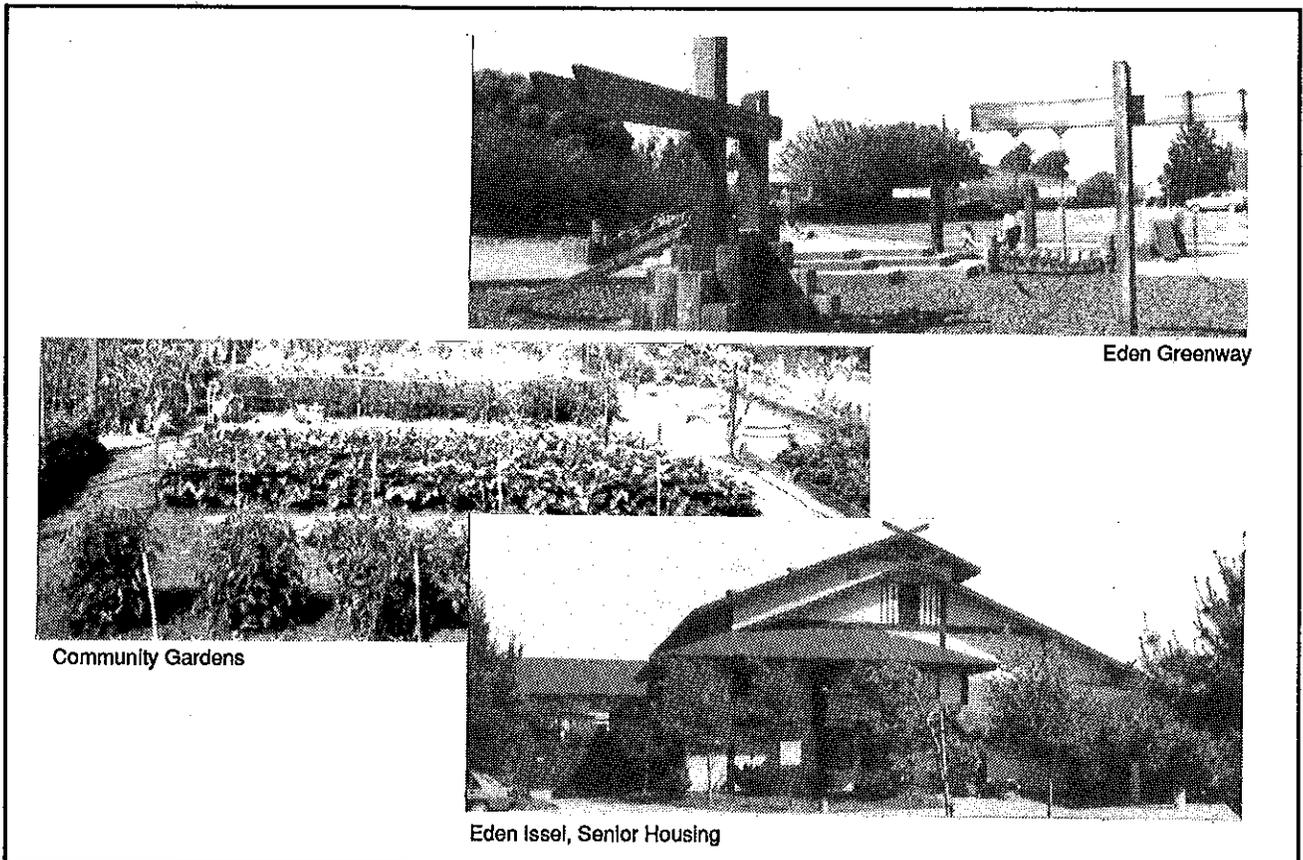


JACKSON TRIANGLE NEIGHBORHOOD PLAN



Hayward, California

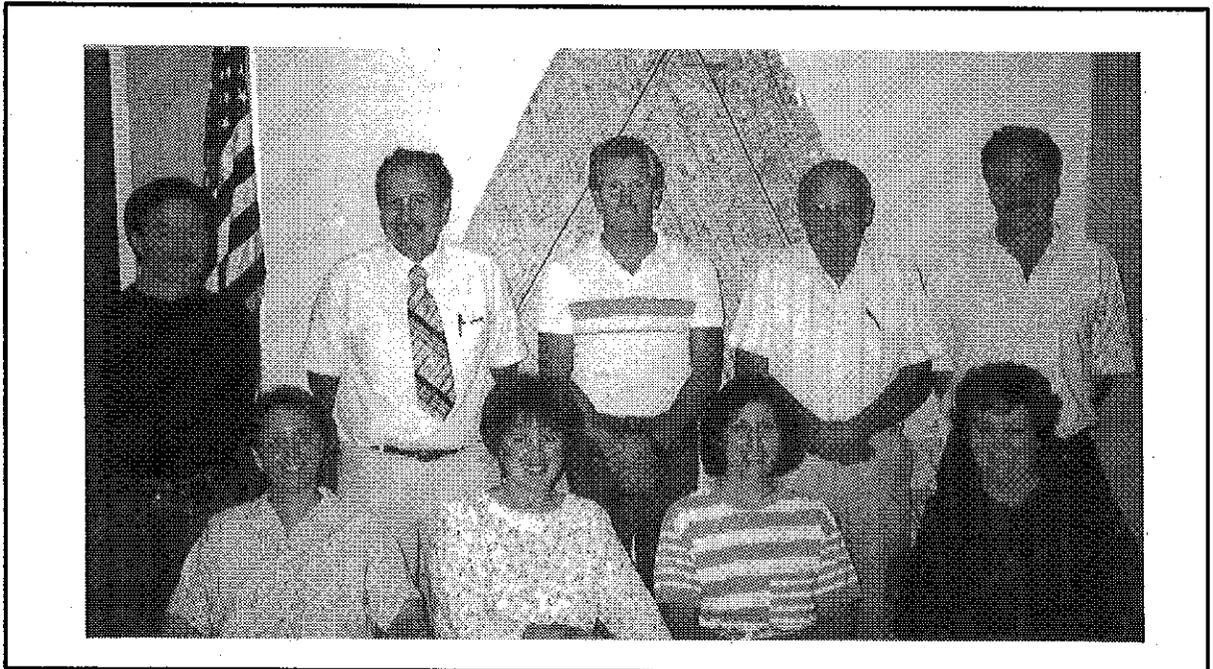
Adopted by City Council
Resolution No. 91-024
January 15, 1991

City of Hayward
Neighborhood
Planning Program



**JACKSON
TRIANGLE
NEIGHBORHOOD
P L A N**

JACKSON TRIANGLE NEIGHBORHOOD TASK FORCE



Jim Smith (Chair)
Bonnie Dotson (Vice Chair)
Darrel Anderson
Perle Anderson
Walter Fujii
Sheila Quinn
Tim Quinn
Claude Roper
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JACKSON TRIANGLE NEIGHBORHOOD PLAN

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P R E F A C E

THE GENERAL PLAN

The City of Hayward has a General Plan to guide future development. The General Plan consists of elements required by state law including Housing, Land Use, Circulation, Open Space, Recreation, Conservation, Safety and Noise.

The General Policies Plan is the core of the City of Hayward General Plan. It 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 follows a process modelled after the General Plan Revision Program.

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 all residential and commercial areas within the City's planning area. The Jackson Triangle plan is the sixth plan undertaken in this program; it is preceded by the Mission-Garin, Burbank, Tennyson-Alquire, Harder-Tennyson, and Mt. Eden plans. After completion of the Jackson Triangle Plan, ten additional planning areas remain.

The purpose of the neighborhood planning program is: 1) to provide for greater involvement of citizens in the planning process; 2) to refine General Plan policies based on a more detailed study by residents and property owners from the area; 3) to develop specific implementation measures such as capital improvement programs, and new development standards.

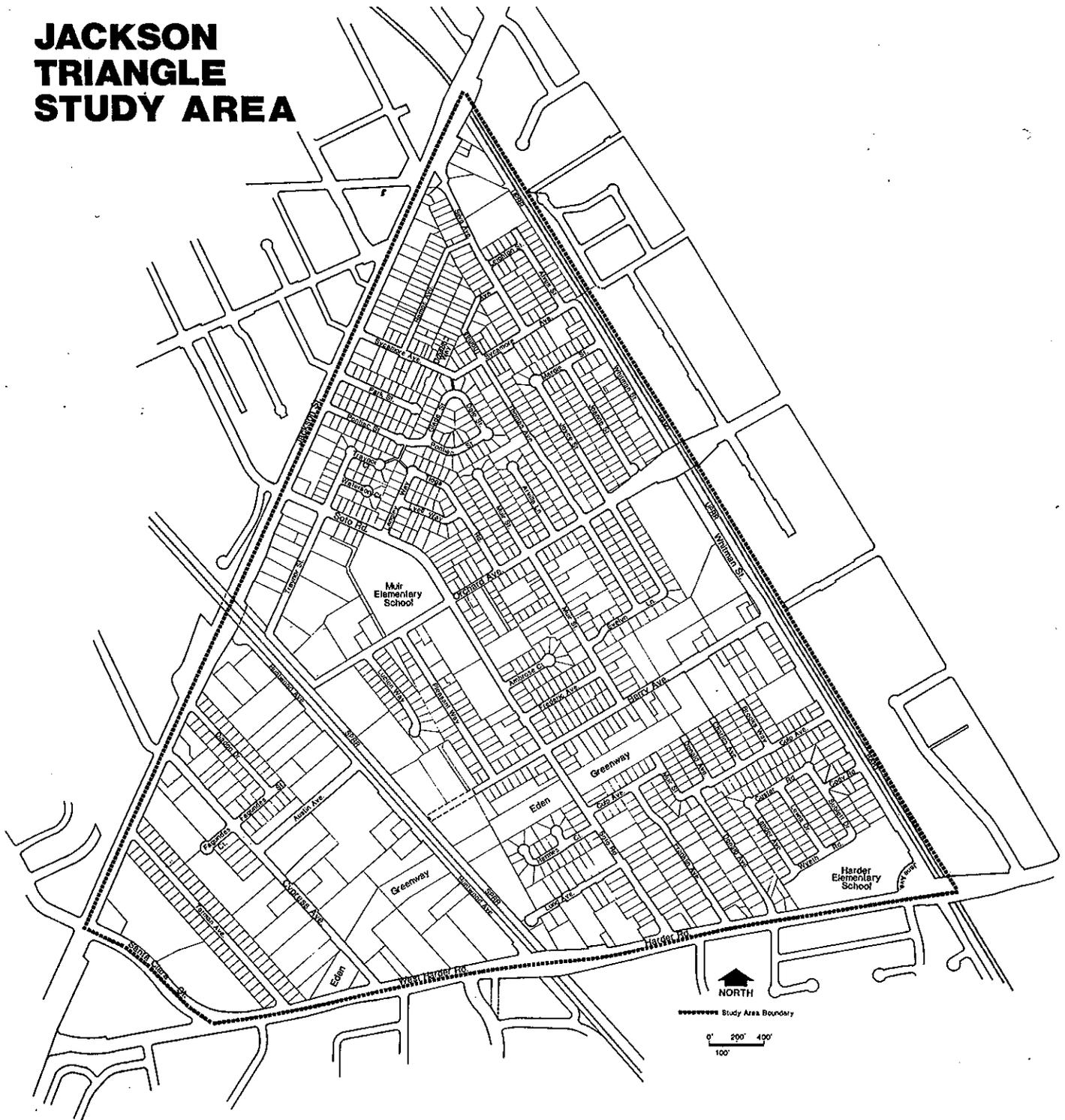
THE JACKSON TRIANGLE PLAN

The Jackson Triangle Neighborhood is bounded by Jackson Street, the BART tracks, Harder Road and Santa Clara Street. The planning process began with a neighborhood meeting on October 4, 1989. The purpose of this initial meeting was to explain the planning process, identify local issues and concerns, and solicit applications for a citizens task force to work with City staff in the preparation of a draft neighborhood plan.

On December 19, 1989, the City Council appointed a 10-member task force. The current task force has nine members. The Jackson Triangle Task Force met with staff from Fire, Police, Housing, Current Planning, Economic Development, Engineering, Transportation Management, Community Preservation and Improvement, Hayward Area Recreation and Parks District, Hayward Unified School District, and AC Transit. They solicited information from neighborhood associations and commercial establishments and developed alternatives for addressing neighborhood issues and future needs.

On June 11, 1990, planning ideas for the Jackson Triangle were discussed at a neighborhood meeting. The Jackson Triangle Task Force reviewed neighborhood responses to the proposed alternatives before finalizing their recommendations. Following presentation to the neighborhood on October 24, 1990, the recommended Draft Neighborhood Plan was heard before the Planning Commission on November 15, 1990. The draft plan was then forwarded to the City Council for their review and adoption. It was adopted by City Council on January 15, 1991, Resolution No. 91-024.

JACKSON TRIANGLE STUDY AREA



RESIDENTIAL LAND USES

Policy 1: PRESERVE AND PROMOTE SINGLE-FAMILY HOUSING

Although the majority of the Jackson Triangle area has been developed, additional housing on vacant or underutilized properties is occurring. Residents emphasize a need to improve and preserve single-family neighborhoods. Additional single-family development on smaller lots is proposed for selected areas to provide incentives to upgrade properties while providing homeownership opportunities.

Strategies:

- a. Change General Plan or zoning as needed to preserve single-family neighborhoods on Tarman Street, Alves/Leighton and Diadon Drive/Fagundes Street.
- b. Restrict density at the terminus of Berry Avenue to "Limited Medium" (rezone RSB4) to provide single-family development compatible with the existing neighborhood and access.
- c. Allow single-family development on minimum lot sizes of 4,000 square feet in the Pleasant-Soto-Orchard area to provide a variety of single-family housing types.
- d. Consider Planned Development zoning application on Fujii/Yoshioka properties to ensure a unique, quality development.
- e. Require second stories to be architecturally attractive, compatible and sensitive to the privacy of adjoining residences in the placement of windows and balconies.

Policy 2: IMPROVE EXISTING MULTI-FAMILY DEVELOPMENT; ALLOW ADDITIONAL MULTI-FAMILY DEVELOPMENT IN SELECTED AREAS

Multi-family housing in the Jackson Triangle area is perceived by many residents to have a negative impact on the stability of the neighborhood. Some existing apartments have been recognized on the Plan where access is adequate and the development is appropriate for the area. Additional multi-family development is limited to properties where it complements existing development or would provide a desirable transition between housing types or densities.

Strategies:

- a. Maintain "Medium Density" designation on Caltrans property located at corner of Jackson and Santa Clara; development standards should include the following:
 - 1) Require Planned Development zoning to ensure maximum public review of this important gateway project.
 - 2) The City will encourage an economic mix in new large scale residential developments.
 - 3) Consider allowing a mixed use development with complimentary commercial uses (e.g., a sit-down restaurant and childcare center).
 - 4) Landscaping along Jackson and Santa Clara frontages should include large canopy trees within the setbacks and within the landscape strip between curb and sidewalk as per "The Timbers" development.
- b. Amend General Plan to "High Density" in selected areas to recognize existing concentrations of apartments and encourage owner improvements.
- c. Restrict residential development on Jackson Street (east of Silva Avenue) to "Medium Density" to limit traffic from future development.
- d. Allow "Medium Density" development on northwest corners of Huntwood at Harder Road and Huntwood at Austin Avenue to provide opportunities for townhomes and condominiums.
- e. Allow "Limited Medium" density development (RMB4) in the Ramos-Thomas-Sycamore and Donald-Franklin-Soto areas to provide opportunities to upgrade these properties.
- f. Require a minimum of two on-site parking spaces per unit plus visitor parking in the Jackson Triangle area; increase if citywide review of off-street parking regulations indicates additional need.
- g. Require new multi-family residential development to provide adequate recreational areas.
- h. Resolve miscellaneous zoning inconsistencies to clarify future land use policies (see attached maps).

COMMERCIAL LAND USE

Policy 3: IMPROVE APPEARANCE OF JACKSON STREET AND HARDER ROAD TO REFLECT THEIR IMPORTANCE AS MAJOR GATEWAYS INTO HAYWARD AND THE JACKSON TRIANGLE NEIGHBORHOOD

Commercial land uses along Jackson Street and Harder Road are mixed; real estate offices, service stations, restaurants, retailing and equipment rentals are the most frequent uses. These uses are acceptable to area residents; the chaotic streetscape (especially along Jackson Street) is not. Different architectural styles, a proliferation of signs, and variations in setbacks and landscaping combine to create an unattractive streetscape. Zoning inconsistencies need to be resolved to encourage improvement of properties; public and private landscaping needs upgrading and the sign ordinance needs enforcement.

Strategies:

- a. Expand General Commercial designation along Jackson Street to recognize existing strip commercial uses and provide neighborhood services.
- b. Designate Retail/Office Commercial uses at Cypress and Jackson and on Harder Road from the Harder Elementary School to one lot west of Soto Road to provide services which better serve the neighborhood.
- c. Enforce existing sign standards and encourage property owners to maintain appearance of their properties.
- d. Promote Small Business Revolving Loan Funds to assist qualified property owners to make facade improvements.
- e. Improve streetscape with additional landscaping, including trees and enhanced landscaping in parking lots.
- f. Require new or expanding commercial establishments to provide adequate on-site parking.
- g. Encourage businesses such as banks, sit-down restaurants and other neighborhood serving businesses; discourage additional fast-food restaurants, oil changers/vehicle repair and convenience markets.

INDUSTRIAL LAND USE

Policy 4: MITIGATE NEGATIVE IMPACTS OF INDUSTRIAL USE

A key issue faced by this neighborhood is whether industrial uses should remain in the Jackson Triangle area or gradually transition to residential or commercial land uses. Generally, residents support the continuation of industrial uses which are compatible with adjacent residential development. Residents need to be protected from excessive noise, truck traffic, hazardous materials, odors and unattractive buildings. Where properties are located along major arterials or where access is poor, residential uses are recommended.

Strategies:

- a. Amend General Plan to Mixed Industrial for the purpose of adopting "Light Industrial" zoning on properties currently zoned "Industrial", except for the following:
 - 1) Harder Road frontage at Huntwood should be designated for residential development to provide an attractive street frontage.
 - 2) Industrial development is not appropriate on Berry Avenue, west of Pleasant Way, due to access constraints; residential development is recommended.
 - 3) Medium Density development should be extended one lot further north of Austin Avenue at Huntwood Avenue to limit industrial development.
- b. Develop a "Light Industrial" zone to provide development more compatible with nearby residences and rezone existing industrial properties to "Light Industrial".
- c. Encourage industrial property owners to make "good neighbor" improvements such as sound walls, landscaping, facade improvements and to comply with truck parking regulations; assist with Small Business Revolving Loan Funds where appropriate.

PARKS AND RECREATIONAL FACILITIES

Policy 5: ENHANCE RECREATIONAL OPPORTUNITIES THROUGHOUT THE STUDY AREA FOR ALL AGE GROUPS

The Jackson Triangle study area is seriously deficient in park and recreation facilities. Activities within the Eden Greenway are restricted due to the transmission lines; playgrounds at John Muir and Harder Elementary schools are in poor condition. This study focused on site opportunities to develop a variety of playground, park and related facilities. Improving existing school sites is the number one priority; acquiring additional property within the Triangle for future park development is highly recommended.

Strategies:

- a. Improve recreational facilities and develop new recreational facilities on existing playgrounds at John Muir and Harder Elementary school sites. Provide softball and soccer playing fields, as well as additional playground structures. Consider allowing a portion of the play area to be used by area residents during school hours subject to discretion of school principal. Encourage City, HARD and school district representatives to implement this strategy.
- b. Fund additional park and recreational facilities from such sources as Measure AA, Community Development Block Grant monies and fund raising activities.
- c. Acquire additional land for future park development; potential park sites include the Fujii Nursery/Yoshioka properties on Soto Road at Orchard Avenue and properties on Orchard Ave. behind John Muir Elementary (Parcels 444-15-15 through 17).
- d. Improve the Eden Greenway by enhancing landscaping, improving play equipment, adding picnic tables, benches and meandering walkways consistent with consideration of public health and safety.
- e. Consider feasibility of pedestrian and bicycle overcrossing at the Southern Pacific Railroad tracks within Greenway to improve accessibility to recreational facilities.
- f. Retain Community Garden use within Eden Greenway providing it is well maintained; incorporate standards into the lease agreement which limit the number, location and physical appearance of structures. Landscape street frontages to improve appearance and provide visual barrier.
- g. Encourage the Hayward School and Park Districts to promote and publicize after-hours recreation programs at John Muir and Harder Elementary; extend latch key program to Harder Elementary and expand existing program at John Muir.
- h. Require new multi-family residential development to provide adequate on-site recreation space for future residents.

TRAFFIC CIRCULATION AND PARKING

Policy 6: IMPROVE LOCAL TRAFFIC SAFETY

Traffic congestion, speeding, cut-through traffic and safety are major concerns for Jackson Triangle residents. Soto Road functions as an arterial but remains largely unimproved, creating conflicts between vehicles, pedestrians and bicycle riders who share the roadway. Truck parking on Harder Road and illegal truck parking along residential streets concern area residents. The severe shortage of off-street parking in older multi-family areas results in vehicles parking haphazardly, creating visibility problems for drivers and blocking pedestrian pathways thus hindering pedestrians and wheelchair bound residents.

Strategies:

- a. Fully improve Soto Road as an arterial (68' right-of-way) in recognition that Soto Road serves cross-town traffic; provide for sidewalks, two travel lanes, bicycle lanes and on-street parking using city funds to finance improvements (e.g., add to Capital Improvement Program).
- b. Connect Huntwood Avenue across Harder Road with grade separation if traffic impacts on existing residential streets would be reduced.
- c. Eliminate truck parking by Harder Elementary School (north and south side of Harder) and limit truck parking to 1-hour maximum on the north side of Harder Road between Donald Avenue and the railroad to improve safety for children.
- d. Enforce truck parking restrictions; increase fines for illegal truck parking; encourage City to work with nearby jurisdictions to provide adequate truck parking facilities throughout the region.
- e. Enforce speed limits and discourage cut-through truck traffic on residential streets.
- f. Provide red curbing along the west side of Whitman Street at Mardie Street to increase safety for residents exiting Mardie Street.
- g. Require a minimum of two on-site parking spaces per unit plus visitor parking in the Jackson Triangle area; increase if citywide review of off-street parking regulations indicates additional need.
- h. Prepare precise plan lines for the following streets to provide consistency for future development:

Ramos Avenue - forty (40) feet,
Thomas Avenue from Silva Avenue to approximately 650 feet south of Sycamore - forty(40) feet;
remainder of Thomas Avenue to Orchard - fifty (50) feet,
Franklin Avenue - fifty (50) feet,
Pleasant Way - fifty (50) feet,
Muir between Orchard and Berry - fifty (50) feet, and
Berry Avenue west of Soto Road - fifty (50) feet.

ALTERNATIVE TRANSPORTATION

Policy 7: ENHANCE SAFETY FOR RESIDENTS BY IMPROVING PEDESTRIAN WALKWAYS & BIKEWAYS

Pedestrian and bicycle facilities in the Jackson Triangle area are inadequate. Sidewalks are missing in many places forcing pedestrians to walk in the roadway. Walkways used by children going to and from school are a high priority. Bicycle lanes are infrequent, disconnected and poorly marked.

Strategies:

- a. Install curbs, gutters, sidewalks and bicycle lanes on Soto Road when improved to improve safety. (See Improve Local Traffic Safety, Strategy a., page 6.)
- b. Require sidewalks on all public streets providing that financing for improvements is determined to be feasible through an assessment district or other appropriate means.
- c. Encourage school officials to continue educating children about the importance of crossing Soto Road at Orchard Avenue (instead of mid-block) where they are better protected.
- d. Modify the signal on Jackson Street at Amador Street/Cypress Avenue to provide separate phases for the cross streets.
- e. Evaluate the following proposals during citywide revision of Bicycle Facilities Plan:
 - 1) Provide bicycle lanes along Soto Road when improved; install signs on Whitman designating it a bicycle route; evaluate use demand on Orchard, Berry and Cypress.
 - 2) Re-evaluate types of streets which are preferred by riders.
 - 3) Consider installing destination signs along bike routes (e.g., To Downtown, To BART, etc.) to assist riders.

Policy 8: ENCOURAGE IMPROVEMENTS IN PUBLIC TRANSPORTATION TO BETTER SERVE THE NEIGHBORHOOD

Bus ridership needs to be made more attractive as part of the solution to traffic congestion in Hayward. Bus benches and shelters are non-existent in the Jackson Triangle area creating difficulties for patrons, especially the elderly, disabled and parents with young children. Bus stops are not well marked; posted schedules are often outdated. The lack of sidewalks in many areas makes bus access difficult for riders, especially the elderly and handicapped. Improvements should be made to encourage bus ridership.

Strategies:

- a. Provide seating at selected bus stops; install bus shelters of safe and attractive design where space permits; consider benches at remaining bus stops. Jackson Street and Soto Road are high priorities. Encourage AC Transit to participate in a program to install and maintain bus shelters and benches.
- b. Encourage citizen participation in the review of the AC Transit Comprehensive Service Plan to ensure the best service to area residents.
- c. Encourage AC Transit to utilize colors and symbols for easy identification of bus routes and to improve distribution of schedules.
- d. Install sidewalks enabling better access to bus stops.

NEIGHBORHOOD APPEARANCE

Policy 9: IMPROVE GENERAL APPEARANCE OF THE NEIGHBORHOOD

Residents are very concerned about the appearance of their neighborhood. There is a general perception that the area is at a turning-point and that City efforts in key areas would help to encourage pride in the neighborhood. Abandoned vehicles, graffiti and junk in front yards and public right-of-ways need to be cleaned up. An important component of the overall program to upgrade the area is the establishment of a tree planting program along major streets. Undergrounding of utilities on arterials in the Jackson Triangle area would greatly improve the appearance of these visible city streets.

Strategies:

- a. Enforce Community Preservation and Improvement Ordinance; designate Jackson Triangle as next target area.
- b. Target a tree planting program along arterials and collectors within the Jackson Triangle area; plant and maintain street trees which are consistent with the best existing trees along each block face. Encourage private-public partnerships to plant and maintain trees.
- c. Implement Landscape Beautification Plan recommendations for medium to large canopy street trees along Jackson Street and Harder Road.
- d. Provide additional landscaping along Whitman Street to enhance existing bicycle route area.
- e. Give higher priority to undergrounding of utilities on Jackson Street in recognition of its importance as a gateway into Hayward.
- f. Designate PG&E Rule 20A Funds to underground utilities on Soto Road in conjunction with recommended street improvements.
- g. Investigate possible implementation of an ordinance requiring trash disposal areas in existing multiple family developments to be screened from view.

