

# TENNYSON-ALQUIRE NEIGHBORHOOD PLAN



Hayward, California

Adopted by City Council  
Resolution No. 89-218  
July 18, 1989

City of Hayward  
Neighborhood  
Planning Program

**TENNYSON-ALQUIRE  
NEIGHBORHOOD PLAN**

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## **Tennyson-Alquire Task Force**

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**TENNYSON-ALQUIRE**  
**DRAFT NEIGHBORHOOD PLAN**

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# PREFACE

## A. THE GENERAL PLAN

The City of Hayward, in compliance with state law, has adopted a General Plan. The General Plan is a policy guide for future development of the community based on City goals. The General Plan consists of elements required by state law including Housing, Land Use, Circulation, Open Space, Recreation, Conservation, and Safety and Noise.

The General Policies Plan is the core of the City of Hayward General Plan. This document was adopted by the City Council in May 1986 after an 18-month effort by a 30 member citizen task force. The General Policies Plan provides for the preparation of Neighborhood Plans to further refine city-wide policies. The Neighborhood Planning Program follows a process modelled after the General Plan Revision Program.

## B. NEIGHBORHOOD PLANNING PROGRAM

The City of Hayward Neighborhood Planning Program was approved by City Council on May 13, 1986. Neighborhood plans are to be prepared for all residential and commercial areas within the City's planning area. The Tennyson-Alquire plan is the fourth plan undertaken in this program; it is preceded by the Mission- Garin and Burbank Plans and is synchronous with Harder-Tennyson planning.

The purposes of the Neighborhood Planning Program are: 1) to provide for greater involvement of citizens in the planning process; 2) to refine General Plan policies based on a more detailed study by residents and property owners from the area; 3) to develop specific implementation measures such as capital improvement proposals, park acquisition proposals, commercial revitalization programs, and new development standards.

## C. TENNYSON-ALQUIRE STUDY AREA AND PLANNING PROCESS

The Tennyson-Alquire Study Area is located in south Hayward. It includes the area west of the BART tracks, east of I-880 (Nimitz Freeway), north of Industrial Parkway, and south of Tennyson. The area is approximately 850 acres with a 1980 population of 8,327.

On June 29, 1988, the City sponsored a neighborhood meeting in the area to explain the planning process, identify local issues and concerns, and solicit applications for a citizens task force to work with City staff in the preparation of a draft neighborhood plan.

On September 20, 1988, the City Council appointed a 7-member task force. The Tennyson-Alquire Task Force surveyed the neighborhood by subareas and interviewed staff from fire, police, housing, current planning, economic development, transportation management, Hayward Area Recreation and Park District, Eden Youth Center and Hayward Unified School District. Major concerns were:

- appropriate residential densities and standards;
- appropriate road widths and connections;
- provision of sidewalks and bikeways;
- standards for industrial uses;
- improvement of Tennyson Road appearance;
- adequate public facilities for recreation, fire protection and social services; and
- enforcement of public standards of safety and appearance.

A neighborhood meeting was held to obtain comments on the issues and alternatives on March 8, 1989. In addition, a survey of County owner-residents was conducted in April. The subsequent recommendations of the Tennyson-Alquire Task Force contained in the Draft Tennyson-Alquire Plan were presented to the neighborhood on May 31, 1989, concluding twenty-six meetings of the Tennyson-Alquire Task Force.

On June 15, 1989, the Planning Commission held a public hearing on the plan and recommended approval with a few modifications. On July 18, 1989, the Tennyson-Alquire Neighborhood Plan was unanimously adopted by the Hayward City Council.

## **Task Force Recommended Tennyson-Alquire Policies**

### **I. RESIDENTIAL DENSITIES**

*Lower planned residential densities in the Tennyson-Alquire area to maintain a predominantly single-family residential character.*

- a. Restrict density along Thiel Road to approximately two residences per half acre to provide an area of large lot residential development. Do not allow commercial uses such as storage yards.
- b. Restrict density in the Taylor-Lassen-Olympic area to a minimum lot sizes of 4,000 square feet in order to provide a variety of lot sizes in the neighborhood.
- c. Restrict density of vacant land at entrance to Spanish Ranch II to minimum 4,000 square foot lots in order to provide an appropriate transition between the mobile home parks and the low density neighborhood.
- d. Restrict density of Folsom Road area to "low density" (minimum 5,000 square feet per unit) to fit with existing neighborhood pattern.
- e. Zone the vacant wedge between Beatron Way and Pacific Street on Tennyson Single-Family Residential and encourage use as a church site.

### **II. RESIDENTIAL DEVELOPMENT STANDARDS**

*Require new development to contribute to an attractive neighborhood pattern.*

- a. Increase the setbacks of multi-family housing adjoining single family zones so that no multi-family units over one story are located within 20 feet of a single family zone.
- b. Require second stories to be architecturally attractive and sensitive to the privacy of adjoining residents in the placement of windows and balconies.
- c. Avoid creating streets with houses fronting on only one side in order to avoid walls along streets and excessive pavement
- d. Do not allow stub end streets without creating precise plan lines for the completion of the street as part of an efficient and attractive street pattern.
- e. Require planned residential developments to provide attractive, usable common open space such as that at Snowberry Court.

- f. Require roll-up garage doors (rather than tilt-up) where driveway is less than 20 feet deep so that cars parked in driveways do not obstruct sidewalks.
- g. Do not allow garages to occupy more than 50% of the building frontage in order to provide more attractive street frontages and to allow views of the street.
- h. Encourage bay window projections into front yard setbacks, per Section 10-1.504(E) of the Zoning Ordinance, by allowing foundation projections to support them.

### III. TENNYSON ROAD APPEARANCE

*Improve the appearance of Tennyson Road to manifest pride in the neighborhood and improve commercial vitality.*

- a. Underground utilities, seeking priority for Rule 20 funds.
- b. Provide continuous sidewalks with adequate, unobstructed width to encourage walking. Utilize public funds to correct existing obstructions and require missing segments to be provided by owner.
- c. Require a minimum of ten feet of landscaping along sidewalks; require maintenance by property owners.
- d. Provide bus stop benches and trash receptacles.
- e. Include both sides of Tennyson Road in early implementation of the Community Preservation and Improvement Ordinance.
- f. Establish a revolving loan fund for shopping center improvements.
- g. Encourage redevelopment of former gas station properties. Strictly enforce clean-up of contaminated soil and prohibitions on outside storage (Section 10-1.4943 Zoning Ordinance).
- h. Require a Spanish architectural theme similar to Mission Square in new or renovated buildings.

#### IV. TENNYSON AREA LAND USE AND ACCESS

*Encourage land use and site development which serves the varied needs of the neighborhood.*

- a. Retain and improve the Tennyson School site for the provision of social/educational services, expansion of Tennyson Park and development of a community center. Extend Panjon Street from Huntwood Avenue to Ruus Road to provide park access and residential lots facing the park.
- b. Encourage continuity of residential use between Ward Creek and Ruus Road.
- c. If consistent with response time considerations, establish new fire station in the Lustig-Huntwood triangle to maximize accessibility and provide a public building overlooking the park.
- d. Encourage businesses serving unmet needs such as banking, full service restaurants, and a wider range of ethnic foods.
- e. Improve pedestrian approaches and bike facilities at shopping and community centers require adequate parking.
- f. Provide unobstructed windows towards the street as well as the parking lots to extend welcoming look and to improve security (e.g., new Jack-in-the-Box).
- g. Discourage alcohol sales at gas stations along Tennyson Road.

#### V. INDUSTRIAL CORRIDOR

*Retain space for industrial development along Industrial Parkway while providing for the safety and amenity of the neighborhood.*

- a. Retain existing areas of industrial designation except for Olympic Road Area in order to provide a buffer from Industrial Parkway traffic.
- b. Consider commercial uses at Ruus Road and Huntwood Avenue if they provide an attractive entrance to the neighborhood.
- c. Improve Industrial District requirements and performance standards to attain more compatible, attractive street frontages along arterial streets; to provide adequate parking and loading; and to protect residential areas from noise and traffic in the siting of buildings and access.

- d. Establish an assessment district to improve Pacific Street; include turnaround at end. Require orderly, safe maintenance but do not require screening of storage yards from Pacific Street which would diminish security without benefit to neighborhood.
- e. Enforce the Community Preservation Ordinance, the Zoning Ordinance and use permits to eliminate unscreened storage yards except on Pacific.
- f. Do not allow structures which are particularly susceptible to earthquake damage (e.g., high rises and some forms of concrete tilt-ups); require safety equipment to function after an earthquake.
- g. Address drainage problems in an attractive, functional manner such as establishing a naturalistic retention pond between Spanish Ranch I and new development.
- h. Seek to provide truck parking areas south of Industrial Parkway. Raise fines for illegal truck parking.

## **VI. PEDESTRIAN, BIKE, AND TRANSIT PROVISIONS**

*Seek to lessen traffic growth by increasing the attractiveness of pedestrian, bike and transit use.*

- a. Provide 4.5 foot clear sidewalks and curb cuts on through streets, recognizing the particular needs of handicapped people. Give priority to obstructed or missing sidewalks along Tennyson Road.
- b. Keep Tennyson Road two lanes in each directions with space for bike lanes, right turn pockets, bus stops, and passenger vehicle parking. Eliminate truck parking.
- c. Complete planned bike lanes on Huntwood Avenue. Add bike lanes on Folsom Street between Ruus Park and Huntwood Avenue and on Ruus Road south of Folsom Street.
- d. Develop walking path and bikeway along Ward Creek, south of Folsom Street and connect to Ruus-Industrial crossing.
- e. Provide wheelchair ramp/bike crossing at Ruus Industrial Island. Continue bikeway along Industrial Parkway SW to a "Channel A" Bay Trail connection as well as to Dyer Triangle.
- f. Amend Bicycle Facilities Plan to reflect neighborhood plan.
- g. Encourage businesses to provide bus benches and trash receptacles at commercial centers.

- h. Recommend consideration of smaller, quieter buses within Tennyson-Alquire.
- i. Study installation of additional stop signs to slow traffic on long straight streets like Folsom Street and investigate other means to slow traffic on neighborhood streets.

## VII. STREET NETWORK

### *Develop a more coordinated street system.*

- a. Develop additional street connections to tie the neighborhood together; require continuation of stub end streets in adjoining development where feasible.
- b. Extend Panjon Street along the southside of Tennyson Park from Huntwood Avenue to Ruus Road.
- c. Align Olympic Avenue with New England Village Drive at Huntwood Avenue intersection.
- d. Establish 60 foot right-of-way for Folsom Street between Ward Creek and Huntwood Avenue with provision for vehicular and bicycle traffic and sidewalks and planting strips on each side of the roadway. Make every effort to accommodate existing large trees and development by, for example, meandering the sidewalk into the planting strip. Establish a 52 foot right-of-way for Folsom Street east of Huntwood Avenue.
- e. Establish 60 foot right-of-way on Ruus Road from Tennyson Road to Industrial Boulevard with provision for vehicular and bicycle traffic and sidewalks and planting strips on each side of the roadway.
- f. Continue existing pattern of 56 foot right-of-way on Harvey Avenue with planting strips and existing 56 foot right-of-way on Taylor Avenue.
- g. Complete widening and improvement of Huntwood Avenue with planned median and bike lanes, eliminating parking lanes except northbound at apartments and southbound at the park.
- h. Require connection of Thiel Road to Folsom Street at Harvey Avenue if development exceeds suburban density. Maintain unobstructed fire lane connection at Ward Creek with proper turn radius onto Thiel Road.

## Excerpt: Tennyson-Alquire Neighborhood Plan

- i. Seek to eliminate private substandard streets such as Vagabond Lane and Van Court in order to provide for emergency access, pedestrian and bike circulation, and control of abandoned vehicles. Approve no additional development until a public street is dedicated.
- j. Consider narrower public street right-of-ways for streets of limited use if connected at both ends to street network and for streets where all parking is provided off-street in order to incorporate streets like Vagabond Lane into the street system and in order to avoid excessive pavement.

### VII. NEIGHBORHOOD SERVICES

*Plan for public safety, recreation and social service needs.*

- a. Retain Tennyson School as a community education, social service, and activity center.
- b. Extend Tennyson Park to Ruus Road.
- c. Develop Peixoto School grounds for recreational use.
- d. Provide a new park in the vicinity of Taylor and Olympic to serve additional development in the Folsom-Industrial area east of Huntwood Avenue.
- e. If feasible, utilize flood retention pond at Folsom Street and Huntwood Avenue for tennis, basketball, volleyball or other sports courts while retaining original function.
- F. Expedite provision of a fire station in Tennyson-Alquire to meet response time standards, preferably between Lustig Court and Huntwood Avenue.

### IX. NEIGHBORHOOD CHARACTER

*Elements of early informal ranchette spaciousness shall be retained in the development of this neighborhood.*

- a. Improve the quality of open space along Ward Creek between Folsom Street and Industrial Parkway (e.g., by installing screens to catch debris in Ward Creek at Tennyson Road and other litter sources).
- b. Provide trail connections to bayland open space; include benches for walkers at about quarter mile intervals.

- c. Seek to open up access to space behind Peixoto School; consider some use for 4-H Urban Community Farm.
- d. Expand Tennyson Park to Ruus Road, maintaining a long sweep of open space with a hill view.
- e. Avoid the abrupt closure of space with unlandscaped walls; encourage use of rail fences to define front yards and solid fences with landscaping to provide privacy. Remove barbed wire on walls (e.g. Spanish Ranch I).
- f. Preserve large trees in the siting of new buildings and the design of roadways wherever possible.
- g. Retain large tree stand on Ruus-Industrial Island and require sufficient setback along Industrial Parkway to allow for additional large, wind-break trees.

## **X. NEIGHBORHOOD STANDARDS**

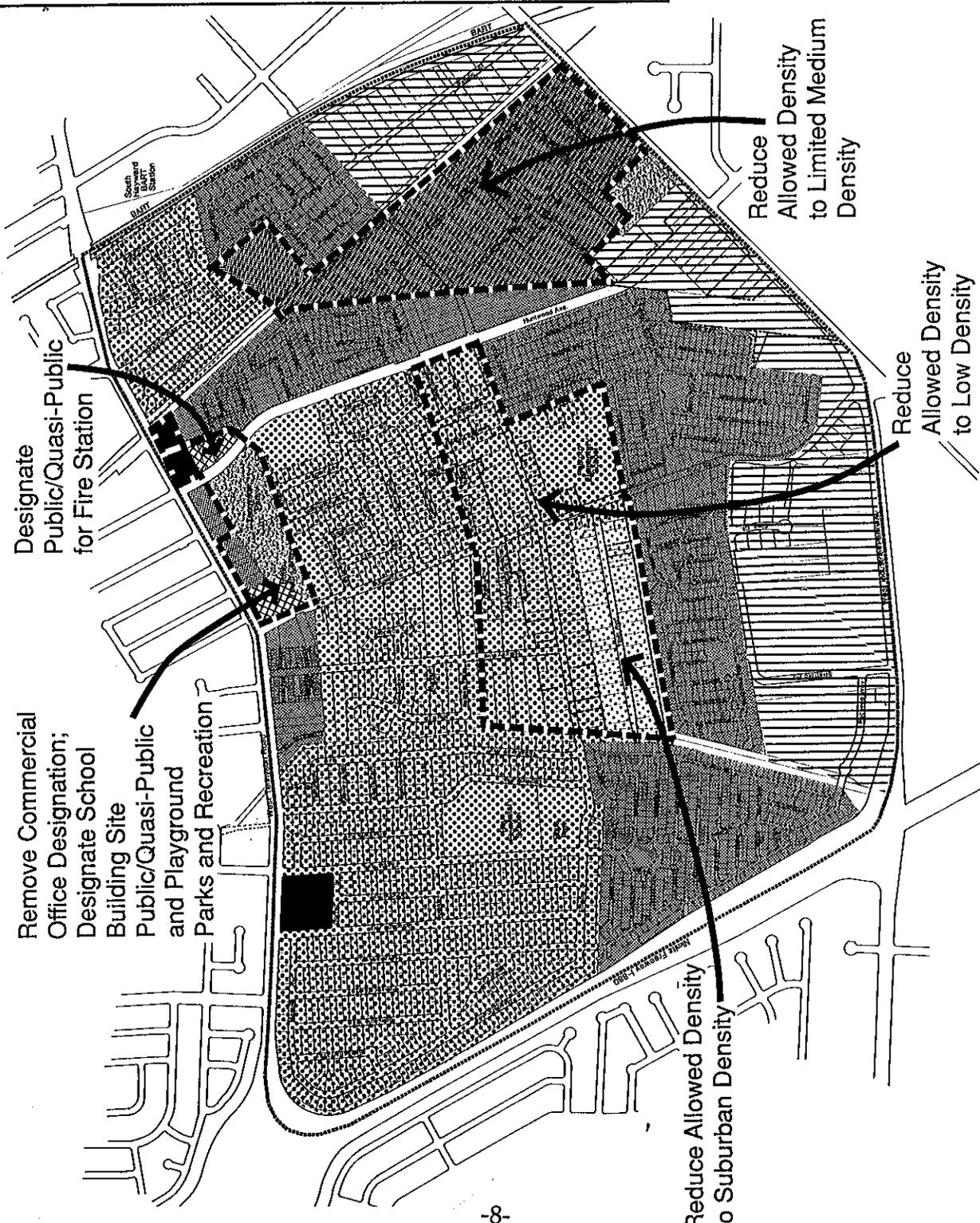
*Standards for property maintenance, use of property, utilities and urban service roads shall be maintained and public safety laws shall be enforced.*

- a. Proceed with enforcement of the Community Preservation and Improvement Ordinance in Tennyson-Alquire.
- b. Apply Community Preservation and other ordinances towards elimination of storage yards in residential areas and prominent unscreened storage in industrial areas.
- c. Require sewer and water service and storm drains in areas to be annexed.
- d. Require standard curb, gutters and sidewalks on all through streets in areas to be annexed (such as Folsom Street, Ruus Road, Harvey Avenue, Taylor Avenue, and Huntwood Avenue) and coordinate with improvement of City portions. Consider public assistance to alleviate hardship and to recognize public benefits of through streets.
- e. Maintain adequate levels of police patrol to control drug sales and to enforce speed limits and truck parking prohibitions. Raise fines for illegal truck parking.
- f. Enforce the sign ordinance, especially on major streets like Tennyson Road, to remove the visual blight of temporary signs.

