

**CASTRO VALLEY**  
**CENTRAL BUSINESS DISTRICT SPECIFIC PLAN**

JANUARY 7, 1983  
ALAMEDA COUNTY PLANNING DEPARTMENT

# CASTRO VALLEY CENTRAL BUSINESS DISTRICT SPECIFIC PLAN

I.	INTRODUCTION .....	1
A.	PURPOSE, AUTHORITY, AND SCOPE .....	1
1.	PURPOSE .....	1
2.	LEGISLATIVE AUTHORITY .....	1
3.	SCOPE .....	1
a.	Plan Area .....	1
b.	Plan Period .....	2
B.	DEVELOPMENT OF THE SPECIFIC PLAN .....	4
1.	CONTEXT .....	4
2.	PROCESS .....	8
C.	RELATIONSHIP TO ALAMEDA COUNTY GENERAL PLAN AND CASTRO VALLEY PLAN .....	9
D.	RELATIONSHIP TO THE ZONING ORDINANCE AND OTHER COUNTY REGULATIONS AND POLICIES .....	9
E.	RELATIONSHIP TO COUNTY AND OTHER PUBLIC ACTIONS .....	10
F.	STRUCTURE OF THE SPECIFIC PLAN .....	10
II.	GENERAL BACKGROUND .....	13
A.	DEMOGRAPHICS .....	13
B.	CASTRO VALLEY RETAIL MARKET .....	14
1.	HISTORICAL TRENDS .....	14
2.	LOSS OF RETAIL SALES FROM THE CASTRO VALLEY AREA .....	14
3.	FUTURE RETAIL DEMAND GENERATED BY CASTRO VALLEY POPULATION .....	20
4.	CONCLUSIONS .....	22

C.	CASTRO VALLEY OFFICE MARKET .....	25
1.	HISTORICAL OFFICE DEVELOPMENT IN CASTRO VALLEY .....	25
2.	EDEN HOSPITAL POTENTIAL GROWTH AND EXPANSION PLANS .....	26
3.	BART STATION IMPACT ON OFFICE MARKET DYNAMICS .....	26
4.	CONCLUSIONS .....	27
III.	GOALS .....	29
IV.	LAND USE .....	31
A.	BACKGROUND AND ANALYSIS .....	31
1.	INTRODUCTION .....	31
2.	GENERAL LAND USE .....	32
3.	SPECIAL ISSUES .....	35
a.	Restaurants, Food Stores, and Food Service Outlets .....	35
b.	Mobile Home Parks .....	36
c.	BART Station Development .....	38
d.	Historical and Architectural Resources .....	39
B.	POLICIES, PROGRAMS AND PROJECTS .....	40
1.	GENERAL .....	40
2.	SPECIFIC PLAN SUBAREAS AND LAND USE POLICIES .....	42
3.	LAND USE GROUP DEFINITIONS .....	71
a.	Land Use Group A: Intensive Retail Commercial .....	71
b.	Land Use Group B: Low Volume etc. ....	74
c.	Land Use Group C: Offices .....	75
d.	Land Use Group D: High Intensity Residential .....	76
4.	SPECIAL ISSUES .....	79
a.	Restaurants, Food Stores, and Food Service Outlets .....	79
b.	Mobile Home Parks .....	83
c.	BART Station Development .....	84
d.	Historical and Architectural Resources .....	84
5.	ADDITIONAL LAND USE POLICIES .....	84
a.	Standards .....	84
b.	Impacts on Adjacent Development .....	85

c. Determination of Land Use .....	85
d. Business License .....	85
e. Site Development Review .....	85
f. Public Facilities .....	86
g. Interim Uses.....	86
h. Temporary Uses.....	87
i. Prohibited Uses.....	87
j. Nonconforming Uses .....	87
k. Variances .....	89
l. Signs.....	89
m. Sign Review.....	89
n. Temporary Business Structures .....	89
o. Outdoor Businesses .....	90
p. Retail Uses Outside of Specific Plan Area.....	91
q. Subdivision .....	91
r. Administrative Actions .....	91
s. Appeals.....	91

