

# Envision Downtown Hayward





# Envision Downtown Hayward



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Prepared by  
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City and Regional Planning Department  
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Envision Downtown Hayward was prepared as a class project by the fourth year students in the City and Regional Planning Department at California Polytechnic State University, San Luis Obispo. The purpose of the project was to engage the community in developing a shared vision about future development of Downtown Hayward and provide recommendations based on that vision.

This planning project entailed the preparation of three interrelated documents: the *Synoptic Survey* recording the existing characteristics of the Downtown area, the *Public Outreach Report* that summarizes the community engagement process and public input, and this *Envision Downtown Hayward* document. The document provides a summary of the planning recommendations that are born out of the suggestions and ideas offered by the community during public workshops, stakeholder interviews and community opinion surveys. These recommendations address future development of Downtown, with specific proposals for three Opportunity Areas that have particularly strong development potential.

Conducted in cooperation with the Hayward Development Services Department staff, this planning effort received valuable assistance from other City Departments, Hayward residents, business owners, community organizations and CSU East Bay student representatives. Financial support for this planning effort was provided by the City of Hayward.

The students would like to thank David Rizk, Sara Buizer and Richard Patenaude for providing guidance and feedback during this planning process. This project, though, would not have been possible without the invaluable suggestions and ideas generously offered by the dedicated citizens of Hayward.

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# Introduction





## **Project Overview**

### **Purpose and Scope**

The Envision Downtown Hayward project was initiated to engage the community in planning proactively for the future of the City's Downtown, to garner community ideas and suggestions about how to maximize the area's assets and opportunities, and to build a consensus about a shared vision and goals for the future.

The results of this planning effort are summarized in this document that contains recommendations for future development of the Downtown area. The document also provides specific proposals and guidelines for selected areas that have potential to serve as catalysts for future development in the Downtown. These proposals are based on the comments and suggestions received from the community.

An integral part of this planning project was collection of background information about the existing characteristics of Downtown and an intensive public outreach effort. These activities are described in two separate reports: the Synoptic Survey containing information about the physical characteristics of Downtown and the Public Outreach Report that summarizes the public outreach process and community input obtained through that process.

The outcome of this planning effort will be used by the City for development of a Downtown Specific Plan that will provide a comprehensive guide for growth in Downtown and replace the outdated plans that currently guide the area's development.

### **Project Location**

The Downtown is located in the northern portion of Hayward, encompassing 320 acres with a Core area of approximately 102 acres. Figure 1.1 illustrates the location of Downtown Hayward within the larger contexts of the City, county, and state; Figure 1.2 shows the boundaries of the project area.

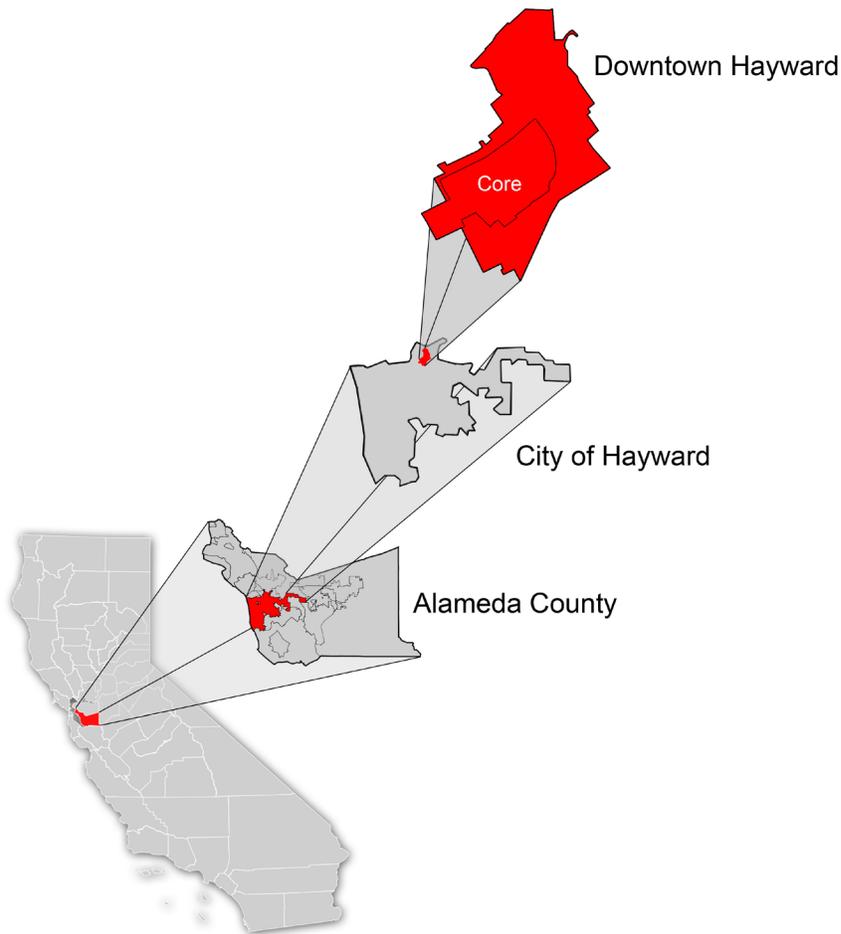


Figure 2.1 — Downtown Hayward Location Context Map

## Regulatory Context

### Governing Documents

Development in Downtown Hayward is regulated by the City's General Plan and Planning, Zoning and Subdivision Regulations. As required by California state law, all planning and development documents and policies must be consistent with the General Plan (Gov't Code Section 65860). The General Plan provides goals and strategies for development while Planning, Zoning, and Subdivision Regulations provide standards and a review process for the use and development of structures and properties. For Downtown Hayward, additional policies, standards, and guidelines are provided in the following documents:



- The Downtown Hayward Design Plan [adopted 1987, revised 1992]
- The Core Area Plan [1992]
- The Downtown Focal Point Master Plan [adopted 1991]
- The City of Hayward Design Guidelines [adopted 1993]
- Commercial Design Manual--Hayward Downtown Historic Rehabilitation District [adopted 1993]

Many of these plans have overlapping boundaries and inconsistent standards or are simply outdated for addressing current issues and community needs.

### **Relevant Agencies**

There are a number of local and regional agencies whose jurisdiction is relevant to developing the Downtown. These include:

- Hayward Area Recreational and Park District (HARD): An independent special use district providing park and recreation services.
- Hayward Unified School District: Serves grades K-12 in public schools throughout Hayward.
- Bay Area Rapid Transit (BART): A heavy rail system that is governed by a Board of Directors and has jurisdiction over the numerous BART Stations in the Bay Area.
- Association of Bay Area Governments (ABAG): Enhances the quality of life in the San Francisco Bay Area by leading the region in advocacy, collaboration, and excellence in planning, research, and member services.

Several State Agencies also have jurisdiction over Downtown Hayward. They include:

- Department of Housing and Community Development (HCD): Provides plans, policies and guidelines to cities to develop their General Plan Housing Elements.
- California Department of Transportation (CalTrans): Works with local agencies to develop and maintain the State's transportation systems, such as highways, inter-city rail lines, and public airports.

## Planning Process

### Phase 1 – Background Research

The first phase of the planning process involved gathering both primary and secondary data about the existing characteristics of Downtown Hayward, as well as conducting public outreach activities in order to obtain the community’s vision and suggestions for development of the Downtown. The Project Team conducted field surveys and reviewed City documents including the General Plan, zoning regulations, specific plans, design guidelines, neighborhood plans and redevelopment activities. Further research was conducted to obtain information about historic resources, circulation and transportation, environmental resources, hazards, community services, population, and housing. Extensive public outreach efforts were a keystone of this phase of the planning process. With the help of the City staff, the Project Team held a public workshop (November 5, 2011) , a focus group meeting (December 3, 2011), met with representatives of the CSU East Bay student body (November 4, 2011) as well as conducted stakeholder interviews (November 4, 2011) and community opinion surveys (November, 2011 through January 2012). These interactions were vital in order to gain insight into the community’s perceptions of the Downtown and are described in detail in the Public Outreach Report for Envision Downtown Hayward (see Figure 1.2).

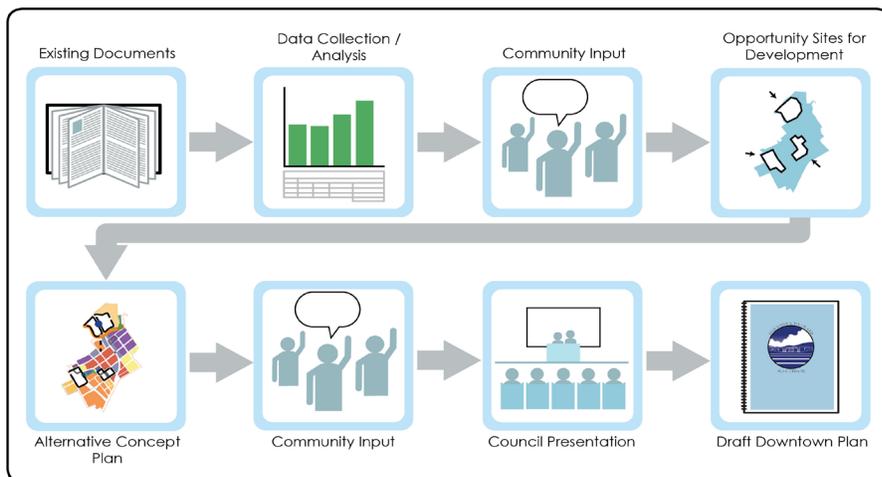


Figure 2.2 — The Planning Process



### **Phase 2 –Envision Downtown Hayward**

Based on the information obtained from the background research and comments received from the community, the Project Team formulated an overall Downtown concept plan and alternative plans for three key Opportunity Areas that were identified at the community meetings: The City Center Area, the Main Street/B Street/ Library Area and the BART Station Area. These proposals were presented and discussed at a second public workshop where participants provided feedback on key features of the alternative proposals. Project Team members synthesized the comments from the community workshop and developed a vision concept plan for development in the Downtown, a circulation plan, and specific proposals for the three identified Opportunity Areas. Appendix 1.A contains alternative plans presented to the community at a second public workshop held on February 4, 2012.

The result of this planning phase is the Envision Downtown Hayward document which contains proposals for future development in Downtown Hayward through recommendations related to land uses and open space, circulation, specific proposals for the three Opportunity Areas, and urban design guidelines.

### **Guiding Principles**

#### **Smart Growth Principles**

The City's General Plan promotes Smart Growth principles and policies. Smart Growth aims to create livable communities and lessen the effects of urban sprawl by mixing land uses, creating more compact building designs, focusing on infill development in existing communities, ensuring a range of housing opportunities, creating walkable neighborhoods, preserving open space, providing a variety of transportation options, and encouraging public collaboration in development decisions (City of Hayward Land Use Element).

The City has already begun to implement Smart Growth strategies through multiple redevelopment projects proposed and completed over the past fifteen years to help revitalize the Downtown area. As part of these strategies, the City has fostered the development of higher density Transit Oriented Developments (TOD) within close proximity to public transportation.



The City has worked to incorporate more high density housing options in the Downtown area generally in order to implement Smart Growth principles. Although these developments have proven to be successful, they often have much lower densities than the maximum allowable densities due to the market demand and the current economic climate. Completed residential projects in and near the Downtown area include: Atherton Place (83 units), City Walk Townhomes (77 units), Eden Housing (60 units) Grand Terrace (235 units), Renaissance Walk (46 units), and Studio Walk (70 units).

### **Sustainability Principles**

The City of Hayward is also moving towards more sustainable planning and building decisions through the adoption of the Hayward Climate Action Plan in 2009 and by providing green information on the City website. Resources provided include: informational links about incentive programs, City ordinances, City Green Initiatives, Green Services, Transit Oriented Development, and more.

### **Crime Prevention Through Environmental Design**

The City of Hayward has created the Crime Prevention Through Environmental Design Program supported by the local police department. The implementation of natural surveillance, access control, territorial reinforcement, and maintenance has been incorporated into the design of buildings and spaces as a strategy to prevent crime within the City. These strategies are driven by the philosophy that proper design and effective use of the built environment will prevent crime and increase the quality of life. The City of Hayward has implemented some of these strategies into their built environment to prevent crime and to make community members feel safe.

### **City Goals and Priorities**

The City promotes a holistic approach to land use, circulation, economic development, housing, community facilities and amenities, conservation and environmental protection, and public utilities and services. In Downtown Hayward, the City hopes to revitalize the area as a vibrant cultural and economic core and fill the current vacancies with viable uses that will serve the residents and visitors. The City Council priorities for



# Chapter 1

## INTRODUCTION

2012 have three thematic categories: Safe, Clean, and Green (see Table 1.1). The Council also established priorities regarding organizational health, land use, and fiscal stability.

**Table 1.1** — Hayward City Council 2012 Priorities

<b>Hayward City Council's 2012 Priorities</b>		
<b>Safe</b>	<b>Clean</b>	<b>Green</b>
Improve public safety in targeted areas	Strengthen code enforcement citywide	Continue implementation of Climate Action Plan
Reduce gang violence in Hayward	Implement Neighborhood Partnership Program beyond Phase One	Increase Hayward's sustainability as a community
Develop school partnerships	Strengthen and expand KHGC Task Force into neighborhood organizations	Fund and implement residential and commercial energy efficiency, photovoltaic, and hot water solar programs
Improve disaster preparedness and disaster response in the organization and within the neighborhoods	Decrease litter in the city	Continue development of residential and commercial energy conservation programs
Complete and adopt multi-jurisdictional Local Hazard Mitigation Plan	Reduce and clean up homeless encampments and address related issues	Position Hayward and gain recognition as a 'Healthy City' under the national and state program
	Improve graffiti prevention through increased use of public art in retail and commercial areas	Increase use of clean and green energy such as solar photovoltaic and bio-gas to energy production at utility facilities
	Prevention and rapid abatement of graffiti	Increase use of recycled water
	Control car sales in the Public ROW	
	Decrease illegal dumping	
Eliminate blight throughout the RDA		

## Report Organization

### *Contextual Background*

An overview of the existing characteristics of Downtown Hayward including its location and historic context. Existing characteristics of land use, circulation, housing, economic activities, and the natural environment are also addressed in this Chapter.

### *Envision Downtown Hayward*

The vision and overall planning goals that guided formulation of development proposals are laid out in this chapter. A description of the proposals, their key features, and how they addresses the vision and overall goals are also included.



### *Land Use and Open Space*

Description of the existing and proposed land use and open space designations in the Downtown. Housing typology is also discussed and the potential long-term buildout capacity is analyzed. Policy recommendations that address the implementation of proposals are provided.

### *Circulation*

Description of the proposed circulation system and how it addresses the circulation challenges present currently in transportation to and from the Downtown. Transportation modes, streetscaping, and gateways are discussed in detail along with respective implementation strategies.

### *Opportunity Areas*

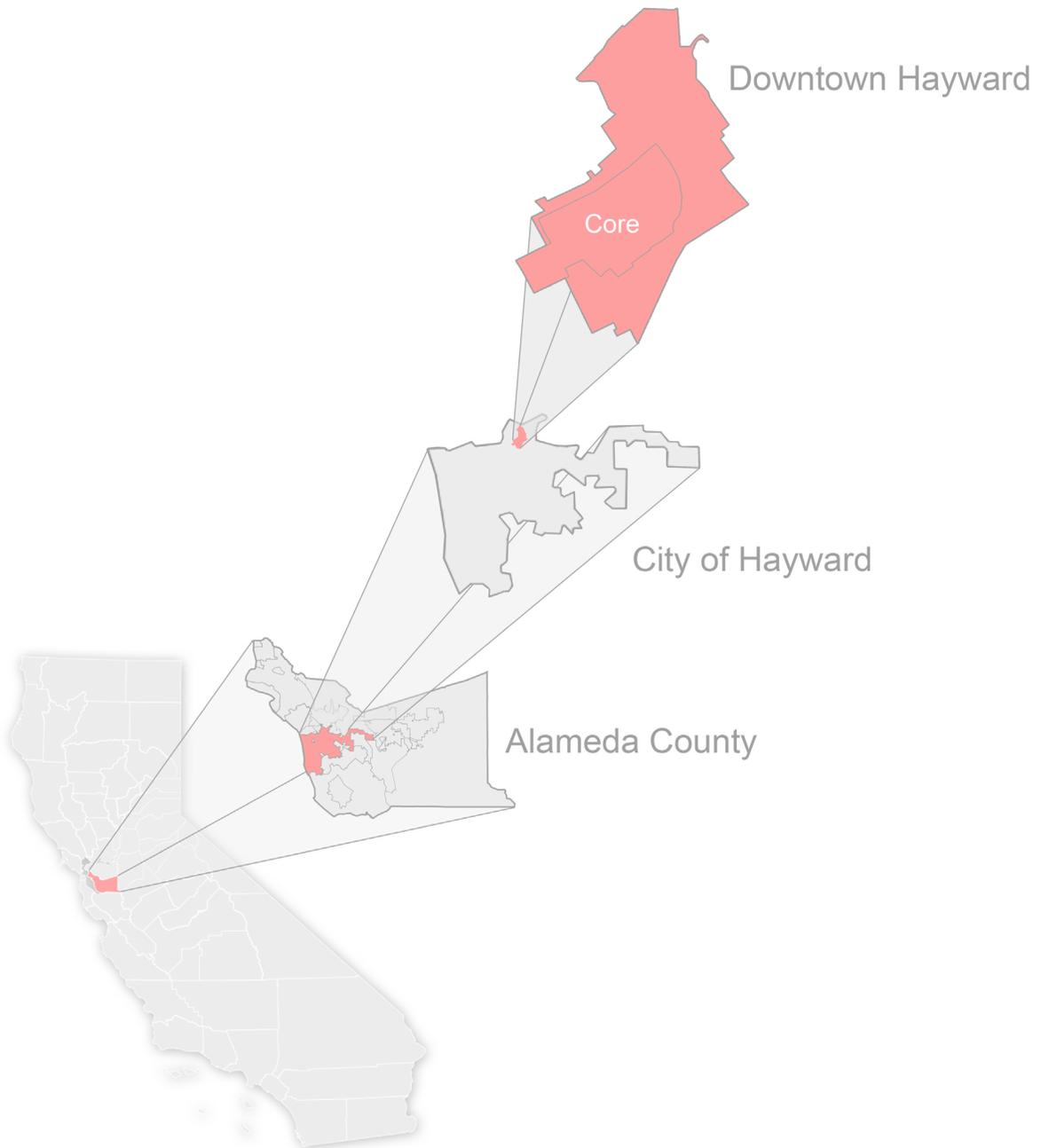
Development proposals for the three Opportunity Areas within the Downtown. These Opportunity Areas include the City Center Area, Main Street/B Street/Library Site Area, and the BART Area. Current conditions are discussed along with the characteristics of the proposals.

### *Urban Design*

Lays out the urban design guidelines for building design, landscaping, etc. in the three Opportunity Areas.

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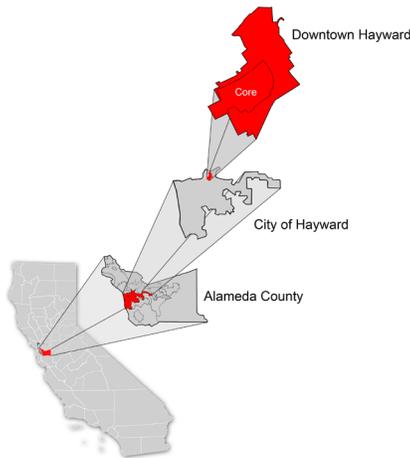
# Contextual Background





### History and Setting

The City of Hayward is located in Alameda County in the San Francisco Bay area. It occupies 64 square miles and is home to more than 144,000 residents (US Census 2010). Settlement in the area began in the 1850s, during the California Gold Rush, when people quickly began utilizing the rich soil, water, and climate of the area making it into a prosperous farming town (see Figure 2.1 for the Downtown Hayward Location Map).



**Figure 2.1 — Location Map**

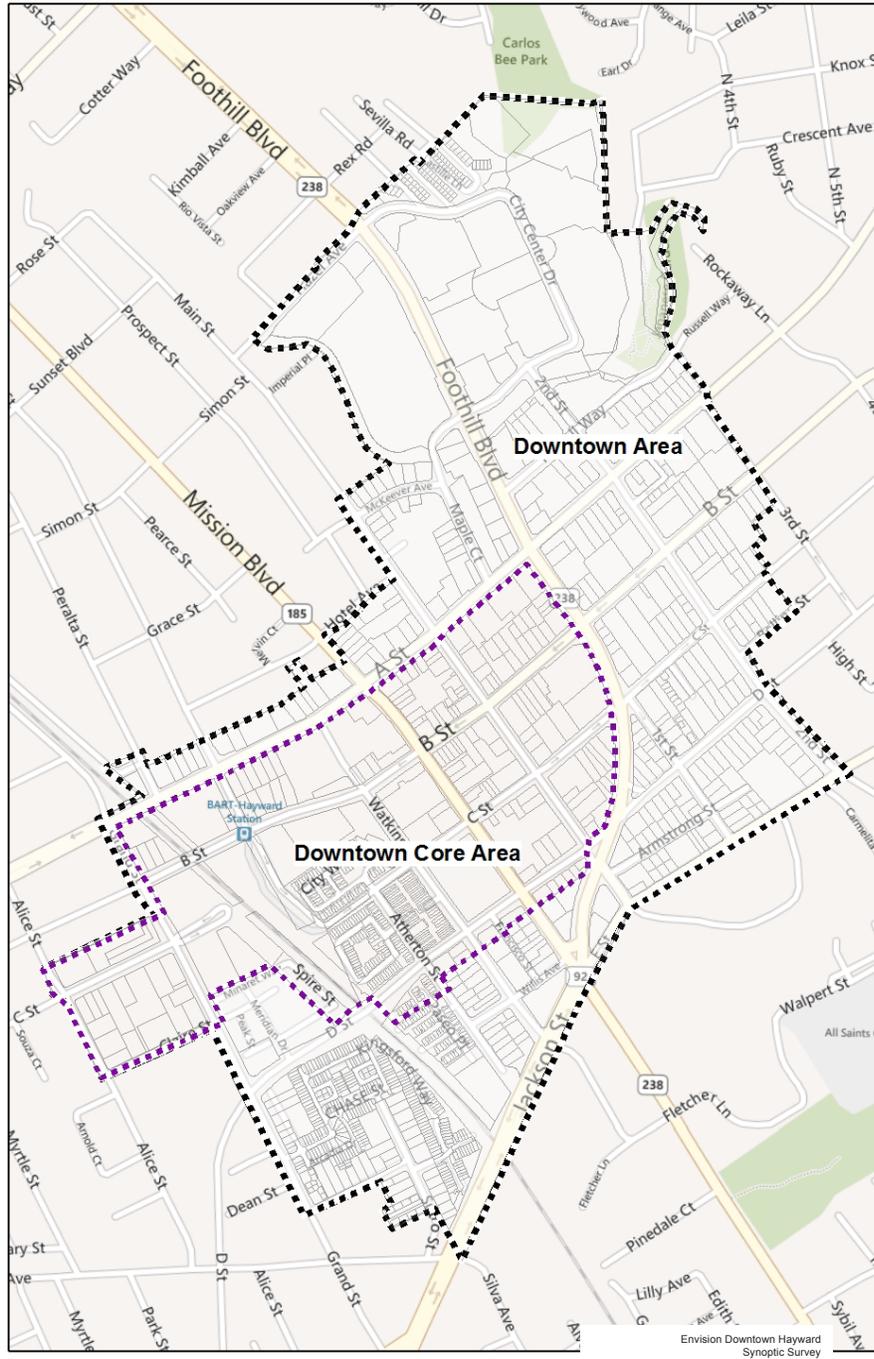
The opening of the Hayward–San Mateo Bridge in 1919 brought new prominence to the town with the increased regional connections. By 1941 the town had grown to 7,000 people and had a rich commercial district and downtown. The post-war boom of the 1950s and introduction of the Nimitz Freeway (I-880) created a rapid population growth to 72,000 by 1960; the small farming town had turned into a sprawling bedroom community seemingly overnight. The central location of the town in Alameda County is the source of its nickname, the “Heart of the Bay.” Because of its location and quick population growth, California State University Hayward (now California State University East Bay) was established in 1957 to better serve the educational needs of the region. During the 1960s and 1970s Hayward experienced a surge in industrial development that created numerous employment opportunities, balancing, to some extent, the housing that was developed earlier. Once shopping malls were introduced in the 1960s and 1970s, the Downtown lost much of its businesses and has struggled to maintain economic vitality ever since. The last several years, however, has seen an influx of eateries into the area that have proven to be popular and resilient, especially through economic downturns.

Population continued to grow, but at a much slower rate. Hayward’s rich resources and strategic regional setting, make it unsurprising that it has become the sixth largest city in the San Francisco Bay Area. It is also among the most culturally diverse cities in California. An extensive network of freeways and bus lines as well as BART, Amtrak and the Hayward Executive Airport services Hayward today. Mostly built out, the city has little developable land available for new growth so focus has turned more to infill development.



CONTEXTUAL BACKGROUND

The study area, encompassing Downtown Hayward, is located in the Northern part of Hayward and was once a regional destination point for shopping and entertainment. The Downtown encompasses 320 acres with a 102.4 core (see Figure 2.2).



Map Sources:  
 Base Map: Microsoft Bing Road Map  
 Data: City of Hayward Parcel Map

Envision Downtown Hayward  
 Synoptic Survey

Envision Downtown Hayward 2040  
 Synoptic Survey  
 California Polytechnic State University, San Luis Obispo  
 City and Regional Planning Department  
 CRP 410 & 411: Community Planning Lab  
 Fall 2011 & Winter 2012

Figure 2.2 — Downtown and Downtown Core Areas of Hayward



## Existing Characteristics

### Land Use

Downtown Hayward is nearly fully built out, with only six percent of land vacant and/or vacant with improvements. The two primary land use types in the area are residential and commercial and are described briefly below. Additional details are discussed in Chapter 4.

### Residential

Two types of residential uses are found in the Hayward Downtown: Low Density Residential and Medium Density Residential. Most of the low-density residential uses are single-family homes spread throughout the outskirts of Downtown, medium density residential development closer to the core, and a new medium density residential development directly adjacent to the City Hall. In addition, a few of the single-family Victorian homes registered as historic sites, bringing a rich historic context for the area.

### Commercial

Commercial uses are dispersed throughout the Downtown area with highest concentrations along B Street, Main Street, A Street and Foothill Boulevard. The main commercial hub is centered along B Street containing restaurants, bars, a movie theatre, cafes, and retail establishments. However, the area is riddled with vacancies. The commercial development also includes commercial office space, which is often located on the second story of retail buildings in the Downtown.

### Public and Quasi Public Uses

The Public and Quasi Public land uses include the City Hall, educational and cultural facilities, Veterans Hall, the Public Library, and the Historic City Hall. These uses are scattered throughout the Downtown, but are more concentrated between B Street and D Street, and Grand Street and Mission Boulevard.

### Parks, Open Space, and Community Services

There are seven parks and open space areas located in or within close proximity to the Downtown area (See Figure 2.3). These spaces include the Japanese Gardens, Newman Park, open space near the BART



CONTEXTUAL BACKGROUND

Station, Guiliani Plaza Park, Bret Harte Playfield, in front of the Hayward Main Library, and the Hayward Plunge and Memorial Park. These facilities currently provide the residents with an adequate amount of park and recreational opportunities.

While there is a significant amount of open space, community services and public facilities—schools, library, police and fire, and community centers—are scarce and in need of maintenance, especially considering the City’s future growth.

The schools within proximity to Hayward Downtown area include Markham Elementary School, Bret Harte Middle School, Hayward High School, and Hayward Adult School (See Appendix 2.A). There are also two colleges in Hayward, CSU East Bay, and Chabot Community College. Overcrowding of schools is no longer an issue due to the decrease in enrollment; however, school facilities and buildings are in need of repair and modernization to provide better education quality.

Parks and Open Space Locations Map

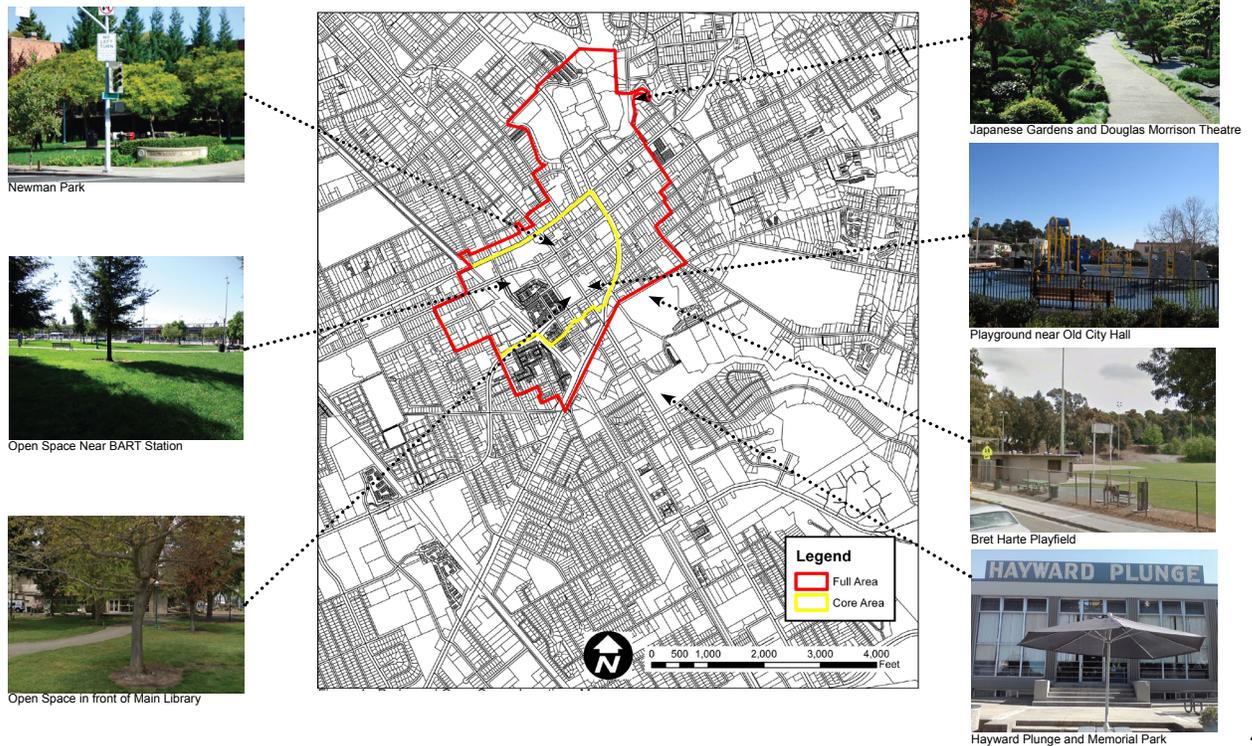


Figure 2.3 — Parks and Open Space Map



The current Public Library faces similar problems. Fortunately, an already proposed new Library, that will be located across the street from the current Public Library site, will be a multi-purpose facility that will provide more modern amenities for users, as well as adequate space.

The location of the Fire Department within Downtown allows for adequate service coverage and response times. The nearest Police Station in Hayward is located southwest of the Downtown area (See Appendix 2.B). Police officers, however, have limited accessibility to the area during rush hour traffic and congestion. This, in turn, has led to delayed response times especially at the Foothill Boulevard and Jackson Street Intersection.

There are three community centers located in or near Downtown, which include the Lighthouse Community Center, the San Felipe Community Center Park, and the Hayward Area Senior Center (See Appendix 2.C). However, all of these centers are small in scale; most of the community centers with higher capacity are not located near Downtown. Consequently, the Downtown lacks a gathering area that is adequate to host citywide events.

There are many restaurants within Downtown Hayward. These restaurants provide a range of eating choices, and have also become a vibrant business within the area. However, restaurant owners note that the buildings located in Downtown are expensive to renovate and upgrade in order to meet current building code standards. This has the potential to cause a hindrance to bringing new restaurants into the area. Though there are some entertainment activities located Downtown, including nightclubs and a movie theater, there are no entertainment options available for all ages.

### **Housing, Population, and Economic Development**

Hayward is an ethnically diverse city, which saw a steady increase in Hispanic, Asian, and African American populations in the last 20 years. According to the US Census, almost 41 % of the City's 144, 168 residents are Hispanic, with Asian and White population groups accounting to 22% and 19% respectively. Downtown area population consists of approximately 4,289 residents. Hayward's population is projected to increase to at least 176,000 in the next 20 years (Association of Bay Area Governments).



## **Natural Environment**

Hayward's Downtown is nestled between the Hayward Shoreline to the west and rolling hills to the east. With the downtown area being urbanized, there are not many important natural significant features left. With this in mind, there are a few pertinent existing natural resources and hazards within the City of Hayward's Downtown.

## **Hazards**

The most significant natural hazard is the Hayward Fault, which passes directly through Downtown (see Appendix 2.D). Its location poses issues related to the existing buildings along the fault line but there have been efforts to retrofit older buildings and constraints have been set in place to avoid reconstruction. In addition to the fault, there is moderate susceptibility for liquefaction and potential for landslide in hilly portions of Eastern Hayward. The City of Hayward is also influenced by regional air pollution, which varies between seasons. Currently, there is no evidence of groundwater contamination or hazardous material contamination in Downtown.

## **Natural Resources**

There are no longer any significant mineral resources in Hayward and the most common soil types throughout Downtown are well draining soils. There are three creeks that run near Downtown, known as Sulfur Creek, San Lorenzo Creek and the Castro Valley Creek. Sulfur Creek has sections that have been channelized and diverted to run underground through the Downtown. Despite channelization and underground diversion, the creeks offer great potential for natural open spaces. Small mammals can be found throughout Downtown but the main habitat areas are on the eastern and western edges of the City. Special status wildlife and plants can be found in both the Shoreline and hillside areas.

## **Circulation**

Like most cities that developed at this time in history, Hayward is an auto-centric city connected by major arterials including Interstate 880, Highway 92, Interstate 580 and Highway 238. Collector streets that direct traffic into the downtown are mainly Mission Blvd., D Street, A street, and



Foothill Boulevard. Alternative modes are available into and through the Downtown. They include AC transit, BART, and in the surrounding area, Amtrak.

The corridors and transit options connecting to the rest of the Bay Area by BART, Interstate 880, Highway 92, and Interstate 580, are overcrowded and consistently cause congestion in Hayward. Connections within Hayward are also problematic, as traffic areas of high speeds on Foothill Boulevard and Mission Boulevard create unsafe conditions for all users of the downtown area. Cal State East Bay also has connection issues with downtown Hayward, as its location along Mission Boulevard combined with the topography of the land prevents bicyclists, pedestrians, and automobile users from accessing downtown. These findings on the current conditions show that the circulation network in Hayward needs improvements to create a safer future for all residents. For more information about circulation and transportation refer to chapter 6.



Figure 2.4 — Green Shutter Hotel

### Historic Resources

The City of Hayward has been proactive in preserving the City's valuable historic resources. The Historical Resources Survey and Inventory Report, approved by the City in 2011, provides an inventory of historic resources and identification of the resources that meet local, state and national criteria.

### Nationally Register of Historic Places

Three properties in the City of Hayward are currently listed on the National Register of Historic Places; the Green Shutter Hotel is the only building listed within the Downtown. Several buildings are identified as eligible for National recognition.

*The Green Shutter Hotel* (22650 Main Street) was constructed in 1926 and listed on the National Register on June 16, 2004. (See Figure 2.4)

### California Office of Historic Preservation Directory of Properties

According to the California Office of Historic preservation there are no official California Points of Historic Interest in Hayward. However, the following buildings are listed as eligible for the California Register of



Figure 2.5 — Chamber of Commerce



Historical Resources within the Downtown area, but are not officially designated by the State of California.

*Chamber of Commerce Building* (22561 Main Street) (See Figure 2.5)

*Masonic Hall* (1068 B Street) (See Figure 2.6)

### Locally Identified Historic Buildings

The City of Hayward has officially designated 13 architecturally and historically significant buildings located in the City of Hayward; 7 out of the 13 buildings identified are located in the Downtown. All properties exist and appear to retain a high level of integrity (see Appendix 2.E). The following buildings are locally identified historic buildings.

*IOOF Building*, designated 1997 (944-952 B Street) known as the Independent Order of Odd Fellows, The Sycamore Lodge No. 129 was established in 1868. This building remains to be one of the oldest buildings in Hayward, which has survived a major earthquake. (See Figure 2.7)

*IDES Lodge*, designated 1997 (1105 C Street) (See Figure 2.8)

*Hayward Museum*, designated 1997 (22701 Main Street) The purpose of the Hayward Museum is to engage the public in relevant educational programs, exhibitions and public service while supporting the preservation of historic sites and the historic legacy of the Hayward area. (See Figure 2.9)

*Historic City Hall*, designated 1997 (22738 Mission Boulevard) Hayward's Historic City Hall was constructed in 1930. The building was used by City Government and the Police Department until 1975. It was then closed for safety reasons, due to the fact that the building lies directly on the Hayward Fault, which can cause potential danger. (See Figure 2.10)



Figure 2.6 — Masonic Hall



Figure 2.7 — IOOF Building



Figure 2.8 — IDES Lodge



Figure 2.10 — Historic City Hall



Figure 2.9 — Hayward Museum



Figure 2.11 — Victorian House

*Victorian House*, designated 1987 (714 B Street) (See Figure 2.11)

*Queen Ann Victorian House*, designated 1991 (1325 B Street) (See Figure 2.12)

*Linekin Victorian House*, designated 1995 (22248 Main Street) (See Figure 2.13)

## Opportunities and Challenges

### Land Use

#### *Opportunities*

- There are three Opportunity Areas with strong development potential within the Downtown (see Figure 2.14). These properties are highly important because of the otherwise limited access to vacant land for new development and present the opportunity for Downtown to grow in a new direction.
- The new streetscaping and walkability upgrades that have been implemented along B Street provide a friendly atmosphere to Downtown and create the opportunity to spread this popular design to the rest of Downtown. Doing so will connect the fragmented streetscape. Additionally, the lack of signage distinguishing the Downtown from surrounding areas opens an opportunity for better signage and connections with other areas. Connections between Cal State East Bay and Chabot College offer a cache of potential users of the Downtown with improvements to recreational options and improved transportation options to those campuses.