Policy 10: IMPROVE EXISTING CITY SERVICES AND FACILITIES

Concerns about police protection, street sweeping practices and maintenance of City and State property, have been expressed at neighborhood meetings. Although crime rates are not unusually high, residents want to feel safer in their community and to see speed limits and parking regulations enforced. Dissatisfaction with current street sweeping practices is widespread and suggestions for more effective service are proposed. In addition, Task Force members encourage Hayward to expand its recycling program and to look at alternatives to the use of styrofoam.

STRATEGIES:

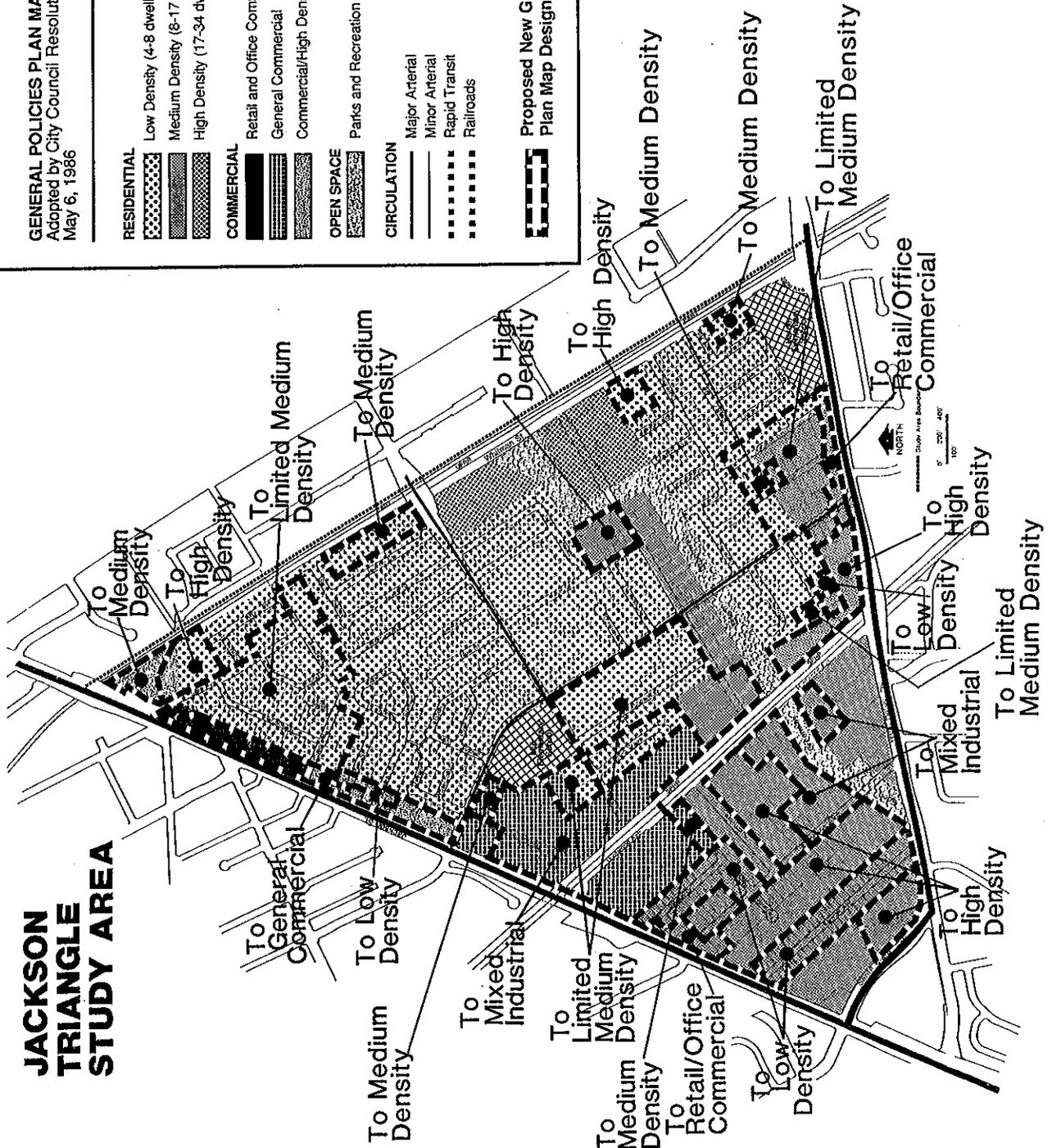
- a. Increase efficiency of street sweeping program by setting a regular schedule and advertising to area residents; provide needed personnel and mechanical back-up to keep to advertised schedule. Enforce "No Parking" restrictions during sweeping hours.
- b. Encourage City to implement a curbside recycling program for beverage containers, newspapers, etc., on a citywide basis to save money, natural resources, and landfill space.
- c. Improve landscaping and maintenance of City and State properties, (e.g., southwest corner of Jackson Street and Silva Avenue and underpasses along Jackson Street).
- d. Support Police Department efforts to reduce crime and enforce all city laws; provide Department with adequate personnel and resources.
- e. Consider placing a ban on Styrofoam containers used within the City of Hayward.

JACKSON TRIANGLE STUDY AREA

GENERAL POLICIES PLAN MAP
 Adopted by City Council Resolution No. 86-127
 May 6, 1986

- | | |
|--------------------|--|
| RESIDENTIAL | Low Density (4-8 dwelling units/net acre) |
| | Medium Density (8-17 dwelling units/net acre) |
| | High Density (17-34 dwelling units/net acre) |
| COMMERCIAL | Retail and Office Commercial |
| | General Commercial |
| | Commercial/High Density |
| OPEN SPACE | Parks and Recreation |
| CIRCULATION | Major Arterial |
| | Minor Arterial |
| | Rapid Transit |
| | Railroads |
| | Proposed New General Policies
Plan Map Designations (GPP 90-20) |

Map #1

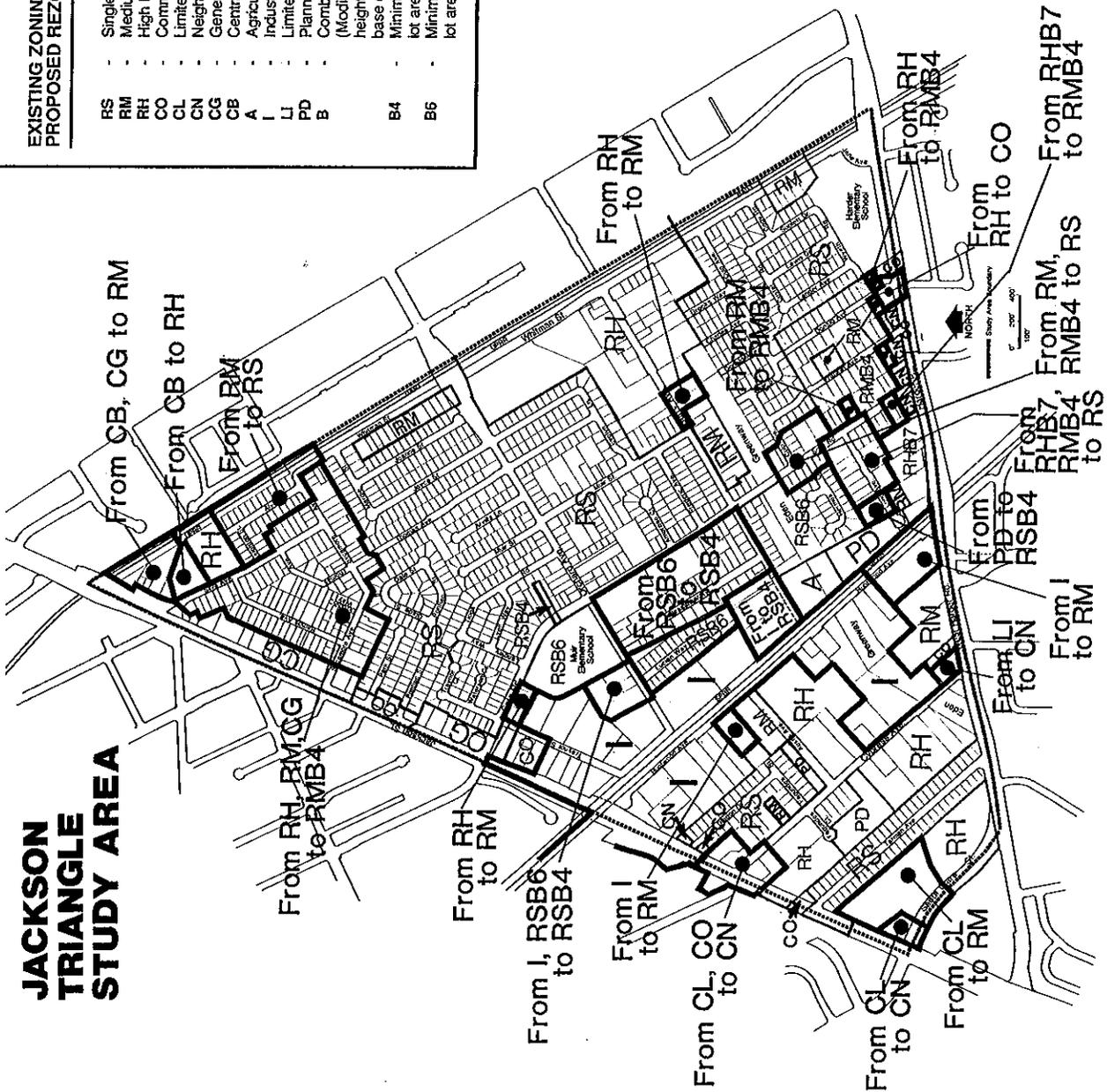


JACKSON TRIANGLE STUDY AREA

EXISTING ZONING and PROPOSED REZONINGS (ZC 90-21)

RS	Single-Family Residential
RM	Medium Density Residential
RH	High Density Residential
CO	Commercial Office
CL	Limited Access Commercial
CN	Neighborhood Commercial
CG	General Commercial
CB	Central Business
A	Agriculture
I	Industrial
LI	Limited Industrial
PD	Planned Development
B	Combining District (Modifies lot, yard and/or height limit requirements of base district)
B4	Minimum 4,000 sq. ft. lot area per unit
B6	Minimum 6,000 sq. ft. lot area per unit

Map #2



LAND USE BACKGROUND

Existing Land Use

The Jackson Triangle Neighborhood was extensively developed with single-family housing tracts during the 1950's and apartments during the 1960's. Commercial businesses are located along the major arterials and older industrial uses are clustered along the railroad tracks. The existing land uses in the Jackson Triangle study area are detailed on the following map. Additional background on development in the area is provided in the following sections.

Although most of the Jackson Triangle area (502 total acres) has been developed, there are approximately 14 acres which remain vacant, some of which are highly visible properties. An additional 30 plus acres have the potential for infill development and redevelopment.

General Plan Land Use Policies

The General Policies Plan land use map, in conjunction with policies and strategies contained within the Plan, indicates the desired future land use pattern. The General Policies Plan map (pg. 15) indicates the adopted land use designations for the Jackson Triangle area. In general, land use policies seek to balance needs for preserving residential neighborhoods, historic structures and natural features with needs for additional residential and economic development.

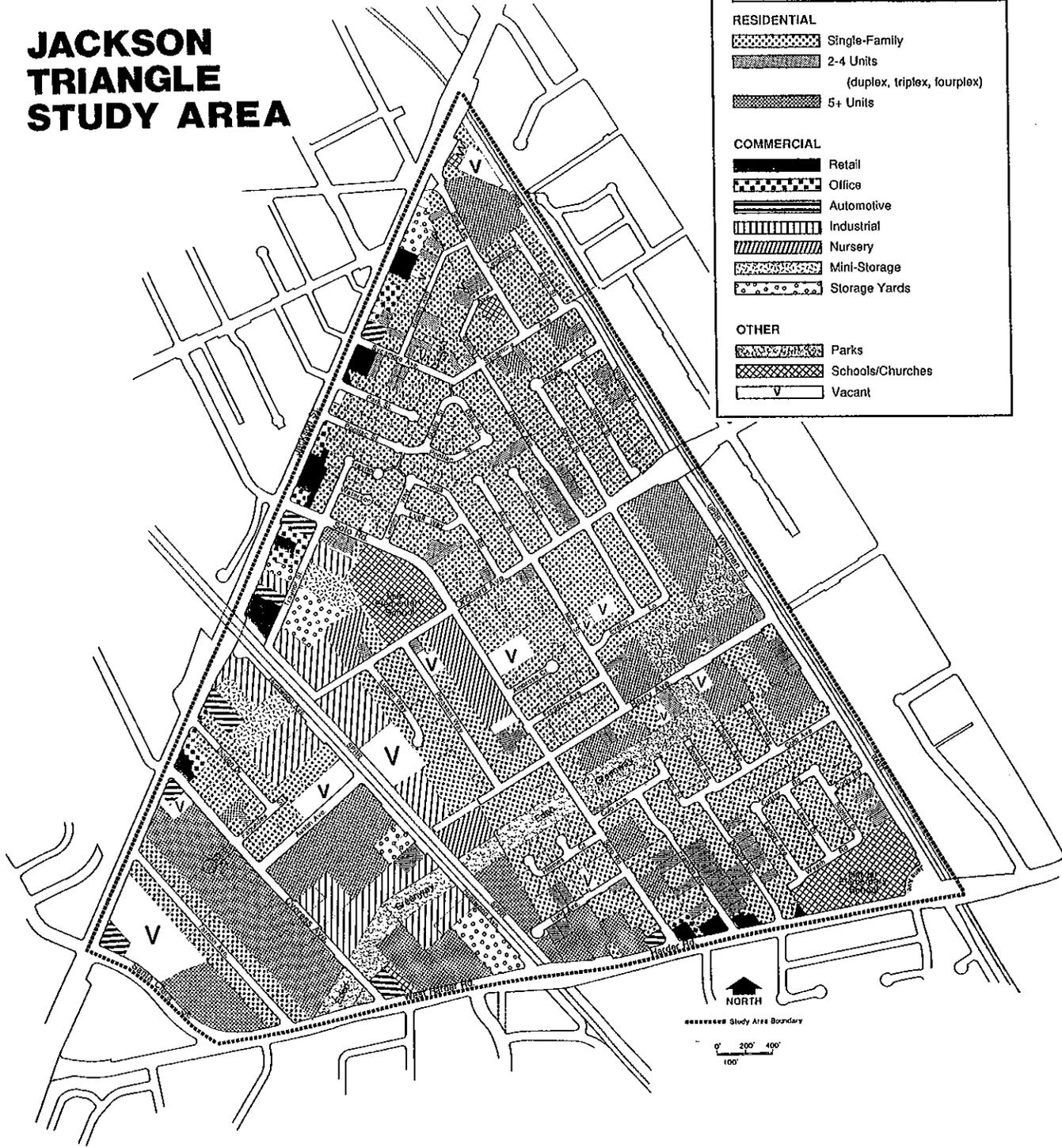
Zoning Classifications

Zoning is the primary method used by the City to implement the land use designations and policies contained in the General Policies Plan. The Zoning Ordinance regulates specific land uses and standards such as parking, building heights, setbacks, and lot coverage for each zoning district. The zoning of a property should be consistent with the intent of the General Policy Plan designation for that property. Several zoning classifications may be potentially consistent with a plan designation. For example, the designation of Medium Density Residential is potentially consistent with Residential, Neighborhood Commercial, Commercial Office, Agricultural or Planned Development zoning.

Zoning Inconsistencies

A significant number of properties in the Jackson Triangle study area are currently zoned inconsistently with the General Policies Plan. In some cases, the inconsistency involves a difference in allowed residential densities. For other properties, the land uses allowed by the General Plan and Zoning Ordinance may be quite different (e.g., residential vs. industrial). Recommendations for resolving zoning inconsistencies are included in this neighborhood plan.

JACKSON TRIANGLE STUDY AREA



EXISTING LAND USE	
RESIDENTIAL	
	Single-Family
	2-4 Units (duplex, triplex, fourplex)
	5+ Units
COMMERCIAL	
	Retail
	Office
	Automotive
	Industrial
	Nursery
	Mini-Storage
	Storage Yards
OTHER	
	Parks
	Schools/Churches
	Vacant

JACKSON TRIANGLE STUDY AREA

GENERAL POLICIES PLAN MAP

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

RESIDENTIAL

-  Low Density (4-8 dwelling units/net acre)
-  Medium Density (8-17 dwelling units/net acre)
-  High Density (17-34 dwelling units/net acre)

COMMERCIAL

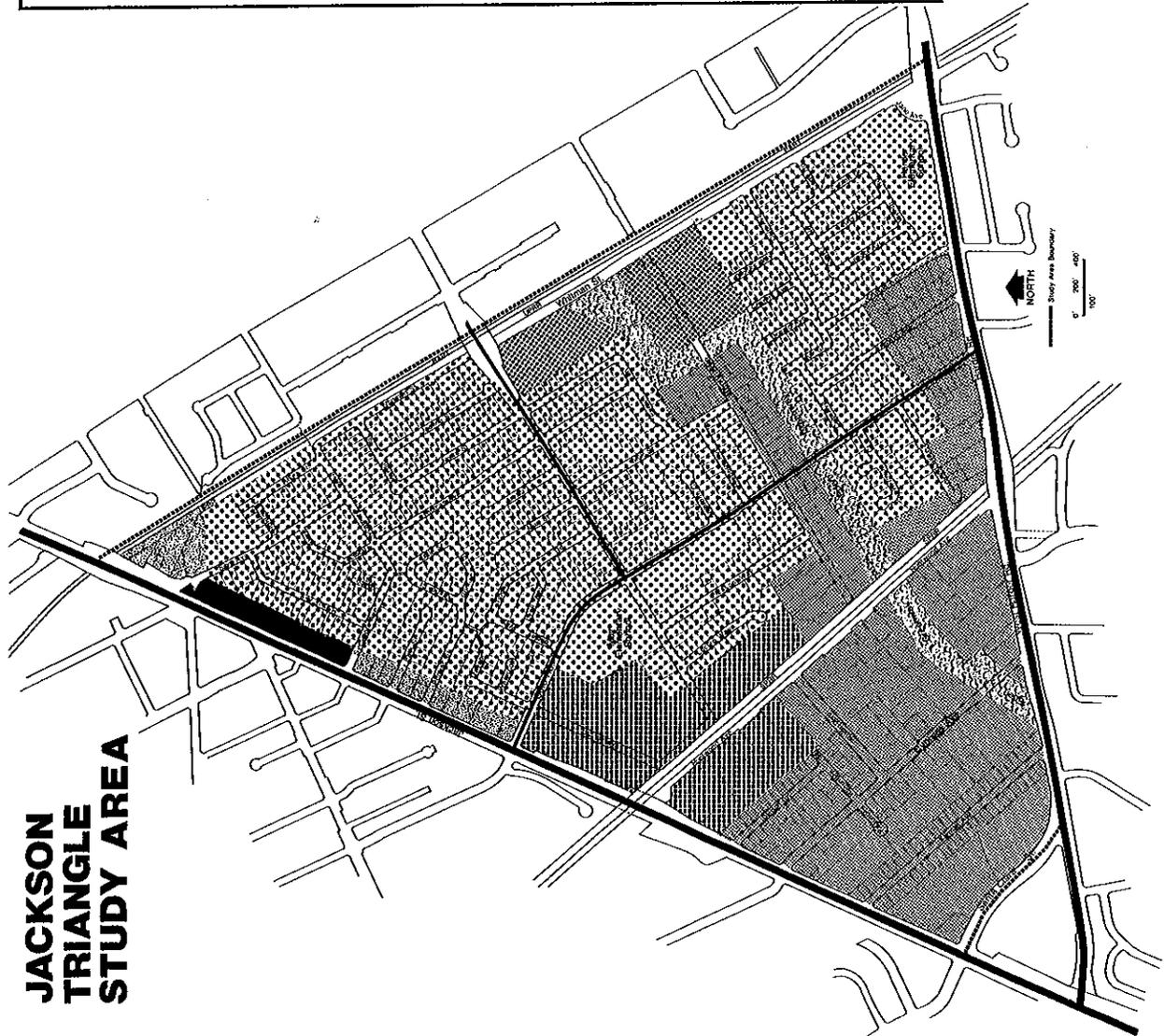
-  Retail and Office Commercial
-  General Commercial
-  Commercial/High Density

OPEN SPACE

-  Parks and Recreation

CIRCULATION

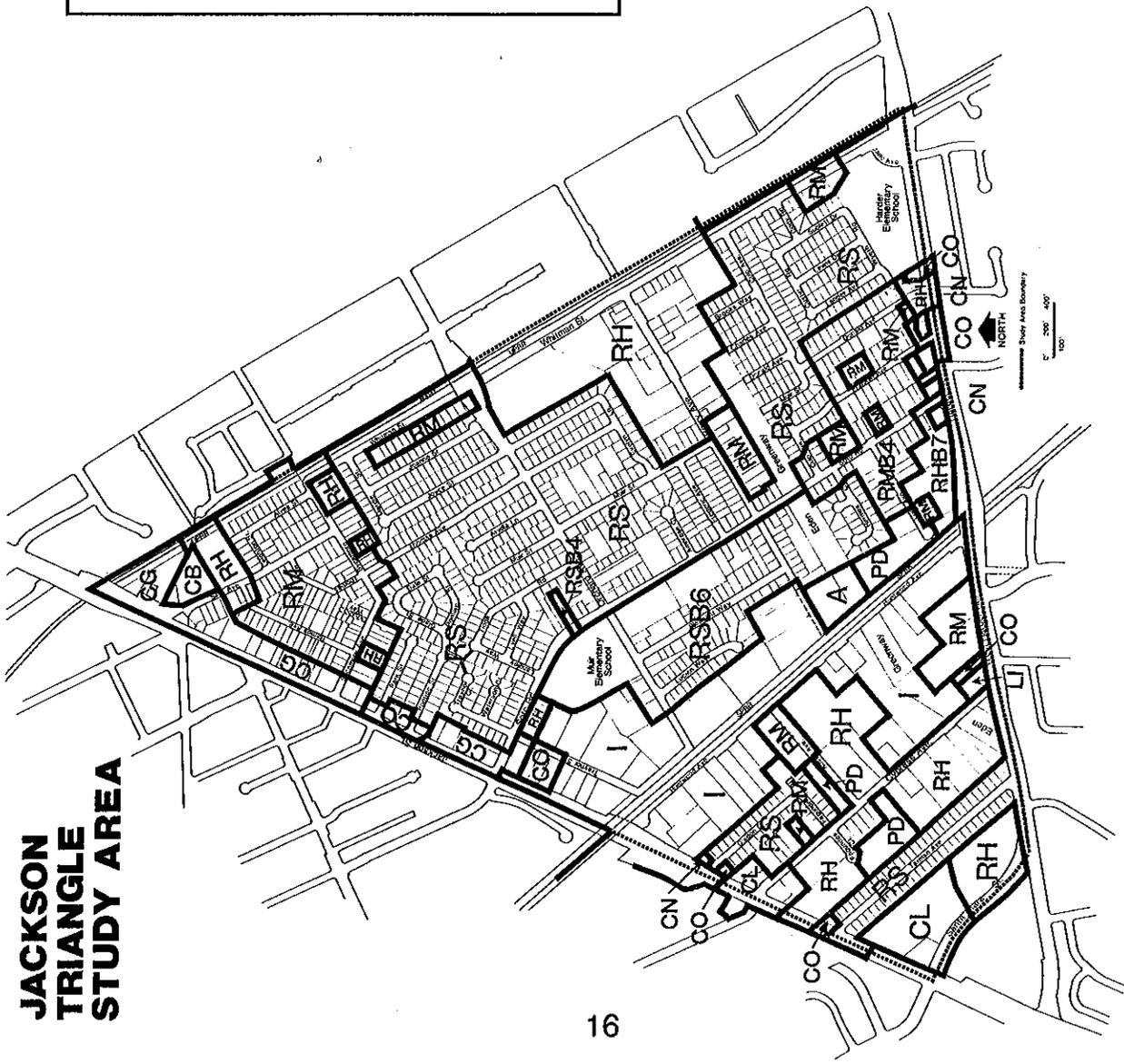
-  Major Arterial
-  Minor Arterial
-  Rapid Transit
-  Railroads



JACKSON TRIANGLE STUDY AREA

ZONING	
RS	- Single-Family Residential
RM	- Medium Density Residential
RH	- High Density Residential
CO	- Commercial Office
CL	- Limited Access Commercial
CN	- Neighborhood Commercial
CG	- General Commercial
CB	- Central Business
A	- Agriculture
I	- Industrial
LJ	- Limited Industrial
PD	- Planned Development
B	- Combining District

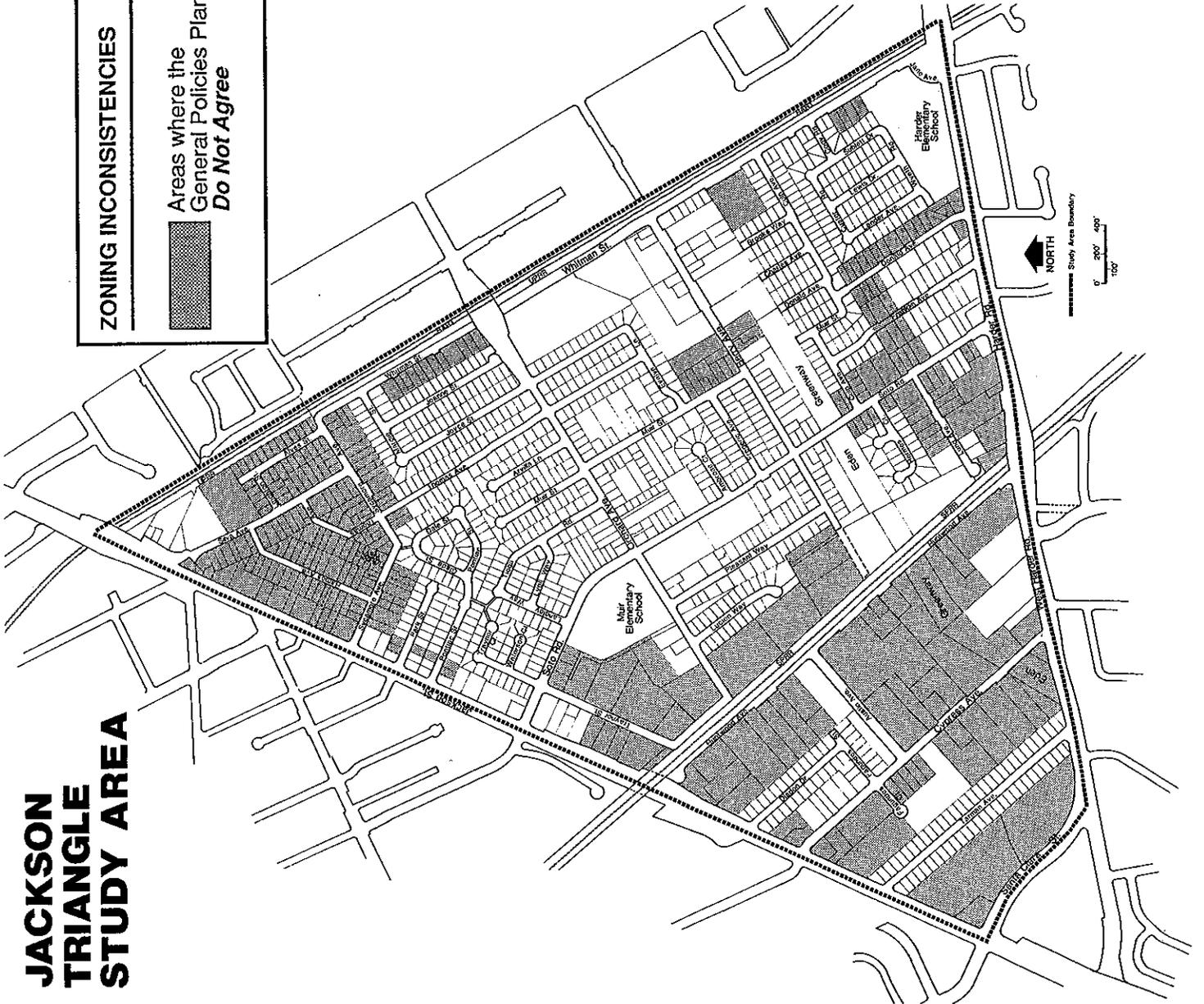
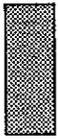
(Modifies lot, yard and/or height limit requirements of base district)



JACKSON TRIANGLE STUDY AREA

ZONING INCONSISTENCIES

Areas where the General Policies Plan and Zoning Do Not Agree



RESIDENTIAL LAND USES

Neighborhood Housing Issues

Concerns raised at the initial Jackson Triangle Neighborhood Meeting during October 1989 included the following:

- Desire more single-family residential, less condominiums and apartments. Existing condos/ apartments in the area are not well maintained.
- Homes built too close to street.
- Too much low income housing in Hayward (generally).
- City does not make building permits affordable to residents who wish to upgrade their properties. The alternative is to not get permits.
- Schools overcrowded due to apartments in the area.
- Too many cars if two units on a lot are allowed.
- Single-family homes on small lots (e.g. Austin Avenue) are too dense.