# GENERAL POLICIES PLAN AMENDMENT 89-12

	Suburban Residential 0.2 - 4.3 units per acre
	Low Density 4.3 - 8.7 units per acre
	Limited Medium Density 8.7 - 12 units per acre
	Medium Density 8.7 - 17.4 units per acre
	Retail & Office Commercial
	Industrial
	Parks and Recreation
	Public/Quasi-Public
	Areas of Potential General Policies Plan Change

# TENNYN-ALQUIRE STUDY AREA



Remove Commercial  
Office Designation;  
Designate School  
Building Site  
Public/Quasi-Public  
and Playground  
Parks and Recreation

Designate  
Public/Quasi-Public  
for Fire Station

Reduce Allowed Density  
to Suburban Density

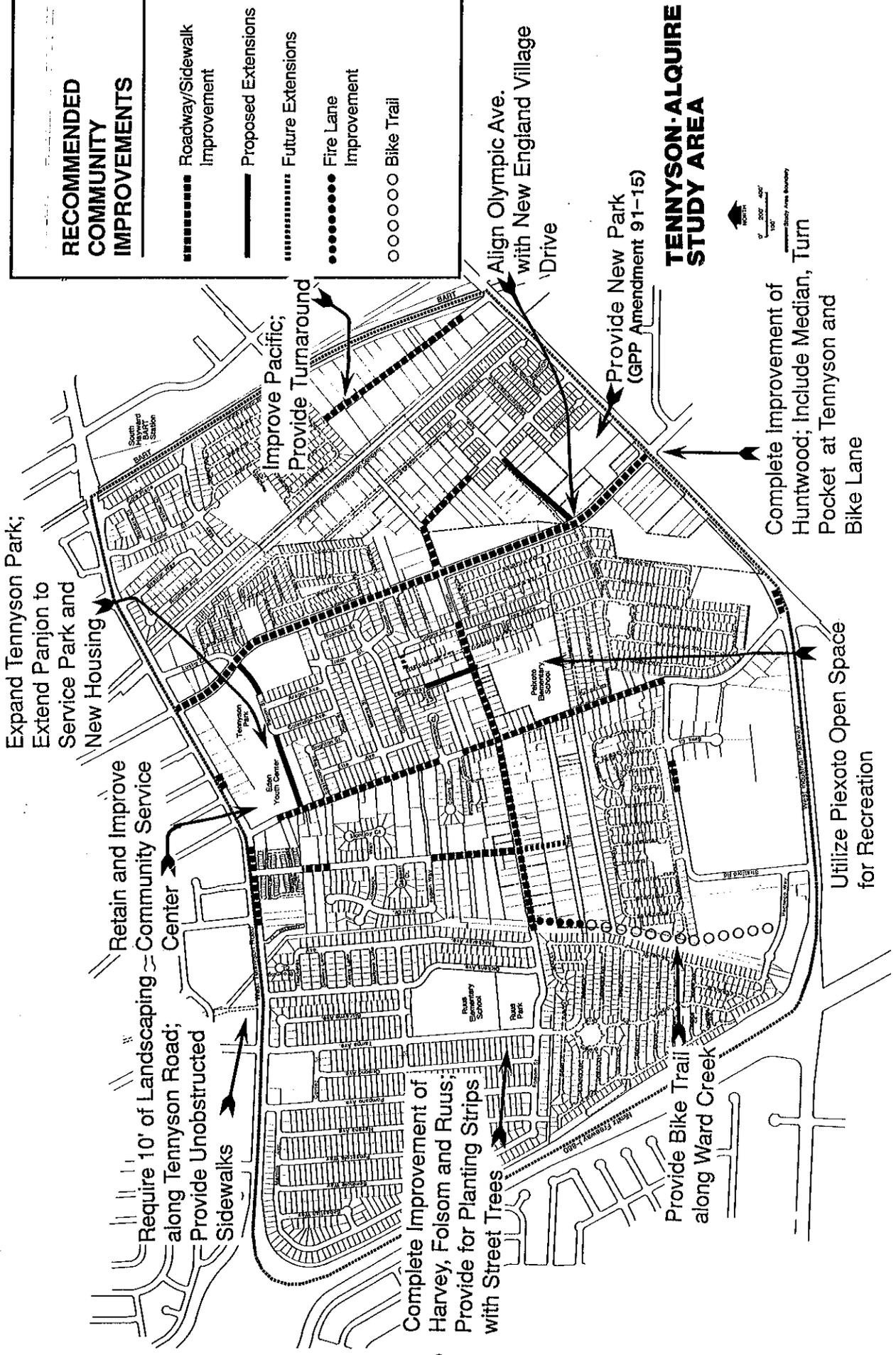
Reduce  
Allowed Density  
to Limited Medium  
Density

Reduce  
Allowed Density  
to Low Density

**RECOMMENDED  
COMMUNITY  
IMPROVEMENTS**

- Roadway/Sidewalk Improvement
- Proposed Extensions
- Future Extensions
- Fire Lane Improvement
- Bike Trail

**TENNYSON-ALQUIRE  
STUDY AREA**



Expand Tennyson Park;  
Extend Parjon to  
Service Park and  
New Housing

Retain and Improve  
Community Service  
Center

Require 10' of Landscaping  
along Tennyson Road;  
Provide Unobstructed  
Sidewalks

Complete Improvement of  
Harvey, Folsom and Ruus;  
Provide for Planting Strips  
with Street Trees

Provide Bike Trail  
along Ward Creek

Improve Pacific;  
Provide Turnaround

Align Olympic Ave.  
with New England Village  
Drive

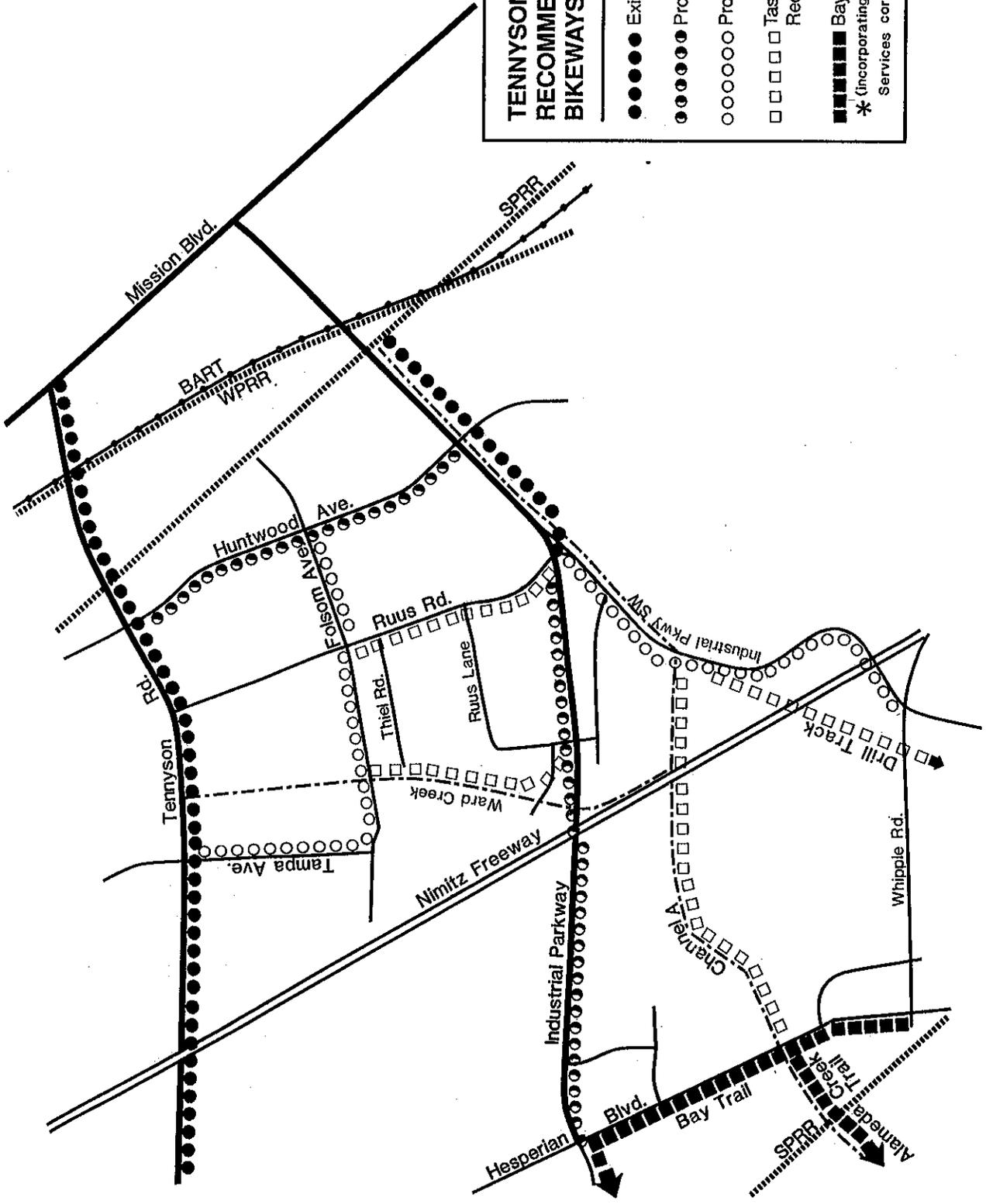
Provide New Park  
(GPP Amendment 91-15)

Complete Improvement of  
Huntwood; Include Median, Turn  
Pocket at Tennyson and  
Bike Lane

Utilize Piexoto Open Space  
for Recreation

**TENNYSON-ALQUIRE  
RECOMMENDED  
BIKEWAYS \***

- Existing Bikeways
- Proposed (City Plan)
- Proposed (County Plan)
- Task Force Additional Recommendations
- Bay Trail System  
\*(Incorporating Transportation Services corrections)



# TENNYSON-ALQUIRE LAND USE

## BACKGROUND

### Planning History

Tennyson-Alquire development has largely occurred since World War II. The 1952 Master Plan showed all of Tennyson-Alquire as low density residential except for commercial centers at the northwest and southeast corners of the neighborhood and schools and parks in the current general locations. A flood control greenbelt was shown along the southern edge of Tennyson-Alquire.

The 1967 Tennyson-Alquire District Plan indicated a substantial industrial area along the area's southern edge to rationalize the investment in Industrial Parkway. A small area of high density residential was shown on Tennyson between Ruus and Ward Creek. Most areas not already developed as low density subdivisions were shown for medium density development. The 1967 plan showed current commercial areas along Tennyson and current school and park areas with the addition of a proposed Junior High and park area south of Peixoto School (now New England Village).

Mobile home park and Intowne Home expansion south into the industrial area is the major land use policy shift in the last 20 years. Also, the area of high density designation was lowered to medium density. These changes are incorporated in the current General Policies Plan Map.

### General Plan Land Use Policies

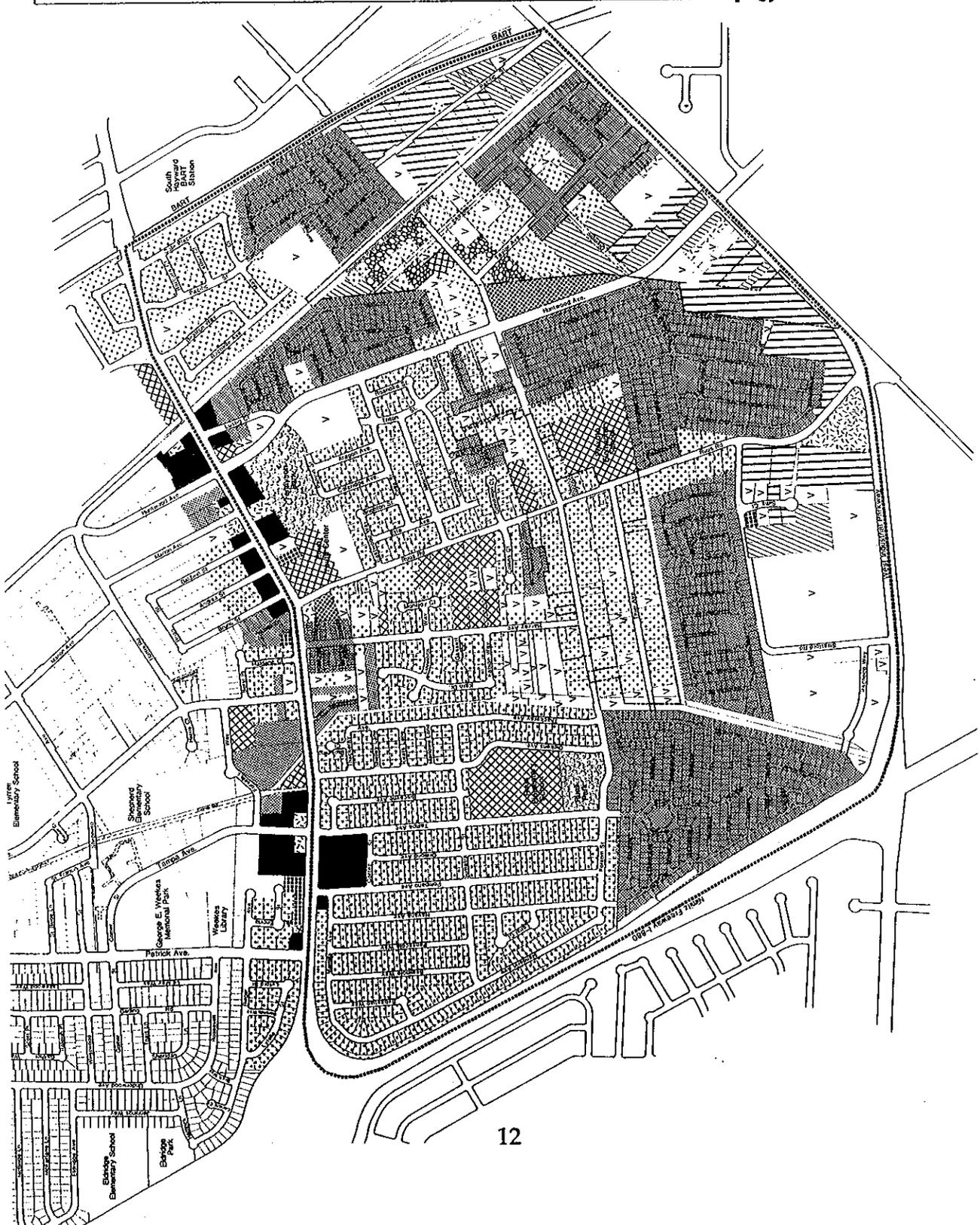
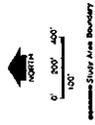
The General Policies Plan land use map, in conjunction with policies and strategies contained within the Plan, indicates the desired future land use pattern. The map on page 13 indicated the land use designations for the Tennyson-Alquire area until adoption of this plan. The General Policies Plan map covers areas which are still under County jurisdiction and is used to evaluate proposed annexation/development applications.

