As part of the County administration of the Redevelopment Plan, a seven person Citizens' Advisory Committee (CAC) has been established to review and give advice on budget plans and project priorities. The twenty percent housing setaside money is being administered by Alameda County Planning Department, Housing Community Development (HCD) staff.

1.4 RELATIONSHIP TO THE ALAMEDA COUNTY ZONING ORDINANCE

According to State law, a specific plan may be administered as, and thus have the force of, zoning. Policies and regulations developed by the Ashland and Cherryland Business Districts Specific Plan take precedent over and replace standard zoning and the provisions of the Alameda County Zoning Ordinance for the Plan Area. Where the Specific Plan is silent, or perceived to be silent, provisions of the Zoning Ordinance will apply. The County's Site Development Review process may impose more, but not less, restrictive requirements where appropriate. Violation of the provisions of the Ashland and Cherryland Business Districts Specific Plan shall constitute a violation of the Zoning Ordinance, and enforcement of the provisions of the Specific Plan shall be done in the same manner as enforcement of the provisions of the Zoning Ordinance. Amendment to the land use policies of the Specific Plan shall be made in the same manner and according to the procedures established for amendments to the Zoning Ordinance.

the specific plan replaces existing zoning

1.5 RELATIONSHIP TO COUNTY AND OTHER PUBLIC ACTIONS

According to State law, a specific plan governs all public works projects within the plan area. Therefore, the Ashland and Cherryland Business Districts Specific Plan regulates all public improvements within the Plan Area, including road widening and other roadway construction, street

the specific plan governs all public works projects in the plan area

landscaping and beautification, flood control measures and construction of public buildings. It also governs other County activities, as appropriate.

1.6 STRUCTURE OF THE SPECIFIC PLAN

The Ashland and Cherryland Business Districts Specific Plan is intended to inform property owners, business owners, developers, investors, and public agencies about permitted land uses, appropriate community design, including new construction and rehabilitation of existing buildings, and public projects, as well as setting overall land use and development policies for the Plan Area. The Specific Plan is divided into several functional elements, as follows:

Introduction

This Element states the general purpose of the Specific Plan and its authority under State law. It also describes the geographical area which the Specific Plan governs and identifies the length of time which it assumes as a planning guide. The Introduction also explains the relationship of the Specific Plan to the County General Plan, The Zoning Ordinance, and to other County plans, regulations, policies, and actions.

Goals and Objectives

This Element presents the primary goals of the community for the various business districts that guide recommended policies and projects.

Land Use

The Land Use Element presents the land use plan for the identified business districts and outlines the revitalization objectives and strategies most critical to each individual business district. The Land Use Element also establishes specific land use regulations and criteria that will be used to implement policies for mixed-use development and to review requests for changes in land use.

a summary of the specific plan contents

Design Guidelines

The Design Guidelines Element provides property owners and developers with a set of principles that will be used in reviewing project design through the Site Development Review process. These guidelines address issues of site design, new buildings, rehabilitations and conversions, and commercial signs.

Public Area Improvements and Open Space

This Element of the Specific Plan provides program descriptions for a number of recommended public improvements projects, including streetscape construction, public plazas and parks, and access easements.

Circulation

The Circulation Element deals separately with roads, traffic, and pedestrian movement as part of the Plan Area infrastructure. It also establishes a comprehensive set of policies for future transportation and circulation improvements directly affecting the Plan Area.

Infrastructure

This Element describes the existing infrastructure in the Plan Area as required by State law. By providing a comprehensive review of the infrastructure already in place, the Specific Plan outlines plans by service agencies and departments for repairs and maintenance, in addition to new projects, which are minimal for such an area.

Implementation

The Implementation Element describes recommended mechanisms and priorities for funding and constructing projects considered necessary to the revitalization of the Plan Area and to the conservation of the surrounding residential neighborhoods.

Appendices

Background materials and studies are summarized as appendices to the plan document. These studies and supporting planning documents are identified and referenced for future use.

1.7 SEVERABILITY

In the event that any regulation, condition, program, or portion of this Specific Plan is held invalid or unconstitutional by a California or Federal Court of competent jurisdiction, such portions shall be deemed separate, distinct, and independent provisions. The invalidity of such provisions shall not affect the validity of the remaining provisions of the Specific Plan thereof.



St. John's Catholic Church, East Lewelling Boulevard at Ashland Avenue

2.0 GOALS AND OBJECTIVES

The Ashland and Cherryland Business Districts Specific Plan has been prepared according to goals and objectives established by community task force members. Each Plan Element is responsive to the implementation of these goals and objectives.

GOAL I

**SUPPORT THE ECONOMIC REVITALIZATION OF THE
ASHLAND AND CHERRYLAND BUSINESS DISTRICTS.**

increased business vitality

Objective 1

Reinvest public money in the area for projects that support a market based approach to revitalization, including organized business activities that promote individual business districts.

Objective 2

Promote businesses that provide increased tax revenues to be directed back to the community for development assistance programs and public area improvements projects.

Objective 3

Achieve increased property values in the area and encourage private sector reinvestment.

Objective 4

Protect opportunities for neighborhood serving commercial development and start-up businesses.

Objective 5

Promote the retention of key businesses in the area.

Objective 6

Promote larger scale commercial development where supported by existing and planned investments in roads and transit systems that serve both community wide and regional markets.

Objective 7

Improve the perception of security within the area.

GOAL II

IMPROVE THE PHYSICAL APPEARANCE OF INDIVIDUAL BUSINESS DISTRICTS AND OF EAST 14TH STREET/MISSION BOULEVARD AND OF LEWELLING/EAST LEWELLING BOULEVARD.

better looking business districts

Objective 1

Underground power and utility lines on East 14th Street/Mission Boulevard and Lewelling/East Lewelling Boulevard.

Objective 2

Create a physical identity or "sense of place" for each individual business district.

Objective 3

Develop a streetscape design plan for East 14th Street/Mission Boulevard and for Lewelling/East Lewelling Boulevard that promotes the identity of the individual business districts and that is reflective of the unique character of the surrounding Ashland and Cherryland communities.

Objective 4

Raise business community expectations for the quality of architectural and landscape design within each business district.

Objective 5

Conserve and enhance development patterns that define the street edge with buildings and with active uses that promote public use of sidewalks

GOAL III

ENHANCE THE DEVELOPMENT AND USE OF EAST 14TH STREET/MISSION BOULEVARD AS A TRANSIT ORIENTED PLACE.

more and better access to transit

Objective 1

Establish high intensity use nodes within the business districts along East Fourteenth Street/Mission Boulevard that promote increased transit patronage.

Objective 2

Establish high-amenity, safe pedestrian and bicycle connections between East Fourteenth Street/Mission Boulevard and the adjacent neighborhoods.

GOAL IV

ESTABLISH LANDSCAPE AREAS AND OPEN SPACE SUPPORTIVE OF THE PUBLIC LIFE OF THE COMMUNITY AS PART OF THE REVITALIZATION OF THE BUSINESS DISTRICTS.

a more civic character

Objective 1

Develop visual access to San Lorenzo Creek and, where possible, trail access and public open space along the channel.

Objective 2

Provide a public plaza or open space for each business district as part of the design of high intensity development nodes.

Objective 3

Recognize the value of and enhance visible public access to the Meek estate and its grounds as a valuable part of the open space framework for the Plan Area and as providing a unique community image and identity.

Objective 4

Identify, conserve and restore historic resources, including objects and places such as the cemetery in the Four Corners Business District, that have value and importance to the identity of the community.

Objective 5

Enhance Caltrans and BART landscape areas and facilities that front on East 14th Street/Mission Boulevard and that are adjacent or proximate to Lewelling/East Lewelling Boulevard as major opportunities for identity planting and public art.

GOAL V

CONSERVE AND ENHANCE THE QUALITY OF SURROUNDING RESIDENTIAL NEIGHBORHOODS AND PROVIDE INCREASED OPPORTUNITIES FOR MIXED-USE DEVELOPMENT THAT IMPROVES THE EDGE BETWEEN BUSINESS DISTRICTS AND ADJACENT RESIDENTIAL AREAS.

neighborhood conservation

Objective 1

Conserve and stabilize existing areas of single-unit residential development.

Objective 2

Encourage a diverse range of unit types, including live-work space.

Objective 3

Maintain a balance of rental units as part of the available housing stock.

Objective 4

Buffer residential development adjacent to business districts from spill-over parking and traffic.

Objective 5

Maintain and enhance nearby community facilities and services, such as schools, parks, and day care centers that are supportive of households with children.

GOAL VI

MAINTAIN AND IMPROVE THE UTILITIES INFRASTRUCTURE OF THE PLAN AREA TO A LEVEL CONSISTENT WITH INFRASTRUCTURE INVESTMENT IN NEWER PARTS OF THE COUNTY.

the value of existing infrastructure

Objective 1

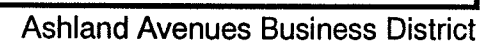
Repair, resurface, landscape, and maintain public streets and alleys.

Objective 2

Provide utility, water and sewer line capacity supportive of planned urban development intensities.

Objective 3

Enhance Caltrans and BART landscape areas and facilities that front on East 14th Street/Mission Boulevard, and that are adjacent or proximate to Lewelling/East Lewelling Boulevard so that these areas and facilities have an identity as public places.



Ashland Avenues Business District

3.0 LAND USE ELEMENT

INTRODUCTION

Business Conditions

East 14th Street/Mission Boulevard has been an East Bay highway for a very long time. Many of the businesses along this almost continuously developed commercial route cater directly to automobile and truck travel. They include, in addition to auto and truck parts and service businesses, used and new car dealers, storage and small warehouse facilities, wholesale distribution, restaurants, food stands, trailer courts and motels. As the surrounding areas between the Cities of San Leandro and Hayward have become completely developed, a number of household serving and specialty retail businesses also have located along East 14th Street/Mission Boulevard, as well as along Lewelling/East Lewelling Boulevard to Hesperian Boulevard. They include grocery and hardware stores, appliance repair and sales, video rental, flower shops, barber and beauty shops, and realty, insurance, and tax preparation offices.

While commercial development within the Plan Area is not plagued with a dramatic vacancy rate, it is in a noticeable state of decline. Building facades are in disrepair, there is little visible evidence of reinvestment or new development in recent years, and there is no strong market focus or unity in the types of businesses. Low intensity service uses tend to predominate, which is consistent with the relatively low rental rates being charged for commercial space (\$ 0.35 to \$ 0.75 per square foot).

As in the case in many older commercial districts, analysis of retail sales potential generated by residents within the Ashland and Cherryland area indicates that there currently is significant loss of sales to businesses outside the Plan Area. Commercial development within the Plan Area is not capturing its potential share of sales. There are, for example, approximately 16,500 residents in the Ashland neighborhoods near the Bayfair shopping center. This population can be assumed to generate

a market driven specific plan

the area loses sales to surrounding markets

sufficient food and pharmacy expenditures to support a new neighborhood serving commercial center in the immediate area. Presently, such a center does not exist and residents must travel outside their area to shop at a modern supermarket and pharmacy. Appropriately, recent new development in the area includes a pharmacy and household items store at the northeast corner of East 14th Street and 159th Avenue.

The area's relatively low level of economic vitality does not stem from a lack of market demand, but rather from a set of factors that include:

- o a lack of adequate, vacant development sites;
- o small parcel sizes that make it difficult and costly to assemble larger sites for development;
- o shallow parcel depths that severely limit the type of improvements that can be built;
- o land prices that are high relative to the price that can be supported by most types of new commercial development;
- o existing competition, such as Bayfair Mall, which precludes development of some types of businesses;
- o blighted conditions that discourage new investment;
- o the current real estate lending climate which has limited the availability of financing for rehabilitation and new projects, even in premier locations with solid developers; and

factors that drain economic vitality

- o the current regional oversupply of commercial real estate, which severely limits financing opportunities. A glut of speculative office space, small retail shop space, and lodging facilities currently plagues the entire Bay Area. Financing in areas comparable to Ashland and Cherryland still is available to some types of development, but currently tends to be limited to multi-family residential projects, owner-user developments that are, in many cases, self-financed, and special in-fill developments such as cinemas and certain types of retail where a strong market opportunity has been established.

Opportunities

Given the formidable constraints to new development at present, it seems very likely that there will be limited opportunities in the near term, probably the next five years, for major new development to occur within the Plan Area. The Redevelopment Plan provides the ability to assemble sites and to assist in financing new development in specific areas, such as along East 14th Street between 159th Avenue and approximately 162nd Avenue, and along Mission Boulevard adjacent to I-238. Redevelopment tax-increment funding, over the life of the Redevelopment Plan, will allow implementation of many of the Specific Plan revitalization projects that are designed to create a better development climate for the Plan Area.

Based on preliminary findings, the following actions are recommended for the near term:

- o increase the level and quality of lighting in the area and promote more active security measures, such as increased police presence and Neighborhood Watch programs;

economic growth may be slow in the near term

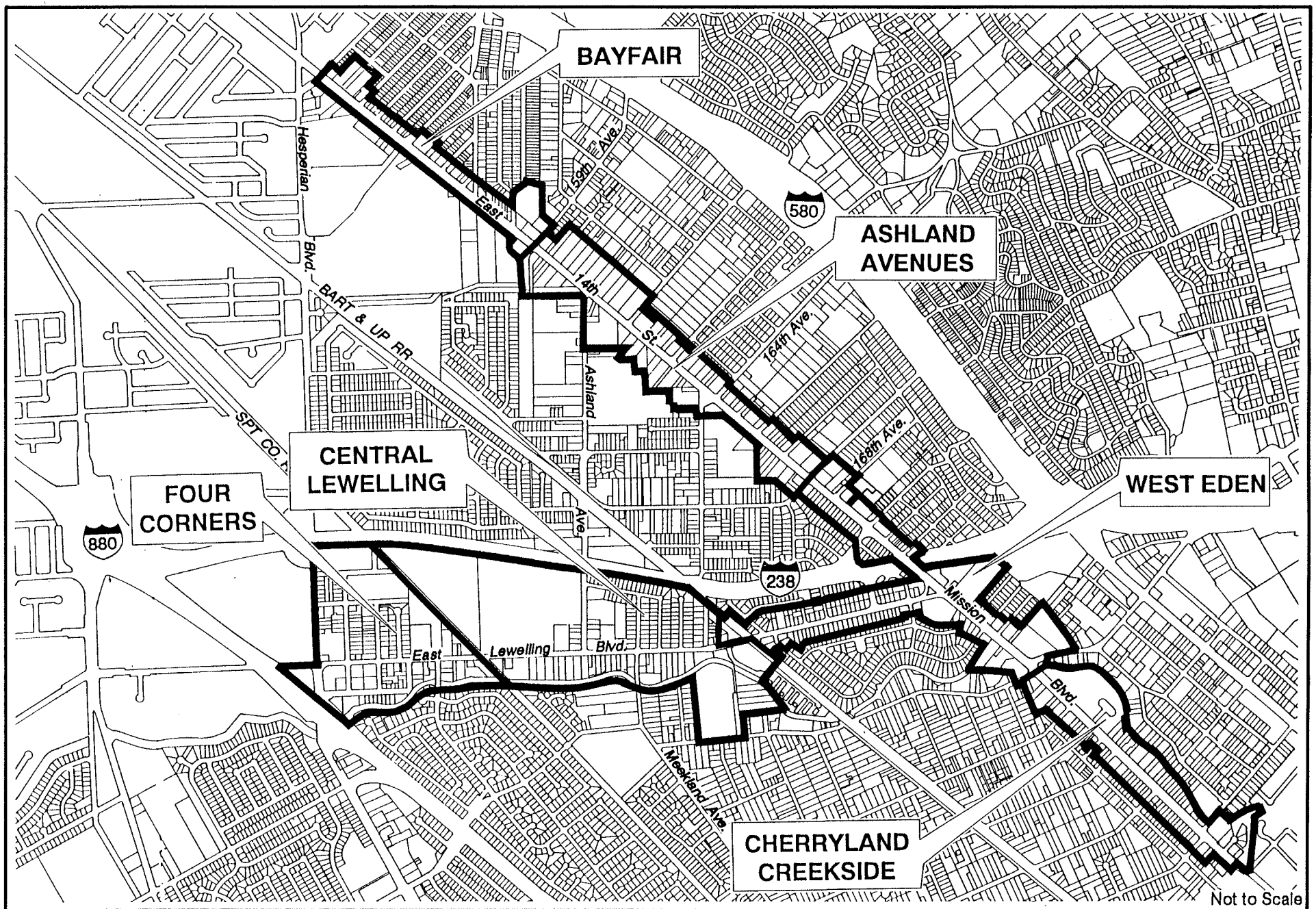
recommended actions

- o upgrade the existing commercial building stock through a building facade and commercial sign improvement program designed to create some degree of unity within each business district;
- o promote key business retention and expansion through the establishment of a local economic development office that will help businesses and property owners obtain needed financing;
- o promote the development of in-fill projects that complement and reinforce strong adjacent uses (for example, the planned addition of parking structures and a multi-plex cinema to Bayfair Mall is an opportunity to promote restaurant and entertainment uses along the Bayfair portion of East 14th Street);
- o assemble a large development site near the I-238 and I-580 access roads suitable for an auto or value-oriented retail center; and
- o promote the development of local-serving office space by replacing existing houses converted for office use with new, relatively small office buildings on East 14th Street and Mission Boulevard; in the longer term, this action could be extended to include replacing houses on East Lewelling Boulevard between Mission Boulevard and the BART, railroad tracks.

3.1 BUSINESS DISTRICT SUBAREA PLANS

While there is a continuous highway service character to many of the existing commercial land uses along East 14th Street, Mission Boulevard and, to a lesser extent, Lewelling and East Lewelling Boulevard, economic revitalization of the commercial properties is going to be responsive to different market conditions for different portions of the street. For planning purposes, these differences divide the Plan Area into six potential business districts, or subareas, as follows:

different conditions define six different business districts



BUSINESS DISTRICTS

ASHLAND CHERRYLAND BUSINESS DISTRICTS SPECIFIC PLAN
Alameda County Planning Department, 1995



Figure 3.1

- o Bayfair Business District
- o Ashland Avenues Business District
- o West Eden Business District
- o Cherryland Creekside Business District
- o Central Lewelling Business District
- o Four Corners Business District

3.1.1 BAYFAIR BUSINESS DISTRICT

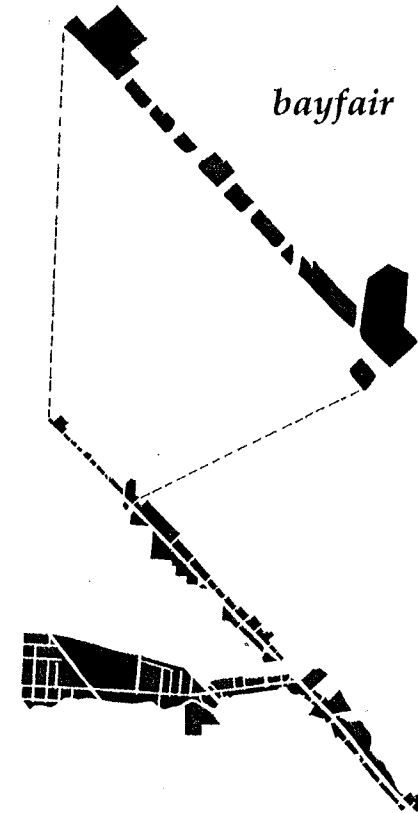
Conditions

The primary market force for the Bayfair Business District is Bayfair Mall. This District includes those properties on the east side of East 14th Street, facing Bayfair Mall, between 150th and 159th Avenues.

Existing land uses in the Bayfair Business District are almost exclusively commercial and include both fast food and table service restaurants, a donut shop, realty offices, auto and motorbike parts and services, an adult bookstore, and a trucking business. There are a few vacant, boarded up storefronts. In the immediate vicinity of 159th Avenue there are two self-storage facilities, one with retail frontage, and an apartment complex.

Existing zoning is predominantly C-1 (Retail Business) with a small amount of C-N (Neighborhood Commercial) and PD (Bayfair Specific Plan--Retail Commercial or High Density Residential) at the south end, near 159th Avenue. New development in this district has been limited by the generally small, shallow lots, 6,000-8,000 square feet, and is dependent upon available on-street parking.

Most of the blocks in this district are less than 200 feet in length, with two of the blocks being just less than 500 feet in length. The District is



approximately 0.6 miles in long and has eleven intersections that provide convenient access to the residential neighborhoods directly to the east. Together with Fairmont Drive, 150th and 159th Avenues provide direct access from I-580 to Bayfair Mall. The Bayfair Business District has the most street corners and is the most walkable of the six business districts.

Revitalization Opportunities

The primary strength of this District is its location across from Bayfair Mall. The Mall draws customers from a large geographic region and generates high traffic counts along East 14th Street. Merchants along this portion of East 14th Street have an opportunity both to capture sales from customers who have come to Bayfair Mall and to serve local residents in the neighborhoods directly to the east. New commercial development in the Bayfair District should complement rather than compete with the Mall.

Regional and community-serving opportunities in the Bayfair District are directly linked to future developments at the Mall. There has been some discussion of developing a multi-plex cinema at Bayfair. This project would create significant spin-off opportunities for restaurant and entertainment development in the Bayfair District. A concentration of restaurant or entertainment-oriented businesses could be an ideal development opportunity for the Business District as it would not require large sites (parking could be provided at the Mall) and it would generate evening foot traffic.

In addition to Bayfair related opportunities, there is market support for new convenience uses, such as a supermarket, bakery, and video rental to serve the surrounding residential neighborhoods. Approximately 16,500 people live in the Ashland neighborhoods along East 14th Street. This population could support approximately 70,000 square feet of retail convenience uses. Evidence of such demand is the new pharmacy at the corner of East 14th Street and 159th Avenue. The feasibility of developing new convenience uses is limited, however, by the lack of adequate development sites.

bayfair mall is the economic engine for the bayfair business district

Revitalization Strategy

- o Find a market focus for the Business District and promote new businesses supportive of that focus.
- o Increase the number of high quality convenience and carry-out food shops, bakeries, ethnic restaurants, coffee shops, and food markets;
- o Promote continuous commercial frontage built to the East 14th Street property line for the majority of blocks across from Bayfair Mall, with breaks only for occasional driveways;
- o Protect and enhance on-street parking and establish additional public areas available to merchants for off-site parking; and
- o Improve the appearance of businesses and public areas.
- o Establish some type of business association or organization to coordinate merchant efforts to promote the District.

east 14th street is an important part of the market dynamic for bayfair mall

3.1.2 ASHLAND AVENUES BUSINESS DISTRICT

Conditions

The Ashland Avenues Business District is that section of East 14th Street between 159th Avenue and 167th Avenue. It is the only part of East 14th Street in the unincorporated area where there are through intersections that allow access to adjacent residential areas on both the east and west. These through intersections occur at 159th Avenue, 164th Avenue and Kent Avenue, and 167th Avenue and Elgin Street.

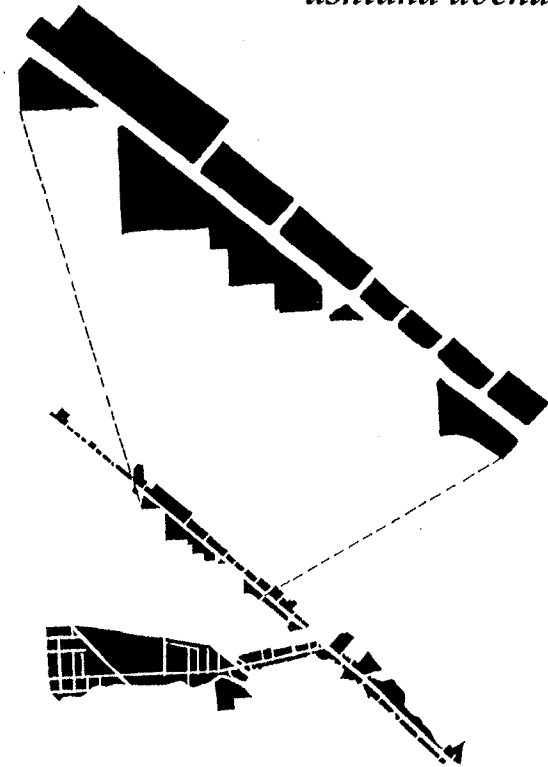
Within the Ashland Avenues Business District, two different survey grids come together at East 14th Street. The survey grid to the west side is oriented 45 degrees to that on the east side, and the streets on the west

side typically intersect East 14th Street at a 45 degree angle. Distances between intersections average 600 feet on the east side of East 14th Street and as much as 1700 feet or approximately 0.3 mile on the west side. Through intersections in the Specific Plan Area are unusual and, where they occur, they tend to serve as circulation nodes for the neighborhoods. Ashland Avenue, although it does not cross East 14th Street, is of comparable importance in that it is the only arterial that crosses under the I-238 freeway, connecting the Cherryland Neighborhoods to the south directly to the Ashland portion of East 14th Street.

The 45 degree shift in the survey grid on the west side of East 14th Street creates a number of properties on that side of the street which are triangular. A number of deep, rectangular properties front the east side of East 14th Street. Several properties on both the east and west sides are between one and two acres in size. The adjacent, established neighborhoods are predominantly single-family to the west and multi-family to the east. Existing zoning includes the PD District of the Bayfair Specific Plan Area to 162nd Avenue. South of the PD District, the commercial zoning is C-1 (Retail Commercial), which changes further to the south to C-2 (General Commercial). Residential uses within the Business District include a multi-family PD on the west side between Kent and Elgin Street and a multi-unit building on the east side between 159th and 162nd Avenues. There are several mobile home parks located behind streetfront commercial uses. Automobile service uses are scattered throughout the Business District.

The Ashland Avenues Business District contains the largest number of vacant or underutilized properties within the Plan Area. However, there are some successful businesses in this Business District, such as small and medium sized food markets, that provide goods and services responsive to the needs of people in the adjacent neighborhoods. Some, like the auto service and parts shops and the repair businesses sell goods and services to customers from a much larger region. Convenient access and low rents are probably two primary factors for the current viability of a number of both types of these businesses.

ashland avenues



Revitalization Opportunities

In the long-term, the revitalization of the Ashland Avenues Business District will more probably depend upon the economic strength of the adjacent neighborhoods. However, the established, single-most dominant commercial land use in the District is auto-related services and sales and dates to an earlier period when residential development along the old highway was less intensive and consistent. It is likely that this pattern of established, travel related commercial uses will prevail, at least for the short to mid-term. Opportunities do exist for upgrading existing tenancies through facade improvements and for new, in-fill development for neighborhood serving retail, as well as for auto-related services, such as sound equipment, upholstery, detailing, and parts stores that build off the older, established businesses.

The market for more intensive retail commercial and mixed-use commercial office, retail and residential development, which is appropriate to this District and which would serve the immediate market demand of nearby households, is still beyond the time frame of the Specific Plan without some form of public investment to create more immediate development opportunities. Development appropriate to the high level of existing transit service on East 14th Street is included as part of the Specific Plan policies and programs, and the proximity to the Bayfair BART station is recognized as an opportunity for various types of transit adjacent development.

There are several critical physical conditions that, without public intervention, probably will continue to constrain new development. The length of the blocks between street corners is very great, which reduces the degree of access from adjacent neighborhoods and greatly limits the feasibility of pedestrian-oriented retail businesses. Security concerns have made this Business District one of the highest risk investment locations

a strong market exists for neighborhood serving retail

public intervention is necessary for certain negative conditions

within the Plan Area. It does not have a concentration of key business tenants, and there are very few, if any, large sites available for new development. However, the Redevelopment Plan for the area retains the use of eminent domain in this Business District and, given a sufficiently beneficial large project, a larger site could be made available for new development. On the east side of East 14th Street, a new roadway or pedestrian access to Mateo Street, perhaps an extension of Ashland Avenue, could improve circulation and access to the Business District from the adjacent residential areas.

Revitalization Strategy:

1. Develop public area improvements at key intersections that reinforce their function as neighborhood nodes. Specifically, these projects include:
 - o public plaza and streetscape improvements at Ashland Avenue, East 14th Street, and a new easement providing a direct, line-of-sight access to the Bayfair BART station area along Coelho Drive;
 - o extension of Ashland Avenue east to Mateo Street as part of the redevelopment of the larger properties on the east side of East 14th Street between 159th and 162nd Avenues;
 - o public plaza or park utilizing the triangular area public right-of-way at Kent Avenue and East 14th Street, and a new easement for a pedestrian connection or park extension connecting the intersection with Edendale Park adjacent to the Edendale School; and
 - o special corner area landscaping and improvements providing amenities to enhance AC Transit stops at or near 159th and 167th Avenues.

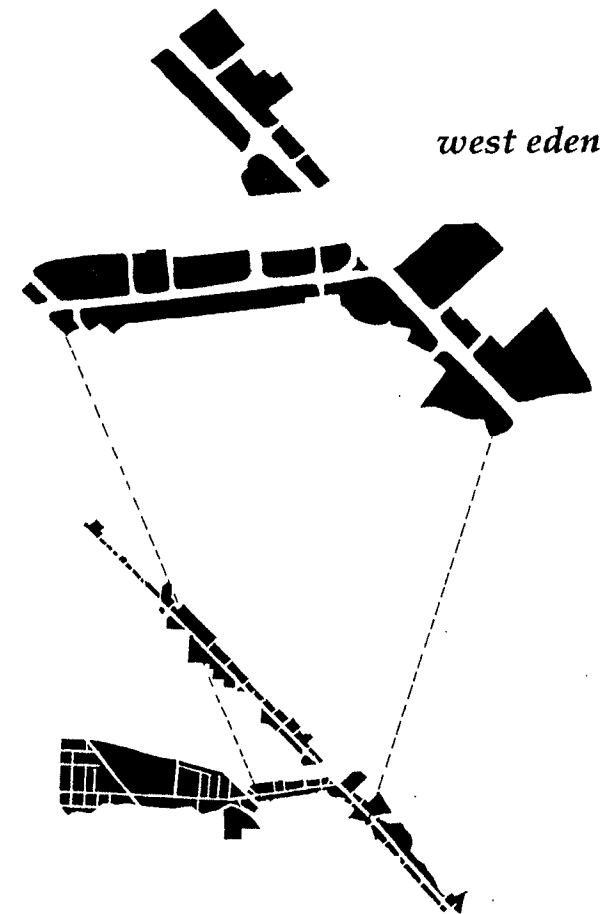
2. Assist in creating feasible project sites for higher intensity, mixed-use commercial and office or residential development, appropriate for a transit adjacent area, between 159th and 162nd Avenues.
3. As part of the development program for key projects at or near neighborhood nodes, support the construction of ground floor, storefront space, especially at corners, to be used for neighborhood service program offices and for convenience retail serving neighborhood households and building tenants.
4. Improve the appearance of East 14th Street.

3.1.3 WEST EDEN BUSINESS DISTRICT

The West Eden Business District is made up of those parts of East 14th Street/Mission Boulevard and Lewelling/East Lewelling Boulevard that are directly accessible to the adjacent freeways, I-238 and I-580. To a large extent, its development and use as a commercial area is directly influenced and constrained by this proximity. For planning purposes, the boundaries for this commercial subarea, or district, are defined as 167th Avenue on the north, Mattox Road on the south, and Alisal Court, west of the BART/Union Pacific railroad tracks. The name is a reference to its prime location within the network of major roadways for the Alameda County, Eden Planning Unit, which contains several central County communities in addition to Ashland and Cherryland.

Conditions

The current widening of the I-238 freeway to accommodate the Bay Area Rapid Transit (BART) extension to Pleasanton has reduced the area between East Lewelling Boulevard and I-238 by one row of properties and has resulted in the loss of several properties fronting East 14th Street/Mission Boulevard. Future concept plans for I-238 include the construction of additional east and west bound truck lanes, and a new fly-over ramp connection to I-580. The existing access ramp locations



would be abandoned and a partial diamond interchange would be constructed according to more contemporary traffic movement standards with new slip ramp access from East 14th Street/Mission Boulevard. These modifications would restrict direct freeway access to the area from certain directions.

All of the area along Lewelling/East Lewelling Boulevard was developed, at one time, with single-family residences which, before the construction of the freeway, were functionally part of the Ashland community. Following construction of the freeway, almost half the houses along the East Lewelling Boulevard frontage have been insensitively converted for use by small businesses and offices and many of the front yards have been paved for on-site parking. A single row of well maintained, single-family houses on the interior streets between East Lewelling Boulevard and I-238, are all that remain of a former neighborhood fondly remembered by long-time residents and property owners. Overhead utility lines and billboards along East Lewelling Boulevard further contribute to the unsightly appearance of this portion of the Business District.

With the exception of a few larger properties between two and three acres on Mission Boulevard near the intersections of East Lewelling Boulevard and Mattox Road, the majority of properties in the District are relatively small, between 6,000 and 8,000 square feet. Commercial development includes small storefront businesses, auto service shops, a gym, a filling station and auto parts and merchandise storage lots, fast food, bars, and a union hall. The small area between Alisal Court and the Union Pacific railroad tracks/BART overcrossing is developed for light industrial use, as is the northeastern corner of Mission Boulevard and Mattox Road. Existing zoning consists of C-1 (Retail Commercial) along East Lewelling Boulevard and parts of Mission Boulevard, and scattered C-2 (General Commercial) on East 14th Street/Mission Boulevard. The two areas where there is light industrial are zoned for those uses (M-1).

Just to the east of the commercial properties fronting Mission Boulevard, there is a small neighborhood of well maintained, single-family and duplex development on Georgean and Gilbert Streets that is surrounded on three

sides by commercial uses to the north and south and by the freeway to the east. To the south and west are the Cherryland neighborhoods, which in this area, are almost exclusively single family. The Cherryland neighborhood between East Lewelling Boulevard and San Lorenzo Creek is internally oriented and has limited access to the commercial streets.

Revitalization Opportunities

The East Lewelling Boulevard portion of the West Eden Business District presents the most difficult revitalization problem in that it has been developed for single-family residential use and the properties are too small for most contemporary commercial development that would be attracted to a freeway adjacent location. Moreover, the commercial conversions have greatly damaged the value of the property, as well as of adjacent properties, for residential use. Assembling individual properties results in high aggregate land costs that make most development projects economically infeasible.

On a more global scale, near-term opportunities for the Business District are constrained by the current oversupply in the Bay Area of regional serving highway commercial uses and the tight lending climate. Current and anticipated opportunities for regional serving office uses are limited to established, premier locations, projects that are 75% preleased prior to securing financing, and projects that are self-financed. Under current conditions, it would not be economically feasible to attempt to establish a regional serving office corridor in the Business District.

The West Eden Business District, adjacent to I-238, is ideally located for high visibility commercial development. The current oversupply of such development may delay projects somewhat in the short-term. Even with existing ownership, there are several properties in the District that are between two and three acres in size and that represent significant opportunities for private sector redevelopment. The areas immediately adjacent to I-238, on both the north and south sides, would require land assembly to attract new commercial development. Preliminary market analysis indicates that potential development opportunities for this area

assisting a neighborhood in crisis

making the most of freeway visibility and access

include an auto-mall and/or value-oriented destination retail uses. The area on the north side of East Lewelling Boulevard is approximately 12 acres and could accommodate up to 3 car dealerships. The Mission Boulevard sites would be adequate for approximately thirty to fifty thousand square feet of destination retail space. Increased market demand for development could argue for an amendment to the Redevelopment Plan in this area to support property acquisition necessary to larger scale development and a revision in the land use designation in the Specific Plan for certain small, isolated residential areas. In addition to its potential as a destination retail district, the West Eden Business District is an opportunity to create a visual gateway to the Ashland and Cherryland communities. In drawing people from a larger regional area to East 14th Street and Mission Boulevard, it's revitalization also would benefit the entire Plan Area.

Revitalization Strategy

1. Promote new development of the larger, key properties on Mission Boulevard at East Lewelling Boulevard and Mattox Road.
2. Provide economic assistance for mitigation measures to existing residential areas adjacent to I-238; and, when a suitable development project becomes feasible, support the consolidation of properties for new development along both sides of East Lewelling Boulevard and north to I-238 according to a plan that does not leave isolated residential pockets and that does not have negative impacts on adjacent residential areas.
3. Develop public area, streetscape improvements at the I-238, Mission Boulevard overcrossing to create a gateway area, including the possibility of a business community identity sign, visible to freeway traffic, located at the East Lewelling Boulevard/Mission Boulevard intersection.
4. Improve the physical appearance of East 14th Street/Mission Boulevard and East Lewelling Boulevard.

a gateway business district

5. Develop a pedestrian and bicycle trail along the area adjacent to the Union Pacific railroad tracks, as well as a pedestrian bridge to the Meek estate visible from East Lewelling Boulevard.