**V. TRANSPORTATION AND CIRCULATION .....** 93

<b>A. BACKGROUND AND ANALYSIS .....</b>	<b>93</b>
1. GENERAL.....	93
2. VEHICULAR.....	93
3. PARKING .....	94
4. PEDESTRIAN .....	94
5. TRANSIT.....	96
6. BICYCLE.....	101
<b>B. POLICIES, PROGRAMS AND PROJECTS .....</b>	<b>102</b>
1. GENERAL.....	102
2. VEHICULAR.....	102
3. PARKING .....	106
4. PEDESTRIAN .....	108
5. TRANSIT.....	109
6. BICYCLE.....	110

VI. URBAN DESIGN .....	111
A. BACKGROUND AND ANALYSIS .....	111
1. CENTRAL BUSINESS DISTRICT SETTING .....	111
2. DISTRICT AND SITE DESIGN .....	111
3. STREET DESIGN .....	113
4. SIGN DESIGN .....	113
a. General .....	113
b. Advertising Signs (Billboards) .....	114
B. POLICIES, PROGRAMS AND PROJECTS .....	115
1. GENERAL .....	115
2. DESIGN REVIEW AND DESIGN GUIDELINES .....	115
DESIGN GUIDELINES .....	117
3. NONCONFORMING AND PUBLIC SIGNS .....	135
4. PUBLIC AREA IMPROVEMENTS: STREETScape AND PUBLIC SPACES .....	135
5. BART STATION AREA JOINT DEVELOPMENT .....	152
VII. INFRASTRUCTURE .....	155
A. BACKGROUND AND ANALYSIS .....	155
1. SEWERS .....	155
2. WATER .....	156
3. STORM DRAINAGE .....	157
4. SOLID WASTE DISPOSAL .....	157
5. ENERGY .....	157
6. COMMUNICATION .....	158
7. FIRE PROTECTION .....	158
8. POLICE SERVICES .....	159
9. STREET LIGHTING .....	159
10. SCHOOL DISTRICT .....	160
B. POLICIES, PROGRAMS AND PROJECTS .....	160

