

HARDER-TENNYSON NEIGHBORHOOD PLAN



Hayward, California

Adopted by City Council
Resolution No. 89-285
October 3, 1989

City of Hayward
Neighborhood Planning Program

HARDER-TENNYSON NEIGHBORHOOD PLAN

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PREFACE

THE GENERAL PLAN

The City of Hayward, in compliance with state law, has adopted a General Plan. The General Plan is a policy guide for future decisions concerning the development of the community according to desired goals. The General Plan consists of various elements that are required by State Law including Housing, Land Use, Circulation, Open Space, Recreation, Conservation, Safety and Noise. The General Policies Plan forms the core of the City of Hayward General Plan. This document was adopted by the City Council in May 1986 after an 18-month effort by a 30-member citizen task force. The General Policies Plan provides for the preparation of neighborhood plans to further refine citywide policies.

THE NEIGHBORHOOD PLANNING PROGRAM

The City of Hayward Neighborhood Planning Program was approved by City Council on May 13, 1986. Neighborhood plans are to be prepared for 17 study areas within the City's planning area. The Harder-Tennyson is the third plan undertaken in this program and has been developed simultaneously with the Tennyson-Alquire plan. The purpose of neighborhood planning is: 1) to provide for greater involvement of citizens in the planning process; 2) to apply general policies to specific areas, achieving greater consistency and detail; 3) to develop implementation measures to achieve the longer-range policies.

THE PLANNING PROCESS

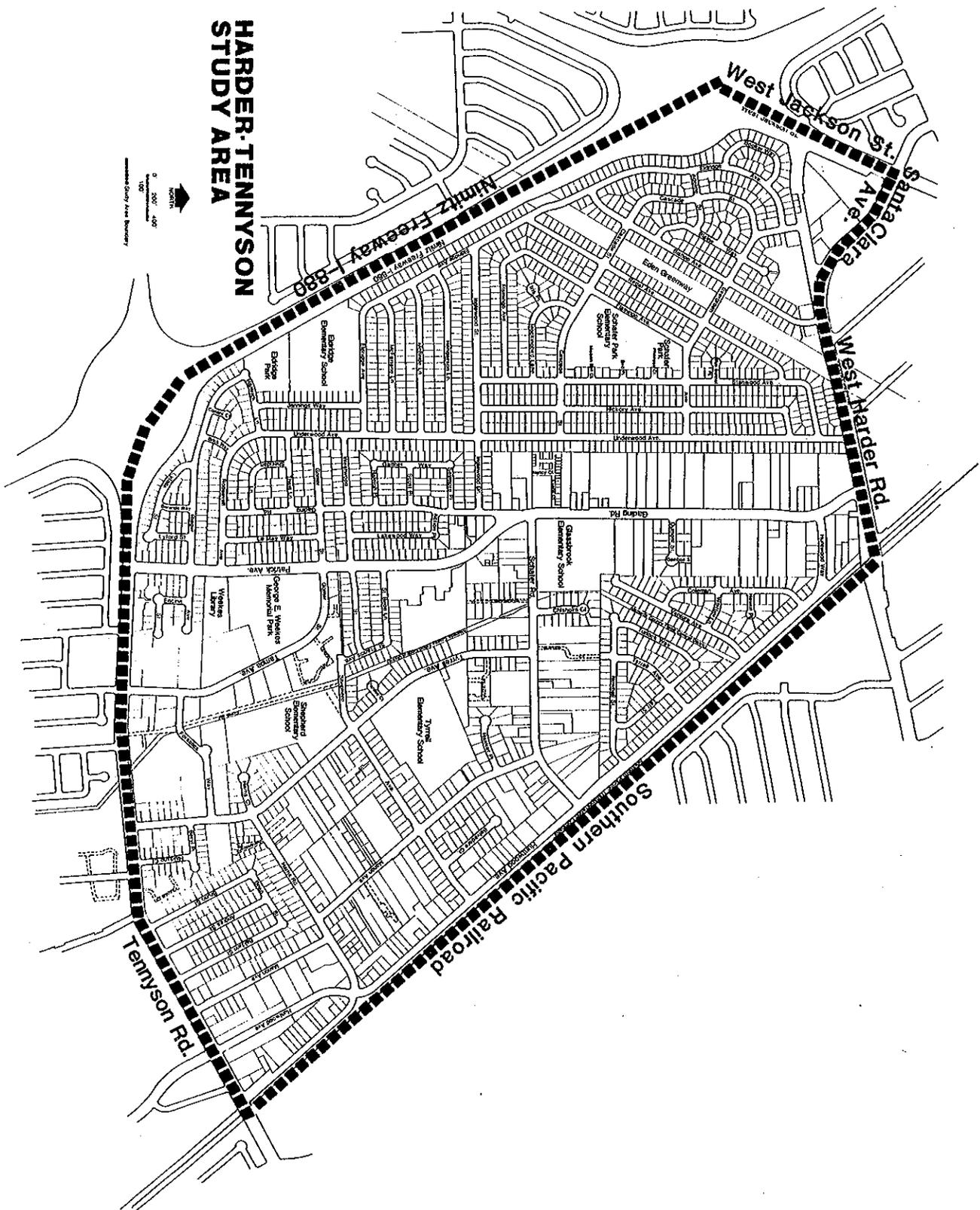
The Harder-Tennyson planning process began June 13, 1988 with a neighborhood meeting, to explain the planning process, identify local issues and concerns and solicit applications for a citizens task force. On July 19, 1988, the City Council appointed a 9-member task force which met from September through February to identify issues, review background information, and formulate recommendations for possible actions. Alternatives for addressing the major issues were presented at a neighborhood meeting on March 2, 1989. Subsequently, final Task Force recommendations were made and presented at a neighborhood meeting on May 18, 1989. The draft Harder-Tennyson Plan was reviewed by the Planning Commission on June 29 and July 13 and submitted to the City Council for adoption. The Council held a public hearing on August 1, 1989 and adopted the final document on October 3, 1989.

ORGANIZATION OF PLAN DOCUMENT

The Policies and Strategies are contained on pages 1-10. The remainder of the document provides background information on identified issues plus alternative implementation measures.

HARDER-TENNYN SON STUDY AREA

0 200' 400'
100'
North
City of Memphis
Planning and Development Department



Tennyson Rd.

Southern Pacific Railroad

West Jackson St.

Salma Clara Ave.

West Harder Rd

North Freeway I-880

Edin Greenway Elementary School

Glassbrook Elementary School

Tyrone Elementary School

George S. White Memorial Park

Vivian Library

Edin Greenway Elementary School

POLICY 1: PRESERVE EXISTING SINGLE-FAMILY AREAS AND PROMOTE NEW SINGLE-FAMILY DEVELOPMENT

Historically, the City's General Policies Plan has called for low density (typically single-family) development in the western portion of the study area and higher density (typically multi-family) development in the eastern portion. There are extensive single-family residential tracts built in the 1950's in the Schafer Park neighborhood west of Patrick Avenue and Underwood Avenue. East of those streets is a mix of multi-family and single-family uses interspersed with schools, churches and parks. This mixture resulted from the large lot ranchettes subdivided before World War II and high density zoning, and is not attractively composed with the exception of the more recent development framing Weekes Park.

Of the total estimated housing stock of 5,189 units in the study area, approximately 43% are single-family detached units while 57% are multi-family units (city percentages are the exact reverse). In the eastern portions, over 80% are multi-family units. The number of multi-family units as a percentage of total units authorized averaged 90% from 1980-1987.

Potential for further development is limited. The little vacant land in the study area is composed of small parcels in the eastern portion. However, some demolition of existing single-family housing is already occurring in the eastern portion of the study area to make way for further multi-family development. This trend toward redevelopment, coupled with the existing concentrations of multi-family rental housing, is perceived by many area residents as having a negative impact on the stability of the neighborhood.

STRATEGIES:

- a. Reduce planned residential densities in the eastern portion of the study area through the following actions:
 - (1) Amend the General Policies Plan Map designation from Medium Density Residential to Low Density Residential to recognize three existing single-family subdivisions, while retaining the designation of Medium Density Residential in the balance of the area to recognize the established character of the area.
 - (2) Initiate rezonings from RM (multi-family) to RS (single family) on those parcels which do not contain multi-family development, with the specific finding that RS zoning is listed as potentially consistent zoning in a Medium Density Residential area according to the Zoning Consistency Matrix, and is consistent with the objectives, policies, and programs specified in the General Policies Plan and the Neighborhood Plan.
- b. Permit no new multi-family development in the study area and encourage the city to recognize the problems created by excessive concentrations of multi-family rental housing in any neighborhood of the city and to promote the dispersal of such housing throughout the city.
- c. Study feasibility for revitalization within the study area, using federal or other funding sources.

- d. Continue to pursue more direct, effective ways of upgrading the Harder-Tennyson neighborhood through implementation of the Community Preservation and Improvement Ordinance, Mandatory Apartment Inspection Program, zoning enforcement and streetscape improvements on Tennyson Road and Gading Road.
- e. Address issues of transiency by seeking to improve neighborhood schools, social services, and law enforcement, and by encouraging more owner-occupied housing.
- f. Evaluate within three years the effectiveness of the policies and programs contained in the Neighborhood Plan and determine whether further actions are warranted.

POLICY 2: IMPROVE THE APPEARANCE AND CONDITION OF EXISTING SINGLE-FAMILY AND MULTI-FAMILY DEVELOPMENT

Most of the single-family subdivisions are now over 30 years old. Given the timeframe of much of the multi-family development and the lack of adequate design controls and/or attention to design review, the quality of earlier development does not measure up to that of more recent development. Factors such as architecture, site planning, original construction, landscaping, parking, open space, recreational amenities, and property and building maintenance can have a significant impact on the overall quality of development, as well as a cumulative effect on the quality of life in the neighborhood. Increased efforts are needed to ensure safe buildings, rehabilitate deteriorating structures, and improve property maintenance.

STRATEGIES:

- a. Assign high priority to this study area in the implementation of the mandatory Apartment Inspection Program.
- b. Assign high priority to this study area in the enforcement of the Community Preservation and Improvement Ordinance.
- c. Recommend high priority to this study area in the allocation of financial assistance under the Rental Rehabilitation Program.
- d. Emphasize rehabilitation in funding the Housing Conservation Loan Program and Senior Minor Home Repair Program through the Community Development Block Grant.

POLICY 3: PROVIDE MORE OPPORTUNITIES FOR OWNERSHIP HOUSING IN THE STUDY AREA

One of the major concerns in the neighborhood is the lack of stability caused by the high degree of transiency of the renter population. This has impacts on local associations, schools, and overall efforts to improve the neighborhood. Tenure generally reflects the distribution of single-family housing and multi-family housing within the study area. However, the percentage of renter-occupied housing increased in all portions of the study area from 1970 to 1980 as compared to the City as a whole. This is due in part to new multi-family construction and in part to the increase in renter-occupied single-family units.

STRATEGIES:

- a. Assign high priority to this study area in the distribution of Mortgage Credit Certificates for first-time homebuyers should that program become authorized and funded.
- b. Encourage the conversion of existing multi-family rental housing to cooperative or other ownership housing, consistent with existing city ordinances and regulations, with further improvements as deemed necessary.
- c. Evaluate programs in effect in other communities and explore new methods for creating ownership housing as part of the 1990 Housing Element Update.

POLICY 4: ENCOURAGE LAND USE AND SITE DEVELOPMENT ALONG TENNYSON ROAD WHICH BETTER SERVES RESIDENTS OF THE AREA

In an area segmented by single-family housing tracts, mobile home enclaves, apartment blocks and condominium developments, Tennyson Road is a common thread which can serve as a unifying element. Creation of an attractive street where people can converge around common needs and interests will help secure the livability of the surrounding neighborhoods. This task will require coordinated land use and site planning and circulation improvements. The stronger demand for Tennyson Road commercial space should allow the community to more effectively shape its development. The goal is to establish the Tennyson Road commercial area as a quality neighborhood shopping center for the South Hayward area.

STRATEGIES:

- a. Amend the General Policies Plan Map to the Retail and Office Commercial designation on the north side of Tennyson Road between Patrick Avenue and the Southern Pacific Railroad tracks, except for the segment between Dickens Avenue and Ruus Road.
- b. Consider office development on the north side of Tennyson Road between Dickens Avenue and Ruus Road.
- c. Retain and improve the Tennyson School site for the provision of community/social services and expansion of Tennyson Park; consider possibility of joint commercial development along Tennyson Road as appropriate.
- d. Evaluate possible locations for proposed new fire station to serve the south Hayward area.
- e. Improve pedestrian approaches and bike facilities at shopping and community centers.
- f. Provide windows towards the street as well as towards parking lots to extend welcoming look and to improve security.
- g. Avoid overduplication of similar types of uses and encourage establishment of businesses such as professional, medical, dental and legal offices; a bank; a full service restaurant; and new varieties of ethnic food which reflect the neighborhood.
- h. Discourage alcohol sales at gas stations along Tennyson Road.
- i. Review existing parking ordinances to ensure that every commercial property provides adequate parking to accommodate its business use.

- j. Encourage the formation of neighborhood merchants or business group(s) to assist in efforts to improve the Tennyson Road commercial area.
- k. Enforce the city sign ordinance, especially on major streets such as Tennyson Road, to remove visual blight.

POLICY 5: IMPROVE THE APPEARANCE OF TENNYSON ROAD TO MANIFEST PRIDE IN THE NEIGHBORHOOD AND ATTRACT CUSTOMERS TO COMMERCIAL ESTABLISHMENTS

Much has been accomplished in the way of physical improvements along Tennyson Road since the 1968 District Plan. Reductions in signage, beautification of shopping centers, and the landscaping of the median strip now underway have all contributed to the improved appearance of Tennyson Road. However, much still needs to be done (e.g. the undergrounding of utilities) to fully realize the goals set over 20 years ago.

STRATEGIES:

- a. Assign highest priority to undergrounding utilities, seeking priority use of Rule 20 funds.
- b. Encourage redevelopment of former gas station properties; strictly enforce clean-up of contamination and prohibitions on outside storage.
- c. Provide continuous sidewalks with adequate, unobstructed width to encourage walking; utilize public funds to correct existing deficiencies.
- d. Require ten feet of landscaping along sidewalks; require maintenance by property owners.
- e. Provide bus stop benches and trash receptacles.
- f. Include both sides of Tennyson Road in early implementation of the Community Preservation and Improvement Ordinance.
- g. Support establishment of a revolving loan fund for shopping center improvements.
- h. Require a Spanish architectural theme similar to Mission Plaza to be incorporated in new or renovated commercial and residential buildings.

POLICY 6: ENCOURAGE LAND USE AND SITE DEVELOPMENT ALONG HARDER ROAD WHICH BETTER SERVES RESIDENTS OF THE AREA AND URBAN DESIGN GOALS OF THE CITY

The triangle formed by Jackson Street, Santa Clara Street and West Harder is of great significance to the City as well as the study area. While the most appropriate land use appears to be some type of commercial development, the City desires a high-quality, distinctive gateway project and the neighborhood remains concerned about the impacts on traffic and the existing shopping center on Harder Road.

STRATEGIES:

- a. Require Planned Development zoning for any proposal in the Harder/Santa Clara/Jackson gateway triangle to ensure high quality design with emphasis on the need to resolve traffic impacts.
- b. Evaluate impacts of any additional retail and office proposals on the long-term viability of the existing Schafer Park shopping center.
- c. If the triangle area cannot be developed to commercial uses due to future roadway improvements, then it should be developed as a park.

POLICY 7: CLARIFY THE FUTURE ROLE AND SPECIFIC FUNCTIONS OF MAJOR STREETS WITHIN THE STUDY AREA

The study area is bounded on three sides by the Nimitz (I-880) Freeway, Harder Road and Tennyson Road. The proposed widening of the Nimitz, along with redesigned interchanges, and the design of the proposed Foothill Freeway (Route 238) together suggest possible changes in the future roles of Harder Road and Tennyson Road. Harder Road, along with Industrial Parkway, may eventually serve more of a cross-town connector function whereas Tennyson Road may be able to function, more as a “Main Street” commercial area, with little or no through truck traffic. Minor arterials such as Huntwood and Patrick-Gading will continue to serve as north-south routes through the study area. No major modifications to the street network are being recommended at this time.

STRATEGIES:

- a. Evaluate impacts of future improvements to the I-880/ Jackson/Harder interchange on surrounding land uses and the study area and ensure adequate opportunities for neighborhood review.
- b. Evaluate the desirability of adding additional traffic lanes on Harder Road in the future, through elimination of, or restrictions on parking and narrowing of bike lanes, as appropriate.
- c. Evaluate the feasibility of modifications to Tennyson Road which will enhance adjacent commercial areas, such as prohibitions on truck traffic, elimination of all on-street parking, and utilization of parking lane space for wider sidewalk areas with trees, bus benches, and trash receptacles.
- d. Rename the northern portion of Gading Road to Patrick Avenue to provide a continuum from Harder to Tennyson.

