

# NORTH HAYWARD NEIGHBORHOOD PLAN



**Hayward, California**

Adopted by City Council  
Resolution No. 94-175  
July 19, 1994

**NORTH HAYWARD  
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**NORTH HAYWARD  
NEIGHBORHOOD PLAN**



**POLICIES  
AND  
STRATEGIES**

## **A. Request City-wide Policies for Neighborhood Safety and Stability**

### **1. Reduce Seismic Risk of Older Homes Coming off Foundations**

- a. Reduce earthquake damage, injury and possibility of conflagrations by requiring pre-1950 buildings to perform cost-effective seismic retrofit (bolting to foundation and plywood strengthening foundation walls) at time of sale.
- b. Distribute information on seismic retrofit to sections of the City with early development.

### **2. Carefully Review Current 238 Freeway Project Design**

- a. Provide more access for emergency vehicles and access from the downtown.
- b. Evaluate seismic strength of sound walls and structures and noise at the interchange with I-580 as part of Environmental Impact Statement. Provide landscape screening rather than sound walls wherever possible.

### **3. Provide for More Oversight and Equitable Distribution of Transitional Housing, Half-way Houses, and Drop-In Socialization and Recovery Centers**

- a. Require use permits for all drop-in socialization and recovery centers, transitional and half-way housing as well as group homes with over six residents. Clarify terminology and revise Zoning Ordinance for consistent treatment.
- b. Maintain an inventory.
- c. Assure that all providers of drop-in recovery or socialization centers, transition and half-way housing and group homes with over six residents have a limited impact on neighborhood character including parking, property maintenance and client conduct. Neighborhood residents should be notified of whom to contact at the social service agencies to solve problems.

### **4. Strongly Discourage Illegal Units**

- a. Seek additional penalties for illegal units to cover costs of additional enforcement.
- b. Require correction of any parking deficiency if unit is allowed to stay.

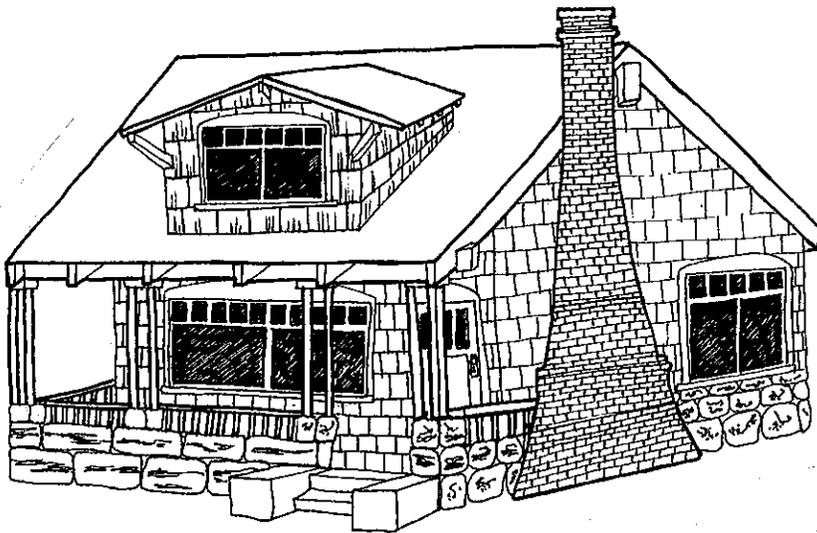
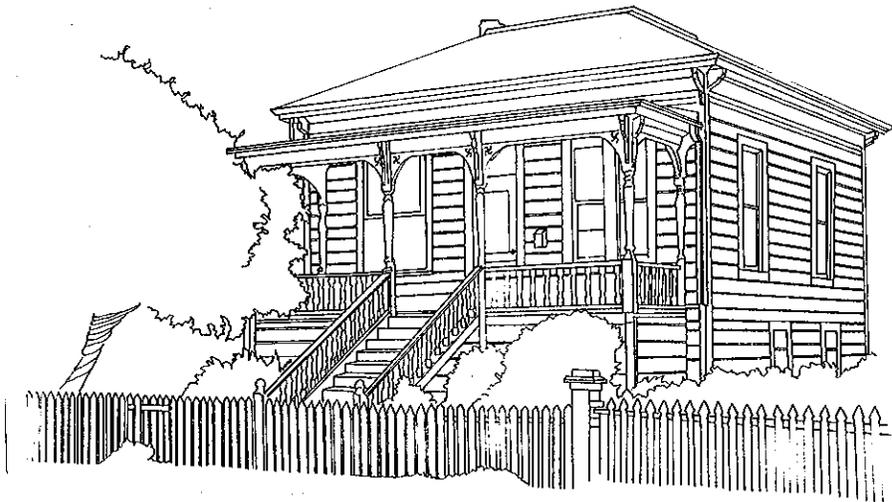
### **5. Increase Security of Condominium Ownership**

- a. Recognize the density of existing condominiums such as Imperial Place as conforming with City land use policy to increase security of homeownership.
- b. Amend the Zoning Consistency Matrix footnote in the General Plan Annual Review and/or frame other suitable written expressions of City policy.

### **6. Clear Graffiti Efficiently**

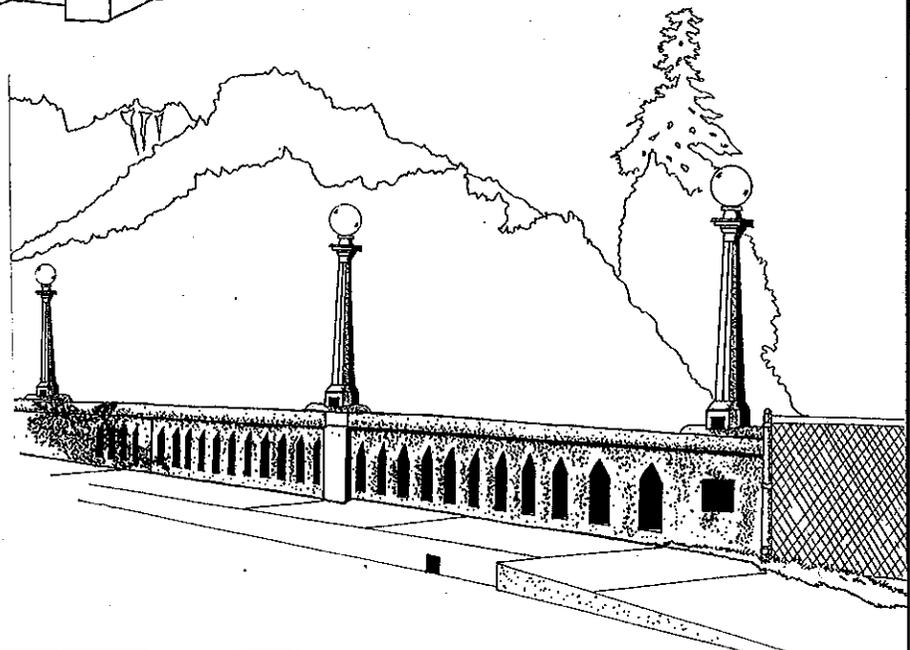
Fund a graffiti paint-out program like that of San Leandro which promptly sand-blasts, washes off, or paints out with matching color limited amounts of graffiti and notifies owners with larger amounts of their responsibility to remove it.

Pearce  
Street  
Pioneer  
Cottage



Montgomery  
Street  
Craftsman  
Bungalow

Hazel  
Street  
Bridge



## **B. Support Neighborhood Character In Land Use Policies**

North Hayward has many interesting aspects because of its early development and varied topography. Mission Blvd was the original Spanish exploration route. Later it served as the trolley route to the San Francisco ferry with the Pearce Street pioneer cottages, narrow streets and picket fences retaining some of the flavor of the last century. The Craftsman and California bungalows of the Montgomery Area give it a spacious and friendly look of the 1920s. Prospect Hill has a rich variety of custom homes, extensive landscaping and outlooks on the City, Bay and hills. More contemporary development follows the widened Foothill Blvd; Mesa Verde and City Center condos above Foothill have a Mediterranean hill town appearance with expanses of white stucco and a cascade of barrel tile roofs.

Zoning and discretionary approvals such as site plan reviews and use permits should support neighborhood character and quality and seek consistency between similiarly situated properties.

### **1. Keep the Montgomery Area as a Family Neighborhood with Traditional Features**

- a. Retain the appearance of single-family homes in residential development along Peralta, Montgomery, Sunset, Simon, and Grace. A second entrance for a duplex should be oriented to the side or rear; a detached rear carriage house may also fit. Maintain a pattern of single-family homes oriented towards the street at the regular intervals of the original lotting pattern.
- b. Require new development on Montgomery, Peralta, Grace, Simon and Sunset to continue front lawns, porches and gabled rooflines. Double garages in front, extensive paving, and stark elevations do not fit.
- c. Recognize outstanding examples of Craftsman bungalows in North Hayward and encourage preservation. Seek qualified expert to recommend homes for historic designation.
- d. Replace RHB-7 zoning on Grace and on Smalley that is out of context with area.
- e. Zone residential areas on Pearce Street, Grace Court and Smalley to allow residences. Seek to replace auto repair uses over time.
- f. Deny use permits for commercial parking/storage which would break up residential blocks such as the parking lots on Montgomery Avenue north of Sunset and car wash exit on Pearce Street. Encourage development of new homes to fill breaks.

### **2. Retain the Historic Pattern of Pearce Street**

- a. Allow narrow streets and cottages on small lots so existing development is conforming and new development of the same style is allowed on both sides of the street.
- b. Also allow cottage development on Grace Court to Smalley to extend pattern.
- c. Apply a Special Design District Zoning Overlay to Pearce Street allowing small lots and requiring only one parking space for small houses.
- d. Designate west side of Pearce Street as an historic district. Install historic street lights and special street sign.

Castro Valley Freeway Interstate Route 880

PZ-A

PD

A

Strobridge Elementary School

PZ-CG

PD

CG

CO

**NORTH HAYWARD ZONING!**

- A Agriculture
- CC-C Central-City Commercial
- CG General Commercial
- CN Neighborhood Commercial
- CO Commercial Office
- RO Residential Office
- RS Single-Family Residential, 5,000 sq. ft. of lot per unit minimum
- RM Medium Density Residential, 2,500 sq. ft. of lot per unit minimum

 Areas Rezoned with ZC 94-43

 Special Design Cottage District SD-3

PD Planned Development

PZ- Prezoning for areas within County to be considered for annexation

238 TRANSPORTATION

RS

PD

CN

RM

PZ-RM

PD

CC-C

RS

RO

Cherryland Elementary School

RM

CC-C

**3. Build Street Appeal of Mission Blvd.**

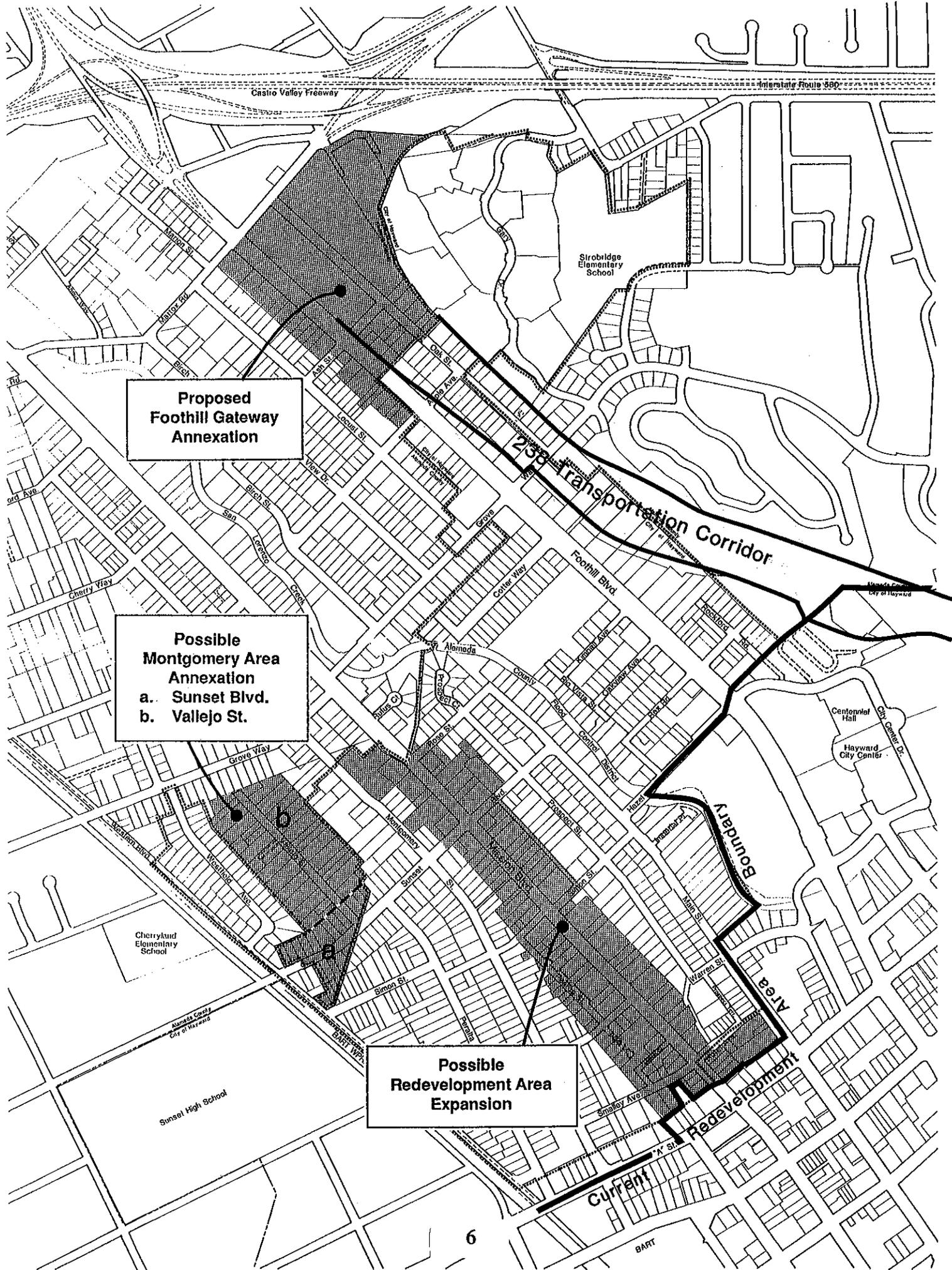
- a. Encourage stores to be sited near the street with rear parking to strengthen sidewalk-oriented commercial development pattern.
- b. Encourage local services like drycleaners, restaurants and specialty stores; discourage car washes, drive-ins and other uses which detract from street appeal such as open car repair bays next to the sidewalk.
- c. Consider expanding Redevelopment Area along Mission Blvd. to County border in order to fund pedestrian amenities, public parking, transit stops, storefront design and renovation services.
- d. Rezone from General Commercial to Central City-Commercial for design, use and performance standards appropriate to central commercial area. Apply height limit of 40 feet and medium density to relate to neighborhood.
- e. Discourage any additional thrift stores.

**4. Extend Prospect Hill Ambience to the Whole Hill**

- a. Reinforce residential qualities of Prospect Hill by requiring buildings on Main Street to fit with residential area setbacks, avoiding large blocky buildings extending over original parcel lines, flat roofs and extensive parking lots. Relate buildings to form and scale of single family residences on Prospect Hill.
- b. Replace Commercial Office zoning with Residential Office to maintain residential character in the future.

**5. Establish More Consistent Foothill Blvd. Land Use Pattern and Theme**

- a. Rezone General Commercial area at Hazel and Foothill to Neighborhood Commercial consistent with zoning of adjacent commercial areas.
- b. Extend Medium Density Residential zoning (RM) above Foothill at Rockford elevation and Commercial Office (CO) zoning on Oak Street.
- c. Extend Agricultural (pre)zoning in the 238 right-of-way north of Apple Ave. for temporary agricultural or other dominantly landscaped use. If freeway plans are abandoned, seek gateway park.
- d. Extend General Commercial (pre)zoning along the bayside of Foothill north of Apple.
- e. Encourage new development to be compatible with Mediterranean theme based on the existing olive trees, off-white stucco and natural tile roofs. Avoid post modern designs with jagged edges, large sheets of glass or extensive use of metal. Encourage classic, well-proportioned details.
- f. Require ten-foot landscaped setback in new development. Require maintenance of alternative landscaping such as planters where existing buildings lack setback.
- g. Discourage thrift stores and vehicle sales or repair along Foothill Blvd.



## **C. Support Neighborhood Standards and Public Safety**

There is general concern about public safety, enforcement of property maintenance laws, illegal units, excessive parking in front yard areas, graffiti, and poor maintenance/landscaping in Caltrans right-of-way and under the BART tracks. High standards of maintenance will help establish public safety and support property values.

### **1. Increase Public Safety**

- a. Continue active enforcement of laws against prostitution and drug sales with Neighborhood Watch cooperation.
- b. Phase in more closely spaced lighting located for pedestrian safety beginning with routes leading downtown from adjoining neighborhoods.

### **2. Eliminate Parking in Front Yard**

- a. Have police systematically enforce existing laws. Warn all violators in area who park in front yards or over sidewalks and follow up with ticketing rather than only responding to each complaint as it comes in. Include evening ticketing.
- b. Seek prohibition of recreational vehicle parking in front setbacks in North Hayward.

### **3. Maintain Transportation Corridors**

- a. Seek agreement transferring maintenance responsibility under the BART tracks to BART or provide regular City maintenance under tracks, trimming up shrubs.
- b. Hold Caltrans to a high maintenance standard in 238 corridor. Urge Caltrans to provide landscaping or interim, attractive use for their land such as a plant nursery and to screen any construction equipment.

## **D. Seek More Logical Boundaries For City Limits**

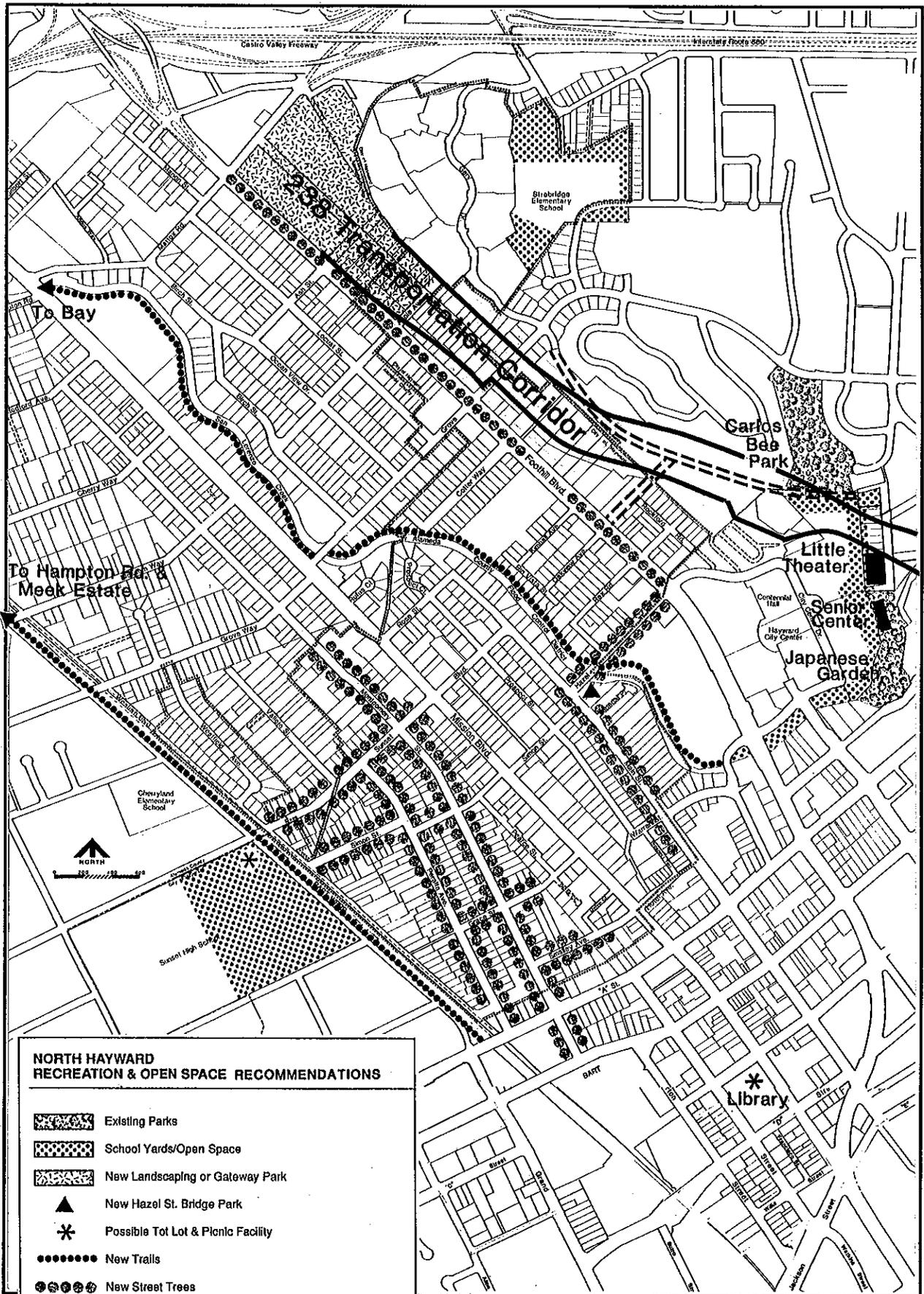
In the Montgomery Area, diagonal City boundaries cut across lots and streets, confusing governmental accountability and frustrating effective policing; cleaner boundaries would allow more efficient provision of public services. Foothill Blvd. has been consistently viewed as a City gateway; annexation would allow completion of the major northern entry to the City with suitable landscaping.

### **1. Establish rational City-County line in the Montgomery Area**

- a. Seek annexation of County parcels on Sunset Blvd. east of BART and fragment extending to Simon Street so that jurisdictional lines don't cut across parcels and all parcels and public right-of-way in the block are in the same jurisdiction.
- b. Seek annexation of Vallejo Street, if a petition signed by over half of the property owners is submitted to the City Council.

### **2. Annex Foothill Gateway to Hayward**

Annex parcels fronting on Foothill to Mattox Road/Castro Valley Blvd. and up to Mesa Verde to pursue beautification of City gateway.



## **E. Provide Public Facilities and Amenities in North Hayward**

North Hayward has no parks and only a few residences are within a half-mile walk of parks outside the neighborhood. Making streets more pedestrian-friendly with street trees can help compensate for a lack of parks. Opportunities for linear open space for riding and jogging along Western Blvd. and the San Lorenzo Channel exist. Unused City land at Simon and Main streets is an opportunity for a small park with a big view, providing a needed tot lot and picnic area. Fallow acreage in the 238 freeway right-of-way is another potential amenity.

### **1. Landscape Key Public Rights-of-Way**

- a. Develop a street tree planting program for the Montgomery Area to partially mitigate lack of parks. Select tree species for each street; plant as resources become available.
- b. Cooperate with County to develop and landscape a portion of the Union Pacific railroad right-of-way for a bike trail; including safety measures. Seek Intermodal Surface Transportation Efficiency Act or other funds for alternative transportation.
- c. Landscape Hazel Street from Foothill Blvd. to the bridge, seeking Mervyn's cooperation.
- d. Restore the Hazel Street Bridge entrance with light standards, sidewalk and street trees.
- e. Plant street trees along Main Street from Hotel to Hazel Ave. to visually tie together varied architecture and to encourage walking.
- f. Remove concrete in Foothill Blvd. medians and plant complementary shrubs and flowers between olive trees.

### **2. Develop San Lorenzo Channel Trail and Hazel Avenue Bridge Park**

- a. Develop day-use trail along the San Lorenzo channel, adding fence, asphalt path and vines or murals on concrete walls. Connection to Meek Estate, Bay Trail should be developed with a feature at the Spanish crossing at Mission and Mattox.
- b. Seek Mervyn's help in establishing trail; design as amenity for both Mervyn's and the City.
- c. Dedicate City land on Main Street near the Hazel Ave. bridge to park use and seek acquisition of corner property for a picnic spot and tot lot make neighborhood more attractive to families.

### **3. Develop Foothill Gateway Park or Entry Landscape**

- a. Seek landscaping of the 238 right-of-way at the City entrance as forest/orchard/ community garden with an entry feature such as the pergola at Mesa Verde.
- b. If the freeway is abandoned, acquire a park site at the City gateway.

### **4. Support Schools, Library and Open Recreation Programs**

## **F. Design Circulation and Transportation to Respect Needs of Residents**

North Hayward is crossed by two parallel highways: Route 185 (Mission Blvd.) and Route 238 (Foothill Blvd). The City is also pursuing a 238 freeway bypass above Foothill Blvd., with phasing to match available funds. Design of the revised project reduces freeway access from North Hayward. The future design of Mission Blvd. given study of a light rail line also concerns the neighborhood. Controlling traffic on neighborhood streets and improving pedestrian routes and crossings are of immediate importance.

