



## CITY OF HAYWARD AGENDA REPORT

Meeting Date 10/21/04  
Agenda Item 4

**To:** Planning Commission

**From:** Tim R. Koonze, Assistant Planner

**Subject:** Use Permit No. PL-2004-0240 – Steve Tangney (Applicant) / Shurgard Storage Centers (Owner) – Request to Demolish Two Single-Story Self-Storage Buildings and a Manager's Office and Replace Them With a New Three-Story Building and a Two-Story Manager's Office With Decorative Tower

The Property is Located at 2525 Whipple Road at Interstate 880 in an Industrial (I) Zoning District

### **RECOMMENDATION:**

Staff recommends that the Planning Commission:

1. Find that the proposed project is Categorically Exempt from the California Environmental Quality Act (CEQA) guidelines Section 15332, Infill development project; and
2. Approve the use permit application subject to the attached findings and conditions of approval

### **DISCUSSION:**

#### Background

The self-storage facility was approved in 1983 and included a variance to allow one of the storage buildings to be located on the property line, adjacent to the 880 freeway, where a 10-foot side street setback was required. The application was unanimously approved. The proposed modifications associated with this application would not affect the building that received the variance.

The property is located within an established industrial area on Hayward's southern border and is isolated from other parcels in that it abuts the Nimitz Freeway (880) to the east, to the west and northwest is the Union Pacific Railroad, and Whipple Road is along its southern property line.

The 3.0± acre site consists of four parcels that would be required to be merged if this application is approved. This site is occupied by six self-storage buildings and one office building. The north 47-feet of the parcel lie within the jurisdiction of Union City; in addition, Union City owns a rectangular parcel approximately 1,100 square-feet in size near the eastern portion of the site. This parcel is a remnant of previous street alignments that were abandoned.

### Use Permit

The purpose of the use permit is to assure certain uses are permitted where there is a community need and that the use is in harmony with the area. The building architecture and site design are also analyzed as part of the use permit review process. The applicant has performed surveys that indicate that the public storage facilities in the area are near capacity and additional public storage is needed. The proposed addition would work toward meeting the community need for more public storage space. As an industrial-type use, it is compatible with the industrial uses to the north and west. The project is located at the intersection of Whipple Road, 880 freeway and the 880 southbound off-ramp, which is often congested with both industrial traffic and shoppers going to the nearby Union Landing shopping area in Union City. The low volumes of traffic generated from public storage facilities makes this use well suited for this busy location.

When the application was received in May 2004, it was referred to the City of Union City. In June 2004, the Union City Planning Commission reviewed the proposal and was generally in favor of the design of the project but expressed some design concerns and the need for a sign program that meets their standards. The Commission also requested that their property be made available to allow for a possible public roadway to be constructed along the railroad tracks sometime in the future. In response to Union City's concerns the developer redesigned the project, and the project now consists of the revised plans. Conditions of approval would require that a land lease agreement between the developer and Union City be completed prior to issuance of a building permit.

### Project Design

The two buildings that parallel the railroad tracks to the northwest are proposed to be removed and replaced with one 3-story, long rectangular building. Although visible to southbound freeway traffic, due to surrounding developments, existing landscaping, and the elevated freeway, only the upper portion of the building will be visible. The building elevations include various glass elements, score lines and large columns to create an interesting design. The lower portion of the building consists of tan colored masonry block, the upper portion is stucco. Decorative metal gutters provide a trim around the top of the building. A 27-foot wide canopy is proposed along a portion of the south elevation to provide shade and protect the entry doors from the elements. The canopy faces the interior of the project and would not be visible from any public street. The floor plan is designed to allow some units to have exterior access and some to have interior access. Two elevators are proposed to serve the upper floors. If approved, the square-footage of the self-storage facility would increase by approximately 40,500 square-feet.

The single-story office and manager's apartment would be replaced with a two story building. The first floor would include an office and small retail area. The second floor would accommodate an 875 square-foot manager's apartment consisting of two bedrooms and one bathroom. The structure includes a tower element resembling a lighthouse which is the corporate symbol. The building is stucco with similar color scheme, score lines and trim used on the proposed three story building. The windows would have stucco molded trim. The roof would be a seam metal roof and there is a covered entry feature that includes brick columns.

The developer is proposing three signs, two wall signs and a monument sign. One wall sign would be located on the building elevation facing the freeway, the other on the elevation facing Whipple Road. The wall signs consist of individual channel letters. A monument sign is proposed near the Whipple Road driveway entrance. The applicant proposed a cabinet sign over a masonry base. Staff recommends that the sign be modified to reflect the design of the proposed wall signs, utilizing a stucco background with individual letters. The base would be of a decorative material such as a stone or brick veneer. These signs conform to the City's sign ordinance and provide adequate signage visibility from the freeway and Whipple Road. The existing signs would be removed, including a pole sign located near the east property line.

The developer intends on upgrading the landscaping throughout the site with special emphasis along the Whipple Avenue frontage. The developer is required to landscape the 10-foot-wide setback along the property frontage. In addition, the developer proposes to landscape 15,000± square-feet of unimproved Whipple Road right-of-way along the property frontage. That portion of Whipple Road is owned by the State of California. The developer has applied for a State encroachment permit to install the landscaping. The landscaping maintenance would be incorporated with the maintenance of the other landscaping throughout the project. A detailed landscape and irrigation plan would be required to be submitted for approval by the City's Landscape Architect prior to approval of a building permit.

The project meets the City's Off-Street Parking Regulations by providing five customer parking stalls, one employee parking stall and two covered parking stalls located at the southwest corner of the proposed three story building.

### Environmental Review

The proposed project is Categorically Exempt from the California Environmental Quality Act (CEQA) guidelines Section 15332, Infill development project.

### Public Hearing Notice

On October 8, 2004, a Notice of Public Hearing was mailed to every property owner and occupant within 300 feet of the property as noted on the latest assessor's records. No responses were received as a result of this notice.

Conclusion

It is staff's opinion that the proposed project incorporates quality design that exceeds the industrial district design standards specified in the Zoning Ordinance. The use satisfies a community need for additional public storage space and is compatible with the surrounding industrial uses. Conditions of approval restricting the storage of hazardous chemicals or materials unless stored in a method approved by the Fire Department will ensure there is no threat to the public health and safety.