Discussion of specific land use policies and strategies will be included under appropriate sections of this paper. In general, land use policies seek to balance needs for conserving residential neighborhoods and historic and natural features with needs for additional residential and economic development. Areas suggested for the most intensive development are "activity centers" which are well served by transit and business. The South Hayward BART Station is indicated as the nucleus of an activity center in the General Policies Plan.

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

<b>RESIDENTIAL</b>	Low Density	Medium Density	High Density
<b>COMMERCIAL</b>	Retail/Commercial	Office/Commercial	Automotive
<b>OTHER</b>	Storage Yards	Industrial	Public/Quasi-Public
	Parks	Agriculture	Vacant

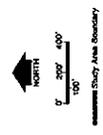
**TENNYSON-ALQUIRE**  
**STUDY AREA**



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

-  Low Density
-  Medium Density
-  Retail and Office Commercial
-  Industrial Corridor

**TENNYSON-ALQUIRE  
STUDY AREA**

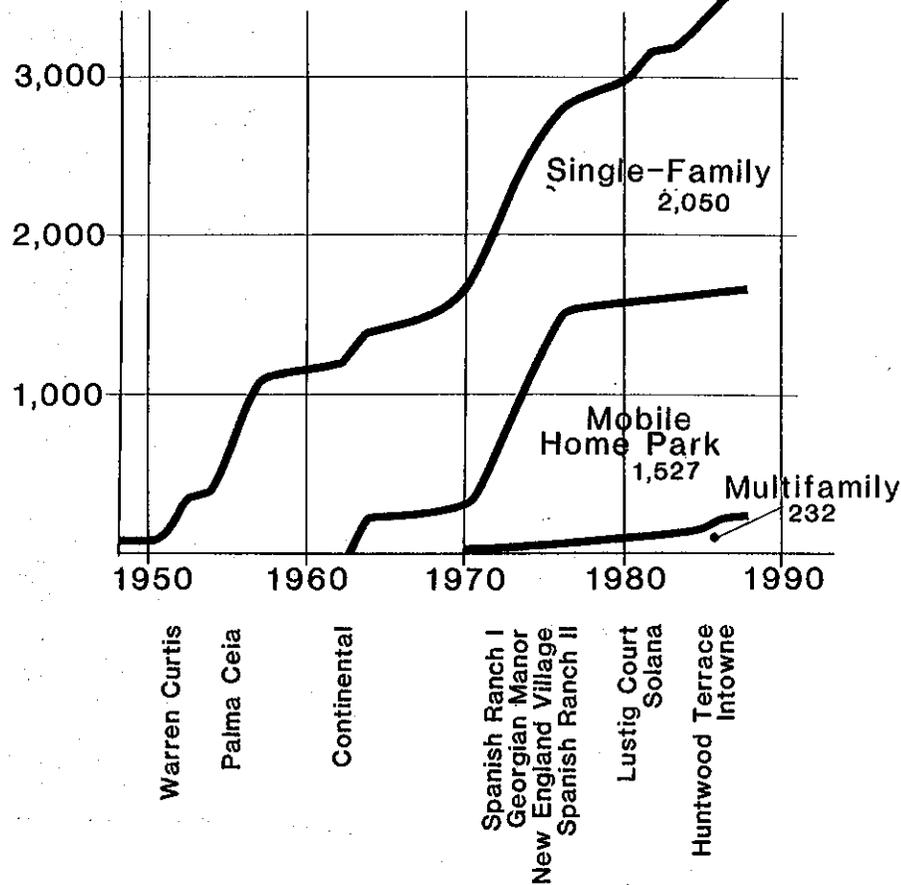


## Zoning Classifications

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

Tennyson-Alquire zoning currently is generally consistent with General Policies Plan designations. Small exceptions are: Tennyson School, the RMB4 "cactus triangle", one high density apartment complex and the generalized shape of the industrial area.

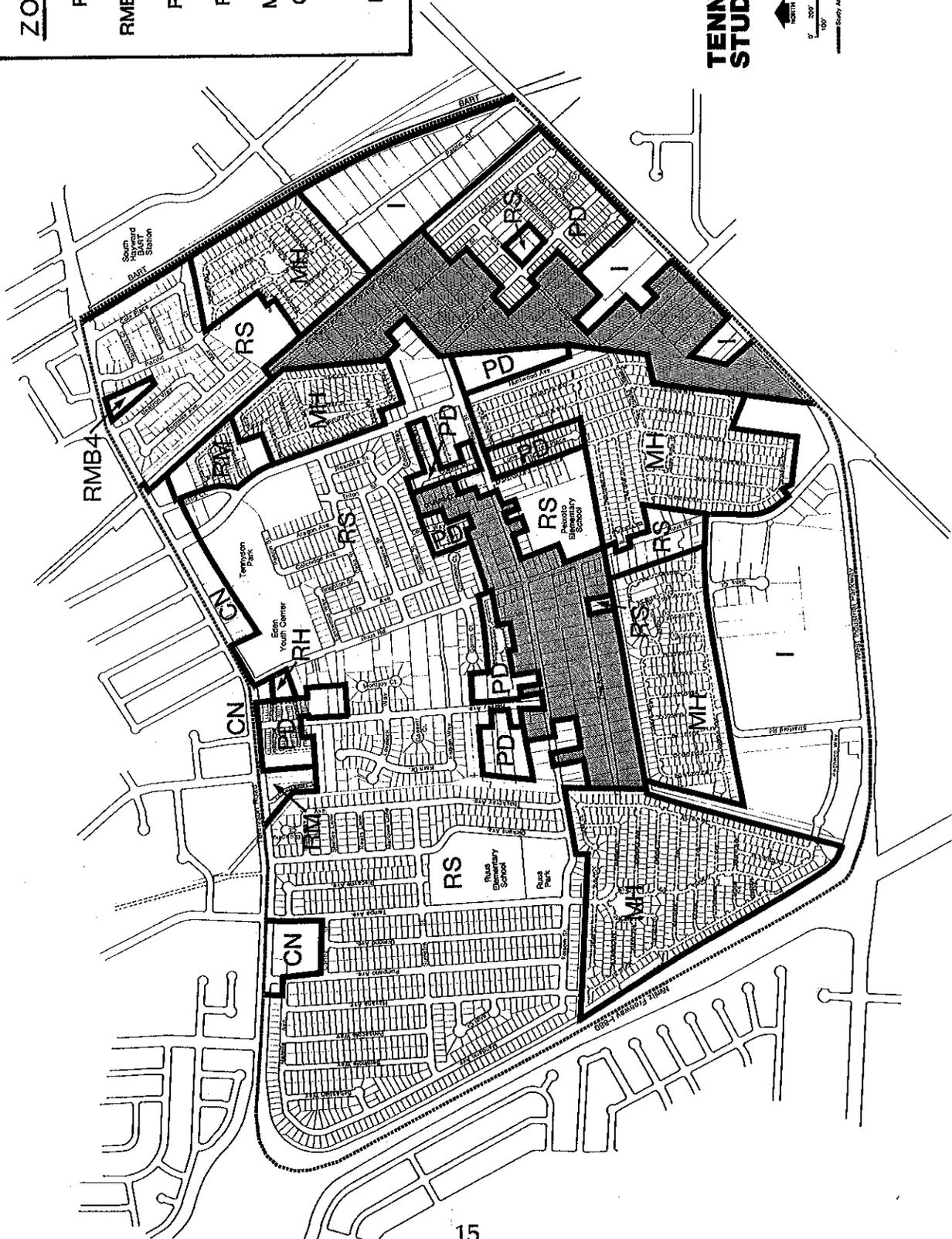
### RESIDENTIAL DEVELOPMENT Tennyson-Alquire



**ZONING**

- RS - Single-Family Residential
- RMB4 - Low-Medium Density Residential
- RM - Medium Density Residential
- RH - High Density Residential
- MH - Mobile Home
- CN - Neighborhood Commercial
- I - Industrial
- PD - Planned Development

**TENNYSON-ALQUIRE STUDY AREA**



## **RESIDENTIAL LAND USE**

### **Existing Development Patterns**

Prior to 1950, Tennyson-Alquire residential development consisted largely of a few ranchettes; the census indicates that only 76 residences were built before 1950.

In the mid 1950's, several agricultural tracts in Tennyson- Alquire were subdivided into 5,000 square foot lots and single family, single story homes were built. Warren and Curtis were the earliest subdivisions, located between the Southern Pacific and Western Pacific railroad tracks; the largest was Palma Ceia which incorporated areas for community shopping, an elementary school and a park. Between 1950 and 1960, 1,104 homes were built in Tennyson-Alquire.

Between 1960 and 1970, the census indicates 408 new residences, half of which were mobile homes in Continental Mobile Home Park, introducing a new and denser housing pattern to the area.

Between 1970 and 1980, 1,278 residences were added, almost all of which were mobile homes. The newer mobile home parks offered more amenities than their predecessors but had the same characteristic separation from the rest of the neighborhood.

Mobile home residents have organized politically to protect the stability of their tenancy. As the value of a mobile home is largely dependent upon having a site, the state has adopted extensive regulations governing park closures. In addition, the City controls rent increases and park conversions. Because of the controls and the value of the land for other uses, no new mobile home parks are anticipated in Hayward. Mobile home parks have been redeveloped by Redevelopment Agencies in downtown San Pablo and El Cerrito; this is also not anticipated in Hayward. Private redevelopment of mobile home parks could become feasible in the future. This would necessitate revision of the land use and circulation policies of this plan.

A few condominiums were also built in the 1970's beginning with Snowberry Court. Like mobile home parks, the condominiums were developed with narrow, private streets and attractive common space; they maintained some supply of affordable housing at a time of high interest rates and housing inflation.

### **Recent Development**

In the early 1980's, some condominium development continued on Tennyson, including Eden Housing's solar-designed La Solana. La Solana townhomes made homeownership affordable to 58 households with incomes below the Bay Area average. More recently, Eden Housing participated in a 104 unit apartment complex on Huntwood at Folsom; a quarter of Huntwood Terrace units are rented at rates adjusted to low income households.

## TENNYSON-ALQUIRE RESIDENTIAL DEVELOPMENT ACTIVITY 1980-88

FILE NO.	APPLICANT/ DEVELOPER	PROPOSAL	LOT SIZE OR SQ. FEET/UNIT
SPR 88-49	Gene Smith 918 Tennyson	10 Units Apartments	Denied
ZC 88-12	Tomorrow's Home Dev. Harvey Ave.	23 Single Family	3,633-5,369 Av 4341
ZC 88-9	Intowne Homes 212-224 Olympic East of Taylor	14 Single Family	3,420-5,500 Av 3900
ZC 87-25	Tomorrow's Home Dev. 28070-78, Harvey Ave.	9 New Single Family, 3 existing	3,040-5,293 Av 4159
ZC 87-6	Intowne Homes Olympic & Taylor	33 Single Family	3,248-6,300 Av 4070
PZ 86-28	Rob Robles/Dividend 28661, 28647, 28625 Harvey Ave.	30 New Single Family, 2 Existing	3,760-7,620 Av 4319
PZ 86-12	Intowne Homes Lassen St.	34 Single Family	3,120-5,000 Av 3684
PZ 85-21	DLJ Development 465 Folsom Ave.	4 Single Family	3,904-4,560 Av 4275
ZC 85-4	Eden Housing/Davidson Kavanaugh & Brezzo Development, SE Corner of Huntwood & Folsom	104 Units Apartments	2,085
PZ 84-10	Premier Homes 758 Folsom Ave/ Lone Tree Court	41 Single Family	3,793

FILE NO.	APPLICANT/ DEVELOPER	PROPOSAL	LOT SIZE OR SQ. FEET/UNIT
ZC 84-9	St. Bartholomeow Development Co. 870 W. Tennyson Lancelot Court	11 Detached, manufactured houses	4,577
PZ 83-4 PZ 83-5	Head & Sanders Taylor Ave. & Industrial Pkwy.	123 Single Fam.	3,300-6,100 Av 3,500
PZ 81-17 ZC 81-17	DLJ Development 537 Folsom Colony Ct. & Silverdell	19 Single Family	2,835-3,738 Av 3048
PZ 81-9	DLJ Development Foxfire Lane	16 Single Family	3,850-5,330 Av 4,490
PZ 80-10	Eden Housing, Inc. 28049 Harvey Ave.	58 Units Condominiums	2,394
SPR 80-59	T. Yeandle 928 W. Tennyson SE of Ward Creek Tennyson Commons	24 Condos	2,554

***Total 1980-88 Residential Development:***

357 Single Family Detached at an average of 11 units per acre.

186 Apartments and Condominiums at an average of 19 units per acre.

Single-family, small lot subdivisions have, however, been the dominant form of residential development in the 1980's; 357 such residences have been approved for construction since 1980. One large area adjacent to Industrial Parkway has been developed incrementally by Intowne Homes. Other developments have consisted of isolated streets such as Lone Tree Place, Colony Court/Silverdell and Foxfire/Logan. Given the current high demand for new homes, developers can sell small lot homes for nearly as much as larger lot homes. Developers are reluctant to provide common open space as they contend the homeowner association fees for maintaining such space on top of mortgage payments would disqualify some potential homeowners. Demand for homes is especially high at this time because of the high proportion of 30-50 year olds in the Bay Area and the low proportion of 15-30 year olds who form a primary apartment market.

The use of Planned Development zoning to escape conventional setback requirements without achieving any of the purposes of Planned Development such as conservation of natural features or provision of recreational amenities is questionable, however. The Intowne Homes area, Colony Court and Lone Tree, in particular, lack the open space, imaginative design, and combination of different housing types which Planned Development designation is intended to foster. In addition, solar access is minimal as most homes are on north-south streets and some streets are single loaded with homes facing a blank wall. Because of housing need and the awkwardness of some parcels, a less than ideal arrangement was deemed adequate. An alternative would be to wait until sufficient parcels were assembled for better development.

### **Housing Tenure and Type**

In the City of Hayward, 55% of all households were homeowners and 45% were renters at the time of the 1980 census. Tennyson- Alquire has a much higher rate of home ownership. In 1980, only 15% of the households were renting their homes; 85% owned their homes. These numbers reflect the low percentage of multi-family units in the neighborhood. In 1980, there were 1,576 single family homes, 1,228 mobile homes and only 62 apartments. As shown in the attached census map, there is a higher percentage of renters in the County portion of Tennyson- Alquire: 36%.

### **Housing Affordability**

At the end of 1988, housing prices were generally above that affordable by households of median income. The older tract homes sold for about \$140,000 and new homes for nearly \$200,000. Prices for new homes in the area have been projected at \$250,000 by the developers. Incomes required to support mortgages based on a 10% down payment are shown on the following page along with rents in the new apartment complex and some typical incomes as provided by the City's Department of Housing and Economic Development. The median income for household of two in the Bay Area is currently about \$32,000.

**TENNYSON-ALQUIRE TASK FORCE**  
**18 October 1988**  
**Housing Cost Information**

**Purchase Prices and Income Requirements**

Home	Price	Down Pmt	Loan Amt	Payment	Income Mo/Year
2 BR Townhouse La Solana	\$85,000	\$8,500	\$76,500	\$815	\$2,470/\$29,636
3 Bedroom House Post-war Tract	138,000	13,800	124,200	1,286	3,879/ 46,794
3 Bedroom House New Tract	195,000	19,500	175,500	1,780	5,394/ 64,727

*Note:* Payments are based on 10.5% loan, \$115-175/mo taxes and insurance, and maximum of 33% of income for housing cost.