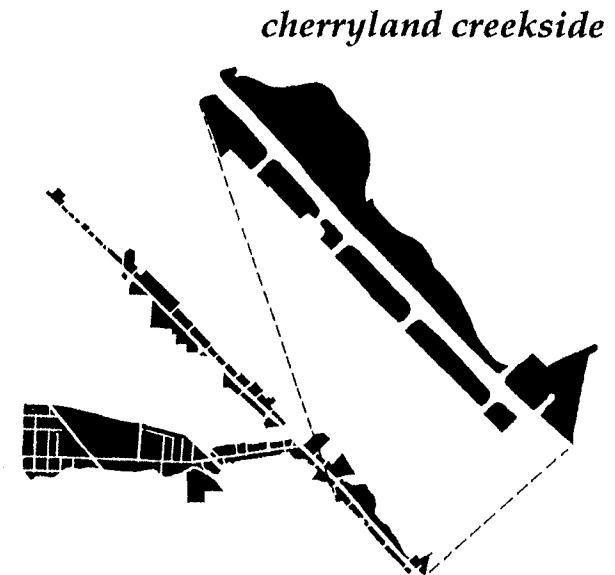
3.1.4 CHERRYLAND CREEKSIDE BUSINESS DISTRICT

The Cherryland Creekside Business District is that portion of Mission Boulevard between Mattox Road and Rufus Court on the east, which are the two side streets are just north of the Hayward City Limit line. Creekside Center, on the east side of Mission Boulevard near Mattox Road, contains a large drug store and grocery store and tends to define the commercial character of the area as a neighborhood shopping district.

Conditions

Creekside Center is the largest and most intensive commercial use in the District. Landmark Villa, a relatively new senior citizens residential development, is directly adjacent on the south side. Other large, commercial uses include a motel, auto parts and service shops, several of which are located on Rufus Court, and the office of the Southern Alameda County Association of Realtors. The majority of properties are developed for use by smaller businesses, some in converted gas stations, including restaurants, flower sales, a jewelry store, barber and beauty shops, coin-operated laundries, palm reading, and offices for real estate agents and tax-preparation consultants. Many of these smaller businesses are located in converted, single-unit residences, as the area was originally built for residential use. There are several vacant, boarded-up buildings and a few vacant lots.

San Lorenzo Creek is on the east side of the commercial properties fronting Mission Boulevard and there are no cross streets between Mattox Road and Grove Way on the east side. Lots typically are 50 feet in width and vary in depth from as much as 350 to as little as 50 feet because of the alignment of the creek channel. The Grove Way bridge across the creek is a historic entry point to Mission Boulevard.



On the west side, there are several cross streets, Hampton Road, Medford Avenue, and Cherry, Blossom and Grove Ways, that cross through and serve the neighborhoods of the Cherryland community. Montgomery Avenue, one of the most attractive residential streets in Cherryland, is just west of and parallel to Mission Boulevard. Almost all of the lots are equal in size, 50 by 125 feet (6250 square feet). Distances between side streets on the west side of Mission Boulevard are between 600 and 700 feet, with the exception of the area between Medford Avenue and Cherry Way, which is divided by St. James Court, a one block street between Mission Boulevard and Montgomery Avenue.

The west side of Mission Boulevard currently is zoned exclusively for C-2 uses (General Commercial). The east side is zoned predominantly C-2, with the exceptions of the Creekside Center parcel, which is zoned C-1 (Retail Commercial), and the Landmark Villas parcel, which is zoned PD (Planned Development).

Revitalization Opportunities

This Business District has an established identity as a neighborhood serving shopping area and there is more cohesion to commercial activity than in the other districts. Approximately 11,000 people reside in the Cherryland area, which could support up to 45,000 square feet of neighborhood retail uses. The most commonly cited constraint to new investment is the level of criminal activity. Security improvements would greatly enhance opportunities for private investment.

Neighborhood serving retail uses, such as those clustered in Creekside Center, can be strengthened to make this portion of Mission Boulevard more of a neighborhood shopping street. Uses, such as the check cashing center, that have a negative effect on adjacent businesses need to be more carefully located so that there is greater street exposure and opportunity for surveillance, making the crowds that periodically congregate outside less intimidating to passers-by.

a potential shopping district for the cherryland neighborhoods

The auto service businesses, especially those on Rufus Court, relate to a concentration of like uses on Mission Boulevard in the City of Hayward and probably will remain a viable aspect of the business character of the District. The cost of assembling property and of new construction suggest that most the existing residential buildings will remain into the foreseeable future, whether they are used for commercial or residential purposes. Creating a more attractive context for business activity and encouraging more intensive use of commercial properties would seem to be the most feasible line of action.

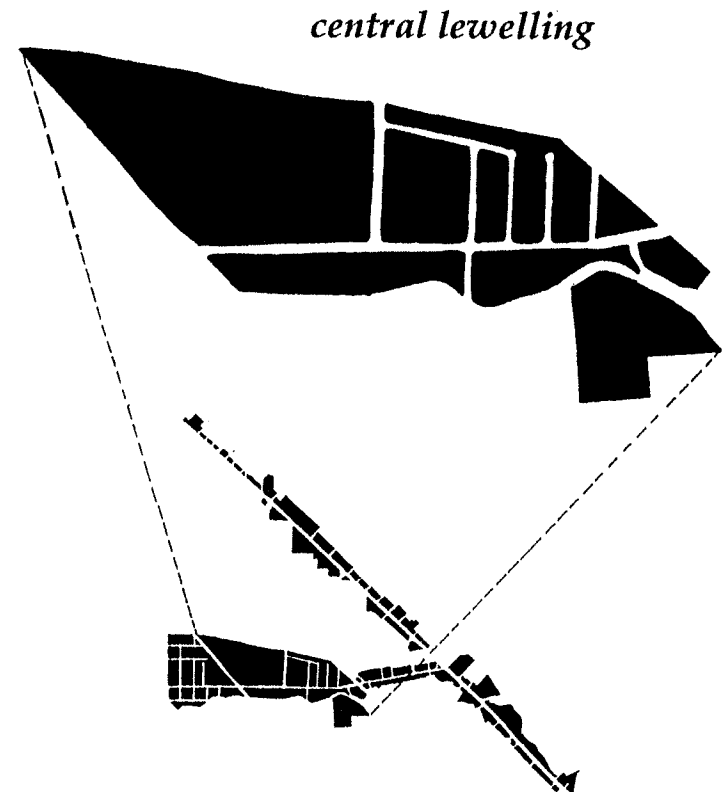
Revitalization Strategy

1. Improve the appearance of Mission Boulevard and of individual businesses within the District.
2. Establish some type of business association or organization of merchants to coordinate the promotion of commercial activity in the District.
3. Support the development of key infill businesses that extend the neighborhood shopping character of Creekside Center.

3.1.5 CENTRAL LEWELLING BUSINESS DISTRICT

The central portion of East Lewelling Boulevard between Alisal Court to the east, near the BART overcrossing/Union Pacific railroad tracks, and the Southern Pacific railroad tracks, to the west, has the least intensive commercial activity of any of the six identified districts within the Specific Plan Area. Dominant land uses in the District include St John's Church and school, San Lorenzo High School, and the Meek estate.

Commercial activity along this portion of East Lewelling Boulevard is responsive both to through traffic within the Ashland and Cherryland neighborhoods along Meekland and Ashland Avenues, and to student customers from the two schools, San Lorenzo High and St. John's parochial. The Meek estate, a regional cultural resource owned and



maintained as public open space by the Hayward Area Recreation and Park District (HARD), is included as part of the Business District because, historically, formal access to the property was from East Lewelling Boulevard, across San Lorenzo Creek.

Conditions

For planning purposes, the boundary for this Business District on the north extends a few blocks beyond the immediate frontage properties on East Lewelling Boulevard to the I-238 freeway. The freeway is built on a raised earthen berm with surface road undercrossings only at Hesperian Boulevard, Ashland Avenue, and Mission Boulevard, effectively separating the schools and several blocks of single-family residential development from the rest of the Ashland community to the north. San Lorenzo Creek, which is located along the back edge of the properties that front on the south side of Lewelling Boulevard, is another physical boundary that further separates this Business District from surrounding residential areas. The Creek also is one of the boundaries between the Ashland and Cherryland Community Areas.

Ashland Avenue connects East Lewelling Boulevard to East 14th Street, to the north, but does not cross either of the two. Meekland Avenue is the only street that crosses San Lorenzo Creek, connecting Lewelling Boulevard with the Cherryland area to the south. Meekland crosses East Lewelling Boulevard, but ends one block north at Ano Avenue, a two block residential street parallel to I-238 between Ashland Avenue, to the west, and another residential street, Daryl Avenue, to the east.

As noted above, the two major land holdings in the Business District are San Lorenzo High School and St. John's Church and School, both of which are located on the north side of East Lewelling Boulevard. Small, individual neighborhood convenience stores and low intensity commercial uses are mixed with multi-family development on the narrow, deep lots that extend, on the south side, between Lewelling Boulevard and San

Lorenzo Creek. Across from San Lorenzo High School is a carry-out sandwich and soft drink stand. Existing zoning generally reflects this pattern of development, with a mixture of R-1 (Single Family Residential) on the south side of Lewelling Boulevard, and scattered C-1 (Retail Commercial) and C-N (Neighborhood) at the intersection of Lewelling Boulevard and Meekland Avenue.

Revitalization Opportunities

Given the institutional and residential qualities of the Central Lewelling Business District, the most appropriate predominant land use is residential. Opportunities for new residential development are constrained, however, by the existence of some of the low-intensity commercial development along portions of East Lewelling Boulevard.

Placing greater restrictions on new commercial development will benefit the overall quality of the Business District. Commercial development is best located at the Meekland Avenue intersection, and promoted as a secondary use, mixed with residential development, on the deep lots on the south side of East Lewelling Boulevard. A signalized, pedestrian crossing in the vicinity of the High School would benefit businesses and the students who are a major market for their services.

At present, the Meek estate is virtually an invisible resource. A new pedestrian connection with high visibility from East Lewelling Boulevard, either making use of expanded right-of-way along the west side of Wickman Court or on axis with the Meek house, would make this resource once again visible to and restore its historic relationship with East Lewelling Boulevard. The benefit to the identity of nearby residential neighborhood areas along East Lewelling Boulevard could have a positive effect on property values.

this is an area that can benefit from greater restrictions on commercial development

Revitalization Strategy

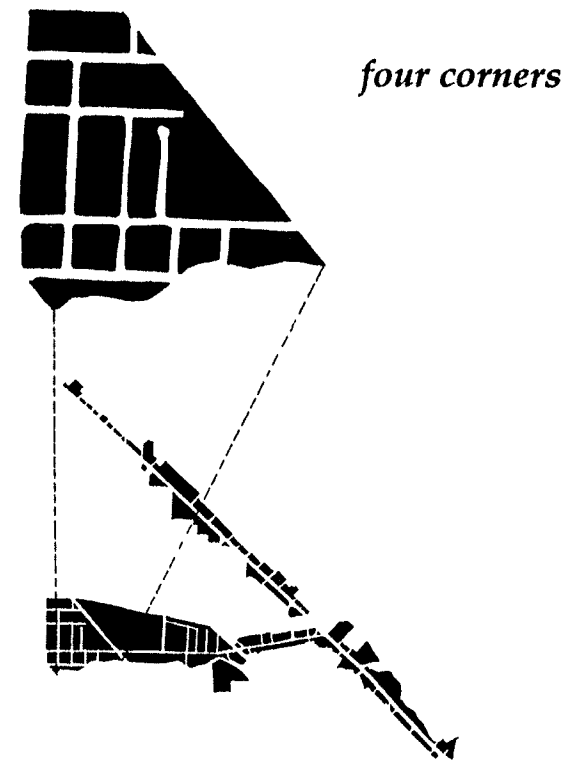
1. Restrict commercial development to a few neighborhood serving and drive-by convenience stores at high access locations.
2. Reinforce and increase the viability of the Business District for residential development.
3. Promote the identity and use of the schools, church, and Meek estate as community resources associated with the Central Lewelling Business District.

3.1.6 FOUR CORNERS BUSINESS DISTRICT

The Four Corners Business District is the center of what remains of the old San Lorenzo township and includes commercial properties both on Lewelling Boulevard west of the Southern Pacific Railroad tracks to Hesperian Boulevard and on the east side of Hesperian Boulevard between I-880 and I-238. It also includes, for planning purposes, the several residentially developed blocks interior to Lewelling and Hesperian Boulevards between I-238, on the north, the Southern Pacific railroad tracks on the northeast, San Lorenzo Creek on the south, and Hesperian Boulevard on the west. Freeway access and visibility set the commercial tone for this Business District.

Conditions

The two largest businesses are a super drug store, which sells many household items, and a major hardware and building supply store. Both have a regional market identity. Stores supplying paint, carpet, and wallpaper, further serve the area home improvement market. Also important to the center are the yardage and sports stores. There are several automobile service businesses, including a gas station. A few professional offices are located in converted single-unit residences both on Hesperian Boulevard and on Lewelling Boulevard in the blocks north and east of the intersection.



East of the intersection on Lewelling Boulevard is a general mix of small scale, neighborhood type commercial development that includes a barber shop, a filling station, snack food stands, a baseball card shop, a beauty shop, dentist, and a home crafts store. There also is a small, vacant professional office building with three or four spaces, one of which previously was occupied by a chiropractor. South of Lewelling Boulevard, along Albion Avenue, there is a small print shop adjacent to single and multi-unit residential buildings. A small church and day school is also located on this side of Lewelling Boulevard adjacent to the creek. North of Lewelling Boulevard, on College and Usher Streets, is an historic church building and a few turn-of-the century residences. Also in this area, at the north edge of the two, one block streets of single and multi-unit residences, is a large site occupied by the San Lorenzo Unified School District administrative offices and corporation yard. On the north side of College Street, to the edge of the I-238 freeway, is an historic, pioneer cemetery where members of several of the prominent families of the early days of the community are buried, including the Meeks and the Lewellings.

Existing zoning for this Business District, as would be expected, includes a mix of commercial and residential use categories. There are both C-1 (Retail Commercial) and C-2 (General Commercial zoned properties) along both Hesperian and Lewelling Boulevards, except for the northernmost two blocks on Hesperian Boulevard, which are zoned R-1 (Single Family Residential). Interior properties are zoned R-1 and R-S (Multi-Family Residential) north of Lewelling Boulevard, and R-4 (High Density Multi-Family Residential) south of Lewelling Boulevard. The properties on the west side of Hesperian Boulevard, north of Lewelling Boulevard and west to the I-238 connector ramp to I-880, have been incorporated into the City of San Leandro.

Revitalization Opportunities

As stated previously, the District's proximity to Hesperian Boulevard, other large regional serving retail businesses, and the Bayfair BART station area set the commercial tone. Opportunities exist for additional regional serving retail uses. One concept for which there appears to be market support is the development of a concentration of home improvement retail and service businesses. Types of businesses in such a center include window and door stores, plumbing supplies, kitchen design, upholstery shops, and even a variety store.

New large scale development is constrained, however, by the lack of available, larger development sites. The home improvement market concept would not necessarily require new commercial buildings, as it could be accommodated through the conversion of existing small commercial buildings and single-family residences. A home improvement, service village could be established without extensive demolition and rebuilding.

Revitalization Strategy

1. Improve the appearance of both the commercial and the residential streets in the Business District.
2. Initiate an historic preservation program for both the church and cemetery in the College Street area.
3. Support the formation of a business association or merchant organization to promote commercial activity in the Business District.

hesperian boulevard and freeway access make a very different market dynamic for this business district

3.2 LAND USE POLICIES AND PROGRAMS

The following land use policies and programs are developed to implement plan goals and objectives for economic revitalization of business districts, protection and enhancement of residential areas, and, in particular, use of East 14th Street/Mission Boulevard as a transit oriented place.

existing zoning ignores the complexity of older places

3.2.1 LAND USE REGULATIONS

Policy

- o Modify existing commercial zoning in the Plan Area, through a revision to the Zoning Ordinance, to allow more intensive infill development, to allow a mix of uses appropriate to individual conditions within each business district, and to preserve uses that are of value to the public realm such as schools and historic and cultural resources.
- o Provide for transit supportive development along the East 14th Street/Mission Boulevard corridor. Transit supportive development includes a mixture of residential, commercial and employment opportunities that will promote and utilize high access transit service, and that will limit conflicts between vehicles, pedestrians, and transit operations. Transit supportive development shall be required in the immediate vicinity of transit stops.
- o Existing zoning categories shall be used for single use residential and small, single use convenience commercial designations.

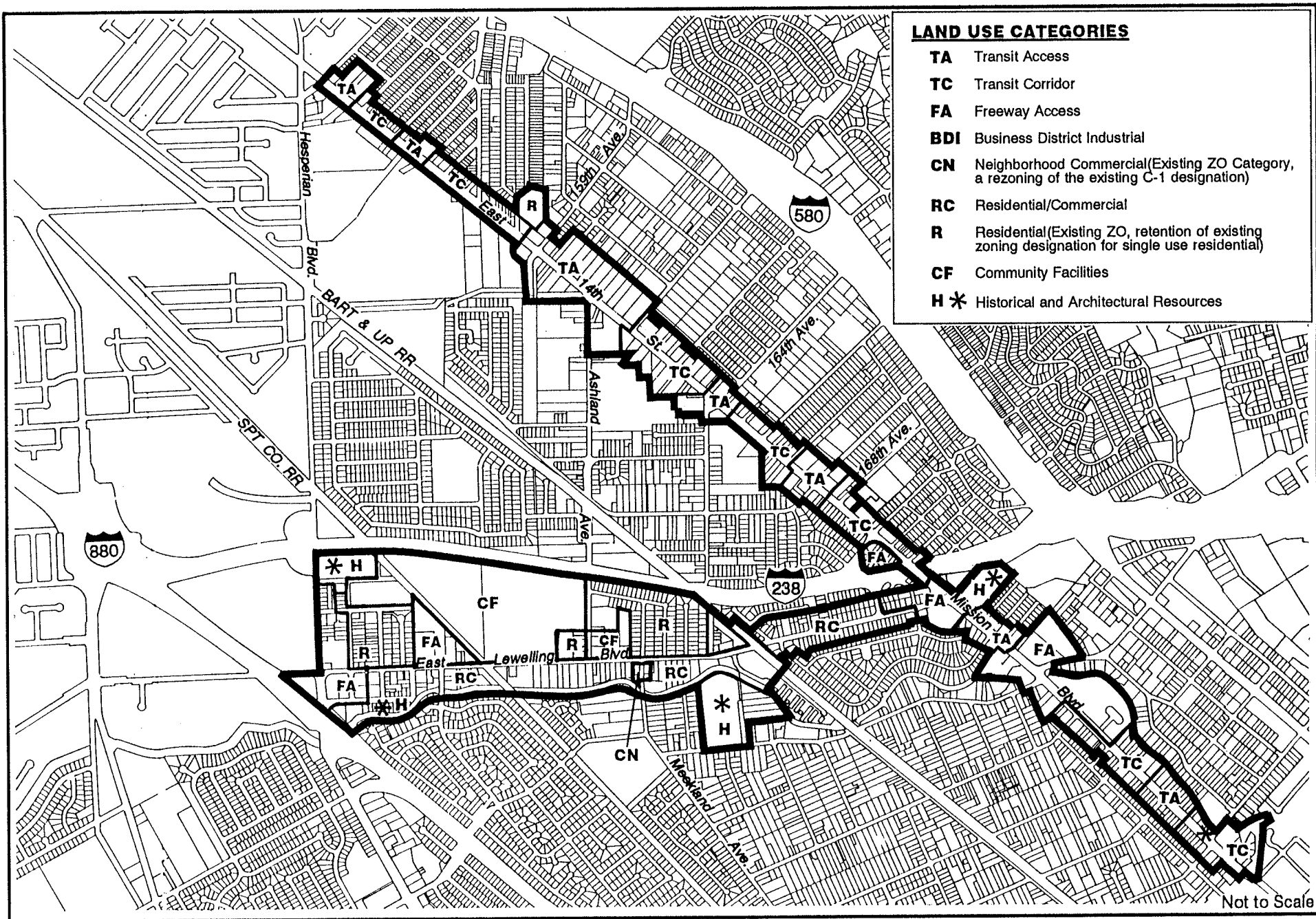


Figure 3.2

- o Conditional use permits shall continue to be required in all business districts for those businesses identified as being categorically of concern to public health and safety and that can be materially detrimental to the public welfare or injurious to property or improvements in the area. By way of clarification, residential uses in commercial use areas, however, shall be considered conforming uses, contributing to the overall mixed-use character of each business district.

Program

The zoning designations, as described below and illustrated in Figure 3-2, shall be adopted together with the Specific Plan as the recognized zoning for the Plan Area.

3.2.1.1 TA: Transit Access

Objective

The -TA, Transit Access designation establishes a minimum level of transit-oriented development as a condition of planning approval in the immediate vicinity of transit and bus stops. The -TA designation is meant to create a mixture of residential, commercial and employment opportunities that benefit from and are supportive of high access transit service.

more flexible regulations to take advantage of high transit access locations

Applicability and Zoning Map Symbol

The -TA, Transit Access designation is applied to properties fronting or across the street from the approximately 250 foot length of a light rail transit stop, or from that same distance if it contains a bus stop providing service levels at or higher than 10 minute intervals during peak hours. The -TA designation is shown on the Zoning Map by a -TA symbol.

Land Use Regulations

Properties with the -TA, Transit Access designation are limited to development, as illustrated by the following examples, that includes specialty or support retail, workplace commercial, office or higher density residential as the primary use. Auto and vehicle dependent businesses, such as service centers and car washes, are prohibited, as well as those that are predominantly oriented to dispatch services and storage.

Prohibited Uses

- o dispatch service businesses such as taxi, ambulance, glass installation, key repair, etc.;
- o animal boarding;
- o auto sales;
- o auto painting and auto body shops, single-use car washes, major vehicle repair, quick vehicle servicing such as tire or muffler installation, oil change, lubrication, gasoline service stations except where incorporated within a parking structure, and vehicle storage;
- o building materials and services, excluding hardware stores not exceeding 5,000 square feet of gross floor area;
- o grocery and other food or beverage stores exceeding 10,000 square feet of gross floor area;
- o plant nurseries and other businesses with large areas for storing merchandise;
- o any drive-through facility (exceptions where drive-through facilities are not the primary method of selling or servicing require conditional use approval);

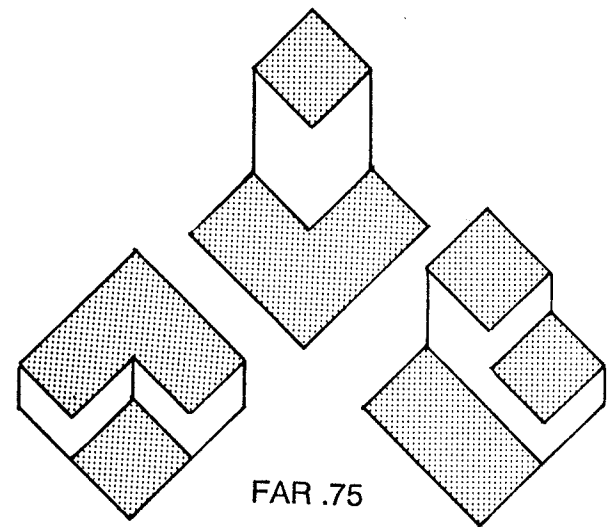
restrict uses that do not need to be near transit nodes

- o on-site assembly except for small scale custom operations;
- o mini-warehouse or storage facilities, whether in buildings or within fenced areas;
- o truck stops, junk yards, cold storage facilities; and
- o convalescent care facilities.

Development Regulations

All new development on properties with the -TA, Transit Access designation must adhere to the following regulations:

- o support and specialty retail for all or a significant portion, and in no case less than 50%, of ground floor space;
- o minimum floor area to site area ratio (FAR) of 0.75:1 for new, non-residential development, the purpose being to create more intense development oriented to pedestrian use;
- o special consideration, as PUD, when development includes underground or parking structure, special pedestrian amenities such as plazas or access pathways, transit facilities, or a mix of residential and commercial uses (such development projects also may qualify for special redevelopment funding assistance);
- o height restrictions, based on a 45 degree slope line from the property line, for frontage immediately adjacent to properties zoned for lower density residential development (where there is no roadway or other public right-of-way separation between property lines);
- o minimum height limit for commercial street frontage of 25 feet (can be a false front), and maximum height as set by restrictions of fire department equipment and visual impacts analysis;



the same total floor area can be configured in different ways; FAR is a way to regulate development intensity

- o residential densities permitted to a maximum of 50 dwelling units to the acre; and
- o parking for commercial uses not to exceed 3.5 spaces per 1000 net leasable square feet, and, for residential uses, not to exceed 1.1 per unit.

Illustrative Examples

- o Workplace commercial and office uses
 - . corporate and independent law, insurance and real estate offices
 - . design professionals
 - . computer companies, including small scale custom assembly
 - . public service
 - . storefront, walk-in real estate, travel agent, tax preparation
 - . out-patient health services
- o Specialty and Support Retail
 - . jewelry, clothing, gifts
 - . restaurant, cafe, carry-out food service
 - . office supply
 - . clothing
 - . books
 - . pharmacy
 - . customer service bank

3.2.1.2 TC: Transit Corridor

Objective

The -TC, Transit Corridor designation is to establish a development context that is supportive of the more intensively developed Transit Access (-TA) Areas, and that benefits by having frontage, along a high access transit system corridor, between Transit Access Areas.

Applicability and Zoning Map Symbol

The -TC, Transit Corridor designation is applied to all properties with frontage along East 14th Street/Mission Boulevard, with the exception of a few sites larger than 40,000 square feet that have close proximity to direct freeway access. The -TC designation is shown on the Zoning Map by a -TC map symbol.

Land Use Regulations

The -TC, Transit Corridor designation allows small and larger scale, high intensity retail and office as primary uses, as well as certain types of walk-in storefront office and health care and professional office uses illustrated in the next section, below. Mixed-use development, with residential as a conforming secondary use, is highly desirable and is encouraged. Uses currently allowed by C-1 commercial zoning, including auto sales, parts, and auto service businesses, can be approved as conditional uses. Guiding land use concepts for defining the -TC, Transit Corridor designation are summarized as follows:

- o predominant use character shall be storefront retail with professional office or residential use located on upper stories and to the rear of sites; and
- o ground floor offices are for walk-in, non-appointment types of uses and are not to detract from retail intensity.

Development Regulations

-TC, Transit Corridor development shall adhere to the following development regulations, subject to approval through the Site Development Review process:

land use regulations that allow some additional types of businesses between transit stops

- o auto parts, sales and service commercial, as conditional uses, shall either be located in walk-in storefront type retail space or, where roll-up door, drive-in entries are required, on portions of the site not directly visible to street;
- o drive-through facilities, such as for pharmacy drop-offs and pick-ups, can be provided where they are not the primary method of selling or servicing and where they are not located between the building and the street frontage;
- o site design shall be primarily responsive to pedestrian access, including the location of a main entry on or adjacent to public sidewalk, and locating all or a major portion of the building frontage at or near the street edge;
- o parking for commercial and office can met by on-street spaces to a maximum of 2,500 square feet of lease space; retail development greater than 2,500 square feet is required to provide parking in a ration of 2 spaces per thousand net square feet; if and when a parking authority or parking district is established in a business district, parking requirements can be met, in whole or in part, through in-lieu fees to support development and maintenance of off-site facilities; and
- o parking for residential uses shall be accommodated on-site and is not to exceed 1.25 spaces per dwelling unit.

pedestrian access remains a critical element

Illustrative Examples

- o high Intensity retail and office uses include:
 - . restaurant, cafe and prepared foods
 - . jewelry
 - . pet supplies, veterinary clinic

- . clothing
- . books
- . food service, sit-down and carry out
- . pharmacy
- . bank
- o walk-in, storefront office:
 - . public service agencies, legal aid, outreach programs
 - . real estate
 - . travel agent
 - . tax preparation, etc
- o small staff health care and professional office:
 - . dentist
 - . doctor
 - . optometrist
 - . chiropractor
 - . acupuncture,
 - . psychologist,
 - . personal care (hair, nails, skin)
 - . architect, and other design professionals

3.2.1.3 FA: Freeway Access

Objective

The -FA, Freeway Access designation is to provide a degree of flexibility, within the Plan Area, for larger scale, freeway related commercial development, where there is direct freeway access and where appropriate sites are available or can be created.

Applicability

The -FA, Freeway Access designation is applied in the West Eden Business District, at the north edge of the Cherryland Creekside Business District, and in the Four Corners Business District to certain larger properties and areas where there is a reasonable expectation for future land assembly and where there is direct freeway access.

the vitality of two of the business districts is directly related to freeway access

Land Use Regulations

The -FA, Freeway Access designation allows large scale, general commercial land uses that benefit from freeway access and exposure.

Development Regulations

All new development on properties with the -FA, Freeway Access designation, must adhere to the following requirements and standards:

- o minimum landscape of 10% of total site area for planting;
- o professional and workplace office is a permitted, secondary use for upper stories or back-of-site locations;
- o residential development is permitted as a conditional use; and
- o parking requirements are 4/1000 square feet for retail and office uses; on-street spaces can be included to supplement this requirement.

Illustrative Examples

- o drugstore, variety store, general store, super store, etc.;
- o home improvement/hardware center, furniture, computer and electronics

- o equipment sales, third party repairs, etc.;
- o plant nursery;
- o auto sales, trade-ins, specialty used car dealerships, auto service center; and
- o fast food (drive through); gasoline, etc. as part of larger complex or as a conditional use when less than 5,000 square feet of floor area.

3.2.1.4 BDI: Business District Industrial

Objective

The -BDI, Business District Industrial designation is to allow certain supportive, small scale light industrial and manufacturing functions, where there are appropriate conditions, adjacent to business commercial areas.

Applicability and Zoning Map Symbol

The -BDI, Business District Industrial designation is applied to properties where edge conditions such as a freeway, a railroad, or a wide roadway, provide adequate separation from adjacent development which otherwise could be negatively impacted by such an adjacent land use. It is shown on the Zoning Map by a -BDI symbol.

*the west eden business district could
accommodate increased light industrial
development*

Land Use Regulations

The -BDI, Business District Industrial designation recognizes the supportive value of certain light industrial and manufacturing operations on the overall market orientation of certain nearby commercial activities or to the general area of a community. The intent of the regulations is to protect surrounding properties from the potentially blighting effects of noise, odor, and appearance and to insure the health and safety of the

surrounding area. These regulations are comparable to those required by industrial park zoning and are characterized by the following concerns:

- o enclosed uses only, no open site storage or work areas;
- o risk factor criteria provided for materials to be used;
- o smoke and odor emission control equipment must be provided;
and
- o not permitted directly adjacent to residential uses.

Illustrative Examples

- o auto body work;
- o cabinet making;
- o spray painting;
- o computer or small machine assembly;
- o de facto line work; and
- o trades and crafts workshops

3.2.1.5 RC: Residential/Commercial

Objectives

The -RC, Residential/Commercial designation is to allow storefront or free-standing service retail or office space at the street frontage, as a permitted use, for larger properties or for properties on area-serving arterials in districts where residential is the primary land use.

The -RC designation also is used for areas which have already been developed for residential use and where changed conditions would make a new, hybrid type of higher density residential and commercial use more desirable. Examples of such areas include one along a formerly residential street that now carries high volumes of traffic, and one adjacent to a freeway constructed through an established residential neighborhood.

allowing land use changes, over time, in certain areas

In the vicinity of schools, businesses that provide goods and services oriented to student customers, such as eating places or convenience stores, should not be permitted where they encourage crossing a street in mid-block. Such businesses should be permitted only at or near corners where there is a signalized pedestrian crossing.

Applicability and Zoning Map Symbol

The -RC, Residential/Commercial, mixed-use designation is applied to properties in predominantly residential areas where service retail or office is supported by through traffic or by a sufficient resident or day time population. It is shown on the Zoning Map by a -RC symbol.

Land Use Regulations

The -RC, Residential/Commercial, mixed-use designation recognizes that certain types of retail and office uses on busy streets can be a local amenity in that they serve as a neighborhood gathering place, and can reduce trips outside the neighborhood for convenience items. Such businesses are a traditional part of older residential areas, and they are especially appropriate near a middle school or a high school. The intent of the following regulations is to allow, as a non-conditional use, specialty retail and office uses in combination with higher density or apartment type residential development on the same property. These regulations are as follows:

- o commercial development, as a secondary use, must be either in conjunction with residential, or, as a single use, commercial development must be reviewed as a planned unit development of a

type and design that does not adversely impact adjacent residential uses, local schools, or other neighborhood uses;

- o residential development does not necessarily have to include commercial development;
- o higher residential development densities are preferred (15-25 dwelling unit/acre); single unit residential development on sites larger than 5,000 square feet shall be reviewed as a conditional use; and
- o commercial use in combination with residential development is to be located in a ground floor space, either free standing or as a part of a larger, residential development, with direct pedestrian visibility and access from a public sidewalk.

Illustrative Examples

- o residential over the corner store; and
- o barber shop, ice cream store, or bicycle store at the street edge with a garden apartment building at the back of, or as the predominant development on a larger, deep lot.

3.2.1.6 CF: Community Facilities

Objectives

The -CF, Community Facilities designation is to identify community serving development, such as public or private schools, churches, meeting halls, and parks with buildings where the sites function as more than open space. Such facilities should be recognized as being part of the public life of the community and should not be available for redevelopment without a higher level of public review.

making certain community facilities a permanent land use

Applicability and Zoning Map Symbol

The -CF, Community Facilities designation is applied to all public use facilities, whether publicly or privately owned, and is shown on the Zoning Map by a -CF symbol. Land Use Regulations

The -CF, Community Facility designation means that places such as schools, churches, and meeting halls are a part of the public realm and that these properties shall not be readily available for any other type of development.

Illustrative Examples

- o recreational buildings such as a gym or a swim center;
- o assembly halls and public meeting facilities;
- o schools;
- o churches; and
- o community centers.

3.2.1.7 H: Historical and Architectural Resources

Objectives

The -H, Historical and Architectural Resources designation is to recognize and protect sites and buildings that are cultural resources for the community. It is used to identify a place that, at the very least, has local archaeological, historical, or architectural significance. The designation serves to encourage the conservation of such places through rehabilitation, adaptive reuse, preservation, and restoration.

a land use category to recognize valued cultural resources

Applicability and Zoning Map Symbol

The -H, Historical and Architectural Resources designation is not the result of a professional historical or architectural resources inventory and are based on the judgment of staff and local, amateur historians. The designations should be revised when such a professional cultural resources inventory is prepared, possibly as part of the General Plan update. The Ashland, Cherryland Business Districts Specific Plan does not contain a preservation element, but the designation does reflect policies recognizing structures and places in the Plan Area which have historical or cultural merit, and which serve as cultural resources for the community.

Land Use Regulations

The -H, Historical and Architectural Resources designation is not a land use category. It does, however, mean that design review, through the Site Development Review process, is automatically required for any change, including painting, and that alternative codes for historic structures may be used in applying for any permits. The designation also applies to established landscaping, which cannot be removed or altered without design review. Site preparation and construction activities shall allow for adequate identification, documentation and, where appropriate, preservation of historic and archaeological artifacts and features.

Illustrative Examples

- o Meek Estate
- o Holy Ghost Hall
- o San Lorenzo Pioneer Cemetery

PROHIBITED USES

The following list of businesses and commercial activities within the Plan Area are prohibited as contributing to conditions of blight within a redevelopment area:

- o bookstores that display or sell pornographic material
- o massage studios and services
- o tattoo services and offices
- o pawn shops

3.2.2 LAND USE CHANGES

Policy

A change in land use from residential to commercial for an individual property or properties within a commercial business district shall be supported when the change creates a more viable site for commercial development within an existing business district and a more rational edge between the business district and the adjacent residential neighborhood.

Program

In several of the business districts, small lot sizes make desirable new development infeasible or existing commercial development has resulted in isolated residential properties along some of the side streets. In some places there are jagged edges between commercial and residential districts. Under such circumstances, land use change can be beneficial to both districts.