Prepared by:



Tim R. Koonze  
Assistant Planner

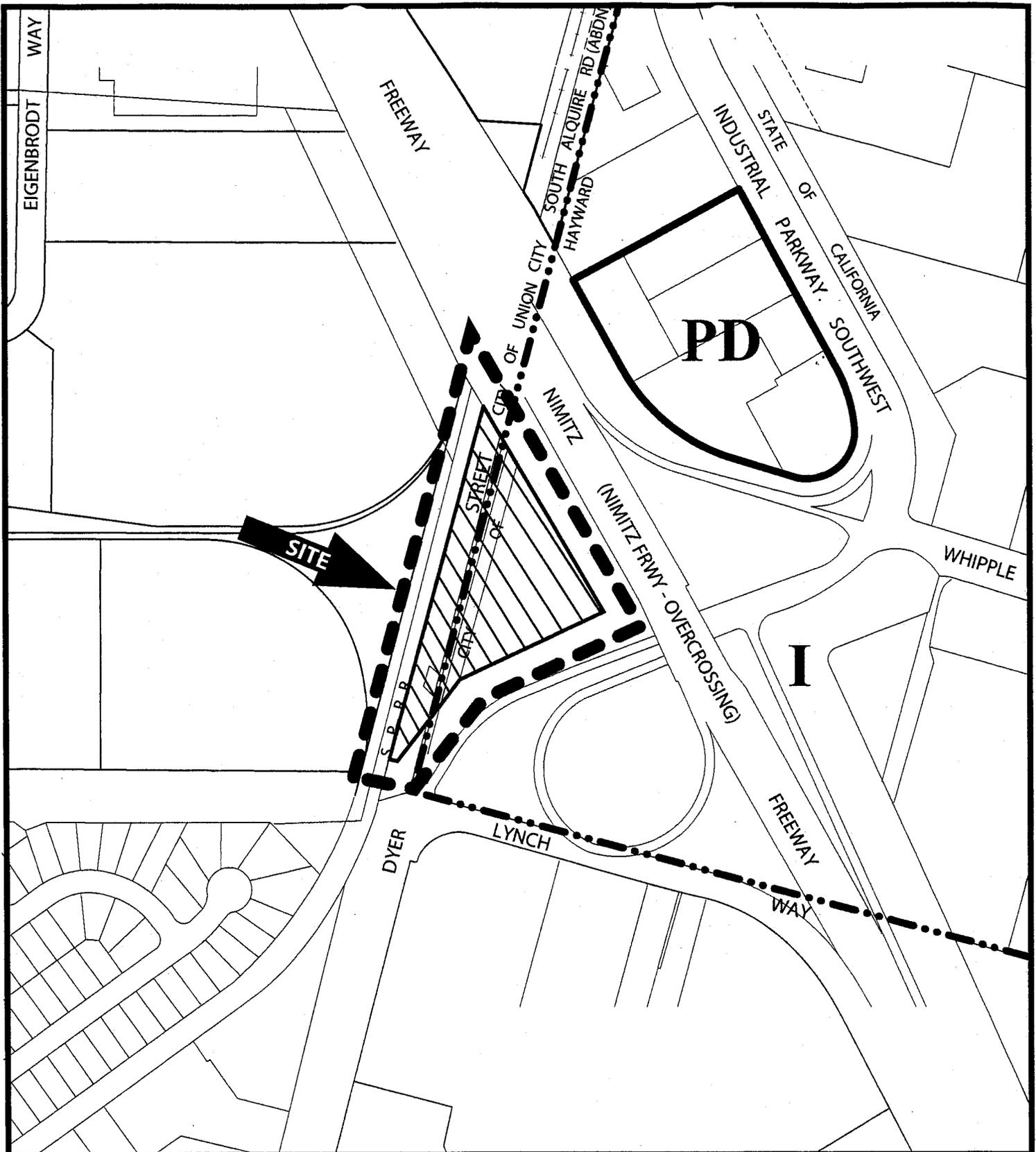
Recommended by:



Dyana Anderly, AICP  
Planning Manager

Attachments:

- A. Area Map
- B. Findings of Approval
- C. Conditions of Approval
- D. Letter From Union City Dated May 19, 2004
- E. Letter From Union City Dated June 9, 2004  
Plans



**Area & Zoning Map**

PL-2004-0240 UP

Address: 2525 Whipple Road

Applicant: Steve Tagney

Owner: Shurgard Storage Centers

I-Industrial

PD-Planned Development



North

## FINDINGS FOR APPROVAL

Use Permit No. PL-2004-0240 – Steve Tangney (Applicant) / Shurgard Storage Centers (Owner)  
Request to demolish two single-story self-storage buildings and a manager's office  
and replace them with a new three-story building and  
a two-story manager's office with decorative tower.

The property is located at 2525 Whipple Road  
at Interstate 880 in an Industrial (I) Zoning District.

- A. The proposed project is Categorically Exempt from the California Environmental Quality Act (CEQA) guidelines, pursuant to Section 15332, Infill development project.
- B. The proposed use is desirable for the public convenience or welfare in that it satisfies the community need for self storage.
- C. The proposed use will not impair the character and integrity of the zoning district and surrounding area in that the project is an expansion of an existing use that is allowed within the zoning district. The project incorporates quality design that exceeds the industrial district design standards specified in the Zoning Ordinance.
- D. The proposed storage facility addition will not be detrimental to the public health, safety or general welfare as conditions of approval restrict the storage of hazardous chemicals or materials within the storage units.
- E. The proposed use is in harmony with applicable City policies and the intent and purpose of the zoning district involved. The purpose of the industrial district as identified in the Zoning Ordinance encouraged the development of industrial uses in areas suitable for the same. The proposed project is expansion of the existing storage facility already found to be a use suitable for the area.

## CONDITIONS OF APPROVAL

Use Permit No. PL-2004-0240 – Steve Tangney (Applicant) / Shurgard Storage Centers (Owner)  
Request to demolish two single-story self-storage buildings and a manager's office  
and replace them with a new three-story building and  
a two-story manager's office with decorative tower.

The property is located at 2525 Whipple Road  
at Interstate 880 in an Industrial (I) Zoning District.