**Typical Rents (Huntwood Terrace) and Required Incomes**

Unit	Rent	Minimum Income Mo/Yr
1 BR	\$625	\$2,083/\$25,000
2 BR/1BA	699	2,330/27,960
2 BR/2BA	725	2,417/29,000
3 BR	890	2,967/35,600

**Typical Incomes and Affordable Rents**

Position	Income	Maximum Affordable Rents
Firefighter, City of Hayward	\$2,466	\$740
Federal Express Courier	1,974	592
Office Manager	1,800	540
Peer Counselor, Nonprofit Agency	1,200	360
US Coast Guard, Rank E-3	1,148	344
Hair Stylist	965	290

*Note:* Incomes are based on either job announcements or employment verifications for persons residing in below-market units in City-financed apartment projects.

**EAST SECTOR**  
 925 People  
 Average Age 48.9  
 \$25,298 Average Income  
 19.1% in Homes Over 10 Years

**COUNTY**  
 862 People  
 Average Age 30.8  
 \$20,134 Average Income  
 36% Renter  
 (City Portion 18% Renter)

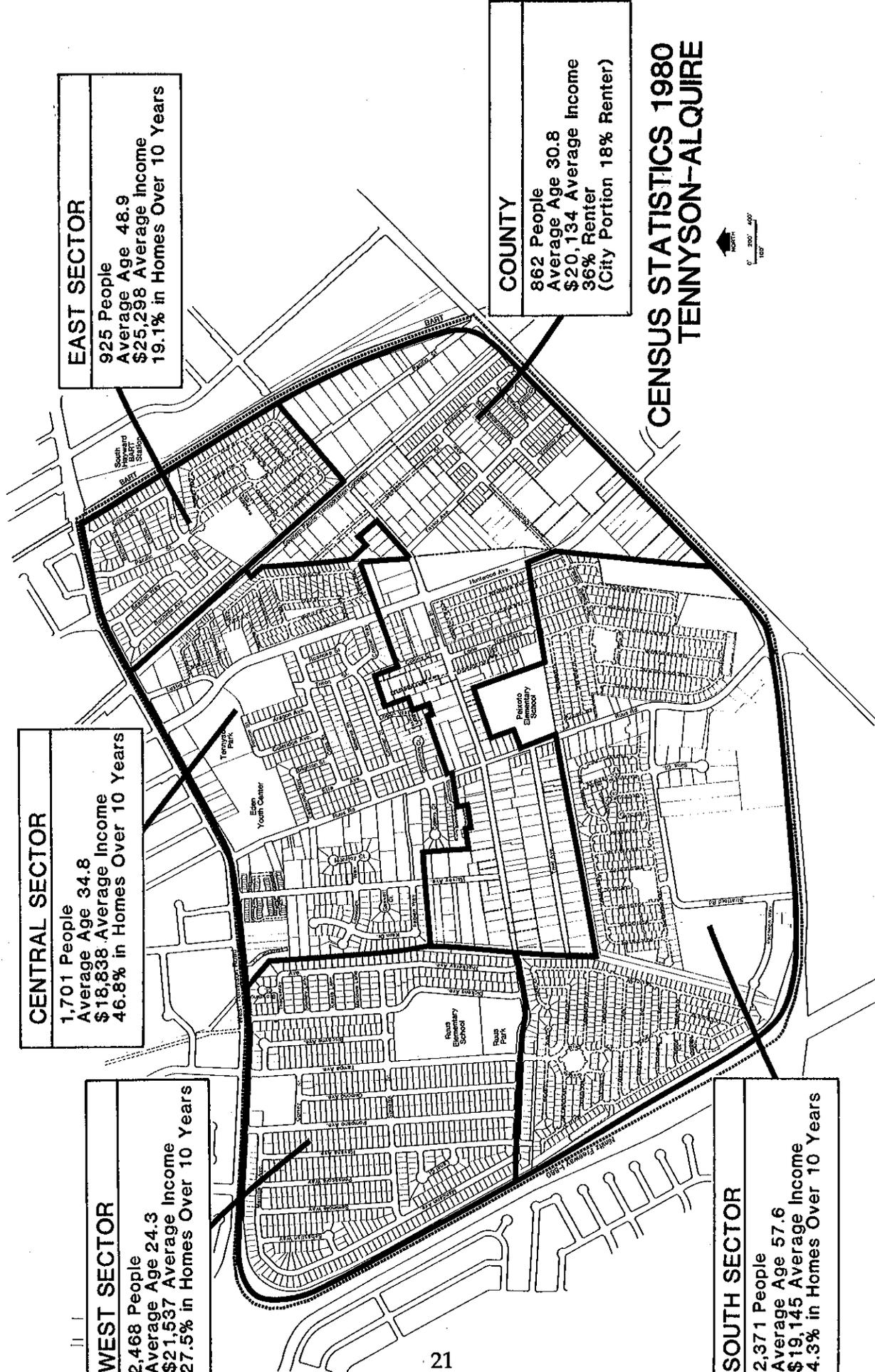
**CENSUS STATISTICS 1980  
 TENNYSON-ALQUIRE**



**CENTRAL SECTOR**  
 1,701 People  
 Average Age 34.8  
 \$18,838 Average Income  
 46.8% in Homes Over 10 Years

**WEST SECTOR**  
 2,468 People  
 Average Age 24.3  
 \$21,537 Average Income  
 27.5% in Homes Over 10 Years

**SOUTH SECTOR**  
 2,371 People  
 Average Age 57.6  
 \$19,145 Average Income  
 4.3% in Homes Over 10 Years



## Housing Potential

The potential for new residential development is dependent both on the densities allowed and the extent to which residential development is allowed to further encroach upon industrially designated land. The table following compares current General Plan housing potential (most vacant and underutilized land designated medium density) with the neighborhood task force recommended densities for vacant and underutilized land (averaging low density).

A reasonable range of urban planning alternatives might include one with higher densities near the BART station and along Tennyson; that alternative is not currently acceptable to residents.

Recent Development Activity (pages 7-8) indicates that much land designated medium density is being developed below potential densities as detached single family housing. Therefore, the reduction in housing production which would likely result from the recommended "downzoning" is not as great as the potentials indicate if current market conditions persist.

### TENNYSON-ALQUIRE POTENTIAL FOR NEW HOUSING UNITS

Subareas	Previous General Plan Densities	Task Force Recommended Densities	Adopted Densities
<b>County Residential Areas</b>			
Medium Density	880		
Limited Medium Density		180	225
Low Density	10	160	110
Suburban Density		30	30
<b>City Residential Areas</b>			
Medium Density	300	90	90
Limited Medium Density			75
Low Density	50	150	100
<b>Subtotal</b>	<b>1240</b>	<b>610</b>	<b>630</b>
<b>Vacant Industrial Land</b>			
If Medium Density	720		
If Low Density		360	0
<b>Total</b>	<b>1960</b>	<b>970</b>	

Note: Net housing potential is the area of vacant or underutilized land times the maximum density allowed by the designation less 25% for road construction and existing units on underutilized parcels. Suburban density potential, however, was developed from a stricter account of existing units and land without deduction for additional roads.

## ANNEXATION

### Incremental Annexation and Service Extensions

Annexations of County land to the City of Hayward has generally occurred as the result of developers seeking annexation in order to get City services. Numerous City studies have been done on the feasibility and desirability of annexing all of the remaining County islands. The prospect of opposition by remaining County residents and the projected costs of providing City services to the area have deterred the City from actively pursuing annexation. Annexation has, nevertheless, proceeded. Since 1980, twelve separate annexations have been processed, shrinking County islands from 202 acres to 90 acres. Another annexation of nine acres is almost complete.

Piecemeal annexations and piecemeal extensions of sewer, water, drainage and roads multiply total costs. These costs are covered by the developer who in turn pays less for the land he purchases than he would have to pay if the land were serviced. Thus, the land owner ultimately pays for the higher costs of piecemeal improvements. But landowners are not forced to pay for improvements, generally until a time of their own choosing. Many landowners still believe that the county or city should pay for these services.

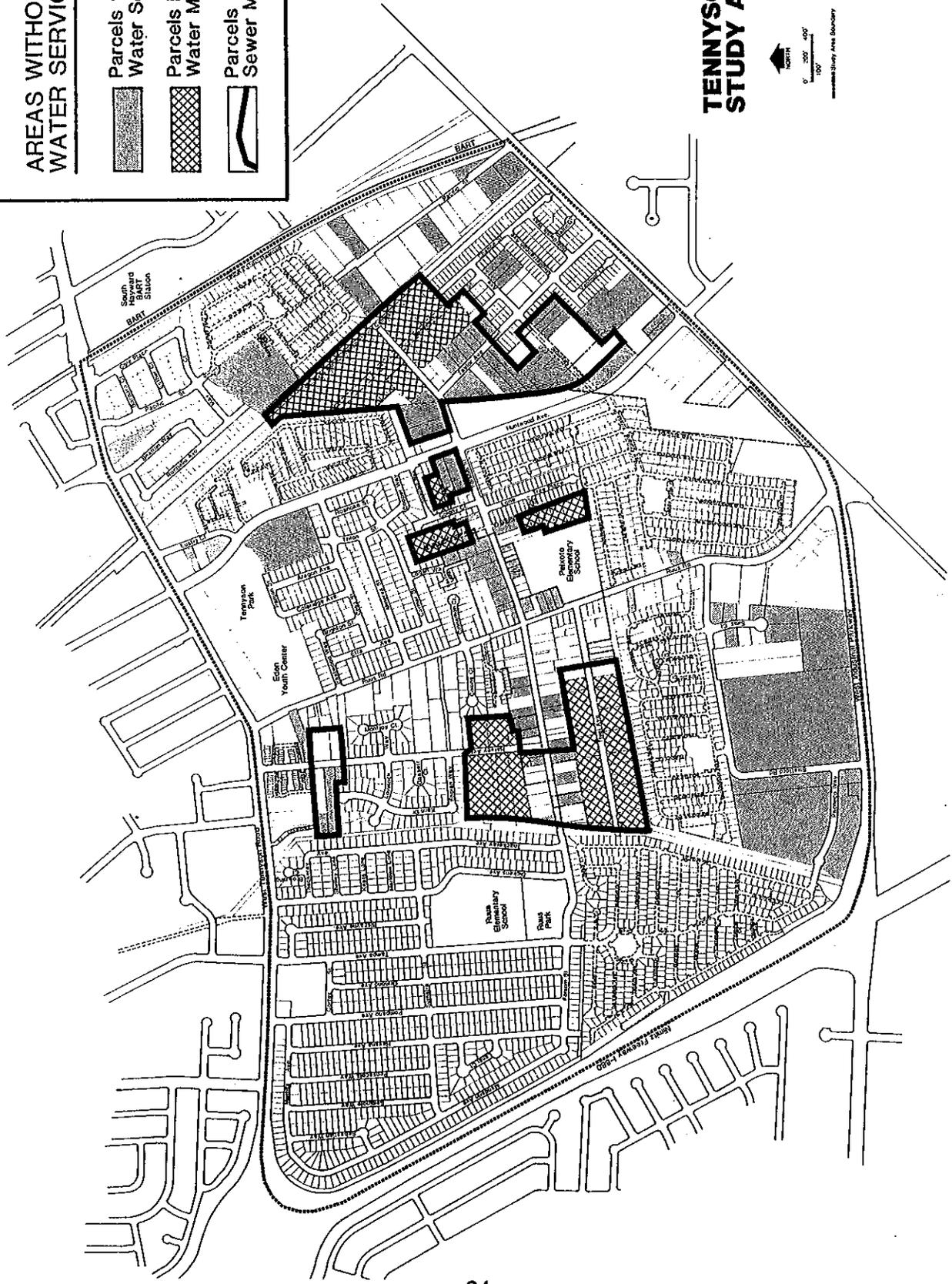
Of public concern is the piecemeal planning which results. Streets are laid out as developers acquire land. Stub end streets and streets with housing on one side only, facing a wall have resulted. This increases the amount of paving, runoff and public maintenance costs. It detracts from the appearance of streets and from efficient pedestrian, bike, and emergency access.

Drainage is another concern. County and City drainage maps have not been integrated so that increasing storm runoff can be comprehensively planned for as development proceeds. Nor is it possible to readily trace contaminants upstream without an integrated drainage map. Appropriate park and school sites are also difficult to plan with piecemeal annexation.

Health issues have also become of concern in the Tennyson- Alquire area. Two private streets within the City have formed an assessment district for sewer and water, in part because Van Court well water was no longer potable. Generally, the County requires five acres for use of a septic tank instead of sewer; lots served by septic in Tennyson-Alquire are as little as 5,000 square feet. With the completion of Van Court and South Vagabond utility extensions and approved Ruus Road developments, all City areas of Tennyson-Alquire will have access to sewer and water mains except for a few parcels on Folsom.

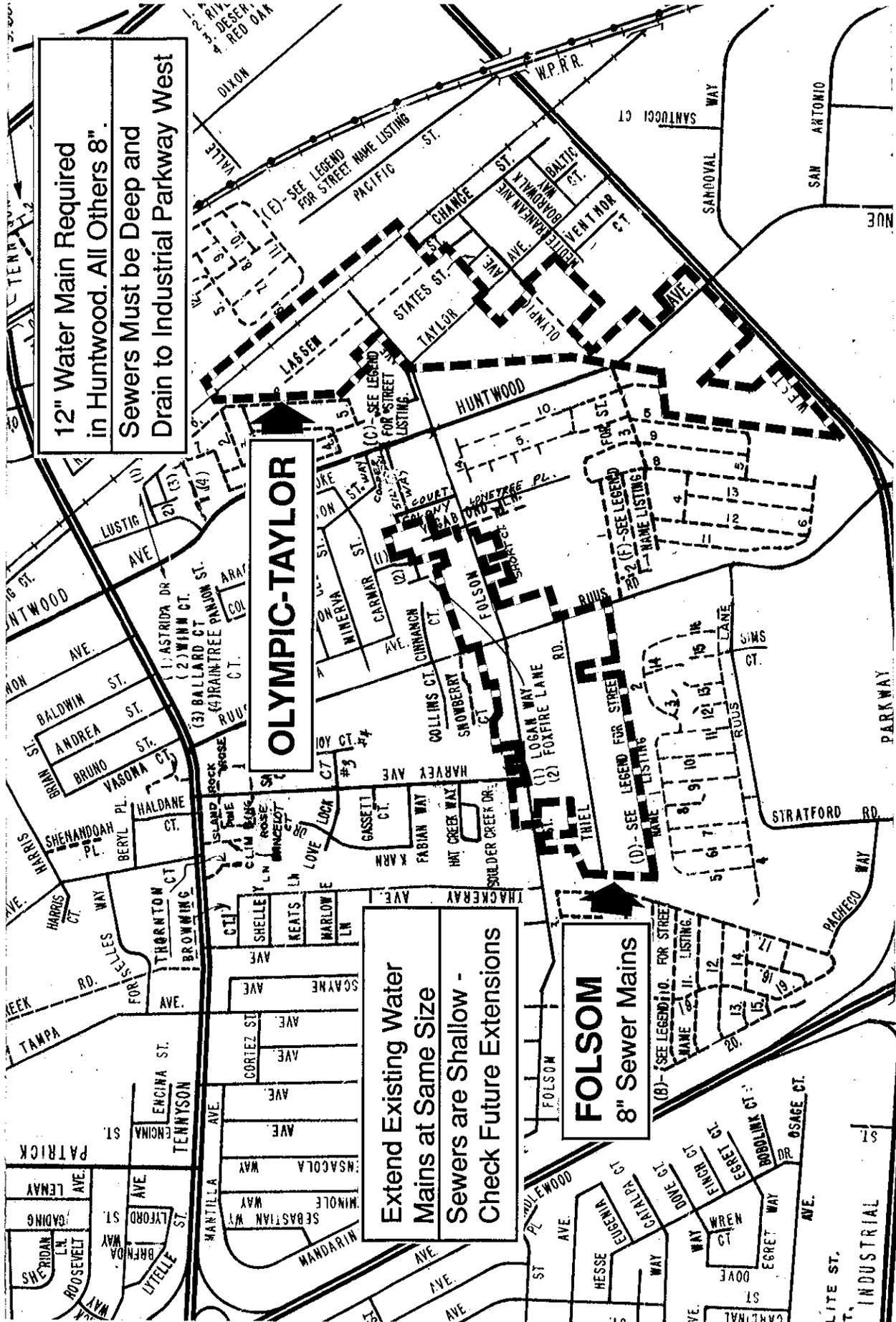
**AREAS WITHOUT SEWER AND WATER SERVICE - 1988**

- 
 Parcels without Water Service
- 
 Parcels Not Adjoining Water Mains
- 
 Parcels Not Adjoining Sewer Mains



**TENNYSON-ALQUIRE STUDY AREA**





## **Forced Annexation**

Although the City has appeared content to rely upon incremental development to provide for road improvements and utility extensions and to pay for annexation processing, the County is very interested in having the "islands" completely annexed; their shrinking size makes them increasingly inefficient to service. The Local Agency Formation Commission (LAFCO) which oversees annexations could expand any proposed annexation to cover the entire remainder of the unincorporated "island", with or without the aid of the City in preparing a "Plan for Services". City staff has therefore been looking at options for providing for needed improvements prior to annexation.

