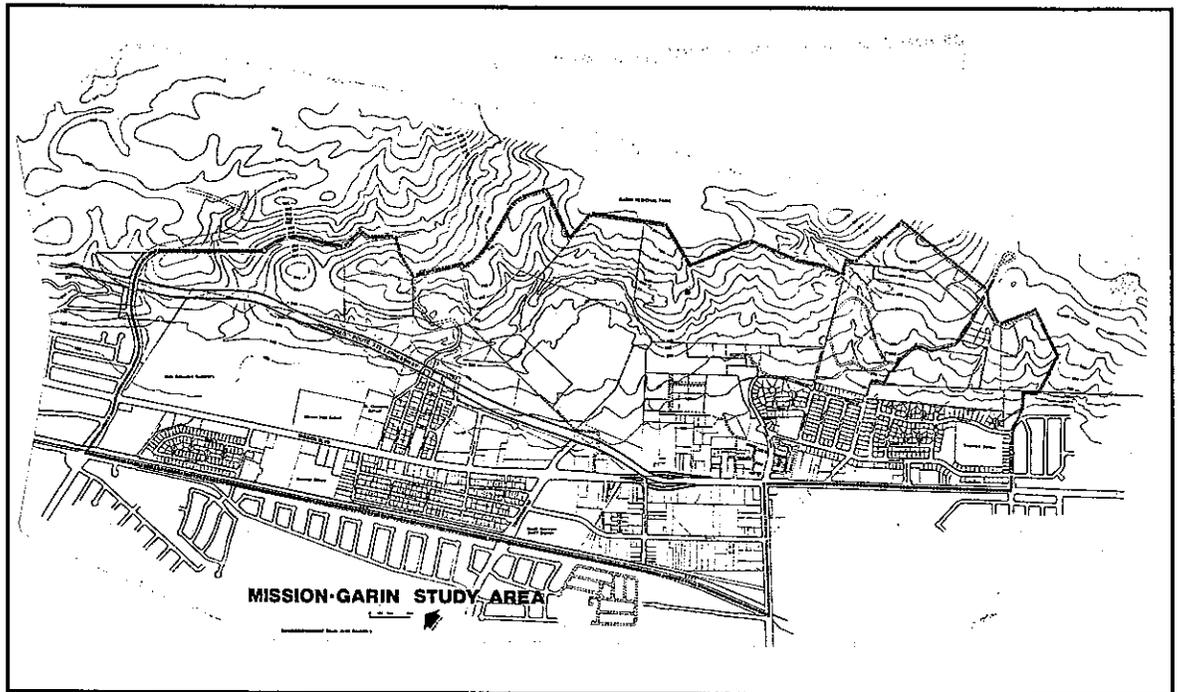


MISSION-GARIN NEIGHBORHOOD PLAN



HAYWARD, CALIFORNIA

Adopted by City Council
Resolution No. 87-123
May 19, 1987, and
Resolution No. 87-219
August 4, 1987

City of Hayward
Neighborhood Planning Program

FINAL

**MISSION-GARIN
NEIGHBORHOOD PLAN
and
ENVIRONMENTAL IMPACT REPORT**

Mission-Garin
Neighborhood Plan Task Force
City of Hayward Planning Department

Approved by Task Force
March 18, 1987

Approved by Planning Commission
April 9, 1987

Adopted by City Council
Resolution No. 87-123, May 19, 1987, and
Resolution No. 87-219, August 4, 1987

CITY OF HAYWARD
NEIGHBORHOOD PLANNING PROGRAM

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MISSION-GARIN STUDY AREA
Draft Plan

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PREFACE

A. OVERVIEW OF NEIGHBORHOOD PLANNING PROGRAM

The City of Hayward Neighborhood Planning Program was approved by City Council on May 13, 1986. Over the next five years, neighborhood plans will be prepared for all residential and commercial areas within the city's planning area. The schedule and study area boundaries are shown in Figure 1.

The purpose of the Neighborhood Planning Program (NPP) is two-fold: 1) to provide a bridge between the General Plan and specific development and improvement projects; and 2) to provide for greater involvement of citizens in the planning process. As a bridge, the Neighborhood Plan serves as a refinement of the General Plan in two different ways.

First, the Neighborhood Plan provides a detailing of the General Plan through application of general, city-wide policies to a specific area. It allows for consideration of local issues identified in the neighborhood which are not otherwise addressed in the General Plan. It can serve as the vehicle for achieving greater consistency between existing zoning and the General Plan. The Neighborhood Plan will probably result in recommendations for amendments to the General Plan since it is based on a more detailed study by residents and property owners from the area.

Second, the Neighborhood Plan concentrates on short-term implementation measures in addition to long range planning which assist in fulfilling the longer-range policies and programs of the General Plan. Consequently, it can provide for coordination of programs for improvements within the neighborhood by emphasizing specific actions to be undertaken (who, what, where, when, how much). Such programs can include capital improvements, circulation improvements, commercial and residential revitalization programs, application of design guidelines, etc.

Adoption of a Neighborhood Plan by the City Council will largely determine what development controls and improvements will be implemented in the neighborhood over the short-range to mid-range planning period. Consequently, it is essential that strong neighborhood support for the implementation of the plan be developed during the process of preparation and approval.

B. MISSION-GARIN STUDY AREA AND PROCESS

The Mission-Garin Study Area is located in southeast Hayward and comprises approximately 1220 acres. It includes the area south of Harder Road, east of the BART tracks, west of the Cal-State Hayward campus and Garin Regional Park, and north of Industrial Parkway (west of Mission Boulevard) and Fairway Street (east of Mission Boulevard). See Figure 2.

On July 16, 1986, the City sponsored a neighborhood meeting in the area 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 August 5, 1986, the City Council appointed a 15-member task force, and the first meeting was held on September 3, 1986. The task force identified major issues and areas of concern for further study based on comments received

at the neighborhood meeting. The areas of concern are depicted in Figure 2. Major issues revolve around traffic, amount and type of development, design of new development, preservation of open space, and appearance of Mission Boulevard.

Through September and October, the Task Force reviewed and discussed background papers presented on identified areas of concern. The task force considered various alternatives for addressing the major issues. A report, Summary of Issues and Alternatives, was prepared for public review and comment.

On November 19, 1986, a neighborhood meeting was sponsored by the Task Force to obtain comments on the issues and preferred alternatives. The task force subsequently refined the land use alternatives for further study and directed staff to prepare an initial preliminary draft report.

During January and February, the Task Force reviewed and discussed the draft report. The report presented more detailed analysis of alternatives and served as the document from which the Task Force selected its preferred alternative and formulated detailed policies and strategies for its implementation. A revised Preliminary Draft Plan was prepared for public review and comment.

On March 11, 1987, the Task Force presented its recommendations at a neighborhood meeting. On March 18, 1987, the Task Force approved this final Draft Neighborhood Plan for forwarding to the Planning Commission and City Council.

C. ORGANIZATION OF DRAFT NEIGHBORHOOD PLAN:

The Preface provides an overview of the neighborhood planning process and major issues in the study area. Chapter I contains a summary of the plan recommendations, including the preferred land use alternative and present policies and strategies for its implementation. A description of the environmental setting is provided in Chapter II. The major issues are more fully discussed in the remainder of this report. Within each chapter, there are sections on related General Plan policies and strategies, further background on the particular issues and analysis of impacts associated with the proposed land use alternatives.

Chapter III, Land Use Considerations, addresses housing needs and potential within the study area and examines types of residential and commercial development by subarea. It also presents the proposed land use alternatives to the existing General Policies Plan.

Chapter IV, Traffic and Circulation, addresses the various alternatives now under study for the proposed Route 238 Corridor, as well as improvements in the local circulation pattern. It also discusses traffic impacts related to the proposed land use alternatives.

Chapter V, Public Services and Facilities, addresses issues related to parks and schools; water, sewer, and drainage; fire protection, earthquake preparedness; and other miscellaneous city services.

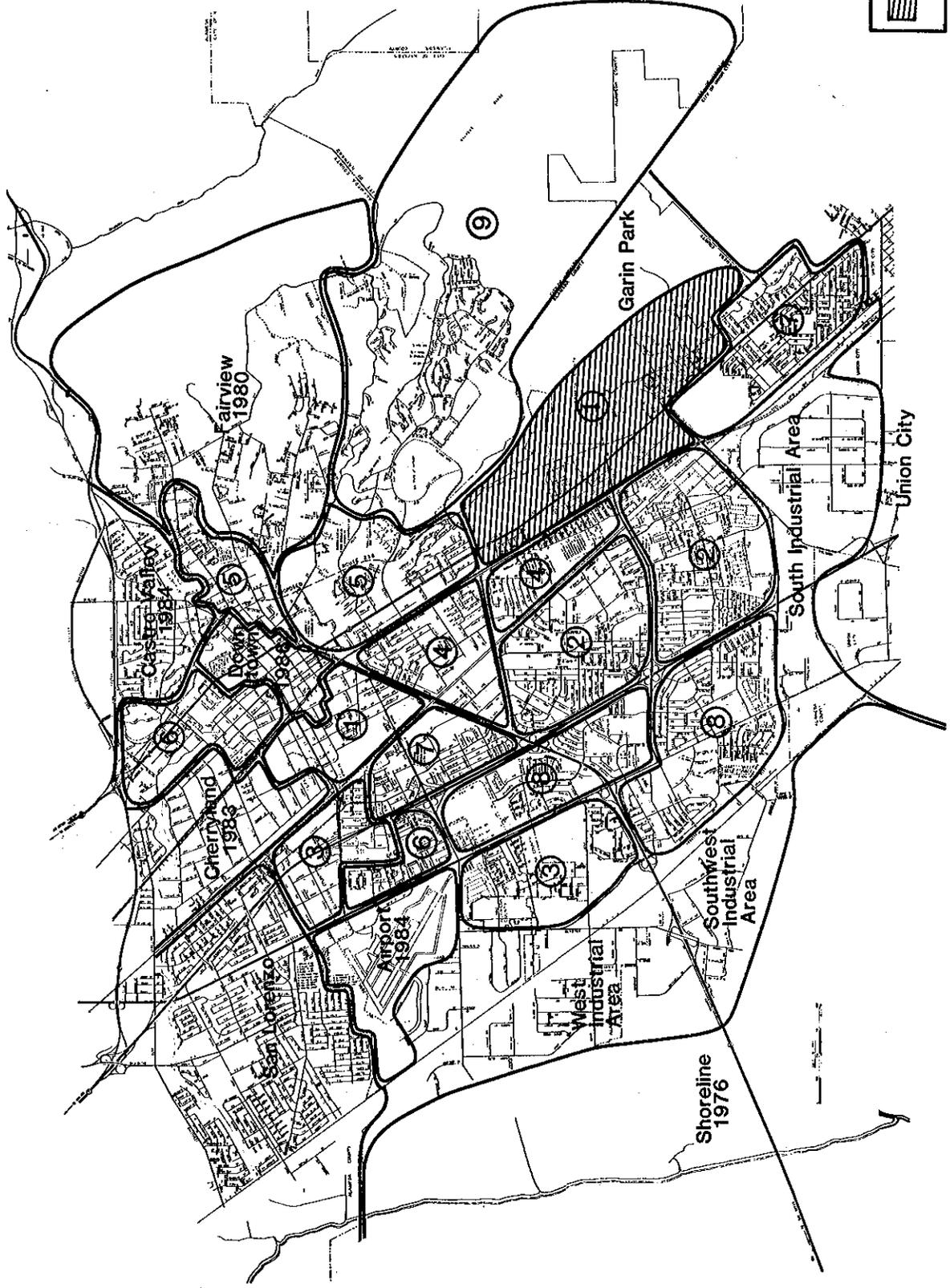
Chapter VI, Design Considerations, gives special consideration to the appearance of Mission Boulevard and to the design of new developments.

Chapter VII, contains the Draft Environmental Impact Report, which incorporates the previous chapters by reference.

**NEIGHBORHOOD
PLANNING
PROGRAM**

Study Area
Boundaries and Priorities

- ① 1986
- ② 1987
- ③ 1987
- ④ 1988
- ⑤ 1988
- ⑥ 1989
- ⑦ 1989
- ⑧ 1990
- ⑨ 1990




 Mission-Garin Area

Figure 1

Chapter I. SUMMARY OF PLAN RECOMMENDATIONS

This chapter presents the plan recommendations, including the policies and strategies for implementation, for the Mission-Garin study area. The development plan map, or Preferred Land Use Alternative (Figure 3), which graphically depicts the land use and circulation proposals, is presented at the end of this chapter. A detailed legend for the map is contained in Appendix "A". Upon adoption, this map will amend the General Policies Plan Map.

A. LAND USE

Major features of the Preferred Land Use Alternative are summarized in the following paragraphs and in Tables 1 and 2. This alternative differs from the existing General Policies Plan map in two major areas. First, the type and extent of commercial designations along Mission Boulevard has been modified. Second, a greater amount (approximately 20%) of residential development (housing units), is indicated in the hill area east of the proposed Route 238.

1. Residential Development

The recommended land use alternative would more than double the amount of existing development in the study area. There are presently 2630 dwelling units. Under the Preferred Land Use Alternative, the potential for additional housing development ranges from 2705 to 4042 dwelling units.

Plan densities indicate the minimum and maximum number of dwelling units per net acre recommended for each area and do not identify specific housing types (e.g. single-family vs multi-family). Permitted housing types are specified by district in the Zoning Ordinance. Medium Density development east of Route 238 is limited to a maximum of 12 units per acre.

It is unrealistic to expect the entire study area to be developed at maximum densities due to existing development, physical constraints, ownership patterns, and desires of individual owners. Ultimate developments will probably approximate the midpoint of the range for the study area, and may more closely reflect the minimum in certain portions of the hill area.

Residential development may take place over a long period of time, consistent with the provision of public facilities and services and circulation improvements.

Most residential development will take place under provisions of the Planned Development district, which allows for flexibility in site design and type of development. Under the clustering concept, density may be transferred from one part to another part of the same site so that development will best fit the land. However, total density cannot exceed that which would otherwise be permitted by the planned density for the entire project area.

Policies and strategies for residential development are presented on page 4.

2. Commercial Development

The recommended land use alternative recognizes most existing development and permits continuation of commercial development along Mission Boulevard. Retail and Office uses are encouraged between Valle Vista Avenue and Industrial Parkway to ensure adequate neighborhood commercial support for the adjacent existing and future residential areas. Elsewhere along Mission Boulevard, the Commercial/High Density Residential designation is intended to permit infilling of vacant and/or underutilized parcels with either commercial uses (including automotive sales and service north of Valle Vista Avenue) uses or high density residential projects where appropriate. The commercial designation along the west side of Mission has been extended to Twelfth Street to render those smaller parcels fronting on Mission Boulevard more suitable for redevelopment in the future. Mixed use projects are especially desirable in certain areas (e.g. BART properties).

Policies and strategies for commercial development are presented on page 4 and 5.

3. Open Space

Portions of the study area are designated for open space uses, either as parks and recreation or as limited open space. Parks and Recreation are discussed under Public Services and Facilities. The Limited Open Space designation includes those areas which provide for public health and safety or preserve the natural setting of the community. The Limited Open Space designation has been applied to the backslope of La Vista quarry to enhance the scenic qualities of the foothills and the city setting. Additional open space in the hill area will result from use of the clustering concept in planned residential developments. Garin Regional Park borders the study area on the east and provides open space for public use and enjoyment.

4. Route 238 Right-of-Way

These parcels have been designated as a restricted development area to discourage their sale and development for uses which would be inconsistent with the ultimate extension of Route 238 to Industrial Parkway. In the event that the state sells these parcels, the plan indicates the underlying recommended land use through the use of striped patterns on the map.

B. CIRCULATION

Completion of the Proposed Route 238, either as a freeway or expressway, from Route 580 to Mission Boulevard is assumed by 1992. It is further assumed there will be partial interchanges or signalized intersections at Harder Road, Tennyson Road (extended), and Mission Boulevard. Continuation and improvement of Route 238 further south is also assumed, either through widening of Mission Boulevard or an eventual extension to Industrial Parkway. In either case, further studies may be necessary to refine the land use recommendations in these areas.

The plan recognizes the need for coordination of new development with circulation improvements.

Mission Boulevard, Tennyson Road, and Industrial Parkway will continue to serve as major arterials through the study area. Alquire Parkway, once extended to upper Garin Avenue, will function as a minor arterial serving as the major access to Garin Regional Park.

Local collector streets in the study area include Vanderbilt Street, Calhoun Street, and Dixon Street. The plan calls for a new north-south collector street east of the proposed Route 238 between Calhoun Street and Alquire Parkway (at Vanderbilt). Such a route would provide improved internal traffic circulation and eliminate circuitous travel patterns, resulting in increased convenience and access for safety.

Policies and strategies for circulation are presented on page 5.

C. PUBLIC SERVICES AND FACILITIES

1. Parks and Recreation/Schools

Existing local neighborhood parks are to be retained. The future of Valle Vista mini-park will depend on the ultimate extent and alignment of the proposed Route 238. No new park sites are identified on the plan map. However, the plan calls for an additional neighborhood or community park east of Mission Boulevard to serve future development. The plan envisions that new residential development will contain on-site private recreational facilities and that Garin Regional Park will also serve recreational needs. The trail linking Garin Regional Park with the Proposed Route 238 corridor has been retained as indicated on the General Policies Plan map.

No new school sites are envisioned; however, joint use of school grounds for recreational purposes is encouraged.

2. Fire Protection

This plan calls for review of the ability of the Fire Department to provide services when reviewing new development proposals.

3. Water/Sewer/Drainage

Much of the development potential in the hill area is dependent upon construction of the proposed Mission-Garin and Mission-Calhoun water systems. New reservoirs and transmission mains are needed to serve those areas above existing development. New development will be expected to provide for sewer and drainage improvements.

Policies and strategies are presented on page 6.

D. DESIGN AND APPEARANCE

This plan strongly recognizes a need to upgrade the appearance of the study area. Recommendations include upgrading design standards, maintenance standards, sign ordinances, landscape standards, and improving enforcement efforts. Programs to provide monetary and personal recognition are encouraged for both commercial and residential properties.

Policies and strategies are presented on page 7 and 8.

POLICIES AND STRATEGIES FOR IMPLEMENTATION

LAND USE CONSIDERATIONS

1. Encourage a mixture of housing types in the study area.
2. A mixture of dwelling units for homeownership and renter occupancy should be encouraged in the study area.
3. Consider executive type housing in the study area.
4. Residential development should be encouraged to be processed under the Planned Development (PD) District provisions of the Zoning Ordinance.
5. Require high quality design and compatibility with natural and man made surroundings during site plan review of new development.
6. Multiple family developments should be required to provide buffering when proposed adjacent to single family developments through the use of lower profile structures, open space buffers, and other barriers and screening materials.
7. In order to maximize the open space qualities of the study area, encourage future development to be clustered.
8. Residential clusters in the hill area should be placed on slopes under 25 percent to preserve the hillsides and to minimize development hazards. Residential clusters in the hill area should be located so as to preserve natural site features such as tree clusters and natural creeks.
9. Within Planned Developments, all open space areas including those that are kept in a natural state will be required to be maintained and kept free of litter, debris and/or vandalism.
10. Development approvals will be evaluated based on the impact of additional traffic on key intersections in the study area and surrounding areas.
11. Encourage development of air space above BART property.
12. Encourage a mixture of high density residential and commercial uses around the BART station area.
13. Ensure supporting commercial uses for the high density residential area surrounding the BART station.
14. Plan for a retail center including a supermarket to serve the study area.
15. Discourage auto oriented commercial uses in the area along Mission Boulevard south of the intersection of Mission and the Proposed Route 238.

16. Encourage new car sales and other types of automotive-related uses along Mission Boulevard north of the intersection of Mission and the Proposed Route 238.
17. Encourage Cal Trans to retain Route 238 right-of-way parcels, west of Mission Boulevard and south of Valle Vista Avenue, for future possible extension of Route 238 to Industrial Parkway.
18. During the environmental review of future development in the hill area, require an archeological/historic resource component which contains research specific to each site.

CIRCULATION

19. Encourage Cal Trans to extend Route 238 to Industrial Parkway with full access, if substantiated by the results of the feasibility and cost-effectiveness studies.
20. Require phasing of development that is coordinated with transportation system management improvements.
21. Take steps to encourage Cal Trans to improve traffic flow on Mission Boulevard prior to Route 238 by such means as synchronization of signals, addition of turning lanes at intersections (specifically, dual left turn lanes at Alquire/Industrial and left turn lane from Tennyson Extension), lane widenings through the restriction of parking on Mission Boulevard during rush hours (specifically north of Garin and Harder to Tennyson) and partial widening south of Sorenson and near Industrial, and encouragement of businesses to provide incentives for carpooling and use of public transit.
22. Reduce local traffic by such means as requiring large residential developments to provide shuttle services to BART and encourage other alternative transportation measures such as bus route changes, construction of bike trails and provision of other pedestrian amenities.
23. Reduce through traffic on residential streets through appropriate controls.
24. Provide for a north-south collector road east of Route 238 to be paid for by adjacent property owners, which allows internal circulation for hill area development; develop a precise plan which considers appropriate design and operational controls to minimize through traffic.
25. Address the existing problems on Calhoun Street (and other similar streets in the area) of on-street parking during school and church events by such means as limiting parking to one side, prohibit parking on two lane portion, installing a "not a through street" sign, investigating the problem with encroachments into right-of-way and encouraging carpooling among students.
26. Encourage the provision of increased off-street parking by discouraging parking variances for commercial uses, working with small businesses to find parking solutions and encouraging businesses to use common driveways and parking.

27. Strongly encourage the city to take the initiative to get the state and the county to improve quarry truck road access and safety at Mission Boulevard by such means as the installation of a warning light.

PUBLIC SERVICES AND FACILITIES

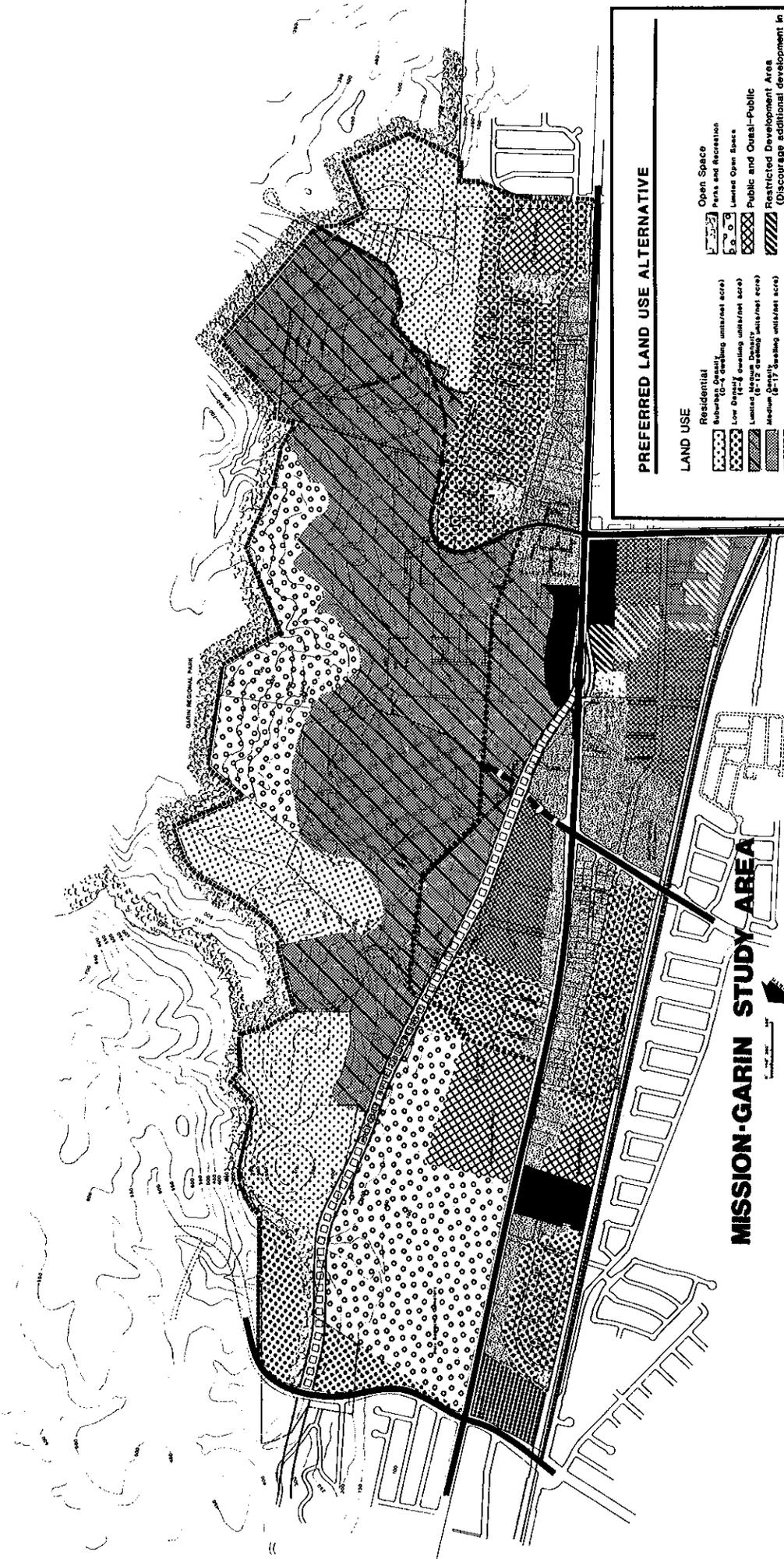
28. Recommend that sufficient land be provided for park use to serve the projected population of the Preferred Land Use Plan, with particular attention to the area east of Mission Boulevard, north of Alquire Parkway. Consider location adjacent to Route 238.
29. Ensure sufficient parkland west of Mission Boulevard and south of Tennyson Road by retaining and expanding Valle Vista mini-park.
30. Encourage cooperative agreements between HARD and Hayward Unified School District for the use and maintenance of existing school playgrounds for public recreation.
31. Raise the ceiling on developer parkland dedication fees and require land to be dedicated in lieu of fees if the land is in a location acceptable to HARD and in the best interest of the neighborhood.
32. Explore recreational potential of industrial parks to the west of the study area.
33. Take steps to expand public awareness of emergency preparedness programs in cooperation with the City's Public Information Officer and the Hayward Unified School District by such means as direct mailings and other outreach programs.
34. Consider the ability of police and fire departments to provide services to the study area when reviewing development proposals.
35. Reevaluate design and capacity of proposed water system improvements to be consistent with the potential development allowed in the Preferred Land Use Alternative.
36. Encourage the installation of curbs, gutters and sidewalks on Mission Boulevard and in other commercial areas for continuity and on substandard streets in residential areas through the formation of assessment districts where feasible.
37. Establish programs for timely pothole and street repairs.
38. Encourage the establishment of a city-wide street sweeping program.
39. Maintain clean streets by requiring quarry trucks to be covered to the extent permissible by law.
40. Enforce regulations restricting illegal dumping and littering.
41. Utilize weed abatement authority of the fire department to remove rubbish, junk, and overgrowth where necessary.

42. Consider mandatory trash collection.
43. Analyze each drainage basin individually prior to development to determine where upgrading or augmentation of the local drainage facilities will be required and require developments in the study area to provide adequate drainage facilities.

DESIGN AND APPEARANCE

44. Consider increasing the capability of the city to enforce zoning violations, building code violations and other violations of related ordinances through the use of additional staff.
45. Explore the continuation and expansion of a program to encourage upgrading/ rehabilitation of substandard residential units.
46. Establish a street tree program which includes requiring the installation of street trees with new development consistent with the guidelines contained in the Landscape Beautification Plan (if adopted by City Council).
47. Encourage Cal Trans to require that only appropriate native plant materials be used for the landscaping/beautification of Route 238 structure and right-of-way.
48. Consult with the County Cooperative Extension service for free services from landscape experts.
49. Prohibit any additional or relocated billboards in the study area to the extent consistent with existing City contractual obligations.
50. Improve sign ordinance and enforcement of sign regulations, including the establishment and enforcement of amortization provisions in the sign ordinance, to the extent permissible by law and consistent with federal and state laws and the City's contractual obligations.
51. Improve the appearance of the area to ensure high quality development by revising the undergrounding utilities master plan to include the following:
 - a. Underground all utilities in cooperation with the Mission Boulevard widening project.
 - b. Move Mission Boulevard, south of Harder Road to Fairway Street, higher on the priority list.
 - c. Explore additional funding mechanisms such as requiring in-lieu fees from all new development in the area or formation of assessment district for the entire area.
52. Upgrade the appearance of Mission Boulevard by considering the following plans and programs:
 - a. Upgrade design standards for new development.
 - b. Adopt property maintenance standards to the extent legally possible.
 - c. Require upgraded landscaping and establish conditions to ensure its maintenance.
 - d. Require deep setbacks for uses requiring outdoor storage.

53. Consider implementation of a program similar to the Downtown storefront improvement rebate program for existing businesses in the area to assist in the improvement of store front and signage appearance.
54. Consider establishing a recognition/awards program as incentives for better maintenance of commercial properties.
55. Evaluate the feasibility of replacing existing street signs with larger, reflectorized street name signs.