#### *Challenges*

- The current lack of signage to and within Downtown Hayward make it difficult to emphasize its unique elements and landmarks. Due to the lack of signage as well as under utilized lands and the current drive-through circulation patterns, Downtown feels segmented from much of the rest of Hayward with little social connection to surrounding areas.
- The narrow sidewalks, busy traffic, vacant buildings, and lack of lighting all contribute to a feeling of low security and personal safety which can deter potential visitors from going Downtown. Many business and building owners are reluctant to invest in upgrades to slow economic growth in the area.
- There are multiple environmental constrains including proximity to the Hayward Fault Line and Creek. Please see Environmental Opportunities and Constraints for further information.



Figure 2.12 — Queen Ann Victorian House



Figure 2.13 — Linekin Victorian House

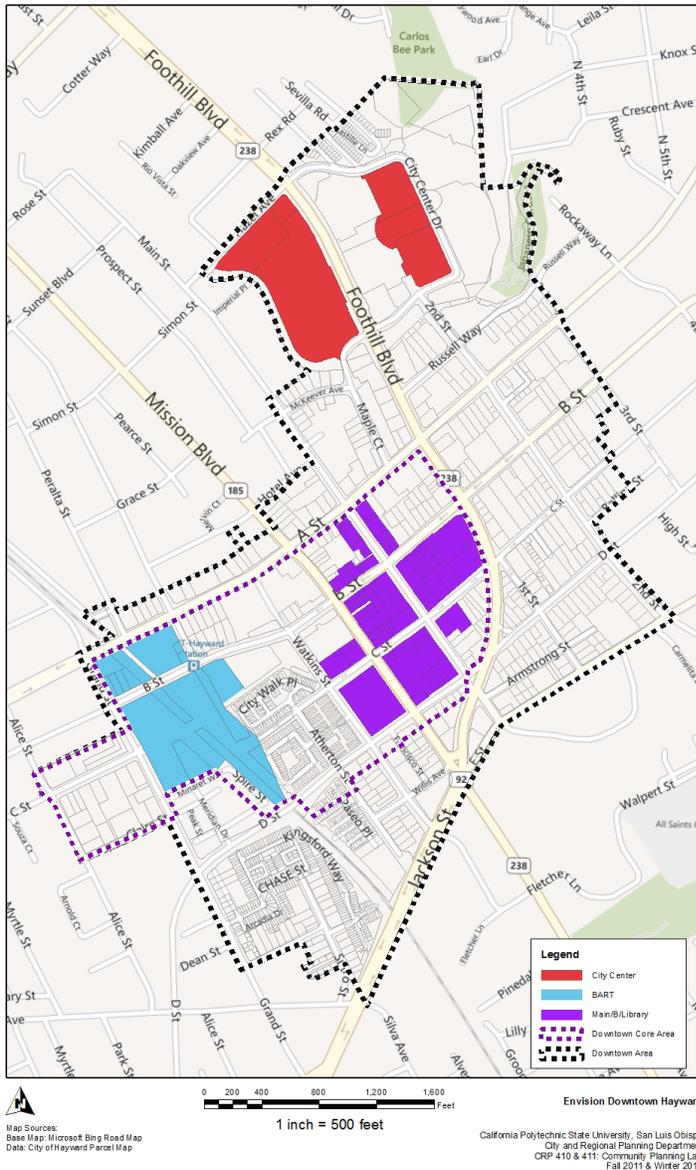


Figure 2.14 — Opportunity Areas Location Map

## Housing, Population, and Economic Development

### Opportunities

- Hayward’s central location in the San Francisco Bay Area contributes to its accessibility for commuters and visitors from around the Bay Area. It is also ideal for many types of economic sectors such as industrial or retail. The Downtown area has the potential to create more businesses and jobs because of its central location.



- The City of Hayward has a culturally diverse population that has the capacity to produce unique stores and buildings specific to various ethnicities and cultures. The City can also capitalize on the diversity in the development of cultural events to bring people into the Downtown. CSU East Bay's location provides an opportunity to bring students into the Downtown area, which can help economic growth by supporting the shops and local businesses. This is also an incentive for Downtown businesses to create a wider variety of stores that cater to students.

### *Challenges*

- With population increase in the Downtown, future adequate housing and services for residents will have to be accommodated.
- The Downtown area needs more incentives and a variety of stores to attract students from CSU East Bay.
- Housing stock must be re-evaluated to accommodate different levels of income.

### **Parks, Open Space and Community Services**

#### *Opportunities*

- There is a fire station located Downtown that will adequately serve the area, reducing the need to provide this service for future development.
- The area of open space and fields by the school can become multi-use facilities; allowing utilization for community recreational needs as well as students'. The proximity of the Cal State East Bay University to the Downtown area provides a possible linkage to bring students and faculty into the area to utilize its service, thus increasing the area's viability.
- The expansion of the Hayward Library will provide needed space to serve the community and bring people into the Downtown area.
- The current vacancies and under utilized lands in Downtown can provide opportunity areas for development or parks and open space.
- Restaurants are a form of business of proven demand in the area; existing restaurants in Downtown are economically resilient having remained in business through the recession. The number and diversity of these food service businesses can be expanded to increase activity levels in Downtown.
- Job skill attainment and other resources provided by community centers can help Hayward residents.



### *Challenges*

- There are understaffed police and fire facilities based on state and national standards.
- There are not many choices of entertainment for all age groups.
- Millions of dollars are needed to renovate and modernize older schools and other buildings with aging infrastructure in Downtown.

### **Natural Environment**

#### *Opportunities*

- **Natural Open Space Concentrated on Edges of City:** Open space on eastern and western edges of city, providing recreational opportunities and an aesthetic escape from urbanized portions of the city. Natural open spaces on the edges of development provide opportunities for conservation and revitalization of the natural landscape.
- Downtown creeks running through the Downtown near the Japanese Garden present opportunity for walking paths and open space. Although San Lorenzo Creek and Castro Creek are both channelized currently, redevelopment can restore and leverage this naturally aesthetic resource.
- Since most land in the Downtown is already fully urbanized, there are limited environmental impacts associated with further development. Since Hayward is already highly urbanized, further environmental impacts will be insignificant, and therefore growth can certainly take place.

#### *Challenges*

- The Hayward Fault runs from the northern city limits to the southern city limits, passing directly through Downtown Hayward. The Hayward Fault is the primary constraint for the city, and bars most development from occurring on or around it.
- Special status wildlife and plants exist in open spaces within City of Hayward and so the city is mandated to take special precautions when developing so as to not disrupt these species or their habitats. Some portions of Downtown Hayward are susceptible to flooding: within the 500-year floodplain. Though rare, flooding can result in significant to catastrophic damage to development.

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# Envision Downtown Hayward

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3





Envision Downtown Hayward is based on the overall goals of the City and the shared vision of the community residents. This vision reflects the comments and suggestions obtained during the public outreach events held throughout the planning process.

### **Vision Statement**

Downtown Hayward will be a safe, lively and distinguishable core for entertainment and culture, which celebrates a rich historic heritage while fostering economic vitality and development.

Downtown will strongly reflect the diversity of Hayward and lead the revitalization of the City as the Heart of the Bay.

### **Overall Goals**

#### **Land Use and Housing:**

- Provide a variety of land uses and foster a broad range of activities to make Downtown a livable and vibrant center for social, economic and civic functions in the core of the community.
- Support a range of housing options within the Downtown to attract an economically and culturally diverse population.

#### **Architecture and Urban Design:**

- Honor the cultural resources and history of Hayward through integration of historic buildings within the urban form of the Downtown while promoting new innovative architecture.
- Provide streetscaping and public art throughout the Downtown in order to create a distinct identity and beautify its streets.

#### **Recreation**

- Promote social interaction in the Downtown by providing a variety of memorable, safe, and attractive spaces for recreation, entertainment, and community gatherings.
- Promote a healthy lifestyle for the Downtown's residents by providing active outdoors recreational opportunities.

#### **Circulation**

- Increase accessibility to the Downtown by enhancing public transportation and allowing fluid movement for pedestrians, bicycles, and vehicular traffic.



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## ENVISION DOWNTOWN HAYWARD

- Ensure that walking and biking in Downtown Hayward is an enjoyable and safe experience.

### **Sustainability**

- Encourage environmentally friendly practices and low impact development strategies in the Downtown.
- Reduce the automobile dependency of Downtown's residents through smart growth principles.

### **Smart Growth**

- Create compact Transit Oriented Development areas with a mix of land uses and livable atmosphere.
- Promote streetscape design that is safe and comfortable for all modes of traffic.

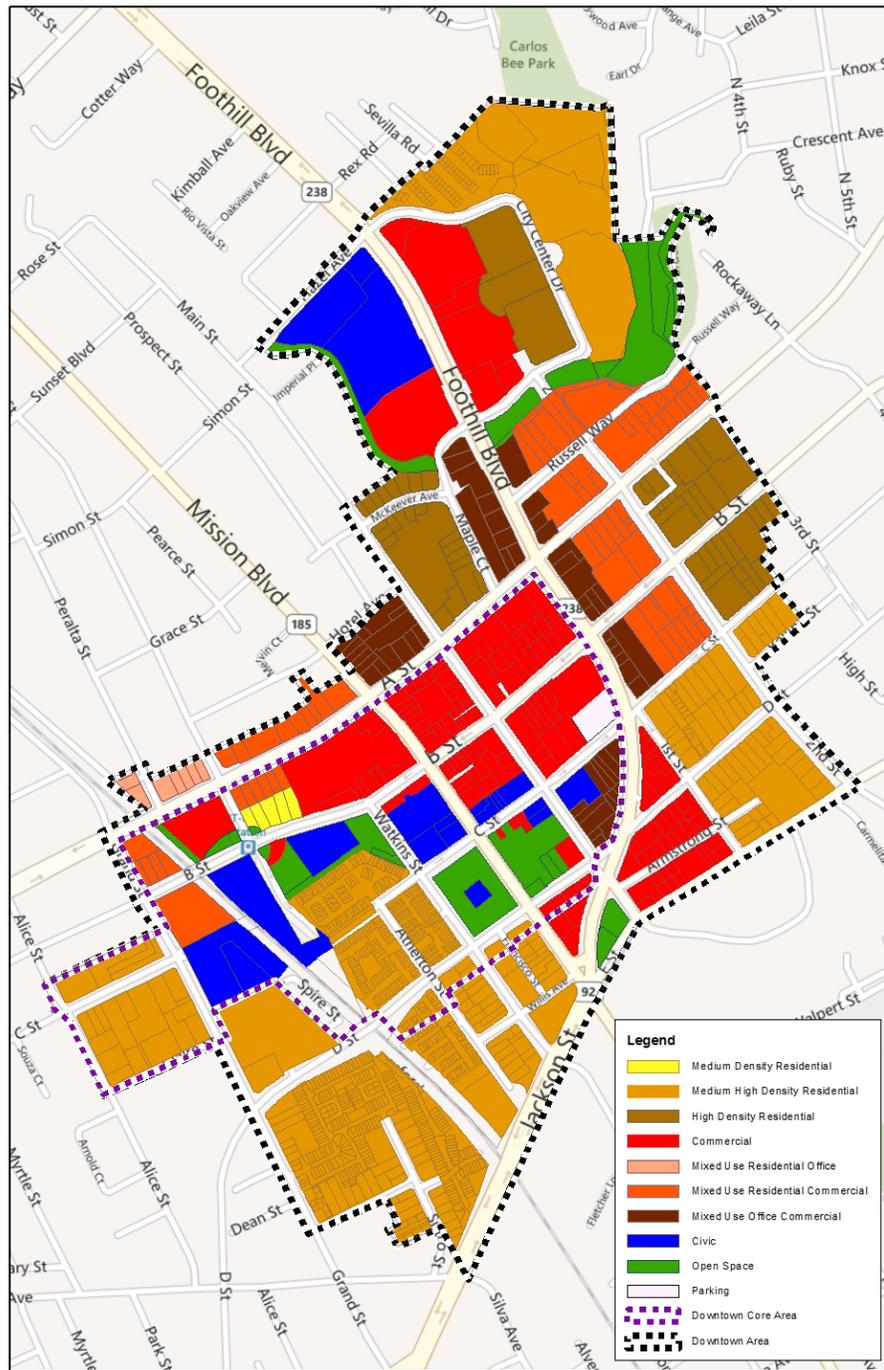
### **Crime Prevention**

- Through smart environmental design, increase sense of safety for visitors and residents.
- Provide natural surveillance, access control, comprehensive lighting and transparency between spaces in order to discourage criminal behavior in the Downtown.

## **Envision Downtown Hayward Concept**

The Envision Downtown Hayward Concept proposes a broad range of residential uses; mixed-use commercial-office and commercial-residential spaces; the enhancement of Downtown's Main Street and B Street as the commercial core by providing entertainment, cultural and recreational uses for all ages; and the preservation historic resources along both corridors (see Figure 3.1).

The concept includes circulation enhancements, a shuttle service, a creek-walk with more visible entrance to the Japanese Gardens, a pedestrian bridge over Foothill Boulevard at B Street, signage and gateways within the Downtown area, Complete Streets on B and Main streets, and B Street becoming a two-way street (see Figure 3.6).



Map Sources  
 Base Map: Microsoft Bing Road Map  
 Data: City of Hayward Parcel Map

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 City and Regional Planning Department  
 CRP 410 & 411: Community Planning Lab  
 Fall 2011 & Winter 2012

Figure 3.1 — Envision Downtown Hayward Proposed Land Use Map



## Key Features

### *Housing*

An increase in housing in the Downtown is proposed including High Density Residential (65-110 du/ac) Medium-High Density Residential (40-65 du/ac), and Medium Density Residential (17-40 du/ac) (see Figure 3.2-3.4). The increase in density from the additional housing will encourage students, faculty, and young professionals to live in the Downtown. The High Density Residential development is proposed to be located between the City Center Opportunity Area and Downtown (see Figure 3.1). The Medium-High Density Residential is proposed to be located around the core and spread out towards single-family homes on the outskirts of the Downtown (see Figure 3.1). There is a small section of Medium Density Residential that includes the historic homes on B Street and should be preserved but not encouraged in other parts of Downtown (see Figure 3.1). The proposed density is designed to be higher around the commercial core and decrease as it spreads outward in order to promote the hierarchy and feel of a true downtown. This will encourage day and night movement throughout the Downtown.

### *Mixed-Use*

To complement the surrounding uses, a Mixed Office-Commercial development is proposed, as well as Commercial-Residential development along A Street where auto shops are currently located (see Figure 3.5). These uses will complement the Downtown without competing with the area's commercial core.

### *Mixed-Use along Foothill*

A Mixed Office-Commercial development is proposed along Foothill Boulevard to act as a buffer to the proposed Mixed Commercial-Residential. This kind of development would decrease in density as it gets further from Foothill Boulevard. The increase in office space will encourage different types of businesses in the Downtown and will also increase activities during the day.



**Figure 3.2 — Example of High Density Residential**



**Figure 3.3 — Example of Medium High Density Residential**



**Figure 3.4 — Example of Medium Density Residential**



**Figure 3.5 — Commercial Residential Mixed Use Example**



Downtown Hayward Circulation Map

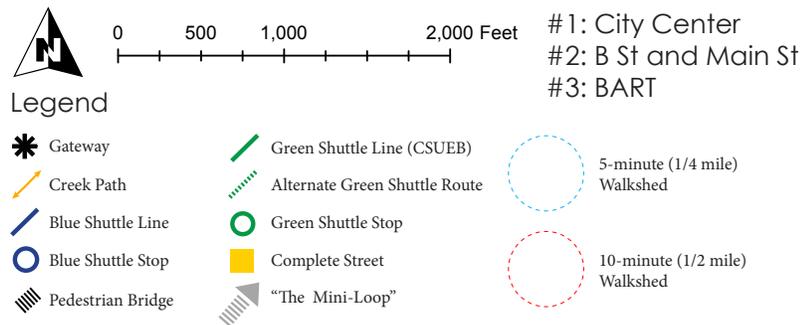
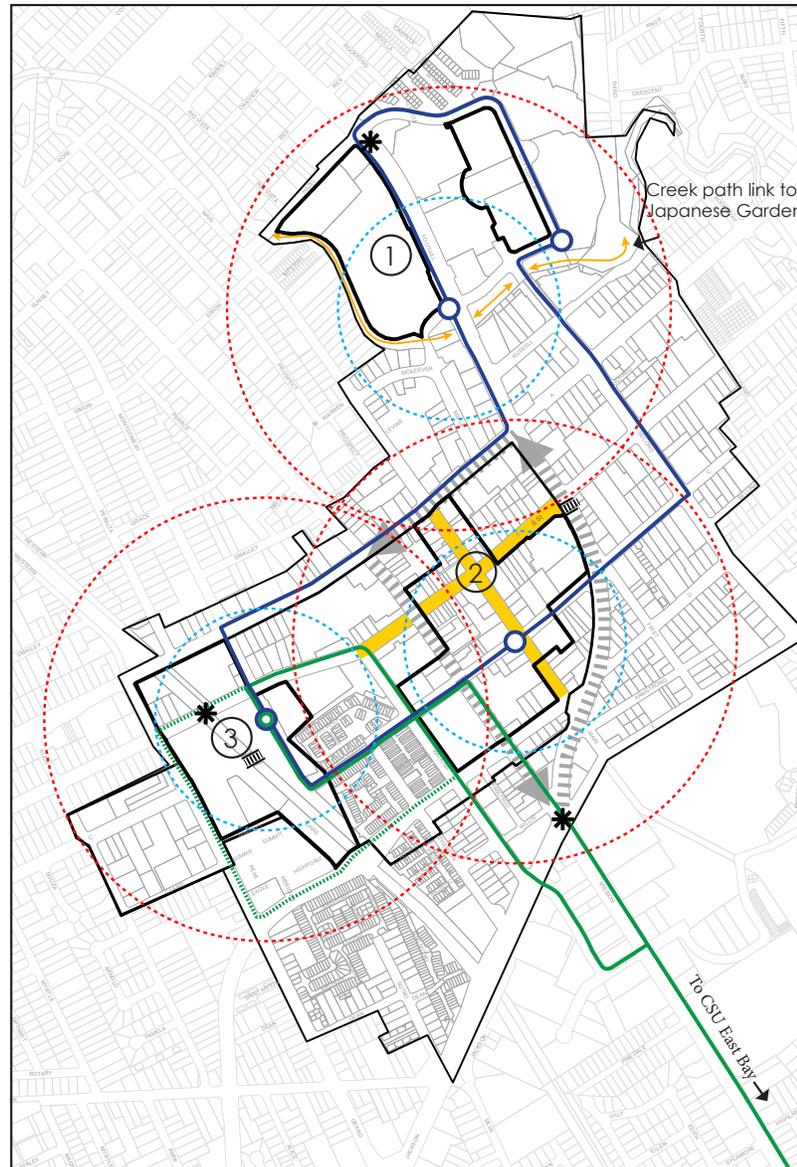


Figure 3.6 — Proposed circulation network in Downtown Hayward



### *Commercial Core*

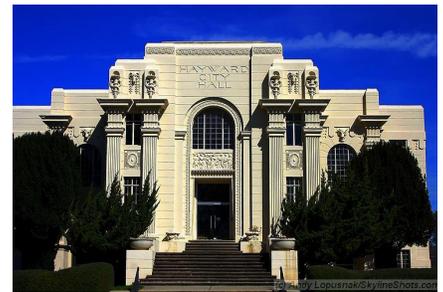
The commercial core along B Street and Main St. within the “Mini-Loop” is proposed to be retained and energized. Current focus on commercial retail uses in the area will be expanded to include activities for all ages. This will also promote pedestrian traffic within the area and a vibrancy that the Downtown is currently lacking (see Figure 3.7).



**Figure 3.7 — Example of Commercial Uses with Wide Sidewalks and Outdoor Dining**

### *Historic Preservation and Enhanced Connection to B Street*

The historic resources throughout the Downtown are a very important characteristic of the area and must be preserved and enhanced (see Figure 3.8). As part of enhancing this character, a better connection to Main Street from B Street is proposed with additional and unique street furniture. Along with this, the preservation of historic homes along B Street will add to the historical context of the area and bolster the success of the proposed historic walk/ mural program.



**Figure 3.8 — Historic City Hall**

### *Shuttle Service*

The shuttle service for the Downtown includes the Green Line, connecting Cal State East Bay to the BART station, and the Blue Line, connecting the City Center Complex to the BART station. Running this shuttle throughout the day will improve circulation for both sites that have challenges with getting to the Downtown (see Figure 3.10).

### *Creek-Walk and Enhanced Entrance to the Japanese Gardens*

Providing a creek-walk with pedestrian and bicycle circulation will enhance the City Center area by allowing outdoor activity and connection to the Japanese Gardens (see Figure 3.9). The riparian area is proposed to be restored to its natural habitat, thus providing more open space for the Downtown.



**Figure 3.9 — An example of a Well-Designed Creek-walk**



Downtown Hayward Public Transit Map

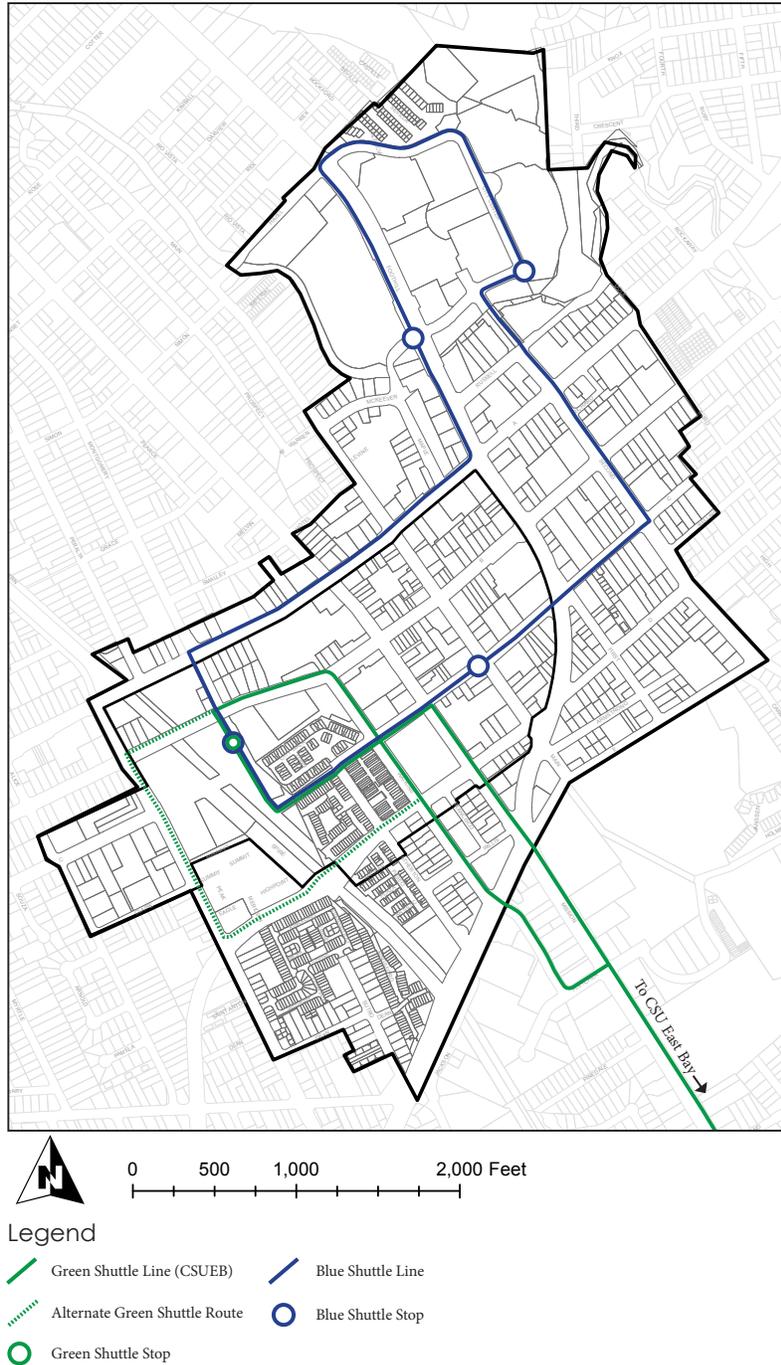


Figure 3.10 — Proposed Shuttle lines in Downtown Hayward



ENVISION DOWNTOWN HAYWARD

The proposal includes improvement to the entrance to the Japanese Gardens by adding emphasizing features the current entrance and adding an additional entrance along Russell Way to guide visitors along an active street. This will also compliment the creek-walk and guide people towards the Gardens (see Figure 3.11).

*Pedestrian Footbridge over Foothill Boulevard at B Street*

The proposal calls for a pedestrian footbridge to be placed over Foothill Boulevard to create a connection between the two sides of the new six-lane street. The bridge would provide the community on the east side of Foothill Boulevard much safer and more convenient access to Downtown. This bridge must be ADA compliant, i.e. provide elevators on each side (see Figure 3.12).

*Signage and Gateways*

The proposal includes providing additional directional signs to bring people to parking structures and key Downtown areas. The signage should be designed with attention to aesthetic value and be consistent throughout the Downtown (see Figure 3.13). This will create identity and provide a sense of place. The proposed gateways will be located along Foothill Boulevard in the City Center Area, at the BART station area, as well as at the entrance to the Downtown at Watson Street. More information about the specific locations of these gateways is provided in the Opportunity Area Concept Plans.



Figure 3.11 — The Japanese Gardens



Figure 3.12 — An example of a pedestrian bridge with elevators



Figure 3.13 — An example set of consistent signage with aesthetic detailing



### **Opportunity Areas**

In addition to the topics addressed in this document regarding development of the Downtown as a whole, Envision Downtown Hayward addresses the key Opportunity Areas, including the City Center Complex area, Main Street/B Street/Library area, and the BART station and its surrounding area. The Project Team suggests the following strategies for developing and revitalizing these sites (detailed discussion of Opportunity Areas can be found in Chapter 5).

#### **City Center Complex**

This area is envisioned as becoming a major node of activity with a large hotel, Youth Sports Center, and high density residential facilities. The Plan outlines these developments with the goal of creating an area with a balanced mix-of-uses and multitude of recreational activities. The building infrastructure is proposed to be complimented by a restored Creek-walk along the San Lorenzo Creek, a new open space area, and enhanced connections to other attractions such as the Japanese Gardens.

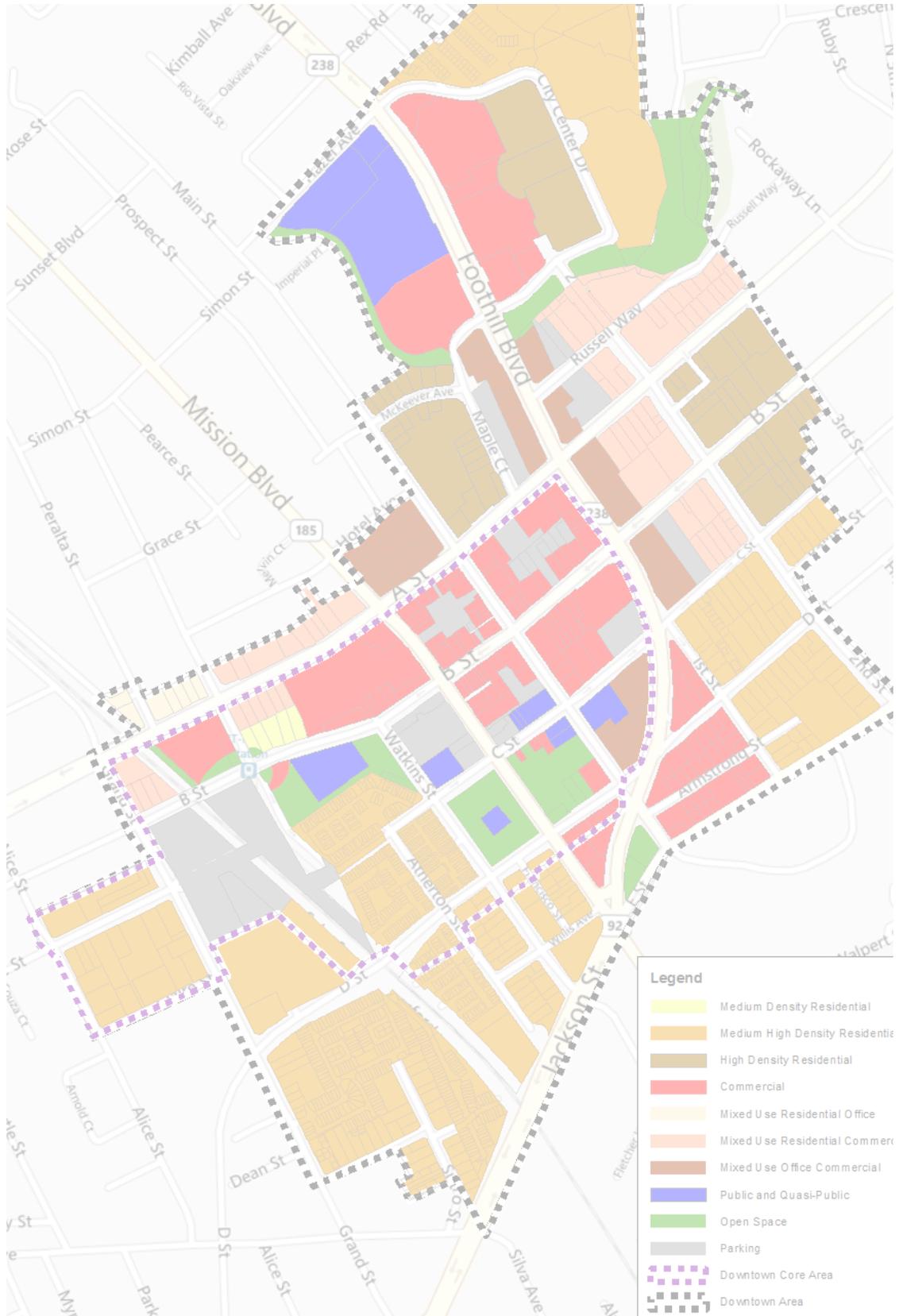
#### **Main Street/B Street/Library**

This area, already a place of great importance to the Downtown, has the potential to become a more vibrant economic center. The Project Team proposes enhancements to increase activity and mobility. Mixed-use office retail commercial space should be developed and streetscape improvements should be made to achieve Complete Street design goals. The redevelopment will maximize the aesthetic value of historic buildings like the Old Post Office and City Hall, while adding new features including a new Library, and outdoor amphitheater.

#### **BART Station**

This area, bordered by Grand Street, Montgomery Street, and B Street, currently suffers from inefficient land use and vacant parcels. The area has potential for development that not only improves the area's image and safety, but also establishes the station as an activity hub and gateway for the Downtown. The Project Team suggests the development of new Transit Oriented residential development on the site as well as a new performing arts center and plaza. The site's image can be further enhanced through updates to the BART Station facade and additional bus and pedestrian access points.

# Land Use and Open Space





### Introduction

This Chapter focuses on land uses within Downtown Hayward, including residential, commercial, open space, and public place. The Chapter also discusses the potential for future development within the Downtown area. It proposes future land use designations accompanied by policy and action recommendations. The background information and data used to guide the ideas on future land use within the Downtown area is described, including a summary of the existing land use characteristics and distributions in the Downtown area. This background data was obtained from a synoptic survey and background research conducted throughout the planning process. Current and proposed housing supply is also addressed in this Chapter.

### Objectives

- Objective 1: Provide a mix of land uses for residents and visitors of all ages.
- Objective 2: Foster a vibrant commercial core.
- Objective 3: Distinguish the Downtown as the cultural and entertainment center of the community.
- Objective 4: Create a mix of land uses that cater to residents and visitors of all ages.
- Objective 5: Encourage development of a variety of housing types for all income levels.

### Existing Characteristics

#### Land Use

Downtown Hayward encompasses a total area of 320 acres, with a Core area of approximately 102 acres. The City of Hayward's General Plan contains six main land use categories, four of which are found in Downtown: Residential, Commercial, Open Space, and Public and Quasi-Public (see Table 4.1). The General Plan Land Use Map for Downtown Hayward is provided in Figure 4.1 and the Zoning Map is illustrated in Figure 4.2.

Existing land use in Downtown Hayward was surveyed through a synoptic survey process. The details of the method and findings of the survey can be found in the Envision Downtown Hayward Synoptic Survey Report.



Figure 4.3 illustrates the surveyed existing land uses while Figure 4.4 land use distribution in the Downtown area.

### **Residential**

The Downtown area contains two types of residential uses: Low Density Residential and Medium Density Residential. Many of the existing low density residential uses are single family homes spread throughout the outskirts of Downtown; medium density residential developments are found closer to the core, including the new Studio Walk development that has a density of 35 units per acre, and the new City Walk residential development directly adjacent to the City Hall that is approximately 22 units per acre.

### *Commercial*

The main commercial hub is centered along B Street and is home to restaurants, bars, a movie theatre, cafes, and other commercial uses; however, the area is riddled with vacancies. The commercial designation also includes commercial office space, which is located on the second story of many of the buildings Downtown.

### *Open Space*

Within the Downtown, there is a small amount of open space, which is well utilized. The area surrounding the Japanese Gardens accounts for a large percentage of the total open space within the Downtown, though there is notable park space around the Library, next to the Old City Hall, and Newman Park.

### *Public and Quasi Public Uses*

The Public and Quasi Public land use category includes the City Hall, educational and cultural facilities, and community facilities, the Public Library, and historic buildings such as the Historic City Hall. These uses are scattered throughout the Downtown, but are slightly more concentrated between B Street and D Street, and Grand Street and Mission Boulevard (see Figure 4.3).