**VIII. IMPLEMENTATION OF PUBLIC IMPROVEMENT PROJECTS ..... 161**

**A. INTRODUCTION ..... 161**

**B. IMPLEMENTATION MEASURES ..... 162**

**1. STREETScape IMPROVEMENTS AND GATEWAYS ..... 162**

a. Estimated Cost ..... 163

b. Potential Sources of Funding ..... 167

c. Recommended Source of Funding ..... 169

d. Implementation Actions ..... 169

**2. PROJECT PLANNING AND DESIGN ..... 171**

a. Estimated Cost ..... 171

b. Recommended Source of Funding ..... 172

c. Implementation Actions ..... 172

**3. BART JOINT DEVELOPMENT ..... 172**

a. Estimated Cost ..... 174

b. Potential Sources of Funding ..... 174

c. Recommended Sources of Funding ..... 176

d. Implementation Actions ..... 177

**4. BUSINESS COMMUNITY ACTIVITIES ..... 177**

a. Implementation Action ..... 178

**IX. APPENDIX**

**A. GLOSSARY ..... 179**

**B. SUBAREA INFORMATION ..... 189**

**C. LISTS OF PARCELS IN PLAN AREA ..... 195**

**D. MOBILE HOME PARKS ..... 205**



## LIST OF FIGURES

1. Alameda County Location Map .....	2
2. Castro Valley Community Plan Location Map .....	3
3. Castro Valley Central Business District Specific Plan Area .....	6
4. 1983 Castro Valley Central Business District Specific Plan Area .....	7
5. General Land Use .....	33
6. Subarea Designations .....	43
7. Subarea 1 .....	44
8. Subarea 2 .....	46
9. Subarea 3 .....	48
10. Subarea 4 .....	50
11. Subarea 5 .....	53
12. Subarea 6 .....	55
13. Subarea 7 .....	57
14. Subarea 8 .....	59
15. BART Station Area Plan .....	60
16. Subarea 9 .....	62
17. Subarea 10 .....	65
18. Subarea 11, West .....	67
19. Subarea 11, East .....	68
20. Primary Land Use Categories .....	72
21. Residential Land Use .....	78
22. Parking Inventory Summary .....	95
23. Transit .....	97
24. Roadway Improvement Projects .....	104
25. Left Turn Restrictions .....	105
26. Bulb Outs .....	108
27. Subarea Categories for Site Design Guidelines .....	118
28. Castro Valley Boulevard Streetscape and Public Places .....	136
29. Castro Valley Boulevard: Proposed Cross Section Through Left Turn Lane and Bulb Outs .....	144
30. Castro Valley Boulevard: Proposed Cross Section Through Typical Mid-Blocks .....	144
31. Examples of Gateway Entry Signs .....	146

32. Redwood Road: Typical Section .....	147
33. Norbridge Avenue: Typical Section Adjacent to Residential Back Yards .....	148
34. Norbridge Avenue: Typical Section Adjacent to Storm Drain .....	148
35. BART Station Area Joint Development Project .....	153

### LIST OF TABLES

1. Retail Sales in Castro Valley: 1980-1990 .....	15
2. Distribution of Sales by Type of Store: 1980-1990 .....	16
3. Retail Sales in the Bay Area: 1980-1990 .....	17
4. Estimated Sales Leakage: 1980-1990 .....	19
5. Retail Support Based on Expenditures .....	21
6. Retail Sales Space Demand .....	23
7. Net Increases in Retail Sales Space .....	24
8. Recommended Trees .....	138
9. Illustrative Cost Allocation Formulas for Streetscape Project .....	163
10. Revitalization Projects and Funding Sources .....	165
11. Streetscape Maintenance Cost Figures .....	166

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## I. INTRODUCTION

The purpose of this Specific Plan is to guide future public and private actions within the Castro Valley Central Business District. The Plan provides a comprehensive framework for County policies and regulations regarding development, including land use, circulation, design, and infrastructure, within the Plan Area. The objectives, recommendations, policies, and regulations of this Plan give public agencies, special districts, advisory and legislative bodies, property and business owners, developers, and investors a basis for policy decisions, programs, and other measures which support or regulate changes, including capital improvement programs, community development programs, public or private redevelopment, public recreational and transportation plans, zoning, subdivision, and building regulations. The Plan identifies issues, problems, community concerns, and preferences. It then sets goals for the area and establishes a program of policies, regulations, and other implementation measures to accomplish them.

Section 65450 of the California Government Code provides that a planning agency may prepare specific plans for the systematic implementation of the general plan for all or part of the area covered by the general plan. A specific plan includes text and diagrams, which must specify all of the following in detail: the distribution, location, and extent of the uses of land within the area; proposed distribution, location, and extent and intensity of major components of public and private transportation, sewage, water, drainage, solid waste disposal, energy, and other essential facilities proposed to be located within the area covered by the plan and needed to support the land uses described in the plan; standards and criteria by which development will proceed; and a program of implementation measures, including regulations, programs, public works projects, and financing measures necessary to carry out the above. The plan may address any other subjects necessary or desirable for implementation of the general plan. Once the plan is in place, no local public works project or subdivision may be approved, or any zoning ordinance adopted or amended within the plan area which is not consistent with the plan. This language is somewhat different from the former Government Code provisions regarding specific plans (designated by the same section numbers) under which the 1983 Plan was prepared. (Government Code Section 65450 et seq.)