## **Redevelopment Alternatives**

One of the options considered for funding improvements was the formation of a Redevelopment Project area. The state requires a Redevelopment area to be at least 80% developed and to exhibit substandard structural conditions, inefficient parcel configurations, or depressed economic land values.

The establishment of a redevelopment project area gives the city/agency the authority to acquire private property, through condemnation procedures if necessary, to meet stated development objectives which serve a public purpose. The agency receives the tax increment from subsequent development in the project area thus capturing money which would have otherwise gone to other public agencies. This money pays for land acquisition or public improvements in the project area.

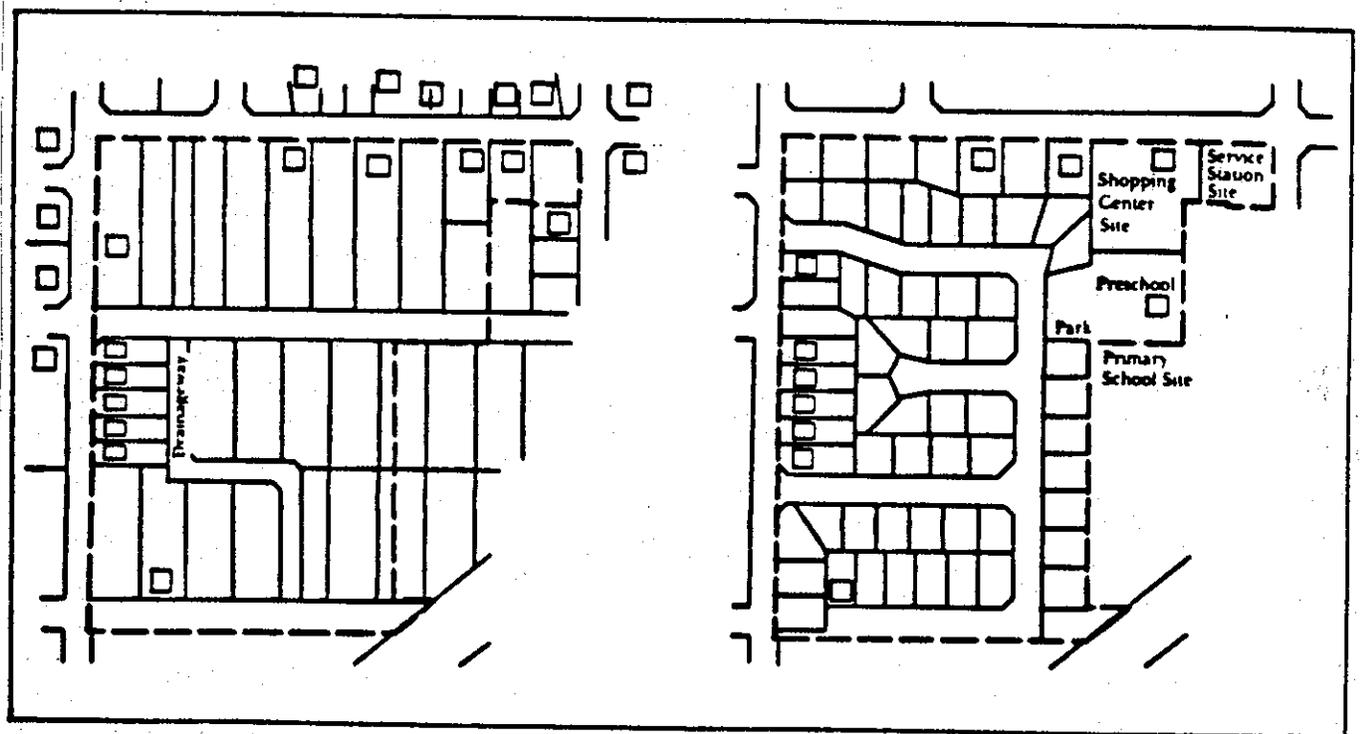
The organization process can take a year or more and involves the delineation of a survey area, preparation of a preliminary development plan, and a fiscal review by the County and other affected agencies. Approval must be obtained from the County.

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

After initial explorations of using Redevelopment authority to provide services for the County "islands", City and County staff have concluded that it appears too cumbersome.

A more exotic option is land pooling. Although used extensively in Germany, Japan, Korea, Taiwan and Australia, there is no local example. It is used to convert semi-rural land to an urban pattern of lots, streets, and public facilities without waiting for piecemeal buy-out of present owners. The owners pool the land to be replotted and a new street pattern is designed, respecting existing houses which are to remain. Costs of streets and utilities are paid from the sale of some of the new lots created. The rest of the lots belong to the property owners who pooled their land in proportion to their original holdings, with small cash adjustments as necessary.

Because land pooling gives the present property owners an opportunity to participate in the design of the new neighborhood, it might accommodate the needs of some owners who wish to remain in Tennyson-Alquire and still benefit from subdivision of their land and from City services. Below is an example of land pooling from Perth, Australia, with the original street layout on the left and the replanned streets, lots, and facilities on the right.



It was generally concluded that remaining county landowners are too individualistic to participate in a land pooling scheme and that it would be too difficult to accomplish without local precedent and enabling legislation.

Formation of an assessment district, by the County, to pay for services appears the most practical way to finance road and utility improvements. A bond would be issued to pay for sewer and water mains and road improvements and individual property owners would be assessed a share based on the development potential of their property. Public bonds provide low interest rates and 15 years to pay off the assessment which, in the case of Vagabond and Van Court, was about \$10,000 per home for the mains. Additional costs are incurred to connect residences with the mains which is not included in the bond money.

In order to get the islands annexed, the County may contribute revenue sharing funds to relieve assessments for low income property owners. A survey of owner-occupants in the County islands indicated that 17 of the 34 respondents would qualify for assistance based on income.

Tennyson-Alquire Task Force members are aware of the value of land holdings in the neighborhood and would prefer to see any public money which directly increases land values returned to the public domain when land is sold. County funds to redress deficiencies in bikeways, parks, or through streets such as Folsom seem more appropriate than subsidies to property owners. The issue of equity also is present: many property owners in the area have recently paid for their utility extensions. The Task Force encourages exploration of reverse equity mortgages and other possible loan devices rather than grants.

# TENNYSON-ALQUIRE

## COMMERCIAL LAND USE

### Background

Tennyson Road is currently the only shopping area in Tennyson- Alquire. Neighborhood concerns about commercial areas have centered on the appearance of Tennyson Road. This concern generated a 1968 Commercial Impact Report and a subsequent effort to reduce sign clutter. That report blamed much of the shabby appearance on excessive amounts of commercial zoning strung along the road; commercial zoning has since been reduced. The current land uses along Tennyson area illustrated on the following map and the changes in land use quantified below.

### Commercial Land Use

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

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

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

## **Changes in Commercial Composition and Sales Volume**

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

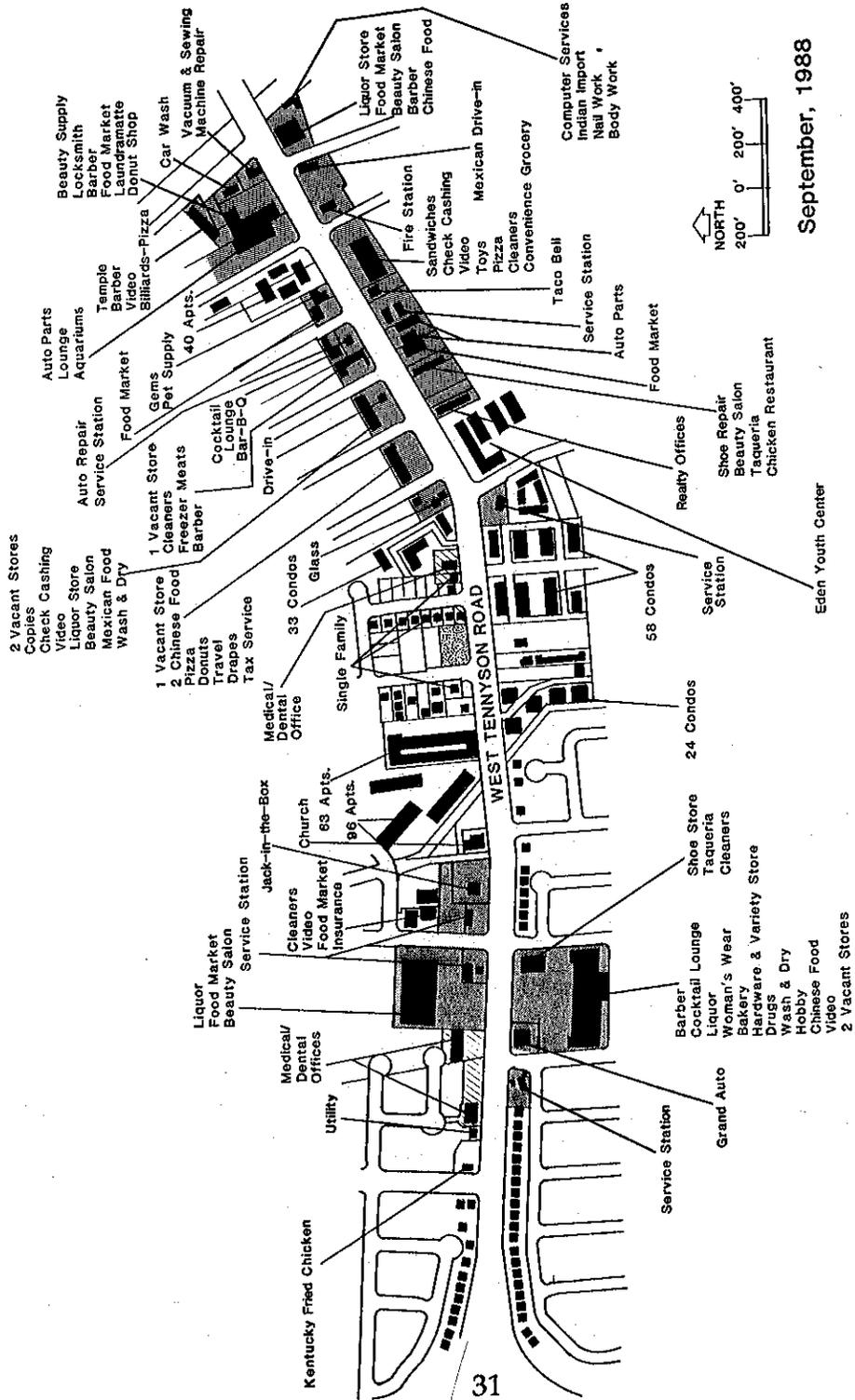
Recent sales tax data may indicate growth in retail sales. Tennyson Road revenues rose from \$30,814 the first quarter of 1987 to \$43,532 in the first quarter of 1988 (six percent would be attributed to inflation). The 1988 level of sales provided only 1.2% of the city's sales tax revenues.

## **Designated Commercial Centers**

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

The designation of the Mission Plaza area as commercial in the General Policies Plan has encouraged the school district to look at commercial development of the Tennyson School site. Until Fry's grocery stores changed ownership, there was an interested potential buyer. As the school yard is zoned Single Family Residential, there is an inconsistency between the General Plan and current zoning which should be resolved by the Neighborhood Plan. The Task Force has recommended moving the designated commercial area on the south side of Tennyson Road to frontage between Huntwood Avenue and the SPRR tracks, designating Tennyson School buildings Public-Quasi-Public and the school yard Parks and Recreation. No changes in zoning classifications would be necessary.

# TENNYSON ROAD EXISTING LAND USE & ZONING



## Tennyson School Commercial Potential

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

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

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

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

## **Appearance of Tennyson Road: Signs and Wires**

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

The Tennyson-Alquire Task Force has noted that signs are not only large but poorly maintained to the point of constituting a hazard (such as the taqueria at Lustig with missing panels and exposed fluorescent tubes). Enforcement of existing use permit conditions and other signage regulations is desired.

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

## **Landscape Improvements**

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

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

Improvement of the sidewalk area in front of shopping areas with additional trees, benches and trash receptacles is desired to improve the appearance of Tennyson Road. Provision of sidewalks in the areas where they are lacking altogether can and should be required of the property owner.

### **Architecture and Site Planning**

Renovation of existing commercial has improved the appearance of Tennyson Road since 1969. The Mission Plaza shopping center opposite Eden Youth Center was remodelled with a Spanish colonial theme of an arcade with arches and a barrel-tiled roof; Tennyson Shopping Center improvements also included new tile-roof elements and reduced signage. The Jack-in-the-Box expanded into an inviting sit down eatery with aspects of a garden restaurant because of the more intensive landscaping. The Task Force has recommended a continuous ten foot landscaped edge to the street and a Spanish design theme to give the street continuity and appeal. Some elements which could be incorporated in that design theme are listed below.

Another concern is a too frequent absence of windows oriented towards the street as well as the blockage of windows with signs and display racks. Windows towards the street are inviting and make the street feel safer for pedestrians.

#### **ELEMENTS OF SPANISH COLONIAL/EARLY CALIFORNIA DESIGN**

- Low pitched gable roofs of Spanish barrel tile.  
Or, shake roofs (Monterey).
- Thick walls of plaster or white washed adobe with deep reveals at doors and windows.  
Or, board and batten siding (Monterey)
- Heavy timber doors, lintels and posts.
- Covered balconies/arcades.
- Courtyards with unglazed tile paving.
- Archways, benches, bells, fountains, niches, trellises, and sundials as special features.
- Plantings of olive, orange and fig trees; bougainvillea, climbing rose and grapevines.

The City could also make greater use of its existing regulatory powers to improve appearance. Site Plan Review of new development could be directed to encourage windows towards street and greater attention to bike and pedestrian approaches from the neighborhood. Strict enforcement of regulations prohibiting open storage and requiring clean-up of any ground contamination of former gas stations may encourage owners to redevelop those sites fully. There is recorded evidence of leaks at 451 and 691 Tennyson in Fire Department files.

### **Economic Development**

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

## INDUSTRIAL LAND USE

### Existing Industrial Pattern

An irregularly shaped area at the southern end of Tennyson- Alquire is designed for industrial use. Although initially a regular band along Industrial Parkway, the industrial area has protrusions of residential use to accommodate mobile home parks and housing development. The original 200 acres of industrially zoned land north of Industrial Parkway has been almost halved.

Extensive areas of industrial land are vacant as can be seen on the following land use map. Storage yards cover the next largest proportion of land. There are 20 auto and truck repair facilities, 3 truck/RV sales locations and 3 fuel outlets for truck and RVs. There are four each of equipment rental and sales businesses, wholesalers, manufacturers, and business services, plus a miscellany of other uses.

