

3 LAND USE ELEMENT

The purpose of the Land Use Element is to shape the future physical development of the Eden Area and to preserve, protect and enhance the current livability and quality of life for area residents. The Land Use Element is the central element of the General Plan. The distribution, intensity and pattern of land uses provide the most vivid illustration of how the vision for the Eden Area will be realized. As such, the background, goals, policies, actions and land use designation map included in this Element provide the basis for many of the policies presented in the other Elements in this General Plan.

California Government Code Section 65302(a) and Public Resources Code Section 2762(a) require that the Land Use Element of the General Plan address the following issues:

- ◆ The distribution, location and extent of the uses of land for housing, business, industry, open space, natural resources, recreation and enjoyment of scenic beauty, education, public buildings and grounds, solid and liquid waste disposal facilities and other categories of public and private uses of land.
- ◆ Standards of population density and building intensity for land use designations.

This Element is divided into five sections:

- ◆ **Background Information** provides information on existing land uses, economic development, visual quality and historic and cultural resources in the Eden Area.
- ◆ **Urban Design and Character** explains the basic urban design framework and principles that should be used in the future development of the Eden Area.
- ◆ **Land Use Designations** describes the characteristics and intensity of each land use designation and includes the Land Use Designation Map, which shows the application of these designations in the Eden Area.
- ◆ **Goals, Policies and Actions** provides guidance to the County regarding land use decisions.

- ◆ **Area Specific Guidance** provides policy guidance for specific areas that have unique characteristics and require more detailed policies than are provided in the Goals, Policies and Actions section.

A. Background Information



Apartment complex in the Eden Area

This section provides a snapshot of key issues in the Eden Area relating to existing land uses, economic development, visual quality, and cultural and historic resources. This background information provides the context for the rest of the Element.

1. Existing Land Uses

An existing land use description does not carry any regulatory significance. Rather, it describes the way a given parcel is currently being used. The existing land uses in the Eden Area are grouped into the following categories.

- ◆ **Single-Family Residential.** This is the predominant land use in the Eden Area. It refers to parcels that contain a single residence and related structures, such as secondary units, garages or sheds. Some single-family parcels may also contain orchards and/or structures related to raising animals. Single-family homes in the Eden Area were developed at several distinct time periods, each with their own character. They include bungalows developed in the years following World War II, ranch style and split-level homes built in the 1960s and 1970s, and multi-story homes built in the 1980s and 1990s.
- ◆ **Multi-Family Residential.** This existing land use category refers to parcels that contain more than one housing unit and includes duplexes, triplexes, four-plexes, townhouses and multi-family buildings. Multi-family homes are found throughout the Eden Area, although they are most common in Ashland, Cherryland and Hayward Acres. Many of the multi-family buildings were constructed in the 1960s and 1970s on deep, narrow lots that formerly housed agricultural operations. The buildings are often separated from the street by landscaping, fencing or parking lots.

- ◆ **Mobile Homes.** This category indicates a mobile home park, several of which are located throughout the Eden Area, including along Meekland Avenue in Cherryland, 162nd Avenue in Ashland and Hesperian Boulevard in San Lorenzo.
- ◆ **Commercial.** Commercial land uses include parcels that contain a number of business types including retail, office, and medical facilities. Commercial development is predominantly located along arterial roadways such as East 14th Street/Mission Boulevard, Hesperian Boulevard, Foothill Boulevard and Lewelling Boulevard, and at key intersections of collector streets. Commercial development in the Eden Area consists of a mixture of strip and stand-alone commercial buildings, often set back from the street and having limited relationship to one another or adjacent land uses.
- ◆ **Industrial.** Industrial land use parcels are used for production and manufacturing and accommodate buildings such as warehouses, self-storage facilities and production-oriented small businesses. Industrial parcels are located throughout the Eden Area with concentrations at the western end of Grant Avenue, along Depot Road, and at the southern end of Meekland Avenue.
- ◆ **Mixed Use.** Mixed use refers to parcels that contain a combination of residential and commercial uses. A few mixed use parcels are located in the Eden Area, primarily along major roadways such as Mission Boulevard and Meekland Avenue.
- ◆ **Park.** This land use category includes public recreational facilities that contain active or passive recreational uses, such as ball fields, lawn areas, play areas, basketball courts and swim facilities. Parks are distributed throughout the Eden Area. They also include a 3-acre portion of the Hayward Regional Shoreline.
- ◆ **Public.** The Public land use category covers a number of uses including schools, libraries, churches, and public medical facilities. These uses are distributed throughout the Eden Area.



Shopping center on Bockman Road

- ◆ **Vacant.** This land use category describes parcels that are currently vacant. Some of these parcels contain vacant buildings, while others are empty lots containing no structures. Vacant land or buildings are found throughout the Eden Area, although they are most common on major roadways.

In terms of acreage, the most common land use in the entire study area is single-family housing, with 1,751 acres, followed by multi-family housing with 377 acres. Of the non-residential uses, public facilities is the most predominant use, with 491 acres, followed by commercial development with 224 acres. Figure 3-1 shows the location of existing land uses and Table 3-1 shows the total acreage for each existing land use category in the Eden Area. Please note that Figure 3-1 is descriptive of current land uses in the Eden Area, and does not reflect uses allowed under the Land Use Designation map of the Eden Area Plan, as amended in 1995. Figure 3-2 shows the proportionate distribution of existing land uses.

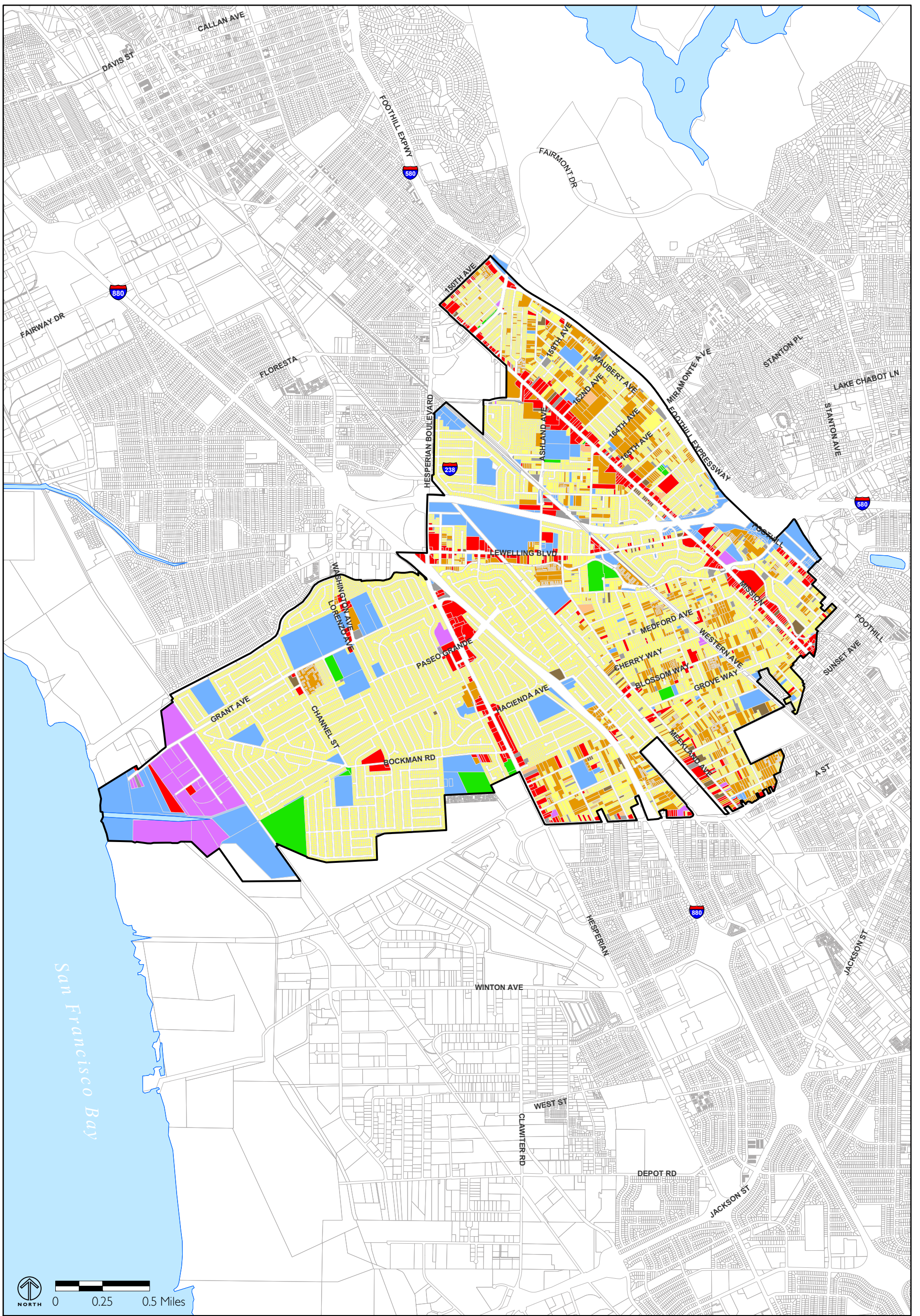
2. Economic Development

The Eden Area is comprised of a diverse and growing set of communities with distinct demographic profiles. However, these areas have some unifying characteristics and are economically interdependent and thus constitute one economic unit. The area has larger household sizes, a lower median age and a lower median income than the County overall. For economic development purposes, these trends reveal important strengths for new and different types of retail and service uses.



Auto repair shop

The local economy is strong in the manufacturing and wholesale trade sectors, services, and certain retail segments such as building materials. The industrial market in the Eden Area is quite strong with low vacancy rates and stable or rising average lease rates across all types of space. However, the lack of high-amenity office space and research and development space in the area creates an obstacle to attracting new businesses that demand state-of-the-art facilities or buildings with high-tech amenities.



Source: Alameda County Community Development Agency and Design, Community & Environment, December 2004.

FIGURE 3-1



EXISTING LAND USE

**COUNTY OF ALAMEDA
EDEN AREA GENERAL PLAN
LAND USE ELEMENT**

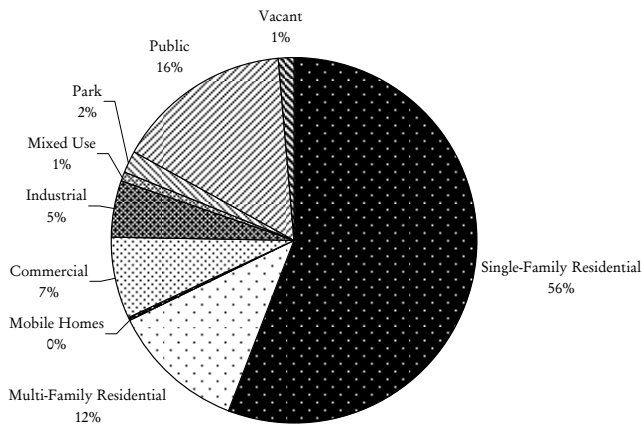
TABLE 3-1 **EXISTING LAND USE IN THE EDEN AREA**

Land Use Category	Eden Area	
	Total Acres	% of Total Acres
Single-Family Residential	1,750.7	55.8
Multi-Family Residential	376.9	12.0
Mobile Homes	8.8	0.3
Commercial	224.3	7.1
Industrial	157.5	5.0
Mixed Use	23.0	0.7
Park	65.5	2.1
Public	490.7	15.6
Vacant	39.7	1.3
Total Acres^a	3,137.0	100.0

^a Total does not include acres dedicated to transportation infrastructure such as roads, railways and highways.

Source: Alameda County Community Development Agency and Design, Community & Environment. 2004.