PREFERRED LAND USE ALTERNATIVE

- | | |
|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| LAND USE | Open Space |
| <ul style="list-style-type: none"> Residential Suburban (10-25 dwelling units/net acre) Low Density Medium Density (10-25 units/net acre) Medium Density Medium Density (10-25 units/net acre) High Density (10-25+ dwelling units/net acre) Commercial Retail and Office Commercial General Commercial Commercial/High Density Residential | <ul style="list-style-type: none"> Park and Recreation Limited Open Space Public and Quasi-Public Restricted Development Area (Discourage additional development in this area until the completion of future extension of Route 238) |
| CIRCULATION | |
| <ul style="list-style-type: none"> Transportation Corridor Streets and Highways | <ul style="list-style-type: none"> Proposed Existing Freeway Major Arterial Minor Arterial Local Collectors |

MISSION-GARIN STUDY AREA

Figure 3

Table 1

MISSION-GARIN STUDY AREA
EXISTING AND PROPOSED LAND USE

<u>Land Use Category</u>	<u>Net Area in Acres</u>	
	<u>Existing Land Use</u>	<u>Preferred Land Use Alternative</u>
Residential		
Suburban Density	37	151
Low Density	96	103
Medium Density	88	330
High Density	46	50
Subtotal	<u>267</u>	<u>634</u>
Commercial/High Density Residential		101
	74	
Retail and Office Commercial		42
Subtotal	<u>74</u>	<u>143</u>
Other		
Parks and Recreation	8	9
Public-Quasi Public	98	45
Quarry	127	--
Vacant/Underutilized	464	--
Limited Open Space	--	182
Road Right-of-Way	182	190
Restricted Development Area	--	17
TOTAL	<u>1220</u>	<u>1220</u>

FOOTNOTES:

- 1) This category of land use allows high-density residential and/or commercial uses. (See Appendix "A", General Policies Plan).
- 2) Holy Sepulchre Cemetary is considered Public-Quasi Public for Existing Land Use but as Limited Open Space for the Preferred Land Use Alternative.
- 3) In Subarea 4, underutilized parcels with existing units have been included as vacant land after excluding 3 acres per unit in areas designated suburban density and 1 acre per unit in areas designated medium density.
- 4) Includes the Proposed Route 238 right-of-way.
- 5) Includes the proposed Calhoun Street to Alquire Parkway collector roads.
- 6) Consists of Retail and Office Commercial (6.4 acres), Medium Density Residential (6.8 acres), and Parks and Recreation (3.8 acres).

Table 2

MISSION-GARIN STUDY AREA

POTENTIAL FOR ADDITIONAL HOUSING UNITS ON VACANT AND UNDERUTILIZED PARCELS

PREFERRED LAND USE ALTERNATIVE

SUBAREA	RESIDENTIAL DENSITIES									
	HIGH		MEDIUM		LOW		SUBURBAN		TOTAL	
	Acres	Units	Acres	Units	Acres	Units	Acres	Units	Acres	Units
1	1	8-18	-	-	2	14-17	-	-	2	22-35
2	3	79-159	-	-	-	8-12	5	25	11	109-196
3	5	131-164	1	4-9	-	-	-	-	5	135-173
4	2	27-56	288	2373-3180	-	-	124	39-402	414	2439-3638
AREA TOTAL	12	242-397	288	2373-3189	3	22-29	128	64-427	432	2705-4042

NOTES:

- 1) General Policies Plan Map designations include the following residential categories:
 Suburban Density Residential (0-4 units/net acre)
 Low Density Residential (4-8 units/net acre)
 * Medium Density Residential (8-17 units/net acre)
 High Density Residential (17-34 units/net acre)
 Commercial/High Density Residential (same as above)
 *Medium Density east of 238 (8-12 units/net acre)
- 2) General Policies Plan density ranges were used to calculate potential except where there are projects recently approved (but not built) and where the Route 238 L.A.T.I.P. has estimated development potential. .
- 3) Acreages have been rounded to the nearest whole number.
- 4) Subarea boundaries are indicated on Figure 7.
- 5) In Subarea 4 underutilized parcels with existing units have been included as vacant land after excluding 3 acres per unit in areas designated suburban density and 1 acre per unit in areas designated medium density.
- 6) Based on physical constraints of properties on the hill area, actual development potential may more closely reflect the minimum of the range.

Chapter II. ENVIRONMENTAL SETTING

A. BACKGROUND

This chapter describes the physical setting of the Mission-Garin Study Area. This assessment is to identify the naturally occurring opportunities and constraints that may affect the type, location and intensity of land uses in the study area and to initially identify potential environmental impacts that may arise. Evaluation and analysis of the environmental factors identified in this section underlies much of the rationale for the existing plan map designations in the current General Policies Plan. Information on the environmental conditions in the hill area presented below has been taken from pages 3-3 through 3-12 of the 1973 Mission Boulevard-Garin Park Study. Updated information has been added to the appropriate sections.

B. ENVIRONMENTAL CHARACTERISTICS

1. Geology

The study area is underlain with sedimentary rock (sandstone, shale and conglomerate) formed from sediments deposited and then compressed by water over geologic time. These rocks are generally brittle and easily broken when disturbed by man or the elements. Significant considerations related to geology of the area are slope stability and seismic (earthquake) hazard.

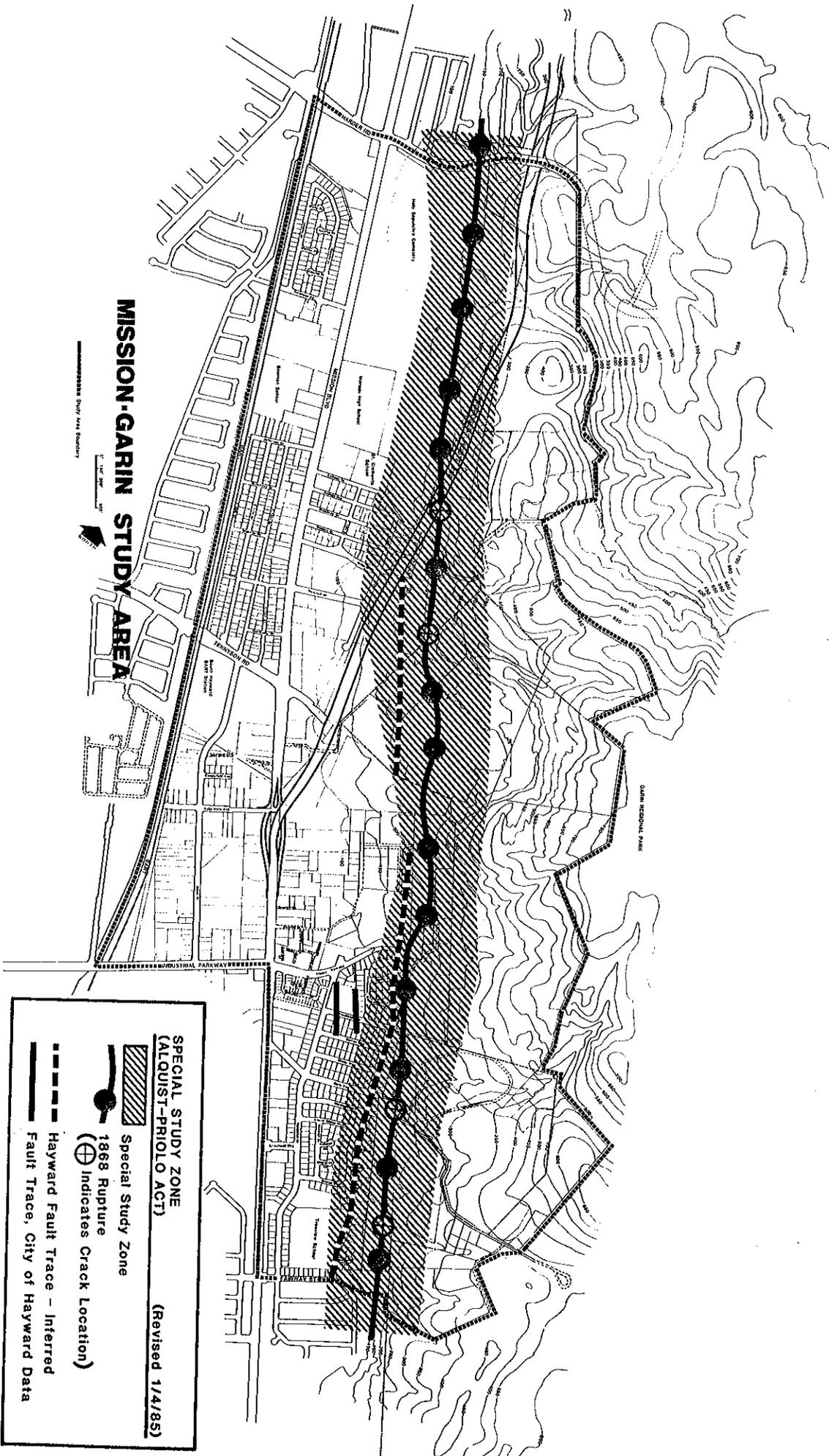
Seismic hazard is the most serious geologic consideration in the study area; the hill area east of Mission Boulevard is traversed by the Hayward Fault Zone, an active earthquake fault. (See Figure 4). In this area seismic hazards include ground rupture, ground shaking and tectonic creep.

Periodic geologic reports prepared for development projects in the area since 1973 have led to the conclusion that a previously identified fault trace traversing properties that front on Mission Boulevard on the east side does not exist and thus does not warrant further investigation on a project-by-project basis. The Special Studies Zone, as required by the Alquist-Priolo Act and periodically revised by the state, does not include this area nor recognize any fault trace in this approximate alignment.

Based on requirements of the Alquist-Priolo Act and local city policies, the following regulations serve to minimize seismic hazards in the development of new structures for human occupancy:

- Within the Special Study Zone:

Soils engineering and geological engineering reports shall be provided for all structures intended for human occupancy any time, day or night, residential and otherwise (except for single-family dwellings and duplexes unless the Building Official deems them necessary). (Alquist-Priolo Act)



MISSION-GARIN STUDY AREA

MISSION-GARIN STUDY AREA BOUNDARY



1" = 100'

	SPECIAL STUDY ZONE (ALQUIST-PRIOLO ACT)	(Revised 1/4/85)
	Special Study Zone	
	1868 Rupture (⊕ Indicates Crack Location)	
	Hayward Fault Trace - Inferred	
	Fault Trace, City of Hayward Data	

Figure 4

No building designed for human occupancy and/or designated for emergency use shall be located over a known active fault trace or rupture. (Alquist-Priolo Act).

Existing and new electric transmission lines, water supply systems, gas mains, and oil transmission lines crossing fault traces are required to include provision for shut-off valves, switches and equipment needed to restore service in the event of a major fault displacement. (General Policies Plan).

- Outside the Special Study Zone:

Soils engineering and geological engineering reports shall be required for all buildings three or more stories (penthouse and basement are excluded) in height, all buildings of 50 feet or more in height, all buildings whose occupancy is designated for emergency services, and all buildings of high occupancy load, (e.g., private schools, auditoriums, office buildings, sports arenas, high-rise apartments, etc.). However, the Building Official can require soils engineering and geological engineering reports for any proposed building in the City. (General Policies Plan).

2. Soils and Slope Stability

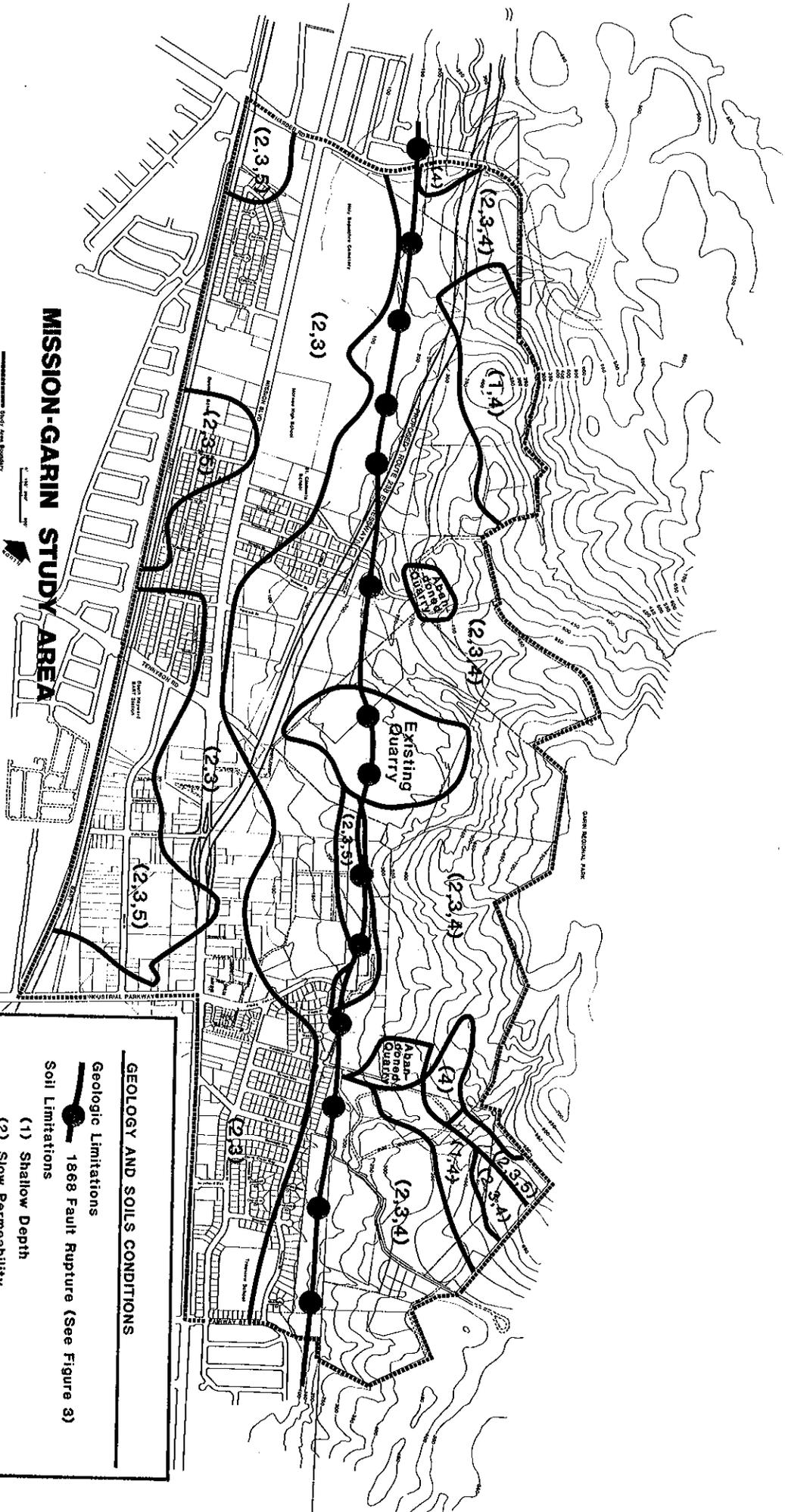
Soils data has been provided by the U.S. Department of Agriculture, Soil Conservation Service. The predominant soils of the study area are clay, silt, loam and combination thereof. General soil properties and development considerations are identified below and indicated on Figure 5.

- Soil depth is the distance from the surface to bedrock or other material which will hinder root penetration. Shallow soils (less than 20 inches) will usually result in higher excavation costs, limited septic tank absorption capability, and higher erosion potential.

- Soil permeability is a measure of the ability to transmit water expressed in rate of percolation. Slowly permeable soils such as are prevalent in the study area will not sustain septic tanks.

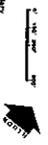
- Shrink-swell potential reflects the soil's reaction to change in moisture content (such as alternate seasons of wetting and drying). Soils of high shrink-swell behavior are likely to result in soil shifting or downhill slips. For structures, this problem can often be overcome through foundation design.

- Erosion is the wearing away of soil surface by wind or water. Erosion in the study area is caused primarily by water in areas that have been overgrazed, quarried and otherwise denuded. Erosion is further aggravated when development concentrates runoff. Erosion finally results in siltation of stream beds and drainage facilities. Since a large portion of the study area is susceptible to severe erosion, mitigative actions must be taken; these include careful control of grazing, maintenance of woodlands, minimizing grading by encouraging cluster development and reduced street standards, minimizing exposure of disturbed surfaces during the wet season, revegetation of existing and future surface exposures, and design of appropriate facilities for collection and distribution of runoff.



MISSION-GARIN STUDY AREA

1868 Fault Rupture



GEOLOGY AND SOILS CONDITIONS

Geologic Limitations

● 1868 Fault Rupture (See Figure 3)

Soil Limitations

- (1) Shallow Depth
- (2) Slow Permeability
- (3) High Shrink-Swell
- (4) Severe Erosion Hazard
- (5) Low Water Holding Capacity

Source: "Hayward Conservation and Environmental Protection Element"

Figure 5

- Natural drainage is the ability of soil to retain or transmit water, thereby relating to infiltration and runoff of rain water.
- Runoff is covered in the following section on Hydrology.
- Soil types in the study area have properties which cause corrosivity to untreated steel. In these areas, non-corrosive materials should be used where contact is made with the soil.

Slope stability is the ability of the soil and underlying rock to resist movement. Unstable slopes are evidenced by surface features like landslides, soil creep, debris flows, and differential settlement. These conditions have been identified in soils and geologic investigations for some projects within the study area and in adjacent hill areas. Generally, areas of over 25 percent slope are areas where soil conditions are conducive to the entry of water. Areas adjacent to stream beds are also likely to result in slope instability.

Prior to development, geologic studies should be conducted to determine slope stability on individual increase or decrease by various treatment. General principles affecting slope stability include:

- Slope stability is decreased by grazing of cattle since their hoof prints and horizontal terraces retain water which provides lubrication and additional weight.
- Large shrubs and trees enhance slope stability through binding root systems. Trees removed on slopes over 15 percent increases the potential for soil creep or debris flows. Trees planted on unstable upper slopes protect structures below.
- Slope stability can be decreased by cut and fill for streets and building sites. This can be minimized by adhering to existing slope standards, careful design of cuts into bedrock and by designing building sites to fit natural contours.
- Extensive landscape materials which require heavy watering during the summer also decrease slope stability. Native plant materials requiring limited watering reduces this.

3. Topography

The study area comprises western foothills of the Diablo Range where it meets the Bay plain; topography varies from level to gently rolling to steep. Of the approximately 600 currently undeveloped acres, about 185 acres are slopes 0-15 percent and reasonably accessible (considered highly developable). Approximately 95 acres are slopes 15-25 percent and reasonably accessible (considered developable at slightly higher cost). (See Figure 6). There are several abandoned quarries in the study area. The remaining active quarry (La Vista) is discussed in more detail at the end of this Chapter.



MISSION-GARIN STUDY AREA

Study Area Boundary



TOPOGRAPHY AND HYDROLOGY

- 0% to 15% Slope
- 15% to 25% Slope
- 25%+ Slope
- Major Creeks
- Drainage Area Boundaries

Figure 6

4. Hydrology

The area is drained by a series of gullies and creeks which collect and distribute surface runoff to downstream facilities. Existing natural drainage includes the following:

- Ziele Creek which drains the Hayward Highlands development and portions of California State University campus upstream from the study area and which feeds a small pond on Holy Sepulchre Cemetery.
- A number of small drainage areas which flow westerly to Mission Boulevard.

Runoff is water removed by flow over the surface of the land. Amount of surface runoff is determined by natural conditions such as storm intensity, soil permeability, slope and vegetation. Runoff is generally increased by development when the natural surface is replaced by homes, streets and other impervious surfaces. Increased storm water velocities cause erosion of natural unprotected drainage channels, which results in increased siltation of creeks and drainage facilities unless appropriate measures are taken.

There is evidence of significant groundwater (subsurface) at a number of locations in the study area. Evidence of ground water has been found along the Cut and Hill portion of Garin Avenue. Surrounding tract development has been required to intercept the evident seepage and carry the water to the storm drainage system.

5. Vegetation

Vegetation is an important component of the ecology of the study area as well as having a significant effect upon the area's visual qualities. The dominant characteristic of the study area is its grassland cover, with seasonal green/brown color variation. Riparian woodlands (along creek courses) contain species such as Coast Live Oak, California Laurel and Buckeye. In addition to the natural associations, species introduced by man include occasional stands of Eucalyptus, some derelict orchards, and a variety of exotic landscaping in residential areas. Vegetation affects slope stability, erosion potential, groundwater absorption, climate and wildlife. (Figure 7).

Vegetation also provides fuel for fire, particularly dry summer grasses when exposed to high temperatures and dry winds. The predominant western exposure of the study area is particularly subjected to the drying effects of wind and afternoon sun.

6. Visual Characteristics

Nearly all of the study area possesses views ranging from panoramic vistas of the Bay to views across local valleys, characteristics of desirable development sites. The hills provide an important visual backdrop to the community. The highest elevation within the study area is 791 feet.

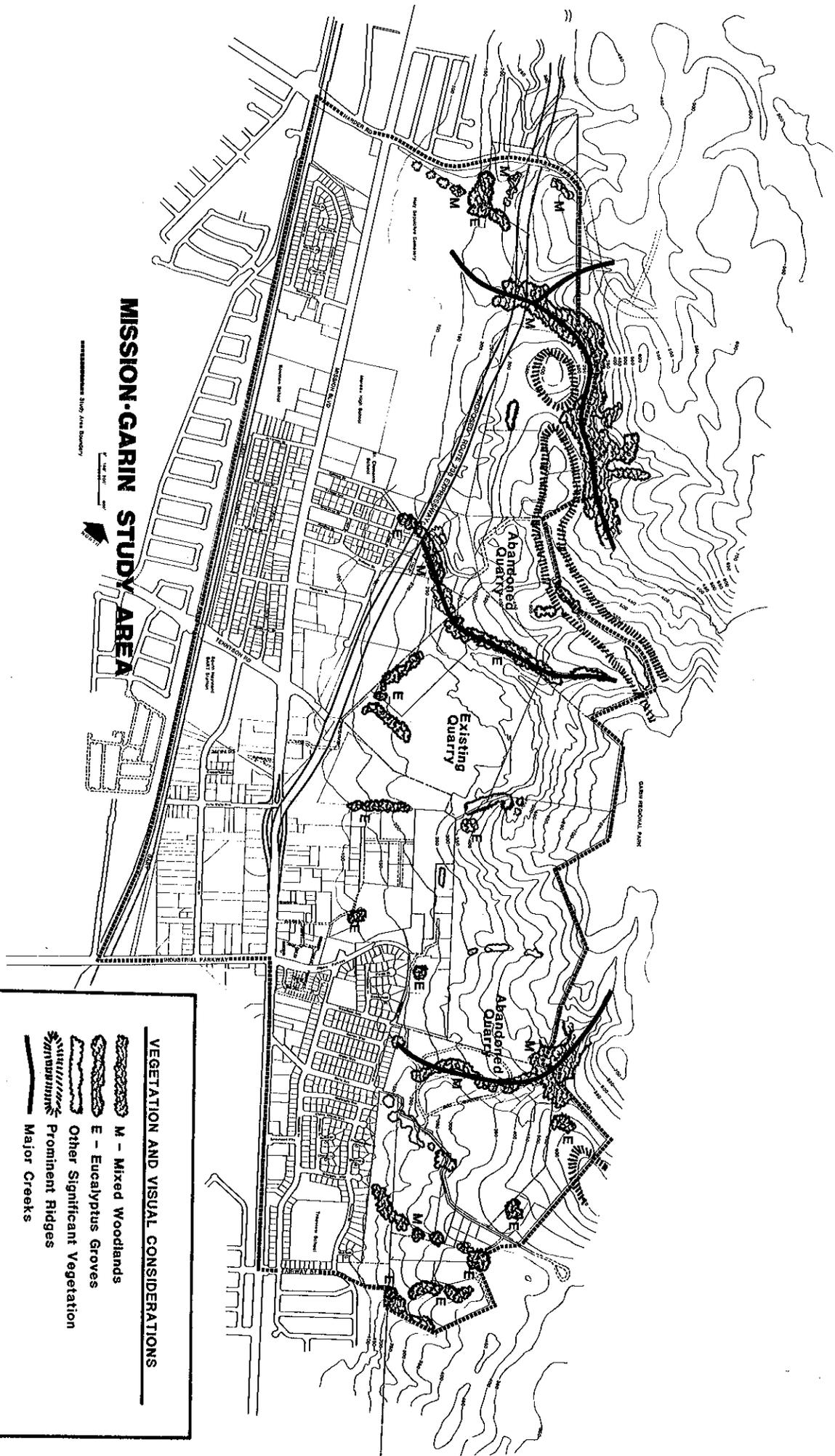


Figure 7

Walpert Ridge, to the east, reaches about 1,600 feet and, further east, portions of Sunol Ridge rise over 2,000 feet. Viewed from a distance, the eastern portion of the study area is observed as a part of the entire hill area. From nearby points, such as from BART or Mission Boulevard, the eastern portion of the study area is more prominent since the more distant hills are obscured by the closer sight angle.

Significant man-made visual features in the study area include La Vista Quarry and Oakhills development. A number of exposed soil conditions which persist in the area include unreclaimed land from former quarry operations and cuts and fills for roads and homesites. The proposed Route 238 Freeway/Expressway will also be visually prominent in the area east of Holy Sepulchre Cemetery.

7. La Vista Quarry

The La Vista Quarry is currently operating under a Surface Mining Permit and Reclamation Plan (SMP-6) issued to La Vista Quarries, Inc. in 1980 by Alameda County (Planning Commission Resolution No. 80-87, adopted October 6, 1980, and Resolution No. 83-12, adopted March 21, 1983). This permit is due to expire in 1990. The existing asphalt batch plant and crushers on the site are operating under conditions originally approved under Quarry Permit Q-34, approved in 1962.

Operation of the quarry was transferred to East Bay Excavating Co., Inc., in July of 1983. The new operator has submitted an application (SMP-25) to the County to extend its quarry operations until the year 2000. As lead agency, Alameda County has contracted with Environmental Science Associates to prepare an environmental impact report for this project. At this time, County staff estimates that the Draft EIR will not be completed before January 1987. Given the mandatory 45-day review period, no action could be taken by the County prior to March.

The quarry is a "side hill" type, with excavation occurring on the face of the hill, and is visible from Mission Boulevard and from many distant viewpoints as well. Elevations range from about 150' to 775'. The proposed Reclamation Plan indicates that slopes will be graded for stability, leaving approximately 27 acres of level land. A conceptual land use plan has been submitted depicting medium density residential development, which would be compatible with the existing City of Hayward's General Policies Plan.

The City's General Policies Plan also recognizes that the state has designated the La Vista Quarry as being of regional significance. This designation requires that local jurisdictions protect the quarry operations from incompatible land uses. Access to the quarry via the present haul route would be terminated by the proposed Route 238 Expressway. Future access, with and without proposed Route 238, needs to be addressed in the Draft EIR.

The latest inspection report by the Alameda County Director of Public Works concluded that the operation is being conducted in general conformance with the conditions of approval. Current operations are being conducted in the southerly portion of the site. As the site is being actively mined, reclamation has commenced on the upper slope. Also, annual contributions are made to an escrow account based on the tonnage excavated (approximately \$127,000 as of 1985).

The 1985 Annual Report submitted by the operator reveals that 746,210 tons of material were removed from the site during Fiscal Year 1984-85. This represented an 11% decrease from the 834,337 tons removed during Fiscal Year 1983-84, which in turn was a 30% increase over the prior year. The request for extension of the permit envisions removal of 338,000 cubic yards (or 570,375 tons) per year during the period from 1990 to 2000.

Excavation activity has slowed in recent years due to lack of demand. The Draft EIR is expected to contain a geotechnical report and market analysis in order to determine the amount of fill on top and the amount of marketable aggregate. The existing permit requires that excavation in the northerly area occur from the top down; however, the market for fill has slowed down considerably. In addition, fill is not as profitable because of the higher mining costs. At the present time, most activity is occurring in the southerly portion where floor to top methods are permitted.

Chapter III. LAND USE CONSIDERATIONS

A. BACKGROUND

This section is intended to review the adopted General Policies Plan Map for possible refinement of planned land use designations. The map is a translation of the policies, assumptions and forecasts contained in the General Policies Plan in an attempt to address long term planning considerations for the next 20-25 years.

For the purpose of this discussion, the Mission-Garin Area has been divided into three distinct areas: The Hill Area, South Hayward BART Area, and the Mission Boulevard Corridor. (See Figure 8). Each area has specific concerns, yet the study of land use involves coordination of overlapping issues, and a sharp distinction between areas does not always exist.

The General Policies Plan and Map provide a basis for planning decisions. The land use designations are implemented through establishment of zoning districts which contain specific standards and requirements for any development or land use. Changes to the General Policies Plan map can cause inconsistencies with zoning and changes in zoning can cause some uses to become non-conforming. A list of recent development proposals, pending and approved is attached in Appendix C.

This section examines land use issues under the current General Policies Plan designations to determine if the Plan adequately reflects the neighborhood concerns for future development. It also identifies areas of inconsistency between existing zoning and the Preferred Land Use Alternative. (Figure 16)

1. General Policies Plan

The Policies and Strategies from the General Policies Plan that relate to land use in the Study Area are attached in Table 3. Proposed land use is shown in Figure 12.