The intent in approving a land use change from residential to commercial is to allow the formation of larger-sized properties where necessary to create opportunities for new commercial development that can revitalize a

certain conditions can justify a change in existing land uses

business district. Land use changes to expand a commercial district must not destabilize adjacent residential development. The two isolated pockets of residential development in the West Eden Business District should not be maintained for residential use. These pockets are Melody Way south of the freeway access ramp and the blocks east of the Union Pacific railroad tracks between East Lewelling Boulevard and the I-238 freeway.

The following criteria should be used in approving a change in land use from residential to non-residential:

- o it must create an area that does not leave isolated pockets of residential use and that allows a commercial use clearly beneficial to the business district that could not otherwise locate in the district;
- o for expansion of an adjacent existing business, it can be on a parcel by parcel basis;
- o it does not leave isolated or fragmented residential development;
- o it must be adjacent to an existing commercial development;
- o extensive new development in the Gilbert and Georgean Streets area will require extension of the existing street access from Mattox Road to both Georgean and Gilbert Streets; and
- o commercial development along the San Lorenzo Creek frontage near the western end of Lewelling Boulevard at Hesperian Boulevard and I-880 will require acquisition of all parcels within a particular block.

3.2.3 COMMERCIAL USES IN RESIDENTIAL BUILDINGS

Policy

Residential buildings, in particular single-family houses, can be converted for commercial use where that use is not destructive of the architectural character of the building, as discussed in the Design Guideline Element of the Plan.

many existing buildings in the plan area were built to be houses

Program

Several of the business districts include areas that originally were part of an adjacent single-family neighborhood. Significant portions of commercial frontage, especially along East Lewelling and Mission Boulevards, are characterized by houses that are being used either solely or partially as places of business. Land values in the Plan Area are such that it is unrealistic to completely prohibit such conversions. However, some commercial uses clearly are incompatible with buildings originally built for residential use. In such cases, and at the direction of the planning commission, demolition is required if such uses are to continue whenever new permits are required.

3.2.4 MOBILE HOME PARKS

Policy

No new mobile home parks are allowed in the Plan Area. Expansion of existing parks onto adjacent properties is prohibited. An increase in the density of existing parks is allowed, subject to Site Development Review, which shall ensure adequate landscaping and other upgrading of the facility to meet Plan goals and policies to the extent possible.

The Site Development Review process shall set the maximum allowed density, but in no event shall it exceed 30 dwelling units/acre. Improvement of existing parks through landscaping, rehabilitation of structures or trailers, etc. is strongly encouraged.

Development of mobile home parks, in whole or in part by either private or public means and conversion to commercial or high density residential development, consistent with Plan policies, is allowed and encouraged, is the long-term objective of this policy, and is subject to providing comparable replacement housing in the community for all residents who are being displaced and who desire it according to established redevelopment law. Such housing shall be dedicated as low cost housing for the maximum time period allowed, unless otherwise provided under this Plan, the Redevelopment Plan, or by County ordinance or policy.

Provision of owner-occupied housing, rather than rental housing, is encouraged. Replacement housing may be removal of the mobile home to another site in the park or to another park in the area, provision of a comparable mobile home on another site in the park or in another park in the area, or provision of conventional stick-built housing. Replacement housing may also be residence in the new development at a comparable cost, subject to provision of interim housing during construction of the new development. The move to replacement housing shall be at no cost to the resident. Replacement housing must be at least comparable in cost and quality to that which is being converted. At the resident's option, replacement housing may consist of purchase of the mobile home for a fair market price plus costs of relocation, including moving, or other appropriate settlement as agreed between the resident and the developer and ratified by the County. These policies may be modified or superseded by a County-wide policy on mobile home park conversion.

mobile-homes have become a common type of affordable and low income housing

Program

Most of the existing mobile home parks in the Specific Plan area meet the County Zoning Ordinance definition of high density residential development. They provide approximately 100 units of low cost housing which cannot be easily moved or replaced. In addition, there are two other mobile home parks within a block of the Plan Area that contain a total of 133 units of low cost housing.

To the extent that the mobile home parks on East 14th Street take up commercial frontage, they represent an underutilization of property, and all reasonable efforts should be pursued for redevelopment of these sites following the revitalization scenarios outlined for each business district. At present, most of the mobile home sites provide little in any physical amenities for residents. In the short term, assistance is to be provided for site landscaping of the mobile home parks appropriate to their use as residential areas.



Figure 3.3



Residential Building Converted for Commercial Use, Lewelling Boulevard

4.0 DESIGN GUIDELINES

INTRODUCTION

Use of the Guidelines

All projects subject to site development review within the Ashland and Cherryland Business Districts Specific Plan Area will be evaluated for conformance to these design guidelines, which primarily are written for commercial and mixed-use development. A few guidelines for single use, higher density residential development are included to address concerns for those small areas where such development is permitted. In addition, there are guidelines specific to basic concerns for the treatment of identified historic buildings, landscape, and objects such as fences or special markers. Finally, these design guidelines do not apply to single use, single unit residential development, which will be reviewed by those development standards described in the County Zoning Ordinance.

By following both the spirit and the letter of the design guidelines, developers and property owners are assured an expeditious review process by the planning staff. In addition, the design guidelines provide a rationale that shall be the basis of any further review of a project in question.

In some cases, the physical character of an individual business district or portion of the commercial street require modifications or exceptions to a particular design guideline or set of guidelines. Such modifications or distinctions are carefully identified. Unless otherwise noted, however, the design guidelines apply to all commercial development projects.

The design guidelines do not promote a particular architectural style or "theme" for any of the business districts. Rather, they promote and

using design guidelines requires judgment

reward site and building design that reinforces intensive commercial activity and that protects adjacent residential development from commercial traffic, noise, and buildings.

1.0 SITE DESIGN

The guidelines for site design address issues of circulation, street character and development context. Certain guidelines for site design are general to all business districts. The significant differences between the character of East 14th Street/Mission Boulevard and that of Lewelling/East Lewelling Boulevard require additional sets of guidelines for site design, as noted.

1.1 GENERAL TO ALL BUSINESS DISTRICTS

1.1.1 Property Edges Adjacent to Residential Development

1.1.1.1 Lighting

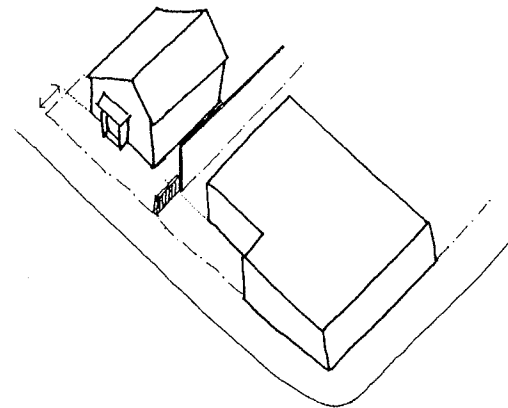
All lighting required by a commercial development project, including parking lot illumination, shall be located so that it is not directed onto adjacent residential property

1.1.1.2 Surface Parking and Site Circulation Area

All paved areas adjacent to residential development shall be separated by a solid masonry wall built to a minimum height of 6 feet and a maximum height of 10 feet.

1.1.1.3 Landscape Setbacks along Street Frontage

A landscape setback equal in depth to that of the adjacent residential development shall be provided by the commercial development for a minimum distance of 20 linear feet of street frontage from the adjacent residential property line. A fence or solid masonry wall between the



maintaining frontyard continuity - 1.1.1.3

residential front lawn setback and the required landscape setback for the adjacent commercial frontage is not required, but if provided, shall not be higher than 3 feet.

1.1.1.4. Landscape Setbacks along Side Property Line

Commercial development adjacent to residentially zoned property shall provide a minimum 10 foot landscape setback along the side property line, excluding that portion of the side property line that is within the street frontage setback. This side property line landscape setback shall include a minimum 6 foot high, solid masonry wall and tree planting, to provide a continuous shade canopy against the building wall when viewed from the residential property. A maximum tree spacing of 20-40 feet should be provided, depending on the species of tree selected.

1.1.1.5 Blank Building Walls

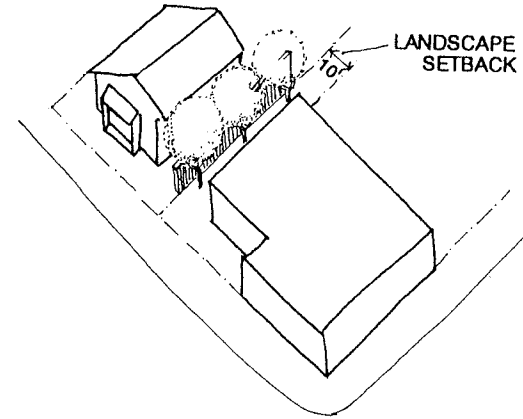
Blank building walls adjacent to and visible from residential properties shall be finished with quality materials and maintained to remain free of any signs or graffiti.

1. 1.1.6 Commercial, Residential Mixed-Use Development

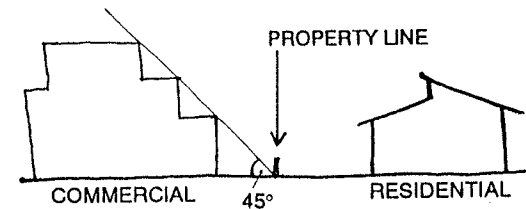
The residential component of mixed-use development adjacent to residential property shall be located to be functionally a part of the residential area. For example, primary access to the residential units shall be from the residential street, and residential units shall have view access to the adjacent residential neighborhood.

1.1.1.7 Height

The height of all development adjacent to residential property shall fit within a 45 degree height profile drawn from the property line.



maintaining sideyard privacy - 1.1.1.4



keeping height compatibility between residential

1.1.2 Parking Area Landscaping

Surface parking areas shall include trees that are planted to shade parking spaces. These trees shall be no farther apart than the width of 4 parking spaces. Tree species shall be selected that provide maximum shade cover and that can be pruned to a minimum ground to lower branch height of 8 feet.

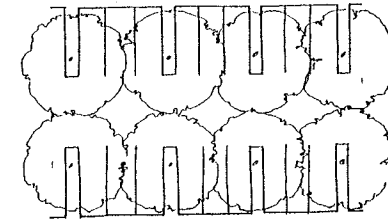
1.1.3 Trash Enclosures, Utility Meters, and Other Ancillary Facilities

Where ancillary facilities such as trash receptacles and utility meters absolutely cannot be incorporated into a building, they shall be located in free standing, completely enclosed structures designed to be compatible with the architecture of the rest of the development. These structures shall be used to identify and mark entries to the property or to create an organizing feature for some open area of the site.

1.2 EAST 14TH STREET/MISSION BOULEVARD

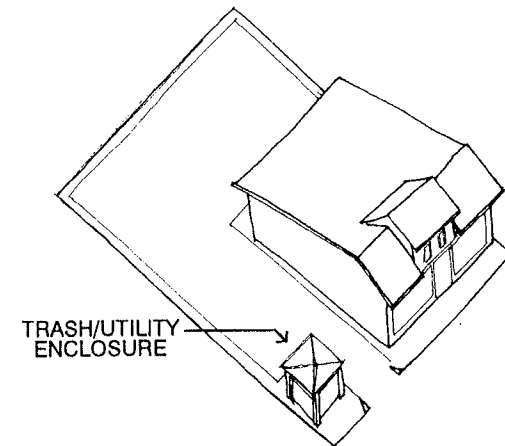
The East 14th Street/Mission Boulevard corridor currently has a high level of transit service, and further transit system improvements are being planned for the future. It has long been a designated state highway and is one of the longest continuous roadways in the East Bay, connecting a number of cities and unincorporated areas between Oakland and Fremont.

Site design guidelines for the East 14th Street/Mission Boulevard corridor are organized according to the Specific Plan land use categories in order to maintain one system of reference for the street. These categories are Transit Access Zones, Transit Corridor Zones, and Freeway Access Zones.



TREE WELLS IN PARKING AREAS
AT ONE PER 3-4 SPACES

greening parking lots - 1.1.2



making the most of enclosures for ancillary functions - 1.1.3

1.2.1 General to all zones on East 14th Street/Mission Boulevard

1.2.1.1 Entries

All customer entries shall be directly visible from the street. Corner buildings are encouraged to have corner entries. Buildings set back from the street edge shall provide a pedestrian walkway from the public sidewalk to the entry frontage.

1.2.1.2 Building Frontage Setbacks

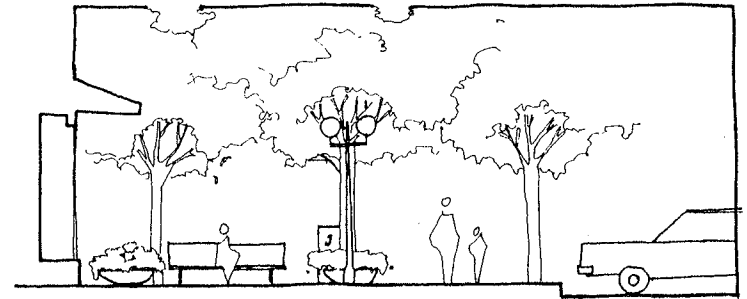
Building frontage setbacks shall be used for public entry, gathering and outdoor commercial activity. They shall be designed predominantly with hardscape and should provide shade and places to sit. They also may be appropriate places to locate pedestrian conveniences such as public telephones, trash receptacles, bicycle racks and newspaper dispensers.

1.2.1.3 Landscape Setbacks along Parking Area Frontage

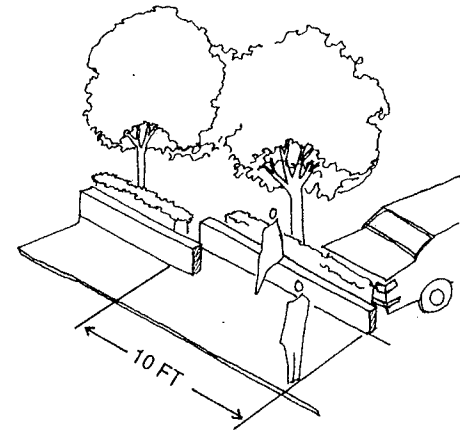
Landscape setbacks along parking area frontage shall include some form of low wall at a height convenient for sitting, easily accessible from the street and designed to allow pedestrian access to the parking area at points no farther apart than 10 feet. Planting shall include trees and the width shall be 6-10 feet, dependent upon the effectiveness of the landscaping and wall in providing visual separation between the sidewalk and parking area.

1.2.1.4 Blank Walls at Ground Level

No more than 25% of the ground level wall area directly visible from the street shall be left blank. The ground level wall area is defined as that portion of the building elevation from grade to a height of 9 feet. Clear glass display windows and entries are the preferred means of animating such frontage and must comprise a minimum of 50% of the ground level wall area. Other building elements that may be used to animate this



making setbacks active areas - 1.2.1.2



using low walls to screen cars and to allow sitting and pedestrian movement - 1.2.1.3

frontage include awnings and trellises providing shade for pedestrians, and high quality, three dimensional building materials.

1.2.2 Transit Access Zones

Transit access zones include all properties with frontage on East 14th Street and Mission Boulevard within 250 feet (a walking distance of one typical city block) of a designated bus or streetcar stop.

1.2.2.1 Building Location and Ground Floor Uses

Buildings are to be located at or near the property line within transit access zones on East 14th Street/Mission Boulevard; and ground floor, street frontage space is to be predominantly for active, pedestrian-oriented uses. Setbacks shall not be greater than 10 feet and are to be developed as high activity, public access areas.

1.2.2.2 Driveways and Curb Cuts

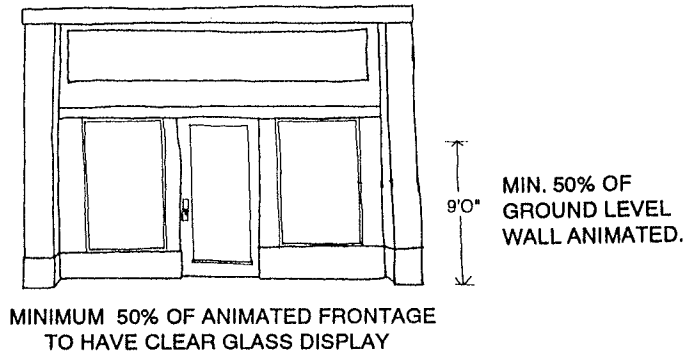
Access driveways within transit access zones shall be one-way, entry or exit only, whenever possible and curb cuts shall not be wider than 12 feet; the minimum spacing between curb cuts is 75 feet. Where a two-way driveway is absolutely necessary, curb cuts shall not be wider than 20 feet.

1.2.2.3 Parking

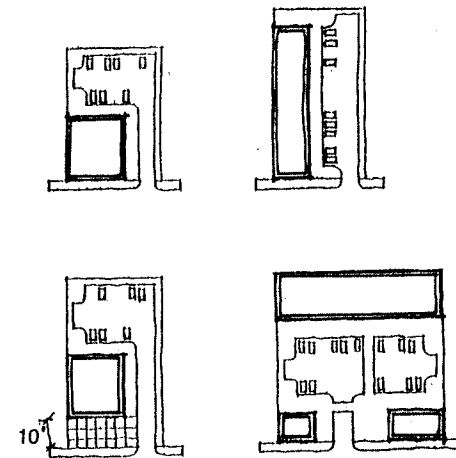
All parking areas within transit access zones are to be located behind street frontage buildings and ground floor use areas.

1.2.3 Transit Corridor Zones

Transit corridor zones include all properties with frontage on East 14th Street/Mission Boulevard between transit access zones.



making ground floor street frontage interesting for pedestrians - 1.2.1.4



locating buildings close to where people walk - 1.2.2.1

1.2.3.1 Building Location and Ground Floor Uses

Buildings within transit corridor areas are to be located at or near the property line for a minimum of 50% of the development frontage and must include some percentage of active, pedestrian-oriented uses.

1.2.3.2 Driveways and Curb Cuts

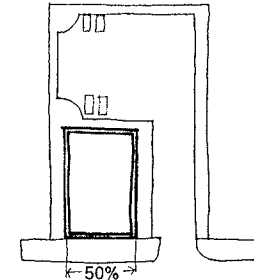
Access driveways, where absolutely necessary within transit adjacent areas, can be two-way but no curb cuts shall be wider than 20 feet; the minimum spacing between curb cuts is 50 feet.

1.2.3.3 Parking

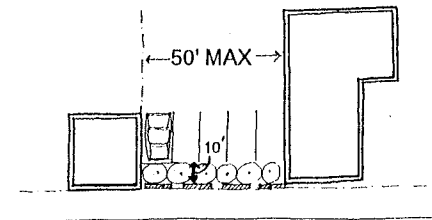
Surface parking area within transit corridor areas can be located at the commercial street frontage, but the parking area frontage shall not be greater than 50 feet and shall be separated from the public right-of-way by a landscape setback of 6 to 10 feet. The actual dimension of the landscape setback is dependent upon design treatment, as discussed in a previous guideline (1.2.1.3). Small, freestanding commercial buildings located at the street edge can be used to break up parking area street frontage that otherwise would be greater than 50 feet.

1.2.4 Freeway Access Zones

All properties within the freeway access zones with primary frontage on East 14th Street and Mission Boulevard shall follow the site design guidelines for Transit Corridor Zones. That portion of the freeway access zone with frontage on East Lewelling Boulevard is subject to the site design guidelines for Lewelling Boulevard.



keeping building frontage to a maximum where people walk - 1.2.3.1



keeping a pedestrian scale along parking lot frontage - 1.2.3.3

1.3 Lewelling/East Lewelling Boulevard

Lewelling/East Lewelling Boulevard originally was built as a residential street and, over time, has come to function as a major connection between Mission and Hesperian Boulevards, both of which are heavily developed as commercial streets. The most continuous commercial activity on Lewelling/East Lewelling Boulevard is near Mission and Hesperian Boulevards. The site design guidelines for development on Lewelling/East Lewelling Boulevard are organized according to business districts. Please note that the portion of the West Eden Business District on the East 14th Street/Mission Boulevard corridor is subject to the site design guidelines for Transit Corridor Zones, above.

the buildings on lewelling/east lewelling boulevard are mostly residential - 1.3

1.3.1 General to Each of the Three Lewelling/East Lewelling Boulevard Business Districts

1.3.1.1 Building Frontage Setbacks

Setbacks between street and building frontage shall be designed for use as entry and gathering areas and in a style suggestive of a residential district. Paving materials and planting shall be informal and may include low, open fencing and garden type seating.

1.3.1.2 Landscape Setbacks

The setbacks between the street frontage and parking areas shall be landscaped in a residential style. In addition, they shall include trees and may include low walls or fences typical of those found in residential districts.

frontyards were meant to be planted not paved - 1.3.1.1-2

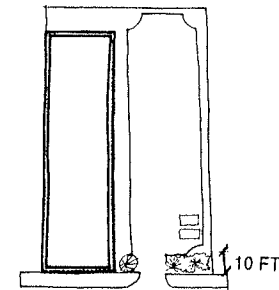
1.3.2 West Eden Business District

1.3.2.1 Building Location

Buildings on East Lewelling Boulevard in the West Eden Business District can be located at or near the street edge if architectural and landscape design of the side areas creates conditions compatible to the front lawn setbacks for existing adjacent residential buildings.

1.3.2.2 Parking

Parking areas for development on East Lewelling Boulevard in the West Eden Business District shall be located at the side of or behind commercial buildings. On-site parking area frontage along East Lewelling Boulevard may be unlimited, but shall provide a minimum landscape setback of 10 feet. Within 20 feet of an existing residential building, the width of the landscape setback shall be increased to 20 feet.



side area surface parking is allowed in the west eden business district - 1.3.2.2

1.3.3 Central Lewelling Business District

1.3.3.1 Building Location

Buildings on East Lewelling Boulevard in the Central Lewelling Business District can be located at the street edge if sufficient side area setbacks are maintained between adjacent residential development.

1.3.3.2 Parking

On-site parking areas for development on East Lewelling Boulevard in the Central Lewelling Business District can be located between building frontage and the street. A minimum 10 foot landscape shall be provided between the on-site surface parking area and the street right-of-way.

1.3.4 Four Corners Business District

1.3.4.1 Building Location

Building frontage on Lewelling Boulevard in the Four Corners Business District shall be located at or near the street frontage. Any setbacks shall not exceed 10 feet and shall be designed for use as entry and gathering areas permitting outdoor commercial activity. The existing, predominant pattern of building location on Hesperian Boulevard, however, is that of suburban strip commercial development. Therefore, new development frontage on Hesperian Boulevard in the Four Corners Business District is not subject to this guideline and can be set back to any distance.

1.3.4.2 Parking

On-site parking areas for new development on Lewelling Boulevard in the Four Corners Business District shall be located at the sides or rear of buildings and shall not be located between the street and building frontage. Parking area frontage shall be separated from street frontage by a landscaped setback not to exceed 10 feet. On-site parking areas on Hesperian Boulevard are permitted between building frontage and the street edge. A minimum landscape setback of 10 feet between the sidewalk edge and surface parking areas must be provided on both Lewelling and Hesperian Boulevards.

2.0 NEW COMMERCIAL BUILDINGS IN ALL DISTRICTS AND ZONES

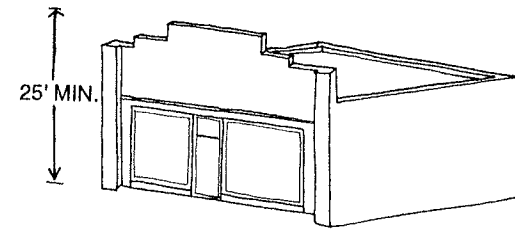
2.1 NEW COMMERCIAL OR COMMERCIAL STYLE MIXED-USE BUILDINGS

New commercial buildings, or commercial style mixed-use buildings, shall not be built on a property in any business district when there are existing single-unit type residential buildings on both sides of that property. Such

new buildings can be built where they are adjacent to an existing commercial building on at least one side, at corners, or where there is a single-unit type residential building on only one side of the property.

2.2 MINIMUM HEIGHT

Minimum height for commercial buildings at or near the street frontage shall be 25 feet, measured to the top of the facade. For single story buildings, a false front or parapet can be used to achieve this minimum height. Where exterior frontage height varies along the building frontage, the minimum height shall be considered to be the average height of the building frontage.



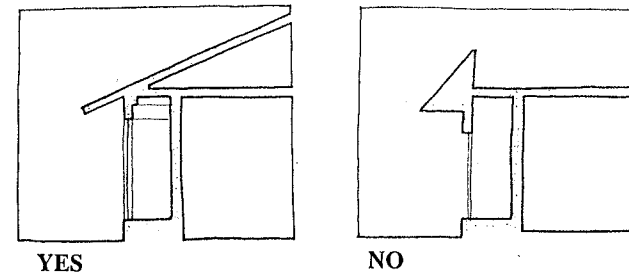
no short buildings - 2.2

2.3 ROOFLINES

Pitched roofs shall have functional integrity and are not to be used primarily to create an architectural "style" or "image." Mansard roofs shall not be used on any building with a height less than four stories. Roof materials shall not include shake or wood shingle.

2.4 PARAPETS

Parapets shall be used to hide flat roofs and roof mounted equipment. Parapets can be designed, secondarily, as a decorative element or sign area so long as the design is compatible with that of the entire building.



no fake rooflines - 2.3

2.5 GROUND FLOOR WINDOW OPENINGS AND GLAZING

Ground floor area windows are strongly encouraged. They should provide visibility into the ground floor lease space. In some circumstances, such as when building security would be placed at risk or when a side or rear wall of a building is adjacent to or near the street, shallow display windows, containing merchandise or artworks, are encouraged. Entry doors should be fully glazed.

Recessed openings are preferred. Low quality trim materials, such as anodized aluminum, are not permitted. Glazing shall be clear for ground floor windows and entry doors in commercial space. Glazing to upper story or residential unit windows may be tinted, but not reflective.

2.6 RESIDENTIAL AND UPPER STORY WINDOWS AND GLAZING

All residential and upper story windows may be tinted but shall not be reflective. The locations and proportions of all window openings shall be designed with consideration for the overall composition of the building facade.

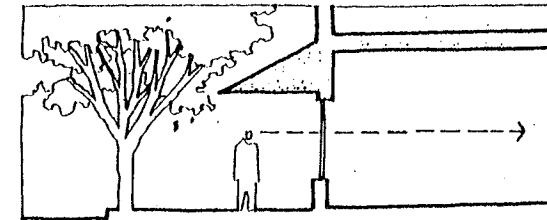
2.7 ENTRIES AND ENTRY DOORS

Where possible, entries shall be marked by architectural features that call attention to their location. Entry doors to commercial sales areas shall be predominantly clear glass. As stated for window openings, low quality trim materials, such as anodized aluminum, are not permitted for entry doors.

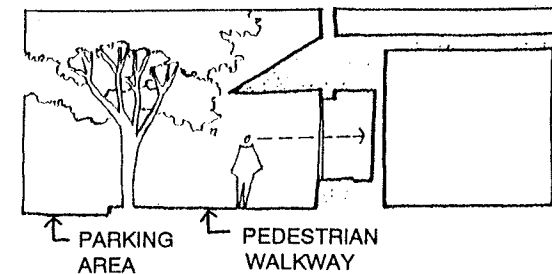
2.8 EXTERIOR BUILDING MATERIALS AND COLORS

2.8.1 Multiple Storefronts

Contiguous storefronts in a single building shall use the same exterior materials and decorative treatment.



VISIBLE GROUND FLOOR SPACE



SHALLOW DISPLAY WINDOWS

visible ground floor space . . . but use display windows where ground floor visibility is not practical - 2.5

2.8.2 Applied, Decorative Secondary Materials

Secondary materials, such as ceramic tile, terra cotta, or wood millwork, applied to the primary finish material shall be complementary to the primary material and shall be designed to be compatible with the overall building design. Materials such as false stone, plastic, aluminum, or plywood are prohibited.

use high quality decorative materials that go with the architecture - 2.8.2-3

2.8.3 Consistent Use of Materials

Similar or compatible building materials shall be used for all exterior facades, including all floor levels, of a building.

2.8.4 Color

2.8.4.1 Integral Color Building Materials

Integral color exterior building materials are preferred, whenever possible, for new buildings or for exterior remodellings, and such materials should not be painted, with the exception of integral color stucco or comparable materials, which may require long term repaintings.

respect the integrity of building materials - 2.8.4.1

2.8.4.2 Paint Color

Wood siding is a traditional exterior building material, which does require painting for weather protection, as do certain other materials over time. Paint schemes for building exteriors shall be compatible or harmonious with other colors within any particular business district and, over time, a particular district may choose to select a specific color palette.

3.0 REHABILITATION OF ALL EXISTING COMMERCIAL BUILDINGS

3.1 ADDITIONS

Additions to existing commercial buildings shall be consistent with and compatible to the overall form of the resulting building or complex of buildings.

rehabilitation makes buildings better, not worse

- 3.0

3.2 EXTERIOR WINDOW AND DOOR OPENINGS

Existing window or door openings shall not be closed, moved or enlarged without consideration for the overall composition of the buildings. When existing openings are approved to be closed, finish fill materials must match existing exterior building materials or covered by a new exterior finish material for the entire building facade.

3.3 EXTERIOR STAIRCASES, RAMPS, AND FIRE ESCAPES

All elements added to the exterior of the building to provide required access or for security purposes shall be attached in such a manner as to be compatible with existing architectural detail and materials. In most cases, a custom design detail will be required to adapt prefabricated hardware, utility boxes, roll-up security screens, and fire escapes to the existing building.

3.4 EXTERIOR BUILDING MATERIALS AND COLORS

Existing exterior building materials shall not be covered with materials of a lesser quality, such as covering wooden clapboard siding with sheet metal. Also, in changing exterior materials and colors, the overall form and scale of the building must be honored. In most cases, wood siding and stucco are considered interchangeable as exterior materials, but the potential loss or compromise to decorative trim may prevent such a

change in exterior materials, making it inappropriate to stucco over wood siding. Exterior grade plywood and sheet metal are prohibited.

4.0 RESIDENTIAL BUILDING CONVERSIONS TO COMMERCIAL USE IN ALL DISTRICTS AND ZONES

4.1 ADDITIONS

Additions to provide space for commercial use shall be in keeping with the architectural style, proportions, and overall form of the residential building. Such additions may extend into existing front yard setbacks provided that they do not extend into more than 40% of the frontage when adjacent to other existing front lawn setbacks. Additions may extend into sideyard setbacks only when the adjacent building is used for a commercial purpose and when the sideyard area is not the only means of access to the rear yard area.

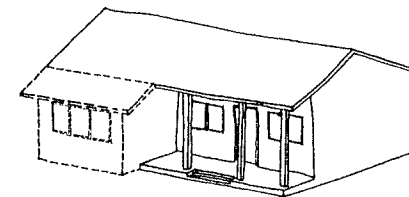
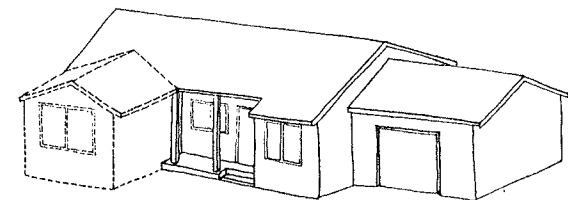
4.2 MODIFICATIONS TO ROOFLINES

The pattern of existing rooflines, including pitch, shall be used for any new construction when any portion of the existing residential building remains visible to the street. The overall composition and proportions of the residential building shall be considered in evaluating roofline modifications.

4.3 WINDOWS AND EXTERIOR DOORS

Residential window and exterior door types shall be retained. Wooden window materials shall not be replaced by metal nor shall exterior windows be modified to create display windows, such as by removing mullions and installing single pane glazing.

buildings built to be houses often are hard to adapt to commercial uses - 4.0



additions and modifications must keep the architecture intact - 4.1-3

4.4 FRONTYARD AND SIDEYARD SETBACKS

Side yards shall be retained where required for access purposes or where there is an existing residential use in an adjacent building, as discussed above under additions (4.1). Deed restrictions for shared use of sideyard access is strongly encouraged. Sideyard landscaping visible to the street shall be residential in character and shall include solid fencing along side property lines where adjacent residential uses remain. Fence height is to be equal to that of the top of adjacent residential windows.

Front yards shall be retained with modifications permitted as discussed above, under additions (4.1). Front yard landscaping shall be residential in character and may include low fencing or walls to separate the frontyard from the sidewalk and street right-of-way. Hardscape materials also can be used to create an outdoor patio type area in the front yard, provided a fence, planter box, or some other type of edge defining element is included. Under no circumstances is the frontyard area to be paved in a way that allows it to be used for on-site parking.

4.5 USE RESTRICTIONS

Commercial uses requiring radical alterations that would change the exterior appearance of the residential building, such as for drive-thru service or automobile repairs, are prohibited. On-site parking is restricted to rear and sideyard areas.

4.6 EXTERIOR BUILDING MATERIALS AND COLORS

Exterior building materials and colors shall remain residential in character and shall be compatible with surrounding residential buildings along the street or within the block.

5.0 COMMERCIAL SIGNS AND GRAPHICS

The guidelines for commercial signs and graphics are intended to provide an overall framework of order and restraint that, collectively, insures that individual signs remain visible and effective. Even a few ill mannered signs create a disproportionate visual clutter and negatively affect all other businesses in a particular district or zone.

5.1 SIGN LENGTH, HEIGHT, AND AREA

Permitted sign areas and sizes shall continue to be established according to the formulas found in the Alameda County Zoning Ordinance. However, commercial sign length, height and area also shall be evaluated according to the architecture of the building. Overall proportions, scale, and style shall be considered. Sign areas permitted by the Zoning Ordinance that cannot be "fit" within existing or designed architectural elements shall be reduced to an area that does "fit " (see guideline 5.2, below).

5.2 SIGN LOCATIONS

Signs shall not cover or obscure architectural elements such as windows or expressed structural bays, but are to be located within flat, well-defined areas of the building.

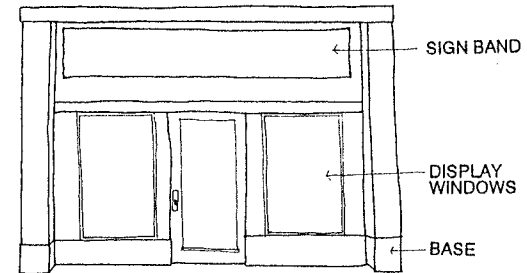
5.3 AWNINGS

Awnings are primarily to be used for shade and weather protection. Sign areas on awnings shall not exceed 25% of the total awning area.

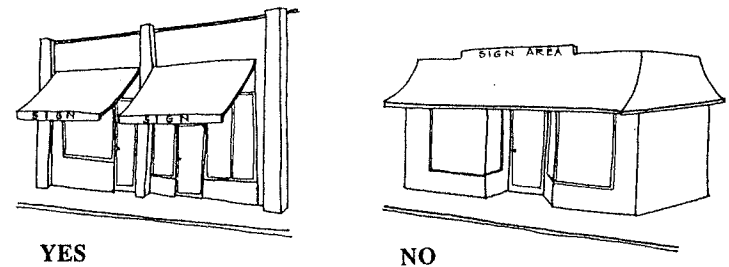
5.4 USE ON RESIDENTIAL BUILDINGS

Commercial signs applied to converted residential buildings, in general, are architecturally incompatible and their use is significantly restricted according to the following guidelines.

more signs do not necessarily mean more visibility for a business - 5.0



different signs for different parts of the storefront - 5.2



awnings provide shade and, secondarily, a place for a sign . . . they are not a substitute for architecture - 5.3

5.4.1 Locations and Sizes

Small commercial signs comparable to a nameplate or house numbers can be located next to or on the front door. A narrow signband can be located along the upper portion of a front porch roof between support posts. The upper 25% of gates to fenced sideyard areas can be used for commercial signs. Finally, a low-profile gatepost sign no higher than 30 inches, or a gatepost signband also is permitted.

Locations identifying entries to businesses or complexes of businesses are encouraged.

5.4.2 Graphics and Color

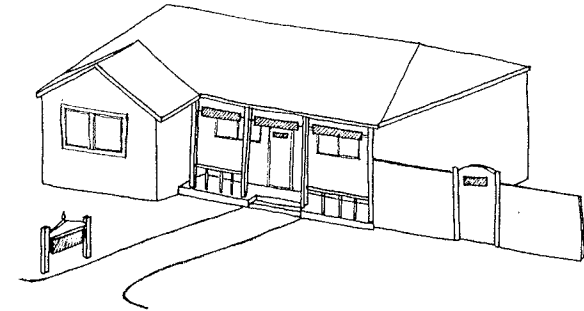
Sign graphics should be particularly simple and easily legible given the limited size and restricted locations on residential buildings. Colors should be residential in character, which will restrict the use of bright, vibrant colors. The general rule for sign color on residential buildings is to consider them as accent trim.