FIGURE 3-2 **EXISTING LAND USES**



The Eden Area's economy is growing more slowly than the County overall, and is losing ground vis-à-vis neighboring communities with respect to high-technology, research and development, and other economic activities that define the broader Bay Area economy. Previous studies conducted in the Eden Area reveal a pattern of retail sales leakage in most retail categories. This means that Eden Area residents are shopping for goods and services, such as groceries and clothing, in other jurisdictions such as Hayward and San Leandro. Automotive and building material sales are strong in the Eden Area. This indicates an opportunity for additional neighborhood-serving retail uses in the grocery, restaurant and apparel categories.

3. Redevelopment

Redevelopment is a tool under State law that allows local governments to identify specific areas for reinvestment and revitalization. In 2000, the Redevelopment Agency of Alameda County adopted the *Eden Area Redevelopment Plan*, which designates portions of the Eden Area as redevelopment areas. The Redevelopment Plan allows the County to reinvest a portion of the property taxes from the redevelopment project area to stimulate commercial investment and revitalization in order to address substandard physical and economic conditions. Redevelopment offers a positive opportunity to capture funding to implement improvements, such as economic development, streetscape, commercial façade and neighborhood beautification projects.

While the Redevelopment Plan for the Eden redevelopment project area provides goals and objectives for future development in the area, it does not supersede the Eden Area General Plan. The regulations of the General Plan apply to all portions of the Eden Area, regardless of whether they are located within the redevelopment project area. All actions in the redevelopment plan must be consistent with the Eden Area General Plan.

The Redevelopment Plan, along with the accompanying Environmental Impact Report, documented conditions in the Eden Area. According to these reports, some of the physical challenges present in the Eden Area include building code violations, incompatible land uses, irregular parcel sizes, high



Commercial street

business vacancies, and an excess of bars and liquor stores. There are also visual intrusions from billboards along major roadways, a lack of urban infrastructure, such as streets with curbs and gutters and sidewalks, and deteriorated and poorly maintained properties.

To address these issues, the Redevelopment Agency released the Economic Development Strategic Plan for the Urban Unincorporated Area of Alameda County in July 2007.

The overall goals of the Economic Development Strategic Plan are to develop short- and long-term economic development strategies that are consistent with the overall vision and goals of the community. The strategies devised through this process will guide the County when recruiting, retaining and expanding businesses; provide direction for new commercial development projects; devise a “toolkit” to support local businesses; and strengthen ties with area Chambers of Commerce and local merchant groups. The Economic Development Strategic Plan will include both retail and industrial implementation plans and guidelines for the study area.

4. Cultural Resources

The Eden Area has a rich history. Many cultures have left their imprint on the area, beginning with the Native American people who were the area’s original occupants. There is the Native American village site along San Lorenzo Creek near the Southern Pacific Railroad in the old San Lorenzo Four Corners area.^{1,2}

In the 1700s and early 1800s, Spanish and Mexican settlers moved into what is now the Eden Area to reap the benefits of the rich agricultural land from which the area gets its name. These settlers were followed by American prospectors and the waves of other immigrants from all over the world in the 1800s and 1900s.

¹ Record search by Basin Research Associates.

² Record search by Basin Research Associates

Several buildings in the Eden Area survive from the late 1880s.³ These include the First Southern Baptist Church from 1875 in San Lorenzo, Queen Anne cottages from 1890 and 1895 in San Lorenzo, and Holy Ghost Hall from 1890 in Ashland. In addition, across the street from San Lorenzo High School is a bay tree which contains the ashes of William Meek's sister and niece. The tree, because of its age and role as a burial site, has been cited in "Ripley's Believe It or Not."



Meek Mansion

The blocks bordered by Sycamore Street, Albion Avenue, Hesperian Boulevard and Via Granada have a concentration of properties dating from the 1850s to the 1920s that comprise the historic San Lorenzo town center. Several of the schools in the Eden Area are significant examples of public architecture from the 1940s and 1950s.

The Eden Area is also historically significant because it contains many examples of houses built following Federal Housing Authority guidelines for small, inexpensive houses with modern amenities in the post-World War II (WWII) era. Many examples of these can be found in the Bohannon Company houses in San Lorenzo, along Lewelling Boulevard, and in the southeastern part of Cherryland. For example, the San Lorenzo Village was a planned model community that included a shopping center, theater, community buildings and a core community of over 5,000 homes built between 1944 and 1947. San Lorenzo Village is still remarkably intact, with few alterations, as are many of the surrounding San Lorenzo subdivisions that were built on the Village model.

A comprehensive inventory of historic and cultural resources has been completed for the Eden Area. This further informs the protection of historic resources in the Eden Area. Presently, there are a few resources listed on either the National Register of Historic Places or on the List of California Historical Landmarks. These resources are:

³ Siegel & Strain Architects, 1998, *Preliminary Cultural Resources Survey*, April 30; Stock, Jody R. and Michael Corbett, 2000, *Unincorporated San Lorenzo Historic Building Survey, Summary Report*, November.

- ◆ **The Meek Mansion and Carriage House**, located at the northern edge of Cherryland, is listed on the National Register and as a California Historical Landmark. The surrounding Meek Estate Park is a designated California Historical Landmark.
- ◆ **The Eden Congregational Church**, located at the eastern edge of Cherryland, is listed on the National Register and as a California Historical Landmark. It was built in 1867 and is one of the oldest churches in Alameda County.
- ◆ **The Lorenzo Theater**, located on Hesperian Boulevard in San Lorenzo, is listed as a California Historical Landmark. It opened in 1947 and is of the Moderne style.

B. Urban Design and Character

The Eden Area has many attributes that make it a desirable place to live. The community has a strong sense of history and pride. There are stable and attractive residential areas, unique communities, such as San Lorenzo Village, and a diverse population. The Eden Area is also centrally located in the Bay Area with access to numerous Interstate highways and regional transit systems. Unfortunately, these strengths have been diminished in many places by a lack of comprehensive planning, underinvestment in urban infrastructure and transportation projects that dissect the community. This section describes the existing urban design conditions in the Eden Area and presents a framework for creating a coherent urban pattern during the life of this General Plan.

1. Existing Urban Design Conditions

The Eden Area was built up over many years with a variety of development patterns and uses. The area began as an agricultural community and transitioned to residential uses with areas of manufacturing near the railroads during the late nineteenth and twentieth centuries. In much of the area, especially Cherryland, the legacy of this agricultural use is that residential development patterns evolved to include the reuse of the small orchards and farms



Eden Congregational Church

that were on long, narrow lots. Residential development began in the mid-1800s and has continued until the present day. The most explosive period of growth in the Eden Area, however, was associated with the post-WWII housing boom. In the 1940s, many operational farms, both large and small, were converted into single-family homes.

Since the 1950s, development has continued throughout the area. Farms and hillsides have been filled in with residential, public, commercial and industrial uses. This development ranges in style, quality of construction and building type and includes single-family homes, townhouses, multi-family buildings, community facilities, industrial and auto-oriented strip-commercial development along major roadways. The variety of uses, parcel sizes and eras in which development occurred resulted in a built environment without a distinct urban form or identity. In short, portions of the Eden Area lack the coherence of a well-defined urban environment.

Though important for the community, infrastructure projects such as highways and railroads, have also had a negative impact on the cohesiveness of the area. Three railroads, BART tracks and three separate highways (Interstates 238, 580 and 880) dissect the Eden Area, divide residential areas and are sources of noise, air and visual pollution. This infrastructure also detracts from the quality of the place and creates physical and psychological barriers for Eden Area residents. Additionally, San Lorenzo Creek, which runs in a fenced-off flood control channel, divides Ashland from Cherryland and San Lorenzo Village from the old San Lorenzo area.

As mentioned in Section A on Background Information, some portions of the Eden Area are defined as blighted in the Redevelopment Plan; others experience substandard conditions. These conditions are largely associated with economic development challenges. However, these same physical and economic conditions have implications for the urban design and overall livability of the Eden Area as well.

2. Urban Design Framework

The urban design framework presented here is designed to shape future growth in the community as it changes over time and to begin to tie together the disparate pieces of the community into a cohesive whole. This framework is based on the precepts of smart growth and livability and is intended to create a livable, attractive, vibrant community in the Eden Area. Change will take place over a long period of time as new development is constructed and older buildings are renovated or demolished.

Four distinct types of areas were identified in the Eden Area: Neighborhoods, Districts, Corridors and Special Precincts. Each parcel in the Eden Area falls into one of these four categories and there is no overlap among the areas. This framework provides the rationale and primary structure for the goals, policies and actions in this Element, though it is supplemented by additional subjects such as economic development and cultural resources. The urban design framework, which is illustrated in Figure 3-3, is intended to augment the information provided by the Land Use Designation Map, which is described in Section C of this Element and illustrated in Figure 3-4a and Figure 3-4b, by providing a broad overview of the Eden Area's physical form.

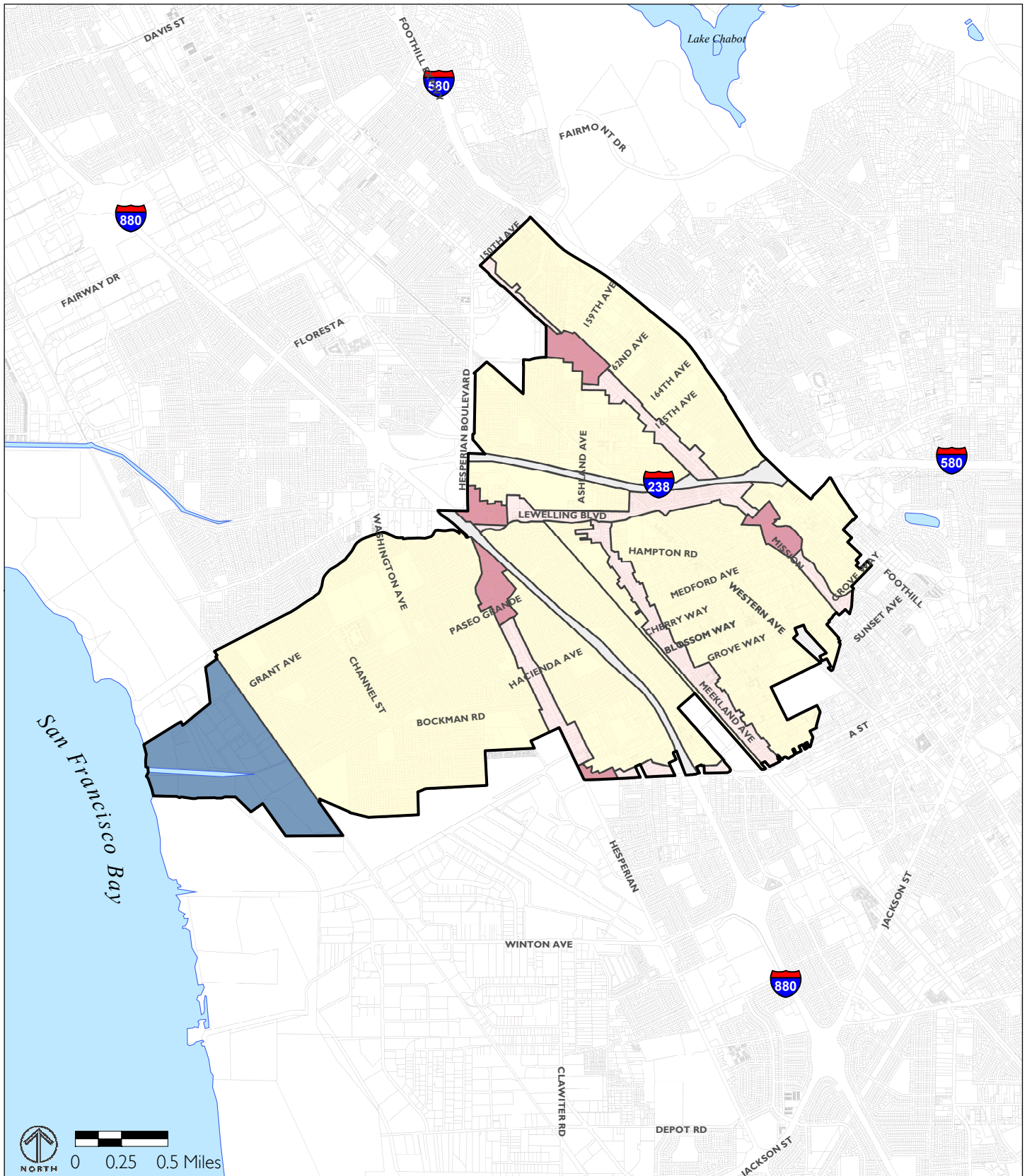
a. Neighborhoods

Neighborhoods are relatively large residential areas that have some common character. They are recognized by people who live in them as having a distinct identity that results from a unique history, common physical characteristics (e.g., a similar architectural style), a common meeting place (e.g., such as a park), school or shopping district or more intangible characteristics (e.g., a psychological sense of cohesion). Neighborhoods are often bounded by physical characteristics, such as roadways, railroads or creeks. However, it is also common for Neighborhoods to have overlapping or “fuzzy” boundaries.