Historical Perspective

During the period from 1910 to 1930, tracts of land in the Jackson Triangle area were subdivided into "ranchettes" that were typically one acre in size. These lots provided places for modest homes and substantial gardens. According to Census data, 158 housing units were built by 1939 and an additional 347 were built during the years from 1940-49.

Development in the Jackson Triangle area paralleled citywide trends which resulted in the construction of a large number of single-family subdivisions during the 1950's and apartments in the 1960's. Specifically, 1172 units were built during the 1950's and 866 units were constructed during the 1960's. Housing activity tapered off between 1970-80, as indicated by construction of a total of 384 units during this period.

The number of single and multi-family housing units authorized by building permits during the 1980's is shown on Table 1; multi-family residential development during this period of time is further detailed on Table 2. These tables indicate that approximately 545 units have been constructed since 1980, of which 531 were multi-family units. Significant developments include the Eden Issei senior housing project (100 units), Lund Avenue apartments (52 units), Austin Commons apartments (208 units), and Newporte condominiums (76 units).

Recent residential development activity (1984-89) in the Jackson Triangle study area, including applications which were withdrawn or denied, is documented on Table 3.

Table 1

**NEW HOUSING CONSTRUCTION BY YEAR: 1980-89
(NUMBER OF SINGLE-FAMILY AND MULTI-FAMILY
HOUSING UNITS FOR WHICH BUILDING PERMITS WERE ISSUED)**

	Single-Family Dwellings	Multi-Family Units
1980	1	6
1981	0	0
1982	0	0
1983	0	116
1984	1	4
1985	1	6
1986	0	316
1987	0	4
1988	1	3
1989	10	76
TOTAL	14	531

Table 2**POST 1980 MULTI-FAMILY
RESIDENTIAL DEVELOPMENT**

Year Building Permit Issued	File No.	Applicant/Location	Project
1980	SPR 80-4	24970 Cypress Ave.	6 Units
1983	SPR 83-14	Cypress Point Villas 25221 Cypress Ave.	16 Units
1983	ZC 82-18	Eden Housing Inc. 200 Fagundes Ct. Sr. Housing (subsidized)	100 Units
1984	SPR 84-8	Affordable Bldg. Co. 115 Lund Ave.	4 Units
1985	SPR 84-159	J.P. Gennoy 25638 Soto Rd.	6 Units
1986	ZC 85-7	Ken King 94 Lund	52 Apts.
1986	SPR 84-212	Eden Housing Inc. "Cypress Glenn" 25100 Cypress	54 Apts. (subsidized housing)
1986	SPR 85-47	FPI Develop. Inc. "Austin Commons" 50 Austin Ave.	208 Apts.
1986	SPR 85-31	Sanstrom, Nielsen & Graham 579-81 Sycamore Ave.	2 Units
1987	SPR 84-8	Affordable Bldg. Co. 103 Lund	4 Units
1988	SPR 87-52	Angels Construction 424 Ramos Ave.	3 Units
1989	SPR 86-45	Citation Builders 100 W. Harder Rd.	76 Units

Table 3**RECENT DEVELOPMENT ACTIVITY
1984-1989
JACKSON TRIANGLE STUDY AREA**

File No.	Applicant/Location	Proposal	Project Status
VA 89-68	Tarrant & Weber 512 Culp Ave.	Construct new bedroom to rear of dwelling	Withdrawn
SPR & VA 89-65	Roy Gamble 36 Harder Rd.	Add SF (existing SF)	Denied 10/89
SPR 89-26	Harry Drake 25793 Franklin	Build triplex (existing SF to remain)	Approved 9/89
UP 88-62	J. & K. McComb 185 Lund Ave.	Build SF (existing SF to remain)	Cancelled
ZC 88-8 TR 5928	Banner Development 25070 Cypress	11 units single-fam.	Under construction
ZC 88-2	Scott Clare 25749 Donald Ave.	RMB4 to RM	Denied 5/88
BP 78527	Leslie Hellewell 24613 Thomas Ave.	1 unit SF	Built (7/88)
SPR 87-52	Angels Construction 424 Ramos Ave.	3 units apartment	Built
SPR 87-10	Isaias Raposo 461 Ramos Ave.	4 units apartment	Approved 6/87 (Expired)
SPR & VA 86-37	R. Jones, O. Utley 24770 Soto Rd.	Add 2 units (1 existing)	BP 76133-34 Expired
ZC 86-8	Ralph Goodell & Assoc. 104 Lund Ave.	16 units apartment	Expired permit

File No.	Applicant/Location	Proposal	Project Status
ZC 86-6	James & Terry Smith 25767 Donald Ave.	RMB4 to RM	Approved* 7/86
ZC 86-3	Thomas & Judy Loew 100 W. Harder Rd.	76 units condo	Under SPR 86-45 construction
SPR 85-118	Arthur Tam 495 Berry Ave.	Add 11 Units	Cancelled 6/87
SPR 85-47	FPI Development, Inc. 50 Austin Ave.	208 units apartment	Built
SPR 85-31	Sanstrom, Nielsen & Graham 579-81 Sycamore Ave.	Add 3 units (existing SF)	Approved 7/85 Built
ZC 85-7	Ken King 94 Lund Ave.	52 units apartment	Built
SPR 84-212	Eden Housing Inc. 25100 Cypress Ave.	54 units apartment	Built
SPR 84-159	J.P. Gennoy 25638 Soto Rd.	6 units apartment	Built
SPR & VA 84-8 PM 3954	Affordable Building Co. 115 Lund Ave.	8 units four-plex	Approved 3/84 Built
PM 4348	Bruce Craver 317 Orchard	Subdivide Add S.F.	Approved 7/85 Built
PM 5396	American Builder NW/C Lund & Soto 25573 Soto Rd.	Subdivide 4 lots	Approved 5/88 Expires 4/90

*No Building permit issued as of 8/89

Existing Housing

Based on development records and field inspections, there are currently a total of 3,445 dwelling units in the Jackson Triangle area, of which 1,244 are single-family homes and 2,201 are multi-family units. Of the multi-family units, 266 are developed as duplexes, triplexes or four-plexes and the remaining 1935 units are contained within developments of 5 or more units.

These numbers, translated into percentages, indicate that 36% of the existing residential development is single-family and 64% is multi-family. In contrast, citywide figures indicate that 57% of the total housing stock is single-family and 43% is multi-family.

Housing Units By Type

	Single-Family	Multi-Family
Study Area	1,244 (36%)	2,201 (64%)
Citywide	23,752 (57%)	18,056 (43%)

Housing Tenure

At the time of the 1980 Census, 55% of all households in the City of Hayward were homeowners and 45% were renters. Jackson Triangle has a much lower rate of homeownership. In 1980, 32% of the households owned their homes; 68% were renters. These numbers reflect the high percentage of multi-family units in the study area. Estimates for 1989 indicate that homeownership has decreased citywide from 55% to 52%.

Existing concentrations of multi-family housing are perceived by many area residents as having a negative impact on the stability of the neighborhood. The Jackson Triangle task force members echoed these concerns in their discussions. They have indicated a desire to limit additional multi-family housing and will recommend that any multi-family housing which is approved, be well designed, attractive and provide adequate on-site parking and recreation/open space for residents.

Housing Potential

The potential for new residential development is dependent both on the densities allowed and the extent to which commercial or industrially designated land is developed with residential uses. Housing potential is estimated by multiplying the area of vacant or underutilized land by the number of dwelling units per acre allowed by the General Policies Plan designation. Actual development can occur anywhere within the allowed density range.

In the Jackson Triangle area there are approximately 14 vacant acres. Included within this acreage are properties with empty houses which have been identified as likely to redevelop. Existing vacant parcels are scattered throughout the study area. The largest property, owned by the State of California, contains 5.9 acres and is located at the southeast corner of Jackson Street and Santa Clara. This surplus public land (previously reserved for Route 92 right-of-way) has been designated as a site for Route 238 replacement housing. Three other vacant properties are one acre plus and the remaining seven parcels are all less than one acre in size. Development of these vacant properties at current General Plan designations would result in 110-221 additional residences.

Many large properties with existing residences have the potential for additional development. Based on the existing General Policies Plan, there are approximately 16 acres which may be considered underutilized. If fully developed, those properties could result in an additional 96 dwelling units. The amount of infill development which actually occurs depends on a variety of factors including design standards applied, site configuration and adjacent development.

Redevelopment occurs when existing residences are demolished to make room for new residences or when non-residential uses are replaced with residential development. In the Cypress-Huntwood area, high density residential development has been encroaching on areas previously used or identified for industrial uses. Industrial properties where the value of the land exceeds the value of the improvements built upon it and nursery/growing ground sites are prime candidates for redevelopment. In the study area 14.3 acres have been identified, which if developed at existing General Plan designations, would result in approximately 90-180 dwelling units.

The following table summarizes the housing potential as of 1990 based upon the existing General Policies Plan. Although the existing General Policies Plan shows Medium Density residential on a significant number of industrial properties, housing potential is only calculated for those properties which might reasonably be expected to re-develop with residential uses (e.g. construction and vehicle storage yards). The properties included in this survey are shown on the Potential Housing Development Map (pg. 27).

Housing Development Potential

	Acres	Units
Vacant	13.8	110 - 221
Underutilized	16.3	48 - 96
Redevelopment	14.3	87 - 181
Total	44.4	245 - 498

Land use changes recommended by the Task Force would reduce the potential (relative to the existing General Policies Plan) in the Jackson/Silva, Berry Avenue west of Pleasant Way, Donald/Franklin/Soto and Lund Avenue areas by approximately 99 units. The potential for 56 units would be added in the Ramos, Orchard, Pleasant-Soto and Huntwood/Austin areas. The net reduction is approximately 43 units.

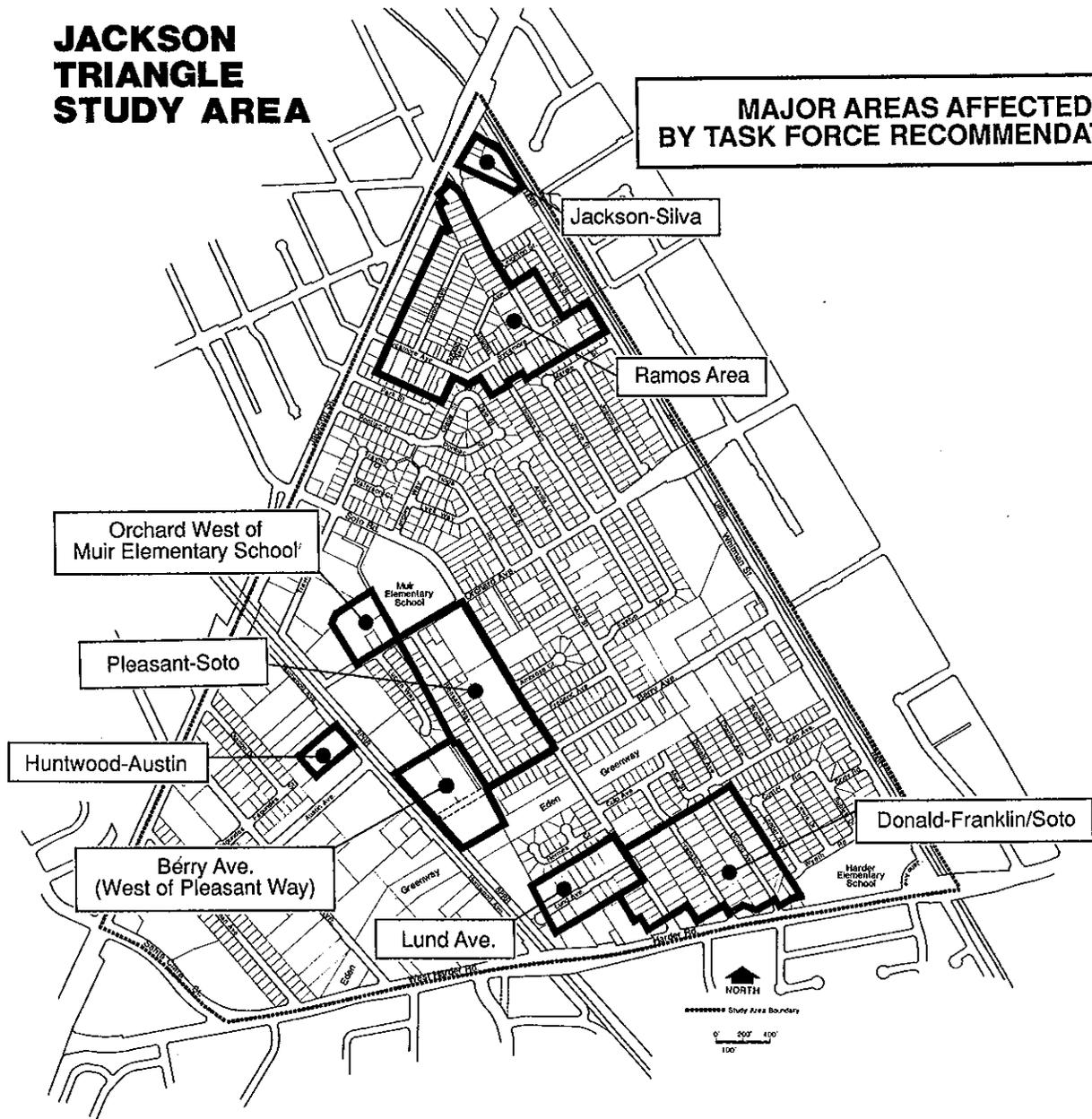
DEVELOPMENT POTENTIAL OF PROPERTIES BASED ON TASK FORCE RECOMMENDATIONS

LOCATIONS	ACRES	EXISTING GPP	EXISTING ZONING	TASK FORCE RECOMMENDED GPP/ZONING	CHANGE IN MAXIMUM POTENTIAL	
					RELATIVE TO EXISTING ZONING	RELATIVE TO EXISTING GPP
Jackson/Silva	1.3	Commercial/ High Density (22-45 Units)	CG (RH Allows 45 Units)	Med Density RM (22 Units)	Minus 23 Units	Minus 23 Units (RH vs. RM)
Ramos Area	18.6	Low Density (0-3 Units)	RM (46 Units)	Limited Med RMB4 (13 Units)	Plus 10 Units	Minus 33 Units (RM vs. RMB4)
Orchard w/o Muir Elementary	2.9	Low Density (12-25 Units)	RSB6 (19 Units)	Limited Med RSB4 (31 Units)	Plus 6 Units	Plus 12 Units (RSB4 vs. RSB6)
Pleasant/Soto	13.3	Low Density (50-101 Units)	RSB6 (85 Units)	Limited Med RSB4 (123 Units)	Plus 22 Units	Plus 38 Units (RSB4 vs. RSB6)
Berry Ave w/o Pleasant Way	5.7	Medium Density (47-97 Units)	Industrial (RM Allows 89 Units)	Limited Med RSB4 (61 Units)	Minus 36 Units	Minus 28 Units (RM vs. RSB4)
Huntwood w/o Austin	1.1	General Commercial (Zero Units)	Industrial (Zero Units)	Med Density RM (18 Units)	Plus 18 Units	Plus 18 Units (RM vs. I)
Donald/ Franklin/Soto	13.6	Medium Density (53-106 Units)	RMB4/RM (RM Allows 106 Units)	Limited Med RMB4 (66 Units)	Minus 40 Units	Minus 40 Units (RM vs. RMB4)
Lund Ave	5.5	Low Density (13-26 Units)	RMB4 (29 Units)	Low Density RS (26 Units)	No Change	Minus 3 Units (RS vs. RMB4)
197 - 403 Units					- 43 Units	- 59 Units

*see map following

JACKSON TRIANGLE STUDY AREA

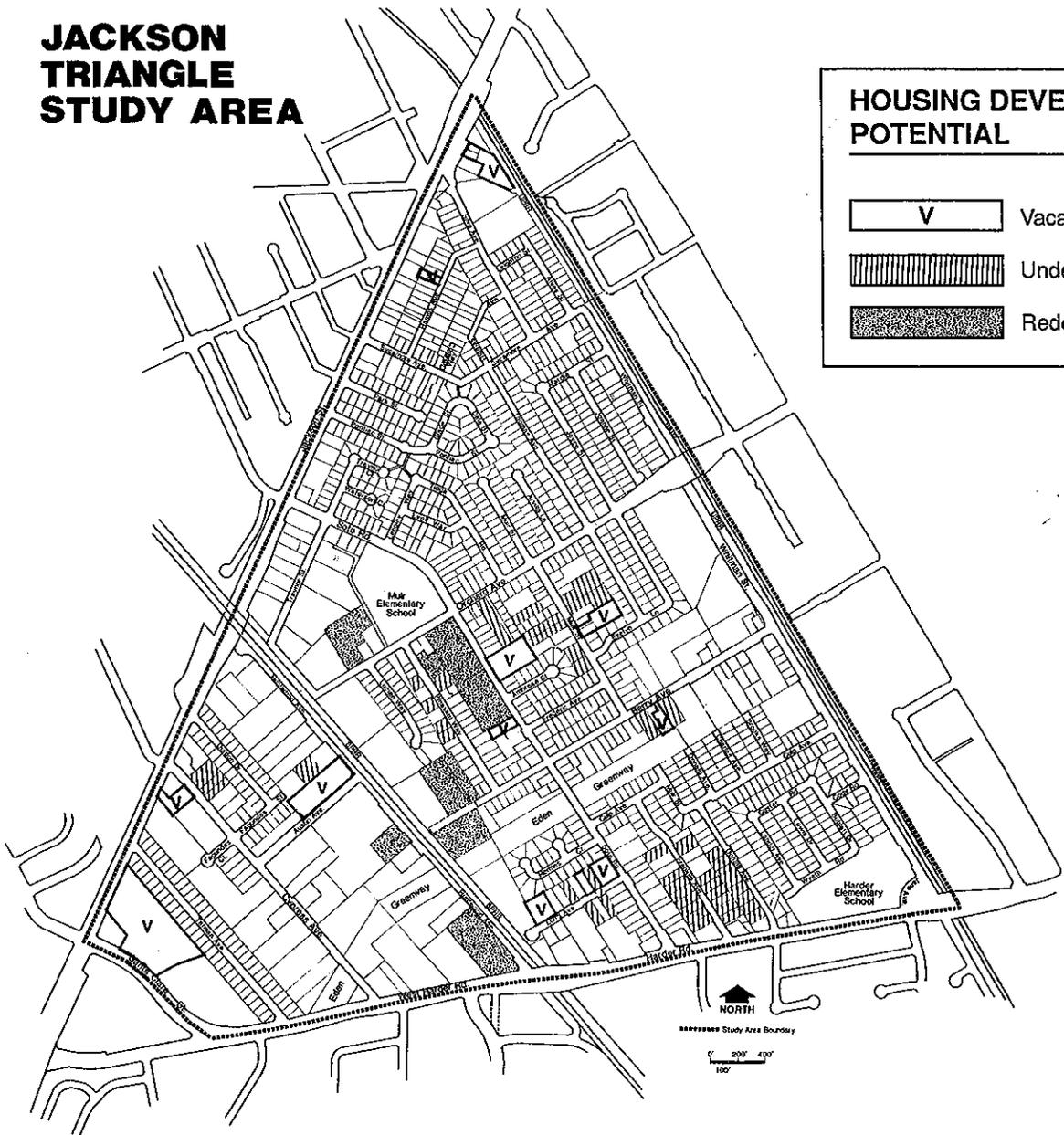
MAJOR AREAS AFFECTED BY TASK FORCE RECOMMENDATIONS



JACKSON TRIANGLE STUDY AREA

HOUSING DEVELOPMENT POTENTIAL

	Vacant
	Underutilized
	Redevelopment Potential



Design Considerations

Inadequate front setbacks for residential development was raised as an issue at the initial neighborhood meeting. The recently constructed single-family homes along Austin Avenue were cited in particular.

Zoning ordinance standards for residential districts (RS, RM, RH) specify a 20 foot minimum front setback. The Austin Avenue homes were built under a Planned Development Zoning which allowed front setbacks to vary from 18-22 feet. These homes are typical of the recent trend to build single-family detached housing on small lots (3,000-4,000 square feet). This type of development has the potential to provide ownership housing at relatively affordable prices.

Citywide Housing Issues

The City seeks to "encourage the provision of an adequate supply of housing in a variety of housing types which accommodate the diverse housing needs without adversely compromising the character and integrity of residential areas".

Strategies from the General Policies Plan that influence the location of new housing include the following:

- Utilize vacant and underutilized land within existing residential areas.
- Encourage high densities for new residential development in areas near transit or activity centers or along major arterials.
- Utilize surplus public lands for housing development (e.g. excess rights-of-way) where appropriate.
- Encourage second units in existing residential areas and new housing developments as permitted by the zoning ordinance.
- Redevelop some older industrial areas as new residential areas or mixed-use areas.
- Continue to allow second units to accommodate the large increase in one and two person households who could benefit from small, less expensive units.
- Promote design and landscaping of infill development which is sensitive to the neighborhood during review by city staff and boards and commissions.
- Encourage buffers such as landscaping or transitional land uses between residential areas and conflicting land uses.

Evaluation of Alternatives

The Jackson Triangle Task Force is recommending a number of rezonings and changes to the General Policies Plan to guide future residential development and to resolve zoning inconsistencies. In some areas existing residential development was recognized; in others, it was not. In some areas the potential for additional single-family or multi-family dwellings was increased; in others it was reduced. Some of the recommendations were unanimously supported by the Task Force; other recommendations were controversial. In all cases, Task Force members listened to property owners and residents and carefully considered what each had to say. Their work was especially difficult because many properties in the Jackson Triangle area are zoned inconsistently with the General Policies Plan. Discussions about the impact on potential development become more complicated when an increase in the density of the General Policies Plan designation nonetheless results in a decrease in the zoning.

Significant recommendations include the following:

1) Retention of Existing "High Density" Residential Development.

Existing apartments were recognized where they were concentrated, access was adequate and adjacent land uses were not significantly impacted. Neighborhood support for "grandfathering" in existing developments was noted. Not all apartment developments were recognized. The Task Force is aware of the potential impact on owners of multi-family projects in selling or maintaining their properties under a non-conforming status. However, where these projects did not seem appropriate for the area, they were not recognized.

2) Vacant Caltrans Property at Jackson Street and Santa Clara Street.

Task Force members discussed residential alternatives ranging from low to high density and looked at the potential for commercial development on this site. Their recommendation that development on this major city entrance proceed under a Planned Development is intended to ensure maximum public review of the project prior to approval. They stressed the need to provide generous landscaping along street frontages and to buffer the single-family residences on Tarman Street. Traffic considerations may limit the opportunity to develop a mixed-use development, however, complimentary uses should be considered at the time of development.

3) Ramos-Thomas-Sycamore and Donald-Franklin-Soto Neighborhoods.

Existing residential development and densities were reviewed. Task Force members are recommending Limited Medium Density (RMB4) in Ramos-Thomas-Sycamore area to allow the potential for some additional residential development. For typical 50 by 150 foot lots, development will be limited to one dwelling. On larger lots, or if lots are combined, additional development may occur. Parking problems on Ramos Street were noted along with the narrow 40 foot width of the street. The recommendation that additional on-site parking be provided should ensure that the problem will not worsen.