### **1. Control Traffic on Local Streets**

- a. Install stop signs on Montgomery at Grace to slow traffic and make pedestrian crossing safer.
- b. Install traffic signal on "B" at Montgomery with additional crosswalk to allow safe, convenient access to BART.
- c. Install stop sign on Main St. at Hazel Ave. to slow cut-through traffic and improve pedestrian crossing to proposed park site.
- d. Retain and restore historic Hazel St. bridge. Drop plans to extend Simon St. over the Channel.
- e. Extend left turn lane approaching Foothill Blvd to relocated Mervyn's exit to avoid left-turn rush hour traffic blocking other lane. Complete sidewalk and roadway transition to bridge with suitable entry to channel trail.
- f. Control speed with more enforcement in areas of excessive speed like the turn at Rose and Main Streets.

### **2. Design Mission Blvd. for Transit and Pedestrian Amenity**

- a. Retain current roadway width and street parking.
- b. Seek free-fare zone for transit approaching downtown end of the line from AC Transit.
- c. Improve bus route signing.

### **3. Comprehensively Review Route 238 Through North Hayward**

- a. Control traffic speed entering Hayward on Foothill Blvd. by maintaining continuous parking lane and enforcing speed limits to benefit adjacent business and avoid danger of intermittent parking lane. The Foothill gateway should not function as an extended off-ramp.
- b. Request Caltrans to provide visual simulations of the proposed freeway and sound walls for residents above and below as part of environmental impact assessment.
- c. If the 238 bypass is not built, utilize some of the right-of-way to supplement street network.

## **RESIDENTIAL-OFFICE DISTRICT**

**SEC. 10.240 RESIDENTIAL - OFFICE OR R-0 DISTRICT. PURPOSE.** The purpose of the Residential Office District is to protect the residential amenity of areas with a mix of residential and office use. The scale and form of office buildings, the scale and siting of office parking, office traffic generation and hours of operation should not detract from adjacent or future residential use.

**SEC. 10-1.241 SUBDISTRICTS:** Any combining B District

**SEC. 10-1.242 USES PERMITTED:**

a. **Primary Uses**

- (1) Single family dwelling(s)
- (2) Multifamily dwelling
- (3) One boarding house or group home for 6 or fewer persons
- (4) Childcare for 12 or fewer minors

b. **Secondary Uses**

- (1) Accessory buildings and uses
- (2) Maintenance of a mail address and phone listing for business licensing purposes only

c. **Administrative Uses:**

- (1) Administrative, business, finance or professional office less than 1000 square feet
- (2) Home Occupation

**SEC. 10-1.243 CONDITIONAL USES.** The following uses are permitted subject to approval of a conditional use permit:

- a. Administrative, business, financial or professional office larger than 1000 square feet
- b. Nursing home or half-way house
- c. Child care for 13 or more minors
- d. Group home for 7 or more
- e. Religious, cultural, educational or recreational facility
- f. Bed and breakfast

**SEC. 10-1.244 LOT REQUIREMENTS.**

- a. Minimum Lot Size: 5000 square feet, except corner lots which shall be a minimum of 6000 square feet
- b. Minimum Lot Area Per Dwelling Unit: Same as permitted in RM or RH Districts, whichever is consistent with the General Policies Plan and Neighborhood Plan
- c. Minimum Frontage and Average Lot Width: 50 feet, except corner lots which shall be a minimum of 60 feet
- d. Maximum Coverage: 50 percent

**SEC. 10-1.245 YARD REQUIREMENTS**

- a. Minimum Front Yard: 10 feet
- b. Minimum Side Street Yard: 10 feet
- c. Minimum Side Yard: 5 feet
- d. Minimum Rear Yard: 20 feet

**SEC. 10-1.246 HEIGHT LIMIT**

Maximum Height Permitted: 40 feet; accessory buildings shall not exceed 14 feet

**SEC. 10-1.247 SITE PLAN REVIEW REQUIRED.** Site Plan Review approval is required prior to issuance of any building or construction permit or fence within this District.

## SEC. 10-1.443 REQUIREMENTS FOR COTTAGE SPECIAL DESIGN DISTRICT (SD-3)

### Intent:

This overlay district allows an historic pattern of small-lot, single-family cottage development near town and transit which would otherwise be precluded by contemporary lot size, front setback and parking requirements. Cottage development may utilize lesser lot sizes and parking requirements herein; other development shall follow the lot size, setbacks and parking requirements of the underlying district and respect the context of small scale residential development in design and siting.

### Parameters of Cottage Development:

A Cottage should not exceed 1200 square feet of living space or have more than 900 square feet on one floor.

Maximum Building Height shall be 28 feet.

Minimum Lot Size shall be 2800 square feet.

Minimum Lot Width shall be 35 feet.

Minimum Front Setback shall be 10 feet, unless nearest cottage on same side of street has less.

Minimum Side Setback shall be 5 feet.

Minimum Rear Setback shall be 20 feet.

### Driveways and Parking:

The Cottage District development pattern was established before cars and is suitable for households with one or no motor vehicles. One off-street parking place is required per cottage; a garage in raised basement or backyard or nearby leased parking may be appropriate depending upon site circumstance. Driveways should generally be limited to a ten feet width and in no case exceed 30% of the lot width. Double car garage doors in the front street elevation are prohibited.

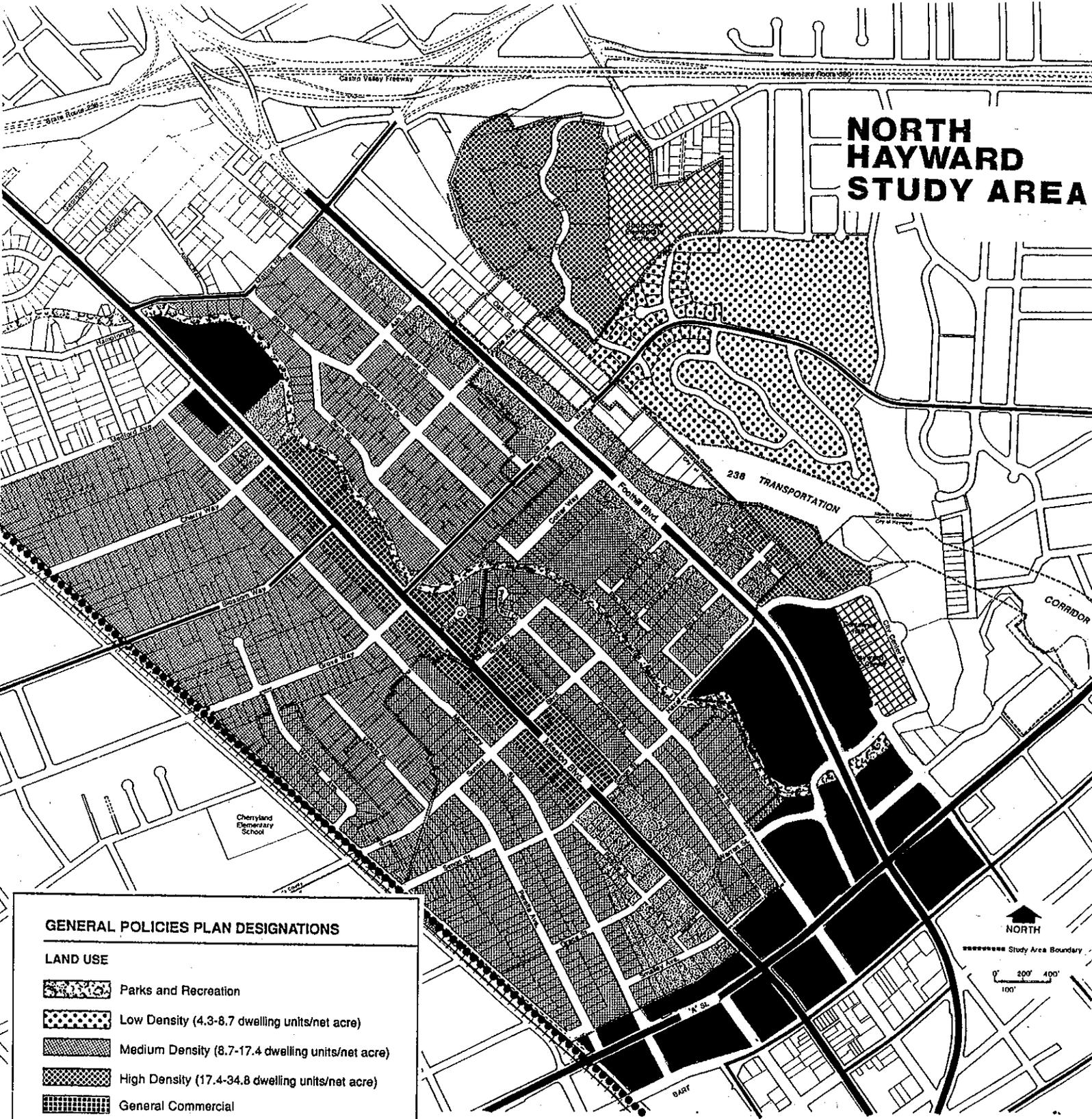
### Fences and Street Lighting:

Front fences should be white picket fences; walls across the front of the lot and chain link fences are prohibited. A lantern style pedestrian light at front entry walk shall be provided.

### Architecture:

Typical pioneer cottages have a medium pitch hip or gable roofs; double hung, vertical windows, symmetrically arranged; wide horizontal wood siding; front porches across all or most of the front elevation with decorative wood post and ballustrade; exterior steps ascending from raised basement level and white picket fences. Later Victorian cottages with more decorative elements and still later Craftsman cottages have related rooflines, materials, and orientation to the street. New cottage development should continue themes of horizontal wood siding, hip or gable rooflines of medium pitch, and front entry porch that is expansive relative to the size of the cottage.

# NORTH HAYWARD STUDY AREA



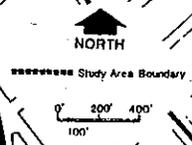
## GENERAL POLICIES PLAN DESIGNATIONS

### LAND USE

-  Parks and Recreation
-  Low Density (4.3-8.7 dwelling units/net acre)
-  Medium Density (8.7-17.4 dwelling units/net acre)
-  High Density (17.4-34.8 dwelling units/net acre)
-  General Commercial
-  Commercial/High Density Residential
-  Public and Quasi-Public
-  Retail and Office Commercial

### CIRCULATION

-  Transportation Corridor
-  Major Arterials
-  Minor Arterials
-  Rapid Transit
-  Railroads



**NORTH HAYWARD**



**PLANNING  
CONSIDERATIONS**

## North Hayward Environmental Context

Planning begins with an assessment of the environment in which development will occur. Protection and enhancement of natural amenities and respect for natural hazards can make future investment more fruitful. In North Hayward, earthquakes are the environmental concern of first magnitude. Others to be covered here are hydrology, air quality, noise and vegetation.

### Seismic Concerns

North Hayward is traversed by the active Hayward Fault. The last major rupture was in 1868; the U.S. Geological Survey estimates a high probability of a major earthquake within the next thirty years. A couple of accounts of the 1868 Earthquake pertinent to North Hayward are included here. The Hayward Journal recounted in 1884:

"Two people [of a few hundred residents] were killed. The Spoerer Hotel knocked off its underpinnings, the flour mill overturned, the walls of the warehouse caved in... Mrs. Lockwood resided in the house now owned by William Pierce. She was inside when it turned over and landed her in the cellar. The shock made her crazy..."

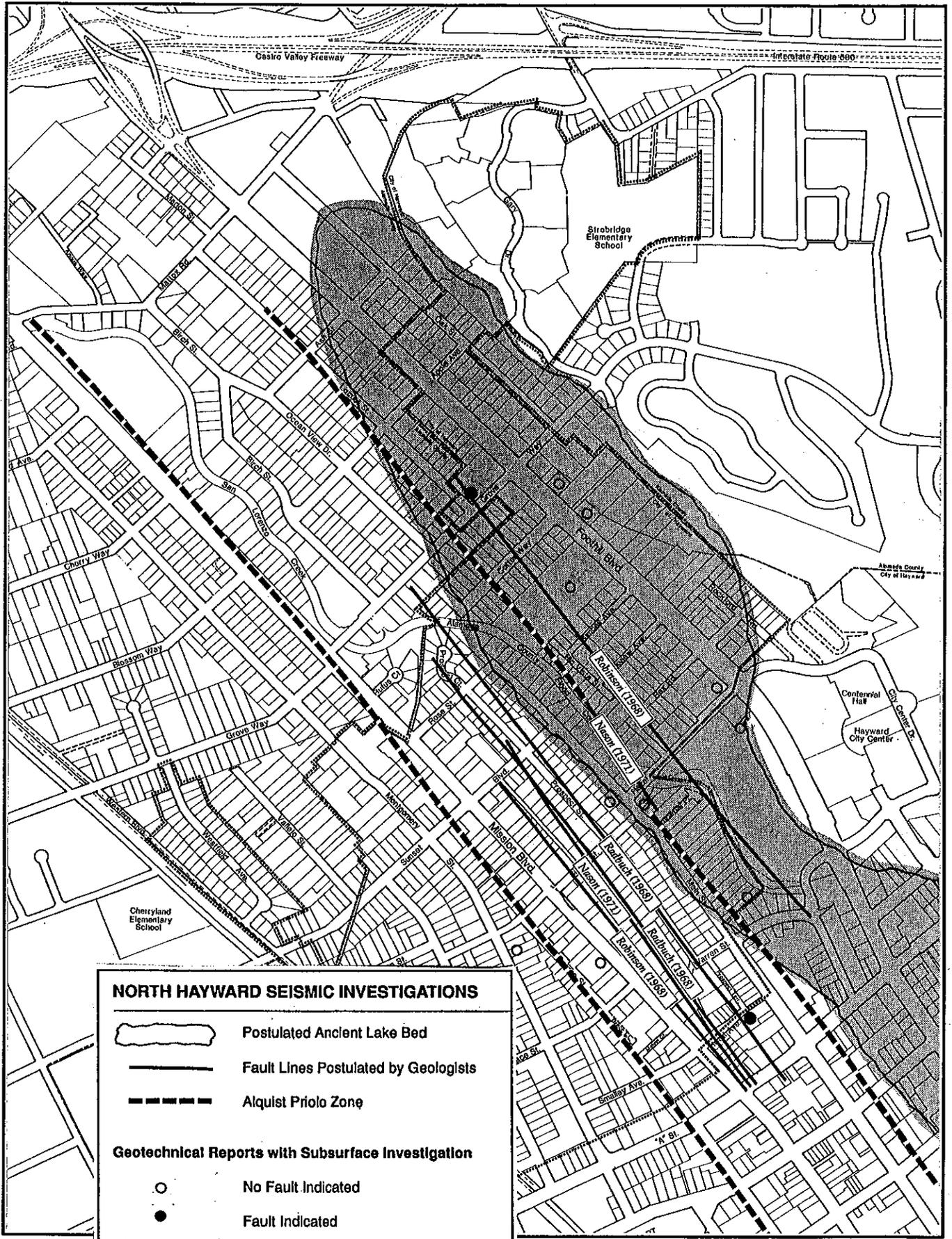
Mrs. William Hayward, proprietress of the Haywards Hotel at Main and "A" Streets, reported:

"The crack past diagonally up the Haywards Hill [Prospect Hill] and crost 3 feet from the south corner of the old hotel [it was later rebuilt and enlarged]... By the hotel the crack first opened 18 to 20 inches, but soon closed to 5 or 6. It was of unknown depth; several balls of twine, tied together, with an iron sinker, failed to find bottom."

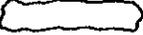
Eyewitnesses also described other lesser cracks further to the east, but geologists did not have enough information to map them as the Hayward Fault of 1868 was not mapped until 1906.

In 1973, the State of California mapped a Special Studies (Alquist Priolo) zone along active faults and began requiring geotechnical reports for construction other than single-family homes under two stories or buildings not for human occupancy. Hayward also usually requires reports for single-family homes in order to prevent building over or immediately adjacent to an active fault; generally a setback of fifty feet is sought from an active fault as ground warping will occur along the fault. An active fault is associated with property damage caused by tectonic creep in addition to the rare but decisive earthquakes; tectonic creep has been measured at the Rose Street curb at 6 mm (about a quarter of an inch) a year.

The vicinity of the State mapped fault trace within in North Hayward is presently zoned for low density residential development and has low rise wood frame develop-



**NORTH HAYWARD SEISMIC INVESTIGATIONS**

-  Postulated Ancient Lake Bed
-  Fault Lines Postulated by Geologists
-  Alquist Priolo Zone

**Geotechnical Reports with Subsurface Investigation**

-  No Fault Indicated
-  Fault Indicated

ment which is relatively resilient in earthquakes. New residential developments and subdivisions in the Alquist Priolo Zone need geological studies to avoid active fault traces. Additional geological reports would clarify developable areas, especially on the underutilized Mission Blvd. frontage, and should be encouraged. Over the fault, a continuous greenway is suggested in the General Plan. In North Hayward, the State has mapped the Fault on the west slope of Prospect Hill.

The location of the Hayward fault has been mapped by different geologists at different locations through North Hayward as shown on the map; there may be more than one active fault trace. Fault mapping relies on historic reports, subsurface findings of discontinuities in soil layers and surface observation of stream offsets, stepping cracks in pavement, offset curbs and deformed structures. Interpretation by geologists can vary. For example, in subsequent studies deformation near the Hazel Street Bridge has been interpreted as downslope creep in clay soils and unequal settlement of fill rather than fault movement. Additional geological reports filed with the State Department of Mines and Geology as required by law - will improve the accuracy of fault mapping.

Unstable soil and weak structures (e.g., San Francisco Marina District and the Oakland Cypress structure) result in far greater loss of life and property than fault ruptures. Unfortunately funding for statewide mapping of seismic hazards was to come from the discontinued earthquake insurance fund. An ancient lake bed along Foothill Blvd might figure in such mapping; new development in the area should consider the potential for ground failure in earthquakes according to a 1975 City-commissioned study. The shape of the postulated lake is shown on the fault line map. No hill areas in North Hayward are shown as particularly susceptible to sliding in the Conservation Element of Hayward's General Plan.

In addition to monitoring construction in the Special Studies Zone, the City is reducing the hazard of buildings susceptible to failure in an earthquake. The City of Hayward identified potentially hazardous unreinforced masonry, tilt-up and high occupancy buildings in 1991 and has required retrofit of the early concrete tilt-up and unreinforced masonry buildings. New buildings in the downtown and Mission-Foothills are to be built to more rigorous structural standards. The downtown fire station is to be rebuilt and the City Center Building has been vacated because of inability to withstand a major earthquake on the Hayward Fault.

Fourteen buildings in North Hayward were initially identified as potentially hazardous unreinforced masonry. Many were subsequently determined to have reinforcement because they had a building permit issued after 1944 or because they submitted tests indicating reinforcement. Those deleted from the unreinforced masonry (URM) list were: 22126-36 Mission (apartments over stores), 22175-77 Mission (auto parts), 22200-06 Mission (vacuum cleaners), 22312-16 Mission (tires), 22331-35 Mission (St Vincents resale), 22354-60 Mission (restaurant and barber) and 22419 Mission (mufflers), 22145 Mission Blvd. (commercial garage), and 22365 Mission Blvd. (restaurant). Remaining North Hayward URMs are:

22154	Mission Blvd	(commercial garage) - plans submitted
22164-68	Mission Blvd	(night club)
22357	Mission Blvd	(upholstery) - plans submitted
22370-72	Mission Blvd	(leather apparel) - plans submitted & approved
22431	Mission Blvd	(commercial garage) - plans submitted & approved

Owners are to have submitted retrofit plans. If they do not submit plans, the building official is required to order the building vacated and may order the building demolished. Once a building or demolition permit is issued, the owner has six months to commence work; work is to be completed within 18 months of the issuance of the permit. Seismic retrofit is to be completed by the summer of 1996. The City has put together a commercial lender pool to provide a source of loans within the historic district (downtown to Grace Street) and has retained a consultant to work with owners outside the historic district.

The connection of older wood-frame buildings to their foundations is also of concern. The State and the City have considered requiring older homes to be bolted to their foundations with plywood bracing on the interior foundation wall to restrain shaking. This is a very cost-effective retrofit for individual homeowners and could avert conflagrations threatening life and surrounding properties.

Masonry foundations are more expensive. Usually they are simply replaced or saddled with concrete. Where the foundation is an important architectural element (Craftsman houses with flared stone or clinker brick foundations), a new foundation system can be built inside the original. Modern buildings in North Hayward with "soft stories" on the bottom as for lobbies or parking garages may also benefit from strengthening.

There is neighborhood concern about the city's response capabilities after an earthquake. The City has continued to work on securing water sources to fight fires after an earthquake by planning temporary water connections across the fault and establishing emergency wells on the west side of the fault. An Emergency Operations Center has been set up at the Police Department to assess critical needs, coordinate resources for response and document damage for subsequent claims.

Citizens are expected to assemble their own first aid supplies and emergency provisions. Emergency medical response by the Fire Department will be preempted by the need to suppress any fires first and free trapped people second. Neighborhood Watch participation can help neighbors know the special skills, equipment and needs present on their block.

## Hydrology

The only watercourse in North Hayward is the San Lorenzo Creek. The Creek has a drainage area of approximately 45 square miles, collecting the waters of Palomares Creek, Cull Creek, Castro Valley Creek and Crow Creek. As a primary watercourse in Alameda County, it has always been a location of settlement.

Urbanization results in accelerated runoff from paved areas and lessened acceptance of overflow. Several changes were engineered in San Lorenzo Creek 1955-62 to accommodate more flow. The Cull reservoir and the Don Castro Reservoir were constructed along the Creek in 1962 and 1965 by the Alameda County Flood Control and Water Conservation District; these reservoirs can attenuate flood peaks and have been used as recreational resources. The San Lorenzo Creek was also channelized below Foothill Blvd. The Corps of Engineers designed the channel to carry 9,150 cubic feet per second; the highest recorded flow in the past fifty years was 7,460 on October 13, 1962. There are no areas along the San Lorenzo Creek with any mapped 100 year or 500 year flood hazard.

There is neighborhood interest in restoring the natural amenity of San Lorenzo Creek. Constraints are the interest of the Flood Control District in maintaining channel capacity and cost. Santa Rosa citizens seeking to naturalize the creek in their downtown area were successful in getting the City, County and Water District to fund design and capacity analysis of a naturalized channel (\$105,000). The plan is to narrow the bottom, place rocks and trees in the new tapered sides, and widen some areas at the top to accommodate heavy rains. Santa Rosa will seek to implement pieces of the plan as opportunities such as grants and development occur. Costs can be very high in a constrained area; naturalizing a quarter mile of the Las Trampas Creek was estimated at \$4 million in downtown Walnut Creek. Plans for the City's namesake creek are to relieve demands on Walnut Creek with a supplemental channel so that it can remain a natural feature with a trail along the top. The trail is to dip under roadways and come down to the Creek in the downtown.

Study of the San Lorenzo Creek might reveal some cost-effective solution such as leaving capacity in the reservoirs to collect storm water in the rainy season for gradual release so the capacity below could be reduced with landscaping. Another possibility may be covering the channel and landscaping the top as recreational space. Capacity may already be set by the size of the culvert under Foothill Blvd. so that covering the channel wouldn't further restrict water flow. The simplest way to make the Channel a recreational amenity would be to install a bikeway along the maintenance road and to cover the graffiti walls with vines.

In addition to surface water, groundwater is also a planning issue. Groundwater is available in sand and gravel aquifers in North Hayward. These have not been mapped because the City of Hayward has supplies of high quality water from the Sierra. Sub-surface reserves may become important if the Hetch-Hetchy system is severely damaged by fault activity. Potential contamination sources in North Hayward being monitored are:

21494 Foothill (BP gas station)	21995 Foothill (Chevron station)
21501 Foothill (Beacon station)	21715 Mission (former Toyota dealer)
21732 Foothill (Stuart Carpet)	22916 Mission (Mitsubishi dealer)
21799 Foothill (Foreign Auto Service)	

Clean-up of sites typically occurs in preparation for sale or development of property. It may be compelled by the County Health Department at other times if it becomes a health priority.

## **Air Quality**

Heavily traveled roadways are the principal air quality concern in North Hayward. Route 580, Foothill Blvd. and Mission Blvd. are "line sources" of carbon monoxide, oxidants and other pollutants. Air quality improvements with tighter restrictions on point (industrial) sources and on motor vehicle fuels have made some headway in improving air quality even in the face of rapidly increasing motor vehicle mileage. Remaining regional strategies for improving air quality have lower cost-benefit ratios or more political resistance. The Bay Area Council suggests that the most effective remaining strategies are market-based reduction in vehicular use:

**Congestion pricing of major roadways based on costs to widen such facilities in urban areas, for rush hour traffic;**

**Parking fees based on the cost of providing parking spaces;**

**Higher gas taxes to cover costs of highway patrol and maintenance;**

**Smog fees based on health damage costs from air pollution associated with the particular vehicle.**

Discretionary local land use control is important in reducing long term health damage from air pollution. The growth in motor vehicle trips can be reduced by encouraging commercial, educational and occupational destinations and the higher density residences close to transit and by providing attractive, safe pedestrian connections. The downtown and Mission Blvd. have the most potential of being transit and pedestrian oriented because they were initially developed for that pattern of land use. The current lack of convenient parks, schools, and neighborhood shops has probably increased motor vehicle use in the neighborhood.