### General:

1. Use Permit Application No. PL-2004-0240 is approved subject to the plans labeled Exhibit "A" and the conditions listed below. This permit becomes void one year after the effective date of approval, unless prior to that time a building permit application has been submitted and accepted for processing by the Building Official, or a time extension of this application is approved.. A request for a one-year extension, approval of which is not guaranteed, must be submitted to the Planning Division 15 days prior to the above date.
2. If a building permit is issued for construction of improvements authorized by the use permit approval, said approval shall be void two years after issuance of the building permit, or three years after approval of the application, whichever is later, unless the construction authorized by the building permit has been substantially completed or substantial sums have been expended in reliance upon the use permit approval.
3. The permittee shall assume the defense of and shall pay on behalf of and hold harmless the City, its officers, employees, volunteers and agents from and against any or all loss, liability, expense, claim costs, suits and damages of every kind, nature and description directly or indirectly arising from the performance and action of this permit.
4. Any proposal for alterations to the proposed site plan and/or design, which does not require a variance to any zoning code, must be approved by the Planning Director prior to implementation.
5. The Building Permit application shall include the following:
  - a. A detailed landscape and irrigation plan that meets the approval of the City Landscape Architect. The plan shall include enhancement of Whipple Road frontage landscaping upon approval by the State of California as this portion of Whipple Road is owned by the State of California. The landscape plans shall indicate the landscaping of all areas not improved with buildings or pavement.

- b. Measures shall be taken to preserve the existing trees. The plans shall indicate how trees shall be protected during construction.
  - c. A detailed drainage plan for the areas to be approved as part of this application.
6. Prior to issuance of a building permit a lease agreement between the property owner and the City of Union City shall be completed.
  7. The four properties related to this project shall be merged into one parcel. Prior to issuance of a building permit a certificate of merger shall be approved by the City Engineer and recorded in the Office of the Alameda County Recorder.
  8. All signs shall comply with the Sign Ordinance regulations for the Industrial District. Prior to installation of any signs, sign plans and a sign permit application shall be submitted for approval by the Planning Director.
  9. Two covered parking stalls reserved for the residents of the manager's apartment shall be located at the southwest corner of the proposed three story building.
  10. Exterior lighting shall be provided for the exterior of the premises, including adjacent public sidewalks and the parking areas under control of licensee(s). The level of lighting shall comply with the City of Hayward Security Ordinance. The lighting shall operate during all hours of darkness during, which the premises are open for business in a manner so persons standing in those areas are identifiable by law enforcement personnel. However, the positioning of such lighting shall not disturb the normal privacy and use of the adjoining properties. The design and location of lighting fixtures shall meet the approval of the Planning Director.
  11. No pay phones shall be permitted on the exterior of the building or premises.

**Engineering Division:**

12. The project shall identify Best Management Practices (BMP's) appropriate to the uses conducted on-site in order to limit the entry of pollutants into storm water runoff to the maximum extent possible. It is highly recommended that a grassy swale be installed to intercept surface runoff or use CDS unit with soil absorbent material added to the unit, Bay Savers, Downstream Defender, Stormceptor or Votechs to remove pollutants from runoff.
13. The owner shall prepare a Storm Treatment Measures Maintenance Agreement (available at Engineering and Transportation Division); the Maintenance Agreement shall be recorded with the Alameda County Recorder's Office to ensure that the maintenance is bound to the property in perpetuity.
14. Prior to issuance of a grading permit or beginning of any construction activity on-site, the developer's engineer shall complete a Development Building Application Form Information: 1) Impervious Material Form, and 2) Operation and Maintenance Information Form.
15. A Storm Water Pollution Prevention Plan (SWPPP), showing how the storm water quality will be protected during and after construction, shall be submitted for review and approval of the City Engineer.

16. Additional standard streetlights along the property frontage maybe required if Caltrans will not object,. The design shall be approved by Caltrans and the City Engineer.

**Fire Department:**

17. Manual and automatic gates shall meet Fire Department Requirements.
18. All lanes within the new and existing portions of the site shall be dedicated fire lanes. Signage and red-curbing requirements shall meet the approval of the Fire Marshall.
19. Fire hydrants that meet the City standards shall be installed at locations approved by the Fire Marshall.
20. Install an automatic fire sprinkler system that conforms to NFPA 13 Standards.
21. A dedicated fire line shall be installed for the new building and shall meet installation requirements as stated in NFPA 24 Standards.
22. The building shall be equipped with a stand pipe, stand pipe outlets, interior and exterior alarms, a fire alarm control panel, and portable fire extinguishers. These improvements shall meet the approval of the Fire Marshall.
23. Tenant agreement documents regulating the type of storage allowed within each storage unit shall be submitted to the Fire Department. There shall be no storage of explosives, hazardous materials, or other hazardous commodities unless storage containment measures are reviewed the and approved by the Fire Department.
24. Violation of any of the above conditions is cause for revocation of this permit, subject to a public hearing before the duly authorized reviewing body.

RECEIVED

MAY 20 2004

PLANNING DIVISION



34009 ALVARADO-NILES ROAD  
UNION CITY, CALIFORNIA 94587  
(510) 471-3232

May 19, 2004

Mr. Tim R. Koonze  
Assistant Planner  
City of Hayward, Planning Division  
777 B Street  
Hayward, CA 94543

**Re: PL-2004-240 UP, Shurgard Storage Center, 2525 Whipple Road**

Dear Mr. Koonze:

The City of Union City staff has met with Steve Tangney of Shurgard Storage Centers regarding the proposed demolition of two one-story buildings and the new construction of a three-story storage facility. As you are aware, the majority of the site is located within the City of Hayward. However, approximately 35,000± square feet of the site are located in the Union City and approximately 1,000± square feet of the area that is proposed for parking and circulation on the site is owned by the City of Union City. The proposed three-story building is located approximately 1.5± feet from the Union City city limit line.

On June 3, Union City staff is taking the proposed Shurgard project as an informational item to our Planning Commission to solicit comments. Therefore, we respectfully request that the Hayward Planning Commission continue the Shurgard project until after our Commission has had an opportunity to comment.

At a staff level, we have identified two issues that we would like Hayward to address as part of the Shurgard project review:

1. Union City requests that Shurgard revise their sign program for the entire site. While the site is in Hayward, because of its location adjacent to Union Landing most people think it is in Union City. In the past, Shurgard has hung many banners on the site which resulted in an unattractive appearance. In addition, the tall freeway pole sign creates an undesirable entry into Union City. As part of this project, Union City requests that the pole sign be removed and that new signs be installed that would provide an upgraded image. Union City staff requests that we have an opportunity to review and comment on any new signs for the site.