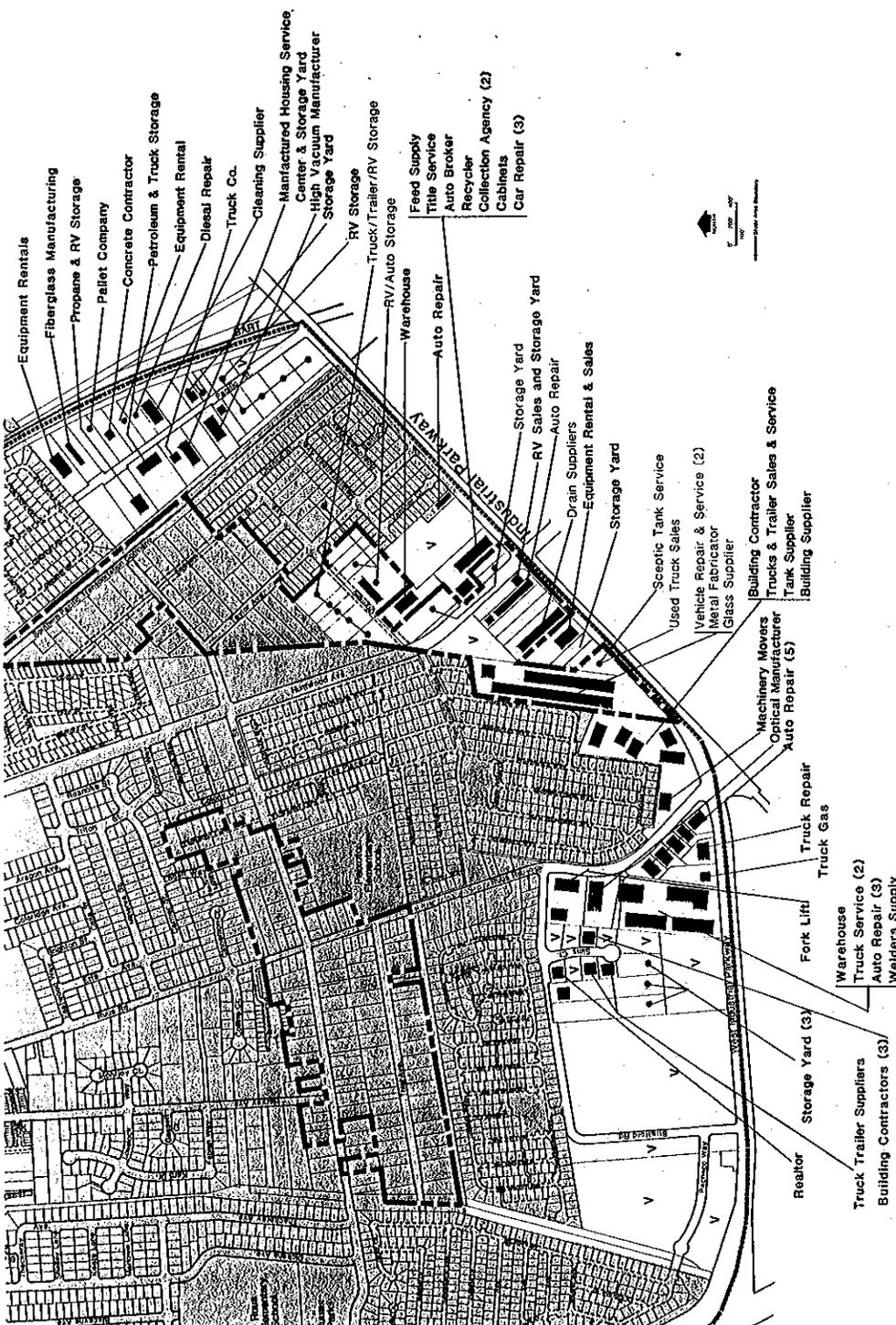
### Existing Regulations

Regulation of design in the industrial area is limited. There are no covenants dictating appearance in this portion of the Industrial Corridor as it is not part of an industrial park. There is generally no site plan review of industrial development such as that for commercial or residential development; an important exception is that industrial adjoining residential uses receives site plan review. Last year, Industrial Minimum Design and Performance Standards added landscaping requirements of street trees, BART line landscaping and parking area screening and tree wells which will apply to new development. The Zoning Ordinance only provides for a ten-foot front setback, however, which may not accommodate landscaping in scale with industrial uses and the width of Industrial Parkway. There is no height limit for industrial buildings or maximum site coverage.

The following uses are allowed in the Industrial District; as well as "minor open storage as an ancillary use":

- Manufacturing, repair, maintenance, preparation, compounding, processing, packing, treating, fabricating, or assembling, when not specified as an administrative or conditional use;
- Wholesale establishments, warehousing and bulk storage;
- Copying or reproduction or newspaper printing facility;
- Vocational school;
- Radio and television studio;
- Administrative, business, finance, or professional office or clinic located in a building in a planned industrial park of 25 acres or more in area;
- Reverse vending machine(s);
- Interior design studio, engineering, drafting services, manufacturer's representative.

# TENNYSON-ALQUIRE INDUSTRIAL LAND USE AND ZONING



Industrial Zoning  
Residential Zoning

With an administrative use permit, child care facilities, major outdoor storage, restaurants, taverns, banks, and carnivals may be allowed.

The greater scrutiny of a conditional use permit is required for the following uses: laboratories, breweries, freight terminals, contractor's storage yards, vehicle rentals, sale of building materials or sale/rental of equipment, hotels/motels, drive-ins, personal services (such as barbers) and kennels.

### **Hazardous Materials**

Last year hazardous materials were categorized by type and amount; more hazardous categories require administrative or conditional use permits. Users of hazardous materials pay for annual fire department inspection, with more hazardous categories assessed at higher levels.

In the Tennyson-Alquire industrial area there are numerous users of petroleum, oil, solvents, thinners, enamels and welding gases because of the large number of auto repair and equipment rental firms. There are two large distributors of propane and petroleum products on Pacific and a distributor of welding gases on West Industrial Parkway. Those manufacturers which use considerable quantities of hazardous materials include the fiberglass manufacturer and high vacuums manufacturer on Pacific.

Identified Hazardous Waste Sites where reported leaks have been investigated by the Water Resources Board include Duncan Petroleum and Lew's Diesel Repair on Pacific Street and Huber Construction on Industrial Parkway (currently an auto shop).

Some communities have "Special Industrial" districts for areas near residential development which limit hazardous materials. Hayward has a "Light Industrial" District for Baumberg which, because it allows existing housing, does not allow any hazardous materials. A "Special Industrial" zoning district may be desired in Tennyson-Alquire to preclude very large users of hazardous materials as well as to impose height limits and special design requirements.

Concerns about hazardous materials have focused on an accident at the propane distributor on Pacific which sent debris into the neighborhood. The Fire Department is attempting to get the operator to upgrade fire suppressing equipment to minimize the change of an explosion affecting residents with 1,200 feet. The most hazardous types and amounts of hazardous materials require conditional use permits in new developments. The Fire Department generally does not perceive a substantially greater risk to adjacent residents than that faced by any area of the City close to rail and highway routes utilized to transport hazardous materials.

## **Jobs-Housing Balance**

City of Hayward policy is to balance job and housing growth in order to maintain the generally favorable fiscal and job opportunity consequences. It is also hoped that a balance between jobs and housing will lessen commuting. ABAG projections of the numbers of the number of jobs in the Hayward Planning Area and the number of employed residents indicate that the surplus of Hayward jobs over Hayward workers is rapidly diminishing; housing production and higher rates of labor force participation have contributed more workers than economic growth has created jobs in recent years. Hayward still has, however, an estimated 10,000 more jobs than employed Hayward residents.

There have been strong pressure in many parts of the Bay Area to convert industrially designated land to residential development as residential land generally commands a much higher price. Nearby communities have sought to assess the consequences of converting more land to residential use. A recent study prepared for the City of Fremont noted that the demand for industrial land is being diminished by a lack of housing affordable to many categories of workers. Therefore, build out of the industrial area currently designated may never be achieved without linked housing production. Also, with the higher numbers of employees per acre assumed in the study, less land per job was needed to balance housing development (which was assumed to take place at current densities).

The Fremont *Jobs/Housing Balance and Industrial Lands Conversion Study* (December 1987) exhibits the speculative nature of the assumptions made about regional economic growth and future development densities of jobs and housing. Therefore factors other than jobs-housing balance were also considered. Factors which encourage conversion of industrial land to residential are the projected lesser level of traffic congestion and the greater possibility of exacting desired City amenities from developers anxious to participate in the current "hot" residential market. A fiscal factor which discourages conversion is the fact that residential development is generally a net drain on city resources over the long run. Physical considerations include the lack of residential services in industrial areas and proximity to environmental and industrial hazards.

## **Urban Design Considerations**

Generally, land use plans seek to separate industrial and residential use. Residents are commonly bothered by truck noise and other operational nuisances. Either efficient industrial operation or the neighborhood environment suffers. Also, truck traffic requires wider, heavier roads. Industrial Parkway is a major truck route and is currently planned to receive 238 freeway traffic if that facility is built. Industrial buildings are more compatible with the noise levels anticipated. Buildings can be oriented to shield adjoining residents from industrial and traffic noise; landscape buffers should also be provided.

If conversion to residential use is considered, a wider landscape buffer along Industrial Parkway appears necessary to the Neighborhood Task Force. Currently, small street trees and a bare wall separate Intowne Homes from Industrial Parkway. The landscaping is not in scale with the street nor an adequate buffer for the traffic.

The lack of connection of the industrial area west of Huntwood with the rest of the neighborhood is another consideration against conversion to residential use. Mobile home parks isolate this area from the rest of the neighborhood. If reasonable connections to schools, parks and shopping are to be created, the area should be residentially developed at the same time as the mobile home parks are redeveloped.

### **Environmental Factors**

The industrial portion of Tennyson-Alquire is in the lowest lying portion of the neighborhood. Early city planning maps showed the area as "marginal" because of its susceptibility to flooding every winter. As the result of this topography, both drainage and earthquake sensitivity are of concern.

Tennyson-Alquire already has one water retention area at Folsom and Huntwood. Its purpose is to retain some of the runoff at the peak of a heavy storm in order to prevent overloading the drainage channels downstream. As the land is roofed or paved over, there is less natural percolation into the soil and runoff increases. Typically, large new developments in Alameda County are being required to install retention/settling ponds to absorb peak rainfall and reduce siltation of drainage channels.

There is currently no comprehensive drainage plan for Tennyson-Alquire at full development. In lieu of such a plan, it is assumed that some arrangement for flood water retention will be necessary to accommodate industrial development of land that is now vacant or used as storage yards. Many cities make features out of water retention areas such as Lake Elizabeth in Fremont. Provision of a wetlands area along Ward Creek for storm water retention may increase the attractiveness of the area for a bike trail and wildlife habitat as well as providing more of a buffer for Spanish Ranch I.

Because this area is low lying, its soil consists of finer grain alluvial deposits than the upper portions of Tennyson-Alquire. The industrial areas of Tennyson-Alquire are shown in ABAG's report *On Shaky Ground* as having a very high susceptibility to ground shaking; building types which are particularly vulnerable are concrete tilt ups and unreinforced masonry. The *1988 Uniform Building Code*, proposed for adoption this year, will begin to take soils conditions into account in setting standards for seismic resistance. It is generally more risky to build tall buildings or concrete tilt-ups which are either honeycombed with openings or irregular in shape. Steel and wooden buildings are safer. Safety mechanisms should also take into account the probability of a major earthquake with loss of water and electricity.

# CIRCULATION

## Existing Pattern

The Tennyson-Alquire neighborhood displays several different fashions in circulation design. Palma Ceia has a fairly regular rectilinear street pattern which provides a good sense of orientation, easily located addresses, and school/park frontage roads to provide good visibility and access to community facilities. Direct access to a designated shopping area is also built into the circulation pattern. Slightly later subdivision of the area between Ruus Road and Huntwood displayed an intention to avoid long blocks and through traffic while still connecting most streets in loops to provide good emergency access. There were also more east-west streets, providing better solar access.

Mobile home park development marked a sharp departure from the concept of an interwoven public street system. Cul-de-sacs and narrow private streets became common to escape from traffic and social heterogeneity. Public policy encouraging loop streets rather than cul-de-sacs lapsed. The existing network of arterials and collectors was considered adequate; the planned extension of Folsom, for example, was dropped. The only additional improvement planned was grade separation of Tennyson Road when its priority comes up in Public Utility Commission rankings (perhaps in 20 years).

As no new connections have been planned, developers plan circulation for each assembly of parcels they decide to develop. Stub-ended streets have occurred where the previous street alignments are not continued into the new development. Some single loaded streets (houses on one side only) have been constructed to service "difficult" configurations of land such as Taylor/Chance and Colony Court/Silverdell. Such development results in an excessive amount of paving publicly maintained, and a flawed neighborhood fabric.

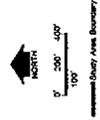
Some jurisdictions avoid such ad hoc street patterns. Some do not allow construction of less than a full block or cul-de-sac and do not allow remnants of land to be left without logical access. Others require stub-ended streets to be continued in adjoining development or require temporary T-shaped turnabouts (hammer heads) to provide future options for road continuity. A more comprehensive alternative is to adopt a plan for the future road network in the neighborhood to shape future development. Or specific precise plan lines could be established for those streets which are the most important to continue such as park frontage roads.

The Tennyson-Alquire Task Force has recommended some of the above provisions in its policies on the street network.

**TENNYSON-ALQUIRE  
CIRCULATION**

1,234 Daily Traffic Counts

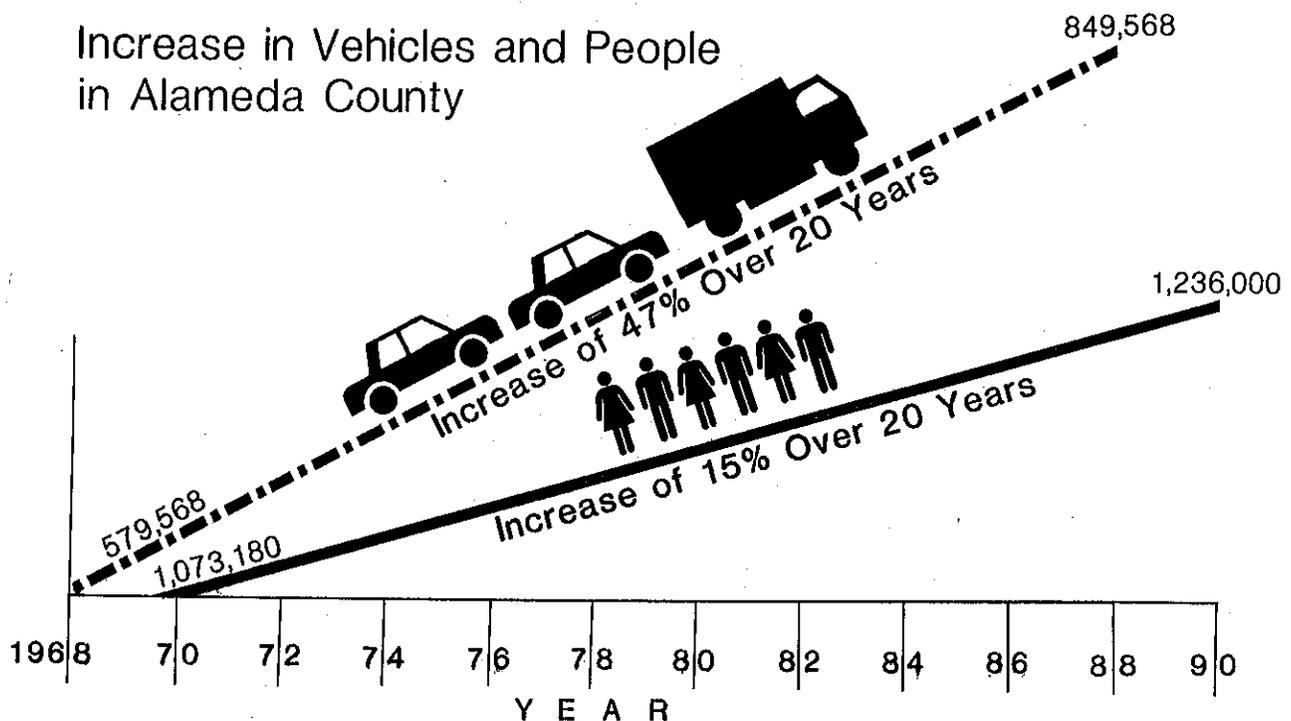
**TENNYSON-ALQUIRE  
STUDY AREA**



## Traffic Increases

Traffic increases in recent years have been dramatic on the major arterials. Traffic counts have increased 20-25% on Tennyson, Huntwood, Industrial Parkway and I-880 in the last 2-3 years. As shown in the chart below, the percentage increase in registered vehicles in Alameda County has far exceeded the percentage growth in population. Several factors have contributed. More of the population is of driving age, a larger percentage work, work places are becoming more scattered, and the cost of gas fell. Given current trends, Caltrans projects traffic demand in the I-880 corridor for the year 2000 as able to fill 14 lanes.