5.5 ARCHITECTURAL SIGN ELEMENTS

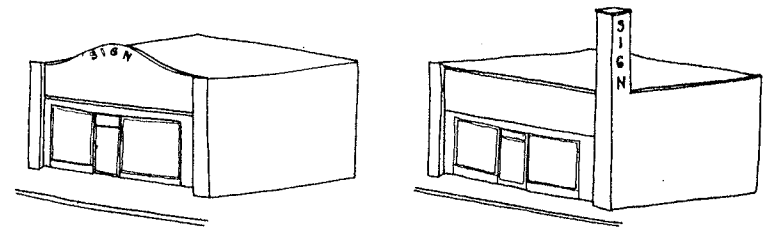
Commercial buildings are strongly encouraged to include elements such as towers, overhangs, or parapets designed to function as and to be enhanced by commercial signs.

5.6 FREESTANDING SIGNS

Freestanding signs are those that are not attached to a building or landscape element, such as a fence or gatepost.



there are only a few places for commercial signs on houses - 5.4.1



architecture and signs are a team - 5.5

5.6.1 Pole Signs

Pole signs located at the back edge of the public sidewalk along East 14th Street/Mission Boulevard are permitted as a special, distinguishing sign type. They shall not be used primarily to provide freeway visibility, and shall be oriented to the street frontage.

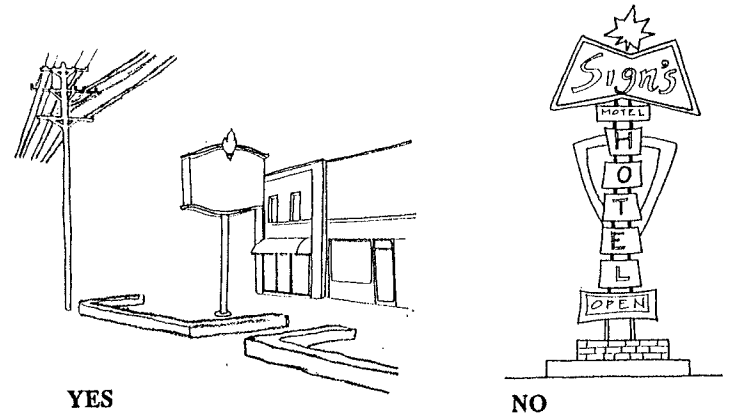
Pole signs shall not be higher than 15 feet and shall include a landscaped base. Iconographic signs are encouraged, as is the use of neon and sign graphics associated with some of the traditional pole signs found along this portion of East 14th Street/Mission Boulevard.

5.6.2 Low Profile Signs

Low profile or "monument" type signs, are associated with suburban strip commercial development and are out of place in the more street-oriented, pre-suburban type of commercial development that is more characteristic of East 14th Street/Mission Boulevard.

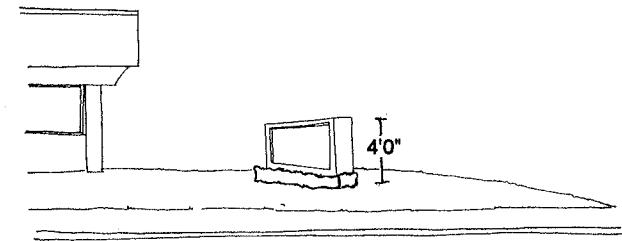
Low profile signs are permitted only when there is more than 100 linear feet of commercial street frontage for a single development and when a development or the major tenant in the development is not visible from the street. Such signs shall identify only the street address and one tenant or the name of the development. Low profile signs shall not be used as directories for listing multiple tenants.

Low profile signs shall not be higher than 4 feet and shall include a landscaped area at the base.



ill-mannered pole signs create visual clutter . . . but storefront scale and good design make pole signs a distinctive feature for east 14th street -

5.6.1



monument signs are discouraged for all but a few businesses - 5.6.2

5.7 PROJECTING SIGNS

Projecting signs are particularly effective, both for motorists and pedestrians, because they are visible for a greater distance along the street or sidewalk than is a sign with an orientation that is parallel to the building frontage. Projecting signs are strongly encouraged for street adjacent commercial buildings.

5.7.1 Clearance

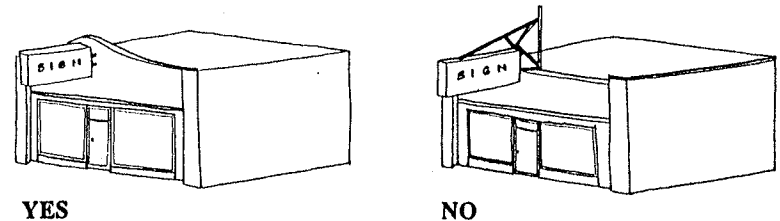
Projecting signs usually extend over the sidewalk or walkway in front of a commercial storefront and must provide the minimum overhead clearance of 8 feet, as identified in the Zoning Ordinance (8-60.65.f.4).

5.7.2 Structural Supports

Most projecting signs look best when a clear space, usually 4-6 inches, is maintained between the building frontage and sign edge. All structural supports above the building frontage shall be hidden. Guy wires are not to be used as a means of stabilizing projecting signs.

5.7.3 Fin Signs

Strongly vertical projecting signs are called "fin signs" and can extend well above the top of the building. Like an architectural tower element, a fin sign can be very effective in identifying a business location when viewed along the street. They are a particularly characteristic sign type along East 14th Street/Mission Boulevard, and they are strongly encouraged for businesses there.



projecting signs are one of the most effective types of signs for buildings that are close to the street - 5.7

Commercial messages on fin signs should have a predominantly vertical orientation. Structural supports above the building frontage, as for all types of projecting signs, shall be hidden.

5.8 MOUNTED SIGNS

Individual, cut out letters or sign boards can be mounted directly to the building elevation. Sign boards shall not be constructed to look like a box. Internally illuminated box signs are prohibited, as listed below.

5.9 SIGNS PAINTED ON BUILDINGS

Signs painted directly onto the building exterior shall be reviewed as a mounted sign and approval, as with all signs, shall include conditions for maintenance, which will be enforced.

windows covered with signs are not windows -
5.10

5.10 WINDOW SIGNS

Window areas can be used for signs provided that no more than 25% of the glass is covered by the sign, as measured from the outside edge of all lettering or iconography. Permanent, individual painted lettering, numbers, and iconographic images on glass are preferred for this type of sign.

5.11 GRAPHICS, MATERIALS, AND COLORS

The primary objective in providing guidelines on graphics, materials and colors is to promote overall, collective legibility within a particular business district. They are not meant to impose a particular theme or style.

5.11.1 Iconographic Images

Iconographic images on signs do not require language to communicate, are immediately understandable, and are highly encouraged.

it takes time to read words . . . the most effective signs work like a picture - 5.11.1

5.11.2 Hand Lettering and Ornate Typography

Sign lettering should be professionally done and, in most cases, should specify an established typography. Highly ornate typography is usually difficult to read and is discouraged where it is not necessary for purpose of image.

5.11.3 Colors

Sign colors shall be compatible with building colors. Fluorescent materials and colors are not allowed.

5.11.4 Materials

Sign materials shall be reasonably durable and applications must include a plan for continuing maintenance. Faded or damaged materials will be reported and must be repaired within 30 days of notice.

5.12 PROHIBITED SIGNS AND MATERIALS

- o billboards (General Purpose Advertising);
- o banners, streamers, and bunting, except for temporary purposes by permit;
- o freestanding pole signs in areas outside the East 14th Street/Mission Boulevard corridor;

junk makes it hard to see quality - 5.12

- o internally illuminated box signs;
- o plastic or vinyl sign materials;
- o signs on vacated buildings (commercial signs to be removed when a business vacates the building;
- o temporary signs in windows or window signs that block more than 25% of visibility into the ground floor space; and
- o roof signs.

6.0 MULTI-UNIT RESIDENTIAL BUILDINGS

Higher densities within the Specific Plan Area for single-use residential development remain as described by the Alameda County Zoning Ordinance. Permitted projects in established residential neighborhoods, such as on Usher, Tracy, Sycamore, and College Streets in the Four Corners Business District, also must be compatible in design scale and character with adjacent and nearby houses. The intent of the guidelines on multi-unit residential buildings is to provide direction for protecting these and other existing neighborhoods, many of which are predominately single-unit residential, immediately adjacent to commercial development. Consequently, built densities may be somewhat less than what is described by the Zoning Ordinance. Where it is permitted in neighborhoods of single-unit residences and duplexes, multi-unit development that looks like a large, single-unit residence is strongly encouraged.

design, not density, is the issue - 6.0

6.1 PARKING

The resident parking requirement, as established by the County Zoning Ordinance for multi-unit residential development, must be met on-site. This parking can be accommodated by surface areas interior to or at the back of the site where it is not visible to the street, and/or by garage space in the building where no more than one garage door is visible to the street. Apartment type buildings built over exposed parking spaces are not permitted. The visitor parking requirement may be satisfied through on-street parking spaces.

the biggest design challenge is where to put all the cars - 6.1

6.2 DRIVEWAY WIDTHS

Driveways to multi-unit residential development shall not exceed that which is standard for single unit development, or approximately 16 feet in width. There shall be no more than one driveway per 50 linear feet of property frontage on the street.

wide driveways kill the street edge - 6.2

6.3 ENTRIES

Individual entries, such as steps, porches, and paths from living units to the street help to break down the scale of multi-unit buildings and are strongly encouraged. Where compatible with adjacent building character, doors to units that open onto a deck or balcony area of at least 35 square feet can satisfy the intent of this guideline.

make it possible to identify individual units - 6.3

6.4 MATERIALS

Clues to preferred building materials should be taken from adjacent and nearby buildings. In neighborhoods where the predominant pattern is wood frame, clapboard siding, this would be the preferred material for new residential development. A contrasting material, such as stucco, would be discouraged and would be subject to more detailed design study, for such a neighborhood.

design to the best of the context - 6.4

6.5 HEIGHT

Exterior elevations of new multi-unit residential buildings shall not exceed, by more than one story, the exterior height of any existing, adjacent residential building. No portion of the new building shall be higher than 3 stories, over parking, or 35 feet above the ground plane. Heights for portions of a single building may vary and do not need to be uniform.

7.0 HISTORIC BUILDINGS AND PROPERTIES

Within the Specific Plan Area there are a few existing properties containing structures or objects worthy of historic conservation as part of the cultural memory of the community. As noted elsewhere, these include public or quasi-public buildings such as the church at the corner of Usher and College streets, or the pioneer cemetery across from the church. In the residential neighborhoods immediately adjacent to the Plan Area, there are many more turn-of-the century houses, barns, watertowers, and front gardens expressive of the history of the area. The intent of the guidelines for historic conservation is to set a tone of awareness that will direct all modifications and remodellings in these areas.

7.1 WINDOWS AND EXTERIOR DOORS

Wood doors and windows should not be replaced with metal frame or metal system units. Such modifications are extremely harmful to the integrity of the building and can reduce the resale value of the property.



*saint stephen's lutheran church pioneer chapel,
1895 - Birch Street, off Grove Way*

7.2 PARKING

In pre-1950s neighborhoods, according to what is probably the general pattern, driveway access must be provided and maintained that locates parking in garages or carports at the back or side of the property. In neighborhoods built after the 1950s, according to what is probably the general pattern, driveways usually lead to garages that are oriented directly to or perpendicular to the street. In these post-war, automobile age neighborhoods, the driveway, garage pattern can be maintained, but garages must not be enlarged beyond a two-car capacity.

7.3 EXTERIOR BUILDING MATERIALS

Exterior building materials on older houses cannot be radically changed without a building permit, following a special review process. For example, putting a stucco exterior on a 1900s period house with wood siding is strongly discouraged. Replacing a quality material such as wood or stucco with a lower quality material such as aluminum siding is prohibited.

7.4 ANTENNAE OTHER COMPARABLE EQUIPMENT

In older, traditional neighborhoods, large scale equipment to accommodate contemporary technologies such as for satellite reception dishes and solar heating panels, require a special building permit to insure that, when they are visible from the street, they do not create a negative visual impact to the neighborhood.

7.5 TRADITIONAL GARDENS AND LANDSCAPING IN FRONT YARD AREAS

Traditional planting and landscaping, especially that expressive of ethnic identity, should be highly valued and, wherever feasibly, conserved as part of the history of the neighborhood. Photodocumentation of such planting is to be encouraged strongly and made public through display or showing at Neighborhood Association meetings or by being published in local newspapers and newsletters.

*gardens, trees, and artifacts are part of the
history of a place - 7.5*



East 14th Street

5.0 PUBLIC AREA IMPROVEMENTS AND OPEN SPACE

INTRODUCTION

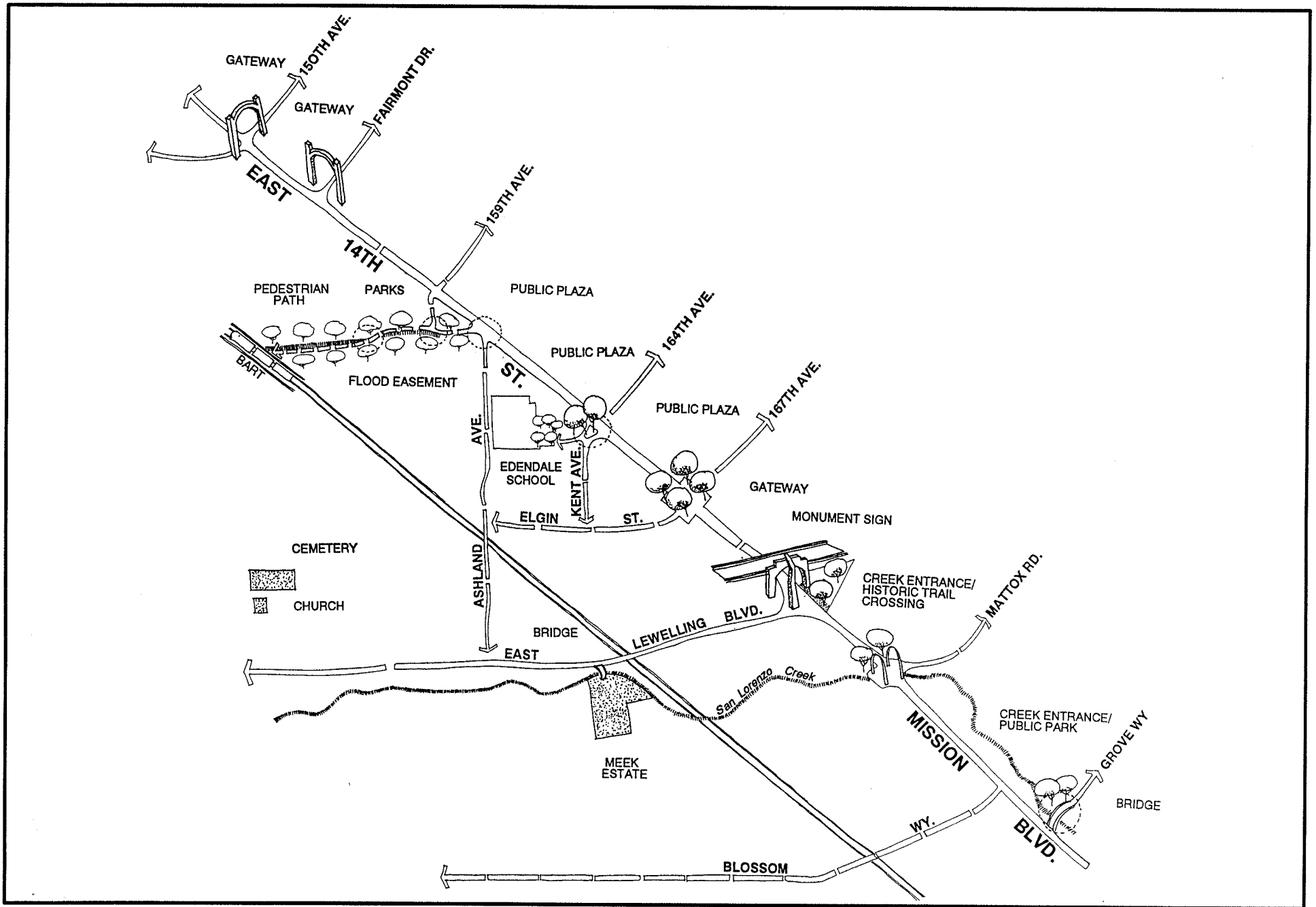
Street right-of-way is the predominant type of public space in the Specific Plan Area. While there are school yards in the Central Lewelling Business District and adjacent to several of the other business districts that are available for organized recreational use after school hours through the San Lorenzo Unified School District (SLUSD) and the Hayward Area Recreation and Park District (HARD), they are a more limited type of open space for the Ashland and Cherryland communities. Edendale Park, adjacent to the west edge of the Ashland Avenues Business District, and the Meek Estate, which has been included as a part of the Central Lewelling Business District, are the only two public parks in the Ashland and Cherryland community areas. Currently, neither is directly accessible to the commercial business districts which make up the Specific Plan Area.

One of the important goals of the Specific Plan and an important revitalization strategy for each of the business districts is to create high quality public places that function as centers or nodes of activity. Such places are analogous to the main street or civic plazas and public parks of other urban communities in Alameda County and in the Bay Area. Such spaces are critical to the vitality of both residential and commercial areas.

The Specific Plan provides program statements for several types of public area improvements projects. These program statements focus on design objectives and the design process. They are conceptual in nature and,

sidewalks are the most common type of public open space in most communities and, in some communities, they are the only public open space

public areas are an important part of the civic life of a place



PUBLIC AREA IMPROVEMENTS PROJECTS

ASHLAND CHERRYLAND BUSINESS DISTRICTS SPECIFIC PLAN
Alameda County Planning Department, 1995



Figure 5.1

while precise in establishing design criteria and standards, they do not constitute a final design solution for any of the projects. Two of the following program statements describe streetscape projects that, both for reasons of budget and complexity, probably will be constructed either in phases or as projects with a more limited scope.

It is critical with streetscape projects to develop an overall design concept and approach that is sensitive to the multiple functions that streets must serve. East 14th Street/Mission Boulevard, for example, must be designed for several types of traffic, including vehicular, transit, and pedestrian. The wide median provides an area for protected turn movements, but also is an opportunity for other streetscape elements such as a future light rail line and landscaping. Curbside, or on-street, parking is essential to much of the existing and new in-fill commercial development and must be retained as part of any roadway design. Certain portions of the street must be designed as places where people can get on and off busses or trolleys. Also, the street is a public utility corridor, and it must be designed with continuous service access and maintenance in mind.

The public right-of-way between curb and property line is a complex zone where public and private interests overlap. The design of street tree planting and building frontages must create a comfortable sidewalk environment that, together with storefront retail areas and other types of street adjacent open space, gives the street a civic character and, collectively, improves the economic value of development frontage.

Street lighting is necessary for public safety and night time uses, and it must be high quality, full-spectrum light. Low pressure sodium and other limited spectrum, "orange" or "yellow" light make it difficult for many

the program statement describes the design problem

streetscape design has become more important than architecture to community image

people to see clearly and are especially inappropriate for use in commercial districts where there is a high concern for public safety, good visibility of storefronts, merchandise displays, and commercial signs, and most important, people. The local commercial district is a place where neighbors gather to shop and socialize with neighbors.

The following program statements establish design concepts and standards for planned public area improvements projects that are important to the implementation of the Specific Plan goals for commercial revitalization and neighborhood conservation.

The Implementation Element of the Specific Plan outlines a comprehensive design process for the streetscape projects that addresses the different types of infrastructure that use the public right-of-way, including vehicular and people traffic, parking, landscaping, and utilities. The design of a particular infrastructure system must not preclude a reasonable solution for other systems, existing or planned. Thus, streetscape projects present complex design problems that require a coordinated team of engineers and designers with expertise in roadway design, landscape architecture, lighting, utilities, and urban development. Finally, each streetscape design plan must be evaluated according to community established policies and priorities.

Program Statements:

5.1 EAST 14th STREET/MISSION BOULEVARD STREETSCAPE

East 14th Street/Mission Boulevard has long been a major East Bay highway, connecting numerous communities between the City

*the specific plan describes the process for
improving the appearance of east 14th
street/mission boulevard*

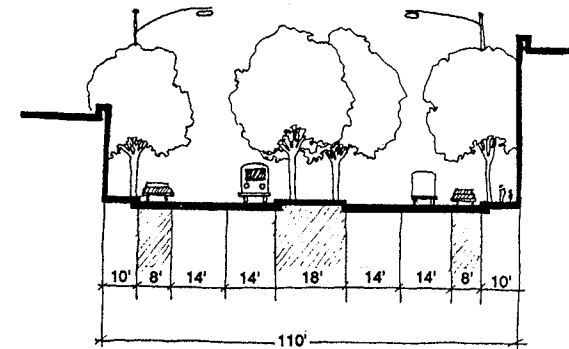
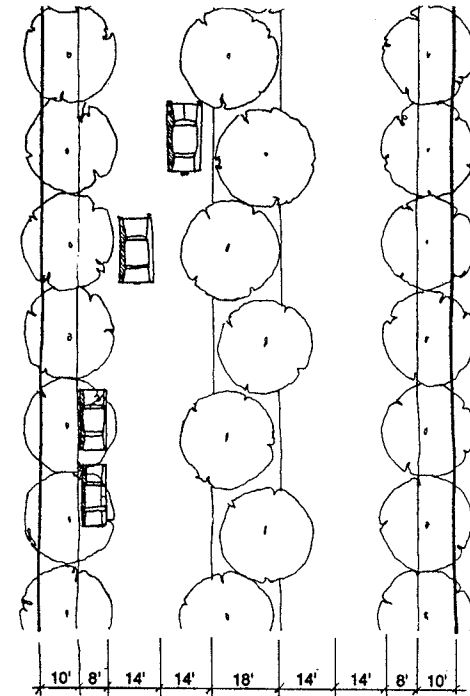
*a summary program statement for east 14th
street/mission boulevard*

of Oakland and what is now the City of Fremont. Highway commercial development is integral to its history. The guiding principle for the Specific Plan streetscape project for East 14th Street/Mission Boulevard between the Cities of San Leandro and Hayward is to design a high quality public area environment for continuous streetfront commercial development that is planned as several contiguous transit-oriented business districts.

5.1.1 Roadway Design

East 14th Street/Mission Boulevard remains a designated state route (SR 185) and, in accordance with the policies of the Circulation Element of the Specific Plan, is a regional serving arterial that shall be designed to accommodate both automobile and truck traffic. The established, typical right-of-way of 110 feet shall not be increased. As an intensely developed, urbanized commercial area, a roadway design speed shall be assumed that is at the low end of the range identified by the guidelines to be followed, such as those found in the Highway Design Manual.

The street median, currently a double left-turn striped area with a typical dimension of 16 to 20 feet, is to be designed and constructed as a raised median to control left turn movements and side street access as required. In addition, this raised median area also shall be designed to a width and with soil conditions for landscape improvements, such as street tree, shrubs, and ground cover planting. The median also may be the most feasible location for the future light rail line and the median design should anticipate that use.



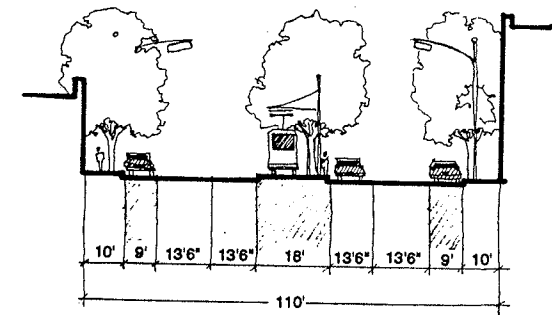
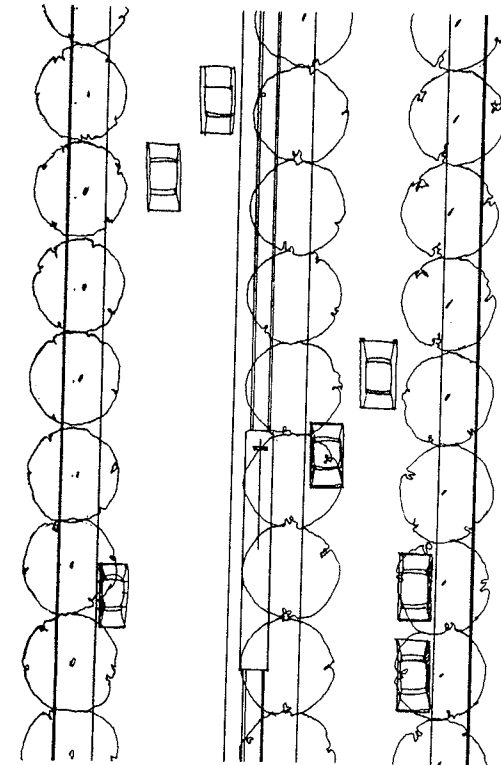
illustrative plan and section of east 14th street/mission boulevard with continued bus service

East 14th Street/Mission Boulevard is a major transit corridor and is under first priority consideration for designation as a future light rail line. Any design changes to the existing roadway area must be coordinated with a feasible concept for accommodating an electrified bus or light rail system. Bus or streetcar stops shall be designed as high amenity public places with full access in accordance with established guidelines, such as the new Transit Facilities Standards Manual.

On-street parking is critical for commercial development in all of the business districts along East 14th Street/Mission Boulevard. Where feasible and with Caltrans approval, physical modifications such as "bulb-outs" to protect the on-street parking zone shall be incorporated into the streetscape design for the East 14th Street/Mission Boulevard business districts. On-street parking also is to be recognized as providing an important separation between pedestrians and moving traffic.

5.1.2 Utilities

Overhead utility lines are generally unsightly and, for commercial districts, are almost always a sign of neglect. The Specific Plan, as policy, establishes East 14th Street/Mission Boulevard and Lewelling/East Lewelling Boulevard as underground utility districts. Streetscape design for each corridor must include a feasible plan for locating all utility lines underground. A conceptual location is to be identified that does not preclude implementation of other important streetscape elements, including street tree planting and, if approved, a light rail transit system for East 14th Street/Mission Boulevard.



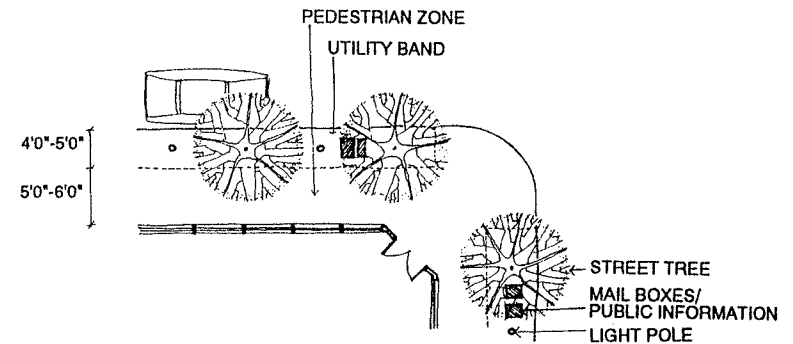
illustrative plan and section of east 14th street/mission boulevard with light rail service

5.1.3 Street Trees

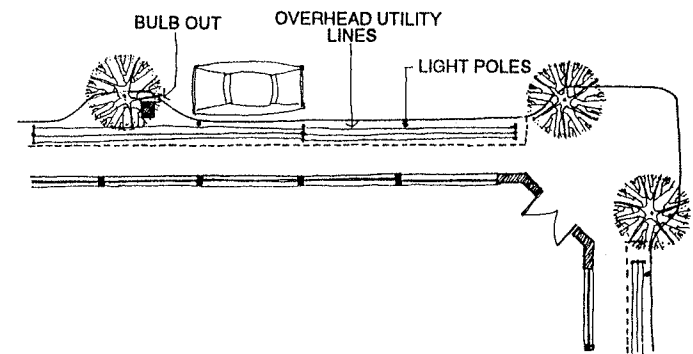
Street trees are to be used to provide shade for pedestrians and to provide visual definition of the street edge. Designated trees shall be capable of attaining a mature size that can meet both these objectives. High image trees, such as palms, that do not provide shade can be used if other types of shade providing elements such as awnings, overhangs or a secondary shade tree also are provided. Irrigation for tree maintenance is very advisable, but is not required for all locations. However, adequate provisions must be made to ensure that new plantings receive sufficient watering in the first few years in order to become well established.

Because street trees may be planted before overhead utility lines are relocated, tree planting location and spacing must consider options that anticipate the future relocation. Concept options are included for considerations and include placing street trees into the on-street parking zone where they are not directly under the overhead utility lines. The curbside zone of the sidewalk area could then become available as a conceptual alignment for collective utility undergrounding and service access. The program objective, however, is to establish agreed-upon alignments and areas where street trees can be planted and where they will be subject to the least amount of future damage from subsequent phases of streetscape construction.

Conceptual spacing for deciduous trees that can attain heights greater than 30 feet upon maturity shall not be greater than 35-40 feet along the East 14th Street/Mission Boulevard corridor. Smaller stature trees shall be located closer together, as should tall trees such as palms or trees that do not develop large canopies. The design objective for the selection and spacing of street trees is both to provide shade for pedestrians and to create a strong visual



zones of public use for the public area between the curb edge and the property line . . . trees and other street furniture are at the street edge and pedestrians are next to the storefronts and entries



widening the sidewalk area into the on-street parking zone of the roadway protects parking, provides a location for trees not directly under utility lines, and makes the street look narrower

definition for the street edge. All final landscape plans are subject to Caltrans approval.

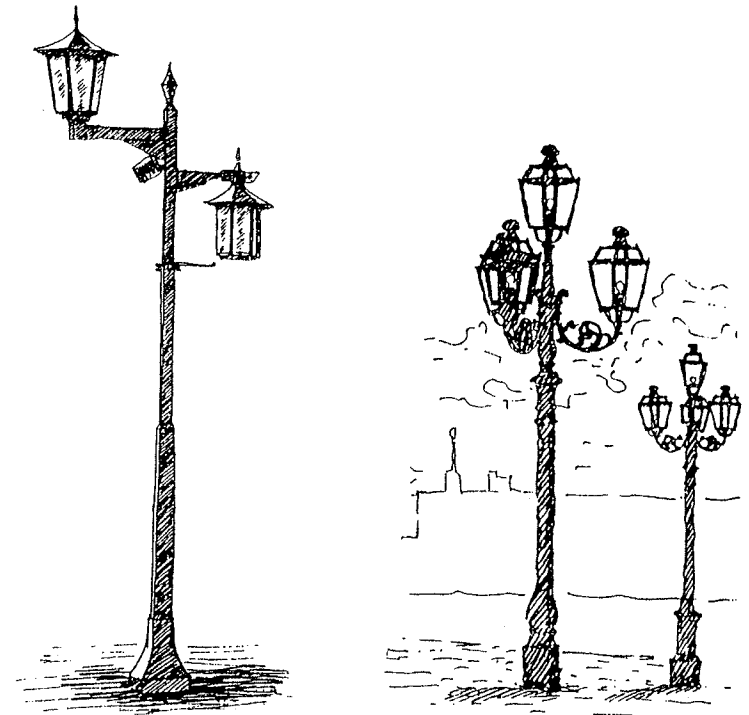
5.1.4 Sidewalks

The minimum public area right-of-way at the outside edge of the roadway, for sidewalks and landscape, is 10 feet for East 14th Street/Mission Boulevard. Additional width may be available for public access or landscape where there is an approved building setback. According to the design guidelines for site design, such setbacks are not to be greater than 10 feet.

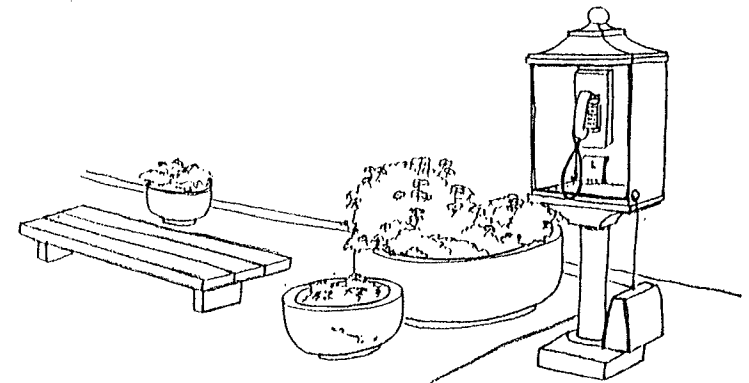
Functions within the 10 foot public right-of-way shall be located as follows:

- o 5-6 feet adjacent to building frontage for active pedestrian movement
- o 4-5 feet adjacent to curb edge as location for street trees, light poles, street signs and other public information facilities

As is typically done, the full 10 foot minimum width can be paved as a "sidewalk" with cut out areas, or "tree wells," for street tree planting. Sidewalk paving material is to be broom finish concrete. Special, smooth surface, safe paving material such as granite or brick may be considered for bus or trolley stops and for public access plazas and open space adjacent to the sidewalk area.



using special design elements for streetscape projects can help create a distinctive identity for a district that may be worth the added cost



5.1.5 Street Lights

Street lights for roadway illumination shall be Alameda County standard with cut-off cobra-head fixtures, for white-type light, either high pressure sodium or metal halide. Special design street lights may be used in certain areas if the additional cost can be covered.

improved street lighting on east 14th street/mission boulevard is a very high priority

Light intensity shall be provided at a level, to be confirmed by Public Works staff during the project design process, sufficient for general visibility. Street light spacing and specific locations, including that of adjacent street trees, shall be addressed as a specific task in the design process and a street tree maintenance plan shall include criteria for periodic tree trimming to maintain appropriate lighting levels for the street.

5.1.6 Street Furniture

Street furniture includes many familiar streetscape items that add to the amenity of the sidewalk area as a public place, such as benches, bus shelters, trash receptacles, enclosures for public telephones, and newspaper racks. Other elements necessary for public utilities such as service boxes, enclosures for traffic control panels, fire hydrants, and street lights, which have been discussed above, also are to be considered as a type of street furniture during the project design process.

Cost is a major factor in the degree to which custom design street furniture can be used for the streetscape project. One of the many values of a comprehensive design approach for the streetscape project is that preliminary decisions can be made as to the degree and priority of custom design street furniture. An overall design concept shall be developed that guides the future addition and form of street furniture for East 14th Street/Mission Boulevard.

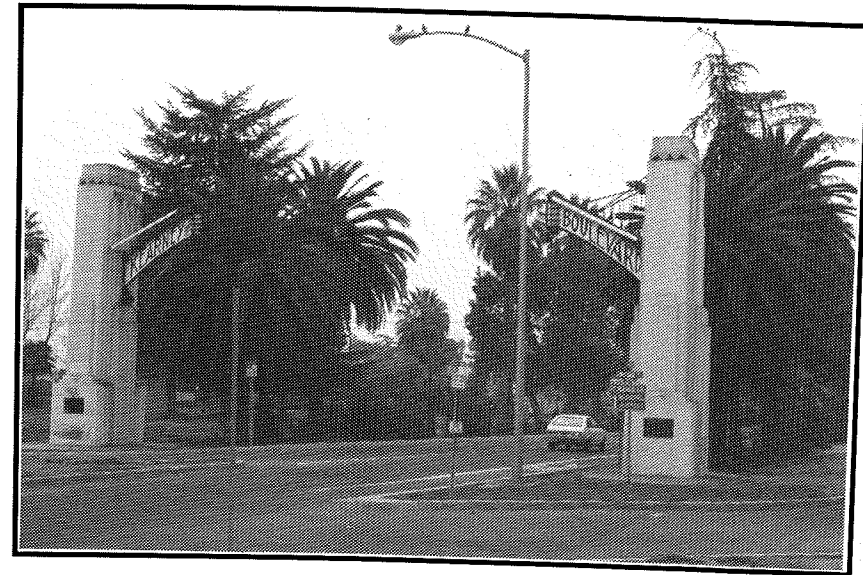
For public utility elements, the streetscape design implications of location and standardized design must be considered and, where those implications are negative, reasonable, creative compromises shall be made.