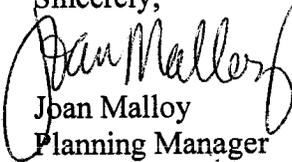
ATTACHMENT D



2. Union City will require a lease agreement with Shurgard for use of the Union City property. Staff requests that a condition of approval be included that requires the lease agreement be completed with Union City prior to the release of building permits for the new building.

Thank you for this opportunity to comment on the project. We also appreciate your consideration of a continuance of the project until our Commission has had an opportunity to discuss the item. If you have any questions, please call me at (510) 675-5327.

Sincerely,



Joan Malloy  
Planning Manager

Cc: Mark Leonard, Economic and Community Development Director  
Carlos Jocson, City Engineer  
Steve Tangney, Shurgard Storage Centers  
Jeff Lea, Lea and Sung Engineering Inc.

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JUN 10 2004

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34009 ALVARADO-NILES ROAD  
UNION CITY, CALIFORNIA 94587  
(510) 471-3232

June 9, 2004

Mr. Tim R. Koonze  
Assistant Planner  
City of Hayward, Planning Division  
777 B Street  
Hayward, CA 94543

**Re: PL-2004-240 UP, Shurgard Storage Center, 2525 Whipple Road**

Dear Mr. Koonze:

The Union City Planning Commission reviewed the proposed Shurgard storage facility on June 3, 2004 at their regularly scheduled meeting and the Commission had the following comments:

- The scale and size of the new, three story storage building was not an issue; however, the Commission recommended that the tower element on the office building be lowered;
- The additional landscaping along Whipple Road was seen as an important design element to the appearance of the project; and
- Any future agreement between Shurgard and Union City regarding the use of the Union City owned parcel should consider the possible future need of the land for public roadway purposes (along the railroad spur to the Home Depot center). Alternative entry points into the storage facility should be considered that do not require a roadway across the Union City parcel.

The Commission supported staff's earlier comments as stated in the letter to the City of Hayward, dated May 19, 2004. In summary, Union City staff requested that the project be conditioned to:

- Require a sign program for the entire site that meets Union City standards and allow Union City staff the opportunity to review and comment on the sign proposal; and
- Require that a lease agreement with Union City be completed prior to the issuance of building permits.

ATTACHMENT E



Union City's Planning Commission also expressed their sincere appreciation to the City of Hayward for providing an opportunity to comment on the proposed Shurgard project. We hope that you incorporate both the staff and Commission comments. Thank you for your consideration. If you have any questions or require any clarifications, please contact me at (510) 675-5327.

Sincerely,



Joan Malloy  
Planning Manager

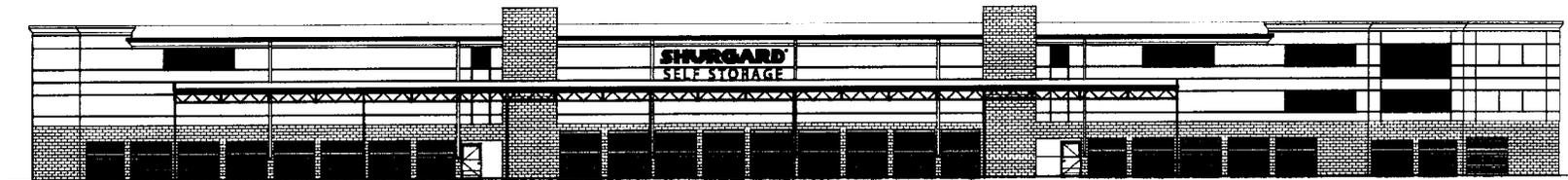
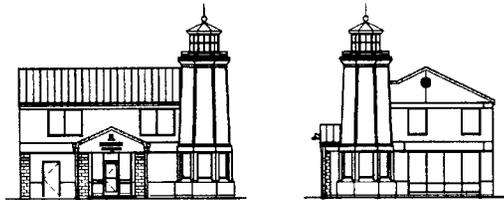
Cc: Mark Leonard, Economic and Community Development Director

**DUE TO THE LENGTH OR COLOR  
OF THE REFERENCED EXHIBIT,  
IT HAS BEEN ATTACHED AS A  
SEPARATE LINK.**

# SHURGARD<sup>®</sup>

## SELF STORAGE

Hayward, California



### Sheet Index

SITE PLAN  
 OFFICE / APARTMENT FLOOR PLANS  
 OFFICE / APARTMENT EXTERIOR ELEVATIONS  
 GROUND FLOOR PLAN - BUILDING D  
 SECOND FLOOR PLAN - BUILDING D  
 THIRD FLOOR PLAN - BUILDING D  
 EXTERIOR ELEVATIONS - BUILDING D  
 PRELIMINARY LANDSCAPE PLAN  
 PRELIMINARY GRADING, DRAINAGE & UTILITY PLAN  
 TOPOGRAPHIC & BOUNDARY SURVEY

October 8, 2004  
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**SHURGARD**  
 SELF STORAGE

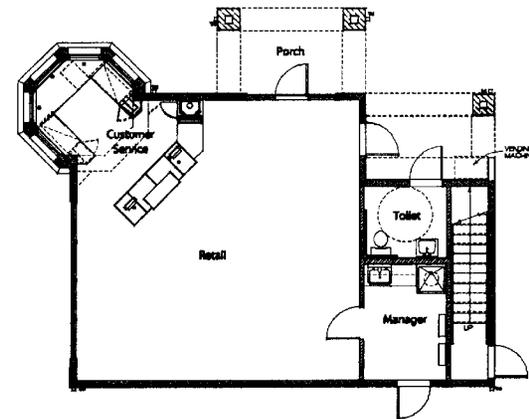
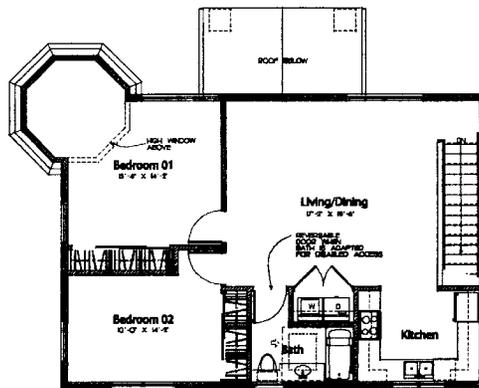
2525 Whipple Road  
 Hayward, California



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Office/Apartment Floor Plans