4) Pleasant-Soto-Orchard Area

This area is designated on the General Policies Plan Map for Low Density residential uses and is zoned for single family development on minimum 6,000 square foot lots. It was noted that nearby development typically occurred on 5,000 square foot lots. Neighborhood feedback and the proximity to John Muir Elementary school were mentioned as reasons to retain single-family housing in this area. Affordability and incentives to upgrade were also noted as reasons to allow additional development on the large lots on Pleasant Way. The Fujii nursery site and the underutilized Yoshioka property adjacent should be allowed to develop as a planned development to allow for increased public input and a more creative layout on this highly visible property.

5) Lund Avenue Area.

Existing land uses and potential future development in the Lund Avenue area was discussed. Lund Avenue is developed with residential development ranging from low to high density; members noted that the character of the street was primarily single-family. Typical lots are larger than 10,000 square feet which would allow two single-family residences to be developed with RS zoning.

COMMERCIAL LAND USES

Neighborhood Concerns

Concerns raised at the initial Jackson Triangle Neighborhood Meeting during October 1989 included the following:

- 1) Improve appearance of commercial development; higher quality development is desired; existing signs and storefronts need to be upgraded; maintenance of commercial properties should be enforced.
- 2) Desired commercial uses include banks and neighborhood oriented businesses. Undesirable uses include fast-food restaurants, oil changers, auto repair and convenience markets.
- 3) Residences need to be buffered from commercial uses.
- 4) Access to Jackson Street businesses needs to be improved.

Existing Commercial Development

Commercial uses which serve Jackson Triangle residents are located primarily along Jackson Street and Harder Road. Limited commercial activities occur on local streets within the study area (pg. 33).

Jackson Street Uses

Most of the commercial development along Jackson Street developed as "strip" commercial; two community shopping centers provide centralized shopping at Winton and Amador. Planned improvements to the area include a new shopping center on Santa Clara which is to include a Lucky's supermarket and an expansion to the existing Safeway store on Amador which will include remodeling and enhanced landscaping.

Land uses along both sides of Jackson Street between the Union Pacific Railroad and Santa Clara Street are detailed on page 34. Within the study area, 37 properties (approximately 21 acres) front onto Jackson Street. A majority of the properties (17.5 acres) are zoned for commercial uses. The remaining properties are zoned for residential (2.6 acres) and industrial (1.0 acres) uses.

Existing commercial land uses within the study area are itemized by zoning district (Table 4, page 32). Of the 17.5 acres of commercial property fronting on Jackson Street, approximately half (8.5 acres) are designated as Limited Access Commercial (CL), 6.7 acres are designated as General Commercial (CG), 2.1 acres are designated as Commercial Office (CO) and 0.2 acres are designated as Neighborhood Commercial (CN).

Table 4

JACKSON STREET LAND USES*
BY ZONING DISTRICT
 (as of January 1990)

Zone and Acreage	Use	Frequency
CL - 8.5 (6.5 Vacant)	Service Station	2
	Fast Food Restaurant	1
	Law Office	1
CG - 6.7	Vacant Space/Building	4
	Real Estate Office	3
	Single-Family Residence	3
	Service Station	2
	Restaurant (Drive-in)	2
	Duplex	2
	Auto Repair	1
	General Merchandise	1
	Computers	1
	Meat Market	1
	CB Center	1
	Liquor Store	1
	Cleaners	1
	Motel	1
	7-11 Store	1
	Ambulance Transportation Service	1
	Barber Shop	1
	Advertising	1
	U-Haul	1
	Pet Supply	1
CO - 2.1	Medical Office	3
	Real Estate Office	3
	Single-Family Residence	2
	Insurance Office	1
	Education Association	1
	Carpet Outlet	1
	Office	1
	Construction Office	1
	Engineer Office	1
	Motel Managers Office/ Residence	1
CN - 0.2	Sears Driving School	1
	Vacant Space	1
I - 1.0	Car Service/Repair	3
	Camper Service/Repair	1

*Within Study Area

Most commercially developed properties are zoned for General Commercial uses. Real estate offices, service stations and restaurants are among the most frequent uses within this commercial area but other uses such as retailing of goods/liquor and equipment rental services are also represented. Office space on Jackson Street does not appear to be in demand, given the relatively high vacancy rate observed during the course of this study.

Residents have commented that businesses on Jackson Street are difficult to get to because of traffic congestion during the extended peak hours and that inadequate parking is a problem. Jackson Street is a six lane divided road designed to "move" traffic. This role as a major arterial creates a conflict for businesses which need additional on-street parking.

Harder Road Uses

Commercial uses located along Harder Road are concentrated in two neighborhood shopping centers. The Schaefer Park shopping center is located across from the new "Lucky" shopping center currently under construction and the other center is located on Harder at Mocine.

Across from the Harder-Mocine center are several neighborhood serving businesses; uses include a fast food restaurant, convenience store, video store, dance studio, service station, medical office and two single-family residences. An auto repair establishment and a child-care center are located further down Harder at Cypress.

Street Appearance

Development along Jackson Street occurred over many years, resulting in a mix of architectural styles, setbacks and uses. On several properties, existing single-family residences have been converted to other uses, mainly offices. Some of the development is attractive; much of it is not. Part of the chaotic appearance is caused by a proliferation of signs and overhead wires.

Both Jackson Street and Harder Road are among those arterials addressed in the City's Landscape Beautification Plan adopted in 1987. This plan identified the need to establish Jackson Street as a major City entrance. Specific strategies for both streets and adjacent right-of-way are contained in that document, and include median improvements and landscaping along the edge of the roadway.

The appearance of the Jackson Street median was recently improved by the planting of 31 trees and 70 shrubs. A project to upgrade the Harder Road median is scheduled to begin October 1990. Both arterials are included in the city's clean-up program designed to improve the appearance of major arterials with the removal of weeds and debris on a stepped-up basis.

Signage

Sign control was strongly pursued in the early 1970's with an amortization program that required removal of older nonconforming signs. Now, State law requires cities to compensate owners of existing, non-conforming signs if their removal is mandated by the City.

The Planning Department is reviewing the existing sign ordinance and will be forwarding recommendations for revisions to the Council when that review has been completed. The existing sign standards for commercial development, along with revised standards under consideration, are as follows:

Zoning District	Existing Standards	Proposed Standards
CN	2 sf/linear foot 30' height limit	1.5 sf/linear foot 14' height limit
CO	1 sf/linear foot 20' height limit	Same 8' height limit (residential) 12' height limit (non-residential)
CL	1 sf/linear foot 20' height limit	1.5 sf/linear foot 14' height limit
CG	3 sf/linear foot 40' height limit	2 sf/linear foot 20' height limit

There are currently three billboards located within the study area; all are along Jackson Street. Prior to 1967, billboards were not regulated. In 1967 the city prohibited billboards in all zoning districts except for the General Commercial district. Two years later the prohibition was extended to all zones in the City. State legislation adopted in 1982 requires cities to compensate property owners for the removal of billboards. Typical compensation ranged from \$7,000 to 10,000 in 1980.

The number of billboards in the city is decreasing due to development and redevelopment of properties on which the billboards are located. The existing billboards on Jackson Street, are located on properties not likely to redevelop in the near future.

General Plan Policies

With regard to commercial development, city policies encourage concentration of commercial areas into more attractive shopping areas by breaking up underutilized commercial strips with areas of higher density housing. This type of redevelopment increases customers within walking distance of those centers, and avoids 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.

The General Plan Map designates a mix of commercial and residential land uses along Jackson Street. The area between Silva Avenue and Sycamore Avenue is shown for **Retail and Office Commercial** uses. This designation is used to indicate regional and community shopping centers as well as areas where office and retail uses are encouraged. All of the commercial and office zoning districts (CB,CO, CN,CL) are considered compatible except for the General Commercial (CG) district.

The Jackson Street frontage between Sycamore Avenue and Soto Road and the southeast corner of Jackson Street and Silva Avenue are both areas designated for **Commercial/High Density Residential** uses. This designation indicates that high-density residential uses may be appropriate as well as commercial and office uses. General Plan policies encourage the development of high-density residential or mixed commercial/residential uses along major arterials.

The properties located between Soto Road and east of Diadon Drive are designated for **General Commercial** uses. Access to Jackson Street was cut-off for some of these properties by the SPRR undercrossing. This area was previously designated for industrial uses. The change to General Commercial was intended to provide for the needs of consumer service industries and beginning businesses (incubator spaces) while signalling a desire to concentrate industrial uses within the Industrial Corridor. General Commercial areas include concentrations of special uses which are automobile-oriented in terms of product or access, building supplies, home furnishings, etc.

The remainder of the Jackson Street frontage (to Santa Clara Street) is designated for **Medium Density Residential** uses. Neighborhood serving commercial and office uses are considered potentially compatible with this designation. Harder Road is designated for residential development which allows the possibility of neighborhood commercial or office uses.

Evaluation of Alternatives

Task Force members discussed the importance of Jackson Street as a major city entrance into the City of Hayward. All agreed that the appearance of Jackson Street needs to be improved.

Task Force members discussed the variety of commercial uses located along Jackson Street and agreed that this wide range of uses should be retained. Members felt that all of Jackson Street between the Southern Pacific Railroad and Silva Avenue should be treated similarly. Responses received at the middle neighborhood meeting support allowing most types of commercial businesses on Jackson Street. Task Force members do not support expanding the potential for high density residential uses along Jackson Street. Development of high density residential on existing lots would be problematic; extending this designation further back into existing neighborhoods is not desired. Given the desired land uses, the General Plan designation of General Commercial was preferred. General Commercial areas include concentrations of special uses which are automobile-oriented in terms of product or access; General Commercial (CG) zoning allows a wide range of commercial uses (including those mentioned as "not desirable" uses).

Strategies for improving the appearance of Jackson Street focus on encouraging property owners to "clean-up" their image; sign standards need enforcement, properties need to be maintained, improved and additional trees and other landscaping needs to be added. The Task Force expressed their desire that the city target outreach efforts to Jackson Street commercial property owners to inform them about the availability of the Small Business Revolving Loan Fund program which can assist qualified owners to make needed improvements. The standards incorporated in the city's Landscape Beautification Plan were endorsed.

The recommendations for Retail and Office Commercial designations at Jackson/Cypress and Harder between Soto and the elementary school are intended to encourage the continuation of office and retail uses and are extensions of existing shopping centers across the street. All of the commercial and office zoning districts (CB,CO,CN,CL) are considered compatible except for the General Commercial (CG) district. These areas will serve to buffer residences from traffic and noise associated with these busy arterials and will provide needed services within walking distance of residents.

INDUSTRIAL LAND USES

Neighborhood Concerns

The following concerns were raised at the initial Jackson Triangle Neighborhood Meeting:

- No industrial uses should be permitted.
- Require screening of industrial uses.
- Too many trucks coming to Traynor Street industrial area.

BACKGROUND

Historically, the area between the Southern Pacific and Union Pacific Railroads has included a significant amount of industrial development, including Hayward's original "Cannery Row". Industrial uses located adjacent to railroads in order to take advantage of railroad transportation services. These uses were also considered more compatible with associated railroad noise levels. Within the Jackson Triangle area, the industrial development is concentrated along the Southern Pacific Railroad between Jackson Street and Harder Road. Many of these existing industrial uses have been in their present location for 20-30 years. At least one existing industrial use receives the raw supplies for the manufacturing of their products by railroad.

Prior to 1977, all of the property fronting Huntwood Avenue between Jackson Street and Harder Road, was zoned for industrial uses. In 1977, properties on both sides of Austin Avenue were rezoned from Industrial to Medium Density Residential. Since that time, additional property has been rezoned and developed with housing.

The General Policies Plan adopted in 1971 designated 5300 acres of industrial land within the "Corridor" and retained 200 acres of industrial land in the urban core. The industrially zoned properties in the Jackson Triangle area were included in the designated industrial urban core. At that time, the industrial urban core was retained because of the substantial nature of the existing industrial development. When industrial development intermingles with residential development, problems are created for both types of uses. Although the industrial designation was retained, it was believed to be in the community's best interest to eliminate, when possible, any or all of the industrial development in the urban core in order to establish residential uses at a medium or high density.

During review of the General Plan in 1985-86, the industrially designated land located in the study area was changed to General Commercial and Medium Density Residential. The change to General Commercial was intended to provide for the needs of consumer service industries and beginning businesses (incubator spaces) while signalling a desire to concentrate industrial uses within the Industrial Corridor. General Commercial areas include concentrations of special uses which are automobile-oriented in terms of product or access, building supplies, home furnishings, etc. The remaining industrial properties were designated for residential uses in recognition of the changing character of the area.

Existing Industrial Uses

Properties zoned for "I" Industrial uses are illustrated on page 41. Existing industrial development ranges from uses such as vehicle and contractor storage yards to substantial developments such as S & G Printing Press and the Pan Pacific Group manufacturing facility. Existing uses include warehouses, auto repair/service, mini-storage, aircraft and electronic supply, furniture refinishing and a lumber yard. Some properties serve a single user while others provide multiple bays for a variety of users.

Industrial Zoning

The Industrial zoning district requires a minimum 10,000 square foot lot (.23 acres) and 10 foot front and side setbacks. No height limit is specified. Use permits are required for industrial uses not conducted within a building. Typical uses include contractor storage yards and vehicle rental businesses. Site review and use permits are required for any industrial use located on a parcel abutting a residential district.

City Policies and Strategies

With regard to industrial areas, city policy encourages consideration of needs of consumer service industries and beginning businesses in planning for the future use of older industrial areas. It is recognized that small businesses create the most new net jobs, which helps to further the city policy to seek fuller employment for Hayward residents.

Suggested uses which are potentially compatible within these older industrial areas, include:

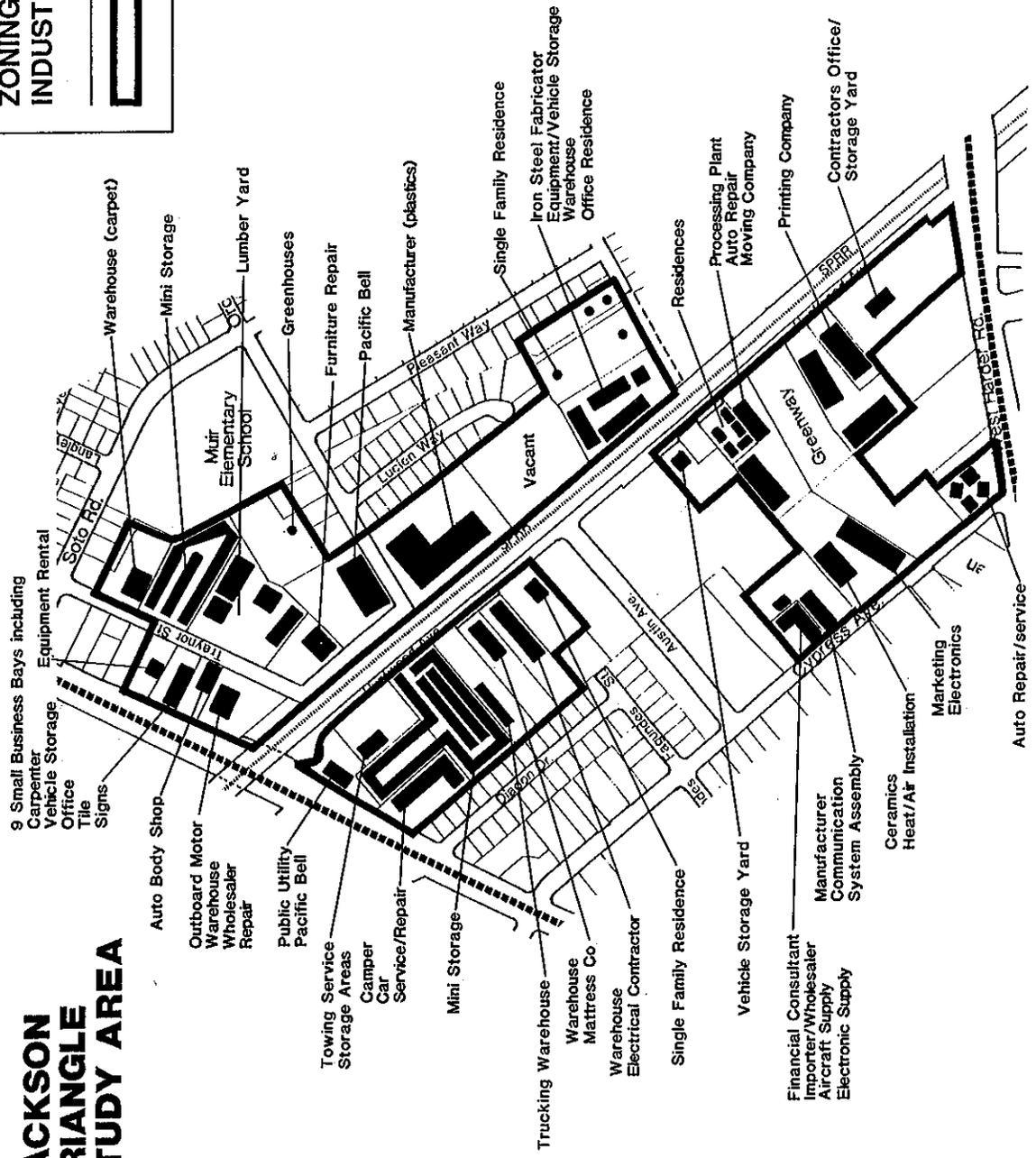
- 1) Auto repair and other consumer service industries; these types of uses are suggested in order to provide central locations for needed services which city policies tend to discourage elsewhere.
- 2) Warehouse retail sales; this type of use is generally welcomed because of the importance of retail sales to the fiscal health of the City and the availability of some large, suitable sites.
- 3) Subdivision of some older industrial facilities for use as small business incubators such as catering, cabinet work, or importing businesses.

JACKSON TRIANGLE STUDY AREA

9 Small Business Bays including
 Carpenter
 Vehicle Storage
 Office
 Tile
 Signs

ZONING AND INDUSTRIAL LAND USE
 January, 1990

Industrial Zoning



Future Role of Industrial Uses

Jackson Triangle residents are concerned about the negative impacts associated with industrial uses. Concerns about truck traffic, noise levels, odors, hazardous materials and appearance were expressed at neighborhood meetings. At the same time, residents appreciate the substantial investments made by some industrial businesses in the area and realize the importance of these industries in providing jobs for Hayward citizens. At the neighborhood meeting held in June, residents expressed differences of opinion regarding the best long term uses for this area. General comments ranged from "existing industrial uses are fine" to "change industrial land use to residential". On the whole, more residents appeared to support the retention of industrial uses in the Triangle, either because they felt most of these uses were good neighbors or because they preferred industrial use over additional residential or commercial development. Persons supporting the retention of industrial development emphasized the need for adequate access. Strong support was expressed for a "Light Industrial" zoning district to ensure that future industrial uses will be more compatible with their residential neighbors.

Access to industrially zoned properties along Huntwood Avenue is provided by Austin Avenue via Cypress Avenue or by Harder Road (right turns in and out are allowed). If the proposed grade separation on Harder Road at the Southern Pacific Railroad tracks is built, Huntwood Avenue may be terminated at Harder Road. The Task Force believes Staff should determine whether it is feasible to extend Huntwood Avenue south of Harder Road. If feasible, potential traffic impacts to both the Jackson Triangle and Harder-Tennyson neighborhoods need to be looked at before deciding whether or not to extend Huntwood.

Regarding the properties located along Huntwood, north of Austin Avenue; members agreed that traffic associated with commercial and high density residential development would be unacceptable given the limited access. With one exception, low to medium density residential was not considered feasible given the substantial nature of the existing industrial development. The exception noted is the property located at 24975 Huntwood Avenue which is developed with a single-family house. This property is adjacent to vacant land designated for medium density residential development. Task Force members recommended that the medium density residential designation be extended northward to include this property.

Development options for the property on the northwest corner of Harder Road and Huntwood Avenue were discussed at length. This property is highly visible and it was felt that an attractive development would benefit the area. Site design options for low density versus medium density were discussed. It was felt that medium density development would afford more opportunity to design buffers from the railroad; traffic impacts would need to be carefully evaluated. High density residential development was unanimously opposed.

The industrial properties on Traynor Street and Orchard Avenue appear to have adequate access. Given that the John Muir Elementary School is located on the corner of Soto Road and Orchard Avenue, truck traffic should be encouraged to use Traynor Street instead of Orchard Avenue. Task Force members are concerned about potential development on the vacant property located behind the Pan Pacific manufacturing operation. Access to this site is provided by an easement from Orchard Avenue. Future development should be carefully evaluated, with special attention paid to buffering the adjacent homes and limiting truck traffic and other potentially negative impacts. The lumber yard on Traynor Street was thought to be a desirable use for the neighborhood.

Access to the industrial properties at the terminus of Berry Avenue (adjacent to the SPRR) is provided by Pleasant Way and Berry Avenue, both of which are local residential streets. Residents on Pleasant Way noted that industrial truck traffic and noise are problems for area residents. Of the three properties in this location, one is developed with substantial industrial buildings while the other two are developed with residential uses (currently underutilized).

The Task Force is recommending that most (but not all) of the existing industrially zoned properties be designated on the General Plan as Mixed Industrial as long as the uses are limited in such a way that negative impacts to adjacent residents are mitigated. The Mixed Industrial designation applies to older industrial uses within the central part of the city, typically located along railroad tracks, bordering residential areas. Future uses must be compatible with adjacent residential and commercial areas. This designation has been applied to areas where a transition to commercial uses, residential uses, or mixed uses is envisioned. In this case, the areas designated as Mixed Industrial are intended to remain industrial, with a transition to "Light" industrial uses which are compatible with residential development.

A "Light" Industrial zoning district is being drafted by city staff and will be scheduled for public hearings after additional input has been received and potential effects have been determined. The proposed zoning district is intended to accommodate light industrial operations while protecting nearby neighborhoods from nuisance or hazard. While permitted or conditional uses in the new zoning district have not been determined yet, it is likely that not all of the industrial uses in the Jackson Triangle will conform.

JACKSON TRIANGLE CIRCULATION ISSUES

Neighborhood Concerns

Concerns raised at the initial Jackson Triangle Neighborhood Meeting during October 1989 included the following:

Traffic Problems

- Congestion is a problem on many minor residential streets as well as collector/arterials such as Jackson Street, Soto Road, and Whitman Street.
- Speeding occurs on many streets in the area, including; Orchard Avenue, Soto Road, Jackson Street, Berry Avenue and Muir Street.
- Intersection blocking is occurring at several locations, including Jackson Street at Pontiac and Park, and Soto Road at Traynor; paint Keep Clear pavement markings.
- Truck traffic on residential streets is a problem (e.g., Berry Avenue between Southern Pacific Railroad and Soto Road).
- Through traffic on Orchard Avenue near Muir Elementary School is a potential safety problem for children.
- Soto Road needs to be widened consistently.
- Cut-through traffic at Alves/Leighton and Mardie Street is a problem.
- Harder Road should be connected to Highland to provide an alternative to Orchard Avenue.

Traffic Signal/Intersection Problems

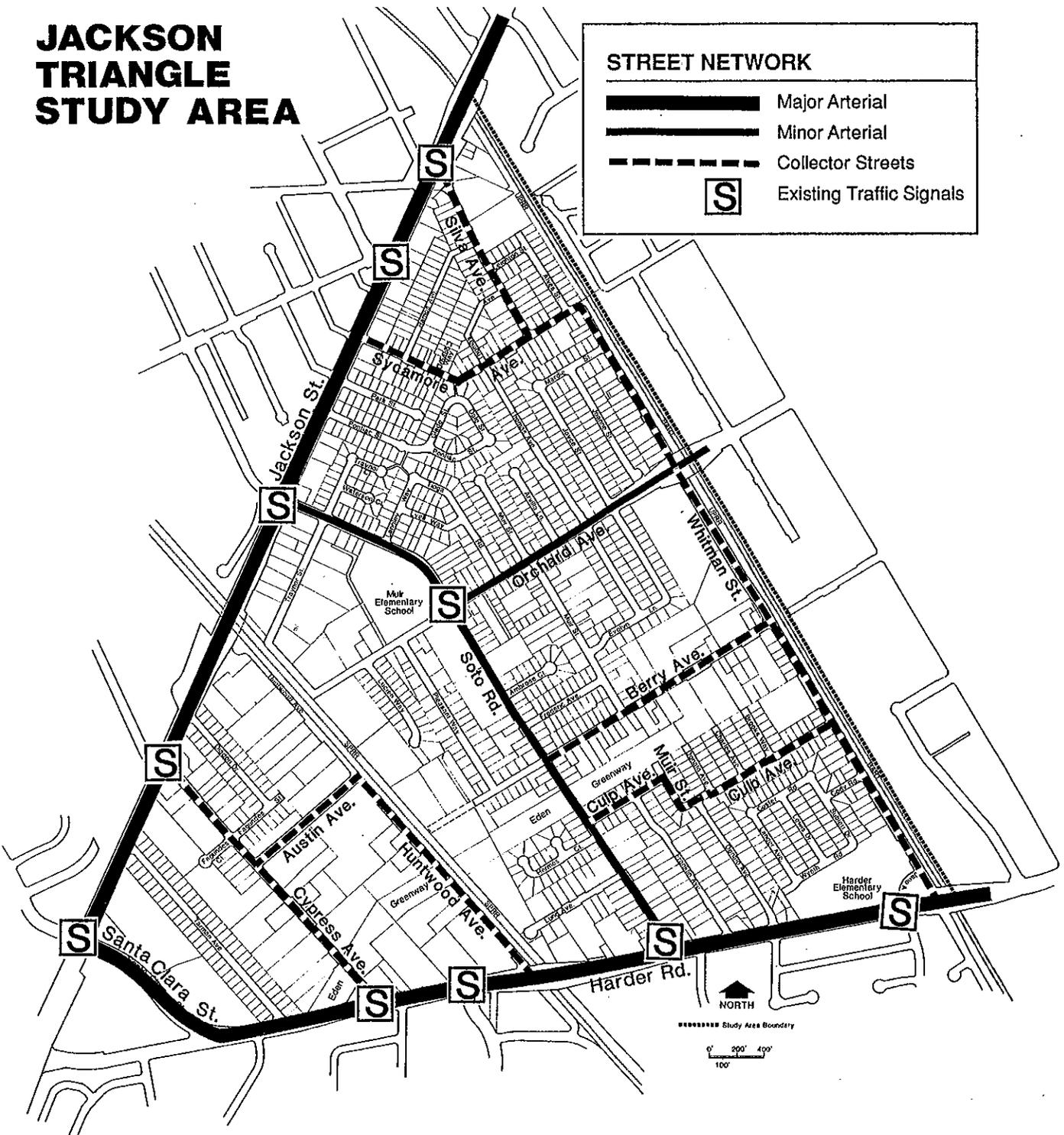
- Traffic light at Jackson and Cypress/Amador should be synchronized with the Jackson/Santa Clara light.
- Signal at Soto and Orchard creates traffic backup problems.
- Signals need to be timed so traffic can flow on major streets.
- Intersection at Silva and Jackson is congested during AM peak hours.
- Restripe south leg of Soto/Jackson to a left-turn-only lane and a left-through-right lane to facilitate northbound Soto Road traffic turning left onto Jackson Street.