POLICY 8: IMPROVE THE SAFETY AND EFFICIENCY OF THE CIRCULATION SYSTEM CONSISTENT WITH EXISTING AND FUTURE NEEDS

Numerous specific suggestions have been made by area residents to improve the safety and efficiency of the circulation system, and these suggestions will continue to be evaluated by city staff for further action as warranted. Most of the suggestions relate to one or more of the general categories of alternatives listed below.

STRATEGIES:

- a. Monitor traffic flow and adjust synchronization mechanisms as appropriate.
- b. Minimize the number of curb-cuts along arterial streets and avoid offset intersections where possible.
- c. Evaluate the need for additional traffic control devices as appropriate (stop signs, emergency priority signals at fire stations, pedestrian crossing signals at Gading and Dumont, etc.).
- d. Standardize curb markings (red curbs, bus stops, etc.) throughout the study area and assess the need for new and existing markings consistent with applicable laws.
- e. Enforce law which prohibits parking on public sidewalks and seek citizen cooperation.
- f. Implement and maintain bicycle facilities as called for in the Bicycle Facilities Plan, and encourage public safety through enforcement of rules for both bicyclists and motorists.

POLICY 9: ENCOURAGE IMPROVEMENTS IN PUBLIC TRANSPORTATION WHICH WILL BETTER SERVE THE NEIGHBORHOOD

The City's General Policies Plan calls for higher density residential development to be near or supported by transit and activity centers. Several observations have been made that "public transportation doesn't work for the study area". One way to achieve greater efficiency and service from public transit is to participate in major reviews of the transit system, such as the one AC Transit is currently conducting.

STRATEGIES:

- a. Encourage citizen participation in the review of the AC Transit Comprehensive Service Plan to achieve more efficient routes, schedules, hours of operation, and BART connections.
- b. Encourage the use of smaller buses and/or promote jitney services.
- c. Replace designated bus stop signs to be consistent with revised schedules; provide and maintain more stops and shelters along major corridors; and improve pedestrian access and safety near the South Hayward BART Station (e.g. Tennyson Road underpass).

POLICY 10: PROVIDE ADEQUATE PARK AND RECREATIONAL FACILITIES THROUGHOUT THE STUDY AREA

The study areas has approximately 33 acres of neighborhood and community parks; however, there is a deficit of over 20 acres in the amount of parkland when compared to the citywide average. This shortage is very acute in the southeastern portion of the study area, which is almost fully developed with multi-family apartments built without provision of onsite recreational facilities and open space. The only available sites within the study area for additional park development are portions of existing school playgrounds. Additional existing parkland is located just outside the study area, to the east across the railroad tracks and to the south across Tennyson Road.

STRATEGIES:

- a. Encourage the Hayward Unified School District and Hayward Area Recreation and Park District to jointly develop and maintain recreational facilities on existing playgrounds at the Tyrrell, Shepherd, and Glassbrook school sites.
- b. Upgrade existing recreational facilities at Weekes Park and within the Eden Greenway.
- c. Evaluate opportunities for additional park sites or open space within the existing multi-family areas and on under- utilized commercial properties should they become available.
- d. Consider feasibility of pedestrian overcrossing of the railroad tracks between Huntwood Avenue and Sorensdale Park and Tennyson Athletic Field to improve access to existing recreational facilities.
- e. Seek both Measure AA and Community Development Block Grant monies to fund additional park and recreational facilities.
- f. Request the Hayward Area Recreation and Park District to promote existing facilities at Weekes Park Community Center and to survey the study area as to types of programs and activities desired at the Community Center.
- g. Encourage continuation of the after-hours programs provided by the Hayward Unified School District and the Hayward Area Recreation and Park District.

POLICY 11: MAINTAIN AND IMPROVE EXISTING PUBLIC FACILITIES AND SERVICES

Streets serve as open space corridors in addition to providing for circulation. Maintenance of the entire streetscape (or right-of-way) requires the cooperation of individual citizens as well as the various governmental agencies. Facilities and services include sidewalks, street trees, street tree trimming, street lighting, street sweeping, street repairs, and median landscaping.

STRATEGIES:

- a. Consider increasing efficiency of street sweeping program through prohibition of on-street parking during regular sweeping cycles.

- b. Provide regular maintenance and adequate lighting of the Eldridge Avenue pedestrian overcrossing to ensure safe passage.
- c. Seek consistency in street tree trimming program and practices.
- d. Require Pacific Gas and Electric Company to maintain street lighting.

POLICY 12: IMPROVE THE GENERAL APPEARANCE OF THE NEIGHBORHOOD

The overall image and appearance of a neighborhood is formed from a variety of visual impressions. Eyesores, such as cars parked across a front yard or graffiti along a wall, can taint the impression of a whole neighborhood. Landscaping can greatly enhance the general appearance of the area as well as buffer differing land uses. Alternatives can include both positive actions and enforcement of existing regulations such as those relating to property maintenance.

STRATEGIES:

- a. Enforce existing city ordinances relating to maintenance of public and private property.
- b. Promote theme of flowering trees year-round along neighborhood streets, whether in curb-side planter strips or in front yards; discourage issuance of encroachment permits to fill in planter strips with concrete or similar materials.
- c. Enforce conditional permits requiring daily pick-ups of litter surrounding fast food establishments.
- d. Seek additional landscaping and completion of curb along railroad right-of-way on east side of Huntwood Avenue.
- e. Seek landscaping and other special treatment of identified entryways or gateways into the neighborhood.

POLICY 13: INCREASE PUBLIC SAFETY

The Harder-Tennyson study area is a relatively high crime area. Consequently, the city has directed considerable attention toward crime prevention programs and a reduction in burglaries and drug-related activities. Neighborhood Watch groups are an effective way to assist police in making the neighborhoods safer by reporting suspicious activity and lobbying for increased law enforcement efforts. These groups are also being counted on to organize neighborhood response to a major earthquake or other disaster. According to the Fire Department, at the present time, the southern portions of the study area are beyond the standard response times; a new fire station is being proposed somewhere south of Tennyson Road to better serve the south Hayward area.

STRATEGIES:

- a. Continue to support Police Department programs, personnel and resources commensurate with the level of criminal activities in the study area.
- b. Establish organized neighborhood groups such as Neighborhood Watch to support efforts of the Police Department and the earthquake preparedness efforts of the Fire Department.
- c. Locate proposed new fire station so as to improve response times in the southern portions of the study area.
- d. Support legislation that would enable eviction of tenants for reasons of drug or other illegal activities.
- e. Encourage the Police Department to establish a liaison with the Southern Alameda County Apartment Owners Association to address crime and crime prevention.

POLICY 14: PROMOTE CITIZEN INVOLVEMENT IN THE BETTERMENT OF THE NEIGHBORHOOD

The Harder-Tennyson area has benefitted from active citizen organizations in the past and has experienced the infusion of various city monies and programs to improve the area. But beyond this reliance on city-initiated efforts, there appears to be a recognition that increased involvement of local citizens and property owners must be pursued to achieve all of the desired improvements in the area. This task is made more challenging by the high degree of mobility among the resident population in the study area. Nonetheless, such cooperation may well hold the key to improving the quality of life in the Harder-Tennyson area.

STRATEGIES:

- a. Create spirit of teamwork among residents and between tenants and landlords.
- b. Instill pride of ownership throughout the neighborhood.
- c. Organize block or neighborhood groups to resolve specific local problems.
- d. Encourage formation of support groups involving parents, teachers, and school administrators to foster communication and cooperation between the city and the Hayward Unified School District in order to improve the quality of educational opportunities within the study area.
- e. Preserve the Eden Youth Center as a central site for human services.
- f. Emphasize the increased need for childcare facilities in this area and throughout the city through public education and services.
- g. Maintain a Harder-Tennyson area citizens group to assist in implementation of the plan recommendations.

SOCIOECONOMIC PROFILE OF THE STUDY AREA

The total population of the Harder-Tennyson study area has remained relatively stable over the past twenty years. However, the population in the "built out" western portion has decreased due to the decline in household size, while the population in the eastern portion has increased due to new housing development, which is outpacing the decline in household size.

The accompanying tables present various socioeconomic characteristics by census tract (refer to accompanying map) in order to provide a more detailed perspective on the population within the study area. For comparison purposes, similar data is also provided for the city as a whole.

**TABLE 1
POPULATION: 1970-1988
BY CENSUS TRACT**

Census Tract	1970 Census	Percentage Change	1980 Census	Persons Per Household	1988 (Estimate)
4374	3,855	-17.4	3,185	3.32	3,090
4375	3,109	+2.8	3,196	3.02	3,539
4376	2,994	-18.2	2,450	3.13	2,271
4377	5,241	+4.9	5,498	2.86	5,896
Study Area	15,199	-5.7	14,329	3.03	14,796

**TABLE 2
POPULATION BY AGE GROUP: 1980
BY CENSUS TRACT**

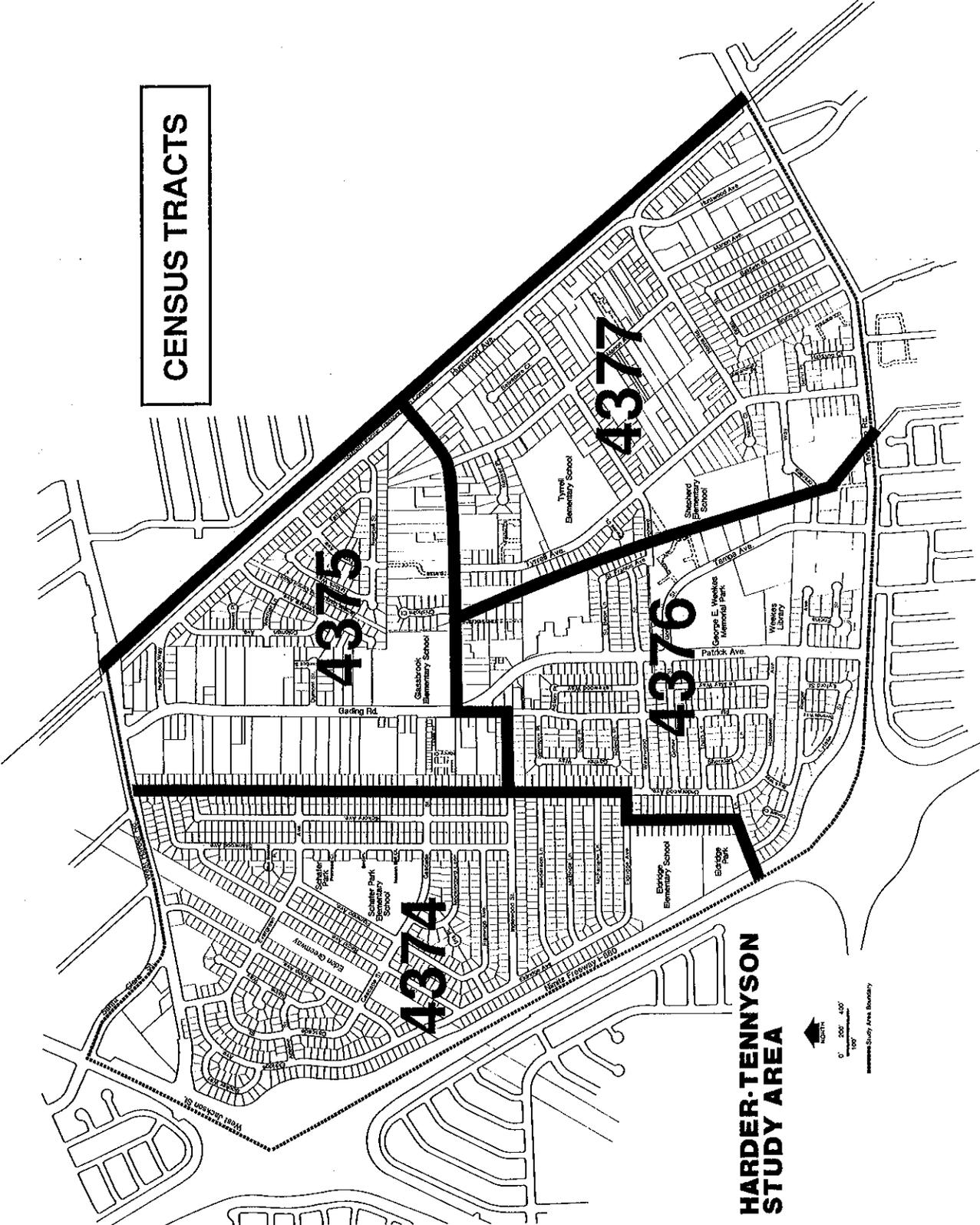
Census Tract	Under 5	5-19	20-44	45-64	65+
4374	8%	26%	36%	25%	5%
4375	13%	26%	41%	14%	6%
4376	7%	25%	35%	21%	12%
4377	15%	26%	47%	10%	2%
City	7%	21%	40%	21%	11%

TABLE 3
SELECTED POPULATION CHARACTERISTICS: 1970 and 1980
BY CENSUS TRACT

Characteristic	Census Tract				City
	4374	4375	4376	4377	
Total Population 1980	3,185	3,196	2,450	5,498	94,167
% Minority Groups 1980	33%	42%	34%	44%	34%
% Black or Spanish Origin					
1980	26%	40%	23%	35%	26%
1970	25%	17%	24%	26%	22%
Total Households					
1980	959	994	741	1,918	34,600
% Elderly Head (65+)					
1980	5%	5%	12%	3%	9%
1970	2%	5%	7%	2%	5%
% Female Head (with own children under 18 years)					
1980	5%	22%	10%	30%	11%
% Lower-Income Households*					
1980	23%	56%	25%	60%	39%
% Lower-Income Families*					
1980	29%	66%	34%	73%	42%
1970	26%	40%	36%	54%	37%
% Unemployment					
1980	9.5%	11.7%	6.5%	11.7%	7.2%

*Lower Income is defined as 80% of the median income or less.

CENSUS TRACTS



**HARDER-TENNYSON
STUDY AREA**

RESIDENTIAL DEVELOPMENT

The Harder-Tennyson study area has extensive single-family residential tracts built in the 1950's in the Schafer Park neighborhood west of Patrick Avenue and Underwood Ave. East of those streets is a mix of multi-family and single-family uses interspersed with schools, churches and parks. This mixture resulted from the combination of large lot ranchettes subdivided before World War II and high-density zoning, and is not attractively composed with the exception of the more recent development framing Weekes Park. The little vacant land in the area is composed of small parcels mostly zoned for medium-density residential use.

The major issues with regard to residential development in the study area are highly interrelated and arise from the following concerns as expressed by the neighborhood and members of the Task Force:

1. there is too much multi-family housing and more single-family housing is desired;
2. the density of multi-family development is too high and the quality of design has been lacking;
3. there is a need for more ownership housing, including opportunities for conversion of rental housing;
4. there is a need for more stability in the area to eliminate the problems resulting from the high degree of mobility;
5. there is significant potential for further development in the form of redevelopment, even though there is little remaining vacant land.

Background information on these issues is presented in the following sections. Possible ways of addressing these concerns that were discussed by the Task Force are summarized in the last section of Evaluation of Alternatives.

