

# BURBANK NEIGHBORHOOD PLAN



Hayward, California

Adopted by City Council  
Resolution No. 88-177  
July 26, 1988

City of Hayward  
Neighborhood Planning Program

BURBANK NEIGHBORHOOD PLAN

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DRAFT BURBANK NEIGHBORHOOD PLAN

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## SUNSET

Require better design and more parking for multi-family housing. Restrict density on deep narrow lots.

## "A" STREET

Provide for mixed residential and neighborhood commercial use. Coordinate access and appearance of development.

## "B" STREET

Protect character with medium density zoning and Historic Streetcar District.

## CANNERY INDUSTRIAL AREA

Seek park at north end. Limit industrial access to north and south ends of the site.

## CENTRAL BURBANK

Rezone Lion-Rotary and Arnold and Pamela Courts single-family. Refine other zoning as indicated. Require better design and more parking for multi-family housing. Restrict density on deep narrow lots.

# BURBANK POLICIES

## CENTRAL CITY

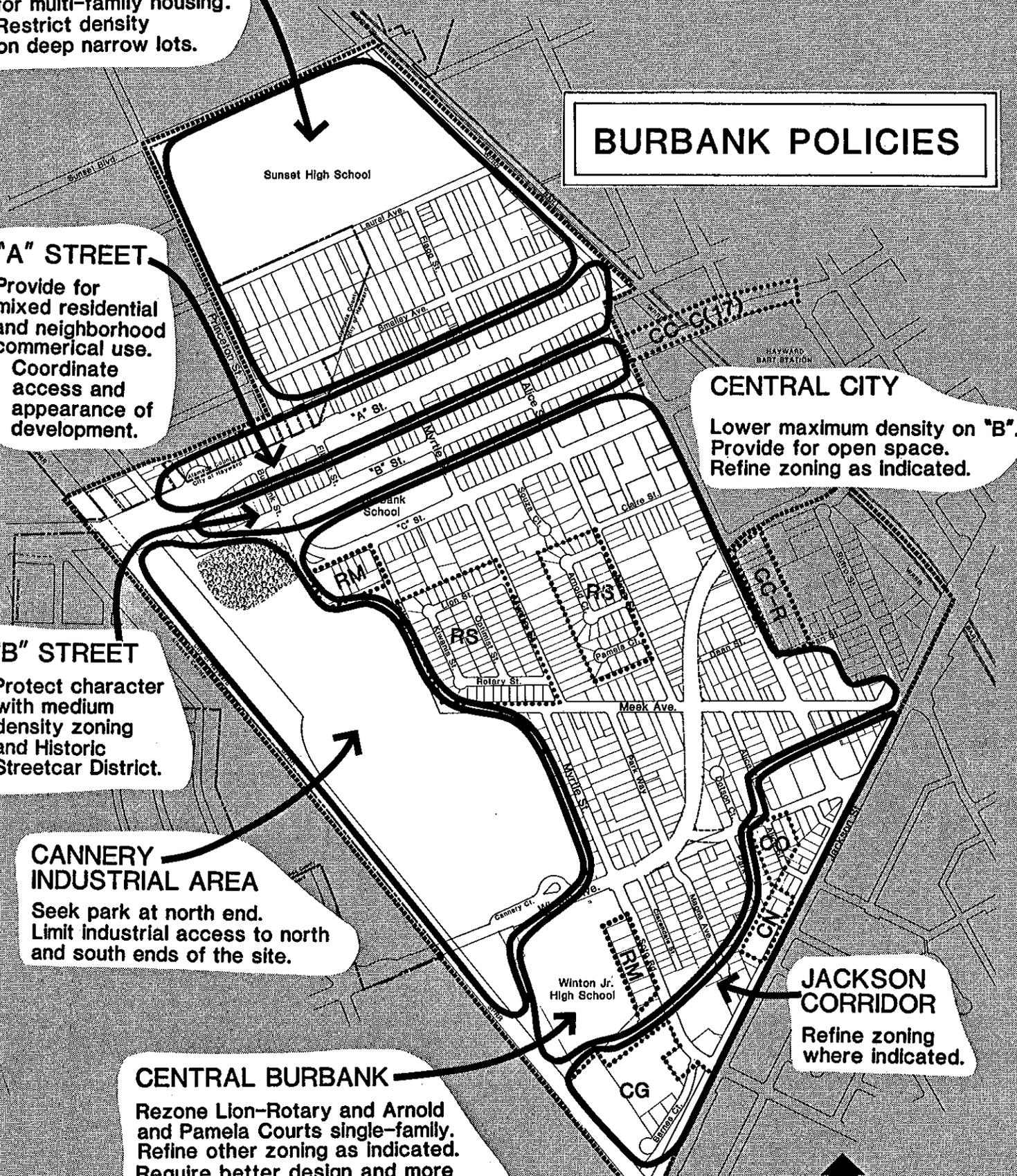
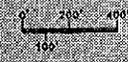
Lower maximum density on "B". Provide for open space. Refine zoning as indicated.

## JACKSON CORRIDOR

Refine zoning where indicated.

NORTH

..... Zone Change Boundary



## PREFACE

### 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 decisions concerning the development of the community according to desired goals. The General Plan consists of various elements that are required by State Law including Housing, Land Use, Circulation, Open Space, Recreation, Conservation, Safety and Noise. The General Policies Plan forms 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

The City of Hayward Neighborhood Planning Program was approved by City Council on May 13, 1986. Neighborhood plans are to be prepared for 17 study areas within the City's planning area. The Burbank plan is the second plan undertaken in this program. The purpose of neighborhood planning is: 1) To provide for greater involvement of citizens in the planning process. 2) To apply general policies to specific areas, achieving greater consistency and detail. 3) To develop implementation measures to achieve the longer-range policies.

The Burbank planning process began April 1, 1987 with a neighborhood meeting to explain the planning process, identify local issues and concerns, and solicit applications for a citizens task force. On September 15, 1987, the City Council appointed an 8-member task force which met October through February to identify issues, review background information, and formulate possible actions. Alternatives for addressing the major issues were presented at a neighborhood meeting March 16, 1988. Subsequently final Task Force recommendations were made. After presentation at a neighborhood meeting June 1, 1988, the draft Burbank Plan was reviewed by the Planning Commission and adopted by the City Council July 26, 1988.

### ORGANIZATION OF PLAN DOCUMENT

The Policies and Strategies adopted by City Council July 26, 1988, follow on pages 1-9. Pages 10-11 show changes to the zoning ordinance which will be made in subsequent zoning ordinance amendments.

The remainder of the document is background information on existing conditions, policies and programs plus discussion of implementation measures.

POLICIES AND STRATEGIES  
BURBANK NEIGHBORHOOD PLAN

POLICY 1: MAINTAIN SOME SINGLE FAMILY AREAS

Originally, Burbank residential areas were developed as single family homes and workers cottages. All residential areas in Burbank were later designated for multi-family use because of their central location. New apartments shoehorned between older homes may make Burbank neighborhoods less attractive for homeownership and preclude coordinated redevelopment later. If the quality of residential areas in Burbank declines, adjoining downtown areas will be less attractive to new business and housing. Thus, maintaining single family enclaves in Burbank is appropriate at this time.

STRATEGIES:

- A) Rezone Lion-Rotary area and Arnold and Pamela Courts to Single Family districts.
- B) Retain Medium Density zoning elsewhere but tighten controls to ensure compatibility with remaining single family homes.
- C) Discourage garage conversions on a city-wide basis, amending Section 10-2-60(2) of the Off-Street Parking Ordinance.

POLICY 2: IMPROVE MULTI-FAMILY DEVELOPMENT

The strong demand for housing in the Bay Area has pushed development of Burbank lots towards their allowed maximum densities. Maximum densities do not reflect the configuration of the lot. With deep narrow lots infill housing often has problems such as: a barracks look; a lack of windows and entries facing the street for neighborhood contact; poor visibility for police protection; insufficient open space, especially for children; and inadequate parking. If new residential environments were of higher quality, Burbank families could move up without moving out.

STRATEGIES:

- A) Apply off-street requirements to entire parcel, including existing uses, restricting variances, and use permits for garage conversions.
- B) Require two parking spaces per unit plus visitor parking in Burbank, except for senior citizen housing.
- C) Attempt to alleviate parking and circulation problems when adjoining development takes place through coordination with adjoining property owner(s).
- D) On a city-wide basis, adjust maximum units allowed to site configuration to provide for better open space, parking, access, and public safety.
- E) Implement Design Review Guidelines, insisting on good design.

### POLICY 3: COORDINATE "A" STREET DEVELOPMENT

"A" Street is designated as Medium Density Residential in the General Plan, but zoned General Commercial. Land use is equally divided between residential and commercial; setbacks vary from zero to 80 feet and there are excessive curb cuts for an arterial. Disjointed development detracts from the public investment in landscaped medians and utility undergrounding. The uncoordinated appearance of the street may stem as much from the varied siting of the buildings, parking, and signs as from the mixture of uses; continuity should be encouraged.

#### STRATEGIES:

- A) Rezone "A" Street frontage from CG to achieve zoning consistency with General Policies Plan.
- B) Regulate setbacks so that buildings form a more continuous frontage and so that parking areas can be combined for more efficient use.
- C) Develop a CN zoning for Burbank which allows residential use as a conditional use along arterials. Include criteria such as a minimum frontage of 120 feet and a 20 foot landscaped setback and consider density bonuses for more extensive frontage.

### POLICY 4: PRESERVE "B" STREET CHARACTER AND NEIGHBORHOOD

The towering sycamore trees on lower "B" Street are the outstanding feature of the Burbank neighborhood. These trees are specifically mentioned in the General Policies Plan for retention and receive special care from the city. Existing zoning, however, encourages replacement of all the original housing by allowing very high densities and should be reduced. Housing along "B" Street includes some turn-of-the-century Victorian and Colonial Revival styles but most homes are later bungalows with some craftsman features. Additions, alterations, and new construction should be done in one of these original styles, in scale with the grander original homes.

#### STRATEGIES:

- A) Change General Commercial (CG) zoning and RHB7 residential zoning (58 units per acre maximum) to Medium Density residential (17 units per acre maximum).
- B) Change Central City Zoning maximum densities for "B" Street below Watkins from 50-65 units per acre to 17 (Medium Density).
- C) Allow for neighborhood commercial or office use of existing houses, where appropriate, to encourage rehabilitation and preservation of buildings.
- D) Require building setbacks, orientation toward street and roof lines of new buildings, alterations or additions to conform with the early styles.
- E) Discourage the demolition of existing buildings.
- F) Require site review of proposed new development before granting demolition permits for existing houses.

**POLICY 5: PROVIDE A TRANSITION BETWEEN DOWNTOWN HIGH INTENSITY DEVELOPMENT AND THE BURBANK NEIGHBORHOOD**

The area east of Grand between "D" Street and "A" Street is part of the Downtown Redevelopment Area along with a one and a half block industrial area west of Grand along "C" Street. The Burbank planning area borders the Redevelopment Area. The Downtown Design Plan covers a wider area than the Redevelopment Area and overlaps the Burbank planning area. In this overlap area, Central City zoning allows 50 units per acre with eight foot setbacks from the street; there is no group open space requirement. The overlap should be eliminated, maximum intensities should be reduced and the maximum should apply only when Design Guidelines are satisfied.

**STRATEGIES:**

- A) Utilize Grand as a dividing line between the Burbank Neighborhood and the Downtown Area, retaining minimum development sites established in the Downtown Redevelopment Area west of Grand.
- B) Reduce maximum density in the Burbank area west of Grand from 50 units per acre to that of Medium Density Residential (17 units per acre).
- C) Adopt site configuration and rear setback requirements in Central City zones.
- D) Include group open space requirements in Central City zones for city-wide consistency.

**POLICY 6: CLARIFY LAND USE POLICY; RESOLVE ZONING INCONSISTENCIES**

There are some zoning classifications in the Burbank Neighborhood which are not consistent with the General Policies Plan designations or with existing, desirable land use. Neighborhood plans with subsequent rezonings provide an opportunity to achieve greater land use policy consistency. In the future, commercial uses in designated residential areas should be located to serve the area without detracting from the residential character of the area.

**STRATEGIES:**

- A) Retain General Policies Plan designations along Soto to Jackson, changing zoning from RH to RM and I to CG.
- B) Keep Medium Density residential designation for Winton between Soto and Alice considering applications for neighborhood commercial or office which fit with the neighborhood and maintain 20' landscaped setback.
- C) Concentrate neighborhood retail at Grand and Winton for a viable neighborhood shopping center.
- D) Change CC-C (commercial) zoning along Grand between Dean and "D" to CC-R (residential) zoning.
- E) Rezone the southern end of Alice from CN to CO so that existing residential use is conforming.
- F) Change CG zoning on Jackson between Soto and Alice to CN zoning.
- G) Rezone the residential area at the west end of "C" Street, north of Sulphur Creek, from Industrial to Medium Density Residential with corresponding change to General Policies Plan designation.

## POLICY 7: UTILIZE CANNERY AREA MORE FULLY

The Cannery area is shown in the General Policies Plan as Mixed Industrial to reflect the City's openness to a variety of possible uses for centrally located, older industrial areas. Portions of the Cannery not needed for remaining operations are being sold. Light industrial use with a park on the northern portion is proposed to provide for needed park facilities and for separation of industrial and residential use.

### STRATEGIES:

- A) Retain Mixed Industrial designation, allowing for improvement of site as new light industrial and warehouse facilities.
- B) Remain receptive to proposals for warehouse sales facilities to maximize tax revenues.
- C) Remain receptive to warehouse subdivision for small businesses in order to develop new jobs.
- D) Seek park use for the portion across from Burbank School, recognizing HARD's desire for highly visible parks with the recreational program flexibility of adjoining schools.

## POLICY 8: MITIGATE NEGATIVE IMPACTS OF INDUSTRIAL USE

New industrial uses abutting residential areas require conditional use permits. The conditions imposed by the use permit should make the industrial use compatible. Of special concern in Burbank is truck traffic, noise, and appearance. The Public Utilities Commission should be encouraged to allow more truck access to the Cannery industrial area from Cannery Court, crossing railroad spurs if necessary, in order to avoid truck traffic past Burbank School.

### STRATEGIES:

- A) Encourage owners to make "good neighbor" improvements including a sound wall to protect adjoining residents on Myrtle, landscape screening of north east perimeter, and removal of unsightly structures.
- B) Carefully draft conditions for any new use to address potential problems including access, parking, truck traffic, noise, maintenance, and pollution.
- C) Provide landscaping along Filbert, relocating sidewalk if necessary.
- D) Make access to Cannery Area from south and north ends.
- E) Require a Planned Development application for new development with comprehensive site planning to minimize possible problems and maximize attractiveness.
- F) Eliminate truck parking on Filbert and Meek.

## POLICY 9: IMPROVE LOCAL TRAFFIC SAFETY

Citizens have expressed concern about visibility at some intersections, crosswalk safety, speeding, and dangerous curves. The following proposals seek to alleviate some of those concerns at costs within existing budgets.

### STRATEGIES:

- A) Provide red curbing as necessary to increase visibility of pedestrians and vehicles including: 20' of red curb on "B" Street at approaches to Alice; 20' of red curb on north side of "B" Street east of Myrtle; on north side of "B" Street east of Filbert to a total of 20'; on south side of "B" Street for 100 feet west of Burbank as long as "Ice House" blocks visibility; on north side of "C" Street east of Alice; and on south side of "C" Street at Myrtle to 20' west of crosswalk.
- B) Install "PED XING" pavement marking and signs at approaches to crosswalk at "C" and Alice.
- C) Request a stop sign at "B" and Myrtle.
- D) Request four-way stop signs at "C" and Myrtle along with any compatible school warning signs or pavement marking.
- E) Provide lane drop sign on "C" Street approaching the Burbank curve.
- F) Provide line reflectors through curves at "C" Street and Burbank, "C" Street and Filbert, and Meek and Filbert.
- G) Define offset Meek and Myrtle intersection with crosswalks at the far east and west legs on Meek; paint curbs red within intersections.
- H) Enforce speed limits.
- I) Provide more crossing guards for students.

## POLICY 10: IMPROVE CIRCULATION AND TRANSPORTATION FACILITIES

In the Burbank area, "A" Street, Winton and Jackson are the major arterials for through traffic; Grand and Soto are minor arterials. Some local streets also carry heavy through traffic. The "D" Street extension is expected to alleviate this problem; more restricted entry to local streets is therefore not considered necessary at this time. By the year 2005, however, projected volumes will exceed capacities on Jackson near Grand and on Soto Road indicating need for further improvements. Extension of Meekland should be sought as redevelopment of the Cannery area allows. Alternative transportation must also be encouraged as the Burbank neighborhood becomes more developed to limit the proliferation of automobiles.

### STRATEGIES:

- A) If feasible, extend Meekland to Cannery Court.
- B) Encourage BART to provide a parking garage to eliminate overflow onto neighborhood streets.
- C) Provide benches at major bus stops for neighborhood commercial areas and industrial area.

## POLICY 11: INCREASE PUBLIC SAFETY

Burbank is a relatively high crime area. Neighborhood Watch programs are an effective way to assist police in making the neighborhood safer. As well as reporting suspicious activity, neighborhood groups can lobby for additional law enforcement efforts to cope with problem areas such as the City/County border on "A" Street. Neighborhood Watch groups are also needed to organize neighborhood response to a major earthquake so that precautions can be taken and injured people can be quickly located. Public safety must be considered in street lighting and in the design of new housing.