2. Housing Potential in the Mission-Garin Study Area

Overview of City-Wide Housing Needs:

The City of Hayward General Plan seeks to maintain a balance of jobs and housing in the Hayward planning area. Based on the existing supply of available land and the current General Plan policies, recent projections by the Association of Bay Area Governments indicate that the present balance between local employment and employed residents can be reasonably maintained over the next twenty years. In 1985, ABAG estimated there were 72,600 persons employed in the Hayward planning area compared with 61,800 employed residents. By the year 2005, ABAG estimates local employment will be about 95,400 as compared to 100,200 employed residents.

Housing Supply and Demand:

The projections of employed residents assume that there will be approximately 67,730 households in the city's planning area by 2005. Since there are presently about 46,100 households, there will be a need for approximately 21,600 additional housing units in the planning area over the next twenty years. The potential for additional housing units, based on the General Policies Plan Map, is estimated to be between 17,000 and 22,000 units.

The potential for additional housing units within the Mission-Garin study area is estimated to be approximately 2,700 units (mid-point of the range). This amount of growth would essentially double the estimated 2,600 units existing in the study area. Table 4 provides more information on the housing potential by subareas.

Housing Mix:

The current mix of housing types in the city's planning area is comprised of about 60 percent single-family detached units and mobile homes and 40 percent multi-family units. However, since 1980, the total number of units authorized by building permits issued has included about 75 percent multi-family units and 25 percent single-family units. This trend is projected to continue over the twenty-year planning period, based on the current General Policies Plan and on the economic feasibility of building single family housing.

In the Mission-Garin study area, approximately two-thirds of the total units are multi-family units. This ratio may increase due to the proximity of the South Hayward BART Station and the amount of land designated for medium density and high density development on the Policies Plan Map.

Despite the trend toward construction of a greater percentage of multiple-family units in Hayward, there has been no change in tenure mix of the population over the past decade. In both 1970 and 1980, 55% of all households were homeowners and 45% were renters. Hayward has a higher percentage of renters than most cities in the San Francisco Bay region, which has a renter occupancy average of about 36%, as well as higher than neighboring cities (Fremont has 34%, Pleasanton and Newark each have 23% and San Leandro has 38%). More single-family housing in Hayward (21%) is rented than in most other cities in the region. Approximately 32% of Hayward's condominium units are rented, which is consistent with the average for the region.

Available information on tenure for the Mission-Garin study area suggests that the percentage of renter-occupied housing is significantly greater than the city average.

Table 3

MISSION-GARIN STUDY AREA

GENERAL PLAN POLICIES AND STRATEGIES RELATING TO LAND USE

Hill Area

- Policy: Natural features will be utilized to enhance the city image.
- Strategy: Require hill development to respect natural contours and to blend with natural vegetations.
- Policy: The aesthetic, ecological and recreational resources of the hills will be conserved.
- Strategy: Seek clustering of development which maintains continuity of open space.

South Hayward BART Area

- Policy: The land use policies and design regulations of the City will be used to shape development in ways consistent with the desired city character.
- Strategy: Institute zoning which supports integrated commercial and residential use in activity centers and along some portions of commercial strips.
- Policy: Alternatives to automobile transportation will be encouraged through development policies and provision of transit, bike and pedestrian amenities.
- Strategies: Where appropriate, encourage intensive new development within 1/2 mile of BART Stations or 1/4 mile of major bus routes;

Encourage mixed development to reduce need for multi destinational (typically car) trips to balance needs of those coming and leaving for work (better transit utilization).
- Policy: Land use regulation will reflect a need for additional housing supply.
- Strategies: Encourage high densities for new residential development in areas near transit or activity centers or along major streets;

Utilize surplus public lands for housing development (e.g. excess right-of-way) where appropriate.
- Policy: The character and integrity of existing neighborhoods will be preserved through homeownership opportunities, housing rehabilitation, design review, traffic mitigation, and neighborhood planning.
- Strategy: Avoid impaction of existing residential neighborhoods.
- Policy: Principles of urban design will be used to guide development into compatible, attractive patterns.
- Strategies: Develop road right-of-ways as open space corridors for vehicular, pedestrian and bike movement; utilize alignments and streetscape to emphasize activity centers, landmarks and open spaces;

Develop specific area plans for mixed use activity centers (such as the downtown) in order to attain commercial vitality and residential quality through detailed planning.

Mission Boulevard Corridor

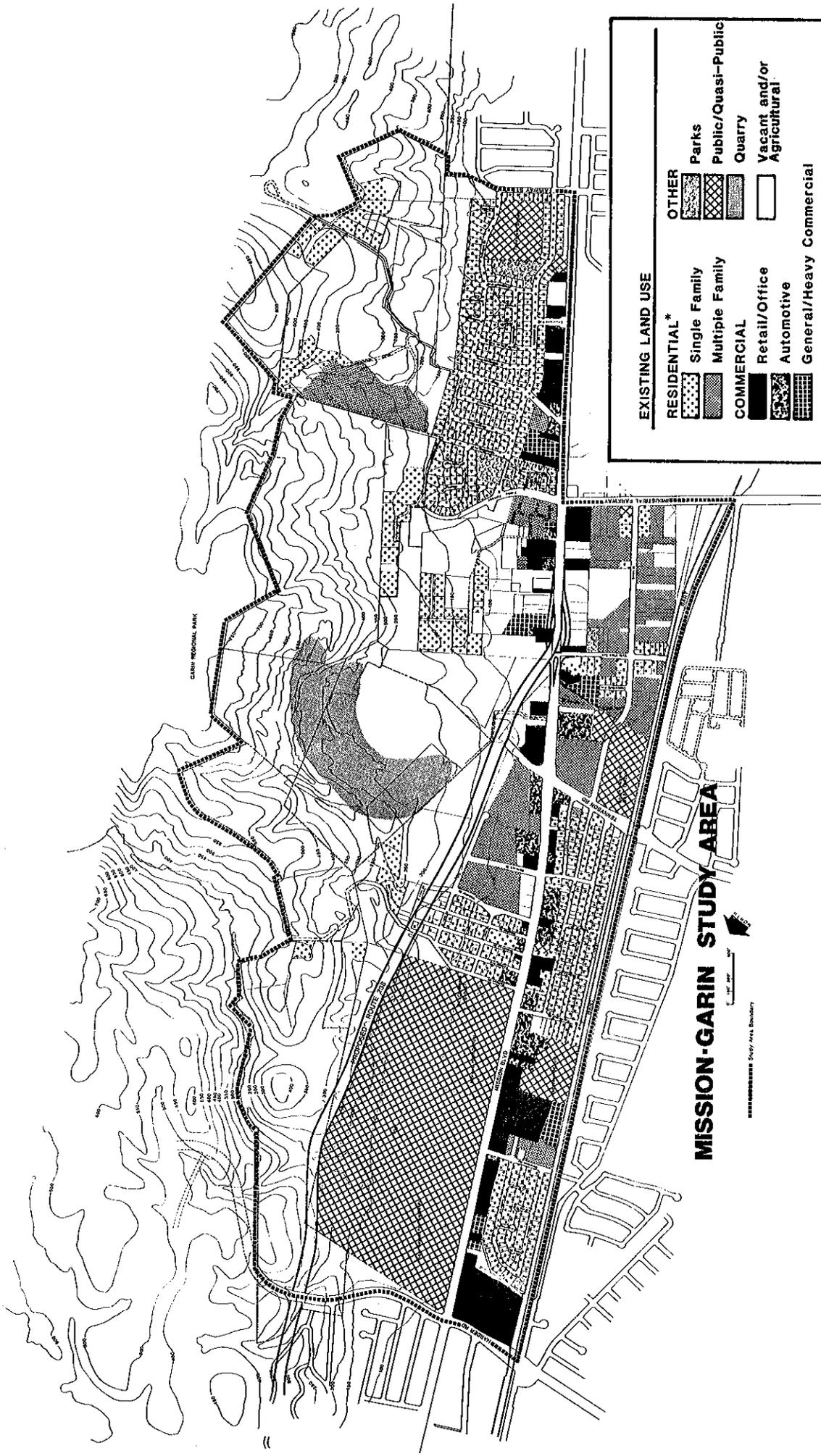
- Policy: The city will monitor and seek to strengthen important commercial sectors.
- Strategy: Recognize and enhance Hayward's strong position as a retail center for consumer durables such as automobiles; recognize need for visibility, seek consolidation of frontage into special use areas such as Auto Row, and buffer surrounding uses.
- Policy: Attractive, successful commercial centers will be fostered in land use decisions.
- Strategy: Concentrate commercial areas in more attractive shopping areas by breaking up underutilized commercial strips with areas of higher density housing.
- Policy: Land use regulation will reflect a need for additional housing supply.
- Strategy: Utilize some vacant land in commercially-zoned areas along major arterials for multi family housing (e.g. Foothill, Mission).

Table 4
MISSION-GARIN STUDY AREA
EXISTING AND POTENTIAL HOUSING UNITS
Based on General Policies Plan Map Designations

<u>Subarea</u>	<u>Existing Units</u>	<u>Additional Units</u>	<u>Total Potential Units</u>	<u>Estimated Potential Population</u>
Subarea 1 (west of Mission and north of Tennyson)	448	22-35	470-483	1175-1207
Subarea 2 (east of Mission and west of proposed Route 238)	534	76-128	610-662	1525-1655
Subarea 3 (west of Mission and south of Tennyson)	830	121-246	951-1076	2377-2690
Subarea 4 (east of Mission and proposed Route 238)	818	1727-3038	2545-3856	6362-9640
Study Area Total	2630	1946-3447	4576-6077	11440-15192

Notes:

- 1) Estimate as of September 30, 1986
- 2) The actual number of additional units will probably be around 2700 units based on site-specific environmental considerations and average densities of projects recently approved, pending or proposed.
- 3) Subarea boundaries are indicated on Figure 8.
- 4) Estimated Potential Population based on 2.5 persons per household.



* Due to the small scale of this map, all parcels with 2-4 units are shown as multiple family units. The area shown is predominantly single family area. For actual land use see 300' scale map.

Figure 10

3. Hill Area Development

The basis for existing land use policies and plan map designations in this area was originally established in the 1973 Mission Boulevard-Garin Park Study. The current General Policies Plan Map retains essentially the same land use designations and area configurations as were adopted by an amendment to the General Policies Plan Map in February of 1974. General Policies Plan text amendments were also adopted in 1974 as a result of the recommendations contained in the 1973 study. These specific area policies were not retained in the current General Policies Plan but have been reviewed during this neighborhood planning process and incorporated as appropriate.

General Policies Plan:

The General Policies Plan Map designates this area as primarily residential, with open space shown on the steeper slopes and higher elevations near the border with Garin Regional Park and California State University Hayward.

The residential designations include a mixture of Medium Density (8-17 units/net acre), Low Density (4-8 units/net acre), and Suburban Density (0-4 units/net acre). The Low Density designation reflects existing subdivision development of single-family homes. The Suburban Density designation includes areas containing scattered residences, an apartment complex, and surrounding undeveloped parcels which are adjacent to the existing single-family subdivisions. The Medium Density designation includes abandoned (or reclaimed) quarry sites and adjacent parcels along the proposed Route 238 Expressway nearer the South Hayward BART station.

The additional development potential of the planned residential areas is estimated to be in the range of 1727-3038 housing units. Currently proposed, pending, or approved (but not built) development projects contain a total of 886 units. Of these, 120 are single-family units and 766 are multi-family units.

The Limited Open Space designation includes those areas which are generally considered to be unsuitable for urban development or have potential for other purposes such as parks and recreation or cemeteries or agricultural grazing. In the Mission-Garin area, this designation was applied to those areas with slopes generally in excess of 25%. Another factor in the rationale for the Limited Open Space designation is the desire to preserve ridgelines and views of the hills. Additional factors are discussed in the chapter on Environmental Setting.

Zoning Considerations:

Existing zoning outside of developed areas is primarily agricultural with a one acre minimum lot size. Two large parcels are zoned RH (High Density) and thus inconsistent with the existing General Policies Plan. La Vista Quarry is operating under a Surface Mining Permit issued by Alameda County. Other parcels with development potential are also in the county and will require annexation prior to development.

4. South Hayward BART Station Area

The South Hayward BART Station area encompasses the properties to the south and east of BART. The area is bordered on the north by Tennyson Road and on the south by Industrial Parkway and includes Dixon Street and the commercial properties on both sides of Mission Boulevard.

General Policies Plan:

The General Policies Plan designates the area around the BART station as an activity center to provide a mixture of high intensity uses including transit, commercial and high density residential.

The General Policies Plan map designates the area west of Mission Boulevard as High Density residential (17-34 dwelling units per acre) except for the properties on Mission Boulevard north of Industrial Parkway which, along with the properties on the east side of Mission Boulevard are designated either Retail and Office Commercial or Commercial/High Density Residential. (Figure 12). The zoning is RH (Residential High Density) for the properties immediately east and west of Dixon Street and a combination of commercial zones (General Commercial, Limited Access Commercial and Neighborhood Commercial) are on Mission Boulevard. (Figure 11).

Land Use Considerations:

The predominant land use along Dixon Street is high density residential, consistent with the General Policies Plan and existing zoning. Existing development projects generally range from 19 units/acre to 34 units/acre. There are very few parcels of vacant land between Tennyson Road and Valle Vista Avenue which is the area immediately adjacent to the BART Station. The few parcels that are vacant in this area are less than one-half acre in size.

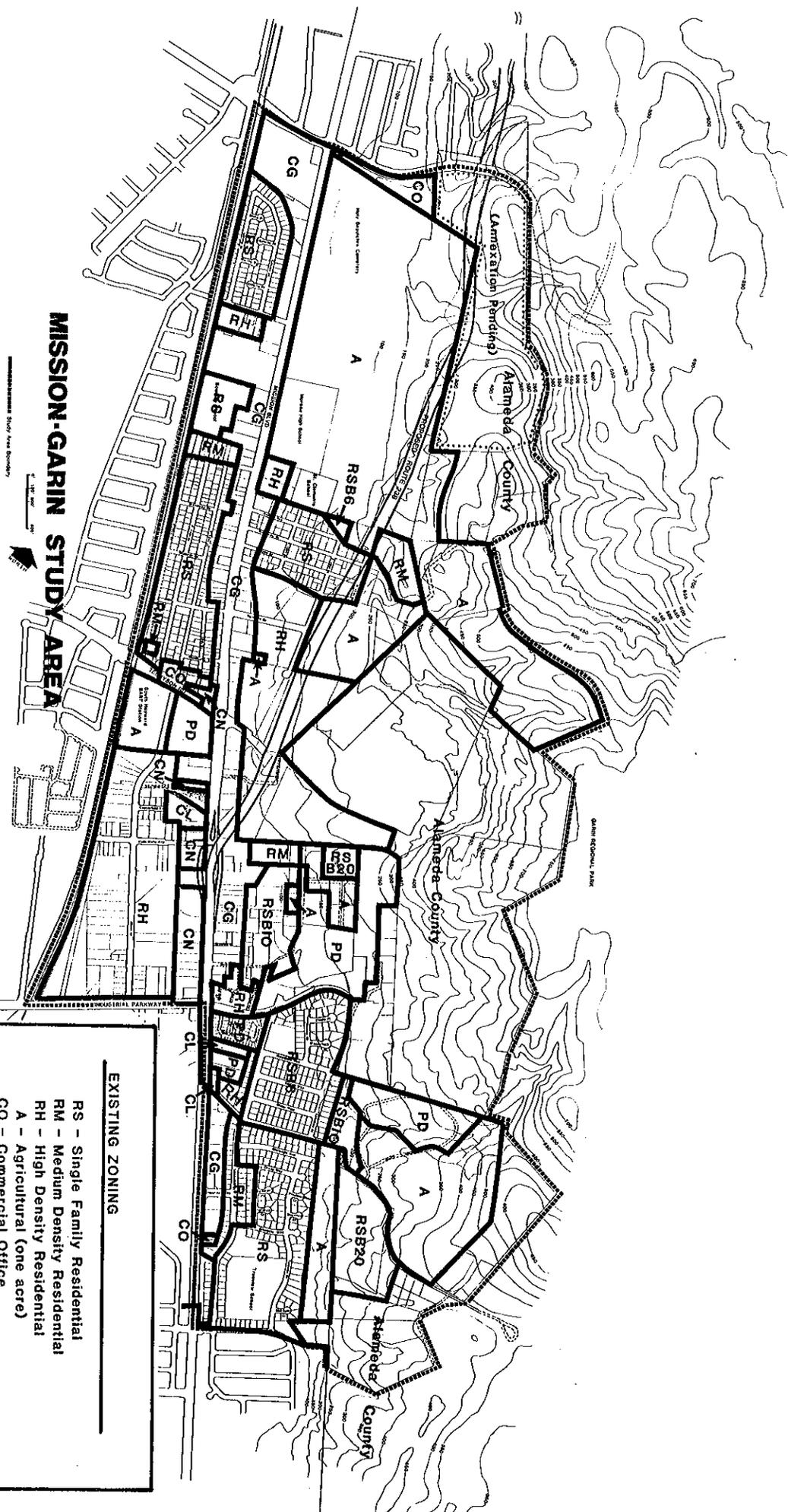
This area will be directly affected by the proposed Route 238. The plan for Route 238 indicates an interchange on Mission Boulevard directly south of Valle Vista Avenue which would change the access and configuration of the existing commercial properties. The Route 238 EIR will also address an alternate plan which is an extension of the roadway from Mission Boulevard to Industrial Parkway west of Dixon Street.

Parcels of land south of Valle Vista Avenue were originally acquired by the state to accommodate the previous freeway extension of Route 238 to Industrial Parkway and points south. There are approximately 19.7 acres of vacant land. These parcels could be sold as surplus property if Route 238 does not extend west of Mission Boulevard. If these properties were developed under the existing General Plan designations, 335-670 dwelling units could be constructed.

The commercial strip on Mission Boulevard would be broken up with the construction of the Route 238 interchange at Valle Vista Avenue. It would also change the configuration of the commercial properties adjacent to the interchange. Existing commercial uses along Mission Boulevard range from thrift stores, offices, automotive uses and heavy commercial uses with outside storage. Land use and market implications for retail on Mission Boulevard are discussed in more detail in the following section.

MISSION-GARIN STUDY AREA

Alameda County Planning Agency



EXISTING ZONING	
RS	Single Family Residential
RM	Medium Density Residential
RH	High Density Residential
A	Agricultural (one acre)
CO	Commercial Office
CL	Limited Access Commercial
CG	General Commercial
PD	Planned Development
B	Combining
CN	Neighborhood Commercial

Figure 11

5. Mission Boulevard Corridor

Existing Land Use:

A recently completed land use survey identified the existing uses of land along Mission Boulevard. Commercial uses have been classified in the following five categories: Retail & Personal Service Establishments; Office and Financial Institutions; Automobile & RV Sales and related uses; General Commercial (bowling alleys, mini-storage, etc.); and Heavy Commercial, (generally uses with outside storage or involving heavy equipment etc.). (See Figure 10).

The land uses along Mission Boulevard do not follow any consistent pattern. Within any given block there is a range of non-related uses and in many instances, conflicting uses are located adjacent to each other without any buffering or transitional design. Example of typical land uses include auto repair, single family residential, offices and sales of recreational vehicles.

Auto and motor vehicle related uses occur most frequently with the heaviest concentration of these uses north of Tennyson.

There are three retail centers including Value Giant, Haymont and Hillside Square. Hillside Square is the only true neighborhood center with small convenience stores for local residents.

Analysis of vacant property indicated that there are 10.6 acres of vacant lands, excluding parcels acquired for Route 238 right-of-way. The parcels that are vacant are generally less than one acre in area and are not contiguous. Many of the commercial properties are underutilized but this potential figure has not been included with the total acres of vacant lands.

General Policies Plan:

The General Policies Plan Map designations along Mission Boulevard are primarily Retail and Office Commercial and Commercial and/or High Density Residential. These designations reflect the variety of land uses and most existing zoning.

The General Policies Plan recognizes that sales of automobiles, auto supplies and parts are critical to the City's fiscal health. These sales accounted for close to 25% of total taxable sales in Hayward during 1985. Refer to first policy and strategy listed under Mission Boulevard Corridor in Table 3.

Zoning:

Most of the properties along Mission Boulevard are zoned for commercial uses with the exception of existing residential developments. The applicable commercial zoning designations in the area are, General Commercial (GC), Neighborhood Commercial (NC), Limited Access Commercial (CL), and Planned Development (PD). (Figure 11).

Historically, the properties fronting Mission Boulevard were not considered for residential development due to the constraints of the Hayward Fault Zone which originally extended from Mission Boulevard to the east. The fault zone

has become narrower over the years as geologic reports prepared for current developments along Mission Boulevard indicate that these properties have no fault traces. If it is determined that more housing development is desirable, consideration may be given to rezoning to allow for residential development.

B. PROPOSED LAND USE ALTERNATIVES

After review of five preliminary conceptual land use alternatives, two proposed land use alternatives to the existing General Policies Plan were formulated by the Task Force for detailed discussion and evaluation. These alternatives were developed based on the land use considerations presented in this report and the comments of individual Task Force members and the general public as recorded at neighborhood meetings. A third alternative, the Preferred Land Use Alternative, was subsequently derived from the other alternatives.

All three alternatives, together with the existing General Policies Plan, are summarized below and further described on the following pages. Analysis of the impacts of these alternatives is incorporated within appropriate sections of this report (e.g. Traffic and Circulation, Public Services and Facilities).

1. Summary of Land Use Alternatives

Table 5
POTENTIAL FOR ADDITIONAL HOUSING UNITS

Alternative	Existing Housing Units (1986)	Potential Additional Housing Units	Potential Total Housing Units	Estimated Potential Population
Existing General Policies Plan	2630	1946-3447 (1946-2900)	4576-6077 (4576-5530)	11440-15192 (11440-13825)
Alternative 1	2630	2638-3869	5268-6499	13170-16247
Alternative 2	2630	946-1307 (946-1224)	3576-3937	8940-9842
Preferred Land Use Alternative	2630	2705-4042	5335-6672	13337-16680

*1) Based on a medium density range of 8-12 units per acre.

*2) Estimated Potential Population based on 2.5 persons per household.

EXISTING GENERAL POLICIES PLAN

CIRCULATION

- o Route 238 as Freeway/Expressway to Industrial Parkway; Mission Boulevard widened south of Industrial Parkway.
 - o Partial interchanges/signalized intersection at Harder Road, Tennyson Road, Mission Boulevard, Dixon Street, and Industrial Parkway.
 - o Calhoun Street has grade separation (no access) at proposed Route 238.
 - o (Collector streets not identified on plan map).
-

LAND USE ALONG MISSION BOULEVARD

- o Most Route 238 right-of-way parcels west of Mission Boulevard not available for development with roadway extension to Industrial Parkway.
 - o Commercial and/or High Density Residential designations west of Mission Boulevard.
 - o Retail and Office Commercial designation east of Mission Boulevard.
 - o (Neighborhood parks not identified on plan map; however, retention and/or expansion of Valle Vista Mini-Park is uncertain).
 - o Auto sales uses along Mission Boulevard not encouraged but considered on individual basis.
 - o Commercial/High Density Residential designation reflects existing zoning between Jefferson and Tennyson.
-

LAND USE IN HILL AREA

- o In addition to existing development, residential designations include Medium Density at lower elevations north of Alquire Parkway, and Suburban Density north and south of upper Garin Avenue.
 - o Limited Open Space designation includes areas generally in excess of 25% slopes; residential development prohibited because of unstable or steep slopes and to protect visual amenities of ridgelines.
-

POTENTIAL ADDITIONAL HOUSING UNITS

- o 1946-3447 units.
- o This alternative respects approved (but not built), pending, and proposed development projects. (Figure 9).

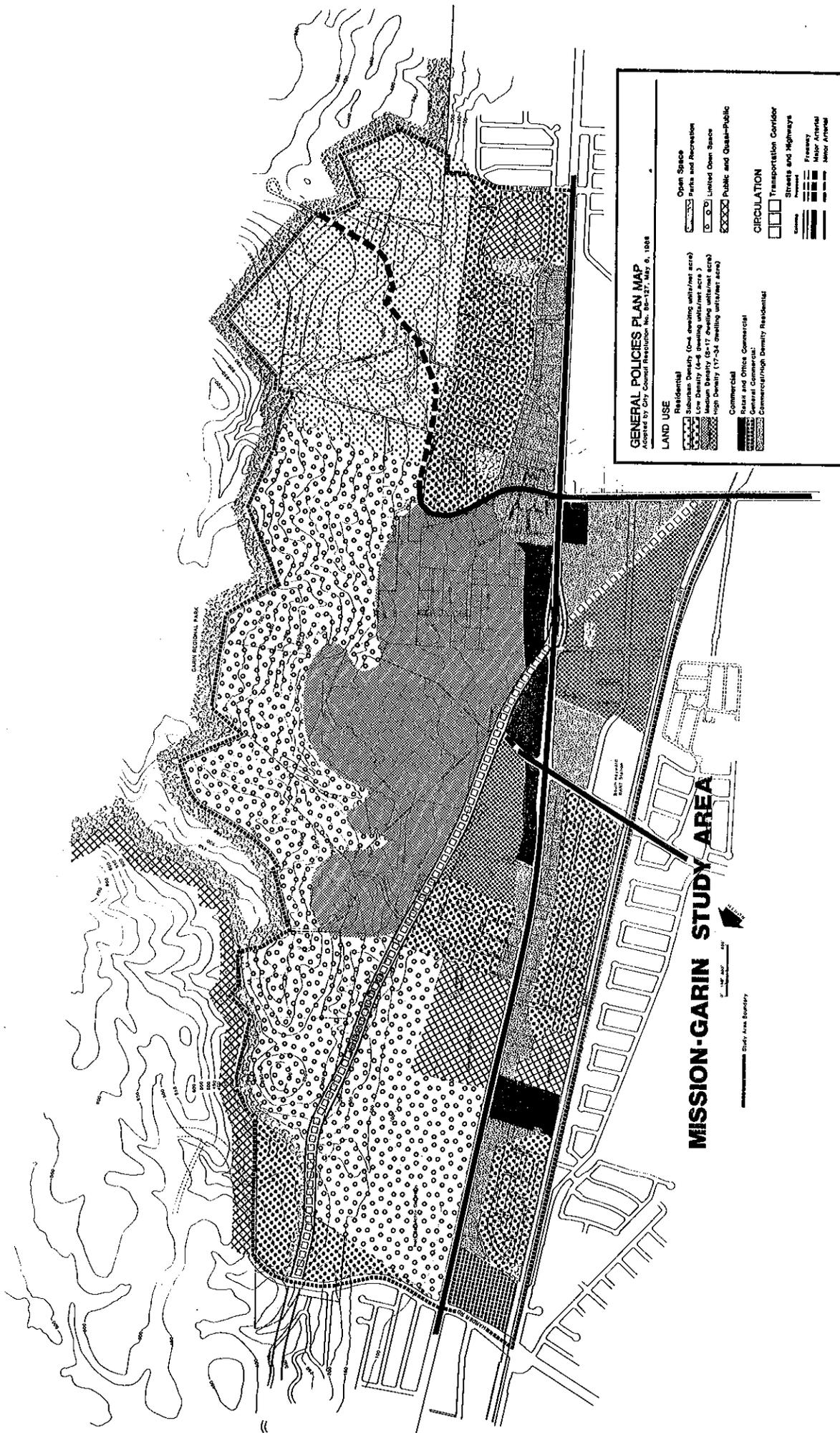


Figure 12

Table 6

MISSION-GARIN STUDY AREA

POTENTIAL FOR ADDITIONAL HOUSING UNITS ON VACANT AND UNDERUTILIZED PARCELS

EXISTING GENERAL POLICIES PLAN

SUBAREA	RESIDENTIAL DENSITIES									
	HIGH		MEDIUM		LOW		SUBURBAN		TOTAL	
	Acres	Units	Acres	Units	Acres	Units	Acres	Units	Acres	Units
1	1	16-26	-	-	1	6-9	-	-	2	22-35
2	3	44-92	-	-	6	32-36	-	-	9	76-128
3	7	121-246	-	-	-	-	-	-	7	121-246
4	2	27-56	157	1570-2584	13	12	121	118-386	293	1727-3038
AREA TOTAL	13	208-420	157	1570-2584	20	50-57	121	118-386	311	1946-3447

NOTES:

- 1) General Policies Plan Map designations include the following residential categories:
 Suburban Density Residential (0-4 units/net acre)
 Low Density Residential (4-8 units/net acre)
 Medium Density Residential (8-17 units/net acre)
 High Density Residential (17-34 units/net acre)
 Commercial/High Density Residential (same as above)
- 2) General Policies Plan density ranges were used to calculate potential except where there are projects recently approved (but not built) and where the Route 238 L.A.T.I.P. has estimated development potential.
- 3) Acreages have been rounded to the nearest whole number.
- 4) Subarea boundaries are indicated on Figure 8.
- 5) In Subarea 4 underutilized parcels with existing units have been included as vacant land after excluding 3 acres per unit in areas designated suburban density and 1 acre per unit in areas designated medium density.