**EXISTING LAND USE
as of October, 1988**

RESIDENTIAL

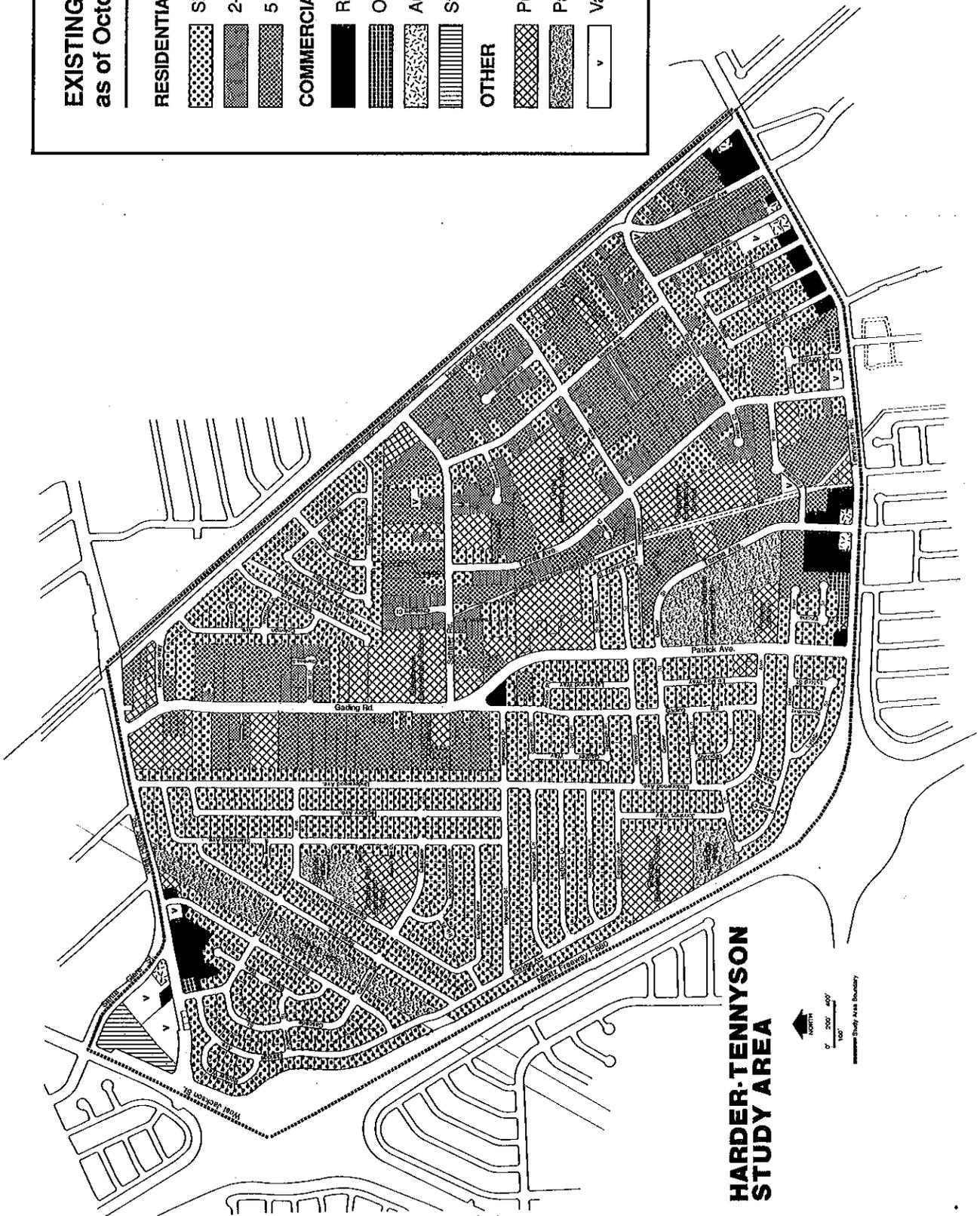
- Single-Family
- 2-4 Units
- 5 Units +

COMMERCIAL

- Retail/Commercial
- Office/Commercial
- Automotive
- Storage Yards

OTHER

- Public/Quasi-Public
- Parks
- Vacant



**HARDER-TENNYSON
STUDY AREA**

1. Multi-Family Housing/Single-Family Housing

The extent and amount of housing activity in an area is governed by the land use policies contained in the General Plan and the zoning that implements those policies. Historically, the city's General Policies Plan has called for low density (typically single-family) development in the western portion of the study area and higher density (typically multi-family) development in the eastern portion. The following paragraphs and accompanying tables present information on housing growth for the area and four smaller subareas (census tracts).

The total housing stock has increased from 4,761 units in 1980 to an estimated 5,189 units today. The pace of housing development has accelerated over the past few years compared with the trend established during the early part of the decade. During the time span from 1980-1984, the number of housing units (154) authorized by building permits issued increased at an average annual rate of .6%. From 1985-1987 an additional 285 units were authorized representing a 1.9% average annual increase.

The number of multi-family units as a percentage of total units authorized averaged 90% from 1980-1987 (the citywide percentage was 79%). Of the total estimated housing stock of 5,189 units, approximately 43% (2,244) are single-family detached and mobile home units, while 57% (2,945) are multi-family units (City percentages are the exact reverse). In 1980, the comparable percentages were 46% and 54%, respectively (City percentages were 63% and 37%).

As of January 1, 1988, there were 73 housing units in approved projects for which no building permits had been issued. Another 46 housing units were in projects for which applications were pending. Of these 119 units, 98% are multi-family units and 2% are single-family units. Recent development activity, including applications received since January 1988, is summarized in Table 16.

The accompanying tables present more detailed information on components of recent housing growth by census tract. Note that some demolition of existing single-family housing is occurring; however, there is still a net gain of such units. It should also be noted that a significant percentage (26%) of the multi-family housing is in structures with 2 to 4 units (duplexes, triplexes, fourplexes, etc.).

**TABLE 4
COMPONENTS OF CHANGE IN HOUSING UNITS: 1980-1987
BY CENSUS TRACT**

Census Tract	Existing 4/1/80 ¹	New Construction 1980-1987 ²	Annexation 1980-1987	Demolition 1980-1987	Net Housing Change	Total Units ³
4374	972	0	0	0	0	972
4375	1,027	190	0	(4)	186	1,213
4376	747	38	0	(3)	35	782
4377	2,015	211	0	(4)	207	2,222
Area	4,761	439	0	(11)	428	5,189

**TABLE 5
NEW HOUSING CONSTRUCTION: 1980-1987
BY CENSUS TRACT**

Census Tract	Existing Housing Units as of 4/1/80 ¹			Units Authorized by Building Permits Issued 1/1/80-12/31/87 ²				Total Existing & Authorized Units ³		
	Single ⁴	Multi ⁵	Total	Single ⁴	Multi ⁵	Total	% Change	Single ⁴	Multi ⁵	Total
4374	957	15	972	0	0	0	-	957	15	972
4375	341	686	1,027	27	163	190	18.5	368	849	1,217
4376	594	153	747	8	30	38	5.0	602	183	785
4377	318	1,697	2,015	7	204	211	10.5	325	1,901	2,226
Area	2,210	2,551	4,761	42	397	439	9.2	2,252	2,948	5,200

**TABLE 6
HOUSING UNITS GAINED THROUGH ANNEXATION
OR LOST THROUGH DEMOLITION: 1980-1987
BY CENSUS TRACT**

Census Tract	Annexation 1/1/80-12/31/87			Demolition 1/1/80-12/31/87			Net Change 1/1/80-12/31/87		
	Single ⁴	Multi ⁵	Total	Single ⁴	Multi ⁵	Total	Single ⁴	Multi ⁵	Total
4374	0	0	0	0	0	0	0	0	0
4375	0	0	0	(3)	(1)	(4)	(3)	(1)	(4)
4376	0	0	0	(1)	(2)	(3)	(1)	(2)	(3)
4377	0	0	0	(4)	0	(4)	(4)	0	(4)
Area	0	0	0	(8)	(3)	(11)	(8)	(3)	(11)

**TABLE 7
PROPOSED HOUSING UNITS
IN PROJECTS APPROVED OR PENDING AS OF DECEMBER 1987
BY CENSUS TRACT**

Census Tract	Project Approved (No Building Permits Issued as of January 1, 1988)			Application Pending			Total Proposed Housing Units		
	Single ⁴	Multi ⁵	Total	Single ⁴	Multi ⁵	Total	Single ⁴	Multi ⁵	Total
4374	0	0	0	0	0	0	0	0	0
4375	0	52	52	0	15	15	0	67	67
4376	0	0	0	2	29	31	2	29	31
4377	0	21	21	0	0	0	0	21	21
Area	0	73	73	2	44	46	2	117	119

Footnotes: (Tables 4 through 7)

1. U.S. Bureau of the Census.
2. City of Hayward Building Inspection Division.
3. Totals include all units for which building permits have been issued. Recently authorized units may not be completed or under construction at this time. Typical construction time may range from six months for single-family units to one year for multiple family units.
4. Includes single-family detached units and mobile homes.
5. Includes multi-family units and single-family attached units (townhouses, condominiums, apartments, duplexes, etc.).

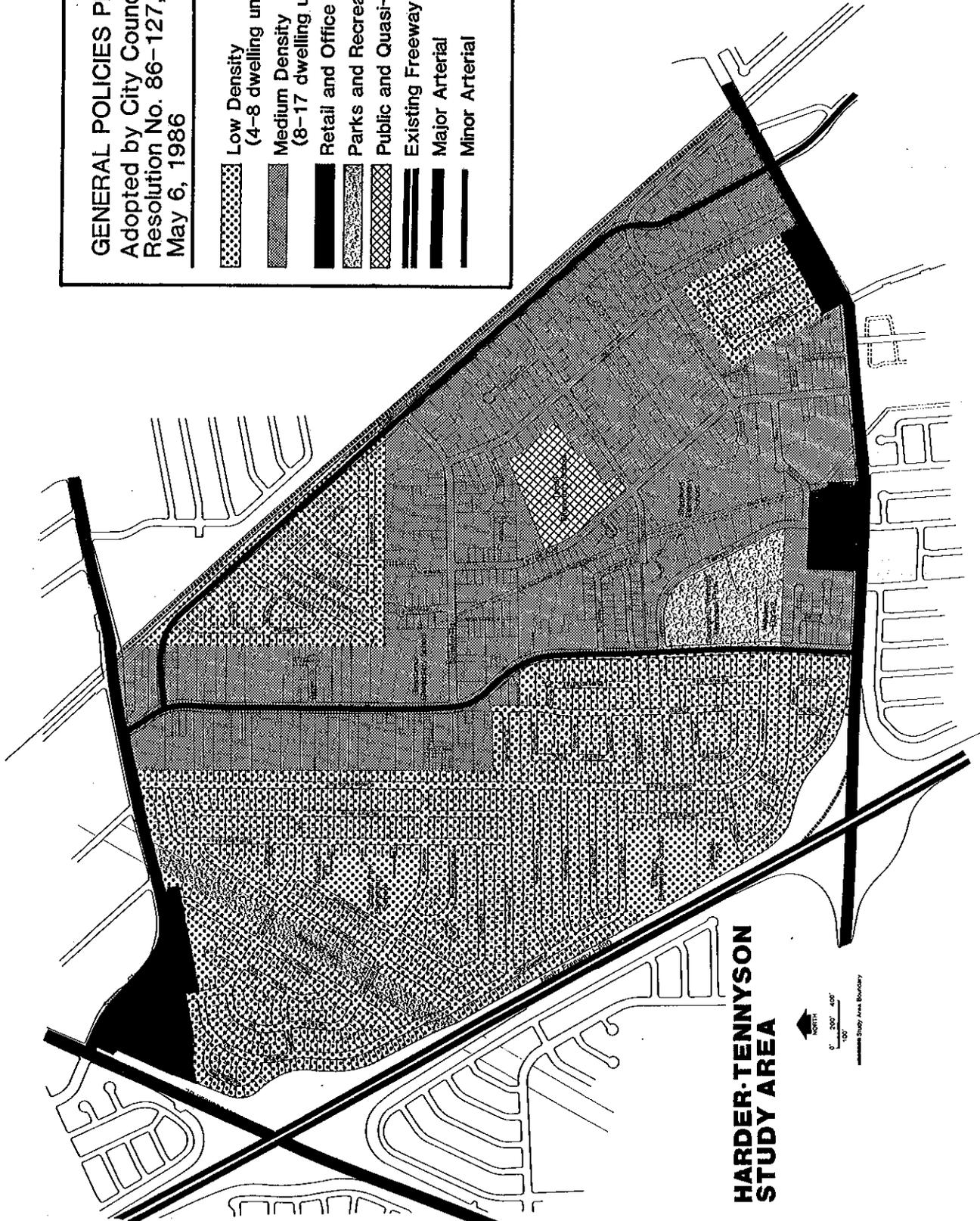
**TABLE 8
TYPE OF MULTI-FAMILY HOUSING: 1980-1988
BY CENSUS TRACT**

Census Tract	1980			1988		
	Total Multi-Family Units	2-4 Housing Units	5+ Housing Units	Total Multi-Family Units	2-4 Housing Units	5+ Housing Units
4374	15	7	8	15	7	8
4375	686	139	547	848	176	672
4376	153	65	88	181	65	116
4377	1,697	454	1,243	1,901	519	1,382
Area	2,551	665	1,886	2,945	767	2,178

GENERAL POLICIES PLAN MAP

Adopted by City Council
Resolution No. 86-127,
May 6, 1986

-  Low Density
(4-8 dwelling units/net acre)
-  Medium Density
(8-17 dwelling units/net acre)
-  Retail and Office Commercial
-  Parks and Recreation
-  Public and Quasi-Public
-  Existing Freeway
-  Major Arterial
-  Minor Arterial



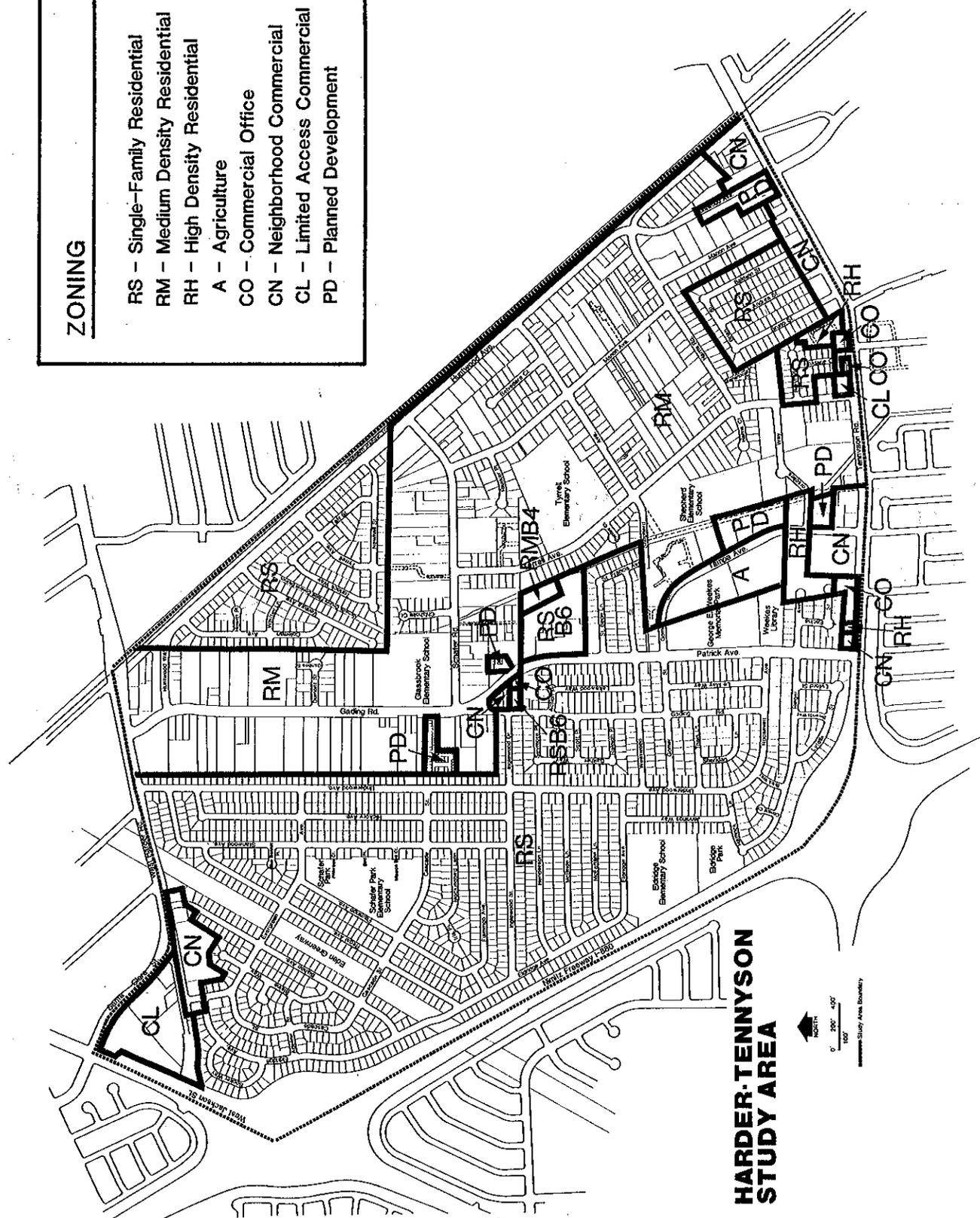
**HARDER-TENNYSON
STUDY AREA**



Study Area Boundary

ZONING

- RS - Single-Family Residential
- RM - Medium Density Residential
- RH - High Density Residential
- A - Agriculture
- CO - Commercial Office
- CN - Neighborhood Commercial
- CL - Limited Access Commercial
- PD - Planned Development



**HARDER-TENNYSON
STUDY AREA**



2. Density of Development/Quality of Development

As noted previously, the General Plan historically has called for higher densities in the eastern portion of the study area. During the 1960's, this area was largely zoned RH (High Density) and permitted densities up to 34 units per acre. In 1968, following adoption of the Harder-Tennyson District Plan, this area was rezoned to RM (Medium Density), permitting densities up to 17 units per acre. In 1986, the General Policies Plan was revised and now contains a strategy which specifically addresses this area:

"Avoid impaction of existing residential neighborhoods; specifically for those neighborhoods in census tracts 4375 and 4377, avoid impaction by eliminating zone changes that would increase density above that provided by existing zoning until Neighborhood Plans for these areas are adopted." (Strategy IV-20:4).