Existing Circulation

The Jackson Triangle study area is bordered on two sides by major arterials (Jackson Street and Santa Clara Avenue/Harder Road) and on third by the BART/UPRR transportation right-of-way. Minor arterials and collector streets which run north and south include Soto Road, Cypress Avenue and Whitman Street. Orchard Avenue provides an east-west connection through the area. Traffic flow within the Jackson Street neighborhood is discontinuous in many places due to the Southern Pacific Railroad, Union Pacific Railroad and the Eden Greenway. This has resulted in a number of dead end streets and T-intersections.

JACKSON TRIANGLE STUDY AREA

STREET NETWORK	
	Major Arterial
	Minor Arterial
	Collector Streets
	Existing Traffic Signals



Jackson Street (Route 92) is a six-lane state highway which leads toward the Downtown area and serves as a connection between the Nimitz Freeway and I-580. Recent counts indicate Jackson Street carries up to 52,000 vehicles per day. Anyone who drives Jackson Street knows that it is frequently heavily congested. No curbside parking is permitted on Jackson Street.

Harder Road connects with Mission Boulevard and California State University Hayward and carries an average of 18,500 to 25,000 vehicles a day.

Within the Jackson Triangle area, Soto Road and Orchard Avenue serve as minor arterials. Soto Road connects Jackson Street to Harder Road. Orchard Avenue is used to access Cal State Hayward and hillside homes.

Average daily traffic volumes for streets within the study area are shown on page 47. Traffic counts were taken between 1986 and the present, with the majority of the counts completed during 1988-89.

Traffic signals are located along Jackson Street, Harder Road, and at Soto Road at Orchard Avenue. Signals along Jackson Street are traffic actuated, meaning that the signal lights vary according to changing traffic demand. The signals along Harder Road are timed to facilitate traffic movement westbound during the AM peak hours and eastbound during the PM peak hours.

Areawide Street Improvements

Several major improvement projects located outside the study area are expected to alleviate congestion on city streets. These include the widening of Interstate 880, construction of Route 238, extension of "D" Street and the Carlos Bee/Harder/Hayward Boulevard connections (see Planned Transportation Improvements map, pg. 48).

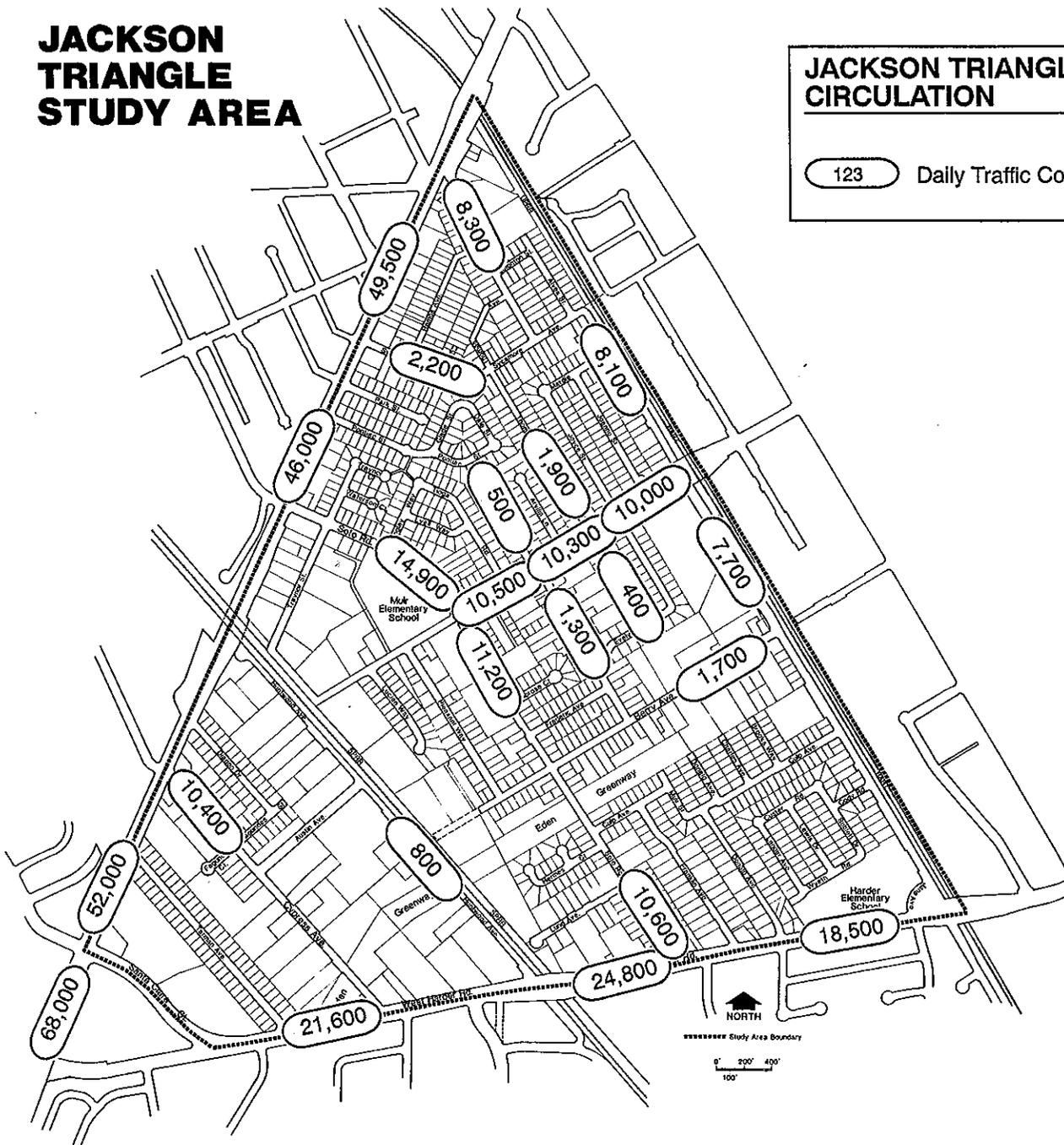
The widening of **Interstate 880** to eight lanes which is currently underway includes redesigned interchanges at Industrial Parkway, Jackson Street and Route 238. In conjunction with studies for the proposed Route 238 Freeway, Caltrans is evaluating the feasibility of a more direct connection between Harder Road and the Nimitz Freeway (to better serve east-west traffic connecting with Route 238).

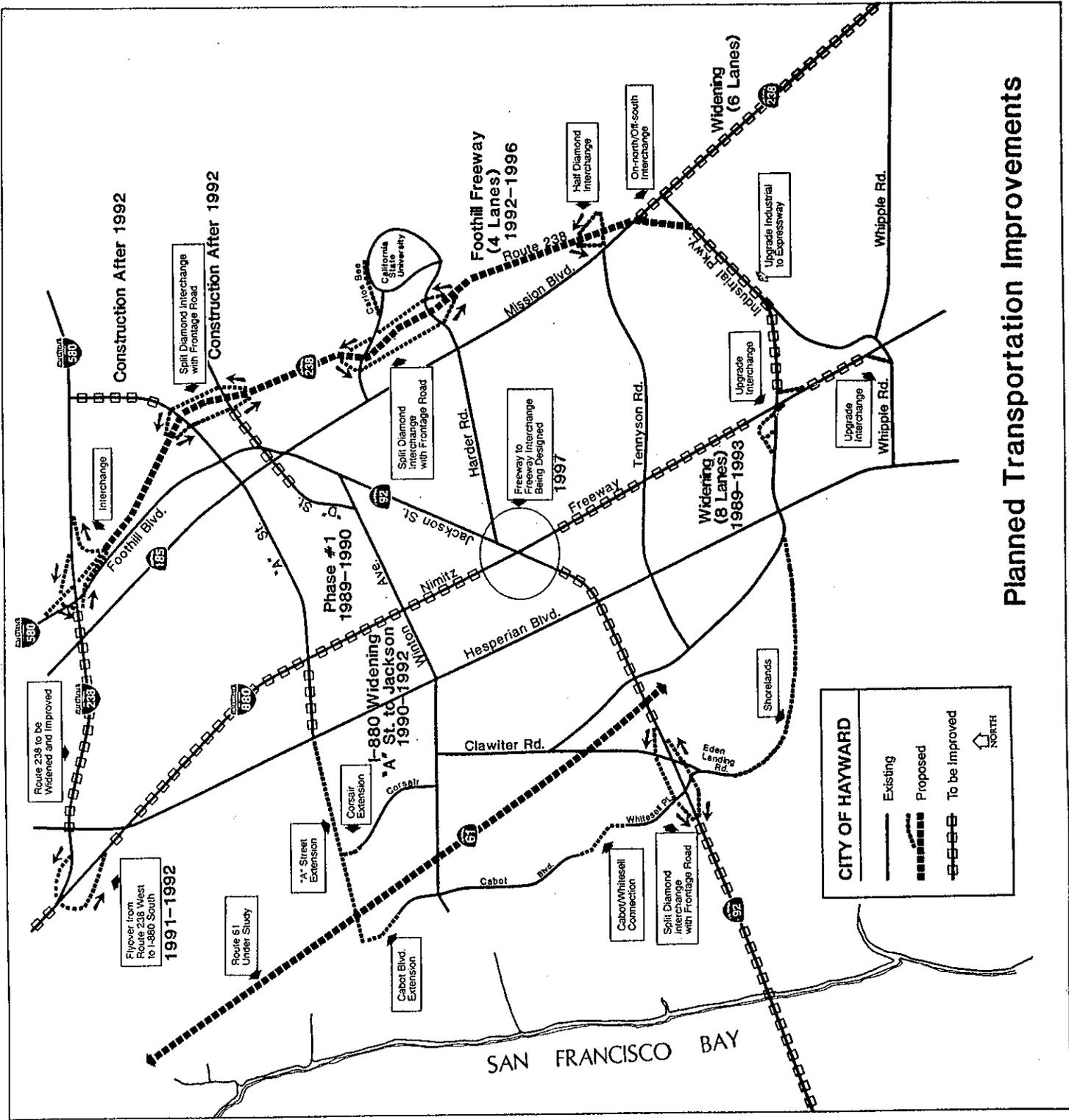
The proposed **Route 238** Freeway is planned to run east of and roughly parallel to Foothill and Mission Boulevards between I-580 and Industrial Parkway. Access from "A", "B" and "D" Streets, Carlos Bee Boulevard, Harder Road, Tennyson Road and Industrial Parkway will be provided. The feasibility of developing the existing parkway into an expressway is being pursued at this time. A significant number of vehicles are expected to use Industrial Parkway or Harder Road instead of Jackson Street. Construction of the 238 Hayward Bypass is scheduled to start in mid 1992 and is estimated to be completed by the end of 1996. This estimate is based on the adoption of the Final Environmental Impact Statement during the Spring of 1990 and on the availability of funds.

JACKSON TRIANGLE STUDY AREA

JACKSON TRIANGLE CIRCULATION

123 Daily Traffic Counts





Planned Transportation Improvements

CITY OF HAYWARD

- Existing
- Proposed
- To be improved

North

The **"D" Street Extension** project, recently completed between Winton Avenue at Myrtle/Soto Road and Grand Street will provide an alternative east-west link. Although this project is expected to reduce traffic volumes on Jackson Street by 10 to 15 percent, the project itself will not be sufficient to prevent extensive peak hour congestion on Jackson Street in the long-term (20 years). The environmental impact report for the extension of "D" Street project concluded that it will take "D" Street in combination with the Route 238 expressway and a citywide program promoting transit use, carpooling, flex-time, and increased street capacity to assure that Jackson Street does not become too severely congested in the long-term.

The **Carlos Bee/Harder/Hayward Boulevard** project would convert Carlos Bee and Harder Road into major access roads for the hill area, including the California State University, Hayward campus by connecting them directly to Hayward Boulevard.

The arterial improvements now being planned in conjunction with Route 238 are intended to divert through traffic from Jackson Street to alternative routes that provide a direct connection between Interstate 880 and State Route 238. When 238 is complete, Industrial Parkway, Tennyson Road, Harder Road, Winton-"D" Street, "A" Street and Interstate 238 will all provide direct connections between the Nimitz and the proposed new freeway.

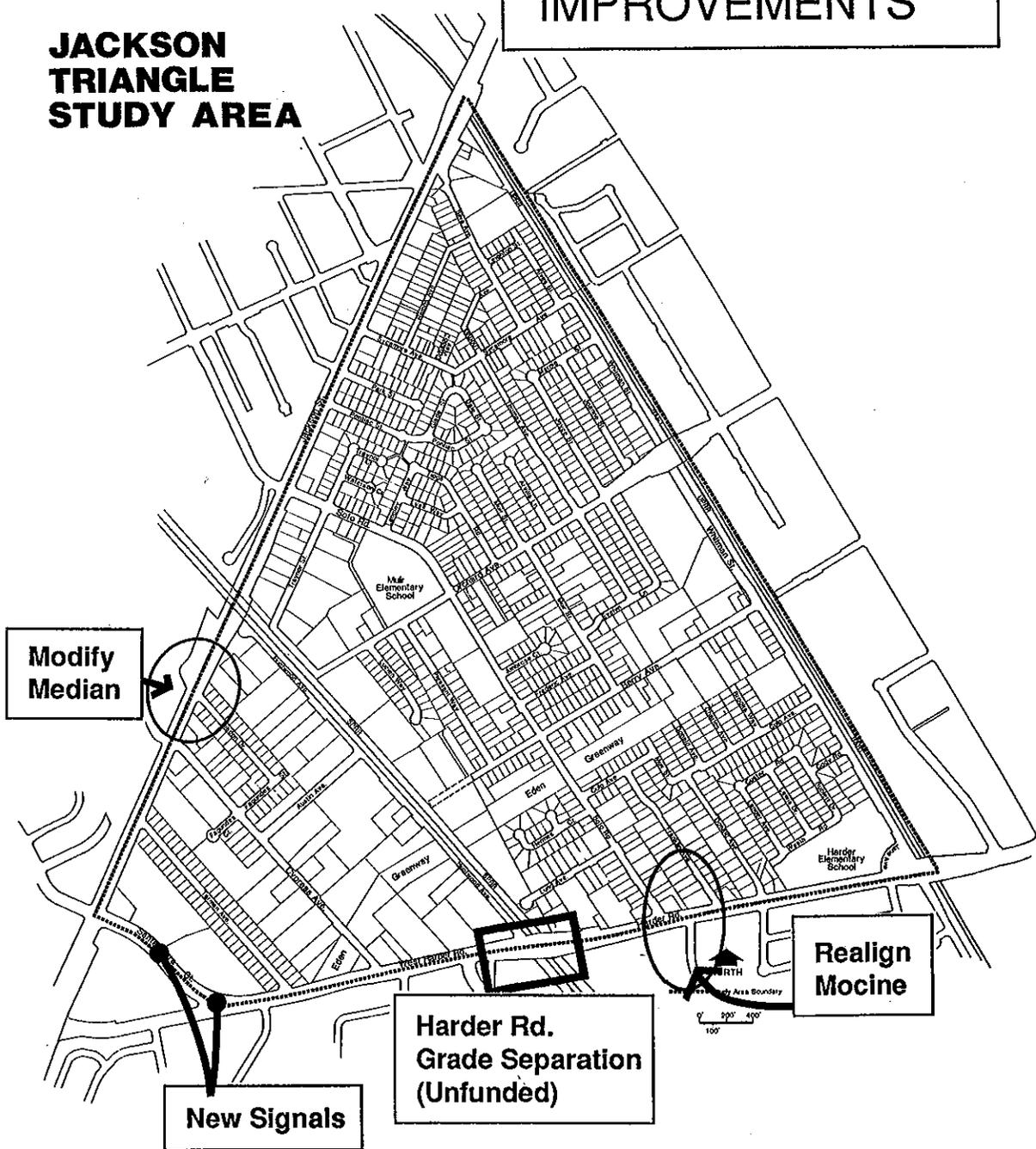
Local Improvements

Local improvements (see map pg 50), include new signals on Santa Clara Street and Gateway Plaza and at Harder Road. In conjunction with approved residential developments, Mocine is to be realigned with Soto Road and the Jackson Street median is to be modified in the vicinity of Diadon Drive.

A grade separation on Harder Road at the Southern Pacific Railroad is planned (but unfunded). This separation is estimated to cost over 5.5 million dollars. Preliminary plans show Harder Road depressed, resulting in an underpass similar to that existing on Jackson Street. Properties on either side of the railroad for approximately 350-450 feet would lose access on Harder Road. If Huntwood Avenue is terminated at Harder, traffic can be expected to increase on Austin and Cypress Avenues. The feasibility of connecting Huntwood Avenue north and south of Harder Road should be evaluated.

PLANNED LOCAL TRANSPORTATION IMPROVEMENTS

JACKSON TRIANGLE STUDY AREA



Street Standards

The public right-of-way includes travel lanes, parking lanes, curb, gutter, sidewalk, planter strips and, in some cases, an easement behind the sidewalk. The City of Hayward Municipal Code specifies that the minimum right-of-way for residential streets shall be 56 feet. This typical street section is used when reviewing development applications unless some other specific street section has been approved by the adoption of a precise plan line, tentative map, assessment district or planned development. Existing rights-of-way and adopted plan lines in the Jackson Triangle are shown on the following pages. Many existing streets in the Triangle were built with narrower rights-of-way; when new development occurs on these streets, the City must require additional dedication (to the 56 foot line). The extra right-of-way is not needed in many cases because the curb-to-curb width is already established and would not be changed by the additional right-of-way.

The Jackson Triangle Task Force reviewed the existing adopted plan lines and made the recommendation that Ramos Street and part of Thomas Street be designated as 40-foot wide streets and that Pleasant Way, Berry west of Soto Road, Muir Street, Franklin and part of Thomas Street be designated as 50-foot wide streets. These proposed plan lines are intended to reflect the existing right-of-way, maintain consistency and reduce liability (for excess right-of-way not needed). Public Works has determined that the proposed plan lines are sufficient to meet existing and future development.

Traffic Control Devices

Installation and maintenance of traffic control devices is the responsibility of the Transportation Services Division. Warrant systems are used to evaluate the need for traffic control devices such as stop signs, traffic signals and keep clears.

Stop Signs

The following criteria are evaluated to determine if an intersection warrants the installation of a stop sign:

- 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.

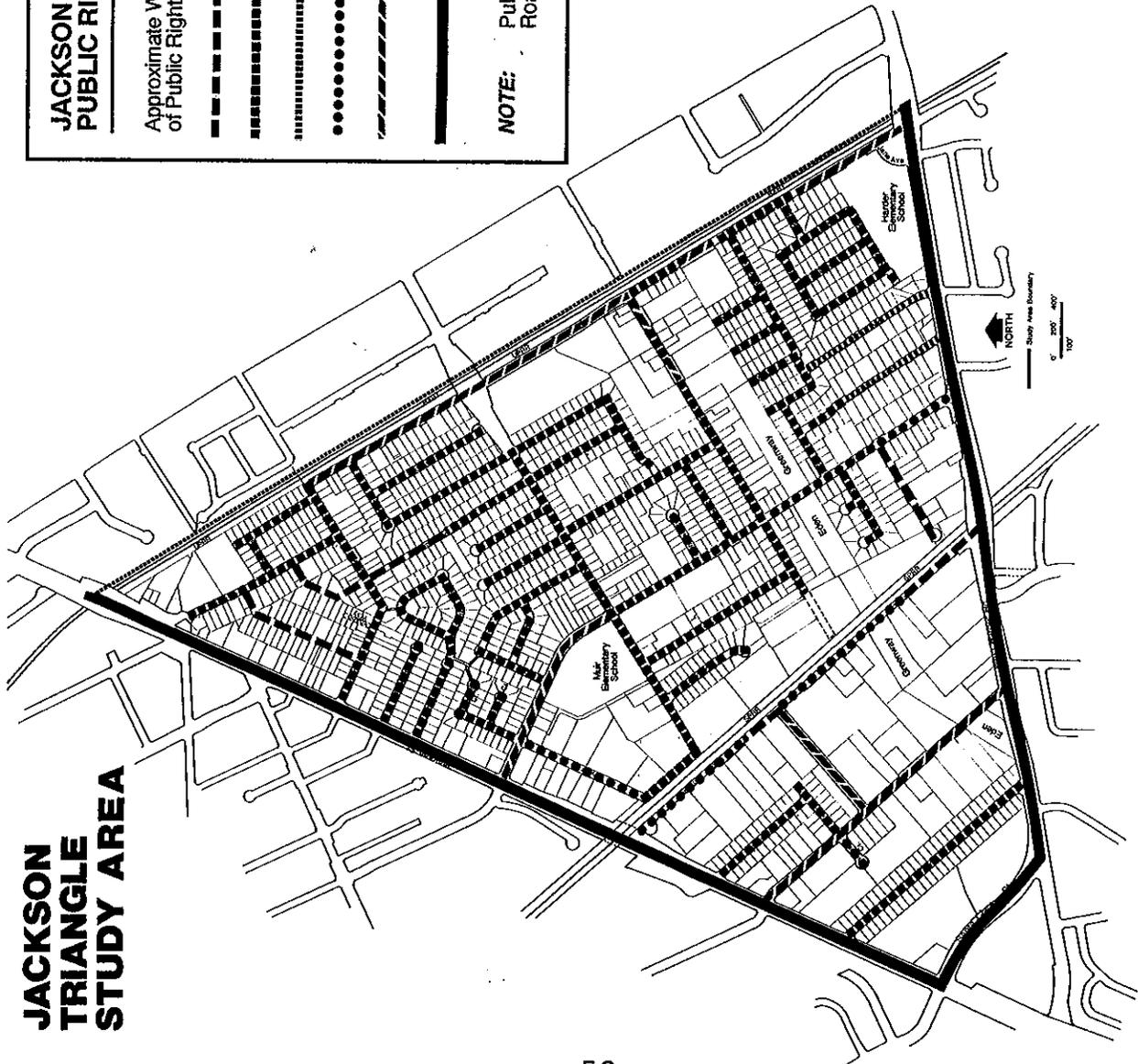
JACKSON TRIANGLE STUDY AREA

JACKSON TRIANGLE PUBLIC RIGHT-OF-WAY

Approximate Width of Public Right-of-Way

- 40' Residential
- 50' Residential
- 45'-50' Residential
- 56' City Standard
- 64'-68' Major Collector/Minor Arterial
- 110' Arterial

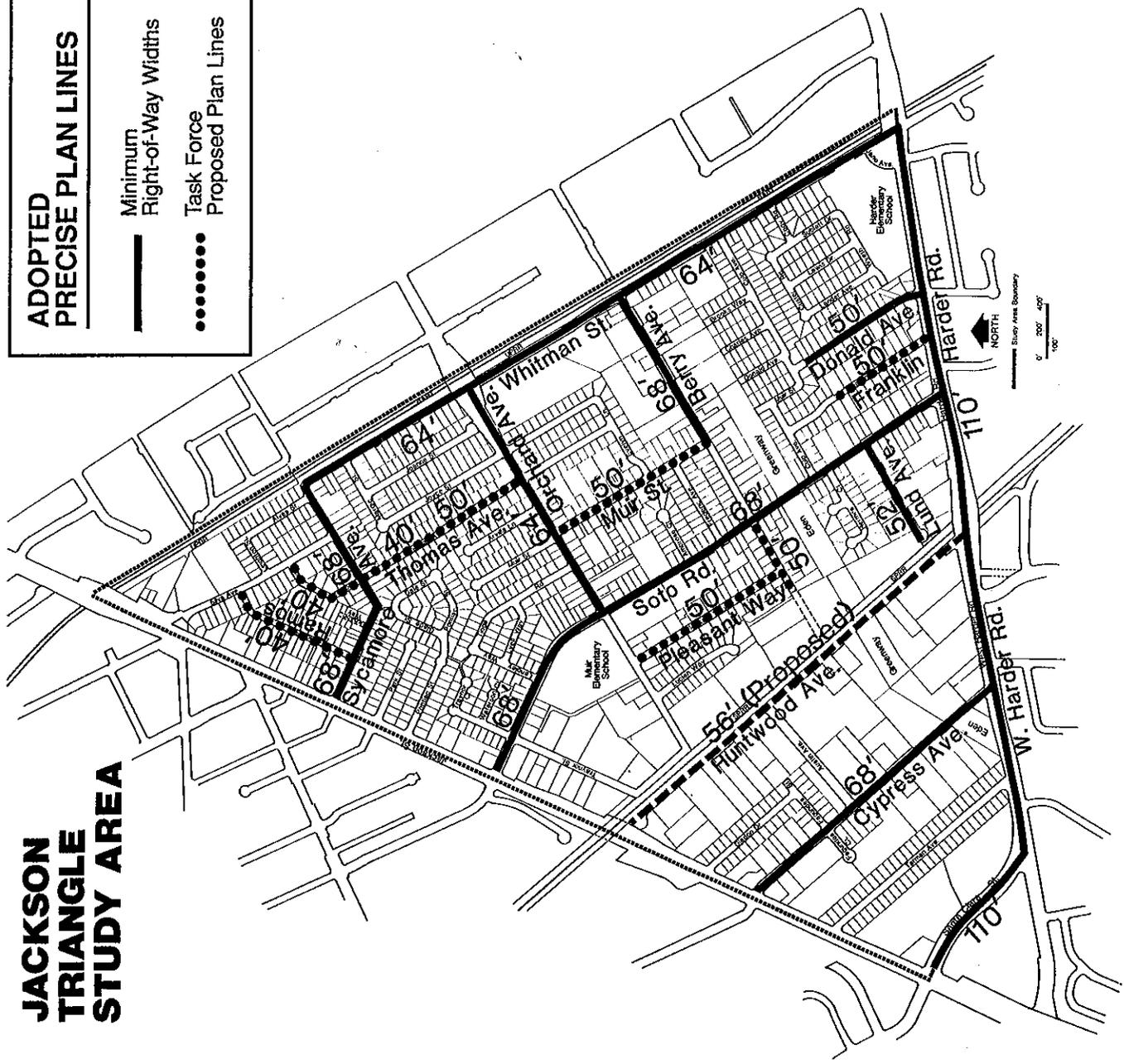
NOTE: Public Right-of-Way includes Roadway and Sidewalk Area.