Stop and go driving in congested areas and high speed travel generates more pollution than steady, moderate speeds. Improving air quality by reducing congestion with expanded roadway capacity has not proved effective over time due to subsequent changes in the land use pattern, documented in studies by Steven Putnam of Lincoln Land Use Policy Institute. Additional freeways open up a wider commute area, spreading settlement and lengthening trips as noted in the State Energy Plan. Congestion is restored to the improved corridor by further sprawling growth and the shift of traffic from other routes to the improved corridor.

Planting buffer rows of trees along sources of line pollution somewhat ameliorates air pollution; this strategy may be relevant for freeway edges of Mesa Verde and the slopes of Prospect Hill along Mission Blvd. Locating outdoor activities like playgrounds and

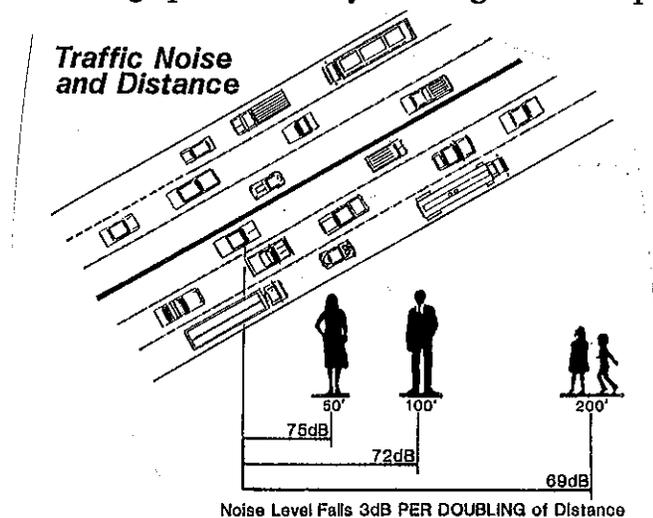
sportsfields away from major roadways is also desirable as more contaminants are breathed in by children and active people.

Concern has also been expressed about fumes from paint spraying on Smalley Street. If several neighbors report odors in the same time period, it becomes a priority of the Bay Area Air Quality Control District.

## Noise

High noise levels attend high traffic volumes and rail lines; the highest noise levels in North Hayward are along I-580 and along the rail line on Western (when an engine is coming through). Noise standards are set to allow people inside buildings to talk to each other in a normal voice; excessive noise damages hearing and psychological well-being. Complaints about noise are generated by an increase in noise levels rather than sustained high levels; people tend to ignore persistent noise levels.

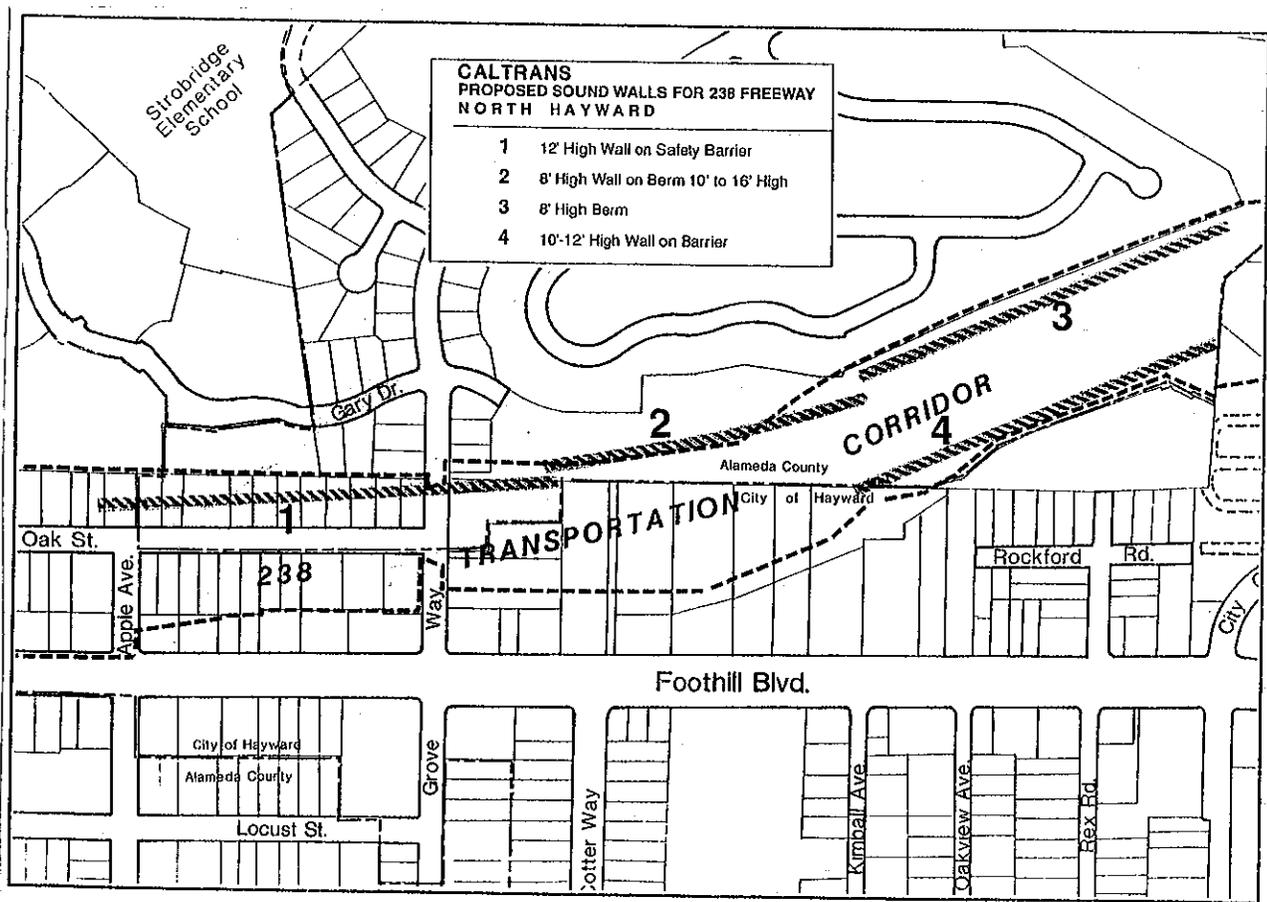
Residences in Hayward are considered conditionally compatible with noise exposure of 60-70 decibels CNEL while commercial may be compatible with more noise. Conditions for building in noisy areas are typically installation of air conditioning and double paned windows and placement of outdoor use space in an area shielded from the noise source by the building. Setback from the source of the noise is the most effective solution; traffic noise will not usually exceed standards for people who live more than 500 feet from heavily travelled freeways especially if shielded by barriers such as other buildings or walls. In addition to site planning, noise can be lessened by smoothing tracks and roadways, by lessening speeds, and by limiting outdoor speakers and horns.



The City's Noise Element indicates that residences along the railroad, Mission Blvd and Foothill Blvd. may be exposed to excessive noise levels. Noise studies would need to demonstrate noise mitigation for any residential development such as dual pane windows and ventilators. The Foothill Freeway would add another, wider noise corridor. Caltrans evaluation of noise generated by the proposed freeway south of Apple Avenue suggests berms and sound walls to lessen the noise increase for the houses on Knoll Way, Carlos Bee Park and the condos at City Center and at the bottom of Gary Drive.

Unfortunately the City does not have a noise study covering Mesa Verde; it was approved before environmental impact reports were required and the noise contours in the City's Noise element are incomplete in that area. The environmental report for I-580 analyzed noise impacts for existing homes when Mesa Verde was approved but not built. The draft environmental impact report for 238 analyzed noise from Apple Avenue south, but not for the interchange area around Mesa Verde. The final Environmental Impact Statement has not been released. If projected noise levels are 67 decibels or more, Caltrans is required to consider noise mitigation. It is not always possible to mitigate noise because of terrain or need for access; barriers must break the line of sight between the receptor and an 11.5 foot high truck stack and reduce the noise level by 5 decibels or more to be considered cost effective.

Noise can be avoided by maintaining distance between the source of noise and residences. Use of berms or industrial buildings to block noise is not generally appropriate on hillsides. Many in the neighborhood are adverse to sound walls because of their sterile, prison-like appearance, lack of emergency access, and perceived ineffectiveness for locations not immediately adjacent to the walls. Dense stands of an appropriate bamboo species were suggested as an alternative to soundwalls in neighborhood meetings.



## Vegetation

There is little native flora and fauna in North Hayward. A large live oak and a large native sycamore along the east end of Rose Street may suggest some of the original vegetation near the creek. The Creek and Prospect Hill do have a relatively high concentration of vegetation. As part of the form of the area, these areas and streets with regular street tree planting have noteworthy vegetation.

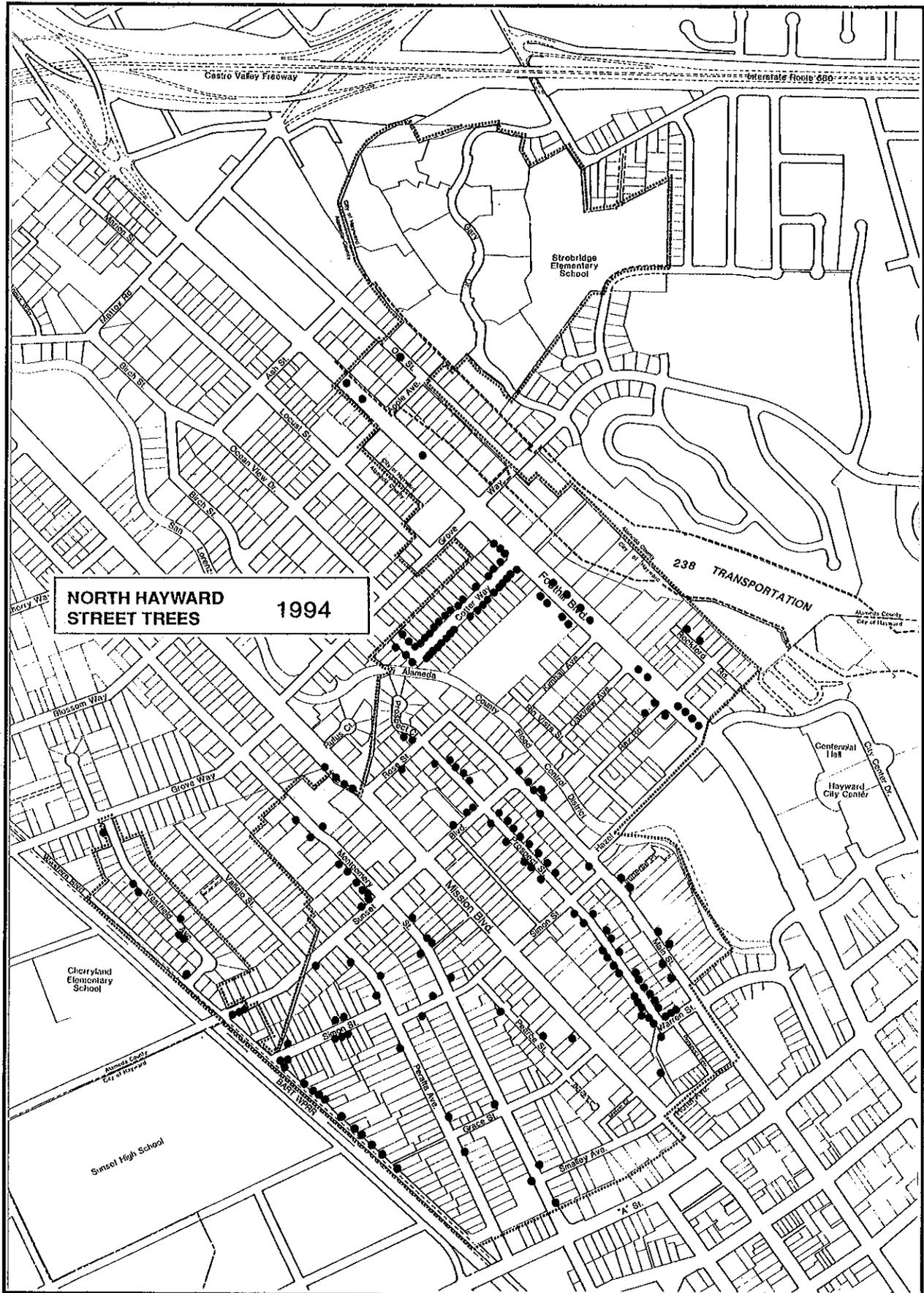
Along the banks of the San Lorenzo Creek channel are eucalyptus trees, Monterey pines, acacias, a scattering of elms and blackberry. If it were considered desirable to extend some of the tree forms along the creek by City Center to give more continuity to the Creek, black locust and elderberry would be the suitable additions. A riparian setting would be suggested by alders and willows, with trailing willows perhaps softening the concrete embankments.

Where vegetation has been removed for development close to the edge of the channel, the channel is less of a natural feature and more an eyesore of concrete walls sprayed with graffiti. If hanging vines would reduce costs of responding to complaints about graffiti, the Flood Control District would consider such planting. Any planting or other modification in the channel which would substantially reduce capacity would be resisted by the District.

There are numerous large trees in backyards of Prospect Hill homes. The most significant to the appearance of the neighborhood are those on the west face of the hill which provide a backdrop for Mission Blvd and stabilize a steep embankment along an active fault trace. An even wider variety of vegetation is apparent on this slope: palms, deodar cedar, acacias, Monterey pine, California pepper, bamboo, eucalyptus, oak... Those which seem particularly suited to the situation are the deodar cedar, acacias, and California pepper; filling in more barren sections should benefit the appearance of Mission Blvd. and better buffer the homes above.

Streets with relatively uniform tree planting include the County section of Montgomery (sycamore), Foothill median (olive) and Cotter Way (magnolia and camphor). Street trees are generally considered a cost-effective way of improving neighborhood appearance, especially where the architecture does not have a unified or pleasing appearance. They also improve air quality and moderate the climate.

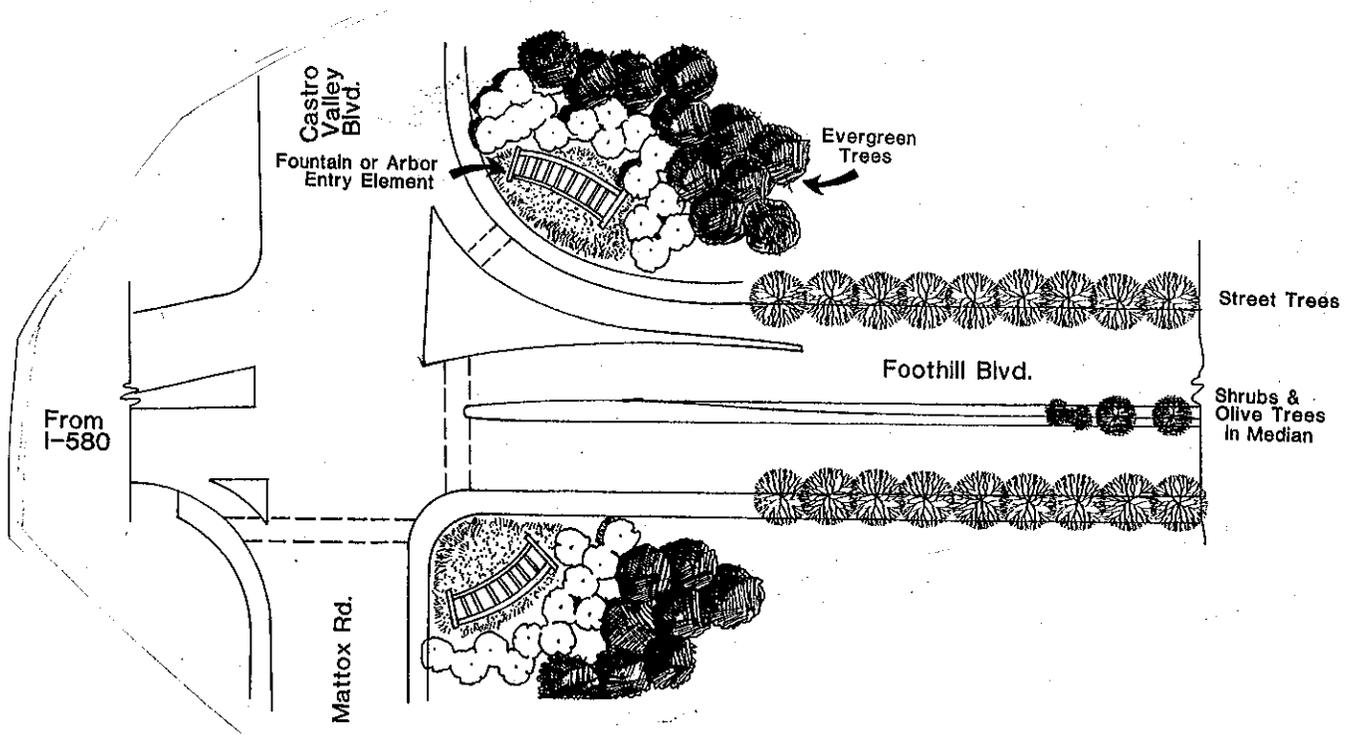
In order to extend scarce resources further, the City's Landscape Maintenance division provides some street trees, stakes, fertilizer, and instructions for people to plant their own street trees within budget limitations. They also provide debris pick-up for neighborhood groups who arrange to do some maintenance work in areas not high enough priority for limited City crews. While residents appreciate the availability of these trees, they feared individual efforts would not result in a uniform, attractive street appearance. Professional planting along whole streets, as planned for Jackson Triangle neighborhood, seems necessary for significant contribution to neighborhood appearance, especially where there are many rentals.



The Landscape Maintenance division has selected street tree species for streets which fit with available planter strip width and existing trees; in the future they hope to discuss choices with each neighborhood. For Peralta and Montgomery streets, the designated tree is the russet magnolia; it grows to be 20-25 feet and is selected to fit in the 3 1/2 foot planting strip. The City's tree survey show a variety of trees planted there now including jacaranda, liquidamber, Spanish dagger, prunus, ginkgo and hawthorne trees. In the County, there are sycamores on Montgomery which form a tree canopy because of their larger size. For Main Street, the presently designated tree is the Bronze Loquat which may be reconsidered because of the narrow 2 1/2 foot planting strip. Crape myrtle, photinia, flowering plums or cherries may be deemed by landscape staff as more appropriate. A variety of street trees would imitate the varied street tree plantings on Prospect Street and mark the change in Main Street from downtown to Prospect Hill.

The Neighborhood Task Force recommends building on the olive tree and mediterranean theme on Foothill Boulevard. Plants associated with olive include pines, bougainvillea, cistus, lavendula, salvia and rosemary.

The 238 right-of-way offers fallow land for a major landscape entry statement, whether interim or permanent, at the northern gateway to Hayward.



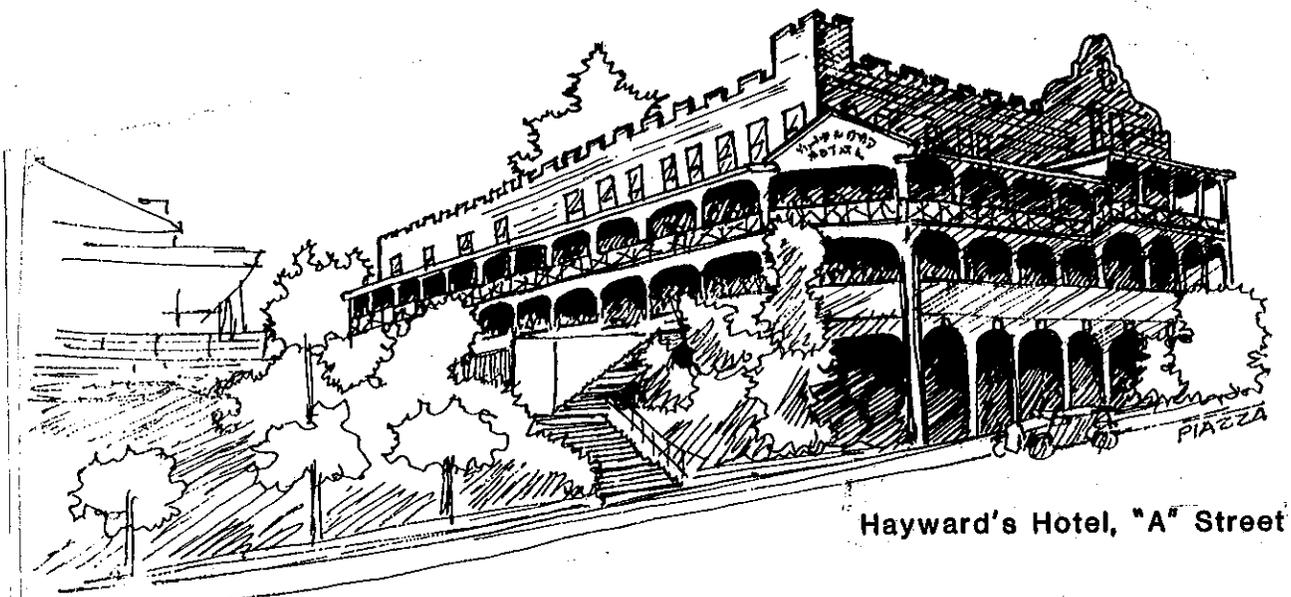
## North Hayward Historical Context

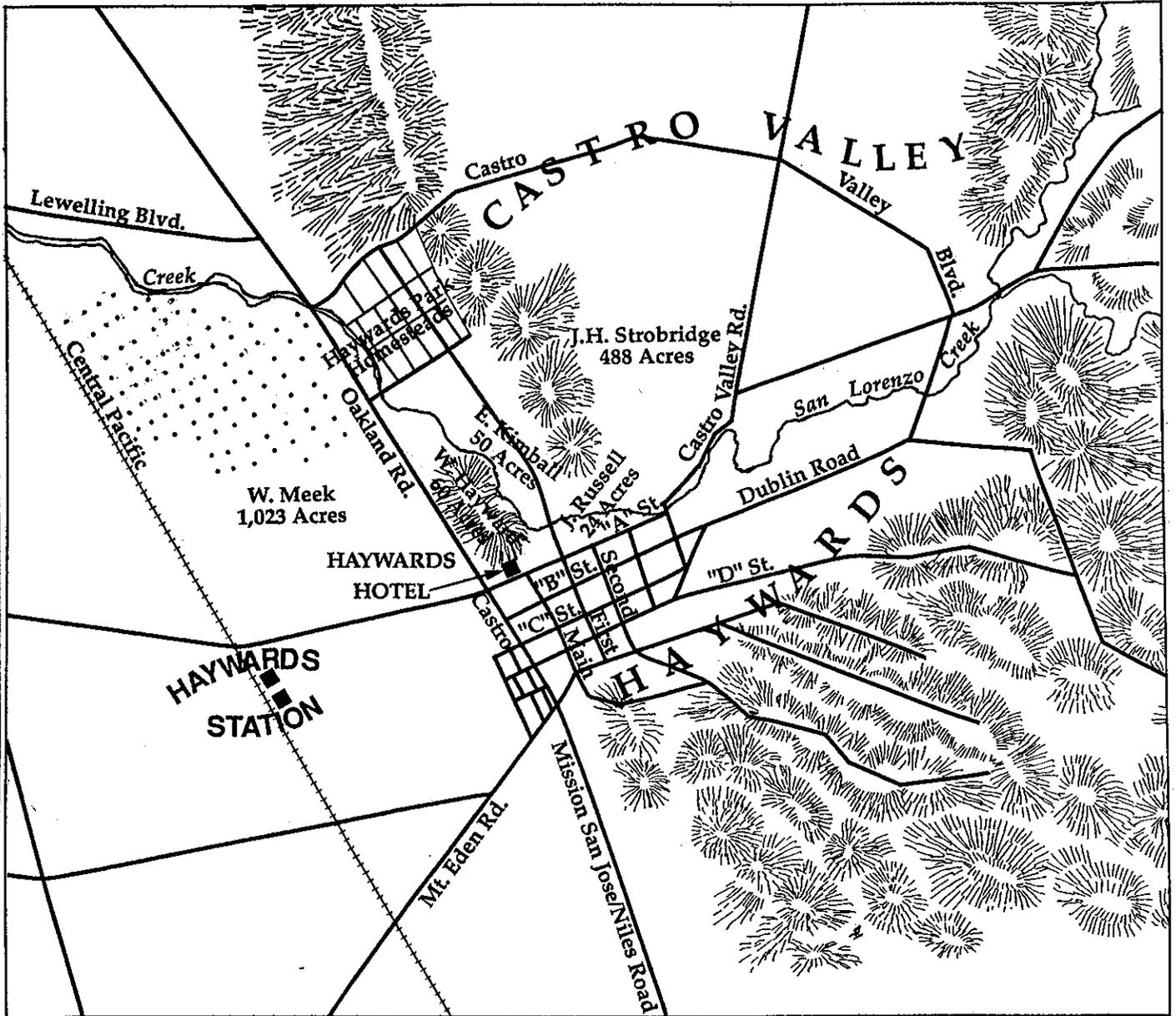
The initial occupants of North Hayward were the Costanoan/Olone Indians. Any undisturbed areas along San Lorenzo Creek should be considered highly archaeologically sensitive as artifacts may remain.