### STRATEGIES:

- A) Establish Neighborhood Watch groups to reduce criminal activity and to prepare for a major earthquake.
- B) Support task force with city, county and special drug enforcement officers in intensifying efforts in problem areas.
- C) Encourage annexation of county areas within Burbank for clearer accountability.
- D) Require new development to be designed for better security.
- E) Increase street lighting where it improves public safety.
- F) Have police patrols report locations of burnt out street lights.
- G) Adopt a city-wide building security ordinance.

## POLICY 12: PROVIDE ADEQUATE PARK FACILITIES

There are no parks within the Burbank area. Hayward Area Recreation and Park District provides funds for play field development at all three schools in the Burbank area and uses schools for recreational programs. Even if the acreage at these facilities is fully counted as providing neighborhood open space, Burbank is well below the city average of 3.6 acres per thousand residents. Population in Burbank and the adjoining downtown is expected to increase significantly. Access to active recreational facilities and open space is essential to a quality residential environment.

### STRATEGIES:

- A) Promote awareness and maintenance of facilities in or near Burbank: Centennial Park, Winton Jr. High, Burbank School, Sunset High and the Hayward Boys and Girls Club.
- B) Encourage new residential development to provide on-site recreation space such as play areas.
- C) Seek a park site in the Redevelopment Area.
- D) Seek a park site on the northerly portion of the Cannery area. If there are not adequate resources for parks, allowed density of new development should be reduced.
- E) Raise developer's city-wide park dedication fees so park land can be purchased.
- F) Seek and equip tot lot sites.
- G) Recommend revision of park district policy on minimum park size in underserved areas like Burbank and the adjoining downtown.

## POLICY 13: PRESERVE ELEMENTS OF BURBANK HISTORY

"B" Street and the Cannery were important elements of early Hayward. A street car line along "B" Street previously connected the Cannery and railroad station with the downtown. Meek orchards comprised most of Burbank, but Dr. Winton also had a sizable holding and his home still exists on Myrtle. Hayward currently has no restraints on demolition other than a \$49.50 permit. Demolition of buildings considered significant should be postponed while alternatives are considered. Sycamore trees and buildings which form the context of the original street car line also share collective historical significance to be conserved.

### STRATEGIES:

- A) Revise Historic Preservation Ordinance to give some protection to structures designated as Historically or Architecturally Significant (such as the Winton House at 24072 Myrtle).
- B) Designate "B" Street historical district to protect turn-of-the-century character.
- C) Require public review should demolitions be proposed for architecturally significant buildings (such as the Victorians at the entry to the Burbank neighborhood between Watkins and Montgomery).
- D) Encourage an active liaison with the Hayward Historical Society in the designation and review of historical resources.

## POLICY 14: IMPROVE STREETS CAPES

Streets provide for circulation and also serve as open space corridors. Comparison of "B" and "C" Streets demonstrate how trees can form beautiful street spaces. Landscaping is also needed to soften harsh surfaces such as sound walls and to dramatize entries. Different treatment of paving should be used to help establish pedestrian ways and areas. The City of Hayward is on improving median landscaping along arterials; private developments should also contribute to a unified, attractive streetscape.

### STRATEGIES:

- A) Continue to require maintenance of sycamore trees on "B" Street.
- B) Save large mature trees where feasible when developing land.
- C) Consider bulbing sidewalk on "A" Street at Filbert and bricking providing special crosswalk treatment to aid pedestrians and to note commercial area.
- D) Landscape northeast corner of Western and "A" Street as an entry feature.
- E) Require consistent landscape edge with medium to large canopy street trees along "A" Street, Winton and Jackson per Landscape Beautification Plan. Apply principles of Landscape Beautification Plan also to Grand Street.
- F) Soften appearance of sound walls along "D" Street Extension with suitable landscaping and wall design.
- G) Design location of curbs on Winton in conjunction with "D" Street work; consider provision of curb and sidewalks in exchange for dedications to achieve planned street dimensions and continue to require curbs and gutters in conjunction with new development.
- H) Seek Shopping Center Beautification design funds for Russell's shopping area on Winton if there is cooperation with right-of-way realignment and curbing.
- I) Landscape Cannery buildings along Filbert and Meek.

## POLICY 15: ELIMINATE EYESORES

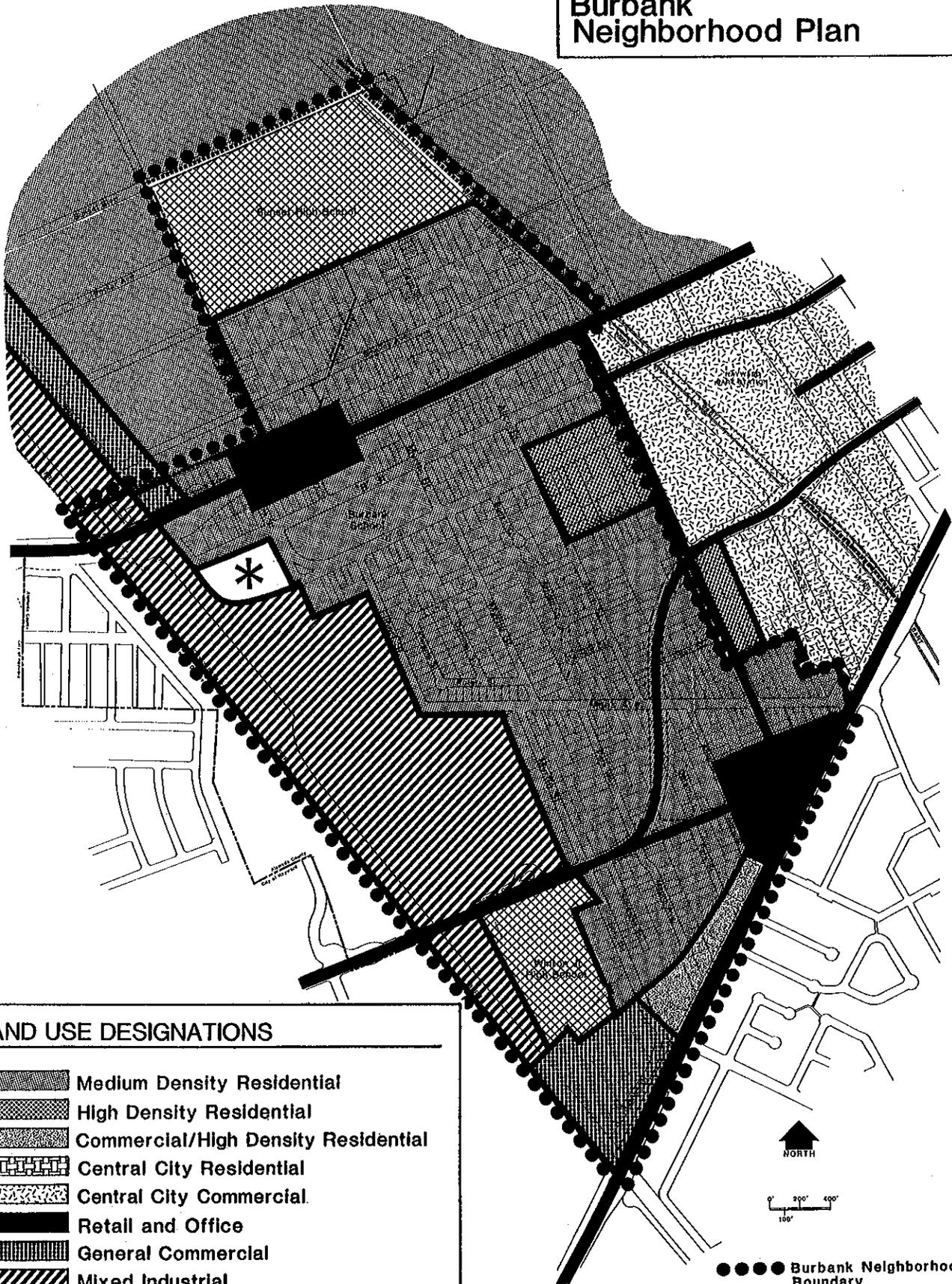
"Eyesores" such as cars parked across a front yard or graffiti along a wall can taint the impression of a whole neighborhood. The Fire Department has been active in clearing overgrown lots; the Police Department organizes graffiti removal; and the Planning Department seeks corrections of violations such as improper signs, fences or cars parked on front yards. A Community Preservation Ordinance could provide for more comprehensive correction of eyesores. There is only one billboard left in Burbank at present, and the sign ordinance is being revised to be more restrictive.

### STRATEGIES:

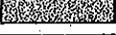
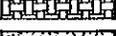
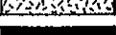
- A) Enact a Community Preservation Ordinance to establish city authority for requiring correction of unsightly conditions.
- B) Systematically inspect Burbank area for zoning violations such as cars parked on front yards.
- C) Further limit freestanding signs and prohibit signs on top of buildings and additional billboards.

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**General Policies Plan Map  
GPP Amendment  
Burbank  
Neighborhood Plan**



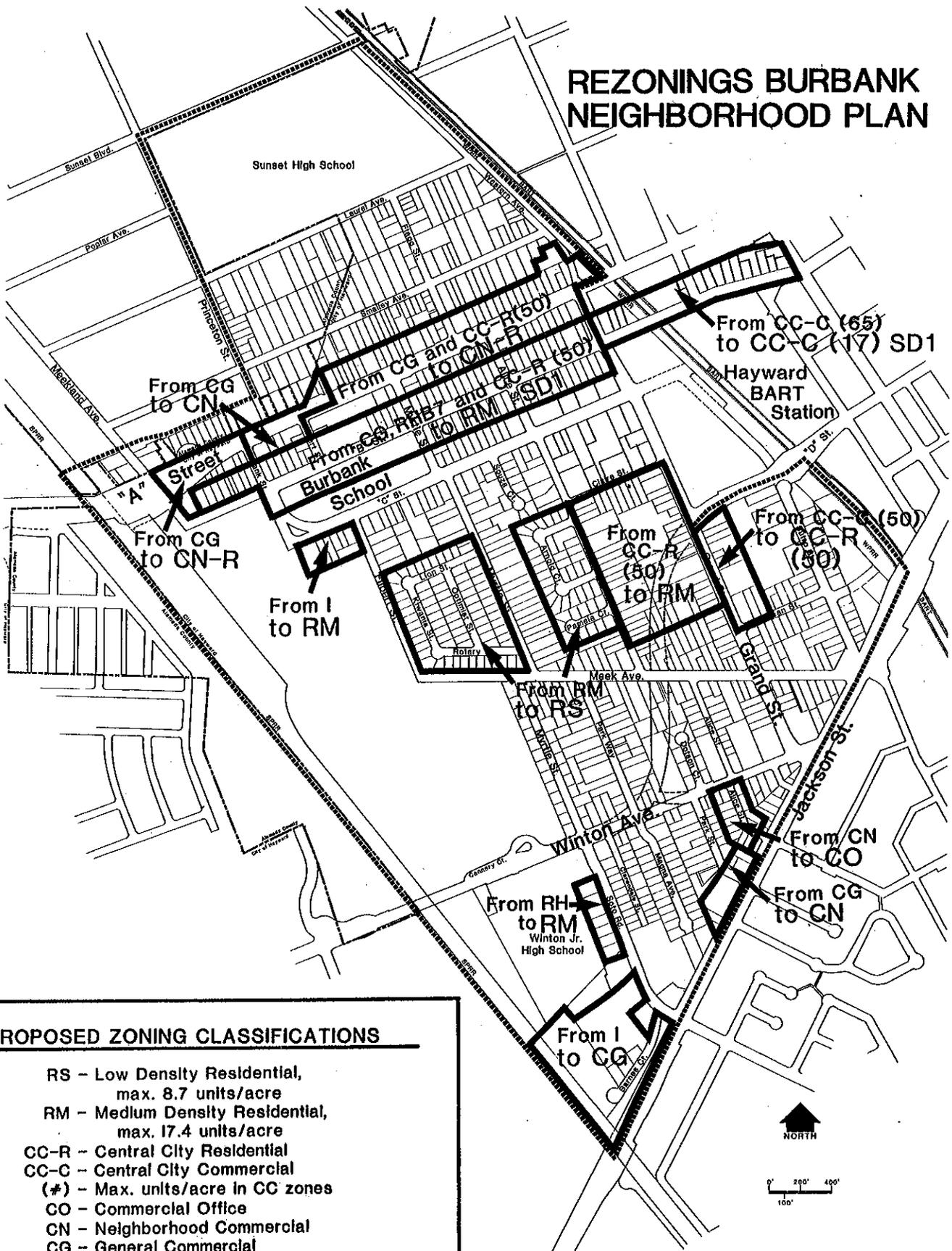
**LAND USE DESIGNATIONS**

-  Medium Density Residential
-  High Density Residential
-  Commercial/High Density Residential
-  Central City Residential
-  Central City Commercial
-  Retail and Office
-  General Commercial
-  Mixed Industrial
-  Public and Quasi-Public
-  Proposed Neighborhood Park

●●●● Burbank Neighborhood Boundary

**CIRCULATION**  
 Major Arterial  
 Minor Arterial

# REZONINGS BURBANK NEIGHBORHOOD PLAN



From CC-C (65)  
to CC-C (17) SD1

Hayward  
BART  
Station

From CG  
to CN

From CG and CC-R (50)  
to CN-R

From CG, RM-17 and CC-R (50)  
to RM-17 SD1

From CG  
to CN-R

From I  
to RM

From  
CC-R  
(50)  
to RM

From CC-C (50)  
to CC-R  
(50)

From RM  
to RS

From CN  
to CO

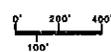
From CG  
to CN

From RH-1  
to RM-1  
Winton Jr.  
High School

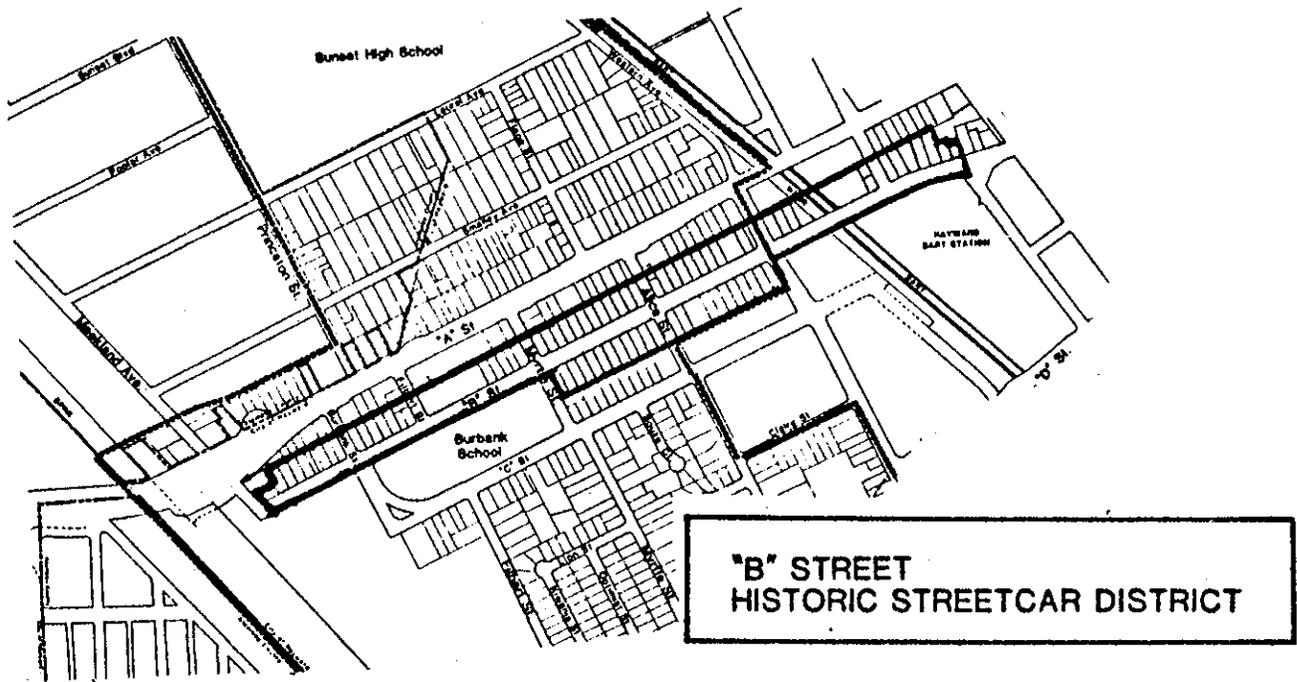
From I  
to CG

## PROPOSED ZONING CLASSIFICATIONS

- RS - Low Density Residential,  
max. 8.7 units/acre
- RM - Medium Density Residential,  
max. 17.4 units/acre
- CC-R - Central City Residential
- CC-C - Central City Commercial
- (#) - Max. units/acre in CC zones
- CO - Commercial Office
- CN - Neighborhood Commercial
- CG - General Commercial
- I - Industrial
- CN-R - Neighborhood Commercial/Residential
- SD - Special Design



Areas of  
Zoning Change



Historic District Overlay for Lower "B" Street

Purpose: To maintain the traditional pattern of landscape and architecture on the historic streetcar street of Hayward.

Landscape:

- a) Sycamore street trees shall be maintained and replaced if missing or unhealthy.
- b) Front building setback, except for drive, shall be landscaped.
- c) No solid fencing shall be permitted in front setback.

Siting:

- a) Front building setback shall conform with existing setbacks of adjacent original houses or 20 feet except for commercial uses adjacent to the railroad and at the corner of "B" and Meekland.
- b) New buildings shall maintain the rhythm of houses at fifty foot intervals, i.e., no continuous wall planes shall span an original lot line.
- c) Primary entrance shall be on the front building, facing "B" Street.
- d) Parking shall be located to the rear of front building.