ALTERNATIVE 1

CIRCULATION

- o Route 238 as Freeway/Expressway to Mission Boulevard; Mission Boulevard widened south of Industrial Parkway.
- o Partial interchanges/signalized intersection at Harder Road, Tennyson Road, and Mission Boulevard.
- o Calhoun Street has grade separation (no access) at proposed Route 238.
- o North-south collector street between Calhoun and Alquire Parkway.

LAND USE ALONG MISSION BOULEVARD

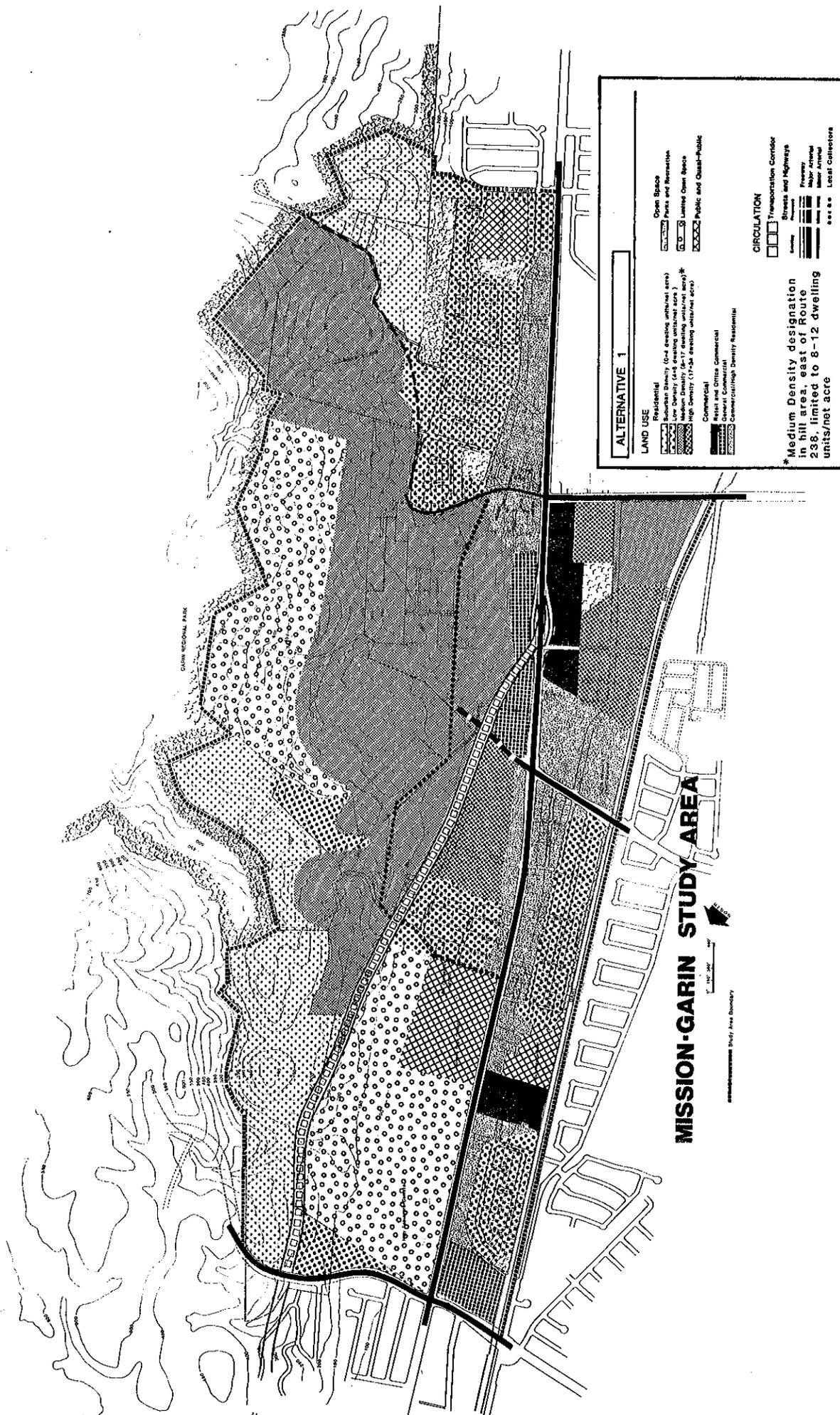
- o Route 238 right-of-way parcels west of Mission Boulevard available for development.
- o Commercial/High Density Residential designation on BART property; High Density Residential designation except for Medium Density Residential designation on some right-of-way parcels.
- o Retail and Office Commercial designation west of Mission Boulevard.
- o Relocated and expanded Valle Vista Park on Dixon Street.
- o Auto sales uses along east side of Mission Boulevard through General Commercial designation.
- o Commercial/High Density Residential designation extended to Twelfth Street between Jefferson and Tennyson.

LAND USE IN HILL AREA

- o In addition to existing development, residential designations include Medium Density (limited to 8-12 units per acre) at lower elevations north of Alquire Parkway and upper Garin Avenue, and Suburban Density at higher elevations, north of Calhoun Avenue and south of upper Garin Avenue. Slope and visual concerns to be addressed during review of individual residential development projects through application of clustering and density transfer concepts.
- o Limited Open Space designation is significantly reduced to area above La Vista Quarry.
- o Additional park and recreational facilities are indicated along fault trace south of Garin Avenue.

POTENTIAL ADDITIONAL HOUSING UNITS

- o 2638-3869
- o This alternative respects approved (but not built), pending, and proposed development projects. (Figure 9).



ALTERNATIVE 1

LAND USE

- Residential
 - Medium Density (2-4 existing units/net acre)
 - Low Density (4-8 existing units/net acre)
 - High Density (17-34 existing units/net acre)*
- Commercial
 - General Commercial
 - Commercial/High Density Residential
- Open Space
 - Parks and Recreation
 - Limited Open Space
 - Public and quasi-public

CIRCULATION

- Transportation Corridor
- Streets and Highways
- Freeway
- Major Arterial
- Minor Arterial
- Local Collectors

* Medium Density designation in hill area, east of Route 238, limited to 8-12 dwelling units/net acre

MISSION-GARIN STUDY AREA

Scale: 1" = 100'

Study Area Boundary

Figure 13

Table 7

MISSION-GARIN STUDY AREA

POTENTIAL FOR ADDITIONAL HOUSING UNITS ON VACANT AND UNDERUTILIZED PARCELS

ALTERNATIVE 1

SUBAREA	RESIDENTIAL DENSITIES									
	HIGH		MEDIUM		LOW		SUBURBAN		TOTAL	
	Acres	Units	Acres	Units	Acres	Units	Acres	Units	Acres	Units
1	1	8-18	-	-	1	14-17	-	-	2	22-35
2	3	43-89	-	-	6	37-48	-	-	9	80-137
3	5	78-158	7	152-157	-	-	-	-	12	230-315
4	2	27-56	259	2176-2888	15	58-119	124	45-319	400	2306-3382
AREA TOTAL	10	156-321	267	2328-3045	22	109-184	124	45-319	423	2638-3869

NOTES:

- 1) General Policies Plan Map designations include the following residential categories:
 Suburban Density Residential (0-4 units/net acre)
 Low Density Residential (4-8 units/net acre)
 Medium Density Residential (8-17 units/net acre)*
 High Density Residential (17-34 units/net acre)
 Commercial/High Density Residential (same as above)
 *Medium density east of Route 238 (8-12 units/net acre)
- 2) General Policies Plan density ranges were used to calculate potential except where there are projects recently approved (but not built) and where the Route 238 L.A.T.I.P. has estimated development potential.
- 3) Acreages have been rounded to the nearest whole number.
- 4) Subarea boundaries are indicated on Figure 8.
- 5) In Subarea 4 underutilized parcels with existing units have been included as vacant land after excluding 3 acres per unit in areas designated suburban density and 1 acre per unit in areas designated medium density.
- 6) Based on physical constraints of properties in the hill area, actual development potential may more closely reflect the minimum of the range.

ALTERNATIVE 2

CIRCULATION

- o Route 238 as Freeway/Expressway to Mission Boulevard or Industrial Parkway; Mission Boulevard widened south of Industrial Parkway.
 - o Partial interchanges/signalized intersection at Harder Road, Tennyson Road, and Mission Boulevard.
 - o Calhoun Street has grade separation (no access) at proposed Route 238.
-

LAND USE ALONG MISSION BOULEVARD

- o Route 238 right-of-way parcels west of Mission Boulevard not available for development pending roadway extension to Industrial Parkway (restricted development area).
 - o Commercial/High Density Residential designation on BART property; High Density Residential designation reflects existing zoning.
 - o Retail and Office Commercial designation west of Mission Boulevard.
 - o Retention and/or expansion of Valle Vista Mini-Park is uncertain.
 - o Auto sales uses along east side of Mission Boulevard through General Commercial designation.
 - o Commercial/High Density Residential designation extended to Twelfth Street between Jefferson and Tennyson.
-

LAND USE IN HILL AREA

- o In addition to existing development, residential designations include Medium Density north of Alquire Parkway and Suburban Density along upper Garin Avenue (basically recognizes only approved development projects).
 - o Limited Open Space designation includes all other areas east of proposed Route 238; residential development prohibited because of unstable or steep slopes, to protect visual amenities of ridgelines, and to preserve open space.
 - o Additional park and recreational facilities are indicated along fault trace south of Garin Avenue.
-

POTENTIAL ADDITIONAL HOUSING UNITS

- o 946-1307
- o This alternative does not respect all approved (but not built), pending, and proposed development projects.

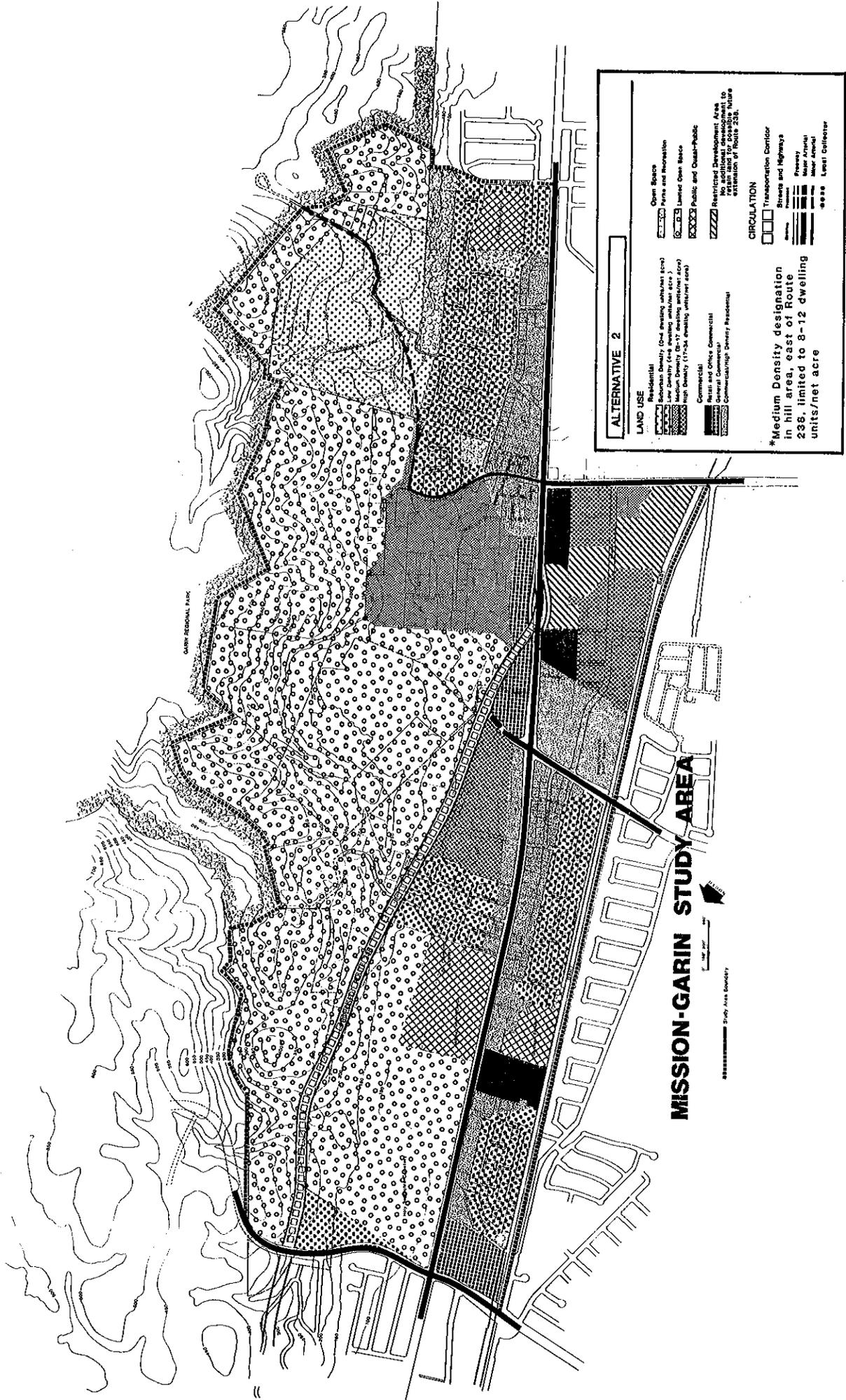


Figure 14

Table 8
MISSION-GARIN STUDY AREA
POTENTIAL FOR ADDITIONAL HOUSING UNITS ON VACANT AND UNDERUTILIZED PARCELS
ALTERNATIVE 2

SUBAREA	RESIDENTIAL DENSITIES									
	HIGH		MEDIUM		LOW		SUBURBAN		TOTAL	
	Acres	Units	Acres	Units	Acres	Units	Acres	Units	Acres	Units
1	1	16-26	-	-	1	6-9	-	-	2	22-35
2	3	47-100	-	-	6	33-37	-	-	9	80-137
3	5	78-158	1	3-6	-	-	-	-	5	81-164
4	2	27-56	45	618-771	-	-	60	118-144	106	763-971
AREA TOTAL	10	168-340	45	621-777	7	39-46	60	118-144	122	946-1307

NOTES:

- 1) General Policies Plan Map designations include the following residential categories:
 Suburban Density Residential (0-4 units/net acre)
 Low Density Residential (4-8 units/net acre)
 Medium Density Residential (8-17 units/net acre)
 High Density Residential (17-34 units/net acre)
 Commercial/High Density Residential (same as above)
 *Medium Density east of 238 (8-12 units/net acre)
- 2) General Policies Plan density ranges were used to calculate potential except where there are projects recently approved (but not built) and where the Route 238 L.A.T.I.P. has estimated development potential.
- 3) Acreages have been rounded to the nearest whole number.
- 4) Subarea boundaries are indicated on Figure 8.
- 5) In Subarea 4 underutilized parcels with existing units have been included as vacant land after excluding 3 acres per unit in areas designated suburban density and 1 acre per unit in areas designated medium density.

PREFERRED LAND USE ALTERNATIVE

CIRCULATION

- o Route 238 as Freeway/Expressway to Industrial Parkway; Mission Boulevard widened south of Industrial Parkway.
- o Partial interchanges/signalized intersection at Harder Road, Tennyson Road, Mission Boulevard, Dixon Street, and Industrial Parkway.
- o Calhoun Street has grade separation (no access) at proposed Route 238.
- o North/south collector from Calhoun Street to Alquire Parkway.

LAND USE ALONG MISSION BOULEVARD

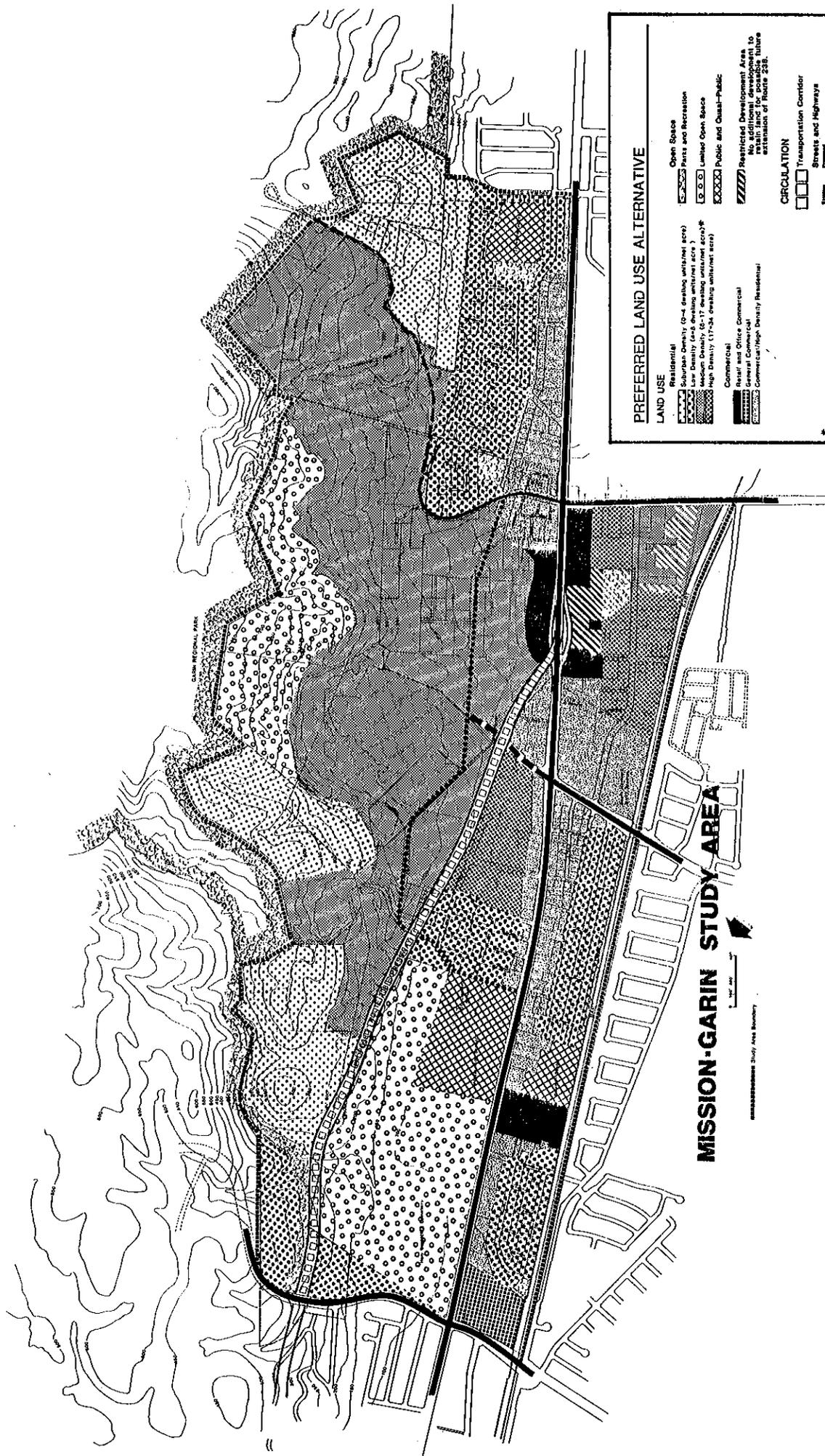
- o Route 238 right-of-way parcels designated as a restricted development area in order to retain the land for the future extension of Route 238.
- o Commercial/High Density Residential designation on BART properties.
- o Commercial/High Density designation west of Mission is extended to Twelfth Street between Jefferson and Tennyson.
- o Commercial/High Density designation east of Mission, from Calhoun to the intersection of Proposed Route 238 and Mission Boulevard.
- o Retail and Office Commercial designation on both sides of Mission south of the Proposed 238 intersection (including the restricted parcels).
- o Auto related uses allowed north of Proposed Route 238 intersection with Mission.
- o Medium Density Residential and neighborhood park designation under the restricted right-of-way parcels south of Valle Vista.

LAND USE IN HILL AREA

- o In addition to existing development, residential designations include Medium Density north of Calhoun and Alquire Parkway and upper Garin Avenues. Medium density designation extends up to the 450 feet contour through the Warren property.
- o Suburban Density replaces Limited Open Space north of the Quarry and along the east side of the Route 238 right-of-way.
- o All Medium Density east of the proposed Route 238 shall be restricted to 8-12 units per acre.
- o No additional park and recreational facilities are designated on the plan map.

POTENTIAL ADDITIONAL HOUSING UNITS

- o 2705-4042
- o This alternative respects all approved (but not built), development projects. (Figure 9).



PREFERRED LAND USE ALTERNATIVE

LAND USE

Residential

- Suburban Density (0-4 dwelling units/net acre)
- 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 Residential

Open Space

- Parks and Recreation
- Unimproved Open Space
- Public and Quasi-Public

Restricted Development Area
No additional development to be permitted until the completion of Route 236

CIRCULATION

- Transportation Corridor
- Streets and Highways
- Freeway
- Major Arterial
- Minor Arterial
- Local Collector

* Medium Density designation in hill area, east of Route 236, limited to 8-12 dwelling units/net acre

MISSION-GARIN STUDY AREA



MISSION-GARIN STUDY AREA BOUNDARY

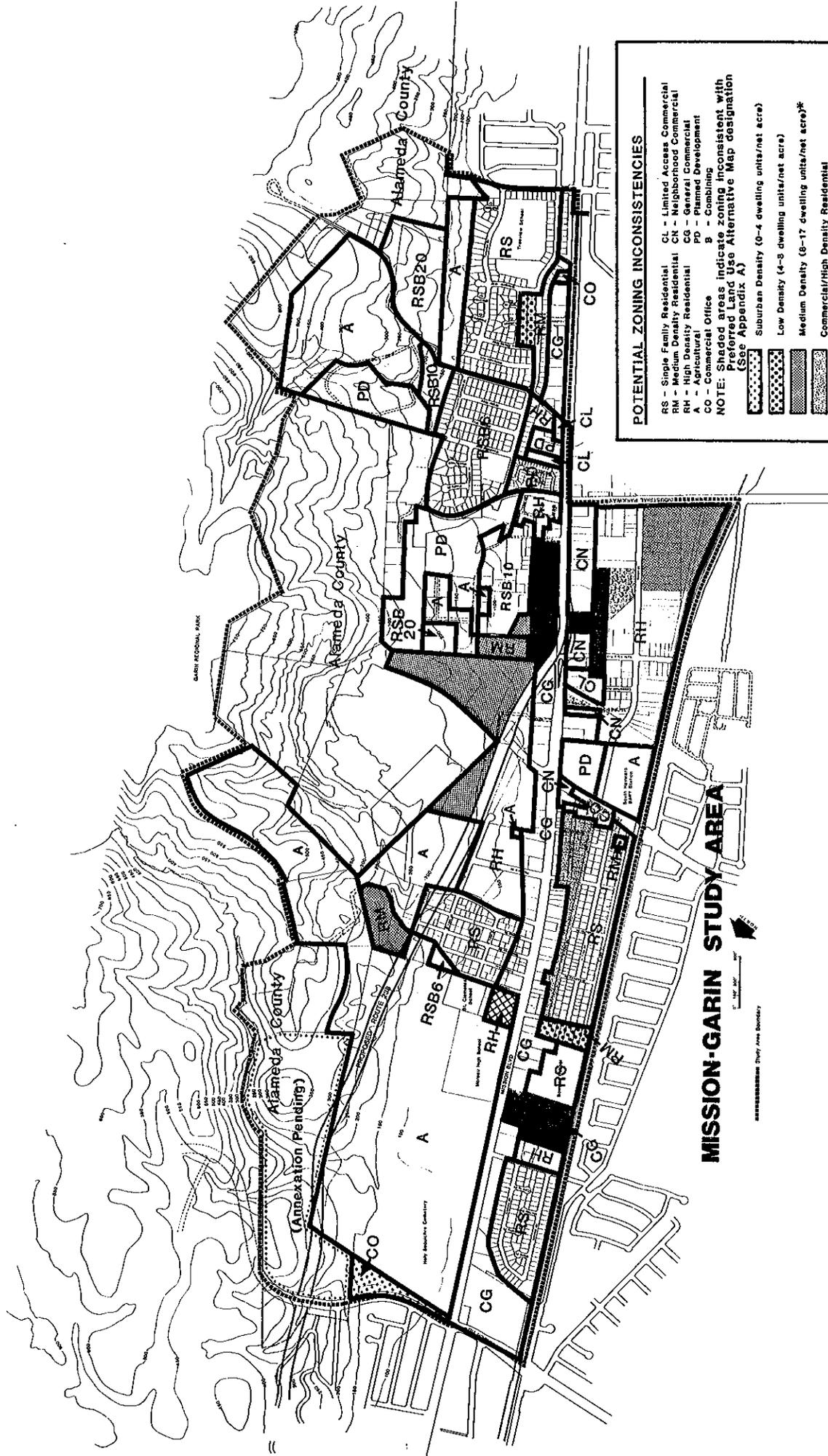
Figure 15

Table 9
MISSION-GARIN STUDY AREA
POTENTIAL FOR ADDITIONAL HOUSING UNITS ON VACANT AND UNDERUTILIZED PARCELS
PREFERRED LAND USE ALTERNATIVE

SUBAREA	RESIDENTIAL DENSITIES									
	HIGH		MEDIUM		LOW		SUBURBAN		TOTAL	
	Acres	Units	Acres	Units	Acres	Units	Acres	Units	Acres	Units
1	1	8-18	-	-	2	14-17	-	-	2	22-35
2	3	79-159	-	-	-	8-12	5	25	11	109-196
3	5	131-164	1	4-9	-	-	-	-	5	135-173
4	2	27-56	288	2373-3180	-	-	124	39-402	414	2439-3638
AREA TOTAL	12	242-397	288	2373-3189	3	22-29	128	64-427	432	2705-4042

NOTES:

- 1) General Policies Plan Map designations include the following residential categories:
 Suburban Density Residential (0-4 units/net acre)
 Low Density Residential (4-8 units/net acre)
 * Medium Density Residential (8-17 units/net acre)
 High Density Residential (17-34 units/net acre)
 Commercial/High Density Residential (same as above)
 *Medium Density east of 238 (8-12 units/net acre)
- 2) General Policies Plan density ranges were used to calculate potential except where there are projects recently approved (but not built) and where the Route 238 L.A.T.I.P. has estimated development potential. .
- 3) Acreages have been rounded to the nearest whole number.
- 4) Subarea boundaries are indicated on Figure 8.
- 5) In Subarea 4 underutilized parcels with existing units have been included as vacant land after excluding 3 acres per unit in areas designated suburban density and 1 acre per unit in areas designated medium density.
- 6) Based on physical constraints of properties on the hill area, actual development potential may more closely reflect the minimum of the range.



POTENTIAL ZONING INCONSISTENCIES

RS - Single Family Residential	CL - Limited Access Commercial
RM - Medium Density Residential	CN - Neighborhood Commercial
RH - High Density Residential	CG - General Commercial
A - Agricultural	PD - Planned Development
CO - Commercial Office	B - Combining

NOTE: Shaded areas indicate zoning inconsistent with Preferred Land Use Alternative Map designation (See Appendix A)

	Suburban Density (0-4 dwelling units/net acre)
	Low Density (4-8 dwelling units/net acre)
	Medium Density (8-17 dwelling units/net acre)*
	Commercial/High Density Residential
	Retail and Office Commercial
	Public and Quasi-Public
	Parks and Recreation

*Medium Density designation in hill area, east of Route 238, limited to 8-12 dwelling units/net acre

MISSION-GARIN STUDY AREA

Figure 16

Chapter IV. TRAFFIC AND CIRCULATION

A. BACKGROUND

Traffic congestion is the major concern in the Mission-Garin area. Through traffic on Mission Boulevard is the major contributor to this congestion. However, local traffic generated by existing and proposed development is also of concern. The long-proposed Route 238, although seen as the most appropriate solution to traffic congestion from a city-wide perspective, is also viewed as contributing to further congestion (as currently proposed) from a local standpoint. These issues, and recommended solutions, are discussed in this chapter.

1. General Policies Plan

Policy: A comprehensive approach will be taken in alleviating mounting problems of traffic congestion.

Strategies:

Lessen through traffic on local streets by increasing the capacity of the regional road network; (specifically) construct the Foothill Expressway (238) from Route 580 to a terminus at Industrial Parkway, west of Mission.

Synchronize traffic control devices and simplify intersections where feasible.

Require new development to demonstrate that there will be adequate road capacity before approval or issuance of permits.

Policy:

Alternatives to automobile transportation will be encouraged through development policies and provision of transit, bike and pedestrian amenities.

Strategies:

Where appropriate, encourage intensive new development within 1/2 mile of BART stations or 1/4 mile of major bus routes.

2. Route 238 Corridor

Route 238 has long been envisioned as a parallel route to the Nimitz Freeway and is intended to relieve congestion on that facility as well as the local street system, specifically in the Downtown area and along Foothill and Mission Boulevards. The City of Hayward General Policies Plan designates the existing state-owned right-of-way as a Transportation Corridor. The Preliminary Route 238 Local Alternative Transportation Improvement Program Summary (available separately) provides detailed information on the route

concept, planning history, redevelopment proposal and financing program, and also contains maps showing the proposed (expressway) alignment and proposed land uses for surplus right-of-way. Measure B, the one-half cent increase in the sales tax for Alameda County approved in November of 1986, provides an alternative to the Route 238 Expressway as currently proposed by the City in terms of financing and type of facility. Measure B will provide sufficient funding to construct Route 238 as a freeway and/or expressway facility from I-580 to Mission Boulevard, plus widen Mission Boulevard south to Fremont connecting with a new Route 84 freeway.