Modern history of this area branched from a trail taken by Juan Bautista de Anza in 1775-76 with 240 colonists and 1000 head of stock. This trail, now Mission Blvd., was designated as an historic trail in 1990, one of seven in the United States. The National Park Service is seeking to work with local people to provide historic markers and other enhancements of the trail. DeAnza's encampment where the San Lorenzo Creek crosses Mission at Mattox, called "The Spanish Crossing," may be a site to feature.

Early North Hayward development was as an extension of the settlement of Haywards. The location of Haywards was described as unusually beautiful, nestled in the hills but open to a views of the Bay to the west. A Gold Rush immigrant, William Hayward, managed to ingratiate himself to the 1841 recipient of the Mexican land grant, Guillermo Castro, by making him a pair of boots in 1851. He went on to open a store and then a hotel, buying over 115 acres from Castro in 1856 for \$4,048. He became the postmaster and the roadmaster.

By August 1865 there was narrow gauge rail service from San Francisco to Haywards along East 14th (Mission) through the Meek orchards and grain fields and ending at Castro's Plaza (now the Library). Orchards and street trees gave Haywards an increasingly verdant look towards the end of the nineteenth century. William Hayward's Hotel on "A" Street between Main and Mission was expanded several times to 100 rooms; cottages ("Birds Nest," "Hillside" and "Corner House") were added on Haywards Hill (Prospect). Ghiradelli employees were among those sent from San Francisco for their vacations until the Hotel burned in 1920s.





**NORTH HAYWARD**  
**1 8 7 8**

Besides William Hayward's holdings on Prospect Hill, the other early owners in North Hayward indicated on the Historical Atlas of 1878 were William Meek, Edwin Kimball, and JH Strobridge. Meek owned 2800 acres in Eden Township; his grand Victorian estate home may still be seen in the HARD park off Hampton Road by San Lorenzo Creek.

Dr. Edwin Kimball owned fifty acres east of the Creek he called "The Homestead," with his home located on the farm. In addition to his medical practice, he managed his fruit farm and served on the State Board of Horticulture. A Ruth Kimball was the first teacher in Hayward. There was a redwood grove on the Kimball farm where people held church services after the earthquake in a sudden surge of religious fervor. It may have been on the Mervyn's parking garage site at the bend in San Lorenzo Creek.



Kimball's Homestead? 1170 Rex Road

James Harvey Strobridge was the most nationally significant North Hayward resident having served as the Superintendent of Construction of the Central Pacific Railway and laying the world's record of 10 miles of track in one 24 hour period in 1869. After completing the first transcontinental railroad (and losing an eye from explosives), he bought 500 acres between Haywards and Castro Valley to settle amidst orchards and gardens in "the Garden of Eden". As a member of the school board he was instrumental in building Hayward's elementary school at "B" and First Streets.

The earliest town lot subdivision in North Hayward was Pearce Street, six acres bought by Hayward's employee, William Pearce. Pearceville was a stop on the electric trolley line from Oakland and was distinguished by the (Trinity) Protestant Episcopal church terminating a very short Grace Street. That church was moved to Simon and Castro Streets (Mission Blvd) in 1905 where it sprouted one of the first kindergartens. It was finally moved to Templeton in 1957 to make way for a Cadillac dealer. A visitor wrote of the kindergarten:

“Does everyone in Haywards know that so good a thing as a kindergarten is established here? I was strolling down Castro Street from the Haywards Hotel when I was attracted by the laughing and chattering of children... so happy, their fingers busy and eyes watchful to find colors on cubes, spheres and fancy designs... learning beauty...”

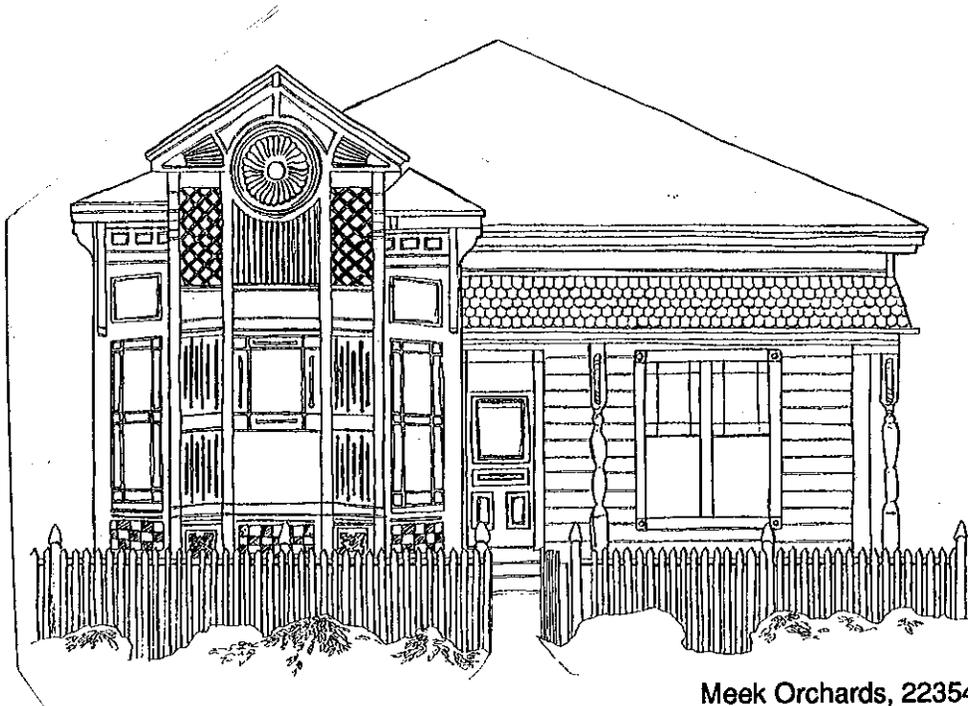
William Hayward subdivided 60 more lots in 1885. Castro Street property owners in the Assessor's records of 1900 still included several names of historical interest. Rachael Hayward, William Hayward's wife who ran the hotel after his death, retained lots on both sides of the street. Jim Smalley, who managed the City Water Department, had a lot near. His father, David Smalley, had a home was down the street on what became Smalley Street; he was one of the original pioneers who had run a livery stable and was part of the volunteer fire department. His sister Lelia married TB Russell next door. The Russell family was another prominent pioneer family. Father Joel Russell acquired extensive holdings in Eden Township including "Russell City" at the west end of Winton. On the east coast, Joel had been a clerk and school teacher; in Hayward he started as a carpenter and farmer and then became a justice of the peace, a city attorney and a politician supporting Abraham Lincoln and prohibition. Charles Allen was another notable citizen, having caught 60 trout with a friend in San Lorenzo Creek the first day of Trout Season 1885, and Mrs. Josephine Silva yet another, having killed 18 quail with one shot.



Wilson Apartments, 22268 Mission Blvd.



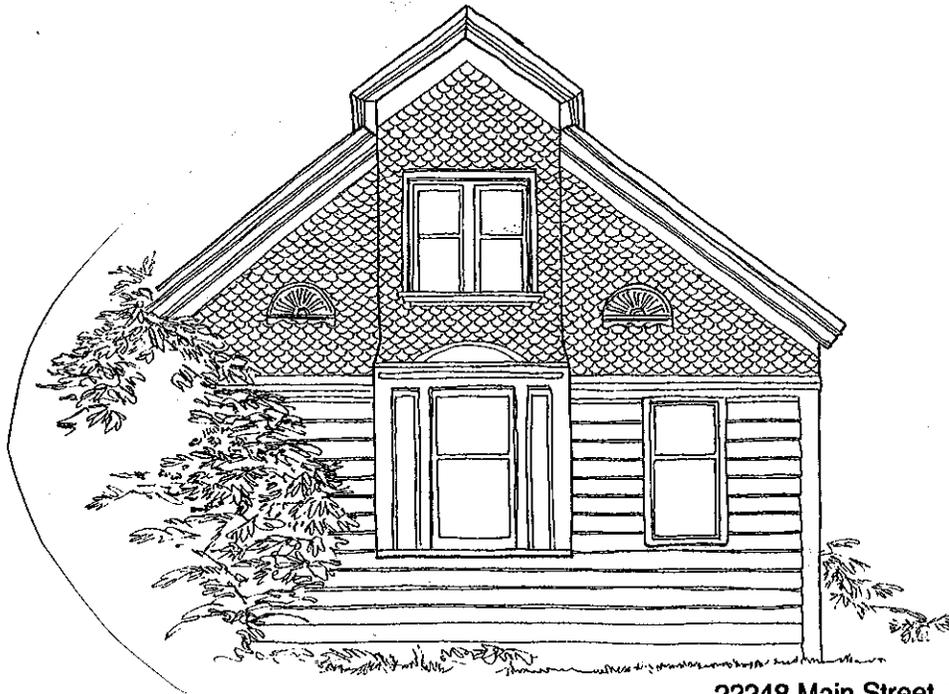
The structure of this original community along Mission Blvd./ Castro Street has been replaced by car sales lots and garages but can still be seen in a large 1949 photograph displayed at the Hayward Area Historical Society. Pearce Street still has its original homes (1860's) on the west side and at both ends along with some white picket fences, retaining a flavor of the last century with narrow streets and small blocks and small lots near shopping and transit. Most of the original houses modest square structures - raised cottages with lap siding and hip roofs and shed roofed porches along the whole front. Some similar early homes still exist in the other earliest subdivision, "Haywards Park Homesteads." Further west a more elaborate Queen Anne Victorian house remains on Western Ave, which must have been surrounded by orchards a hundred years ago.



Meek Orchards, 22354 Western Blvd.

The portion of Meek orchards included in the original City limits of 1876 (with a diagonal line which still confounds reasonable jurisdiction) were subdivided in the 1910s and 1920's. The Montgomery (formerly Soto) and Peralta area sprouted lawns and bungalows, a classic early California image of spacious living in an inviting climate, though most deeper lots subsequently acquired additional units in the back. The largest bungalows have heavy exposed timber Craftsman features on the deep porches/verandahs which provide an outdoor room the width of the front. Low pitched projecting rooflines enfold second floors unobtrusively with windows peeking through gable ends and shallow shed dormers. The chimneys and foundation level are of clinkerbrick or river rock, tending to spread as they reach the ground like old roots. These are very distinctively horizontal craftsman homes; the detail evident in the exterior woodwork suggests interior architectural distinction as well. The appeal of the Craftsman style with its understated richness of natural materials and carefully balanced details is currently being rediscovered. The layout of the subdivision with walkways across the longer block to shorten walking distances is also of note.

On the hill, notable names in 1900 were Edwin Fish, who had bought up local electric service, and Thorup and Asmussen, an early contracting partnership. The hill acquired many elegant custom homes over the years, including early Victorians, Queen Annes, brown shingles, Mediterranean, period revival Normandys, moderne, international, and California ranch styles. With its incremental development, Prospect Hill provides the widest variety of architectural styles of any area in the City, integrated in most sections by abundant green landscaping. One of the last early homes on Main Street is a Victorian at 22248 Main moved back far from the street behind a garage so that only a peek of fish-scaled gabled end inset with a sunburst is visible; from the channel it rises from the trees with steep white gables and square tower. An a few simpler Victorians with wide front porches are also present on the hill.



22248 Main Street, Prospect Hill

Car-oriented subdivisions came to North Hayward in the nineteen forties with the development of Westfield Avenue and Cotter Way; together with Kimball School, they filled remaining fields. Many of the single story rental units on deep lots probably were built during World War II.

With the widening of Foothill in the fifties, much of the original development was cleared. A photo of an unusual octagon teahouse is sought by the Hayward Area Historical Society. The neighborhood on the present Mervyn's site was cleared to serve as a City parking lot and then as a Capwell's site.

In the sixties Hayward, along with many other Bay Area cities, saw itself as a rapidly urbanizing city; Hayward High was replaced by City Center and the Cal State tower rose in the hills. Development approved in connection with annexations on Montgomery were for high density apartments, though protested by Cherryland residents. A zoning district to encourage high rise residential development in a sliver between Grace Street and "A" was adopted and yet remains.



## Historic Preservation

The character of communities is shaped by what is preserved and what is replaced over time. Although there have always been some voices raised in protest, Hayward has tended to accept demolitions for new development and road widenings over time. Images of the old classic buildings in the downtown in the Historical Society are particularly striking because they were often replaced by structures of lesser magnitude and architectural interest.

A form of historic preservation is recent neo-traditional town planning. Several new towns and intercity infill developments have sought to narrow asphalt, include street trees, and provide front porches to provide more neighborly contact. Front setbacks are sometimes reduced and carriage houses allowed to provide a mixture of housing types in the neighborhood and enough density to support local stores. Neighborhood shopping and transit access is kept within walking distance with smaller blocks and a street grid; alleys are sometimes provided to avoid the dominance of driveways and garages along the street. To control speed, streets are sometimes narrowed and meandered with planting areas and parking bays. Neo-traditional planning may be relevant to the areas of early settlement in North Hayward if preservation of early town form is desired.

The need to develop pedestrian-friendly environment was noted in the 1970 Urban Design Study by Eckbo, Dean, Austin and Williams. They concluded that pedestrian movement had been neglected in Hayward, thus withering city awareness:

"More attention should be given to this issue, because the pedestrian is the only person who becomes truly familiar with his environment. No doubt all the older residents of Hayward can still remember as a child walking through town getting to know ...the streets...building...vacant lots...kids in different parts of town. Today this is much more difficult and dangerous...they have to be driven ...the whole travel experience is deleted or diluted."

Special Design Districts could be used to continue some of its traditional elements in new development and remodels as was done on lower "B" Street. A design district might be used to extend the cottage pattern of Pearce to the other side of the street or on to Melvin Court; provision for smaller lots and a lessened off-street parking requirement for small houses would be a necessary part of keeping the original pattern. A design district might be desired to maintain and extend some elements of the original bungalow pattern of Montgomery- Peralta such as low pitched roofs with overhangs and substantial front porches.

Designation of historic districts is a tool which can be used to postpone demolitions or exterior remodelling which might destroy architectural character and to provide for closer scrutiny by the Planning Commission. No historic districts have yet been designated under Hayward's Historic Preservation Ordinance, though it is to be done for lower and upper "B" areas. Designation allows use of the state's historic building code, which is more flexible in order to allow retention of historic building elements.

The blocks of North Hayward adjoining the downtown have been included in the newly delineated Downtown Historic Rehabilitation District. In this district restoration of original commercial appearance is encouraged as buildings are rehabilitated or as new infill structures are added. Storefronts at the back of sidewalk with bulkheads, extensive glass area display area, and hanging signs are encouraged in the "Commercial Design Manual" for this area; rustic, plastic, and sheet metal materials are not to be used. A Citizen's Advisory Board will review changes to the exterior or infill development in the District.

Designation of individual buildings rather than delineation of districts is another way to pursue historic preservation. No individual buildings or sites in North Hayward have been designated as historic under the city's Historic Preservation Ordinance. Commemoration of the Haywards Hotel site and/or the connection of William Hayward with Prospect Hill would seem the most obvious consideration. The site of the Trinity church and, if located, the grove of redwoods where people prayed after the earthquake may be considered significant.

For architectural reasons alone, Victorians at 1170 Rex, 22354 Western and at 22248 Main are rare enough representatives from early Hayward to merit designation. At least half dozen Craftsman homes in the Montgomery area are distinguished Hayward examples of that architectural style including 22374 Montgomery, 22128 Montgomery and 690 Grace. The massive use of timber, river rock and clinker brick will not be duplicated in newer buildings. On Mission Blvd, the Wilson Apartments present a large, unusual Colonial Revival structure with rounded bays along the sides. Many homes on Prospect Hill are of distinction and should be evaluated for architectural merit before issuance of any demolition permits.

What a community chooses to designate as historical reflects local perceptions of significance. The Big Mike statue on Mission can be of historical significance, marking the early age of automobile-oriented commercial development. The Grove Way bridge has been suggested in the Ashland-Cherryland Business District Specific Plan as an historic structure. The narrowing and arching of the roadway draws attention to the creek, giving a unique sense of place. Similar consideration is appropriate for the Hazel Street bridge. The site of the 60 trout catch could be considered historic.

The North Hayward Task Force is particularly interested in preservation of buildings that are part of a historic context rather than isolated buildings. The isolated Victorian at 1170 Rex Road, for example, is seen as not having a context which would support the extensive renovation work required, while Pearce Street is seen as having maintained enough of early town fabric to be worthy of preservation. The context of the Montgomery Area is seen as a complementary setting for preserved Craftsman homes. Restoration of the Hazel Street bridge was also recommended as being in context with the channel and Prospect Hill development. It seems too much of a stretch to mark the historic Hayward's Hotel on Hotel Avenue when the block is so transformed.

## **Land Use and Development Trends**

Recent development in North Hayward is largely contained in two large projects: Mesa Verde, the 540 unit condominium development at the northern extremity of Hayward, and Summerwood, 162 apartments on the former Kimball School site.

Other new permitted residential development since 1980 consisted of 48 units on Main Street and in the Montgomery and Rio Vista areas offset by demolition of sixteen residences. The area also gained at least 22 beds in residential care facilities. (Group homes of less than six residents do not require use permits and therefore would not be counted).

New commercial development was limited to Foothill Blvd: offices at 21550 Foothill, addition of retail space to Walgreens remodel of a hardware store, offices with restaurant space at 21933 Foothill, and a 31 unit motel at 21800 Foothill (not completed). Two commercial changes of use received permits on Mission Blvd: an adult theater became a St Vincent's resale store and a mortuary became a Second Chance social service center.

A mixed use project on Main at Hotel with 24 units of housing over commercial space was approved but not built. Approved development projects are listed on a following chart.

Recent public improvements have included undergrounding of wires on Foothill Blvd utilizing the annual allocations from Pacific Gas and Electric (Rule 20a), replacement of cast iron water mains on Montgomery Avenue, Peralta Street, Prospect Street, Main Street and Cotter Way, and repavement of Prospect Street.

As the North Hayward neighborhood is divided by two arterials, San Lorenzo Creek and Prospect Hill into areas with distinctive development characteristics and concerns, development issues will be discussed on the following pages in subareas.

## **Development Approvals In North Hayward since 1980**

### ***Montgomery Area***

- 22061 Montgomery SPR 87-12: 3 new units (4 existing)
- 22140 Montgomery SPR 92-82: add single family house
- 22240 Montgomery (access from Pearce St):  
dental offices converted to care home for 16
- 22284 Montgomery (thru to Peralta) SPR VA 84-137: six new units  
(replacing two homes)
- 22332-4 Montgomery SPR & VA 88-44: two detached houses  
(replacing house and garage)
- 22340 Montgomery: 1993 permit for six bed facility
- 22174 Peralta: 1989 Certificate of Occupancy for secondary unit
- 22312 Peralta UP 88-23: 3 new units (not built)
- 544 Simon: 1986 permit for storage unit
- 755 Sunset SPR 92-22: 2 detached houses (replacing duplex)
- 21730 Western: converted garage legalized

### ***Mission Blvd***

- 22164 Mission UP 91-30: add entertainment to tavern business
- 22297 Mission UP 92-19: convert mortuary to social service center with hot lunch
- 22335 Mission UP 87-55: convert theater to resale thrift shop

### ***Prospect Hill***

- 22175 Main SPR 92-29: six new dwelling units (not built)
- 22202 Main 1985: last Certificate of Occupancy issued for Imperial Place  
(SPR-VA 78-241)
- 22218 Main UP 85-55: ten new dwelling units
- 22236 Main SPR 87-65: nine new units (demolition permit 1988 for home and garage)
- 22254 Main SPR 89-51: duplex added in back of office
- 22274 Main SPR 81-91: office expansion
- 22377-405 Main, 937-39 Hotel UP 84-101: 24 new units with commercial frontage  
(not built)

### ***Foothill Blvd***

- 21463 Foothill SPR 89-39: Convert hardware storage area to retail spaces  
(Walgreen's)
- 21550 Foothill UP 80-246: New office building (1979 demolition permit for  
two buildings)
- 21700 Foothill ZC 80-28: 162 apartments on Kimball School site
- 21800 Foothill SPR 87-30: 31 unit motel (not yet completed)
- 21961 Foothill SPR 82-132: 4,622 sq foot office and deli

### ***Rio Vista Area***

- 1116 Kimball SPR 86-94: three units (demolition permit 1987)
- 1105 Kimball SPR 83-88: six units
- 1133 Oak View SPR 87-6: three units
- 1160 Rex SPR 91-3: six units (not built; six buildings demolished 1988)
- 1105 Hazel dwelling demolished 1982 (Mervyn's site)

### ***Mesa Verde/Strobridge***

- Gary Drive, PZ 72-352: approved 1972, last phase reviewed 1991;  
final 110 of the 540 units completed 1993.

## **Montgomery Avenue Area Development Issues and Potential**

Because this area is a relatively cohesive older neighborhood subdivided from Meek orchards in the 1910's and 1920's, a development issue in the Montgomery area is maintenance of the pattern of the original bungalows. The front lawns, front porches and low pitched roofs with overhangs give the neighborhood a spacious, friendly appearance. That character is weakened in places by parking in front yard setbacks and by stark front elevations on some more recent buildings. Limiting new construction to that which maintains the appearance of a single family neighborhood is desired.

Parking is a problem, both where no provision has been made to accommodate additional cars/recreational vehicles and where so much of the lot has been paved to accommodate vehicles that the ambience of the neighborhood is lost. Tighter controls on recreational vehicle parking and on the amount of paving allowed have been suggested along with enforcement of regulations keeping vehicles off lawns and deterring illegal units.

There is concern about whether the neighborhood is getting more than its share of residential care facilities. Some facilities are welcome; the Bethesda Retirement Center is considered an asset because it has renovated several houses and maintains attractive landscaping at an entrance to the neighborhood. But a concentration of transitional housing is seen as destabilizing. Control of group home type facilities and drop-in social services through use permits and concentration limits are sought.

Commercial auto uses are seen as compromising the residential quality of Simon and Smalley Streets near Mission Blvd. Some rezoning approaching Mission Blvd may achieve a more compatible land use pattern over time. Along Montgomery Avenue north of Sunset Blvd. commercial parking and storage lots intrude upon the residential street. Denial of Use Permits for commercial parking or storage which would break up residential streets seems justified by the availability of commercial property along Mission Blvd and Foothill Blvd.

There is a desire to have coordinated street tree planting in the neighborhood to gain the tree-lined appearance of some of the streets in Cherryland. More closely spaced, pedestrian oriented street lighting would also make the area pedestrian-friendly. Because this area lacks parks and is close to BART, provision of pleasant walks is a priority. New development should provide street trees on streets with planting strips and incorporate recreation space.

There is neighborhood interest in maintaining the early Hayward settlement pattern of Pearce Street which retains some raised basement cottages on small lots bordered by picket fences. Allowing more small cottages on the other side of the street and filling in the shallow parcels of Melvin and Grace Court would increase the range of housing choices and relate to the original lotting pattern. A special design district is recommended by the Neighborhood Task Force to allow the option of additional cottage development.

The 1920s pattern of the California bungalows on the former Meek Orchard lands of Montgomery - Peralta is also treasured. Front lawns (narrow driveways), front porches and pitched rooflines with overhangs give the neighborhood a gracious street appearance. Retaining the most outstanding examples of craftsman bungalows with river rock or clinker brick flared foundations and chimneys and heavy timber rafters and posts in their present form would contribute to the architectural heritage of the City. Retaining the original pattern of development along the street seems important to the continuing attractiveness of the neighborhood to families.

New development could occur on a couple vacant lots on Peralta, a vacant lot and parking lots on Montgomery and a few remaining deep backyards, if parking can be provided, for a total of about 30 more units. If all low density housing were replaced by medium density housing through incremental rebuilding, perhaps sixty more could be created. Proposed rezonings in the Montgomery Area would remove high density potential from a few sites. Additional residential potential on Pearce, Grace and Smalley at medium density would offset loss of housing potential. Plan policies could limit scale and increase per square foot costs of new construction.