The Neighborhoods in the Eden Area range in size and character due to the mixed history of the area. A large percentage of the residential areas was not developed comprehensively and therefore lacks a clearly defined structure. In general, Neighborhoods are contained within the Eden Area's communities









Residential neighborhood



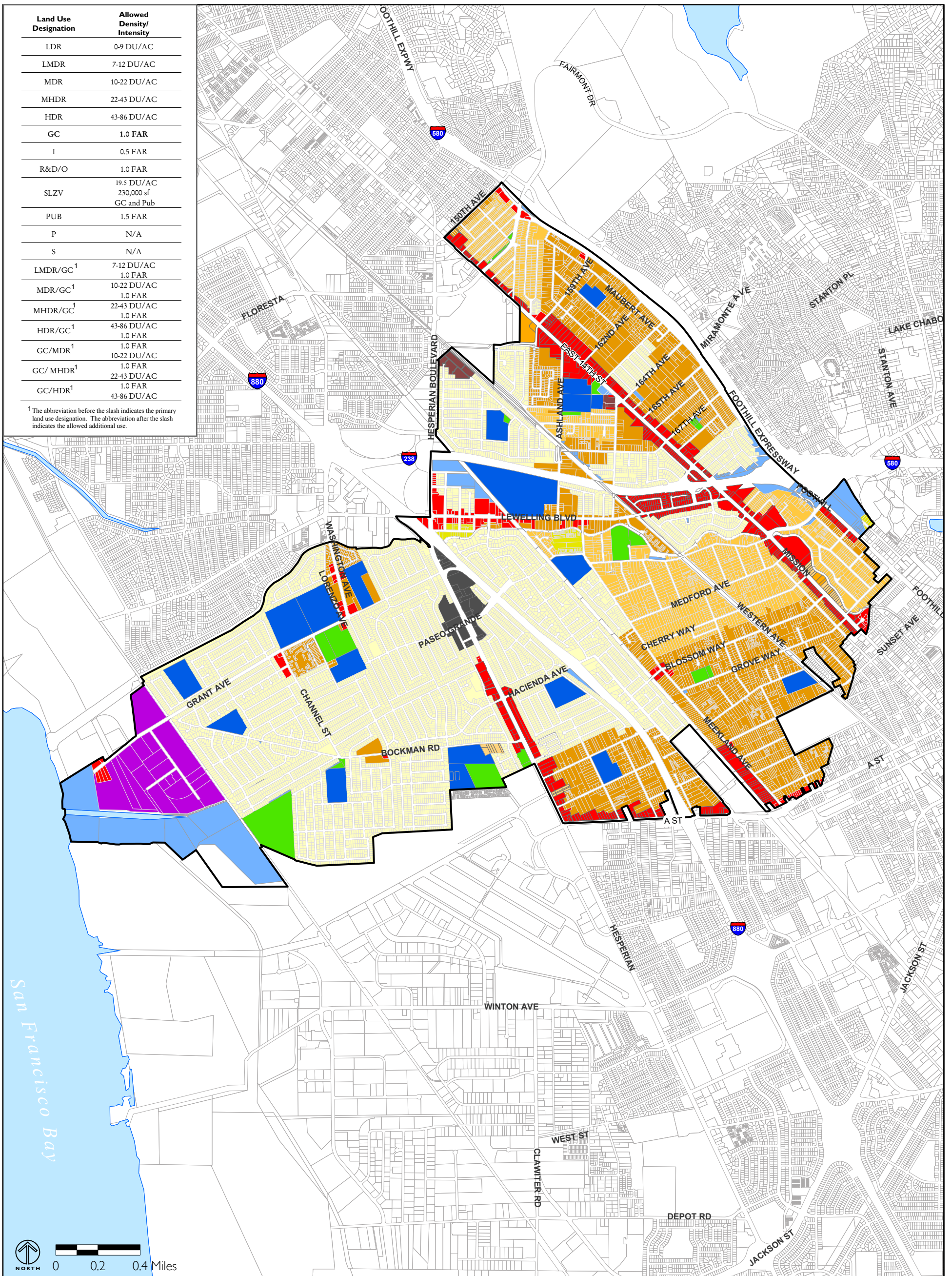
Source: Alameda County Community Development Agency

FIGURE 3-3

- | | | | |
|--|----------------------------|---|-------------------------|
|  | Study Area Boundary |  | Freeway |
|  | Corridor |  | Neighborhood |
|  | District |  | Special Precinct |

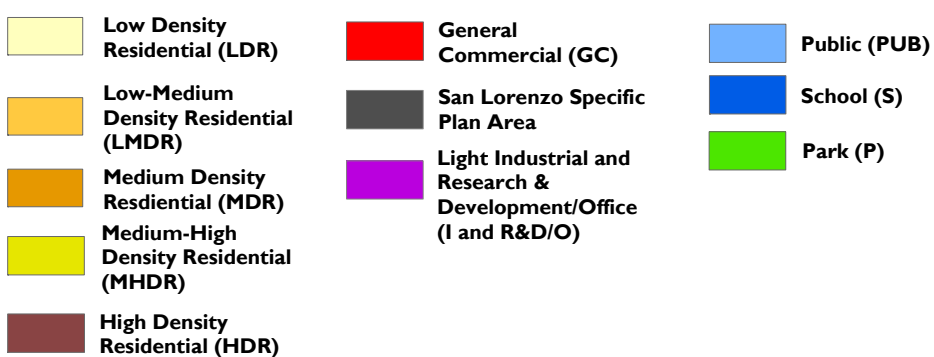
URBAN DESIGN FRAMEWORK

COUNTY OF ALAMEDA
EDEN AREA GENERAL PLAN

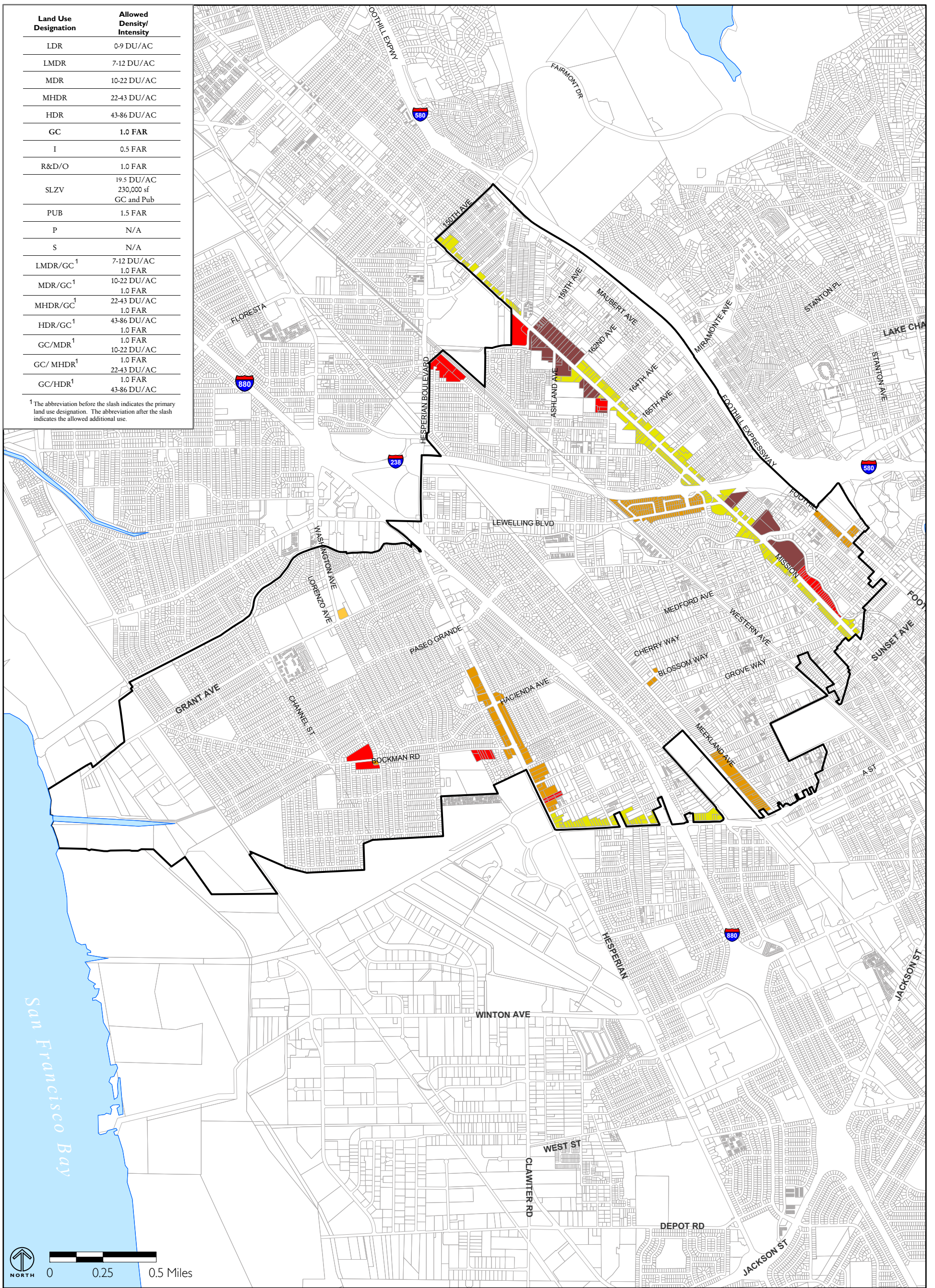


Source: Design, Community & Environment. August 2006

FIGURE 3-4A

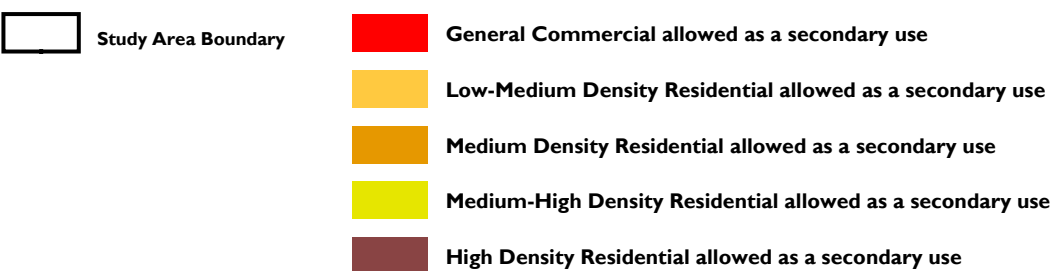


GENERAL PLAN LAND USE DESIGNATIONS



Source: Design, Community & Environment. March 2007

FIGURE 3-4B



GENERAL PLAN LAND USE RESIDENTIAL OVERLAYS

described in the Introduction; however, there are often numerous distinct Neighborhoods within each community.