JACKSON TRIANGLE STUDY AREA

ADOPTED PRECISE PLAN LINES

- Minimum Right-of-Way Widths
- Task Force Proposed Plan Lines



Traffic Signals

The need for traffic signals is determined by evaluating the existing conditions using criteria established by the State of California. This warrant system looks at factors such as vehicular volume, interruption of continuous traffic, pedestrian volume and accident experience. Delay, congestion, confusion or other evidence of the need for right-of-way assignment are also reviewed in an effort to determine if a traffic signal would solve existing problems.

Keep Clear

Blocking of intersections by stopped vehicles is prohibited by the California Vehicle Code (#22526) under the "gridlock" law. In common practice however, this rule is often broken, making it difficult for drivers on side streets to cross (or enter into) congested streets.

Requests for installation of keep clear pavement markings are reviewed according to a warrant system which looks at two criteria; accident records and delay experienced by traffic on the minor intersection or driveway. The first criteria stipulates that five or more accidents must occur within a twelve month period which could have been prevented by the installation of a keep clear. The second criteria is met if, for a period of 30 minutes, one or more vehicles are consistently left waiting on the minor street/access after the vehicles on the major street have moved through the signal light. If either criteria is met, the keep clear would be warranted.

The Task Force considered the merits of requesting that a "Keep Clear" be painted on Soto Road at Traynor Avenue as suggested at the initial neighborhood meeting. This intersection is blocked at times when northbound vehicles along Soto Road back up at the traffic signal at Jackson and Soto. Task Force members who drive through this intersection during peak hours rarely observe vehicles blocking the intersection; the "Do Not Block Intersection" sign appears to be sufficient at this time.

Speed-Curtailing Bumps

Speed bumps have been suggested by area residents as a means for reducing speeding on city streets. This traffic control device is not endorsed by the Transportation Services Division or the State of California Traffic Control Device Committee because they have been shown not to be effective in reducing vehicle speeds and cause other safety and noise problems. In a study entitled "An Evaluation of Speed-Curtailing Bumps" by A.R. Tururici (PUBLIC WORKS, August 1975), speed bumps were shown to cause damage to vehicles and in some cases caused drivers to lose control of their vehicles. The hazard posed to two-wheel vehicles such as bicycles and motorcycles as well as to fire department personnel riding on the backs of trucks was considered extreme. The Task Force is not recommending the construction of any speed bumps in the Jackson Triangle neighborhood.

Crosswalks

By definition, crosswalks exist at all intersections, whether they are painted or unpainted. Public Works staff believes that marked crosswalks are appropriate at controlled intersections where channelization of pedestrians will improve safety. A number of pedestrian crosswalk studies indicate that marked crosswalks not only do not increase pedestrian safety at uncontrolled intersections but actually decrease safety. One study completed in 1974 concluded that approximately twice as many pedestrian accidents occur in marked crosswalks as in unmarked crosswalks. The increased accident rate was attributed to the false sense of security pedestrians have when using painted crosswalks.

Area residents are divided over whether a crosswalk should be installed at Soto Road and Langley Way (near John Muir Elementary School). After discussing this issue with residents, public works staff, police and school officials, Task Force members decided to recommend against re-installing a painted crosswalk at Soto and Langley. School officials and parents are requested to continue efforts to encourage children to cross Soto Road at Orchard Avenue where a traffic light and crossing guard are provided.

Proposed Traffic Control Measures

The Jackson Triangle task force discussed the speeding problem caused by cut-through traffic on Alves and Leighton with area residents, public works, police and fire staff. Alternatives discussed included; making Alves/Leighton one-way southbound; installing a cul-de-sac at either end; installing an emergency accessible barrier at one end; posting a 15 mph speed sign; installing stop signs and requesting additional police enforcement of the existing speed limit. Residents were divided over how to best deal with the cut-through traffic problem; City staff had concerns about some of the alternatives proposed. No recommendation is being made at this time.

A recommendation to modify the signal on Jackson Street at Amador/Cypress to provide separate phases for the cross streets has been approved by Caltrans. This change will improve the operation of the signal and will assist pedestrians crossing Jackson Street.

Red curbing is proposed on the west side of Whitman Street at Mardie Street to improve visibility for drivers exiting Mardie Street. Several residents have commented that the location of an electrical utility box and vehicles which park near the intersection block their view, making safe entry onto Whitman Street difficult.

PARKING ISSUES

Neighborhood Concerns

Concerns raised at the initial Jackson Triangle Neighborhood meeting during October 1989 and at subsequent task force meetings included the following:

- Lack of adequate off-street parking.
- Trucks chronically park in areas where they are not permitted (e.g., Whitman Street, Harder at Mocine and Gading).
- Truck parking on Harder Road next to Harder Elementary and adjacent to the Eden Greenway concern residents.

A shortage of parking exists in locations where older multi-family apartments are developed. Streets are crowded with parked cars, blocking sidewalks and walkways leading to housing. This shortage of available parking causes residents to park their vehicles within front setbacks and on corners (creating visibility and aesthetic problems). Compounding the problem are parked vehicles which are not running, or are being repaired over extended periods of time.

History of Parking Standards for Multi-Family Housing

During the 1950's and 60's the City of Hayward typically required approximately 1.2 parking spaces per multi-family unit. Many of the apartments in the Jackson Triangle area were built during this period of time. In 1969, the off-street parking regulations were incorporated into the City of Hayward Municipal Code. At that time, the parking requirement for multi-family dwellings was standardized at 1.7 spaces per unit. In 1977, a comprehensive study of the adopted off-street parking regulations was completed. This review considered increasing parking ratios for multi-family dwellings with more than one bedroom. At that time, Council decided not to revise the existing 1.7 space/unit standard. In 1983, the multi-family parking standards were revised to distinguish between rental (1.7 spaces per unit) and condominium (2.0 spaces per unit) multi-family projects (Ordinance #83-002 C.S.).

Current Parking Standards

The number of parking and loading spaces required for all types of uses are contained within the OFF-STREET PARKING REGULATIONS. Additional parking standards are contained in the Zoning Ordinance (Sec. 10-1.4965). These regulations stipulate that a maximum of 40% of the required spaces may be designed as small-car spaces (in parking facilities with six or more spaces) and, a minimum of 1.0 parking space per dwelling unit must be covered.

A portion of the off-street regulations for residential uses is provided below.

Type	Spaces_Required
Single-family dwelling	2.0 per dwelling
Duplex	2.0 per dwelling
Multiple-family dwellings (three or more units)	1.7 per dwelling unit (rental project) 2.0 per dwelling unit (condominium - individually owned units) plus visitor parking

Existing Parking

In higher density projects, parking is usually located along parking drives, in parking courts, or within garages located under residential buildings. In the Jackson Triangle area, older multi-family housing was typically designed with parking along driveways or in large parking lots with either carports or open parking.

The magnitude of the parking shortage can be estimated by comparing the actual number of off-street spaces with the number required by ordinance if the housing were to be built today. A sample survey of five multi-family projects (located in the Berry Avenue area) indicates that 74 additional parking spaces would need to be provided to equal the number of spaces currently required by ordinance. Additional research would need to be done to determine the shortage of spaces in the study area as a whole.

On-street parking is limited in locations where driveways are frequent. In some locations on-street parking is restricted due to narrow rights-of-way (e.g. portions of Silva Avenue, Sycamore Avenue, and Whitman Street). Where street improvements are lacking, as along Berry Avenue, vehicles park haphazardly. The Jackson Triangle Task Force is concerned that the adopted off-site parking requirements do not adequately reflect parking needs generated by residential development. The existing housing market and changing demographics indicate that a re-evaluation of the current parking standards is warranted. Just as a shortage of parking spaces causes the problems discussed above, arbitrarily raising the parking ratio beyond that which is needed reduces the amount of land available for landscaping and other open space and raises housing costs. A comprehensive review of existing parking standards will be completed by Planning Department staff during 1990-91. The Task Force is recommending that additional on-site parking spaces be required (minimum two on-site spaces per unit plus visitor parking) for residential development in the Jackson Triangle Study area. This recommendation was previously adopted with the Burbank Neighborhood Plan. This minimum requirement should be increased if the City Study indicates additional need.

Truck Parking

In this discussion, "trucks" refer to commercial vehicles 25 feet or more in length with a gross weight of 10,000 pounds or more. In general, trucks are restricted to designated "truck traffic routes" except when they are making pickups or delivering goods to buildings located on a restricted street. Trucks are prohibited from cutting-through neighborhoods or parking in residential districts.

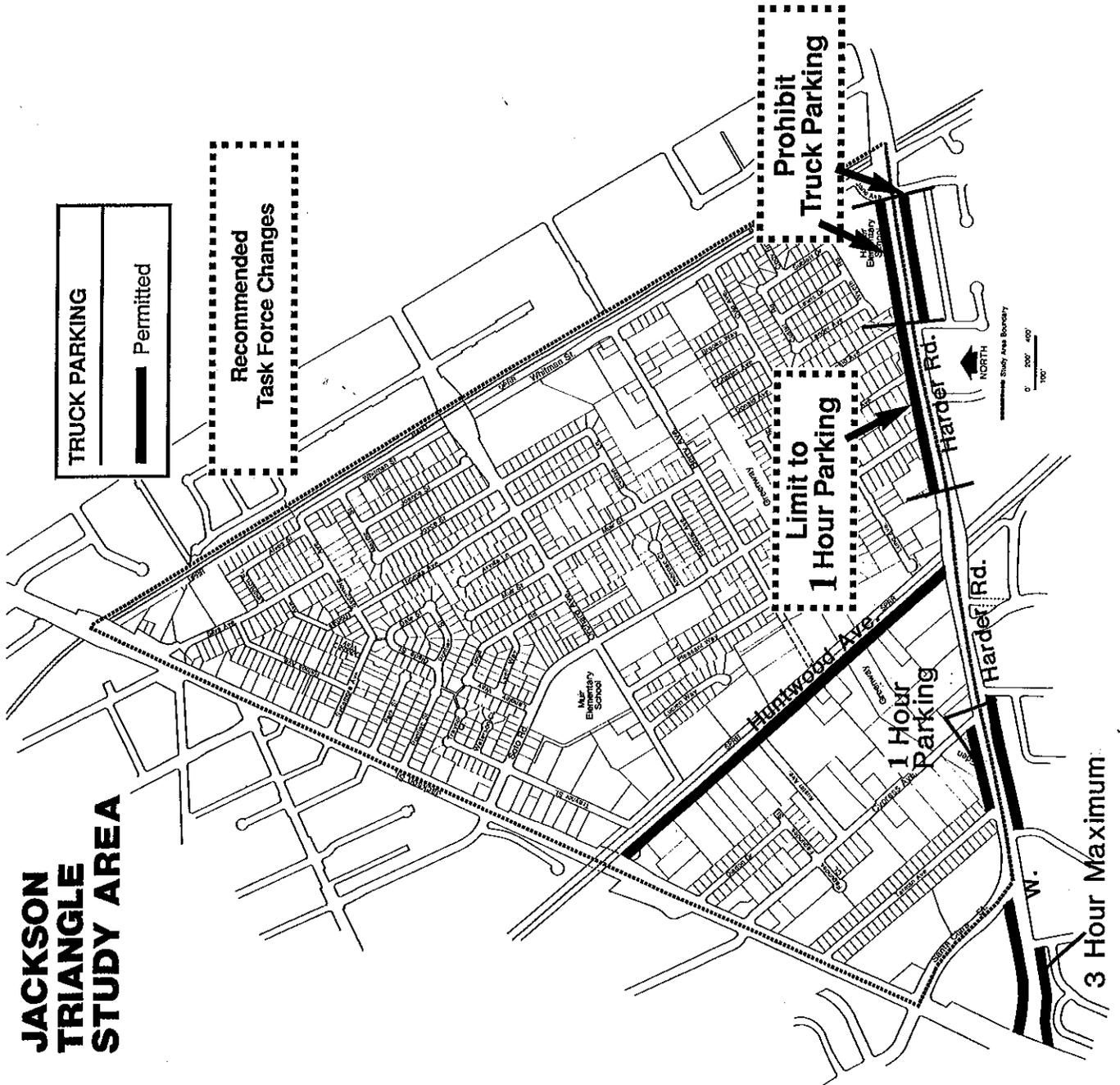
Designated truck routes in the Jackson Triangle area include Harder Road, Santa Clara Street and Huntwood Avenue. Unrestricted parking of trucks is permitted along Huntwood Avenue and along specified sections of Harder Road. Truck parking is limited to 3 hours along the south side of Harder Road near I-880 and limited to a maximum of 1-hour along the Eden Greenway frontages on Harder Road.

Responsibility for ticketing illegally parked vehicles lies with Community Service Officers. Currently the City of Hayward has one full-time Community Service Officer assigned to this duty.

The need for additional truck parking areas has been identified as a regional, as well as a citywide issue. To resolve this problem, Public Works and Planning staff have proposed that an in-house study be completed within the next fiscal year to identify appropriate truck parking areas.

Truck parking on Harder road and illegal truck parking along residential streets concern area residents. When trucks park on Harder Road adjacent to the elementary school, children may be forced out of the bicycle lane into the travel lane to safely clear parked trucks. Task force members are requesting that parking be prohibited along this section of Harder Road (and across the street by the single-family homes) to increase safety for all bicycle riders. Visibility problems along the commercial properties between Donald Avenue and Soto Road were noted; the need for truckers to patronize commercial establishments in this area was also noted. Task Force members are recommending that truck parking be limited to one hour maximum in this area. Unlimited truck parking will be retained on Huntwood Avenue to help meet the need for truckers to park their rigs in this neighborhood.

JACKSON TRIANGLE STUDY AREA



ALTERNATIVE TRANSPORTATION

Neighborhood Concerns

Concern raised at the initial Jackson Triangle Neighborhood meeting during October 1989 included the following:

- Install bicycle lanes on major streets.
- Bus stop benches and kiosks are needed.

Pedestrian Circulation

- Install sidewalks wherever they are missing.
- Install additional crosswalks; Soto Road at Langley Way.
- Install handicapped ramps at corners.
- Senior citizens have difficulty crossing Jackson Street at Cypress Avenue.

General Plan Policies

The Hayward General Plan states that "alternatives to automobile transportation will be encouraged through development policies and provision of transit, bike and pedestrian amenities." The provision of an adequate alternative transportation system is imperative for those who cannot drive and benefits the general public by reducing the negative impacts of automobile usage. Negative impacts attributable to the automobile include noise, loss of air quality, consumption of limited energy supplies and valuable land, traffic accident losses, increased travel times and psychological stress.

Land use strategies which encourage the use of alternative transportation include;

- Where appropriate, encourage intensive new development within 1/2 mile of BART stations or 1/4 mile of major bus routes.
- Improve bike and pedestrian access and availability of bike racks at transit stations, shopping centers, and employment centers. Improve pedestrian access to bus stops.
- Work with AC Transit to post routes and schedules at bus stops, to coordinate routes and service times and to provide attractive, sheltered bus stops whenever feasible.

Sidewalks

The lack of continuous sidewalks in the Jackson Triangle is a problem for many area residents. This issue affects pedestrian circulation and public safety as well as community appearance. Particularly affected are children, the elderly and the handicapped. Where sidewalks are lacking, parked vehicles combined with poor drainage result in rutted areas making it even more difficult for pedestrians.

Background

Prior to September 1961, curbs, gutters and sidewalks were not uniformly required with development. Since a majority of the development in the Jackson Triangle area took place prior to this date, there are many gaps in the sidewalk circulation system (see sidewalk map). Subsequent to 1961, street improvements have either been installed at the time of development or improvement agreements have been recorded which require the property owner to install street improvements at some future date. The City may delay the installation of street improvements if doing so on a piece meal basis would disrupt the drainage system. The cost for installing curbs, gutters and sidewalks varies, but can be estimated at \$45 per front foot. If the adjacent street needs to be rebuilt, costs can be significantly more (up to \$200 per front foot).

Sidewalk maintenance is the responsibility of individual property owners. Sidewalk patching will, however, be done by City crews in response to complaints.

Potential Funding and Implementation Programs

Alternatives considered:

- 1) Property owners could voluntarily participate in an assessment district.

Assessment districts are formed under the authority and control of cities and counties. The City Engineer would need to provide the City Council with plans, specifications, and cost estimates for the work to be done. The Council would need to adopt a resolution of intention to do the project and notice a future hearing, at which time written protests of property owners would be taken. If less than a majority object, the project may be undertaken by the City using cash or bonds, to be repaid through assessments which become a lien upon each lot in the district. If a majority of the affected property owners object, the Council could override the protest and order the assessments. The ease with which assessment districts may be formed often depends on the number of affected properties and the chances of gaining the support of at least 51% of the owners.

- 2) City could force property owners to install sidewalks in those cases where existing sidewalks (including agreements) total more than 50% of a block (Improvement Act of 1911, Streets and Highways Code, Section 5000 etc.).
- 3) City could review whether Community Development Block Grant Funds could be used to finance improvements. If this type of project is eligible, City would then need to assess the priority of this project in relation to other programs currently being funded.
- 4) City could place street improvement project on unfunded Capital Improvement Program (CIP). If funding is approved, the City could seek reimbursement from affected property owners at such time as future development occurs. Unfunded projects in the 1989-90 CIP totalled \$88,284,000.

- 5) City can install asphalt berm/sidewalk in public right-of-way (as was done at Soto/ Orchard). This is a short-term solution and would need to be funded.
- 6) City could force property owners to install sidewalks if it is determined that the lack of sidewalks constitutes a Health & Safety problem.

Evaluation of Alternatives

The Jackson Triangle Task Force is particularly concerned about the lack of sidewalks along many of the residential streets in the study area. Missing sidewalks force pedestrians to walk in the roadway and prevent buses from picking up wheelchair bound patrons. Walkways used by children going to and from school are considered a very high priority. Public Works staff estimates that installation of concrete curb, gutter, sidewalks and driveways will cost \$75.00/lineal foot (plus/minus 50%). The Task Force is recommending that staff survey owners of property without sidewalks to determine the amount of support for an assessment district. They also recommend that City funds be allocated to alleviate hardship on any low-income residents and to offset improvements on Soto Road in recognition of the citywide importance served by Soto Road. Task Force members are interested in pursuing **all possible avenues** to fund construction of sidewalks.

AC Transit

Jackson Triangle area residents are served by the Alameda-Contra Costa (AC) Transit District. Discretionary use of transit is primarily dependent upon frequency of service and proximity, both of which are linked to the type and density of development.

Routes are designed to provide direct travel wherever possible. The average distance between parallel routes is based on residential densities, location of major activity centers, topography, and street patterns. AC Transit currently operates five lines (77, 86, 90, 91, 92) in this neighborhood. Bus routes run along Jackson Street, Whitman Street, Soto Road, Santa Clara Street and a portion of Harder Road (see map pg. 64).

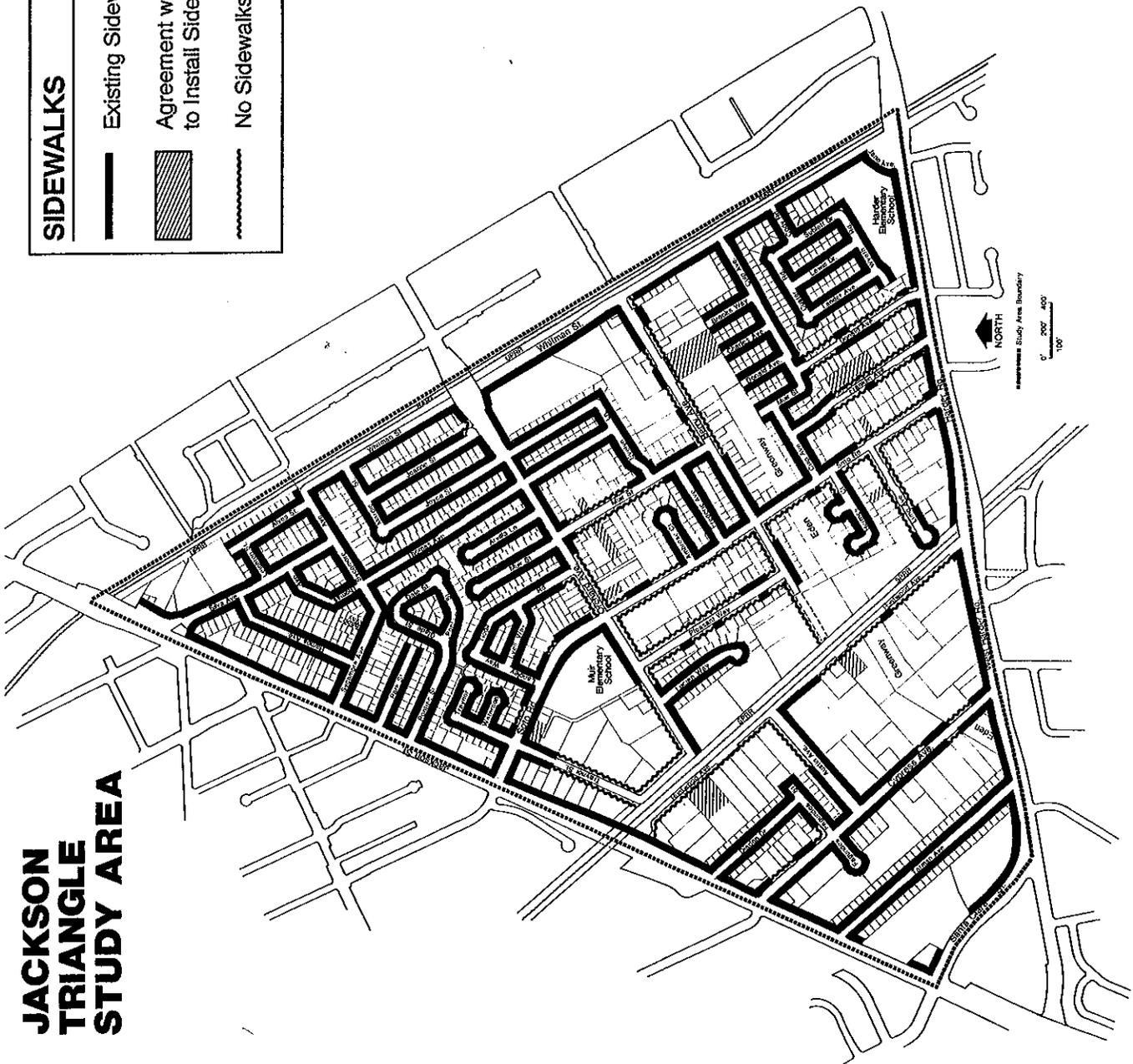
AC Transit is in the process of implementing a Comprehensive Service Plan designed to better coordinate their services and to feed BART more efficiently. Proposed changes to the existing route alignments in the Jackson Triangle area are relatively minor. They include the following; Routes "90" and "92" will be combined; Route "86" one-way loop to be replaced by two-way loops for more direct service; and Lines 86, 86C, 86S will be combined into one line.

This plan is expected to be implemented in September of 1992. Comments in support of, or in opposition to, any proposed change should be forwarded to AC Transit for their review.

AC Transit has been requested to reroute Route 92 onto Cypress Avenue to accommodate the senior citizen population and other residents in this predominately high density multi-family area. Transit representatives have indicated concerns about the increased time this route would add for commuters. The Task Force is recommending that this, and any other changes, be carefully reviewed by AC Transit prior to finalizing their Comprehensive Service Plan.

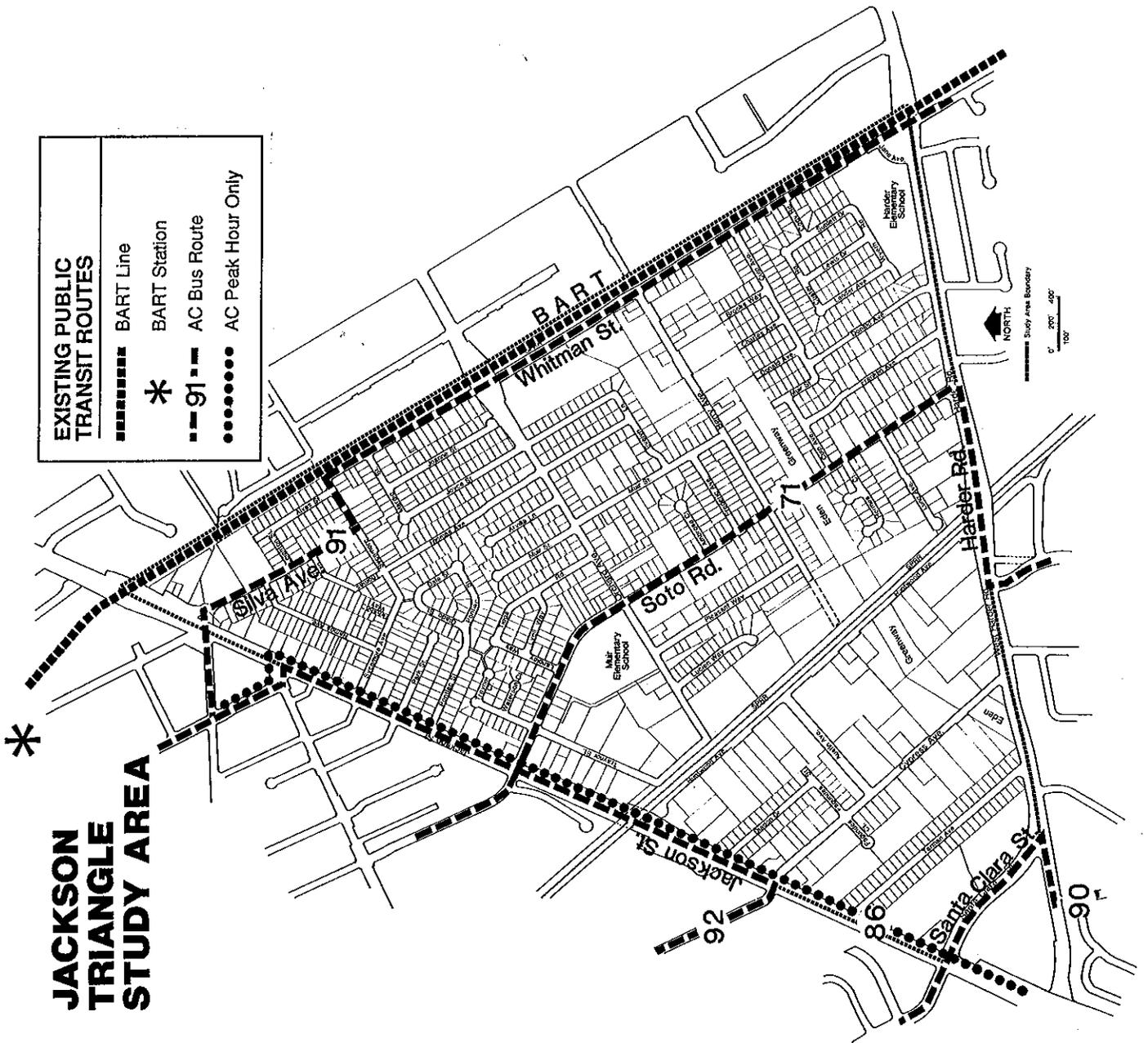
JACKSON TRIANGLE STUDY AREA

SIDEWALKS	
	Existing Sidewalks
	Agreement with City to Install Sidewalks
	No Sidewalks



JACKSON TRIANGLE STUDY AREA

EXISTING PUBLIC TRANSIT ROUTES	
	BART Line
	BART Station
	AC Bus Route
	AC Peak Hour Only



Frequency of Service

Headways (the time between buses on a route) are based on population densities, major activity centers, actual or potential route usage, schedule design considerations, timed transfer considerations, and District resources.