Recommended rezonings make a couple apartment complexes at the north end of Montgomery and one on Smalley nonconforming uses but makes the zoning conforming with the character of the neighborhood and with the General Plan designation. There are approximately twelve currently nonconforming parcels, largely representing World War II housing. Removal of two spot CO zones would not create nonconforming uses. Approximately 17 parcels with residential use would become conforming with the proposed zone changes.

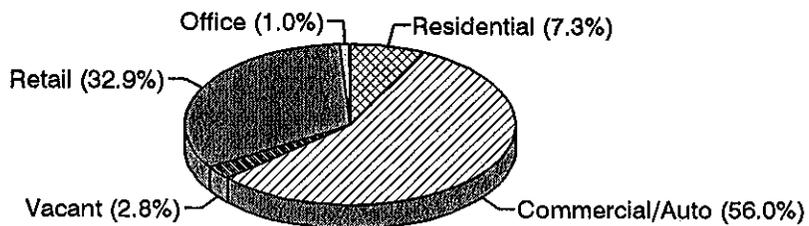
### **Mission Blvd.**

As can be seen in the pie charts of 1965 and 1993 land use, Mission Blvd has been dominated by commercial auto uses since the sixties. Neighborhood-serving retail is very limited, especially in the evening when most residents are in the neighborhood. This may be changing, with the move of the Toyota dealership and the possible relocation of the Pontiac dealership.

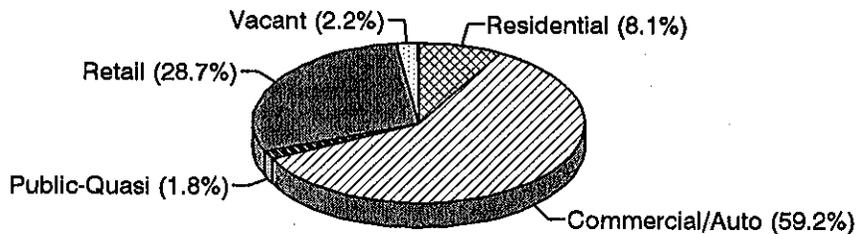
Development along Mission Blvd is inhibited by many factors. One is the location near the Hayward fault. In the Alquist Priolo Zone along the Hayward Fault, new development for human occupancy needs a geotechnical study showing that the proposed structure is not over an active fault. These studies have not been undertaken although given the previous mapped traces, they are not expected to uncover a fault below the Hill in the North Hayward neighborhood.

Uncertainty about the future development pattern has inhibited some changes. One owner has continued to seek automotive tenants instead of taking other business tenants to avoid need for a use permit now required for auto repair.

### Mission Boulevard 1965 Land Use



### Mission Boulevard 1993 Land Use



The relative lack of new residential development and low average income also inhibits investment in new commercial space as additional purchasing power is not apparent to potential investors.

Neighborhood residents have suggested offering commercial storefront design services to owners as has the City of San Leandro to increase the appeal of the street. In the Marks Historic District adjoining downtown such services are presently available as well as a revolving loan fund for seismic retrofit design.

There is interest in adding pedestrian amenities such as trees and flowers, neighborhood shops and restaurants and subtracting some used car lots, car repair shops and bars. While some of the remaining original development on Mission is residential, neighborhood residents do not see the street as attracting high quality new residential development at this time. Provision of ground floor neighborhood commercial uses and pedestrian amenities would be necessary to establish the desired character if new residential were to be developed. There are currently ten parcels with residential units on Mission which are nonconforming uses. There has been some suggestion that live-work spaces should be considered. The City could consider a text amendment allowing residential use as a conditional use in General Commercial zones; the only housing currently allowed (with use permits) are homeless shelters.

Other intriguing features of Mission Boulevard are the Prospect Hill backdrop, forested in places, the storefronts with interesting masonry approaching downtown, the exuberant Colonial Revival architecture of the Wilson Apartments (see page 29) and an island of tropical landscaping around two homes. Fresh colors, replacement of decrepit awnings and addition of parking lot landscaping would have great impact.

Light rail on Mission Boulevard would open new opportunities. There is extensive potential for new development occurring on car lots, on St Vincent holdings and replacing underutilized automotive repair structures. On Mission only fifteen parcels are shown by the Assessor to have structures worth more than the land they occupy. A high susceptibility to change is indicated.

To take advantage of the unrealized potential of this commercial street between two attractive neighborhoods, expansion of the Downtown Redevelopment Area is recommended. Mission Boulevard in North Hayward was observed to have the same needs as the downtown for street landscaping, storefront rehabilitation and combined parking lots to maintain storefront continuity. Central City Commercial zoning seems to best suit the mixture of development in the corridor (allowing more of the existing uses to be conforming) while best protecting the area from inappropriate signage. It avoids excessive parking requirements in a transit corridor for retail uses and increases parking requirements for car repair uses.

### **Prospect Hill**

Prospect Street, with a variety of well-maintained, custom homes, remains an appealing street. Any future development should remain low intensity, set back from fault

traces and landscaped to maintain the verdant quality of the area, especially in highly visible locations like the backyard slopes above Mission Blvd.

Main Street near what was Vesper hospital has had some more intensive development. With the departure of that hospital, the extent of Commercial Office zoning may be excessive. Rezoning to Medium Density Residential was considered because residential development seemed most appropriate for the future, but the Task Force did not wish to make existing office development nonconforming nor necessarily preclude office use that fit well with the neighborhood. They recommended a new classification: Residential Office. New development along Main Street should complement the character of the original homes and gardens on the hill, avoiding blocky buildings and parking lots adjacent to the street or channel.

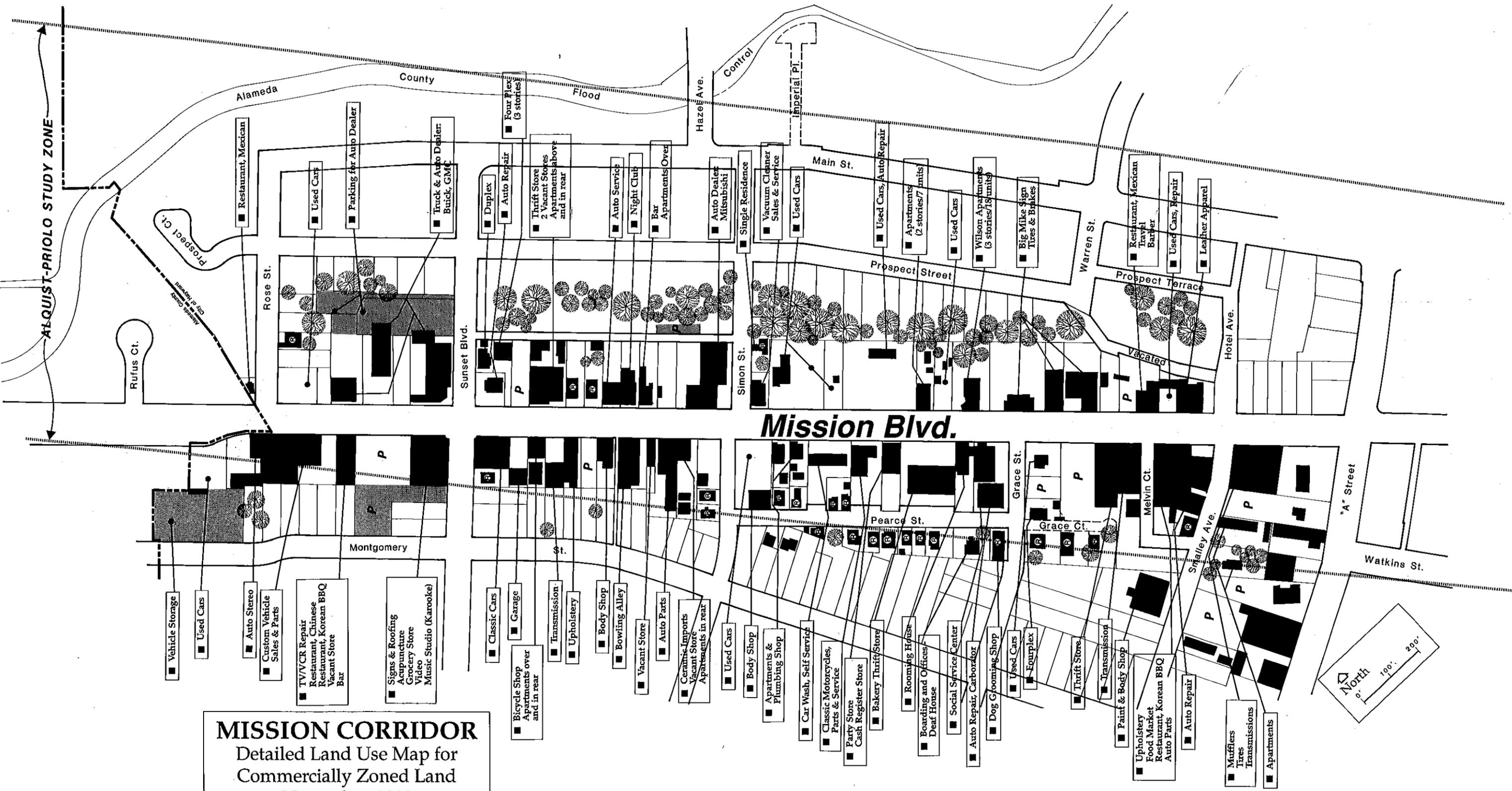
A land use policy issue is posed by condominiums developed at high density between the San Lorenzo Channel and Main Street. Density allowed in the Commercial Office and Residential Office zoning districts are now restricted to the density shown on the General Plan (medium). Both the "commercial" zoning and the change in allowed density makes it more difficult to finance the condominiums. The General Plan could be changed to show high density along the Channel, or a policy could be adopted by the City to recognize the density of approved condominiums as being in conformance with local land use policies.

Public improvements are recommended at the interfaces with downtown. Plans to accommodate more traffic with realignment of Simon and the Hazel Street bridge now appear undesirable; the land acquired in the 1950s for that purpose could be used for a mini-park along the San Lorenzo Creek Channel. Street trees are sought on Main Street to help signal the entrance to a residential neighborhood as Main Street ascends the hill. Extension of cottage development along the north side of Hotel Avenue to Main St. could establish a distinctive edge to the neighborhood. Removal of derelict structures between Hotel Avenue and "A" Street (site of the former Haywards Hotel) would improve the outlook. Completion of a narrow, residential Hotel Avenue street and repair of the former "M" Street would give the Hill an established, finished look.

Potential development sites are limited to a vacant lot on Main near Hazel approved for six units (lapsed) and City property near Hazel which might fit eight units plus ten lots currently developed with single family houses between Hotel Avenue and Hazel Street which could accommodate about 25 additional units under current policies.

### **Rio Vista Area**

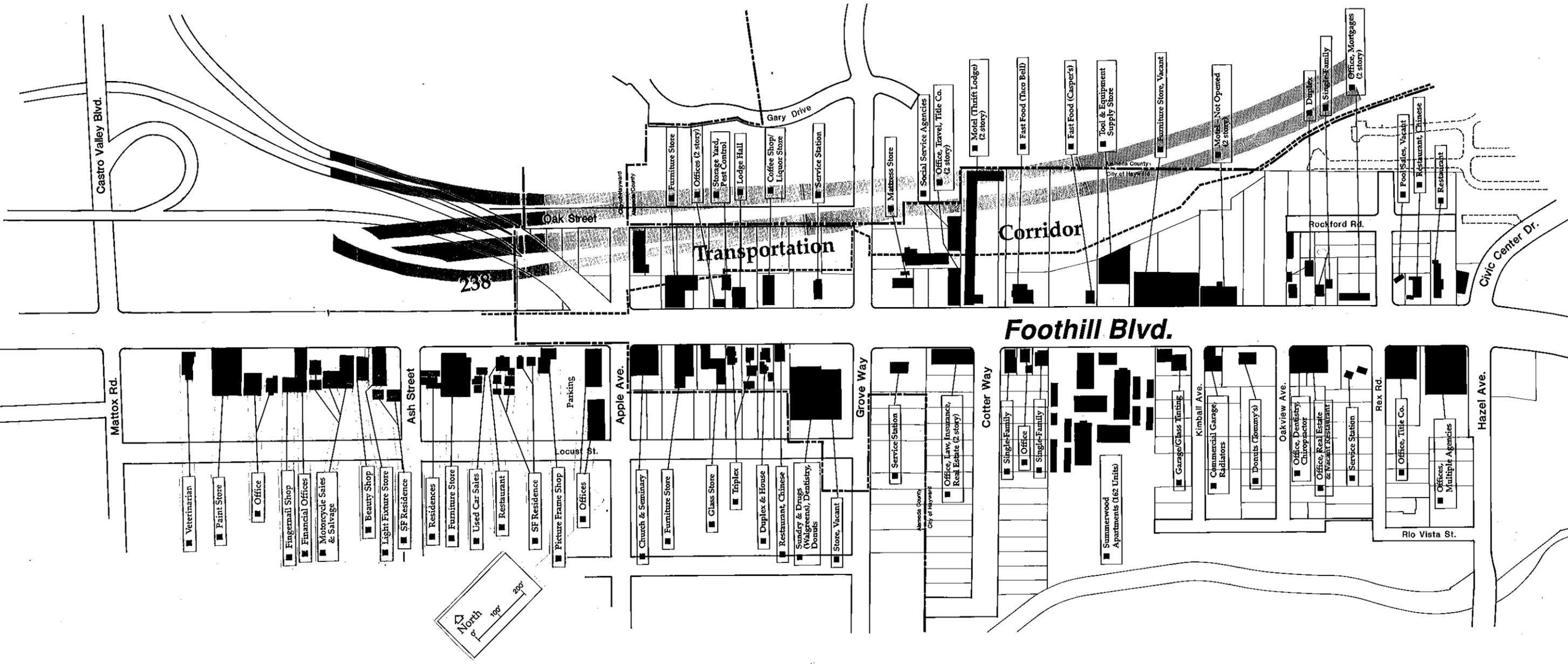
The Rio Vista area was developed when there was still a natural creek view. It includes what is probably the oldest house in the neighborhood, a Gothic Revival with arched windows at 1170 Rex Road, and a few other nineteenth century cottages. It was possibly a Dr Kimball's house (the only person who was noted as living in the vicinity at the time the house would have been built). 1170 Rex Road has been severely cut up inside as apartments and stands forlorn with broken windows.



**MISSION CORRIDOR**  
 Detailed Land Use Map for  
 Commercially Zoned Land  
 November, 1993

R= Single Residences  
 P= Parking

**FOOTHILL BLVD.  
LAND USE MAP  
November, 1993**



The area remained unincorporated longer than any other area in North Hayward. When annexed in 1980, the City had resources for curbs and sidewalks, but residents declined because the City would have widened streets. Some storm drains were installed at locations corresponding with 56 foot wide rights of way and three subsequent developments have dedicated 8 feet of frontage to comply. The lack of fully improved streets results in random vehicle parking and storage patterns, especially near Foothill and the auto service establishments. The boundary between commercial use and residential is ragged and would be improved with more substantial landscape buffers or uses that make a suitable transition between commercial and residential areas.

The Neighborhood Task Force sees the new development as improving the area and the medium density residential designation as appropriate. Vacant and underutilized sites would accommodate about 35 more units.

Past planning issues in Rio Vista have been neighborhood opposition to granting a use permit for meal service for apartment residents with mental disabilities on Rex Road, and conversion of Kimball School to an apartment complex. The Summerwood complex on the Kimball school site meets Kimball Avenue with a wooden barricade along the street and no curb or sidewalk. Design Guidelines adopted since should result in more neighborhood-friendly design.

More control over group home-type facilities is a neighborhood issue. Licensed group homes with over six residents require use permits. If there is already a state licensed care facility less than 300 feet away from a proposed facility (other than for elderly), the State licensing agency must notify the City and the City may request denial of a license. But apartments rented to people receiving disability payments do not need a use permit if no care is being provided, as contended in the Rex Road instance.

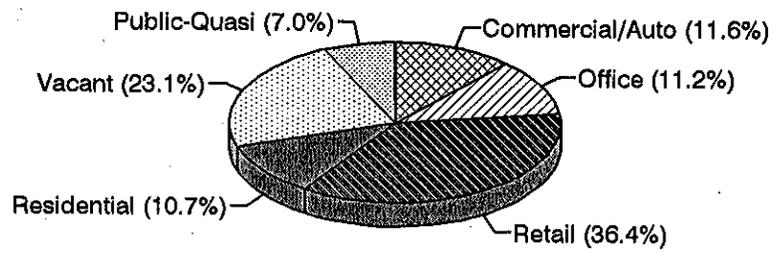
Linking Rio Vista Street would improve circulation and tie the neighborhood together. The link would access an old industrial building on the channel which is said to be where Old Dad's Root Beer was manufactured. A bikeway along the channel could provide a recreational amenity for this area.

In addition to the Summerwood Apartments, Cotter Way is another separate enclave off Foothill Blvd. Developed with single-family homes, street trees and a very wide dead end street, Cotter Way has seen some conversion to small rest homes. Major change is not envisaged within the neighborhood plan time horizon of ten years.

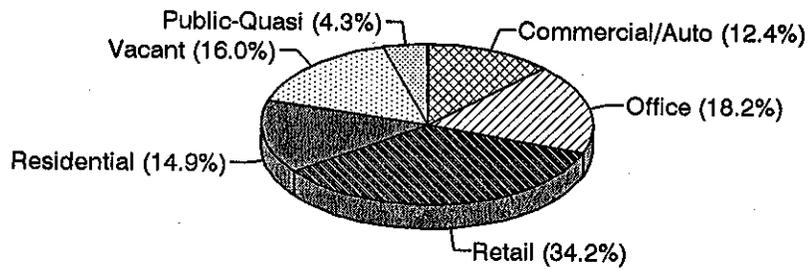
### **Foothill Boulevard**

Offices have been gradually developing along Foothill Blvd; this location for offices has been encouraged by the City while car sales and repair has been discouraged. There is interest in continuing the policy of discouraging auto sales and repair and concern about allowing any more hotels, drive-ins, or thrift stores. Uses which were thought to add to the neighborhood would be a California fresh food restaurant, perhaps a theater, perhaps a collection of home design stores.

### Foothill Boulevard 1965 Land Use



### Foothill Boulevard 1993 Land Use



Residential use also expanded with the conversion of Kimball School to apartment development; it has been City policy to break up commercial strip development with residential development. The street has had a succession of furniture stores; the furniture business has been struggling with the effects of the recession and low cost warehouse competition. Foothill Blvd. might revive as a showcase for home furnishings and decoration establishments, if it had a specialty center.

Retail business has grown only slightly in response to the new residential development. The speed of Foothill traffic does not allow drivers to scan available goods and services. Usually only businesses big enough or specialized enough to be destinations would tend to do well under such conditions. But because of the central location to the Bay Area and relatively high visibility, such development could occur on larger sites near 580.

The Task Force senses that uncertainty about the proposed 238 freeway and freeway access has deterred some investment. While having less through traffic on Foothill Blvd. may make it a better location for some business and apartment use, decreased traffic tends to hurt businesses that rely on stop by traffic. On ramps from Foothill would be removed; traffic on the new 238 freeway might be able to see business on Foothill but not be able to access it readily.

The process of certifying a final EIS for the freeway and acquiring remaining right-of-way is expected to take another three years; funding for freeway completion remains uncertain. Planning for Foothill Blvd should consider reasonable land use and circulation patterns both with and without the freeway.

The Neighborhood Task Force feels that thirty years of barren ground at the City gateway is too long; they want landscaping installed, even if it would have to later be modified to accommodate the freeway or a park. As park use is the alternative to freeway development proposed by the Task Force, Agricultural pre-zoning north of Apple Avenue is proposed as suitable for both possible uses.

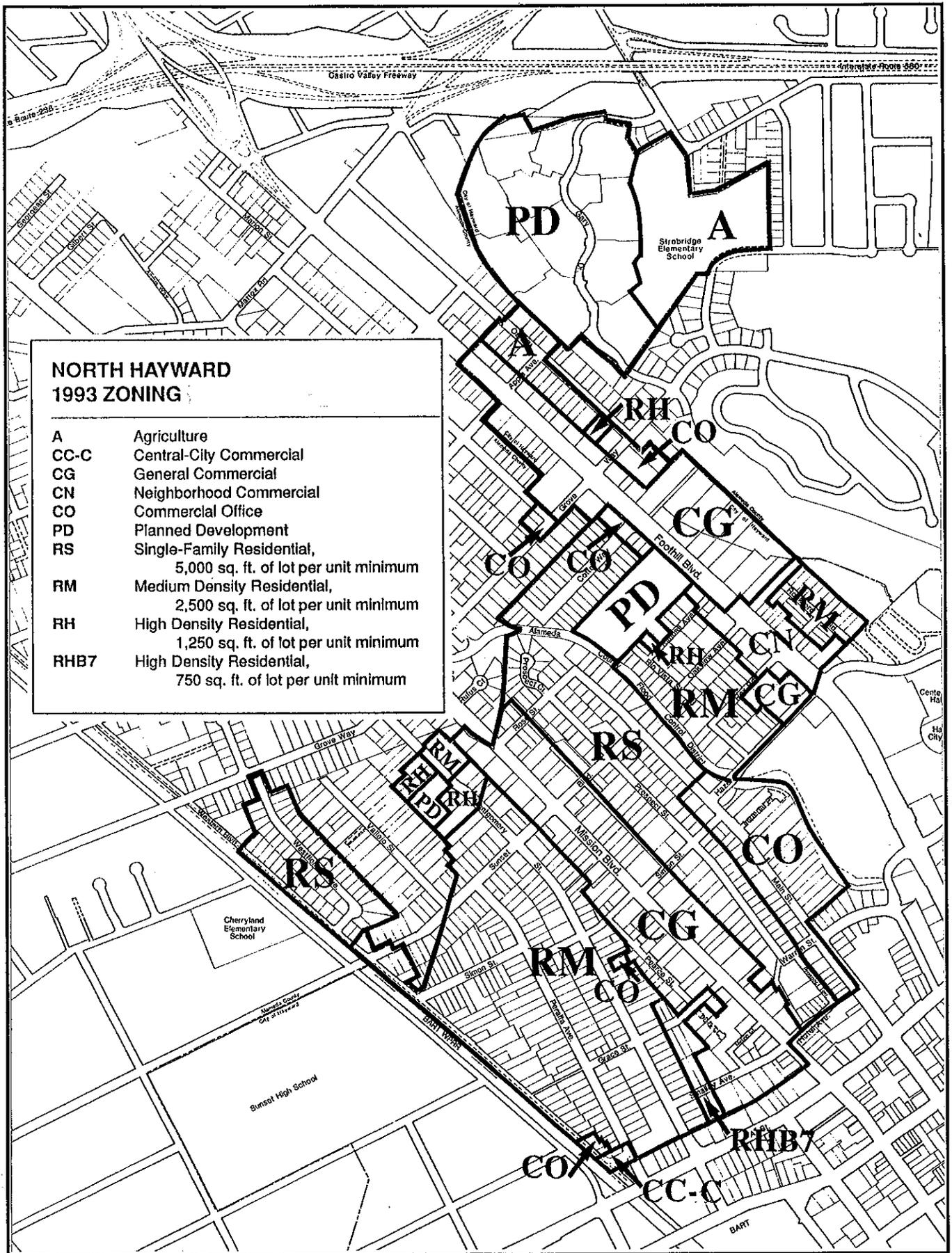
Other proposed land use policies seek to make the zoning more consistent between similarly situated parcels. Surplus freeway right of way in the North Hayward Area was evaluated by consultants in the early 1980s for best land use when sale of right-of-way was made part of the freeway funding. In North Hayward, the report concluded that the fragments remaining would only be suitable for residential use. Current General Commercial zoning for this area appears inappropriate given the supply of commercial land on flatter terrain; extension of Medium Density residential zoning on the slope above Foothills at the Rockford Road elevation is suggested. A commercial center might be considered between Apple Avenue and Grove Way, if not occupied by the freeway; extension of CO zoning along Oak is proposed to allow residentially compatible commercial frontage or residential use. The west/south side of the street is proposed to be pre-zoned General Commercial consistent with adjacent City zoning. Rezoning proposed do not create additional nonconforming uses. Current nonconforming uses on Foothill Blvd. are the auto repair businesses at Kimball Avenue and several houses.