As the General Plan is implemented, the character of Neighborhoods will be enhanced and the livability of the Eden Area will increase. General Plan implementation will take place through transportation improvements, appropriate infill development, expansion of the urban forest and improvement of buildings in disrepair. Transforming major arterials from barriers into areas where community life is focused can augment the sense of place and revitalize business development. Finally, recognizing and enhancing existing commercial areas, parks, schools and other community buildings to create community resources can provide safe and attractive local gathering places for families to meet and children to play.

b. Corridors

Corridors are linear areas located along arterial roads, typically one to two lots deep on either side of the road. They contain a mix of retail, office, and residential uses. There are five Corridors in the Eden Area:

- ◆ East 14th Street/Mission Boulevard
- ◆ Hesperian Boulevard
- ◆ Lewelling Boulevard
- ◆ 'A' Street
- ◆ Meekland Avenue

Corridors in the Eden Area are, by and large, an underutilized resource. They contain a variety of strip and stand-alone commercial buildings. Most have buildings set back from the street with little relationship to one another. Some stretches of these important thoroughfares have parcels that are vacant or contain buildings that are underutilized or in a state of disrepair.

This General Plan seeks to guide the transformation of Corridors from features that divide the community into areas that bring people together. Due to the amount of vacant and underutilized land, Corridors are a key to revitalizing the entire Eden Area and enhancing the economic development for the future. Corridors should be attractive, contain a diverse mix of uses at

higher densities than currently exist, provide safe travel for automobiles, bicycles, pedestrians and transit vehicles, and move traffic effectively. Street improvement plans already adopted for East 14th Street/Mission Boulevard, Hesperian Boulevard and Lewelling Boulevard are a first step in this process. These plans must be augmented by well-designed and higher-intensity infill development and economic development strategies that encourage redevelopment and enhance the quality of life in the Eden Area.

c. Districts

Districts are areas of higher intensity development located along, but distinct from, Corridors in the Eden Area. They are important activity centers that draw employees, shoppers, residents and visitors to the Eden Area. Districts emphasize a pedestrian- and transit-oriented environment, incorporating some mixed use, where appropriate, at a higher density than the surrounding areas. The Specific Plan developed for the San Lorenzo Village Center provides an excellent example of how Districts should function in the Eden Area.

In the Eden Area, there are no existing Districts. Instead, the community's focal points are limited to shopping areas, parks, and the Community Center in Ashland Park. However, five locations have been identified in this General Plan for the creation of new Districts. These areas are:

- ◆ San Lorenzo Village Center.
- ◆ East 14th Street at Ashland Avenue.
- ◆ Mission Boulevard at Mattox Road.
- ◆ The Four Corners area at the intersection of Hesperian Boulevard and Lewelling Boulevard.
- ◆ The intersection of Hesperian Boulevard and 'A' Street.

These new Districts are located at key intersections and along high-frequency transit routes. These areas currently have retail, office and other commercial uses already in place, many of which are predominantly automobile-oriented. They also have parcels that are either vacant or underutilized. A portion of

the Mission Boulevard at Mattox Road District is located within an earthquake hazard area called an Alquist-Priolo Hazard Zone. The parcels within this zone must be developed according to the constraints of the *Alquist-Priolo Earthquake Fault Zoning Act*, as described in the Public Safety Element.

Creating Districts will provide the Eden Area with valuable meeting places for the community. Channeling new development to the Districts should be a primary focus of the economic development activities of the County Community Development and Redevelopment Agencies. One of the projects planned by the Redevelopment Agency will be the placement of 10 historic markers in the sidewalk along Lewelling Boulevard, at the locations of former and current historic buildings. The creation of successful, new commercial and residential centers can draw in additional private investment. The resulting vital Districts will serve as community spaces where locals come to eat, shop, play and socialize.

d. Special Precincts

A Special Precinct is a portion of the Eden Area where unique and necessary uses are located. There is one Special Precinct in the Eden Area, the Grant Avenue Industrial Area, which lies at the western end of the San Lorenzo community and is a large concentration of industrial uses located between residential uses and the San Francisco Bay. The Grant Avenue Industrial Area is separated from surrounding neighborhoods by the westernmost set of Union Pacific Railroad tracks. The Grant Avenue Industrial Area is a Special Precinct that should be preserved because it provides a home for industrial uses that benefit the Eden Area and the rest of Alameda County.

C. *Land Use Designations*

Land use designations indicate the intended future use of each parcel of land within the Eden Area. Land use designations are policy statements with the force of a regulation. They are developed to provide both a vision of the organization of uses in the future and a flexible structure to allow for changes in

economic conditions and community visions. In other words, designations should generally state what the future use should be but should not be so specific as to diminish the value of the land. The General Plan Land Use Designation Map shown in Figure 3-3 illustrates the allowed types of land uses throughout the Eden Area. Acreages of each land use designation are presented in Table 3-2.

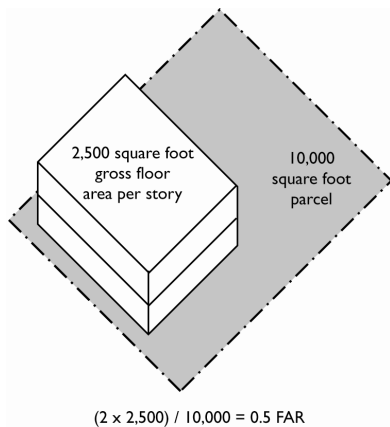


Illustration of Floor Area Ratio

For each land use designation, the uses allowed and the standards of population density and building intensity are specified. Development intensity for residential land uses is reflected as an average number of dwelling units per gross acre. For non-residential designations, including General Commercial, Research and Development/Office, Industrial and Public designations, intensity is expressed as an average Floor Area Ratio (FAR). FAR is a ratio of the total building floor area in proportion to the size of the building's lot. For example, if a 10,000-square-foot lot has one two-story building and the gross area of each story is 2,500 square feet, the building has a total gross area of 5,000 square feet and a FAR of 0.5.

In the Eden Area, there are also certain parcels that are allowed to have both residential and commercial uses. On these parcels, the primary and secondary uses are identified. Unless it is otherwise stated, the primary use must occur on the parcel and the secondary use is optional. For example, if a parcel is designated as General Commercial with a secondary use of Medium Density Residential, the General Commercial use must be located on the parcel and the residential use is allowed but not required. On these parcels, new development may occur at the maximum density allowed in the residential designation and to the maximum FAR for commercial development. Neighborhood-serving commercial uses, such as grocery and convenience stores, salons, professional offices, restaurants, drug stores, dry cleaners, day care centers and banks, are desired in these areas.

The secondary use designation allows property owners to develop a vertically "mixed use" project, such as residential or office uses over retail, or to develop a horizontal mix of uses on their parcel with separate buildings for different

TABLE 3-2 **ACRES BY LAND USE DESIGNATION**

Land Use Designation	Number of Acres	Allowed Density/ Intensity ^{a,b}
Low Density Residential (LDR)	1,136.1	0-9 DU/AC
Low-Medium Density Residential (LMDR)	371.9	7-12 DU/AC
Medium Density Residential (MDR)	683.4	10-22 DU/AC
Medium-High Density Residential (MHDR)	15.5	22-43 DU/AC
High Density Residential (HDR)	9.4	43-86 DU/AC
Medium Density Residential and General Commercial as a Secondary Use (MDR/GC)	8.3	10-22 DU/AC 1.0 FAR
Medium-High Density Residential and General Commercial as a Secondary Use (MHDR/GC)	7.4	22-43 DU/AC 1.0 FAR
High Density Residential and General Commercial as a Secondary Use (HDR/GC)	7.5	43-86 DU/AC 1.0 FAR
General Commercial (GC)	46.0	1.0 FAR
General Commercial and Low-Medium Density Residential as a Secondary Use (CG/LMDR)	6.4	1.0 FAR 7-12 DU/AC
General Commercial and Medium Density Residential as a Secondary Use (GC/MDR)	59.6	1.0 FAR 10-22 DU/AC
General Commercial and Medium-High Density Residential as a Secondary Use (GC/MHDR)	71.5	1.0 FAR 22-43 DU/AC
General Commercial and High Density Residential as a Secondary Use (GC/HDR)	38.8	1.0 FAR 43-86 DU/AC
Light Industrial (I)	116.8 ^c	0.5 FAR
Research and Development/Office (R&D/O)	116.8 ^c	1.0 FAR
San Lorenzo Specific Plan Area (SLSPA)	28.7	19.5 DU/AC (average for the District) 230,000 square feet of C&P
Public (Pub)	207.5	1.5 FAR
Park (P)	77.6	N/A
School (S)	210.9	N/A
Total Acres	3,094.7	

^a DU/AC stands for dwelling units per acre.

^b FAR stands for Floor Area Ratio.

^c The acreage for both Industrial and Research and Development/Office covers the same parcels as these two designations are used simultaneously in this General Plan. Thus, this acreage is only counted once in the Total Acreage for the Eden Area.

Source: Design, Community & Environment.

uses. The secondary use designations primarily occur on major arterial roadways and are intended to provide flexibility for property owners to develop their property in ways that meet changing economic conditions and to encourage vibrant Corridors and Districts with a mix of uses.

The Land Use Designation Map is implemented through the Zoning Ordinance, which provides more specific classifications than this General Plan. Thus, the specific density ultimately allowed on each parcel may be lower than the maximum density identified in the applicable land use designation due to site constraints or other County regulations. In some cases, more than one zoning district may be consistent with a single land use designation. Other parts of the Alameda County General Ordinance Code, particularly the Subdivision Ordinance, provide additional development standards. Under State law, all County ordinances and regulations must be consistent with the General Plan.



Medium density residential development

At this time, the Eden Area is substantially built out. Though there are individual sites that are either vacant or abandoned, most parcels currently have some form of development already in place. For this reason, the General Plan recognizes that the existing land use on a site may be different from the intended future use on a parcel. On these parcels, the uses may remain in place until such time as the property is redeveloped, at which point new development should reflect the land use regulation in this plan.

1. Residential Designations

All of the following land use designations are categorized as residential land uses with specific density requirements. Every residential land use designation allows dedicated affordable housing units so long as the buildings match the density requirements. Uses such as community centers, parks, schools, places of worship, care centers and home occupations may also be permitted in residential areas.

a. Low Density Residential (LDR)

The Low Density Residential designation applies to the majority of the residential areas in the Eden Area. This designation indicates a single-family, detached housing unit with a maximum density of 9 dwelling units per acre.

b. Low-Medium Density Residential (LMDR)

The Low-Medium Density Residential designation allows a mix of single-family, detached housing and some duplexes and triplexes. Multi-unit and mobile home parks may also be allowed where it is deemed to be appropriate by the County based on impacts to surrounding uses. The Low-Medium Density Residential designation allows densities of 7 to 12 dwelling units per acre.

c. Medium Density Residential (MDR)

The Medium Density Residential designation allows for a mix of single-family, duplex, triplex, townhouse and multi-family buildings with densities ranging from 10 to 22 dwelling units per acre. Mobile home parks are also allowed, where appropriate.

d. Medium-High Density Residential (MHDR)

The Medium-High Density Residential designation is characterized by townhouses and multi-family buildings, generally between two and four stories. Allowed densities are between 22 to 43 dwelling units per acre.

e. High Density Residential (HDR)

The High Density Residential designation is the most urban designation in the Eden Area. Allowed uses include multi-family residential buildings between three and six stories. Allowed densities are between 43 to 86 dwelling units per acre. The designation is intended to allow for intensification of growth over time along major roadways.

f. General Commercial as a Secondary Use (/GC)

General Commercial uses are allowed as a secondary use on specified parcels of land designated as Medium Density Residential, Medium-High Density



Residential neighborhood

Residential, or High Density Residential. There are currently four locations where this designation is applied in the Eden Area. In one location, commercial uses are required. This location is:

- ◆ On seven parcels on the east side of Hesperian Boulevard, north of Sunset Boulevard.