Placement of items such as bus shelters and public telephone enclosures is subject to a certain degree of local discretion, but is largely a decision made by particular agencies and utility companies such as AC Transit and PacBell. Decisions as to use, location, and design of other items, such as newspaper racks, trash receptacles, and benches are purely a matter of local discretion. The streetscape project design process shall establish a technical advisory committee to advise on all matters of service system design and engineering requirements, and a business community committee to advise on discretionary matters. The business community committee is to be kept informed of all recommendations made by the technical advisory committee. Some form of newsletter to inform the greater business community of the streetscape design process and decisions also should be prepared and distributed periodically.

Materials for street furniture must be durable and easily maintained. However, the streetscape project design process shall establish guidelines or shall actually select a palette of materials and colors with an eye to consistency and harmony.

5.1.7 Gateways and Entry Zones

The streetscape project design process shall consider the sequence of places along East 14th Street/Mission Boulevard and confirm the significance of certain locations for special gateway or entry landscaping and public art, the design of which would be initiated during the project design process.



gateways are civic in nature and must be designed to respect the logic of their location and to reflect the identity of the community

Kearny Boulevard gateway, Fresno, California

Designated entry or gateway locations and final design shall be established through community workshops and public meetings, followed by a public hearing and vote. The Specific Plan program statement identifies the following candidate locations for preliminary consideration:

5.1.7.1 Freeway Edges and Undercrossings

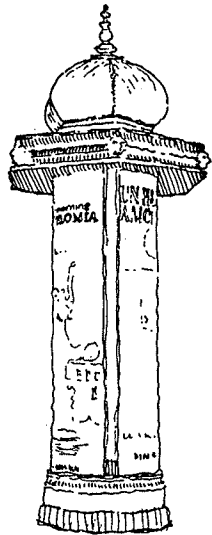
The I-238 freeway is a more imposing physical barrier between the Ashland and Cherryland communities than is San Lorenzo Creek, which is the recognized planning boundary. Except for the two railroad and the BART undercrossings, East 14th Street/Mission Boulevard and Ashland Avenue are the only roadways that still connect the two adjacent areas.

The two undercrossings are literal gateways. The present design of the two undercrossings, however, does little to promote the gateway experience. The streetscape project design shall develop details that create greater amenity for people walking through the undercrossing area and that celebrate the gateway experience for pedestrians and motorists alike, perhaps with special lighting and high quality finish materials such as terra cotta. A public arts, mural project also could be part of the long-term design improvements program.

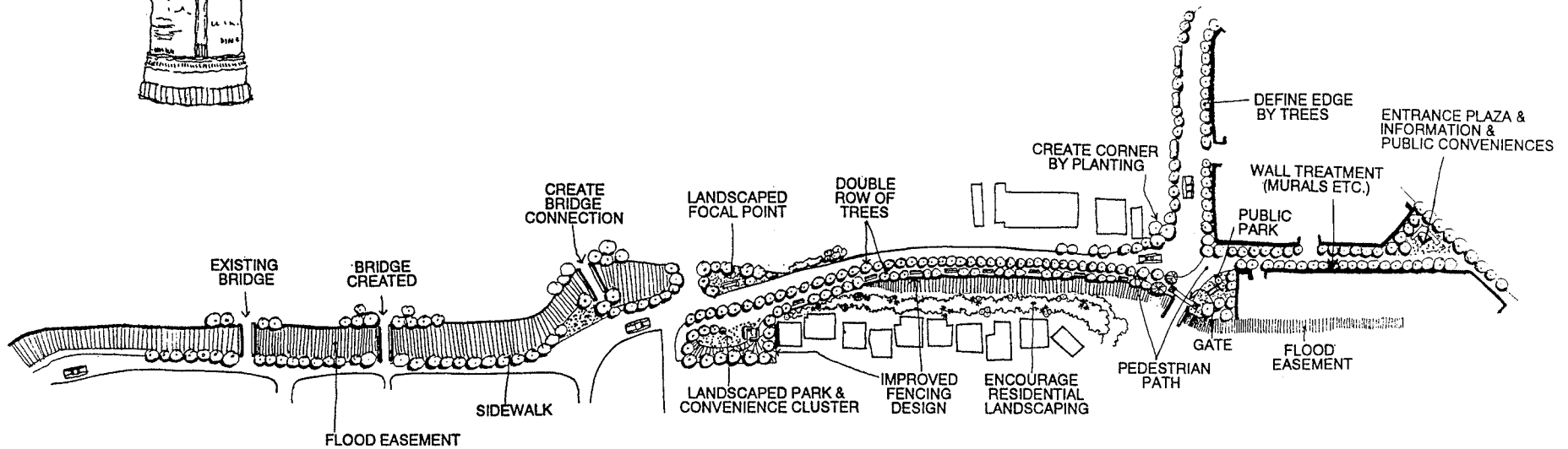
The freeway edge shall also be landscaped in a special way, given the additional public agency right-of-way that exists, to further embellish the gateway experience. One concept, by way of illustration, is to use the traditional mix of planting found in California farm house entry gardens, which featured palms and large scale deciduous trees.

On the Mission Boulevard side of the undercrossing, acquisition of all or a part of the triangular property within the Mission/East Lewelling

freeways, by their sheer size, are a public presence and should have a civic design character



distinctive information signs and mileposts mark the way to BART



PROPOSED ACCESS ROUTE EAST 14TH STREET TO BAYFAIR BART STATION



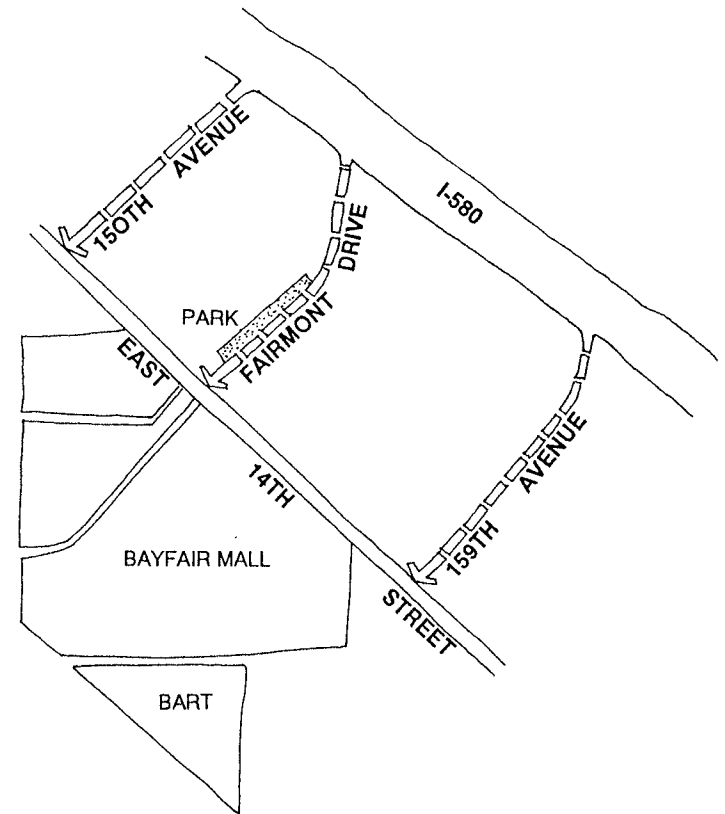
Boulevard intersection could provide a highly visible location for feature landscape and a special design, public sector, business district identity sign that would be visible to the freeway. Collectively, the streetscape improvements on East 14th Street/Mission Boulevard between 171st Avenue and Lewelling Boulevard shall reinforce the identity of the area as a gateway zone.

5.1.7.2 Freeway Access Roads to Bayfair Mall

Both 150th Avenue and Fairmont Drive provide direct access from I-580 to Bayfair Mall and to the Specific Plan designated, Bayfair Business District. Each of the two roadway intersections with East 14th Street is a potential gateway. Also, there is a public park along the edge of Fairmont Boulevard near East 14th Street, which, together with the roadway design, helps to create a strong sense of arrival at a major commercial destination. Unfortunately, at present there is little else in the way of a high quality streetscape environment at the intersection of Fairmont Avenue with East 14th Street. The major impression is that of a large parking lot located along what Tom Goff, a local newspaper reporter, has called "the ugliest street in the East Bay."

5.1.7.3 BART Access

The Bayfair BART station area is less than a quarter of a mile west of East 14th Street and 159th Avenue, along Coelho Drive. Unfortunately, the location of this regional serving, rapid transit station is virtually invisible from East 14th Street. A project to establish a direct, line of sight access route from East 14th Street to Bayfair BART is considered a major part of the East 14th/Mission Boulevard streetscape project.



three of the avenues are access routes to bayfair mall

Conceptually, such an access route could be created from East 14th Street, near the Ashland Avenue intersection, to the Bayfair BART station entry. From the 159th Avenue/Coelho Drive intersection, the route would be located along the edge of the flood control channel, which could be designed to be a high amenity feature.

Different types of streetscape elements, as illustrated in the accompanying Proposed Access Route plan drawing (Figure 5-2), would be designed to lead people along the route from East 14th Street and to inform them of the presence of the BART station site. Additional bridge connections to Bayfair Mall could be provided at strategic points along the route.

5.1.7.4 San Lorenzo Creek Crossings

San Lorenzo Creek is a major natural feature of the Ashland and Cherryland communities, but now is virtually lost. Many long time residents of the area remember when they fished in the creek, and some tell stories of catching salmon. Most properties back onto the creek and it is only visible at a few points. What one now sees at those points is a concrete flood control channel.

natural features have become invisible places

The opportunity for a public sense of San Lorenzo Creek exists mainly at those points where it crosses under East 14th Street at the Mattox Road/Hampton Road intersection and near Mission Boulevard and Grove Way.

5.1.7.4.1 Mattox and Hampton Roads

At Mattox and Hampton Roads, the public agency right-of-way at the intersection should be enhanced to acknowledge the physical presence San Lorenzo Creek. There is a concrete cover for the creek in the immediate area of the intersection that would have to be either removed, or enhanced

the historic de anza trail crosses san lorenzo creek at mission boulevard/mattox road

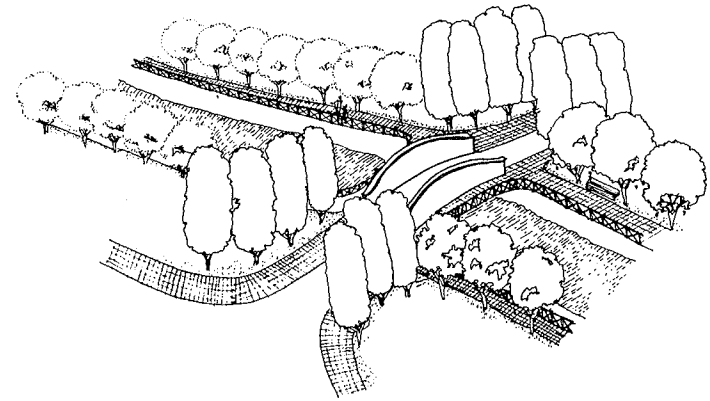
in a way that visually identifies the location from the roadway as being the creek crossing.

The location also is historically significant in that it is where the Juan Bautista de Anza National Historic Trail crosses San Lorenzo Creek. The trail is one of only seven in the country, including the Lewis and Clark, Oregon, Mormon, and Santa Fe trails. It was designated in August 1990, to recognize the route taken by de Anza in 1775-76, when he led more than 200 people and 1000 head of cattle from Mexico to found a colony for Spain in San Francisco. A small plaque commemorating the event currently is located, on the west side of East 14th Street, between Kent Avenue and Elgin Street at the de Anza Village Apartments.

National historic trails are considered of the highest importance for appropriately designed interpretive markers and landscape treatment. Projects require coordination with the National Park Service.

5.1.7.4.2 Mission Boulevard and Grove Way

The Grove Way Bridge over San Lorenzo Creek, dedicated in 1915, should be preserved and enhanced as a historic landmark. The bridge is located at the southerly end of the Cherryland Creekside Business District near the east side of the Grove Way/Mission Boulevard intersection. Acquisition of one or more of the small commercial properties on the northeast corner of Grove Way and Mission Boulevard could provide a landscaped open space that would further enhance the creekside nature of the area and allow visual access to the creek.



illustrative landscape enhancements for san lorenzo creek at the grove way bridge

5.1.8 Street Plazas and Public Parks

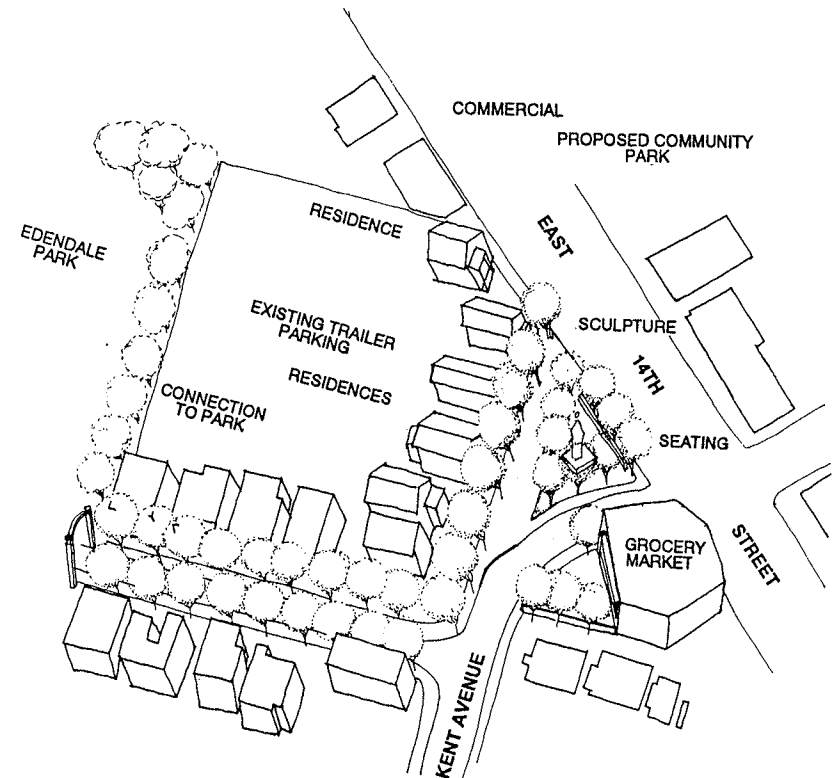
A major objective of the streetscape project for East 14th Street/Mission Boulevard is to create public places that serve as nodes of neighborhood activity. These public places are seen as gathering points, associated with local circulation and access patterns, and complemented by being adjacent to or near commercial activity that both benefits from the space and that helps to provide a level of security by its being under a higher level of surveillance. The following locations are identified by the program statement for the streetscape project for a system of public plazas and parks that should be designed in conjunction with the streetscape project.

5.1.8.1 BART Access

There are several points along the BART access route, discussed above, that could be designed as small, public parks and plazas. They are identified in the accompanying illustration (Figure 5-2) and shall be designed to include places to sit, where there is shade and shelter, and places where community information could be available.

5.1.8.2 Kent Avenue/East 14th Street Intersection

The small, triangular public right-of-way area, exclusive of the roadway, at the intersection of Kent Avenue and East 14th Street shall be developed as a neighborhood park adjacent to East 14th Street. A low wall, where people could sit between the street sidewalk and the park is one positive way to create a distinction between the two areas. The Kent Avenue park should be designed as a community node that is adjacent to and easily accessible from East 14th Street but which is sufficiently identifiable as a separate place to be claimed and used primarily by the surrounding

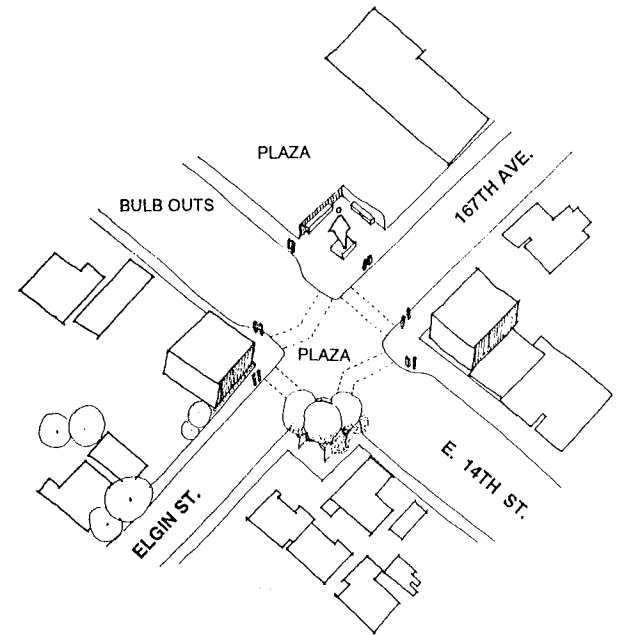


a public plaza at kent avenue and east 14th street could be enhanced even more by a public sports facility project and an access connection to edendale park

residential blocks. In addition, a public access easement shall be created and a public pathway designed and constructed between the Kent Avenue park and Edendale Park.

5.1.8.3 Elgin Street/East 14th Street Intersection

Each of the four corners of the Elgin Street/East 14th Street/167th Avenue intersection are to be designed and landscaped as part of a set of public plazas complementary to the streetscape improvements project. Design options to be considered include widening sidewalks in the immediate vicinity of the intersection to create additional public gathering space, and negotiating corner setbacks with new development of corner properties or ground floor corner uses, such as food service, that have a high degree of orientation to and dependence upon pedestrian traffic at the corner.

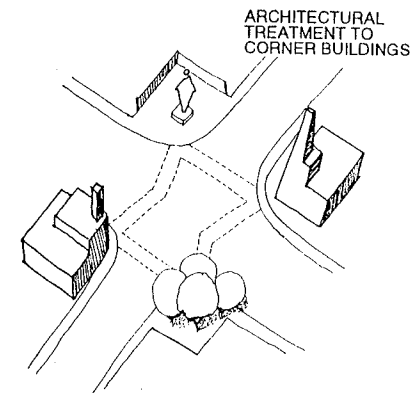


5.2 LEWELLING/EAST LEWELLING BOULEVARD

The majority of the properties along Lewelling/East Lewelling Boulevard, between Mission Boulevard and Hesperian Boulevard, initially were developed for residential uses. Some areas, such as those on the north side of East Lewelling Boulevard immediately east of Ashland Avenue, have retained a predominately residential use character. Others, such as those along East Lewelling Boulevard between Mission Boulevard and the BART overcrossing/Union Pacific railroad tracks, have become a mix of residential and commercial uses in residential buildings.

The guiding principle for public area, streetscape design improvement projects on Lewelling/East Lewelling Boulevard is that they be appropriate to the predominant land use character of the street. Present traffic

corner setbacks and good architecture can create a public node at the elgin street/east 14th street intersection



considerations, as discussed in detail in the Circulation Element of the Specific Plan and as reviewed in the following section on roadway design, require that the roadway be widened at some future time to accommodate both local and regional traffic demands.

In terms of public area improvements, a major concern to the implementation of Specific Plan goals for commercial district revitalization and neighborhood conservation is that the large cost and funding uncertainties of the roadway widening not postpone necessary curb, gutter, sidewalk and street landscaping to the distant future. Therefore, the Plan includes policies that will allow construction of these improvements within existing right-of-way when funding becomes available and if the roadway widening is still uncertain. Under such a scenario, evaluation of improvements within the existing right-of-way would need to include the potential for future demolition when the roadway is widened.

5.2.1 Roadway Design

The roadway design for Lewelling/East Lewelling Boulevard shall be responsive to the Specific Plan considerations for both circulation and land use. On-street parking is considered essential for the West Eden and Four Corners Business Districts and there is to be a maximum amount of on-street parking along Lewelling/East Lewelling Boulevard through these two districts. On-street parking is less critical in the Central Lewelling Business District, and could be removed in exchange for a narrower right-of-way, if such a trade-off would prevent the loss of existing mature landscaping and street trees. In all cases, every consideration shall be made to discover creative roadway design solutions that protect opportunities for valued land uses and existing landscaping.

an essential part of the specific plan is the roadway design and streetscape program for lewelling/east lewelling boulevard

real estate values are influenced by the appearance of the street

Where four lanes of traffic and protected left turn areas are absolutely necessary, additional right-of-way may be required. However, such widenings shall be kept to a minimum and impacts to existing uses and landscape, as well as to overall project cost, shall be fully considered. Design speed and lane widths shall be kept to the roadway standards recognized for local arterials in developed urbanized areas.

The Circulation Element of the Specific Plan identifies that the ultimate Lewelling/East Lewelling Boulevard roadway widening project will allow four lanes of traffic between Hesperian and Mission Boulevards. From Hesperian Boulevard through Meekland Avenue, the roadway will be designed to accommodate protected left turns and on-street parking, at least in the Four Corners Business District. Because of the physical constraints created by the existing single-unit residences along the portion of East Lewelling Boulevard between the BART overcrossing/Union Pacific railroad tracks and Mission Boulevard, the median area is to be reduced in width and will be designed as a stripped area for double left-turns. On-street parking is to be maintained along this portion of East Lewelling Boulevard.

A more detailed discussion of the cost, feasibility, potential funding, and schedule for the Lewelling/East Lewelling Boulevard widening project is found in the Implementation Element of the Specific Plan.

5.2.2 Street Trees

The use of street trees for Lewelling/East Lewelling Boulevard shall be considered in terms of the predominant physical character of each of the three Business Districts. East Lewelling Boulevard,

landscape will be particularly critical to an attractive, widened lewelling/east lewelling boulevard

between Mission Boulevard and the BART overcrossing/Union Pacific railroad tracks, is complementary to the streetscape of Mission Boulevard and is to be designed accordingly. A strong pattern of street trees already exists in the Central Lewelling Business District that should be reinforced and enhanced. The portion of Lewelling Boulevard in the Four Corners Business District between Hesperian Boulevard and the Southern Pacific railroad tracks is complementary to Hesperian Boulevard and shall be designed in that context.

*try to preserve mature landscaping on east
lewelling boulevard*

Street tree spacing shall not exceed a distance that establishes a consistent appearance. The exact dimension is dependent upon the species of tree designated, but with almost any tree designated, the spacing is not expected to exceed 30-40 feet.

street trees make a visual edge for the roadway

As stated for the East 14th Street/Mission Boulevard street tree planting, maintenance plan provisions can address concerns for street light levels. Street trees can be planted near street lights, provided there is a proper maintenance plan, to continue a consistent pattern without necessarily creating dark areas along the street. Tree maintenance also insures that they do not necessarily create line-of-sight concerns for traffic movement.

5.2.3 Sidewalks

Sidewalk materials shall be broom finish concrete. Public area right-of-way in commercial districts shall be a minimum of 10 feet and shall provide locations for street trees at a proper distance from the back of the curb. In residential areas, sidewalk widths can be reduced to 5 feet. In these areas, the remaining public area right-of-way could become a planting zone between the back of curb and the sidewalk edge for street trees, lawn, low shrubs, or gravel as desired.

*provide sidewalks and landscape for the public
right-of-way*

5.2.4 Street Lights

Street lights shall be standard Alameda County pole and cut-off cobra head fixtures. The fixtures may provide lighting levels, as established by the Public Works Agency, that are different for residential and commercial areas. Those levels shall be determined as a part of the design process for the project. As in all such projects, higher quality, high pressure sodium or metal halide fixtures may be included if cost differences can be resolved through a feasible funding source.

high quality street lighting for lewelling/east lewelling boulevard

5.2.5 Street Furniture

Street furniture probably will be minimal for Lewelling Boulevard and limited to bus shelters, benches and trash receptacles, particularly in the Central Lewelling Business District. As discussed in the program statement for East 14th Street/Mission Boulevard, utility boxes and other service infrastructure elements shall be designed in conjunction with the streetscape project to minimize negative implications of locations and materials.

5.3 RESIDENTIAL STREETScape

Residential streetscape improvement projects shall be designed on a street by street, block by block basis and shall use residential streetscape standards provided as a general program statement in the Specific Plan. The standard residential street section is shown as including two travel lanes and on-street parking for both sides of the street. Street trees can be planted within the on-street parking zone. The pedestrian right-of-way includes a landscape zone between the back of curb and sidewalk edge.

property values are consistently higher on tree lined streets

Street trees for the residential areas adjacent to the Specific Plan area shall be selected from the County's list of recommended street trees. Street lighting shall be to the level designated by the County for residential areas. Light poles and fixtures can be a special residential street design, if additional funding can be made available through grants or some type of homeowner association or assessment district. Otherwise, they shall be a selected County standard, metal pole and cobra head fixture.

5.4 HISTORIC AND CULTURAL RESOURCES

In addition to the specific resources discussed below, the areas immediately surrounding the Specific Plan Area is relatively rich in turn-of-the century houses, water towers, and even a few barns. There are also several areas developed with a consistent pattern of 1920s bungalows worthy of conservation efforts. Holy Ghost Hall is an important community resource that deserves special attention. In addition to the individual projects discussed below, a cultural resources inventory shall be prepared as part of the neighborhood conservation component of the Specific Plan. This inventory shall include both architectural and landscape elements and be prepared according to professional criteria by a trained preservationist.

5.4.1 Meek Estate

The Meek Estate is a historic resource of sufficient interest to attract visitors from a larger area than that of the surrounding neighborhoods, and it is highly valued by local residents. A master plan for the house and grounds shall be developed in conjunction with staff from the Hayward Area Recreation and Park District, which has jurisdiction over the property.

the plan area is rich in cultural resources



the meek estate is a significant east bay historic site that gives a greater public identity to the ashland and cherryland communities

The objectives of such a master plan are to preserve the existing historic buildings and to restore the surrounding landscaping according to an interpretive program developed for both the buildings and grounds. As part of the overall preservation of the site, direct access, either pedestrian or pedestrian and vehicular, is to be restored to the property from East Lewelling Boulevard.

5.4.2 San Lorenzo Pioneer Cemetery

The San Lorenzo Pioneer Cemetery grounds shall be restored and maintained according to a preservation master plan for the Four Corners Business District that shall be developed to include provision for maintenance and access on a more regular basis. The master plan should be coordinated with preservation efforts for the adjacent church building.

5.5 NEIGHBORHOOD PARKS

The adjacent residential areas are almost completely without public parks. Where feasible opportunities exist, properties shall be acquired in residential areas for use as neighborhood parks. These parks shall be programmed and designed, with the participation of local residents, for uses that include children's play areas, tot lots, dog training areas, and community gardens and for passive recreational, community purposes, such as providing informal gathering places for cook outs or unplanned neighborhood gatherings and games.

neighborhood parks nurture the informal social activity that makes a strong neighborhood



BART and Railroad Crossings at Blossom Way

6.0 CIRCULATION ELEMENT

INTRODUCTION

One of the primary purposes of the Ashland and Cherryland Business Districts Specific Plan is to identify, plan, and manage a balanced transportation and circulation system that is consistent with and that serves to implement the Specific Plan goals of commercial district revitalization and neighborhood conservation.

the circulation network extends beyond the plan area

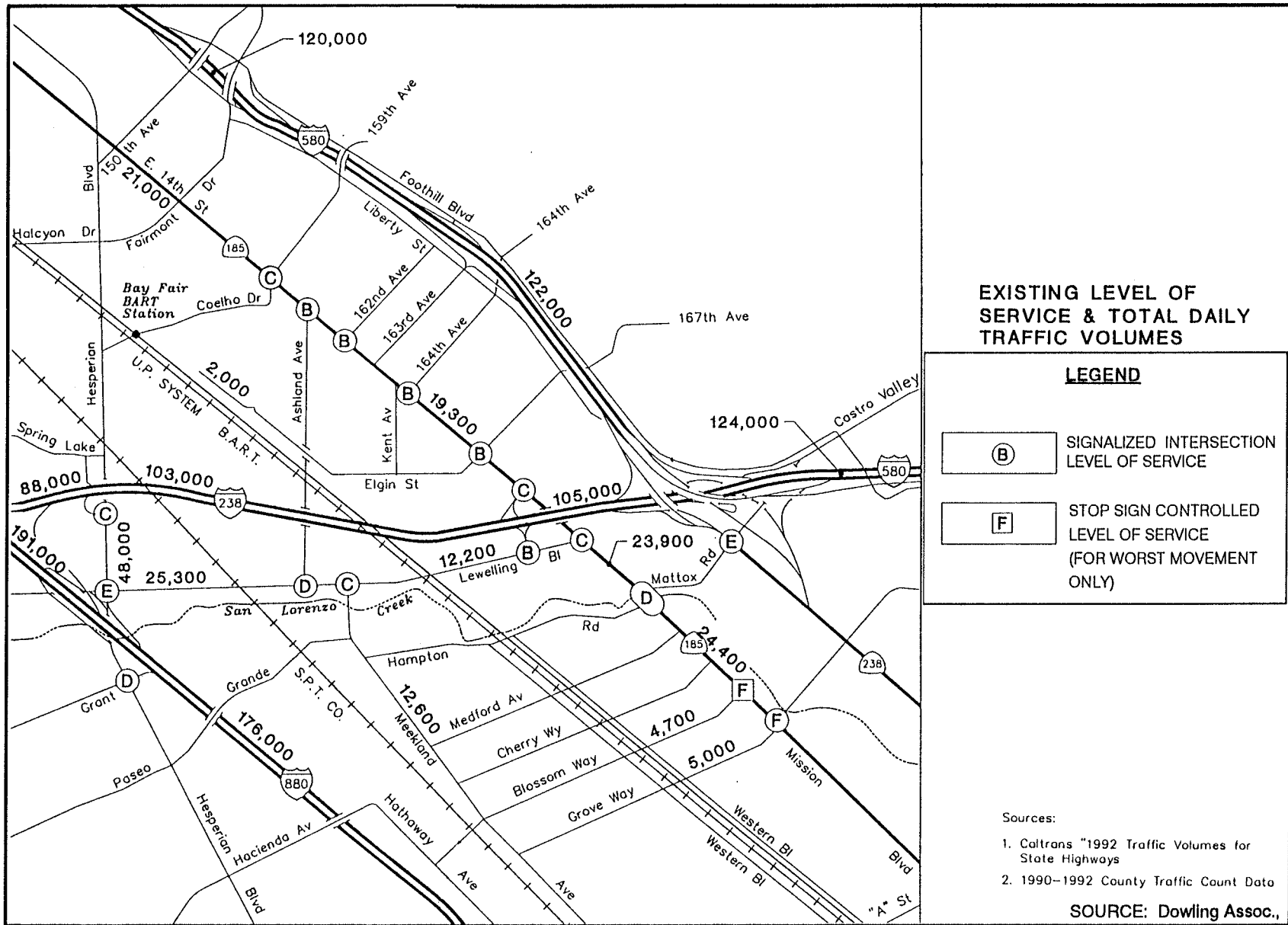
East 14th Street/Mission Boulevard (SR 185), and Lewelling/East Lewelling Boulevard serve as the primary arterials for both local and regional traffic in the Specific Plan area. The I-238 freeway, two sets of railroad tracks, and San Lorenzo Creek impose certain physical restrictions on traffic and pedestrian circulation in the area. Hesperian Boulevard, Ashland Avenue, and East 14th Street/Mission Boulevard are the only roadways in the Specific Plan area that connect the two sides of I-238. Lewelling/East Lewelling Boulevard and Blossom Way are the only east-west roadways that provide direct access across both the Southern and Union Pacific railroad tracks. All roadway/railroad crossings are at grade. The only roadway bridges across San Lorenzo Creek are at Hesperian Boulevard, Via Granada, Meekland Avenue, and Mission Boulevard, which restricts north-south access between the Ashland and Cherryland communities. In fact, San Lorenzo Creek has long been understood as the edge between the two community areas. Taken together, all of these physical conditions strongly influence the nature of circulation patterns in the Specific Plan area.

The key transportation and circulation issues for the Plan Area are summarized as follows:

- o Traffic within and through existing residential neighborhoods in the Specific Plan area has been identified by some members of the community as a primary concern. Specifically, through traffic on residential streets is a safety concern for the community. The desire to discourage through traffic needs to be balanced with the desire to improve circulation within the neighborhoods.
- o Maintaining the existing level of freeway access to East 14th Street/East Lewelling Boulevard is another critical concern. The current level of regional transportation access to the Plan Area is viewed as an important component of the economic viability of the several business districts.
- o The proposed widening of Lewelling/East Lewelling Boulevard is a third major concern. Widening is considered to be desirable if the result is improved local circulation and reduced traffic volumes on parallel roadways through the neighborhoods, such as Hampton Road. A future width line of 80 feet was established for Lewelling/East Lewelling Boulevard in 1957. Property dedications have been achieved over the years as local improvements have been made. However, to date, no project plans or time schedule for a designated widening project have been ascertained.

*through traffic, freeway access, and widening
lewelling/east lewelling boulevard are major
concerns*

The Circulation Element of the Specific Plan contains roadway analysis and policies that address circulation issues for the Ashland and Cherryland communities. The accompanying Background Conditions Report contains written descriptions of existing conditions and states the assumptions and methodology used to prepare the traffic analysis (Appendix 9.4).



PRINCIPAL ARTERIALS AND FREEWAYS

NOT TO SCALE



POLICIES AND PROGRAMS

The purpose of the Circulation Element is to plan and program those improvements to circulation and access that serve the Plan goals of economic revitalization and neighborhood conservation. In planning and designing these projects, the objective is to achieve a balance between the needs of local and regional mobility and the impacts on the livability of the surrounding residential communities and the vitality of the business districts along the major roadways.

Circulation policies address the comprehensive needs of the local business and residential communities and attempt to mitigate past damage to the area caused by regional serving road construction projects, such as freeways. These policies are intended to guide the development and management of the future transportation system that is programmed for the area. Continued community involvement is vital to the implementation of these policies and programs.

The Specific Plan identifies only one roadway project that would make changes to an existing right-of-way in order to increase its capacity for vehicular traffic. That project, the widening of Lewelling/East Lewelling Boulevard, between and including the intersections with Hesperian and Mission Boulevards, is the subject of much of the analysis and discussion in the Circulation Element. Specific Plan projects for East 14th Street/Mission Boulevard are restricted to the existing 110 foot right-of-way and include improvements that are discussed in detail in the Public Area Improvements and Open Space Element of the Plan. By way of summary here, the latter project, which will require further study with Caltrans and the community prior to final design, affects all of the public right-of-way and includes:

the specific plan is a blueprint for future work to be done to manage traffic on local roads

uncertainty about future roadway widths can be a cause of blight

- o street tree planting;
- o possible modifications to sidewalk widths at certain locations to better accommodate on-street parking and future light rail stops;
- o special street lighting and paving;
- o utility undergrounding;
- o raised median areas designed to contemporary objectives for traffic control and to a master plan for street landscaping; and
- o facilities for increased bus service and future light rail

Each of the following subsections focuses on a particular transportation issue. Background information and a statement of rationale precedes each policy and program statement. Where continued discussion among the participating parties is needed to reach resolution, feasible policy and program options follow. The presentation of each issue concludes with a recommended policy and a description of supporting programs.

Caltrans holds jurisdiction over and remains the lead decision making body for public area improvement projects on East 14th Street/Mission Boulevard, which is a designated state highway (SR 185), and on the I-238 freeway. The Alameda County Public Works Agency holds jurisdiction over Lewelling/East Lewelling Boulevard and all the other surface roadways serving the Plan Area, except East 14th Street/Mission Boulevard.

transportation planning is a cooperative enterprise

6.1 LEVEL OF SERVICE

Background

The Specific Plan can establish a standard level of service (LOS) within the Specific Plan Area that is considered appropriate for the existing, urbanized conditions. This standard is measurable, by the County, for the Specific Plan Area. Projects that generate a LOS below this standard require traffic mitigation. The Specific Plan standard LOS is consistent with the County Public Works Agency LOS (D) for the unincorporated area.

LOS standards, which measure the performance of intersections, are assumed by traffic planning professionals also to be a measure of overall roadway performance, mobility and congestion. As policy, LOS minimum standards typically are used to identify the level of traffic congestion that can be acceptable for an intersection or roadway segments when balanced against equally pressing concerns for land use and economic development.

The LOS measurement is based on the average delay per vehicle at signalized intersections and on reserve capacity for two-way, stop-controlled intersections or on the average operating speed along roadways. Level D generally is defined in the design manuals as "approaching unstable flow, drivers have little freedom to maneuver." Level E is defined as "unstable flow, may be short stoppages."

level of service is used as an indicator of roadway capacity

the rationale for adopting different minimum levels of service is based on the realities of traffic congestion in urban areas

As a part of the County monitoring system, and according to the recently enacted California Government Code section 65089 (a), the Alameda County Congestion Management Agency (CMA) was created by a Joint Powers Agreement in May 1991. East 14th Street/Mission Boulevard, together with I-580 and I-238, are part of the designated roadway system monitored by the CMA as part of the Alameda County Congestion Management Plan (CMP). This legislation requires that CMA LOS standards, which are based on average operating speed of roadway segments rather than intersections, be established as part of the CMP process and specifies that LOS be measured by methods described in one of the following documents:

- o Transportation Research Board Circular 212 (TRC 212);
- o Transportation Research Board Special Report 209: "Highway Capacity Manual (HCM);"
- o CMA adopted uniform methodology consistent with the "Highway Capacity Manual."