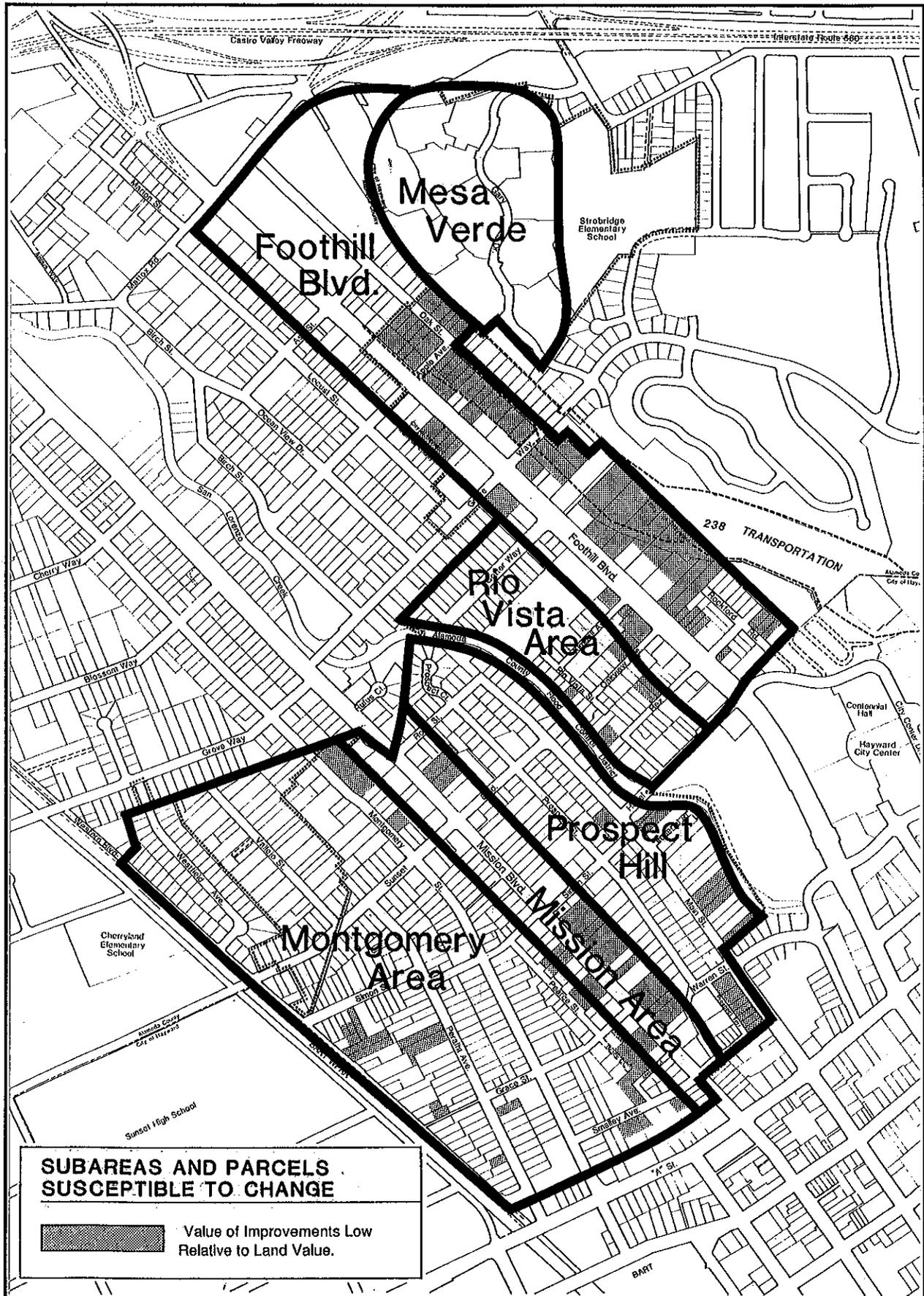
The development potential for North Hayward will be determined by the freeway. If the freeway were abandoned and the slope between Rockford and the motel were developed at medium density, about 80 townhouses could be built. Additional right of way in the County above is zoned for single-family homes (along a Gary Drive extension). On City Oak Street frontage, 36 more units would be accommodated if used as medium density residential instead of as commercial development. Residential use would generate less traffic. Commercial development might provide net revenue if not drawing potential downtown customers. Possible park acreage north of Apple Avenue might be around 12 acres if on ramps need to be accommodated south of Mattox. A park at this location would be very highly visible as a green entry to the City. Poorer air quality and higher noise levels are negative considerations near a freeway interchange.

If the freeway is built, the remaining land at the end of Rockford would accommodate about 20 units at medium density or 40 at high density. The freeway would leave one relatively large commercial area (across from Kimball Ave) and a strip of shallow sites. It would remove the motel, a furniture store near Apple, a social service center, and a block length of apartments on Oak Street. The City still has sites available for replacement housing such as at Carlos Bee and Mission Blvd.

### **Mesa Verde**

Mesa Verde is now built out as a model gated community. Landscaping and recreation facilities are well managed. Speed is controlled with speed bumps. Appearance of outdoor private spaces is monitored. Mesa Verde seemed attractive and orderly to Neighborhood Task Force members. It poses some questions of how residents will form connections to the rest of the community. Current concerns are the condition of the 238 right-of-way and suspected breaches in security emanating from that area.





## **Circulation**

Streets, walkways and transit corridors are land uses which tie all others together. Public rights-of-way shape transportation and the image people have of the place they live. If they are well landscaped and maintained, they convey a sense of civic pride and order. If they support local commerce, they improve the local economy. If they are conducive to pedestrian, bike and transit use, they help establish a sense of community and lessen air pollution and traffic noise.

### **Neighborhood Transportation Issues**

Issues raised at the initial neighborhood meeting included test drive accelerations on Prospect St, racing on Mervyn's parking lot at night, traffic noise from Foothill and freeway and cut-through traffic on Montgomery St. Also listed were the evening back up on "A" St, stop sign running at Prospect St, parking overflow from apartments and businesses, and "junky" public rights-of-way. For parking problems, residents suggested parking space markings, parking stickers for residents, expanded business parking, locating hydrants where they won't remove parking and signing street cleaning days. For speed control, speed bumps and stop signs were mentioned.

The total lack of bike lanes in the neighborhood was noted by residents and implementation of the Bicycle Facilities Plan suggested. The need to improve the walking environment with more lighting, with direct, safe pedestrian crossings to the BART station and with BART station clean-up was spoken by several.

The continuity of the street system was observed to be poor and the capacity of Foothill and Mission adequate; the value of the proposed Foothill freeway was questioned; and the possible use of one-way streets was both advocated and discouraged.

### **Long Term Planning Issues**

The transportation issue with the most wide spread impacts is the continued City commitment to the 238 Freeway Bypass. The freeway will attract more total traffic through Hayward (relieving 680, for example, per DKS study) but it will lessen traffic on Foothill Blvd, Second Street and Mission Blvd south from downtown to wherever the freeway ends. Reducing travel times for freeway commutes without comparable improvements in transit service will affect decisions people in the Bay Area make in selecting their residence, place of work and mode of transportation: more people will drive and they will drive further. But provision of additional freeway capacity will relieve congestion on parallel city streets.

Street design and parking requirements are also planning issues with very long term impacts. The relative amount of space provided for transit stops, sidewalks and bikeways versus that provided for parking lots will help determine future travel patterns. The design of some streets in North Hayward is not clearly defined by current City standards or precise plan lines. Establishing road width and walkway locations will facilitate future improvement of property by clarifying the buildable area and street improvements to be made. Some changes in parking requirements would accompany adoption of CC-C zoning on Mission Blvd. which are more consistent with a transit street.

## **Existing Traffic Conditions and Proposed Improvements**

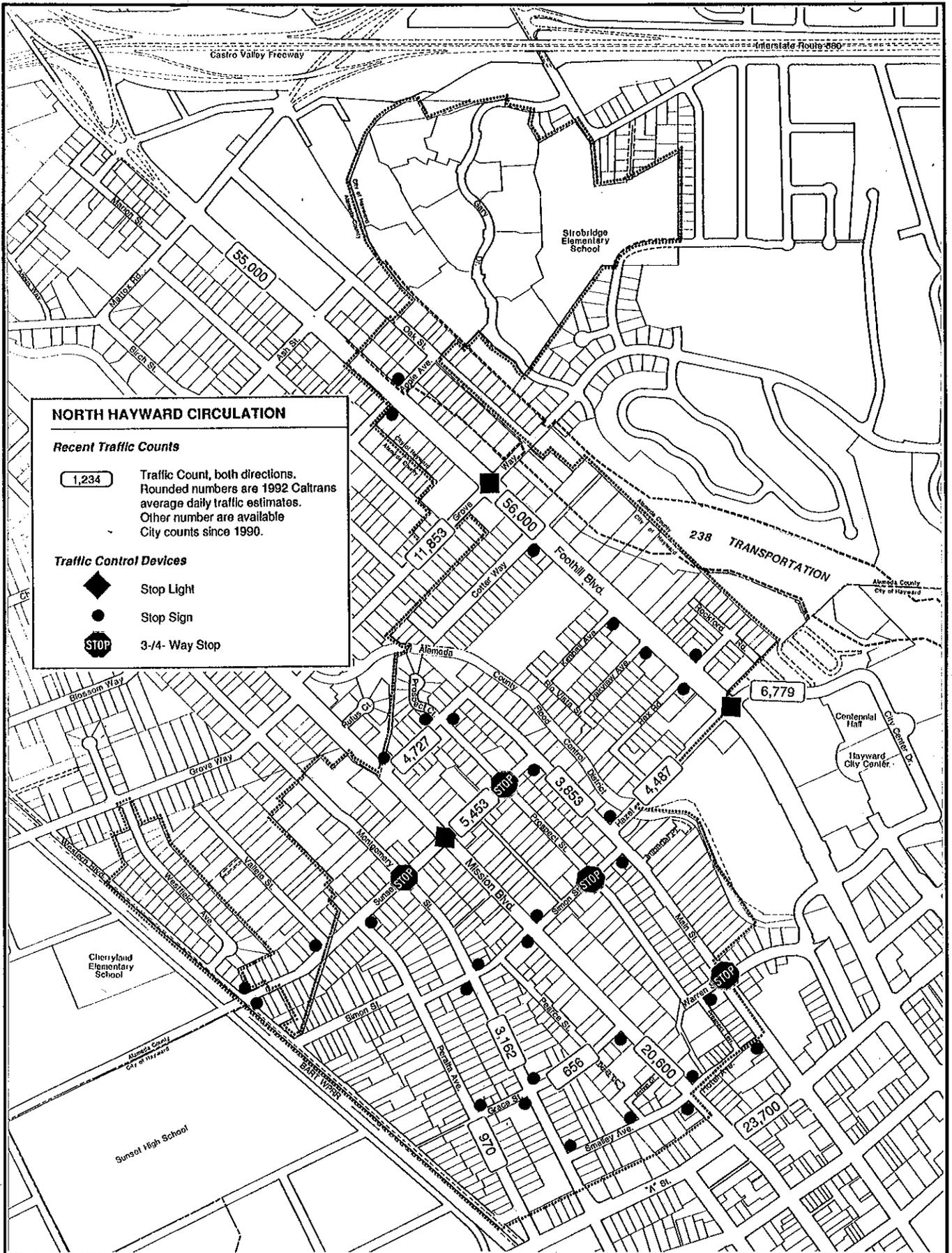
Two arterials cut through North Hayward. Caltrans calculates that Foothill Blvd carried an average of 56,000 vehicles per day and Mission Blvd. 22,000 per day in 1992. The counts represent no change for Mission over 1979 traffic counts while Foothill just north of "A" increased by almost 20,000 vehicles a day (54 % in 13 years). Service levels are unsatisfactory at the intersections of Mission and Foothill with "A" Street during rush hour. Widening of the intersection of "A" and Mission is being considered in conjunction with a Transportation Impact Fee on new development. Completion of the "D" street extension should take about 10,000 cars a day off "A" Street and is already in the Capital Improvement Plan.

There is no continuous east-west arterial between I-580 and "A" Street. The designated arterial is Grove Way between Foothill and Mission Blvd. and Blossom Way west of Mission Blvd. Continued intensification of development in Cherryland will put additional pressure on the local circulation network. The regional network indicates continued pressure on east-west connections between I-580 and the San Mateo bridge.

Some traffic will seek routes through the neighborhood on Montgomery Street and Main Street to avoid the "A" Street intersections, though traffic has not shown a consistent trend upwards. Traffic volumes on local streets can be constrained by turn restrictions or chokers (sidewalk bulges into the parking lane at the intersections as on "B" Street in the downtown) and other devices to slow traffic such as frequent stop signs, speed bumps or traffic circles. The City generally discourages the use of stop signs for speed control and has not used speed humps. The North Hayward Task Force selected Montgomery at Grace and Main at Hazel as priority locations for traffic controls to afford safer crossing to pedestrians and slow traffic.

To control the speed of traffic entering Hayward on Foothill Blvd., the Task Force suggested continuous parking lanes. The intermittent parking lane is seen as confusing and hazardous. A parking lane would give the street less of an expressway appearance and allow better access to businesses along the street. As the capacity is constrained in the downtown, maintaining a high capacity at the City entrance may encourage more traffic than can be efficiently accommodated on Foothill-Jackson across Hayward. Alameda County and Caltrans would need to be consulted.

Beyond North Hayward, but affecting future traffic volumes on Foothill Blvd. and "A" Street, the San Mateo bridge is to be widened to a consistent three lanes in each direction with Measure 1 money. Caltrans proposes that the interchange from 92 onto I-880 be improved with a flyover from eastbound 92 to northbound I-880 using Measure B and Measure 1 money. A BART line is being completed on the I-580 corridor from Dublin turning into the Bay Fair station; at current headways, a BART line currently carries the equivalent of another lane of traffic. Additional traffic lanes are sought on I-238 between I-580 and I-880.



## **238 Bypass Freeway**

If built the bypass freeway would become State Route 238. Foothill Blvd and South Mission Blvd would become City maintained arterials below the freeway. The right-of-way would occupy approximately 31 acres of North Hayward between Castro Valley Blvd and the Little Theater. Because of significant changes over time in schedules, funding and phasing scenarios, residents in North Hayward are generally confused about what project is currently being pursued, what its chances for full or partial execution are and when it might happen.

The 238 freeway was approved by the State to connect the 580 and 680 freeways in 1961. A second freeway was approved to connect the San Mateo bridge with 580; the Route 92 freeway was to interchange with the new 238 freeway near Cal State. Union City and Fremont declined freeway agreements for the 238 freeway and Hayward declined the Route 92 freeway due to neighborhood opposition. Some of the extensive right-of-way cleared in the Jackson Triangle for the 92 freeway was subsequently used for multifamily and senior developments. The Metropolitan Transportation Commission staff recommended rescinding the 238 freeway extension in the 1970s after concluding that improvements to I-880 and Route 61 were more cost-effective for additional traffic capacity and less competitive with BART service. Under special state legislation the City was given permission to use sale of excess right-of-way to help fund the 238 freeway and was allowed to pursue the freeway on its own initiative. Route 238 was then included as a project in a voter initiative imposing a half cent sales tax - Measure B. The freeway is to be started with that sales tax money, City of Hayward Measure B local match, right-of-way sales, and local partnership contributions.

Major transportation projects are typically spread out over time to match funding. The Federal Highway Administration now requires there to be funding indicated within 20 years in regional transportation plans before certifying the final Environmental Impact Statement. Consistent with voter initiative Measure L, the City has pursued additional funding in the Regional Transportation Plan. Based on funding for the project, environmental documents are being revised to indicate a four lane, limited-access facility rather than a six lane freeway. An initial usable stage for the project has been established based on presently available funding.

That first stage would build a highway with two lanes in each direction from 580 to Carlos Bee with frontage roads extending to Harder Road. There would be no access to the facility between 580 and Carlos Bee. Current Foothill Blvd on ramps would be removed. It is estimated to take three years to complete right-of-way acquisition and commence construction on the first stage.

The draft Regional Transportation Plan expected to be approved June, 1994, by the Metropolitan Transportation Commission includes \$70 million to complete phases two and three which would extend the four lane facility to Tennyson Road and then to Mission Blvd/Industrial Parkway within the twenty year time frame.

In later stages, the facility could be upgraded to a freeway with flyover connection between I-580 and the bypass and ramps to the downtown. The City has identified \$77 million in funding needed for a four lane freeway including the flyover and downtown ramps in the second tier of the County-wide Transportation Plan. This second tier funding is not expected during the next 20 years. Further funding might come from extension of the Measure B sales tax, though policy was adopted in the Growth Management Element not to advocate use of the sales tax to build highways. Or, tolls and the gas tax may be increased and the project may compete successfully with other transportation projects, maintenance and seismic retrofit needs.

The North Hayward Task Force is critical of the current freeway project because it removes local access to freeways from Foothill Blvd and fails to secure access to the new freeway from the downtown. Information on the origin and destination of traffic expected to use the proposed facility was wanted by the Neighborhood Task Force since the freeway did not appear to serve local residents, but was not available from Caltrans. Concern about the appearance of freeway structures and sound walls and their seismic stability was articulated. Anticipated noise levels at Mesa Verde and access to the freeway was questioned. The Task Force recommends that the Environmental Impact Statement on the revised project address these concerns.

### **Freeway Alternatives**

If the freeway is not built, an effort to shift money from right-of-way sales and sales tax to improvement of the 238 link between 880 and 580 and improved transit on Mission Boulevard could improve regional circulation. However, significant problems may exist in modifying the Measure B expenditure plan.

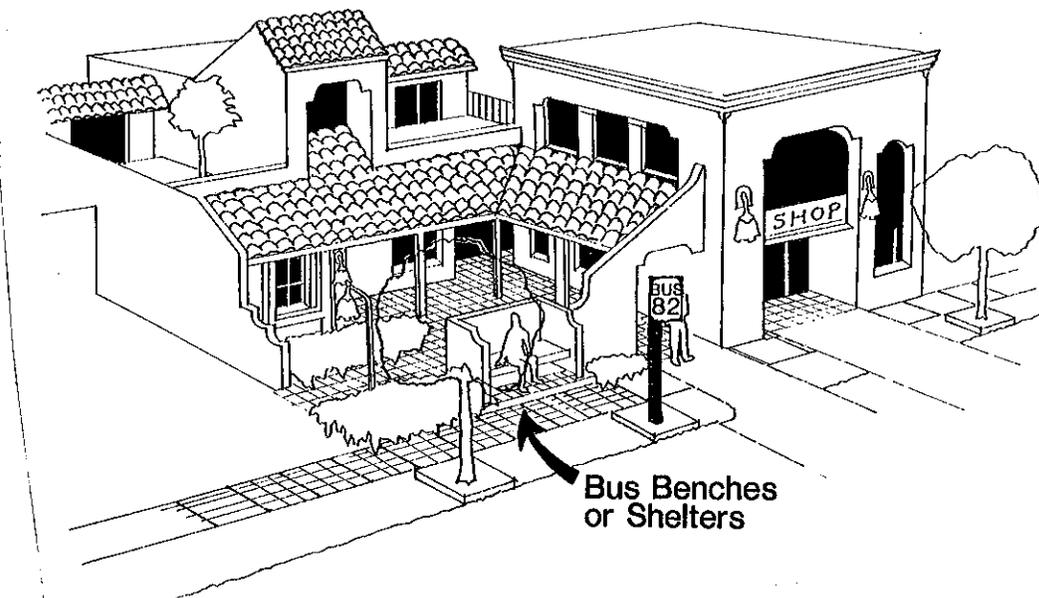
Extension of Gary Drive to Rockaway through a portion of the 238 right-of-way could provide local street connections from Grove to Fourth Street. A connection from Foothill to Gary Drive (extension) would make Carlos Bee Park, the Senior Center, the Little Theater and the Japanese Garden more accessible to the residents of Hayward. The Upper "B" Neighborhood Plan and the Mission Foothills Neighborhood Plan both called for improving/extending Fourth Street if the freeway is not built; a new link from Grove Way to Second Street at Walpert could be established. A North Hayward Task Force member has noted the difficulty of acquiring rights-of-way to improve circulation networks in built-up cities; the 238 right-of-way should not be dismembered without using some of the right-of-way to improve the street network east of downtown, such as a connection of Gary Drive to Fourth Street.

### **Existing Transit Service**

Current transit service within North Hayward consists of AC Transit buses on the full length of Mission Blvd and on a part of Foothill Blvd and Grove Way connecting to Castro Valley. The Mission Blvd. Route 82 is a relatively well utilized - 9,334 riders a day - and long route - from the West Oakland Naval Supply Center to the downtown Hayward BART. It is the only route in the City with around the clock service. The

limited stop express 82L carries an additional 12,227 passengers per day. Buses are scheduled every 12-15 minutes on each route providing by far the most frequent service in the City. Route 91 loops Castro Valley, comes down Grove to Foothill, circles City Center and the downtown BART station, takes Whitman Road to South Hayward BART, Tennyson to Kaiser Hospital, loops through West Palma Ceia and Glen Eden and returns from Chabot College. This route carried 1,942 passengers a day with weekday service every 30 minutes until 6:30 p.m. (1994 schedule).

It is of note that none of the members of the North Hayward Task Force or other neighborhood plan participants have a clear impression of where the bus stops are and where the routes go; the bus does not seem to attract the ridership of people who have other options. Better signing such as designating routes with colors or symbols and providing maps and schedules at bus stops has been suggested in this and other Hayward neighborhoods. Most Hayward routes are convoluted; it seems that Hayward could greatly benefit from a pilot AC Transit effort at more user-friendly, graphic signing.



There are no bus shelters in North Hayward and limited sidewalk area in which to place a shelter. Bus shelters would make bus service evident and should be incorporated in development at bus stops on Mission Blvd. just as parking spaces are required.

The downtown BART station is within walking distance of much of the Montgomery area. The neighborhood feels it would be used by more people if the station area did not have a derelict appearance, if the pedestrian crossing of "B" St at Montgomery was more direct and protected with a signal and if the lighting to the station was more closely spaced for walkway illumination.

## **Analysis of Future Transit Options**

The Alameda-Contra Costa Transit District commissioned an evaluation of alternative transportation modes in our two county transit district. The study, completed April 1993, studied the seven major trunk routes. Of the seven, the East 14th-Mission Blvd. Corridor had the most favorable ranking for new transit investment based on ridership, potential growth and constructability. Options evaluated included electric trolley buses, separate bus ways, and light rail. Light rail was recommended for the East 14th - Mission Corridor because it was deemed to attract more ridership with faster travel times. Faster travel times are projected because of wider spacing between stops, a separate travel way and anticipated use of prepaid tickets to speed loading. Use of low floor, Western Europe-style light rail cars would lessen loading time for handicapped passengers. (Low floors will also be available in new alternative fuel buses.)

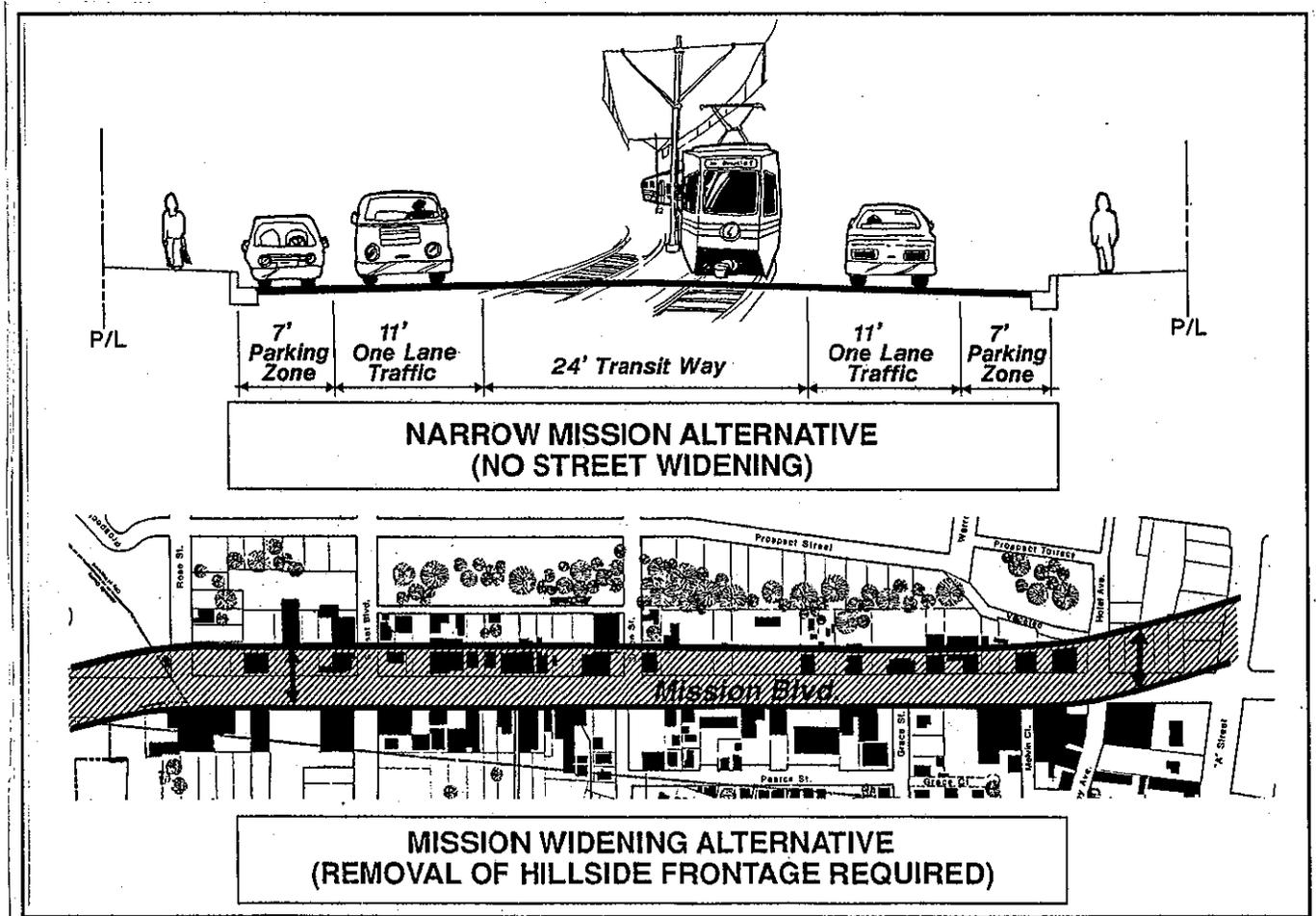
Although light rail in the East 14th-Mission corridor is indicated as the most cost-effective option for an improved transit investment and money is to be allocated for further study, it will not go forward first without strong local support. Further studies have been delayed in order to get consideration of the San Pablo corridor included, and the draft Regional Transportation Plan indicates two corridors in north Alameda County going forward first.