Architecture:

- a) Primary roofs shall be hip or gable roofs.
- b) Entrance shall be featured with elevated porch and detailing.
- c) Substantial window areas shall overlook street.
- d) Architecture and materials shall be sympathetic to original Victorian, Colonial Revival or Craftsman styles, e.g. untrimmed openings, garish colors, and plywood siding generally not acceptable.

## LAND USE

### BACKGROUND

Land use policy is the most potent planning tool available, especially in Burbank where infrastructure is largely in place. Land use, however, has generally responded to the current real estate market rather than long term goals for desirable land use.

### Existing Land Use

The Burbank Neighborhood includes a mix of residential, commercial and industrial land uses in structures of varied age. Some of the earliest development in the City took place in this area with the establishment of the Hunt's Cannery in 1896 and subdivision of the "B" Street area in 1904 and 1908. "Ranchettes" were subdivided north of "A" Street and south of Winton 1919-1920. After World War II, small subdivisions were built on remaining large parcels. Infill apartment development and commercial development along arterials has continued since.

While there is little vacant land remaining, there is a high potential for infill development and redevelopment as existing land use policy allows higher intensity development and the value of the land is high relative to many of the existing buildings. On most parcels in Burbank the assessed value of the land exceeds the assessed value of the structure, indicating a high susceptibility to change.

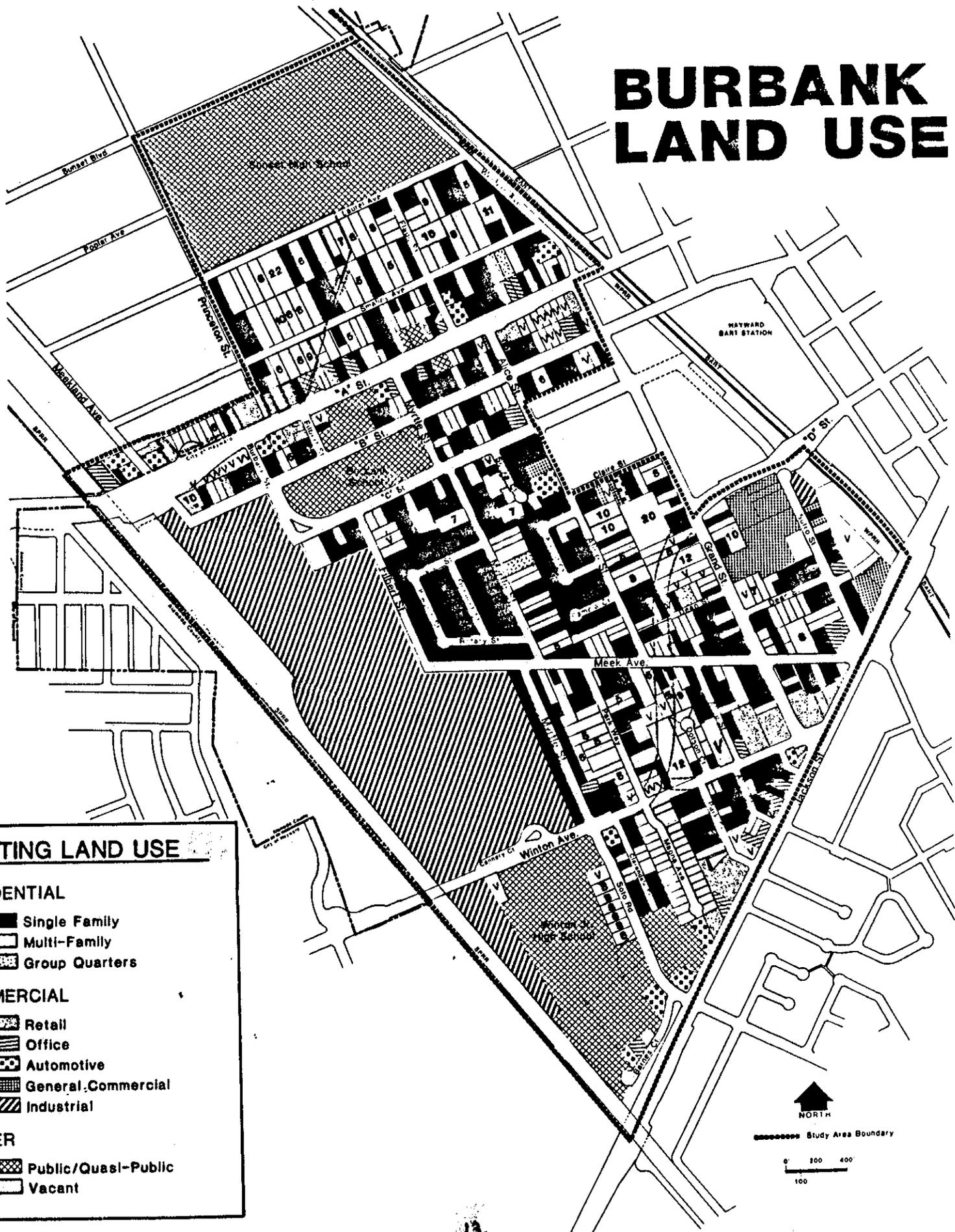
### General Plan Land Use Policies

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 attached General Policies Plan map indicates the land use designations for the Burbank area. 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" such as the downtown which are well served by transit and business.

### Zoning Classifications

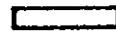
Zoning is the primary method used by the City to implement the land use policies contained in the General Policies Plan. The Zoning Ordinance regulates specific land uses and standards such as parking, building heights, setbacks, and lot coverage for each zoning district. The zoning of a property should be consistent with the intent of the General Policy Plan designation for that property. Several zoning classifications 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.

# BURBANK LAND USE

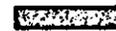
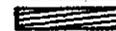
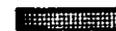


## EXISTING LAND USE

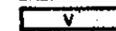
### RESIDENTIAL

-  Single Family
-  Multi-Family
-  Group Quarters

### COMMERCIAL

-  Retail
-  Office
-  Automotive
-  General Commercial
-  Industrial

### OTHER

-  Public/Quasi-Public
-  Vacant

## RESIDENTIAL LAND USE

### Current Development and Trends

The neighborhood reflects historical development and current land use policy with a mixture of housing types. Older single family homes on individual lots, duplexes, multiples of 3-5+ are scattered throughout the area. The overall density falls within the medium density range. The trend for this area is to develop larger lots with additional units to the rear of an existing single family structure or to remove the single unit and construct a multiple unit structure. Table 1, Approved Residential Development in the Burbank Area, 1983-87, reflects this trend. Permits indicate at least 65 demolitions in the Burbank neighborhood between 1980-87, about half of the demolitions in the whole city.

Current residential construction in the Burbank area is all multi-family. The average density of approved projects between 1983 and 1987 was 34 units per acre. This density average is skewed by a project approved three years ago but not to be built; without that project, average density is 20 units per acre.

### Housing Tenure

Despite the trend toward construction of a greater percentage of multiple-family units in Hayward, there has been no change in tenure mix of the population over the past decade. In both 1970 and 1980, 55% of all households were homeowners and 45% were renters. In Burbank, the percentage of homeowners is only 32%, but was also stable between 1970 and 1980. 47% of the single family homes in Burbank are renter-occupied compared with 21% city-wide.

### City-wide Housing Need

The projections of employed residents assume that there will be approximately 67,770 households in the planning area by 2005. Since there are presently about 46,120 households there will be a need for approximately 21,650 additional housing units in the planning area over the next twenty years. The potential for additional housing units, based on the General Policies Plan Map, is estimated to be between 17,000 and 22,000 units. Much of the housing need has stemmed from a reduction in the number of people living in each unit. Smaller household size is very evident in Burbank where population fell from 4793 to 3609 between 1970 and 1980.

### Housing Potential in Burbank

The potential for additional housing units within the Burbank study area was estimated to be approximately 1,134 units. This amount of growth was a substantial increase over the estimated 1,562 units existing in the study area. In the course of plan adoption, statistical Subarea 6 (15 acres) was removed from the Burbank Plan area and the Redevelopment Area west of Grand (8 acres) was included. Subarea 5 was redesignated Medium Density. The revised estimate of additional units in the newly configured Burbank Neighborhood is shown on Table 2.

TABLE 1  
APPROVED RESIDENTIAL DEVELOPMENT  
IN THE BURBANK AREA, 1983-1987

<u>Application No./ Project Location</u>	<u>Density per acre</u>	<u>Parking Spaces per unit</u>	<u>Description</u>
SPR 87-88 316 Lion	15	1.7	Add duplex to lot with existing house
SPR & VA 87-63 22703 Souza Ct.	17	2.0	Construct duplex on vacant lot
UP 87-46 22943 Sutro	22	1.5	Add 2 units behind existing duplex
SPR 87-31 561-567 "B" St.	23	1.5	Construct 4 apartment units
SPR 87-20 24230-32 Clarendale St.	18	1.5	Construct duplex on lot split
SPR 85-131 24290 Park St.	8	2.0	Construct duplex
SPR 85-127 22723 Myrtle	16	1.75	Add 3 units behind existing house
SPR 85-85 22879 & 22887 Grand Ave.	56	1.2	Construct 42 apartment units
SPR 85-64 534 Smalley Ave.	17	1.75	Construct 8 apartment units
SPR 85-23 568 Dean St.	27	1.25	Construct 4 apartment units
SPR & VA 85-13 537 "A" St.	28	1.23	Construct 4 apartment units
SPR & VA 84-167 22812 Myrtle	9	2.0	Add 2 units to lot with 2 existing units
SPR & VA 84-166 440 Meek	17	1.7	Construct 3 apartment units
SPR 84-74 614, 636 Dean St.	30	1.7	Add 5 units behind fourplex and house
SPR 83-137 503 "B" St.	18	1.3	Add 3 units behind existing house
SPR 83-110 644 Dean St.	19	2.75	Move 4 apartment units onto interior site

TABLE-2

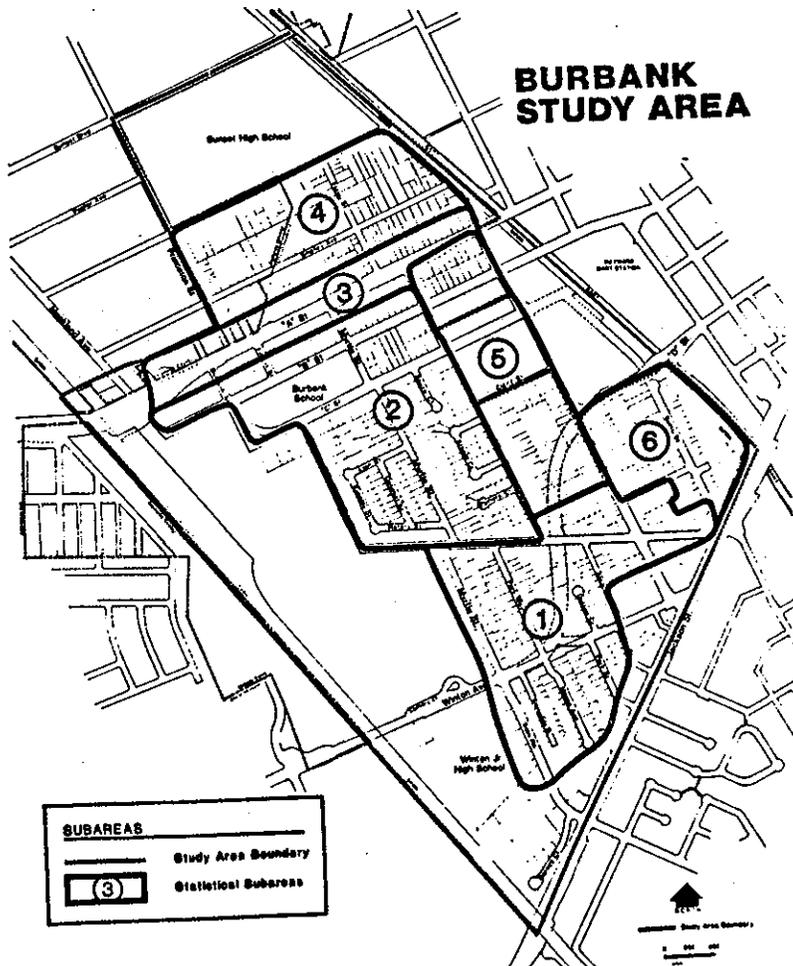
BURBANK HOUSING POTENTIAL\*

Subarea	Existing No. of Units	Existing Density Units/Acre	Total Acres	Potential Additional Units	Total Units (Existing and Potential)
<u>Medium Density</u>					
Subarea 1	475	11.3	44.1	54	529
Subarea 2	360	8.7	43.1	157	517
Subarea 3	62	10.0	12.1	83	145
Subarea 4	334	10.3	33.7	70	404
Subarea 5	221	14.1	25.4	210	431
TOTALS:		<u>1452</u>		<u>574</u>	<u>2026</u>

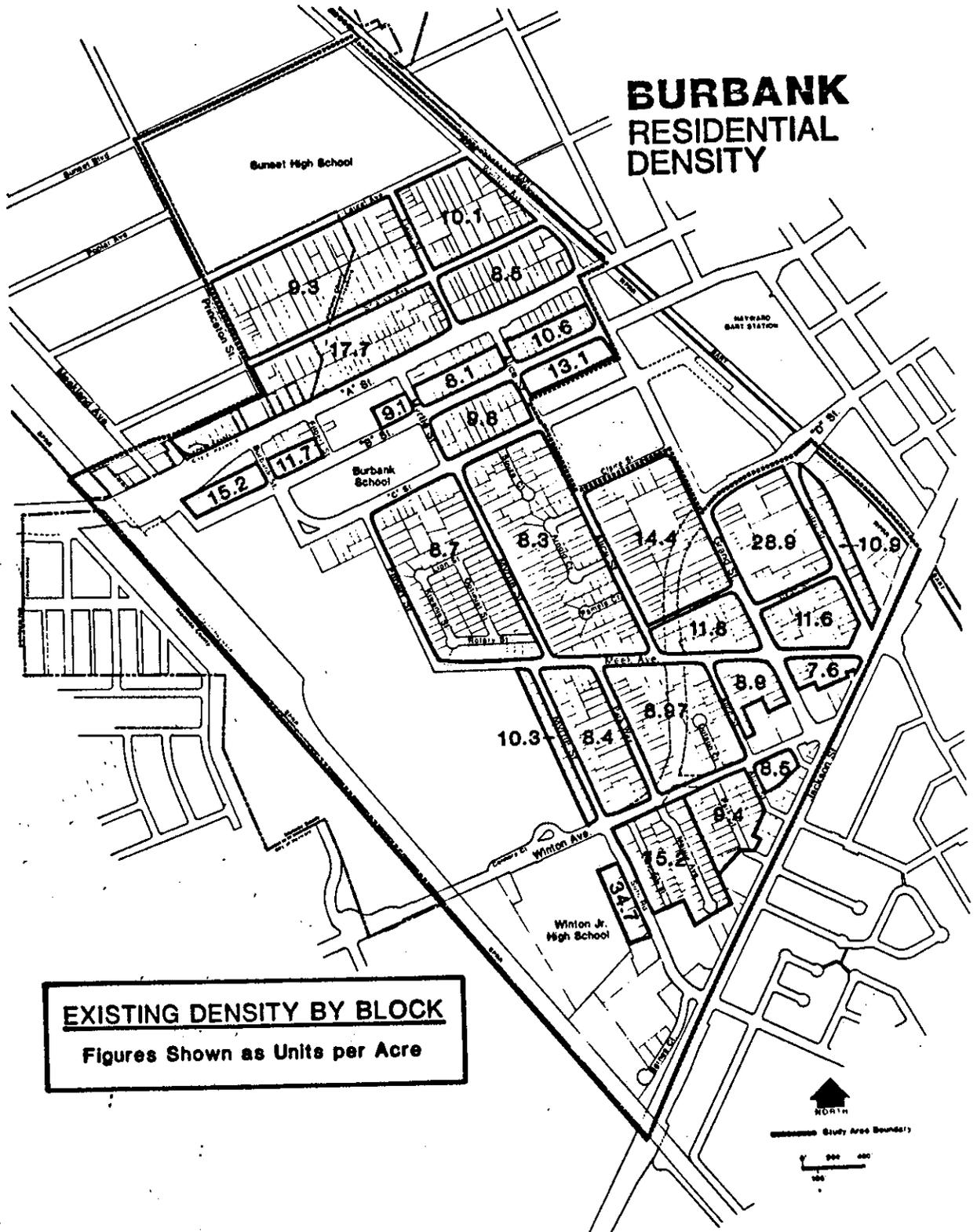
\* Potential for additional units in Subareas 1-4 is based on midrange medium density (12 units/acre) since it is expected that this area will not be built out at the maximum density in the short term. For Subarea 5, the estimated density is 17 units per acre.

Housing Potential Subareas

1616r/er



# BURBANK RESIDENTIAL DENSITY



## Downzoning

Proximity to transit and the Downtown suggest denser development of the Burbank Area. Land use policies encourage denser development in order to provide for regional housing need without additional sprawl, in order to provide market support for the Downtown, and in order to better utilize transit.

However, anticipation of redevelopment of Burbank at higher densities may have resulted in over-extensive multi-family zoning. High density zoning may lead to deterioration in the quality of neighborhoods if people forego maintenance of existing houses. Spotty, awkwardly-sited new development may preclude attractive development later on. If the quality of residential areas around downtown deteriorates, the Downtown will be less attractive to new business and housing.

The Hayward Neighborhood Analyses, 1968, found "premature multi-family zoning without special controls needed for deep lots" to be a blighting factor. Extensive downzoning was recommended to focus development downtown.