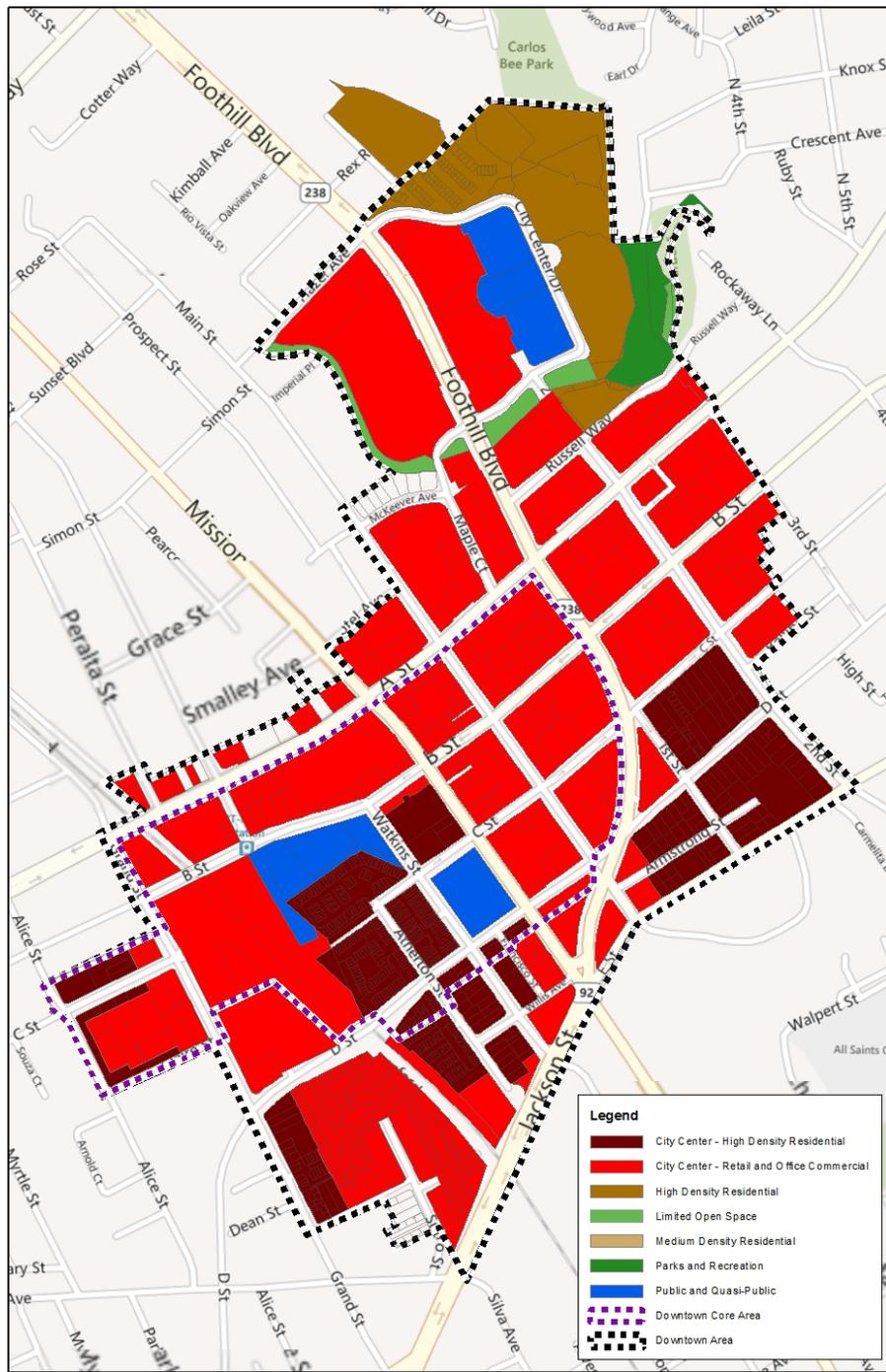
Table 4.1 — General Plan Land Use Categories

CC-HDR	City Center High Density Residential
CC-ROC	City Center Retail and Office Commercial
HDR	High Density Residential
MDR	Medium Density Residential
PR	Parks and Recreation
PUB	Public and Quasi-Public
LOS	Limited Open Space



# CHAPTER 4

## LAND USE AND OPEN SPACE



Map Sources:  
Base Map: Microsoft Bing Road Map  
Data: City of Hayward Parcel Map

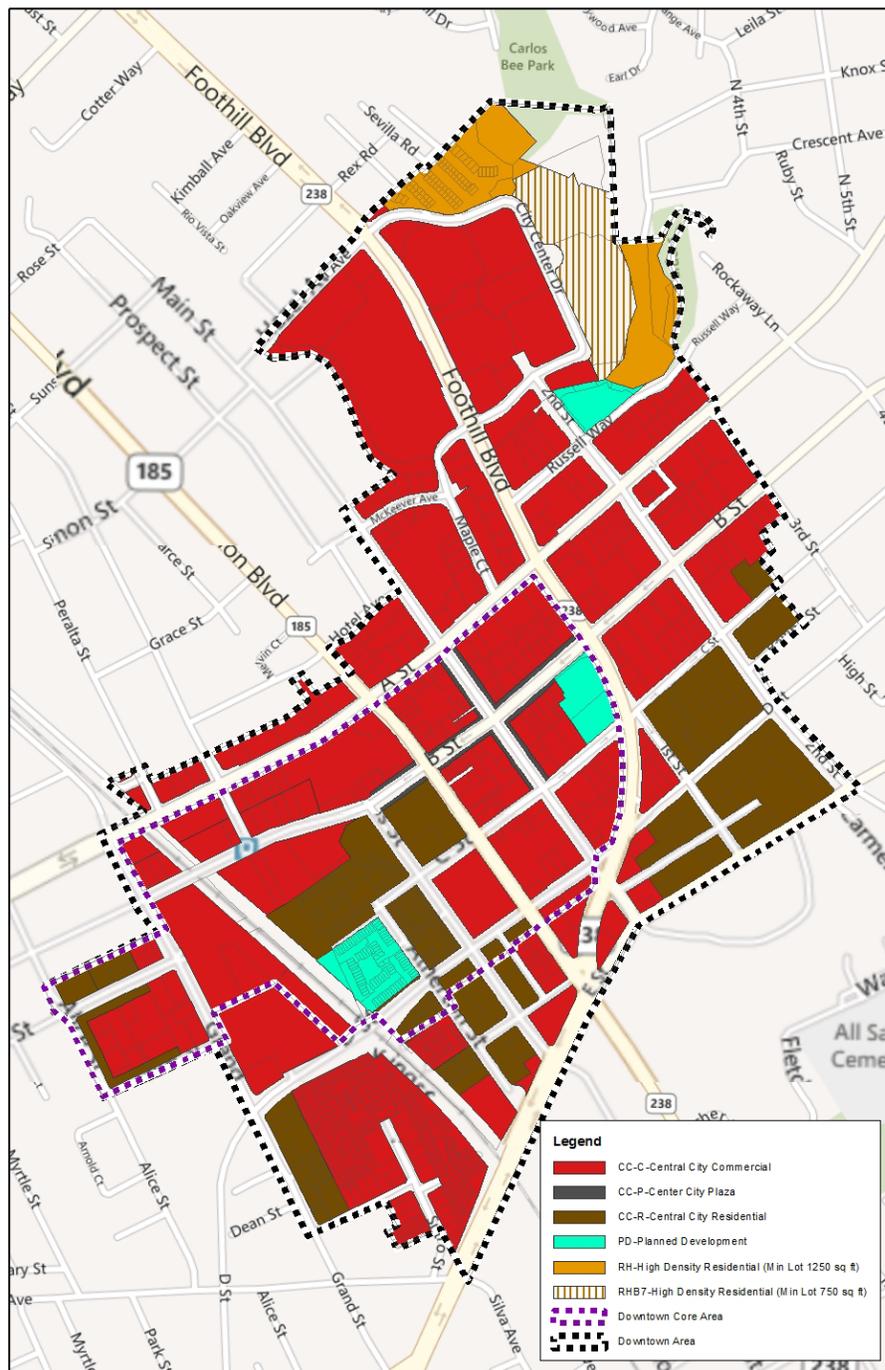
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CRP 410 & 411: Community Planning Lab  
Fall 2011 & Winter 2012

Figure 4.1 — General Plan Land Use Map



Map Sources  
Base Map: Microsoft Bing Road Map  
Data: City of Hayward Parcel Map

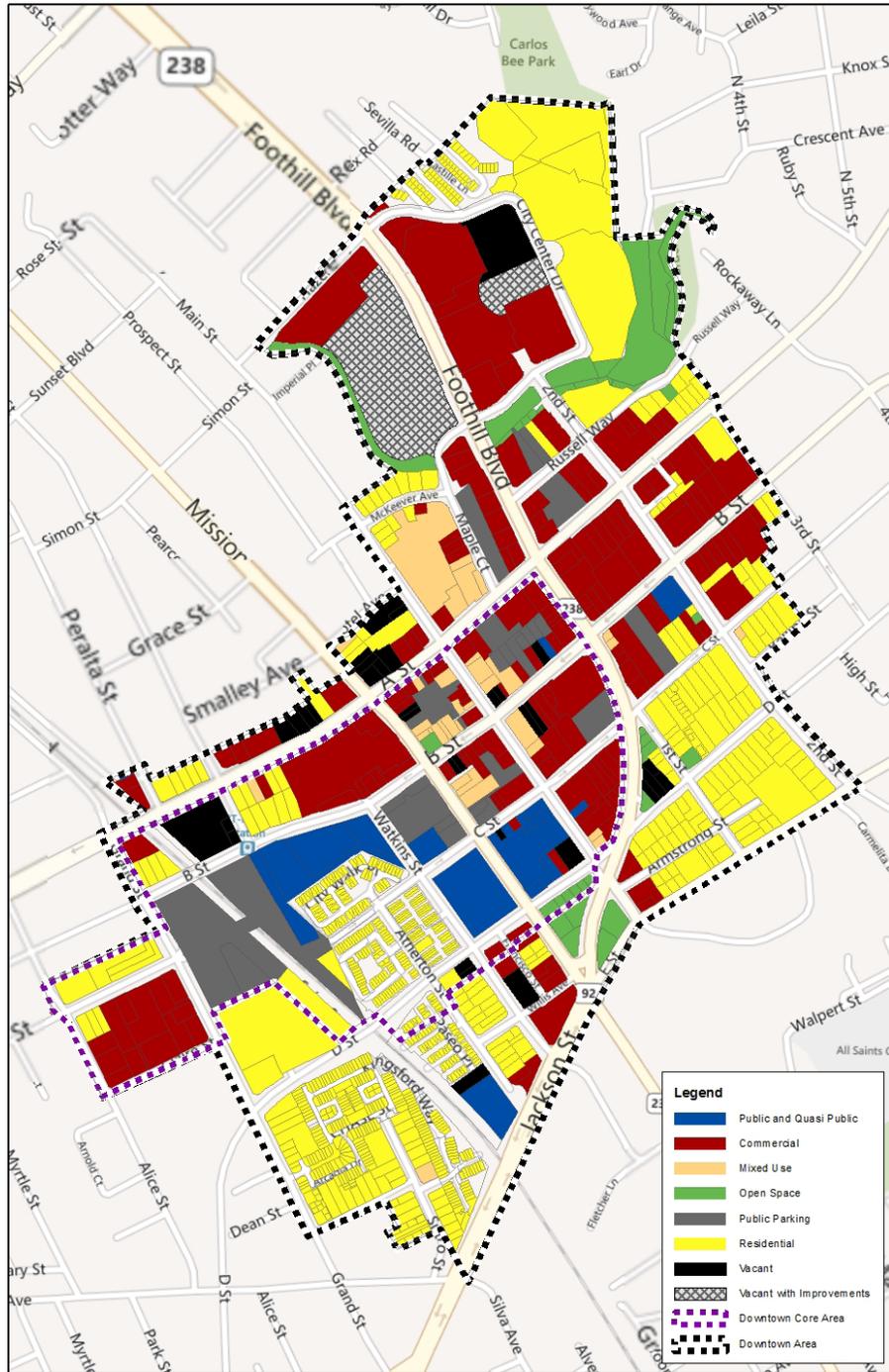
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Figure 4.2 — Subdivision and Zoning Map



# CHAPTER 4

## LAND USE AND OPEN SPACE



Map Sources:  
Base Map: Microsoft Bing Road Map  
Data: City of Hayward Parcel Map

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Figure 4.3 — Surveyed Land Use



LAND USE AND OPEN SPACE

Table 4.2 — Surveyed Land Use Distribution

EXISTING LAND USE	DOWNTOWN AREA		DOWNTOWN CORE	
	Parcels	Acres	Parcels	Acres
Public and Quasi-Public	19	13.02	14	11.02
Commercial-Retail	184	65.24	79	23.84
Residential	888	76.14	248	11.42
Mixed Use-Residential/Commercial	33	8.26	23	3.39
Open Space	41	12.22	8	0.79
Public Parking Lots	26	19.34	21	15.86
Undeveloped	34	9.43	16	3.63
Vacant with Improvements	2	10.58	0	0.00
Other-ROWs, Transportation, Easements	N/A	105.39	n/a	30.51
<b>TOTAL</b>	<b>1227</b>	<b>319.6</b>	<b>426</b>	<b>100.46</b>

- The term "Vacant" refers to parcels with little to no improvements, though parcels may have a temporary use such as unpaved surface parking or material storage.
- The category "Vacant with Improvements" designates parcels that have significant site improvements including paved parking, parking garages and/or buildings that are not currently occupied.
- The "Other- ROW's, Transportation, Easements" category refers to remaining land and parcels within the Downtown Area not fitting one of the previous categories. This includes land devoted to roadways, sidewalks, miscellaneous landscape areas (not sufficient to be considered open space), and easements.

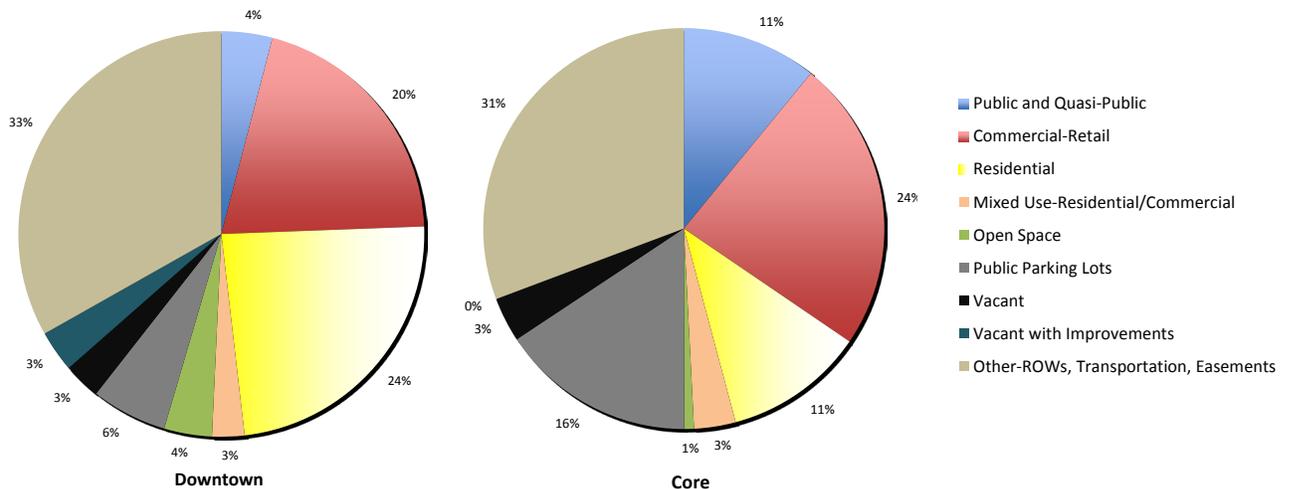


Figure 4.4 — Surveyed Land Distribution



Figure 4.5 — **Japanese Gardens**

### **Open Spaces and Public Places**

There are seven parks and open space areas located within or in close proximity to the Downtown. These parks are shown in Appendix O. The following is a short description of each of these open space areas.

#### *Japanese Gardens and Douglas Morrison Theatre*

The Japanese Gardens and Douglas Morrison Theatre together make up a 4.4-acre recreational park that is considered a Special Use Facility. It provides visitors with a unique experience of exotic Japanese plants, and is centered around a Koi pond (Figure 4.5).



Figure 4.6 — **Newman Park**

#### *Newman Park*

Newman Park is a small pocket park on the corner of B Street and Main Street. It contains tables and grassy areas for people to sit and relax (see Figure 4.6).

#### *Open Space Near BART Station*

This open space contains a large, grassy area with trees and benches. It is approximately 4 acres in size.



Figure 4.7 — **Playground by Old City Hall**

#### *Playground by Old City Hall*

The playground adjacent to the Old City Hall is a plastic play structure with a slide: a playground providing a rare recreational opportunity for children in the Downtown (see Figure 4.7).

#### *Bret Harte Playfield*

The Bret Harte Playfield, approximately 4.2 acres, located at the Bret Harte Middle School and provides users with space for sports and other recreation (Figure 4.8).



Figure 4.8 — **Bret Harte Playfield**

#### *Open Space in Front of the Main Library*

The public open space in front of the Public Library is approximately two acres of grass and pathways (see Figure 4.9).

#### *Hayward Plunge and Memorial Park*

The Hayward Plunge and Memorial Park is a recreational facility that provides users with a swimming pool, tennis courts, a playground, and



## LAND USE AND OPEN SPACE

trails throughout the Memorial Park. This facility is 31 acres, the largest park within the Downtown area (see Figures 4.10 and 4.11).

The existing amount of Open Space and Public Space areas that are currently in Downtown, or within close proximity, meet the needs of the residents that live in the area. According to the HARD Master Plan (2006), the Hayward Area Recreation District has a minimum Local and School Park standard of one acre per 1,000 population, a District Wide Park minimal standard of three acres per 1,000 population, and a Regional Parkland of three acres per 1,000 population. With a Downtown population of approximately 4,289 people, the Hayward Plunge and Memorial Park, the Japanese Gardens, and the Bret Harte Playfield parks more than meet the minimum standards of one acre of parks per 1,000 population.

### Proposed Characteristics

The type, amount, and location of the proposed land uses were determined based on the Project Team's assessment of resources and community needs, as well as from input given by the community. Table 4.3 and Figure 4.12 and 4.13 depict the proposed type and distribution of land uses.

### Buildout

The following is the buildout potential of the entire Downtown (see Table 4.4). The buildout potential for Downtown was calculated based on the following assumptions:

- Lot development at 85% of maximum allowable development per lot for commercial, residential, and civic uses.
- Residential units are calculated based on the average allowable density (units per acre)
- Parking requirements are based on 325 square feet per parking space.

The commercial use build out includes the commercial use components from mixed-use residential commercial, mixed-use residential office, and mixed-use office commercial. The total residential units given also include the residential components of mixed-use residential commercial and mixed-use residential office. Of the 5,806 total units, 4,964 units were in residential structures, and 842 units were part of mixed use.



Figure 4.9 — Open space in front of the Public Library



Figure 4.10 — Hayward Plunge

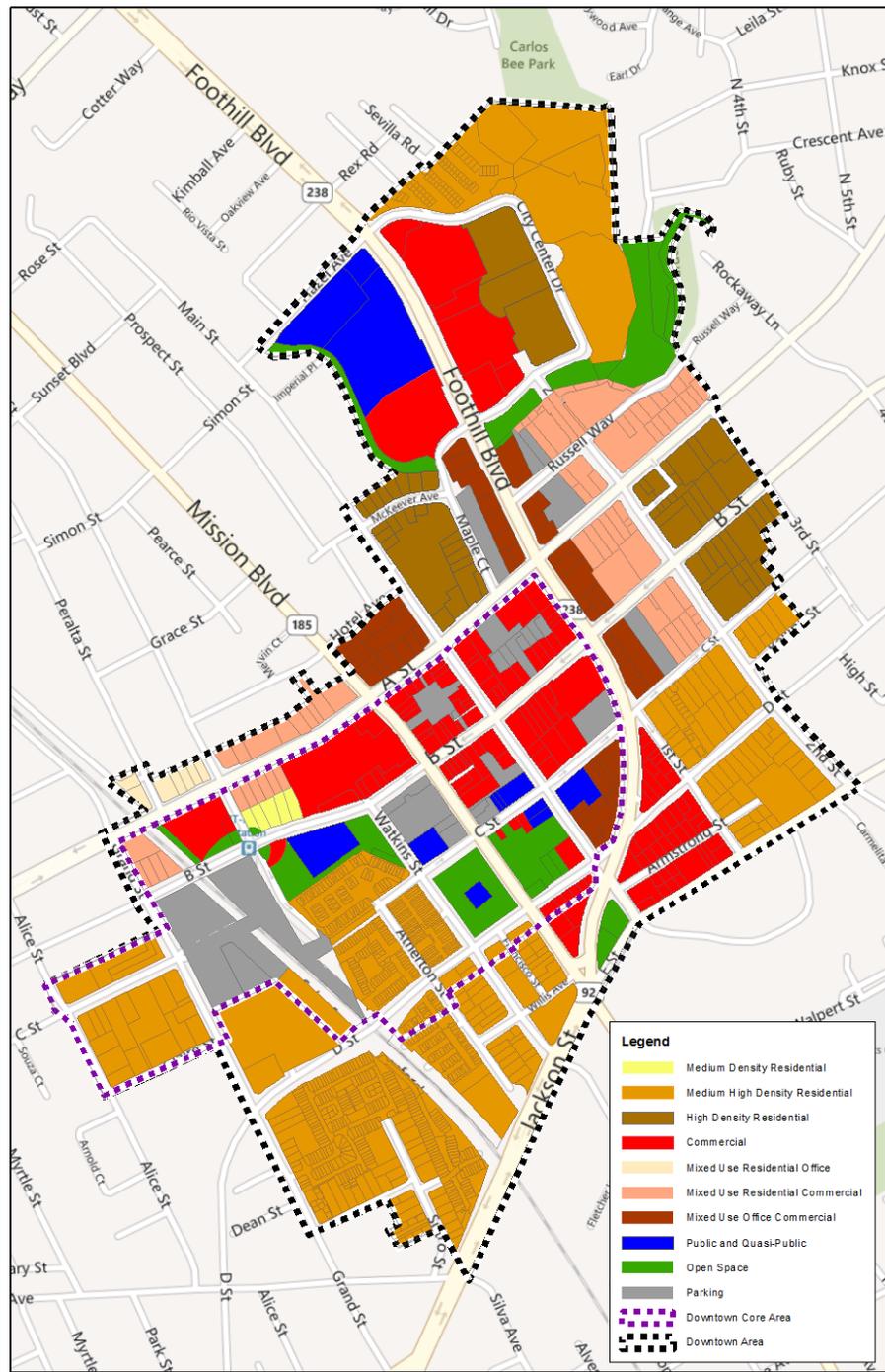


Figure 4.11 — Memorial Park



# CHAPTER 4

## LAND USE AND OPEN SPACE



Map Sources:  
Base Map: Microsoft Bing Road Map  
Data: City of Hayward Parcel Map



1 inch = 500 feet

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Figure 4.12 — Proposed Land Use Map



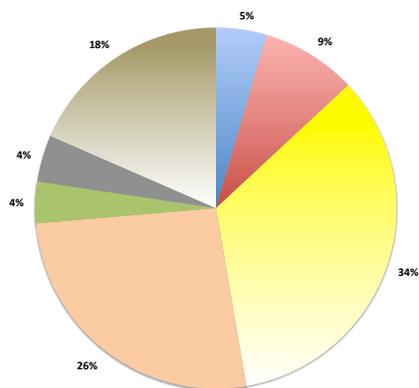
LAND USE AND OPEN SPACE

Table 4.3 — Comparison of Existing and Proposed Land Uses

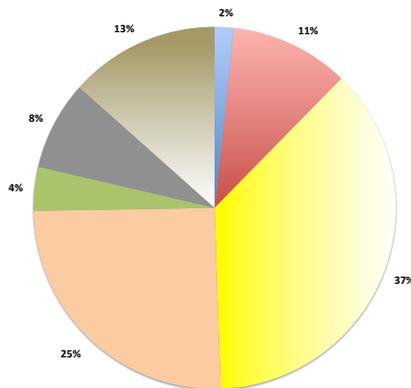
Land Use Category	DOWNTOWN AREA				DOWNTOWN CORE AREA			
	Existing		Proposed		Existing		Proposed	
	Parcels	Acres	Parcels	Acres	Parcels	Acres	Parcels	Acres
Public and Quasi-Public	19	13.02	20	20.88	14	11.02	9	3.40
Commercial-Retail	184	65.24	142	39.58	79	23.84	89	21.23
Residential	888	76.14	928	106.30	248	11.42	269	20.79
Medium Density Residential	n/a	n/a	5	1.06	n/a	n/a	5	1.06
Medium High Density Residential	n/a	n/a	862	82.79	n/a	n/a	264	19.73
High Density Residential	n/a	n/a	61	22.45	n/a	n/a	n/a	n/a
Mixed Use	23	3.39	138	31.91	23	3.39	24	4.59
Residential-Office	n/a	n/a	7	1.40	n/a	n/a	n/a	n/a
Commercial-Residential	n/a	n/a	77	18.18	n/a	n/a	11	2.29
Commercial-Office	n/a	n/a	54	12.33	n/a	n/a	13	2.30
Open Space	41	12.22	27	17.18	8	0.79	12	7.83
Public Parking Lots	26	19.34	31	19.34	21	15.86	26	15.86
Undeveloped	34	9.43	n/a	n/a	16	3.63	n/a	n/a
Vacant with Improvements	2	10.58	n/a	n/a	0	0.00	n/a	n/a
Other-ROWs, Transportation, Easements	N/A	110.25	N/A	85.39	n/a	30.51	n/a	26.77
<b>TOTAL</b>	<b>1,276</b>	<b>319.60</b>	<b>1,285</b>	<b>320.58</b>	<b>426</b>	<b>100.46</b>	<b>435</b>	<b>100.46</b>

- The term "Vacant" refers to parcels with little to no improvements, though parcels may have a temporary use such as unpaved surface parking or material storage.
- The category "Vacant with Improvements" designates parcels that have significant site improvements including paved parking, parking garages and/or buildings that are not currently occupied.
- The "Other- ROW's, Transportation, Easements" category refers to remaining land and parcels within the Downtown Area not fitting one of the previous categories. This includes land devoted to roadways, sidewalks, miscellaneous landscape areas (not sufficient to be considered open space), and easements.
- Differences in parcel numbers between existing and proposed land uses reflect proposed subdivision of parcels.

Downtown Area Proposed Land Use by Acre



Downtown Core Area Proposed Land Use by Acre



- Public and Quasi-Public
- Commercial-Retail
- Residential
- Mixed Use
- Open Space
- Public Parking Lots
- Other-ROWs, Transportation, Easements

Figure 4.13 — Proposed Land Distribution



## CHAPTER 4

# LAND USE AND OPEN SPACE

Table 4.4 — Build out Potential

BUILD OUT Land Use Category	DOWNTOWN AREA		DOWNTOWN CORE AREA	
	Proposed	Build Out Potential	Proposed	Build Out Potential
<b>Public and Quasi-Public</b>	<b>20.88 acres</b>	<b>773,029 sq ft</b>	<b>3.40 acres</b>	<b>125,777 sq ft</b>
<b>Commercial</b>	<b>71.49 acres</b>	<b>2,212,007 sq ft</b>	<b>25.82 acres</b>	<b>904,952 sq ft</b>
Commercial-Retail	39.58 acres	1,465,489 sq ft	21.23 acres	786,062 sq ft
MU-Residential-Office	1.40 acres	20,735 sq ft	n/a	n/a
MU-Commercial-Residential	18.18 acres	269,253 sq ft	2.29 acres	33,916 sq ft
MU-Commercial-Office	12.33 acres	456,531 sq ft	2.30 acres	84,975 sq ft
<b>Residential</b>	<b>125.88 acres</b>	<b>5,914 units</b>	<b>20.79 acres</b>	<b>968 units</b>
Medium Density Residential	1.06 acres	26 units	1.06 acres	26 units
Medium High Density Residential	82.79 acres	3,695 units	19.73 acres	880 units
High Density Residential	22.45 acres	1,670 units	n/a	n/a
MU-Residential-Office	1.40 acres	37 units	n/a	n/a
MU-Commercial-Residential	18.18 acres	487 units	2.29 acres	61 units
<b>Open Space</b>	<b>17.18 acres</b>	<b>17.18 acres</b>	<b>7.83 acres</b>	<b>7.83 acres</b>
<b>Public Parking Lots</b>	<b>19.34 acres</b>	<b>19.34 acres</b>	<b>15.86 acres</b>	<b>15.86 acres</b>

NOTES:

- Public and Quasi-Public: Calculated using the square feet of proposed parcels multiplied by 0.85
- Commercial-Retail: Calculated using the square feet of proposed parcels multiplied by 0.85 including Commercial-Retail, MU-Residential-Office, MU-Commercial-Residential, and MU-Commercial-Office
- Residential: Calculated using the acreage of proposed parcels multiplied by the average housing density (units/acre) for the appropriate land use and 0.85. Densities used were 17-40 units/acre for Medium Density Residential, 40-65 units/acre for Medium High Density Residential, and 65-110 units/acre for High Density Residential. MU-Residential-Office and MU-Commercial-Residential used 40-65 units/acre for density.
- Open Space and Public Parking Lots: All proposed land area for open space considered as build out potential
- Mixed Use: All mixed use areas with residential and commercial or office were considered to have 60% residential development of final buildout and 40% commercial/office. MU-Commercial-Office was assumed to have 100% build out of commercial

## Housing

Developing more housing in the Downtown is a way to bring more people to the streets to patron shops, restaurants, and other forms of entertainment. Community members living in the Downtown will create foot traffic during the night and day, giving the perception of safety. This network of people will bring vibrancy, and help reestablish the Downtown as the heart of Hayward. Increased density in the Downtown also supports the Smart Growth principles of the City Council's Initiative, which seeks to create an environmentally friendly community for the future.

Six residential designations for housing are proposed in the Downtown, including medium density, medium-high density, high density, residential /commercial mixed use, and residential office mixed-use. The medium density residential designated is along B Street where the existing historical homes are located; higher densities will be encouraged in all other areas. Many of these designations are proposed for areas surrounding the Downtown core, which supports the local commercial and retail stores.

High-density units are proposed near the City Center with a target audience of young adults, students, and faculty. This location promotes the Work/Live Initiative, providing walkability of the Downtown and connecting



## LAND USE AND OPEN SPACE

the Opportunity Area to the Downtown. In addition, carefully planned architectural design can mask the density by keeping new development on the human scale. Please refer to the Urban Design Guidelines in Chapter 7 for further information.

Land uses proposed for mixed-use commercial office and commercial residential will improve the access to local amenities and residents' access to work. Providing residential and office uses in the Downtown in addition to purely commercial uses supports constant activity and vibrancy in the Core, since these new office workers and residents are likely to utilize the entertainment, shops, and amenities there more frequently.

A similar mix of uses proposed on A Street where auto shops are currently located. A proposed mixed residential/commercial area located behind the office/commercial mixed use located along Foothill Boulevard, which works as a buffer for the residential units behind.

### *Medium Density Residential*

Medium density residential housing designations support development of housing for a variety of income levels. New development should stay within 17 to 40 units per acre and should complement the historic character of Downtown while staying consistent with the current City's Design Guidelines.

Proposed medium density residential uses are located along A Street near the BART station, and are mostly comprised of historic homes. Figures 4.14 and 4.15 show examples of medium density residential development and Figure 4.16 shows the location of this type of this type of residential development

#### Allowed Uses

- Medium density residential developments and neighborhood support uses, including the following:
- Small-lot single-family attached dwellings (e.g., duplexes, triplexes, townhomes)
- Accessory secondary units
- Multifamily dwellings (e.g., apartments and condominiums)
- Compatible public, quasi-public, and special uses

#### Development Standards

- Development shall be consistent with the City of Hayward Design Guidelines.

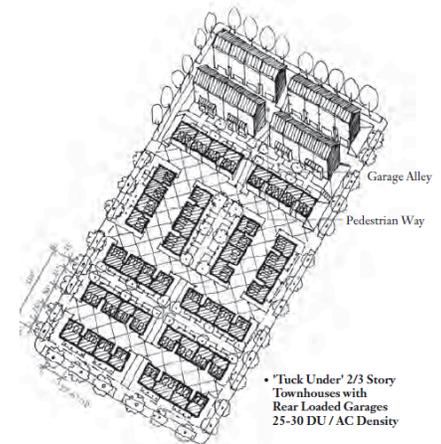


Figure 4.14 — **25-30 Units per acre (Ellis)**

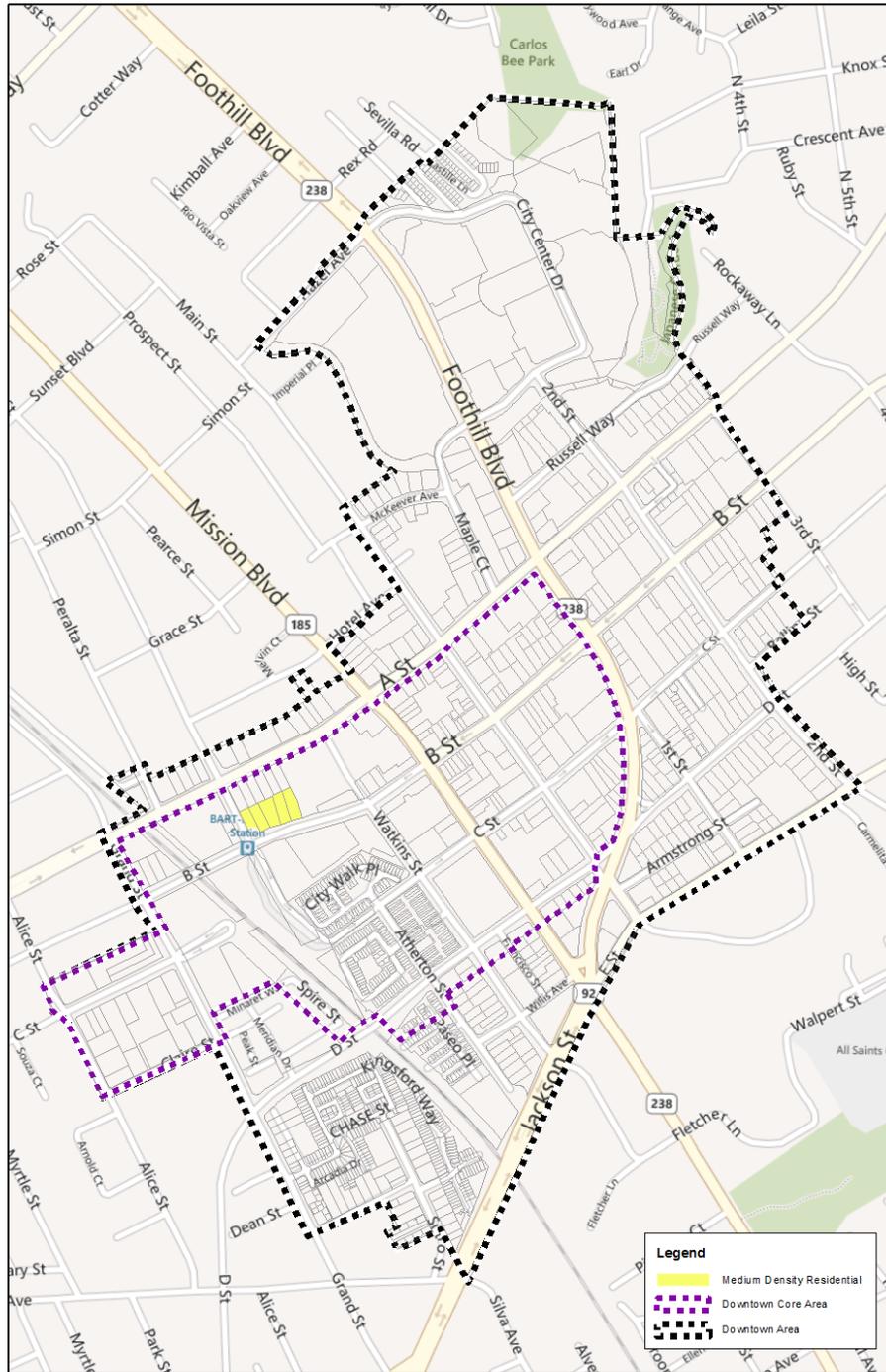


Figure 4.15 — **Example of Medium Density Residential (Google Earth 2012)**



# CHAPTER 4

## LAND USE AND OPEN SPACE



0 200 400 800 1,200 1,600 Feet

1 inch = 500 feet

Map Sources:  
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Figure 4.16 — Location of Medium Density Residential



## LAND USE AND OPEN SPACE

- The site-layout for each development should consider neighborhood interaction, open space, family orientated and pedestrian activities.

### Height

- Maximum allowed by the Downtown Hayward Design Guidelines

### Densities

- Minimum – 17 Dwelling Units/acre
- Maximum – 40 Dwelling Units/acre

### *Medium High Density Residential*

Medium-High density residential housing offers housing opportunities for a variety of income levels. This use type is proposed as a new land use category for the Downtown. New development should stay between 40 to 65 units per acre in order to accommodate for future growth expansion (see Figure 4.17 and 4.18). Any new medium-high density residential development should complement the historic character of Downtown. For location of the proposed medium high density residential development, please refer to Figure 4.19.

### Allowed Uses

- Medium high density residential development and neighborhood support uses, including the following:
  - Multifamily dwellings (e.g., apartments and condominiums)
  - Senior living facilities
  - Compatible public, quasi-public, and special uses

### Development Standards

- Development shall be consistent with the Downtown Hayward Design Guidelines.
- The site-layout for each development should consider neighborhood interaction, open space, family orientation, and pedestrian activity.

### Height

- Maximum allowed by the Downtown Hayward Design Guidelines

### Densities

- Minimum – 40 Dwelling Units/acre
- Maximum – 65 Dwelling Units/acre

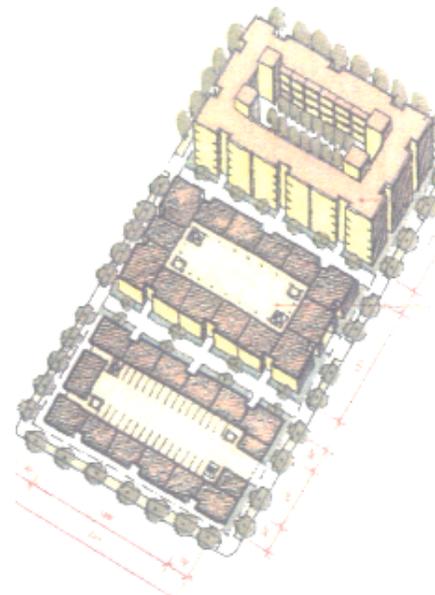


Figure 4.17 — **50 Units per Acre (WRT-Solomon ETC)**

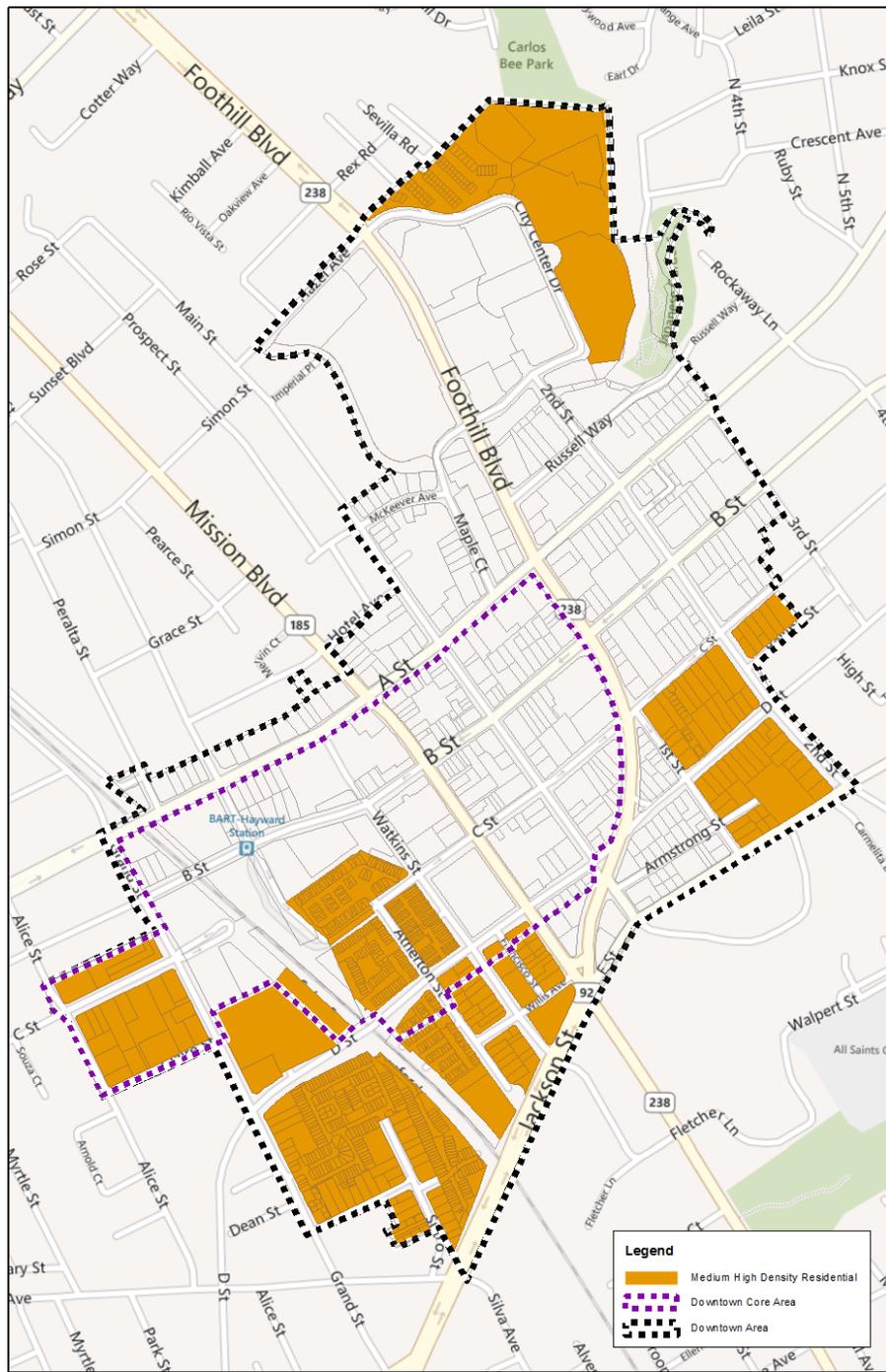


Figure 4.18 — **Example of Medium High Density Residential (Finkelstein 2010)**

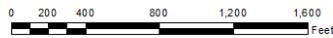


# CHAPTER 4

## LAND USE AND OPEN SPACE



Map Sources:  
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Figure 4.19 — Location of Medium High Density Residential



### *High Density Residential*

High density residential development should be designed for compatibility of scale with surrounding uses and livability, keeping within a 60 to 110 units per acre density in Downtown. New development should allow for a variety of income levels, compliment the architecture of Downtown, and follow the Downtown Hayward Design Guidelines (see Figure 4.20). For a location of the proposed high density residential, please refer to Figure 4.21.