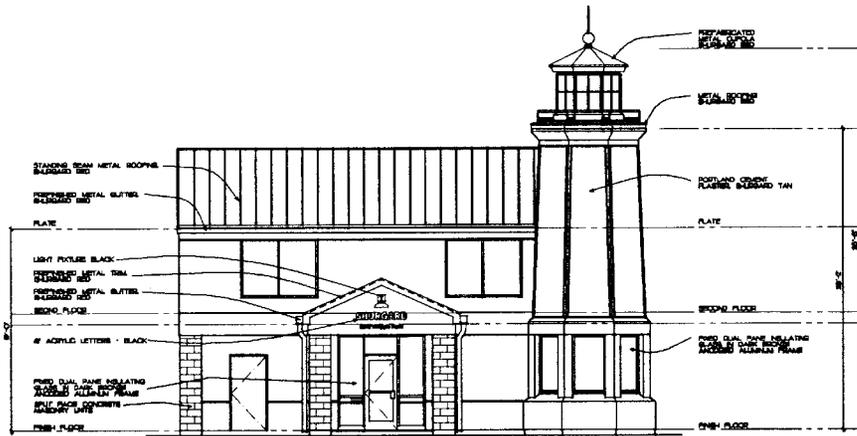


**SHURGARD**  
SELF STORAGE

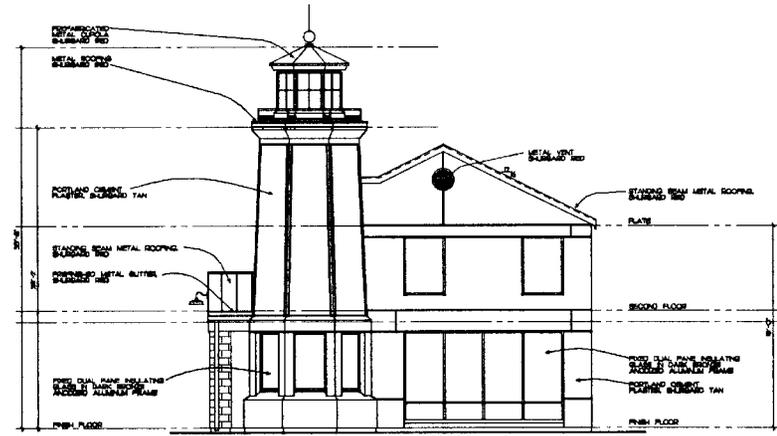
2525 Whipple Road  
Hayward, California



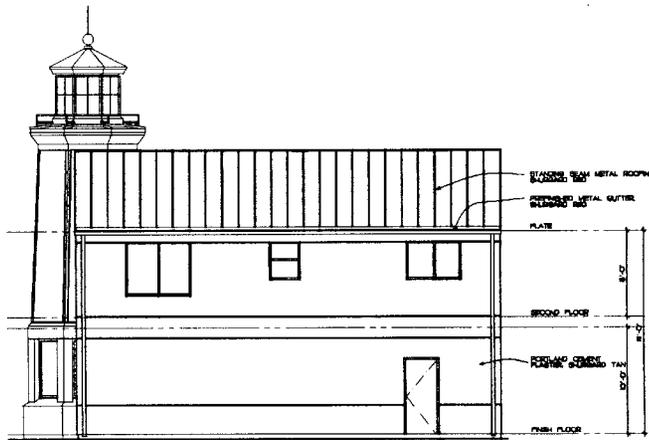
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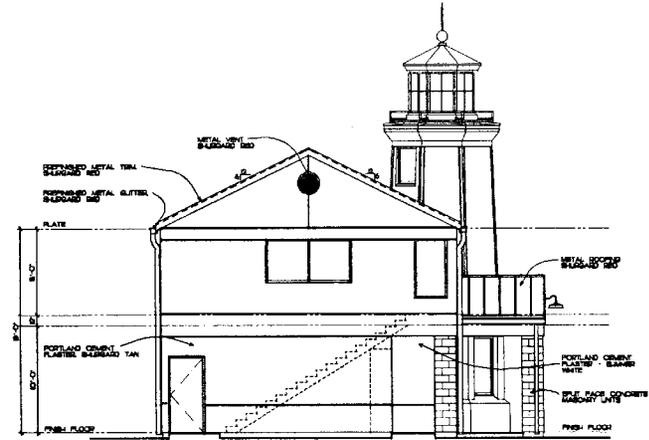
West Elevation