Allowed density is highest on "B" Street. Demolition is thus encouraged on the one street in the area acclaimed for its attractive character. Three homes have been recently demolished. New infill development approved on "B" Street has not been in character with the street. Lower intensity zoning with special historic zone requirements and demolition review is proposed to protect the character of "B" Street.

Owner-occupancy is another consideration which relates to residential densities. The social stability of the Burbank neighborhood may be strengthened by retaining some single family use. The residential courts are seen to have an integrity which is desirable to protect. Presently, 70 of the 75 parcels in the Lion-Rotary area are owner-occupied and 31 of the 44 parcels on Arnold and Pamela Courts are owner-occupied. It is proposed to rezone these areas single family. Coordinated redevelopment of single family areas could be considered after the market has absorbed available sites nearest Downtown.

## Refinement of Multi-Family Zoning

Multi-family housing in Burbank has often been shoe-horned onto narrow sites. The access and parking may be substandard and usable open space is frequently limited to a narrow fringe of landscaping not suitable for outdoor activities. Privacy for individual units is often lacking, with driveways directly in front of windows or other units looking into "private" open space. The lack of entries and windows facing the street defeats the natural tendencies of neighbors to watch over the neighborhood. Development hidden in the center of the block frustrates police surveillance in this high crime area.

The medium density maximum of 17 units per acre can be built as townhouses or garden apartments if there is enough street frontage. Attractive street frontages with entries and windows overlooking the street can contribute to

the visual and social structure of the neighborhood. Private open space of usable dimension can also be accommodated. On narrow deep lots, however, driveways dominate if maximum densities are sought.

It is proposed that the city's zoning ordinance recognize the limitations of deep narrow lots by not allowing maximum densities on those lots. Potential developers then have an incentive to acquire more land or to undertake joint development with adjoining owners. Better site design would then be possible and the resulting development would be more valuable and livable.

The Design Review Guidelines seek to improve the quality of multi-family housing by stating and illustrating design principles to be considered in site plan review. Usually, however, developments are shaped by zoning limitations and parking requirements; desirable design "may not fit" at the maximum density allowed. Because qualitative design guidelines are often neglected or unevenly enforced, many communities are seeking to make requirements more prescriptive. Prescriptive standards are more understandable to property owners, easier to enforce, and generally more equitable.

A refinement of the zoning ordinance which scales maximum allowed density to lot configuration is being studied. Taking both the width and the depth of the lot into account affects the development of the narrowest and deepest lots most directly. Basing density on a ratio of lot frontage to lot depth could create strong incentives to combine lots or to provide intermediary roads in some of Hayward's rural-scale superblocks. Possible densities based on the ratio of lot frontage to lot depth for Medium Density areas are:

<u>Ratio of Frontage to Depth of Lot</u>	<u>Proposed Maximum Density</u>	<u>Typical Burbank Lot Size</u>	<u>Units Allowed</u>	<u>Currently Allowed</u>
1:2	17 per acre	50'x100'	2.0	2.0
1:3	15 " "	50'x150'	2.0	3.0
1:3	15 " "	75'x225'	5.0	6.0
1:4	12 " "	75'x300'	6.0	9.0
1:5	9 " "	42'x235'	2.0	3.0

## COMMERCIAL LAND USE

### Current Development and Trends

"Strip" commercial development has occurred along both major arterials in Burbank. Virtually all of Jackson has been commercially developed. 42.5% of "A" Street is commercial frontage with additional commercial development in progress. Commercial development at Winton and Grand forms the only shopping center in the area. Grand Lanes bowling east of Grand is another extensive area of commercial use with some adjoining business service uses on Sutro. Automotive repair and warehouse uses dominate the area between Grand and Alice along "C" and Claire Streets (across from the proposed BART parking garage).

### Existing Commercial Land Use Policy

The General Policies Plan designates most of the area east of Grand as Central City Commercial. The area at Winton and Grand is designated Retail and Office Commercial, providing for a neighborhood center. Jackson Street frontage between Alice and Soto is designated Commercial/High Density Residential. The area around Jackson and the SPRR tracks, is designated General Commercial as is the corner at Meekland and "A" Street.

"A" Street is designated as Medium Density Residential reflecting the policy that excessive commercial strip development detracts from appearance of the city and impedes arterial traffic. Compact commercial centers with continuous retail frontage and efficient parking lots are preferred. Both Neighborhood Commercial and Commercial Office zoning classifications are potentially consistent with the Medium Density designation. Existing policy is to "concentrate commercial areas into attractive shopping areas by breaking up underutilized strips with areas of higher density housing".

### Character of "A" Street

"A" Street has an equal amount of residential and commercial use. General Commercial zoning has allowed a wide mixture of uses with no minimum or maximum building setbacks. Some businesses are built up to the sidewalk while others are deeply setback with parking lots in front. Some older homes converted to business have cars pulled up on the frontyard; some older homes are maintained as residences with flower gardens in the front. Newer apartments have parking lots fronting "A" Street. There are frequent curbcuts. The erratic frontage has few street trees bordering the roadway to give continuity. The confusing visual impression in present development lowers the collective economic value of the street and detracts from city beautification efforts in the median.

To improve "A" Street, more restrictive zoning designations and sign restrictions have been recommended. Building setbacks should contribute to continuity to allow for more attractive shopping and efficient parking and access. The Burbank Neighborhood Task Force proposed that "A" Street be zoned Neighborhood Commercial which has a minimum setback of ten feet. Generally requiring conformity with that setback will contribute to an attractive edge to the wide street and facilitate pedestrian shopping. Residential and office uses should be designed to contribute to the continuity and commercial appeal of the street.

"A" STREET BREAKDOWN OF EXISTING LAND USES

	Net Area (Acres)	No. of Units	Percent of Area
<u>Residential</u>			
Single family	3.5	26	26%
2-4 units	2.3	36	17%
Multi-Family 5+	0	0	0
Group Quarters/Institutional	<u>0.3</u>	<u>1</u>	<u>2.5%</u>
Subtotal	6.1	63	45.5%
<u>Commercial</u>			
Retail & Office	4.5	--	33.5%
General Commercial/Automotive	<u>1.2</u>	--	<u>9%</u>
Subtotal	5.7	--	42.5%
<u>Other</u>			
Public/Quasi-Public	1.5	--	11%
Vacant	<u>0.1</u>	--	<u>1%</u>
Subtotal	1.6	--	12%
TOTAL	<u>13.3</u>		<u>100%</u>

Consistency with General Policies Plan

"A" Street is a major barrier to the continuity of the Burbank neighborhood. It is also the only shopping area in the northern half of Burbank. Neighborhood commercial uses therefore seem very appropriate, but there is not enough demand to sustain neighborhood commercial uses over the entire length of the street. Office use, other than for neighborhood services, would not serve to link the Burbank neighborhood and may compete with the function of the Downtown. Additional residents could support neighborhood business and contribute to the civility of the street, thus knitting the Burbank neighborhood together.

Policies in the General Policies Plan suggest concentrating commercial areas on arterials into attractive shopping areas with high density housing between. Higher density senior citizen housing has been an attractive addition to arterials in other cities. Senior citizens generally appreciate greater convenience and safety that such locations afford and the large scale elevator buildings are in scale with the wide streets. But recent residential development on "A" Street on single narrow lots has not contributed to an attractive development pattern. Policy refinement to require adequate frontage for any proposed residential development on an arterial is indicated as a possible city-wide change.

### Character of Winton

Winton Avenue currently has a much more defined land use pattern than "A" Street with a clear commercial center from Alice to Jackson, large scale school and industrial uses near the overpass, and residential development between.

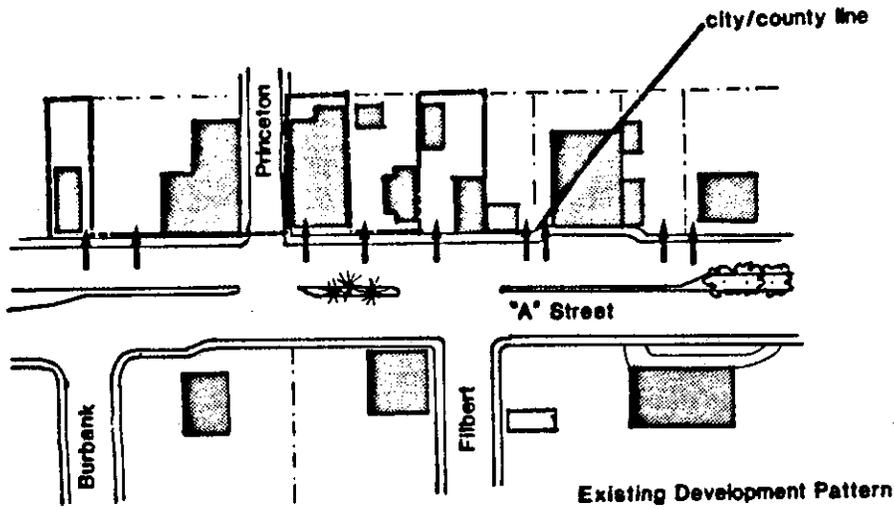
There is potential for this residential frontage to erode as evidenced by the cleared parcel on the northwest corner of Alice and Winton. Allowing more Commercial Office zoning on Winton may precipitate additional residential demolitions by owners seeking the assumed higher land values. The continuity of the landscaped setback should be maintained.

The neighborhood shopping area on Winton could benefit from site planning and landscaping. A Shopping Center Beautification fund has been established by the City to assist such efforts and should be applied for. Such assistance should be coordinated with curb and gutter installation along Winton to provide mutual benefits to the property owners and the City.

### Technical Assistance to Small Business

The Hayward Economic Development Program provides some assistance to small businesses in acquiring financing and has considered undertaking more comprehensive neighborhood development assistance. A prime Burbank area where city coordination efforts could yield compound benefits is the Princeton and "A" area as there are some large retail spaces, space for parking development and no competing shopping center. Proposed City annexation of remaining county frontage would help facilitate coordinated development of this area. An improvement district to pay for annexation and improvements such as brick crosswalks, landscaping and parking lots appear to be necessary. Shopping Center Beautification funds could be sought for this area. An illustration of the existing development pattern and possible improvements incorporating the policies of this plan follow:

# Illustration of "A" Street Improvements

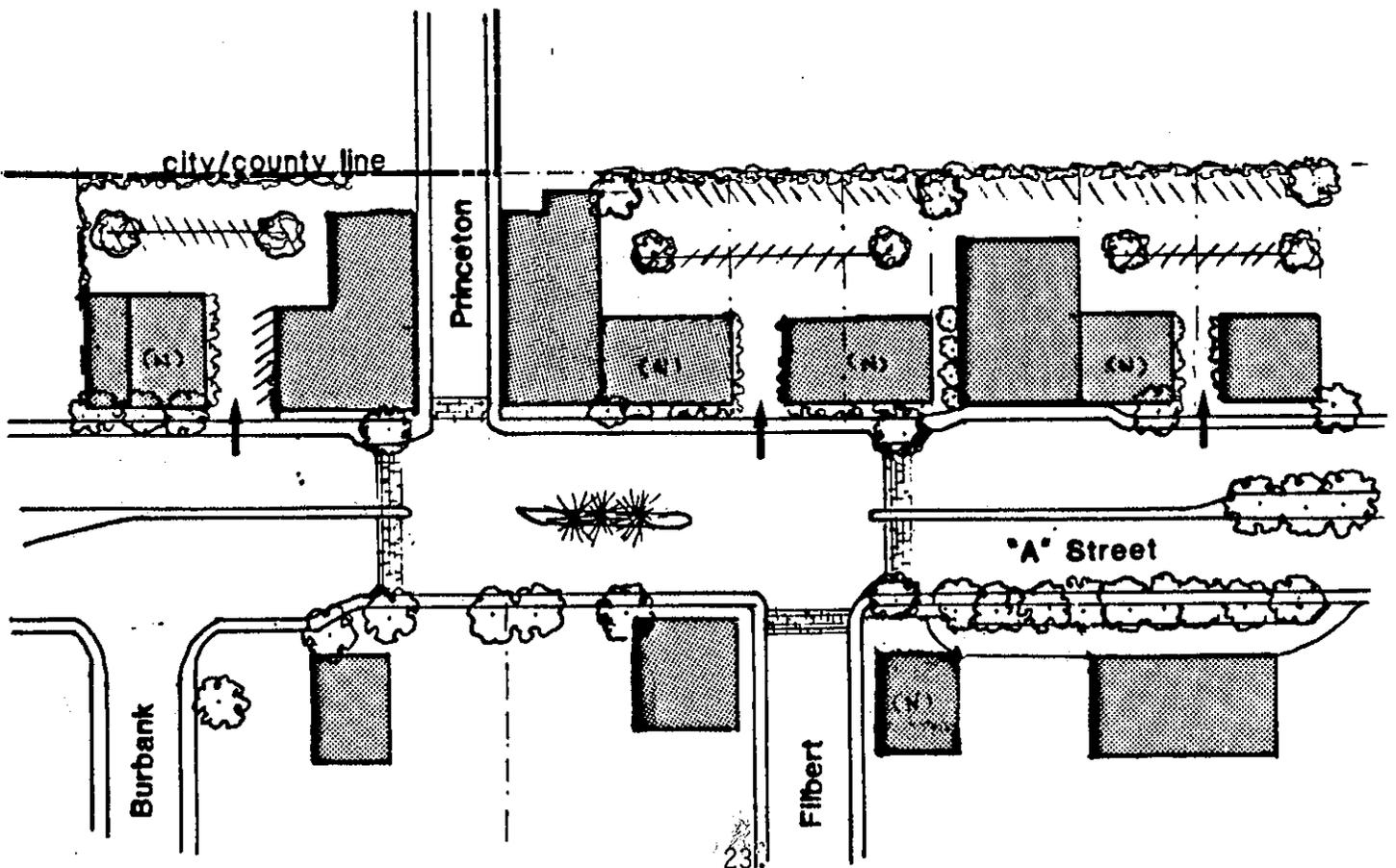


## Existing Problems

- weak commercial frontage
- excessive curb cuts
- inefficient parking
- unsafe pedestrian crossing
- confusing city boundary

## Improvements

- continuous commercial frontage
- fewer curb cuts
- consolidated parking
- bulbed, bricked crosswalks
- rationalized city boundary



## INDUSTRIAL LAND USE

### Background

The former Hunt's Cannery forms the western portion of the study area. The cannery operations originally extended beyond the Burbank area to the northwest, including the property currently occupied by the Price Club.

The Cannery operated in close association with a subsidiary, the United Can Company (Beatrice/Hunt-Wesson Container Division), at this site until 1978 when the Cannery ceased their Hayward operations. United Can Company continues to occupy almost 700,000 square feet and to employ 325 to 450 people.

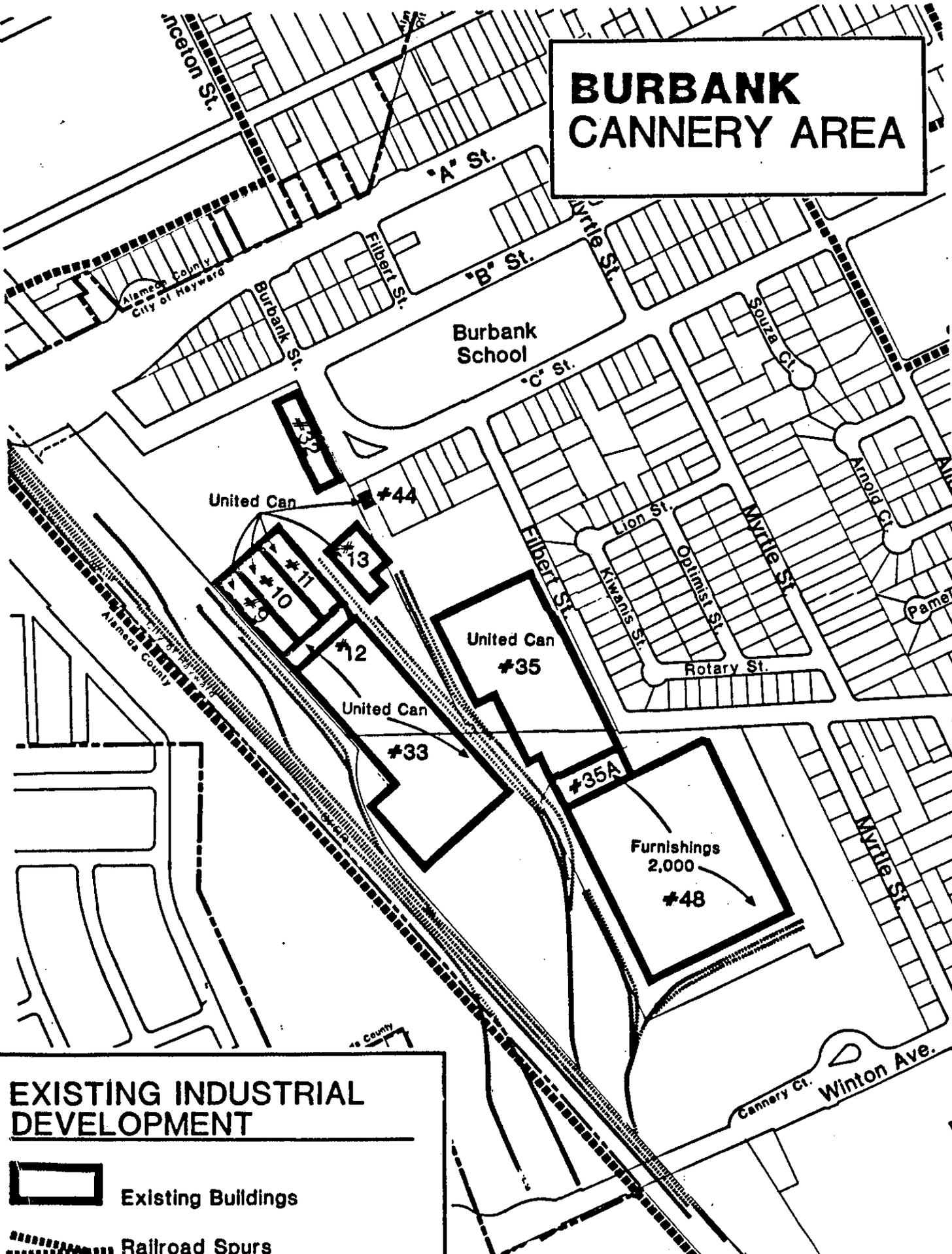
When the Cannery closed, a portion of the property was offered but no sale was made. Residential condominium projects were considered on six acre parcels at both ends of the site; it was not considered financially feasible in 1980. In 1983, Furnishings 2000 leased the warehouse on Cannery Court for a furniture warehouse and distribution center. Lincoln Properties and Patrician Associates purchased the land and buildings occupied by Furnishings 2000 in 1984 for a recorded value of \$3.12 per square foot of land and \$12.43 per square foot of improvements. A sale of the remaining Cannery area to Hunt-Wesson was recorded in 1985 at the same land value. Improvements averaged \$8 a square foot.