#### Allowed Uses

- High density residential development and neighborhood support uses, including the following:
- Multi-family dwellings (e.g., apartments and condominiums)
- Senior living facilities
- Compatible public, quasi-public, and special uses

#### Development Standards

- Development shall be consistent with the Downtown Hayward Design Guidelines.

#### Height

- Maximum allowed by the Downtown Hayward Design Guidelines

#### Densities

- Minimum – 65 Dwelling Units/acre
- Maximum – 110 Dwelling Units/Acre

### *Mixed Use Residential-Office*

The mixed-use residential-office (MURO) designation allows for mixed-use multi-story development (i.e., residential apartments and office space located on or above ground floor office/retail). Residential units should be located above office spaces. For the location of the proposed mixed-use residential office, please refer to Figure 4.22. The residential-office designation is within easy access to public transit, with possible uses including the following:

#### Allowable Uses

- Studios, banks, medical offices, and professional offices
- Multi-family dwellings (e.g., apartments and condominiums)
- Compatible public, quasi-public, and special uses

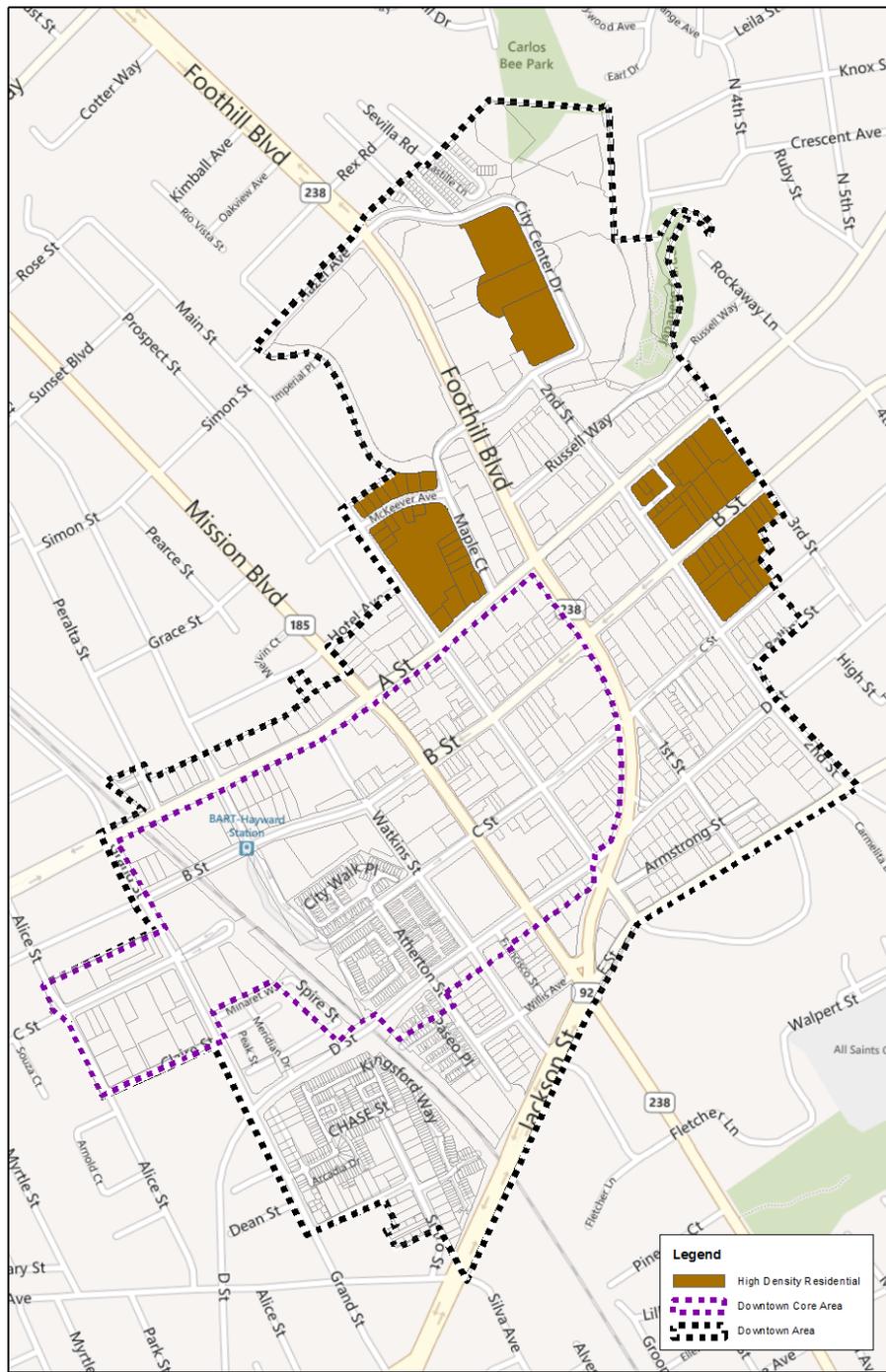


Figure 4.20 — **Example of High Density Residential (MVE-Architects (2012))**



# CHAPTER 4

## LAND USE AND OPEN SPACE

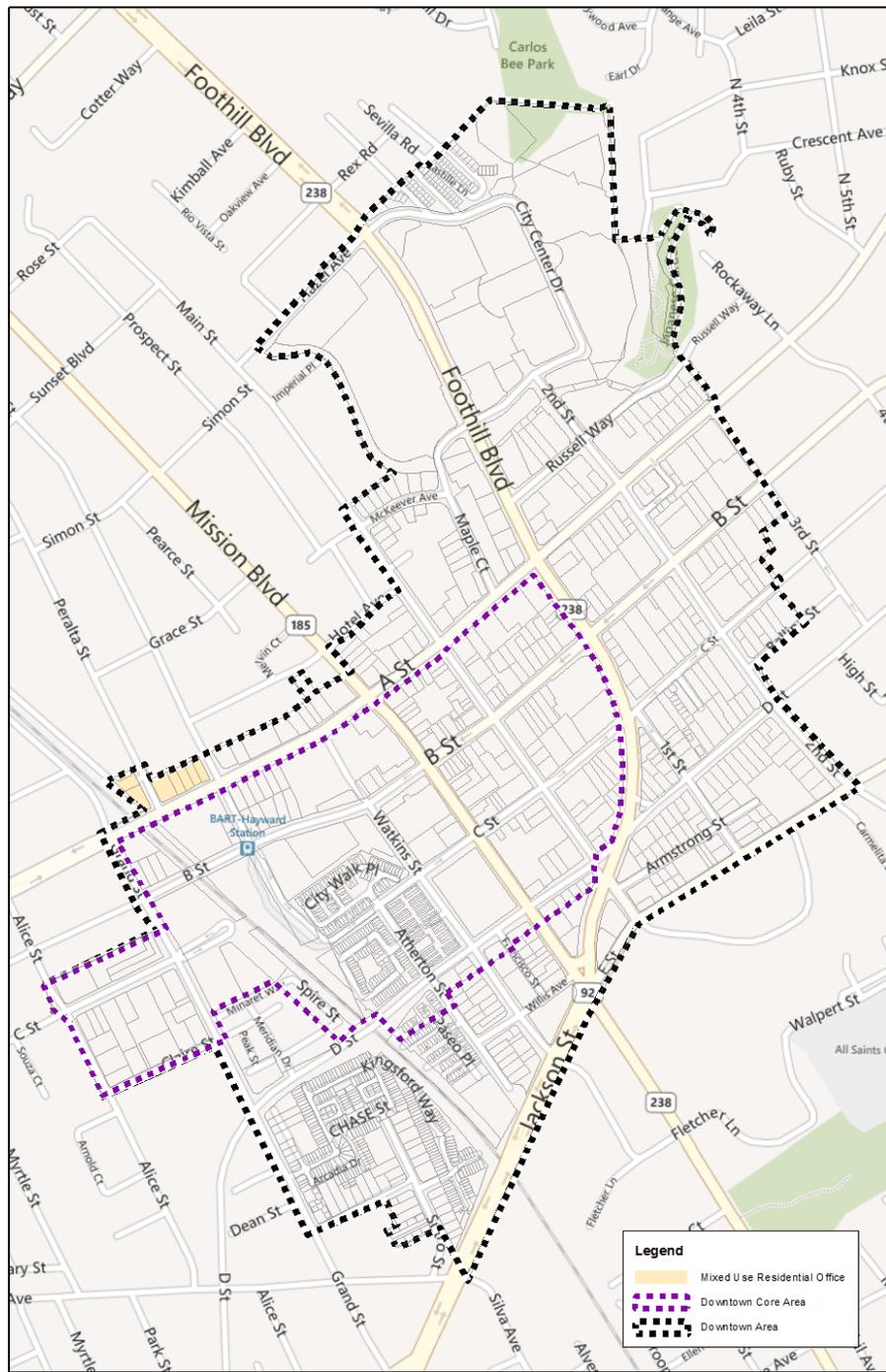


Map Sources:  
Base Map: Microsoft Bing Road Map  
Data: City of Hayward Parcel Map

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1 inch = 500 feet

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Figure 4.21 — Location of High Density Residential



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 Data: City of Hayward Parcel Map

0 200 400 800 1,200 1,600 Feet  
 1 inch = 500 feet

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Figure 4.22 — Location of Mixed Use Residential Office



### Development Standards

- Development shall be consistent with the Downtown Hayward Design Guidelines.
- The site-layout for each development should consider neighborhood interaction, open space, family orientation, and pedestrian activity.
- Primary commercial office must be established before an ancillary residential use can be added.
- Ground floor areas must be office use.

### Height

- Maximum allowed by the City Design Guidelines

### *Mixed Use – Commercial Residential*

Mixed Use - Commercial Residential (MUCR) designation creates the ability for inhabitants to walk to necessary amenities and entertainment. This type of development brings the foot traffic needed to fill the streets of downtown, which is currently lacking. Many of the Mixed Use - Commercial Residential is located near areas of action, such as near the City Center, BART, and along A Street. The combined use allows commercial development on the first floor and residential above. The first floor allows restaurants, cafes, boutiques and retail uses. For the location of the mixed-use commercial residential, please refer to Figure 4.23.

### Allowed Uses

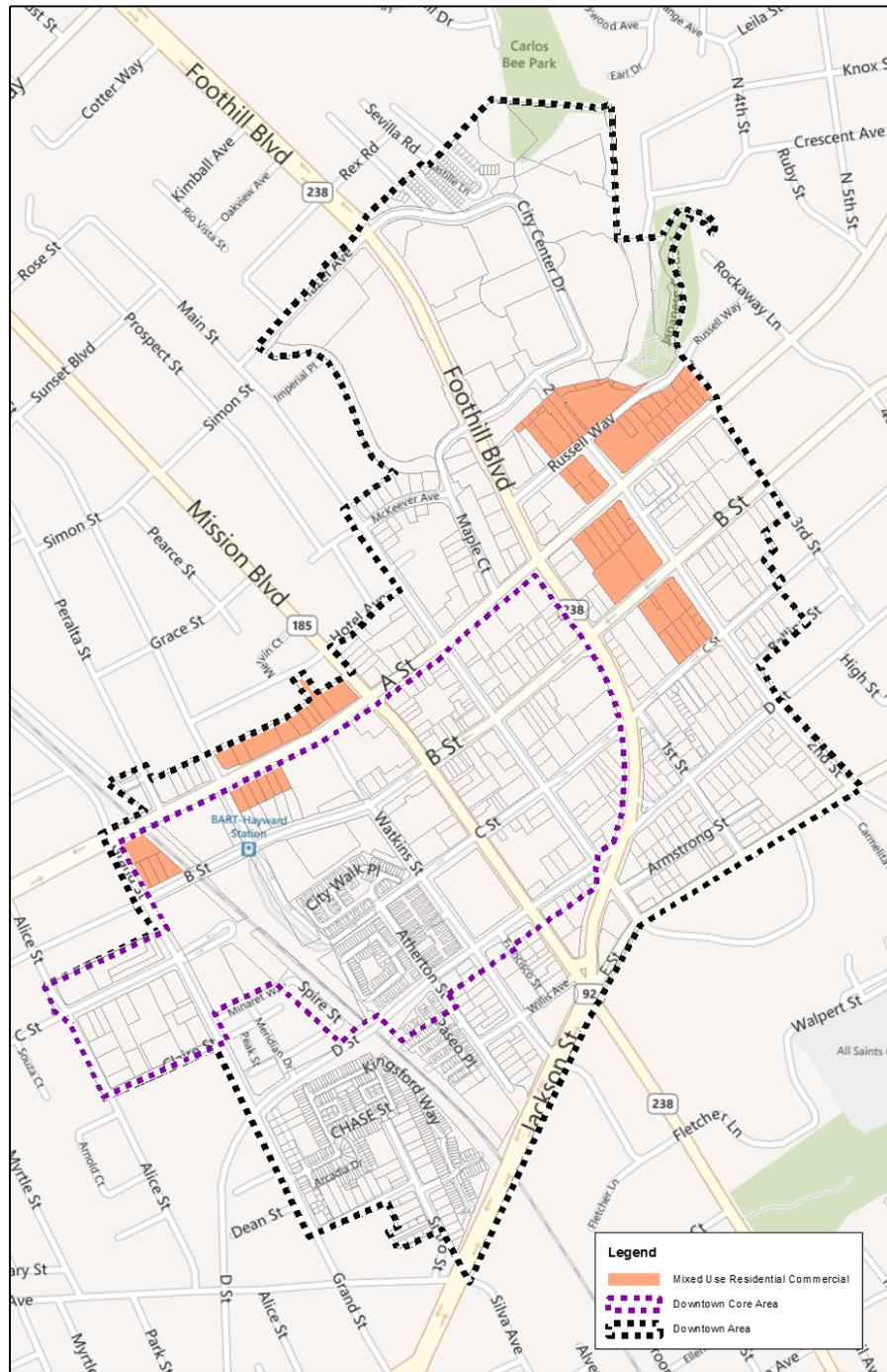
- Mixed use development with residential and commercial uses, moderate to high intensity, but is not limited to the following:
- Convenience store, general retail, grocery store, liquor store, and specialty foods
- Retail uses
- Restaurant and Service businesses
- Compatible public, quasi-public, and special uses
- Multi-family residential

### Development Standards

- Development shall be consistent with the Downtown Hayward Design Guidelines.

### Height

- Maximum allowed by the Downtown Hayward Design Plan.



Map Sources:  
Base Map: Microsoft Bing Road Map  
Data: City of Hayward Parcel Map

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Figure 4.23 — Location of Mixed Use Commercial Residential



Figure 4.24 — **Example of Mixed Use Commercial Office (The Wyatt 2010)**

### *Mixed Use – Commercial Office*

Mixed Use - Commercial Office (MUCO) designation allows for a close live-to-work ratio throughout the community by allowing office uses above commercial on the first floor. This land use type will create a buffer between busy arterials and residential units. Many of the Mixed Use - Commercial Office designations are located near busy streets and residential locations along Foothill, B Street, and along A Street. The first floor allows restaurants, cafes, boutiques and retail etc., while the second floor allows business owners to reside (see Figure 4.24). For the location of the proposed mixed-use commercial office, please refer to Figure 4.26

#### Allowed Uses

- Mixed use development with high intensity, commercial development that includes, but is not limited to the following:
- Convenience store, general retail, grocery store, liquor store, and specialty foods
- Restaurants
- Office uses
- Compatible public, quasi-public, and special uses

#### Development Standards

- Development shall be consistent with the Downtown Hayward Design Guidelines.

#### Height

- Maximum allowed by the Downtown Hayward Design Guidelines.

### *Commercial*

The commercial land use designation is the mainstay of economic activity and vitality in Hayward's Downtown Core. It is designed to attract residents of the Hayward and the Bay Area to Hayward's Downtown area for dining, shopping, and entertainment. The commercial corridor along B Street will remain the main commercial corridor of the Downtown. The commercial uses will focus on entertainment with uses such as: restaurants, ice cream parlors, movie theatres, bowling allies, and shops (see Figure 4.25). For a location of the proposed commercial uses, please refer to Figure 4.27.

#### Allowed Uses

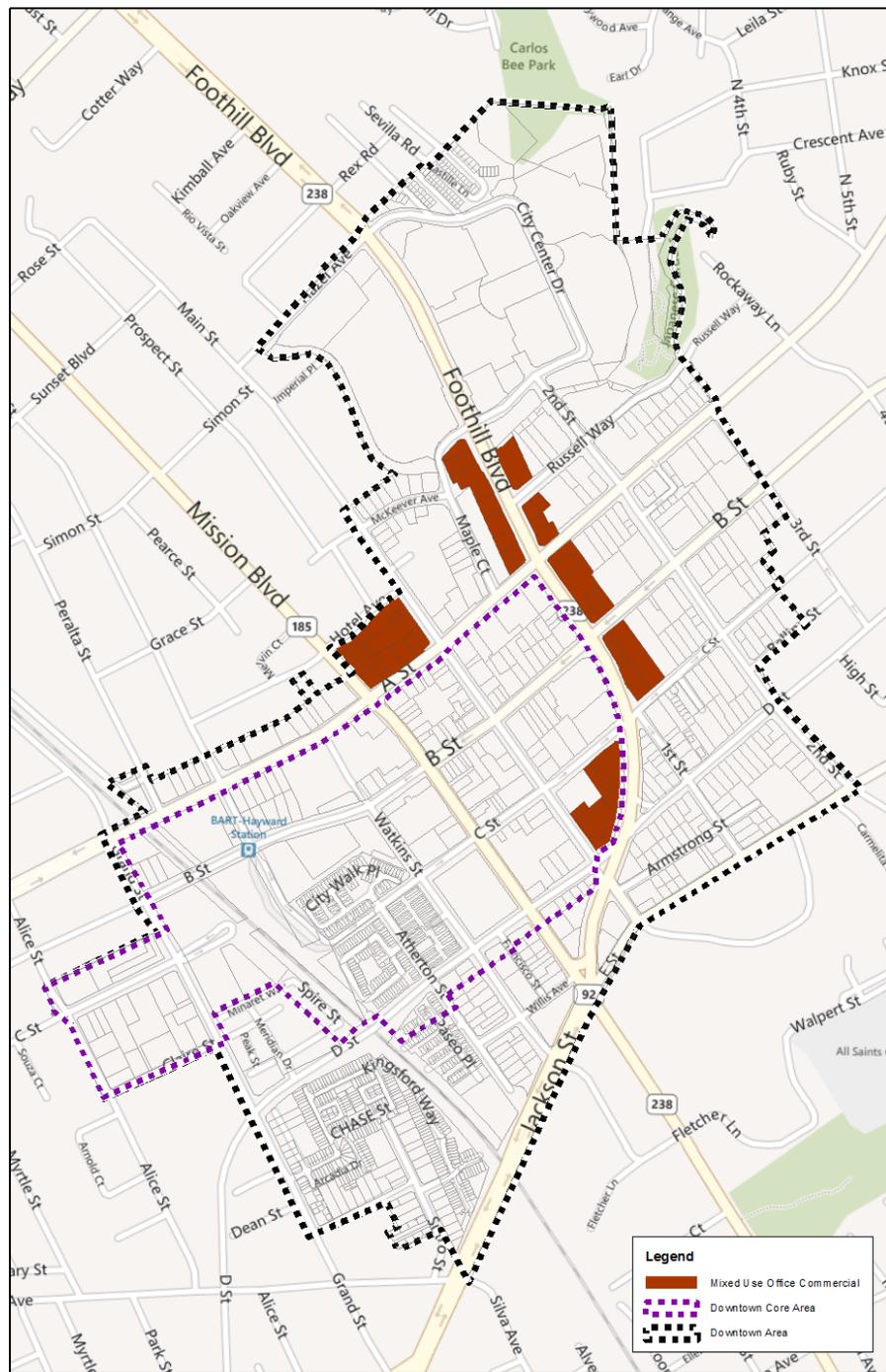
- Mainly nonresidential commercial uses with moderate intensity that includes but is not limited to the following:
- Entertainment commercial uses
- Retail uses



Figure 4.25 — **Example of Commercial Use**



LAND USE AND OPEN SPACE



Map Sources:  
Base Map: Microsoft Bing Road Map  
Data: City of Hayward Parcel Map

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1 inch = 500 feet

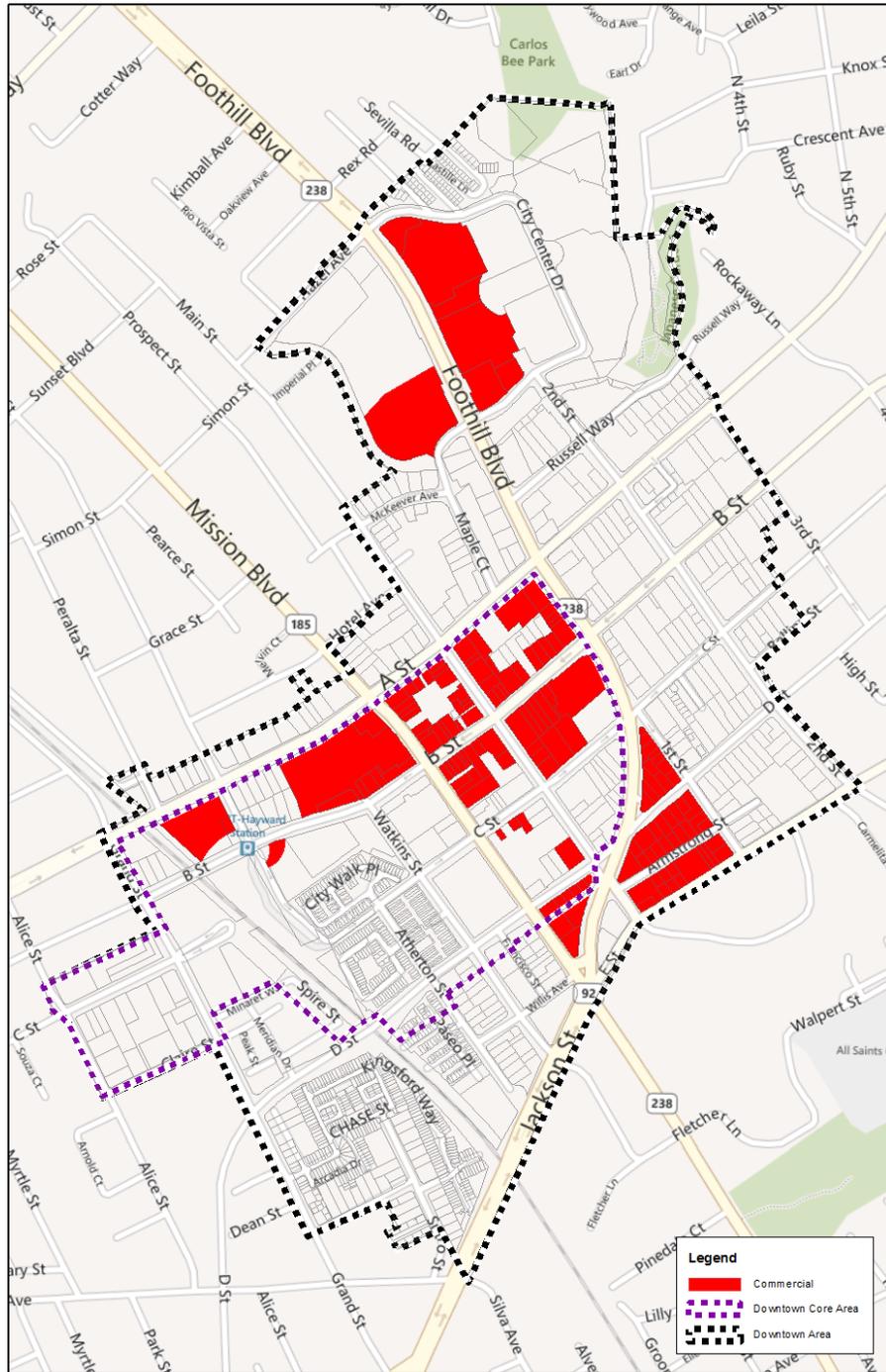
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Figure 4.26 — Location of Mixed Use Commercial Office



# CHAPTER 4

## LAND USE AND OPEN SPACE



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Figure 4.27 — Location of Commercial



- Restaurants
- Compatible public, quasi-public, and special uses

#### Development Standards

- The frontage should be a storefront with a structure build to property line
- The building should occupy at least fifty percent of the parcel.

#### Height

- Maximum allowed by the Downtown Hayward Design Plan

### *Open Space and Public Space*

The Open Space land use designation is intended to provide the community with both active and passive recreational for play, leisure, and aesthetic appeal that can be enjoyed by residents and visitors. A network of open space is proposed throughout Downtown. Open space includes undeveloped natural land, green space, parks, playgrounds, and recreational fields.

The Public Space land use designation is intended to provide the Community with areas in which public gathering, sanctioned events, and Community events may be held. There are two areas in which the Public Places land use is designated which include the north western part of Downtown near Foothill and the southern part of Downtown near A Street. Public Space may include developments such as performing arts centers, cultural centers, and similar types of developments.

## **Description of Proposed Open Spaces and Public Places**

The following discuss sites for open and public space that should be maintained or provide the opportunity to be newly established in the Downtown area. For the location of proposed open spaces see Figure 4.28. For detailed discussion of Opportunity Areas open space, see Chapter 5.

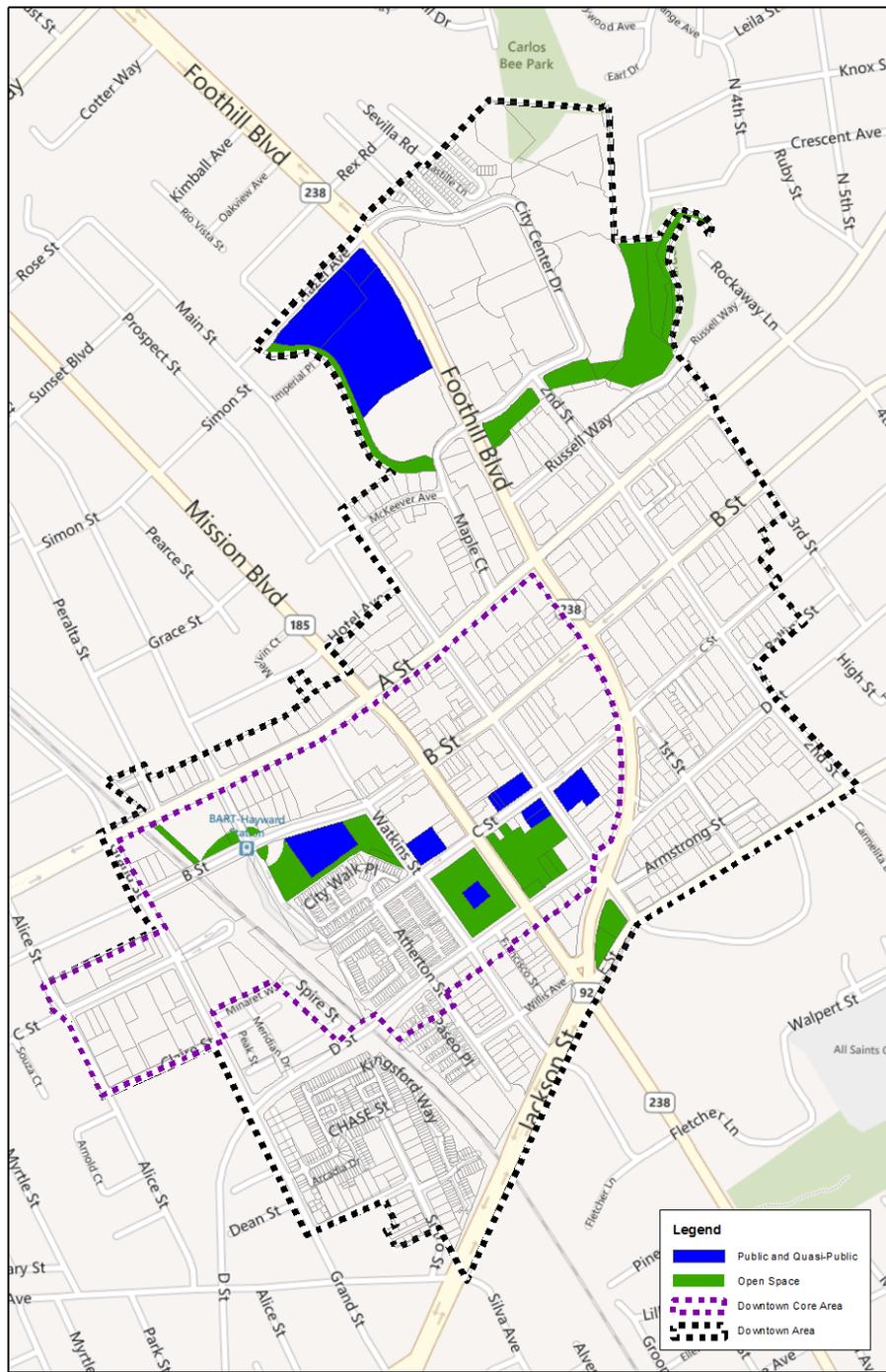
### **Creek Walk**

The Creek Walk will be established at the northern end of Downtown. It will be an active open space area in which users will have access to a multi modal path which is pedestrian and bicycle friendly. The Creek Walk will connect to the current Japanese Gardens, and will increase its accessibility.



# CHAPTER 4

## LAND USE AND OPEN SPACE



Map Sources:  
Base Map: Microsoft Bing Road Map  
Data: City of Hayward Parcel Map

0 200 400 800 1,200 1,800  
Feet

1 inch = 500 feet

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Figure 4.28 — Location of Open Space



### **YMCA/Sports & Recreation Center**

Located at the northern end of Downtown will be a YMCA with recreational fields for sports activities. These fields will provide residents and visitors with active recreational opportunities.

### **Open Space at current Hayward Library site**

The open space area at the previous Hayward Library site will provide visitors and residents with a passive recreational opportunity by creating a gathering or relaxing green space. This space also will also contain benches for enjoyment by visitors as well as an outdoor amphitheater.

### **Playground and Open Space at Old City Hall**

This open space will provides children especially with an active recreational opportunity in which there will be a playground as well as open green space.

### **Circular Plaza near Hayward BART**

The public plaza near the Hayward BART Station will provide visitors and residents with a gathering space in an urban atmosphere.

### **Performing Arts Center**

This site, located towards the southern end of Downtown near the BART Station is proposed to house a new Performing Arts Center.

## **Policies and Actions**

Policy 1: Promote a balance of land uses that foster a vibrant urban development and that enhances the character of the city. (City of Hayward, 2002)

    Action 1.1 - Promote mixed-use development where appropriate to ensure a pedestrian friendly environment that has opportunities such as housing, jobs, childcare, shopping, entertainment, parks and recreation in close proximity.

Policy 2: Support higher-intensity and well-designed quality development in areas within ½ mile of transit stations and ¼ mile of major bus routes in order to encourage non-automotive modes of travel. (City of Hayward, 2002)



## CHAPTER 4

# LAND USE AND OPEN SPACE

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Action 2.1 - Encourage mixed-use zoning that supports integrated commercial and residential uses, including live-work spaces, in activity centers and along major transit corridors.

Action 2.2 - Encourage high-density residential development along major arterials and near major activity or transit centers, and explore the establishment of minimum densities in these areas.

Action 2.3 - Consider shared parking arrangements for mixed-use developments within the Downtown area and along major arterials.

Policy 3: Maintain the Downtown as a focal point for the City so that it continues to express the City's history, provides a venue for cultural vitality, and retains its role as a center for social, political, and other civic functions. (City of Hayward, 2002)

Action 3.1 - Emphasize making the downtown a focal point for the City within a pedestrian friendly environment.

Action 3.2 - Recognize the importance of continuous retail frontage to pedestrian shopping areas by discouraging unwarranted intrusion of other uses that weaken the attractiveness of retail areas; encourage residential and office uses to locate above retail uses.

Action 3.3 - Encourage both commercial and residential development in the area surrounding the Downtown BART Station.

Action 3.4 - Encourage residential development in the downtown area to increase market support for business and to extend the hours of downtown activity.

Policy 4: Promote infill development that is compatible with the overall character of the surrounding neighborhood. (City of Hayward, 2002)

Action 4.1 - Encourage visual integration of projects of differing types or densities through the use of building setbacks, landscaped buffers, or other design features.



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## LAND USE AND OPEN SPACE

Action 4.2 - Consider modifications to design guidelines and regulations that provide for flexibility in the review of residential additions while maintaining the integrity of the neighborhood.

Action 4.3 - Ensure that design guidelines reflect concerns about the preservation of viewsheds.

Action 4.4 - Promote walkable neighborhoods by encouraging neighborhood-serving commercial activities within residential areas.

Action 4.5 - Encourage development that is designed to provide direct pedestrian connections between housing and supporting activities.

Policy 5: Assist in the provision of housing that meet the needs of all socioeconomic segments of the community. (City of Hayward, 2002)

Action 5.1 - Use density bonuses and other incentives to facilitate the development of new housing for extremely low, very low, and low income households.

Policy 6: Provide suitable sites for housing development which can accommodate a range of housing by type, size, location, price, and tenure. (City of Hayward, 2002)

Action 6.1 - Implement land use policies that allow for a range of residential densities and products, including low-density single-family uses, moderate-density town homes, and higher-density apartments, condominiums, and units in mixed-use developments.

Action 6.2 - Encourage transit-oriented developments that take advantage of the City's convenient access to the BART station.

Action 6.3 - Encourage development of residential uses in strategic proximity to employment, recreational facilities, schools, neighborhood commercial areas, and transportation routes.



## CHAPTER 4

# LAND USE AND OPEN SPACE

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Action 6.4 - Allow flexibility within the City's standards and regulations to encourage a variety of housing types.

Action 6.5 - Enforce the City's Inclusionary Housing Ordinance to ensure that a certain percentage of new residential developments units will be made affordable to low and moderate income households.

Policy 7: Increase the amount, diversity and quality of parks and recreational facilities and opportunities. (City of Hayward, 2002)

Action 7.1 - Encourage the provision of recreational activities for all people, consistent with the changing demographic composition of the city.

Action 7.2 - Encourage the creation and maintenance of neighborhood "miniparks" through partnerships with private, non-profit and business interests where it is not possible to achieve parks that meet HARD standards.

Action 7.3 - Maintain parks in a consistent manner throughout the city and encourage neighborhood involvement in park maintenance.

Action 7.4 - Maintain park dedication requirements for new residential development at the maximum allowed under state law.

Action 7.5 - Establish park dedication in-lieu fees that reflect land costs.

Action 7.6 - Examine the feasibility of requiring land dedication rather than payment of in-lieu fees, consistent with state law.

Policy 8: Enhance the aesthetic and recreational values of open space corridors within the urbanized area. (City of Hayward, 2002)

Action 8.1 - Preserve creek-side environments through maintenance or reestablishment of native trees, setback of



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## LAND USE AND OPEN SPACE

development from creek slopes, and sensitive flood control designs.

Action 8.2 - Provide access for disabled persons and features such as seating areas along trails.

Action 8.3 – Include additional greenway linkages along fault corridors and in other areas to encourage walking and cycling and to provide improved access to activity centers.

### Policy 9: Promote Reuse development that is Commercial-Residential

Action 9.1 - Provide incentives for mixed-use development in the City's development standards.

Action 9.2 - Allow Density Bonuses for New Mixed Use development.

### Policy 10: Create business incubators for qualifying new businesses to promote the local economy.

Action 10.1 - Provide incentives for business and landowners.

Action 10.2 - Allow flexibility in regulations for new development in the (MUCO) land use for qualifying new businesses.

### Policy 11: Enforce utilization of buildings within the downtown core.

Action 11.1 - Update standards for citywide development standards to require utilization of commercial buildings within the Downtown core.