Freeway/Expressway Alternatives:

Proposed freeway/expressway alternatives, and their generalized alignments in the Mission-Garin area, are summarized below and in Figure 17. The alternatives include the following:

- Full four-lane freeway (I-580 to Mission Boulevard)
- Freeway (I-580 to Carlos Bee Boulevard) and expressway to Mission Boulevard
- Freeway (I-580 to Second Street) and expressway to Mission Boulevard
- Full six-lane expressway (I-580 to Mission Boulevard)

In the Mission-Garin study area, the freeway alternative would have partial interchanges at Harder Road, Tennyson Road, and Mission Boulevard; Calhoun Street would have a grade separation (undercrossing) with no access. The expressway alternative would have at-grade, signalized intersections at Harder Road and Tennyson Road, and a partial freeway-type interchange at Mission Boulevard; Calhoun Street would have a grade separation (undercrossing) with no access. Extensions to Industrial Parkway under either alternative would have at-grade, signalized intersections at Dixon Street as well as Industrial Parkway.

Right-of-way surplus parcels east of Mission Boulevard would be available for development except under the full freeway alternative. Right-of-way surplus parcels west of Mission Boulevard would be available for development if there is no extension to Industrial Parkway.

Traffic Impacts:

Traffic and other environmental impacts related to the proposed Route 238 alternatives are currently being evaluated by Caltrans during the preparation of the draft environmental impact report. The firm of DKS Associates, under contract with the City and in cooperation with Caltrans, has prepared a study which provides detailed analysis of information on peak hour flows, critical turning movements, levels of service, and related data for proposed Route 238 alternatives and major connecting arterials. A "No Project" alternative is also being evaluated to consider future impacts and other solutions for the Foothill-Mission Boulevard Corridor in the absence of the proposed Route 238 freeway and/or expressway.

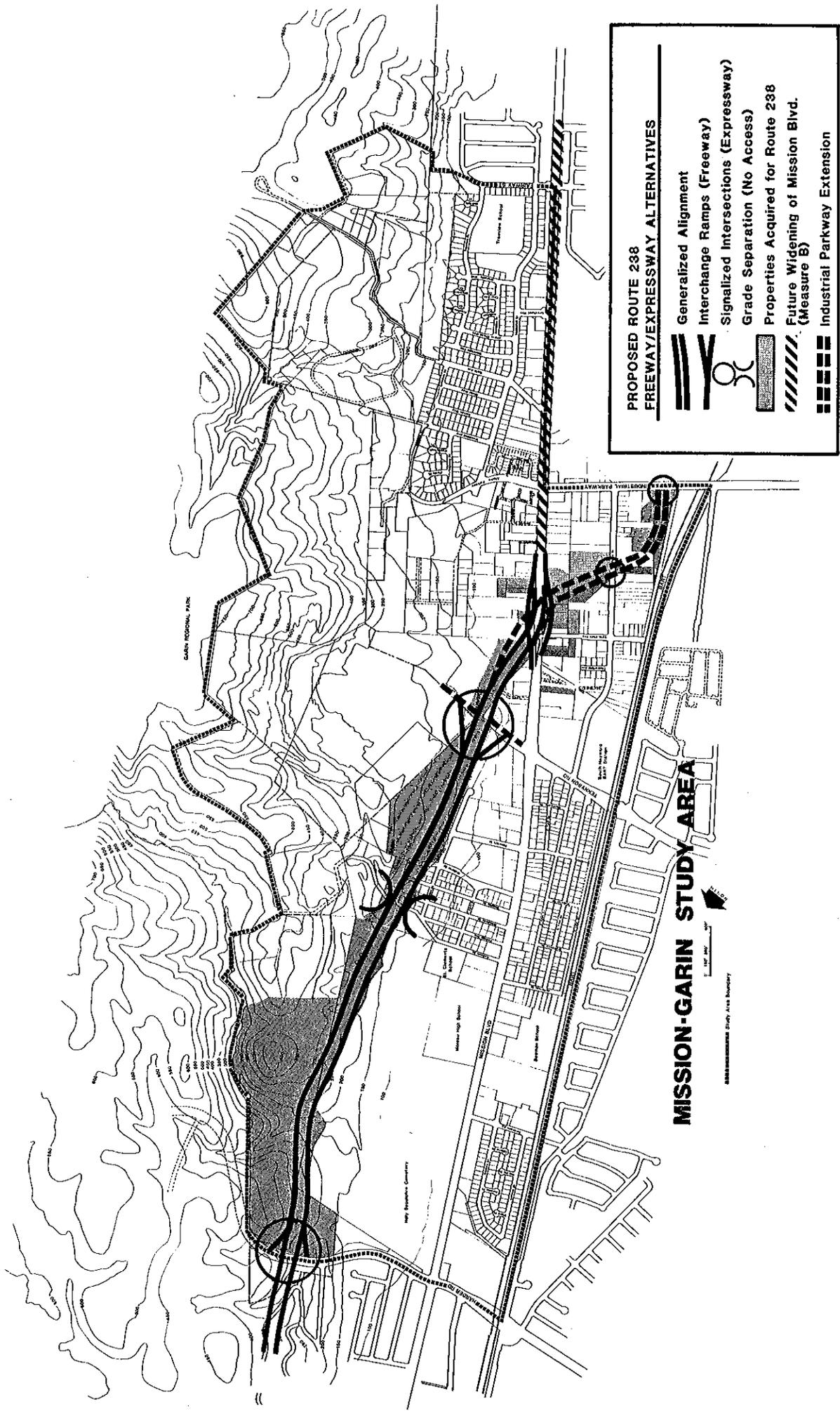


Figure 17

Preliminary findings of the DKS study, Route 238 Corridor Traffic Forecast and Operations Evaluation Study, Draft Final Report (December 16, 1986), are presented in the following section. Analysis of the impact of an extension to Industrial Parkway is not available at this time but will be included in the Route 238 EIR. Analysis of the impact of widening Mission Boulevard will soon be undertaken by Caltrans.

3. Existing Traffic Conditions

Figure 18 reveals existing (1985) traffic conditions in the Mission-Garin Area. Data is from the City of Hayward Traffic Flow map. Traffic volumes are expressed in terms of Average Daily Traffic (ADT). These volumes can be related to typical roadway capacity standards (see Caltrans standards below) to determine the level of congestion (volume to capacity ratio) along various segments.

Two lane road	10,000-12,000 vehicles per day
Four lane undivided roads	20,000-24,000 vehicles per day
Four lane divided roads	30,000-36,000 vehicles per day
Six lane divided roads	45,000-55,000 vehicles per day
Four lane freeways	80,000-100,000 vehicles per day
Eight lane freeways	160,000-200,000 vehicles per day

Degrees of congestion at intersections are expressed in terms of Levels of Service (LOS) during peak periods of the day. Table 10 provides definitions of the various levels of service and relates them to ratios of volume-to-capacity (V/C) based on critical turning movements, as determined for each intersection. Data for Calhoun/Mission is from the Traffic Impact Analysis for the Proposed Garin Park Apartments, TJKM Consultants, November 1986. Data for Industrial/Alquire/Mission is from the Hayward Golf Course EIR, Earth Metrics Incorporated, March 1986. Data for Tennyson/Mission is from the City Traffic Engineer. Data reflect the PM peak hour unless the level of service is determined to be worse at the AM peak hour.

4. Projected Traffic Conditions

Traffic Impacts Related to Proposed Route 238:

Figures 19 through 22 portray projected (2010) traffic conditions in the Mission-Garin area.

The traffic projections are based on road networks which include the various Route 238 Freeway/Expressway alternatives and widening of the Nimitz Freeway. The Nimitz widening is included in the five-year Regional Transportation Improvement Program approved by the Metropolitan Transportation Commission.

Underlying housing and employment projections utilized in the DKS study were derived from land use assumptions based on development potential in the city's planning area through the year 2010, or essentially ultimate buildout based on the City's General Policies Plan. Development assumptions for the Mission-Garin area included approximately 1900 additional dwelling units (including 1300 in the hill area) over the period from 1980 to 2010, for a total of 3800 units. These assumptions have been modified to reflect the

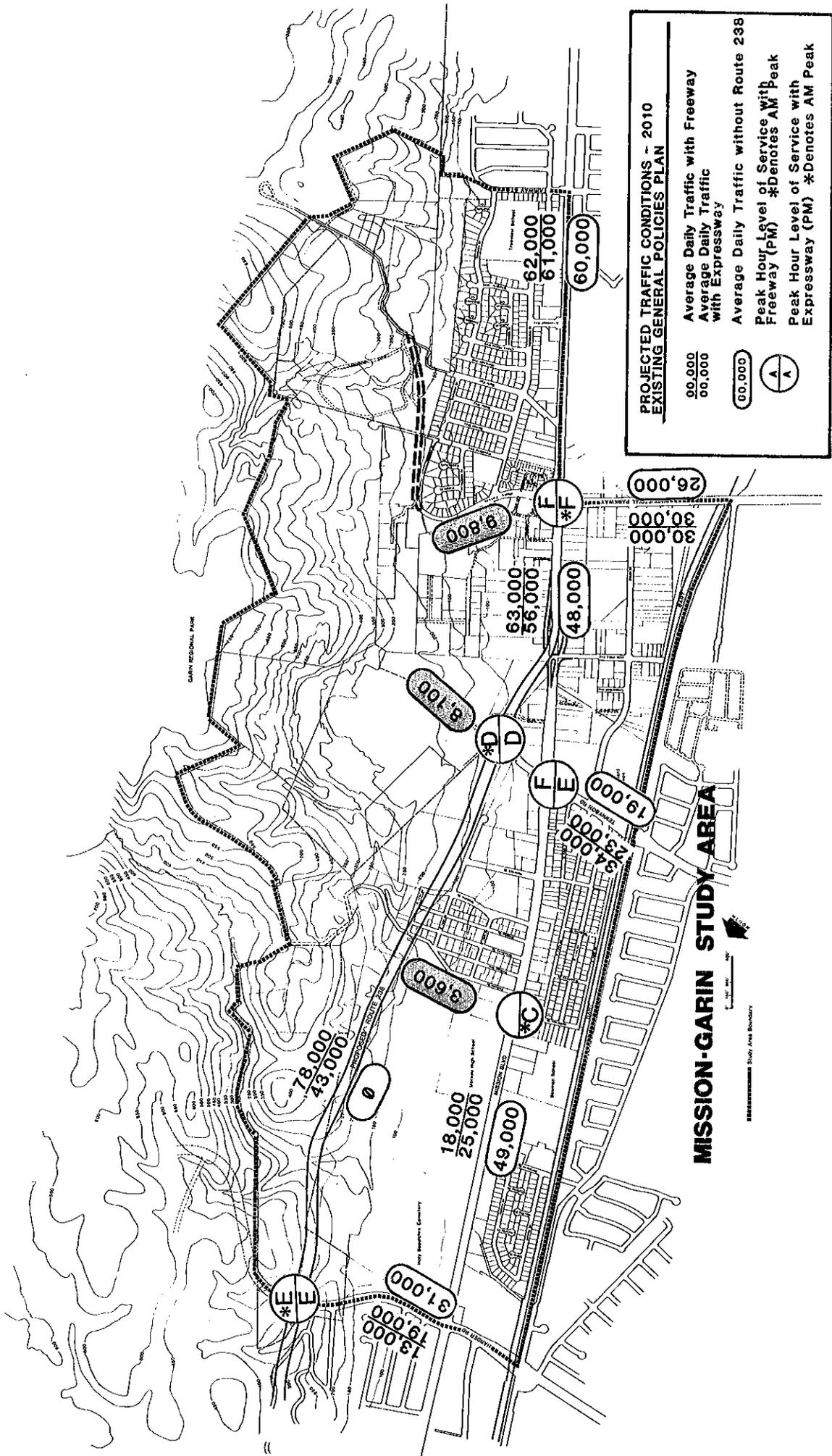
TABLE 10

SUMMARY OF LEVELS OF SERVICE FOR INTERSECTIONS

<u>Level of Service</u>	<u>Type of Flow</u>	<u>Delay</u>	<u>Maneuverability</u>	<u>V/C Ratio*</u>
A	Stable Flow	Very slight or no delay. If signalized, conditions are such that no approach phase is fully utilized by traffic and no vehicle waits longer than one red indication.	Turning movements are easily made, and nearly all drivers find freedom of operation.	0.00-0.60
B	Stable Flow	Slight delay. If signalized, an occasional approach phase is fully utilized.	Vehicle platoons are formed. Many drivers begin to feel somewhat restricted within groups of vehicles.	0.61-0.70
C	Stable Flow	Acceptable delay. If signalized a few drivers arriving at the end of a queue may occasionally have to wait through one signal cycle.	Back-ups may develop behind turning vehicles. Most drivers feel somewhat restricted.	0.71-0.80
D	Approaching Unstable Flow	Tolerable delay. Delays may be substantial during short periods, but excessive back-ups do not occur.	Maneuverability is severely limited during short periods due to temporary back-ups.	0.81-0.90
E	Unstable Flow	Intolerable delay. Delay may be great-up to several signal cycles.	There are typically long queues of vehicles waiting upstream of the intersection.	0.91-1.00
F	Forced Flow	Excessive delay.	Jammed conditions. Back-ups from other locations restrict or prevent movement. Volumes may vary widely, depending principally on the downstream back-up conditions.	Varies*

* In general, V/C ratios cannot be greater than 1.00, unless the lane capacity assumptions are too low. Also, if future demand projections are considered for analytical purposes, a ratio greater than 1.00 might be obtained, indicating that the projected demand would exceed the capacity.

References: - Highway Capacity Manual, Special Report No. 209, Transportation Research Board, 1985.
- Highway Capacity Manual, Special Report No. 87, Highway Research Board, 1965.



magnitude of development proposed under the General Policies Plan and the various land use alternatives. (See section on Methodology).

Preliminary findings of the DKS study indicate that projected traffic volumes on major streets vary according to the type of facility for the proposed Route 238. Route 238 itself would carry 78,000 ADT as a freeway and 43,000 as an expressway. Traffic on Mission Boulevard north of Tennyson, would be reduced to 18,000 under the freeway but only 25,000 under the expressway; without Route 238, traffic would increase to 49,000. Projected traffic on Mission Boulevard south of Tennyson Road and on Industrial Parkway exhibits only minor fluctuations with or without Route 238, reflecting existing capacity constraints. Tennyson Road experiences wide fluctuations with an increase to 34,000 under the freeway and only 23,000 under the expressway; without Route 238, traffic would increase to only 19,000.

The proposed Route 238 would draw traffic from the Nimitz Freeway as well as the Foothill-Mission Boulevard corridor. Based on preliminary findings of the DKS study, approximately 80%-90% of the projected traffic on Mission Boulevard would be through traffic, assuming the full freeway alternative. Conversely, this means that only about 10%-20% of the total projected traffic on Mission Boulevard would be generated within the Mission-Garin study area. Thus, increases in development potential within the study area, as proposed under the various land use alternatives, will result in relatively smaller increases in the total projected traffic within the Route 238 Corridor.

Traffic Impacts Related to Potential Development Within the Study Area:

For purposes of this study, average daily traffic volumes on major arterials have been held constant during analysis of the impacts of differing land use alternatives on certain individual intersections. The focus of this analysis has been to evaluate the impacts on projected levels of service at four key intersections.

The key intersections are Calhoun/Jefferson/Mission, Tennyson/Mission, and Industrial/Alquire/Mission. The intersection of Proposed Route 238/Tennyson Extension was also evaluated for each alternative. All of these intersections are downstream from areas of potential development that were not considered in the DKS study.

Methodology

Impacts on the Calhoun/Jefferson/Mission intersection are identified in the TJKM study for Garin Park Apartments. The methodology involved in incorporating the revised development assumptions into the DKS model for analysis of the other intersections is summarized in this paragraph. Maximum residential development capacities were taken from the tables in Chapter III. All units were assumed to be multi-family units, with six trips per day projected for each unit. The resulting average daily traffic is shown on the respective maps. It was assumed that less intense (single-family) development, which usually generates a higher number of daily trips, would result in approximately the same average daily traffic. The percentage of PM peak hour trips was assumed to be 11%, with 80% coming into and 20% going out of the immediate area. It was further assumed, based on the previously

mentioned studies, that trip distribution would be split as follows: 50% to and from the north on Mission or Proposed Route 238, 40% to and from the west on Tennyson or Industrial, and 10% to and from the south on Mission Boulevard. In the case of the Proposed Route 238/Tennyson Extension intersection, the 50% oriented to the north was further split in half between Proposed Route 238 and Mission Boulevard. These numbers were then incorporated in the DKS study intersection analyses to determine any changes in the projected level of service.

Existing General Policies Plan

Under the existing General Policies Plan, approximately 20,700 additional daily trips will be added with maximum development. The projected levels of service at major intersections reflect the variations in traffic volumes. Mission Boulevard/Industrial Parkway would be reduced to LOS F with either the freeway or the expressway. Mission Boulevard/Tennyson Road would be reduced to LOS E with the expressway and drop to LOS F with the freeway. Calhoun/Mission would actually improve to LOS C. Traffic impacts of other land use alternatives are discussed in Section B.

Traffic Impacts Without the Proposed Route 238:

The studies previously cited have noted that without the Proposed Route 238, levels of service would be reduced to LOS F at all major intersections along Mission Boulevard. However, according to the DKS study (Alternative 2 scenario), the level of service at Industrial/Alquire/Mission (and perhaps other intersections) could be maintained at LOS D/E if appropriate transportation systems management (TSM) measures were undertaken. Of course, such measures (carpooling, added turning lanes, etc.) may also be appropriate even with the proposed Route 238. These measures are discussed further in a later section.

5. Future Circulation Pattern in the Hill Area

The future circulation pattern in the hill area no longer envisions extension of Tennyson Road and Alquire Parkway through Garin Regional Park and on to Walpert Ridge. The primary concerns now involve providing adequate circulation within the immediate hill area to serve anticipated development and to minimize the need for local traffic to use Mission Boulevard.

Alquire Parkway is still envisioned as the primary access route to Garin Regional Park. The proposed extension (no precise plan has been adopted) would continue from the existing terminus and connect with Garin Avenue above the existing single-family development. The lower segment of Garin Avenue could then function as a local street with minimal through traffic.

Overhill Drive (north-south portion) is now considered as a future connection between Alquire Parkway and the Tennyson Road extension to the proposed Route 238. A 500' northward extension of Vanderbilt Street at Alquire Parkway has been made a condition of approval for the Citcon condominium project. Further extension northward and connection with Tennyson Road could be made a condition of approval for any development of properties in that area.

Calhoun Street provides access to existing and proposed development east of Route 238. A new local collector street connecting to the Tennyson Road extension may be desirable to provide better internal circulation for safety and convenience, depending on the amount of future development.

6. Transportation Systems Management

Transportation Systems Management (TSM) measures include a variety of actions such as peak hour auto demand reductions (through increased transit usage, ridesharing or flexible workhours) and low cost capacity increases (through re-striping or spot widenings) which can improve traffic conditions enough to accommodate small increases in demand and defer costly capital improvement projects to increase capacity. Some of the latter possibilities are discussed in the following paragraphs.

Through Lane Widenings:

This could increase the number of through lanes along Mission Boulevard by elimination of parking during peak hours or possibly at all times of the day along existing four lane sections.

Added Turning Lanes:

Other measures that could improve access and circulation east of Mission Boulevard as well as improve corridor capacity along Mission Boulevard include:

- a) Provide dual left turn lanes for northbound traffic on Mission at Industrial and southbound traffic at Alquire. (The City's Capital Improvement Program includes funding for an additional northbound left turn lane on Mission Boulevard to westbound Industrial Parkway).
- b) Add a left turn lane from west bound Tennyson extension to south bound Mission Boulevard.
- c) Eliminate parking on Mission Boulevard north of Garin Avenue.

Synchronization:

Caltrans is currently studying the possibility for time based-signal coordination along Mission Boulevard for improved synchronization. The signal phasing at the Calhoun/Jefferson and Mission Boulevard intersection will most likely preclude one continuous synchronization system. It appears that it will be necessary to have two separate systems.

Traffic Control Devices:

The need for traffic control devices is determined by the Traffic Engineering Department. The need is determined through application of a "warrant system". When a request is received for stop signs at an intersection (generally a 4-way stop), the following criteria is evaluated to determine if the intersection warrants additional traffic control:

- Traffic volumes on both streets are measured. The volume on the minor street is the most important factor (for example, if this volume is one-half that of the major street, controls may be warranted but if it is only one-tenth of the volume of the major street, that would not be enough to interrupt traffic flow on the major 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 street.

- Higher speed limits on the major street reduce the above criteria.

Traffic signal warrants are determined by using a mathematical equation which is based mainly on the California state signal warrant. The priority of each warranted intersection is determined on a point basis. The Traffic Engineering Division keeps a traffic signal priority list which is updated yearly. Signals with the highest priority generally will be included in the 5-year Capital Improvement Program. The City currently requires payment of \$200 per unit for new residential projects into a Traffic Signal Fund.

A traffic signal at Industrial Parkway and Dixon Street is indicated in the 5-year Capital Improvement Program for 1989-90. A traffic signal at Mission Boulevard and Garin Avenue is indicated as Number 8 on the traffic signal priority list. The need for a traffic signal or other intersection modification at Mission Boulevard and Garin Avenue will depend on the future timing of the Alquire Parkway extension.

B. TRAFFIC IMPACTS OF PROPOSED LAND USE ALTERNATIVES

1. Alternative 1

This alternative would generate a maximum additional 23,200 daily trips, or approximately 12% more than maximum development under the existing General Policies Plan. Total overall projected traffic within the Route 238/Mission Boulevard corridor would be approximately 14% greater than that indicated in the DKS Study, suggesting higher average daily traffic volumes for major arterials than those shown on Figure 20.

Levels of service at key intersections would not change from those indicated under the existing General Policies Plan except for Industrial/Alquire/Mission (from F to *F with the freeway alternative).

It appears that improvements in the local circulation pattern discussed previously could help to mitigate some of the impacts under this alternative. This includes a north-south collector street east of Route 238 from Alquire Parkway all the way up to Calhoun Street, which would also need improvements. In the Dixon Street area, access could be provided to surplus right-of-way parcels directly off of Dixon Street to minimize the need for direct access to Industrial Parkway.

2. Alternative 2

This alternative would generate a maximum additional 7,800 daily trips, or approximately 62% less than maximum development under the existing General Policies Plan. Total overall projected traffic within the Route 238/Mission Boulevard corridor would be approximately 1% greater than that indicated in the DKS Study, suggesting the same average daily traffic volumes for major arterials as those shown on Figure 21.

Levels of service at key intersections would not change from those indicated under the existing General Policies Plan except for Calhoun/Jefferson/Mission (from *C to *B), Tennyson/Mission (from F to E with the freeway and from E to C with the expressway), Proposed Route 238/Tennyson (from *D to *A with the freeway and from D to A with the expressway), and Mission/Industrial (from *F to *E with the expressway).

Obviously, no north-south collector route would be needed east of Route 238. Tennyson Road would be extended only as far as Route 238, and there would be no need to extend Vanderbilt northward from Alquire Parkway. There might not be a need for completion of the Alquire Parkway extension to Garin Avenue. Calhoun Street would serve only existing homes east of Route 238.

Preferred Land Use Alternative

This alternative would generate a maximum additional 24,300 daily trips, or approximately 17% more than maximum development under the existing General Policies Plan. Total overall projected traffic within the Route 238/Mission Boulevard corridor would be approximately 15% greater than that indicated in the DKS Study, suggesting higher average daily traffic volumes for major arterials than those shown on Figure 22.

Levels of service at key intersections would not change from those indicated under the existing General Policies Plan except for Industrial/Alquire/Mission (from F to *F with the freeway alternative).

It appears that improvements in the local circulation pattern discussed previously could help to mitigate some of the impacts under this alternative. This includes a north-south collector street east of Route 238 from Alquire Parkway all the way up to Calhoun Street, which would also need improvements.