The Alternative Modes Analysis suggests that AC Transit will have to attract federal resources with substantial local matching contributions. To put the East 14th-Mission corridor in a better position to attract transit investment, the County and San Leandro have established a redevelopment area along their portions of East 14th-Mission Blvd. The tax increment funds generated will support street improvements. Station areas have been designated with transit oriented land use regulations.

The North Hayward Task Force suggests extending the City Downtown Redevelopment Area along Mission Boulevard to meet the County Redevelopment Area. At present the resources of Hayward's Redevelopment Area are fully committed. Current revenues are \$2.5 million a year, with 20% for low and moderate income housing and 60% for bond payments. But one bond issue will be paid off in 1997-8 allowing a new bond to be issued and development of available downtown sites will increase revenues over time.

More substantial sources of money may be needed for a major investment like light rail. General fund investments in public facilities have all but disappeared since Proposition 13 in the face of immediate operating expense needs. An additional property tax for transit improvements would require a 2/3 vote which has only been achieved in some communities for schools and libraries. Santa Clara County passed a sales tax increase to pay for its light rail system; however, the Alameda County 8.25% rate is already at the current state maximum. The ability to shift Measure B sales tax revenues to transit appears currently constrained. If Hayward could help make transit improvements financially feasible with matching funds, it would be in a position to shape transit projects which best serve the City.

One of the issues in shaping transit is road widening. The City commissioned preliminary exploration of alternative improvements to Route 238 in a Mission Foothill Corridor Study in 1991. A six lane Mission Blvd. with a wide median to accommodate light rail was evaluated with a Jackson underpass (and some other options). The widening in the North Hayward area was shown on the east side of the Mission Blvd. The AC Transit corridor study indicates a transit way within the existing Mission Blvd. right-of-way. These two extremes for the right-of-way are illustrated below.



Some in North Hayward think widening is a better option than the freeway to improve circulation and lessen seismic hazards. Others think the traditional street pattern fits well with the neighborhood and would evolve towards a friendly pedestrian-transit street if not widened. Keeping the existing width is the dominant preference expressed in the Neighborhood Plan meetings and that advocated by the Neighborhood Task Force.

Another issue is the type of transit. Light rail involves four times the initial capital outlay as an electric bus service. Light rail could not make the grade to Cal State while electric buses do well. Loading area requirements for light rail will require widening of Mission Blvd. at transit stops. If the Mission transit corridor was viewed as supplementing BART longer haul rail service, frequent electric bus service might be more appropriate than light rail, especially if there was the possibility of a terminus at Cal State instead of downtown. Light rail, on the other hand, may have more appeal to riders.

Linkage with future transit on Route 92 is another issue. The North Hayward Task Force was interested in the feasibility of a unified Bay transit agency for more integrated planning and ticketing. The local AC Transit Board Member said that operator wages would rise to the maximum of the subsumed agencies, requiring further service cuts; she thought competition between agencies better served the public. Hayward's transit priorities are not yet clear. The Task Force hopes the City will weigh in on Hayward transit interests more heavily in the future.

### **Existing Bike Facilities**

None.

### **Proposed Bike Facilities**

Both the General Policies Plan and the Hayward Area Recreation and Parks District Master Plan indicate urban trails along the San Lorenzo Creek channel and the Western Pacific-BART line.

A trail along the San Lorenzo channel is feasible along the maintenance road. There is a pipe obstacle under the Hazel Street bridge which may require a dip in the trail or a return to street level. A guard rail would be necessary along the edge of the channel. Because the channel abuts rear yards, day use is suggested. This trail can be phased as funds and use indicate; a usable segment might extend from Civic Dr. to the Meek Estate with later extensions to the Bay Trail, the Japanese Garden and Don Castro. Development along the channel should seek to provide views of the trail to maintain security.

The North Hayward Task Force sees a bike trail along the west side of the rail lines as also feasible. The Hayward Bike Facilities plan indicates a bike route on Western to Sunset; the draft Specific Plan for Ashland/Cherryland (1993) calls for a pedestrian and bicycle trail adjacent to the Union Pacific railroad track. This will require an easement from the railroad as the existing public right-of-way is narrow. Providing a trail other than the track itself might be viewed as a safety measure given recent accidents; Fremont has also installed a fence between neighborhood trails and railroad tracks. This trail could connect the neighborhood to the Meek Estate on Hampton Road and connect Cherryland with the BART station.

Bicycle use also depends upon the provision of secure bicycle parking at destinations such as transit stations. Placing bicycle parking near a bathroom attendant station or news stand can be a cost-effective way to provide needed station security and services. Visibility of bike parking area from stores, offices, apartments, and schools should always be considered.

Davis, California is known for a significant use of bicycles for transportation; that City provides bicycle undercrossings under new major streets and separate bike lanes and paths. An undercrossing of Foothill might someday accompany daylighting of San Lorenzo Creek on the west side of Foothill.

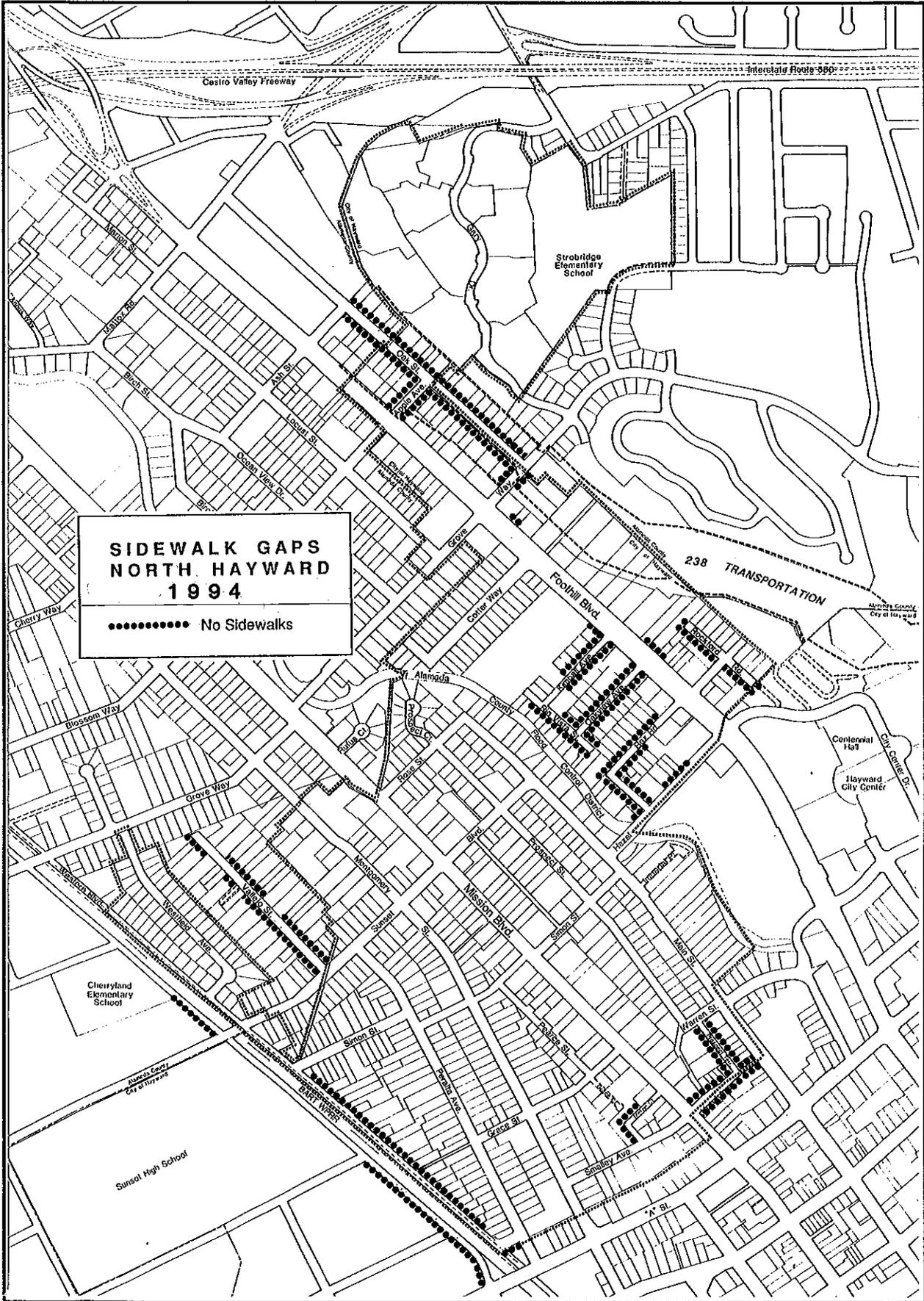
### **Pedestrian Facilities**

Pedestrian facilities include sidewalks, crosswalks, wheelchair ramps and lighting. Some are the responsibility of the adjoining property owner and some City responsibility.

Sidewalks are missing in areas more recently annexed from the County, along Western Avenue and in a few other scattered locations. The curbs and sidewalks are to be provided by the owner of the adjacent parcel and are usually done as a condition of approving development or a condition of annexation (as in Happyland). The lack of sidewalks and curbs appears to have depreciated the value of property in the Rio Vista area, but residents have not expressed interest in completing the streets. Incremental provision as housing is replaced is anticipated. When half the block has sidewalks, the City can require remaining property owners to provide sidewalks if no additional right-of-way is required. Because of resistance from property owners the City has not exercised this legal authority recently, even on major arterials. The Task Force urges the City to pursue completion of sidewalks.

Sidewalks are frequently blocked by parked cars and in a few places - like the Hazel Bridge - by weeds and poles. These obstructions can force strollers and wheelchairs into the street and are of concern to Montgomery Area and Prospect Hill residents. The Police will ticket cars parked across the sidewalk in response to complaints; Public Works is responsible for correcting blocked pedestrian bridge crossing; and Community Preservation will get private property owners to trim vegetation blocking sidewalks, if notified.

In order to make walking more pleasant and safe, the North Hayward Task Force would like street trees and better pedestrian lighting. Recognizing that the City is under severe budget constraints, these improvements would probably have to be phased in gradually. Neighborhood streets leading downtown - Montgomery, Mission and Main - would seem to merit priority for revitalizing downtown and encouraging pedestrian transportation.



## **Street Design**

North Hayward streets well illustrate the changes in street design fashions, with streets developed at various periods.

The earliest sections of streets close to Mission (Melvin, Pearce, Simon and Grace) and Foothill (Rex, Kimball, Oakview and Rio Vista) were narrow. Mission Blvd. was wider to accommodate the streetcars. The compact development shortened walking distance, lessened public expense for roadway maintenance, and restrained vehicle speeds. Back-up occurs on the narrowest street - Melvin Court - because of limited parking for auto repair customers.

Later 60 foot rights-of-way like Montgomery and Peralta provided wide roadways, giving motorists a sense of ease cruising through the neighborhood. The relatively wide streets may encourage speeding. Street trees in the planting strip help mask the poles and wires; but the 3.5 foot wide planting strip is considered too narrow in Hayward for large canopy street trees. Montgomery Avenue in the County has a narrower roadway and a wider tree planting strip which accommodates large sycamore trees.

Prospect Street provides sidewalks, planting strips, parking and travel lanes in a 50 foot right-of-way; a variety of trees are maintained in the 2.5 foot planting strip further narrowing the perceived width of the street and slowing traffic. Westfield, though the same total width, has rolled curbs with the very narrow planting strip paved in most sections giving little definition to the roadway. The rolled curbs mitigate the problem of driveway cuts in sidewalks placed near the curb, but they facilitate parking on the sidewalk. Cotter Way is wide enough for six lanes though it is a dead-end single-family residential street. Street trees soften the extensive paving, but the amount paving is twice as much as that provided on a Portland local street. Excessive paving increases street maintenance costs as well as run-off and flood control district costs. Narrowing the entrance to the street would help distance Foothill traffic.

The current typical Hayward local street standard places the sidewalk next to the curb to get a full 36 foot roadway within a 48 foot right-of-way. This configuration maximizes the land available for roadway and development by minimizing sidewalk/signage/utility space and deleting tree planting strips; utilities and "street" trees are placed in front yard areas in new developments to avoid root damage in sidewalks. Rights-of-way less than 48 feet are currently considered substandard; special plan lines should be adopted to retain them. The former standard of 56 feet was recognized in the old Rio Vista area, except on Rex Road.

Residential collector street standards call for 60 foot rights-of-way with street tree planting strips generally flanking 40 foot roadways. Collector streets in North Hayward are Main Street, Sunset Blvd, Montgomery Street, Hazel Avenue and Grove Way (minor arterial function). The design of Hazel Avenue is of particular importance to the neighborhood as the approach to the channel, bridge, and Prospect Hill. It is the

division between the Rio Vista neighborhood and the vast Mervyn parking lots and functions as a collector. Street trees are requested along both sides by the Neighborhood Plan Task Force.

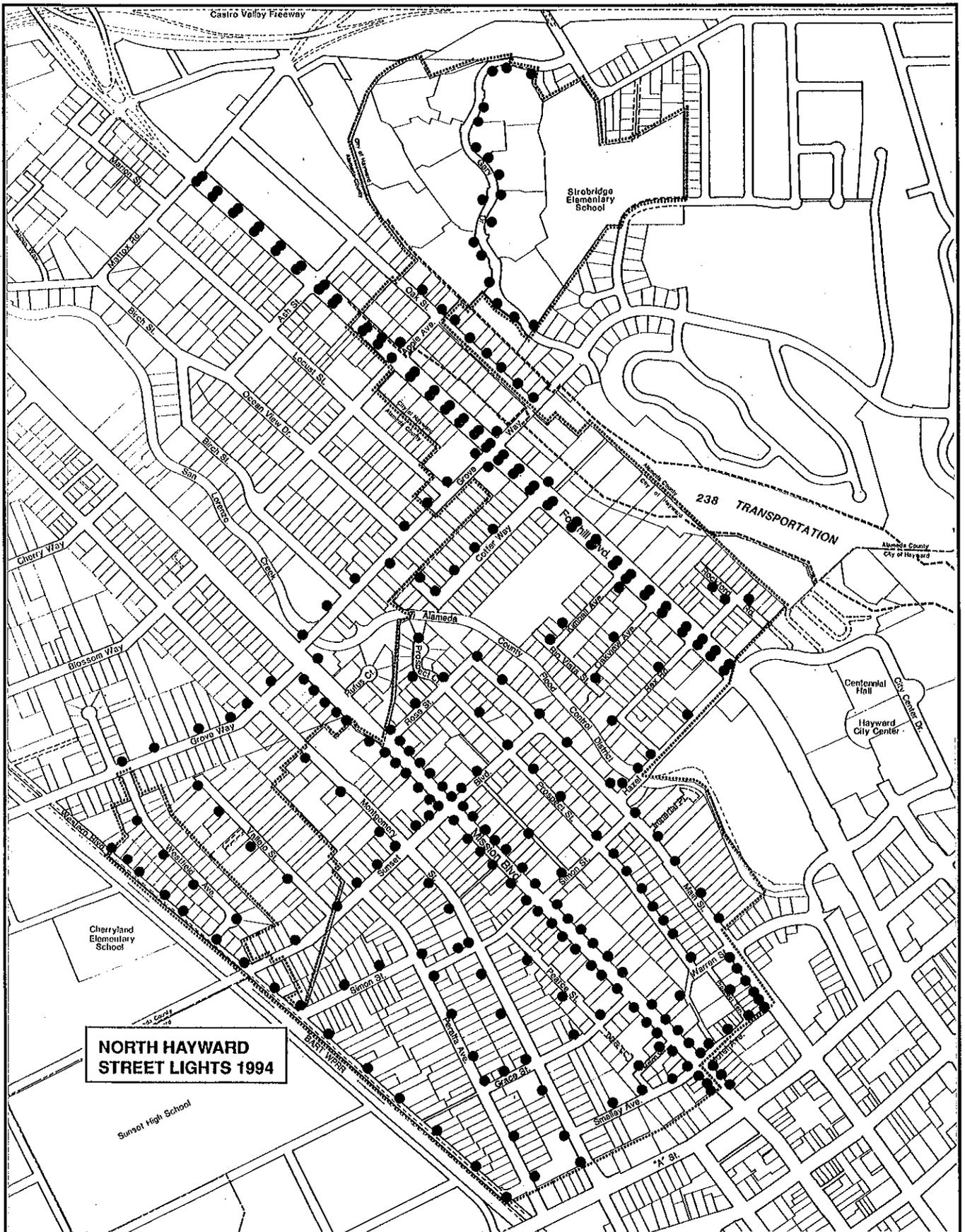
A special design will be needed to accommodate existing development, left turn lane for Mervyn evening traffic, and transitions to the bridge and the channel trail, if implemented.

Other streets for which future rights-of-way need to be established are the narrow portions of Grace and Simon and all of Pearce Street, Melvin Court, Prospect Terrace, and Western Blvd. Retaining the narrow rights-of-way of Grace, Simon, Pearce and Western seems dictated by the current development pattern. A forty foot right-of-way on Hotel would be consistent with the width at the cottages, the limited use and the hillside terrain. If the 40 foot right-of-way is not continued to Main, consideration should be given to widening the planned right-of-way on Prospect Terrace to 40 feet. Hotel Ave., Prospect Terrace and Western Ave. would require a special study to accurately determine the location of existing development and embankments in connection with adopting a specific plan line. Rights-of-way less than 40 feet require special findings to be made; Prospect Terrace and Melvin Court are in the Marks Historic District which may justify the narrow original right-of-way.

Generally, streets are anticipated to remain at their current rights-of-way as established when they were subdivided. Existing widths and future anticipated widths are shown on opposite page.

### **Street Lighting**

Street lighting standards have been adopted by the City, but older areas like North Hayward do not meet standards in most places. New street lights have been installed on Foothill and Mission in conjunction with undergrounding wires. Additional street lights may be added to existing poles in the neighborhood if Transportation Services receives a signed request for each light from the six closest residents and funds are available. Existing street light locations are shown on the map on page 68. One block of Oak Street and one block of Prospect Street have street lights on every pole; other areas have infrequent lighting. Street lights mounted high for roadway illumination may be a nuisance if they shine in windows and are less effective on sidewalks in tree shadow. Lighting just for walkways is best mounted at 10-12 feet high beside the walkway. The ambience created by walkway lighting may be important in revitalizing downtown connections.



## North Hayward Rights-of-Way - Current and Anticipated Future Widths

Apple Avenue	60 feet	60 feet (street trees)
Cotter Way	82 feet	82 feet
Foothill Boulevard	124-110 feet	124-110 feet
Gary Drive	50 feet	50 feet
Grace Street	40-50 feet	40 & 50 feet (needs plan line)
Grove Way	55-60 feet	60 feet (street trees)
Hazel Avenue	54-68 feet	60 feet (street trees)
Hotel Avenue	60-40-20 feet	40 feet (needs plan line)
Kimball Avenue	40-56 feet	56 feet (current plan line)
Main Street	68-60-64 feet	60 feet (street trees)
Melvin Court	32 feet (one way)	32 feet (needs plan line & special finding)
Mission Boulevard	80 feet	80 feet (plus future transit stop setback)
Montgomery Avenue	60 feet	60 feet (street trees)
Oak Street	60 feet	60 feet (street trees)
Oakview Avenue	40-48 feet	56 feet (current plan line)
Pearce Street	40-50 feet	40 feet (needs plan line)
Peralta Avenue	60 feet	60 feet (street trees)
Prospect Street	50 feet	50 feet (street trees)
Prospect Terrace	30 feet	30 feet (needs plan line & special finding)
Rex Road	40 feet	48 feet
Rio Vista Street	40-48 feet	56 feet (current plan line)
Rockford Road	50 feet	50 feet (street trees)
Rose Street	60 feet	60 feet (street trees)
Simon Street	60-50-40 feet	60-50-40 feet (street trees wide section)
Smalley Avenue	50-65 feet	50 feet
Sunset Boulevard	60-70 feet	60 feet (street trees)
Warren Street	60 feet	60 feet (street trees)
Westfield Avenue	50 feet	50 feet
Western Boulevard (east)	35-40 feet	40 feet (needs plan line )
(RR)	80 feet	80 feet ( seek 20' trail easement )
Hillside Alley	20 feet	20 feet (needs plan line)
"M" Street	vacated (Res. 83-329)	
Grace Walkway	vacated (Prior to 1986)	
Montgomery-Mission Walkway	vacated (Res. 91-117)	
Private Streets:		
Gary Drive		
Grace Court	25 feet	
Imperial Place		

## **PUBLIC SERVICES and FACILITIES**

As cities grow and mature, public facilities and services tend to grow and diversify in response to public needs translated into public action at some level of government. The neighborhood planning process provides an opportunity to look at the balance of public services and facilities from the perspective of a neighborhood.

### **Parks and Recreation Issues**

The total lack of parks in the North Hayward Neighborhood was noted repeatedly at the initial neighborhood meeting. While one resident felt adequately served by Carlos Bee Park, Meek Estate, Lake Chabot and private recreation facilities within Mesa Verde, other residents saw the need for park facilities in their neighborhood. Mini-parks on vacant lots, par courses on linear greenways, San Lorenzo channel open space, open gyms and expanded use of Sunset facilities and additional downtown park space were suggested.

There was also concern about access to recreation programs given current sign-up procedures and fees, especially for youth. Current nearby recreation programs consist of sessions at Sunset for volleyball Friday evening (\$2-3 per night), youth basketball leagues for 5th through 7th graders Saturday mornings (\$10 per term), and basketball open gym Saturday afternoons (\$2-3 per Saturday). Little League uses the Strobridge School and other leagues can get facility use permits through HARD. The lack of a place for pick-up games after work was disappointing, though the lack of current resources was recognized.

### **Park Standards**

The park standards of the Hayward Area Recreation and Parks District (HARD) call for a local park to be within walking distance (1/4 - 1/2 mile) without crossing a major arterial; in the whole neighborhood, only a few parcels on Grove Way are within walking distance of a park: Carlos Bee Park. Park standards call for 1.5 acres of local park per 1000 residents; The City portion of North Hayward should have approximately 6.6 acres of local park to meet the standard. These parks are ideally 4-10 acres in size by HARD standards, located with frontage on 2-3 streets and possessing some natural qualities such as a view or mature trees.

HARD goals for total park acreage per thousand residents is ten acres per thousand though there is less than half that amount. Total park acreage includes large community parks like Meek Estate, special facilities like the Japanese Gardens, Senior Center and Little Theater, school athletic fields maintained by HARD as at Sunset, linear parks like the Eden Greenway, the Skywest Golf Course and the Shoreline Interpretive Center. The City can require developers to dedicate 5 acres per thousand new residents brought in by new development; small developments contribute an in lieu fee per unit to buy park facilities. Currently available funds in the account for the northeast quadrant of the District are approximately \$255,000.

## **Opportunities for Parks and Open Space Amenities**

The North Hayward Neighborhood Task Force has noted the limited availability of park funds (less than an acre's worth of money) and the limited availability of sites. As they found no outstanding local park opportunity in the Montgomery Area, they recommended priority for a tree planting program in that part of the neighborhood. Many cities recognize that landscaped sidewalks serve as recreation space and their street trees are managed by their parks department. Hayward has a separate park district; the Public Works Department maintains street trees. It is not easy, therefore, to get park deficiencies compensated for with street tree planting. In this case, the importance of keeping neighborhoods around the downtown verdantly attractive underscores the Task Force recommendation. Street trees and better pedestrian lighting on streets within walking distance of downtown could be planned and phased in steady increments if some form of continued funding was established.