Other United Can Company facilities operate alongside Hunt-Wesson Canneries. There are, however, heavy emissions of volatile organic compounds associated with the can coating and end filling which would require expensive mitigation measures if these operations were relocated. Beatrice/Hunt-Wesson anticipates retaining can coating operations in Building 33 with a portion of Building 35 used for storage. Remaining space is to be sold.

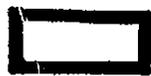
The total acreage of the property is 55.9 acres. The buildings occupy a total area of 1,091,816 sq. ft. (25.1 acres) distributed as follows:

<u>HUNT'S CANNERY PROPERTY</u>		
<u>Use</u>	<u>Building</u>	<u>Area (in square feet)</u>
United Can	No. 9, 10, 11, 12	124,650
	No. 13	23,400
	No. 32 (portion)	26,725
	No. 33	274,160
	No. 35	246,519
	No. 44	2,912
	Subtotal:	698,366
Furnishings 2000	No. 35A	29,150
	No. 48	356,300
	Subtotal:	385,450
Leased storage	No. 32 (portion)	8,000
	Total:	1,091,816

# BURBANK CANNERY AREA



## EXISTING INDUSTRIAL DEVELOPMENT



Existing Buildings



Railroad Spurs

## Existing Industrial Land Use Policies

The General Policies Plan Map designates this property as "Mixed Industrial". This designation applies to older industrial uses within the central part of the city, typically located along railroad tracks, bordering residential areas and underutilized. Future uses must be compatible with adjacent residential and commercial areas. These areas should be considered for conversion to commercial uses, residential uses, or a planned development with mixed uses, as appropriate.

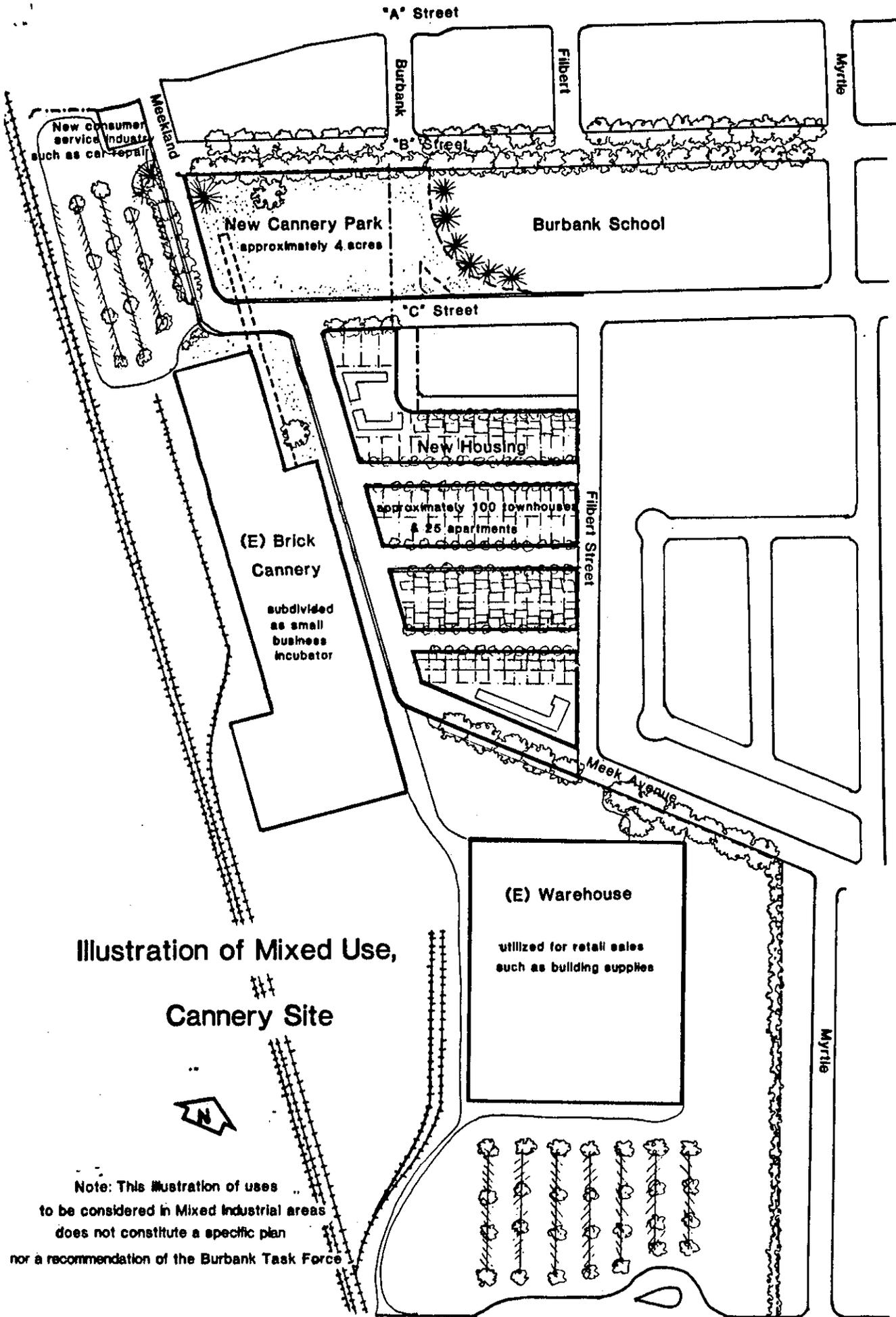
The General Policies Plan notes that the City will consider the needs of consumer service industries and beginning businesses in planning for the future use of older industrial areas. Suggested uses that may be compatible with sporadic train noise include:

- 1) Auto repair and other consumer service industries;
- 2) Warehouse retail sales such as warehouse furniture or building materials sales; and
- 3) Subdivision for use by new small businesses such as caterers, garment industry, cabinet makers or importers.

The first type of use is suggested in order to provide central locations for needed services which city policies tend to discourage elsewhere. The second type of use is generally welcomed because of the importance of retail sales to the fiscal health of the City and the availability of some large, suitable sites. The third type of use is encouraged because most new jobs are created by small developing businesses which can benefit from the lower rents and central location of older industrial buildings.

## Site Specific Illustration of "Mixed Industrial" Policies

Consumer service industries such as automotive repair might be appropriate on the northern tip along Meekland. The 1947 brick building with steel structure at the center of the site appears to have fenestrations and character typical of warehouses subdivided for small business use in central cities; such use could contribute to the character of the area as well as generating new jobs should United Can relocate. Warehouse retail may be suitable for the building occupied by Furnishings 2000; such use could generate substantial sales tax revenues. Residential use between Filbert and a new Meek to Meekland connection could alleviate the traffic and buffer deficiencies along Filbert while satisfying some city housing needs. The Burbank Neighborhood Task Force and the Hayward Recreation and Park Department has supported a park across from Burbank School. A park adjoining Burbank School recreation facilities may benefit from lower maintenance costs while providing more recreational program flexibility. Illustration of these land uses follows:



**Illustration of Mixed Use,  
Cannery Site**

Note: This illustration of uses to be considered in Mixed Industrial areas does not constitute a specific plan nor a recommendation of the Burbank Task Force

## Continuing Industrial Use

Although both the current General Policies Plan and the previous Hayward General Policies Plan 1990 envisioned a gradual transition of old industrial areas into new types of land use, there is currently strong support for industrial development of the Cannery Area. Considerations include a desire to take advantage of rail access and to retain industrial jobs. Except for the proposed park site, Burbank residents generally accept continued industrial use provided that negative aspects are mitigated.

There are long-standing concerns about traffic (especially truck traffic), noise, and the harsh visual impact of unlandscaped industrial buildings and yards. Removal of the insubstantial buildings on the northern portion of the site, sound walls and visual screening, and restrictions on access to and from the site on residential streets are considered by residents as essential for compatibility.

Because new industrial development was not anticipated in the Cannery area, improvements to "A" Street did not specifically provide for access of large trucks. Currently trucks exit the Cannery area and proceed up "B" or "C" Streets past Burbank School to connect to the "A" Street truck route. The Public Utilities Commission should be encouraged to allow more truck access to the Cannery area from Cannery Court, crossing railroad spurs if necessary, in order to keep truck traffic away from the proposed park, Burbank School, and residential areas. A truck circulation study with precise plan lines for access may also be necessary because of the shift in land use policy. Three circulation options have been considered so far. The Task Force recommended connecting Cannery Court with Meekland so that Winton could provide access to the Cannery Area; access onto "A" Street from Meekland might also be provided with a new eastbound access and an improved westbound access. Transportation Services staff suggested extending Princeton to "B" Street in order to provide more direct connection with "A" Street and to simplify the intersection at "A" Street for more efficient traffic flow. Finally, to provide circulation for mixed-use development, extension of the street network was envisioned: "C" to Meekland, Meek to "C" or Meekland, and Soto Road to Meek.

New industrial development near residential uses would also require site review and a use permit with conditions of approval that address compatibility issues. For existing operations that have no conditional use permit, the City has limited options for improving compatibility other than promotion of "Good Neighbor" cooperation. "Existing use" should be narrowly construed in order to gain some control over potentially offensive use.

There has been interest expressed in developing the northern end of the site with buildings that could accommodate either light manufacturing or warehousing. Negative aspects of warehouse development include low rates of employment per acre and potential truck traffic past Burbank School and residences. Because industrial uses vary widely in their traffic impacts, the Planned Development application called for by plan policies is particularly important.

## INTERFACE WITH DOWNTOWN DESIGN PLAN AREA

### Existing Downtown Design Plan Policy

On April 21, 1987, the Hayward City Council adopted the Downtown Design Plan to further implement the redevelopment plan and to regulate development standards in downtown Hayward. The Design Plan addresses not only the redevelopment project areas, but the surrounding portions of the Central City Zoning district as well. Portions of the area with CC zoning are in the Burbank neighborhood study area. The CC-C (Central City Commercial) zone permits retail, office, service lodging, entertainment, education and multi-family residential uses. CC-R (Central City-Residential) permits multi-family and complementary commercial uses with permits as indicated in the Zoning Ordinance. Maximum Density is 50 units/acre in the Burbank area.

The higher densities and provision for mixed use support policies in the General Policies Plan encouraging a greater intensity of development in the BART area and encouraging mixed development to reduce the need for car trips.

### Need for Central City Zoning Refinement

Central City zoning provided for densities three times Burbank's typical medium density maximum of 17 units per acre. Many residents felt that narrow streets such as Alice and Dean should not service such densities and that the difference in intensity of use was too abrupt. They were also not comfortable with CC-C zoning allowing such a wide range of uses. Proposed policy changes to alleviate these concerns included reduction in maximum densities, change of CC-C zoning east of Grand to CC-R, and provision of a twenty foot front setback on the east side of Alice. Subsequently, the overlap of the Burbank and Downtown Design Area was eliminated with a new boundary at Grand.

Minimum development frontage requirements may be necessary to preclude extremely cramped development on narrow lots. The lack of rear setback requirements and group open space requirements appears to allow development quite unlike the continuous street frontages and interior courtyards called for in the Design Review Guidelines for High Density Residential. The Task Force recommended rear setbacks and lot configuration standards.

Because there is no required group open space in Central City zoning and because park fees have been too low to allow acquisition of park land, Central City zoning exacerbates open space and park deficiencies in Burbank. Open space should be conserved by building over the parking so recreation areas can be provided. The Task Force recommended that densities be lowered if sufficient resources for parks are not available and that group open space be required in Central City zones.

Existing CC zoning also threatened the "B" Street Victorians at the gateway to the Burbank neighborhood. Zoning on "B" Street across from BART is 65 units per acre, increasing the vulnerability of the Victorians there now and making the design goal of compatible infill development with similar setbacks and building character unlikely. Maximum density is to be reduced.

## ZONING INCONSISTENCIES

### Background

Zoning, as the major instrument of land use policy, should be consistent with the land use policy incorporated in the General Plan. There are several zoning inconsistencies in the Burbank area. Recommendations for resolving discrepancies between the General Policies Plan and the Zoning Ordinance are anticipated in the course of developing neighborhood plans.

### "A" Street

The General Policies Plan designates this area for Medium Density Residential. Potentially consistent zoning districts include CO (Office Commercial) and CN (Neighborhood Commercial), but the existing General Commercial zoning is not consistent. CG is the most permissive commercial districts; allowing auto sales, repair and service, outdoor storage yards, machinery repair and wholesale with no minimum setback or maximum height. Rezoning to CN was recommended by the citizen task force. The character of "A" Street is a neighborhood issue and is therefore discussed under Commercial Land Use, pages 20 and 22.

### Lower "B" Street (Meekland to Alice)

This area is designated Medium Density Residential (17 units per acre). Above Burbank, zoning is RHB7 which allows up to 58 units per acre. The block west of Burbank Street is zoned CG (General Commercial). Both CG and RHB7 zoning is inconsistent with the General Plan and the expressed policies of this plan. Because the present zoning provides an incentive for demolition, it is recommended that the zoning classification be changed to Medium Density Residential. Neighborhood Commercial zoning at the end of the street could recognize the existing corner store and original development pattern. The character of "B" Street is also a neighborhood issue considered under Historic Preservation, pages 47-48.

### Winton-Jackson Area

Among the inconsistencies in this area, the area of the City Corporation Yard is the most extensive. The Yard area is zoned Industrial but designated General Commercial. If zoning were changed to General Commercial, as recommended, the Corporation Yard use would still be allowed. The General Policies Plan designates all four corners at the Jackson underpass for General Commercial use. The central location, separation from residential development, and compatibility with train noise provides a place for general commercial uses, such as auto repair, which have negative impacts elsewhere.

There is also a technical inconsistency in the shape of the designated Public/Quasi-Public area adjoining the Corporation Yard; the shape of the Junior High should be more accurately reflected with residential designation along the Soto frontage. Consistency with the General Policies Plan intent would require Medium Density designation and zoning. If the area were so designated, the Council may choose to deem the existing High Density zoning consistent because of existing development.

## TRANSPORTATION

### BACKGROUND

Traffic and traffic-related problems have been identified as a major concern in the Burbank area. The major issue is speeding traffic using local streets as shortcuts between arterial streets. The "D" Street extension is intended to improve traffic conditions on the major arterials so the need to use local streets will be lessened. Traffic on Soto, however, will continue to increase, especially with the completion of the 238 exchange feeding Orchard Avenue. On-street parking from existing developments, speeding, and the lack of stop signs are other issues.

The General Policies Plan contains two projects specific to the Burbank area. First is the extension of "D" Street to Winton. Second, the Bike Facilities Plan shows bikeways on Sutro and Dean connecting to the BART station. Projects which are currently funded in the Capital Improvement Program for 1987-88 through 1991-92 are shown on the following page.

Other policies specifically relevant to Burbank are:

Develop more parking at BART stations.

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

Improve bike and pedestrian access to transit stations, shopping centers, and job centers.

The circulation element of the General Policies Plan designates roadways by categories for their various functions. These are summarized below:

Arterials primarily serve through traffic. Access to adjacent land uses should be controlled for efficient service. (Average Daily Volume approximately 45,000 trips with 6 lanes, 30,000 trips with 4 lanes and 15,000 trips with 2 lanes).