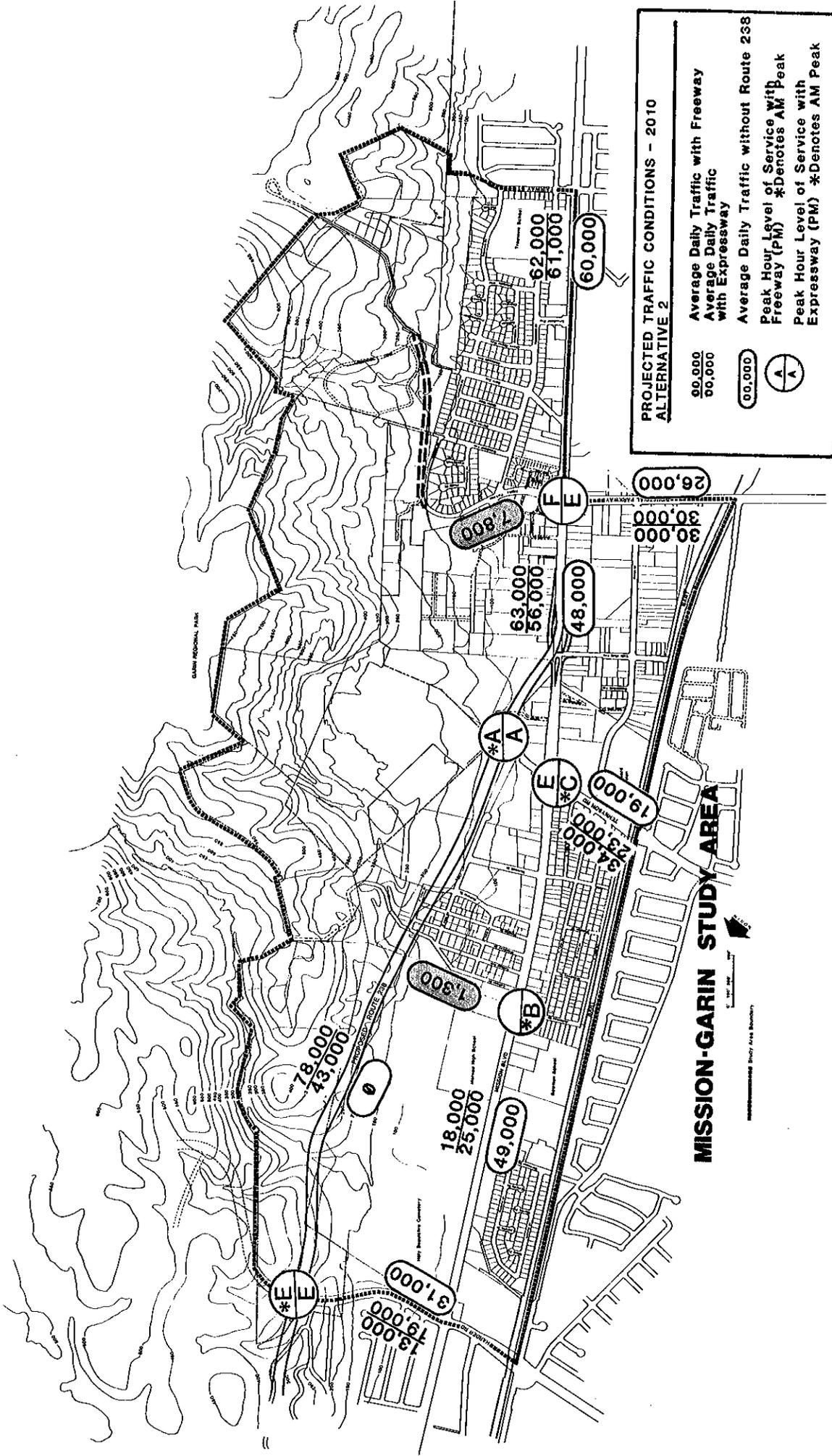


Figure 21

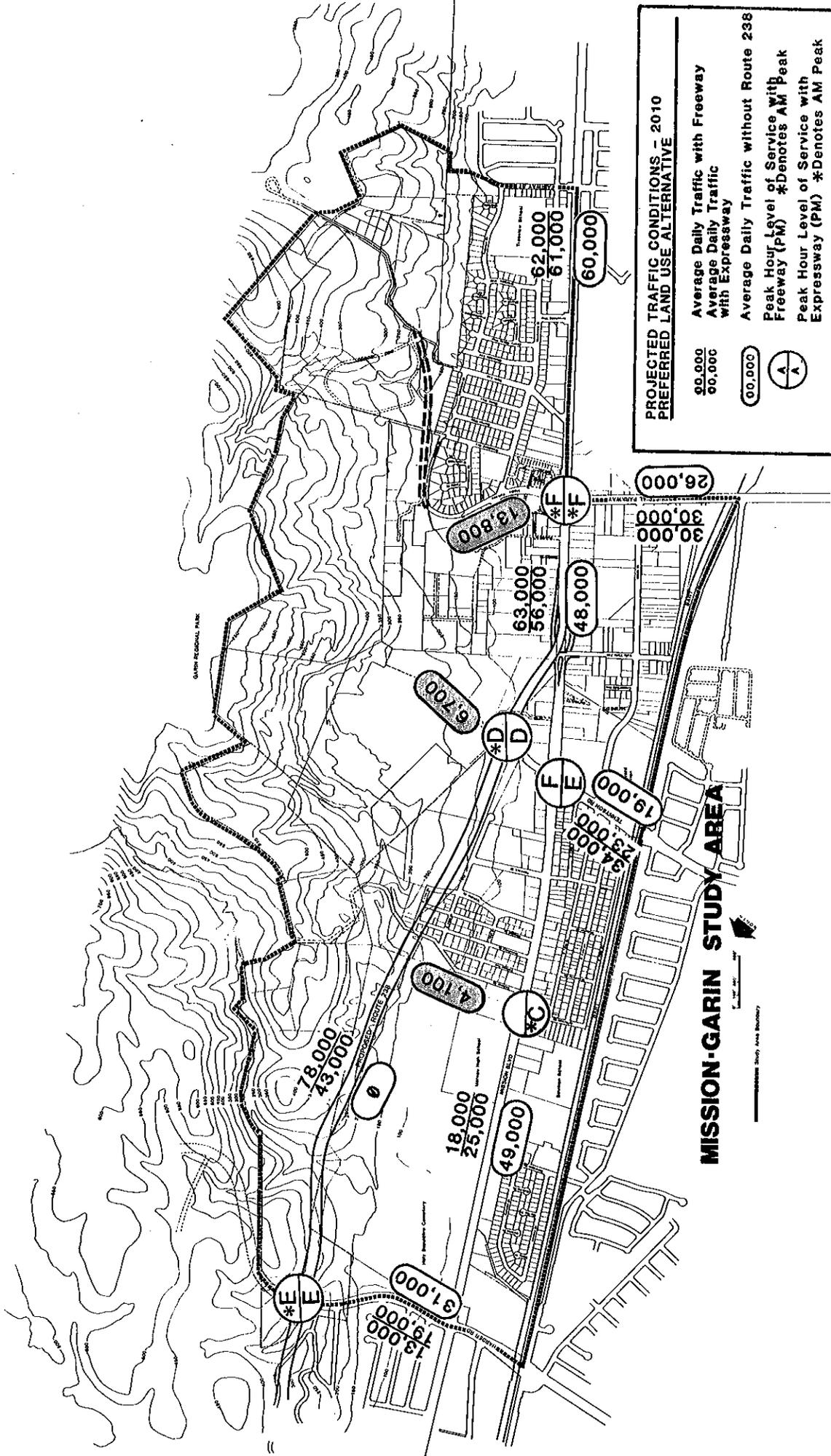
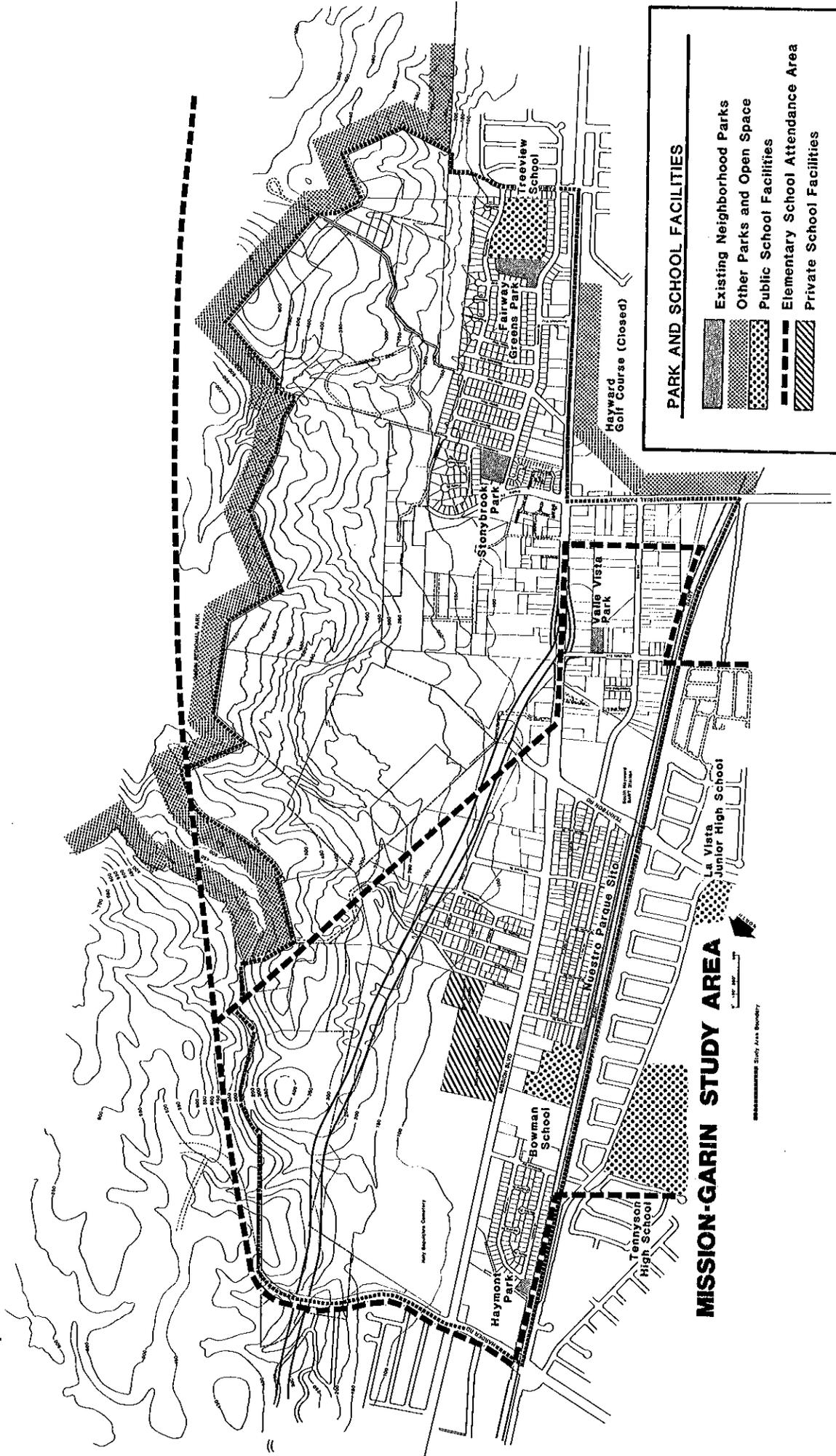


Figure 22



PARK AND SCHOOL FACILITIES

-  Existing Neighborhood Parks
-  Other Parks and Open Space
-  Public School Facilities
-  Elementary School Attendance Area
-  Private School Facilities

MISSION-GARIN STUDY AREA

Scale: 1" = 100'

Study Area Boundary

Figure 23

Chapter V. PUBLIC SERVICES AND FACILITIES

A. BACKGROUND

This chapter describes the existing public facilities, services and programs as they relate to the Mission-Garin Area. This is a brief overview intended to address public services which could be affected by changes in this study area and to address specific concerns brought up in Task Force and Neighborhood Meetings.

1. General Policies Plan

Policy: The City image will be enhanced by community actions to improve city appearance, by recognition of outstanding individual contributions and accomplishments and by promotion of cultural events in Hayward.

Strategies:

Continue city-wide clean up and rubbish pick up campaigns; consider mandating trash pick up service for each property.

Schedule regular street cleaning, so residents can move vehicles off the street.

Policy: The city will seek to increase the resources available for recreation.

Strategies:

Continue and expand joint use of facilities with school district and encourage the school district to upgrade the condition of school grounds.

Cooperate with park districts to satisfy the needs for district wide parks.

2. Neighborhood Parks and Recreation Facilities

There are large areas of open space within and adjacent to the study area. These include Garin Regional Park and California State University Hayward to the east, Holy Sepulchre Cemetery in the north, and the Hayward Golf Course (privately owned and now closed) to the southwest. These areas provide passive open space for visual enjoyment and aesthetic enhancement as well as limited recreational opportunities. However, there is still a need for open space for active recreation within public parks. These facilities are provided through the Hayward Area Recreation and Park District.

Existing Park Facilities

The study area itself contains 9.6 acres of local neighborhood parks. The accompanying table identifies these parks by subarea and provides more detailed information on acreage. Locations of the parks are indicated on the accompanying map. (Figure 23).

Additional recreational facilities are located on public and private school grounds in the area (Bowman, Treeview, St. Clement's, Moreau). In addition to the parks within the study area, there are several other park facilities in the vicinity, including the Tennyson High School Athletic Field and Sorensdale Park to the west, and the Mission Boulevard Greenway to the south (maintained by the city). Funds for landscaping the 480 feet of greenway (52' wide) north of Fairway Street have been included in the Capital Improvement Program for Fiscal Year 1988-89 utilizing park dedication in-lieu fees (\$85,000).

Table 11

MISSION-GARIN STUDY AREA
LOCAL NEIGHBORHOOD PARKS

SUBAREA	PARK	ACRES	LOCATION
1	Haymont Mini Park	.5	Colette Street
1	Nuestro Parque Sito	2.6	East 10th Street
3	Valle Vista Mini Park	1.0	Valle Vista Avenue
4	Stonybrook Park	2.5	Vanderbilt Street
4	Fairway Greens Park	3.0	Vanderbilt Street
TOTAL PARK ACREAGE		9.6	

Existing and Future Needs

The current city-wide average of local neighborhood park land per thousand residents is approximately 1.71 acres. If this ratio were applied to the estimated current population of 6,725 within the study area, the comparable figure would be 11.5 acres, or slightly more than the existing acreage. If all linear and community parks are included in the calculations, the city-wide average is approximately 3.62 acres per thousand residents. If applied to the study area, the resulting figure would be 24.3 acres as compared to the existing 9.6 acres.

If the full potential for additional housing development in the study area is realized, there will be approximately 1950-3450 new dwelling units. Assuming 2.5 persons per household, the increase in population would number 4875-8625 for a total population of 11,600-15,350. In order to maintain the city-wide average of 1.71 acres of local parks per thousand population, between 19.8 and 26.2 acres would be needed to serve the projected population in the study area compared to the existing 9.6 acres. If the greater ratio of 3.62 for community and local parks is used, then 41.9-55.6 acres would be desirable. Of course, needs determinations also involve other considerations.

Park Acquisition and Development

Dedication of park land or payment of in-lieu fees is required as a condition of residential development. In-lieu fees are paid for projects with less than 50 units and are optional for larger projects. The city currently requires dedication of 3.61 acres of park land per thousand new residents anticipated from new residential development or the payment of in-lieu fees. However, dedication of land is uncommon and the amount of in-lieu fees has been limited by the City Council to a maximum of \$500 per dwelling unit.

In order to implement the Park Dedication Ordinance, park service areas have been delineated to assure equitable geographical distribution of the in-lieu fees contributed by new residential development. The accompanying table indicates the existing funding situation for park service areas in the study area. That portion of the study area north of Industrial Parkway and Alquire Parkway comprises Area G. The remaining portion, together with the Fairway Park area, comprises Area H.

Table 12

MISSION-GARIN STUDY AREA PARK DEDICATION IN-LIEU FEES As of September 1986

SERVICE AREA	BUDGETED	REVENUE (FEES & INT.)	EXPENDITURES	ENCUMBRANCES	BALANCE
G	30,940	216,535	22,190	8,750	185,595
H	103,358	73,558	102,729	0	(29,171)

Hayward Area Recreation and Park District Considerations

In planning future park facilities HARD prefers to develop larger (10-20 acre) parks as opposed to smaller (3-5 acre) parks. The most desirable sites are flatter areas (5-6% slope), adjacent to schools. Currently, HARD doesn't have cooperative agreements with the public elementary or private schools in the Mission-Garin area. Under lease agreements with other schools in Hayward, HARD provides the initial improvements and the school district maintains the grounds.

Other recreational opportunities HARD has considered are to retain and expand Valle Vista Mini Park, to pursue parkland on the Hayward Golf Course property (if it is ever to be developed) and to encourage East Bay Regional Park District to provide more intensive recreational facilities in Garin Regional Park to serve as a community park to reflect its proximity to urban development.

3. Schools

There are two elementary schools grades (K-6), Bowman School and Treeview School within the Mission-Garin Area. The other public schools serving the area are: La Vista Junior High School (grades 7-8) and Tennyson High School (grades 9-12) which are located to the west of the study area.

Overall enrollment in the Hayward Unified School District declined from 30,126 in 1966 to 16,917 in 1983. Since that time, enrollment has been increasing 200-250 students per year for the entire district. Specific enrollment figures in the Mission-Garin Area are as follows:

<u>School</u>	<u>Students</u>
Bowman Elementary	426
Treeview Elementary	357
La Vista Junior High	679
Tennyson High School	1,230

New single family development generates approximately .25 students per household and condominium and apartment developments generate less students per household, although no specific figures are available.

Due to the decline in students, several former school sites have been sold, leased for other activities or remain vacant. Any demand for additional capacity could be met by changing attendance boundaries, changing the location of special programs or by adding or moving portable classrooms.

In addition to the public school system, St. Clement's Catholic Elementary School and Moreau High School are also located within the study area but accommodate students from a wider geographic area.

4. Public Safety Services & Programs

Fire Protection:

There are six (6) fire stations with ten (10) fire companies serving the City of Hayward. These companies are of two basic types, engine companies which provide the pump, hose, and staffing to apply water to the fire, and truck companies which provide the equipment to make forcible entry, remove heat, smoke, and gasses from the fire, and make difficult rescues. Each station in the city houses at least one engine company with stations 1 and 2 having two engines assigned. Stations 1 and 6 also house truck companies.

The fire department measures level of service by response time, among other criteria. Three objectives serve as a minimum standard of performance and are justified by medical service needs and by the physical chemistry of fires. The objectives are as follows: 1) First company (3 firefighters) on the scene within 5 minutes to 90% of all emergency medical calls; 2) First engine company (3 firefighters) on scene within 5 minutes to 90% of all structure fires; 3) Total fire alarm assignment (9 to 12 firefighters and one chief officer) on scene within ten minutes to 90% of all structure fires.

For each fire reported in a smaller residential dwelling, two engine companies and one truck company are dispatched from the nearest stations. For each fire reported in commercial structures and multi-family complexes, three engine companies and one truck company are dispatched. A Battalion Chief is also dispatched to all structure fires.

Service Area Considerations

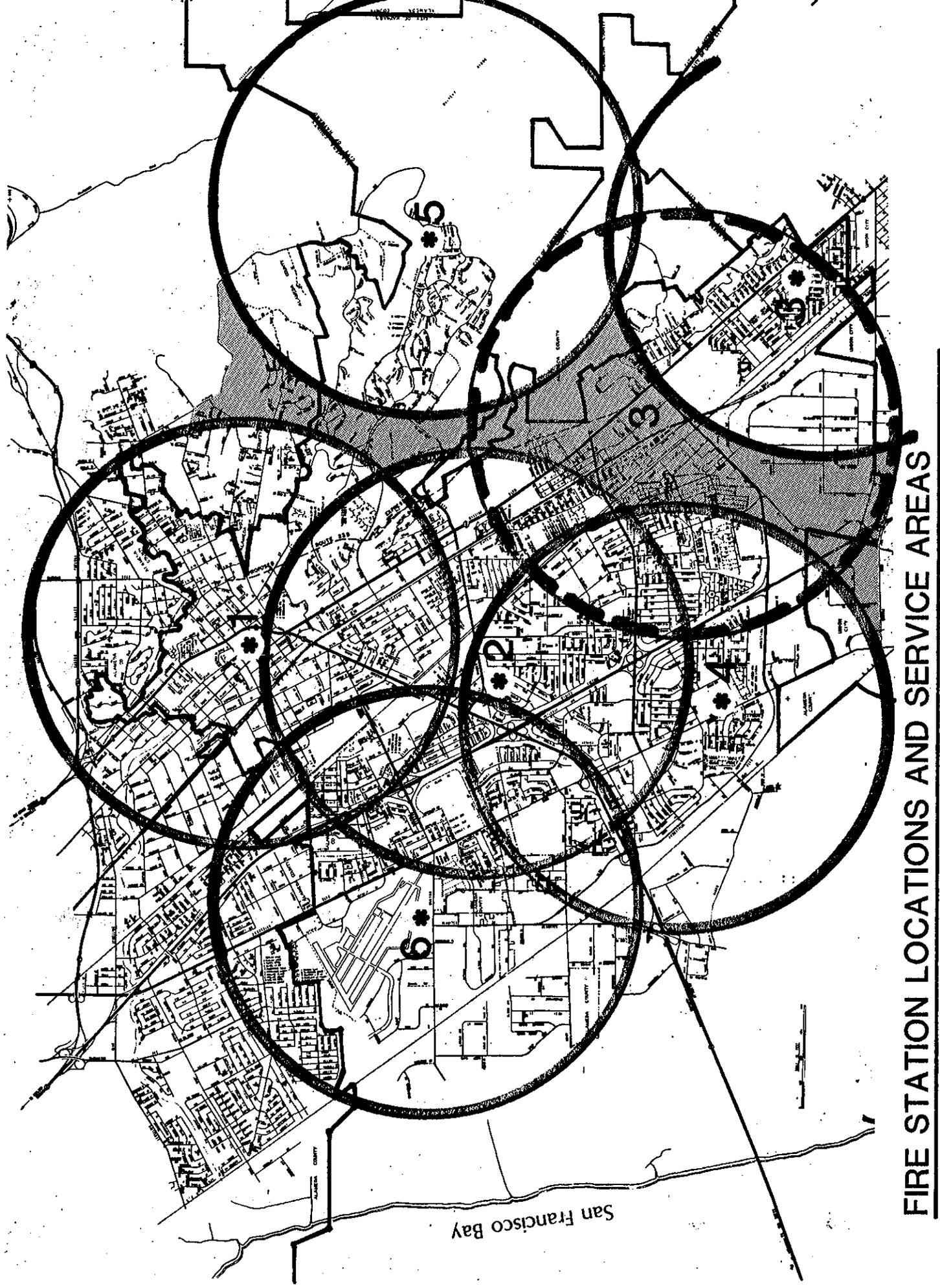
On the accompanying map, the circle drawn around each station indicates that area which geographically should be within a five minute response time from that station. The map indicates that the central portion of the Mission-Garin area has a response time of over five minutes, which does not meet Fire Department standards. Additionally, much of the area within Station 3's "five minute circle" is west of the BART tracks, and therefore not actually within a five minute response time as the engine must take a circuitous route to reach those areas. (Figure 24).

There are two factors which contribute to the poor response time in the Mission-Garin area. Station 3 is located only 1/4 mile from the southern city limits. The 5-minute response time only extends to the north as far as Industrial Parkway yet it extends south, outside of the city's jurisdiction. Both truck companies are located in northern stations 1 and 6 which are far enough away from this area to contribute to the poor response time for a full alarm assignment.

Since Station 3 has a relatively low service demand at this time, the impacts on fire department response time objectives for the city as a whole are limited. As the Mission-Garin area develops there will be a greater demand on services, and the longer response times here will have a greater impact on the overall response performance of the department (i.e., this area will have a higher percentage of the total number of emergencies within the city).

Further than that, as the number of multiple residential units, and commercial and industrial buildings increase, truck company service will be in greater demand. The truck companies at the present time must respond from the northern half of the city, and much of the district is outside of a truck company's ten minute response time. This will result in inadequate fire protection service for this area as the total first alarm assignment will not arrive within the "standard time" of ten minutes.

The fire department has proposed relocation of Station 3 to mitigate these response problems. The station would be located in the approximate area of Mission Boulevard and Industrial Parkway, and would be an enlarged facility to house both an engine and truck company. One engine company from Station 1 would be moved to new Station 3, and reassigned to truck company apparatus.



FIRE STATION LOCATIONS AND SERVICE AREAS

- Existing
- - - Proposed
- * Fire Station Locations
- ▨ Area Outside of 5 Minute Response Time

The fire department is not proposing a seventh fire station in the area because this would require an additional (11th) fire company. It would be an ineffective and inefficient use of staffing to place a truck company in a station by itself. This alternative would not provide an engine company at the scene of fires in that area within the standard response time of five minutes and would not solve the problem of the poor location of Station 3.

An analysis of the alternatives that would provide the necessary services to the area indicate that construction of a new Station 7, which would require the addition of an eleventh fire company, would be too costly and would further diminish the demand for service from Station 3. The other reasonable alternative would be to enlarge the existing Station 2, but this also would not solve the problem of the inefficient location of Station 3.

The new fire station is one of the projects listed in the City of Hayward 5-Year Capital Improvement Program. The money is allocated for site acquisition and architectural design in 1986-87 and for construction in 1987-88.

It appears that the fire department will recommend that the City Council purchase the land for the construction of a new Station 3. This will probably occur in the spring of 1987 after a public hearing. The timing is crucial as there are few vacant sites in the desired general location.

Earthquake Preparedness:

The Hayward Fire Department is responsible for the organization and administration of the Emergency Preparedness Program. The City is in the process of revising the City guidelines (previously prepared in 1972). The guidelines come from the "Multi-hazard Functional Planning Guide" distributed by the State of California, Department of Emergency Services. This guide provides a standard that is used for all disaster planning throughout the United States. The Program establishes a plan of action in the event of any major emergency, such as floods, earthquakes, or hazardous material spills. The City of Hayward is one of the few cities in Alameda County that does not contract with the county Office of Emergency Services. The City of Hayward works directly with the state and federal governments in planning this program. The plan should be complete and ready to submit to the state for approval within two months.

The Emergency Preparedness Program has two functions: first, to prepare and organize the city's administrative staff to switch roles to be capable of taking over emergency functions of the city in the event of a disaster; and second, to educate and inform the public, through community outreach, about disaster preparedness for individuals. The disaster education preparedness program holds workshops and seminars to teach people how to plan for a major disaster and what to do during and after the disaster. This program is available to any group that requests it.

Police Protection:

The Hayward Police Department takes an active role in crime prevention and in programs to reduce crime. All crime statistics are monitored by census tracts and patrol beats. Statistics are summarized in a report that indicates the areas with a higher incidence of crime. These target areas receive directed patrols to concentrate enforcement efforts until the crime rate is reduced.

The Mission-Garin area is within the "F" or "Frank" beat except for the northern-most portion (north of Jefferson). This beat extends to the southern city limit and also includes the industrial area bordered by Industrial Parkway and Whipple Road. The police reports for this area indicate a relatively high rate of burglaries and robberies although when this information is broken down by census tract it appears that the area with the highest number of reported incidents is south of Industrial Parkway and west of Mission Boulevard, which is not in the study area. Statistics for the area around the BART station indicate a relatively high number of reported auto related burglaries which can be expected due to the large amount of parking area.

The Hayward Police Department actively works with interested neighborhoods to establish Neighborhood Alert programs. Department records indicate that Neighborhood Alert programs have been established in area north of Tennyson and in an area on Dixon Street north of Industrial Parkway. The effectiveness of this program depends on the commitment of the participants and crime rates have been reduced through active neighborhood alert programs. Additional development and the associated population influx, without incremental police resource additions, will severely tax the department's ability to provide effective police response.

5. Water Supply System

Existing development along Calhoun Street and Garin Avenue has been limited to the areas near Mission Boulevard where adequate water pressure is provided by the city's distribution systems. Reservoirs augment this supply and improve pressure flow during peak hours. Further development above elevation of 175 feet, the service limit of the existing reservoirs, will require the installation of pumps, transmission mains and reservoirs to provide a water supply with higher pressures to meet minimum domestic and fire requirements.

The construction of these new reservoirs is dependent on the City's ability to obtain adequate siting for each location, large enough to accommodate the reservoirs and provide no geologic constraints that would prevent their installation. Since the required site geologic studies will not be done until a later date, there is no guarantee that all of the tanks can be built and, therefore, how much development in this pressure zone can occur. It is also unknown what other constraints and restrictions there may be on sizing and installing reservoirs in this area at this time.

Because of parcel fragmentation in this area, there is no single large development which can finance the needed facilities by itself. Over the last several years the City Council has set aside funds in the Water Capital Improvement Program for future reservoirs in the Mission-Garin area. The Capital Water Improvement Program is supported by the facilities fees that builders pay as they connect their developments to the water system.

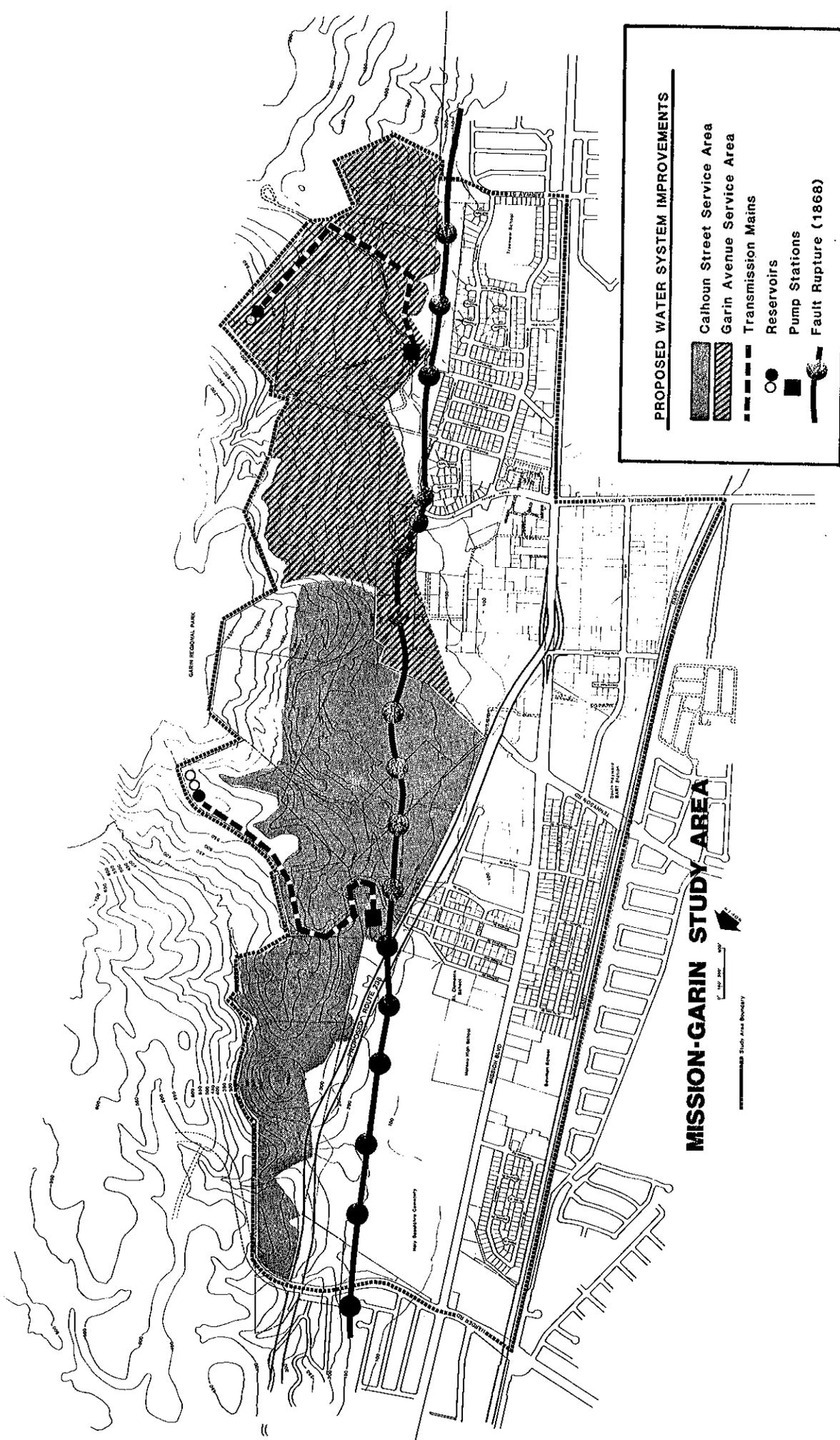


Figure 25

Development in Hayward has increased substantially lately with a corresponding increase in the facilities fees and a strengthening of the Water Capital Improvement Fund balance.

Proposed System Improvements:

The Five-Year Capital Improvement Program includes funds for construction of the initial reservoirs (approximately one-half million gallons each) in both the Calhoun and Garin systems during the current fiscal year (1986-87). The Calhoun reservoir, the first of three similar reservoirs, is budgeted at \$538,000. The Garin reservoir, the first of two similar reservoirs, is budgeted at \$482,000. Both systems are depicted on the accompanying map. Total sizing of the reservoirs is based on the potential number of housing units and includes capacity for 2-3 days emergency storage. Based on present design capacities, the Calhoun system could ultimately serve 1010 dwelling units. The Garin system could ultimately serve 550 dwelling units. This level of service would provide adequate water for development at the lower range of the existing General Policies Plan in the Mission-Garin area.

Financing of Proposed Improvements:

The financing approach for the staged construction of these systems is described in the following paragraphs.

The ultimate reservoir requirements for full development in the higher pressure zones would require three 0.5 million gallon tanks at Calhoun Street and two 0.5 million gallon tanks above Garin Avenue. It is suggested that the Water Capital Improvement Program finance the first 0.5 million gallon tank at each of these two sites to facilitate initial development with the developers installing the transmission main and pumping units. The tanks would be installed now on a site with space adequate for subsequent tanks to be installed as development continues.