Bus routes servicing the Jackson Triangle area generally operate on a 30 minute frequency. Route #86 (Jackson Street Route) operates during commute hours only.

Bus Stops/Shelters

Bus stops are usually located along the street curb for direct, safe passenger access to and from the sidewalk. Stops may be located on the near-side or far-side of an intersection, or in mid-block locations. As a general rule, bus stops in business districts and in high density residential areas should be 500-750 feet apart. In low density areas, bus stops should be 750-1000 feet apart, or further.

The AC transit bus shelter program has been discontinued due to lack of funds. At this time, no new shelters are planned and existing shelters will not be maintained by the transit district. An advertising shelter program has been implemented in some locations whereby advertisers build and maintain the bus shelter in return for placing their ads on the shelter.

Task Force members are recommending that shelters and benches be provided to encourage bus ridership. At present, not a single bench or shelter is provided in the Jackson Triangle study area. The lack of seating creates difficulties for patrons, especially the elderly, disabled and for parents with young children. Care should be taken to ensure that the benches and shelters are graffiti free.

In addition, parking regulations should be enforced at stop locations to prevent buses from double parking in a position which interferes with traffic movements on the street and to provide more safety for transit patrons.

Bicycle Facilities In Jackson Triangle

The Bicycle Facilities Plan, adopted in 1979, recommended that the City of Hayward recognize the benefits of cycling and encourage the use of bicycles as a means of transportation and recreation in the community. The first and foremost objective of the Plan is to improve the level of cycling safety. Benefits from cycling include health and physical fitness, convenience for short trips and reduced traffic congestion, air pollution and energy consumption. Existing bicycle facilities and proposed additional bikeways, in and adjacent to, the Jackson Triangle area are shown on page 67.

Bike paths (bikeways which are separated from vehicular travel) are provided within some segments of the Eden Greenway. The path is not continuous because the portion of Eden Greenway contained within the Jackson Triangle area is broken up by streets and the SPRR. South of Harder Road, an existing bike path has been built within the Eden Greenway.

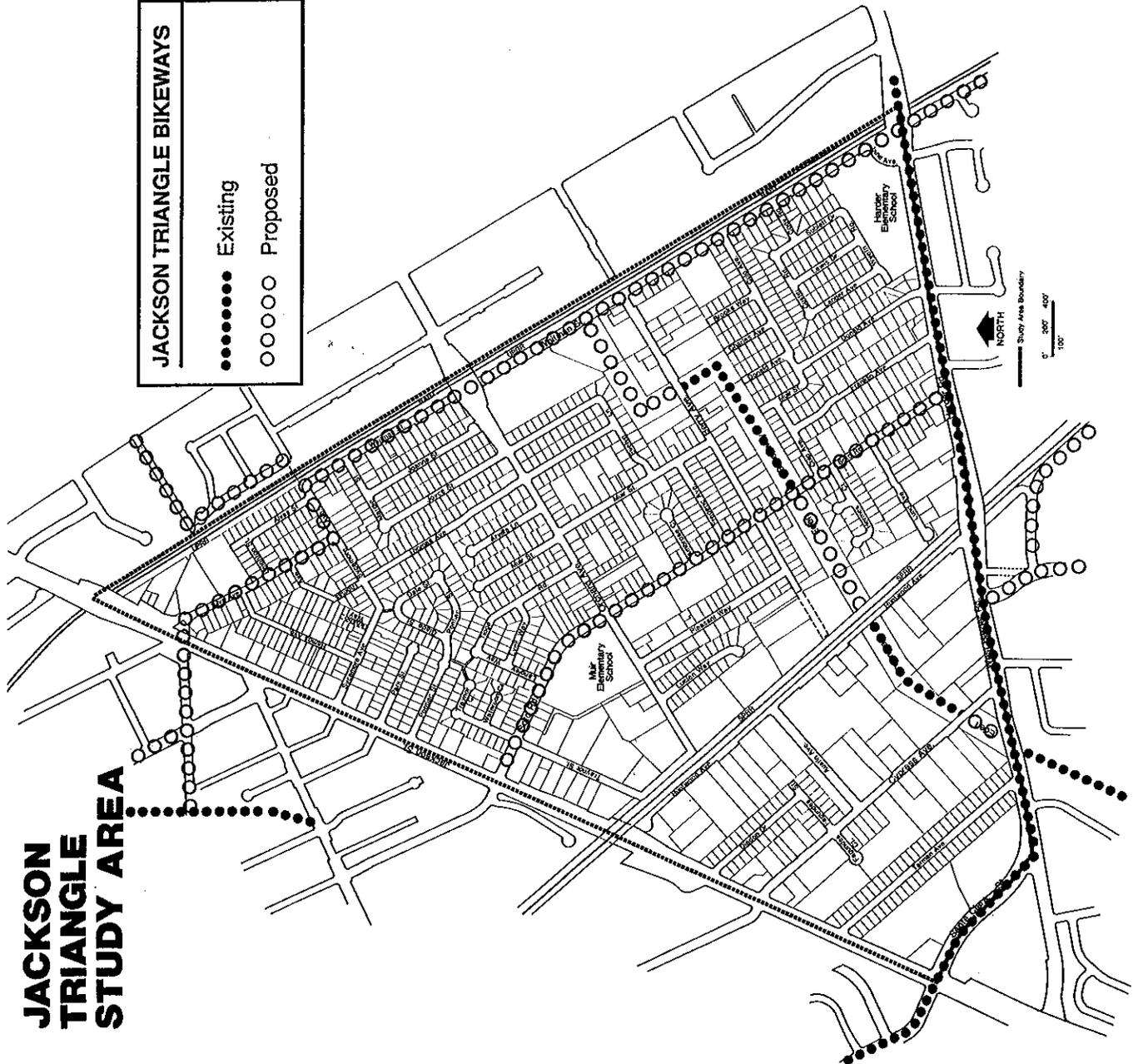
Bike lanes (bikeways which are part of the roadway, identified by pavement markings and signing) are provided along Santa Clara Street and Harder Road. This bike lane facility provides access to Cal State University and the Hayward Hill area and is intended to provide access to Tennyson via the proposed Gading-Patrick route.

The Hayward Bicycle Facilities Plan designates a **bike route** along Whitman to Jackson via Sycamore and Silva. The bikeway constructed along Whitman does not meet bike path design criteria specified by State standards. Therefore, the Bicycle Facilities Plan states that it is Traffic Engineering's recommendation that this bike route not be signed as an official bikeway in the City. The segment of Sycamore between Whitman and Silva is designated as a bike route as is Silva between Sycamore and Jackson Street. This route is intended to serve as a link between the Downtown area (via Grand Street) and Whitman Street.

Task Force members solicited input from the East Bay Bicycle Coalition regarding the routes most used by bicyclists who tour through the area. Improvement of routes which would provide connections to other existing or planned bicycle routes are a priority. Soto Road was identified as a desirable connector. Whitman Street was noted to be a relatively safe street because of the lack of cross-traffic; signing of this route would aid those not familiar with the area; landscaping improvements would make this route more desirable. Orchard Avenue, Berry Avenue and Cypress Avenue should be further evaluated.

JACKSON TRIANGLE STUDY AREA

JACKSON TRIANGLE BIKEWAYS	
●●●●●	Existing
○●○●○	Proposed



PARKS AND RECREATIONAL FACILITIES

Neighborhood Issues

The following concerns were raised at the initial Jackson Triangle neighborhood meeting:

Maintain and Upgrade Existing Facilities

- Eden Greenway needs improvements such as; playground equipment, tennis courts, picnic tables, benches, etc.
- Sidewalks need to be installed on Eden Greenway frontages.
- Park areas need better maintenance; glass present in bark at Cypress/Harder play yard.
- Community garden area is not properly maintained resulting in debris accumulation, weeds, and vehicles double parked. Flea markets should not be allowed at community gardens. Construction of unattractive sheds adjacent to the public right-of-way should not be allowed.

Additional Recreation and Park Facility Needs

- Need more parks in this area.
- Larger parks are needed - tot lots should be included.
- Establish Community Center for youth and senior activities.
- Need skateboard facility in the Eden Greenway.

Existing Jackson Triangle Park Facilities

As the Jackson Triangle Neighborhood developed, no land was set aside for neighborhood or community park facilities. Park and open space areas are provided by the Eden Greenway (18.2 acres), Harder Elementary School and John Muir Elementary School.

The Eden Greenway is a linear park developed within the PG&E Utility Corridor. A total of 18.2 acres are included within the Greenway (5.2 acres are dedicated to community gardens). The lease with PG&E prohibits any improvements which involve flying objects which might hit the transmission lines (e.g., softball, soccer, tennis, kite flying etc.) To date, the Greenway has been developed with two children's play areas, bike routes, two basketball courts, an exercise course, and turfed areas (see pg 75). Between Berry Avenue and Whitman Street the undeveloped Eden Greenway is leased to the Hayward Community

Gardens, a non-profit volunteer organization. Garden plots are leased to primarily low income families. The existing lease expires on September 14, 1994. Development of the unimproved section of PG&E right-of-way east of the Southern Pacific Railroad is not considered feasible unless safe crossings of the drainage canal and SPRR are provided.

The Greenway, included in the City's Bicycle Facility Plan, has been developed with some bike paths. The paths are disconnected at many locations because of streets and railroads which cut across the area. Although classified as a trail in the HARD Master Plan, the Greenway within the Jackson Triangle area functions as a series of local parks.

At Harder Elementary, HARD installed turf, irrigation and play equipment on 2.0 acres to supplement existing school facilities. The school district is responsible for maintenance of these facilities. The Harder School PTA is working to raise funds to upgrade the existing playground equipment. To date, no improvements have been established by HARD at the Muir Elementary School.

Other Nearby Facilities

Park facilities located nearby, but outside of, the Jackson Triangle boundaries include Park School Park (4.63 acres), Schaefer Park (1.4 acres), Sorensdale Park (6.08 acres) and Weekes Park (16.7 acres). Residents within the Jackson Triangle must cross major streets to access these facilities.

Park School Park, located across Jackson Street (behind the Jackson Amador shopping center) provides turf, tot lot equipment and picnic/barbeque facilities. The southwest portion of the Jackson Triangle area is within 1/2 mile of this park.

Schaefer Park, located south of Harder Road offers turf area, a tot lot and picnic/barbeque facilities. The majority of the residential area west of Huntwood Avenue is within a 1/2 mile radius.

Sorensdale Park, located at the terminus of Jane Avenue, has been developed with softball fields, as well as other amenities, and a community center building for the disabled. Most of the Jackson Triangle neighborhood is beyond the 1/2 mile service radius of this local park.

Weekes Park, located on Patrick Road north of Tennyson is developed with a community center, library, softball and tennis facilities as well as other play and recreational improvements. Although the Jackson Triangle study area is within 2 miles of this community park, the area immediately surrounding the park is significantly deficient in park acreage.

Existing Policies and Standards

The Hayward Area Parks and Recreation District adopted a new master plan in March of 1990. The plan will guide the District's acquisition and development programs over the next fifteen (15) years.

Parks and facilities are organized into six categories with recommended standards as follows;

Local parks (including school parks and neighborhood parks)	1.5 acres per 1,000 population
Community parks	6.0 acres per 1,000 population
Other facilities (including community centers and special use facilities)	2.5 acres per 1,000 population
Regional Parks	3.0 acres per 1,000 population
Trails and Bikeways	Not applicable
Total	13.0 acres per 1,000 population

In developed areas, local parks (including school parks) are intended to serve residents within a 1/4 to 1/2 mile radius. Ideally, users should not be required to cross major arterial roads. Community parks are larger and are intended to serve residents within 2-3 miles. Community centers are recommended to be within 2-3 miles of residents.

Recommended standards for sports facilities are as follows:

Lighted softball field	1 : 10,000
Baseball fields	1 : 4,000
Informal Multi-use fields	1 : 4,000
Soccer fields	1 : 10,000
Basketball courts	1 : 5,000
Tennis courts	1 : 6,000

Master Plan recommended improvements for the Jackson Triangle area include a new local or community park, improvement of the HARD facilities at Harder Elementary school, and an on-street bike trail along Huntwood Avenue. HARD staff has indicated that the recommendation for a new park in this neighborhood will be difficult to fund given the cost of land in this mostly developed neighborhood. In areas where affordable vacant land is not available, joint development of school sites are an opportunity to improve available recreation facilities. The recommended trail connection along Huntwood Avenue is not likely given the grade separation at Jackson Street and the planned grade separation at Harder Road.

The need for mini-parks has been identified by many residents in the City. The Master Plan reaffirms HARD's policy not to build mini-parks due to their limited recreation potential and high maintenance cost relative to larger park sites. However, if no other alternative exists, mini-parks will be considered. Local parks are recommended to be a minimum of 3.0 acres in size.

The General Policies Plan recommends the acquisition of small parks and tot lots in underserved neighborhoods, joint use of HARD facilities with the school district and increased private sector support to develop recreational facilities in industrial areas for the use of their employees and the public.

Needs and Deficiencies

The citywide average for local neighborhood park land is 1.7 acres per thousand residents. If all linear and community parks are included in the calculations, the citywide average is approximately 3.62 acres per thousand residents.

The population in the Jackson Triangle area in 1989 is estimated to be approximately 8,200. At build-out under the land use policies of the 1986 General Policies Plan, the neighborhood is projected to have approximately 1000 additional residents.

JACKSON TRIANGLE STUDY AREA PARKS AND RECREATIONAL FACILITIES

Local and Park/Facility	Local Parks	Community Parks
Eden Greenway	13.0*	13.0
Harder Elementary	2.0	2.0
Existing Study Area Total	15.0	15.0
Study Area Population (1989)	8,200	8,200
Acres/1,000 Population	1.83 acres	1.83 acres
Citywide Average Ratio	1.71 acres	3.62 acres
Recommended acres/1,000 population (per HARD Master Plan)	1.50 acres	7.50 acres
"Ideal" Study Area Total		
Per Citywide Average	14.0 acres	29.7 acres
Per HARD Master Plan	12.3 acres	61.5 acres
Additional Acres Needed		
Per Citywide Average	0	14.7 acres
Per HARD Master Plan	0	46.5 acres

* Community Garden acreage not included because use of it is limited to gardening activities.

The figures above indicate that existing local parks in the area are adequate to meet the needs of residents; this is somewhat misleading. The Eden Greenway, making up the vast majority of the local park acreage in the Jackson Triangle, is included because it provides a series of local parks. However, it is important to remember that only limited activities are allowed within the Greenway. Active play typically allowed at local parks such as softball and soccer are prohibited within the Greenway. There are no improved play areas in this neighborhood where organized ball games can be played. According to HARD, competitive team sports facilities are in great demand.

With respect to community parks, the Jackson Triangle study area has a deficit of approximately 15 acres when compared to citywide averages. This deficit increases to over 46 acres when compared to the HARD Master Plan recommended standards. Community

parks are intended to provide a large area of open space to be used for active sports practice and competition, social events, recreation and special events. The park deficit is acute in the southwest portion of the study area (west of the SPRR tracks) where 1,135 dwelling units have been built, housing approximately 2,700 persons. Local park acreage within this area consists of a total of 5.4 acres. An additional 4.3 acres are needed in this vicinity to meet citywide community park averages (approximately 15.0 acres per adopted HARD standard). Additional residential development can be expected to take place as vacant and underutilized property develops. The need for additional park acreage and facilities will become even more acute if improvements are not provided for area residents.

Funding Sources for Park Acquisition and Development

Funding sources for parks and recreational facilities include; Park Dedication In-Lieu Fees, Measure AA Park Bond monies and Community Development Block Grants.

New residential development is required to either dedicate park land or pay in-lieu park dedication fees. Projects with less than 50 units pay in-lieu fees; larger projects may, but rarely do, dedicate park land. Effective May, 1989, the in-lieu park dedication fee was raised from \$500 per housing unit to \$1200 per unit. At that time, it was determined that \$1,200 was the median fee charged by other Bay Area cities. Even so, this amount will cover only about 25% of the cost of acquiring and developing new parkland. Park dedication fees will be reviewed every two years to determine if a rate adjustment needs to be made. The next review will be scheduled during January of 1991.

In compliance with State law, to insure that park dedication fees will benefit the residents of the projects from which the fees are generated, the city has been divided into five park service zones. The Jackson Triangle area is included within Zone C, which is bounded by Jackson Street, the Nimitz Freeway, Tennyson Road, the BART tracks, and also extends east of Mission Boulevard to include the area in the vicinity of Cal State Hayward. As of January 1990, there was approximately \$318,000 available for park acquisition and/or improvements in Zone C. Out of this total approximately \$164,000 will be distributed for the improvements to Skywest Golf Course (regional facility) and expansion of Spring Grove Park (located east of Mission Blvd.). During the past several years, approximately \$100,000 per year was collected from park dedication fees citywide. The amount of fees collected annually has varied widely due to cyclical fluctuations in building activity.

Community Development Block Grants may be used to fund park and recreational facilities in CDBG target areas, however, in the past funds have not been used for this purpose because of the intense competition for funds and the high cost of land acquisition. Current target areas in the City of Hayward include Harder-Tennyson, Burbank, Mt. Eden and Spring Grove. The Citizens Advisory Committee will recommend to Council that the Jackson Triangle area be included as a target neighborhood. The Task Force requested HARD staff to apply for CDBG funds to assist with improvements on existing park and school sites.

In November of 1988, Measure AA (East Bay Regional Park Bond) passed resulting in over \$6 million to be used for park acquisition and improvements. These funds are administered by the Hayward Area Recreation and Park District. The City of Hayward will receive approximately 55% of the total HARD allocation. Distribution will occur in two 3-year phases: Phase I (1989-92) and Phase II (1992-95). Phase I funds have been designated for projects in the Burbank and Tennyson-Alquire areas. Phase II projects will be evaluated in the next 2-3 years.

Evaluation of Alternatives

Everyone agrees that the Jackson Triangle area is deficient in park space; not everyone agrees on the priorities for future park improvements. Decisions about priorities are difficult because they involve trade-offs. If available funds are used to purchase additional land, it may mean that actual park improvements will be years away. If funds are used to improve the Greenway and school sites within the area, it may mean that the opportunity to acquire additional land will be lost. Task Force members walked the existing park and open spaces and listened to community and staff input before making their recommendations.

The top priority in the Jackson Triangle area is to develop Harder Elementary and John Muir Elementary school sites with additional recreational facilities. HARD has indicated that adequate room is available to provide softball and soccer fields at both schools, as well as additional playground structures. Development of the school sites will provide the most "bang for the buck"; HARD has indicated that improvements could be installed as early as next fiscal year. Both school sites are currently in poor condition; play fields are covered with weeds, dirt and potholes. Improvement of the school sites will make a major difference on a daily basis to the 1200 school children attending Harder and John Muir Elementary schools. The improved recreation areas would be accessible to area residents after school hours, on weekends and during the summer. The Task Force has recommended that both HARD and the Hayward School District consider allowing a portion of the play area to be used by the general public during school hours to allow mothers and daycare mothers to bring preschool children to the play area during the day. Maintenance responsibilities need to be defined and followed through on, to ensure that the improvements are well maintained.

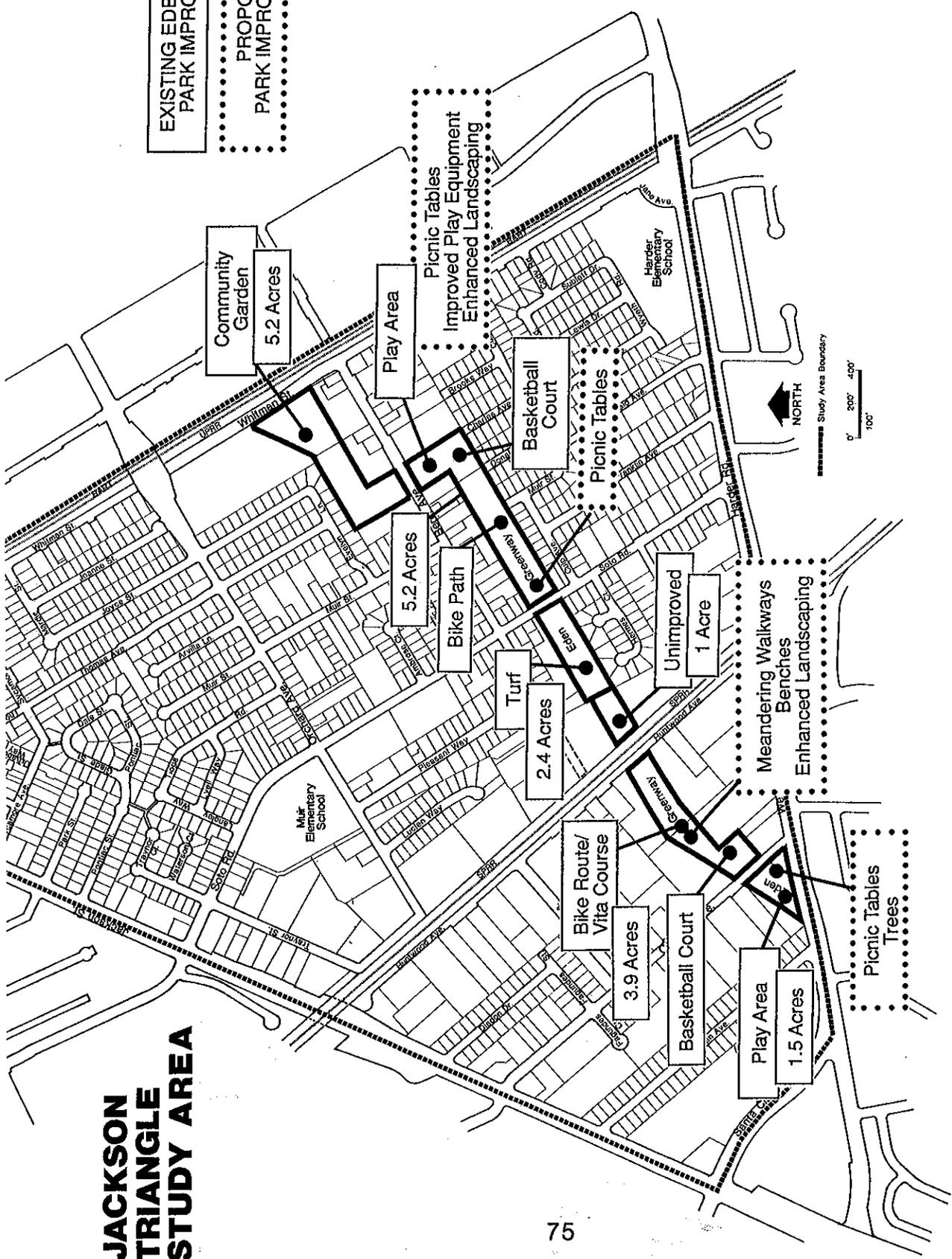
When reviewing potential future park sites, a number of factors were considered, including: access, visibility, size, street frontage, location relative to other amenities and potential for development. The advantages and disadvantages of five sites were seriously considered; of these the Fujii Nursery/Yoshioka properties on Orchard Avenue at Soto Road and Parcels 444-15-15 through 17 on Orchard Avenue next to Muir Elementary were preferred. The Fujii Nursery/Yoshioka site contains approximately 4.5 acres. This site has good frontage and visibility. Development of a community center was discussed.

A drawback to this site is the fact that, without expansion, it is too narrow to be developed with softball fields. The Orchard Avenue site, located adjacent to John Muir Elementary, contains approximately 3.3 acres. Development of this site, in conjunction with the school site has potential. The existing fenced drainage ditch separating these properties would need to be addressed. Limited funds along with expensive land values may mean that improvement of these sites would be postponed.

Improvements to the Eden Greenway are suggested to increase recreational opportunities. A basketball court was recently installed in the Greenway east of Cypress Avenue. Additional improvements recommended by the Task Force include: picnic tables near the play equipment on Berry Avenue and Cypress Avenue; meandering walkways with benches; play equipment east of Soto Road; supplemental play structures on Berry Avenue and enhanced landscaping within the Greenway as well as along the street frontages. The Community Garden should be retained because of the benefit it provides to low income persons, retired seniors and other Hayward residents who lack garden space where they live. Task Force members recommend that future lease renewals be made contingent upon adequate maintenance of the site. In addition, they propose that guidelines be drafted to ensure that tool sheds or other structures be located to minimize visibility from public right-of-ways. Care should also be taken to ensure that these structures do not create an eyesore for residents living next to the Gardens.

JACKSON TRIANGLE STUDY AREA

- EXISTING EDEN GREEWAY PARK IMPROVEMENTS
- PROPOSED PARK IMPROVEMENTS



PUBLIC SAFETY

Neighborhood Issues

The following issues were raised at the initial Jackson Triangle neighborhood meeting:

- Speeding. Stricter enforcement of speed limits is desired on local residential streets as well as major streets like Soto Road and Whitman Street. Police pursuits were noted to be a problem.
- Crime. Drug dealing is of concern to the area; gangs or groups of kids create disturbances (noise, car stereos, etc.) and car burglaries are a problem for area residents.
- Additional police presence, improved response times and more neighborhood watch groups are needed.