South Elevation



East Elevation



North Elevation

Office-Apartment

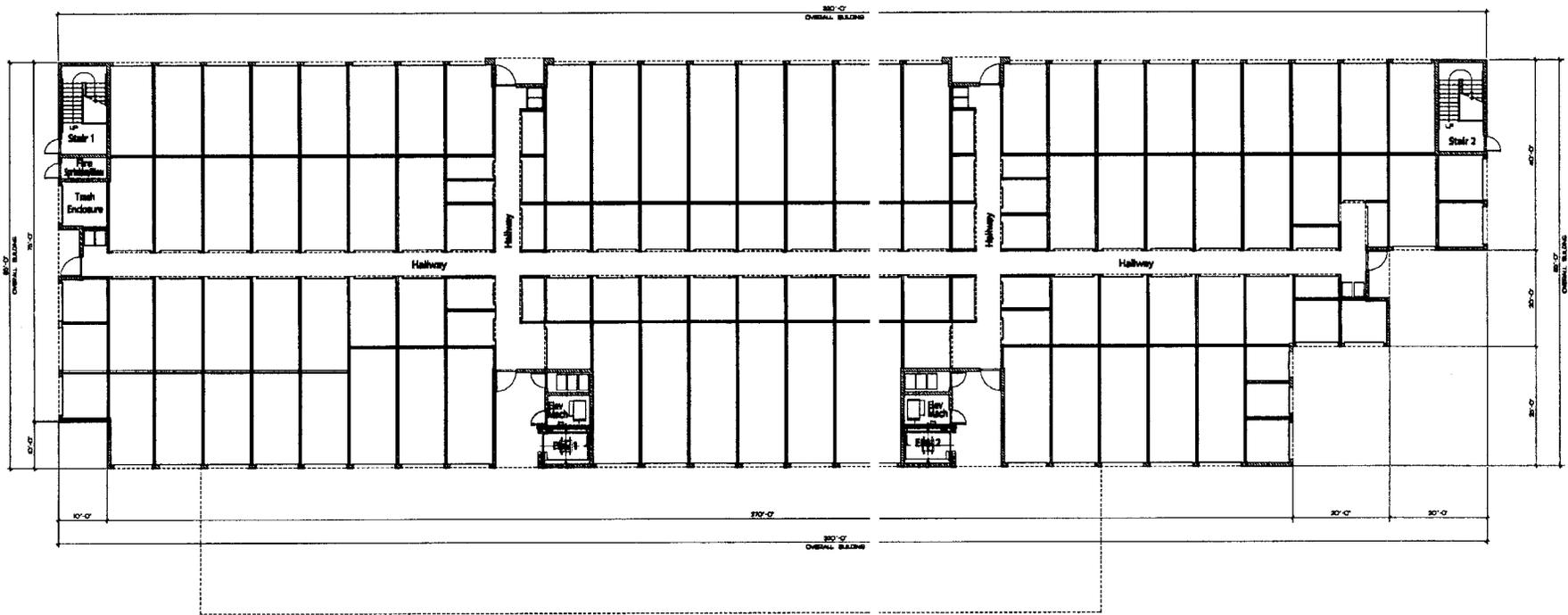


**SURGARD**  
SELF STORAGE

2525 Whipple Road  
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HMH Landscape Architecture • Landscape Architecture



Ground Floor Plan - Building "D"

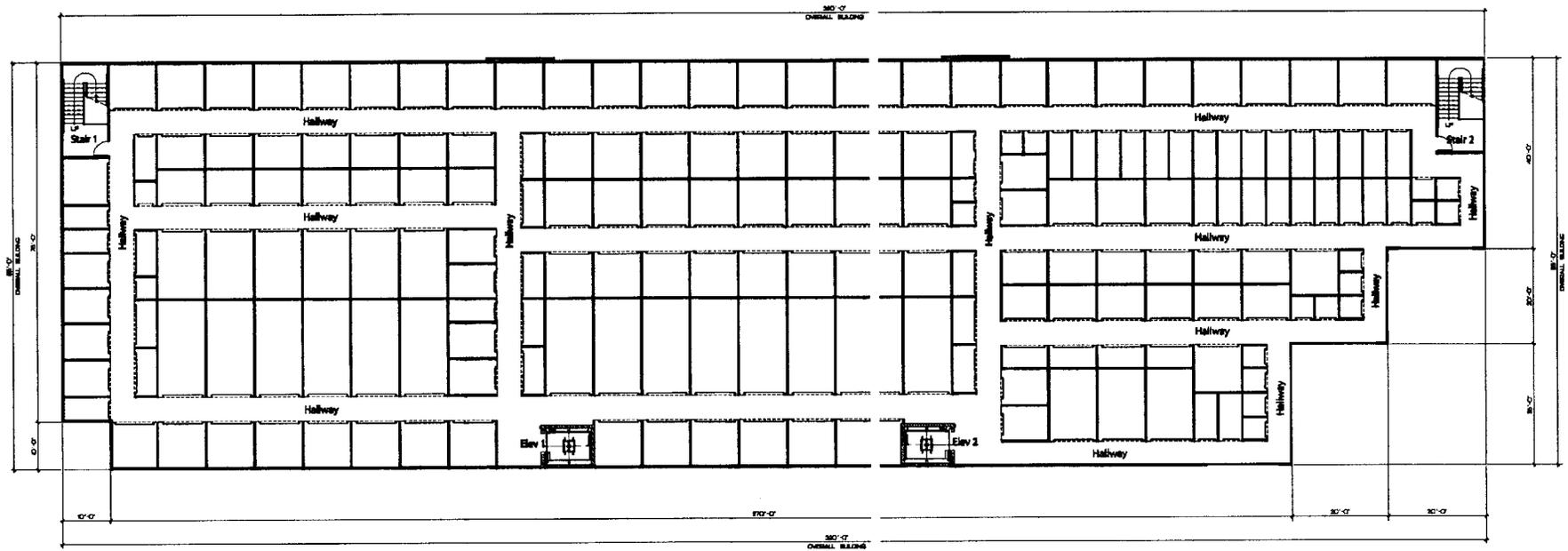


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HMH Landscape Architecture • Landscape Architecture



Second Floor Plan - Building "D"



**SHURGARD**  
SELF STORAGE

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Hayward, California

James Goodman  
Architecture

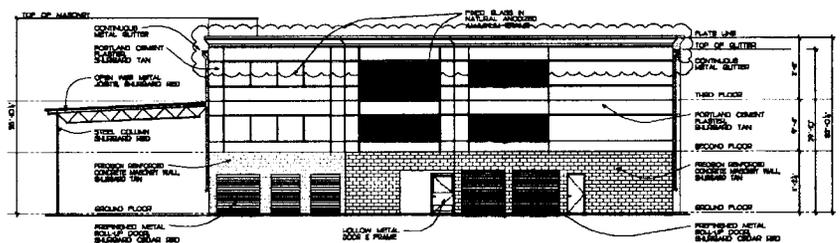
17732 North Whipple Road • San Jose, California • Call: (408) 437-1710 • Fax: (408) 437-1719 • Internet: shurgard.com  
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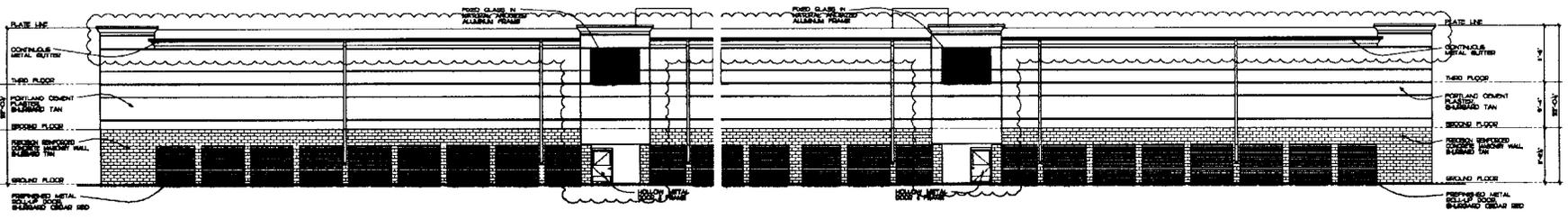
East Elevation