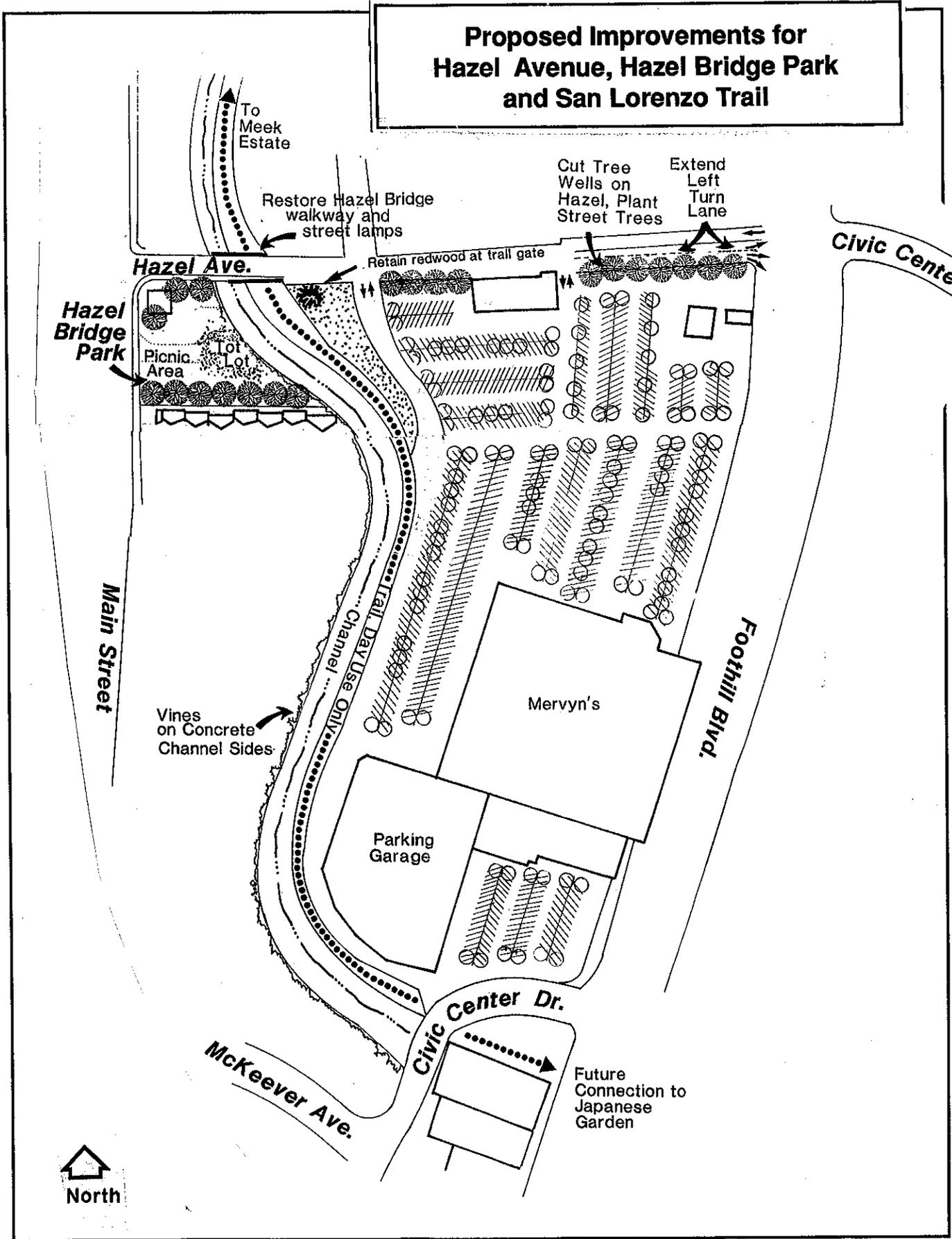
The other opportunities presented just outside the Montgomery Area are the railroad right-of-way and the Sunset Adult Center. A trail on the rail right-of-way, discussed under bicycle facilities, could also be used by joggers and walkers. The route offers a wide, open feeling along the straight Western Avenue alignment. It is shown on both the HARD Master Plan and City General Policies Plan. Cities have successfully applied for grants to construct bike trails; neighboring cities of Union City and Fremont have very extensive bike trails. Hayward is applying for grant money to do a consolidated bike plan with Alameda County.

Development of a tot play facility and picnic tables on the Sunset Adult site at the corner of Sunset and Western would utilize available land to alleviate a park deficiency for part of the Montgomery Area. Most of the rest of the area would be within walking distance of a similar installation at the Main Library.

In the Prospect Hill-Rio Vista Area, the Task Force has recommended development of a minipark on City land between the end of Simon and the San Lorenzo Creek. The half acre site slopes towards the San Lorenzo channel offering distant hill views and would accommodate a tot lot and picnic tables. The mini-park could connect to a San Lorenzo channel trail either by an improved Hazel Avenue bridge or a separate pedestrian bridge to the Mervyn's side of the Channel. Purchase of the corner lot would add about 8500 square feet to the site and make the park more visible and attractive to the Hayward Area Recreation and Parks District.

Development of a trail along the San Lorenzo channel is also recommended. The trail could eventually offer access to the Meek Estate and downtown Hayward on a route largely protected from traffic noise, restoring some of the natural amenity of Eden Township. Trail development is seen as enhancing both the neighborhood and the Mervyn's office headquarters. Preliminary contact with Mervyn's indicates positive interest in improvements around the site. Cooperation of the Alameda County Flood Control District (ACFCD) and Hayward Area Parks and Recreation District is also essential. The City has had a license agreement with ACFCD for a trail on the channel. Public open space along the channel is the first open space objective of the Ashland Cherryland Business District Specific Plan. The Channel trail and Hazel Bridge Park are illustrated on the next page.

# Proposed Improvements for Hazel Avenue, Hazel Bridge Park and San Lorenzo Trail



East of Foothill, Caltrans right-of-way was seen as offering prominent opportunities for public open space. If the freeway is not built, HARD would be interested in exploring possibilities of a Gateway Park east of the Mattox-Foothill intersection as it appeared to be the only big potential park site. Gaining space for playing fields would however require tighter, slower speed access ramps. Access to existing park facilities by extension of local streets might be provided if the freeway is not built.

In addition to the park and trails facilities recommended, the Task Force surveyed park possibilities on vacant lots on Peralta, sites south of Hotel Avenue with vacant structures, and vacant land east of Foothill, north of the end of Rockford Road. Those recommended were seen as offering more public benefits.

## **Schools**

Strobridge School serves the area of North Hayward east of Mission Blvd.; Cherryland School serves the area to the west of Mission Blvd. The division at Mission Blvd continues at the intermediate level with the east side attending Bret Harte and the Montgomery Area attending Winton School. All students in the area attend Hayward High School since the closure of Sunset High. Sunset is now used for adult education (the outdoor basketball courts becoming a parking lot). The District anticipates continuing to need Sunset, perhaps again as a high school in ten years. Out migration of upper grade students and uncertainty about the California economy have made projections extremely difficult.

## **School Issues**

Both the Cherryland School and Bret Harte sites are considered to be "impacted" with portable classrooms. The school district is currently considering year-round school schedules and combining of some schools to make more efficient use of facilities in the face of declining resources. While there were no complaints about local schools, the Neighborhood Task Force was very concerned about the negative perception of Hayward schools in general. There was some concern about diverting energy into restructuring school year schedules which might not realize the savings anticipated.

Both the Cherryland and Winton Schools experience relatively high transiency rates. The City is pursuing a policy of encouraging ownership housing in order to help reduce transiency. County cooperation in the Cherryland area will be necessary to affect those schools. Transiency at Strobridge and Bret Harte is average for the City while Hayward High is more stable than average.

Some of the difficulties the school district faces emanate from state funding. After Proposition 13, school funding was largely subsumed by the state. The frugal spending pattern of the Hayward Unified School District was frozen into a low per student State allocation formula; disparities have grown worse over time with percentage-based increases. Citizens have not supported supplemental bond funding as passed in the New Haven District.

## **School Opportunities**

Recommendations on the current state-wide school funding crisis are beyond the scope of this neighborhood plan. An opportunity to provide for some local improvements, however, may be present in a surplus parcel across from Strobridge School. Sale of the land might generate enough money to alleviate the school drop off hazards with an entrance at the far end of the parking lot or with the installation of other suitable traffic controls as well as to make other improvements important to teachers and the community.

## **Library**

The downtown Library is treasured by many neighborhood residents. More parking, more library space, more staff, longer hours and fewer vagrants were suggested by neighborhood residents to increase use further. Provision of some play area for tots would alleviate park deficiencies in the Montgomery Area.

## **Social Services**

Various types of social services have evolved to physically care for, to socialize and/or to provide material support for people who are unable to manage on their own or within their families. Social services present mixed aspects from their associations with public, private, secular, or religious institutions and from their combination of functions (e.g., food service and counselling or housing and training). They are difficult for local jurisdictions to evaluate without some track record.

## **Social Services Issues in North Hayward**

There are concerns about social services in North Hayward ranging from a desire to simply know what services are available to a sense that there has been a proliferation of facilities for drug-users, alcoholics and homeless which compromises the future of the neighborhood.

Concern about drop-in social services and some board and care was voiced in connection with recent use permit applications for a lunch service at the Second Chance drop-in center at Grace and Mission and at an apartment building on Rex Road. The Rex Road application was denied; Second Chance's application was approved.

Current Board and Care facilities in the neighborhood which are licensed by the State Community Care Licensing Division are:

Bethesda Home, 22427 Montgomery, 28 residents, elderly  
Montgomery Care Home, 22240 Montgomery, 20 residents, elderly  
Montgomery Manor, 22107 Montgomery, 15 residents, elderly  
George's Home Care, 21813 Westfield, 6 residents, devel. disabled  
Davis Family Home, 1244 Cotter Way, 4 residents, devel. disabled  
Davis Care Facility, 1265 Cotter Way, 6 residents, devel disabled

Neighbors say that the Montgomery Manor and the Montgomery Care Home, no longer have exclusive senior clientele. The Second Chance administrator said that some unlicensed residences are used for board and care businesses; residents turned out during the day create some of the need for drop-in day services like Second Chance.

### **Current Group Home Regulation**

The Task Force strongly recommends that the City monitor and limit the expanding array of social services from drop-in day centers and shelters through transitional housing and half-way houses to group homes. There is a legitimate public purpose in requiring licensing to monitor the conditions in which vulnerable populations are kept. Spacing care facilities is generally upheld as justified because concentration defeats the therapeutic value of placing people in normal surroundings.

Presently the City of Hayward allows group homes as defined by the state community care licensing authority: "a facility, place or building which is maintained and operated to provide nonmedical residential care, day treatment, adult day care, or foster agency services for children, adults, or children and adults, including, but not limited to, the physically handicapped, mentally impaired, incompetent persons, and abused and neglected children."

If there are six or fewer residents, the facility is reviewed in the same manner other residences (a Site Plan Review checking siting and design). If there is already another community care facility within 300 feet, the City may request that licensing be denied. As group homes in neighborhoods have not been demonstrated to have a negative effect in numerous studies, courts have overturned requirements that treat group homes differently from the family residential uses which they imitate.

If there are 7 or more residents, the facility is viewed more as an institution. A conditional use permit, with a public hearing and action by Planning Commission, is required except in RH, CO and CB zoning districts. In the High Density Residential, Commercial-Office and Central Business districts only a site plan review is required.

Half-way houses which provide a transitional environment for persons emerging from mental or penal institutions or drug treatment centers are not a specified use in the zoning ordinance. Therefore they are treated like the use they are most similar to which is a group home. Typically jurisdictions treat them as conditional uses to allay public concerns by holding a public hearing, establishing conditions for the use to protect the neighborhood, and providing for closer accounting of the operation.

## **Neighborhood Social Service Recommendations**

The North Hayward neighborhood is asking for a more complete picture of social services being provided in the City and more attention to equitable distribution. Size of the facility as well as total numbers of facilities is relevant; concentrations - like the congregation of all food stamp recipients in South County at the Creekside Shopping Center - should not be permitted. For some providers of social services, clustering appears convenient. For residents who want a social setting for shopping and walking, a disproportionate number of people sorted out by dysfunction or need hurts the social and economic vitality of the neighborhood. Complaints from merchants on Mission Blvd. about the number of weirdos, vagrants, and hanger-outers were numerous in the initial survey for this plan; one business has since relocated.

Because there are so many agencies and types of facilities, accounting for the distribution of facilities is not a simple task. North Hayward residents recognize the need for social services to help those in need but do not want public monies used to oversaturate parts of the neighborhood with transitional housing and drop-in services. One institution is seen as improving the neighborhood by restoring homes and landscaping at the "A" Street entrance: Bethesda Christian Retirement Center. Some more surreptitious services create a diffuse anxiety about the future of parts of the neighborhood. More consistent requirement of use permits with spacing and distribution information on the type of service would be a start.

## **Community Oriented Policing and Code Enforcement**

The functions of police have expanded to provide for more community involvement through programs like drug education, Neighborhood Watch groups and Community Oriented Policing which has included participation of a police liaison in the neighborhood plan process. Community Service Officers have been commissioned to assist in the enforcement of laws which may otherwise not receive priority because they are not life-threatening but which may affect the long-term stability and safety of neighborhoods like illegal parking in front yards. The Task Force thinks it is more efficient for police to enforce laws with regard to parking, including parking in front yards.

Code enforcement is also provided by Community Preservation inspectors who enforce laws regarding the maintenance of private property such as clearing weeds, trash and graffiti. In addition, they are responsible for enforcing the City's zoning and sign regulations such as investigation of possible illegal units. Code enforcement is normally based on response to complaints to the responsible City department. Coordinated enforcement by several divisions and agencies is undertaken for egregious violations such as drug dealing.

The Neighborhood Task Force would like to see more systematic enforcement (rather than only complaint based enforcement) with adequate personnel to enforce laws. They feel that the City cannot afford to be without these programs.

## Neighborhood Policing Issues

Criminal activity was one of the main issues brought to the initial North Hayward Neighborhood Meeting. Increased daytime burglaries, crack houses, and transient housing were said to be causing people to leave the neighborhood. Noise from Mission night clubs, speeding, graffiti and dumping in the railroad right of way were also cited. Some residents thought that a curfew for minors and parking stickers might help fight crime. A business survey indicated problems with graffiti, speeding and accidents on Mission Blvd around Sunset Blvd; Foothill Blvd. business people noted graffiti, speeding and fear of crime due to recent hold-ups.

There were several commendations of Police responsiveness from residents and business owners in the Mission-Montgomery area and a recognition that blatant prostitution had been curbed. Police have successfully prosecuted several prostitutes and obtained restraining orders to keep them away.

There was frustration about repeated "tagging" or graffiti. The City has been orchestrating response by volunteers and several City departments, is trying to get prominent walls painted one of five basic colors for easier graffiti coverage, and organizing a paint bank for people to use. Sale of aerosol paint to minors is prohibited and police officers are supervising graffiti eradication by offenders on public property.

A Task Force member has suggested notifying owners of products which allow graffiti to be washed off in frequently tagged areas. Others noted the effectiveness of having a public works employee with proper equipment and paint pigment selection to remove or paint over graffiti in San Leandro. San Leandro offers this service free to anyone with less than 25 square feet of graffiti who signs a release for subsequent removals. The employee devotes a third of his time to graffiti removal and photographing tags for later prosecution and retribution payments. Property owners are required to remove graffiti more extensive than 25 square feet, but the quick City response for lesser amounts is thought to keep the problem from getting larger.

There is also frustration over illegal units. The City typically doubles building permit fees of those caught and gets health and safety problems addressed if unit is allowed to remain. Parking problems and other siting issues typically aren't resolved; the deterrent may not be adequate given the value of an extra unit which might not have been permitted. The County now charges illegal builders a \$5000 zoning enforcement fee plus other building permit fees. The Task Force recommended that the City consider similar measures to discourage illegal units and fund enforcement.

## Fire and Medical Emergency Response

North Hayward is served by the City of Hayward Company 1 stationed downtown. A new fire station is to be built on the current site at "C" Street and Main Street to meet higher seismic safety standards. Response times are noted to be good by neighborhood residents and within the 5 minute standard by Fire Department calculations.

## Sewer and Water Service

Most of North Hayward is serviced by City water and sewer. Some more recently annexed northern parts of the neighborhood are serviced by Ora Loma Sanitary District sewer and East Bay Municipal Utility District water. There are no known capacity limitations peculiar to North Hayward.

Replacement of older water mains and hydrants in the EBMUD district should be investigated in connection with major developments and any redevelopment of streets. Currently EBMUD has been seeking assessment contributions for replacement of brittle mains rather than systematically phasing in new lines like the City. This is because some of the EBMUD district is in newly developed areas that do not feel that general funds should go for replacing old systems. The Task Force encourages EBMUD representatives to pursue a policy more responsive to potential hazards in an earthquake.

Flood control is provided by Zone 2 of the Alameda County Flood Control and Water Conservation District. Each zone finances its own projects for detaining, storing, controlling, conveying or pumping water either to the San Francisco Bay or to some beneficial use. In Zone 2, the district has authority to design all facilities to the 15 year flood standard which is less than the Federal Government Standard of the 100 year flood and the 500 year design of the channel. The channel therefore seems amenable to partial naturalization in the future without undue risk.

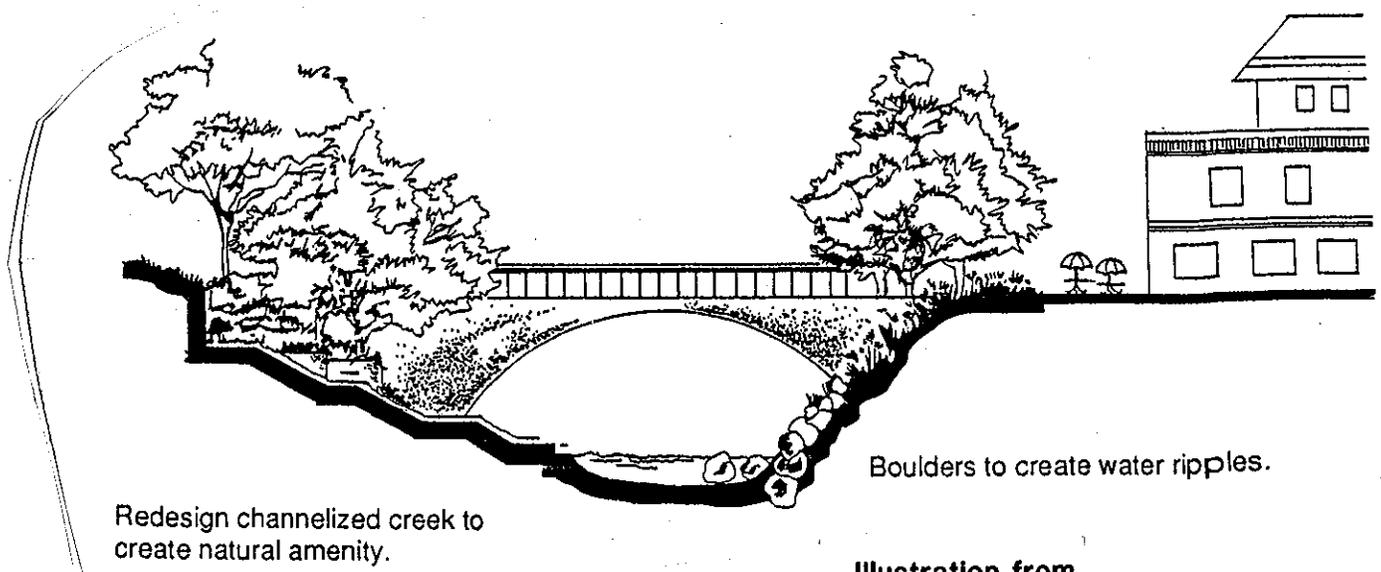


Illustration from  
Hayward Design Guidelines

## APPENDIX "A"

### NORTH HAYWARD GEOTECHNICAL REPORTS (In City Files - Originals to be filed with State Division of Mines and Geology)

<u>ADDRESS</u>	<u>REFERENCE NO.</u>	<u>INVESTIGATOR</u>	<u>YEAR</u>
Foothill Blvd. (Ancient Lake Area)	253	Burkland & Associates	1975
22269-22277 Mission Blvd.	250	Judd Hull & Associates	1976
22202 Main St.	230	Judd Hull & Assoc.	1976
21600 Foothill Blvd.	243	Neil H. Zickefoose & Associates	1977
Foothill Blvd. between Hazel St. and Rex Rd.		Judd Hull & Associates	1977
<b>Foothill Blvd./ Grove Way</b>	<b>317</b>	<b>HMS Associates</b>	<b>1978</b>
Kimball School Hayward, CA		Woodward-Cycle Consultants	1979
22218 Montgomery St.		Judd Hull & Associates	1979
<b>22405 Main St.</b>	<b>B72393</b>	<b>Terra Search</b>	<b>1985</b>
22236 Main St.	SPR87-65	JHA Geotechnical	1987
22169 Main St.	567	GEI Geotechnical Engineering, Inc.	1990

**Reports indicating an active fault are shown in bold.**

**APPENDIX "B"**

**North Hayward Neighborhood**

1990 Census Profile

**POPULATION**

Census Tract	Block Group	Total Population	Number of Households	Med. HH Income	Tract Description
4354	4	749	304	\$23,357	Montgomery to Western, south of Simon
4354	5	682	314	\$35,114	Montgomery to Foothill, south of Hazel
4355	2	1080	501	\$24,708	Mission to Foothill, north of Simon
4355	3	625	289	\$28,147	Montgomery Area, north of Simon
4312	4	828	442	\$36,091	East Side of Foothill near City Center
4312	5	461	261	\$45,536	Strobridge/Mesa Verde Area
Total		4,425	2,111	\$30,861	
City		111,498	40,246	\$36,058	

**RACE**

Census Tract	Block Group	Non-Hispanic White	Black	Am.Ind.	Asian	Other	Hispanic Total
4354	4	528	0	17	55	0	73
4354	5	395	54	30	35	0	190
4355	2	599	195	19	22	0	171
4355	3	483	0	0	47	0	192
4312	4	405	111	0	109	0	146
4312	5	356	33	0	51	0	90
Total		2,785	393	66	319	0	862
Percent		62.9%	8.9%	1.5%	7.2%	0.0%	19.5%
City		51.3%	9.4%	0.8%	14.9%	0.2%	23.4%

**HOUSING**

Census Tract	Block Group	Total Units	Owner Occupied	Renter Occupied	Med.Home Value	
4354	4	328	84	200	\$212,500	
4354	5	340	71	257	\$179,900	
4355	2	503	140	313	\$304,300	
4355	3	306	91	182	\$229,500	
4312	4	472	54	405	\$216,300	
4312	5	264	152	79	\$119,600	
Total		2,213	592	1436	\$211,520	2028
Percent		n/a	29.2%	70.8%	n/a	0.083597
City		42,216	51.5%	48.5%	\$184,500	

City of Hayward Advanced Planning, 3-7-94

## APPENDIX "C"

### HAYWARD LANDSCAPE BEAUTIFICATION PLAN POD, Inc., 1987, pp. 19-20

#### FOOTHILL BOULEVARD

##### EXISTING CONDITIONS

###### 1. Description

Foothill Boulevard is a major four-lane divided arterial that connects I-580 with Jackson Street and Mission Boulevard in the downtown. A major entry to Hayward, it passes through strip commercial development, the city center complex and through the downtown shopping area.

###### 2. Resource Features

- City Hall
- San Lorenzo Creek
- Portuguese Park
- View of Hayward Hills

###### 3. Streetscape

- very inconsistent planting
- strip commercial development
- deteriorating medians/narrow concrete median through downtown

###### 4. Future Plans

- rehabilitate existing medians north of downtown

##### DESIGN GOALS

1. Establish as major City entrance.
2. Develop strong landscape boulevard effect.
3. Buffer inconsistent land uses and developments adjacent to right-of-way
4. Use public information signage, decorative paving or flower color to distinguish and characterize major arterial medians.

##### OBJECTIVES

1. Increase tree and shrub planting in existing medians.
2. Increase street tree planting along edge of right-of-way.
3. Focus use of flower color and special paving at key intersections.

##### RECOMMENDATIONS

###### 1. Tree Form/Character

- Use medium to large canopy evergreen and deciduous street trees.

###### 2. Median Treatment

- Focus use of small scale flowering trees, shrubs, and special paving as appropriate at narrow median areas. Plant canopy trees, low shrubs, and groundcover close enough to avoid gaps.

##### POLICIES - PUBLIC RIGHT-OF-WAY

1. Implement in-fill planting within existing medians as priority project.
2. Plant street trees along edge of right-of-way.
3. Establish City Gateway at I-580 entrance/exit from freeway and co-ordinate with Caltrans on proposed Route 238 off-ramp.

##### POLICIES - PRIVATE PROPERTY

1. Enforce landscape setback requirements to achieve consistent landscape edge.
2. Encourage existing uses to maintain landscaping on private property visible from the street.