In three areas, commercial uses may be included, but are not required. These areas are:

- ◆ At the northern end of East 14th Street adjacent to the Bayfair Mall.
- ◆ At the southern end of Mission Boulevard where existing residential uses are currently located.
- ◆ On Hesperian Boulevard, adjacent to the BART station and on publicly owned property that is currently used for BART parking.

2. General Commercial (GC)

The General Commercial designation allows for a wide range of commercial uses that encompass small offices, local and regional retail establishments and automobile-oriented uses to meet the needs of Eden Area residents, employees and pass-through travelers. Offices are particularly encouraged in commercially designated areas to enhance the employment base of the area. Commercial parcels have a maximum FAR of 1.0. Allowed uses include the following:

- ◆ Neighborhood commercial uses include grocery and convenience stores, salons, professional offices, restaurants, fast-food establishments, auto service stations, drug stores, dry cleaners, day care centers, shoe stores, tool and appliance repair shops, contractors' shops, hardware stores and banks. Neighborhood commercial uses are best located in centralized areas capable of serving the greatest number of households with the least travel distance and best access to alternate modes of transportation and freeways.
- ◆ Regional commercial uses include factory outlets, discount stores, regional shopping malls, automobile sales, office uses, medical facilities and

home improvement centers. These uses are best located in areas with the highest level of automobile access but should also contain a safe pedestrian environment.

- ◆ Highway commercial uses include hotels and motels, restaurants, and motor vehicle and gasoline service stations that provide services to the traveling public and allow for convenient freeway access. These uses should be located in close proximity to freeway ramps.

On some commercial parcels throughout the Eden Area, residential uses are allowed as a secondary use (/LMDR, /MDR, /MHDR, /HDR). Public uses are also allowed in areas with commercial designations.

3. Light Industrial (I)

This land use designation is applied to the Grant Avenue Industrial Area, which has substantial amounts of existing industrial uses.

Specific uses allowed in the Light Industrial designation range from light manufacturing to warehousing and distribution uses to research and development or flexible office space. Light Industrial parcels have a maximum FAR of 0.5. Other uses are allowed in small amounts to serve the daily needs of the workforce. These uses include offices, retail and community facilities. Live/work units may be approved as conditional uses if they conform to all relevant General Plan policies.

4. Research and Development/Office (R&D/O)

The purpose of this designation is to expand the job and economic base of the Eden Area and to provide more Eden Area residents with the potential to work close to home. Specific uses allowed in the R&D/O designation include medium- and large-scale uses such as corporate offices, high-tech, medical or hospital, legal, insurance and similar users. The R&D/O designation is intended for office type development projects. Smaller scale offices are allowed on the commercially designated lands. R&D/O parcels have a maximum FAR of 1.0. Other uses, including retail and community facilities, are allowed in small amounts to serve the daily needs of the workforce.

Live/work units may be approved as conditional uses if they conform to all relevant General Plan policies.

Currently, there are no R&D/O uses in the Eden Area and the designation is applied to lands that also have a Light Industrial designation. The purpose of the split designation is to allow the conversion of industrial uses to R&D/O uses over the life of this General Plan. R&D/O uses are relatively large in scale, typically one to three stories in height. As the Special Precincts develop, efforts should be made to create a safe pedestrian environment and to provide connections to nearby Neighborhoods and commercial uses.

5. San Lorenzo Village Specific Plan Area (SLZVSPA)

This designation is designed to implement the vision, uses and intensities in the San Lorenzo Village Center Specific Plan, which was adopted by Alameda County in 2004. The Specific Plan provides a long-term vision for the historic San Lorenzo Village area on Hesperian Boulevard from the Interstate 880 overcrossing on the north to around Via Mercado on the south. The designation covers approximately 30 acres and envisions the area as an active center with stores, public facilities, cultural uses, outdoor spaces and attractive streetscape environment with new multi-family, mixed use development. New development should create a visually rich, architecturally distinct area with an identity unique to San Lorenzo. The area should have a comfortable, human-scaled environment while at the same time encourage buildings with a significant architectural presence.

The maximum amount of cumulative development allowed in the San Lorenzo Village area is 580 housing units with an average density of 19.5 dwelling units per acre and a maximum of 230,000 square feet of commercial and public uses. Specific land use, urban design, dimensional standards and other policies and standards are identified in the Specific Plan. The Specific Plan must be followed as the controlling document for the San Lorenzo Village area as defined in that document.

6. Public (Pub)

The purpose of this designation is to provide locations for uses that support government, civic, cultural, health and infrastructure aspects of the community. These facilities have been located in a manner intended to best serve the Eden Area and the rest of the County.

The designation indicates public ownership as well as public use and covers uses such as the water treatment plant, fire stations, police stations, post offices, libraries, hospitals and publicly-owned office buildings. Public uses may include ancillary non-public uses that support the primary use. Public uses are scattered throughout the Eden Area but are most notable in the Grant Avenue Industrial Area. Public uses are also allowed in areas with residential and commercial designations. The maximum FAR for Public uses is 1.5.

7. Park (P)

This designation provides for current and expected future locations for public parks of all sizes in the Eden Area. Parks may include a wide range of uses including active playing fields, recreation facilities including buildings, picnic areas, plazas, bicycle and walking trails, water features, passive green spaces, landscaped areas and natural open spaces.

8. School (S)

This designation identifies publicly-owned or operated educational facilities of all sizes serving all age groups in the Eden Area. The designation also includes sites that are owned or used by the school districts for school-related purposes such as maintenance or corporation yards as well as parcels which are leased to private entities. Sites designated as 'School' may also be developed as residential uses at a density comparable to surrounding uses if the school district which owns them determines that they are no longer needed for educational purposes.

D. Goals, Policies, and Actions

The goals, policies and actions in the Eden Area General Plan are based on the principles of livability and smart growth. They were developed through an extensive public involvement process and are written to preserve and enhance the unique characteristics of the Eden Area. The urban design framework of Neighborhoods, Corridors, Districts and Special Precincts provides the backbone for this section. This framework is supplemented with goals, policies and actions on removal of substandard conditions, economic development and cultural resources.

1. General Goals, Policies and Actions

This section provides general goals, policies and actions that apply to the Eden Area as whole.

Goal LU-1	Establish a clearly defined urban form and structure to the Eden Area in order to enhance the area's identity and livability.
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Policies

- P1. The County should foster a sense of unity among the five communities of the Eden Area through its direct actions.
- P2. New development and redevelopment shall be encouraged to advance a unified and coherent pattern of development, maximize the use of land and fill in gaps in the urban environment.
- P3. New development and redevelopment shall be organized as a series of Neighborhoods, Corridors, Districts and Special Precincts. Each is defined as follows:

- ◆ Neighborhoods are residential areas with a common character or identity, such as a common history or central meeting place like a park, school or retail center.
 - ◆ Corridors are linear areas located along arterial roads, typically one to two lots deep on either side of the road, that contain a mix of retail, office and residential uses.
 - ◆ Districts are areas of higher intensity development located along Corridors in the Eden Area. Districts shall be designed to serve as community meeting places where residents and visitors can shop, eat, play and socialize.
 - ◆ Special Precincts are single-use districts that serve a special purpose in the Eden Area, namely job-producing Light Industrial, Research and Development/Office uses or large-scale Public uses.
- P4. An adequate amount of land shall be designated in this General Plan to permit the desired development in the Eden Area.
- P5. The County shall ensure that land is designated to increase economic development opportunities while also providing for future housing needs.
- P6. Residential development should be balanced with the development of jobs and retail growth and the ability to provide services to the existing population of the Eden Area.
- P7. On parcels that have a viable use in place when this General Plan is adopted, the uses may remain in place until such time as the property is redeveloped. When a property is redeveloped, the new use shall be required to conform to the land use designations in this General Plan.

Actions

- A1. Amend the Zoning Ordinance Map for overall consistency with this General Plan.
- A2. Review the Land Use Designation Map every five years to ensure that the amount and location of land designated in various categories remains appropriate.

Goal LU-2 Promote and maintain physically coherent and logical boundaries of the Eden Area.
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Policies

- P1. The County shall discourage the cities of Hayward and San Leandro from annexing individual parcels of County land, especially when those parcels have viable, non-residential land uses, such as large commercial developments.
- P2. The County should oppose the annexation of properties where the County's loss of these properties may have an adverse impact on the County's tax base.
- P3. The annexation of unincorporated islands and the logical, minor re-configuration of jurisdiction boundaries should be encouraged to provide rational service boundaries.

Actions

- A1. Work with the Alameda County Local Agency Formation Commission (LAFCO) to maintain physically coherent and logical boundaries.

Goal LU-3 Expand cultural and arts facilities in the Eden Area.

Policies

- P1. The County should support the development of a range of cultural and arts facilities throughout the Eden Area, such as museums, performing arts centers and art exhibition spaces.
- P2. The County should support the efforts of non-profit organizations and the private sector to increase cultural arts facilities and events in the Eden Area.
- P3. Public art should be included in areas with an existing or expected high level of pedestrian activity, such as parks, plazas and identified Districts.

2. Neighborhoods

Neighborhoods make up more than two-thirds of the Eden Area. Thus, the quality and appearance in these areas is of critical importance to the urban design framework. The following goals, policies and actions are intended to create vibrant and attractive Neighborhoods.

Goal LU-4 Preserve the quality and character of existing Neighborhoods in the Eden Area.

Policies

- P1. The County shall advance the ongoing conservation, maintenance and upgrading of Neighborhoods through its direct policies and actions.
- P2. New residential construction should be of a high-level of craftsmanship and use exterior materials and façade designs that enhance the appearance of each Neighborhood.

- P3. The development of “gated” communities or the gating of already developed Neighborhoods or subdivisions should be discouraged.
- P4. Home occupations in Neighborhoods should be allowed to the extent that they do not present nuisances to the surrounding residential uses as identified in Alameda County Administrative Code Chapter 6.64 Rural and Urban Residential and Non-residential Property Nuisances.
- P5. Permit applications for alterations, additions and infill development shall be reviewed to ensure that they enhance the character and quality of Neighborhoods.
- P6. The County shall discourage project rezonings and Planned Developments, especially with multi-family uses that have historically resulted in poor residential design.
- P7. The County shall utilize its Design Guidelines as an implementation tool to require higher quality and more appropriately scaled development in the Eden Area.

Actions

- A1. Develop and implement design guidelines to maintain the desirable qualities and character of existing neighborhoods.
- A2. Conduct a study to explore the feasibility of creating “Preservation Corridors” to preserve the look and feel of existing neighborhoods.
- A3. Collaborate with the County Redevelopment Agency (RDA) to promote neighborhood identity and beautification through development of gateway amenities such as signage at boundaries and banners along major streets. Promote the Cherryland Beautification Committee, the Ashland Com-

munity Association and the Cherryland Community Association as civic partners to implement this goal.

- A4. Use the project referral process to allow ample review time of pending projects, and ensure the Neighborhood Associations such as the San Lorenzo Village Homes Association, the Ashland Community Association and the Cherryland Community Association are aware of significant decisions regarding development projects in their areas.
- A5. Conduct a study to consider the establishment of neighborhood-level design review boards in residential neighborhoods in the Eden Area.

Goal LU-5 Allow appropriately scaled development in Neighborhoods.

Policies

- P1. New development or redevelopment should not result in displacement of existing homes without providing for adequate replacement housing.
- P2. New residential projects in Neighborhoods should enhance the existing character of the area and have high quality site planning and architectural design. Architectural diversity and variety, including variations in lot sizes, setbacks, orientation of homes and other site features should be allowed to maintain visual interest.
- P3. The creation of new parks shall be encouraged within Neighborhoods on vacant or underutilized parcels.