The legislation leaves the choice of LOS measurement methodology to the CMA. For its funding review purposes, the CMA has adopted an LOS of E, which is lower than that set by the American Association of State Highway and Transportation Officials (AASHTO) and the Caltrans Highway Design Manual for urbanized areas. It also is lower than the adopted Alameda County Public Works Agency standard (D), which is the standard for the County General Plan.

*different standards are used, with judgement,
for different conditions*

According to its legislated authority as a funding review agency, the CMA has adopted approved measurement methodology and recognized a minimum LOS standard (E) for the existing roadway network because agencies failing to meet the adopted LOS (D) for existing intersections in the CMA network system may lose funding or may have to provide infeasible intersection improvements.

Table 1 shows existing and projected future LOS (Year 2010) for the critical intersections in the Specific Plan Area, assuming only maintenance of the existing network.

Table 6.2 Level of Service for Critical Intersections

Intersection	Existing	Future ^a
Mission Boulevard & Blossom Way	F	F
Mission Boulevard & Grove Way	F	F
Lewelling Boulevard & Hesperian Boulevard	E	F
Foothill Boulevard & Mattox Road/Castro Valley Boulevard	E	F
Mission Boulevard & Hampton Road/Mattox Road	D	E
Ashland Avenue and East Lewelling Boulevard	D	F
East 14th Street and *238 WB Ramps	C	E

^a The future conditions assume a growth rate based on the County Congestion Management Program Traffic Model to the year 2010. Details on methodology can be found in the CMP Report and in the Specific Plan traffic consultant's Background Conditions Report.

critical intersections in the plan area

Considerations and Options

The following policy supports and is consistent with the Public Works Agency standard for the unincorporated area. Consideration of physical constraints and the implications to development economics also should be taken into consideration in implementing this policy.

LOS Policy

6.1.1 LOS Standard for Plan Area Roadway Intersections

A LOS of D shall be maintained during peak hour periods at all intersections within the Specific Plan Area, as feasible using Public Works Agency funding sources.

6.2 FUNCTIONAL CLASSIFICATION SYSTEM

Background

For planning purposes, the roadway system is divided into functional classifications and a hierarchy is identified within and adjacent to the Specific Plan Area. Typically, functional classifications are important to plan the roadway network. Since the Specific Plan area is predominately built-out, the functional classifications will be used to establish design standards based upon the desired use and operation of an existing facility. These design standards include the desired right-of-way width and typical roadway sections for arterials and collectors.

what is a roadway hierarchy, and why is it a good thing to have

The applicable County General Plan does not delineate between arterial and collectors, and no typical roadway sections are associated with each. For the purposes of the Specific Plan, a distinction is made between arterials and collectors, establishing a consistent roadway classification system.

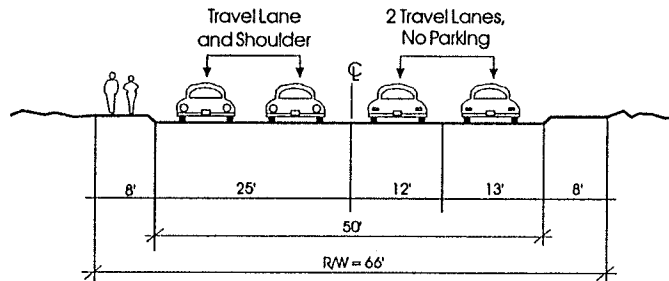
Considerations and Options for Roadway Width

Three typical roadway sections for four-lane facilities are presented in Figure 6-3. The four-lane, divided arterial option (Section 3) provides the most traffic benefits, with 13' wide travel lanes, 10' parking lanes, and a wide median for protected left turns. The four-lane, undivided arterial (Section 2) provides the County minimum width for travel lanes and on-street parking. The four-lane, undivided roadway without parking (Section 1) shows the existing right-of-way on East Lewelling Boulevard between Mission Boulevard and the BART overcrossing/Union Pacific railroad tracks.

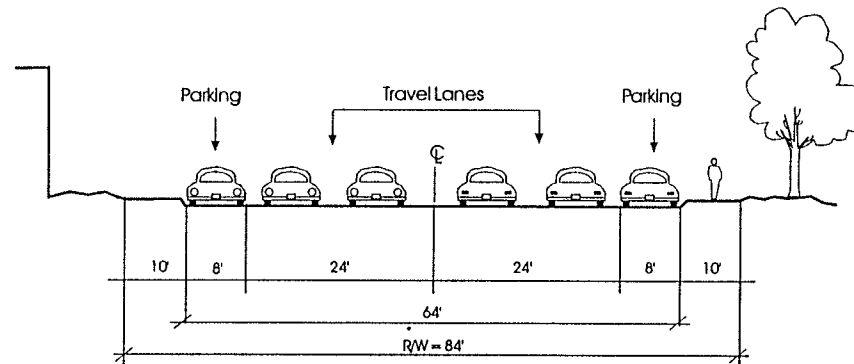
four-lane roadways

Figure 6-4 presents two typical roadway sections for two-lane facilities. A two-lane roadway with a two-way left turn lane (Section 2) achieves increased roadway capacity and also allows turn access to adjacent properties while maintaining on-street parking. Where right-of-way is constrained, alternative considerations may be considered. For example, in order to retain the valuable on-street parking within the existing 66 foot right-of-way along the portion of East Lewelling Boulevard near Mission Boulevard, either the zone for sidewalks and public landscaping may need

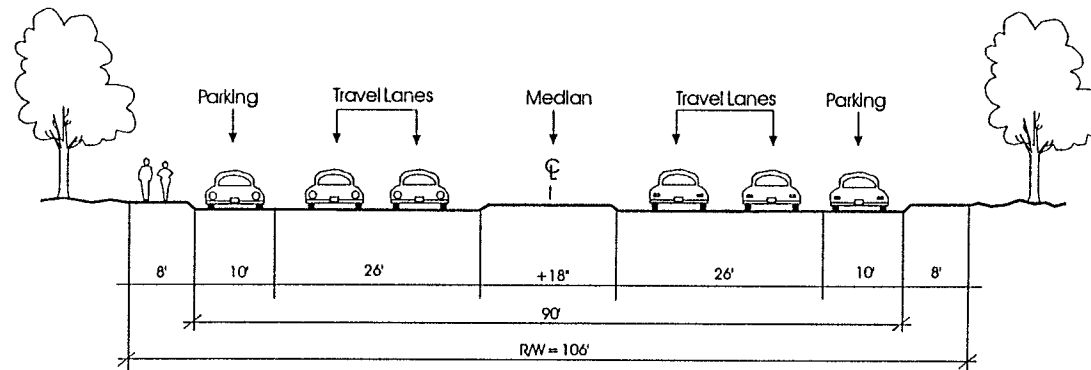
two-lane roadways



SECTION 1: 4 Lane Undivided Roadway, No Parking



SECTION 2: 4 Lane Undivided Roadway, Parking



SECTION 3: 4 Lane Divided Roadway, Parking

SOURCE: Dowling Assoc.,

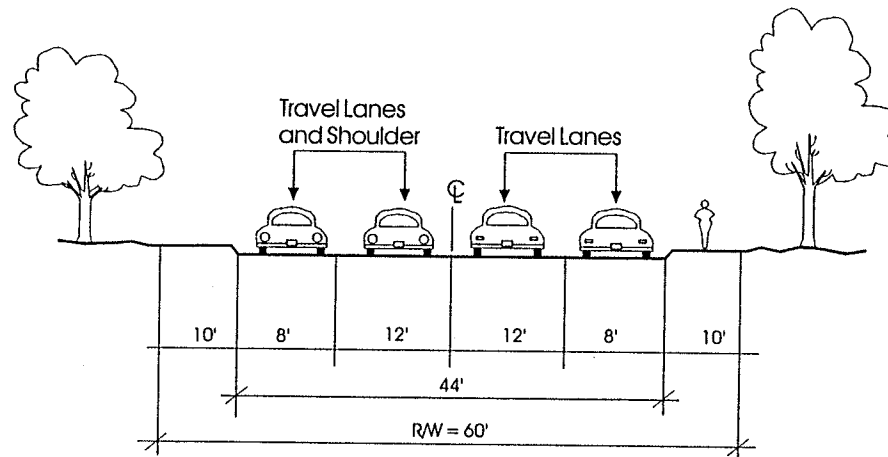
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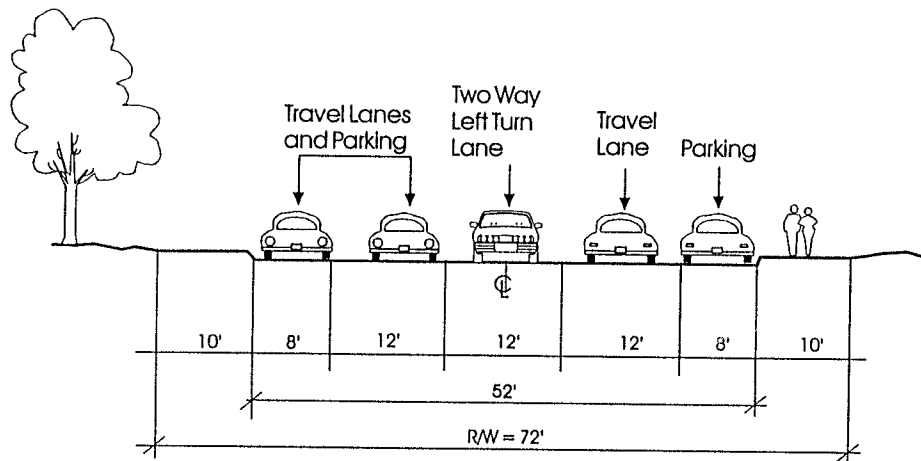
ILLUSTRATIVE SECTIONS FOUR-LANE FACILITIES

ASHLAND CHERRYLAND BUSINESS DISTRICTS SPECIFIC PLAN
Alameda County Planning Department, 1995

Figure 6.3



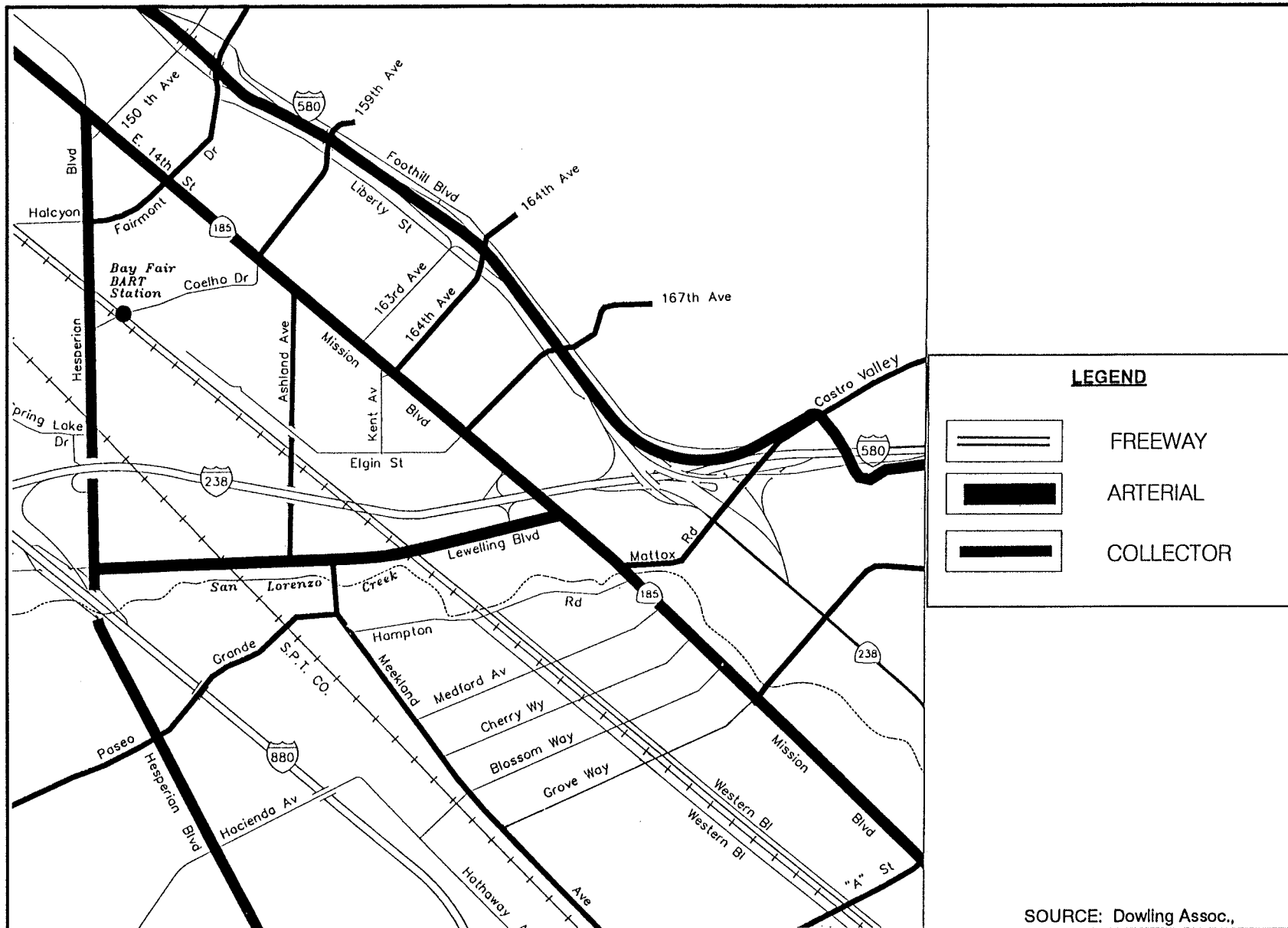
SECTION 1: 2 Lane Roadway, Parking



SECTION 2: 2 Lane Roadway, Left Turn Lane and Parking

SOURCE: Dowling Assoc.

ILLUSTRATIVE SECTIONS TWO-LANE FACILITIES



FUNCTIONAL ROADWAY CLASSIFICATIONS



to be decreased in width, or, if the zone becomes too narrow, any landscaping may need to be located on private property through some type of easement agreement or by individual consent. Another alternative could be to eliminate the two-way left turn lane, which is a reasonable decision for lower volume roadways or where intersecting roadways and driveways are relatively far apart. Making roadway landscaping dependent on private property setbacks would reduce the land acquisition costs for roadway improvements but it generally reduces the quality and effectiveness of the landscape design.

The purpose of the following roadway classification policies is to define terms by which the roadway network can be categorized as part of an approach to future planning, design, and maintenance. These policies serve Plan goals for a roadway network that accommodates both business and residential requirements.

Roadway Classification Policies

6.2.1 Functional Classifications

The functional classifications for Plan Area roadways are defined as follows, and are illustrated in Figure 6-5:

- o **Freeways** are limited access facilities that primarily serve regional traffic needs. Freeways providing access to the Plan Area include I-880 (eight lanes); I-580 (eight lanes); and I-238 (four lanes).
- o **Arterials** are roadways that provide through traffic circulation as well as intra-city circulation between the adjacent urbanized areas. They can be divided or undivided roadways. Arterials in the Plan Area include Mission Boulevard/East 14th Street (SR 185), and Lewelling/East Lewelling Boulevard.

all roadways are not alike

four functional roadway types

- o **Collectors** are two-lane roadways that service local roadway traffic to the surrounding roadway network. A two-way left turn lane is often considered as a tool to increase roadway safety, traffic volumes, and accessibility to surrounding properties. Typical Plan Area collectors include but are not necessarily limited to, Ashland, 159th, 164th, and 167th Avenues.
- o **Local Roadways** are typically residential neighborhood facilities that service less than 2,000 average daily trips. This would include all roadways in Figure 6-2 that are not designated as freeway, arterial, or collector, and include, as examples, Hampton Way, Mateo Street, and Delano Street.

6.2.2 Standard Sections

- o The typical section for four-lane divided roadways is 106 feet, maximum, as shown in Figure 6-3, Section 3.
- o The typical section for four-lane undivided roadways is 84 feet, maximum, as shown in Figure 6-3, Section 2.
- o The typical section for two lane roadways is 60 feet, maximum, as shown in Figure 6-4, Section 1.
- o On-road bicycle lanes, not illustrated, are 5 feet minimum, not including on street parking areas.

6.3 STREET AND ROADWAY IMPROVEMENTS

Background

The Specific Plan Area is predominately built out. New development will be in the form of in-fill projects. Based on the economic and market analysis discussed in the Land Use element, the assumption, for transportation planning purposes, is that future growth will not significantly differ in the next ten to fifteen years from that allowed under the existing land use and zoning designations. It is anticipated that any circulation network construction projects will be in the form of improvements to existing roadways. No new roadways are planned as part of the implementation of Specific Plan goals. Future projects range from Caltrans plans for widening I-238, to the Alameda County curb, gutter and sidewalk improvements that are being constructed through Planning Department Housing and Community Development Block Grant (CDBG) funding in the Ashland neighborhoods to bring those roadways up to County standards for an urbanized area.

Several major roadway improvements are proposed for the Specific Plan Area, as outlined in Table 2. Most of these projects remain in the preliminary stages and further progress will depend predominately on the availability of outside funding. The projects for East 14th Street/Mission Boulevard, and Lewelling/East Lewelling Boulevard are significant to the implementation of Specific Plan goals for economic revitalization.

roadway projects in developed areas require balanced consideration for regional and local land uses as well as traffic needs

Table 6.6 Proposed Major Roadway Improvements

Project	Description	Responsible Agency
Lewelling Boulevard/ East Lewelling Boulevard	Widen from Hesperian Boulevard to Mission Boulevard	County
East 14th Street/ Mission Boulevard	Street landscape improvements Accommodation of future light rail line	County Caltrans AC Transit
I-880	Addition of a general purpose and HOV lanes Add lane to *-238 flyover	Caltrans
I-238	Widen by one lane in each direction Truck bypass lanes Interchange improvement/modifications Hayward Bypass	Caltrans

Other anticipated, local roadway improvements under consideration by the County Public Works Agency include the widening of Ashland Avenue and Cherry Way and improvements to Meekland Avenue and Haviland Avenue to accommodate future traffic demand projections and to meet Public Works Agency street design standards. Traffic signal modifications, interconnections and installations, and roadway resurfacing and drainage improvements that serve to maintain and enhance the existing roadway network also are planned.

The design of these and other future roadway construction projects that change the surrounding residential area roadway network is critical to the

other roadway improvement projects are anticipated for adjacent neighborhoods and will require additional planning

implementation of Specific Plan goals for neighborhood conservation. The following discussion of policies and programs focuses on the safety and character of residential roadways and on the roadway network in general. The widening of Lewelling/East Lewelling Boulevard, and the modifications to the I-238 interchange at East Lewelling Boulevard and at East 14th Street will be discussed in greater detail in subsequent sections of the Circulation Element.

Considerations and Options

Following adoption of the East County Area Plan, the Eden Area Plan most likely will receive a high priority as the next step in the process to revise the Alameda County General Plan. The Circulation Element, together with the goals and policies of the Specific Plan, provide a planning perspective that is intended to guide the future planning of the Eden Area communities.

Policies

6.3.1 Curb, Gutter, and Sidewalk Improvements

Efforts shall be made to secure funding to improve curbs, sidewalks, and gutters on major county roadways in the Plan Area.

6.3.1.1 Vertical Curb Standard

Replace roll curbs by standard gutters and vertical curbs on roadways in all new construction.

6.3.1.2 Public Area Landscaping

Apply design guidelines from the Specific Plan Design Guidelines Element and standards from the Public Area Improvements and Open Space Elements on how and where to locate street trees and sidewalks.

a comprehensive, area-wide circulation plan

high quality design for curb, gutter, sidewalk and landscape projects is one of the most important factors affecting the appearance of a neighborhood

6.3.2 Through Traffic Restrictions on Local Streets

With the widening of Lewelling/East Lewelling Boulevard, discourage through traffic in immediately adjacent neighborhoods. Roadway design concepts for consideration include a median barrier along Mission Boulevard to restrict northbound left turn movements from Mission Boulevard to local roadways and to direct traffic from Mattox Road to East Lewelling Boulevard. Any roadway modifications will require study with Caltrans staff. Additional studies also will be needed to evaluate resulting LOS at affected intersections.

traffic calming may be a consideration for adjacent neighborhoods

6.3.3 Pedestrian Safety at Schools

Work with the School District, PTA, individual parents, and local residents, to implement the County's Safe Route to School program for individual schools in the Plan Area.

6.3.4 Preservation of the Safety and Integrity of Local Streets

Identify, with neighborhood residents, specific concerns for traffic conditions on local roadways in the Specific Plan Area, and initiate the development of feasible solutions tailored to specific conditions, including consideration of physical modifications and traffic system management programs. The designation of certain roadways as local serving will need to be refined based on subsequent studies and further consultation with the community task force members.

6.4 WIDENING LEWELLING/EAST LEWELLING BOULEVARD

Background

Widening Lewelling/East Lewelling Boulevard from Hesperian Boulevard to Mission Boulevard (SR 185) has been a Public Works Agency identified project since the late 1950s. Comprehensive planning and design for the Boulevard, considering not only traffic, but also local land uses and new development is one of the primary considerations of the Specific Plan. The long impending project has had the negative impact, among others, of discouraging owners from reinvesting in their property, thinking it unwise to make improvements or changes until after the road widening project is completed. The intent of the Specific Plan, in this case, is to provide more precise definition as to the nature and timing of future modifications to Lewelling/East Lewelling Boulevard.

As a surface roadway parallel to I-238, Lewelling/East Lewelling Boulevard has the potential to serve both regional and local traffic. Traffic conditions vary significantly along the different sections of Lewelling/East Lewelling Boulevard between Hesperian Boulevard and Mission Boulevard (SR 185). Near Mission Boulevard, the traffic on East Lewelling Boulevard typically does not experience unusual delays along the existing two-lane roadway. The more intensely commercial nature of the western end, near Hesperian Boulevard, contributes to typically larger volumes where drivers often do experience delays during the peak periods. The section between Ashland Avenue and Meekland Avenue serves as one of only two surface roadway connections between the Ashland and Cherryland residential neighborhoods and business districts. When the adjacent freeway is congested, or when there are construction detours or accidents, traffic volumes can increase markedly on Lewelling/East Lewelling Boulevard as drivers seek surface road alternatives to the freeway in the attempt to avoid delay.

so what is to be done about lewelling/east lewelling boulevard

traffic levels vary along the distance between mission and hesperian boulevards

The two, at-grade railroad crossings cause additional, but less frequent, delays. They also represent safety concerns for both motorists and pedestrians, especially the more westerly of the two (Southern Pacific railroad) which is adjacent to San Lorenzo High School.

The traffic forecast analysis for the year 2010 does not project volumes that warrant widening the roadway to four lanes east of Meekland Avenue to Mission Boulevard (SR 185). Projected traffic volume for the west end of Lewelling Boulevard, considering revised surrounding complementary land uses, does suggest the need for a four-lane facility. However, the projected volumes for the eastern most portion of East Lewelling Boulevard can be maintained by the existing two-lane facility unless there is unanticipated, more intensive development in this area.

projected traffic volumes do not provide a clear message

Considerations and Options

Table 3 lists several options for widening Lewelling/East Lewelling Boulevard and the implications of each.

Table 6.7 Options for Widening Lewelling/East Lewelling Boulevard

Options	Total R-O-W	Public area sidewalk, landscape ROW	On-Street Parking	Cost Factors and Other Considerations	Traffic Benefits
1. Four-lane section with landscaped median	106'	10'	yes	Acquiring additional 40' of right-of-way, loss of existing front yard setbacks; sidewalk widths appropriate to commercial uses; opportunities for parkway landscape	Accommodates traffic to an acceptable LOS (D) even when there is a greater increase in volumes than is projected for next 20 years east of Meekland Avenue
2. Four-lane section with median	96'	10'	yes	Acquiring additional 30' of ROW; properties retain approximately 5' of setback; sidewalk widths appropriate to commercial uses; potential for strong street tree planting.	Accommodate traffic to an acceptable LOS (D) even when there is a greater increase in volumes than projected for next 20 years east of Meekland Avenue; left-turn lanes at intersections
3. Four-lane section with median	88'	6'	yes	Acquiring additional 22' ROW; properties retain approximately 9' of setback; sidewalk widths narrow for commercial uses; no public area landscape without easement on private property	Accommodate traffic to an acceptable LOS (D) with greater increase in volumes than projected for next 20 years east of Meekland Avenue; left turn lanes at intersections
4. Four-lane section without median	80'	8'	yes	Acquiring 14' of right-of-way; no left turn lanes; narrow sidewalks & restricted public area landscape opportunities	Less right-of-way acquisition, capacity of four travel lanes
5. Four-lane section without median	66'	8'	no	Parking loss and reduced viability of small businesses; little or no roadway shoulder; narrow sidewalks & restricted public area landscape opportunities	No right-of-way acquisition, four full travel lanes
6. Four-lane section with limited on-street parking	66'	5'	one side only	Narrow sidewalks; no public area landscape; parking loss and reduced viability of small businesses; no roadway shoulder	No right-of-way acquisition, four full travel lanes
7. Combination of (a) Two-lane section with parking and (b) four-lane section without parking	66'	8'	only on the two-lane portion of the roadway	No on-street parking between Meekland Avenue and Ashland Avenue; narrow sidewalks; restricted public area landscape	No right-of-way acquisition, (b) facilitates Ashland to/from Meekland turn movements
8. Two-lane section with additional two-way left turn lane	66'	7'	yes	Limited to striping and signage applicable to all alternatives; narrow sidewalks; no public area landscape	No new right-of-way acquisition. Allow traffic to maneuver around left turning vehicles.
9. Existing two-lane section	66'	8'	yes	No change in current conditions. Vehicle queuing and delays at intersections near the western end; narrow sidewalks; restricted public are landscape	No new right-of-way acquisition. Sidewalk, curb, gutter, and storm drain system improvements.

Several factors need to be considered when designing the ultimate right-of-way width for Lewelling/East Lewelling Boulevard. On-street parking requires a minimum of 8 feet. Alameda County Public Works Agency requires that travel lanes be a minimum width of 12 feet. Minimum bicycle lane widths for Class II facilities are 5 feet, but must be wider where there is on-street parking. Sidewalks can vary in minimum width from 5 feet to 10 feet, depending upon the nature and intensity of surrounding land use and pedestrian activity. Table 3 considers several optional roadway sections for both two-lane and four-lane facilities. In addition to traffic engineering considerations, financial feasibility is also a critical factor in analyzing and evaluating alternative right-of-way options. Without adequate financial capability to acquire right-of-way, a project often becomes infeasible.

Some of the identified options for the existing right-of-way (66 to 80 feet) can serve as interim conditions until funding sources become available to construct an ultimate right-of-way set at the maximum desirable width. With an adopted future width line, right-of-way dedications are required with permit applications for new development along the roadway. These dedications are recorded and remain in the public realm to be available when the construction of the widening can be funded at some future date. At the time of an approved roadway project, any undedicated right-of-way that a property owner is unwilling to sell will have to be purchased through eminent domain, with property owners being compensated at fair market value for necessary modifications to or demolition of existing structures within the right-of-way.

several factors must be considered and evaluated

Policy options that have been considered for Lewelling/East Lewelling Boulevard include the following:

1. Design a four-lane arterial from Hesperian Boulevard to Mission Boulevard (SR 185). (See Figure 3 for four lane roadway section options.) A four-lane roadway provides the most capacity and would accommodate larger volumes of traffic that could be diverted from local residential streets in addition to long-range predicted traffic increases.

Any of the uniform, four-lane facilities listed in Table 3 could accommodate one of the following options:

- 1.1. Eliminate on-street parking and provide four 12-foot travel lanes on East Lewelling Boulevard within the existing right-of-way of 66 feet (Option 5).
- 1.2. Eliminate on-street parking from one side of East Lewelling Boulevard and provide four 12-foot travel lanes and minimum width sidewalks within the existing right-of-way of 66 feet (Option 6).
- 1.3. Use the established future width line (80' ROW) and acquire any remaining, undedicated portions of properties for a four-lane, undivided roadway with on-street parking (Option 4).
- 1.4. Establish a new, 88 foot future width line and acquire portions of properties for a four-lane, undivided roadway with on-street parking and narrow sidewalk width with roadway landscaping on privately owned setbacks (Option 3).

*there are a number of options for making
lewelling/east lewelling work better*

*different rights-of-way for different portions of
the roadway*

- 1.5 Establish a new, 96 foot future width line and acquire portions of properties for a four-lane, undivided roadway with on-street parking and minimum width commercial district sidewalks and public area landscape (Option 2).
- 1.6 Establish a new, 106 foot future width line for a four-lane, divided roadway with landscaped median, on-street parking, and minimum width commercial district sidewalks and public area landscape (Option 1).
2. Design a two-lane collector from Hesperian Boulevard to Mission Boulevard. (See Figure 4 for two-lane roadway section options.) The two-lane roadway options do not provide as much capacity as the four-lane roadway options, but they could provide an interim solution, within the existing right-of-way, to some of the concerns for portions of Lewelling/East Lewelling Boulevard.

Any of the uniform, two-lane facilities listed in Table 3 could take one of the two following options:

- 2.1 Maintain on-street parking on East Lewelling Boulevard and provide two 12-foot travel lanes except between Meekland Avenue and Ashland Avenue, where on-street parking would be eliminated and four 12-foot travel lanes would be provided (Option 7).
- 2.2 Maintain on-street parking on both sides of East Lewelling Boulevard, provide two through lanes, a median lane for two-way left turns and a 7 foot wide sidewalk for that portion of the commercial district, which would preclude street tree planting between the curb edge and sidewalk area (Option 8).

on-street parking is essential for small businesses

3. Design a four-lane arterial from Hesperian Boulevard to Meekland Avenue and a two-lane collector from Meekland Avenue to Mission Boulevard. This design combines certain aspects of the four-lane and two-lane options discussed above and is tailored to address pronounced differences in projected traffic volumes between the west end of Lewelling Boulevard and the east end of East Lewelling Boulevard. Capacity is increased along the western section of Lewelling Boulevard to accommodate the greater traffic circulation in that area.
4. Design a four-lane arterial from Hesperian to Meekland Avenue to accommodate the heavier traffic volumes on that portion of Lewelling/East Lewelling Boulevard, and adopt a future width line of either 88' or 96' from Meekland to Mission Boulevard for the future widening of East Lewelling Boulevard. The decision on the difference in right-of-way (R-O-W) required would be made following discussions on the relative benefits and merits of sidewalk location and options for roadway landscape planting.
5. As part of all options for Lewelling/East Lewelling Boulevard, feasibility studies should be included for both the cost and physical design implications of constructing a grade separation, both vehicular and pedestrian, at each of the two railroad crossings.

traffic is heaviest near hesperian boulevard

Policies

6.4.1 Lewelling/East Lewelling Boulevard between Hesperian Boulevard and Meekland Avenue

Establish a 106 foot future width line for a four-lane, divided arterial standard section for Lewelling/East Lewelling Boulevard between Hesperian Boulevard through the Meekland Avenue intersection. In addition to the four travel lanes, the 106 foot future width line is established to accommodate a future project design that also provides on-street parking, protected left-turns, standard width commercial district sidewalks, and public area street trees and landscaping.

6.4.2 East Lewelling Boulevard between Meekland Avenue and Mission Boulevard (SR 185)

Establish a 96 foot future width line for a four-lane, undivided portion of East Lewelling Boulevard between the most easterly part of the 106 foot Lewelling Boulevard/East Lewelling Boulevard right-of-way, described in the previous policy, and Mission Boulevard. In addition to the four travel lanes, the 96 foot future width line is established to accommodate a future project design that also provides on-street parking, a two-way left turn lane, standard width commercial district sidewalks, and public area street trees and landscaping.

6.4.3 Schedule for Improvements

Recognizing the uncertainty in funding a roadway widening project for Lewelling/East Lewelling Boulevard, it is imperative that necessary curb, gutter, sidewalk and landscape improvements not be delayed indefinitely, especially for the portion of East Lewelling Boulevard between the BART overcrossing/Union Pacific railroad tracks and Mission Boulevard. If the funding to construct the road widening to the established future width line is not secured or made a "first priority" project in the next five years (by

two future width lines for lewelling/east lewelling boulevard

widening the road must not delay making it look better

year 1999), curb, gutter, sidewalk and landscape improvements could be funded for construction within the existing right-of-way, with project priorities placed on the eastern and western most portions of Lewelling/East Lewelling Boulevard (West Eden and Four Corners Business Districts). It is recognized that these improvements might need to be reconstructed at the ultimate locations if and when the roadway widening is funded and, for that reason, they shall be kept to a basic level. The indefinite schedule for widening the roadway, however, shall not be allowed to continue as a blighting influence on the Lewelling/East Lewelling Boulevard corridor.

Nor shall there be a piecemeal implementation of the road widening as individual development is approved. Until a significant portion of the roadway can be built, developers of frontage property will be required to dedicate right-of-way within the future width line and deposit roadway improvement costs to a non-refundable trust account, as described in the Implementation element of the Plan. Existing trees and other significant planting within the dedicated right-of-way shall not be removed until the roadway improvements are built.

6.4.4 Development Mitigation Costs

Developments outside the Plan Area that are identified as creating significant traffic impacts within the Plan Area, including to the capacity of Lewelling/East Lewelling Boulevard and any of its intersections, are required to contribute toward the cost of mitigating those impacts.

interim curb, gutter, sidewalk and landscape improvements to promote economic revitalization

a comprehensive, efficient approach to road widening

6.5 Underground Utility District

It is imperative that an underground utility district or districts be formed for East 14th Street/Mission Boulevard and for Lewelling/East Lewelling Boulevard as part of the implementation of the Specific Plan. This action is discussed further in the Implementation Element, item 8.1.6.1.

utility line improvements area a major expense and require long range planning and financing

6.5 FREEWAY ACCESS

Background

In conjunction with the Hayward Bypass Project, Caltrans has plans to reconfigure the I-238/I-580 interchange. Due to the proximity of the adjacent interchange at East 14th Street and East Lewelling Boulevard, Caltrans has begun exploring options to modify the access. One option under review is to close the existing ramps at East 14th Street and East Lewelling Boulevard and replace them with a standard diamond interchange at East 14th Street/Mission Boulevard. The intent of the following policies is to insure that any modifications to the existing interchange provide full access to I-580, in both directions, and access to I-238. These policies emphasize the importance to the economic viability of maintaining full freeway access to local and regional circulation within and adjacent to the Specific Plan Area.

maintaining full freeway access is a must for the commercial districts

Policies

6.5.1 Caltrans Coordination

Work with Caltrans to maintain full freeway access at East 14th Street and East Lewelling Boulevard.

6.5.2 Residential Roadway Impacts

Determine the full impact on residential roadways of the proposed alternative access ramps.

6.6. EAST 14TH STREET/MISSION BOULEVARD (SR 185)

There are no roadway projects for East 14th Street/Mission Boulevard comparable to those discussed above for Lewelling/East Lewelling Boulevard that are designed to improve traffic capacity as part of the implementation of the Specific Plan goals of economic revitalization and neighborhood conservation. Intersections along East 14th Street/Mission Boulevard identified as having an existing or a projected LOS below D, either E or F (Table 1), will need to be studied with Caltrans as part of the review of any future project for the area. At a program level, the LOS for these intersections is addressed in the EIR for the Specific Plan. At present, the condition exists and there is no plan by Caltrans, who maintains jurisdiction for the corridor, for mitigation.