Given the timeframe of much of the multi-family development and the lack of adequate design controls and/or attention to design review, the quality of earlier development does not measure up to that of more recent development. Density, or type of tenure, does not necessarily have to result in poor quality development. Other factors such as architecture, site planning, construction, landscaping parking, open space, recreational amenities, and maintenance can have a significant impact on the overall quality of development. This, in turn, can have a cumulative effect on the quality of life in the neighborhood.

Although a Medium density designation typically connotes multi-family development, such is not always the case. In fact, a recent trend in Hayward is to build single-family detached housing on small lots (3,000-4,000 square feet). These projects are popular because they provide ownership housing at relatively affordable prices. Current examples include the Intowne Homes subdivision along Taylor north of Industrial Parkway in the Tennyson-Alquire area.

The 1986 General Policies Plan contains other strategies which suggest appropriate locations for higher density residential development in the city, including the following:

"Encourage high densities for new residential development in areas near transit or activity center or along major arterials." (Strategy IV-18:2)

"Utilize some vacant land in commercially-zoned areas along major arterials for multi-family housing." (Strategy IV-18:5)

"Promote design and landscaping of infill development which is sensitive to the neighborhood during review by city staff and boards and commissions." (Strategy IV-20:10)

"Encourage visual integration of projects of differing densities within residential areas by such means as similar street elevations or landscaped buffers." (Strategy IV-20:12)

The latter strategies are especially important since the eastern portion of the study area contains a mixture of housing types and densities.

TABLE 9
AGE OF HOUSING STOCK
(Housing Units by Year Structure Built)

Census Tract	Total Units	<1939	1940-49	1950-59	1960-69	1970-79	1980-88
4374	972	0	35	857	80	0	0
Owner	817	0	15	775	27	0	0
Renter	142	0	20	72	50	0	0
4375	1,217	30	28	434	404	131	190
Owner	286	8	7	233	8	3	27
Renter	893	17	17	191	387	123	163
4376	785	6	19	521	114	87	38
Owner	551	6	14	412	49	62	8
Renter	228	0	5	103	65	25	30
4377	2,239	57	66	559	951	382	224
Owner	233	35	13	112	36	30	7
Renter	1,909	22	53	434	857	326	217
AREA	5,213	93	148	2,371	1,549	600	452
Owner	1,867	49	49	1,532	100	95	42
Renter	3,177	39	95	800	1,359	474	410
AREA%	100	2	3	45	30	12	9
Owner%	100	3	3	82	5	5	2
Renter%	100	1	3	25	43	15	13

Source: 1980 Census. Data for 1980-88 based on building permits issued for single-family units (assumed as owner) and multi-family units (assumed as renter).

**DENSITIES OF MULTI-FAMILY
RESIDENTIAL DEVELOPMENT**
(Numbers Represent Dwelling Units per Net Acre)

18.4

Pre-1969 Development

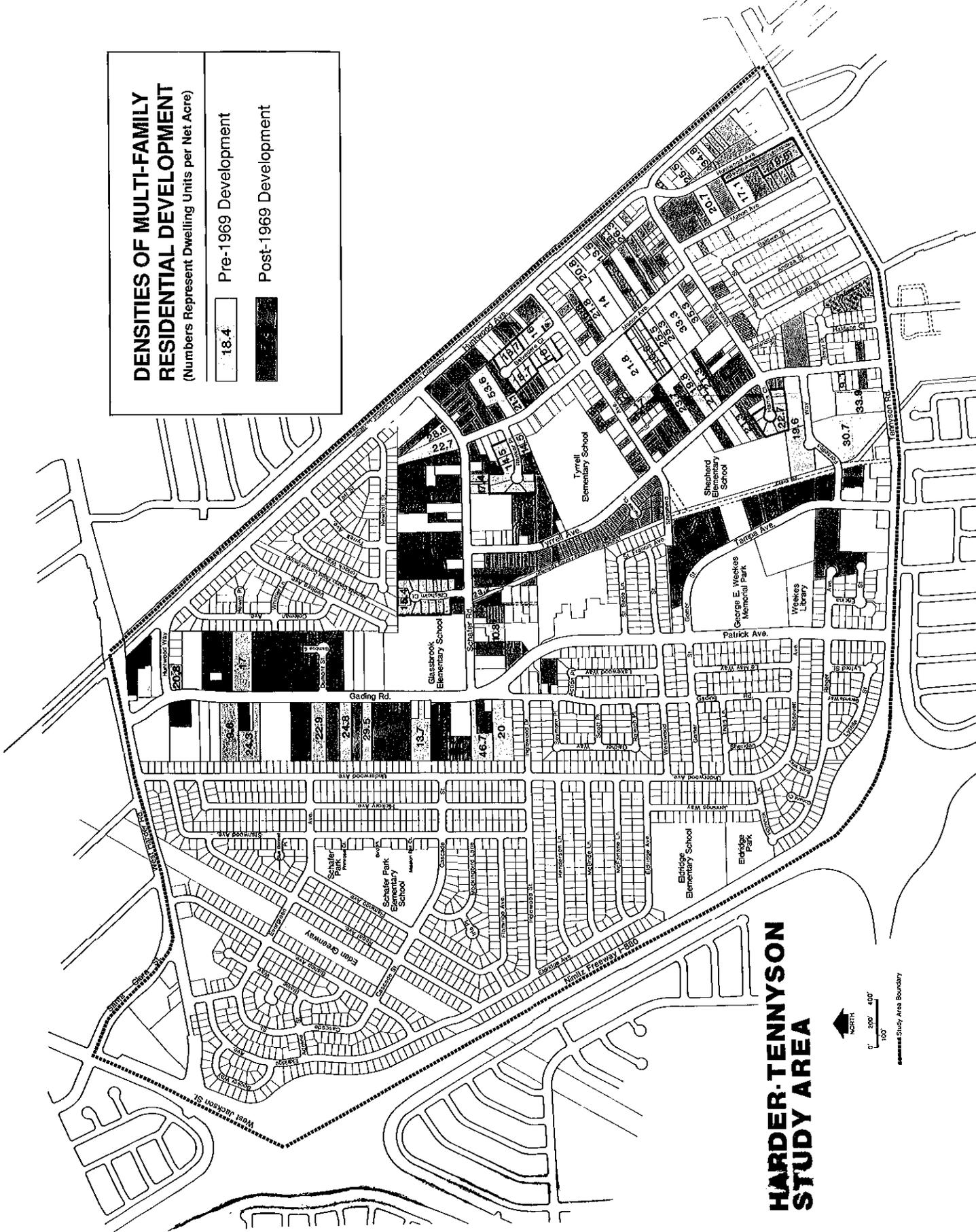
Post-1969 Development

**HARDER-TENNYSON
STUDY AREA**



0 200' 400'
100'

General Study Area Boundary



3. Ownership Housing/Rental Housing

Tenure generally reflects the distribution of single-family housing and multi-family housing within the study area. The eastern portion has a much higher percentage of renter-occupied housing while the western portion has a much higher percentage of owner-occupied housing. However, the percentage of renter-occupied housing increased in all portions from 1970 to 1980 as compared to the city as a whole. This is due in part to new multi-family construction and in part to the increase in renter-occupied single-family units; the city percentage of renter-occupied single-family units declined from 23% to 21% over that decade. Based on Assessor's records in 1988, it appears that this trend is accelerating in the western portions but is reversing dramatically in the eastern portion. (Caution should be exercised with this data due to the differing assumptions and methodologies.) The accompanying map shows the location of renter-occupied single-family dwellings in 1988, based on Homeowner Exemptions filed with the County Assessor. Table 10 indicates how tenure can vary from the type of housing, especially in predominantly single-family areas.

This distinction between type and tenure should be kept in mind when evaluating the Postal Housing Vacancy Survey which is based solely on housing type. In September of 1986, the citywide vacancy rate was .70% (.58% for single-family units and .96% for multi-family units). In September of 1987, the vacancy rate had improved to 1.6% (1.0% for single-family units and 2.7% for multi-family units). Ordinarily, the desirable rates for ease of mobility are 2% for ownership housing and 6% for rental housing.

**TABLE 10
RELATIONSHIP BETWEEN TYPE AND TENURE OF HOUSING STOCK: 1988
BY CENSUS TRACT**

Census Tract	Percent Renter-Occupied ¹	Percent Multi-Family	Percent Renter-Occupied/ Multi-Family ¹
4374	16%	2%	1%
4375	76%	70%	67%
4376	32%	23%	17%
4377	90%	86%	81%
CITY	52%	43%	40%

¹ Estimate assumes all new multi-family units since 1980 are renter-occupied and all new single-family units have same tenure ratio existing in 1980.

**TABLE 11
TENURE IN TOTAL HOUSING UNITS: 1970-1988
BY CENSUS TRACT**

Census Tract	1970		1980 ¹		1988 ²	
	Owner	Renter	Owner	Renter	Owner	Renter
4374	88%	12%	85%	15%	84%	16%
4375	30%	70%	27%	73%	24%	76%
4376	72%	28%	74%	26%	68%	32%
4377	13%	87%	12%	88%	10%	90%
CITY	55%	45%	55%	45%	48%	52%

1. 1980 Census
2. Estimate assumes all new multi-family units since 1980 are renter-occupied and all new single-family units have same tenure ratio existing in 1980.

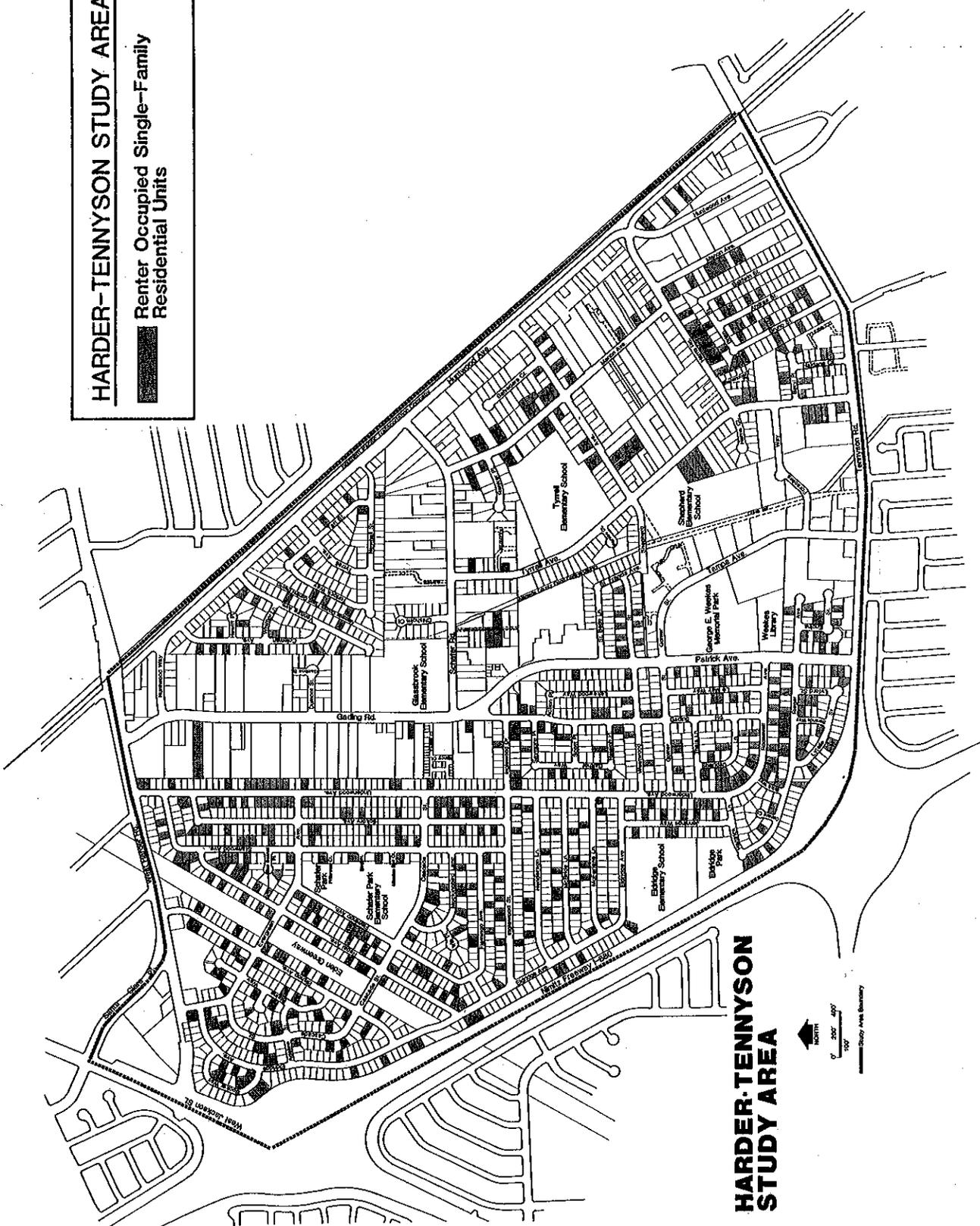
**TABLE 12
TENURE IN SINGLE-FAMILY DETACHED HOUSING: 1980-1988**

Census Tract	Total Housing Units	Single Family Units	% of Total Units	Single-Family Units			
				Renter Occupied Units	Owner Occupied Units	% Renter Occupied	% Owner Occupied
1 9 8 0							
4374	972	957	98	142	802	15	84
4375	1,027	341	33	74	252	22	74
4376	747	594	80	107	481	18	81
4377	2,015	318	16	128	182	40	57
AREA	4,761	2,210	46	451	1,717	20	78
1 9 8 8 ¹							
4374	972	957	98	229	728	24	76
4375	1,213	364	30	43	321	12	88
4376	782	601	77	135	466	22	78
4377	2,222	321	14	89	232	28	72
AREA	5,189	2,243	43	496	1,747	22	78

1. Based on Homeowners Exemptions as indicated on Assessor's Records.

HARDER-TENNYSON STUDY AREA

Renter Occupied Single-Family Residential Units



HARDER-TENNYSON STUDY AREA



4. Stability of Neighborhood/Mobility of Population

The most recent available data on mobility in the study area is from the 1980 Census. Not surprisingly, transiency is higher among the renter population, and hence multi-family areas. One of the major concerns in the neighborhood is the lack of stability caused by the high degree of transiency of the renter population. This has impacts on local associations, schools, and overall efforts to improve the neighborhood. Neighborhood groups, such as Neighborhood Alert, are difficult to establish in the multi-family areas and suffer from a lack of continuity of membership, resulting in relatively short lifespans. Pupil turnover in individual classrooms has been reported as high as 100% during the school year. This situation undermines the ability to establish parent-teacher support groups and conduct similar kinds of community activities. There is no readily available data which could reveal whether the mobility is occurring within the study area, Hayward, or a greater area. Length of residence reflects the period of original development and increases with the degree of single-family development in the area. Consequently, homeowners within the study area surpass those citywide in terms of length of residence.

TABLE 13
MOBILITY: 1980
(YEAR HOUSEHOLDER MOVED INTO UNIT)
BY CENSUS TRACT

Census Tract	Total Households	Percentage					
		pre-1949	1950-59	1960-69	1970-74	1975-78	1979+
4374							
Owner	817	0	35	23	12	21	9
Renter	142	0	0	7	32	24	37
4375							
Owner	259	3	42	37	3	10	4
Renter	735	0	0	3	9	44	44
4376							
Owner	543	1	22	31	15	15	15
Renter	198	0	0	14	14	32	40
4377							
Owner	226	4	24	24	13	19	15
Renter	1,692	0	0	2	7	39	52
CITY							
Owner	18,934	3	18	24	18	25	12
Renter	15,666	0	1	5	11	39	44

5. Existing Development/Potential Redevelopment

Approximately 430 acres of the 800 acres within the study area were devoted to residential uses in 1985. Another 20± acres were vacant and considered suitable for residential development. The remaining acreage was devoted to commercial uses, churches, schools and parks, or streets and highways.

While there is very little vacant land available for development, some of the parcels with existing development have potential for additional development or even redevelopment under the existing General Policies Plan. Some commercial acreage could be converted to residential uses in the future and some existing residential acreage could also be redeveloped at higher densities. The accompanying tables summarize the housing potential as of 1985 based upon the existing General Policies Plan. A third table lists recent and pending projects in the study area. Approximately 300 units have been authorized to construction since 1985.

**TABLE 14
HOUSING DEVELOPMENT POTENTIAL
Vacant and Underutilized Residential Land In 1985**

Census Tract	Underutilized		Vacant		Additional Housing Potential	
	Acres	Units	Acres	Units	Acres	Units
4374	0	0	0	0	0	0
4375	7.8	68-136	8.0	70-139	15.8	138-275
4376	0	0	0	0	0	0
4377	.9	8-16	11.7	102-204	12.6	110-220
AREA	8.7	76-152	19.7	172-343	28.4	248-495

NOTE: Based on Medium Density Residential designation of 8.7-17.4 units per net acre.