- P4. Infill development that increases the density of existing Neighborhoods may be allowed so long as it is well designed and enhances the character of the Neighborhoods.
- P5. Secondary units on individual parcels shall be allowed and encouraged, as per state law.
- P6. New development shall not be approved unless there is infrastructure in place or planned to support the growth.
- P7. New residential development shall pay its fair share of the cost of capital improvements needed to serve that development.
- P8. Live-work development projects shall be allowed in areas that can serve as a buffer between residential and commercial or industrial uses.

Actions

- A1. Develop design guidelines for infill development in Neighborhoods. Guidelines should provide principles for addressing existing buildings and the street, and designing attractive and appropriate building facades.

Goal LU-6	Support the redevelopment of narrow, deep lots throughout the Eden Area in a manner that enhances the quality of life for existing and future residents.
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Policies

- P1. The County shall encourage the redevelopment of underutilized large, deep lots to increase opportunities for a range of housing types.
- P2. The creation of “flag lots” shall not be allowed when narrow, deep parcels are redeveloped, except when historic structures are present.
- P3. Narrow, deep lots should be developed in a manner that enhances the quality and character of adjacent development.
- P4. The County shall encourage the assembly, design and development of two or more adjacent, narrow, deep lots to ensure that Neighborhood quality is enhanced and to capitalize on improved site design possibilities. Specific site design techniques that should be explored include:
- ◆ Internal streets to serve multiple blocks.
 - ◆ Pedestrian connections between adjacent parcels.
 - ◆ Continuous and consistent landscaping between parcels.
- P5. The County should encourage the creation of neighborhood associations, mutual use and joint use agreements or reciprocal easements where parcels are developed together and driveways shared.

Actions

- A1. Develop specific guidelines for the development of narrow, deep lots that address intensity, access, relationship to adjacent uses, and minimum size of parcels that can be subdivided.

- A2. Create an incentive program to help property owners to assemble lots and for multiple owners to coordinate on the development of adjacent parcels.
- A3. Encourage any older homes to be included in the Homeowners Association/Condominium Association for new subdivisions with the intent of maintaining and upgrading the appearance of older structures.
- A4. Explore the development of a “Density Variable” (DV) overlay zone in Cherryland that allows for appropriate density and design flexibility on narrow, deep lots.

3. Corridors

Corridors are linear areas with a mix of uses along major roadways that provide a variety of needs for surrounding Neighborhoods. This section provides guidance about the County’s plan for the Corridors in the Eden Area.

Goal LU-7 Create attractive Corridors with a mix of uses throughout the Eden Area.

Policies

- P1. The redevelopment of corridors shall be a priority for the County as it is a key to revitalizing the Eden Area.
- P2. New commercial and Medium, Medium-High and High Density residential development shall be focused along identified Corridors in the Eden Area. The Corridors are:
 - ◆ East 14th Street/Mission Boulevard
 - ◆ Hesperian Boulevard
 - ◆ ‘A’ Street

- ◆ Lewelling Boulevard
 - ◆ Meekland Avenue
- P3. The County shall pursue and allow the assembly of parcels to create larger and more easily developable lots for development along Corridors.
- P4. Low-density, drive-in commercial uses shall be discouraged except near freeway entrances and exits.
- P5. New development along Corridors shall meet the following urban design requirements:
- ◆ Buildings shall be designed with minimal setback to create a consistent, pedestrian-oriented environment.
 - ◆ Developments shall be designed to have an active street face with windows, entrances, awnings and other amenities.
 - ◆ Building entrances shall be oriented to the street.
 - ◆ Parking and loading facilities as well as other areas for similar activities shall be located behind or on the side of buildings away from the main street frontage.
 - ◆ The number of curb cuts and other intrusions of vehicles across the sidewalks shall be minimized.
 - ◆ Buildings shall be constructed using high-quality materials.
 - ◆ To the extent feasible, buildings should step down in height to adjacent Low-Medium Density residential uses at the edges of Corridors where they meet adjacent Neighborhoods.
- P6. The use of shared parking arrangements for residential and commercial buildings should be allowed and encouraged in

Corridors where possible, and where impacts to adjacent residential neighborhoods would be minimal.

- P7. Public transit amenities shall be included, where appropriate, with the approval of new development projects.
- P8. New projects should maintain and strengthen pedestrian connections to major transit facilities such as BART, Amtrak and bus stops.
- P9. The County shall encourage the creation of landscape, lighting and special assessment districts to improve the pedestrian environment along Corridors.

Actions

- A1. Develop mixed use guidelines with input from multiple agencies and community stakeholders.
- A2. Create an incentive program to help individual property owners assemble lots and multiple property owners coordinate on the development of adjacent parcels.
- A3. Amend the Zoning Ordinance to provide incentives for shared parking arrangements where possible, and where impacts to adjacent residential neighborhoods would be minimal.
- A4. Create design guidelines for Corridors to ensure that new growth meets the goals of this General Plan. At minimum, these guidelines shall address height, setbacks, landscape, building massing and scale. Pedestrian access and connections into and through the development, services for special populations such as seniors and families with young children, and special program elements to make the devel-

opment more responsive to transit proximity should also be addressed.

- A5. Upon adoption of the General Plan, review and update the *Ashland-Cherryland Business District Specific Plan* to reflect urban design qualities and land use designations identified in this General Plan.
- A6. Implement existing streetscape plans for East 14th Street/Mission Boulevard, Lewelling Boulevard, and Hesperian Boulevard.
- A7. Create a priority list of locations for streetscape improvements along corridors that will encourage increased private development in key locations.
- A8. Continue to work with the cities of Hayward and San Leandro to ensure that East 14th Street/Mission Boulevard, Hesperian Boulevard and 'A' Street have a consistent streetscape between jurisdictions.
- A9. Pursue potential funding for Context Sensitive Design (CSD) from the federal Department of Transportation. Such improvements might entail sound barriers to reduce freeway noise levels or landscaping such as densely planted trees and shrubs to provide aesthetic visual screening of the freeway from the Neighborhoods.
- A10. Improve directional, way-finding signage throughout the Eden Area directing traffic to retail corridors from freeways.

4. Districts

Districts are intended to be pedestrian- and transit-oriented centers of mixed use development. This section presents the County's vision for creating and redeveloping the locations identified as Districts.

Goal LU-8 Create Districts that serve as shopping, living, meeting, and gathering places.

Policies

- P1. The County shall pursue the creation of distinct Districts throughout the Eden Area. Districts should be places where residents gather to shop, socialize and eat. They should have ample public spaces such as plazas, wide sidewalks, and outdoor seating for restaurants and cafes. The land use patterns should emphasize human-scale design, streetscape and transit improvements and a lively mix of higher density residential, commercial and public uses.
- P2. The County shall pursue redevelopment of the following general areas to create vibrant Districts:
- ◆ San Lorenzo Village Center
 - ◆ East 14th Street at Ashland Avenue
 - ◆ Mission Boulevard at Mattox Road
 - ◆ The Four Corners area at the intersection of Hesperian Boulevard and Lewelling Boulevard
 - ◆ The intersection of Hesperian Boulevard and ‘A’ Street
- P3. The County should strategically pursue commercial and vertically-mixed use development (i.e. residential uses over commercial uses) in Districts. Such projects should be a priority for the County in terms of permit processing and County financial assistance, where feasible.
- P4. Pedestrian amenities including benches, human-scaled lighting, trash cans, textured crosswalks and sidewalks, bollards and other features should be included in the redesign of all Districts.

- P5. The assembly of parcels for larger development projects and more developable lots shall be encouraged in Districts.

Actions

- A1. Streamline and expedite all development approvals including design review and building permit applications for development projects in Districts that meet the design and land use goals in this General Plan or are identified in existing, approved Specific Plans, such as the Ashland-Cherryland Business District Specific Plan.
- A2. Create an incentive program to help property owners to assemble lots and for multiple owners to coordinate on the development of adjacent parcels.
- A3. Actively assist potential developers and the Redevelopment Agency to assemble parcels in Districts to allow for larger development projects.
- A4. Work with the City of San Leandro to develop a Specific Plan for the Four Corners District.
- A5. Work with the City of Hayward to develop a Specific Plan for the District around the intersection of Hesperian Boulevard and 'A' Street.

5. Special Precincts

Special Precincts provide the Eden Area with unique concentrations of industrial and public uses. These assets are an important component of the Eden Area urban design framework.

Goal LU-9	Preserve and enhance the Grant Avenue Industrial Area Special Precinct of the Eden Area.
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Policies

- P1. The Grant Avenue Special Precinct should be enhanced and redeveloped to the greatest extent possible.
- P2. The Grant Avenue Special Precinct should be preserved for economic development purposes, including Industrial, Research and Development/Office uses.

Actions

- A1. Collaborate with RDA to develop incentives and programs to attract new R&D and industrial businesses to the Grant Avenue Special Precinct.
- A2. Conduct a study to explore potential funding sources, programs and incentives for relocating industrial uses to special precincts. Programs should consider incentives to relocate incompatible industrial uses to Grant Avenue Industrial Area and grants for environmental cleanup of vacant parcels.

6. Neighborhood Improvement

As is discussed in Section B above, portions of the Eden Area exhibit irregular parcel sizes, building code violations, inadequate public infrastructure, high commercial vacancy rates, buildings in disrepair, visual clutter, and high crime rates. The following goals, policies and actions are intended to address some of these conditions. Other goals that will help to eliminate these conditions are addressed in other areas of this Element and in other Elements in the General Plan.

Goal LU-10 Ensure that the Eden Area remains attractive and free of public nuisances through enforcement and community involvement programs.

Policies

- P1. All housing and commercial properties should be adequately maintained and, where required, rehabilitated to protect the health and safety of Eden Area residents and visitors.
- P2. The County shall maintain building inspection and code enforcement procedures that ensure that all construction is properly permitted and that construction is completed as approved.
- P3. The County should work collaboratively with homeowners associations, business associations, other community groups and residents to abate nuisances, eliminate substandard conditions and ensure that community aesthetic standards are maintained.
- P4. As a condition of property transfer, the County should require a building inspection by a private inspector and necessary repair to meet health and safety standards.
- P5. The County shall maintain graffiti removal and weed abatement programs throughout the Eden Area and respond promptly and effectively to resident complaints.
- P6. The County shall maintain public property and buildings to protect and promote health and safety thereby helping to eliminate substandard conditions in the Eden Area.

Actions

- A1. Maintain an aggressive code enforcement and nuisance abatement program to ensure that the Eden Area remains attractive and free of public nuisances.
- A2. The County should explore funding mechanisms to provide incentives for property owners who voluntarily remediate violations, including loan programs and, where appropriate, special assistance for historically significant buildings and properties.
- A3. Conduct a study of the available strategies and programs to upgrade the appearance of mobile home parks without displacing owners and tenants. Based on the conclusions from this study, initiate a program to rehabilitate the visual character of these areas.
- A4. Maintain a stringent fine procedure for gross violations of the County's code enforcement policies.

Goal LU-11 Reduce the impact of Industrial development and activity on adjoining land uses.
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Policies

- P1. Existing, non-conforming industrial uses should be phased out during the course of this General Plan.
- P2. The County should not permit existing, non-conforming Industrial uses to expand their facilities except to rectify building code violations.