North Elevation



South Elevation



West Elevation

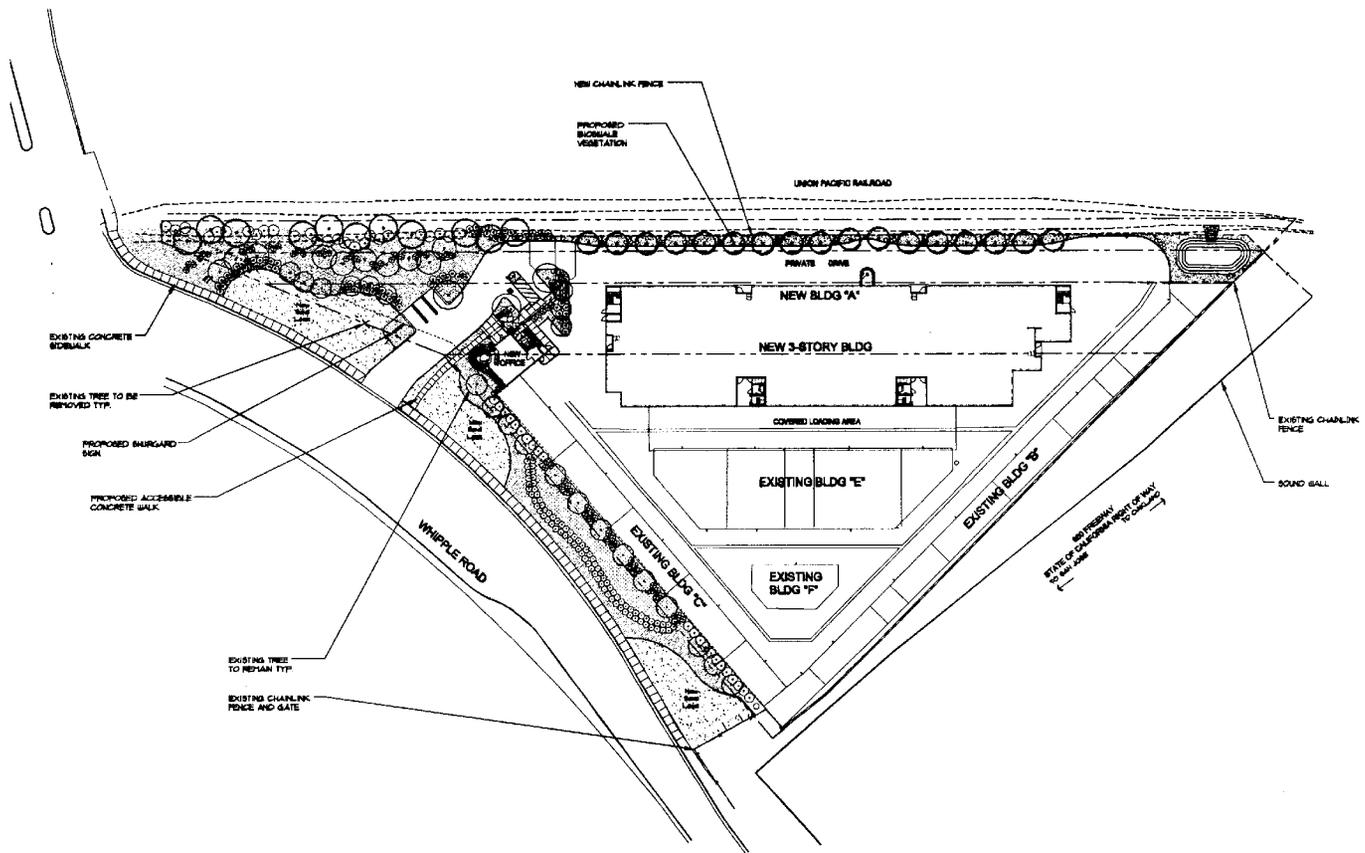
Exterior Elevations - Building "D"

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PRELIMINARY PLANT LIST

- TREES**
- ACER HIBRIDO VERNANDI 8IN. BLDG. - 8 GALLON STANDARD POTT
  - CILICIA SIBIRICA - HAZELHURST - 8 GALLON STANDARD POTT
  - LARODENDRON VIBRANS 'NIGHTSHADE' - 100% TWIGS OF 2IN. STANDARD POTT
  - BRUGIA SPINOSA - 100% TWIGS OF 8 GALLON STANDARD POTT
  - PYRUS CALIFORNICA 'VINTAGE' - 100% TWIGS OF 8 GALLON STANDARD POTT

- SHRUBS**
- LAVANDELLA ANASTASIA 1/2IN. BLDG.
  - CANTER BUCKLE
  - BRUGIA SPINOSA 1/2IN. BLDG.
  - PYRUS CALIFORNICA 1/2IN. BLDG.
  - PYRUS CALIFORNICA 1/2IN. BLDG.

- PERENNIALS**
- PYRUS CALIFORNICA
  - CANTER BUCKLE

- GROUND COVERS**
- ANNUAL COVER BY SEASON 1 GALLON SET AT 12" ON CENTER
  - AGADA BREVIFLORA 1 GALLON SET AT 12" ON CENTER
  - HYPERICUM ANDRUM 'YELLOW' 1 GALLON SET AT 12" ON CENTER
  - TRACHYLOPUS LAMPROIDES 1 GALLON SET AT 12" ON CENTER
  - TALL FAL PEGS - 800

- BIO SHALE PLANTING**
- CANTER BUCKLE 'HYPERICUM'
  - HYPERICUM ANDRUM 'YELLOW'
  - TRACHYLOPUS LAMPROIDES

- NOTES:**
- THE CONTRACTOR SHALL VERIFY THE PRELIMINARY PLANT LIST IS ACCURATE TO THE BEST OF HIS KNOWLEDGE AND SHALL BE RESPONSIBLE FOR THE PROPER INSTALLATION AND MAINTENANCE OF ALL PLANTS.
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# PRELIMINARY LANDSCAPE PLAN