**TABLE 15
HOUSING REDEVELOPMENT POTENTIAL**

Census Tract	Parcels with Single-Family Units	Gross Redevelopment Potential	Net Redevelopment Potential
4374	0	0	0
4375	18	124	106
4376	11	26	15
4377	111	263	152
AREA	140	413	273

NOTE: Based on Medium Density Residential designation of 8.7-17.4 units per net acre.

TABLE 16
RECENT DEVELOPMENT ACTIVITY 1983-1989
HARDER-TENNYSON STUDY AREA

* Building
 Permit
 Issued

FILE NO.	APPLICATION/LOCATION	PROPOSAL	PROJECT STATUS
SPR 89-48 TR 6149	Frank Ramos 689 Schafer Rd.	16 units Condominium	Pending
ZC 89-23 TR 6120	Manon Ave. Partnership 27264 Manon Ave.	8 units Single-family attached	Pending
SPR & VA 89-25 TR 6101	Marilyn Cox 26749-61 Clarkford St.	7 units Condominium	Pending
SPR & VA 89-22	Robert Lal 640 Shepherd Ave.	Duplex (existing SF)	Pending
SPR 88-34	John DeMarta 574-586 Shepherd Ave.	7 units Apartments	*Approved 6/16/88
ZC 88-10	Pegasus Development 893-896 W. Tennyson	Rezone CL to PD in order to construct a retail commercial center	Denied
ZC 88-4	Pacific Summit Develop. Jackson at Santa Clara	Rezone CL to PD for neighborhood shopping center	Pending
CM 88-4	Bill Foster Harder Rd.	To merge two adjoining parcels to accommodate future development	Pending
SPR & VA 88-3	Don Trimble 27355 Tyrrell Ave.	5 units Apartments	*Approved 5/16/88
SPR 87-43	Robert Backstrom 418 Schafer Rd.	4 units Apartments	*Approved 8/21/87
SPR 87-19	Thomas Silva 26537 Gading Rd.	4 units Apartments	Approved 5/5/87
ZC 87-8	Eden Housing, Inc. 27901 Huntwood Ave.	40 units Apartments	*Approved 7/7/87
SPR & VA 86-46 Tract 5661	Wayne & Karen Shipman 441-447 Schafer Rd.	15 units Condominium	Approved 3/22/88

FILE NO.	APPLICANT/LOCATION	PROPOSAL	PROJECT STATUS
SPR 86-17	Norcal Enterprises 541-45-49 Schafer Rd.	25 units Apartments	Approved 4/22/86
SPR 86-16	Bhupinder Gosain 749 Schafer Rd.	28 units Apartments	*Approved 5/12/86
SPR 86-12	Adolfo Alan 27033-39 Huntwood Ave.	4 units Apartments	*Approved 4/23/86
SPR 86-7	Clairborne & Assoc. 687 Schafer Rd.	16 units Apartments	*Approved 2/13/86
SPR 86-6	Lotz/Kerry Dev. Co. 26074-26172 Gading Rd.	72 units Apartments	*Approved 3/3/86
SPR 86-1	Ronnie W. Elliot 26898 Tyrrell Ave.	27 units Apartments	*Approved 2/11/86
SPR 85-120	RST & Associates 25958 Gading Rd.	23 units Apartments	Approved 9/26/86
SPR 85-83	Shonh Lee 27264 Manon Ave.	16 units Apartments	*Approved 10/18/85
SPR & VA 85-30	Westanco Corp. 27480 Manon Ave.	8 units Apartments	*Approved 5/20/85
SPR & VA 85-15	Tom Silva 27389 Tyrrell	8 units Apartments	*Approved 5/20/85
SPR & VA 84-50	Fernando Genera 27633 Leidig Ct.	Duplex (relocated)	*Approved 5/21/84
ZC 84-17	Ollirep Properties 27412 Tampa Ave.	29 units (elderly) Apartments	*Approved
SPR 83-162	Fernando Genera 26738 Clarkford St.	Duplex	*Approved 1/13/84
SPR & VA 83-138	Frederick Lucero 601 Schafer Rd.	4 units Apartments	*Approved 4/23/84
SPR 83-63	MarWill Investments 434-442 Ranker Place	8 units Four-plex	*Approved 7/15/83
SPR 83-38	Edwin Croll 26047 Gading Rd.	Duplex	*Approved 4/25/83
SPR & VA 83-27	Eden Housing, Inc. 705 Schafer Rd.	28 units Condominiums	*Approved 6/7/83

EVALUATION OF ALTERNATIVES

Based on the identified issues and related concerns expressed by neighborhood residents, several alternatives to the status quo in terms of the residential environment have been evaluated by the Task Force. These include the following:

1. Reduction in Planned Densities

Within the eastern portion of the study area, the residential densities as contained in the General Policies Plan could be reduced from Medium Density to Limited Medium Density or Low Density. In the former case, maximum density would decrease from 17.4 units per acre to 12 units per acre, reducing the net additional potential to 220 units. Rezoning from RM to RMB3.5 would mean that most existing multi-family development would become non-conforming; however, that zoning would still accommodate the typical small lot, single-family detached projects now in demand. In the latter case, the maximum density would be lowered to 8.7 units per acre, thereby limiting new development to single-family projects with 5,000 square-foot lots (minimum lot size in the RS zone). The net additional potential would be reduced to 75 units. All existing multi-family projects would become non-conforming uses.

The Task Force is aware of the impacts of such changes on the owners of existing single-family dwellings in the affected area and the potential hardships that might befall owners of multi-family projects in selling or maintaining their properties under a non-conforming status. However, the Task Force believes that drastic measures such as downzoning are necessary to prevent continued deterioration in appearance, overcrowding, and stability of the neighborhood.

2. Revision of Development and Design Standards

A recent text change in the RM zone has created a sliding density scale related to the lot configuration. Density would be reduced for narrower lots to avoid the appearance of shoe-horned projects with little orientation to the street and visual intrusion onto adjacent single-family properties. This change in development standards would address some of the concerns such as appearance and overcrowding; however, any benefits would not be realized if affected areas are rezoned to RS.

Another possibility for improvement of the residential environment within the existing land use policy framework is the increased reliance on and application of the Design Review Guidelines adopted by the City Council in September of 1987. The Council may also reconsider the possibility of establishing some kind of Design Review function within the permitting process.

3. Creation of Opportunities for Homeownership

The General Plan includes a strategy to "promote increased homeownership opportunities to encourage maintenance of structures and properties." (Strategy IV-20:8). Another strategy is to "encourage greater homeownership opportunities in existing single-family areas." (Strategy IV-20:2).

These possibilities arise mainly through federally and state funded programs administered locally by the Department of Community and Economic Development. At the federal level, debate is still going on regarding the Mortgage Credit Certificate Program. This program would provide federal tax breaks for first-time home buyers. State allocations received by the city could be targetted to specific areas.

On the local front, there have been recent efforts to explore the feasibility and desirability of converting apartments to cooperatives. Major concerns in these kinds of proposals usually involve financing and management issues. It may also be appropriate to encourage condominium conversions within the study area where feasible and consistent with existing city regulations and ordinances.

4. Conservation and Rehabilitation of the Housing Stock

The General Plan places considerable emphasis in this area as evidenced by the following strategies:

"Provide incentives for rehabilitating the existing housing stock."
(Strategy IV-19:7)

"Strengthen inspection programs for multi-family housing and single-family housing and continue to require better maintenance of rental properties."
(Strategy IV-20:7)

City efforts in this area include the Housing Conservation Loan Program, the Apartment Inspection Program, and the recently adopted Community Preservation and Improvement Ordinance.

The City Council has recently revised funding priorities in the Community Development Block Grant Program to emphasize rehabilitation of the housing stock in older established neighborhoods such as Burbank and Harder-Tennyson. Funding for neighborhood facilities and improvements has also been increased in emphasis to complement overall revitalization. (See accompanying map for target area boundaries). A sizeable portion of the study area has been designated as a target area for this program.

The Housing Conservation Loan Program is for lower-income single-family housing and is funded by CDBG monies. The Senior Minor Home Repair is also funded through CDBG. The Rental Rehabilitation Program is for multi-family housing and is funded by the state.

The City Council has recently decided to make the Apartment Inspection Program mandatory instead of voluntary. The study area has been designated as a high priority area. Another possibility is to require home inspections prior to resale. The city currently offers this program on a voluntary basis.

The study area has been designated as a high priority area for implementation of the Community Preservation and Improvement Ordinance. This program enables the city to abate unsightly conditions visible from a public street, and at the expense of the property owner if necessary.

5. Establishment of Redevelopment Project Area

State law provides for the formation of redevelopment project areas by a city in selected areas that meet certain criteria. These criteria include a documented level of blight as well as other factors inhibiting the economic or physical development of an area.

The area must be at least 80% developed and should exhibit substandard structural conditions, inefficient parcel configurations, or depressed economic land values.

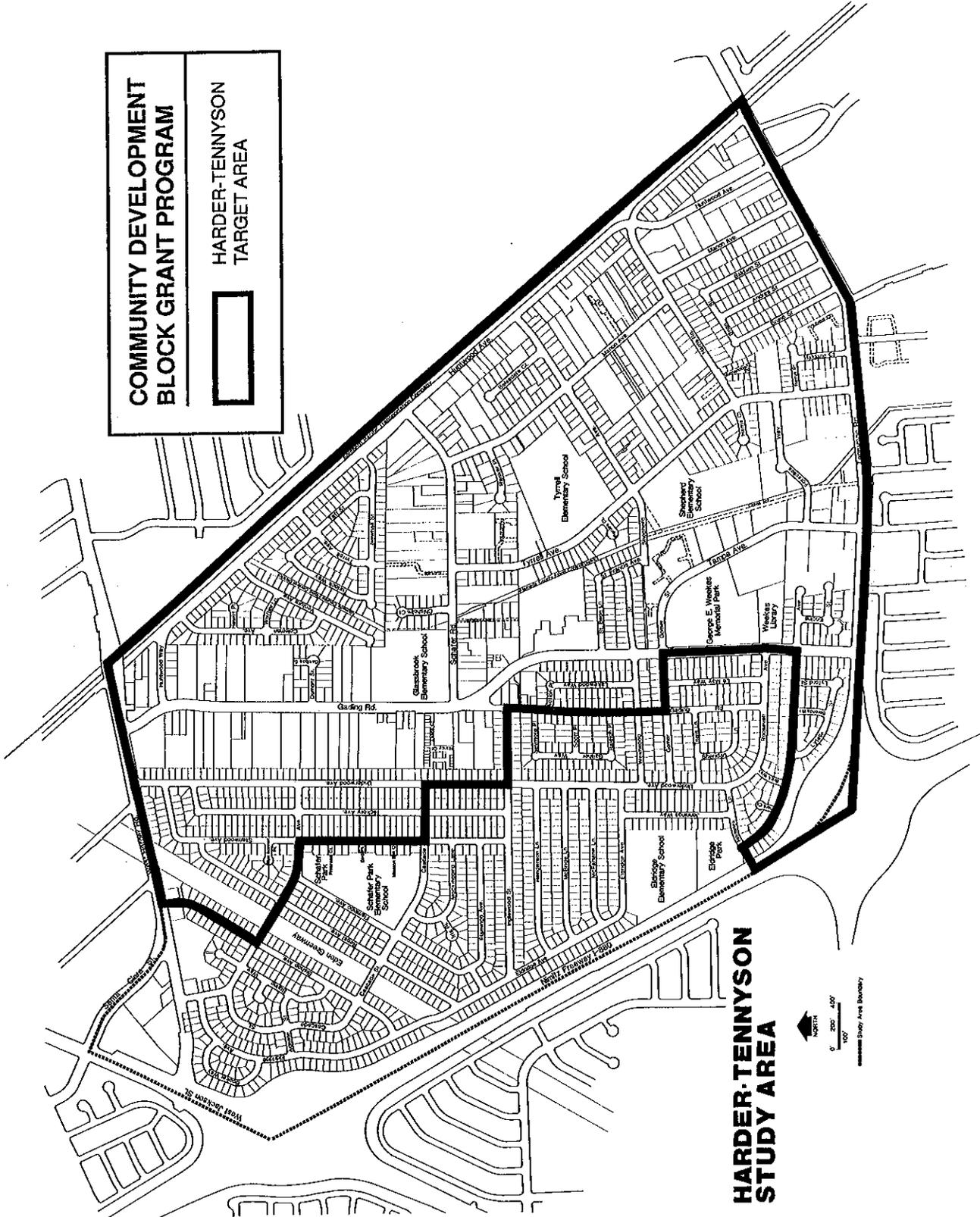
The establishment of a redevelopment project area gives the city/agency the authority to acquire private property, through condemnation procedures, if necessary, to meet stated development objectives which serve a public purpose. The agency also receive the tax increment from subsequent development in the project area. The organization process can take a year or more and involves the delineation of a survey area, preparation of a preliminary development plan, and a fiscal review by the County and other affected agencies. Approval must be obtained from the County.

Redevelopment is generally used when the goal is more intensive utilization of land, as in changing from low density to higher density residential use. Replacement of low and moderate income housing is required on a one-for-one basis. In addition, 15% of all new housing units within the project area must be affordable to low and moderate income households, and 20% of the tax increment must go toward development of low and moderate income housing within or outside the project area.

The Task Force decided not to recommend further exploration of this alternative at the present time, but remains interested in other programs or funding to assist in revitalization of the study area.

**COMMUNITY DEVELOPMENT
BLOCK GRANT PROGRAM**

**HARDER-TENNYSON
TARGET AREA**

**HARDER-TENNYSON
STUDY AREA**



----- Study Area Boundary

COMMERCIAL DEVELOPMENT

There are two distinct commercial areas within the Harder-Tennyson study area. The major area is along Tennyson Road and consists of several clusters of establishments which essentially form a commercial strip between Patrick Avenue and the Southern Pacific Railroad tracks. The other area includes a neighborhood shopping center along Harder Road at Santa Clara.

TENNYSON ROAD AREA

Neighborhood concerns have historically focused on the appearance of Tennyson Road. This concern generated a 1968 Commercial Impact Report and a subsequent effort to reduce sign clutter. That report attributed much of the shabby appearance to excessive amounts of commercial zoning strung along the road; commercial zoning has since been reduced. The current land uses along Tennyson Road are illustrated on the following map and the changes in land use are quantified below.

Commercial Land Use

In 1969 commercial zoning along Tennyson consisted of 34 acres of Neighborhood Commercial (CN), 3.5 acres of Commercial Office (CO) and 0.4 acres of Limited Access Commercial (CL) for a total of 38 acres. Since then, 2.4 acres of the land zoned for Neighborhood Commercial were utilized for the realignment of Huntwood and for the recent apartment development on the northwest corner of Huntwood and Tennyson. An additional 2.2 acres of land zoned for Commercial Office was rezoned for condominium development. This represents a twelve percent decrease in commercially zoned land.

A contraction of commercial zoning is consistent with existing city policy to utilize some surplus commercial strip areas for housing. The reasons for the policy are to concentrate retail in more attractive centers, to increase customers within walking distance of those centers, and to avoid traffic conflicts caused by strung-out commercial development. Underutilized land along arterials has been identified as an important resource for meeting housing needs with minimum environmental impacts.

As a result of the use of 4.6 acres for residential and road development and the commercial development of approximately 2.4 acres in the last twenty years, there is currently only about one acre of vacant commercially-zoned land. The amount of vacant stores and underutilized commercial land is still, however, significant and has remained relatively constant since 1968. Future expansion of commercial space will need to occur either as redevelopment at existing commercial sites or on land newly designated as commercial. Need for new commercial development is dependent upon the growth in housing supply and personal incomes in the area and on the development of competing commercial centers in nearby areas. In the last twenty years, 28,000 square feet of new retail and 6,000 square feet of new office have been absorbed.

Changes in Commercial Composition and Sales Volume

Comparison of the 1969 commercial survey with the 1988 survey shows a sharp reduction in gas stations (from 11 to 5) and a doubling of fast-food restaurants (from 6 to 14). The number of grocery stores declined and convenience stores increased. Liquor stores, auto parts and beauty shops also increased in number. New types of business included video (5), check cashing (2), pets (2), and one each of copy, computer service, travel, toys, drapery locks, glass, shoe repair and vacuum repair shops. Many categories remained the same: drive-ins, lounges, cleaners, financial service, clothing, hardware. Lack of a bank and a full service restaurant were noted by participants attending the initial neighborhood meeting.

Recent sales tax data may indicate growth in retail sales. Tennyson Road revenues rose from \$30,814 the first quarter of 1987 to \$43,532 in the first quarter of 1988 (six percent would be attributed to inflation). The 1988 level of sales provided only 1.2% of the city's sales tax revenues.