The primary Specific Plan projects for East 14th Street/Mission Boulevard involves such facilities as sidewalks, overhead utility lines, on-street parking, street tree planting, and pedestrian area paving at bus stops or, possibly, future light rail stops. These improvements and the processes through which they may be implemented are discussed in full detail in the Public Area Improvements and Open Space Element of the Plan. They do, of course, affect both sides of the roadway as well as the median area, and they must be designed in coordination with Caltrans, who maintains jurisdiction over the corridor as designated State Route 185. Hesperian Boulevard, which forms the western edge of the Four Corners Business District, is part of the incorporated City of San Leandro and is under the jurisdiction of the San Leandro Public Works Agency.

planned improvements to east 14th street/mission boulevard are outside the roadway

7.0 TRANSIT FACILITIES AND SERVICES

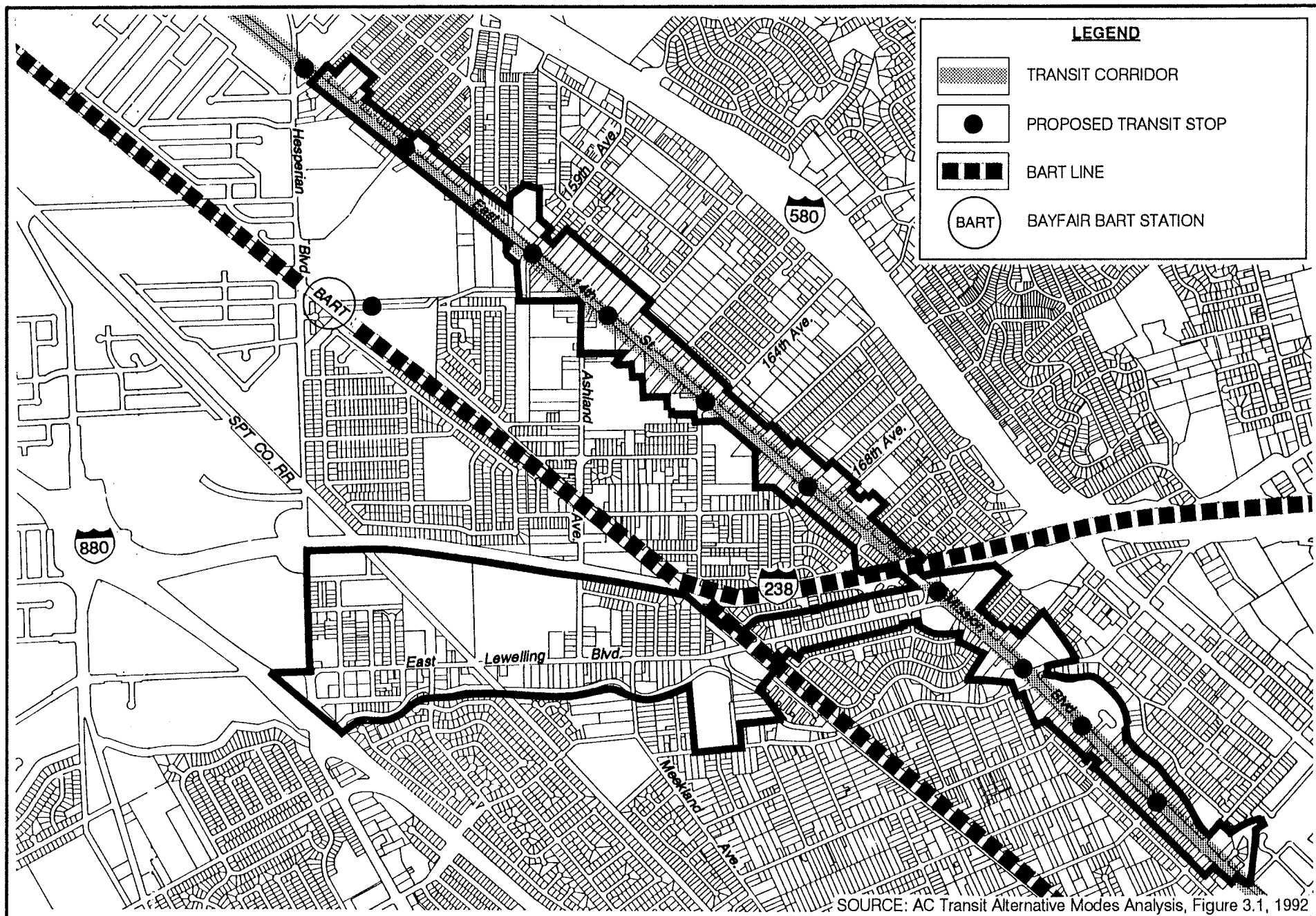
Background

Transit access to the area is provided by BART service at the Bayfair and Hayward stations and by AC Transit which feeds the BART stations and provides transit access to the local area.

BART provides the Specific Plan Area with regional access to the greater Bay Area. The BART extension to Livermore/Pleasanton will improve transit access for the Plan Area, especially the Bayfair Business District, to and from the eastern portion of Alameda County.

AC Transit's Line 82 runs along East 14th Street/Mission Boulevard from downtown Oakland to the Hayward BART station providing continuous 24 hour service with 12 minute headways during the peak hour. AC Transit's Alternative Modes Analysis examines the future transit potential of the East Fourteenth Street corridor. One of several alternatives under study is the feasibility of light rail transit along the corridor. In the short term, improvements to the existing bus service are more likely. If levels of demand warrant and the technology and financing are available, light rail vehicles may replace the existing buses. Alameda County Planning staff have already initiated discussions, through a Technical Advisory Committee that met as part of the drafting of the Specific Plan, with Caltrans and AC Transit to coordinate any streetscape improvements to East 14th Street/Mission Boulevard with transit improvement projects. Transit stop location along East 14th Street/Mission Boulevard have been identified by AC Transit and the Planning Department (Figure 6-8) and are reflected in the Specific Plan Land Use Element (see the Business District Subarea Plans and the Land Use Map (Figure 3-2)).

the specific plan is a transit access plan



FUTURE TRANSIT SERVICE FOR EAST 14TH STREET AREA

ASHLAND CHERRYLAND BUSINESS DISTRICTS SPECIFIC PLAN
Alameda County Planning Department, 1995

Figure 6.8

Design options for light rail will need to be studied when appropriate in the planning and design process for future transit improvements to the corridor. Part of this study would, of course, address light rail impacts on LOS and local access and traffic. All of the options must meet Americans with Disabilities Act (ADA) requirements, and it is recognized that these requirements will be one of a number of serious tests for a feasible light rail transit project design for the corridor.

The intent of the following policies for transit facilities and services is to insure that public area improvements to East 14th Street/Mission Boulevard be planned to accommodate a future light rail line. Although light rail may not be feasible in the short term, any future improvements should support a future light rail line, which is viewed as providing improved access and quality of life to the area.

Policies

7.7.1 East 14th Street/Mission Boulevard Typical Section

Develop and adopt a roadway section for East 14th Street/Mission Boulevard that provides enough right-of-way for the light rail line and transit stops without significantly affecting traffic safety, operation, LOS, and access (the accompanying section in the Public Area Improvements and Open Space Element, section 5.1.1, is for illustrative purposes only and is not meant to establish exact dimensions or standards).

7.7.2 Caltrans, AC Transit Coordination

Continue to work with Caltrans and AC Transit in developing a transit plan for a future light rail corridor. For example, the impact of the proposed system on traffic movements and access at side streets and on the Level of Service (LOS) at intersections would need to be studied as part of the project design and development.

access requirements, high quality lighting, benches, and bus shelters are a part of any future transit improvement project for east 14th street/mission boulevard

8.0 PARKING

Background

Provisions for on-street parking are viewed as an important part of the revitalization of the business districts. In some districts, additional public parking areas may need to be developed as part of a future parking improvements plan. No parking demand studies have been done as part of the preparation of the Specific Plan.

at some time some of the business districts may need public parking lots

Policies

6.8.1 On-Street Parking

In commercial areas along Lewelling Boulevard/East Lewelling Boulevard, on-street parking shall be preserved or increased.

6.8.2 Parking Districts

Parking district plans to identify potential off-site parking areas and facilities for individual business districts in the Specific Plan Area shall be developed as required by future development or as mitigation to significant loss of existing on-street parking.

9.0 BICYCLE FACILITIES

Background

The county has developed a Bikeway Master Plan that includes a number of the roadways in the Specific Plan area. The Public Works Agency is preparing a Bicycle Plan Study of the Hayward, San Lorenzo, Ashland, Cherryland, and Castro Valley areas.

there are some unusually good opportunities to promote increased use of bicycles in the area

Bicycle access in the Specific Plan Area currently is quite limited. Hesperian Boulevard has a striped bike lane from its intersection with East 14th Street through the Plan Area. Sections of Lewelling/East Lewelling Boulevard, Hampton Road, Elgin Street, 167th Avenue, Foothill Boulevard, and Fairmont Drive are designated as future bicycle facilities. A bike path is proposed along San Lorenzo Creek and underneath the BART tracks along the Union Pacific Rail Line. The intent of the following policies for bicycle facilities is to encourage implementation of the Bikeway Master Plan in the Specific Plan Area. To the extent possible, the policies also anticipate recommendations from the Bicycle Plan Study.

Policies

6.9.1 Bicycle Routes

Bicycle routes should be safe, direct, not conflict with pedestrian access and amenity, not preclude on-street parking in commercial districts, and provide attractive support facilities to encourage their use by all able residents.

6.9.2 Bicycle Route Connections

Bicycle routes should link community destinations such as schools, community centers, shopping areas, and transit locations.

6.9.3 Bicycle Facilities

Bicycle facilities shall be provided in accordance with the County Bikeway Master Plan.

10.0 PEDESTRIAN FACILITIES

Background

Pedestrian facilities include sidewalks and paths that allow for foot traffic in the Specific Plan area. Due to the urban nature of the area, sidewalks are a standard feature along all arterials and most collectors. The width of the sidewalk will vary depending upon its purpose and the uses surrounding it. In commercial areas, a wider sidewalk is necessary to accommodate more pedestrian traffic and to allow greater ease of movement. In residential areas, sidewalks serve a different purpose and do not need to be as wide. Off roadway pedestrian paths that provide access to community destinations, such as the Bayfair BART station or the Meek Estate, need to be maintained or improved. As mandated by the Americans with Disabilities Act (ADA), all facilities must be designed according to the most current codes, including for access ramps.

The intent of the following policies on pedestrian facilities is to encourage high amenity access for all pedestrians. It should be noted that the roadway rights-of-way set by these policies for commercial districts are minimums. Where possible, rights-of-way for pedestrian access and street

critical new pedestrian access routes need to be created

landscaping along commercial district roadways should be greater than the minimum dimension in order to support the higher quality pedestrian environment that will help the revitalization of these districts.

Policies

6.10.1 Commercial District Sidewalk Widths

Public road right-of-way to be used for sidewalks and landscape planting in the business districts on East 14th Street/Mission Boulevard and in the Four Corners and West Eden Business Districts on Lewelling/East Lewelling Boulevard shall be a minimum of 10 feet.

different sidewalk widths for different types of business districts

6.10.2 Alternate Sidewalk Widths in the Central Lewelling District

Public road right-of-way to be used for sidewalks and landscape planting in the Central Lewelling Business District on East Lewelling Boulevard may be a minimum of 9 feet, as established in the Alameda County Urban Parkways draft program, in order that this portion of East Lewelling Boulevard may remain eligible as an urban parkway.

6.10.3 East 14th Street/Bayfair BART Station Area Pedestrian Connection

A public access easement shall be acquired and a direct pedestrian walkway to the Bayfair BART station from East 14th Street shall be designed according to the program statement found in the Public Area Improvements and Open Space Element of the Specific Plan.

the bayfair BART station is invisible to east 14th street



Alameda County Fire Department, 164th Avenue Station

7.0 INFRASTRUCTURE

INTRODUCTION

Except as discussed in other sections of this Plan, notably Circulation and Access and Public Area Improvements and Open Space, infrastructure in the Plan Area is under the jurisdiction of agencies or entities other than the County. According to those agencies, and as summarized in this section, infrastructure in the Plan Area generally is adequate to serve any development allowed under this Plan. A central premise of the revitalization strategies and policies of the Specific Plan is that the current level of development in the area underutilizes most of the existing infrastructure investments. Where certain elements of the existing infrastructure may be inadequate to serve a proposed, new infill development project, proponents of the project may be required to improve or provide such improvements as necessary.

As part of the preparation of the Specific Plan, a Technical Advisory Committee (TAC) met regularly for several months to discuss infrastructure services in the Plan Area and to explore opportunities for more efficient planning and design of future infrastructure improvements. The program statement for the East 14th Street/Mission Boulevard streetscape project, to be found in the Public Area Improvements and Open Space Element of the Specific Plan, is one example of how a project TAC would serve to coordinate necessary future modifications or changes to existing infrastructure involving more than one service provider.

the infrastructure is in place and is underutilized by much of the existing development

a technical advisory committee is established for engineering coordination and cost efficiency

7.1 COMMUNICATION

Pacific Bell, a part of Pacific Telesis, supplies local telephone service. Long distance service is provided through various carriers, at the option of the user. The area also is served by numerous regional and local radio and television stations. Cable service is provided through Viacom. Consumers pay for all services.

PAC BELL

7.2 ENERGY

The Pacific Gas and Electric Company (PG&E) supplies natural gas and electricity to the Plan Area. Power and gas lines are in place and serve all portions and adjacent portions of this area. Electrical lines are not located underground and the East 14th/Mission Boulevard streetscape is dominated by overhead lines supported by wooden poles. PG&E provides full capacity for planned development in the area and serves all applicants, on demand, subject to hookup fees and a monthly service bill. The County Public Works Agency forms and administers all underground utility districts, in coordination with utility providers.

PG&E

7.3 FIRE PROTECTION

The Alameda County Fire Department, formed in June, 1993, provides fire protection for the Plan Area and for the adjacent residential neighborhoods. Prior to 1993, the area was served by the Eden Consolidated Fire Protection District, which merged with the Castro Valley Fire Protection District and other County fire protection agencies to form the current County Department. Prior to the formation of the Eden Consolidated FPD, fire protection service to the Plan Area was provided by the Ashland, Cherryland, and San Lorenzo Fire Protection Districts.

ALAMEDA COUNTY FIRE DEPARTMENT

The closest fire station is located on 164th Avenue, approximately one block east of East 14th Street. Each station is staffed by a minimum of four persons at all times. Response time from each station is supposed to be two to four minutes for most of the community, however, the next closest fire stations for the Plan Area are the Grove/Meekland (former Cherryland) station, Station 1 in San Lorenzo Village, and the Lake Chabot/Seven Hills station. Trained emergency medical technicians are available during all shifts. The Insurance Services Office (ISO) has given the Department a rating of 4 (on a scale of 1, highest, to 10, lowest).

According to Department staff, many older areas of the community do not have adequately sized or spaced hydrants. The spacing in some areas exceeds that now recommended by national standards. The desired spacing for hydrants is 300-400 feet in commercial areas and 400-500 feet in residential areas. Some hydrants are too small for the main and have not been upgraded when larger mains have been installed. The extent of this problem has not been identified, nor have alternative solutions been considered. Currently, there are no existing funding sources for new hydrants or for replacing existing hydrants when water mains are replaced. General funding for the Department currently is provided through the state Special District Augmentation Fund and county property taxes.

As noted by the Fire Chief, fire protection in the Plan Area, as for all portions of the County, includes regulations for new construction that includes installation of automatic fire sprinkler systems, smoke detection systems, exits, and panic hardware according to State and local building codes. The County building permit process, which includes review by Fire Department staff, also ensures that new development meets all code requirements for firetruck access.

the fire department is part of the social glue of the community

fire hydrant spacing is deficient in some older areas

7.4 FLOOD CONTROL

Flood protection is provided by the Alameda County Flood Control and Water Conservation District. The present flood control system is built to specific guidelines that consider 100 year storm levels. While there is spot flooding at certain locations along the roadways, the overall system is considered more than adequate and there are no identified improvements required at present.

7.5 PARKS

Park and recreation facilities and services are provided by the Hayward Area Recreation and Park District (HARD). As noted in the Public Area Improvements and Open Space Element of the Plan, the school play yards provide most of the open space and recreational facilities in and adjacent to the Plan Area. HARD facilities not on school sites include the Ashland Community Center on 167th Avenue, Edendale Park adjacent to Edendale Elementary School on Ashland Avenue, the Meek Estate and park on Hampton Way, and Fairmont Terrace Park along the edge of Fairmont Drive.

The District encompasses 64 square miles and includes the City of Hayward as well as large portions of the unincorporated areas of Eden Township, including Ashland, Cherryland, San Lorenzo, Castro Valley, and Palomares. HARD commissioned a consultant prepared master plan in 1990; but, apart from continuing maintenance and operations, recommended programs and projects have not been implemented for the most part due to very restricted funding, most of which comes from property taxes, and development fees and charges. Community Block Grant Funds are being used for further development and expansion of the Ashland Community Center and Park.

ALAMEDA COUNTY FLOOD CONTROL & WATER CONSERVATION DISTRICT

HARD

***there is a recognized need for additional park
space***

7.6 POLICE

The Alameda County Sheriff's Department provides police protection to the Plan Area. The Department serves both as a County-wide law enforcement agency and as a community police department. As the latter, it operates from the nearby Eden Township Substation. In the spring of 1994, assisted by community volunteers, the Sheriff's Department opened a crime prevention office on East 14th Street, near 164th Avenue. The office is a location for crime prevention training programs, and one or two officers are planned to be on duty for office work on a regular, daily basis.

The perception and incidents of crime have been a serious problem for the Plan Area. Crime is identified by many residents as the major reason for the overall economic decline of the area in recent years. The increased police presence generally is welcomed by merchants and residents as a positive indication of care and concern on the part of the Sheriff's Department.

Overall, the Sheriff's Department employs approximately 100 individuals for County-wide services. This staff serves approximately 126,000 people throughout the unincorporated portion of the County, approximately 27,500 of whom live in the Ashland and Cherryland area.

In addition to police protection, the Sheriff's Department operates the Office of Emergency Services (OES), which is responsible for emergency preparedness, response, recovery and mitigation. The OES also is responsible for coordinating the emergency response and recovery efforts of all local government agencies within Alameda County. An emergency operations center currently is located at 2000 150th Avenue, in San Leandro, immediately adjacent to the Plan Area, but is moving in late 1994, to a new facility under construction in the Dublin area. The County agencies who participate through this center are responsible for responses to an emergency occurring within the Plan Area.

ALAMEDA COUNTY SHERIFF'S DEPARTMENT

*community volunteers and the sheriff's
department worked together to create a new
"cop shop" on east 14th street*

7.7 ROADS AND HIGHWAYS

Road and highway facilities and agencies are discussed in the Circulation Element of the Plan. Alameda County Public Works Agency has jurisdiction over all local roads. Caltrans, the state highway agency, has jurisdiction over East 14th Street/Mission Boulevard as a designated state route (SR 185).

7.8 SCHOOLS

The San Lorenzo Unified School District includes all but a small portion of the southeastern edge of the Plan Area. There are three elementary schools, Colonial Acres, Edendale, and Hillside, within the residential districts immediately surrounding the commercial district corridor. San Lorenzo High School is located within the Plan Area on East Lewelling Boulevard. The School District office and corporation yard is in the Four Corners Business District.

District-wide facilities currently include a total of 9 elementary schools, 3 high schools, an adult school, and the district offices and corporation yards. In addition, there are 8 facilities leased to other types of schools, including day care, private schools, and a chiropractic college. In 1991, there was a total enrollment of approximately 5,400 elementary students, and 2,800 high school students.

In addition, there are several private schools and day care facilities in and adjacent to the Plan Area. The best known of these schools is St. John's parochial, at the corner of Ashland Avenue and East Lewelling Boulevard across from San Lorenzo High School.

CALTRANS & ALAMEDA COUNTY PUBLIC WORKS AGENCY

SAN LORENZO UNIFIED SCHOOL DISTRICT

local schools do a good job of serving one of the most diverse populations in Alameda County

7.9 SEWER

The Plan Area is within the Oro Loma Sanitary District, which includes portions of the Cities of San Leandro and Hayward. The District facilities currently collect wastewater flows from an approximately 12.8 square mile service area. The District treats flow from its collection system service area as well as flows collected by the Castro Valley Sanitary District, to the east. Existing service facilities are documented and by the Oro Loma Sanitary District and location maps are available from the District.

Apart from a few localized improvements to existing sewer lines, the existing sewer facilities are considered adequate by Oro Loma Sanitary District for the existing level of development for which the Plan Area is currently zoned. A long range rehabilitation plan was developed by a consultant to the Sewer District in the fall of 1991. The plan identifies a multi-million dollar, comprehensive set of recommended improvements, including manhole cover sealing, manhole sealing, manhole raising to grade, private property repair, sewer grouting, sewer lining, sewer replacement, and lower lateral replacement. In addition, upgrading of the filtration capacity for the system also was identified as a beneficial but very costly project for consideration.

7.10 STREET LIGHTING

The Alameda County Public Works Agency maintains jurisdiction over street lighting in and adjacent to the Plan Area as part of County Service Area SL-1970-1. Residential street light levels are set at .2 foot candles, with a 6:1 uniformity ratio. Commercial street light levels are set at .2 foot candles with a 3:1 uniformity ratio. The Agency has recently completed a survey of the Plan Area and concludes that no changes to the existing street lighting are necessary. Community spokespersons, concerned about street crimes and overall neighborhood and business district quality, have requested that lighting improvements be considered,

ORO LOMA SANITARY DISTRICT

COUNTY SERVICE AREA SL-1970-1

including use of "white light." These changes would require special funding, either through some type of assessment district or through a state or federal development grant program. Current funding is through service charges levied by the County Service Area.

7.11 TRANSIT

Transit services and facilities are discussed in the Circulation Element of the Plan. Bus routes and levels of service are established and maintained by AC Transit. A recently completed Alternative Modes Analysis, prepared by a transportation consultant for AC Transit, provides alternative recommendations for increased levels of transit access along East 14th Street/Mission Boulevard, including a light rail system. The corridor is one of three top rated candidates for future light rail service in the East Bay.

The Bay Area Rapid Transit District (BART) provides commuter rail service to the entire bay region. The Fremont BART line is located along the former Western Pacific Railroad right-of-way, now the Union Pacific, which is a few blocks west of the Plan Area. The Bayfair BART station provides access to the BART system and is located just south of Bayfair Mall. Street access to East 14th Street from the Bayfair station is somewhat indirect, along Cohelo Drive and 159th Avenue. The station is a central terminus for many of AC Transit's routes through the area. Bayfair also is the transfer station for a new BART extension route currently under construction to eastern Alameda County along the I-580 right-of-way. New stations are scheduled to open by the end of 1995, at Castro Valley and East Dublin. A third station at West Dublin is planned as part of the second phase of the extension project and could be open by the year 2005. The Hayward BART station is easily accessible and is located approximately one-half mile south of the Plan Area.

citizens work to "light up the avenues"

BART & AC TRANSIT

east 14th street/mission boulevard is one of the highest used transit corridors in the east bay

7.12 WATER

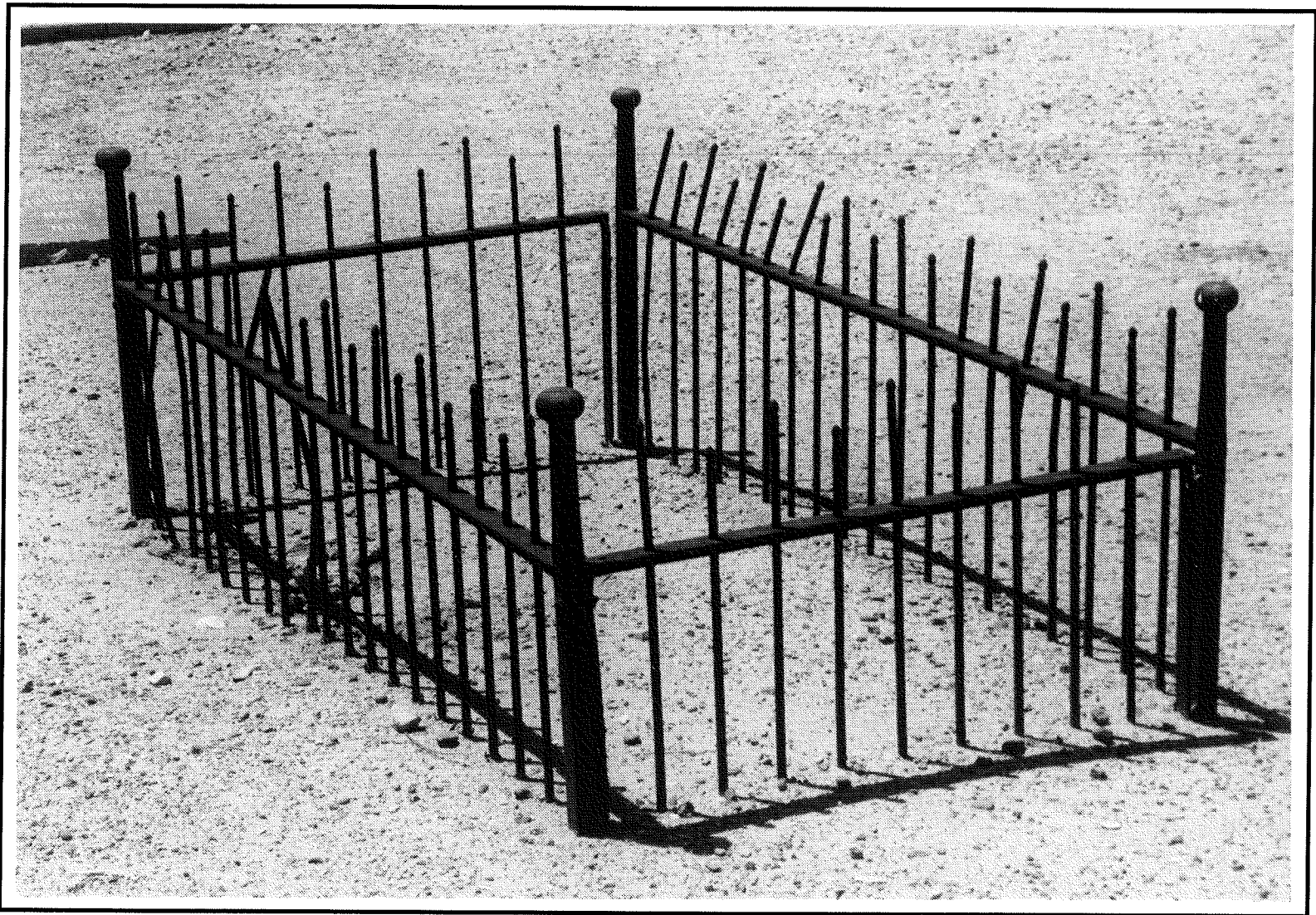
East Bay Municipal Utility District (EBMUD) provides water service to the Plan Area and surrounding neighborhoods. The District's service area covers approximately 317 square miles in both Alameda and Contra Costa Counties. Water comes primarily from the Pardee Reservoirs on the Mokelumne River, with a small portion coming from local runoff into area reservoirs. Pipeline and other District facility locations and sizes are mapped and, and the information is available through the District's office in downtown Oakland.

The EBMUD distribution facilities in the Plan Area are adequate for planned functions and the District does not have any current plans for system improvements or pipeline replacements. There is a continuing, District-wide program to identify pipelines in the distribution system that need replacement due to condition. Condition reports are updated quarterly. At some time in the future, some of the pipelines in the Plan Area corridor will be replaced as part of this ongoing replacement program, although none have been identified for replacement to date.

There is some potential that pipeline replacements will be needed to meet the water service and fire flow requirements required for new development. The cost of these replacements and improvements would be borne by the individual development, as necessary, to obtain water service. Pipeline replacement will be on an "as needed" basis funded through District sources. More immediate and extensive improvements could be provided, if desired by the community, through assessment district formation and funding. EBMUD service and improvements are paid for through connection fees, system capacity charges, and user fees.

EBMUD

a few lengths of pipeline need to be replaced



San Lorenzo Pioneer Cemetery

8.0 IMPLEMENTATION

INTRODUCTION

The Ashland and Cherryland Business Districts Specific Plan establishes goals, objectives and policies for the economic revitalization of commercial properties and for neighborhood conservation. While the Specific Plan Area does not include adjacent residential neighborhoods, conservation of these neighborhoods is essential to business district revitalization, and the Specific Plan develops a number of programs and projects to that purpose. Stable residential areas adjacent to the business districts provide a significant local market for goods and services and, for certain districts, are a primary component of their commercial vitality.

The implementation program provides a comprehensive approach to those individual programs and projects considered critical to achieving the Specific Plan goals, objectives and policies. It establishes general priorities based on the desire to create the greatest degree of positive change as early as possible, given the resources available at a particular time. The Land Use Element of the Specific Plan outlines revitalization strategies for each business district to guide programs and projects more precisely in those subareas.

The implementation program is organized according to individual programs and projects for public areas and streetscape, and for business districts and residential neighborhoods. For each program and project it identifies a general planning budget or cost figure, discusses potential funding sources, recommends the most appropriate funding source, and provides an outline of actions that are considered necessary to implementation.

an action plan

a comprehensive financing approach with identified priorities

8.1 PUBLIC AREA, STREETSCAPE IMPROVEMENTS

8.1.1 PROGRAMS AND PROJECTS

- o Utility undergrounding
- o Commercial and residential area street tree planting and sidewalk area improvements
- o Public plazas and parks at identified nodes on commercial streets
- o Pedestrian easements and pathways
- o Neighborhood parks
- o Billboard removal
- o Lewelling, East Lewelling Boulevard widening and curb, gutter, sidewalk, and public area landscape improvements

8.1.2 PRIORITIES

Improvements to the appearance of the overall streetscape will be very costly. These improvements will require long lead times for project engineering and design because of the complexities of coordinating the multiple governing jurisdictions, agencies and departments. Also, the high costs and the initial necessity for public funding mean that project construction will need to be phased. Street tree planting, together with certain focused projects to improve the appearance of buildings such as the facade and sign improvement programs discussed for business districts, can have a more immediate effect in changing the image of the street and making it more attractive to new business development. New development, in turn, will generate greater value for the area and shorten the time required to provide public funding through redevelopment tax

layers of improvements over many years are anticipated

increment revenue. In the longer term and outside the consideration of this particular Specific Plan, assessment district funding may become a viable option, as the area becomes more prosperous.

The long discussed widening of Lewelling/East Lewelling Boulevard remains dependent upon uncommitted road and transportation funding sources. Consequently, the schedule for those roadway improvements cannot be predicted with any certainty. As discussed in the Circulation Element of the Plan, existing traffic levels justify the project only for the western end of Lewelling Boulevard in the vicinity of Hesperian Boulevard. In terms of priorities, the widening project could be constructed in phases, with the east portion of East Lewelling Boulevard being the lowest priority phase of the project. In order to prevent the uncertain and, possibly, long term nature of the funding schedule for the widening project from further delaying identified curb, gutter, sidewalk and public area landscaping projects that are important to the implementation of economic revitalization goals of the Plan, some of those public area improvements may be funded and constructed prior to roadway construction. They would, of course, have to be removed when the road is widened at some future date and replaced, a risk that is considered acceptable in order to pursue economic revitalization sooner than the roadway widening might be funded. Economic revitalization could even hasten the availability of supplementary funding.

Project planning and design costs are a first priority for East 14th Street/Mission Boulevard so that a comprehensive design concept can be developed for all the utility and transportation systems that need to be located along the public right-of-way. Such a concept will allow maximum construction efficiencies and can prevent the costly mistakes that occur when one system is designed and constructed without consideration for others. Conceptual alignments and locations for underground utilities, light rail, and street trees, for example, can allow early street tree planting that is located where there will be minimum

a definite schedule for lewelling/east lewelling boulevard must be established

the complexity of the project for east 14th street/mission boulevard requires a strong master plan

impacts when more costly street infrastructure is constructed at a future date. As with all construction projects, precautions can be taken within reasonable limits to protect existing, mature trees and landscape planting.

8.1.3 ESTIMATED COST

At this time only very generalized cost figures have been established for the public area improvements projects for East 14th Street/Mission Boulevard, based upon initial assumptions and comparable projects. For planning purposes, total project costs for the East 14th Street/Mission Boulevard corridor could be in the range of approximately 38 million dollars for infrastructure and an additional 16.9 million dollars for landscape, lighting, sidewalks, plazas, and gateways. More definite cost figures are dependent upon a project master plan that will establish a comprehensive set of engineering and design concepts for the East 14th Street/Mission Boulevard and East Lewelling Boulevard streetscape program, as described in the Specific Plan. The streetscape master plan also shall develop phasing concepts and a feasible implementation program and schedule. A total of approximately \$250,000 should be budgeted for consultant fees to prepare the streetscape master plan, including an environmental impact report (EIR) or an environmental impact statement (EIS). These consultant costs could be phased to allow an early, less costly, design concept plan for early improvements such as tree planting.

The road widening project for Lewelling/East Lewelling Boulevard, exclusive of utility undergrounding and landscaping, probably is in excess of 40 million dollars. Property acquisition costs, especially for the portion of East Lewelling Boulevard between the Union Pacific railroad/BART overcrossing and Mission Boulevard (SR 185) represent a large proportion of the project budget.

cost figures are for planning purposes and are intentionally conservative

property acquisition makes widening lewelling/east lewelling very costly

8.1.4 POTENTIAL SOURCES OF FUNDING

8.1.4.1 Public Utilities Commission (PUC) Rule 20A

Rule No. 20A provides an annual allocation to Alameda County from PG&E for replacing utilities, specifically overhead electric facilities with underground electric facilities when such undergrounding is determined to be in the general public interest. In addition, the jurisdictional agency must have adopted an ordinance creating an underground district.

The cumulative balance of allocation for the entire unincorporated areas of Alameda County currently totals \$3,320,813 (1994). Of this total, approximately \$1,650,000 is allocated for utility districts Number 13, Number 14, and Number 15, which are to be formed for the Redwood Road -- "A" Street project, Phases I-III. Initial project budget figures show a potential surplus of approximately \$1,670,000 which could be available for use in other future utility districts in the unincorporated area in 1994, subject to approval by the Board of Supervisors. At an assumed cost for undergrounding utilities on East 14th Street/Mission Boulevard of \$1,000 per linear foot, it is interesting to note that the potential surplus would pay for approximately three tenths of a mile of project area.

Clearly, funding an undergrounding project of the scale of East 14th Street/Mission Boulevard requires that it be identified as an outstanding priority in the unincorporated County and that there be long range financial planning to make optimum use of (PUC) Rule 20A funds. Typically, Rule 20A undergrounding projects are placed on a waiting list and funded when money becomes available, which usually is more than 10 years into the future.

it is not hard to understand why the appearance of overhead utility lines along east 14th street/mission boulevard has been neglected for so many years, creating the name "ugliest street in the east bay"

the magnitude of the project requires a new approach to using PUC Rule A money by the county

8.1.4.2 Public Utilities Commission (PUC) Rule 20B

Rule No. 20 B allows an undergrounding project to be made a first priority when funding is available to PG&E from another source, such as a special assessment district, redevelopment tax-increment, or the General Fund.

8.1.4.3 Redevelopment Tax-increment Financing

Redevelopment areas are formed through a legal process that allows tax-increment revenues to be made available for special programs and projects designed to stimulate positive change and new development within the redevelopment area.

Tax-increment funding is not a special assessment or a new level of taxation. Rather, property taxes for the established base year continue to pass through a redevelopment agency to the County General Fund and to established service agencies, departments and districts. Any incremental increase in the tax revenue resulting from increased value and above the established 2% figure becomes available for use within the redevelopment area, as directed under redevelopment legislation.

Twenty percent of all redevelopment tax-increment funds are designated for housing and improvements to residential areas. This housing money also can be used within areas adjacent to the redevelopment area. The remaining redevelopment tax-increment revenue can be used to fund capital improvement projects and programs. Recent interpretations of the use of redevelopment funds have included some types of community services.

A Citizen's Advisory Committee (CAC) of seven representatives from the Ashland and Cherryland communities has been established to assist Alameda County staff review budgets and establish priorities for redevelopment projects and programs in the unincorporated portion of the

redevelopment is not a new tax on property or business

redevelopment law requires that 20% of all tax increment funds be used to provide high quality housing for "affordable and low income" households

Redevelopment Plan area.

8.1.4.4 Intermodal Surface Transportation Efficiency Act (ISTEA)

The ISTEA legislation (1991) requires that ten percent of the funds available in the County's Intermodal Surface Transportation Program (STP) be set aside for Transportation Enhancement Activities (TEA). Project eligibility is limited to ten enhancement activities, several of which would be applicable to the Specific Plan Area including pedestrian and bike improvements, scenic or historical highways, landscaping and scenic beautification, control and removal of outdoor advertising, and mitigation of water pollution due to highway runoff.