Police Services

The Police Department monitors law enforcement by keeping detailed records of crime statistics. Areas with higher rates of crime are targeted to concentrate enforcement efforts until the crime rate is reduced. Reported crimes, calls for service and police response times in the Jackson Triangle study area are considered "average" when compared to citywide figures.

Crime statistics indicate that during 1989, there were 20 robberies (personal property taken from someone by violence or threat), 134 burglaries (someone breaks into a building or dwelling with the intent to steal), 33 auto burglaries (vehicle is broken into) and 35 auto thefts (the car itself was stolen) in the Jackson Triangle study area. Most of the robberies occurred at commercial establishments such as convenience stores and gas stations.

From October to mid-December 1989 there were a total of 1,378 calls for service from residents and police officers. Of these calls, 23 were Priority One (violence or criminal activity in progress) and 11 were Priority Two (suspicious activity).

Response times in the Jackson Triangle area averaged 2 minutes 4 seconds for Priority One calls (compared to the citywide average of 1 minute 37 seconds) during the last quarter of 1989. Priority Two response times in the study area averaged 3 minutes 42 seconds (compared to the citywide average of 2 minutes 22 seconds). The Hayward Police representative noted that the somewhat longer than average response times in the Jackson Triangle study area are partially a function of winding streets and cul-de-sacs.

Crime Prevention

During 1987-88, the Hayward Police Department targeted the Jackson Triangle study area for a Neighborhood Crime Impact Project. This neighborhood was identified for a number of reasons, including the substantially higher incidence of residential burglary and the increase in commercial burglaries. In 1986, the area experienced 13.9 residential burglaries per 1,000 persons (vs. 10 per 1,000 citywide). Commercial burglaries increased from 2.4 per 1,000 in 1985 to 5.3 per 1,000 in 1986. Overall, the Part 1 crime rate average in the Triangle area was lower than the citywide average. Part 1 crimes include robberies, burglaries, auto burglary/theft, drugs and other felonies.

Factors contributing to the crime rate in the study area include increases in the elderly populace, a high rate of unemployment among the youth, the relatively transient population, and the low median income. To deal with these problems, the department focused on reducing residential burglaries (Neighborhood Watch, Operation Identification, Videotaping Valuables), providing employment for youth (Community Jobs Program), and working with the elderly (Senior Safety). To reach the area's minority population, which is predominately Hispanic, the Department established a Spanish speaking bureau to promote crime prevention programs to the Spanish speaking community.

In addition to law enforcement, the Hayward Police Department takes an active role in crime prevention. 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 Jackson Triangle study area has 19 active Neighborhood Watch groups (13 of these are located in single-family areas).

Improvement Goals

Jackson Triangle residents are concerned about the number of crimes occurring in their neighborhood and noted special concerns about the occurrence of drug dealing and drug related crimes (especially in areas with a high concentration of apartments). Residents desire better than "average" service and a lower than "average" crime rate. Task Force members recommend additional police personnel be hired to improve police service and to enhance preventive programs.

JACKSON TRIANGLE STUDY AREA

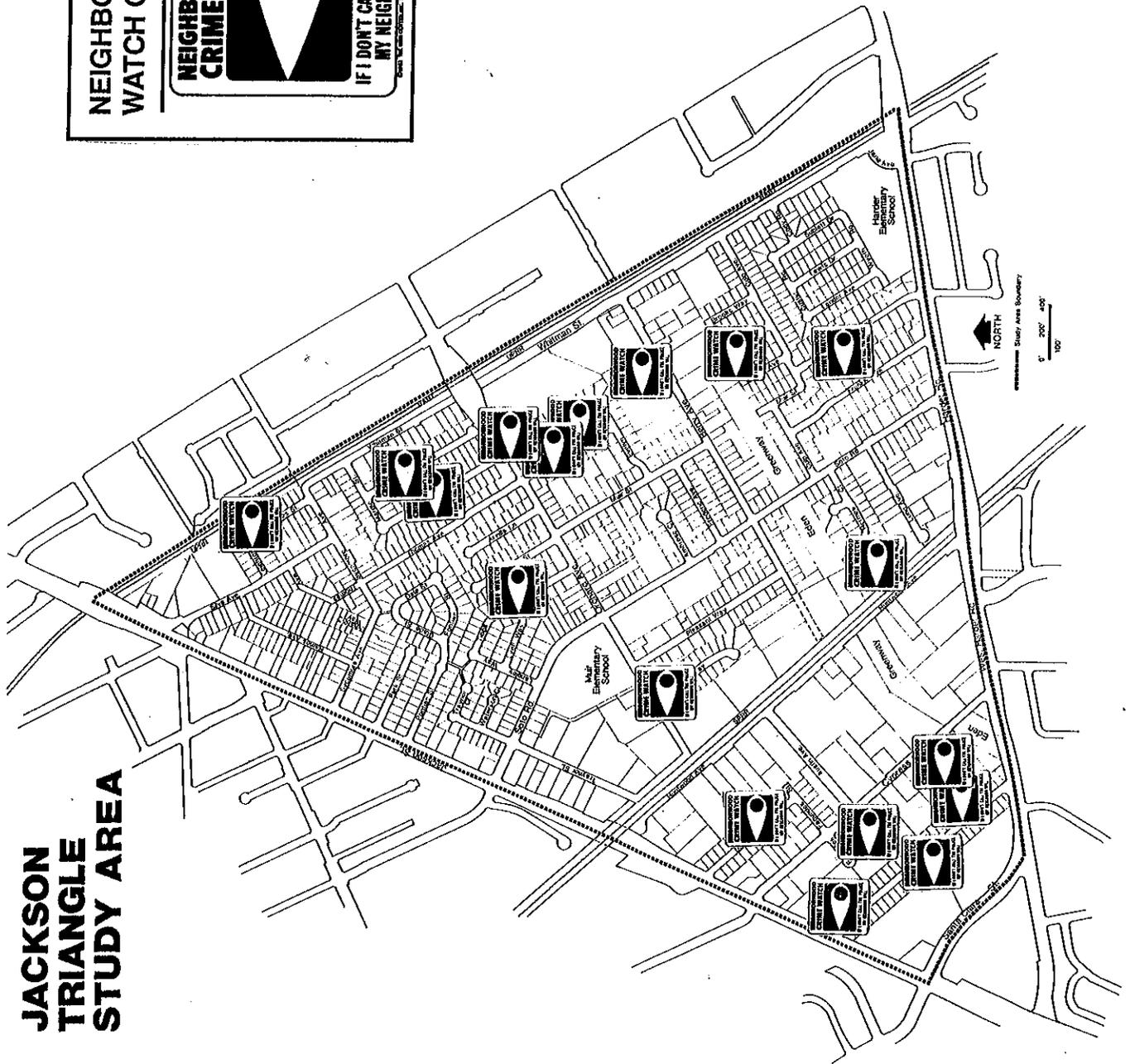
NEIGHBORHOOD WATCH GROUPS

NEIGHBORHOOD CRIME WATCH



IF I DON'T CALL THE POLICE MY NEIGHBOR WILL

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FIRE PROTECTION

Fire Services

There are currently six (6) fire stations and ten (10) fire companies serving the City of Hayward. An additional fire station is planned for the Tennyson-Alquire neighborhood. The fire companies are of two basic types, engine companies which are responsible for supplying water and extinguishing the fire (put the wet stuff on the red stuff), and truck companies which are responsible for providing the equipment to make forcible entries, ventilating roof areas to release combustible smoke and gasses and providing ladders and personnel to conduct search and rescue operations.

The Jackson Triangle study area is primarily served by Fire Station #2 (located on Harder Road) which has two engine companies and Fire Station #1 (located at "C" and Main Streets) which has one truck company. Adequate services and facilities are available to serve the area.

Response times are monitored by the Fire Department as an indicator of the level of service provided. Three objectives serve as 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 fire fighters) on the scene within 5 minutes to 90% of all emergency medical calls; 2) first engine company (3 fire fighters) 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. The Jackson Triangle study area is within the acceptable five-minute response time performance standard for fire engine/emergency medical companies and within the ten-minute response time standard for fire trucks.

Hazardous Materials

Hazardous material usage is monitored by the Fire Department. Inspections are made of facilities handling hazardous materials to check storage conditions, safety mechanisms, and travel routes. No properties within the Jackson Triangle area handle acutely hazardous materials.

The Fire Department is concerned about any significant amounts of hazardous materials within 500 feet of residential areas unless they are in monitored underground tanks. To address this concern, a buffer zone between properties which use significant amounts or types of hazardous materials (heavy industrial) and those which allow only minimal hazardous materials (residential) is being proposed. A buffer zone could be established by the creation of a "light" or "limited" industrial zoning district. The uses which would be permitted, the amount/type of hazardous materials to be allowed and other performance standards are being reviewed. The Limited Industrial district which Hayward now has allows no hazardous materials as defined by the Hazardous Materials Storage Ordinance.

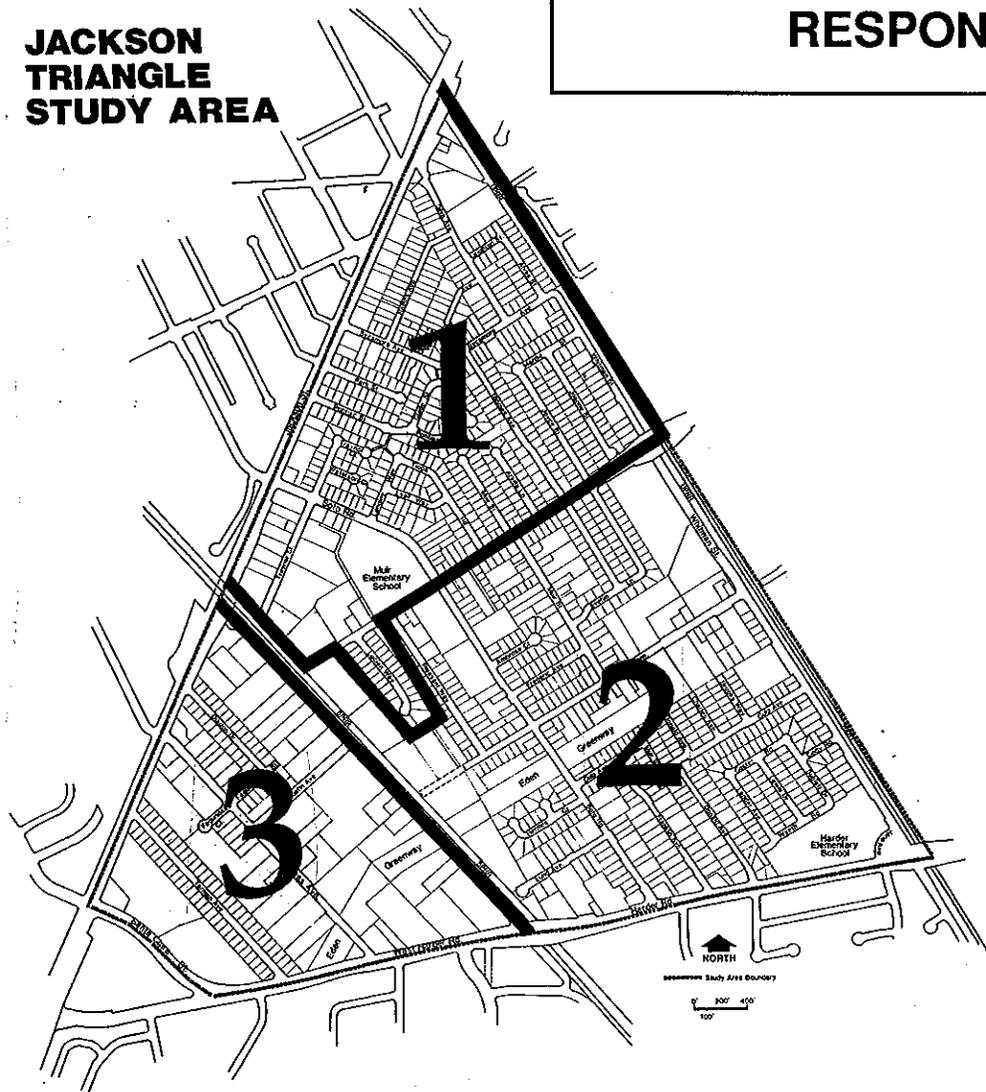
Emergency Preparedness

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.

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.

STRUCTURAL FIRE RESPONSE

JACKSON TRIANGLE STUDY AREA



1. **Response area for Fire Station #1 ("C" and Main Streets) -** two engines and one ladder truck. Backup engines (2) from Fire Station #2 and one truck from Fire Station #6.
2. **Response area for Fire Station #2 (360 W. Harder Rd.) -** two engines and the ladder truck from Fire Station #1. Backup engines (2) from Fire Station #1 and one truck from Fire Station #6.
3. **Response area for Fire Station #2 with two engines and one ladder truck from Fire Station #6 (W. Winton Ave.).** Backup engines (2) and one ladder truck from Fire Station #1.

NEIGHBORHOOD APPEARANCE

Neighborhood Issues

Concerns raised at the initial Jackson Triangle Neighborhood Meeting during October 1989 included the following:

1) **Private and public property needs to be better maintained.**

Abandoned vehicles, graffiti and other junk stored in front yards and along public rights-of-way give a poor appearance to the neighborhood. Specific mention was made about the Community Garden Facility and the Orchard Avenue underpass. Lack of property maintenance by owners of rental property was also noted.

Debris along RR right-of-way is unsightly and often hazardous.

2) **Public services and facilities need to be improved and better maintained.**

Issues identified include:

Street Trees: More trees are desired, existing trees need better maintenance, existing damage to sidewalks due to tree roots needs to be repaired and future damage prevented.

Median island landscaping needs upgrading.

Streets are not cleaned adequately.

Undergrounding of utilities is desired.

3) **Community Character**

Entry signage on Jackson Street at I-880 is desired.

Preserve view of hills.

Maintenance and Improvement of Private and Public Properties

The Community Preservation and Improvement Division was formed in response to the perceived need citywide for better coordination of private property maintenance issues. On January 10, 1989 the City Council adopted the Community Preservation and Improvement Ordinance to "eliminate conditions on properties in the City which are detrimental to the health, safety and welfare of residents thereof, to neighboring occupants or properties and the municipal welfare".

This ordinance makes it unlawful for any person who owns, rents or occupies property to allow any of the following to occur:

- The exterior accumulation of dirt, litter or debris on the property;
- Clotheslines or clothes hanging in front or side yards, porches or balconies;
- Trash, junk, discarded furniture, shopping carts, etc., stored in yards for an unreasonable period;
- Attractive nuisances dangerous to children including abandoned equipment, refrigerators and excavations;
- Overgrown vegetation likely to harbor rats or obstructing necessary view of drivers or hazardous trees, weeds etc., which are unsightly;
- Graffiti on exterior of building or fence for an unreasonable period of time;
- Dismantled or abandoned boats, trailers, vehicles, or parts; or vehicles in areas other than the paved driveway;
- Camper shells which are left for an unreasonable period of time in area visible from public street; and
- Abandoned buildings or buildings which are unpainted or where the exterior paint is mostly worn off.

Lack of property and building maintenance is evident throughout the neighborhood. These eyesores affect the quality of life for residents. The Jackson Triangle Task Force discussed existing problems and looked at various ways to improve the appearance of their neighborhood. They requested immediate action on some of the identified problems and have worked with staff to look for solutions to chronic problems in the neighborhood. The Task Force strongly urges the City Council to select the Jackson Triangle study area as the next Community Preservation and Improvement "target" area. Emphasis should be placed on assisting residents to voluntarily clean-up their properties. Caltrans should be encouraged to adequately maintain landscaping at Jackson Street underpasses.

Landscaping in Public Rights-of-Way

Jackson Street and Harder Road Median Landscaping

The Landscape Beautification Plan (adopted October 1987) is the master plan for streetscape improvements along twelve major thoroughfares in the City of Hayward. The plan provides general standards and guidelines that are used when reviewing streetscape elements of private development projects and public landscape improvements.

With regard to the Jackson Street median, the Landscape Beautification Plan recommends in-fill planting within the median. Specifically, small scale flowering trees, shrubs, and special paving are recommended in narrow median areas. Canopy trees, low shrubs, and groundcover plantings are recommended to fill in the existing gaps. The Landscape Maintenance Division is completing an upgrade of the Jackson Street median. In total, 31-15 gallon trees and 70 five gallon shrubs have been planted. A total of 12 small trees in poor condition were removed. The final phase of this project will include application of 3-4" of bark ground cover.

Included within the current Capital Improvement Program (CIP) are two projects located within the Jackson Triangle area. The Harder Road Median Landscaping project will result in the installation of an irrigation system, additional trees, shrubs, decorative paving and mulching between Jackson Street and Westview (east of Mission Blvd.). The landscape treatment will be similar to the Tennyson Road project recently completed, however, due to median restrictions, there will be fewer trees. This project will begin in October 1990.

The second project scheduled in the CIP is the Jackson Street grade separation tree planting. This project calls for planting of groupings of evergreen and flowering trees and irrigation at the BART and Southern Pacific undercrossings on Jackson Street. The City is currently negotiating with Caltrans regarding maintenance responsibilities.

Street Trees

The Tree Maintenance Program of the Landscape Division is responsible for the maintenance of 30,000 City street trees. At present, the four (4) tree crews annually prune about 3,500 trees. With the current tree population, it takes 8.6 years to completely prune the City's urban forest. In an urban setting, street trees should be pruned every three (3) to six (6) years to maintain a service level where trees are safe, attractive and contain small amounts of dead wood. Some of the varieties we have, require pruning every 1.5 to 2 years due to their rapid growth. The 8.6 year pruning cycle is adjusted for those areas that have the rapid growth rate to provide a uniform service level in all areas. Based on a 3 to 6 year optimum pruning cycle, we are two times the optimum. Almost 300 new replacement street trees are planted each year, but replacement is not keeping pace. Trees planted in public rights-of-way are maintained by the City.

As evidenced all over the City, large canopy trees (e.g., Camphor, Fruitless Mulberry, Liquid Amber) growing in narrow planter strips in some cases have resulted in uplifted sidewalks. A root control program is underway to minimize sidewalk damage, and hence costs to the property owner. In some cases, a root pruner can be used which prunes off the roots along the sidewalk. A plastic root barrier is then installed below ground to guide tree roots down, rather than out under sidewalks. When new trees are to be planted within the planting strips, more appropriate varieties are chosen.

Concern about the cost of street tree maintenance and sidewalk damage caused by roots led to the elimination of the planting strip. Since 1977, Council policy has dictated that sidewalks be placed next to curbs, street trees are planted in the front yard area and telephone poles and traffic signs are placed in surplus public right-of-way or public utility easements located behind sidewalks.

The Landscape Beautification Plan and Zoning Ordinance are two city documents which serve as guidelines for landscape improvements to public and private property. The zoning ordinance requires a minimum of one street tree per 20-40 lineal feet of commercial or multi-family residential frontage. Single-family developments are required to plant a street

tree within the front yard of each lot or at a minimum of one tree per 50 lineal feet (for lots greater than 50 feet in width). The City's tree preservation ordinance requires that property owners apply for a permit to remove trees with a circumference of 30" or more.

This neighborhood desires to establish street trees that will create a distinctive theme for the Jackson Triangle area. Recommendations only pertain to the major collector streets or the most heavily travelled streets in the neighborhood. These streets largely define the visual character of the neighborhood, making establishment of a consistent theme tree especially important. A street tree planting program should place priority on tree planting along Soto Road, Sycamore Avenue, Silva Avenue, Whitman Road, Orchard Avenue, Berry Avenue, and Cypress Avenue to effectively upgrade the image of the neighborhood.

Site factors that influence the selection of street trees include: the existing street width; the adjacent land use and building setbacks; existing street trees (if any); width of existing planter strips; and location of overhead utility lines. The following general guidelines should also be considered when making street tree recommendations: a maximum of two tree varieties should be selected for each street to create a strong unified theme; different trees for each street should be chosen to promote variety within the neighborhood; trees should be chosen to avoid future sidewalk and curb damage; selections should consider site adaptability, drought tolerance, branching habit and canopy form, maintenance requirements, and consistency with existing street trees.

A survey of existing street trees shows that the neighborhood is clearly devoid of street tree planting along the main collector streets, resulting in a very stark appearance. Several of the minor streets exhibit attractive street trees. Consistent tree planting would greatly enhance the "liveability" of the neighborhood and should be one component in an overall program for upgrading the aesthetics of the area.

The City's Landscape Superintendent has indicated that based on their current service level, they cannot implement a tree planting program in the Jackson Triangle area. Concern was also raised about developing a tree plan for this study area in advance of the citywide plan (to be developed after the tree inventory is completed in approximately six years).

Street Sweeping

The Public Works Department is responsible for the ongoing street sweeping program. Presently, most streets are cleaned approximately every three weeks. Variations in the schedule may be caused by a variety of factors including the amount of leaf droppings along some streets and mechanical problems. In areas where there are no curbs and gutters, street sweeping is not as effective.

Residents in many of Hayward's neighborhoods have expressed concern that vehicles parked on the street during cleaning times are reducing the effectiveness of the street sweeping program. Area residents have suggested that the City post the street cleaning schedule and enforce the "no parking" restriction during the time posted for cleaning.

In response to resident concerns, the City Council authorized several trial programs in recent years in the Harder-Tennyson area. In one of the trial runs, all vehicles were prohibited from parking on one side of the street during street sweeping hours. Appropriate warning was given to vehicle owners of the parking prohibition and in the third month vehicles illegally parked received citations and were towed. After evaluating the results of the trial programs, Staff concluded that measures short of mandatory tow-away had little effect on clearing the streets of parked vehicles during the sweeping hours. Program costs were estimated for signing, citing, towing, and new sweepers which would be needed to accompany such an effort on a citywide basis. In 1986, these costs were estimated at \$767,000, with annual operating costs of \$258,000. At that time, it was decided that the program was too costly to warrant expansion on a citywide basis.

As an alternative, Staff proposed adding a water flushing truck to provide uniform cleaning around parked vehicles. The water truck follows the sweeper and flushes the entire curb lane.

The Jackson Triangle Task Force shares the dissatisfaction with the current state of street sweeping expressed by residents at numerous task force meetings. Information on street sweeping practices in other nearby cities was solicited. Possible suggestions for improving the effectiveness of Hayward's program include:

- o Posting the street sweeping schedule on signs in the neighborhoods.
- o Issuing citations to vehicles not in compliance with the "no parking signs."
- o Publishing the street sweeping schedule in a local newspaper, city published document or on water or garbage bills.
- o Maintain an additional sweeper to keep on schedule.
- o Set-up a regular schedule so residents know when to expect street sweeping (e.g., third Monday of the month).
- o Operate sweepers solo unless tandem sweeping necessary due to heavy concentrations of leaves, gravel, etc.
- o Budget replacement of older sweepers when maintenance costs become excessive.

Task Force members strongly urge that improvements to the street sweeping program be implemented. They recommend that a regular schedule be set up and adhered to and that residents be informed as to when they can expect their street to be cleaned. This would allow residents who want to move their vehicles off the street to know when to move them. Since the current schedule is not advertised, residents must call in to find out when their street is to be swept. Given busy lifestyles, this system is not practical. Consistency is important to encourage compliance, so the Task Force recommends that needed personnel and machines be provided to insure that the advertised schedule is maintained on a regular basis, and that parking restrictions be enforced.

Undergrounding Utilities

The Department of Public Works is responsible for working with Pacific Gas and Electric, as well as other utilities, to underground overhead facilities. Funds for undergrounding, known as "Rule 20" funds, are obtained from PG&E according to a yearly allocation system. Money for undergrounding in Hayward currently accumulates at \$450,000 per year. The yearly allocation is adjusted after each five-year cycle. PG&E Rule 20 funds can be used to replace existing overhead distribution facilities with underground facilities along public streets provided that the undergrounding is in the general public interest for one or more of the following reasons:

- 1) Such undergrounding will avoid or eliminate an unusually heavy concentration of overhead distribution facilities;
- 2) Said street is extensively used by the general public and carries a heavy volume of pedestrian or vehicular traffic;
- 3) Said street adjoins or passes through a civic area, public recreation area or an area of unusual scenic interest to the general public.

Priorities for the expenditure of Rule 20 monies are established by the City Council and have concentrated on the Downtown area of Hayward and on the major arterial streets leading into the Downtown area. Priorities can be adjusted to maximize the benefit which can be realized when undergrounding is done in conjunction with major street improvement projects. Current City priorities for use of available funds are Foothill Boulevard (between Hazel Avenue and the northerly City limits), "D" Street (between Grand Street and Second Street) and West "A" Street (between Interstate 880 and Hesperian Boulevard). These projects will use up the available funds through 1990-91. Given current priorities, Jackson Street will probably not be undergrounded for at least 15 years.

Since 1978, all new subdivisions in Hayward have been required to install on-site electric, telephone and cable TV lines underground. In recognition that the aesthetic aspects of development affect quality of life for residents, some cities require all new development, as well as redevelopment projects, to underground on-site utilities and utilities in the adjacent public right-of-way. To improve the effectiveness of this program and to make it as equitable as possible, a fee program can be established, whereby as an alternative to actual undergrounding, development projects are conditioned to pay in lieu fees for the undergrounding of utilities.

The Task Force recommends that the City assign a high priority to undergrounding utilities on Jackson Street in recognition of its importance as a major City entrance into the City of Hayward. It is also recommended that undergrounding of utilities on Soto Road be considered with the construction of street improvements.

Recycling

A new bill (AB939) requires cities and counties to reduce their solid waste at a rate of 25% by 1995 and 50% by the year 2000. Failure to achieve these goals may result in fines up to \$10,000 per day. The City of Hayward is actively working on ideas to meet these requirements.

The Jackson Triangle Task Force would like to encourage the implementation of a curbside recycling program as part of overall city efforts. Curbside programs can be effective in recycling beverage containers, food packaging, newspapers, etc. which saves money, energy, natural resources and landfill space.

The Task Force is also concerned about the proliferation of Styrofoam containers. Styrofoam is non-biodegradable, takes up a significant amount of landfill space and is frequently a major component of litter. Some cities have banned the use of Styrofoam in their community. The economic and environmental effects of such an action needs to be carefully considered. Jackson Triangle Task Force members are recommending that Hayward consider banning Styrofoam containers. It is hoped that a citywide review of this environmental issue will raise that level of awareness regarding the need for preserving our environment.