### Policy 12: Make open space areas accessible to all.

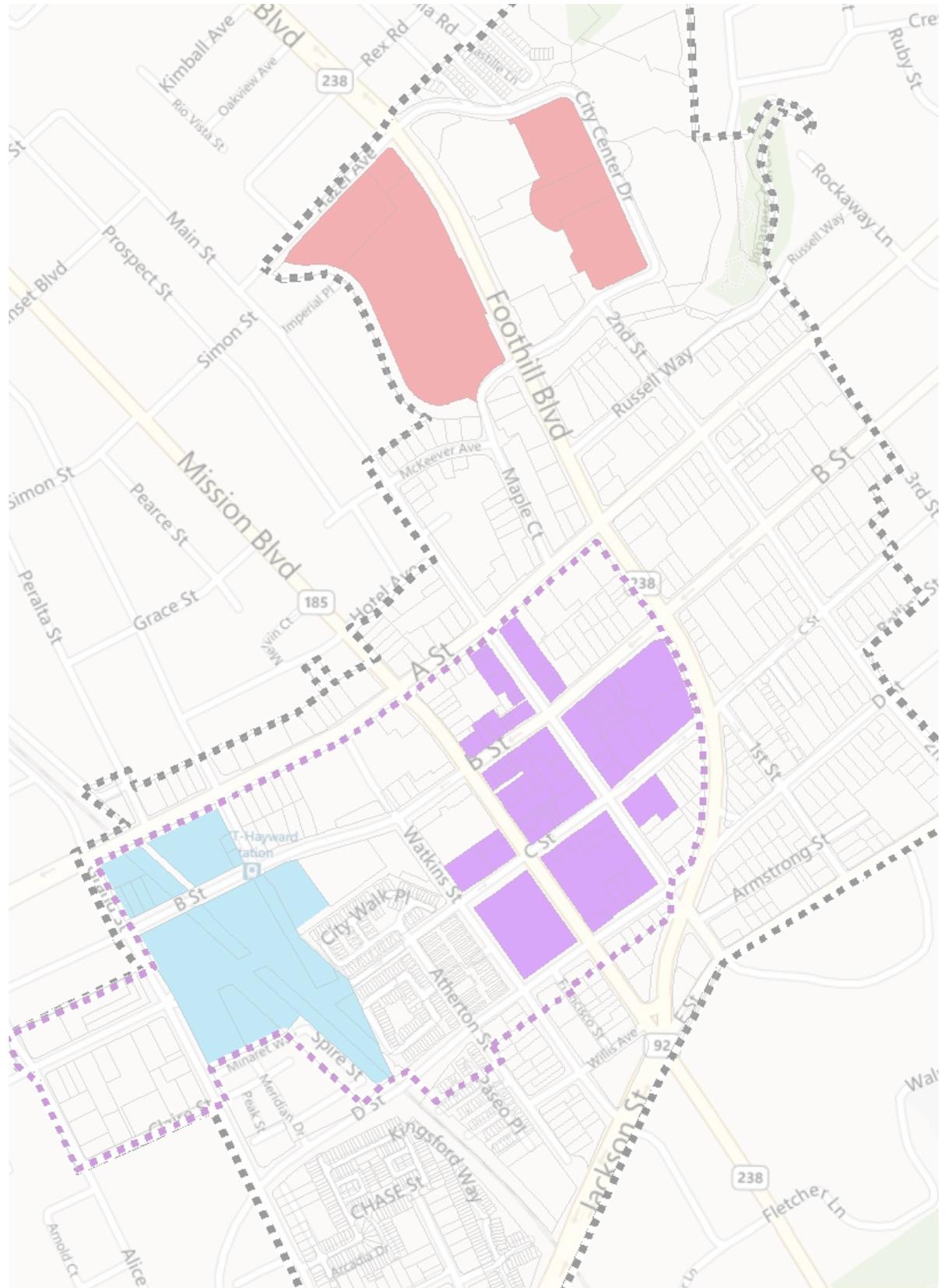
Action 12.1 - Provide vehicular and pedestrian access routes.

Action 12.2 – Ensure all areas shall be ADA accessible.

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# Opportunity Areas

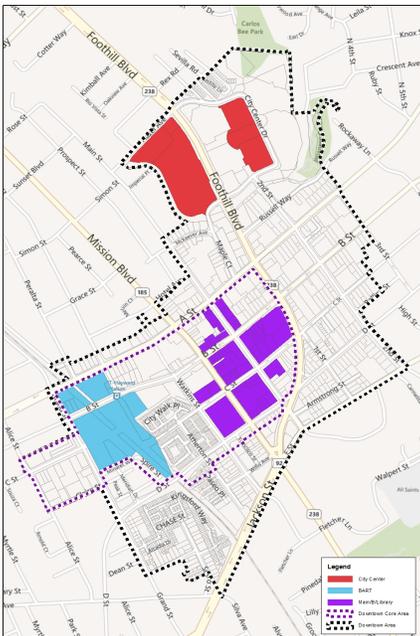
5





## Introduction

During the planning process, City staff and community members helped identify areas that are well suited for revitalization and could serve as a catalyst for the future development of the Downtown. Three Opportunity Areas were identified: the City Center Complex Area, Main Street/B Street/Library Area, and the BART Station and its surrounding area. These Opportunity Areas were chosen based on their locations within the Downtown, undeveloped/underutilized land, and potential for revitalization (see Figure 5.1). This chapter includes planning objectives, a description of the existing characteristics, proposed characteristics, development standards, and policies and actions for each Opportunity Area.



**Figure 5.1 — Opportunity Site Location Map**

The three Opportunity Areas can play a major role in the development of a revitalized, safer and more accessible Downtown Hayward. Development proposals for these Opportunity Areas were based on suggestions and comments offered by the community during public outreach efforts conducted throughout the planning process. Detailed design guidelines were then developed for each Opportunity Area (see Chapter 7).

## City Center Opportunity Area

### Objectives

- Revitalize the area into a vibrant place for recreation and urban living.
- Develop an area that is safe, enjoyable, and accessible to pedestrians and bicyclists.

### Existing Characteristics

The City Center Opportunity Area covers approximately 19 acres and is located along Foothill Boulevard between City Center Drive and Hazel Avenue. Foothill Boulevard is a six-lane, high-capacity urban road that connects to Interstate 580 and to the San Mateo Bridge. At City Center Drive, Foothill Boulevard cuts across South Lorenzo Creek. The creek runs along the southern and western edges of the Opportunity Area and continues to the Japanese Gardens. Western edges of the creek have been channelized for flood protection, while the southern section has been left in its natural state. Figure 5.2 shows the location of the City Center Opportunity Site and its existing characteristics.

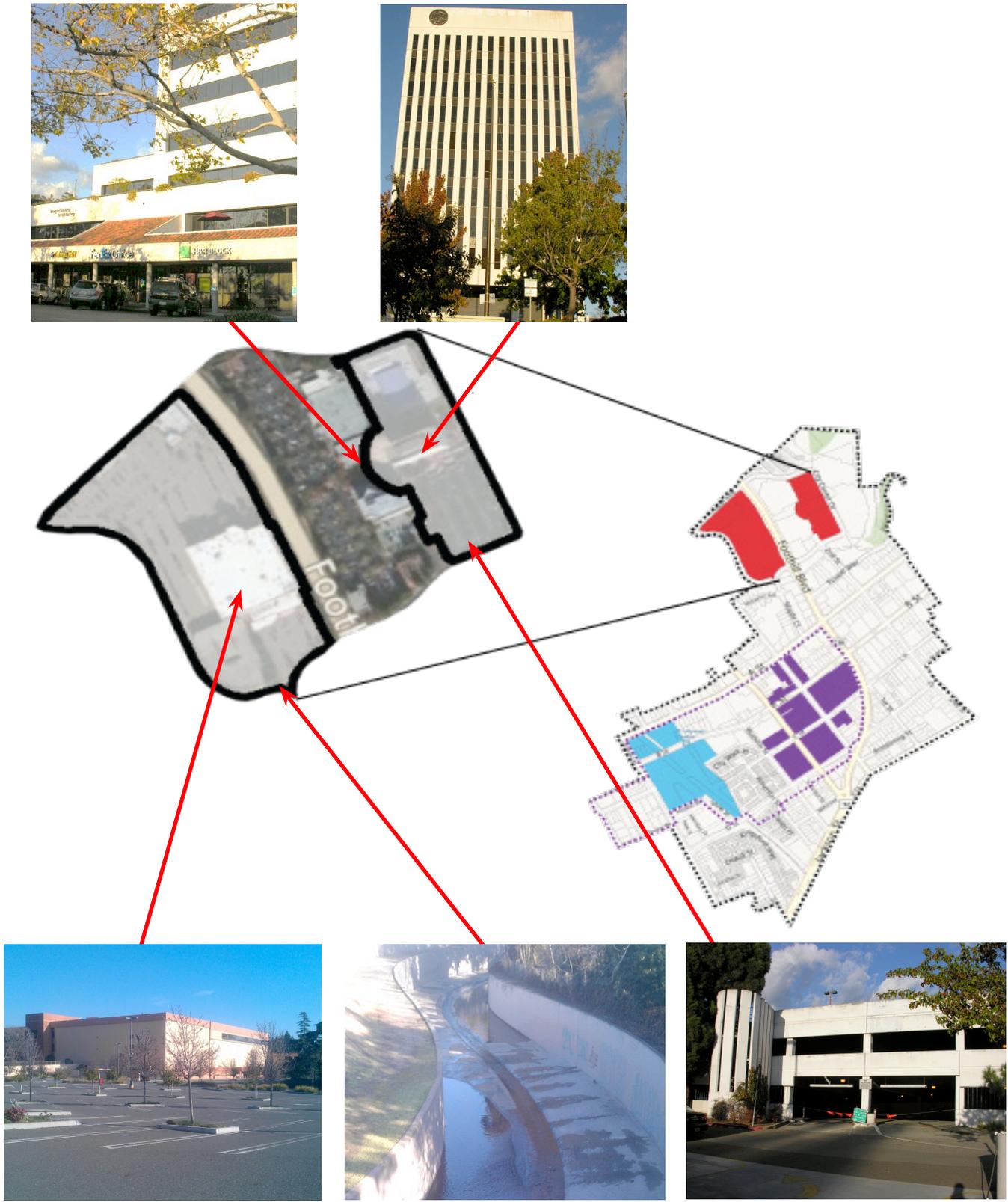


Figure 5.2 — Location map and aerial photograph of City Center Opportunity Area



There are multiple vacant structures and lots in this Opportunity Area including the former Mervyn's headquarters, the City Center Building, and the empty site where the Centennial Hall Convention Center was once located. Plaza Center, an active existing commercial complex, is located to the east of Foothill Boulevard and in front of the site of the former Centennial Hall Convention Center. The eastern portion of the Opportunity Area is the former site of Hayward Union High School, which was demolished in 1967 to make way for the City Center building. The City Center building, a high rise that dominates the site, has been vacant since the opening of the City Hall building at Watkins and B Streets in 1998. A majority of the Opportunity Area to the west of Foothill Boulevard is occupied by the vacant Mervyn's headquarters, with the exception of World Express Gas Station at the corner of Hazel Avenue and Foothill Boulevard. The City Center Opportunity Area lies north of the Downtown Core and offers great potential for creation of an attractive gateway to the Downtown.

### **Proposed Characteristics**

#### *Land Uses*

Development proposed for this Opportunity Area takes into account existing traffic patterns and nearby land uses (see Figure 5.3 and Table 5.1). Since Foothill Boulevard is known for high volumes of fast-moving traffic, development of the western portion of this area is proposed to be oriented towards Hazel Avenue and City Center Drive. A hotel and sports complex/ youth center is proposed for the western portion of the Opportunity Area. The eastern portion of the area will be occupied with residential structures compatible with existing residential development across City Center Drive but at higher densities. The portions of San Lorenzo Creek running along the Opportunity Area will be developed into a creek-side open space. The creek-side open space will run from the Japanese Gardens to Hazel Avenue.

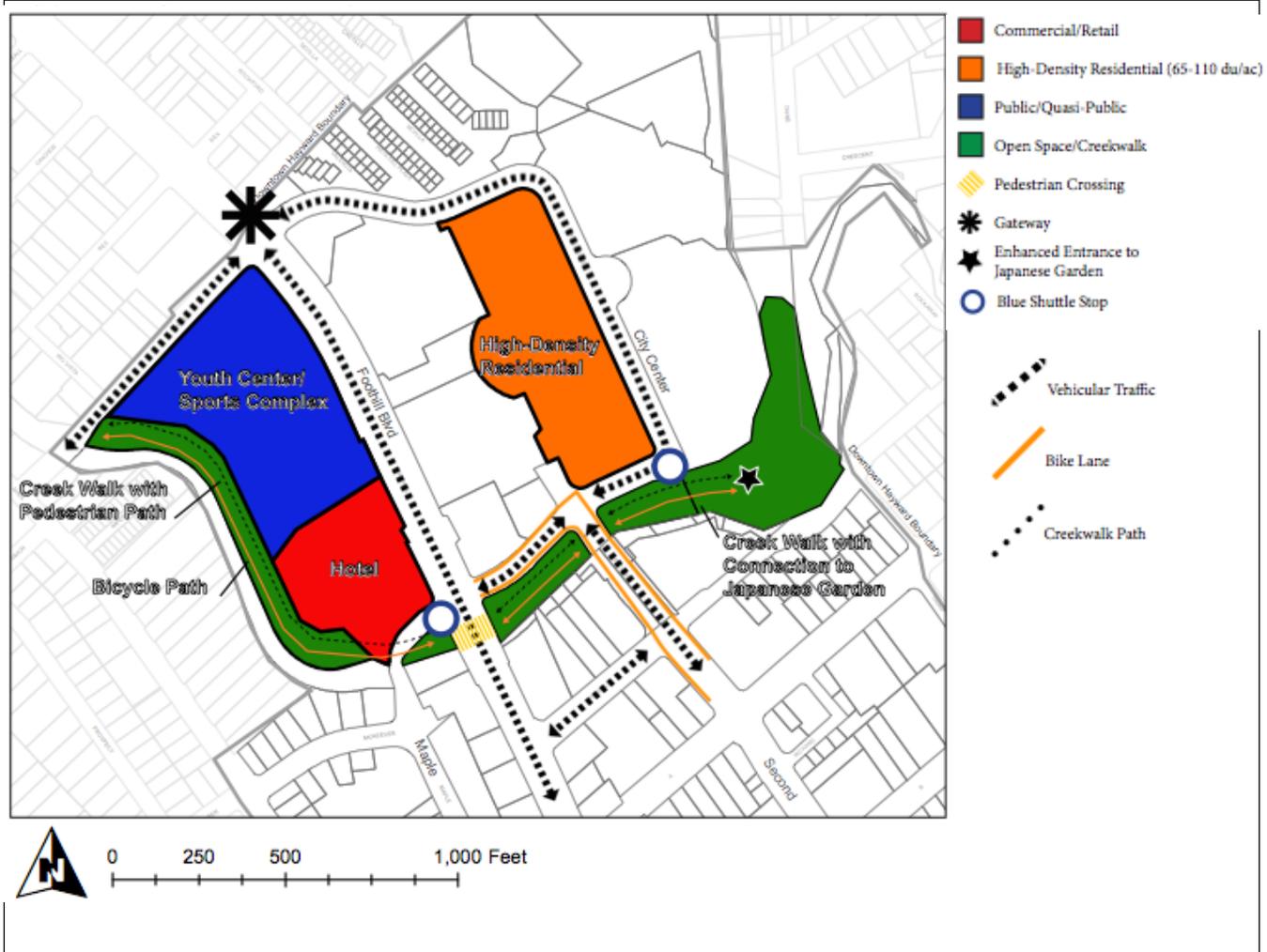


Figure 5.3 — City Center Opportunity Area Proposed Land Uses

Table 5.1 — City Center Opportunity Area Proposed Land Use Distribution

CITY CENTER OPPORTUNITY AREA				
Land Use Category	Existing		Proposed	
	Parcels	Acres	Parcels	Acres
Public and Quasi-Public	3	8.33	3	8.33
Commercial-Retail	3	5.19	1	3.68
Residential	3	0.00	3	12.08
High Density Residential	0	0.00	4	5.94
Vacant with Improvements	3	10.58	0	0.00
Undeveloped	1	2.19	0	0.00
<b>TOTAL</b>	<b>12</b>	<b>24.09</b>	<b>7</b>	<b>24.09</b>

\* Differences in parcel numbers between existing and proposed land uses reflect proposed subdivision of parcels.



**Figure 5.4 — Example of sports complex and fields (College Campus Directory, 2010)**



**Figure 5.5 — Example of a building type for Youth Center (Boys & Girls Club of America, 2007)**

### Youth Center/Sports & Recreation Facility

An outdoor sports facility with a Youth Center is proposed for development on the northwestern portion of the Opportunity Area. The sports facility will consist of outdoor basketball, soccer, and baseball fields (see Figure 5.4). The Youth Center will consist of 15,000 to 20,000 square feet of youth-oriented activities and offer programs like tutoring, arts and crafts programs, and recreational sports leagues (see Figure 5.5). In the future, the Youth Center can be potentially used by CSU East Bay as a satellite campus.

### Hotel with Conference Facilities

The southwestern portion of the Opportunity Area is proposed to be developed as a hotel with approximately 200 rooms and 10,000 square feet of flexible meeting and conference space. The hotel will be adjacent to the creek and creek-side open space, offering a pleasant natural retreat for hotel guests. The hotel is proposed to be 4-5 stories high and will provide Hayward with a much-needed Downtown accommodations and meeting facilities (see Figure 5.6).



**Figure 5.6 — Hotel of similar size as proposed (Best Western, 2010)**

### High Density Residential

The eastern portion of the area is designated for high density residential developments. The residential structure will be located behind the existing Plaza Center shopping complex and office spaces, and will complement the design of existing residential development across City Center Drive. Building design will include private interior courtyards to provide recreational space for residents (see Figure 5.7 and Figure 5.8). New



**Figure 5.7 — Example of an interior courtyard in a residential complex (Wood, 2010)**



**Figure 5.8 — Example of a high density residential building type (The District at Milpitas)**

residential structures will be connected to the Japanese Gardens and proposed sports complex via the proposed Creek-walk open space (see Figures 5.9 and 5.10).

### **Creek-Walk/Multi-Use Path**

The land adjacent to the San Lorenzo Creek on the western and southern portions of the site will serve as a creek-side open space. The current channelized stream will be restored and graded to include pedestrian and bicycle pathways (see Figure 5.11). The pathways will connect the proposed Youth Center and sports complex with the existing Senior Center, Douglas Morrison Theatre, and Japanese Gardens. The redesigned creek-side will include a new main entrance to the Japanese Gardens on City Center Drive near the proposed High density Residential development.

### **BART Shuttle Stop**

Development of the City Center Opportunity Area will include a Blue Line shuttle stop on Foothill Boulevard adjacent to the proposed hotel and creek-walk. This stop is part of a shuttle system that will connect the City



**Figure 5.9 — A redesigned creek-side bicycle and pedestrian path**



**Figure 5.10 — Example of improved entrance to the Japanese Gardens**

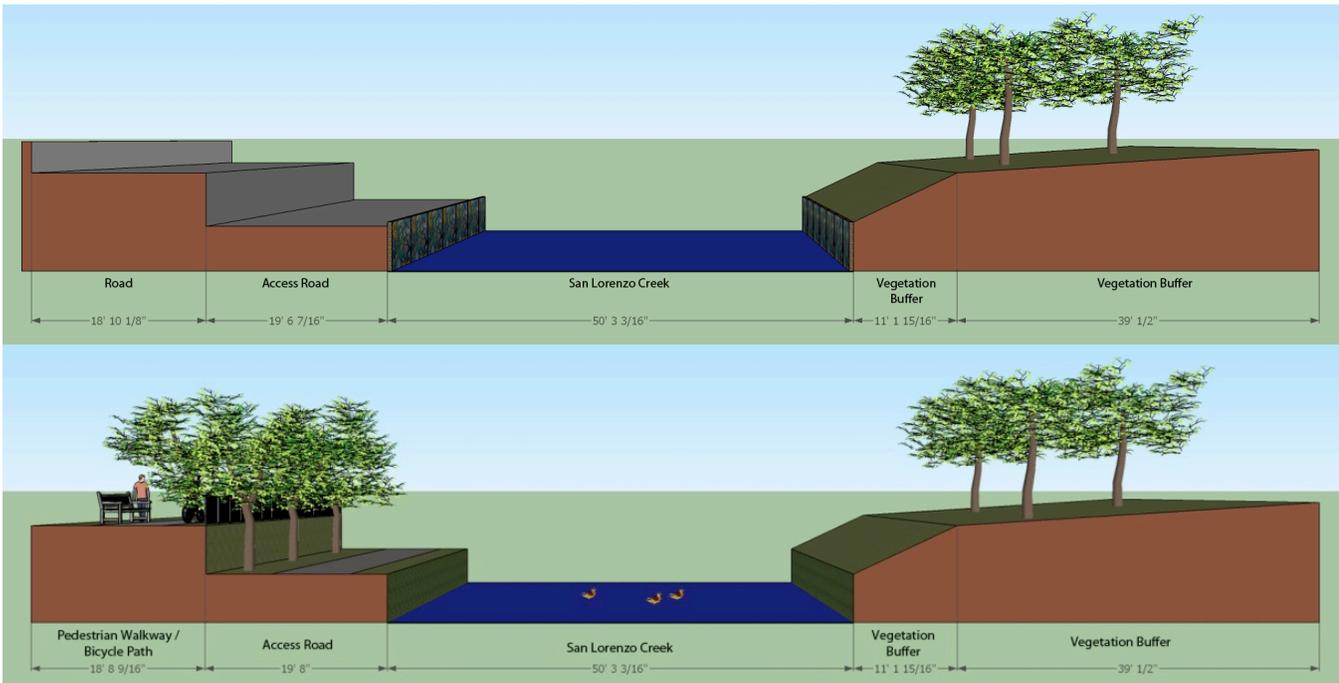


Figure 5.11 — Before/After cross section of San Lorenzo Creek

Center Opportunity Area with the Downtown Core and BART via A Street. The shuttle will also stop near the new entrance to the Japanese Gardens, connecting the gardens with BART and the Downtown Core. (See Chapter 6 for more information)

### Development Standards

#### *Allowed Uses*

Development of the City Center Opportunity Area will include the following uses: hotel, high density residential, sports complex/YMCA, and creek-side open space.

#### **Hotel**

Description:

The proposed hotel structure will include approximately 200 rooms and 10,000 square feet of flexible meeting and conference spaces. It will be built on the site of the former Mervyn's headquarters near San Lorenzo Creek and the proposed creek-side open space.



#### Development Standards:

- The building will be four to five stories high and should be designed with a unique architectural style to make it distinguishable and memorable.
- Conference and meeting facilities will be located on the first and second floors and guest rooms will be on the second through fifth floors.
- Main building entrance and façade will face south towards City Center Drive.

#### Lot Coverage:

- The hotel building should cover approximately 60% to 70% of the lot.

#### Access:

- Main entrance to hotel will be on south side of building, facing City Center Drive and proposed creek-side open space.
- Circle driveway for hotel guest loading will be accessed from City Center Drive.
- Secondary entrance will be on west side of building facing guest parking and the creek-side open space.

### **High Density Residential**

#### Description:

A residential building designed around a central courtyard, including one and two-bedroom units with densities approaching 90 units per acre. High density Residential development in this Opportunity Area will complement the design of existing nearby apartment complexes. This residential development will offer a connection to the Japanese Gardens and proposed sports complex via new open space along San Lorenzo Creek.

#### Development Standards:

- Buildings of this type will be composed of four and five story masses.
- All dwelling units will have private outdoor open space in the form of porches or balconies.



- One-bedroom units are proposed to be approximately 900-1,000 square feet in size and two-bedroom units to be approximately 1,100-1,200 square feet.

#### Densities:

- Residential units developed on this Opportunity Area will be built at densities between 65 and 110 units per acre.

#### Access:

- Main entrances will be on corners of the building facing the street, with secondary entrances facing the interior courtyard.
- Parking will be located away from the street, with a central driveway providing access to parking spaces behind buildings.
- Required parking may be at-grade or underground. If provided at-grade, one parking space for each dwelling unit should be covered.

### **Sports Complex/Youth Center**

#### Description:

Development of a complex designated for recreational purposes. The complex will include both indoor and outdoor recreational facilities and amenities.

#### Height:

- Youth Center building will be 2-3 stories and include indoor sports facilities on the ground floor.

#### Access:

- Main entrances should connect to street level parking and provide connections to adjacent land uses. An emphasis should be placed on connections to the creek-walk and public open space.
- Parking may be at ground level or as subterranean.
- Parking entrances to subterranean garages and/or driveways should be located as close as possible to the side or rear of each lot.

#### Open Space:

- Vegetation and trees should occupy the required setbacks along the street front and at the main entrance.
- Primary shared open space will be located behind the building.



## Public Space

### Description:

The creek-walk will be designed as a multi-purpose natural open space and will provide a safe and welcoming bicycle and pedestrian pathway along San Lorenzo Creek from the Japanese Gardens to Hazel Ave. Access points will be located at the sports complex, hotel, plaza center, and Japanese Gardens. Performance standards for public space within the City Center Opportunity Site are provided below.

Pedestrian entrances for all land uses west of Foothill Boulevard will provide direct connection to the creek-walk.

All parking structures, ground floor, or subterranean parking lots will connect to the creek-walk.

Traffic calming measures for the pedestrian and bicyclist will be applied to Foothill Boulevard at the creek-walk crossing Foothill Boulevard.

### Landscape:

- Trees and vegetation should reflect native riparian habitat in the area.
- Landscaping should take into account hydrology and potential flood events of San Lorenzo Creek.
- Landscaping shall not create a barrier between infrastructure and the existing creek.

Refer to the Urban Design Chapter for more specific guidelines for development.

## Policies and Actions

### Land Use

Policy: New development and redevelopment promoting high densities in targeted areas are required in order to implement smart growth measures. In addition, incentives should be given to all developers that propose affordable housing and other desirable smart-growth measures. These requirements are applicable to any high density development in Downtown Hayward.



Action: Establish standards for higher density urban housing (up to a maximum 110 dwelling units per acre) within and adjacent to the City Center Opportunity Area.

Action: Require less parking for new development with high-densities (60+ dwelling units per acre).

Policy: Create safe, low-impact, and enjoyable open spaces for all residents and visitors.

Action: Include emergency phone lines throughout open spaces.

Action: Include sustainable design features such as bioswales, reconstructed wetlands, etc. where possible.

### *Mobility/Circulation*

Policy: Promote pedestrian and bicyclist movement throughout the Opportunity Area.

Action: Require less parking for new developments if developer provides safe bicycle storage for half of residential units.

Action: Widen sidewalks throughout Opportunity Area to at least 8 ft.

Action: Provide safe walkways, quality open space, and designated bicycle lanes.

Action: Create pathway along creek-walk to accommodate both pedestrian and bicycle traffic.

Action: Create safe and adequate pedestrian connection from the Opportunity Area to the Downtown core, complete with wayfinding signage and streetscape enhancements.



## Main Street/B Street/Library Opportunity Area

### Introduction

The Main Street/B Street/Library Opportunity Area plays a major role in the development of a vibrant, safe, and accessible Downtown Hayward. This section addresses various aspects of this area including existing and proposed characteristics, goals, policies, and actions that are involved in revitalizing this part of Downtown Hayward.

### Objectives

- Establish a mix of business and other activities which will enhance the economic vitality of the opportunity area. (Downtown Hayward Design Plan, 1992)
- Provide public amenities that emphasize the history and culture of Downtown Hayward.

### Existing Characteristics

The Main Street/B Street/Library Opportunity Area covers approximately 18 acres and is located within the Downtown core area (see Figure 5.12). Many of the existing buildings located within this Opportunity Area are either one or two stories. The area contains public uses, office uses and many commercial retail uses, such as restaurants, boutiques, and various shops. The commercial uses that are within this area contribute to the economic development of Downtown Hayward and are intended to draw in residents and visitors alike.

This Opportunity Area contains several historic buildings. The Historic City Hall is currently not in use due to structural damages caused by the 1989 Loma Prieta earthquake. The Historic Veterans Memorial Hall is located behind the Historic City Hall building on the same block. The Hayward Library is located on Mission Boulevard across from old City Hall. The Library is proposed to be moved adjacent to the Post Office across from its current location (City of Hayward Library Commission, 2008). Main Street and B Street are the two intersecting streets that connect Downtown Hayward to Mission Boulevard and Foothill Boulevard; Main Street runs north to south and B Street runs east to west. Main Street has four traffic lanes with two lanes going in each direction (see Figure 5.13). There is parallel parking on both sides of the street and 11 ft. wide sidewalks. B Street is a one-way street going southwest towards City Hall with angled parking (see Figure 5.14). It has angled parking and, compared to Main St., has



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Green Shutter Residential



Hayward Veterans Memorial Hall



Hayward Main Library



Hayward Old City Hall

Figure 5.12 — Location map and aerial photograph of Main St/B St/Library Opportunity Area



more urban furniture along both sides of the sidewalk, such as hedges and patio dining. According to the City of Hayward’s Redevelopment Activities Summary (2010), B Street was improved in 2003 as part of a Downtown sidewalk rehabilitation project. The project consisted of rebuilding the Downtown sidewalks on B Street, and introducing new street furniture, lighting, bus shelters, and signage (City of Hayward 2010).

This Opportunity Area has the potential to revitalize Downtown Hayward because its commercial uses provide the foundation for economic growth and stability for the city as a whole. Relocation of the Hayward Library will provide the opportunity for future development on the existing site. Main Street and B Street are of high importance for this opportunity area because they are two major streets that connect the Downtown with the other opportunity areas as well as with the proposed “Mini-Loop”.

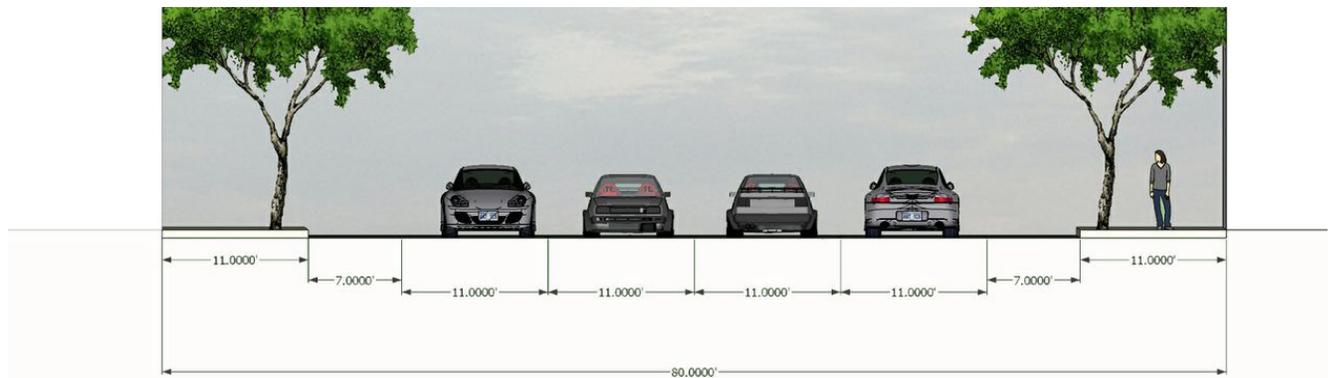


Figure 5.13 — Cross-Section of Existing Main Street

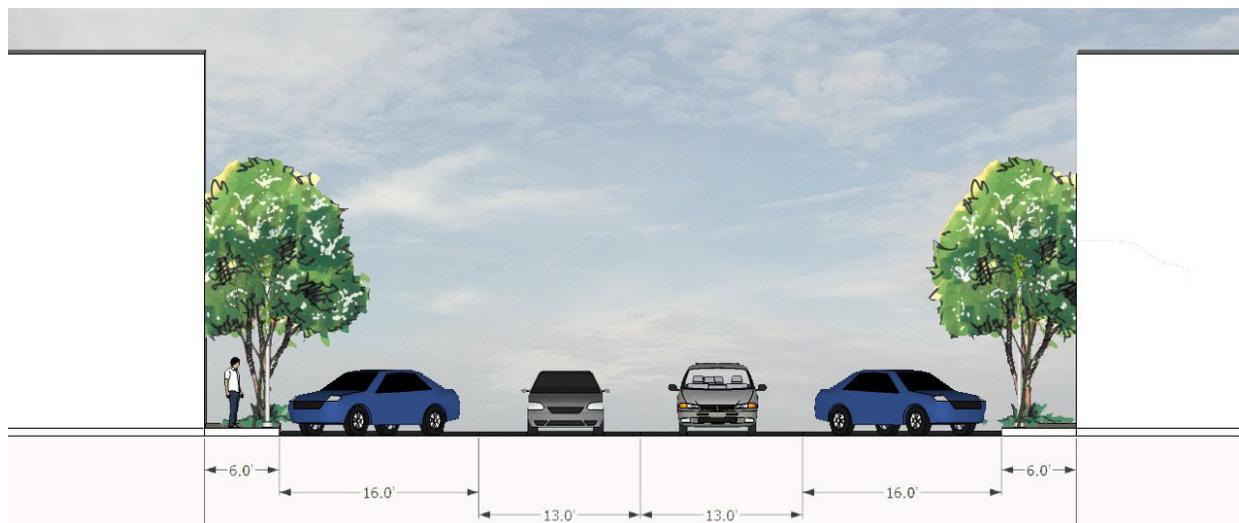


Figure 5.14 — Cross-Section of Existing B Street



**Proposed Characteristics**

Proposed development of the Main Street/B Street/Library focuses on various land use and street improvements as well as the preservation of sites that are important to Downtown Hayward. The following characteristics are proposed to guide development of the area (see Table 5.2 and Figure 5.17).

*Mixed-Use Office Commercial*

A mixed-use office commercial development is proposed across the City Hall site on C Street. This section of the block should be higher concentration mixed-use office commercial compared to the rest of this Opportunity Area, which can be used as either retail commercial, office commercial, or both. Commercial/retail uses will be on the first floor to attract passersby as well as to provide amenities for residents and workers nearby. Offices will be located on the second floor and will overlook the City Hall/Veteran’s Hall and open space area to create a livelier workplace (see Figure 5.15).



**Figure 5.15 — Example of Mixed-Use Office Commercial (Lorenz Architecture, 2009)**

**Table 5.2 — Main St/ B St/ Library Proposed Land Use Distribution**

MAIN ST/ B ST / LIBRARY OPPORTUNITY AREA				
Land Use Category	Existing		Proposed	
	Parcels	Acres	Parcels	Acres
Public and Quasi-Public	9	6.33	8	2.47
Commercial-Retail	30	6.71	49	8.91
Mixed Use-Residential/Commercial	14	2.33	0	0.00
Commercial-Residential	14	2.33	0	0.00
Open Space	1	0.18	5	5.19
Public Parking Lots	8	2.27	8	2.27
Undeveloped	8	1.02	0	0.00
<b>TOTAL</b>	<b>70</b>	<b>18.84</b>	<b>70</b>	<b>18.84</b>

• Differences in parcel numbers between existing and proposed land uses reflect proposed subdivision of parcels.

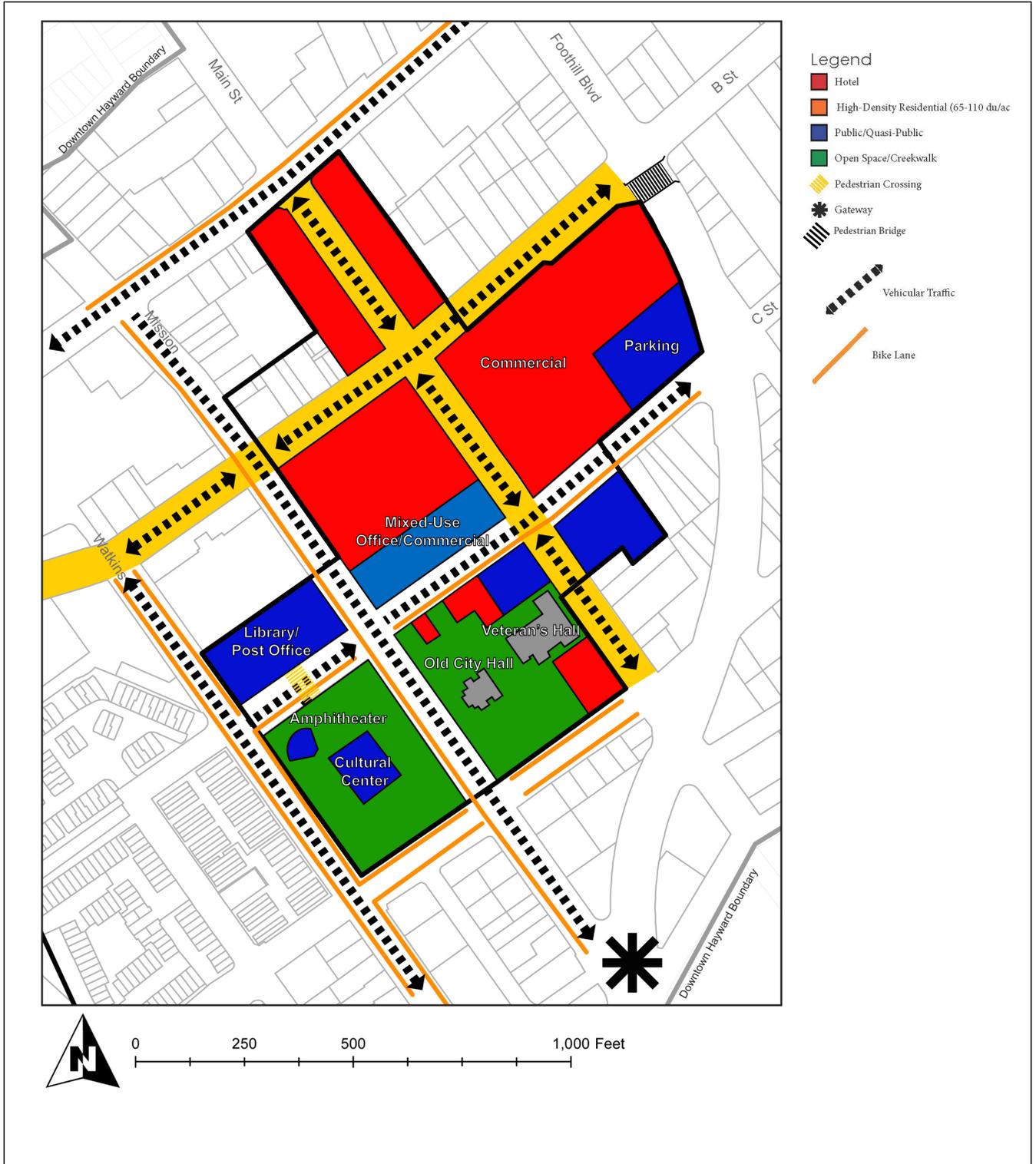


Figure 5.16 — Main Street/B Street/Library Opportunity Area Proposed Land Uses



**Figure 5.17 — Example of Cultural Center and Museum**

*Cultural Center and Museum*

The existing Hayward Library structure is proposed to be converted for use as a cultural center and museum with gallery spaces (see Figure 5.17) A sculpture garden will be located on the southernmost portion of the block. A small outdoor amphitheater should be built into the ground on the northwestern portion of existing library site to used for local performances and community events. The stage will be facing the existing Library building and will be shaded by trees to reduce sound from surrounding uses as well as to provide open space cover. The amount of open space in front of the Library entrance is approximately 17,500 square feet, and the approximate area needed for the amphitheater including walkways surrounding the stage is 3,000 square feet proposed outdoor amphitheater (see Figure 5.18).