In 1994, ISTEA funds were secured to widen a portion of Redwood Road in the unincorporated Alameda County community of Castro Valley. This project is adjacent to I-580 and the new BART station area. The selection process is highly competitive, with the budget for California divided between the northern and southern portions of the state. Roadway improvement projects for the nine county Bay Area, which are funded by the northern portion of the state allotment, are ranked and evaluated by the local Metropolitan Transportation Commission (MTC) according to a point system that rewards multi-modal facilities. ISTEA is a six year federal program, established in 1991, and is subject to renewal in 1997.

8.1.4.5 Developer Contribution and Right-of-Way Dedication

To offset the cost of roadway improvements and expensive right-of-way acquisition, applicants for site development review, use permits, and subdivisions would be required to deposit a non-refundable payment in a trust account for the costs of roadway frontage costs or for costs at other adjacent areas affected by the proposed project as a condition of approval. Roadway frontage improvements would include ultimate curb, gutter, sidewalk, tie-in pavements, drainage facilities, and landscaping. In addition, right-of-way dedication would be required to the future width

obtaining ISTEA funding is a highly competitive process

developers help pay for road improvements

line of the roadway. Contributions and dedications by individual developers will cover only a small portion of the overall cost of the project. However, they directly benefit the property and are expected to reduce the public costs of the project.

Potential new and infill development adjacent to the Specific Plan Area may generate, divert, or attract traffic to the roadway network within the Plan Area. Through required environmental impact reports (EIRs), developers may be required to contribute toward the cost of mitigating identified transportation impacts, including the widening of Lewelling/East Lewelling Boulevard. Where EIRs are not required, developers still could be required to contribute general traffic impact fees, if such an action were approved by the appropriate body.

traffic mitigation fees

8.1.4.6 Environmental Enhancement and Mitigation Program

This program provides grants to projects that mitigate environmental impacts resulting from modified or new public transportation facilities. The legislation for this funding source was passed in 1989 and provides grant money for 10 years to projects selected by the Resources Agency of the California Transportation Commission. Street tree planting projects within the Specific Plan area could qualify as mitigation to emissions and negative visual impacts from adjacent freeways.

8.1.4.7 National Small Business Administration Tree Planting Program

The SBA Tree Planting Program provides funding grants to California and other states for the purpose of stimulating small businesses and providing increased job opportunities in local communities. Grants must be used for tree planting in public areas, including street rights-of-way, and funding requires a minimum 37 percent match of the grant amount by the local agency or community. In-kind contributions may include maintenance costs for up to three years after planting.

grants for tree planting

8.1.4.8 Urban Forestry Grant Program

Funding is provided under the California Wildlife Coastal and Park Land Conservation Bond Act of 1988, and 5 percent of grant funds can be used for public awareness and education programs. This program is available only through 1995.

The remaining list of potential funding sources would not be feasible for use, at least the first years of the Specific Plan. However, they are described for informational purposes and as a possibility that they might be of interest for a special project with a high degree of community support.

8.1.4.9 Mello-Roos Financing

The Mello-Roos Community Facilities Act enables the establishment of special districts and the issuance of tax exempt bonds to finance capital improvements, design and planning fees, and certain types of services, including on-going maintenance costs. Because it is not a special assessment, there is no requirement that the tax be apportioned on the basis of property benefit. Mello-Roos districts can be initiated by the County, but do require a two-thirds voter approval by property owners within the district.

some communities choose special district financing for special facilities and services

8.1.4.10 Landscaping and Lighting District

Various types of landscape and lighting assessment districts can be initiated by the County as a means of funding construction and maintenance of street and road landscaping and lighting to a higher level or standard than otherwise would be provided. Voter approval is not required, but a 50 percent protest by assessed property owners within the district will prevent the formation of such a district that year. A four-fifths vote by the Board of Supervisors can override the protest vote.

special district financing is not feasible without strong community support

Assessments are based on estimated benefit received and not on the value of the property. Assessment revenues are limited to a period of up to five years. Assessment notes can be secured by annual collection revenues to finance up front project costs and it is possible to issue notes based on ten years of accrued revenue.

8.1.4.11 Community Service Area

In established community service areas (CSAs), property owners pay an annual assessment for levels of service that are above the standard County levels.

8.1.5 RECOMMENDED SOURCES OF FUNDING

Redevelopment tax increment revenue is the most feasible means to fund such high cost public improvement projects as undergrounding utilities and streetscape and public open space construction within the time period of the Specific Plan. The joint, Alameda County, City of San Leandro Redevelopment Plan, a portion of which will be implemented through the Specific Plan, covers 40 years from the present (to the year 2034). As part of the administration of the Redevelopment Plan, the Redevelopment Agency will develop and approve short and long term budgets. These budgets will provide estimates for overall tax-increment revenue and expenditures for various programs and projects, including those discussed in the Specific Plan.

Billboard removal, another costly investment in improving the appearance and value of the Plan Area, should be a top priority project for the focused funding available through Transportation Enhancements Activities (TEA) grant funding. While the most probably course of action for getting rid of billboards is to compensate owners, other lines of action that

redevelopment provides the largest source of funds for reinvestment

billboards are difficult and costly to eliminate

do not require funding also should be pursued, including encouraging property owners not to renew billboard leases voluntarily and working to change current State law that favors the interests of the billboard industry over that of California communities.

Billboard removal, control and removal of outdoor advertising, is one of the ten categories of activity funded through the Transportation Enhancement Activities (TEA) portion of the Intermodal Surface Transportation Efficiency Act (ISTEA), discussed above in section 8.1.4.4. Priority is given to "the removal of outdoor advertising signs, displays and devices in conjunction with other enhancement activities, and with nonconforming displays along scenic highways." Therefore, funding billboard removal for East Lewelling Boulevard using TEA funds would be more likely if it is linked to other projects designed to improve the overall appearance of the Boulevard as a "scenic route."

ISTEA is also the most feasible recommended funding source for the Lewelling/East Lewelling Boulevard widening project. The total cost of the widening project, including right-of-way acquisition, is estimated as being in excess of 40 million dollars. Even if phased, it does not appear that funds for the roadway widening project will be available within the time frame of the Specific Plan. Therefore, public area improvements for curb, gutter, sidewalk and landscape projects along portions of Lewelling/East Lewelling should not continue to be delayed because to do so makes it more difficult to achieve important Plan goals for economic revitalization. Funding for a basic public area improvements project for East Lewelling, within the existing right-of-way, is recommended in the more immediate future, either using redevelopment tax-increment or Community Development Block Grant (CDBG) sources.

using established highway funds for most roadway projects

using redevelopment and other local funds for community improvements

8.1.6 IMPLEMENTATION ACTIONS

8.1.6.1 Underground Utility District Ordinance

Initiate action, as approved by adoption of Specific Plan, to create an underground utility district for East 14th Street/Mission Boulevard, and for Lewelling/East Lewelling Boulevard. Lewelling/East Lewelling Boulevard would be identified as a "scenic route," based on its potential designation as one of the County's urban parkways and its role in linking several important cultural resources, including the Meek Estate, St. John's church and school, San Lorenzo High School, and the historic church and cemetery that distinguish the Four Corners District near Hesperian Boulevard.

making east 14th street/mission boulevard the highest priority underground utility district

8.1.6.2 Billboard Removal

As approved by adoption of Specific Plan, identify that general purpose advertising signs as being nonconforming, according to the definition in the Alameda County Zoning Ordinance 8-22.9, for each of the Land Use designations or Zoning Districts within the Plan Area.

8.1.6.3 Future Width Lines for Lewelling/East Lewelling Boulevard

Identify future width lines for Lewelling/East Lewelling Boulevard, between Hesperian Boulevard and Mission Boulevard (SR 185) for adoption by the Alameda County Board of Supervisors.

changing established future width lines for lewelling/east lewelling boulevard

8.1.6.4 Streetscape Technical Advisory Committee (TAC)

Establish a TAC for the streetscape project, as outlined by the program statement in the Public Area Improvements and Open Space Element of the Plan, that includes representatives of the various agencies and departments with infrastructure on East 14th Street/Mission Boulevard and Lewelling/East Lewelling Boulevard; and begin work to identify and organize data base and programmatic requirements for a comprehensive streetscape master plan for the two corridors.

getting started on east 14th street/mission boulevard

8.1.6.5 Streetscape Design Master Plan

Select a consultant design and engineering team and initiate work on a comprehensive streetscape master plan for East 14th Street/Mission Boulevard and Lewelling/East Lewelling Boulevard, including roadway and median area improvements, traffic movement systems, freeway access, public areas and landscape, utility undergrounding, and a light rail transit system.

a comprehensive streetscape master plan in the immediate future

8.1.6.6 Street Tree Planting

Use Redevelopment Agency, tax-increment funding to construct street tree planting

street trees to define the street edge

8.1.6.7 Street Lighting

Use Redevelopment Agency, tax-increment funding for street lighting improvements, including fixtures for "white light."

lighting for a safer street

8.1.6.8 Public Plazas

Use Redevelopment Agency, tax-increment funding to assist in establishing a design and the early physical framework for the two public plazas on East 14th Street at Cohelo Drive and Kent Avenue, providing pedestrian access to Bayfair BART and Edendale Park.

civic spaces at major gathering places

8.1.6.9 Bridge Access to Meek Estate

Work with the Hayward Area Recreation and Park District (HARD) to plan, design, and fund a new pedestrian bridge access to the Meek Estate from East Lewelling Boulevard as part of the street widening project for East Lewelling Boulevard.

putting the front door to the meek estate back on east lewelling boulevard

8.1.6.10 Cemetery Landscape

Seek all applicable grant funding, including ISTE A TEA funds, for landscape improvements to the San Lorenzo cemetery.

8.1.6.11 School Access Routes

Develop a neighborhood path master plan for a system of walkways to local schools within the Ashland and Cherryland neighborhoods, and require necessary easements as part of development permit applications.

8.1.6.12 Neighborhood Parks and Open Space

Work with the Hayward Area Recreation and Park District (HARD) to identify additional mutual benefit, neighborhood open space projects. Funding for design and construction is provided through park dedication fees and the portion of the negotiated Redevelopment Agency, tax-

providing park and recreation facilities for the ashland and cherryland neighborhoods

increment pass-through to HARD for use in the unincorporated portion of the Redevelopment Plan area. In addition to the East Lewelling Boulevard adjacent bridge to the Meek Estate, other HARD Plan Area projects that have been discussed as being of a high priority include an indoor sports facility on East 14th Street adjacent to Edendale Park with some type of access connection between East 14th Street and the Park.

8.1.6.13 Lewelling/East Lewelling Boulevard Design

The Public Works Agency staff is to complete the design for roadway improvements to Lewelling/East Lewelling Boulevard within the established future width line and is to aggressively seek funding for one or more phases of the project.

*getting funding for widening east
lewelling/lewelling boulevard*

8.1.6.14 East Lewelling Boulevard Curb, Gutter, Sidewalk, Landscape

Within 5 years, fund curb, gutter, sidewalk and landscape improvements for the portion of East Lewelling Boulevard between the Union Pacific railroad, BART tracks and Mission Boulevard (SR 185), using either redevelopment tax-increment funding, CDBG funding, or a combination of both.

*making east lewelling boulevard look better in
the near future*

8.2 BUSINESS DISTRICT IMPROVEMENTS

8.2.1 PROGRAMS AND PROJECTS

- o Business districts and community development organization
- o Facade improvements

- o Commercial sign improvements
- o Permit cost assistance
- o Commercial code improvements assistance
- o Commercial renovations
- o Mixed-use development subsidies and incentives
- o Public parking improvements
- o Clean up assistance for contaminated properties
- o Community service buildings and lease space
- o Small business assistance
- o Job training and placement assistance
- o Security services and facilities
- o Community clean up activities and graffiti abatement

8.2.2 PRIORITIES

Redevelopment strategies for individual business districts vary and are discussed in the Land Use element of the Specific Plan. In general, the most important first actions are directed to promoting the strengths of each business district subarea and to attracting new businesses that are supportive to and that fill out a range of goods and services already provided by existing businesses.

promoting existing businesses

Several of the programs and projects that are identified as being high priority are designed to provide an increased level of community services and a change in physical appearances that signal an improved general climate for business activity. Increased Sheriff's Department presence is highly beneficial in reducing the public perception of crime in the area. Low and no-cost loans for facade and commercial sign improvement projects at high visibility locations are seen as being one of the best investments of limited Redevelopment Agency, tax-increment funds in the early years of the redevelopment plan. Well-publicized volunteer clean up programs are another essential first priority, as is an on-going graffiti abatement, incentive program.

Finally, each business district needs a focused market plan, and there must be some form of business organization, or organizations, established to represent the collective interests of business people in the area. As soon as the identified funding source is available, another essential first step is to fill the position of a development coordinator for the Specific Plan business districts. This development coordinator will provide a critical role in organizing merchants and in working cooperatively with them to attracting beneficial new businesses to the area. This person will work for the merchants, apart from County staff, to promote the area and to insure that the day-to-day problems and dynamics of the individual business districts receive the attention they require.

8.2.3 ESTIMATED COST

Approximately \$50,000 to \$75,000 is to be budgeted per year for a maximum of two years to hire a business development coordinator, as discussed above in 8.8.2.2, and to cover operating costs for a business districts development office. After two years, if matching funds are not available, the program would not continue. A first priority for the business development coordinator is to identify those projects that are to be implemented in the next five to seven years, together with anticipated costs.

making safer, more attractive business districts

developing a market plan for each business district

hiring a business development coordinator

A total of 9.5 million dollars is budgeted for small business assistance and financing programs and for code compliance and sign and facade improvements projects. This figure is part of a total of 71.5 million dollars that is anticipated for commercial business improvements and assistance for the project area, to be available through redevelopment funding over a period of 40 years. The Specific Plan addresses a shorter time period, approximately 15 years, and feasible development project costs will have to be a function of available funding. However, for planning purposes, it is assumed that 20 percent of the anticipated commercial development projects, or 14.3 million dollars in project costs, could be funded in the first fifteen to twenty years.

helping small businesses

8.2.4 POTENTIAL SOURCES OF FUNDING

8.2.4.1 Redevelopment Tax-increment Funds

This funding source has been discussed for public area improvements projects and can be used for private for-profit projects where it allows uses, facilities, or a level of construction quality that is of clear public benefit and that otherwise would be infeasible through private financing.

redevelopment money used for projects that have a public benefit

8.2.4.2 County Business License Tax

The Alameda County Business License Tax was approved by the Board of Supervisors in 1991. Total annual revenues from this licensing tax for businesses, including rented apartments and houses, in unincorporated areas fluctuate but are projected to be a total of approximately \$750,000 per year. By policy, revenues are to be used to fund services in the unincorporated areas of the County proportionate to the percent of tax

using additional sources of funds in the redevelopment plan area

revenue from those areas. To date, no specific criteria have been set for qualifying services. Assuming that the Ashland and Cherryland communities share of the annual tax is based on its proportion of the unincorporated County's business tax population, the County Administration Office would identify an amount that would be available per year for use in the Specific Plan Area.

8.2.4.3 Community Development Block Grant (CDBG)

CDBG funds can be used for commercial development assistance where such projects provide jobs for low and moderate income residents of the area, where they remove conditions of blight, and, in the case of private for-profit businesses, where they are used for improvements to the exterior of the building or where they correct code violations.

CDBG is an established method of funding in the unincorporated areas of the County. In the first year of the redevelopment plan, CDBG will provide a loan against future Redevelopment Agency, tax-increment funds of \$15,000 for a pilot facade improvement program.

8.2.5 RECOMMENDED SOURCE OF FUNDING

City of San Leandro and Alameda County staff will provide administrative and design consultant resources for facade and sign improvement programs and projects. Low cost loans through Redevelopment Agency and Community Development funds will be used to fund building permit, construction and other implementation costs for facade and sign improvement projects. Additional monies are to be used, as available, to help fund key new development projects where minimum development intensities are required and that serve to revitalize portions of the various business districts.

careful planning and yearly budgets to make the best use of available funding for new projects

The County Business License Tax revenue, as soon as it can be budgeted and made available to the Ashland, Cherryland communities, is to be used to select and hire, for a period of two years, a professionally qualified business development director and to lease space and provide basic supplies and support resources for a business development office in the Plan Area. The first priority for this position is to organize and develop a detailed business development plan for each of the business districts and to begin the programs and projects identified as critical to the economic vitality of each. After the initial two year start-up period, funding for the director, any staff and operating expenses is to be provided on a matching basis from the Business License Tax and contributions from the business community.

8.2.6 IMPLEMENTATION ACTIONS

8.2.6.1 Facade and Sign Improvement Program

Initiate a no-cost or low-cost loan program for a pilot facade and commercial sign improvements program in high-visibility areas, using architectural and graphic design assistance available through the City of San Leandro, and a \$15,000 loan available to the Alameda County, City of San Leandro Redevelopment Agency from the County's Housing and Community Development, CDBG funds.

implementation plans are now required by state redevelopment law

8.2.6.2 Building Permit Costs

Underwrite building permit costs for the first year of the Specific Plan for commercial rehabilitation projects.

8.2.6.3 Architectural Design Grant Program

Provide preliminary architectural design services and seek funding assistance for construction financing and permit costs for major rehabilitation or new development projects in business districts on East 14th Street and Mission Boulevard or in the Four Corners Business District.

8.2.6.4 Graffiti Abatement

Establish a graffiti abatement, incentive program, possibly working to expand the existing program in the City of San Leandro.

8.2.6.5 Business Development Director

Hire a professional business development director for the Ashland and Cherryland Business Districts and lease storefront office space in the Plan Area.

8.2.6.6 Business District Organizations

The business development director shall begin to establish an organization or organizations of business and commercial property owners for the business districts and to initiate commercial revitalization activities, as discussed in the Specific Plan.

8.2.6.7 Key Development Projects Plan

Promotional activities shall focus on key new development projects, especially where they are supportive of reinvestment in public areas.

8.3 NEIGHBORHOOD CONSERVATION

8.3.1 PROGRAMS AND PROJECTS

- o First time home ownership assistance
- o Housing stock rehabilitation, including acquisition of dilapidated and historic buildings or places to improve neighborhood appearance and to conserve cultural resources
- o Assistance for bringing residences up to code
- o Mobile home park landscape improvements
- o Land cost subsidies and/or construction assistance for replacement housing
- o Rental housing subsidies
- o Resource center for programs such as literacy training and English as a second language for both parents and children
- o Children's resource services
- o Infant and before- and after-school child care facilities
- o Adult day care and health facility
- o Health counseling services
- o Crime Prevention Programs

8.3.2 PRIORITIES

Compared with surrounding Cities and the other unincorporated areas of Alameda County, there is a significant amount of low and moderate income rental housing in the Plan Area by default, not as a result of any intentional program. An initial summary analysis, included as part of the background information on the Plan Area, shows approximately 60 percent of the rental households are low and very low income, as compared to 38 percent for the total of all other unincorporated County areas. For Castro Valley, the figure is 34 percent, and for San Lorenzo it is 23 percent.

The first priority for neighborhood conservation funding is improvement of the existing housing stock through single and multi-unit rehabilitation programs and through improvements to public areas that increase the quality of life for the residential neighborhoods.

For an initial period, the majority of new housing construction, both single and multi-unit, should be for purchase. Market rate and non-profit projects, especially as a part of a mixed-use development should receive first priority funding assistance through the variety of programs available, including the minimum twenty percent Redevelopment Agency, tax-increment housing funds. Assistance for first time, home ownership also is a top priority through programs such as home ownership mortgage assistance.

Parallel in importance to the implementation of initial programs and projects for improving housing stock and increasing home ownership are the Specific Plan programs and projects for providing a critical level of community services. While all potential funding sources should be aggressively pursued for any of the listed community service programs and projects, those considered to of the highest priority are ones that make resources available for crime prevention facilities and programs and to neighborhood households for jobs and jobs training, child care, and parent counseling and parent resource assistance.

more focused planning is required for the adjacent residential neighborhoods

a detailed housing program is part of the first five year redevelopment implementation plan

The level of crime in the area involves a number of issues and, to some extent, will be addressed by those high priority programs and projects, already discussed, that are designed to improve neighborhood stability and overall quality. However, increased security in neighborhood areas is a first priority objective through the implementation of Specific Plan programs and projects for lighting improvements and assistance to training programs and facilities for crime prevention training.

increasing security is a high priority action

8.3.3 ESTIMATED COST

Costs for community services and residential area projects, as identified in the joint Alameda County and City of San Leandro Redevelopment Plan, total in excess of 80 million dollars for the Ashland and Cherryland neighborhoods over a period of approximately 40 years. Of this total, approximately 3.4 million is identified for residential streetscape improvements and 2.5 million for parent resource and jobs training facilities.

*putting money back into older neighborhoods
has regional benefits*

The home buyer mortgage assistance program is considered a high priority for increasing the stability of surrounding neighborhoods, as are the multi-unit rehabilitation programs. The highest priority should be to implement the residential conservation goals, objectives and policies of the Specific Plan using as much funding as can be made available through a variety of potential sources, including the redevelopment tax-increment for the Plan Area. The identified 40 year total tax-increment housing set-aside is estimated to be 19.2 million dollars.

Approximately \$100,000 will be required for additional, more focused, planning of the residential areas surrounding the Specific Plan Area. This focused residential area planning should begin as soon as possible following adoption of the Specific Plan.

8.3.4 POTENTIAL SOURCES OF FUNDING

8.3.4.1 Redevelopment Tax-increment Financing

As discussed in the previous sections, twenty percent of all redevelopment tax-increment funds must be set aside for housing project use. For a 40 year Redevelopment Plan, the housing set-aside is estimated to total 19.2 million dollars.

8.3.4.2 Urban County Community Development Block Grant

Financing is available for rehabilitation of residential property, including conversions of non-residential property for housing. Assistance can include coverage of costs associated with refinancing necessary to make rehabilitation possible for a property owner who otherwise might not be able to meet debt service payments. Rehabilitation projects can include correction of sub-standard conditions (code compliance), elimination of hazardous conditions such as faulty wiring or falling plaster, access improvements required by mobility impaired occupants, or exterior improvements. A portion of these funds also are available for the development of new affordable units, either through new construction or the acquisition and rehabilitation of existing units.

there is a lot of flexibility in using CDBG money

CDBG is a steady source of funding that brings in approximately \$2 million per year for various programs in the Urban County, which is defined as the Cities of Albany, Dublin, Emeryville, Newark, and Piedmont, and the Unincorporated County. As previously stated, a loan of \$15,000 from CDBG funds, against future redevelopment tax-increment funds for commercial revitalization, is available in the first year of the redevelopment plan.

8.3.4.3 HOME Fund

The HOME Program is a new source of Federal funds, authorized by the National Affordable Housing Act of 1990. HOME funds can be used for a variety of affordable housing activities, including new construction, rehabilitation, tenant assistance, and first-time home buyer assistance. The goals and priorities of the HOME Program are set in the Comprehensive Housing Affordability Strategy of the Urban County. As part of the Alameda County HOME Consortium, the Urban County qualifies for HOME funds on an entitlement basis.

a number of homeowner assistance programs are available for use

For the first two years, 1992 and 1993, the HOME Program brought in approximately \$1.3 million in funds for the Urban County. Because HOME is a new program, it is difficult to estimate what future allocations will be, but the Urban County probably can expect to receive approximately \$500,000 per year. In the future, there also will be program income. While there is potential for HOME fund use in the plan area, actual use is limited by the availability of viable projects and the requirement for a local, non-federal source of matching funds.

8.3.4.4 Mortgage Credit Certificates

The MCC Program assists first-time home buyers by providing a Federal tax credit that effectively reduces their mortgage interest rate by approximately 2 percent. This assistance makes it easier for them to qualify for a home loan.

MCC

The MCC Program has certain requirements regarding the buyer's income, the price of the home, and current residency. As of July 1992, the program expired, but the County had an existing allocation that probably will last until June 1993. Federal authorization of the MCC Program was renewed by Congress in 1993, and currently is in place for use in Alameda County.

Obtaining authorization for MCCs involves a competitive application to the State, which governs allocation among local governments. At present the residential areas immediately surrounding the Plan Area receive approximately 30 to 40 MCCs per year, totalling almost \$ 4.5 million worth of mortgage financing. The amount of first-time home buyer subsidy should remain the same or increase slightly in the early years of the Specific Plan.

8.3.4.5 Community Reinvestment Act

The CRA is a Federal law that requires banks to make an effort to fulfill the lending needs of the communities in which those banks or their branch offices are located, particularly when these communities are predominately lower income areas. The CRA provides some leverage for local agencies in obtaining financing for local housing efforts. Banks are reviewed for compliance with the Act and certain desirable operational changes, such as mergers or acquisitions, may not be allowed if they do not comply.

CRA

It is impossible to estimate accurately the potential for CRA housing funding in the neighborhoods adjacent to the Plan Area. The CRA is enforced primarily when banks apply for approval of operational changes such as mergers or acquisitions. If no banks in the area are seeking to change their operations, there will be little chance that CRA funding will be available. In the next five years, staff estimates that, at most, funding for one project might be available.

8.3.4.6 Affordable Housing Program

The AHP is part of the Federal Reserve Bank's efforts to facilitate lending for affordable housing development. Generally, the AHP provides an interest subsidy for a qualified program or development.

AHP

To receive an AHP subsidy, a developer works with a participating bank to make an application to the Federal Reserve Bank. The process is a competitive one and there is no guarantee of receiving the subsidy. The applicability of the program to the residential districts surrounding the Plan Area is limited by the availability of developers with feasible projects.

8.3.4.7 California Housing Rehabilitation Program

CHRP provides State bond funds for the rehabilitation of both owner and rental housing for lower-income households. For homeowner rehabilitation, the County must apply to the State for the funds for specific programs. For rental housing, the owner of the housing applies directly to the State. Applications are reviewed as a competitive process.

CHRP

The County has applied once to the State for homeowner rehabilitation funds and received \$250,000. There have been no CHRP funded projects in the neighborhoods surrounding the Plan Area. CHRP has a limited amount of funds remaining and the use of CHRP funds in the vicinity of the Plan Area is limited by the availability of suitable projects and the number of property owners interested in applying for the funds.

8.3.4.8 California Housing Finance Agency

CHFA is another State agency that can provide funds for both rental and homeowner housing. For homeowner housing, CHFA offers low-interest mortgages that first-time home buyers apply for directly. Buyers must meet certain eligibility requirements and the funds are currently very limited. For rental housing, CHFA provides mostly low-interest financing for the construction of new units, but financing also has been available for acquisition and rehabilitation of existing units. The developer and County must apply jointly for these funds. Approval is a competitive process. Individual programs change frequently and County staff continually monitors these changes to identify those that would be the most feasible for use.

CHFA

In the past, there have been few successful CHFA homeowner loan applications in the County. Potential programs for rental housing are limited by the availability of feasible projects in the vicinity of the Plan Area. At most, staff estimates that one project in the next five years might be financed with CHFA assistance.

8.3.4.9 HOPE Program

HOPE is a new Federal program that can provide funds to assist lower income renters in buying a first home. A primary requirement of the program is that any home bought with HOME funds must be owned by a

HOPE

government agency. Examples of such housing stock include units in the RTC inventory, FHA-reposessed houses, and surplus Caltrans property. Unlike HOME funds that can be obtained on an entitlement basis, HOPE funds are allocated through a competitive process.

The applicability of the HOPE program for the Plan Area and the surrounding neighborhoods is severely limited by the lack of government-owned homes together with the small amount of HOPE funds available in the competitive process. It also is very probable that the HOPE program may be eliminated and the funds shifted to another use.

8.3.4.10 McKinney Act

The McKinney Act provides Federal funds to finance the development of transitional housing for homeless persons. Generally, housing developed with McKinney funds are combined with services to enable tenants to become independent and self-supporting. McKinney funds are allocated through a competitive process. A developer, generally a non-profit agency, works with the local government agency to apply for available funds.

transitional housing

The use of McKinney funds within and adjacent to the Plan Area is limited by the availability of suitable projects. Obtaining McKinney funds is a very competitive process, but they are a very reasonable source if a project for transitional housing is being considered.

8.3.4.11 HUD Sections 202 and 811

These two Federal programs provide funds for the construction of new housing for either senior citizens or disabled persons. Funds are allocated through a competitive process. A developer, generally a non-profit

housing for seniors and people with disabilities

agency, works with the local government agency to apply for funding. The County has been relatively successful in working with developers obtain Section 202 and 811 funds, and it is assumed that funding for one project could be obtained for use in the Plan Area in the next five years.

8.3.4.12 Housing Revenue Bonds

Housing revenue bonds provide low-interest financing for the development of rental housing that meets certain conditions of affordability. To obtain approval for a housing revenue bond issue, the developer and County must apply for a portion of the State's tax-exempt debt authority. The issue must have credit enhancement to be feasible and must obtain State approval.

Housing revenue bonds could be used by the County to provide low-interest mortgage financing for first-time home buyers if the Federal government re-authorizes use of the program for single-family revenue bonds, as anticipated. The County then may be able to prepare an issue that would assist home buyers in and adjacent to the Plan Area. As for rental housing, if an appropriate site and developer are found, one project using Housing Revenue Bonds could be financed in the next five years.

rental housing also is important

8.3.4.13 Low-Income Housing Tax Credit

Tax Credit financing is now a permanent funding mechanism that provides a Federal tax incentive for investors who build low and affordable income housing. Generally, an investor will provide funds for the development of a project and then will receive tax credits for a period of years depending on the type of housing and investment. It is a type of equity financing with the local jurisdiction usually providing a percent contribution.

tax-credit financing is a great way to make affordable housing possible

The State is authorized to distribute tax credit allocation. The process is very competitive and the amount of credit is limited. The developer applies to the tax allocation committee in Sacramento. There are two application deadlines each year, one in April and one in August. Currently, projects with three and four bedroom units for families receive bonus points and are favored in the review process.

Assuming the program is reauthorized, one qualifying project could be completed in or adjacent to the Plan Area in the next five years.

8.3.5 RECOMMENDED SOURCES OF FUNDING

While the 20 percent redevelopment, tax-increment money will constitute the primary source of funding for the Specific Plan housing and residential area projects, all other potential sources are to be sought, as available, especially as they could be used for housing stock improvements, home ownership assistance, and improved community services.

8.3.6 IMPLEMENTATION ACTIONS

8.3.6.1 Housing Stock Rehabilitation

County Planning staff to initiate focused housing stock rehabilitation programs, using redevelopment tax-increment funding, for target areas and including both single-unit and multi-unit buildings.

actions that strengthen existing residential neighborhoods

8.3.6.2 Residential Area Plans

County Planning staff to develop detailed residential area plans for the Ashland and Cherryland communities, especially as they concern development intensity, open space, community facilities, traffic and street landscaping.

8.3.6.3 Field Office and Outreach Programs

County Planning Department to establish Community Development field office or outreach program to provide information on and to encourage residents to qualify for homeowner assistance programs.

8.3.6.4 Community Learning Centers

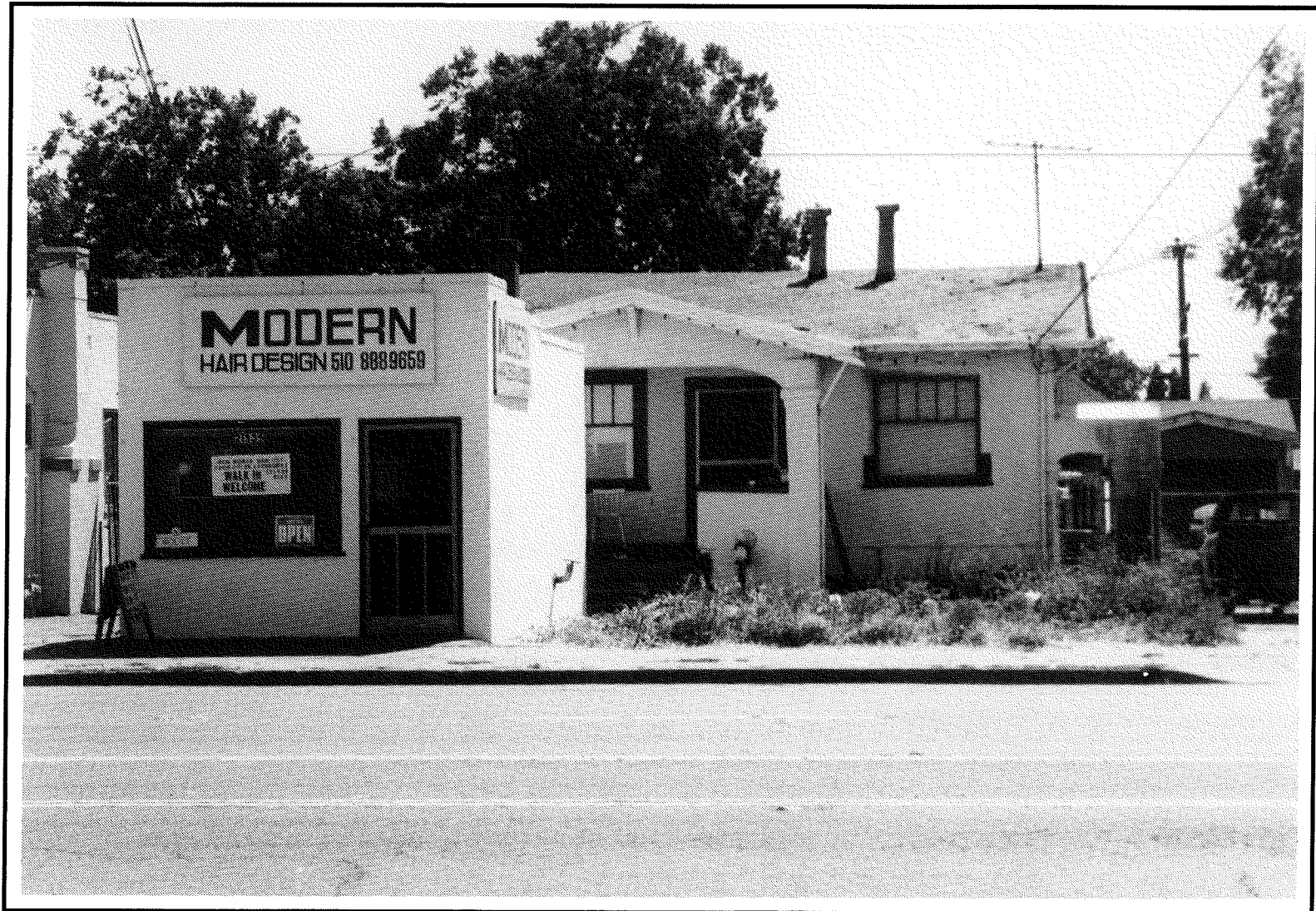
County Planning and Community Development staff to work with San Lorenzo Unified School District to develop one or more pilot, community learning centers. The concept for each facility is to establish a coordinated resources program, such as teaching computer literacy and training in word processing, spreadsheets, and desktop publishing. The San Lorenzo Adult School now conducts such classes. Services could expand to also include teaching basic math, reading and language, all utilizing computer technology. Another type of facility might provide pre- and after school support, including homework assistance and tutoring that would employ local students.

8.3.6.5 Volunteer Neighborhood Watch Programs

Community Development staff to provide support and resource assistance, when requested, to volunteer neighborhood crime prevention.

8.3.6.6 Residential Roadway Lighting and Landscape

County Planning and Public Works Agency staff to develop, with community assistance and review, landscape and lighting standards for residential streets that will be used in designing and constructing residential street improvements projects.



Commercial Buildings Added to Residential Properties, Mission Boulevard

9.0 APPENDICES

These materials are not included in the draft plan document. They are available from the Alameda County Planning Department upon request.

- 9.1 Socio-Economic Background and Analysis
Kaiser Marston Associates and Alameda County Planning Staff, n.d.
- 9.2 Land Use Conditions
Alameda County Planning Department, n.d.
- 9.3 List of Plan Area Properties in Each Business District
Alameda County Planning Department, n.d.
- 9.4 Traffic Consultant Background Conditions Report and Technical Information
Dowling Associates, February 1994
- 9.5 Preliminary Report for the Alameda County/City of San Leandro Redevelopment Project
Urban Futures, March 1993
- 9.6 Redevelopment Plan for the Alameda County/City of San Leandro Redevelopment Agency
Urban Futures, June 1993
- 9.7 Five Year Redevelopment Implementation Plan
Alameda County Planning Staff/City of San Leandro Redevelopment Agency Staff, November 1994
- 9.8 Initial Study
Alameda County Planning Staff, December 1994