Public policy in this County generally encourages car use. Urban development is allowed to sprawl beyond the reach of an efficient transit service, unlike Canada. Taxes on vehicles and gas are miniscule compared with most of Europe. "Free" parking is provided at most work places, at great cost to the employer. Even without counting costs of air pollution, noise, traffic congestion, accidents, and neighborhood disruption, a Department of Transportation study found that user fees on automobiles at all government levels financed only \$36 billion of the \$52 billion of highway expenditures in 1985.



## Alternative Transportation

The Hayward General Policies Plan states that:

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

The circulation pattern in Tennyson-Alquire is increasingly auto-oriented. Pedestrian routes have been lengthened by walled-in development. Bike routes on Huntwood and Industrial Parkway have not been completed. Transit use has stagnated despite adjustments in scheduling and routing for better service. Only in the subdivisions closest to BART did as many as 8% of the people use transit for their journey to work; only 4% of the rest of the neighborhood used transit to get to work according to the 1980 census.

The low density of the neighborhood generally makes transit very inefficient to provide. Because of the low ridership, the large buses are sometimes seen as an unnecessary intrusion on neighborhood streets. Interest in demand service mini-buses has been expressed. AC Transit currently is mandated to provide service to the entire area and has previously indicated that shifting to small buses for some routes is not practical. However, contracting out low ridership areas to mini bus companies might be suggested as an alternative. Other alternatives to increase the use of transit are to provide more attractive bus stops and to focus denser housing around BART stations and along major bus routes.

Improved bike facilities could also provide transportation alternatives, although most neighborhood interest seems recreational. The 1979 City Bicycle Facilities Plan noted that bikeways was the most mentioned park and recreation need. The need of children to have safe bikeways to school was also mentioned in the neighborhood. Hayward's Bicycle Facilities Plan focussed on providing bikeways for commuters along major streets, however. A bikeway along Tennyson has been completed and lanes along Huntwood are planned.

County bike route plans indicate bicycle routes along Folsom to Tampa to provide connection to schools and parks. A bike trail along Ward Creek from Folsom to Industrial Parkway with connections to the proposed Bay Trail is also recommended by the Tennyson-Alquire Task Force. The City has a license agreement with Alameda County Flood Control to develop trails on Ward Creek and "Channel A" (8-26-75).

Pedestrian trips to shops could also be encouraged with continuous sidewalks and attractive pedestrian approaches to stores. Some portions of sidewalk along Tennyson are not completed; other portions of sidewalk are next to the curb and obstructed by telephone poles and fire hydrants as on Tennyson at Harvey. Wider sidewalk areas, tree planting and street furniture could help distinguish commercial areas and promote local, walk-in trade.

## Public Right-of-Way Standards

Reliance upon private motor vehicles is reflected in recent shifts in street standards. Since 1955, the standard residential street has consisted of a 56 foot right-of-way. The 36 foot roadway provided for two travel lanes and two parking lanes and was flanked on either side by ten feet for a sidewalk and a planting strip. Thus a substantial portion of the public right-of-way provided space for pedestrian separation from traffic.

Concern about the cost of street tree maintenance and sidewalk damage caused by roots has led to the elimination of the planting strip. Since 1977, sidewalks are to be located next to the curbs; street trees are now to be planted in the front yard area and telephone poles and traffic signs placed in surplus public right-of-way or public utility easements between the sidewalk and development. With the elimination of the planting strip, the public right-of-way on one of the latest Planned Developments on Harvey Road was reduced to 49 feet while the paved roadway was increased from 36 feet to 40 feet.

At the same time, Folsom public right-of-way being required as new development goes in is 68 feet wide although Folsom carries the same amount of traffic as Harvey. As Folsom is a typical 50 foot wide county street, the projected 68 foot public right-of-way is of concern to Folsom residents. The Task Force has recommended that the extra width be utilized for a bike lane which would connect to neighborhood schools. A reduction in the planned right-of-way if all parking were provided off-street is also considered an acceptable solution.

Other issues having to do with public right-of-way standards are issues of continuity. The planting strips provided for regularly spaced street trees, uniformly maintained by the City. These created a green frame for the street and greater safety and comfort for pedestrians while masking unattractive elements like wires. These qualities are still desirable along arterials and collectors like Ruus Road and may warrant the City maintenance expense. Continuity of well established patterns of sidewalks and planting areas, as along Harvey, is also favored by the Neighborhood Task Force.

The City has adopted Precise Plan lines for a few streets into the Municipal Code. Adoptions relating to Tennyson-Alquire are: Tennyson Road (110 feet), Huntwood (92 feet), and Ruus Lane (60 feet). Some public right-of-ways such as Ruus Road currently vary dramatically in width and need clarity about the planned right-of-way. The Neighborhood Task Force recommends that improvements be completed in coordination with improvements in County roads prior to annexation.

For new streets serving a limited number of homes, narrower public right-of-ways have been adopted in many communities. Hayward typically allows 44 foot right-of-ways with 36 foot of roadway and four feet of sidewalk adjoining each curb. The City does not like to accept anything less than a 40 foot right-of-way as gas tax funds could not be used for maintenance.

Some new model street standards tie public right-of-way widths to the daily traffic anticipated and keep sidewalk and landscaped areas bordering streets in scale with the width of the street. Thus, arterials may be flanked with 25 foot deep landscape zones. At the opposite end of the spectrum in some street classification systems are "places" and "lanes" serving up to 20 dwelling units where pavement widths may be only twenty feet, with no sidewalks or parking lanes; all parking is provided off-street. An example of this kind of roadway design is Village Homes in Davis. Street areas were reduced and the space saved was added to open space linked by bike paths.

Narrow streets provide some of the country lane appeal of Snowberry Court and slow car movement. More off-street parking would be necessary to compensate for the lack of on-street parking, but, because there are existing streets like Van Court and Vagabond with very narrow right-of-ways, their acceptability should be considered. The Neighborhood Task Force has recommended that these streets should become improved dedicated streets before allowing further development because of their current condition, lack of emergency vehicle access, and presence of derelict vehicles.

A street classification system could provide standards for incorporating streets such as Van Court and Vagabond into the street system as well as providing for more suitable, attractive variety in residential streets. The *Zoning Report*, September 23, 1988, noted the following trend in Right-of-Way standards:

#### National Trend of Right-of-Way Standards Based on Traffic\*

	Trips Per Day	Right of Way	Curb to Curb	Notes
"Places" (about 5 homes)	under 75	20'	20'	No parking on Street
"Lanes" (about 20 homes)	75-300	24'	20'	No parking on Street
Subcollectors	200-1000	34'	26'	No parking on Street
Collectors	800-3500	56'	36'	Planting Strips Provided
Major Collectors	to 12,000	60'	40'	Planting Strips Provide

\*Information for exemplary purposes only.

## **PUBLIC SERVICES AND FACILITIES**

### **Parks and Recreation Facilities**

The Tennyson-Alquire neighborhood is currently served by two neighborhood parks: Ruus and Tennyson. Ruus Park occupies 5.57 acres while Tennyson Park covers 8.08 acres, two acres of which adjoins Tennyson School and is owned by the Hayward Unified School District. It has been generally assumed that the Hayward Area Recreation and Parks District will eventually purchase the two acres developed as park; \$236,956 of park funds were set aside for Tennyson Park in 1986. HARD has recently decided to apply Measure AA funds towards the purchase of surplus Tennyson School land. There are no linear parks, mini-parks, community parks or other special park facilities in the neighborhood.

Other facilities and open space resources near Tennyson-Alquire are shown on the map following. It should be noted that the Hayward Golf Course is not now in public ownership and has been closed; the park district has indicated that it does not have sufficient funds to purchase the land.

### **Existing and Projected Need for Recreation Facilities**

Park needs in Hayward have generally been ascertained on the basis of maintaining the existing amount of park land per person and distributing that park land around the City equitably. Currently the City has an average of 5 acres of park per 1,000 people which includes community parks, linear parks (Eden Greenway and Greenbelt Hiking Trail), neighborhood parks and special facilities (including Skywest Golf Course but not the Shoreline Park). If Tennyson-Alquire had an equal share of all these facilities, it would have almost 50 acres of park based on a current estimated population of 9,865 people.

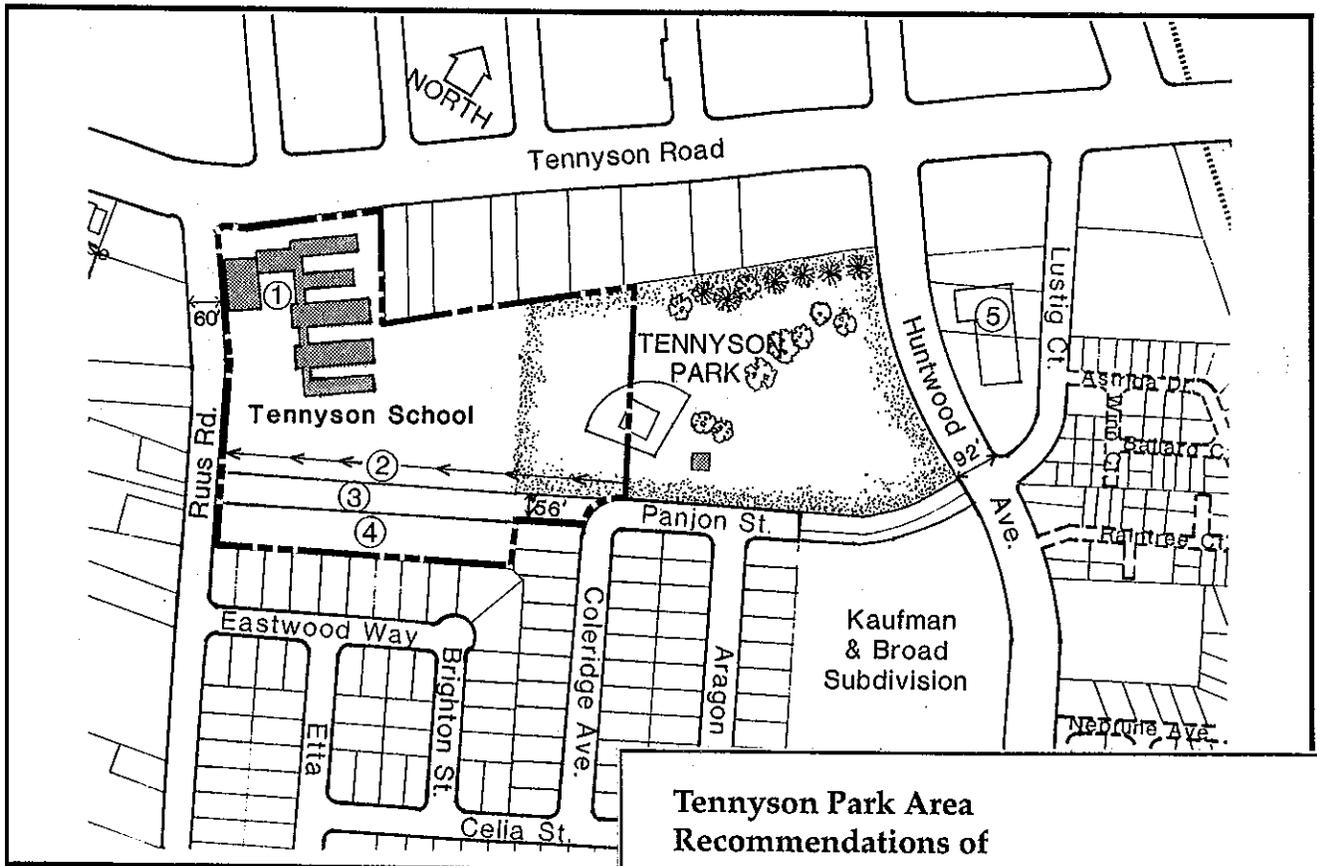
For neighborhood park facilities to serve the immediate neighborhood, the City average is 1.71 acres per thousand. For Tennyson-Alquire this would indicate a need for 16.8 acres of neighborhood park, a current deficit of 3.2 acres. Additional housing development in the neighborhood under current General Policies Plan could increase the population by 2,358 generating a need for an additional 4 acres of neighborhood park. More restrictive land use policies under consideration could half the projected need while continued conversion of industrial land to housing could double it.

### **Tennyson Community Park Potential**

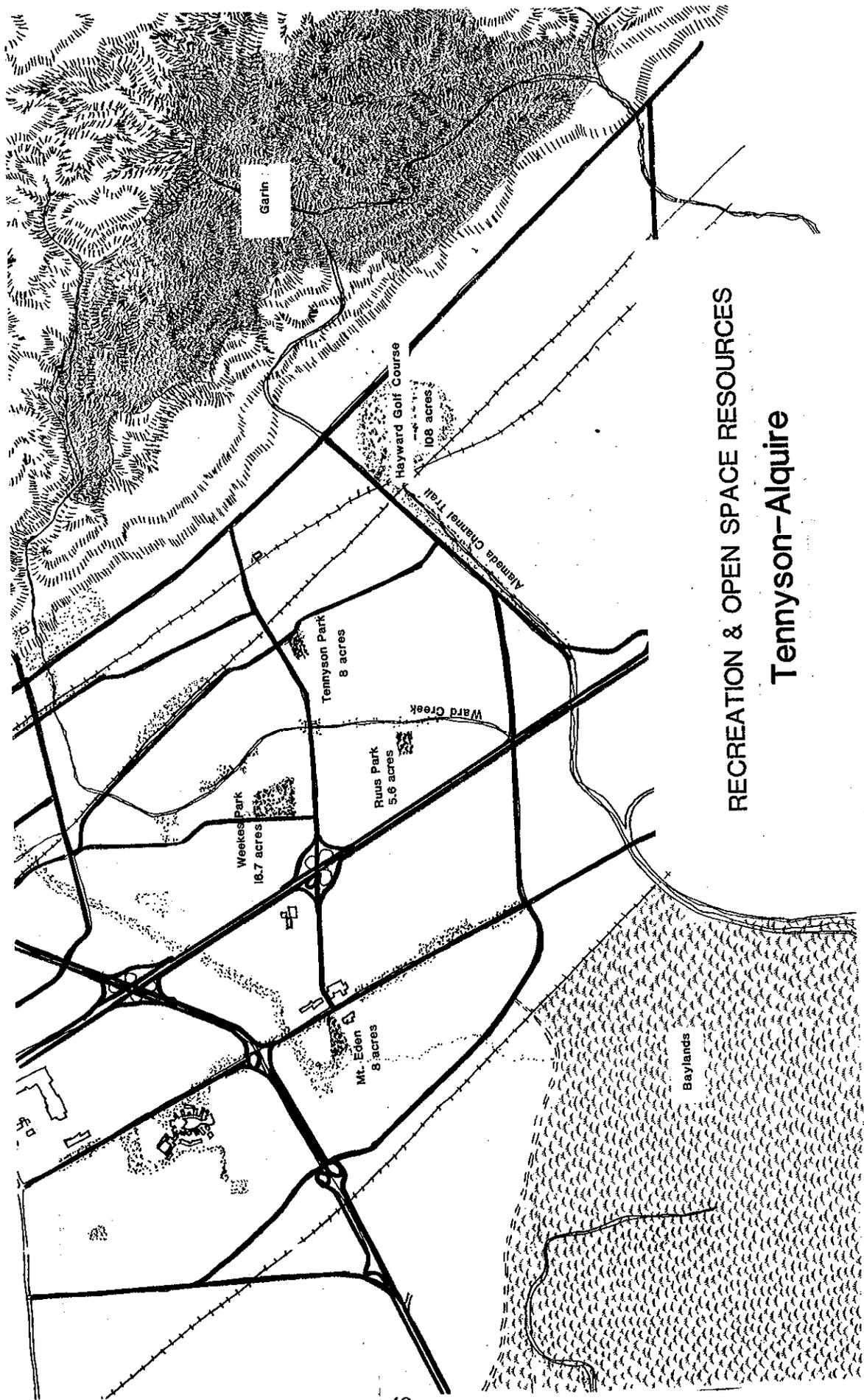
School district proposals to transfer control of the Tennyson School site adjacent to Tennyson Park presents the possibility of expanding the park. In addition to a community desire to continue providing social, medical and educational services at Tennyson

School, recreational programs might be accommodated. The park could serve as the center of a public complex with a community/social service center in the school buildings at the west end and a new fire station overlooking the park from across Huntwood at the east end.