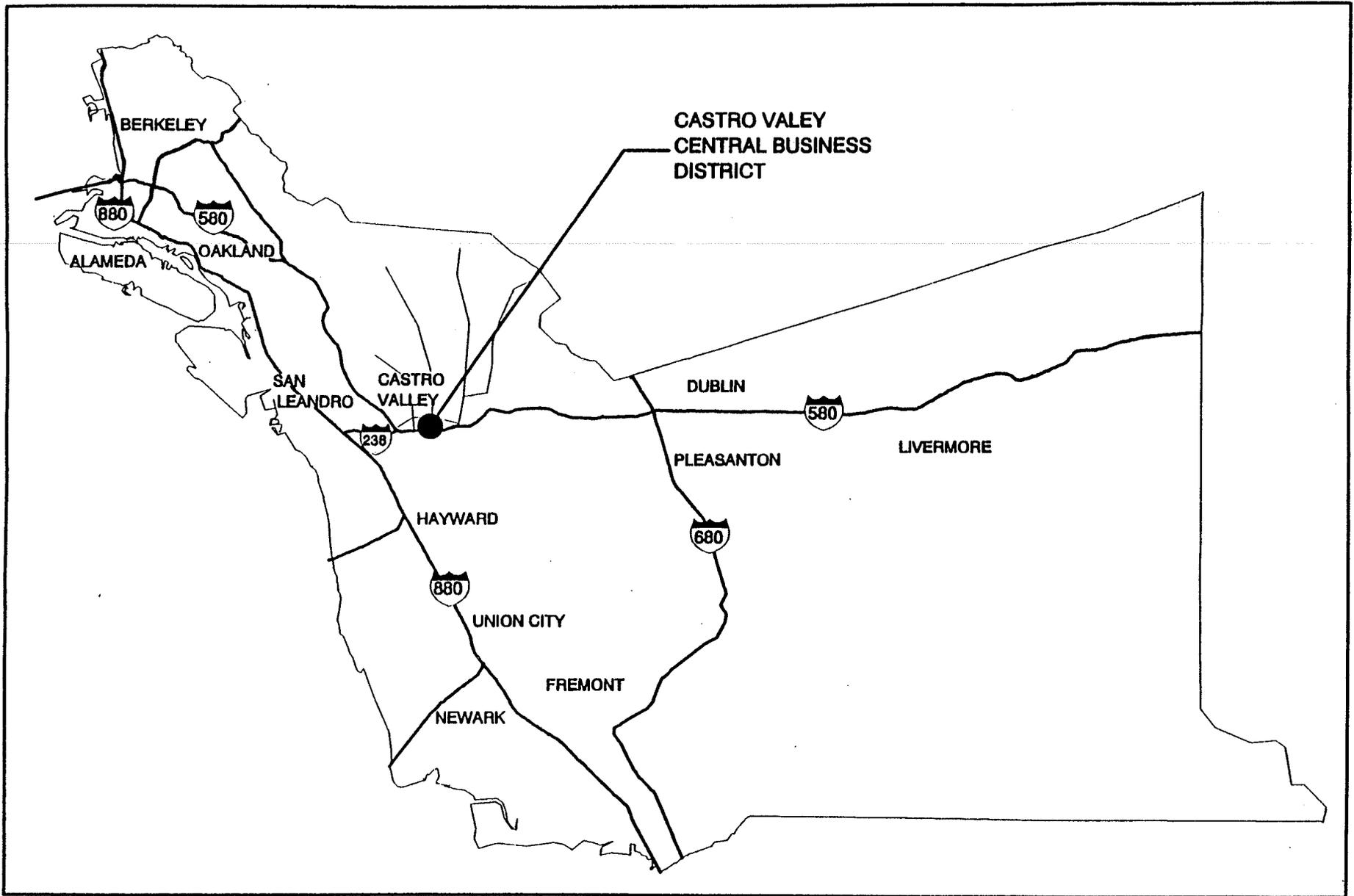
Plan Area: The 1983 Castro Valley Central Business District Specific Plan defined its plan area as all properties which prior to adoption of the Plan were zoned in a commercial district located along either side of Castro Valley Boulevard between Interstate 580 on the west and Center Street on the east, either side of Redwood Road from Interstate 580 on the south to Jamison Way on the north, either side of Lake Chabot Road from Castro Valley Boulevard on the south to Eden Hospi-