**Figure 5.18 — Three-dimensional Model of Outdoor Amphitheater**

*New Library and Post Office*

The new Library is proposed to be built next to the Post Office (Reinhart, 2010). To meet current and future needs, the approximate square footage of the new library is proposed to be 55,000 square feet and three stories high (Reinhart, 2010). As suggested by the Page+Morris Community Analysis (2008), the new library will include public seating, small group study spaces, computers with Internet access, wireless Internet access, and meeting rooms for programs for all ages. The building will be LEED certified.



**Figure 5.19 — Historical City Hall (Lopusnak)**

*Old City Hall Site*

The Historic City Hall building will be retained and preserved in response to the community outreach comments and suggestions (see Figure 5.19). The amount of open space around the Historical City Hall will be expanded throughout the block. The Veteran’s Memorial Hall will be preserved and adapted to serve as a community center or a related use. The Historic Society Building will also be preserved.



**Figure 5.20 — Example of a Complete Street (Complete Streets Campaign, 2011)**

*Complete Streets and Streetscape of B Street and Main Street*

In order to clearly distinguish automotive, bicycle, and pedestrian lanes, complete streets are used to ensure safety as well as aesthetics within the Downtown core area (see Figure 5.20). For more information on complete streets, see Chapter 6.

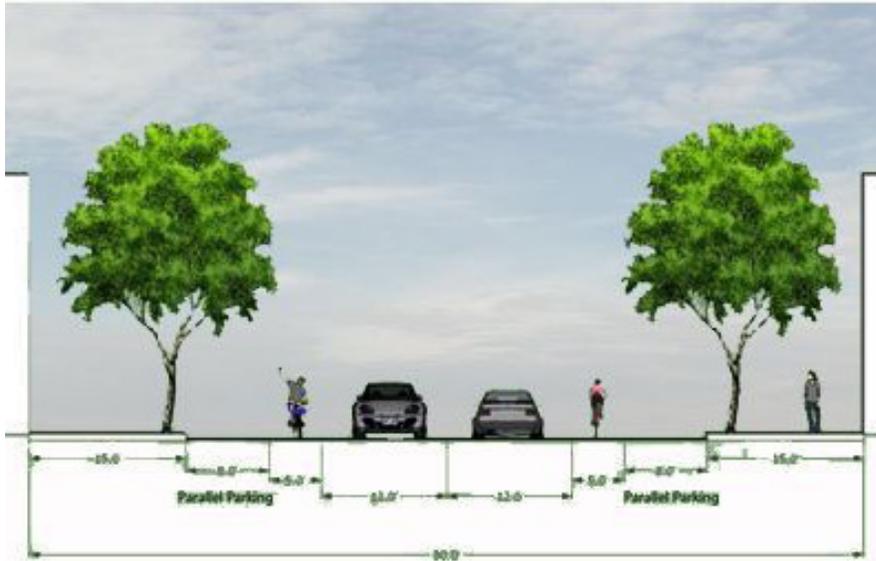


Figure 5.21 — Cross-Section of Proposed of Main Street

Main Street will be transformed into a two-way complete street with one lane for automobiles going in each direction, bike lanes on both sides, and parallel parking (see street crossing Figure 5.21). The sidewalks will be widened and street furniture will be added to increase activity along the street. M.

B Street will become a two-way complete street with one lane of automobile traffic going in each direction, bike lanes and parallel parking (See Figure 5.22). This proposal responds to the community’s desire to keep streets in

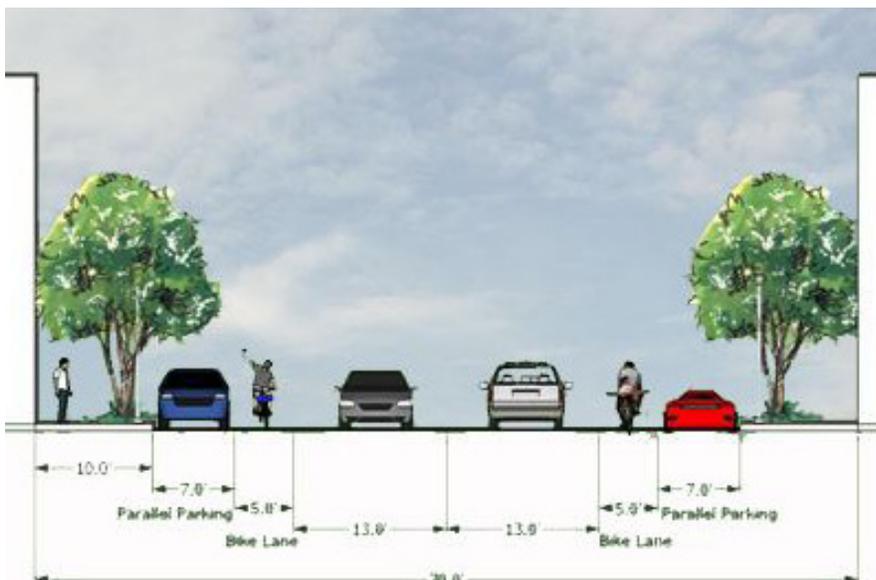


Figure 5.22 — Cross-Section of Proposed B Street

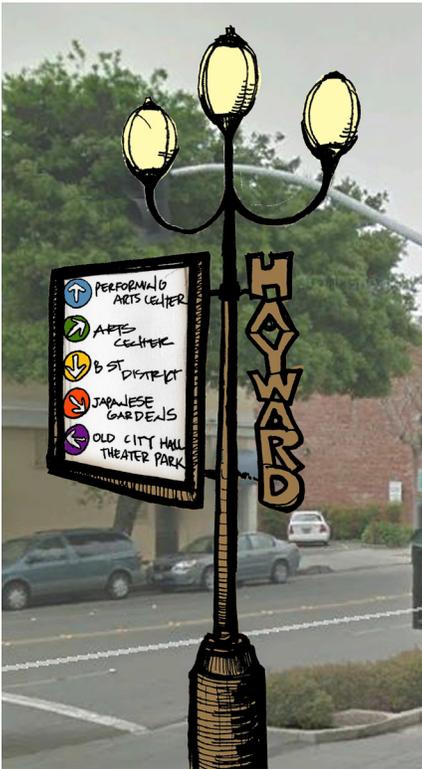


Figure 5.23 — Pedestrian-Scale Signage

Downtown operating two-way and to mitigate the impacts of the “Mini-Loop”. Bulb-outs are proposed at the Main Street and B Street intersection, along with a pedestrian-scale directional sign that shows important Downtown landmarks such as the Japanese Gardens, the BART Station, and City Hall (see Figure 5.23).

*Lighting and Pedestrian Safety*

Increased lighting around the existing Library site and the Old City Hall site will provide a safer environment for pedestrians.

*Bike Lanes*

A Class II bike lane is proposed along Watkins Street to act as a connection to the Downtown in addition to the Loop (see Figure 5.24). Proposing bike lanes through Downtown gives visitors more transportation options and reduces the environmental impact of automobiles, which is a smart growth principle. Main Street and B Street will also have bike lanes that will connect to Watkins Street and the “Mini-Loop”.

**Development Standards**

*Library*

Description:

The library will be approximately 55,000 square feet. In addition to a vast collection of books and media, it should include public seating, small group study spaces, computers with Internet access, wireless Internet access, and meeting rooms for programs for all ages. (Page + Morrison 23).

Height:

- 3 stories.

Lot Coverage:

- The library should cover approximately 80% of the lot with room for trees and a small plaza.

Access:

- Access to the building will be from the front entrance facing the street.



Figure 5.24 — Class II Bike Lane (Roche, 2010)



### *Commercial*

#### Description:

A building designed for occupancy by retail, service and/or office uses on the ground floor and on optional upper floors.

#### Height:

- 2-3 stories.

#### Lot Coverage:

- The buildings should cover 85% of the lot.

#### Access:

- Access to the building will be from the storefronts facing the street. Rear access is allowed if there is parking behind the building.

Refer to the Urban Design Chapter for more specific guidelines for development.

## **Policies and Actions**

### *Land Use*

**Policy:** Increase the amount of nightlife and vibrant commercial uses in the Opportunity Area to attract more patrons, including CSU East Bay students and young professionals.

**Action:** Change nighttime noise regulations for establishments along Main Street and B Street.

**Action:** Incentivize businesses to take advantage of the vacancies along Main Street and B Street.

**Policy:** Preserve historical buildings to highlight the architectural heritage the Main Street/B Street/Library Opportunity Area.

**Action:** Require applicants for development projects and building permits to retain qualified historic consultants to prepare evaluation to determine whether a property or site is an historical resource or a potentially significant historical resource, as part of development review and/or environmental review processes. (City of Hayward Municipal Code)



Action: Install informational plaques on or near historic buildings that are on the registry.

Policy: Increase the number and availability of public uses in the Opportunity Area in order to provide a variety of community services, recreational activities, and cultural amenities that are accessible to and benefit the community.

Action: Develop uses in the Opportunity Area that support the expansion of cultural facilities and amenities such as the Little Theater, Sun Gallery, Hayward Arts Council, and Hayward Area Historical Society.

Action: Preserve and enhance the existing passive and active recreation spaces in the area.

### *Circulation/Mobility*

Policy: Provide more sustainable transportation options for navigating Watkins Street, Mission Boulevard, Foothill Boulevard, Main Street, A Street, B Street, and C Street to encourage more activity and to connect the Downtown core to the rest of the Opportunity Areas.

Action: Create pedestrian-oriented streetscapes with vegetation, buffers between automobile traffic and pedestrian traffic, adequate lighting and signage, and urban furniture.

Action: Make high traffic streets in the area into two-way complete streets.



## BART Station Area

### Objectives

- Revitalize the BART station and surrounding area to be an activity hub through a mix of uses that attract residents and visitors to Downtown.
- Increase accessibility to and from the Downtown by making public transportation more accessible and providing safe pedestrian and bicycle services.
- Implement smart growth strategies including low impact development and landscaping.

### Existing Characteristics

The Hayward BART Opportunity Area covers approximately 10 acres and is located at the southwest entrance to Downtown Hayward. Grand Street, Montgomery Street, and B Street border the BART Opportunity Area. The Hayward BART Opportunity Area offers great potential to provide an economic boost through infill development since land is currently inefficiently used, vacant parcels (see Figure 5.25).

The Hayward BART station is one of two BART stations in Hayward, which provide an affordable public transportation option for access to and from Downtown Hayward and the surrounding San Francisco Bay Area. The Hayward BART station has not been updated since it was first built in 1972 and functional and aesthetic modernization is needed.

The north portion of the Opportunity Area includes vacant parcels with great potential to improve the image of Hayward BART and bring more people into the Downtown Area. BART currently offers 1,473 parking spaces in a parking structure and surface parking lot to the west side of the platform.

The BART Opportunity Area lies directly adjacent to the new Hayward City Hall with a moderately maintained open space, which serves as a buffer between the two. Public comments about the BART area included concerns around safety due to poor lighting, location of taxis, and lack of pedestrian amenities currently around BART and the railroad tracks.

Based on the City of Hayward's Land Use and Zoning regulations, the allowed use on the parcels within the BART Opportunity Area is Central City Commercial (CC-C). The purpose of CC-C is to establish a mix of uses



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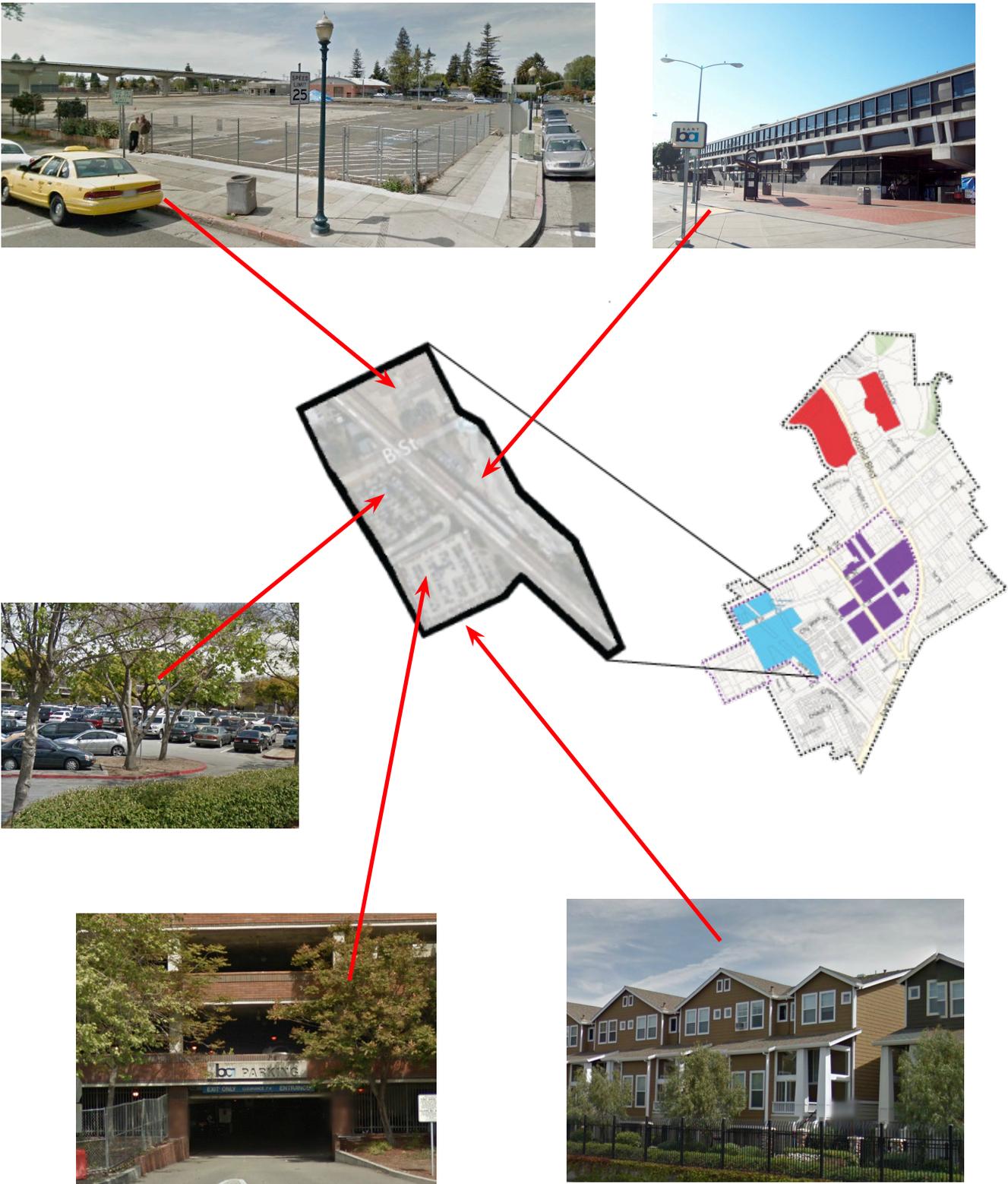


Figure 5.25 — Location map and aerial photograph of BART Opportunity Area



and activities, which will enhance the economic vitality of the Downtown. Section 10-1.1520 of the Zoning Ordinance states that the permitted activities include, but are not limited to, retail, office, service, lodging, entertainment, education, and multi-family residential uses.

**Proposed Characteristics**

Proposed development of the Opportunity Area incorporates compatible land uses that are consistent with comments received from the community, a field survey, and the objectives developed for the area (see Table 5.3 and Figure 5.27).

*Transited-Oriented Development*

A majority of the development will encompass four to five story mixed use structures including residential uses with commercial/retail on the ground floor west of the BART station. This is intended to bring a 24-hour presence to Downtown. The allowed density in the area ranges from 30 to 65 residential units per acre with a small portion that only allows a maximum of 17 units per acre near the historic Victorian homes on B Street. Based on the existing allowed densities, the proposed Transit-Oriented Development could include between 108 and 212 multifamily housing units. The buildings will be architecturally consistent with Downtown building style (see Figure 5.26). The Transit Oriented Development will reduce vehicular trips and increase pedestrian mobility in the Downtown.



**Figure 5.26 — Example of a BART Transit-Oriented Development, the Pleasant Hill BART development (MVE & Partners)**

**Table 5.3 — BART Opportunity Area Proposed Land Use Distribution**

BART OPPORTUNITY AREA				
Land Use Category	Existing		Proposed	
	Parcels	Acres	Parcels	Acres
Public and Quasi-Public	1	0.94	0	0.00
Commercial-Retail	1	0.51	1	1.82
Residential	5	1.05	0	0.00
Mixed Use	0	0.00	5	124.00
Commercial-Residential	0	0.00	5	1.24
Open Space	0	0.00	2	0.50
Public Parking Lots	6	9.24	6	9.24
Undeveloped	2	2.09	0	0.00
Other-ROWs, Transportation, Easements	4	2.36	5	3.38
<b>TOTAL</b>	<b>19</b>	<b>16.19</b>	<b>19</b>	<b>138.94</b>

• Differences in parcel numbers between existing and proposed land uses reflect proposed subdivision of parcels.



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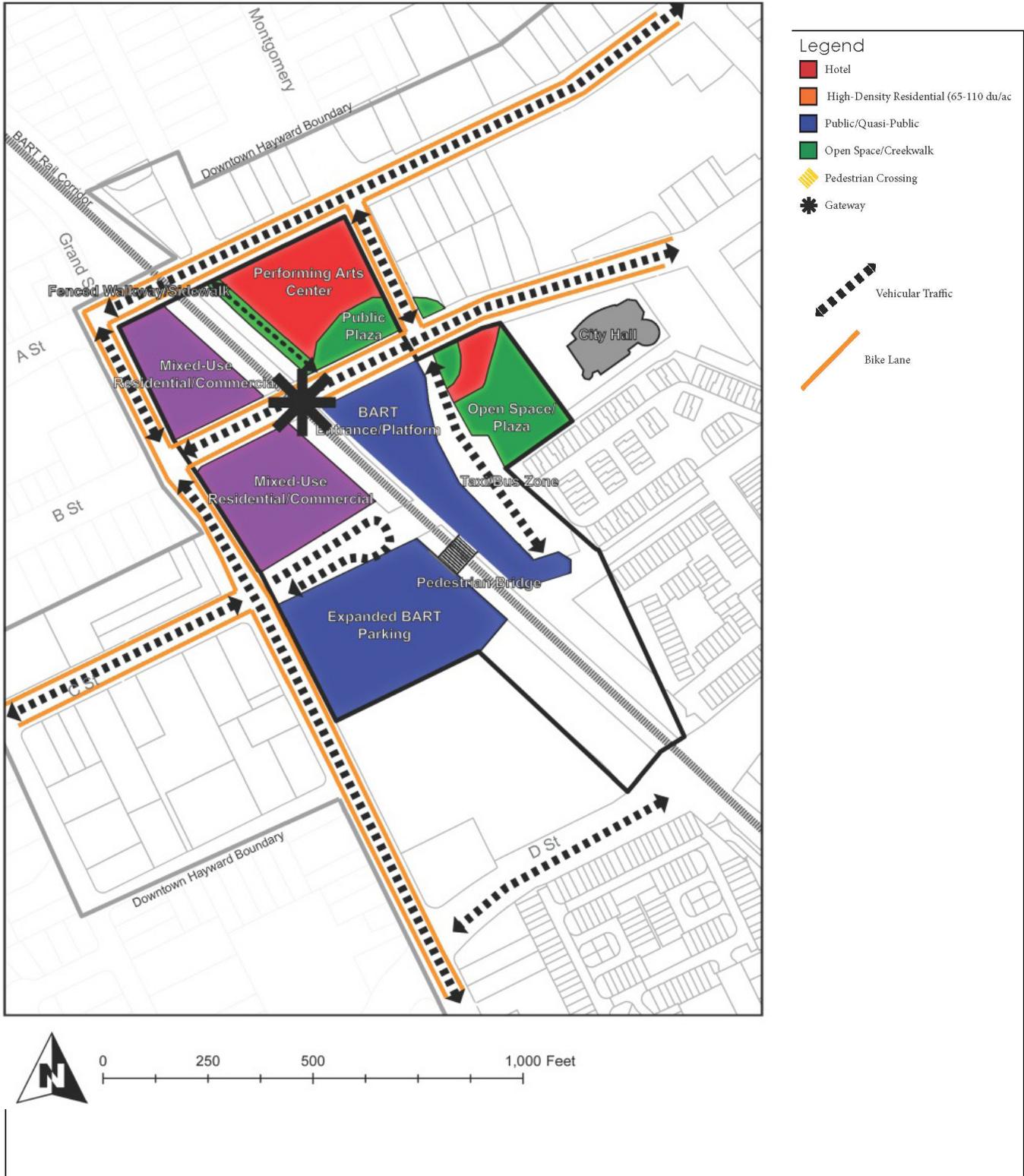


Figure 5.27 — BART Opportunity Area Proposed Land Uses



### *Performing Arts Center*

The undeveloped lot adjacent to the BART station to the northwest is proposed to have a Performing Art Center to capture BART riders and bring people to the Downtown. The Performing Arts Center will help to celebrate the diversity in Hayward and bring more arts into the Downtown (see Figure 5.28).

### *Circular Plaza*

A circular plaza and open space with low impact landscaping is proposed to be located east of the BART station (see example Figure 5.29). It will provide a gathering area for Downtown visitors and Performing Arts Center patrons.

### *Lighting and Pedestrian Safety*

In response to public concern regarding pedestrian safety around BART, especially at the neighboring railroad tracks, pedestrian crosswalks are proposed to be located across the train tracks as well as a fenced off, well lit pedestrian boulevard parallel to the railroad tracks is proposed to provide a safer connection to A Street from BART. Increasing lighting throughout the site for all times of the day and night will improve the perception of safety and respond to public concern. These lights shall implement modern, energy efficient, LED lighting options (see Figure 5.30).

### *Gateway and Murals*

Artistic gateways are proposed to be located on both sides of the transit right-of-way on B Street (see Figure 5.31). The gateway and surrounding buildings will also contain the popular murals seen in Downtown Hayward to highlight the local history, art, and tie into the surroundings.

### *Streetscape*

The streetscaping is proposed to include wide sidewalks for pedestrians, low impact and drought tolerant vegetation/trees, seating, and historic style lights that are consistent with the popular designs seen on B Street that received positive public feedback from public workshop participants (see Figure 5.32).



**Figure 5.28 — Example of Performing Arts Center (Soka University of America)**



**Figure 5.29 — Example of circular plaza (Google Maps 2012)**



**Figure 5.30 — Example of lighting located (MVE & Partners)**



**Figure 5.31 — Example of a gateway in a mixed-use development (Around Dublin)**



Figure 5.32 — Example of streetscaping in California (Google Maps, Street View 2012)

*Drop Off and Loading Zone*

Within the BART station vicinity, the existing drop off and loading zone on the east side of BART will be improved to include a lane for buses and the shuttle to/from CSUEB, a drop off/pick up zone, and a designated taxi loading zone to alleviate the need for people to unsafely cross over train tracks to reach them (see Figure 5.33). Bicycle parking will also be increased to beyond the existing 20 bike lockers at BART to encourage alternative modes of transportation and capture cyclists from the proposed bike lanes in the Downtown.

*Pedestrian Bridge*

In response to the public’s concern about accessing the parking structure through the existing underground passageway, a pedestrian bridge is proposed to connect the BART platform to the parking structure (see example Figure 5.34).



Figure 5.33 — Computer rendering of an example transit hub (Kansas Daily Photo; October 10, 2010)

**Development Standards**

*Performing Arts Center*

Description

A building with space for performances including plays, musical ensembles, dance performances, and more. This space will be approximately 60,000 square feet. The performing arts center will be built on the vacant parcel bordered by A Street, B Street, Montgomery Street, and the BART tracks in the northeastern portion of the Opportunity Area.

Height

- The proposed height shall range between 2 to 3 pursuant to design guidelines.

Lot Coverage

- The performing arts center (including designated parking) should cover approximately 75% of the lot, with room for the circular open space to extend in front of the structure.

Access

- The main entrance is proposed to be located on the B Street side of the building to put emphasis on the proximity to BART and the lively B Street activities. Parking access will be along A Street.



Figure 5.34 — Pleasant Hill, CA pedestrian bridge to safely connect BART riders (MVE & Partners)



### *Mixed-Use*

#### Description

Mixed-use development is proposed to be located on the western side of the BART tracks on the existing partially vacant parcel in the northwest corner and the existing surface parking lot that serves BART. The mixed-use will include commercial/retail or office on the ground floor and multifamily residential units other floors.

#### Height

- The proposed height for the mixed-use structures is between four and five stories.

#### Access

- Access to the first floor commercial/retail or office shall be along the street frontages. Residential access shall have locked entrances on both the street front and interior of the buildings that will have stair and elevator access to the housing units above. All access points for residences shall be placed no more than 50 feet apart pursuant to the fire code. Parking access should be behind the building facade.

Refer to the Urban Design Chapter for more specific guidelines for development.

## **Policies and Actions**

### *Land Use*

Policy: Enforce infill of site by requiring new developments to occur within existing urbanized areas.

Action: Update standards for citywide development to require infill development before new growth.

Action: Provide resources to the public and developers about parcels inventory and map parcels that are vacant and provide information on the eligibility of parcels for funding programs.

Policy: Enforce sustainable principles by requiring low impact development and landscaping.

Action: Create database of allowable plant types and encourage porous surfaces to decrease water runoff.



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Action: Require a pre-construction conference to identify best management practices applicable to an individual project to lower impacts of the development including, but not limited to, energy usage, water consumption, runoff absorption rates, and materials used.

Policy: Continue to implement the Hayward smart growth principles and goals.

Action: Require mixed-use and medium to high density development adjacent to BART to trigger a Transit Oriented Development.

Action: Require all buildings to exceed Title 24 development standards by a minimum of 10%.

# Circulation





### Introduction

This chapter offers potential improvements to the Downtown Hayward circulation network. Several aspects of Downtown Hayward’s circulation network are examined, including walkability, biking, public transportation, creation of Complete Streets, and streetscape improvement. Actions to improve Downtown Hayward’s circulation network that support the vision statement and circulation objectives and policies. Information in this chapter has been supplemented by assessment of current uses, public outreach, and interviews with City staff, extensive research, and site reconnaissance. Circulation improvement proposals in this chapter reflect policies and actions in other sections of the report, including land use and open space, urban design guidelines, and opportunity areas.

### Objectives

Improvements to circulation in the Downtown will require facilitating the safe and efficient movement of persons and vehicles by encouraging the design, construction, and maintenance of an integrated transportation and circulation system consisting of local streets, bus transit, bike paths, ridesharing, and BART transit. Through the creation of an integrated circulation system, Hayward can achieve a higher percentage of commute trips by bicycle, ridesharing, and transit thereby reducing vehicular emissions, traffic congestion, and energy usage.

### Existing Conditions

#### Vehicular Movement

Due to high traffic volumes along major and minor arterial streets in Downtown Hayward, traffic congestion is frequent and causes delays during peak hours of travel (see Figure 6.1). Foothill Boulevard is a major thoroughfare through Downtown Hayward and a major source of noise, and high speed traffic. Commuters to and from the San Francisco Peninsula use Highway 92 (San Mateo Bridge) as an east-west connection into Hayward, and then use Foothill Boulevard to travel through Downtown Hayward en route to Interstate 580 just north of Hayward.

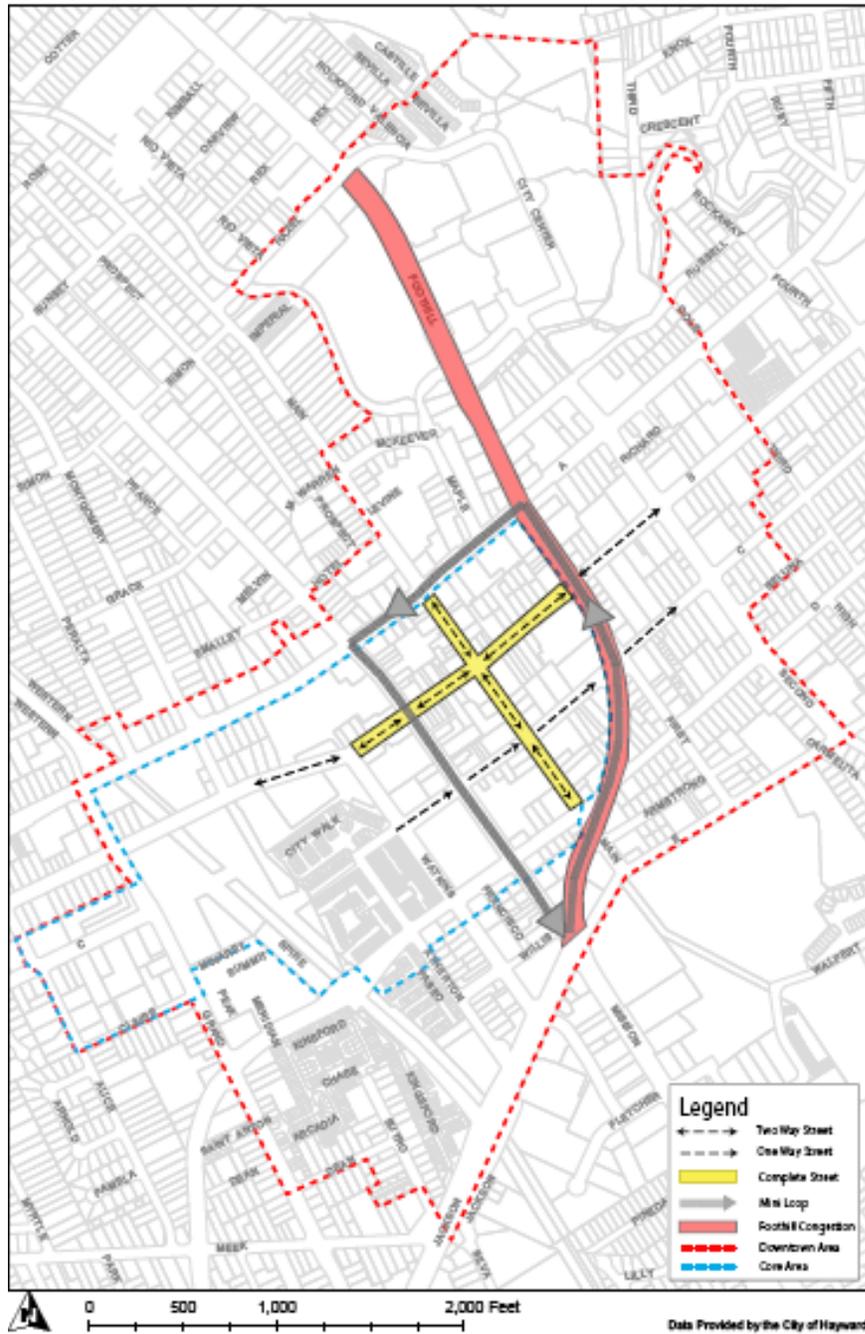


Figure 6.1 — Vehicle movement and congestion areas in Downtown



To mitigate unwanted traffic congestion and delays, the City of Hayward is currently completing the Route 238 Improvement Project, commonly referred to as the “Mini-Loop” (see Appendix 6.A). The “Mini-Loop” will allow for more consistent, fluid movement of vehicles through and around Downtown Hayward (see Figure 6.1). However, the “Mini-Loop” has potential negative impacts that could cause increased traffic along smaller roadways in Downtown Hayward, including an expected increase in travel speeds along Foothill Boulevard after the implementation of the “Mini-Loop.”



**Figure 6.2 — The B Street Corridor—wide sidewalks and pedestrian amenities make the street walkable (Google Earth, 2012)**

### Walkability

The City of Hayward is very much an automobile oriented city. Primary travel modes in Hayward are personal vehicle and/or public transportation. Currently, Downtown Hayward does not adequately provide for the pedestrian; a combination of wide roadways, fast-traveling vehicles, and high traffic volumes make walking an unpleasant experience for pedestrians.

A major problem area for pedestrians is along Foothill Boulevard. The Boulevard is used as a connector from the major thoroughfares, San Mateo Bridge (Highway 92), and Interstate 880, to Interstate 580, just north of Hayward. This creates congestion problems in Downtown Hayward, resulting in delays for vehicles and unsafe conditions for pedestrians navigating the downtown area. Narrow sidewalks and short crosswalk times across Foothill Boulevard exacerbate the uninviting atmosphere for pedestrians.

B Street is a walkable street and corridor that sets a desirable example for the rest of Downtown Hayward. B Street acts as the walkable hub of Downtown Hayward, as it contains wide sidewalks, street trees, lighted pedestrian crossings, and pedestrian furniture (see Figure 6.2).



**Figure 6.3 — Class II bike lane on D Street (Google Earth, 2011)**

### Bicycling Network

Hayward’s bicycling network is unconnected and incomprehensive. Due to traffic circulating through Hayward, existing bike paths are perceived as dangerous. Class I bike paths typically provide greatest safety and insulation from high-speed traffic with a paved right-of-way that is completely separated from the street or highway (City of Hayward, 2007). Downtown has no Class I bike lanes.



Downtown Hayward only has one Class II bikeway (Figure 6.3) on D Street that provides a striped and stenciled lane for one-way travel. Two Class III bikeways on A Street and Second Street provide for shared use with motor vehicles and are identified only by sign (see Figure 6.4).

According to the Hayward Bicycle Master Plan (2007), only 0.36% of the total work trips in the city are carried out via bicycle (City of Hayward, 2007).

### Public Transportation

Hayward has multiple options for public transportation, including Alameda-Contra Costa Transit (AC Transit) bus routes and Bay Area Rapid Transit (BART) lines.

#### *AC Transit Buses*

The City of Hayward is served by 18 AC Transit bus routes (see Appendix 6.B). These bus routes act as regional bus lines that serve a much larger area than Downtown Hayward, but sixteen routes currently operate out of the Hayward BART station in Downtown.

However, due to high traffic volumes during peak hours of travel, delays at AC Transit bus routes are common in Downtown Hayward. The frequent delays have caused a decrease in bus ridership and consequently the City has contemplated eliminating several of the AC Transit bus routes (Personal Interview, 2011). With a growing population, an effective and timely bus system in Hayward is increasingly imperative.

#### *BART*

BART has two transit lines that service Downtown Hayward: the Richmond-Fremont train and the Fremont-Daly City train (see Figure 6.5). These lines typically arrive every 15-20 minutes, providing easy access for Hayward BART users to and from work, shopping, and other activities around the Bay Area. In Downtown Hayward, BART is a short walk away from City Hall, Farmer's Market, the Library, B Street, and other activities. BART is also a connector to Cal State East Bay (CSUEB), and many students use BART on a daily basis to get to school. However, the CSUEB-BART shuttle is inefficient, as students typically have to wait in line for approximately 30 minutes to board the shuttle, and sometimes have to wait longer if they miss their shuttle (Personal Interview, 2011).



Figure 6.4 — Class III bike lane on A Street (Google Earth, 2011)



Figure 6.5 — AC Transit bus stop outside of the Hayward BART station



### Proposed Improvements

This section proposes additions and changes to the current circulation network in Downtown Hayward to alleviate current challenges, reducing congestion, and improving transit, pedestrian, and bicyclist experiences. The proposed changes are summarized in Downtown Hayward Circulation Map (see Figure 6.6) .

### Vehicular Movement

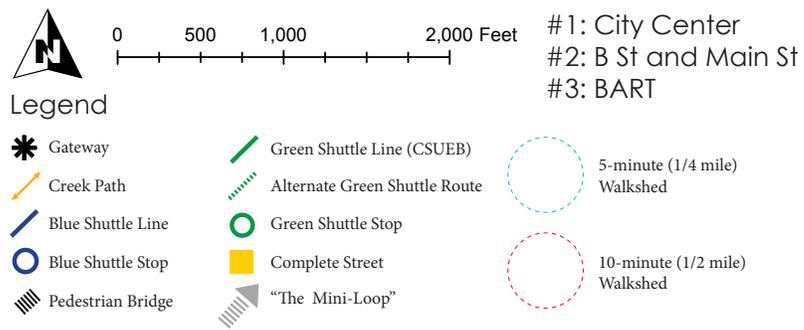
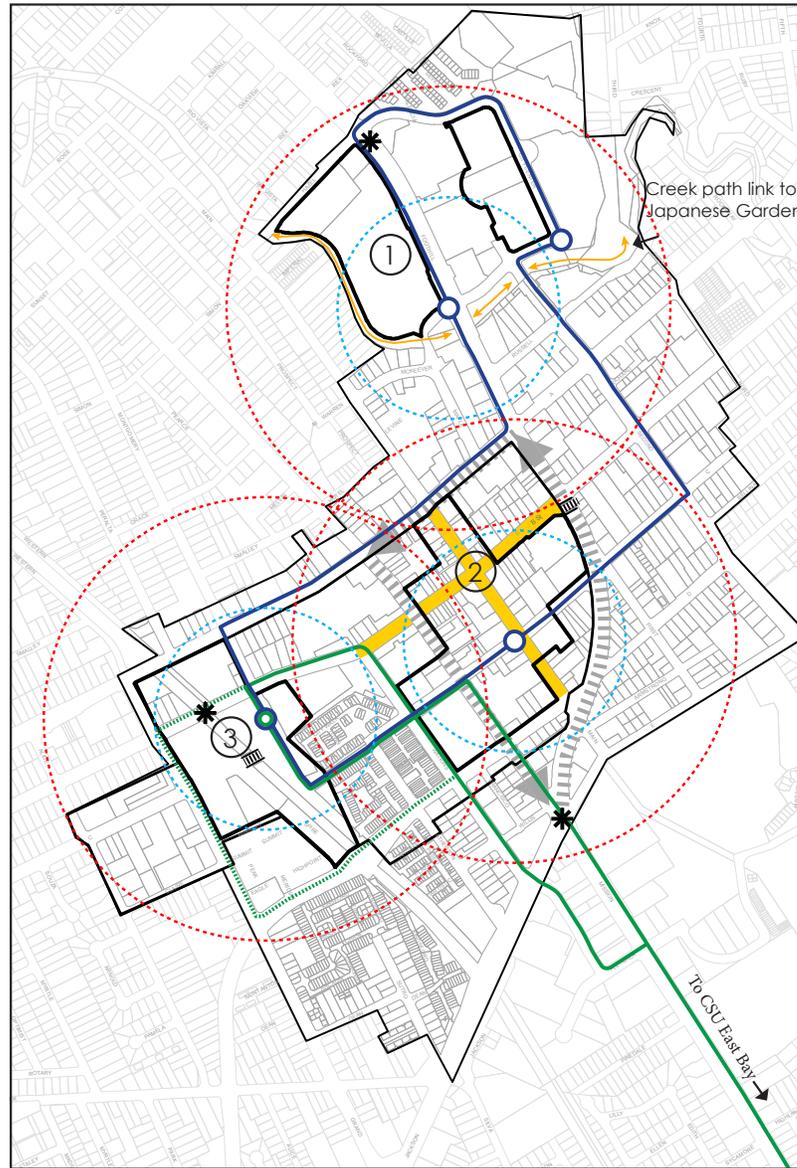
To improve the experience of all modes of traffic in the Downtown, this plan proposes that Hayward adopt a Complete Streets Policy. Complete streets are roadways that are designed and operated to enable safe, attractive, and comfortable access and travel for all users, including pedestrians, bicyclists, motorists, and public transport users of all ages and abilities (National Complete Streets Coalition). By adopting a Complete Streets policy, the street network will be safer for drivers, transit users, pedestrians, and bicyclists.