In this approach, the City would recover the Water Capital Improvement funds spent for design and construction of these first two 0.5 million gallon tanks through a benefit district refund procedure. New developments connecting to the water system served by the 0.5 million gallon tanks would then pay their prorata share of the tanks based on the storage requirement for their respective development.

The developers at this time would install the ultimate transmission mains with pump stations sized for their immediate developments. Future developers would be expected to expand the pump stations and build additional reservoirs to complete the water systems to serve their developments adequately.

As previously directed by the City Council, the \$3,500 per housing unit monetary obligation toward the ultimate water system will be used to help pay for the ultimate pump station, transmission main and reservoir serving the Garin areas.

The ultimate system in the Calhoun area is 50% larger than the Garin area with a corresponding lower cost per lot due to the economies of scale and a shorter transmission main. Cost estimates for the ultimate Calhoun area water system indicate \$2,500 per housing unit as a reasonable monetary obligation for developers served by the ultimate Calhoun water system.

6. Sanitary Sewers

Developed portions of the study area near Mission Boulevard are served with sanitary sewers. In 1981, the City of Hayward contracted with a consulting firm for the preparation of the Wastewater Collection System Capability Study and Master Plan. This study identified sewer capacities and deficiencies for the entire city from the years 1981 to 2000. The study assumed future development based on the General Policies Plan land use designations. The land designations in the Mission-Garin area remained the same with the adoption of the General Policies Plan (1986), so population projections for this area should be fairly accurate.

The plan presented recommendations for improvements in three phases. The recommended improvements project were assigned to construction stages based on anticipated growth patterns and the relative severity of existing system deficiencies. Phase I improvements to be constructed during 1981-1985, Phase II improvements to be constructed from 1985-1990 and Phase III improvements to be constructed from 1990-2000.

Improvements affecting the study area include improvements to the Tennyson intercepter and lift station (completed as part of Phase I), additional parallel 12" line through Hayward Golf Course (Phase II) and additional 10" and 18" lines parallel with existing lines in Industrial Parkway (Phase III).

The Wastewater Treatment Facility has a present treatment design capacity of 15 million gallons per day. The present average daily flow is 10.5 mgd. This is expected to be an adequate capacity beyond the year 2000.

7. Drainage Facilities

The study area is within the jurisdiction of the Alameda County Flood Control and Water Conservation District Zone 3A. Characteristics of the watersheds are pointed out in Chapter II. The capacity of Zeile Creek is not known and is difficult to determine as it is in a natural state.

Most of the drainage facilities serving the study area have been designed to accommodate full development of the contributing area with a runoff factor of 40 percent, comparable to single-family residential. There is a higher runoff factor in the study area due to the slopes in the hill area and the higher density development allowed by the General Policies Plan. Existing drainage facilities downstream of Mission Boulevard will not be adequate to serve increased development in the hill area. Each drainage basin should be analyzed individually before development to determine where upgrading or augmentation of the local drainage facilities will be required. Developments in the study area will be required to provide adequate drainage facilities.

8. Other Public Utilities and Services

Street and Sidewalk Repair and Maintenance:

The Public Works Department is responsible for the on-going street and sidewalk repairs. Money is budgeted in the Five-Year Capital Improvement Program to slurry seal residential streets on an on-going basis, generally, in a 5-year cycle. The City maintains patch crews that repair sidewalk and potholes on an ongoing basis and in response to complaints.

At this time, sidewalk maintenance is the responsibility of individual property owners. Generally, sidewalks crack from the roots of the street trees. Existing city policy has been that if an individual decides to repair the sidewalk in front of their property, the City will remove the existing street tree and replace it with a tree that will not cause the same problem or if an underground utility is damaged, the city will also replace the tree.

The City Council has allocated \$250,000 for sidewalk patching although no program has been established for the expenditure of this fund. A council work session on this matter is scheduled for February 1987.

Frontage improvements and sidewalks are a requirement of new residential subdivisions (exceptions can be made for private streets). In older residential areas where sidewalks do not exist, the only way improvements could be made is through the formation of a Local Improvement District, supported by the property owners.

Street Sweeping:

The Public Works Department is responsible for the ongoing street sweeping program. Streets are cleaned every 2 1/2 - 3 weeks. In areas such as some parts of the Mission-Garin Area where there are no curbs and gutters, street sweeping is not as effective.

The City conducted a street sweeping trial program in the Schafer Park area to insure more effective street sweeping by keeping the curb area clear of parked vehicles during sweeping hours. Two separate trial programs were run since the results of the first trial were not satisfactory. In the second trial program all vehicles were prohibited from parking on one side of the street during street sweeping hours. The program gave appropriate warning to vehicle owners of the parking prohibition and in the third month vehicles illegally parked received citations and were towed.

The City Council held a worksession on September 23, 1986 to review the results of this program. Staff's analysis of the trial program was that it is too costly and recommended the use of a water flushing program to provide uniform cleaning around parked vehicles. The flusher follows the sweeper and flushes the entire curb lane.

As a result of the worksession, it was decided that a trial program of the flushing system will begin in the spring of 1987.

Street Lighting:

In the City of Hayward, the Traffic Engineering Division is responsible for receiving requests for street lights. All new developments are required to install street lights according to city standards. In older areas of the city, a street light will be installed based on the following criteria.

- a) If existing lights are 500 feet or more apart, a new light will be installed.
- b) If existing lights are 350-500 feet apart, the request goes on a priority list and is installed when funds are available.
- c) If existing lights are 350 feet apart or less, a new light will not be installed.

Trash Collection:

The City of Hayward Municipal Code requires that refuse be disposed of, but does not require mandatory trash collection. Currently refuse can be disposed of either by collection (handled by the Oakland Scavenger Company) or by an individual transporting the trash to the disposal site.

On June 24, 1986 the City Council held a worksession to review the subject of mandatory refuse collection. The concerns addressed at the worksession included method of payment for the service and review of alternatives for persons with financial or physical hardships.

A public hearing will be held prior to any final decision on this issue.

B. IMPACTS OF PROPOSED ALTERNATIVES ON PUBLIC SERVICES AND FACILITIES

1. Alternative 1

Neighborhood Parks:

The study area contains 9.6 acres of local parks. The city-wide average of neighborhood parkland per thousand residents is approximately 1.71 acres. The city-wide average is increased to 3.62 acres per thousand residents if all linear and community parks are included.

Under this alternative, Valle Vista neighborhood park is relocated and enlarged from 1.0 acres to 3.6 acres and a 15.5 acre lineal park is added to the study area. The following table compares the city-wide averages with the amount of parkland provided under this alternative.

Table 13
Mission-Garin Study Area
Evaluation of Parkland Under Alternative 1

Type of Park	Acres Required	Acres Provided
Neighborhood Parks	22.5-27.8	12.6
Lineal and Community Parks	47.7-58.8	28.1

Based on the city-wide average, this alternative would provide less parkland for residents than other areas of the city.

Schools:

Under this alternative, 576-845 students would be generated. Based on conversations with representatives from the school district, the existing facilities could accommodate this increase in students although some shifting of programs or portable classrooms could occur.

Water Supply:

This alternative anticipates a level of development that would exceed the capacity of the proposed Garin and Calhoun water systems. The proposed systems have been designed to serve 1560 dwelling units. This alternative proposes approximately 1806 to 2882 additional dwelling units within the proposed service areas.

Further study will be necessary to determine the size and location of the additional facilities needed to provide adequate water supply under this alternative.

Sewers:

Further study is needed to determine the specific impacts of this alternative on the sewer system.

Drainage Facilities:

Further study is needed to assess the capacity of the existing storm drain system and to assess the specific impacts of development projects on downstream facilities.

With the exception of police protection, other public services and programs should not be affected by this alternative. Additional development and the associated population influx, without incremental police resource additions, will severely tax the department's ability to provide effective police response.

2. Alternative 2

Neighborhood Parks:

This alternative limits development to projects already approved so the need for additional parkland would also be limited. This alternative eliminates the existing Valle Vista neighborhood park and adds a lineal park along the fault zone. The following table compares the city-wide averages with the amount of parkland provided under this alternative.

Table 14
Mission-Garin Study Area
Evaluation of Parkland Under Alternative 2

Type of Park	Acres Required	Acres Provided
Neighborhood Parks	15.3-16.8	8.6
Lineal and Community Parks	32.4-35.6	27.1

Based on the city-wide average, this alternative would provide less parkland for residents than other areas of the city.

Schools:

Under this alternative, 236-327 additional students would be generated. Based on conversations with a representative from the school district, the existing facilities could accommodate the increase in students although some shifting of programs or portable classrooms could occur.

Water Supply:

The proposed Garin and Calhoun water systems have been designed with a capacity to serve 1560 additional dwelling units. Financing of these improvements would initially be provided by the city, with costs recovered through a benefit district refund procedure.

Under this alternative, there would be no additional demand beyond approved projects for the proposed water systems and no future development to finance the improvements.

This would impact the Citcon and Bixby development proposals which have been given final approval by the City Council. These proposals have been designed with the understanding that the water supply improvements were forthcoming. The overall impact could be that these projects would not be constructed.

Sewers:

Impacts on the sewer system have been evaluated in the Focused Environmental Impact Report for Clarendon Hills (aka: Citcon Development), where it was found that the project was within the capacity of the existing system. Additional development is not proposed under this alternative.

Drainage Facilities:

Under this alternative there would be no additional impact on drainage facilities.

Other public services and programs should not be affected by this alternative.

3. Preferred Land Use Alternative

Neighborhood Parks:

The study area contains 9.6 acres of local parks. The city wide average of neighborhood parkland per thousand residents is approximately 1.71 acres. The city wide average is increased to 3.62 acres per thousand residents if all linear and community parks are included.

Under this alternative, Valle Vista neighborhood park is removed with the extension of the proposed Route 238 and no additional park land is proposed. The following table compares the city wide averages with the amount of parkland provided under this alternative.

Table 15
Mission-Garin Study Area

Type of Park	Acres Required	Acres Provided
Neighborhood Parks	22.8-28.5	8.6
Linear and Community Parks	48.3-60.4	8.6

Based on the city-wide average, this alternative appears to be a significantly lacking in parkland.

Schools:

Under this Alternative, 677-1011 students would be generated. Based on conversations with representatives from the school district the existing facilities could accommodate this increase in students although some shifting of programs or portable classrooms would probably be required.

Water Supply:

This alternative anticipates a level of development that would exceed the capacity of the proposed Garin and Calhoun water systems. The proposed systems have been designed to serve 1560 dwelling units. This alternative proposes approximately 1939 to 3138 additional dwelling units within the proposed service areas. Based on the maximum number of units that could be built under the preferred plan (1,600 units in the Garin service zone and 1,600 units in the Calhoun service zone), the required reservoir storage capacity would be 2.7 million gallons in each service zone.

Further study will be necessary to determine the size and location of the additional facilities needed to provide adequate water supply under this alternative.

Other Public Facilities and Services:

Impacts would be the same as Alternative 1.

Chapter VI. DESIGN AND APPEARANCE CONSIDERATIONS

A. BACKGROUND

1. Existing Standards and Regulations

The following are the current city standards and guidelines relating to design review:

- The Policy on Use of Walls, Fences and Other Barriers and Screening Materials, adopted by City Council on June 10, 1986.
- The Zoning Ordinance of the City of Hayward - Minimum Design and Performance Standards for Industrial Development, Commercial and Cultural, Educational, Religious or Recreational Facility, Multi Family Residential Development, Single Family Residential Development and the Central City, Section(s) 10-1.4900 through 10-1.4998 of the Hayward Municipal Code.
- Sign regulations, Article 7 of the Hayward Municipal Code.
- Design requirements and guidelines for Downtown Hayward, approved by the Council Downtown Revitalization Committee on February 4, 1986.

2. General Policies Plan

Policy: The land use policies and design regulations of the City will be used to shape development in ways consistent with the desired city character.

Strategies:

- Give more consistent attention to the design of new developments with the formation of a design review board; develop procedures that will not unduly delay the development process.
- Establish architectural review standards that require the height and bulk of buildings, roof lines, building materials, and colors to be harmonious with existing development or with specific area plans.
- Establish site plan review standards which seek to preserve vistas, significant natural features, drainage, and solar access and which provide the continuity of bike and pedestrian ways or trails.
- Develop landscape standards to include screening of bulky buildings, parking, and outdoor storage and buffering of heavy traffic.
- Create a city-wide street tree plan which coordinates selection of species and locations of trees for major streets; and enforce tree preservation ordinance.

- Reduce the confusing visual overlay of signs of different sizes, shapes, and types with more restrictive standards or with design standards for each area.
- Consolidate design review standards, sign ordinances, and design guidelines for specific areas into one design manual for the city.

The following programs and plans that relate to the above strategies are currently under consideration or in the planning stages:

- Sign ordinance revision, prepared by city staff (underway).
- Landscape Beautification Plan, prepared by POD Inc., (See attached summary).
- The City Council Shopping Center Beautification Subcommittee is currently having discussions with the new owner of Haymont Center. The property owner has agreed to have architectural drawings prepared that will provide guidelines for a facelift for the center.
- The Hayward City Council held a work session on December 9, 1986, to consider how to implement the design review function. The basic alternatives include establishment of a separate Design Review Board or the incorporation of the design review function into the duties of an existing Board or Commission. It appears that the Council prefers the establishment of a separate Design Review Board consisting of a mix of design professionals and lay people; another worksession is scheduled for March 24, 1987.

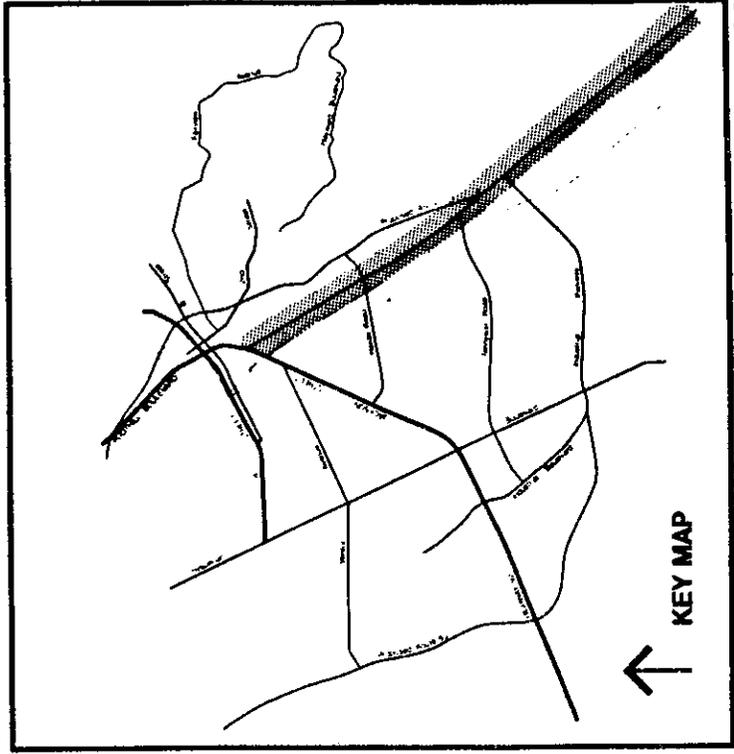
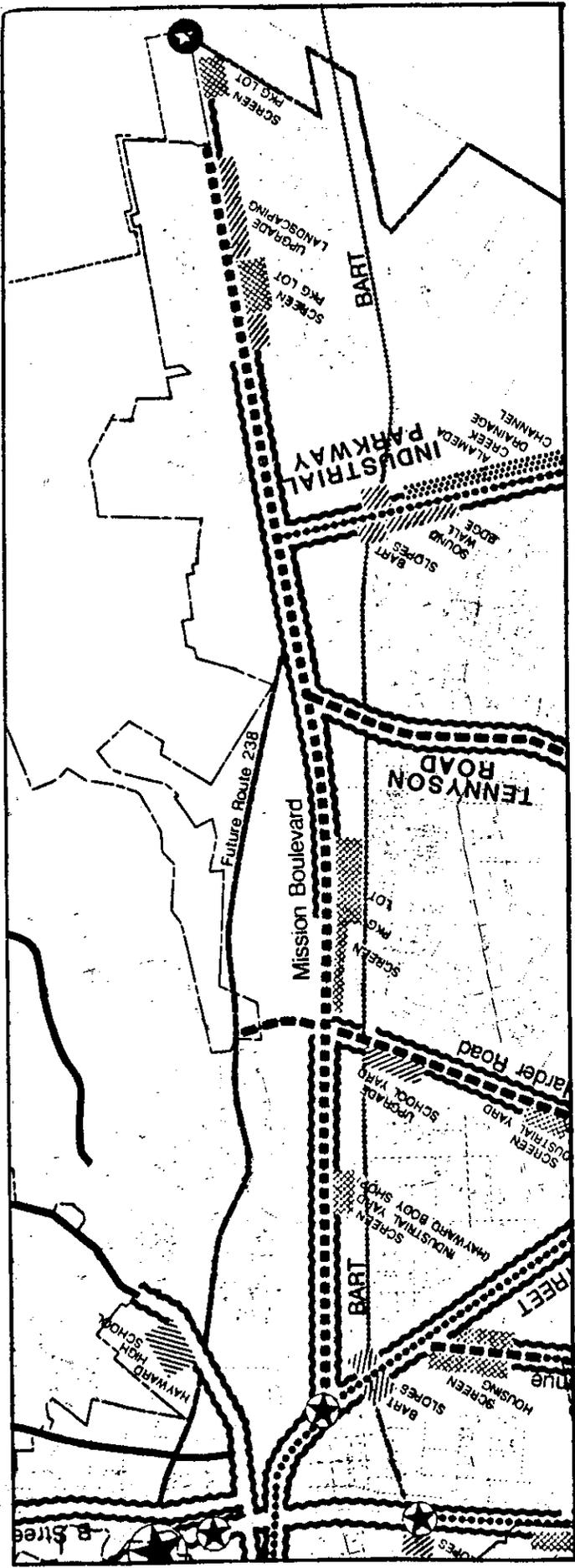
A consolidated design review manual has not been adopted and the timing may be more appropriate upon adoption of the revised Sign Ordinance and Landscape Beautification Plan.

3. Design Considerations and Constraints along Mission Boulevard

Landscape Beautification Plan:

In February 1986, the City Council initiated the preparation of a comprehensive city-wide landscape beautification plan. The primary purpose of the plan is to analyze the existing physical setting and the visual impacts of the major thoroughfares in order to define the significant physical features and landscape elements which establish Hayward's image and visual character.

The plan is intended to be a policy statement setting forth City Council's intentions regarding major landscape improvements in the City and to serve as a working document and plan around which the City Council, City Commissions and staff can formulate programs toward beautification and landscape improvements of city entrances, arterial streets and public grounds. The plan will provide standards and guidelines that can be used in analyzing and setting conditions/requirements for streetscape elements of private development projects.



- EDGE IMPROVEMENTS**
- upgrade landscape edge by the City
 - upgrade landscape edge by public agency other than the City
 - upgrade landscape edge by private property owner
 - Caltrans freeway corridor
 - private property (site plan review)
 - preserve existing views, native vegetation, and rural character
- MEDIAN IMPROVEMENTS**
- construct new landscape median
 - replace concrete medians with planting
 - infill existing median planting
 - FUTURE CALTRANS ROUTE (area of further study)
- CITY ENTRY POINTS**
- PRIMARY CITY ENTRY
 - SECONDARY CITY ENTRY
 - FUTURE CITY ENTRY
 - DOWNTOWN GATEWAY

LANDSCAPE BEAUTIFICATION PLAN

NOTE: Copied from Draft Hayward Landscape Beautification Plan, prepared by POD, Inc., November 25, 1986.

MISSION BOULEVARD

A Landscape Beautification Plan Committee was established, comprised of a representative from the City Council, Planning Commission, Board of Adjustments, Environmental Quality Control and Citizen Advisory Committee. The consulting firm of POD, Incorporated, was chosen to prepare the study.

The scope of work outlined in the consultant's proposal includes analysis and evaluation of existing conditions, plans, programs, policies, standards, and practices. A site inventory and analysis specifically will include the following areas that are pertinent to the study area:

- a. The twelve main throughfares leading into and through Hayward (including Mission Boulevard, Tennyson Road, and Industrial Parkway);
- b. Entry points at the boundaries of the City and at freeway off-ramps that deposit motorists onto City arterials;
- c. Views from BART within and entering the City;
- d. Vistas or viewing points of and within the City;
- e. Major landmarks, public spaces, and significant natural features that relate to image and environmental quality;
- f. Impacts of the proposed Route 238 and related right-of-way parcels;

Finally, the plan will identify alternative design concepts and priority projects. The end result will be the preparation of the Final Landscape Beautification Master Plan (LBP) and Design Guidelines.

A draft of the plan was presented to the City Council on November 25, 1986. The final draft is completed and is expected to be adopted early in 1987. (Figure 26).

Billboard Relocation Agreement:

In May 1986, the City Council authorized an agreement with Foster & Kleiser Billboard Company to relocate nine (9) existing billboards from the downtown area to specified areas in the CG (General Commercial) and I (Industrial) zoning districts. This includes areas in the Mission Boulevard Corridor. The agreement called for all signs to be removed from the downtown in eighteen (18) months. Other major features of the agreement include the following:

- Billboards can be relocated on a square foot for square foot basis, either by substituting one new billboard for one that is removed or by combining the square footage from several smaller signs into one. One double-faced bulletin (14'x48') is equivalent in square feet to four-and-a-half single faced poster panels (12'x25').
- This agreement is guaranteed for ten (10) years; if a sign is removed due to development of a property or loss of a lease it can be replaced.

- Relocated billboards will only require Site Plan Review approval. They must comply with development standards and design standards. Landscaping requirements will be determined on a case by case basis.
- Existing billboards will be upgraded to meet current design standards.

It should be noted that only half the existing billboard structures in the Downtown area are covered under this agreement. The Gannett Company owns the other billboards in the downtown and there is no agreement for the relocation of their structures.

Undergrounding Utilities:

The appearance of Mission is adversely affected by utility transmission lines. The City is working with Pacific Gas and Electric Company, as well as other utilities, to underground utilities as funds become available. In cooperation with PG&E, unsightly poles and overhead wires are being reduced with the yearly allocation of "Rule 20" utility money, (approximately \$400,000 per year) for underground installation of wires. Pacific Bell contributions are made through similar requirements contained in "Rule 32."

On April 22, 1986, the Hayward City Council adopted a priority list for undergrounding projects in the City. The priorities for use of available funds are "D" Street project and Downtown project (\$1,253,000), Jackson Street project (\$1,054,000) BART project (\$1,606,000), East Foothill Project (\$831,000), Mission Boulevard project (to Harder Road) \$1,399,000), Winton Avenue project (\$1,101,000) and West "A" Street project, (\$786,000). Mission Boulevard from "A" Street north and from Harder Road, south, Tennyson Road and Harder Road are on a list of potential projects to be considered for the priority list for underground utilities in the future.

Based on the current priority list at the rate of \$400,000 per year, it appears that PG&E monies will not be available for the Mission-Garin area for at least 20-25 years. Exceptions to this could occur to properties affected by the construction of Route 238 and the widening of Mission Boulevard south of proposed 238. Other cities, such as San Leandro, have adopted programs which augment these monies with contributions from new and/or existing development.

Since 1978, all new subdivisions have been required to install electric, telephone and cable TV line underground.

4. Maintenance of Private Property

Zoning Enforcement:

The City of Hayward Planning Department employs one full-time code enforcement officer who is responsible for the investigation and enforcement of all reported zoning and sign violations, which last year amounted to over 450 complaints. Typically, these consist of the construction of illegal fences, violation of the conditions of a use permit, illegal signs and illegal dwelling units.

The primary goal of the zoning enforcement program has been to achieve compliance with the Zoning Ordinance rather than punishment of the violator. The usual approach is to persuade the violator to voluntarily comply with the ordinances involved on the initial contact. A written notice is sent as a follow-up requesting compliance by a specific date. The amount of time provided for compliance is in accordance with the severity and number of violations. On the average, a maximum of 30 days is provided for remedial action with a possible 15 day extension upon a showing of good cause for the extension.

Historically, this City has used the citation process as a last resort. Past and present practice is to cite only when it is obvious that voluntary compliance has not occurred and is not likely to be forthcoming. The threat of possible citation also serves as a "motivator" to gain compliance. Approximately 40 percent of citations written are dismissed by the issuing officer before a court appearance is made because the defendant chooses to comply rather than go to court. This is in the interest of both parties because court appearances are extremely time consuming.

Legally, the defendant is presumed innocent and the burden of proving guilt rests with the City. In many cases, the evidence required to establish guilt is easily obtained. However, some cases are never prosecuted because sufficient evidence for the particular case is difficult to develop. This is particularly true of zoning code violations such as home occupations. Thus, while the citation process is effective in certain instances, the emphasis on voluntary compliance results in a more efficient enforcement program for the City.

Other Code Violations:

The City of Hayward does not have an ordinance that specifically requires maintenance of properties for aesthetic purposes. The following list includes areas where enforcement of existing ordinances can improve the overall appearance of an area. The list also indicates the department responsible for the enforcement of these complaints:

- a. Weed abatement and storage of trash (causing fire hazard) -
Fire Department
- b. Garbage complaints if related to disease or rodents -
County Health Department
- c. Abandoned vehicles -
Police Department
- d. Shrubbery obstructing visibility at intersections -
Traffic Engineering

B. IMPACTS OF PROPOSED ALTERNATIVES ON DESIGN CONSIDERATIONS

The implementation of any alternative will not affect the design considerations discussed above. Consideration should be given to the overall appearance of the area with any alternative. The overall appearance will be affected by the proposed Route 238 and by development in the hillside as follows in the discussion below. The impacts of any alternative cannot be fully evaluated until the configurations of Route 238 and Mission Boulevard or Industrial Parkway are determined. The type of structure, location of on and off ramps, etc., will affect the overall appearance of this area.

1. Alternative 1

Under this alternative, Medium Density residential development in the hill area could strongly change the character of the area unless policies were adopted to preserve existing natural features such as requiring clustering of development and restricting development on ridgelines.

2. Alternative 2

Under this alternative, vacant parcels acquired by Caltrans for the extension of Route 238, would be left in an unimproved state. This could have a negative impact on the surrounding area unless provisions were made to maintain the properties in a litter free and weed free condition. The costs of improvements for a park or recreation area could be prohibitive if the intent of this designation is to establish a use on a temporary basis.

3. Preferred Alternative

See Alternative 1 and Alternative 2.

Chapter VII. DRAFT ENVIRONMENTAL IMPACT REPORT

This Environmental Impact Report on the Mission-Garin Neighborhood Plan, an amendment to the City of Hayward General Plan, has been prepared pursuant to the requirements of the California Environmental Quality Act (CEQA). The CEQA Guidelines, in Section 15166(a) provide that a general plan amendment document can meet the requirements for an environmental impact report if it addresses all the points contained in Article 9 of the CEQA guidelines and includes a section identifying where the plan document addresses each of the required points. This Environmental Impact Report incorporates the Draft Neighborhood Plan by reference and contains the section identifying where the required parts are discussed as well as providing further amplification as appropriate. The accompanying chart serves as the reference guide to the contents of the EIR. More specific page references are provided in the subsequent discussion of significant effects and mitigation measures.

REFERENCE GUIDE TO THE DRAFT MISSION-GARIN NEIGHBORHOOD PLAN

<u>MISSION-GARIN NEIGHBORHOOD PLAN</u>	<u>PROJECT DESCRIPTION</u>		<u>ENVIRONMENTAL SETTING</u>	
	Chapter	Page	Chapter	Page
Preface		iv-v		
Summary of Plan Recommendations	I	1-9		
Environmental Setting			II	10-15
Land Use Considerations			III	16-31
Traffic and Circulation			IV	32-41
Public Services and Facilities			V	42-56
Design and Appearance Considerations			VI	57-62

A. PROJECT DESCRIPTION

The project is the adoption and subsequent implementation of the Mission-Garin Neighborhood Plan. The Neighborhood Plan provides more detailing of the General Policies Plan through the application of general, city wide policies to a smaller specific area. The plan provides for consideration of local issues identified in the neighborhood which are not otherwise addressed in the General Policies Plan. The Mission-Garin Neighborhood Plan also proposes to amend the Land Use Element of the General Policies Plan.

The project objective is the concentration on implementation measures which fulfill the policies and programs of the General Plan. The policies and strategies set forth in the Draft Neighborhood Plan, together with the Preferred Land Use Alternative, constitute the project. Mitigation measures for potentially significant adverse impacts identified in the text are also included in the policies and strategies.

Major features of the proposed plan are included in Chapter I, Summary of Plan Recommendations.

This EIR is intended to serve the City of Hayward Planning Commission and City Council as the basis for the adoption of the Neighborhood Plan and any amendments to the General Plan where recommended by the Neighborhood Plan.

B. ENVIRONMENTAL SETTING

The environmental setting is described in Chapters II-VI of the Neighborhood Plan. Each chapter provides background information on existing conditions within the study area as well as potential future conditions under the adopted General Policies Plan. In addition, comparisons of future conditions between the General Policies Plan and the Draft Neighborhood Plan are presented.