### A. PURPOSE, AUTHORITY, AND SCOPE

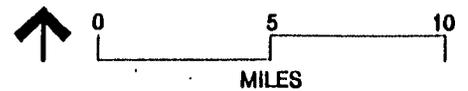
#### 1. PURPOSE

#### 2. LEGISLATIVE AUTHORITY

#### 3. SCOPE



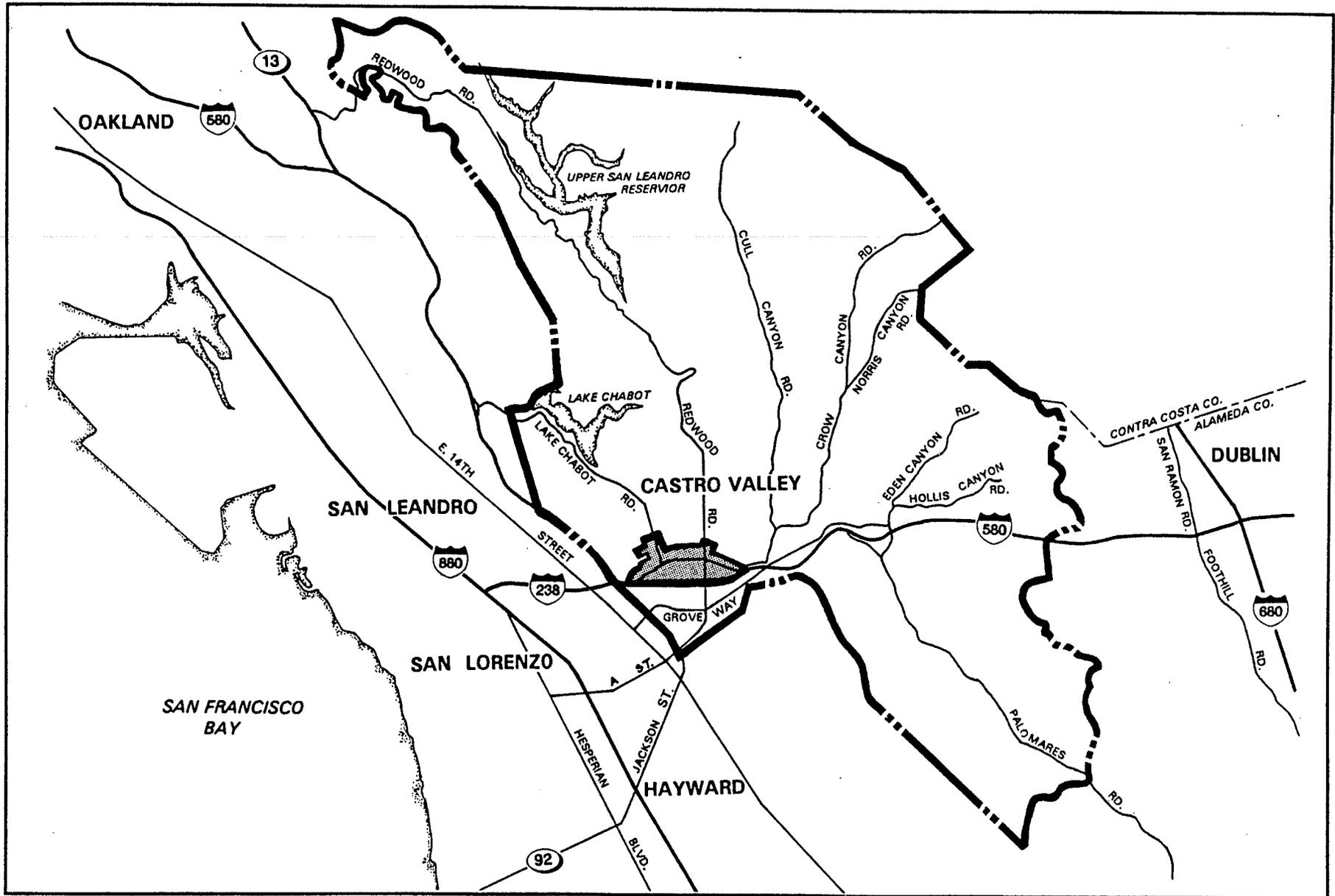
**ALAMEDA COUNTY LOCATION MAP**



**FIGURE 1**

**CASTRO VALLEY CENTRAL BUSINESS DISTRICT SPECIFIC PLAN**

Alameda County Planning Department, 1992



**CASTRO VALLEY SPECIFIC PLAN AREA LOCATION MAP**

Community Plan Boundary
  CVCBD Specific Plan Area

**FIGURE 2**

CASTRO VALLEY CENTRAL BUSINESS DISTRICT SPECIFIC PLAN  
 Alameda County Planning Department, 1992

tal on the north, either side of San Carlos Avenue, and on either side of Park Way from Castro Valley Boulevard on the south to Congress Way on the north. This included approximately 192 acres in 329 parcels. The 1983 plan area is shown on **Figure 4**.

The 1992 revisions to the Plan expand the 1983 area to include all of the residential area between I-580 and Castro Valley Boulevard and all the parcels fronting on Lake Chabot Road south of a point approximately 350 feet south of Somerset Avenue (excluding the non-commercial parcels just south of Somerset Avenue) as well. It also adds one commercially zoned property adjacent to but not included in the 1983 area but which takes access off Alameda Street. This includes a total of approximately 288 acres in 763 parcels. The 1992 Plan Area is outlined in **Figure 3**. A list of parcels included in the Plan Area is in **Appendix C**.

Plan Period: This Plan spans a twenty year period from the date of its adoption, until approximately the year 2012. Some policies and recommended programs contained within the Plan have a shorter time frame or definite deadlines. Many of the policies of the Plan will have immediate effect, particularly on new or proposed development, while other policies, such as recommended capital improvements and transportation policies, may have a time range extending well beyond the Plan range.