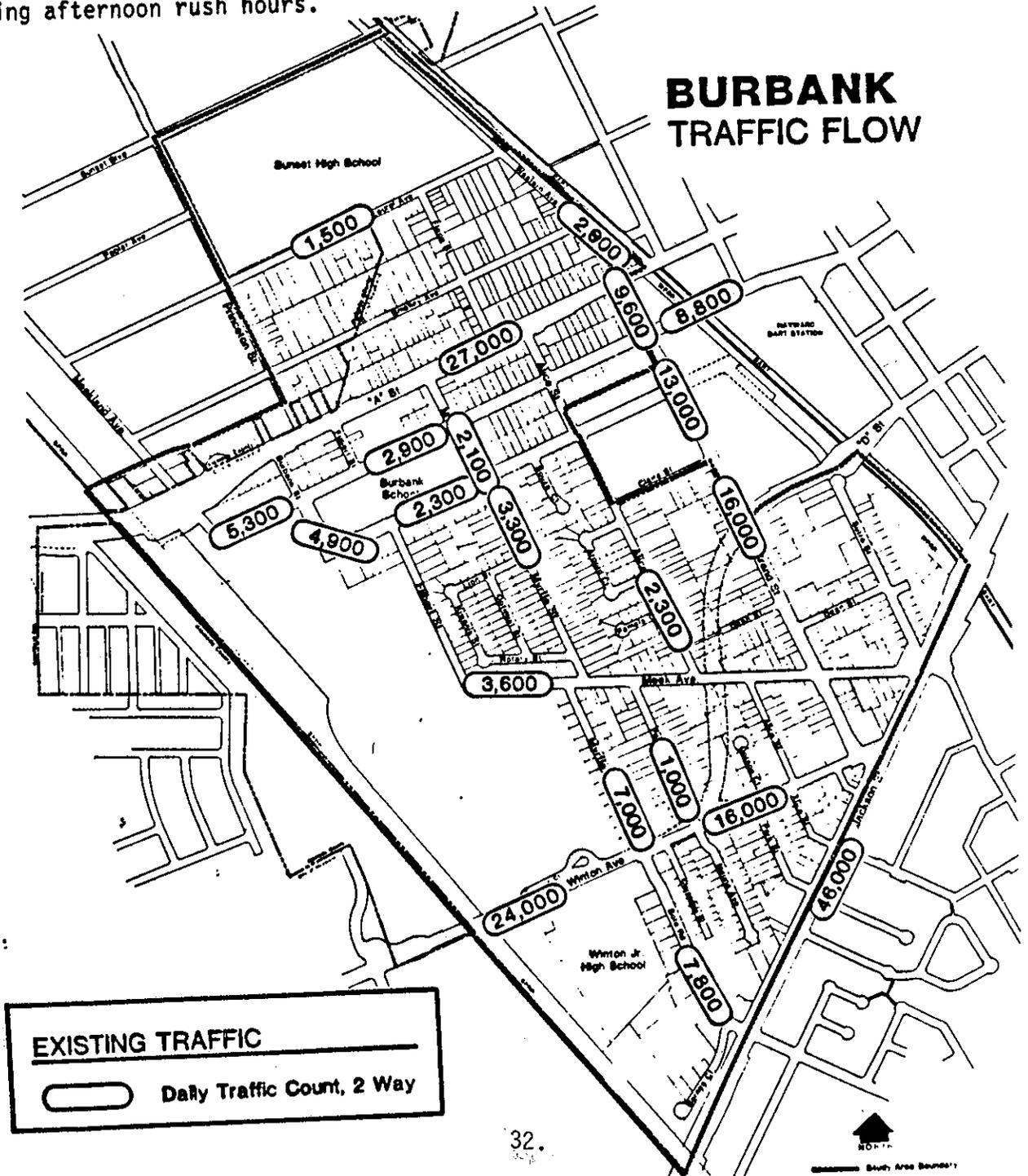
Collectors provide access to adjacent land uses and feed local traffic to arterials. (Average Daily Volumes approximately 2,000-9,000 trips based on capacity).

Local streets are designed to serve only adjacent land uses and are intended to protect residents from through traffic. (Average Daily Volumes approximately 500 trips).

Within the Burbank Area, "A" Street, Winton Avenue (west of Soto Road) and Jackson Street are major arterials. Grand Street and Winton Avenue (east of Soto Road) are minor arterials. The proposed "D" Street extension will be a major arterial.

EXISTING CONDITIONS

Roadway congestion is measured by the peak hour traffic volume divided by the capacity of the roadway segment or intersection. "Peak hour traffic volume" is measured during the busiest hour(s) of the morning and afternoon; "capacity of the roadway segment" is determined by analysis of the lanes provided and the turning movements made. From this, a level of service is determined. For example, when traffic volume is 80-89% of roadway capacity, it is called "Service Level D." This level is often considered acceptable in urban areas. As the roadway volume comes closer to capacity at Level E, flow is unstable. At Level F, volume exceeds capacity and the number of vehicles getting through the intersection decreases because of bottleneck conditions. Within Burbank the intersections at Winton-Jackson-Grand and at Meek-Jackson operate at Level E during afternoon rush hours.



## CIRCULATION NETWORK

### "D" Street Extension

The major circulation change in the Burbank neighborhood is the "D" Street Extension approved prior to the Burbank Plan. The "D" Street Extension project is an east/west arterial street proposed to expedite the flow of traffic through the city, to reduce congestion and to improve traffic safety. The project will bypass the highly congested intersections of Jackson/Winton/Grand and Jackson/Foothill/Mission. The entire project will be constructed in four phased segments as indicated below:

Segment 1A - Construction of a new arterial on an "S" curve alignment from Winton Avenue at Myrtle/Soto Road to Grand Street.

Segment 2 - Widen and improve "D" Street from Grand to Mission.

Segment 3A - Straight through "high-angle" intersection at "D" Street and Foothill Boulevard between Mission to First Street.

Segment 4 - Widening and improvement of existing "D" Street from First Street to Second Street.

Segment 1A through the Burbank area will be a 92 foot wide right-of-way with some segments wider to provide for bus turnouts and landscaped pockets. There will be 4 lanes with a raised median. No parking and no access will be allowed except for access at intersections and for one property where other access was impractical near Meek. Bicycle lanes will be provided at the curb from Soto at Winton to "D" and Grand. Left turn pockets will be constructed at intersections and sound walls will be constructed along both sides. Landscaping will be provided in the median and is being considered along the walls. The design of walls and detailed landscape plan are not yet completed.

New signals will be installed at Winton Street and "D" Street, Meek and "D" Street, and Grand and "D" Street.

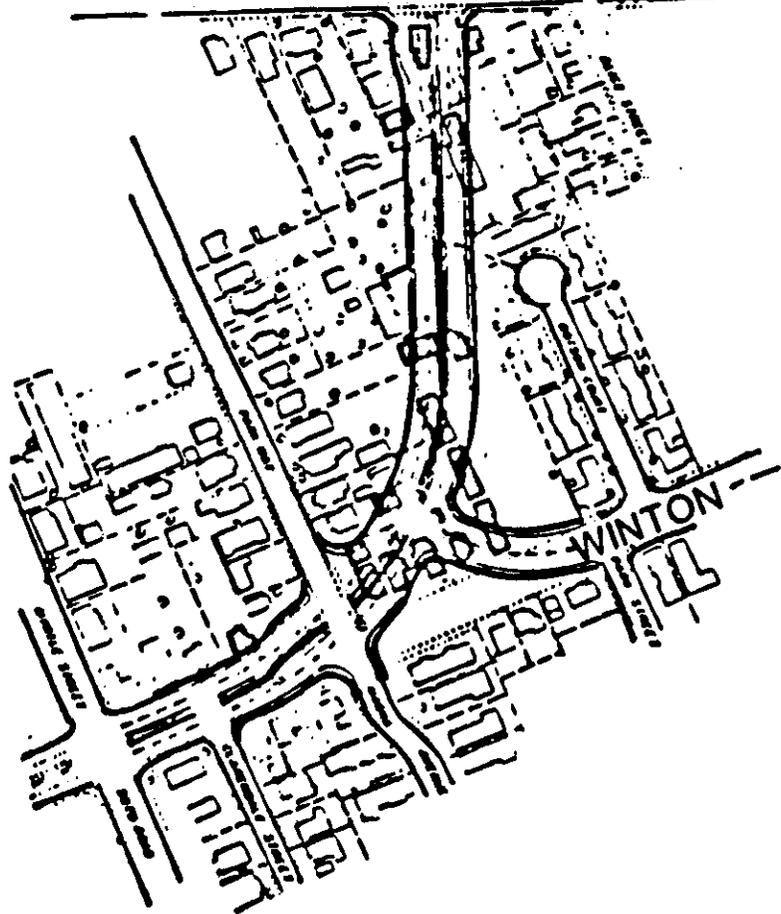
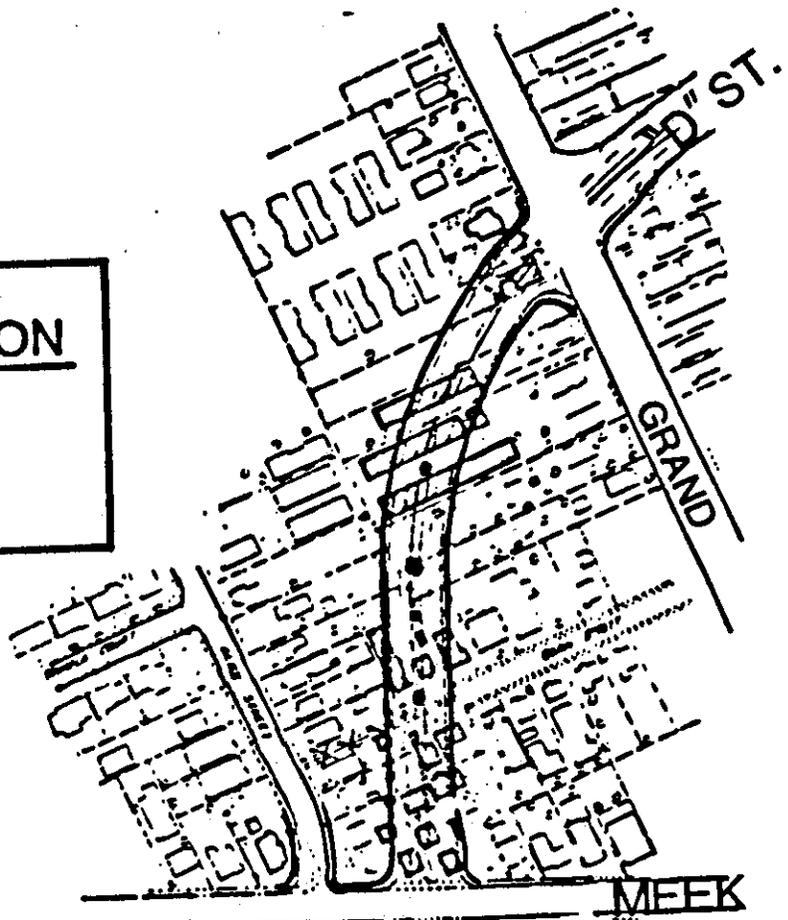
Construction of project is expected to begin in the summer of 1989 and should take approximately one year. Currently, the property acquisition, relocation of residents and clearance of the proposed right-of-way are underway. Construction of this segment will affect 44 parcels with displacement of 32 housing units.

Following is a breakdown of the affected properties:

Type of Unit	No. of Parcels	Estimated Units	
		Requiring Relocation Assistance	Type of Take Full Part
Single-Family	23	11	11 12
Vacant	1	0	0 1
Multi-Residential	20	21	5 15
Commercial	<u>0</u>	<u>0</u>	<u>0</u> <u>0</u>
Total	44	32	16 28

# "D" STREET EXTENSION

Phase 1:  
Winton to Grand



## LEGEND

- PROPOSED R/W
- ..... EXISTING R/W
- ▨ STRUCTURE SLATED FOR DEMOLITION



If a portion of a lot is taken for the project, the remainder will become surplus property. These surplus properties are too small to be developed and may have access problems. The City will undergo negotiations with property owners adjacent to surplus properties to add these properties to existing lots. If a surplus property is acquired, a lot merger will be required so that there are no substandard lots remaining in private ownership.

The "D" Street Extension should reduce traffic flow on neighboring streets and improve the Jackson/Winton/Grand intersection for Level D to Level C in the a.m. peak period and from Level E to Level C in the p.m. peak period.

Other changes to the existing circulation pattern resulting from this project include the realignment of the western leg of Winton to form a "T" intersection with the "D" Street extension. Alice Street north of Meek will be realigned by 180 feet to provide a maneuvering distance between Meek/Alice and Meek "D" Street intersections.

#### Design of Winton and "D" Street

"D" Street Extension will cut through a residential neighborhood. Design of the roadway should shield residents from noise and fumes. To compensate for some loss of residential amenity and to soften the harsh appearance of the wall, substantial landscaping should be installed along the sound walls. The precise plan line of Winton east of the "D" Street extension could be established in conjunction with the "D" Street plan and provision of curbs and gutters along Winton in exchange for right-of-way adjustments explored. The major concern is the appearance of this major street, but pedestrian safety and drainage problems also suggest priority for this project. It may be desirable to include completion of curbs along Winton in the "D" Street contract in order to get the curbs at a more reasonable price.

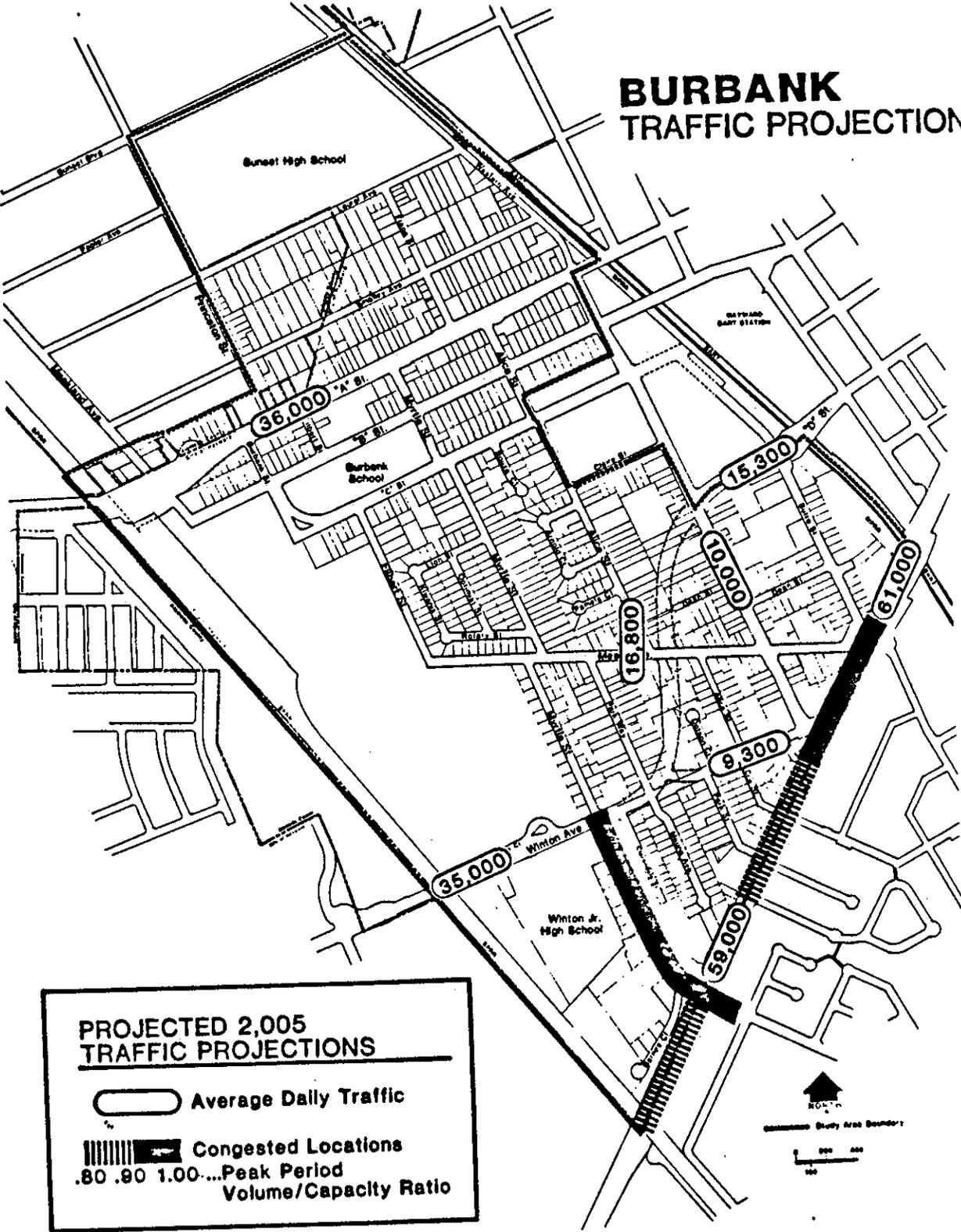
#### Cannery Area Traffic

A major circulation concern is access to the Cannery area. Fuller utilization of the northern end of the site could have negative impacts on neighborhood streets. The preferred solution, if the area remains in industrial use, is to continue Meekland through the Cannery area all the way to Cannery Court. The current siting of railroad spurs and buildings may preclude feasibility of this option at this time. Limiting access to the site to the southern and northern ends is proposed to minimize heavy industrial traffic on residential streets.

#### Future Traffic Congestion

Projected traffic conditions show the Soto-Winton, Jackson-Grand, and Jackson-Meek intersections with Level F, Forced Flow, service conditions by the year 2005. This level of service represents jammed conditions with excessive queuing and delays that causes the intersection to function below capacity. Further improvements to be considered as required include: simplification of the Winton-Grand-Jackson intersection (restricting some traffic movements); restricting access to local streets such as Myrtle and Park (such as no left turns from Winton onto those streets), and provisions of a right turn lane from Soto onto Winton. Alternative transportation -- BART, bus, bike, and pedestrian -- need to be encouraged.

# BURBANK TRAFFIC PROJECTIONS



## TRAFFIC SAFETY

### Traffic Control Devices

The need for traffic control devices is determined by the Traffic Services Division. The need is determined through application of a "warrant system." It is important to have warranted the need for traffic control devices in case they figure in later accidents. When a request is received for stop signs at an intersection, the following criteria is evaluated to determine if the intersection warrants additional traffic control:

- Relative traffic volumes on the two streets, so as not to interrupt flow on a major street for a minor volume side street.
- Number of accidents at that intersection that could have been prevented if there had been controls.
- Traffic delays to vehicles coming from the minor streets.
- Relative speed limits on the two streets.