There is no single dimensional design description for Complete Streets, they tend to include: sidewalks, bike lanes (or wide paved shoulders), special bus lanes, comfortable and accessible public transportation stops, frequent and safe crossing opportunities, median islands, accessible pedestrian signals, curb extensions, narrower travel lanes, and roundabouts.

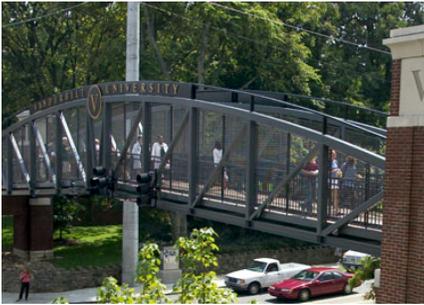
Staying consistent with the City's Route 238 Improvement Project ("Mini-Loop"), vehicular circulation changes are proposed in order to mitigate the unwanted effects of the "Mini-Loop", especially the expected increase in travel speeds along Foothill Boulevard after the implementation of the "Mini-Loop." Specifically, changes are proposed to B Street and Main Street, two important travel corridors in Downtown Hayward, to make them Complete Streets. Directional traffic on B Street will be rearranged to provide two-way traffic movement (currently one-way) from Foothill Boulevard to Watkins Street. This is consistent with community members' voiced desired to keep streets two-way in the Downtown. It will create better access to and from the "Mini-Loop", and with the addition of Class II bike lanes, will provide a safe, alternative transportation option in Downtown.



### Downtown Hayward Circulation Map



**Figure 6.6 — Proposed circulation network in Downtown Hayward**



**Figure 6.7 — Example of pedestrian bridge across Foothill Boulevard at B Street (Google Images, 2012)**

Modifications to Main Street will slow down traffic in Downtown Hayward. A vehicular lane reduction from two lanes down to one lane in each direction will decrease the number of vehicles using Main Street as an alternate route to the “Mini-Loop”. With the reduction of two travel lanes, sidewalks will be expanded and two Class II bike lanes will be implemented into the Main Street roadway. For more information on Main Street and B Street becoming Complete Streets, see the Main Street/B Street/Library Opportunity Area in the Opportunity Area Chapter.

### Walkability

Downtown Hayward needs ample transportation improvements to assist in improving pedestrian mobility and alleviate local congestion. Guided by the pedestrian amenities on B Street and the Pedestrian Improvement Toolbox (see Figure 6.8), Downtown Hayward will become a much more walkable area for pedestrians. Wider sidewalks, striped pedestrian crossings, street furniture, increased pedestrian lighting, more street trees, and pedestrian paths proposed in this plan (see Figure 6.9) will make Downtown Hayward a walkable area for pedestrians. A pedestrian bridge will allow for safe travel by foot across Foothill Boulevard, a major problem area for pedestrians in Downtown (see Figure 6.7 and 6.10). The bridge provides direct access for the pedestrian into the core of Downtown Hayward, B Street, and will connect the people and activities on the east side of Foothill Boulevard to those on the west side. There will also be a pedestrian bridge connecting the BART parking garage to the BART station. Also in the BART area, there will pedestrian crosswalks across the train tracks, as well as a well-lit pedestrian boulevard parallel to the railroad tracks from A Street to BART.

### Bicycling Network

Constructing a comprehensive bicycle network throughout Downtown Hayward will create enhanced mobility for bicyclists and pedestrians. The pedestrian and bicycle paths in Downtown Hayward proposed in this plan (see Figure 6.11) include incorporating additional Class II and Class III bike lanes in the area. A Class II bike lane will run from the college campus and circle through the core of Downtown Hayward. It will provide direct access between Cal State East Bay and other neighborhoods around the core area. Proposed Class III bike lanes will improve mobility to other areas through the main Downtown streets. These improvements will allow for more safe passage for all pedestrians to and from the downtown



Pedestrian Improvement	Description	Illustration	Where Applicable
Line-striped Crosswalks	Designated pedestrian crosswalks allow for safe connections across streets, and improve the visibility of the crosswalk to drivers.		<ul style="list-style-type: none"> <li>• A Street</li> <li>• Main Street</li> </ul>
Raised Crosswalks with varying texture	Raised crosswalks create a more enjoyable experience for pedestrians when crossing the street. Drivers can easily see the crosswalk, substantially reducing the potential of hitting pedestrians.		<ul style="list-style-type: none"> <li>• A Street</li> <li>• Main Street</li> <li>• Mission Boulevard</li> </ul>
Lighted Crosswalks	Lighted crosswalks allow for improved pedestrian connections during the day and night.		<ul style="list-style-type: none"> <li>• A Street</li> <li>• Main Street</li> <li>• Mission Boulevard</li> <li>• B Street</li> <li>• Foothill Boulevard</li> </ul>
Bulb-Outs	Bulb-outs narrow the street width at an intersection by extending the sidewalk into the roadway. This effectively reduces the speeds of right-turning vehicles, creates a shorter crossing distance for pedestrians, and increases the visibility of pedestrian movement to drivers.		<ul style="list-style-type: none"> <li>• B and Main Street</li> <li>• A and Main Street</li> <li>• B and Mission Boulevard</li> </ul>
Pedestrian Signage	Pedestrian signage gives notification to drivers that pedestrian movement across streets is occurring. This increases drivers awareness of pedestrian movement in an area.		<ul style="list-style-type: none"> <li>• Throughout Downtown Hayward</li> </ul>

Figure 6.8 — Pedestrian Improvement Toolbox



Pedestrian Improvement	Description	Illustration	Where Applicable
Pedestrian Bridge	Pedestrian bridges create connections across busy thoroughfares. Utilization of a pedestrian bridge on Foothill Boulevard would greatly increase pedestrian connections into Downtown.		<ul style="list-style-type: none"> <li>• Along Street across Foothill Boulevard</li> <li>• From BART parking garage to BART terminal</li> </ul>
Pedestrian Walkways/ Paths	Walkways/paths for pedestrians allow for safe travel by foot, avoiding potential convergence with fast-moving vehicles.		<ul style="list-style-type: none"> <li>• Library site</li> <li>• Creek walk</li> <li>• From City Center to Downtown</li> </ul>
Street Planters	Street planters aesthetically improve the pedestrian experience, and also act as buffers between sidewalks and streets.		<ul style="list-style-type: none"> <li>• B Street</li> <li>• Main Street</li> <li>• A Street</li> <li>• C Street</li> <li>• Foothill Boulevard</li> <li>• Mission Boulevard</li> </ul>
Street Benches	Street benches give pedestrians a place to rest while shopping, waiting for public transit, or enjoy the surroundings of the urban environment.		<ul style="list-style-type: none"> <li>• B Street</li> <li>• Main Street</li> <li>• Mission Boulevard</li> </ul>
Pedestrian Lighting	Pedestrian-scaled lighting creates a safe, comfortable experience for pedestrians. Adequate lighting is imperative for a functional public place at night, creating a sense of security for pedestrians.		<ul style="list-style-type: none"> <li>• B Street</li> <li>• Main Street</li> <li>• Mission Boulevard</li> <li>• Foothill Boulevard</li> <li>• A Street</li> </ul>

Figure 6.9 — Pedestrian Improvement Toolbox

Pedestrian Improvement	Description	Illustration	Where Applicable
Wide Sidewalks	Extension of sidewalks create an easily walkable space for pedestrians. Wide sidewalks allow for a mix of pedestrian activity and landscaping, creating a pleasant experience for all users.		<ul style="list-style-type: none"> <li>• B Street</li> <li>• Main Street</li> <li>• Mission Boulevard</li> <li>• Foothill Boulevard</li> <li>• A Street</li> </ul>
Streetside Dining	The presence of streetside dining/cafes create a buzz of human activity along streets and roadways.		<ul style="list-style-type: none"> <li>• B Street</li> <li>• Main Street</li> </ul>
Street Trees	Shading for pedestrians are provided by street trees. Street trees also act as a buffer for pedestrians between the street/roadway and sidewalk.		<ul style="list-style-type: none"> <li>• B Street</li> <li>• Main Street</li> <li>• A Street</li> <li>• C Street</li> </ul>

**Figure 6.10 — Pedestrian Improvement Toolbox**

area, provide an easier passage for students from campus, and generally provide for greater mobility within, and great connectivity to, Downtown Hayward.

### Public Transportation

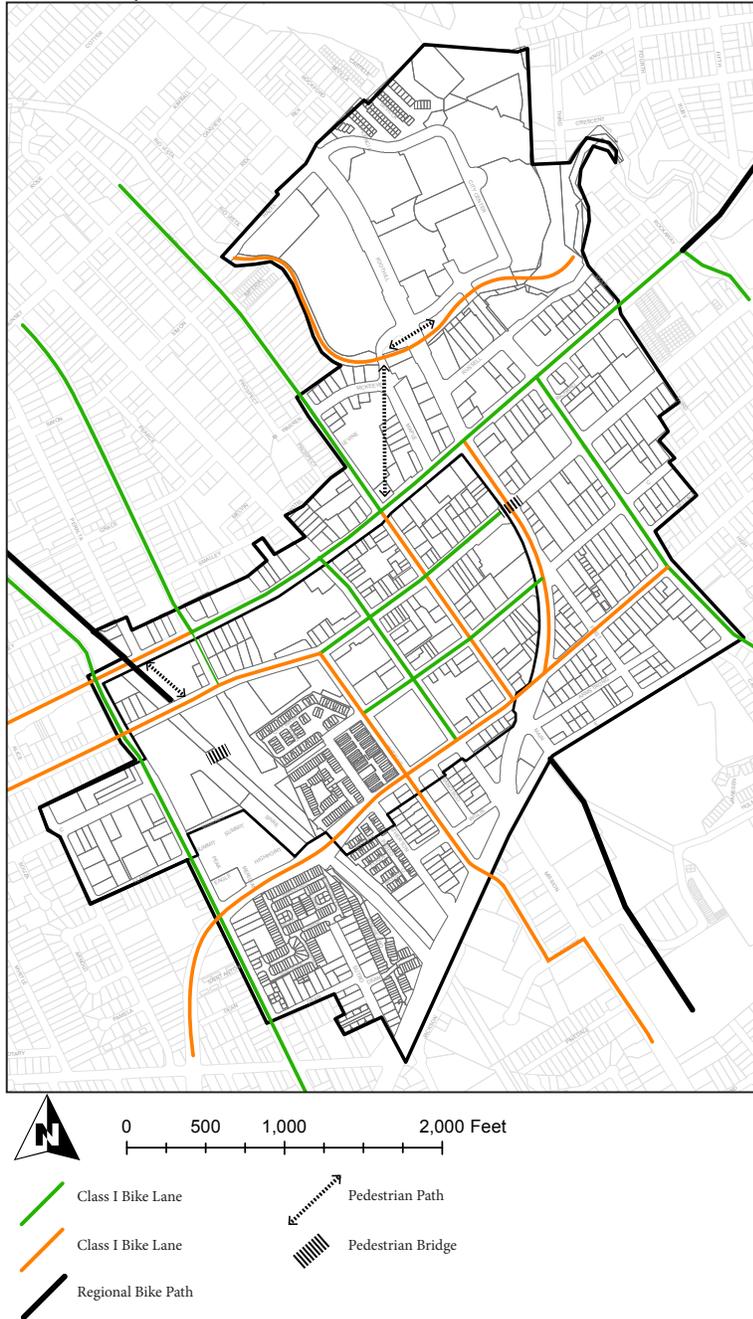
To improve public transportation in Downtown Hayward, two new shuttle lines are proposed to augment existing shuttle service in Downtown Hayward. Each shuttle line will have limited stops, serve a small area and will travel easier and faster through Downtown due to the “Mini-Loop”. There will be a Green Line servicing CSUEB, City Hall, and BART patrons, and a Blue Line that will service the entire downtown area. See Figure 6.12 for both the Green and Blue Shuttle line routes.



# Chapter 6

## CIRCULATION

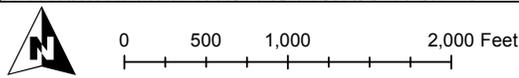
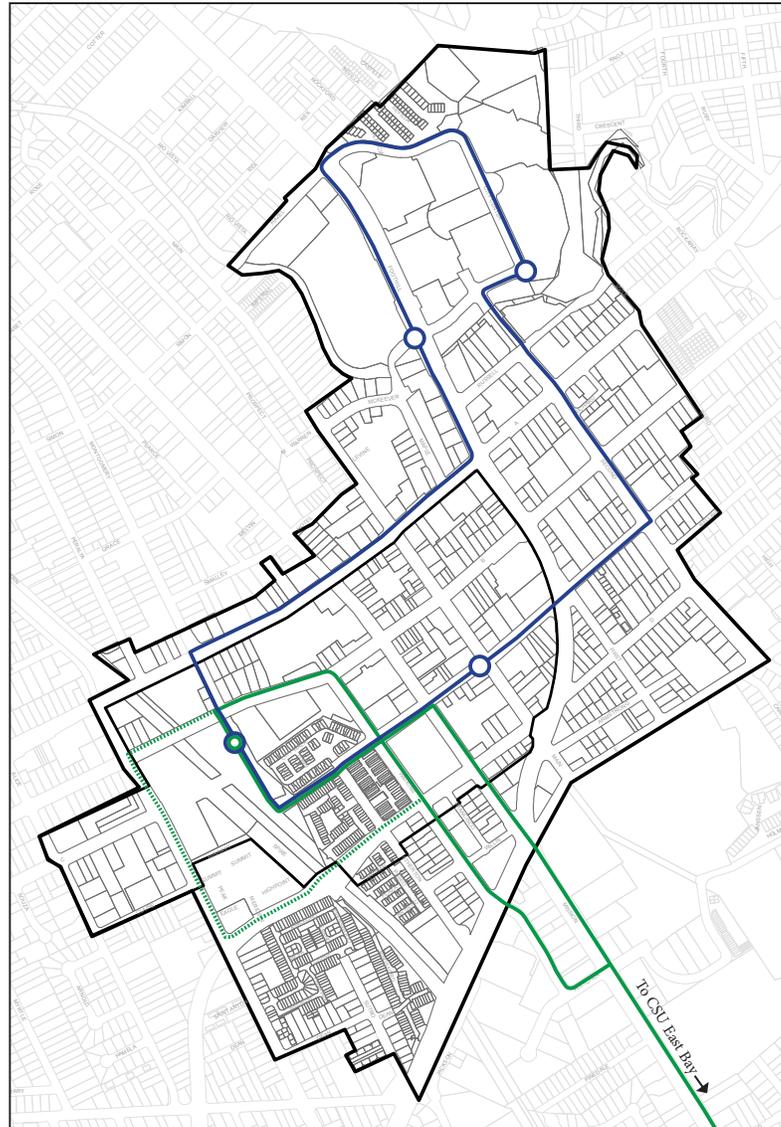
### Downtown Hayward Proposed Bike and Pedestrian Path Map



**Figure 6.11 — Proposed pedestrian and bicycle paths in Downtown**



Downtown Hayward Public Transit Map



Legend

-  Green Shuttle Line (CSUEB)
-  Blue Shuttle Line
-  Alternate Green Shuttle Route
-  Blue Shuttle Stop
-  Green Shuttle Stop

Figure 6.12 — Proposed Shuttle lines in Downtown Hayward



#### *Green Line (CSUEB-City Hall-BART):*

The proposed addition of the Green Line to the BART will provide a direct route from Cal State East Bay (CSUEB) to the Hayward BART Station, with a stop at City Hall in between. This new shuttle line will decrease travel time and waiting times from the BART station to the CSUEB campus, which will allow students to better manage their time. The shuttle will arrive every 20 minutes rather than the 30 minute wait for the current CSUEB-BART shuttle. On Saturdays, the Green Line will have an alternate route due to Farmer's Market. The Green Shuttle Line will act as a connector from the areas south of Downtown Hayward into the downtown core, as students, faculty, and other users will use the line to get to BART and Downtown Hayward.

#### *Blue Line (City Center-BART-C/Main Street-Japanese Gardens):*

The Blue Line will strictly service Downtown Hayward. Based on a loop concept, the Blue Line will circumnavigate the downtown area, with four stops at the City Center, BART, C/Main Street, and the Japanese Gardens. This line will serve the accessibility needs of BART patrons, City Center users, Japanese Garden users, and those utilizing the improved Main Street corridor. The Blue Line will arrive at its stops more frequently than the current AC Transit bus lines, which will in effect increase ridership and the utilization of Downtown Hayward's businesses. The Blue Line will be a major contributor to the improved circulation network in the downtown area because it will act as a connection between the northern portion of Downtown Hayward and the Downtown core.



**Figure 6.13 — Streetscape with Complete Street elements designed to improve accessibility and attractiveness (Google Image, 2012)**

#### **Streetscaping**

This section identifies streetscape improvements.. The suggested improvements are designed to revitalize specific streets in the Downtown, making them Complete Streets--more attractive and accessible. To accomplish this, recommendations include pedestrian-scaled lighting, mid-block crosswalks, major intersection crosswalks, street benches, street trees/planters, sidewalks, street signs, and murals. A visual example of the streetscaping proposals is shown below (Figure 6.13)



Streetscaping improvements are recommended for Main St., A St., B St., and C St. The recommendations in this section are solely conceptual; when the City undertakes each individual street improvement plan, these improvement projects will be further evaluated and assessed.

### *Street Lighting*

Cobra head lamps (see Figure 6.14) are currently used for Downtown Hayward's street lighting, and are very tall. As part of the streetscaping improvements, it is recommended that the Downtown have shorter pedestrian-scale lamps (see Figure 6.15), which provide a number of advantages over Cobra head lamps. Shorter style lamps illuminate a greater area of the sidewalk because they are closer to the ground and are significantly less affected by street tree canopies. Additionally, pedestrian-scaled lighting improves safety and visibility. Better sidewalk lighting can bring more customers to businesses later in the evening, and encourage more active uses of city streets after dark. The introduction of pedestrian-scaled street lighting can play a significant and successful role in the revitalization of Downtown.

### *Mid-block Crosswalks*

Mid-block crossings are often installed in areas with heavy pedestrian traffic to provide more frequent crossing opportunities. Mid-block crossings present some design challenges because motorists do not often expect pedestrians to cross at a mid-block location. Furthermore, mid-block crossings are difficult for motorists to identify if they are poorly marked on the street. Also, it is difficult for pedestrians to identify when it is their turn to cross the street because their customary cue is typically not presented. If not signaled, pedestrians are often unable to tell when there is a gap in traffic or whether all approaching cars have stopped. In Downtown Hayward, this problem is presented along B Street, Main Street, and C Street because of the poorly marked mid-block crossings. By introducing lighted, slightly raised crosswalks, pedestrians will feel safer crossing the street. Lighted crosswalks will help better alert motorist that pedestrians are crossing the street, and give pedestrians a better cue for when it is safe for them to cross the street. Figure 6.16 shows an example of a clearly lighted crosswalk in San Luis Obispo, California.



Figure 6.14 — Existing street light fixtures



Figure 6.15 — Example of street pedestrian lighting



**Figure 6.16** — Example of lighted pedestrian crosswalk.



**Figure 6.17** — Existing marked intersection



**Figure 6.18** — Proposed marked intersection



**Figure 6.19** — An example of street benches that improve the pedestrian user experience (Google Image, 2012)

### *Major Intersection Crosswalks*

Crosswalks at major intersections are a critical part of the pedestrian network. A well-marked major intersection in the Downtown area acts as a traffic-calming device; it is highly noticeable and alerts motorists that pedestrians may be present. In Downtown Hayward, the poorly marked major intersections at A Street/Mission Boulevard, B Street/Main Street, and B Street/Mission Boulevard do not give a sense of security to pedestrians crossing the street, and diminish the aesthetics of the area. Generally, decorative crosswalks at major intersections are made of brick or colored concrete pavers, sometimes with a concrete band along the sides for added stability. Enhancing major intersections by introducing a change in paving material will strengthen the identity of the intersection, as well as slowing vehicular traffic (see Figure 6.17 and 6.18). A change in paving material at major intersections will also improve the aesthetics of the area, and notify all travelers that they are at a major intersection in the Downtown.

### *Street Benches*

Street benches effectively allow for pedestrians to rest and have a more pleasant experience when walking through the area. To be most effective in a downtown setting, street benches should be placed on each side of the street at two locations per block: one at mid-block and one at an intersection or the end of a block. In the Hayward Downtown, street benches are sporadically and infrequently placed along A Street, B Street, C Street, and Main Street. The addition of a street bench pattern will encourage pedestrians to sit, rest, and enjoy the aesthetics of Downtown (see Figure 6.19).

### *Street Trees/Planters*

Street trees have proven useful to improve the value of property in the area and the experience of people living, working, shopping, sharing, walking and driving in urban places. Street trees are generally planted from 4 feet to 8 feet from curbs. Trees enhance the overall aesthetics of the area, increase safety by acting as a traffic-calming device, and offset the effects of heat islands in urban areas. In Downtown, street trees are sporadically placed along Main Street and are inconsistent. B Street



already demonstrates the use of consistently placed street trees (see Figure 6.20). Incorporating an effective street tree pattern along the major Downtown corridor will create a more aesthetically pleasing environment.

Street planters can provide safety to pedestrians in a downtown by acting as a buffer when placed in between the sidewalk and the street. See Figure 6.21 for an example of effectively placed street planters. In Downtown Hayward, a street planter pattern can be used along A Street, C Street, and Main Street to act as a buffer between the sidewalk and the street to provide safety for pedestrians.

### *Sidewalks*

Sidewalks that are too narrow or that are unevenly paved can affect comfort and safety for pedestrians. Wide sidewalks in a downtown provide comfort for pedestrians and the opportunity to incorporate sidewalk activities like outdoor dining (see Figure 6.22). By improving the sidewalks and having a consistent sidewalk pattern, a downtown will be a comfortable place to walk, work, shop, eat, and visit. In Downtown Hayward, unevenly paved sidewalks occur along A Street and Main Street, and outdoor dining only occurs along B Street.

### *Street Signage*

Street signs should be legible and visible to visitors using all modes of travel. Additionally, combining street signs onto one post can provide a point of destination for travelers to find their intended direction and eliminate the use of multiple posts along the street. Way finding signs, which demarcate direction to important features or sites (i.e. city hall, library, etc.), are also a good addition to a downtown streetscape. In addition to increasing the visibility of traffic signs, the Downtown to incorporate wayfinding signage along A Street, B Street, C Street, and Main Street (see Figure 6.23).

### *Murals*

Mural programs are often an effective solution countering graffiti in urban areas. Murals reflect the diversity and culture of an area, and instantly add color, beauty, and life to the streetscape, and at the same time discourage the use of graffiti (see example in Figure 6.24). In Downtown Hayward, the existing mural program should be expanded and utilized in areas that are prone to graffiti, like alleys along C Street.



**Figure 6.20 — The existing row of street trees along B Street create a more aesthetically pleasing setting**



**Figure 6.21 — Designated planter pattern that acts as a buffer (Google Image, 2012)**



**Figure 6.22 — An example of a wide, well-paved and has aesthetic tiling, adding comfort and interest to the pedestrian (WalkBikeJersey Blog, 2010)**



Figure 6.23 — Examples of way finding signage, and combined streets signs

## POLICIES AND ACTIONS

### Vehicular Movement

Policy: Design streets in Downtown to encourage slower travel, increase safety, and mitigate the effects of the “Mini-Loop”.

Action: Eliminate one lane each way on Main Street, thus reducing traffic congestion increasing safety.

Policy: Create better access to the “Mini-Loop” from Downtown Core.

Action: Make B Street a two-way street, which will create better east-west connection to and from the “Mini-Loop”.



Figure 6.24 — This mural is consistent with the building style and adds life to streetscape

### Walkability

Policy: Make Downtown Hayward an easily navigable and walkable place through pedestrian improvement measures, as seen in the Pedestrian Improvement Toolbox (Figure 6.7).

Action: Add pedestrian amenities such as wide sidewalks, street furniture, raised crosswalks, and lighted crosswalks along B Street and Main Street.

Policy: Create better pedestrian connections into and within Downtown Hayward.

Action: Construct a pedestrian bridge across Foothill Boulevard along B Street

Action: Construct a pedestrian bridge connecting Hayward BART parking garage to BART terminal.

### Bicycle Network

Policy: Introduce bike lanes on major streets and thoroughfares into and within Downtown.

Action: Construct safe bicycle connections between Downtown Hayward and CSU East Bay to provide direct access between the campus and the neighborhoods.

Action: Provide Class II bike lanes on B Street and Main Street.



Policy: Incorporate ways that will ensure future development will not restrict proposed bike paths.

Action: Require all newly constructed and improved roadways to conform to the proposed roadway cross-section standards to accommodate bike lanes and sidewalks.

Action: Implement a re-striping program to include bike lanes whenever feasible.

Policy: Ensure safety and connectivity with bikeways inside and outside of Downtown Hayward.

Action: Provide support facilities and amenities such as trail heads, shade trees, benches, potable drinking water, trash cans, bike racks, etc. to promote safe bicycling and walking wherever feasible and require developers to provide these facilities along their project frontage.

Action: Ensure any updated Bike Plan provides connectivity to City parks, City facilities, and the core of the Downtown area.

## Public Transportation

Policy: Promote usage of public transportation to alleviate traffic congestion in Downtown Hayward.

Action: Implement Green Line so it will have 20-minute maximum arrival intervals at all stops.

Action: Implement Blue Line shuttle to allow for easy travel to BART, City Center, Japanese Gardens, B Street, Main Street, and the rest of the Downtown area.

Policy: Increase public transit efficiency from CSUEB to Downtown Hayward and the BART station.

Action: Adopt a Green Line shuttle with three stops at CSUEB, City Hall, and the Hayward BART station.



#### Streetscaping

**Policy:** Incorporate pedestrian lights and street benches, to create a safer environment and enhance the pedestrian experience. Place pedestrian lights in a consistent pattern that ensures the streetscape and sidewalk are well lit for pedestrians to travel. Ensure street benches are in quantities of two benches per block, placed in proximity to street trees for shading. Place benches first at corners, then at mid-block locations.

**Action:** Pedestrian-scaled lighting placed along A Street, C Street, and Main Street to create a safe, comfortable experience for pedestrians.

**Action:** Establish a pattern of two benches per block. Place benches first at the corners then at mid-block location along A Street, B Street, C Street, and Main Street for pedestrians.

**Action:** Establish evenly graded sidewalks to enhance the safety of pedestrians along A Street and Main Street.

**Policy:** Enhance crosswalks by using lighted crosswalks and varying textures.

**Action:** Install lighted crosswalks to allow for improved pedestrian connections during the day and night at mid-block crossings along B Street and Main Street.

**Action:** Upgrade the major intersections of A Street/Mission Boulevard, B Street/Main Street, and B Street/Mission Boulevard by introducing a change in paving material to strengthen the identity of the crosswalk as well as to slow vehicular traffic.

**Policy:** Enhance existing street tree/planter patterns by the adding trees and planters along major downtown corridors to create a more consistent street tree pattern.

**Action:** Establish a designated and consistent street tree pattern along Main Street  
**Action:** Establish a designated planter pattern along A Street, C Street, and Main Street that acts as a buffer that effectively separates the sidewalk from the street.



Policy: Alleviate confusion and highlight featured locations through consistent signage, combining multiple signs on one post, and inserting way finding signs.

Action: Combined signs onto one post wherever practical to demarcate the passage to and from Downtown along A Street, C Street, and Main Street.

Policy: Expand mural program and encourage more murals consistent with the building style, and with themes that celebrate the rich history of the City of Hayward.

Action: Commission murals on buildings in alleyways and other areas deemed at risk to graffiti along C Street.

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# Urban Design

7





### **Introduction**

This chapter provides design guidelines for the Opportunity Areas within Downtown Hayward. These guidelines are intended to provide direction for design and review of development proposals and are meant to supplement, not replace the City's existing Design Guidelines. Nor are these design guidelines intended to encumber creativity in the architectural design process.

### **Purpose**

The urban design guidelines presented in this chapter reflect community input related to the aesthetics and urban form of the City's Downtown. Attributes such as pedestrian-oriented design, preservation of historic character, enhanced lighting and improved safety through design are among the ideas brought forth by the community that these design guidelines aim to accomplish. The guidelines focus on the three Opportunity Areas within the Downtown—Civic Center Area, Main Street/B Street/ Library Area and BART station Area. Each of these areas harbors unique qualities and requires design guidelines that are specifically tailored to its character.

### **General Design Principles**

Several underlying principles to urban design are recognized and applied to the development of the design guidelines within this chapter. These principles apply to the design of structures, public areas, and streetscaping within all three Opportunity Areas of Downtown Hayward.

### **Scale and Massing**

The attractive juxtaposition of structures is accomplished through consideration of relative scales and massing between buildings. A structure exhibiting a scale that overwhelms other structures and imposes



a daunting presence over adjacent streetscapes is detrimental for social environments ,and overall aesthetics. Each projects massing should fit within the context of the site.

### **Identity**

The general identity of a building or urban space should foster a distinguishing design that contributes to a unifying identity. Places with identity are visually memorable and serve to enhance the social element of place. Designs utilizing distinct articulations, buildings materials and styles, and other features contribute to identity and are effective tools in successful urban design.

### **Compatibility**

Compatibility considers both scale and identity. A structure or component in the urban fabric that is compatible does not overwhelm other buildings and negatively affect activity in adjacent areas. Land uses, design, features, densities, and building size all influence the overall compatibility of a structure.

### **Effects of Depth in Streetscape**

The perception of depth through a thoroughfare or corridor has a strong impact on the feel and aesthetics of the environment. An extended corridor extrudes depth and delivers a daunting perception that is detrimental to the pedestrian-oriented environment. Efforts to minimize this daunting effect can be achieved through urban design by issuing guidelines to building facades, streetscaping, and additional physical and structural features. Ideally, an appropriate balance between extended depth and proximal depth should be considered along corridors.

### **Opportunity Area Design Guidelines**

The following design guidelines apply to the three Opportunity Areas within Downtown Hayward. Design guidelines are organized into four categories of site design, frontage design, building design, and streetscape design.



## City Center Opportunity Area

### Site Design

1-1 External Connectivity: Development projects within the site should be designed to establish multiple points of connection to adjacent sites and public spaces including sidewalks and pathways. Landscaping, signage, and well-delineated walkways should be incorporated into the design of these access points (see Figure 7.1).

1-2 Internal Connectivity: Placement of structures and adjoining spaces should be pedestrian-oriented. Design should consider dimensions of walk paths, lighting, and building entrances as well as seating amenities (see Figure 7.1).

1-3 Creek-front: Site design should recognize the San Lorenzo Creek front and incorporate open space and public space elements into this zone. Revitalization of the creek will in turn serve as an opportunity for desirable creek-front designs (see Figure 7.1).

### Frontage Design

1-4 Landscaping: Landscaping should include trees and plants that do not exceed 75% of the building height. Trees should frame entrances and notable features on frontage.

1-5 Facade Articulations: Details such as entries, windows, bays, columns, exposed vertical supports and other vertical articulations should be employed to generate interest at ground level.

### Building Design

1-6 Contemporary Style: Buildings on the site should be encouraged to adapt a modernist architectural style.

1-7 Identifiable: Detailed and interesting building design and articulation is desired along all facades and sections of roof exposed to view. Multi-planed roofs, horizontal and vertical articulations and complexities, and distinct colors and materials should all accumulate into an easy identifiable, iconic structure.

# CHAPTER 7 URBAN DESIGN



Figure 7.1 — City Center Opportunity Area Concept Plan



### Streetscape Design

1-8 Native Landscaping: Landscaping should consist of native plants and complement those existing in the restored riparian areas of the adjacent San Lorenzo Creek.

1-9 Gateway: A welcoming, aesthetically drawing gateway sign should be designed and oriented towards southbound Foothill Boulevard traffic. The gateway should signify the entrance of Downtown Hayward.

1-10 Streetscaping Features and Dimensions: Sidewalks along Foothill Boulevard should be built-out to a minimum width of 8 feet to accommodate larger numbers of pedestrians. The placement of street trees should be located between the pedestrian and vehicular realm to act as a buffer. Street tree height and placement should not block the gateway sign from pedestrians' or motorists' views.

### Main St/ B St/ Library Opportunity Area

#### Site Design

2-1 Focal Point Landmark: Building placement and streetscape design should draw attention to a landmark "Heart of the Bay," art piece located at the B Street and Main Street intersection. Landmark will serve as way finding point within the Downtown (see Figure 7.2).

2-2 Visible Orientation: Structures and spaces should face inward along B and Main Street corridors. Focus on the streets and spaces currently hidden will help in putting eyes on the streets in an effort to deter criminal activity and promote a stronger sense of safety (see Figure 7.3).

2-3 Human Scale: Consideration should be taken towards maintaining a pedestrian-friendly and inviting scale along the streetscape. The current building height cap should be adhered to and massings should feature setbacks on upper floors to allow natural lighting and prevent the daunting effect of walled facades from becoming overbearing. Buildings should be built with 0' setback but may feature a 6' setback if space is dedicated toward patio space or public use (see Figure 7.3).

#### Frontage Design

2-4 Setback Zones: Structures that are not built to parcel line (no setback) should feature outdoor patio space or a landscaped zone (see Figure 7.3).



Figure 7.2 — Illustration of Design Guideline 2-1 Focal Point Landmark Wayfinding Sign



2-5 Entry-Spaces: Outdoor seating areas, patios, and large, recessed entrance areas are encouraged to be incorporated into frontage designs (see Figure 7.3).

### **Building Design**

2-6 Compatible Architecture: Buildings should be compatible with preexisting structures and reflect historic building styles. Consideration to materials is highly advised and materials such as reflective metals, bright colors, and extensive glass should be avoided (see Figure 7.3).

2-7 Upper-level Spaces: Patios and open air spaces on upper floors are encouraged. Appropriate designations, should be considered for these spaces, including outdoor dining, residential, and public plaza uses (see Figure 7.3).

2-8 Façade Presentation: Building faces should feature windows on all stories and facing primary thoroughfares. Blank, windowless facades should either incorporate lighting features, public art installation, distinct materials, or vertical planting systems (see Figure 7.3).

2-9 Articulations on Façade: Facades should be well articulated and employ awnings, balconies, upper level patio-spaces, and multi-plane sections to lessen effects of depth along B and Main Street corridors (see Figure 5.3).

2-10 Interior Paseos and Spaces: Structures are encouraged to feature internal paseos that serve as access to multiple storefronts. Lightwells may also be included to provide natural, ambient lighting (see Figure 7.3).

### **Streetscape Design**

2-11 Rear-Parking: Accesses to parking lots should not be located along B and Main Streets in order to preserve a high level of walkability. If an access in these areas is unavoidable, design should mitigate to slow approach and ensure pedestrian dominance within realm (see Figure 7.4).

2-12 Lighting: Street lighting should be placed to eliminate dark, uncomfortable spaces and increase perceived level of safety. Additional pedestrian-oriented lighting should be added. Pedestrian-oriented lighting is defined by shorter scale, directed towards sidewalks rather than street lanes, and inclusion of decorative elements (see Figure 7.3).



# CHAPTER 7

## URBAN DESIGN

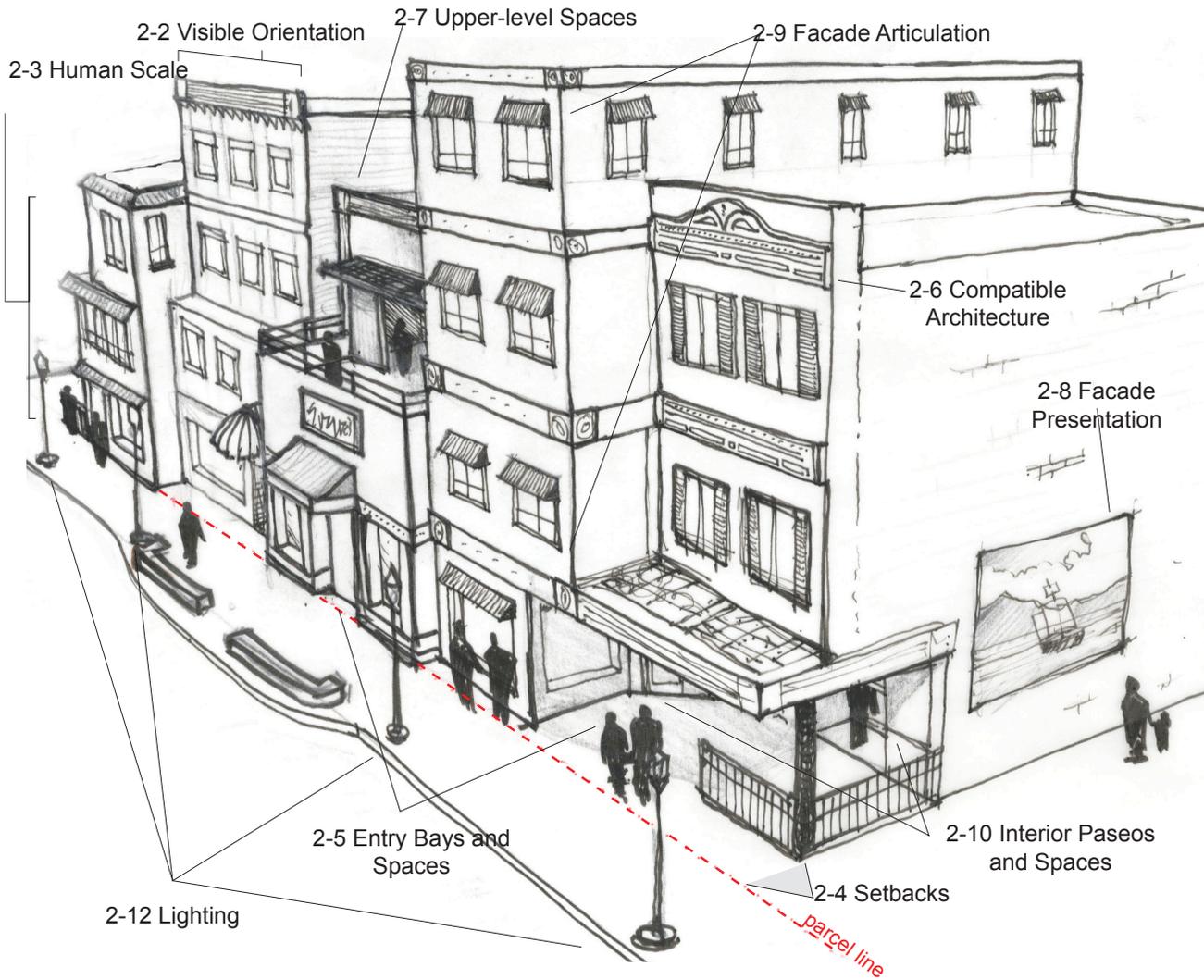


Figure 7.3 — Illustration of Design Guidelines 2-2 through 2-12



Figure 7.4 — Illustration of Design Guideline 2-11 Rear-Parking



## BART Opportunity Area

### Site Design

3-1 Focal Point Development Pattern: Site design should work to emphasize social spaces and plazas in the site as focal points. Buildings should face inward on these areas to create a sense of enclosure (see Figure 7.5 and 7.7).