Designated Commercial Centers

The General Policies Plan (1986) designated two commercial centers along Tennyson Road: one at Fry's-Tennyson Shopping Center and one immediately east of Ruus Road. The designation of the first center was an obvious recognition of existing commercial development. The second choice of one section of the shallow commercial strip which extends from Ruus to the railroad tracks may have been influenced by the recent renovation of the Mission-Plaza shopping center on the north side of the street; this designation is not clearly mandated by existing development or neighborhood location.

The designation of the Mission Plaza area as commercial in the General Policies Plan has encouraged the Hayward Unified School District to look at possible commercial development of the Tennyson School site. As the school yard is zoned Single Family Residential, there is an inconsistency between the General Plan and current zoning which should be resolved by the Neighborhood Plan. The Tennyson-Alquire Task Force has recommended designating the school buildings as Public/Quasi-Public with the school yard designated for Parks and Recreation.

The designation of commercial areas along Tennyson Road could be refined to better reflect the desired development pattern. Retail and Office Commercial areas have been indicated on the northside of Tennyson Road between Patrick Avenue and the Southern Pacific Railroad tracks. While retail uses will continue to be encouraged within existing clusters or centers, office uses will be considered appropriate in the area between Dickens Avenue and Ruus Road. Lineal retail commercial areas have been avoided because they tend to create more traffic conflicts and conflicts with adjacent residential land uses.

Tennyson School Commercial Potential

The City's Department of Community and Economic Development completed a brief market analysis of support for a major food store as the anchor for a new shopping center. They concluded that there was sufficient demand to support a new grocery store in the superstore range of 40,000-50,000 square feet along Tennyson unless the Lucky Store proposed at Jackson and Santa Clara is built. In that case, Tennyson Road could still support a superstore if Fry's closed its 33,000 square foot store at Tampa and substituted 51,000 square foot super store on the Tennyson School site. The report further noted:

“It is conceivable that a larger neighborhood shopping center with major retail tenants at the Tennyson School site could improve the overall neighborhood shopping district by: 1) drawing in more customers, particularly neighborhood residents that are currently shopping out of the immediate area, who will be more inclined to patronize the surrounding smaller shops; and 2) increasing the competitive pressures on older shopping centers and stores to invest in business and real estate improvements or sell to those who will.”

There remains concern in both the Harder-Tennyson and Tennyson- Alquire Task Forces about the fate of existing centers if a new center were established. It is not clear that there are likely commercial tenants to fill those centers if a new center is established or enough residual demand to sustain redevelopment of the Superway area. There is, however, an expressed desire to have more competitively priced goods with a broader selection, be it groceries or hardware. One tack is to expand existing stores as the Lucky's in Fairway Park has done using adjoining shopping center space.

The size of new super stores has other ramifications. In this area superstores and their vast parking lots may not be considered compatible with adjacent neighborhoods. Supermarkets over 40,000 square feet have a higher parking demand per square foot than conventional markets and serve a wider trade area, bringing additional traffic. The Tennyson School site may not be large enough to accommodate a new shopping center of competitive size. Although 9.5 acres in size, two acres of the site have been developed as part of the Tennyson Park and would presumably be acquired by the park district. If Panjon Street were extended to provide circulation and to separate the park and shopping center from residential development, the site would be further restricted. The Community Economic and Development staff analysis noted that neighborhood shopping centers typically used 8 to 12 acre parcels.

Appearance of Tennyson Road: Signs and Wires

Sign control was strongly pursued in the early 1970's with an amortization program that required removal of older nonconforming signs until a state law required city purchase of nonconforming, existing signs. The program resulted in the removal of some of the largest and tallest signs; pictures in the 1969 Commercial Study indicate that signage was more overwhelming at that time than it is now. Current sign standards are a maximum of 2 square feet of sign area per linear foot of establishment frontage with a 30 foot height limit in the CN zone. New proposed standards are 1.5 square feet of sign area per linear foot of establishment frontage. The new commercial development at Huntwood and Tennyson exhibits the new proposed sign ratio.

Undergrounding of wires has long been an expressed desire of area residents. The Public Works Department indicates that Tennyson Road is still far down on the list of priorities for limited PG&E undergrounding money and that roads being widened have priority for undergrounding. However, undergrounding wires would markedly improve the streetscape while also improving sidewalks in those sections where they are placed next to the curb and obstructed by telephone poles. Although Tennyson Road is not currently on a priority list for undergrounding, the City has demonstrated its willingness before to give special consideration to the improvement of impacted neighborhoods such as Harder-Tennyson. Money for undergrounding currently accumulates at about \$450,000 per year. A rough estimate for undergrounding Tennyson Road is two million dollars.

Landscape Improvements

Landscaping standards have been increased since the 1969 commercial study. Drive-ins are now required to provide 15 feet of landscaped setback to mitigate the extensive paving. The Tennyson Square Shopping Center was required to add landscaping in order to add the PayLess Shoe wing. The 10 foot landscaped setback called for by the Hayward Landscape Beautification Plan (1987) is exhibited in the new development at Huntwood.

The Tennyson Road median strip is currently being landscaped. Specifications call for drip irrigation and drought tolerant planting composed of many species for variety and seasonal color. Some existing live oaks, elm, eucalyptus and bottlebrush are to remain. Six species of new trees are to be added, predominantly ash, purpleleaf plum and redwood, along with 12 varieties of shrub. The Landscape Beautification Plan also envisions street trees along the edge of the right-of-way but the City has relied on new development to provide those trees. The goal is to achieve a landscaped boulevard appearance.

Improvement of the sidewalk area in front of shopping areas with additional trees, benches and trash receptacles is desired to improve the appearance of Tennyson Road. Elimination of on-street parking and utilization of parking lane space may be desirable in order to accommodate large trees. Provision of sidewalks in the areas where they are lacking altogether can and should be required of the property owner.

Architecture and Site Planning

Renovation of existing commercial buildings has improved the appearance of Tennyson Road since 1969. The Mission Plaza shopping center opposite Eden Youth Center was remodelled with a Spanish colonial theme of an arcade with arches and a barrel-tiled roof; Tennyson Shopping Center improvements also included new tile-roof elements and reduced signage. The Jack-in-the-Box expanded into an inviting sit down eatery with aspects of a garden restaurant because of the more intensive landscaping. There is still much room for improvement in the area. Buildings generally lack continuity and some shopping areas lack any landscaping or attractive architectural features. Both Task Forces have recommended a Spanish design theme to give the street continuity and appeal.

The City could also make greater use of its existing regulatory powers to improve appearance. Site Plan Review of new development could be directed to encourage windows toward the street and greater attention to bike and pedestrian approaches from the neighborhood. Strict enforcement of regulations prohibiting open storage and requiring clean-up of any ground contamination of former gas stations may encourage owners to redevelop those sites fully.

Economic Development

Shopping center improvements might be pursued with a revolving loan fund. If established, the program should consider supporting retail business expansions, shopping center rehabilitation, building facade renovation, and other commercial real estate improvements on Tennyson Road. This could be implemented in tandem with an effort to encourage existing property owners or private developers to upgrade or redevelop lower-quality retail shopping centers and facilities, including the assembly of fragmented parcels for larger-scale, more unified retail/office development projects on Tennyson Road.

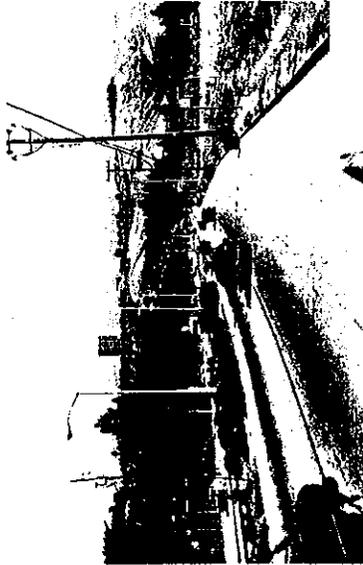
HARDER ROAD AREA

Neighborhood concerns in this area have centered on the currently vacant and underutilized triangle bounded by Jackson, Santa Clara, and Harder Road. A neighborhood shopping center, anchored by a 48,000 square-foot Lucky's supermarket, has been proposed for the site and is currently under review by the city. Major issues involve traffic impacts on Harder and Santa Clara, visual appearance from Jackson Street, and the economic impact on the existing Schafer Park shopping center across Harder Road.

The city's General Policies Plan considers Jackson and the Nimitz Freeway interchange as a gateway to the city's downtown area and encourages high quality development of citywide significance at this location. Past proposals have included a hotel and office complex which was approved but never materialized. The present shopping center proposal has met with general approval in terms of appropriate land use; however, specific access and design concerns have yet to be resolved as part of the Planned Development review process.

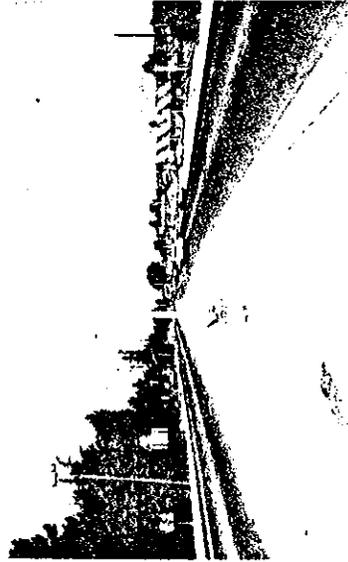
Both Jackson Street and Harder Road are among those arterials addressed in the city's Landscape Beautification Plan adopted in 1987. Specific strategies for those streets and adjacent right-of-way are contained in that document, and include median improvements and landscaping along the edge of the roadway. Illustrations appear on the following page.

**HARDER ROAD LOOKING EAST
FROM SP RAILWAY CROSSING**



Concept of proposed private property
landscape edge and median planting.

JACKSON STREET LOOKING EAST AT NIMITZ FREEWAY



Concept of median and
edge landscape improvements.

CIRCULATION

Street Network

The study area is bordered on the west by the Nimitz Freeway (I-880), which is the major north-south route in the East Bay and carries approximately 200,000 vehicles per day (1987). The study area is bordered on the north and south by major east-west arterials in the city which have interchanges with the Nimitz Freeway. Jackson Street leads toward the Downtown area and carries over 50,000 vehicles per day (1987); Harder Road connects with Mission Boulevard and California State University, Hayward and carries around 25,000 vehicles per day (1988). Tennyson Road also connects with Mission Boulevard and the South Hayward BART station and carries around 30,000 vehicles per day (1988). The Southern Pacific Railroad tracks border the study area on the east.

The circulation pattern within the study area is essentially composed of several north-south minor arterial routes, Patrick Avenue-Gading Road and Huntwood Avenue, serving collector and local streets and providing access to Harder Road and Tennyson Road. Daily traffic volumes for streets within the study area are shown on the accompanying map. The traffic counts were taken in various years, but mostly since 1985.

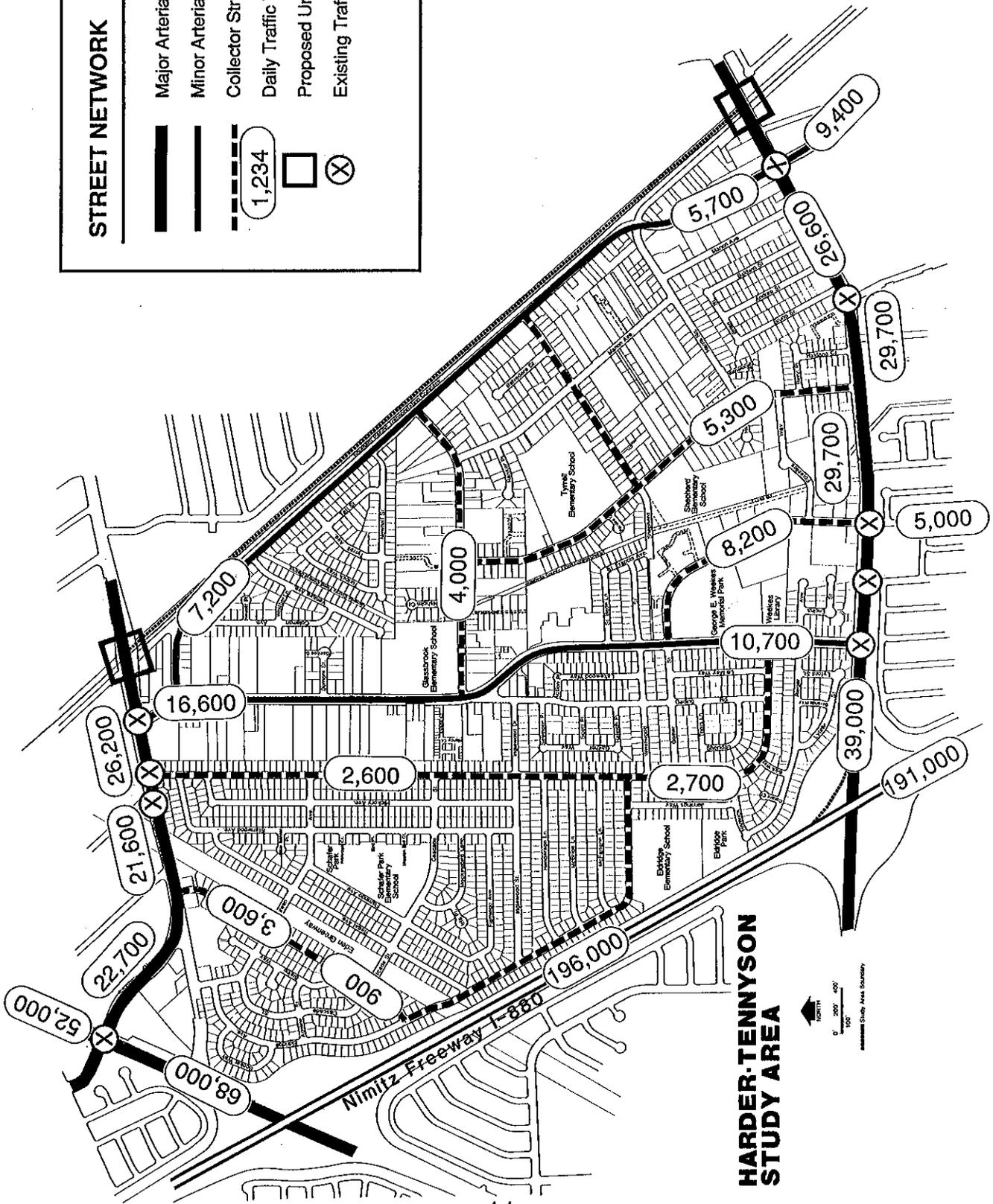
Major Improvements

Major improvements which are planned in the future include widening of the Nimitz Freeway to eight lanes and a redesigned interchange at Jackson Street. This improvement may require additional right-of-way in the vicinity of the West Harder Road terminus, depending on the final design. In conjunction with studies for the proposed Route 238 Freeway, Caltrans is also currently evaluating the feasibility of a more direct connection between Harder Road and the Nimitz Freeway so as to better serve east-west traffic connecting with Route 238. If feasible, Harder Road might eventually serve the function fulfilled by Jackson Street today. Impacts on land use in the immediate vicinity have not yet been defined.

Tennyson Road may also be affected by the proposed Route 238 and improvements to the Nimitz Freeway/Industrial Parkway interchange. Since the Route 238 Freeway will terminate near the intersection of Mission Boulevard and Industrial Parkway, Industrial Parkway may eventually attract more of the increase in east-west connecting traffic, including truck traffic generated by the La Vista Quarry. These improvements, together with those previously mentioned along Harder Road may have the effect of lessening the increase in traffic on Tennyson Road and facilitating the types of improvements to the commercial areas envisioned in the section on Commercial Development.

STREET NETWORK

- Major Arterial
- Minor Arterial
- Collector Streets
- Daily Traffic Volumes
- Proposed Underpass
- Existing Traffic Signal



**HARDER-TENNYSON
STUDY AREA**



Other planned improvements within the study area include proposed Southern Pacific railroad underpasses for Harder Road and Tennyson Road and proposed traffic signals at several locations as listed in the Capital Improvements Program or anticipated in conjunction with proposed development projects. Installation of traffic signals at Tennyson and Tyrrell is programmed for 1989-90. Traffic signals at Harder and Santa Clara would accompany proposed development in the triangle. Other improvements include refinements to synchronization of existing traffic signals, as well as scheduled repair and maintenance of existing streets.

Traffic Control Devices

The need for traffic control devices is determined by the Transportation Services Division. The need is determined through application of a "warrant system." It is important to have warranted the need for traffic control devices in case they figure in later accidents. When a request is received for stop signs at an intersection, the following criteria are evaluated to determine if the intersection warrants additional traffic control:

- Relative traffic volumes on the two streets, so as not to interrupt flow on a major street for a minor volume side street.
- Number of accidents at that intersection that could have been prevented if there had been controls.
- Traffic delays to vehicles coming from the minor streets.
- Relative speed limits on the two streets.