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

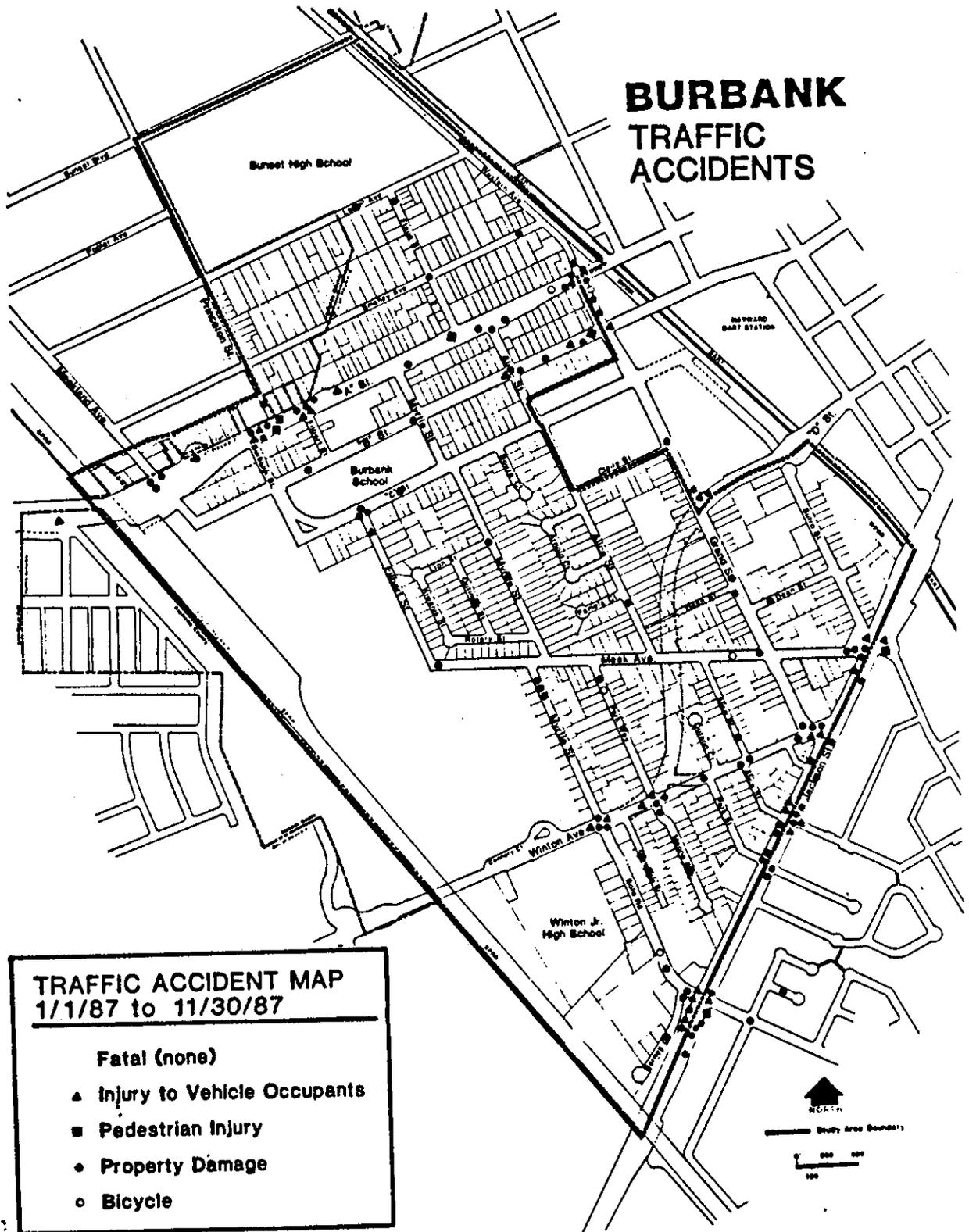
A traffic signal at "C" and Grand was recently constructed.

### Local Traffic Safety Proposals

In response to traffic safety concerns of the Burbank Task Force, the transportation staff made recommendations for improving visibility at intersections by restricting on-street parking which were incorporated in the plan.

- o Paint 20 feet of red curb (RC) on the north side of "B" Street east of Myrtle to provide adequate visibility for southbound traffic.
- o Install 20 feet of red curb markings on the "B" Street approaches to Alice Street.
- o Install an additional 17 feet of red curb markings on the north side of "B" Street east of Filbert Street to make a total of 20 feet of red curb markings at that location.
- o Repaint existing red curb markings within 100 feet of the intersection on the south side of "B" Street west of Burbank Street and consider removal of "1 HOUR PARKING" signs.

# BURBANK TRAFFIC ACCIDENTS



- o Install red curb markings on the north side of "C" Street from the corner east to the extension of the easterly curb line of Alice south of "C" Street to improve visibility define the offset intersection space.
- o Repaint red curbs at "C" Street and Filbert.
- o Extend red curb on the south side for 20 feet west of the crosswalk to provide motorists visibility of pedestrians in the crosswalk at "C" Street and Myrtle. Extend the red curb on the north side of "C" Street to 20 feet east of Myrtle to define the offset intersection.

With regard to crosswalks, the transportation staff noted that crosswalks do not improve pedestrian safety if they are not protected by stop signs or other devices. Crosswalks are, however, useful for establishing intersection space where streets jog. The following recommendations were endorsed:

- o Install PED XING pavement markings and symbolic warning (W54) signs on "C" Street preceding the Alice crosswalk.
- o Move crosswalks at Myrtle and Meek to define the offset intersection and to remove pedestrians from the complex jog area on Meek. Install red curb markings on the north and south sides of Meek along the entire intersection area.

With regard to stop signs in the neighborhood, it was noted that additional signs would have to be warranted and that stop signs at Myrtle and "C" would require removal of school crossing signs. Nevertheless, stop signs are requested at Myrtle and "C" (4-way) and at "B" and Myrtle together with any compatible school warning signs or pavement markings.

Reflectorized markers are recommended on curves at "B" Street and Meekland, Meek and Filbert, and "C" and Burbank. There is a lane drop at the "C" Street and Burbank curve to allow street parking around the curve. Installation of a symbolic lane drop (W11) sign should be considered on the north side of "C" approaching the curve.

## PARKING

### Downtown Parking Standards

The parking standards in the current downtown plan permit less parking as an incentive for new development, based on accessibility of public transit and close proximity to the BART station. The City Council reviewed the Downtown Parking Standards on November 10, 1987 and adopted a standard of 1.0 space for each 250 sq. ft. of net floor area for non-residential uses and 1.5 spaces per unit for apartments with 2 bedrooms or less; 2.0 per unit for condominium individually owned units and 2.0 spaces per unit per dwellings with 3 bedrooms or more. Ten percent of parking spaces must be designated for guests, downtown as elsewhere.

## General Parking Standards

City-wide parking standards have been periodically reviewed. The studies have indicated that Hayward's parking standards meet or exceed the standards used by other jurisdictions. A portion of the OFF-STREET PARKING REGULATIONS is provided below.

<u>Type</u>	<u>Spaces Required</u>
Single family dwelling	2.0 per dwelling
Duplex	2.0 per dwelling
Multiple-family dwellings	1.7 per dwelling unit (rental project)
Three or more dwelling units	2.0 per dwelling unit (condominium - individually owned units)

## BART Parking Concerns

BART's 1987 Five-Year Plan includes the addition of 300 new parking spaces for the BART station. Currently there are 967 BART parking spaces which are filled to capacity daily. The parking shortage is currently estimated to be 515 spaces.

The Downtown Design Plan calls for the relocation of all BART parking to the west side of the station, with illustrations of a large parking structure. Provision of adequate garage parking should be expedited. Overflow parking from BART is already a problem in the Burbank area and the problem could be exacerbated by development in the downtown. Additional surface level parking could serve to isolate the neighborhood further from downtown. Pedestrian and bike connections to BART and the downtown need to be improved in the course of designing BART parking.

## Burbank Parking Issues

The Burbank Plan calls for increasing parking standards to two spaces per unit plus guest parking. Parking problems are often associated with existing multi-family housing partly because parking standards have been lower in the past. Also garage conversions have reduced off-street parking somewhat. Excessive width and number of driveways also exacerbate parking problems by limiting street parking.

As parking typically decreases the amount of land available for landscaping and other uses and raises the cost of housing, it would be wasteful to have too much, just as it is inconvenient to have too little. The average number of vehicles per household in 1980 was about 1.56 per household. Fifteen percent of Burbank households had no vehicles.

## PUBLIC SERVICES AND FACILITIES

### NEIGHBORHOOD PARKS AND RECREATION FACILITIES

#### Existing Facilities

As the Burbank Neighborhood was developed, no land was set aside for neighborhood or community park facilities. Therefore, recreation facilities have been established at the three public school sites in the area through cooperative agreements made between the Hayward Unified School District and Hayward Area Recreation and Park District (HARD):

Burbank Elementary School: HARD has turfed and irrigated 4 acres of fields, providing two baseball diamonds and play equipment. A community building is available for community meetings and recreation programs.

Winton Jr. High School: HARD has turfed and irrigated 4.3 acres on the back portion of the school property providing an open play area and baseball fields.

Sunset High School: HARD owns the Sunset swim center which is available for use by the school district (but not currently for public use), and also has turfed and provided lighting for 2.0 acres of baseball fields. HARD has a lease agreement for the use of the gymnasium for basketball, volleyball or other programs as needed.

The closest park to the Burbank Neighborhood is Centennial Park, west of the Cannery across the railroad tracks. This is an 11.7 acre park, partially donated and partially purchased; facilities include a turf area for soccer, 2 lighted softball fields, basketball facilities and a large play area. Access is circuitous for Burbank residents because of the Cannery and the tracks.

The Hayward Boys and Girls Club, adjoining Winton Jr. High on Soto near Jackson, is another recreational facility in the neighborhood. The club has a full gymnasium, a library, wood shop, and game room and runs an after-school program from 2:45 to 5:30 p.m., mostly for kids 7-12, and an evening program, mostly for kids 12-20. The club used to have a cooperative agreement with Winton Jr. High for shared use of sports facilities.

#### Existing and Future Needs

The current city-wide average of local neighborhood park land per thousand residents is approximately 1.71 acres. At this ratio, Burbank's share for an estimated current population of 3,604 would be 6.2 acres. If all linear and

community parks are included in the calculations, the city-wide average is approximately 3.62 acres per thousand residents. Burbank's share would then be 13 acres. Population growth is expected to increase park needs more than 50%. In lieu of any parks in Burbank, the park district utilizes some 10.3 acres of playfield on school property. These resources serve some active recreational needs of school age children, but it is difficult to see how it serves other populations such as toddlers and seniors. Signs posted at schools discourage public entrance. HARD signs indicating conditions and hours of public use could help make clear the extent to which the play fields are public park facilities.

### Needs of Central City Area

The Downtown Design Plan adopted for the area to the east of the Burbank neighborhood does not indicate any new park or recreation facilities yet residential development allowed by the downtown plan could add about 5,000 residents. Since no parks are proposed for the downtown area, this shortage of parkland could impact the park facilities in the Burbank area. The Downtown Hayward Redevelopment Area Project EIR indicates the need for more park land in the Redevelopment area but the plan does not locate any.

Downtown parks are typically adult-oriented with passive facilities such as lawns, benches, and chess tables. The "B" Street Plaza and the library grounds currently act as downtown parks. Because the Hayward Area Recreation and Parks district is oriented towards active recreation and large facilities, central city recreational needs may not adequately addressed without the adoption of new policies. Projects in the downtown currently pay only half of the standard park fee which is not sufficient to purchase park land; the lack of group open space requirement does not encourage provision of on site recreation facilities.

### Park Acquisition and Development

Dedication of park land or payment of in-lieu fees is required as a condition of residential development. In-lieu fees are paid for projects with less than 50 units and are optional for larger projects. Dedication of land is uncommon and the amount of in-lieu fees has been limited by the City Council to a maximum of \$500 per dwelling unit. Adjoining cities have park fees about three times as high as the Hayward and Alameda County fee. The General Policies Plan strategy for making adequate resources available for parks is to increase park fees to the average of similar communities.

In order to implement the Park Dedication Ordinance, park service areas have been delineated to assure equitable geographical distribution of the in-lieu fees contributed by new residential development. As of September 1987, there was only \$15,456 available for parks in Zone D. Zone D includes the entire area east of I-880 to BART, from the city limits to Jackson Street.

Exploration of possible park sites in the Burbank neighborhood has come to focus on land west of Burbank School in the present underutilized Cannery area. HARD prefers neighborhood park sites to be about ten acres for a multiple purpose facility to serve the needs of all types of residents. There is a possibility that a park site in the Cannery area could be linked with

Centennial Park by overhead pedestrian crossing so that a smaller site would serve. Ideal park sites have adequate street frontage, are easily accessible and are open to public view. Proximity to Burbank School is another desirable feature of the Cannery site. In addition to needs for a neighborhood park, there is a recognized need for fenced tot lots available for use during school hours. The General Policies Plan (pg. VII-16) calls for reviewing the policy of a minimum park size of 3 acres in order to meet the needs of underserved neighborhoods for parks and tot lots.

### SCHOOLS AND CHILDCARE

In the Burbank Area there are public three schools: Burbank Elementary School (grades K-6), Winton Jr. High School (grades 7-8) and Sunset High School (grades 9-12). In addition, there is the Hayward Christian School with 160 students, preschool through eighth grade.

Overall enrollment in the Hayward Unified School District declined from 30,126 in 1966 to 16,917 in 1983. Since that time, enrollment has been increasing approximately 400 students per year for the entire district. Specific enrollment figures in the Burbank area are as follows:

<u>School</u>	<u>Enrollment</u>	<u>Capacity</u>
Burbank Elementary	310	540
Winton Jr. High	491	660
Sunset High School	1164	2000

The district facilities can accommodate changes in enrollments by the addition of portable classrooms, relocation of existing programs or changes in attendance boundaries. At present, growing enrollments at Cherryland Elementary is causing the District to consider extending attendance boundaries of Burbank across "A" Street. This is a potential safety problem for small children as the City normally does not provide crossing guards where there are stoplights.

There is continuing discussion of closing either Sunset or Hayward High. If Sunset were closed, use for Adult Education, an English Language Center and ROP classes has been proposed. Given the need for open space in the Cherryland area, continued use of the site for public purposes in event of school closure is indicated and consistent with the General Plan designation.

The only large childcare facility in the Burbank area is Tomorrowland, operated by Bethel Temple on "A" Street near Filbert; eighty children are enrolled in the pre-school program. Burbank Elementary has a "latch-key" program to provide care for students before and after school (7:00 a.m. to 6:00 p.m.) as well as a state preschool program for 20-22 children between the ages of 3 and 5. A 1986 study of day care facilities by Hayward Recreation and Park District indicated adequate facilities within the district.

## POLICE SERVICES

In order to monitor law enforcement, crime statistics are recorded by census tracts and patrol beats. Statistics are summarized in a report that indicates the areas with a higher incidence of crime. These target areas receive directed patrols to concentrate enforcement efforts until the crime rate is reduced.

Response time is less than three minutes for first priority calls; Priority 1 is assigned to violence or criminal activity in progress. Priority 2 is assigned to suspicious activity, with response generally taking five to seven minutes. Concern has been expressed, however, about the timeliness of police response.

Most of the Burbank neighborhood is within the Police Department's census track #63. This track includes the Burbank area within the city limits and the blocks within the Redevelopment Area west of BART. The Burbank area is among the three or four highest crime areas in the City. Police reports show a high incidence of drunkenness, drunk driving, drug-related offenses, thefts, burglary, and battery in addition to auto thefts and some incidents involving guns. The portion of Burbank that is within the county is under the jurisdiction of the Alameda County Sheriff which complicates some enforcement efforts. Annexation of remaining county parcels along "A" Street could improve police response.

The large amount of area devoted to BART parking, the transient population, and alcohol detox and drug rehabilitation facilities in the area and downtown may contribute to the number of incidents reported. The alcohol detox center is closing.

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 presentations on property protection.

The Hayward Police Department encourages citizen participation through the Neighborhood Watch Program. Staff from the Police Department work with neighborhood groups to organize each block. Once a group is established, the Police Department publishes a neighborhood bulletin and holds monthly meetings for all the group leaders. This program has been shown to be very effective in reducing crime where there is active participation. Burbank does not have active Neighborhood Watch groups.

Police and Neighborhood Watch efforts to reduce crime can be hampered by poor development practices. Visual access from the street allows police and neighbors to perceive criminal activities. The siting of buildings and lighting is thus very important to the safety of occupants. Adoption of Building Security Standards could build in more security for residents and businesses.

## EMERGENCY PREPAREDNESS

### Emergency Preparedness Program Guidelines

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. At this time, the Emergency Plan is being revised in accordance with the Federal Emergency Management Agency Guidelines. By October 1988, the plan should be complete and fully approved by the state. Needs for more consideration of hazardous materials and for community awareness of response plans have been identified.

### Emergency Preparedness Program

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 direction for businesses and organizations to put together their own emergency plans.

## FIRE PROTECTION

There are six (6) fire stations with ten (10) fire companies serving the City of Hayward. These companies are of two basic types, engine companies which provide the pump, hose, and staffing to apply water to the fire, and truck companies which provide the equipment to make forcible entry, remove heat, smoke, and gasses from the fire, and make difficult rescues.

The Burbank Area is served by the Downtown Fire Station at "C" and Main. It has two engine companies and one truck company. Adequate services and facilities are available to serve the area.