## SHURGARD SELF STORAGE - HAYWARD, CALIFORNIA

**SHURGARD SELF STORAGE** 2525 Whipple Road Hayward, California

**James Goodman Architecture**

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**LEGEND AND NOTES**

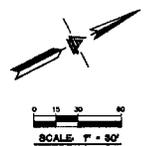
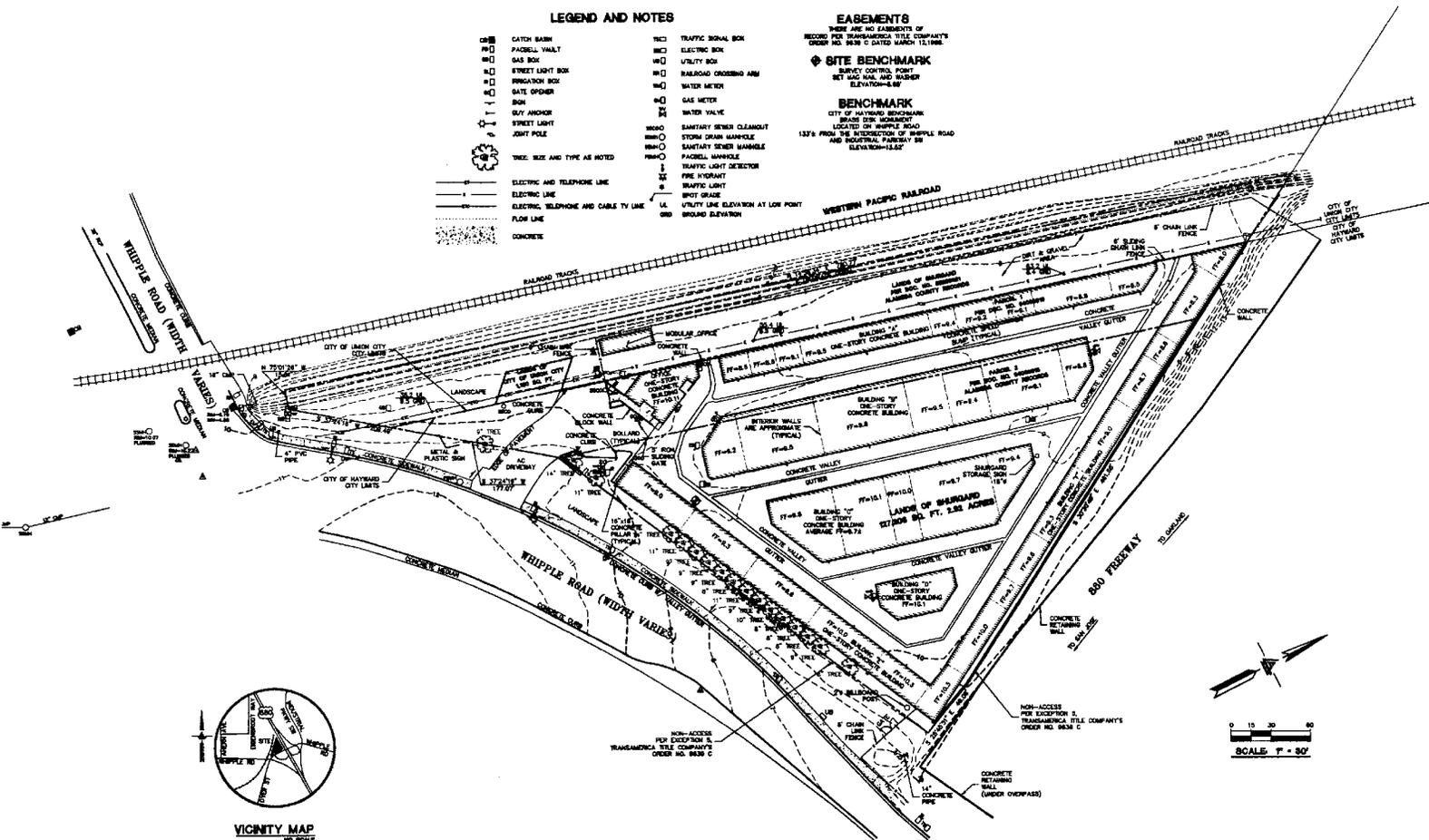
- |   |  |
|---|--|
| <ul style="list-style-type: none"> <li>☐ CATCH BASIN</li> <li>☐ FACED VENT</li> <li>☐ GAS BOX</li> <li>☐ STREET LIGHT BOX</li> <li>☐ PRODUCTION BOX</li> <li>☐ GATE OPERATOR</li> <li>☐ BOX</li> <li>☐ CITY ANCHOR</li> <li>☐ STREET LIGHT</li> <li>☐ JOINT POLE</li> <li>☐ TREE: SIZE AND TYPE AS NOTED</li> <li>— ELECTRIC AND TELEPHONE LINE</li> <li>— ELECTRIC LINE</li> <li>— ELECTRIC, TELEPHONE AND CABLE TV LINE</li> <li>— FLOW LINE</li> <li>— CONCRETE</li> </ul> | <ul style="list-style-type: none"> <li>☐ TRAFFIC SIGNAL BOX</li> <li>☐ ELECTRIC BOX</li> <li>☐ UTILITY BOX</li> <li>☐ RAILROAD CROSSING ARM</li> <li>☐ WATER METER</li> <li>☐ GAS METER</li> <li>☐ WATER VALVE</li> <li>☐ SANITARY SEWER CLEANOUT</li> <li>☐ SANITARY SEWER MANHOLE</li> <li>☐ FACED MANHOLE</li> <li>☐ TRAFFIC LIGHT DETECTOR</li> <li>☐ FIRE HYDRANT</li> <li>☐ TRAFFIC LIGHT</li> <li>☐ SPOT GRADE</li> <li>☐ UTILITY LINE ELEVATION AT LOW POINT</li> <li>☐ BROAD ELEVATION</li> </ul> |
|---|--|

**EASEMENTS**

THESE ARE NO EASEMENTS OF RECORD FOR TRANSCALIA TILE COMPANY'S ORDER NO. 9439 C DATED MARCH 15, 1986.

**• SITE BENCHMARK**  
 BENCHY CONTROL POINT  
 SET 3/16/86 AND BURNER  
 ELEVATION=4.89

**BENCHMARK**  
 CITY OF HAYWARD BENCHMARK  
 BEARS (OR) MONUMENT  
 LOCATED ON WHIPPLE ROAD  
 137.6 FROM THE INTERSECTION OF WHIPPLE ROAD  
 AND INDUSTRIAL PARKWAY SE  
 ELEVATION=118.67



NON-ACCESS FOR EXCEPTION 5, TRANSCALIA TILE COMPANY'S ORDER NO. 9439 C

NON-ACCESS FOR EXCEPTION 5, TRANSCALIA TILE COMPANY'S ORDER NO. 9439 C

**Topographic and Boundary Survey**

**SHURGARD SELF STORAGE**

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JOB NO: 2040147  
 DATE: 3-19-04  
 SCALE: 1" = 30'  
 DRAWN BY: JMB