Purchase of all of 9.5 acres of Tennyson School would add 7.5 acres to park development. Expansion of the park to Ruus Road while leaving existing buildings and most of the parking lot under other auspices for educational and social services would add about five acres to the area currently developed as park. Extension of Panjon as a park service road with new residential development on the remnant south of Panjon would limit expansion of park land to 3 acres. It has been observed that construction of a new subdivision on the land immediately south of Tennyson Park along Huntwood will shrink the current sweep of open space. Extension of the park to the west could restore the sense of a spacious community green.



- Tennyson Park Area  
Recommendations of  
Tennyson-Alquire Task Force:**
- 1 Retain Youth Center as social service/neighborhood center
  - 2 Extend Tennyson Park to Ruus
  - 3 Extend Panjon to Ruus as park service road
  - 4 Develop housing facing park
  - 5 Establish fire station on Huntwood-Lustig overlooking park



RECREATION & OPEN SPACE RESOURCES  
Tennyson-Alquire

### **Peixoto Neighborhood Park Potential**

The Peixoto playground is currently underutilized and largely unlandscaped. A grant has been received by the school district to landscape a corner of the yard and provide play equipment. The remainder has potential for cooperative park district development. HARD would involve the neighborhood in planning such a facility.

A factor which discourages use of the Peixoto School yard for additional park facilities is the policy of the school district to exclude public use during school hours in order to protect students. Another factor is the lack of visibility and access to the space. Peixoto School has relatively restricted frontage on Ruus Road; most of the school yard is encircled by residential development. Both these factors would inhibit use as a park. The task force has recommended that any park development be accompanied by the establishment of a path from Folsom Street. Eventual extension of Logan Way is recommended to service any additional residential development and to provide park access.

### **Ward Creek Linear Park Potential**

Creekside trails have been developed by parks departments in Union City, Fremont, and Pleasanton and by HARD. A Ward Creek Trail, with the space widening at the southern end into a park-like flood retention area, might be considered as a linear park facility. The City has a joint agreement with Alameda Flood Control to use the Ward Creek Channel and Channel A as Trails.

Although somewhat narrow for a linear park, the orientation towards the south and the presence of water birds makes Ward Creek potentially more pleasant than, for example, Union City's Alameda Creek Trail. As a bike trail and a walking trail accessible to mobile home parks, occasional seating areas off the trail are considered desirable. A bridge over an intersecting flood control channel would also be necessary along the east side of Ward Creek. It is understood that heavy dredging equipment utilizes west bank access.

### **Potential Mini-Parks**

The Intowne Homes development near Industrial Parkway is almost a mile from Tennyson Park. The park location initially envisioned to service the southern portion of the neighborhood was developed as part of New England Village. Although arguably mobile home parks have generated little need for parks, the recent family home developments on small lots strongly suggest a need for parks. The park district can require a dedication of park land instead of payment of the relatively small in lieu fee when more than 50 units are developed at a time. Intowne Homes has developed incrementally almost 200 houses, nearly blanketing the southeast corner of Tennyson-Alquire. One corner at Olympic and Taylor is left with original ranchette development and a

storage lot which would be the most central location for a mini-park. Although it is difficult to retroactively redress open space deficiencies, the City may have some leverage in development permit processing for gaining group open space or a mini-park. An enclosed tot lot might be appropriate.

Utilization of the flood retention pond at Folsom and Huntwood for sport courts such as basketball, volleyball, badminton, or tennis is another possibility for providing recreational amenities. As the retention area is located higher than drainage pipes in the area, it is flooded only during the heaviest rains.

### **Park Funding**

New residential development is required to either dedicate park land to maintain the City's current balance of parkland per capita or to pay an in lieu fee towards park acquisition. This fee has remained at \$500 per housing unit for many years and is in the process of being raised to \$1,200 per unit. The \$1,200 fee will cover only about 25% of the cost of acquiring and developing new parkland at the current City standard of 5 acres per thousand people.

In lieu fees are spent in the zone from which they are collected. Tennyson-Alquire is in HARD's Zone B which covers Jackson to Industrial Parkway, between the Nimitz and Mission. Zone B currently has \$271,631 available for park acquisition.

HARD will receive a more significant injection of funds from the Measure AA Park Bond monies - a total of six million dollars over six years.

### **Schools and Childcare**

Tennyson-Alquire had three public schools, all elementary level. Only Ruus is still functioning as an elementary school, Peixoto having closed in 1972 and Tennyson in 1978. The peak years for school enrollment in the neighborhood were 1964 and 1966 when over 1,500 children were enrolled in the three schools.

Over the last fifteen years, enrollment in Ruus has been kept in the 500's by adjusting attendance boundaries as needed. The school is presently at capacity. Children in Tennyson-Alquire east of the SPRR tracks currently attend Bowman Elementary; those between SPRR and Ruus, north of Minerva, currently attend Shepherd (K-3). The school district is projecting an increase of twenty students per year in the current Ruus attendance area and is considering use of Peixoto for a few early elementary classes.

Projecting school attendance for this neighborhood is difficult. Obviously, the conditions of the mid-sixties when young families with children filled the new housing tracts will not be replicated. But there have been significant additions to the housing stock and the ownership of the original housing has been turning over to younger families. It is a general perception that a second school in the neighborhood will be needed, especially if the quality of the schools is perceived of as improving.

Peixoto School is currently used for childcare, serving 150 children. As a part of a school district program funded by the State Department of Education, the center serves children who meet need criteria at fees adjusted to income. It is currently full. If space were available, other children might enroll at full cost although the director notes that the full cost of \$19 per day is higher than the market rate of \$16 per day. Care for children 18 months through 9 years old is available between 6:45 a.m. and 6:00 p.m.

Private childcare facilities in the neighborhood include Robin Hood Nursery on Ruus Road for 2 1/2 to 6 year olds and Happy Day Express on Folsom for 3-6 year olds; they can accommodate 34 and 20 children, respectively. There are also preschool and infant care facilities in the Eden Youth Center at Tennyson School.

### **Social Service Needs**

Social services are an important neighborhood issue in Tennyson-Alquire because of the presence of Eden Youth Center and the uncertainty about its future. Many residents of the neighborhood feel that the services offered are very valuable to South Hayward and that the location is appropriate.

A Needs Assessment Report on social needs was prepared for the City in 1985. Two service areas judged by survey respondents as being most important - community health clinics and drug abuse prevention and treatment programs - are both provided at the Eden Youth Center. In addition, the center contains space for childcare and special classes of the school district for children who have behavioral problems in regular classrooms. Special classes in the neighborhood for these children is considered preferable to transporting them to larger facilities for the neighborhood. The Center also provides space for community activities.

Other needs were inferred in the Social Needs Assessments. Achievement scores in the school district indicate need for compensatory education, some tutoring is currently provided at the Eden Youth Center. Police reports on juvenile incidents indicate a need to provide counseling or classes in alternative settings with an emphasis on social values, individual responsibility, career choices and goal establishment. Child abuse reports indicate a need for classes in parenting skills. Census statistics imply an increasing need for senior centers.

## **Future Social Service Center Options**

The school district is reluctant to continue subsidizing a social service center. Because the Tennyson Road frontage is designated commercial, the Tennyson School site was considered more valuable than other surplus schools and was being considered for long term lease to commercial developers in order to provide additional funds to the district.

Providing both commercial and social service space on the Tennyson School site was one alternative discussed, with the social services perhaps occupying the second floor. A less extensive redevelopment of the site might consist of limited commercial development at the front of the school with revenues applied to the maintenance of the center.

Opposing commercial development of Tennyson School is a desire to retain public property in public use, a sense that the services provided at the Center are important to educational purposes, and the assumption that needs for public space will grow as the neighborhood develops rather than shrink. There is also some concern that additional commercial development will create more commercial vacancies and slow improvement of existing commercial centers. Success of school districts with raising funds by becoming property managers has not been established in the Bay Area, although attempted in Palo Alto. More reliable sources of funds have been the school impact fees applied to new residential development; new housing is currently assessed \$1.50 a square foot which averages over \$2,000 per home.

As the Hayward Area Recreation and Parks District is not currently interested in purchasing the buildings, various combinations of ownership between the City, school district and park district could be considered. Provision of a social service center might be considered a proper expenditure of block grant funds; Tennyson Road is included in the target areas for such funds.

## **Police Concerns**

Tennyson-Alquire is not now one of the City's higher crime areas. East Palma Ceia was an early center of drug trafficking in Hayward. Two additional officers were brought in for street drug enforcement with grant money. Strong neighborhood support of law enforcement efforts has nearly eliminated conspicuous drug dealing but it is generally believed that continued vigilance is necessary. East Palma Ceia residents have had driveways at the Tennyson Center realigned to thwart drive-thru drug purchases and have obtained removal of outdoor telephones and picnic tables when used by drug dealers.

Other issues in the neighborhood are enforcement of the curfew on youth and reliable police/sheriff response in areas where city and county areas intertwine. Enforcement of the curfew can be very cumbersome given the procedures which must be followed when a minor is taken into custody; an officer will generally attempt to get voluntary dispersal. Problems with the sheriff's jurisdiction in the neighborhood would be remedied with annexation.

Finally, enforcement of speed limits on neighborhood streets and enforcement of truck parking prohibitions is a general concern. Study of additional stop signs on Folsom and increased truck parking fines have been recommended. It was noted that the fines are below charges truckers would have to pay for off-street spaces as well as below the cost of issuing and processing tickets.

### **Crime Prevention**

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

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

Suggestions from the neighborhood for increasing police effectiveness are to keep known and effective officers on the same beat and to cut time taken with police reports with adequate support staff and/or electronic equipment.

### **Fire Protection**

There are currently six fire stations in Hayward located such that almost all of Tenyson-Alquire is beyond the five-minute response time performance standard for fire engine/emergency medical companies. The neighborhood is also beyond the ten-minute response time standard for fire trucks. The Fire Department is anticipating establishment of a seventh fire station in the neighborhood and is also seeking to shorten dispatch time with computers. The location of the station is guided by response time considerations and the availability of land.

Residents have been unanimously supportive of a fire station to provide standard response times in the neighborhood as well as to mitigate the additional hazards posed by proximity to industrial uses and the high flammability of earlier mobile homes. The preferred location of a station is the Huntwood-Lustig triangle to give the station multiple access and to provide a public building overlooking the park.

The lack of fire hydrants in county portion of the neighborhood also restricts fire fighting effectiveness. The Hayward Fire Department currently serves those areas on contract. Each engine carries 500 gallons of water.

### **Hazardous Materials**

The Fire Department is also responsible for monitoring an ever expanding list of hazardous materials. Inspection are made of facilities handling hazardous materials to check storage conditions, safety mechanisms, and travel routes. The fire department also monitors the removal of underground tanks and soils testing.

### **Emergency Preparedness Program**

The Hayward Fire Department is responsible for the organization and administration of the Emergency Preparedness Program. The City program establishes a plan of action in the event of any major emergency, such as floods, earthquakes, or hazardous material spills.

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

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

## COMMUNITY CHARACTER

### Rural Character

Some of the character that distinguishes Tennyson-Alquire from other areas are the rural elements of the county. These areas are rapidly shrinking. There is nostalgia for wide-spreading trees, open padlocks and mail boxes by the drainage ditches as residents are confronted with new walls, tightly-packed housing and car-lined streets.

There was interest in maintaining some areas of half acre lots on Thiel and in the Lassen Road area to retain enclaves of spacious residential development where horses, sheep, goats, or fowl could be retained. But there was concern that incremental rezonings of these areas would continue to occur without adequate planning of streets and services and that use of half acre lots for storage would spread because of the pressures brought by land scarcity. After a survey of county owner residents, the Tennyson-Alquire Task Force noted strong support for maintaining large lots on Thiel Road while Lassen-Taylor owners were predominantly interested in zoning which would allow sale of their land to developers currently building small lot homes. The Task Force recommendations are sensitive to these expressions, providing some variation in overall low density recommendations.

Urban sensibilities of order will also intrude upon the country feeling of Tennyson-Alquire. Curbs and underground drainage conduits will facilitate street cleaning but detract from the wanderings of geese on Folsom Road. Paved road and sidewalks may suit drivers but detract from horseback riding on Lassen. A tidier concept of landscape maintenance and restrictions on land uses may conflict with the relative freedom of county living.

### Design of New Development

There have been several recommendations for improving on recent development so that the visual impression isn't dominated by cars, walls, and closely spaced housing. These include avoiding any single loaded streets with houses facing walls and avoiding narrow lots where houses are dominated by garage doors. In addition, some local streets might be narrow and restricted from on street parking to retain a county lane feeling. Restriction of parking along parts of Huntwood and Folsom would also enhance the attractiveness for drivers and safety for bicyclists while avoiding some street widening. Existing wide-spreading trees should also be retained as special features. The City's tree preservation ordinance requires a permit if trees of wide girth are to be cut in the course of development. Retention of such trees, as new buildings are sited or roads are constructed, will maintain some of the character of the area.

More architectural continuity and landscaping is considered desirable along Tennyson Road. As illustrated under the section on Commercial Land Use, elements of Spanish architecture have been suggested for incorporation into new buildings. Additional landscaped sidewalk areas are to create a more pleasant residential and shopping atmosphere at this major entrance to the neighborhood.

At the southern edge of Tennyson-Alquire, the extent of vacant and underutilized land suggests even more room for design improvements to be incorporated. Landscape setbacks more in scale with the roadway and larger scale buildings would be appropriate. The tall eucalyptus trees on the island at Ruus and Industrial are an attractive focal point. The wide open space of the roadway and drainage channel make trees of wind break scale feel appropriate while little trees or ornamentals seem an inappropriate use of water.

New buildings along Industrial Parkway should exhibit strong, functional qualities. Open storage should not be allowed at the gateway to the neighborhood. An exception might be Pacific Street where convenient RV storage might be desirable. Qualities of safety and order should be the dominant aesthetic on Pacific. Screening of all operations can create a sterile environment and lessen security after working hours.

#### **Additional Open Space Amenities**

As the neighborhood becomes more urbanized, relatively natural areas like Ward Creek become more special. A hiking/bike trail along the Creek connecting to other flood control channels could provide for recreation and exercise and better connection of this segmented neighborhood. A Ward Creek trail might attract some industrial area bicycle commuters and could serve as a connection to the Bay Trail which is to extend around the entire bay.

As shown on the Open Space Resources Map, Tennyson-Alquire is close to both bay and hill open space. Partial connection to Garin exists along the Alameda Creek Channel Trail. Extension of bike trail to connect Ward Creek and Alameda Channel trails would provide an extensive recreational resource. As indicated on the following Bay Trail Map, Union City and Fremont have already developed hill-to-bay connector trails.

Peixoto School is another underdeveloped resource in the neighborhood. The park district is considering development of landscape for joint use by the school and the public. Improved access so that the school yard could serve the new residential areas to the east and so that the space is visible from a public right-of-way is recommended.

One possibility for Peixoto is to develop an Urban Community Farm under 4H auspices so that children could raise animals or participate in growing market plots. Such farms have been created at Prusch Park in San Jose, staffed by park staff, and at a Santa Clara school supported by an educational grant. A small courtyard farm has also been established in Berkeley at LeConte School. A Community Farm could provide an education laboratory enriching school programs and after school childcare as well as retaining some of the country in Tennyson-Alquire. 4H operates in conjunction with the University of California extension and has access to insurance, donated seeds, animals and compost.

Finally, the largest and most visible community green in the neighborhood might be established by expanding Tennyson Park and increasing public services at Tennyson School as discussed under Recreation Facilities and Social Services. Beyond maintaining sufficient open space as the neighborhood develops, highly visible youth services would express the concern the community has for the welfare of children.