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

## EARTHQUAKE HAZARD

The Hayward Fault crosses the City a few blocks east of the Burbank neighborhood; the alluvial soils of Burbank transmit earthquake waves readily. The Burbank neighborhood, along with most of the rest of Hayward west of the Hayward fault will be severely shaken in a major earthquake. If the entire 62 mile Hayward fault slips, a magnitude 7.5 earthquake is estimated. This magnitude is far greater than the last major earthquake in 1868 which was estimated at 6.8. The intensity of the shaking is expected to cause general panic with the following damage to structure:

Ground cracks conspicuously. Damage is considerable in masonry structures built especially to withstand earthquakes; great in other masonry buildings -- some collapse in large part. Some wood frame houses built especially to withstand earthquakes are thrown out of plumb, others are shifted wholly off foundations.

Casualties will depend on the time of day the earthquake hits as during the work day more people are in hazardous structures while their homes are relatively safe wood-frame buildings.

Most residences in Burbank are the relatively safe, wood frame structures. But 400 of Burbank units were built before seismic design standards were introduced in 1943. These structures may need to be bolted to reinforced concrete foundations for earthquake resistance.

Structures which are potentially the most hazardous are unreinforced masonry buildings and concrete tilt-ups built before 1973. Preliminary survey of the Burbank area has identified several structures which may be unreinforced masonry including the brick store and apartments at the corner of "B" and Meekland, a tile beer depot on "C" Street, and a couple auto shops of concrete block. In response to state mandate (SB547), the Building Inspection Division is surveying potentially hazardous unreinforced masonry buildings city-wide. Devices exist to detect presence of metal reinforcement.

In addition, there may be hazardous concrete tilt-up buildings in the Burbank neighborhood, such as Buildings 35 and 32 at the Cannery; anchoring of the wall and ceiling components may be required for greater safety. Other building types such as Building 33, brick with steel frame, and Buildings 9 and 11, brick with wood frame, also merit concern. It is understood that the flammable materials stored at the Cannery are not located within the buildings but along the tracks at the west side of the site. The water tank and foam systems may not survive a major earthquake to combat fires.

## COMMUNITY CHARACTER

### BACKGROUND

The perceived character of the Burbank neighborhood has many facets. Those which have been discussed in the neighborhood planning process include preservation of historic elements; improvement of streetscapes; and better maintenance of private property.

The general perceptions of community appearance and identity affect its social and economic health. A family's satisfaction with its place of residence and its willingness to remain in the community and work for its welfare are influenced by those perceptions. Similarly, the attractiveness of Hayward to industry and commerce, which can enhance the City's tax base and employment opportunities, related more strongly than ever to the perceived quality of life.

Relevant City policies, standards and guidelines include:

- General Policies Plan - City Image and Urban Design.
- The City of Hayward Design Review Guidelines.
- Landscape Beautification Plan.
- The Zoning Ordinance - Minimum Design and Performance Standards.
- Sign Regulations.

### HISTORIC PRESERVATION

Preservation of the turn-of-the-century character of lower "B" Street with its high canopy of street trees is the central preservation concern of the Burbank neighborhood. As reflected in the Meek Town Tract map of 1904, "B" Street was the central spine of the earliest subdivision of the area between "A" and "C". South of "C" Street were alternating stripes of plum, cherry, prune and apricot orchards. A 1920's photograph of the Cannery at the foot of the street shows long white wooden buildings ribboned with windows. The commercial brick building that still partially exists at the turn of "B" Street onto Meekland is seen with a butcher's sign hanging out. Small workers' cottages adjoin the Cannery, shaded by already large street trees.

The exact character of early "B" Street is irretrievable. The street retains, however, a few of the cottages and some Victorian and Colonial Revival style houses from the turn-of-the century. Most houses on the street are single story bungalows (1905-1925) of modest size, in the current context of high lot values. The woodwork contained in a typical bungalow, however, is not generally affordable in contemporary construction and for this reason preservation and architecturally sensitive additions may be preferred to redevelopment.

Only seven structures along "B" are of ranch or shoe box style, detracting from the present character. In order to preserve the character of "B" Street a historical district is proposed with special requirements included in the zoning ordinance. New development, alterations or additions would be required to maintain the character of the street by providing front entries on "B", and by maintaining existing building setbacks (with rear parking) and harmonious building configurations (no flat roofs). The proposed Historic District Overlay for Lower "B" Street is included on page 11.

It should be noted that the most significant buildings in the perception of lower "B" Street character are outside the Burbank boundaries. The striking Victorians across from the BART station form the entry to "lower" "B" and suggest that similar buildings stretch along the street under the tall trees. These structures are such an important component of "B" Street character that the proposed historic district includes them.

The one structure in Burbank currently designated as "Historically and Architecturally Significant" is the former home of Dr. Winton at 24072 Myrtle. This Queen Anne Victorian has been restored and is used as a legal office in accord with city policy encouraging adaptive reuse of Victorians in order to ensure their maintenance.

Another notable structure in the Burbank neighborhood is the brick Cannery Building #33. The building provides beautiful backdrop for Centennial Park and is the most attractive of the remaining Cannery buildings.

In response to concerns about demolitions, an Historical Preservation Ordinance is being drafted. Cities are limited in their powers to prevent demolition. Typically, cities restrain demolition of "significant" structures for periods of sixty days while review by boards and Council takes place. The moratorium may be extended up to a year while alternatives to demolition are sought. Downzoning remains the most effective way to preserve an historical area.

## STREETSCAPE IMPROVEMENT

### Billboards and Signs

New billboards are not allowed in Hayward with the exception of billboard space being relocated from the downtown under an agreement with Foster and Kleiser Billboard Company. Currently there are only two billboards remaining in the Burbank neighborhood (on the north side of "A" Street between Flagg and Western and at Meekland). Foster and Kleiser billboards could theoretically be relocated in Burbank in any General Commercial or Industrial zoned area; this currently includes most of "A" Street, Jackson Street and the Cannery area. More restrictive zoning is being proposed for "A" Street.

The Hayward Planning Department is currently revising the city sign ordinance to lower the permitted height of free standing signs and to reduce the maximum size of signage.

## Landscape Beautification Plan

On November 15, the City Council adopted a city-wide landscape beautification plan which addressed twelve main thoroughfares in Hayward as well as views from the BART line. The sections of "A" Street, Winton, and Jackson within Burbank are included in the plan.

The plan establishes policies to guide future landscape improvements of city entrances, arterial streets, and public grounds. Plan guidelines aid in setting conditions for private development projects.

"A" Street objectives and policies include:

- Increase tree and shrub planting in existing planted medians. Focus use of small scale flowering trees, shrubs, and special paving as appropriate at narrow median areas. Plant canopy trees, low shrubs, and groundcover close enough to avoid gaps.
- Increase street tree planting along edge of right-of-way with medium to large canopy evergreen and deciduous street trees: (Alder, Sycamore, Pistacia, Pittsoparom, and Tristania have been suggested by the City Landscape Architect).
- Focus use of flower color and special paving at key intersections.
- Establish Downtown Gateway at BART crossing.
- Enforce landscape setback requirements to achieve consistent landscape edge.

Winton Avenue objectives and policies include:

- Screen housing, fences/walls, and parking lots on private property visible from street.
- Enforce Site Plan Review procedures to achieve consistent landscape edge.

Jackson Street objectives and policies include:

- Develop strong landscaped Boulevard effect.
- Use public information signage, decorative paving and flower color to distinguish and characterize major arterial medians.
- Plant street trees along edge of right-of-way. Use medium to large canopy evergreen and deciduous street trees.

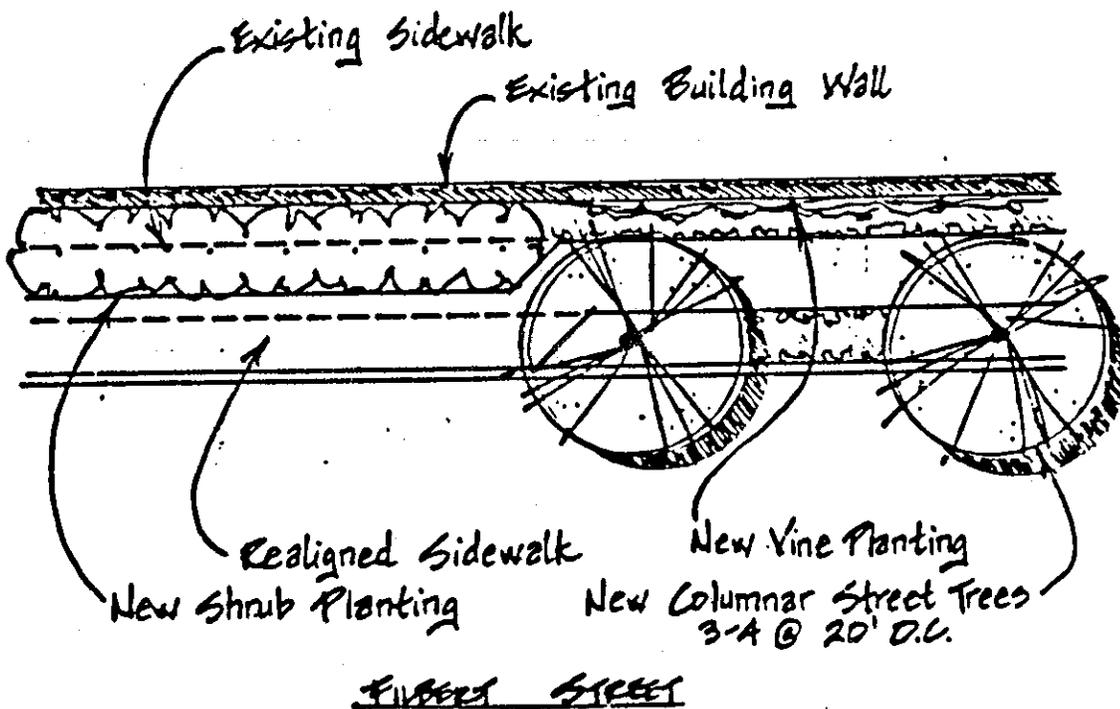
## Burbank Streetscape Issues

Streetscape concerns of Burbank residents center on preservation of the canopy of sycamore street trees on "B" Street, softening excessive pavement of "C" Street with landscaping, and screening of Cannery buildings and parking lots. There is also interest in establishing the "Downtown Gateway" at Western with inclusion of cherry trees from Hayward's sister city in Japan.

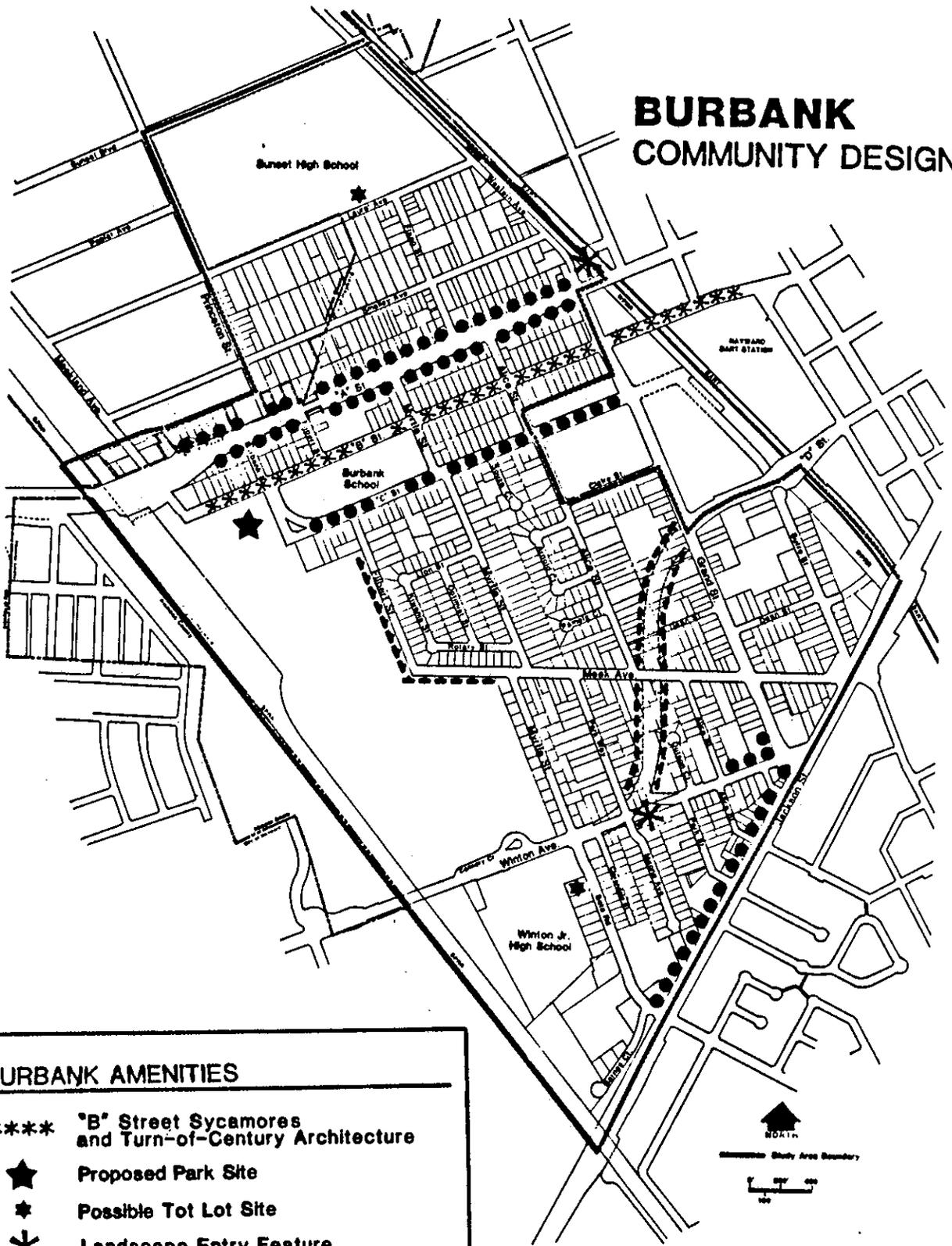
The "B" Street trees are recognized as a valuable asset to the Burbank community and receive special attention from Public Works staff. Their particularly beautiful form reflects sensitive pruning; sycamores in other communities are often topped under wires. Protection of these trees is insured by the City's municipal code on street trees. The trees cannot be removed without a permit approved by the Landscape Superintendent. For a permit to be issued, the applicant would have to prove that a tree was diseased and/or a safety hazard. They cannot be removed because they inhibit development or are simply undesirable to an applicant. Public Works is currently considering replanting sycamore trees at two locations where there are gaps.

The runway width of "C" Street is not justified by traffic volumes and may encourage excessive speed. Several suggestions for the street were considered. The preferred strategy was to add planting strips along the sidewalk for street trees in order to extend the character of "B" Street. Street trees for the block between Alice and Grand are to be provided in conjunction with the housing at "C" and Alice. But an improvement district with an assessment on property owners would be necessary to accomplish most of the project. This strategy was deleted from the plan in order to retain four traffic lanes on "C" Street.

Filbert Street along the Cannery has a back alley appearance also in need of improvement. The lack of setback of Cannery buildings makes screening difficult. One suggestion was to move the sidewalk to the east side of Filbert to make space for landscaping on the Cannery side, but adjoining residents have expressed opposition to a sidewalk along their back fences. Following is another design for the very narrow sidewalk area next to Cannery buildings. Such landscape improvements may occur as part of the conditions for a use permit when new development occurs on the site.



# BURBANK COMMUNITY DESIGN



**BURBANK AMENITIES**

- \*\*\*\* 'B' Street Sycamores and Turn-of-Century Architecture
- ★ Proposed Park Site
- ☆ Possible Tot Lot Site
- \* Landscape Entry Feature
- ] [ 'A' Street Sidewalk Bulbs for Pedestrian Crossing
- Street Trees
- - - - - Additional Landscaping

## MAINTENANCE OF PRIVATE PROPERTY

### Zoning Enforcement

The Hayward Planning Department is responsible for enforcing zoning and sign regulations. Last year 450 complaints were handled relating principally to illegal fences, signs, and dwelling units or to violations of conditions on a use permit. Zoning enforcement also covers vehicles parked illegally in front yards, an issue in the Burbank neighborhood. The primary goal of the zoning enforcement program is to achieve compliance rather than to punish violators.

Systematic inspection of the Burbank neighborhood should begin in Fall 1988. At anytime, individual complaints from neighbors will be investigated. The Burbank area is described as being relatively "tolerant" of violations, i.e. fewer complaints come from the area than from other areas.

### Weed Abatement

The Hayward Fire Department has authority to correct conditions which create a fire hazard such as overgrown weeds and excessive storage of trash. The department gives notice to property owners to clear weeds and trash. If not cleared, the department contracts to have the work done and bills the owner. Last year, 115 parcels in the City were "hand-cleared" and many others either disked and/or sprayed to keep down weeds. Many properties in the Burbank neighborhood have been cleared under Fire Department authority, especially on "A" Street.

### Other Enforcement Mechanisms

The Alameda County Health Department can take action to abate potential health problems such as garbage providing food for rodents.

The Hayward Police Department takes responsibility for removing abandoned vehicles as well as organizing volunteers to remove graffiti.

The Building Inspection Division can require derelict buildings be refurbished or demolished.

Finally, the Transportation Services Division of the Hayward Public Works Department can remove shrubbery that obscures visibility at intersections.

Some cities have sought to consolidate statutory authority for correcting unsightly conditions into one ordinance. Hayward is currently working on such a Community Preservation ordinance.

### Incentives

A more positive approach to neighborhood maintenance might be an annual garden awards program. The Burbank neighborhood is named for Luther Burbank who developed many of the plants which thrive here.

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