C. SIGNIFICANT ENVIRONMENTAL EFFECTS AND MITIGATION MEASURES

The Initial Study prepared for the Draft Neighborhood Plan identified certain areas where plan proposals and subsequent implementation might have significant effects on the environment. Some of these significant effects, along with impacts and mitigation measures, have been addressed by the General Policies Plan and are referenced where applicable. The potential impacts along with possible mitigation measures are discussed in the following sections:

<u>Significant Effect</u>	<u>Impacts</u>	<u>Mitigation Measures</u>
-Conflict with adopted City Plans and Goals	pg. 23-31	MGNP pg. 4
-Potential for substantial and demonstrable negative aesthetic effect (e.g. obstruction of scenic views)	pg. 13b, 62	MGNP pg. 4 GPP II-16

<u>Significant Effect</u>	<u>Impacts</u>	<u>Mitigation Measures</u>
-Increased noise levels	pg. 32-40	GPP VIII-17
-Potential for erosion, siltation or unstable geologic or soils conditions	pg. 10-12	MGNP pg. 4 GPP VII-14 VIII-15
-Exposure to major geologic hazard	pg. 10-12	MGNP pg. 4 GPP VIII-15,16
-Potential for substantial topographic changes	pg. 12	MGNP pg 4 & 18 GPP VII-14
-Pose an undue burden on the existing street system or create a traffic hazard	pg. 32-40	MGNP pg. 5 & 6 GPP III-13
-Result in need for new governmental services, e.g. police, fire, schools or parks	pg. 42-56	MGNP pg. 6 & 7
-Result in need for new utility services, e.g. water, sewer, storm drainage	pg. 42-56	MGNP pg. 6,7
-Potential for population growth	pg. 1-3,16-17	MGNP pg. 4-9

D. ADVERSE ENVIRONMENTAL EFFECTS WHICH CANNOT BE AVOIDED IF THE PROJECT IS IMPLEMENTED

- o Agricultural Grazing/Open Space lands will be designated for urban uses.
- o Traffic impacts on Mission Boulevard will incrementally increase with a larger population.

E. ALTERNATIVES TO THE PROPOSED ACTION

The Draft Neighborhood Plan was developed by studying various land use alternatives to formulate the Preferred Land Use Alternative. The General Policies Plan serves as the "No Project" Alternative; Alternative 1 proposes a higher intensity of development, particularly in the hill area; and Alternative 2 essentially proposes a "No growth alternative", restricting any future development beyond those already approved in the hill area. The Alternatives are discussed in the Neighborhood Plan under Chapter III-B, Proposed Land Use Alternatives (pg. 23); Chapter IV-B, Traffic Impacts of Proposed Land Use Alternatives (pg. 40); Chapter V-B, Impacts of Proposed Alternatives on Public Services and Facilities (pg. 53); and Chapter VI-B, Impacts of Proposed Alternatives on Design Considerations (pg. 62).

F. RELATIONSHIP BETWEEN LOCAL SHORT TERM USES OF HUMAN'S ENVIRONMENT AND THE MAINTENANCE AND ENHANCEMENT OF LONG TERM PRODUCTIVITY

The Mission-Garin Neighborhood Plan will result in the long term loss of lands for permanent open space and agricultural/grazing uses. However, the Plan includes policies and strategies to preserve open space in the hillside areas by clustering development and restricting development on steeper slopes (over 25%). The plan is consistent with the General Policies Plan which views this area ultimately as an urban area due to its close proximity to public transit (BART) and major arterials. Interim uses, such as the extraction of aggregate resources, are permitted.

Other long term impacts include an increased need for commercial uses and personal services to support the increased population and increased traffic on local streets and on Mission Boulevard. In the short term the plan provides for transportation improvements prior to Route 238 and encourages high intensity development around the BART area and Mission Boulevard.

G. ANY SIGNIFICANT IRREVERSIBLE ENVIRONMENTAL CHANGES WHICH WOULD BE INVOLVED IN THE PROPOSED ACTION SHOULD IT BE IMPLEMENTED

- o Loss of vacant land for open space, agriculture and grazing.
- o Loss of vegetation and wildlife habitats.
- o Loss of rural atmosphere with increase in development, roads and other public improvements.
- o Views of open space in hill area will be lost.
- o Topography of hills will be permanently altered by construction, grading, cutting and filling for development.
- o Impacts related to development, such as ambient noise levels, traffic and air quality will increase.

H. GROWTH INDUCING AND CUMULATIVE IMPACTS

By reducing the amount of land designated for Limited Open Space, the amount of land designated for residential development has increased. This provides for additional housing, more than assumed in the General Policies Plan, to help meet the city wide housing need to keep the balance of jobs and housing in the Hayward Planning Area.

The Mission-Garin neighborhood plan will contribute to the population growth of the City of Hayward by creating the potential for an additional 4042 housing units (3447 under the General Policies Plan). This could increase the future population of this area by approximately 10,105 persons compared to 8617 persons as allowed under the General Policies Plan. See Tables 1, 2 and 3.

To accommodate this population increase, additional services and facilities will be needed, such as increased water capacity, drainage facilities and additional parkland.

The increased population will create a demand for an additional neighborhood retail center. Approximately 12 acres have been designated for retail commercial, south of Valle Vista on the west and east sides of Mission Boulevard.

An increase in housing and population will increase vehicular traffic which will have a cumulative impact on local and regional roadways, air quality and increased consumption of energy.

I. ORGANIZATIONS AND PERSONS CONSULTED

See Appendix "B"

APPENDIX "A"

DETAILED MAP LEGEND FOR PREFERRED LAND USE ALTERNATIVE AND ZONING CONSISTENCY MATRIX

RESIDENTIAL

Residential densities are expressed in terms of net land area, which excludes land required for public streets. Planned Developments which provide for private streets may result in slightly higher densities in terms of gross (or total) land area.

Suburban Density. Typically density is between 0-4 dwelling units per net acre. Typical development is single-family detached housing. Planned Developments may include a variety of housing types within the overall density range.

Low Density. Typical density is between 4-8 dwelling units per net acre. Typical development is single-family detached housing. Planned Developments may include a variety of housing types within the overall density range.

Medium Density. Typical density is between 8-17 dwelling units per net acre (8-12 units per net acre east of Route 238). Typical development may be single-family detached, mixed with duplexes, triplexes, and fourplexes; or townhouses and 2-3 story garden apartments. Planned Developments may include a variety of housing types within the overall density range.

High Density. Typical density is between 17-34 dwelling units per net acre, although individual projects may be approved at higher densities if over three stories (up to 58 dwelling units per net acre). Typical development includes apartments or condominiums within multi-story buildings. Planned Developments may include a variety of housing types within the overall density range.

COMMERCIAL

Retail and Office Commercial. These areas include neighborhood convenience center, community shopping centers and concentrations of offices and professional services.

General Commercial. These areas include concentrations of special uses which are automobile-oriented in terms of product or access, such as automobile sales and service, building supplies, home furnishings, etc.

Commercial/High Density Residential. These areas may include a variety of commercial uses. Certain areas along major arterials which are commercially zoned but presently vacant or underutilized may be appropriate for high-density residential use or mixed commercial/residential use. Development proposals within these areas should be evaluated within the context of applicable policies and standards and compatibility with adjoining areas.

OPEN SPACE

Parks and Recreation. These areas include regional parks, community parks, and special use facilities such as golf course, historic estates, linear parks and trails. Also shown here are neighborhood parks.

Limited Open Space. These areas include cemeteries, agricultural and grazing lands, undevelopable land due to slope or other hazards, and lands proposed for park or other permanent open space.

PUBLIC AND QUASI PUBLIC

These areas contain major governmental, educational and cultural facilities such as the Hayward Air Terminal, California State University-Hayward, Chabot Community College, high schools and intermediate schools. Also shown here are elementary schools.

STREETS AND HIGHWAYS

Freeways. These routes are intended to carry regional and through traffic at high speeds. Access is limited by divided roadways, grade separations, and interchanges with expressways or major arterials.

Major Arterials. These routes are intended to carry inter-city traffic as well as intra-city traffic between important local generators. Facilities are generally four lanes or more with at grade intersections. Provisions may be made for controlled turning movements.

Minor Arterials. These routes are intended to carry local traffic between major arterials and collector streets and/or serve local generators. The type of facility varies with the specific function, traffic volume and nature of adjacent development.

Not shown on the plan map are collector streets and local streets. The function of collectors is to carry local traffic to and from arterials as well as provide access to abutting properties. Local streets are intended primarily to provide direct access to abutting properties.

ZONING CONSISTENCY MATRIX

GENERAL POLICIES PLAN MAP DESIGNATION	ZONING DISTRICTS*	
	TYPICAL DISTRICTS	OTHER POSSIBLE DISTRICTS
Residential		
Suburban Density	RS (B10, B20, B40)	CN, PD
Low Density	RS (B4, B6, B10)	MH, CN, PD
Medium Density	RM (B4)	RS, MH, CN, PD
High Density	RH	RM, MH, CN, CO PD
Commercial		
Retail and Office Commercial	CB (B20), CO, CN	PD
General Commercial	CG, CB, CO, CN	PD
Commercial/ High Density Residential	CG, CB, CO, CN, RH	CL PD
Downtown - City Center Area	CC-C, CC-P, CC-R	
Industrial		
Industrial Corridor	I, LI	PD
Mixed Industrial	I, LI	CG, RH, PD
Open Space		
Parks and Recreation	A, FP	
Baylands	FP, A	
Limited Open Space	A, FP	
Public and Quasi-Public	A, AT (Airport)	

*Note: A and FP districts may be compatible with any designation. Decisions on the appropriateness of any zoning district will need to consider the specific situation. Determinations on the consistency of districts listed under "OTHER POSSIBLE DISTRICTS" must consider compatibility with other uses and overall densities in the area, as well as the particular need to be served. The use of Planned Districts is encouraged whenever possible to provide for flexibility and control.

ZONING DISTRICT DESCRIPTIONS

RS — Single-Family Residential	FP — Flood Plain	CC — Central City
RM — Medium Density Residential	CO — Commercial Office	I — Industrial
RH — High Density Residential	CL — Limited Access Commercial	LI — Limited Industrial
RNP — Res. Natural Preservation	CN — Neighborhood Commercial	AT — Air Terminal
MHP — Mobile Home Park	CB — Central Business	B — Combining
A — Agricultural	CG — General Commercial	PD — Planned Development

APPENDIX "B"

REFERENCES

Persons and Organizations

City Department Heads
Hayward Area Recreation and Park District
Hayward Unified School District
East Bay Regional Park District
Alameda County Planning Department
CalTrans District 4
Bay Area Rapid Transit District

City of Hayward General Plan

General Policies Plan, City of Hayward, 1986
Conservation and Environmental Protection Element, City of Hayward, 1975
Hayward Earthquake Study (Seismic Safety Element), 1972
Housing Element, City of Hayward, 1984
Noise Element, City of Hayward

Other Studies and Environmental Impact Reports

Mission Boulevard-Garin Park Study, City of Hayward, 1973
Draft Landscape Beautification Plan, City of Hayward, 1987

DRAFT FOCUSED EIR FOR CLARENDON HILLS, HAYWARD, CA, 1981
FINAL EIR GENERAL POLICIES PLAN AMENDMENT APP. NO. 85-3
for HAYWARD GOLF COURSE, 1986
Route 238 Corridor Traffic Forecast and Operations Evaluation Study, DKS, 1986
Traffic Impact Analysis for Proposed Garin Park Apts. TJKM, 1986

APPENDIX "C"

RECENT DEVELOPMENT ACTIVITY IN MISSION/GARIN AREA

- Site Plan Review * SPR
- Zone Change ZC
- Subdivision Tract TR
- Use Permit UP

<u>Application File Number*</u>	<u>Applicant/Project</u>	<u>Project Status</u>	<u>Description</u>
SPR 85-57	Thomas Tomanek 1020 Calhoun St.	Application is pending. Environmental analysis has not been completed due to inadequate water supply to serve project.	Site plan review for a 70-unit Apartment Complex.
SPR 85-84	Mark Wilton 29371 Dixon St.	Approved	Site plan review for a 47-unit Apartment Complex.
SPR 85-95	Ralph Goodell Const. 30082 Mission	Approved	Site plan review of a retail/office bldg.
UP 86-47	Hoover Associates 28900 & 29160 Mission	Approved	2-story building for auto dealership, 16,270 sq ft.
SPR 86-39	R.A. Moss 29009 Dixon St.	Approved	Site plan review of a 24-unit Apartment Complex.
SPR 86-49	Joseph Oberman 620 Jefferson St.	Approved	Site plan review of a 7-unit Apartment Complex.
ZC 85-9	Vincent Paul Estell 1240 Calhoun	Application is pending, processing awaits resolution of the following issues: General Plan consistency, inadequate water supply, access and traffic and drainage impacts.	Rezone from Agricultural (A) to Medium Density Residential (RM) for apartment complex 70 units.
ZC 85-19	Lawrie Development 28000 Mission	The Planning Commission continued this based on the determination that the submitted plans were not specific enough to fully evaluate the rezoning proposal. Since that time the applicant has dropped plans.	Preliminary discussions indicate potential commercial use. (car agency)

ZC 86-1	Andrew Garin 1201 Calhoun	Application is pending, processing awaits resolution of traffic/ circulation issues and water supply.	Rezone from Agricultural (A) to Planned Development (PD) for 138 apartments
ZC 86-2	John DuBois 29438 Mission	City Council denied, September 16, 1986	Rezone from General Commercial (CG) & Single Family Residential Min. lot size 10,000 sq ft (RSB10) to Planned Development (PD) for 545 unit mini-storage.
ZC 86-18	Jerry Kler 564-590 Tennyson Rd.	Planning Commission denied. Appeal denied by City Council.	Rezone from Commercial Office (CO) to Neighborhood Commercial (CN)
TR 4609	Garin Avenue - Bixby	Tentative Map & Final approved.	Tentative map for 30 Single-Family Units
TR 4860 (SPR 81-84)	Dixon St. - Marcotte	Approved and under construction.	Tentative map for 51 Condos
TR 5277 (ZC 84-2)	Citcon Corp Alquire Parkway	Approved. Permits issued.	488 Condos (Restricted to rental units by Mortgage Revenue Bond)
TR 5493 (ZC 85-11)	M.H. Podell Mission & Tennyson	Under construction.	188 Condos (Restricted to rental units by Mortgage Revenue Bond)
UP 86-55	Mohammed Khan 619 Greeley	Application withdrawn	Convert Dog Kennel to butcher shop
UP 84-122	Roberto Bros. 27451 Mission (S/W corner Mission & Jefferson)	Approved	Auto Repair Facility
UP 85-9	Yean T. Chin 27423-27427 Mission (N/W corner Mission & Jefferson)	Approved	Auto Service Center 2 bldgs - 5000 sq ft
SMP-25 County	East Bay Excavating Inc La Vista Quarry	An Environmental Impact report is currently being prepared.	Request extension of permit from 1990 to 2000

ZC 19225 (1968)	Oakhills Zaballos	Approved	Planned Development (PD) for 148 apartments and 90 single family units; apartments are constructed; 2 single family units have been constructed. Precise plan approval is still required for the remaining single family units.
SPR 85-8	B.G. Amin 29414 Mission Blvd.	Approved	Two-story, 51-unit motel complex
UP&V 86-89	Majors Engineering (Drew Bridet) 29705 Mission Blvd.	Scheduled for Board of Adjustments February 1987.	Construct gas station with food sales, reducing required site area.

APPENDIX "D"

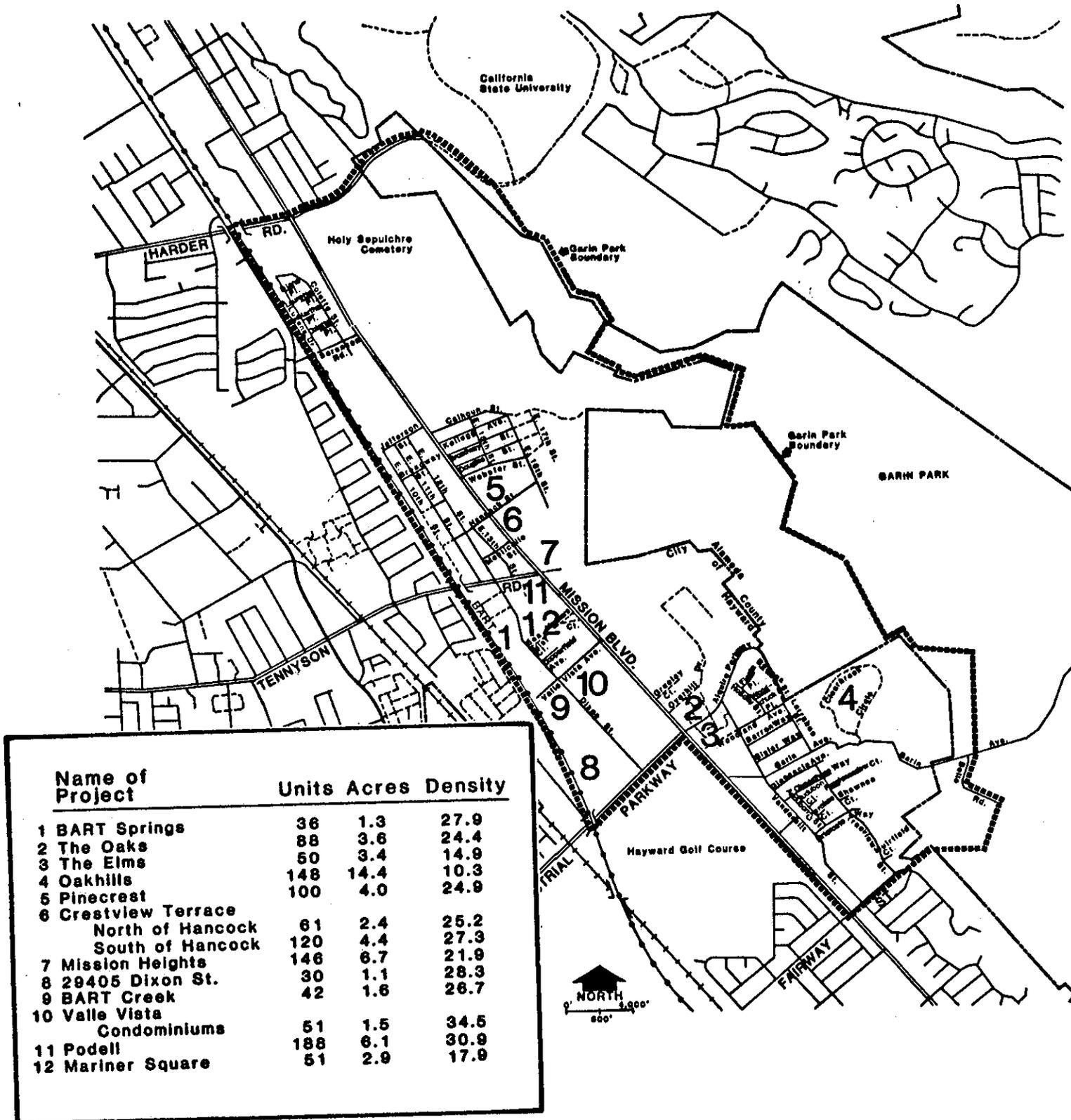
DEVELOPMENT POTENTIAL OF PROPERTIES IN HILL AREA BASED ON
PREFERRED LAND USE ALTERNATIVE AND EXISTING GENERAL POLICIES PLAN DESIGNATIONS

<u>Property Owner</u>	<u>Acres</u>	<u>Preferred Land Use Alternative Designation*</u>	<u>Potential Units</u>	<u>General Policies Plan Designation</u>	<u>Potential Units</u>
1. Catholic Church	--	Limited Open Space	--	Limited Open Space	--
2. State of Calif.	40.0	Low Density (19.1 Ac)/Suburban	76-236	Low Density (19.1 Ac)/Limited Open Space	76-153
	4.5	Low Density	18-36	Low Density	18-36
3. Balch	5.7	Suburban	0-23	Limited Open Space	1-2
4. Christenson	17.8	Suburban	0-71	Limited Open Space	1-2
5. Angelo	7.5	Medium	60-90	Limited Open Space	1-2
6. Tomanek	4.8	Medium	38-58	Medium	38-81
7. Garin	15.1	Medium	121-181	Medium	120-257
8. Delfino	32.2	Suburban	0-129	Limited Open Space	1-2
9. Wright	4.2	Medium	34-50	Medium	33-71
10. Breck	11.3	Suburban	0-45	Limited Open Space	1-2
11. Teyrovsky	3.1	Medium	25-37	Medium	25-53
12. E. Bay Excav.	9.9	Medium	79-119	Medium	79-168
13. Lynch	54.1	Medium	432-649	Medium	432-920
14. State of Calif.	13.8	Medium	110-166	Medium	110-235
15. Piombo	16.7	Medium	134-200	Medium	133-284
16. Warren	123.9	Medium (57.6 Ac)/ Limited Open Space	461-691	Medium (20 Ac)/ Limited Open Space	160-360
17. Marcotte/Citcon	26.8	Medium	488**	Medium	488**
18. Clearbrook/ Zaballos	38.4 5.4	Medium Medium	307-461 43-65	Suburban Suburban	0-175 0-68
19. Wiemken	16.9	Medium	135-203	Suburban	68
20. Bixby	14.4	Suburban	30**	Suburban	30**
21. Mohr	13.9	Suburban	0-55	Suburban	0-55
Bixby	5.0	Suburban	0-20	Suburban	0-20
Gonsalves	15.3	Suburban	0-61	Suburban	0-61

NOTES:

* Land Use designations in the hill area include the following residential categories:
Suburban Density Residential (0-4 units/net acre)
Low Density Residential (4-8 units/net acre)
Medium Density Residential (8-12 units/net acre on Preferred Land Use Alternative),
(8-17 units/net acre on Existing General Policies Plan)

** Respects approved projects



EXAMPLES OF MEDIUM AND HIGH DENSITY DEVELOPMENTS WITHIN THE MISSION-GARIN STUDY AREA

Figure C-1

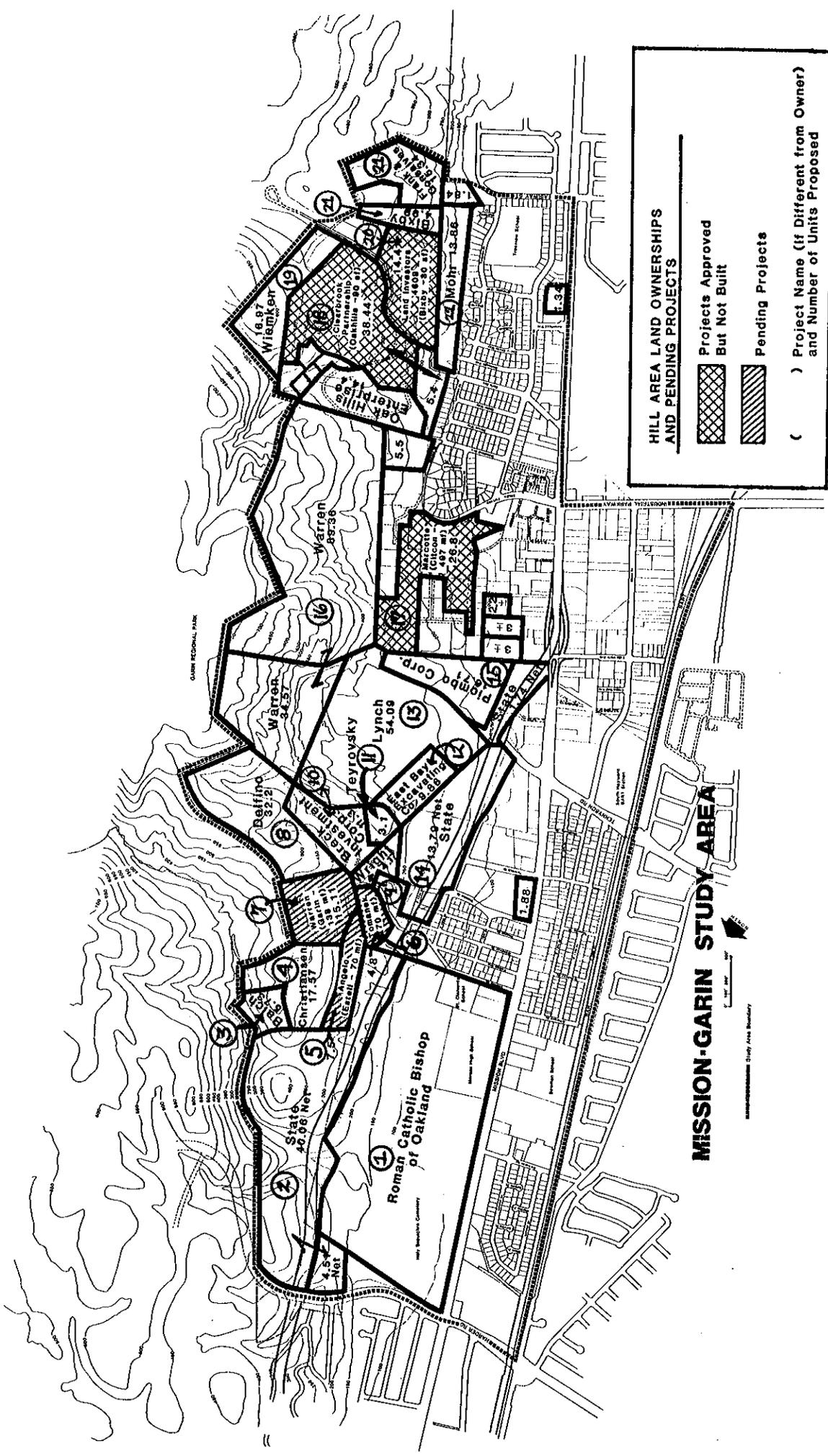


Figure D-1

APPENDIX "E"

SUMMARY OF KEY INTERSECTION CAPACITY ANALYSES
Levels of Service with Route 238 Freeway Alternative (Year 2010)

Land Use Alternative	Peak Hour	INTERSECTION							
		Industrial/ Mission		Tennyson/ Mission		Tennyson/ 238		Calhoun/ Mission	
		V/C	LOS	V/C	LOS	V/C	LOS	V/C	LOS
General Policies Plan	AM	1.09	F	0.98	E	0.90	D	0.80	C
	PM	1.12	F	1.11	F	0.56	A	0.64	B
Alternative 1	AM	1.27	F	0.96	E	0.88	D	--	C
	PM	1.14	F	1.06	F	0.54	A	--	B
Alternative 2	AM	1.00	E	0.87	D	0.59	A	--	B
	PM	1.06	F	0.93	E	0.36	A	--	A
Preferred Land Use Alternative	AM	1.34	F	0.96	E	0.88	D	--	C
	PM	1.14	F	1.06	F	0.54	A	--	B

NOTES:

1. Data for Industrial Parkway and Tennyson Road intersections is derived from Route 238 Corridor Traffic Forecast and Operations Evaluation Study, Draft Final Report, DKS Associates (December 16, 1986). Methodology is explained on Page 36 of this report.
2. Data for the Calhoun Street intersection is taken from Traffic Impact Analysis for the Proposed Garin Park Apartments, TKJM Consultants (November 1986). This study appears to have assumed the Route 238 Expressway alternative, thus levels of service may be slightly higher under the Freeway alternative. Volume to capacity ratios were not derived for the various land use alternatives; however, since the traffic volumes did not differ significantly (except for Alternative 2), the same levels of service are indicated here.

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SUMMARY OF KEY INTERSECTION CAPACITY ANALYSES
Levels of Service with Route 238 Expressway Alternative (Year 2010)

Land Use Alternative	Peak Hour	INTERSECTION							
		Industrial/ Mission		Tennyson/ Mission		Tennyson/ 238		Calhoun/ Mission	
		V/C	LOS	V/C	LOS	V/C	LOS	V/C	LOS
General Policies Plan	AM	1.06	F	0.94	E	0.79	C	0.80	C
	PM	1.02	F	0.99	E	0.87	D	0.64	B
Alternative 1	AM	1.26	F	0.95	E	0.75	C	--	C
	PM	1.06	F	1.00	E	0.87	D	--	B
Alternative 2	AM	0.97	E	0.77	C	0.51	A	--	B
	PM	0.99	E	0.75	C	0.51	A	--	A
Preferred Land Use Alternative	AM	1.32	F	0.95	E	0.75	C	--	C
	PM	1.21	F	1.00	E	0.87	D	--	B

NOTES:

1. Data for Industrial Parkway and Tennyson Road intersections is derived from Route 238 Corridor Traffic Forecast and Operations Evaluation Study, Draft Final Report, DKS Associates (December 16, 1986). Methodology is explained on Page 36 of this report.
2. Data for the Calhoun Street intersection is taken from Traffic Impact Analysis for the Proposed Garin Park Apartments, TKJM Consultants (November 1986). This study appears to have assumed the Route 238 Expressway alternative, thus levels of service may be slightly higher under the Freeway alternative. Volume to capacity ratios were not derived for the various land use alternatives; however, since the traffic volumes did not differ significantly (except for Alternative 2), the same levels of service are indicated here.