- P3. Industrial uses should be regulated to minimize smoke, odor, glare, excessive noise and other adverse impacts on employees and on adjoining uses and areas.
- P4. Industrial uses should be adequately fenced and landscaped. In addition, structures, parking areas and storage areas should be sited so as to minimize impacts on adjoining uses.
- P5. Industrial developments should include adequate off-street loading and unloading facilities and adequate parking areas for employees, automobiles and trucks.
- P6. Truck and employee traffic generated by industrial uses should generally be restricted from using streets in residential and commercial areas, except on designated truck routes as specified in the Circulation Element of this General Plan.
- P7. Truck parking on public streets in non-industrial areas shall be prohibited.
- P8. Industrial structures, facilities and sites should be maintained in order to improve the appearance and economic vitality of industrial areas.

Actions

- A1. Create and implement design guidelines and standards for industrial areas. Emphasis should be placed on creating buffers (e.g. landscaping and setbacks) between industrial and residential development.
- A2. Develop a County program to construct new buffers between residential and industrial areas using landscaping or similar techniques. This should be done as new projects are proposed, facilities are expanded or altered and/or during the Conditional Use Permit application process.

- A3. Conduct a study to explore potential funding sources, programs and incentives for relocating industrial uses to Special Precincts. Programs should consider incentives to relocate incompatible industrial uses to the Grant Avenue Industrial Area and grants for environmental cleanup of vacant parcels.
- A4. Create an incentive program to encourage property owners to redevelop non-conforming uses into uses consistent with the land use designation for the parcel.

Goal LU-12 Improve the visual quality of the Eden Area.
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Policies

- P1. The County should not approve projects that have a substantial adverse effect on scenic vistas, substantially damage scenic resources, or substantially degrade the existing visual character or quality of the Eden Area.
- P2. The County shall pursue all possible legal and financial mechanisms to phase out and remove existing billboards. In addition, no new billboards shall be allowed in the Eden Area unless relocated.
- P3. When reviewing development proposals, the County should ensure that projects do not diminish views of natural features along public rights-of-way. Natural features are both within and around the Eden Area and include the San Francisco Bay and the East Bay hills.
- P4. To the extent feasible, the County should place utilities underground during roadway repair or widening, streetscape

improvements, construction of major new development projects or as funds become available.

- P5. New development projects shall include street trees along public right-of-ways. Street trees should provide shade to pedestrians, buffer from moving traffic and enhance the visual quality of the area.
- P6. The County shall maintain a program of landscaping, tree planting and tree preservation in the Eden Area in order to improve aesthetics and livability.

Actions

- A1. Develop incentive programs for property owners who voluntarily terminate general advertising leases and agree to phase out existing billboards. This program should be administered through the Redevelopment Agency or the Community Development Agency.
- A2. Create a funding and implementation plan to fund the placement of utilities underground on all major roadways in the Eden Area, where not already underway.
- A3. Initiate a program of street tree planting for all Neighborhood public streets. This program should include an assessment of where street trees are needed. A list of recommended street trees should be created and kept up to date by qualified landscape professionals. Street tree recommendations should be made with consideration of aesthetics, growth pattern, overall form and long-term maintenance considerations.

7. Economic Development

The goals, policies and actions in this section supplement the guidance associated with the urban design framework to enhance economic development opportunities in the Eden Area.

Goal LU-13 Enhance economic development opportunities in the Eden Area.
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Policies

- P1. The County shall make economic development a priority for the Eden Area.
- P2. The County shall promote the Eden Area's image as a business-friendly community.
- P3. The County shall attempt to create and maintain a jobs-housing balance of 1.5 jobs for every housing unit.
- P4. The County shall strive for a match between the type of jobs in the Eden Area and the occupations of residents as a means to encourage residents to live and work in the Eden Area.
- P5. The County shall encourage the renovation, improvement, retention and expansion of existing businesses and stores where such actions may improve the character of the Eden Area.
- P6. Encourage new business formation and entrepreneur education.

Goal LU-14 Allow for the retention and expansion of commercial uses in appropriate locations to increase economic development opportunities and provide for the daily needs of residents.

Policies

- P1. New commercial development shall be located in existing commercial areas and in areas well served by public transit. Specific areas are identified in the Land Use Designation Map.
- P2. Commercial uses that serve the daily and weekly needs of residents, such as supermarkets, cafes, restaurants, drug stores, dry cleaners, hardware stores, appliance repair shops and day care centers, shall be encouraged on Corridors or in Districts.

Actions

- A1. In partnership with the County Redevelopment Agency, develop and implement a business development strategy to improve the mix of retail and service businesses in the Eden Area. The strategy shall emphasize the attraction of higher-end retail shops, sit-down restaurants, entertainment uses, regional commercial uses, high-quality supermarkets and employment opportunities.

Goal LU-15 Preserve the Industrial uses and expand Research and Development/Office uses (R&D/O) in the Eden Area.

Policies

- P1. Research and Development/Office uses shall be encouraged in the Grant Avenue Industrial Area.
- P2. As industrial uses redevelop over time, the County should allow the transition to Research and Development/Office uses in industrial areas.
- P3. To the extent possible, new Light Industrial development should only take place within existing industrial areas.
- P4. To the extent possible, the County shall require mitigation measures to minimize the impacts of new Light Industrial development on adjacent areas.
- P5. New heavy industrial uses shall not be allowed in the Eden Area. Existing heavy industrial uses may remain in place until such time as the property is redeveloped, at which point new Research and Development/Office uses shall be allowed and new zoning for Research and Development/Office uses shall be put in place.

Actions

- A1. Collaborate with RDA to develop incentives and programs to attract new R&D and industrial businesses to the Grant Avenue Special Precinct.
- A2. Conduct a study to explore potential funding sources, programs and incentives for relocating industrial uses to special precincts. Programs should consider incentives to relocate incompatible industrial uses to Grant Avenue Industrial Area and grants for environmental cleanup of vacant parcels.

8. Cultural Resources

History and culture play an important role in the Eden Area. A number of historic resources have already been listed on the National Register or on the list of California State Points of Historical Interest. These goals, policies and actions seek to identify and preserve significant resources.

Goal LU-16 Preserve significant cultural resources in the Eden Area.

Policies

- P1. Historic or culturally significant buildings and other resources in the Eden Area should be preserved.
- P2. To the extent possible, the County shall cause no substantial adverse change in the significance of a historical or archaeological resource as defined in 15064.5 of the California Environmental Quality Act (Title 14, California Code of Regulations) through its direct or indirect actions.
- P3. To the extent possible, unique paleontological resources, sites or unique geologic features shall not be directly or indirectly destroyed or significantly altered.
- P4. The County should make the Eden Area a top priority when conducting historic and cultural resources inventories in the county.
- P5. Prior to the completion of a professionally-prepared historic survey, property owners of potentially significant historic resources shall be required to prepare professional historic surveys prior to demolition of any structure. Potentially significant historic resources may be defined as those resources identified in professionally prepared surveys or

where additional evidence suggests that the property or structure may be significant.

- P6. New development, alterations and remodeling projects on or adjacent to historic properties should be sensitive to historic resources and should be compatible with the surrounding historic context.
- P7. The County should support the development of local history projects, including the collection of oral histories from local residents.

Actions

- A1. Conduct an historic resources inventory for the Eden Area to identify important historic and cultural resources.
- A2. Apply an Historic Preservation Overlay Zone as applicable to cover historic and culturally significant properties in the Eden Area after an historic resources inventory has been completed.
- A3. Develop a range of economic incentives to encourage property owners to conserve existing historic and cultural resources.
- A4. Conduct studies of districts within the Eden Area as potential historic districts including the Four Corners area, the Bohannon Company houses adjacent to San Lorenzo Village and the Elgin Street Neighborhood of Ashland.
- A5. Develop outreach materials and hold public workshops to make property owners aware of the economic benefits of cultural resource conservation actions.

- A6. Develop design and construction guidelines for the rehabilitation and renovation of historic buildings. Conforming to these guidelines shall be required prior to the issuance of a building permit.
- A7. Develop markers and print materials to identify and tell the story of local landmarks.

Goal LU-17 Preserve and improve air quality in the Eden Area.

Policies

- P1. New development projects shall be analyzed in accordance with the BAAQMD CEQA Guidelines. Appropriate mitigation measures to reduce vehicle trips and vehicle miles traveled should be applied to projects.
- P2. New development that would emit air toxic contaminants or odors shall provide adequate buffers and screening to protect sensitive land uses from unhealthy levels of air pollution or objectionable odors.
- P3. New development involving sensitive receptors shall be located an adequate distance from sources of air pollution and odor, such as freeways, arterial roadways and stationary air pollutant sources, or shall provide appropriate mitigation measures.
- P4. New development shall apply control measures to reduce PM₁₀ emissions from construction activities. The following list of feasible control measures, recommended by the BAAQMD for construction projects, shall be included as requirements at construction sites to reduce air pollutant emissions.

For all construction projects:

- ◆ Sprinkle all active construction areas at least twice daily and more often when conditions warrant.
- ◆ Cover all trucks hauling soil, sand and other loose materials or require all trucks to maintain at least 2 feet of freeboard.
- ◆ Pave, apply water three times daily, or apply (non-toxic) soil stabilizers on all unpaved access roads, parking areas and staging areas at construction sites.
- ◆ Sweep daily all paved access roads, parking areas and staging areas at construction sites.
- ◆ Sweep streets daily if visible soil material is carried onto adjacent public streets.

For construction sites that are located adjacent to sensitive receptors or warrant additional controls:

- ◆ Install wheel washers for all exiting trucks, or wash off all trucks and equipment leaving the site.
- ◆ Suspend grading activities when winds exceed 25 miles per hour (mph) and visible dust clouds cannot be prevented from extending beyond active construction areas.
- ◆ Limit the area subject to excavation, grading and other construction activity at any one time.

Actions

- A1. The County should consider that development projects including sensitive land uses (e.g. residences and schools) be located outside of the CARB recommended buffers for specific sources of air pollution, to the extent feasible unless project specific analyses indicate an acceptable level of health

risk. Project review should include an evaluation of the adequacy of setbacks and, if necessary, identify measures to reduce health risks.