The need for traffic signals is determined by evaluating the 11 California State traffic signal warrants.

Traffic signal priority is determined by assigning points to each warranted intersection using a mathematical equation which is based mainly on the state signal warrant. Signals with the highest priority generally will be included in the 5-year Capital Improvement Program. The City currently requires payment of \$200 per unit for new residential projects into a Traffic Signal Fund.

Bikeways

Existing and proposed bikeways in the study area are shown on the accompanying map. A bike path is included in the Eden Greenway; there are bike lanes along Harder Road and Tennyson Road. A portion of Patrick Avenue has been signed as a bike route. The citywide Bicycle Facilities Plan adopted in 1979 calls for additional bike lanes along Huntwood Avenue and Tampa Avenue, and additional bike routes along Gading Road and Eldridge Avenue to connect the other bikeways. Funding for bikeways is scarce; new facilities have generally accompanied widening or other modifications to existing streets.

BIKEWAYS AND BUS ROUTES

BIKEWAYS



Path



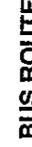
Lane



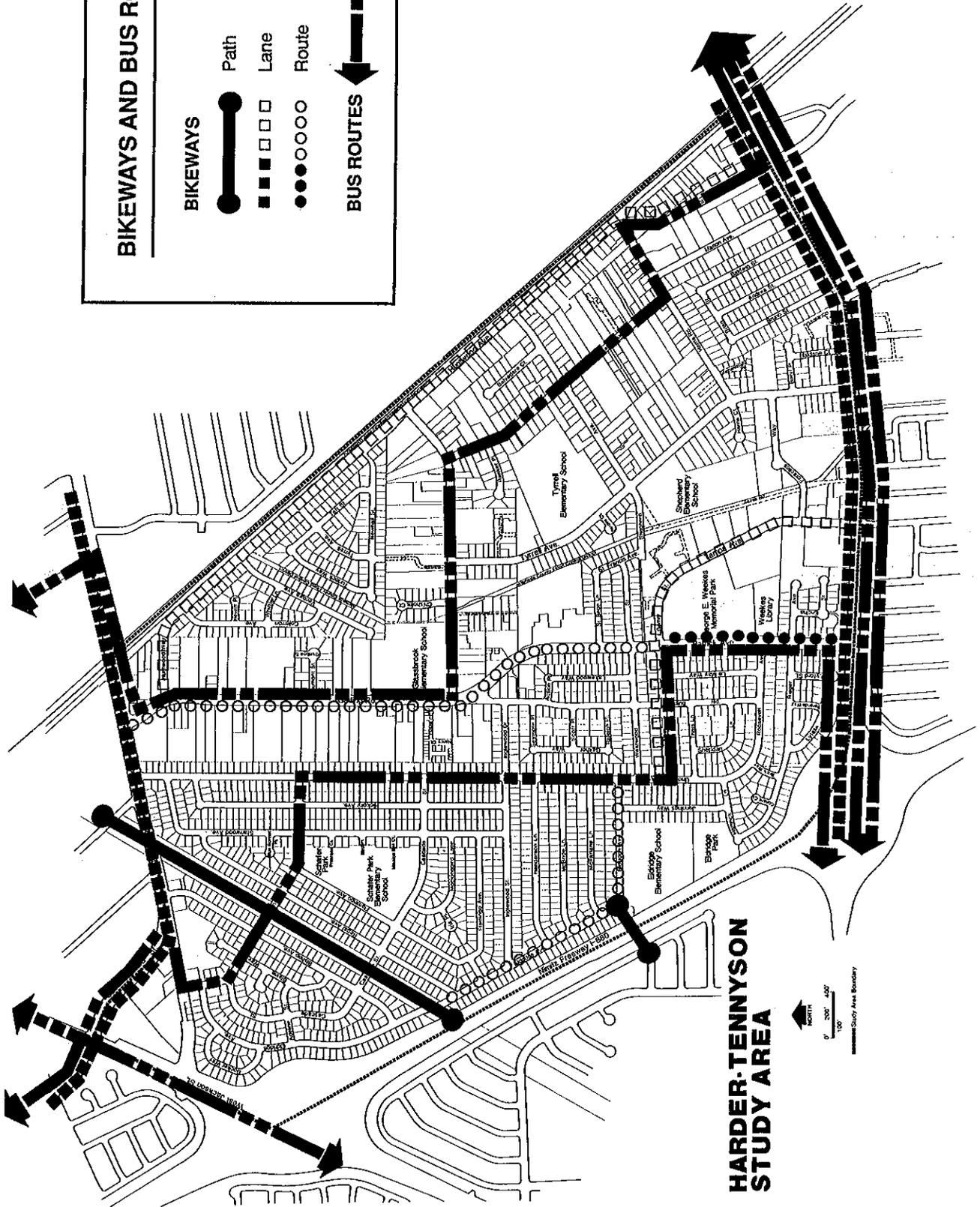
Route

● Existing

○ Proposed



BUS ROUTES



HARDER-TENNYSON STUDY AREA

Public Transportation

The study area is served by AC Transit bus lines along Jackson Street and Tennyson Road, as well as two other lines which traverse the single-family area in the western portion and the multi-family area in the eastern portion. These lines provide direct service to major generators such as the South Hayward BART Station and Kaiser Hospital.

The Comprehensive Service Plan now under review by the AC Transit District does not propose any shifts in route alignments for Lines 77 and 90; however, it does recommend extending the evening service hours on both lines. Weekday service would extend from 6:00 a.m. until 10:00 p.m., with a 30-minute frequency all day; Saturday and Sunday service will operate from 8:00 a.m. until 8:00 p.m. on a 30-minute frequency. The current weekend service frequency is 60 minutes.

Interest in demand service mini-buses has been expressed by neighborhood residents. AC Transit has previously indicated that shifting to smaller buses for some routes is not practical; however, contracting out low ridership areas to mini-bus companies might be suggested as an alternative.

Interest in increasing the number of bus stops along major corridors has also been expressed. AC Transit is in the process of formally adopting a bus stop policy. This policy is contained within the Short Range Transit Plan, scheduled to be adopted on May 24, 1989. In general, bus stops in business districts and in hilly residential areas should be 500-750 feet apart; in flat residential areas, bus stops should be 750-1000 feet apart; in low-density areas, stops may be further apart. From a transit planning standpoint, increasing the number of bus stops in a given corridor results in longer travel times; therefore, bus stops are spaced based on pattern convenience as well as operational concerns.

PARKS AND RECREATIONAL FACILITIES

The study area is presently served by Weekes Community Park, Schafer and Eldridge neighborhood parks, and the Eden Greenway. Total park acreage is approximately 33 acres (refer to accompanying table). Two other neighborhood parks are located just outside the study area; Sorensdale Park lies to the east across the Southern Pacific Railroad tracks, and Tennyson Park lies to the south across Tennyson Road. All of the above facilities are owned or operated by the Hayward Area Recreation and Park District.

Existing Park Needs

Park needs in Hayward have generally been ascertained on the basis of maintaining the existing amount of park land per person and distributing that park land around the City equitably. Currently, the City has an average of 5 acres of park land per 1,000 people; this includes community parks, linear parks (Eden Greenway and Greenbelt Hiking Trail), neighborhood parks and special facilities (including Skywest Golf Course but not the Shoreline Park). If special facilities are not included, the citywide average for community and neighborhood parks becomes 3.62 acres per 1,000 people.

At the present time, the entire Harder-Tennyson study area has a deficit of approximately 20 acres in the amount of parkland as compared to the citywide average. This deficit, or need, is very acute in the southeastern portion of the study area. This area is almost fully developed with multi-family apartments built without provision of onsite recreational facilities and open space. The only available sites for park development are portions of existing school grounds; such development will require cooperative agreements between the Hayward Unified School District and the Hayward Area Recreation and Park District. This type of arrangement is very possible given the numerous similar ventures undertaken elsewhere in the study area and throughout the city.

Special Needs of Pre-School Children

For children enrolled in school and/or after-hours recreational programs, the deficiencies noted above can be largely corrected by providing turfing and recreational equipment on the school grounds. Likewise, the three parks provided by the Hayward Area Recreation and Park District and the Eden Greenway provide recreational opportunities for all age groups, but primarily for those children old enough to get to and from these facilities without parental supervision.

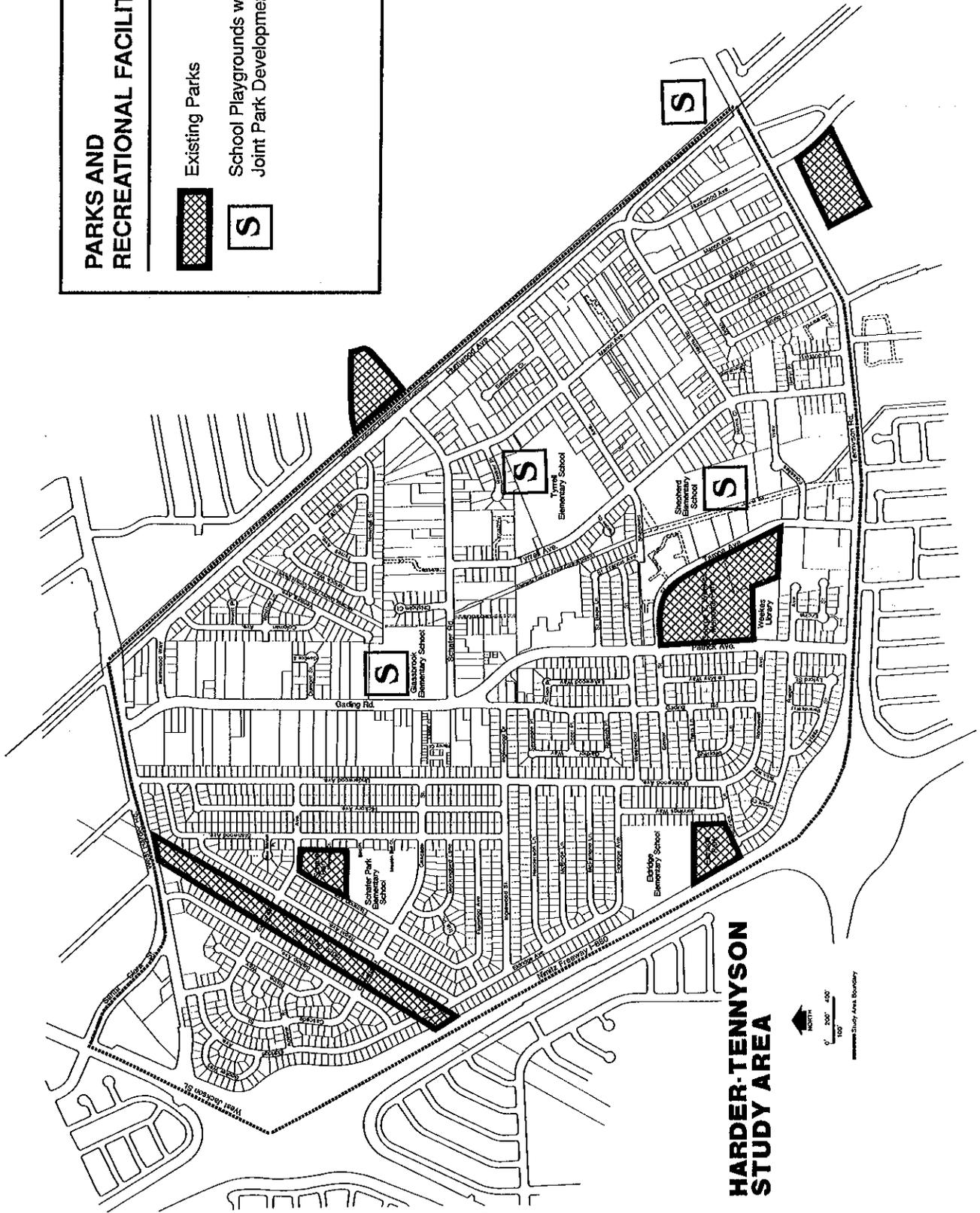
PARKS AND RECREATIONAL FACILITIES



Existing Parks



School Playgrounds with Potential for Joint Park Development (HARD)



HARDER-TENNYSON STUDY AREA



0 200' 400'

1" = 400'

Study Area Boundary

TABLE 17**HARDER-TENNYSON STUDY AREA
PARKS AND RECREATIONAL FACILITIES***

Park/Facility	Community and Neighborhood Parks	Neighborhood Parks Only
Eden Greenway Utility Corridor	12.00 Acres	12.00 Acres
Eldridge Park	2.96	2.96
Schafer Park	1.40	1.40
Weekes Community Park	16.66	
EXISTING STUDY AREA TOTAL	33.02 Acres	16.36 Acres
Study Area Population (1988)	14,796	14,796
Acres/1,000 Population	2.23 Acres	1.11 Acres
Citywide Average Ratio	3.62 Acres	1.71 Acres
"IDEAL" STUDY AREA TOTAL	53.56 Acres	25.30 Acres
ADDITIONAL ACRES NEEDED	20.54 Acres	8.94 Acres

*Includes facilities owned or operated by Hayward Area Recreation and Park District.

Given that all pre-school children are not enrolled in day-care centers, for a variety of reasons, the almost complete lack of play facilities in the apartment area and the numerous pre-school children living in those apartments provide compelling reasons for providing some sort of tot lot or play facilities in this part of the Harder-Tennyson area. Data gathered from the 1980 Census indicate there are .40 children under five years of age per household in the apartment area of this district. In comparison, the single family area of this district has only .25 children per household in this age group, or approximately 2/3 as many as the apartment area.

While the single family dwellings customarily have yard and open space immediately available, in existing apartment developments little or no area has been reserved for open space and recreation area. The children living in these facilities are, therefore, without safe and convenient places to play. In actual numbers, this lack of facilities affects approximately 1,240 pre-school children living in the apartment area.

To provide for the recreational needs of pre-school children, these facilities should ideally be located on the same property as the children being served. Where prior development does not adequately provide for these recreational opportunities, then play facilities should be located on available adjacent properties convenient to both parent and child alike and where direct parental supervision of play activities is convenient and, therefore, actually possible.

Need for Open Space

In addition to providing recreational opportunities for the area's many pre-school children, a tot lot or mini-park system would reduce the feeling of development intensity which is found in this area. In the apartment complexes themselves, little area is reserved for either common or private open space which is physically or visually accessible to the apartment units. Likewise, the blocks in the multi-family areas are large and intensely developed. Thus, apartment after apartment has been developed without provision for even somewhat austere visual relief that would have been offered by an occasional cross street. Furthermore, the existing higher density developments in the Harder-Tennyson area have been constructed in large part providing poor spatial relationships between apartment structures and those open spaces which are provided. Thus, these developments not only are over dense, crowded, enlarged blocks but also fail to take full advantage of actual open areas to reduce the feeling of crowdedness found in the district.

Most of the apartment developments have not met their responsibilities of providing open space and play areas for the people they house. Since the purpose of the tot lot concept is intended to meet a need normally provided for on the individual building sites housing the children requiring these facilities, this system is different in concept from other park and playground facilities provided for on public lands. The establishment of these facilities should not, therefore, be considered to meet any of the community's park and recreation responsibilities which are intended to supplement play facilities established on individual building sites.

Funding Sources

Parks and recreational facilities are eligible projects for funding through the Community Development Block Grant. Most of the study area, including all of the eastern portion, is within a designated target area, which is given priority for allocation of funds. Once a need has been identified, the City may target funds directly or allocate them to a service provider.

Under Measure AA (Park Bond Monies) passed in November of 1988, a total of \$6,148,615 will be allocated to the Hayward Area Recreation and Park District as the designated agency for the City of Hayward. Distribution will occur in two 3-year phases: \$2,459,446 during Phase I (1989-92), and the remainder during Phase II (1992-95). The City of Hayward share is approximately 55% of the total HARD allocation. First phase monies are proposed for projects in the Burbank area and the Tennyson- Alquire area.

New residential development is required to either dedicate park land to maintain the City's current balance of parkland per capita or to pay an in-lieu fee towards park acquisition. This fee has remained at \$500 per housing unit for many years and is in the process of being raised to \$1,200 per unit. The \$1,200 fee will cover only about 25% of the cost of acquiring and developing new parkland at the current City standard of 5 acres per thousand people. In-lieu fees are spent in the zone from which they are collected. The Harder-Tennyson area is in HARD's Zone B which covers Jackson to Industrial Parkway, between the Nimitz and Mission. Zone B currently has \$271,631 available for park acquisition.

NEIGHBORHOOD APPEARANCE

The overall image and appearance of a neighborhood is formed from a variety of visual impressions. Eyesores, such as cars parked across a front yard or graffiti along a wall, can taint the impression of a whole neighborhood. Landscaping can greatly enhance the general appearance of the area as well as buffer differing land uses. Potential strategies can include both positive actions and enforcement of existing regulations such as those relating to property maintenance.