3-2 Appropriate Massing and TOD Densities: Scale and massing of structures are encouraged to include higher FAR (floor-area ratios) consistent with design standards of Transit-Oriented Developments (see Figure 7.5).

3-3 Corridor and Gateway: The arrangement of the TOD site and the B Street corridor should be distinct, with the corridor acting as a gateway and with its own set of distinguishing design guidelines (see Figure 7.7).



Figure 7.5 — Illustration of Design Guideline 3-2 Appropriate Massing and TOD Densities

### Frontage Design

3-4 Civic Frontage: Facades and building entrances should feature open, inviting designs that feature patio spaces, public seating, and easy pedestrian access points (see Figure 7.6 and 7.8).

3-5 Frontage Orientation: Entrances to buildings should be aligned to service ‘stop-and-go’ patrons and take advantage of the site’s proximity to the BART station. Entrances should be highly visible. Signage should not exceed building height but should be highly visible from BART station and B Street (see Figure 7.8).



Figure 7.6 — Illustration of Design Guideline 3-4 Civic Frontage

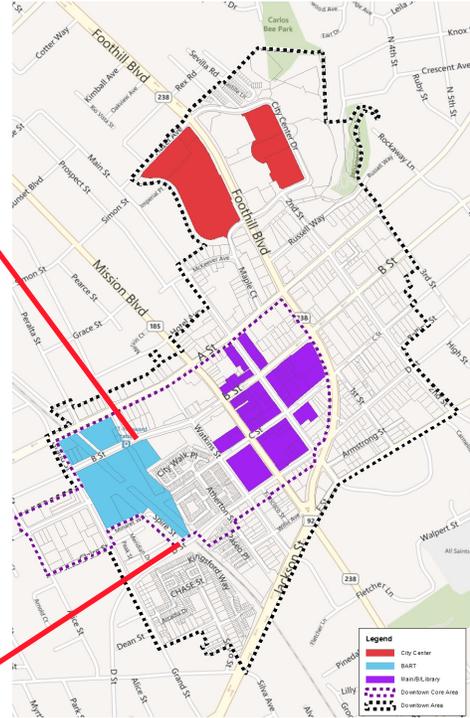
### Building Design

3-6 Roof Articulation: Buildings should feature distinct, multi-plane rooftops and should mitigate the appearance of utilities on the roof due to the visibility offered from the BART tracks (see Figure 7.8).

3-7 Facade Articulation: Buildings should be designed with distinct components of vertical and horizontal articulations. Outdoor patio features and balconies on upper levels of buildings are encouraged (see Figure 7.8).



**CHAPTER 7**  
**URBAN DESIGN**



 3-1 Focal Point     3-3 Corridor and Gateway

**Figure 7.7 — BART Opportunity Area Concept Plan Illustrating of Design Guideline 3-1 through 3-3**



- 3-5 Frontage Orientation
- 3-6 Roof Articulation
- 3-7 Facade Articulation
- 3-8 Architectural Styles

**Figure 7.8 — Illustration of Design Guidelines 3-5 through 3-8**

3-8: Architectural Styles: Though architectural styles of buildings should be compatible, a specific style is not promoted. However, it is encouraged that iconic building design be used for the Performing Arts Center and other public events spaces. The use of highly reflective metals as a material choice should be avoided (see Figure 7.8).

### Streetscape Design

3-9 Lighting Standards: The gateway and plaza areas should reach an established standard of lighting that is sufficient enough to provide illumination and increase the sense of safety (see Figure 7.9).

3-10 Sidewalk Dimensions: Sidewalks along B Street and Montgomery Street should be a minimum of 10' wide to accommodate influxes of pedestrians brought on by high-density TOD. Sidewalks within the plaza should maintain an adequate width and be within the 6'-8' width range (see Figure 7.9).

3-11 Direct Walkability: Sidewalks and paths should not be built in a meandering fashion. Paths to and from the BART station and adjacent services should be designed to facilitate direct connectivity and avoid the trampling of landscaping (see Figure 7.9).

3-12 Amenities: A significant amount of outdoor seating integrated into landscaping and furniture should be provided in key nodes centered around transit loop and within the plaza (see Figure 7.9).

3-13 Gateway: A "Downtown Hayward" gateway sign should be designed and built to span the streetscape and define a downtown boundary. The sign should consider the effect of the elevated BART tracks and be highly visible. Sign design should be consistent with those of other signs in Opportunity Areas.

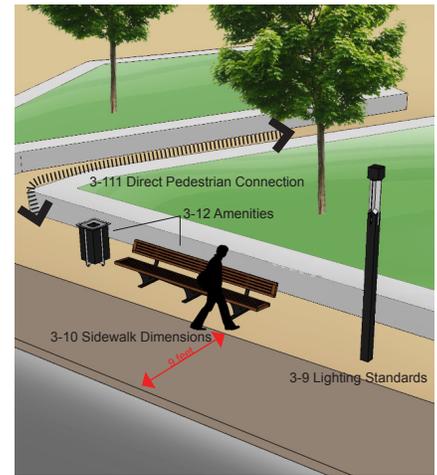


Figure 7.9 — Illustration of Design Guidelines 3-9 through 3-12

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# Appendices

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ALTERNATIVE CONCEPTS

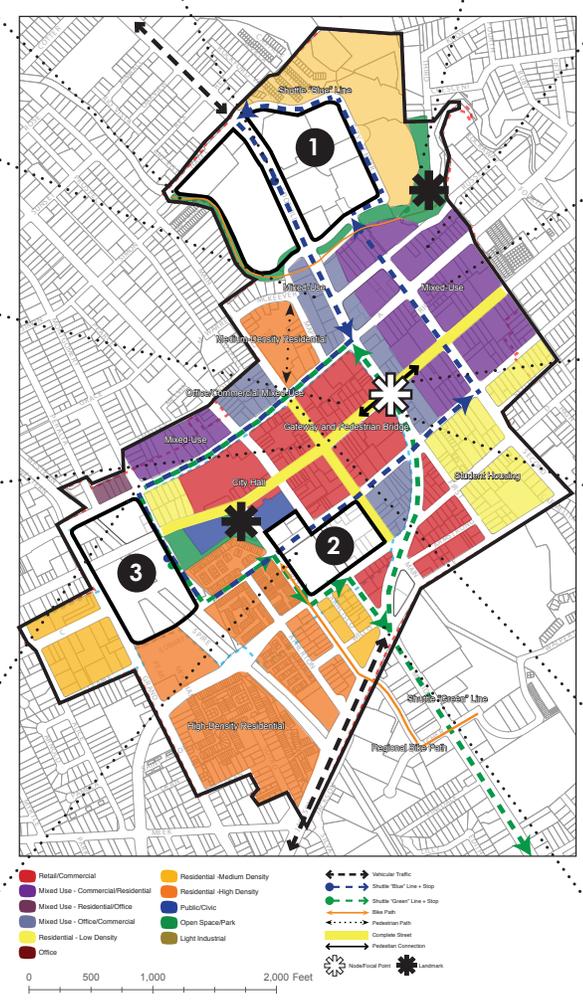


ENVISION DOWNTOWN

Downtown Hayward Plan Update

Community Workshop #2 - February 4, 2012

Downtown Conceptual Land Use and Circulation Diagram



Key Features

Land Use Features

- Commercial core along B Street and within the Loop
- Integrate Main Street and B Street activities with enhanced streetscaping to reflect the historic district character.
- Mix of Office-Commercial and Commercial-Residential uses along A Street
- Mix of Office-Commercial along Foothill Blvd.
- Residential uses including rental units, student housing and condominiums will be dispersed throughout the Downtown.
- Entrances to the Japanese Gardens on Russell Way to improve accessibility from proposed shuttle and the Creek Walk

Circulation Features

- Shuttle service with dedicated lanes connecting the CSU East Bay campus and the City Center area to the Downtown Core
- Creek Walk around the City Center area will connect the Japanese Gardens with bike lane and pedestrian path.
- B Street and Main Street will be transformed into "complete streets".
- A pedestrian bridge over Foothill Blvd. at the intersection with B Street
- Bike route to CSU East Bay with bike hub on Watkins
- Incorporation of signage and gateways along the Foothill Loop leading to the Downtown





ENVISION DOWNTOWN

Downtown Hayward Plan Update

Community Workshop #2 - February 4, 201

#1: City Center Opportunity Area

### Alternative A

**Alternative A**

- o Performing Arts Center/Convention Center for large events to serve Hayward and surrounding areas
- o Shuttle stop in center of Foothill Blvd.
- o Open Space with pedestrian pathway crossing Foothill Blvd. from Mixed Use area to Creek Walk
- o Gateway at Performing Arts Center/Convention Center to lead people into Downtown Opportunity Area
- o Office
- o Residential development near Creek Walk

### Alternative B

**Alternative B**

- o Hotel with open space transitioning to Creek Walk to increase gateway effect to the Downtown Core
- o Performing Arts Center for large events to serve Hayward and surrounding areas
- o Open Space/Plaza connecting Performing Arts Center & Hotel
- o Residential use atop Commercial to capture views
- o Community Center
- o Active recreation trail
- o Retail along Foothill Blvd

1 inch = 150 feet



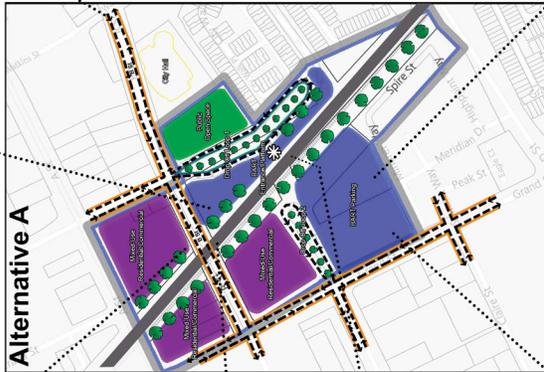


# ENVISION DOWNTOWN

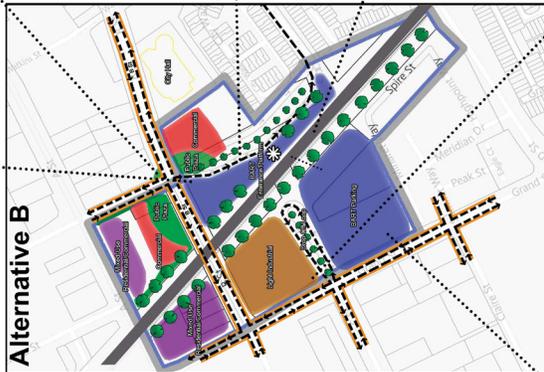
## Downtown Hayward Plan Update

### Community Workshop #2- February 4, 2012

## # 3: BART Opportunity Area



- Alternative A Key Points**
- o Transit-Oriented Development including Residential and Mixed-uses next to BART
  - o Retain current BART parking structure
  - o Mixed-use corridor to bring people to Downtown
  - o New Gateway feature visible from BART
  - o Open space and plaza to connect BART and City Hall
  - o Alter vehicle drop off loop to avoid going through residential neighborhood
  - o Low impact enhanced landscaping



- Alternative B Key Points**
- o Circular shaped open space with streetscaping and trees
  - o Mixed-use with Office, Retail, and Residential uses along A Street
  - o A multi-modal transportation hub located in center of circular plaza with a shuttle service stop, regional bike path, and vehicular access
  - o Murals placed on facades of circular buildings to offer "mural tour" of Hayward, meant to serve as a guiding gateway

# APPENDIX 1.A ALTERNATIVE CONCEPTS





# APPENDIX 1.A

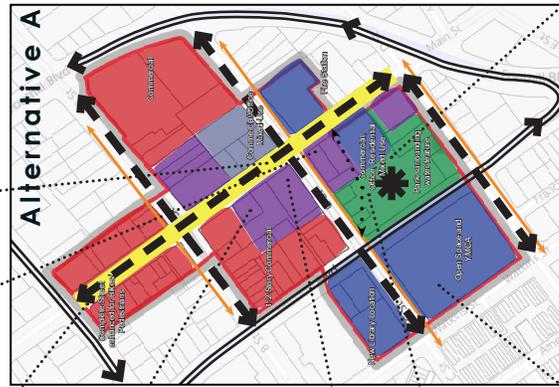
## ALTERNATIVE CONCEPTS

### ENVISION DOWNTOWN

Downtown Hayward Plan Update

Community Workshop #2 - February 4, 201

### #2: B St and Main St + Library Opportunity Area



- Alternative A Key Points**
- o Open space and YMCA at existing library location
  - o New Library next to existing Post Office
  - o Demolish Old City Hall building, replace with fountain feature, preserve existing playground on corner of Mission and D Street, develop open space and pedestrian paths along Main Street
  - o Linked pedestrian pathways connecting from BART to Main Street
  - o Adaptive reuse of Historical Society building - keep facade and stabilize rest of building with adjacent 3-story Mixed-Use Development: Commercial on 1st floor, Public/Office on 2nd, Residential on 3rd
  - o Complete street on Main Street with art lanes, bike lanes, and extended sidewalks
  - o Mixed Use along C Street, Main Street and B Street: 3 Stories - Commercial on 1st Floor, Office on 2nd, Residential on 3rd
  - o Mixed Use on Corner of D Street and Main Street: 3 Stories - Commercial on 1st Floor, Office on 2nd, Residential on 3rd
  - o Commercial on the corner of A Street and Main Street: 1-2 Stories

- Alternative B Key Points**
- o Amphitheatre incorporating facade of Old City Hall into stage backdrop
  - o Lighted Pedestrian Crosswalk across Mission connecting the Old Library site and the Old City Hall site
  - o Cultural Center/Museum in current library building with remodeled interior that includes small galleries and performance areas. Preserve open space around Cultural Center.
  - o New Library next to existing Post Office
  - o Narrow Main Street to act as pedestrian plaza near amphitheater area
  - o Part of the Bay - directional signage that shows districts to other cities in region
  - o Bulbouts at B Street and Main Street intersection
  - o Enhance Main Street and make it more pedestrian friendly
  - o Class bike lane along Watkins Street to act as a connection to Downtown in addition to the Loop



CRP 411: Community Planning Lab, Winter 2012 | City and Regional Planning Department | California Polytechnic State University



Education Facilities Locations Map

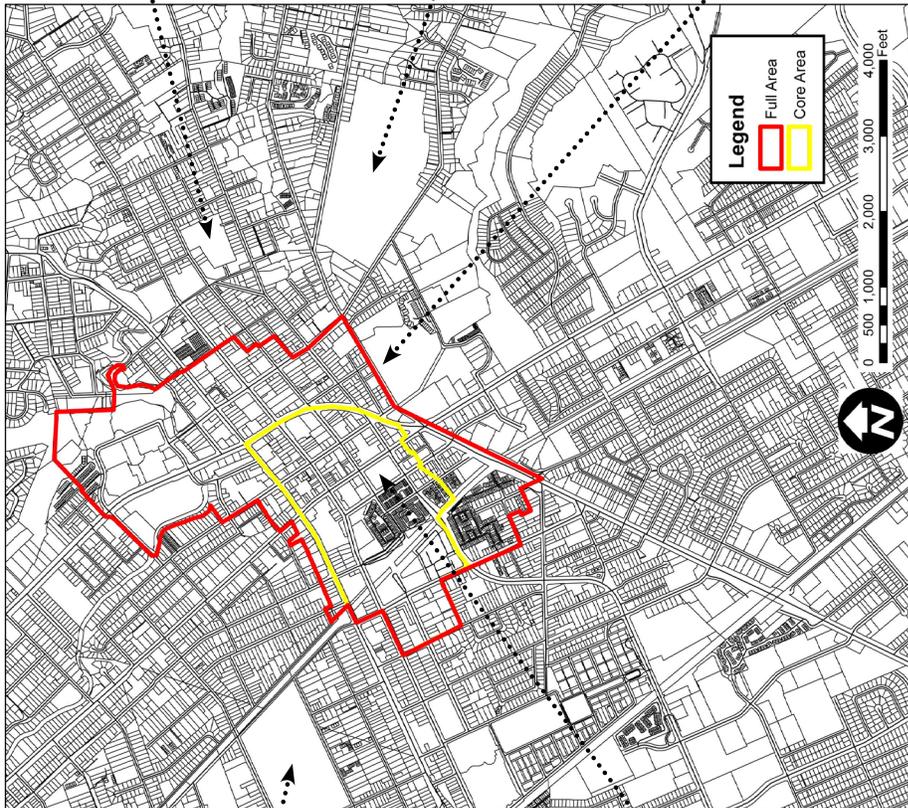


Figure 2. Education Facilities Locations Map





Police Station and Fire Station Location Map

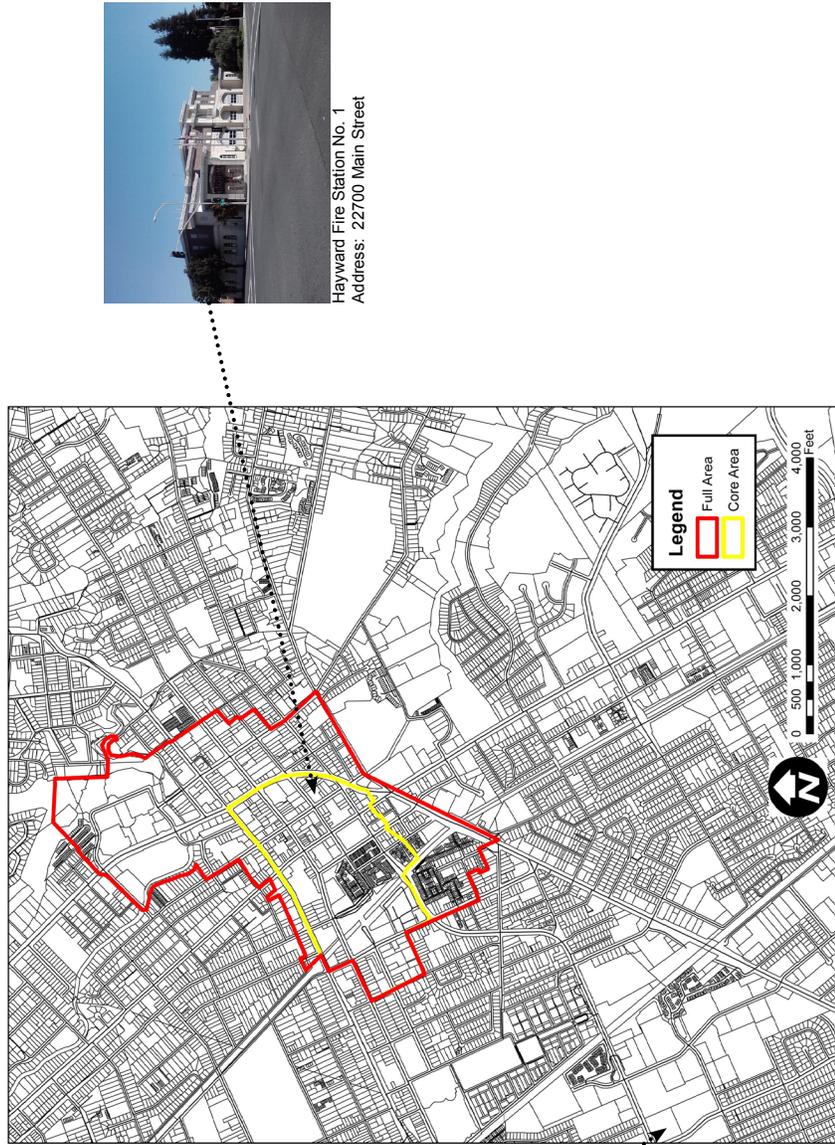
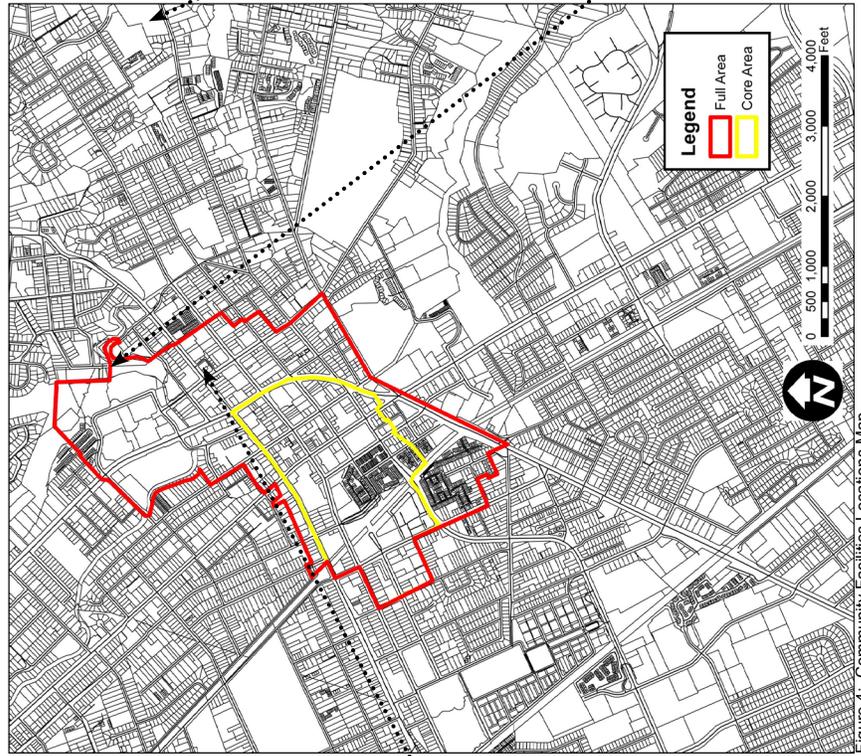


Figure 3: Police and Fire Station Location Map



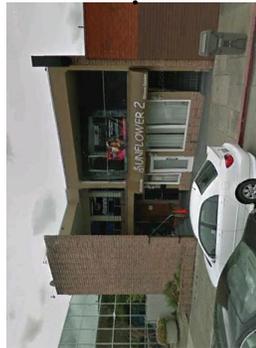
Community Facilities Locations Map



San Felipe Community Center Park



Hayward Area Senior Center



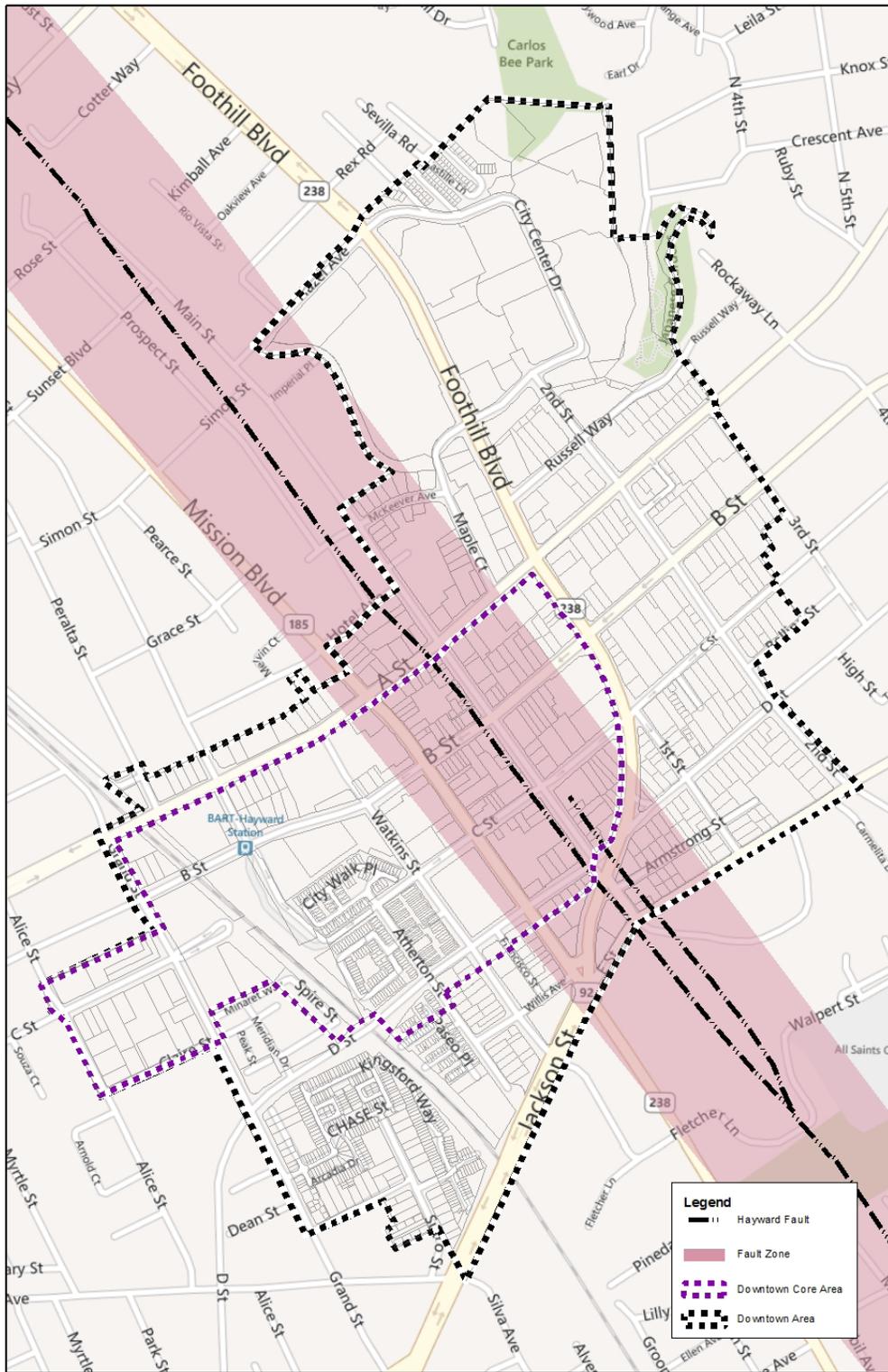
Lighthouse Community Center

Figure 4: Community Facilities Locations Map



# APPENDIX 2.D

## HAYWARD FAULT ZONE MAP



Map Sources:  
 Base Map: Microsoft Bing Road Map  
 Data: City of Hayward Parcel Map  
 USGS Earthquake Hazards Program Hayward Faultline Map  
 California Geological Survey Alquist-Priolo Earthquake Zone Maps

0 200 400 800 1,200 1,600 Feet

1 inch = 500 feet

Envision Downtown Hayward 2040  
 Synoptic Survey

California Polytechnic State University, San Luis Obispo  
 City and Regional Planning Department  
 CRP 410 & 411: Community Planning Lab  
 Fall 2011 & Winter 2012



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## HISTORIC RESOURCES DESIGNATIONS

Data on the integrity of existing historic buildings were obtained from the City's Historic Resource Survey GIS map layer and Hayward Historical Resources Survey and Inventory Report (2010). The historic resources were coded using three main categories indicating levels of physical integrity--High, Moderate, and Low-- and three intermediate categories--High-Medium, High-Low, and Medium-Low. The intermediate categories are intended for parcels with multiple buildings of differing integrities. The main integrity categories are described in the Hayward Historical Survey and Inventory Report as follows:

**High:** Properties that exhibit an excellent degree of integrity of design, materials, feeling, workmanship and setting. Such properties retain, to a high degree, original materials and features including exterior siding and window materials, architectural detailing and stylistic features. Their general setting and physical context is intact. These properties may have modest alterations or additions that have had little impact on the historic integrity of the property.

**Moderate:** Properties that exhibit a moderate degree of integrity of design, materials, feeling, workmanship and setting. Such properties retain approximately 50% or more of the building's original materials and features including one or more of the following: exterior siding and window materials, architectural detailing and stylistic features. Their general setting and physical context is intact. These properties may have alterations or additions, but the general form, massing and original stylistic features of the property – the basic elements that allow it to communicate its historic character -remain intact.

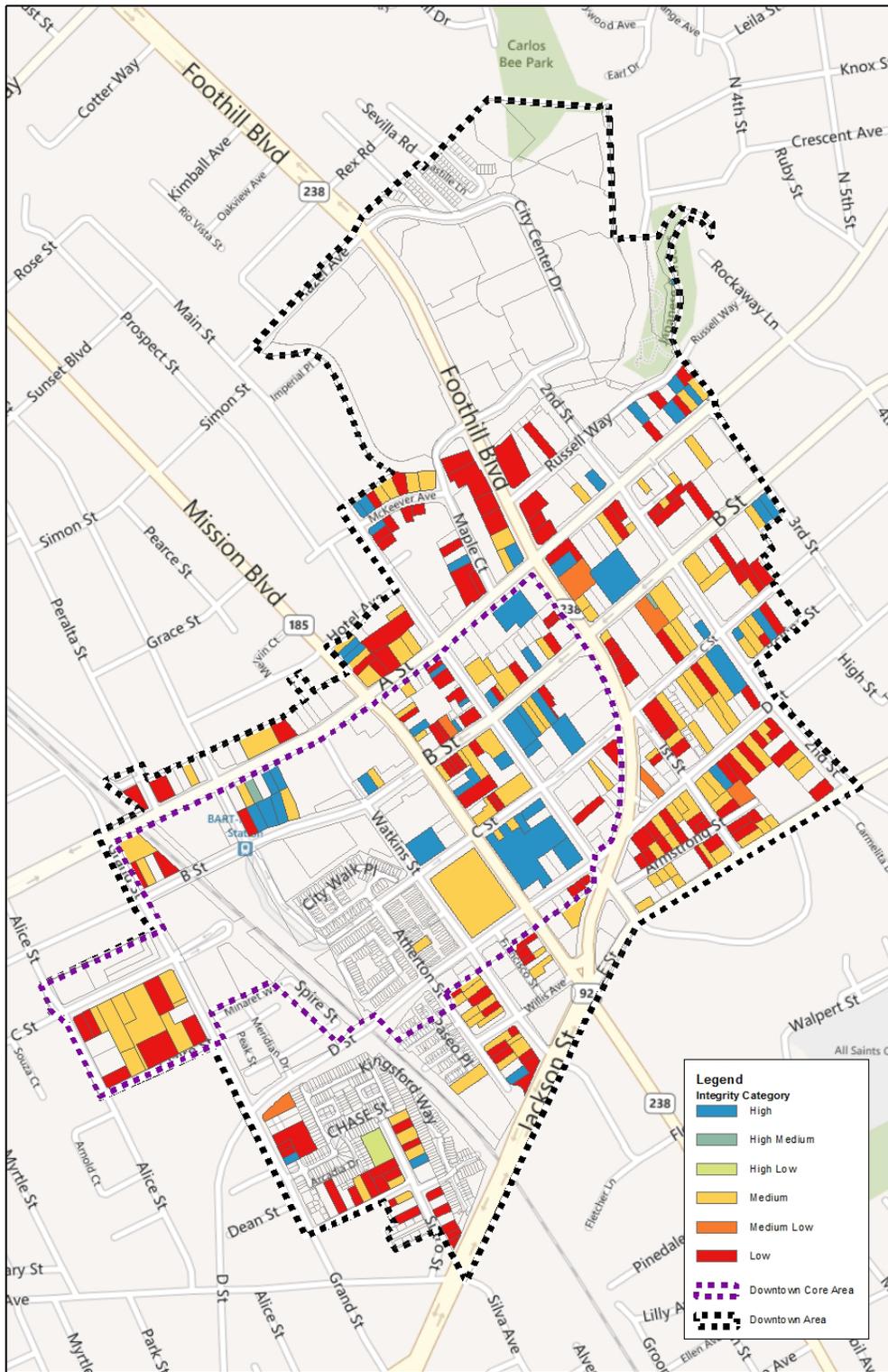
**Low:** Properties that exhibit a low or negligible degree of integrity of design, materials, feeling, workmanship and setting. Properties with low integrity are properties with two or more of the following: removal and replacement of original windows with modern sash (vinyl or aluminum, usually), complete siding replacement, significant alterations to the setting/physical context and/or notably incompatible or out of scale additions.

Source: City of Hayward Historical Resources Survey and Inventory Report, 2010.

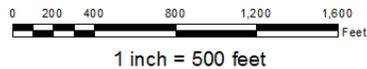


# APPENDIX 2.E

## HISTORIC RESOURCES DESIGNATIONS



Map Sources:  
 Base Map: Microsoft Bing Road Map  
 Data: City of Hayward Parcel Map  
 City of Hayward Historic Resource Survey

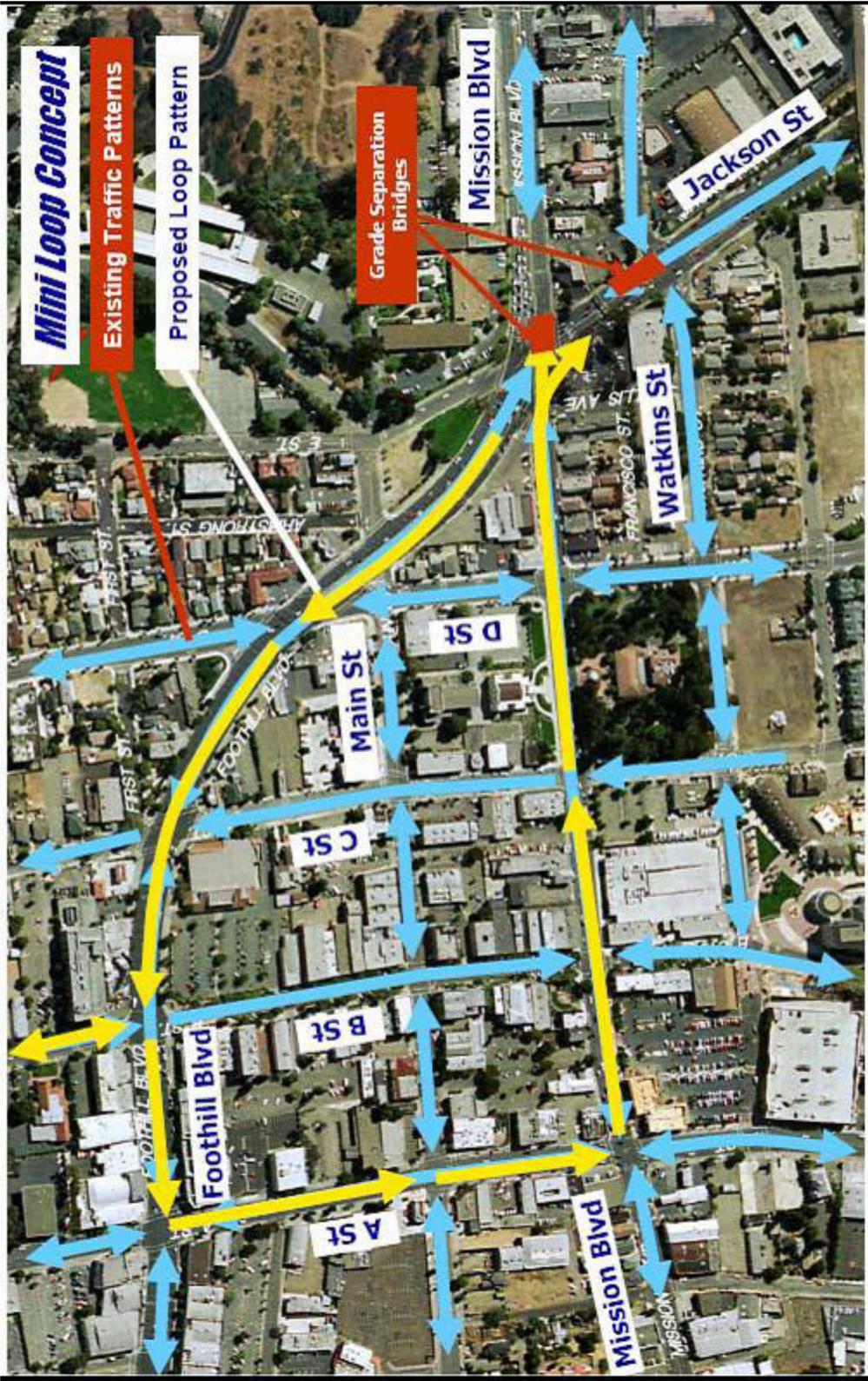


Envision Downtown Hayward 2040  
 Synoptic Survey

California Polytechnic State University, San Luis Obispo  
 City and Regional Planning Department  
 CRP 410 & 411: Community Planning Lab  
 Fall 2011 & Winter 2012



PROPOSED "MINI-LOOP"





# APPENDIX 6.B

## BUS ROUTES AROUND DOWNTOWN HAYWARD



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