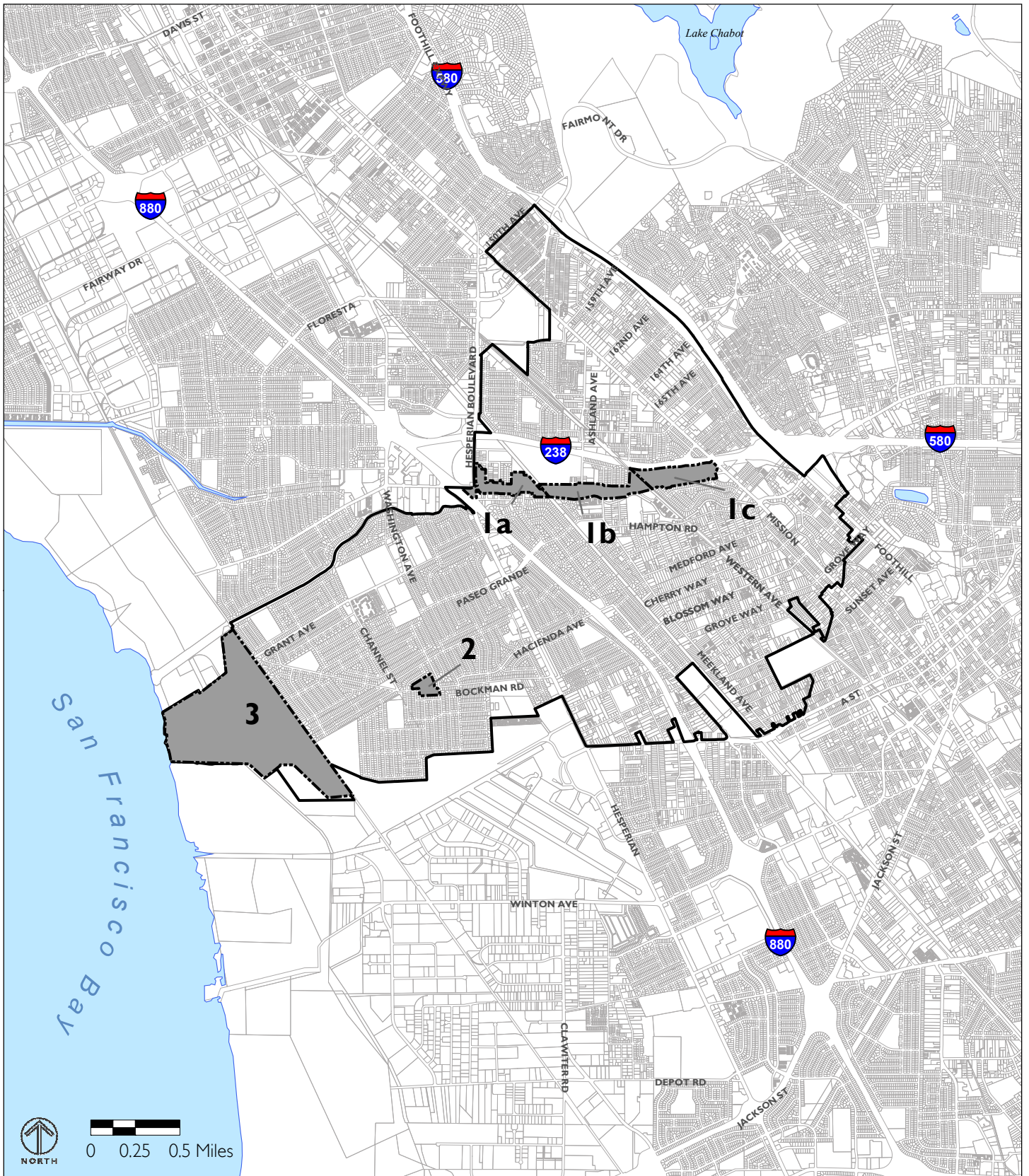
E. Specific Guidance Areas

In addition to setting criteria for land use designations and goals, policies and actions to guide the intensity and density, location, and distribution of land uses for the Eden Area as a whole, this General Plan identifies specific areas where additional design and development guidance applies. These areas are shown in Figure 3-5 and discussed in this section.

1. Lewelling Boulevard

Lewelling Boulevard in the Eden Area runs between Hesperian Boulevard to the west and Mission Boulevard to the east. The area is divided into three distinct sub-areas. The first sub-area is known as “Four Corners” and is between Hesperian Boulevard and the Union Pacific Railroad Niles Subdivision tracks on which the Capital Corridor has service. This area is the historic center of the Eden Area. The second area, Middle Lewelling, is between the Union Pacific Railroad Niles Subdivision and the Union Pacific Railroad Oakland Subdivision/BART tracks just past Wickman Court and includes San Lorenzo High School and the intersection with Meekland Avenue, where numerous retail uses exist.

The third area is known as “East Lewelling” and is between the BART tracks and Mission Boulevard. This area is characterized by predominantly single-family homes, many of which have been converted to commercial uses. Interstate 238 forms the northern boundary and San Lorenzo Creek forms the southern boundary of this area. The following policy guidance applies to these areas.



Source: Design, Community & Environment, April 2005.

FIGURE 3-5

- Study Area Boundary**
- Specific Guidance Areas**
- 1a. Four Corners
 - 1b. Middle Lewelling
 - 1c. East Lewelling
 - 2. Bockman Shopping Center
 - 3. Grant Avenue Industrial Area

SPECIFIC GUIDANCE AREAS

1.a. Four Corners

- 1.a.1. The Four Corners area of Lewelling Boulevard shall be developed as a District with a diverse mix of uses that serves as a community meeting and gathering place, through the development of public and private partnerships.
- 1.a.2. The intersection of Interstate 880 with Lewelling Boulevard should be designed as a gateway into the Eden Area. Special attention should be given to the types of uses and design of this area to ensure that development is visually attractive.
- 1.a.3. The County should explore designating Four Corners as a historic district due to its significance in the development of the Eden Area.
- 1.a.4. Historic buildings and sites in Four Corners should be identified and preserved.

1.b. Middle Lewelling Boulevard

- 1.b.1. Middle Lewelling Boulevard should contain a mix of residential and commercial uses. The development of residential uses should focus on the creation of affordable housing for a variety of income levels. New commercial uses should serve residential Neighborhoods as well as the High School.

1.c. East Lewelling Boulevard

- 1.c.1. East Lewelling Boulevard should be redeveloped over time to emphasize commercial uses.
- 1.c.2. Mixed use developments with residential over general commercial uses shall be allowed.

- 1.c.3. The County shall encourage the consolidation of parcels in order to create larger-scale redevelopment projects and parcels that are more developable.
- 1.c.4. Public improvements should be developed to mitigate the impacts of Interstate 238 on existing and proposed residential and commercial developments along East Lewelling Boulevard and the Four Corners area. Mitigation measures may include additional landscaping, soundwalls or other appropriate measures.

2. Bockman Shopping Center

The parcels on Bockman Road between Via Chiquita and Channel Street are underutilized and should be redeveloped to enhance the livability of the area. The following policy guidance applies to this area.

2.a. Land Use

- 2.a.1. Development on the parcels should be planned, designed and developed comprehensively as General Commercial with Low-Medium Density Residential allowed as a secondary use. The commercial uses should be neighborhood-serving and should be required as a part of any development project.
- 2.a.2. Development should be designed with ample public spaces, such as restaurants or cafes with outdoor seating, parks or plazas.

2.b. Urban Design

- 2.b.1. At edges of the Bockman parcels, mass and bulk of new development should step down to adjacent low density residential areas to ensure a smooth transition between different densities.

- 2.b.2. Parking lots shall be located and designed so as not to compromise the pedestrian network or negatively impact adjacent Neighborhoods. Parking lots should be at the rear of buildings.
- 2.b.3. Future uses shall be pedestrian-oriented.
- 2.b.4. Projects shall include street trees, wide sidewalks, trash cans, and benches, thereby enhancing the Bockman Road streetscape.
- 2.b.5. The development shall not be a gated community and should encourage, rather than inhibit, pedestrian flow through the area.

3. Grant Avenue Industrial Area

The Grant Avenue Industrial Area is a 290-acre industrial enclave, 100 acres of which are wetlands, located at the western terminus of Grant Avenue. Uses in the Grant Avenue Industrial Area are primarily warehouse and distribution facilities with the major exception of the Oro Loma Wastewater Treatment Plant. The Grant Avenue Industrial Area has a very low vacancy rate on industrial properties.

The area has a number of features that make the expansion of existing industrial uses difficult. First, it is immediately adjacent to existing residential areas. Second, trucks accessing the area must travel through residential areas and pass several schools along Grant Avenue and Washington Boulevard. This creates nuisances and safety concerns for residents. Finally, the area is surrounded by wetlands and other sensitive natural habitats.

The following specific policy guidance applies to the Grant Avenue Industrial Area.

3.a. Land Use

- 3.a.1.* The County will not actively seek to relocate existing industrial uses in the Grant Avenue Industrial Area in order to facilitate a change in the character of the area.
- 3.a.2.* As parcels redevelop over time, the County should encourage the transition of the Grant Avenue Industrial Area to Research and Development/Office uses.
- 3.a.3.* In order to provide for an orderly transition to the preferred land uses in this area, the County should rezone the area for light industrial uses that include, but are not limited to:
- ◆ Food processing/manufacturing
 - ◆ Sign painting
 - ◆ Research laboratories
 - ◆ Film production/sound recording
 - ◆ Equipment wholesalers
 - ◆ Designers and photographers
- 3.a.4.* The County shall prohibit new industrial uses that have a negative impact on adjacent Neighborhoods. Such uses include, but are not limited to:
- ◆ Equipment storage
 - ◆ Dying plants
 - ◆ Automobile storage and wrecking
 - ◆ Junk yards
 - ◆ Monument yards
 - ◆ Hazardous waste facilities
 - ◆ Slaughterhouses
 - ◆ Waste incinerators
 - ◆ Heavy industrial uses
- 3.a.5.* Live/work development should be permitted as a conditional use in the Grant Avenue Industrial Area. Proposals for

live/work development should only be approved if developments are sited so that they minimize the impacts on the surrounding Industrial, Research and Development/Office uses in the area. Proposals should also seek to locate live/work units on the edges of the industrial area near the wetlands or creek amenities.

- 3.a.6. New uses on commercially designated parcels that provide an amenity to Bay Trail users shall be encouraged. Such uses may include restaurants, cafes and sporting goods rental shops.
- 3.a.7. Eight parcels in the Grant Avenue Industrial Area are under the jurisdiction of the City of San Leandro but are accessed only through the Eden Area. The County shall work with the City of San Leandro to ensure that future land uses reflect the County's vision for the Grant Avenue Industrial Area.
- 3.a.8. The County should consider selling County-owned parcels that were purchased for proposed Route 61. If parcels are sold, revenues should be used to create improvements to the Grant Avenue Industrial Area.
- 3.a.9. An ad-hoc working group, composed of property owners, business owners, San Lorenzo Village Homes Association members, San Leandro City staff and local residents, should be formed to guide the improvement and future development of the Grant Avenue Industrial Area.

3.b. Urban Design

- 3.b.1 The County shall create design guidelines for the Grant Avenue Industrial Area. The design guidelines should focus on improving the urban fabric of the area, improving the streetscape with street trees, sidewalks and other amenities, enhancing access to the San Lorenzo Creek and Bay Trails, specifying landscape

standards, and locating parking and loading facilities to minimize visual impacts.

3.c. Transportation and Infrastructure

- 3.c.1. The County shall continue to explore alternative routes for accessing the Grant Avenue area as a means of reducing the impacts of traffic on nearby residential areas.
- 3.c.2. A streetscape improvement plan should be developed for Grant Avenue between Washington Boulevard and its western terminus at the Oro Loma Wastewater Treatment Plant. The streetscape plan shall focus on measures that reduce noise and air pollution from trucks accessing the Grant Avenue Industrial Area and improve the scenic quality of the roadway. Multi-modal amenities should also be addressed including pedestrian, bicycle and transit facilities.
- 3.c.3. Direct and safe pedestrian and bicycle connections should be developed between the Eden Area and the San Lorenzo Creek and Bay Trails. These connections may be either on Grant Avenue or through adjacent residential areas.
- 3.c.4. Significant new development projects shall be required to pay for upgrades to the wastewater treatment system to ensure that wastewater capacity at the Oro Loma water treatment plant is sufficient to meet the demands of continued growth.
- 3.c.5. The County shall explore traffic-calming measures on Grant Avenue between Washington Boulevard and the western terminus of Oro Loma Wastewater Treatment Plant. The measures should improve safety without significantly impacting traffic flow.

3.d. Environmental Impacts of Development

- 3.d.1. New development in the Grant Avenue Industrial Area shall incorporate appropriate noise buffers to minimize impacts on adjacent residential uses.
- 3.d.2. The County shall discourage new industrial uses that cause a substantial increase in environmental impacts on surrounding residential areas including substantially increased truck traffic, increased noise or air pollution from manufacturing operations, and visual intrusions. New uses shall be required to prove that no such impact exists prior to project approval.
- 3.d.3. The County shall work to protect existing natural and sensitive environments in and around the Grant Avenue Industrial Area, including wetlands.

3.e. Bay Trail

- 3.e.1. New development should capitalize on access and proximity to the San Lorenzo Creek and Bay Trail facilities. Development that enhances access and the visual appearance to the recreation resource is encouraged.
- 3.e.2. The County shall work with the East Bay Regional Parks District to enhance access to the Bay Trail. Improvements may include additional signage, expanded parking facilities, and pedestrian amenities such as benches, trash cans, and restrooms.

COUNTY OF ALAMEDA
EDEN AREA GENERAL PLAN
LAND USE ELEMENT