Maintenance and Improvement of Private and Public Properties

Neighborhood residents are eagerly looking forward to implementation of the recently adopted Community Preservation and Improvement Ordinance. Residents are relying on this ordinance to provide for better enforcement of maintenance of private properties in the study area. Improved property maintenance is regarded as very important if the general appearance and image of the neighborhood is to be enhanced.

In addition to property maintenance, other opportunities for improving the overall appearance of the study area have been explored by the Task Force or recommended for further investigation by the appropriate agencies and city departments. These opportunities are summarized on the accompanying map and include additional street tree planting or other landscaping in various locations, proposals for better site design and permit enforcement in commercial areas, and augmentation of pedestrian linkages at key locations. These proposals should not be regarded as a complete inventory of possible improvements, but merely as a starting point for further community discussion and action.

Maintenance and Improvement of Public Services and Facilities

Neighborhood residents are also concerned about maintenance of public facilities and improvements in public services, particularly in relation to streets. Streets serve as open space corridors in addition to providing for circulation. Maintenance of the entire streetscape (or right-of-way) requires the cooperation of individual citizens as well as the various governmental agencies. Facilities and services include sidewalks, street trees, street tree trimming, street lighting, street sweeping, street repairs, and median landscaping.

COMMUNITY DESIGN FEATURES

 Commercial Activity Centers
(Site Design and Landscaping
Improvements)

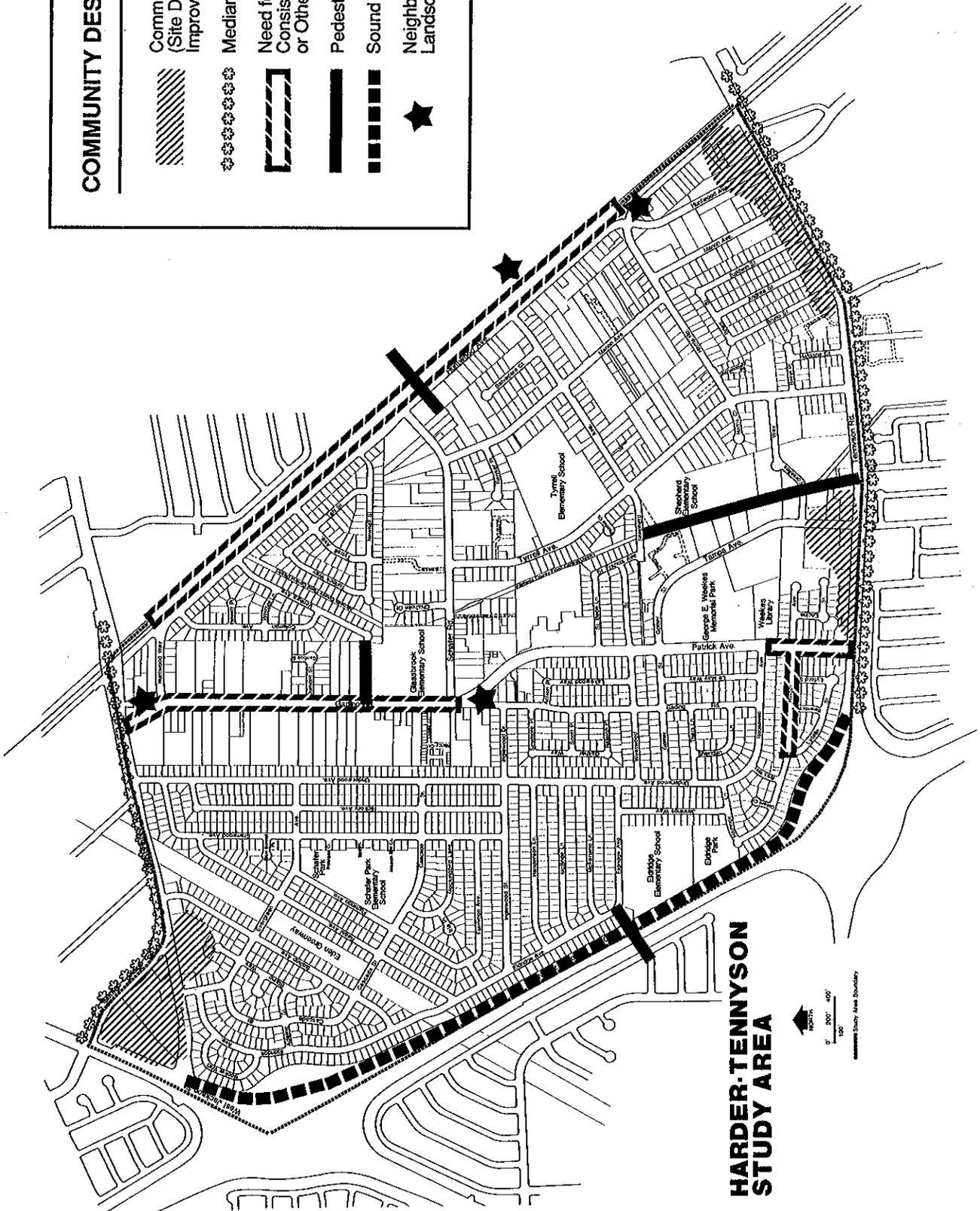
 Median Landscaping

 Need for Street Trees or
Consistent Tree Pattern,
or Other Landscaping

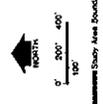
 Pedestrian Linkages

 Sound Walls (with Nimitz Widening)

 Neighborhood Entryway or
Landscaped Focal Point



HARDER-TENNYSON STUDY AREA



1. Street Sweeping

The City's current street sweeping program basically operates on a three-weeks cycle. However, many neighborhood residents have expressed continuing concern that parked vehicles are reducing the effectiveness of the street sweeping program. While area residents maintain that regular days and enforcement of "no parking" requirements provide a workable solution, city staff cite the costs of signing, citing, towing, and new sweepers which accompany such an effort. The City Council has authorized several trial programs in recent years in the Harder-Tennyson area. Both trial programs indicate that measures short of mandatory tow-away had little effect on clearing the streets. It was estimated that this type of program would cost \$60,000 just for permanent signing and only in the Schafer Park neighborhood. The total capital costs of such a program expanded on a citywide basis was estimated at \$767,000 in 1986, with annual operating costs of \$258,000. An alternative approach proposed by staff to provide uniform cleaning around parked vehicles involved adding a water flushing truck to the cleaning program.

2. Street Tree Trimming

The City presently maintains a tree trimming cycle of once every 12 years. A more desirable cycle is once every 5-6 years. However, the City groundskeeper crew is responsible for 83 acres and over 30,000 street trees throughout the city. The pruning program operates on a block basis with partial assistance from private firms. The Civilian Conservation Corps has helped clean up in certain areas such as the railroad right-of-way. A root control program is underway to minimize sidewalk damage, and hence costs to the property owner. Permits are needed for any street tree removal; almost 300 new street trees are planted each year, but replacement is not keeping pace.

3. Eldridge Avenue Overpass

There have been numerous concerns regarding the maintenance of this overpass. Responsibility for maintenance of the pedestrian overpass (with the exception of structural maintenance) was accepted by the City as part of a 1957 agreement with Caltrans. Historically, City crews (or City-contracted workers) have periodically cleaned and painted this area, and City employees have replaced lighting on a continual basis. In October 1988, approximately \$3,000 was spent to steam clean and repaint the overpass (graffiti removal) and to replace burned out or broken lights. Also, in recent months, court-assigned weekend workers have been utilized to provide additional litter clean-up at the overpass. Staff continues to concentrate as much effort as possible into keeping this area cleared, but this represents an ongoing task due to the difficulties encountered in keeping this structure maintained.

PUBLIC SAFETY

Police Services

In order to monitor law enforcement, crime statistics are recorded by census tracts and patrol beats. Statistics are summarized in a report that indicates the areas with a higher incidence of crime. These target areas receive directed patrols to concentrate enforcement efforts until the crime rate is reduced. The Harder-Tennyson study area is among the highest crime areas of the city.

Response time is less than three minutes for first priority calls; Priority 1 is assigned to violence or criminal activity in progress. Priority 2 is assigned to suspicious activity, with response generally taking five to seven minutes. Concern has been expressed, however, about the timeliness of police response.

In addition to law enforcement, the Hayward Police Department takes an active role in crime prevention. School Resource Officers are assigned to high schools and professional counselors are available. Security checks of homes and commercial buildings and installation of locks for seniors who cannot afford them are offered. Presentations on drugs and safety for women, children, and seniors are available as well as presentations on property protection.

The Hayward Police Department encourages citizen participation through the Neighborhood Watch Program. Staff from the Police Department work with neighborhood groups to organize each block. Once a group is established, the Police Department publishes a neighborhood bulletin and holds monthly meetings for all the group leaders. This program has been shown to be very effective in reducing crime where there is active participation. The Harder-Tennyson study area has over 30 active Neighborhood Watch groups, primarily located in the single-family areas.

Police and Neighborhood Watch efforts to reduce crime can be hampered by poor development practices. Visual access from the street allows police and neighbors to perceive criminal activities. The siting of buildings and lighting is thus very important to the safety of occupants. Adoption of Building Security Standards could build in more security for residents and business.

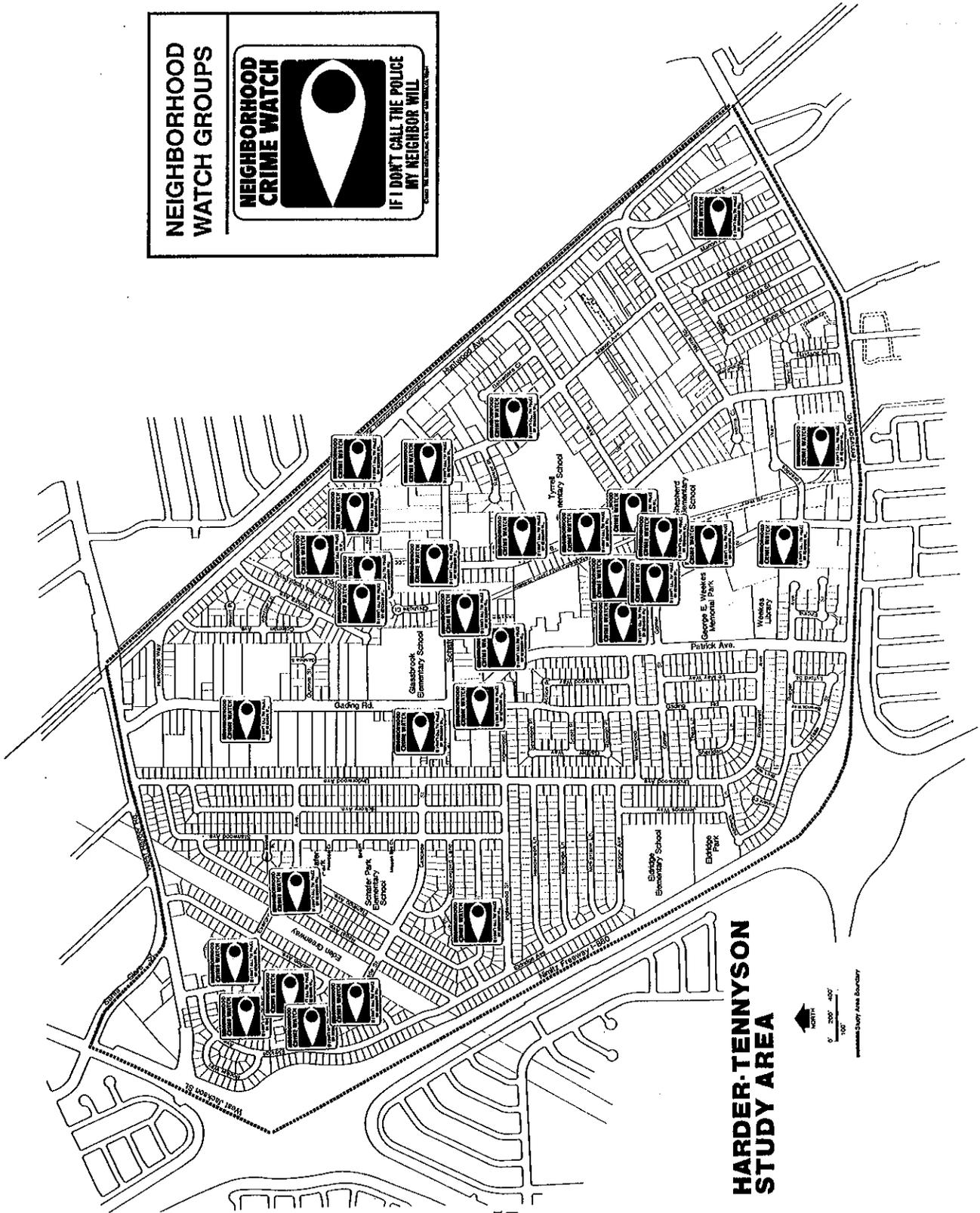
**NEIGHBORHOOD
WATCH GROUPS**

**NEIGHBORHOOD
CRIME WATCH**



**IF I DON'T CALL THE POLICE
MY NEIGHBOR WILL**

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**HARDER-TENNYSON
STUDY AREA**



Emergency Preparedness

The Hayward Fire Department is responsible for the organization and administration of the Emergency Preparedness Program. The city program establishes a plan of action in the event of any major emergency, such as floods, earthquakes, or hazardous material spills. At this time, the Emergency Plan is being revised in accordance with the Federal Emergency Management Agency Guidelines.

The Emergency Preparedness Program has two functions: first, to prepare and organize the city's administrative staff to take over emergency functions of the city in event of a disaster; and second, to educate and inform the public, about disaster preparedness for individuals. As professional help will not be available to respond to all needs immediately after a disaster, it is imperative for citizens to be able to act effectively. The disaster education preparedness program holds workshops and seminars to teach people how to prepare for a major disaster and what to do during and after the disaster. This program is available to any group of interested persons.

The Fire Department is seeking to increase citizen emergency preparedness by working with Neighborhood Watch groups. Simple preparations like having battery operated radios and simple conventions like tying a white cloth on the front door knob to indicate that the occupants are safe will allow organized neighborhoods to respond intelligently. The department also provides guidelines and direction for businesses and organizations to put together their own emergency plans.

Fire Protection

There are six (6) fire stations with ten (10) fire companies serving the City of Hayward. These companies are of two basic types, engine companies which provide the pump, hose, and staffing to apply water to the fire, and truck companies which provide the equipment to make forcible entry, remove heat, smoke, and gasses from the fire, and make difficult rescues.

The Harder-Tennyson study area is served by Fire Station #2 on Harder Road, which has two engine companies; and by units from Fire Station #4 on Loyola Avenue and Fire Station #6 on West Winton Avenue. Adequate services and facilities are available to serve the study area, except for the southern portions, where response times are below the standards. The Fire Department is anticipating establishment of a seventh fire station somewhere south of Tennyson Road in the Tennyson-Alquire area which should shorten response times to the southern part of the Harder-Tennyson study area.

The Fire Department measures level of service by response time, among other criteria. Three objectives serve as a minimum standards of performance and are justified by medical service needs and by the physical chemistry of fires. The objectives are as follows: 1) first company (3 firefighters) on the scene within 5 minutes to 90% of all emergency medical calls; 2) first engine company (3 firefighters) on scene within 5 minutes to 90% of all structure fires; 3) total fire alarm assignment on scene within ten minutes to 90% of all structure fires.

CITIZEN INVOLVEMENT

The Harder-Tennyson area has benefitted from active citizen organizations in the past and has experienced the infusion of various city monies and program to improve the area. But beyond this reliance on city-initiated efforts, there appears to be a recognition that increased involvement of local citizens and property owners must be pursued to achieve all of the desired improvements in the area. This task is made more challenging by the high degree of mobility among the resident population in the study area. Nonetheless, such cooperation may well hold the key to improving the quality of life in the Harder-Tennyson area.

Beyond the current neighborhood planning process which has involved many volunteer hours by the citizens task force, the General Policies Plan also calls for the city to “encourage formation of neighborhood associations in order to develop the potential of neighborhood” (Strategy IV-21:17) and to “maintain project review by affected homeowner and neighborhood associations” (Strategy IV-20:11). These efforts by the city will require a response by residents of the study area.

Cooperation among area residents, owner and renter, and area property owners will also be necessary for full implementation of recommendations contained in this plan. In addition, cooperation between these groups and the Hayward Unified School District will be necessary to enhance the quality of educational opportunities within the study area. This could be done through formation of support groups involving district administrators, school teachers, and parents of school children. It may be desirable to seek greater support for and more coordination among local social service providers and existing community centers such as the Eden Youth Center, the Weekes Park Community Center (operated by HARD), and the Weekes Branch Library.

The Task Force believes very strongly that increased citizen involvement in the implementation of the various recommendations contained in this plan will be the critical factor in the effort to instill pride of ownership and enhance the overall image of the Harder-Tennyson neighborhood.