## **B. DEVELOPMENT OF THE SPECIFIC PLAN**

### **1. CONTEXT**

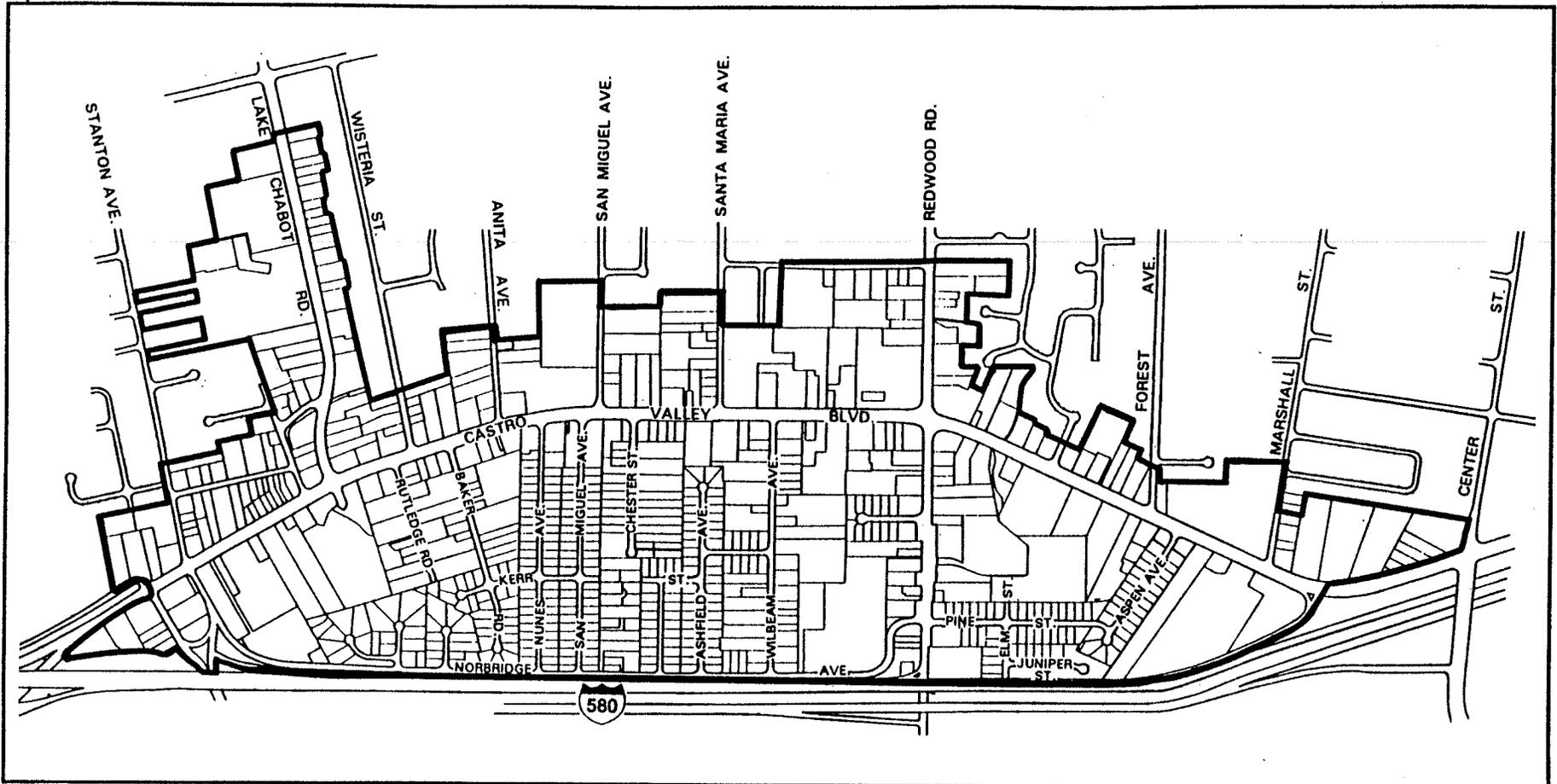
The first plan for Castro Valley, the 1961 Master Plan for Castro Valley, designated Castro Valley Boulevard from John Drive east to (then) Highway 50 (now Interstate 580) for general commercial development. Castro Valley Boulevard between John Drive and Strobridge Avenue, and Redwood Road between the Castro Valley Boulevard commercial area and Highway 50 was designated for "Thoroughfare Commercial" development, i.e. businesses catering primarily to highway users such as motels, restaurants, service stations, and drive-in businesses. Approximately thirty-seven acres between Lake Chabot Road and Stanton Avenue were designated "Medical and Professional Offices", to provide a wide range of medical and related facilities in one location, and for possible expansion of Eden Hospital, as well as for small hospitals, convalescent and rest homes, and other hospital-oriented facilities, both office and retail. The area east of Redwood Road behind the Castro Valley Boulevard and Redwood Road frontages south to the freeway, and a smaller area behind the Castro Valley Boulevard frontage south to the freeway at the west end of the commercial area were designated "Specialized Employment Centers". These were to attract "high-density, office-type activities which can be located readily in the suburbs", such as administrative offices, publishing firms, or development, testing or other research laboratories. It also envisioned

the possibility of attracting some "non-objectionable" industries to the area, such as electronic equipment, instrument manufacturing, or small parts assembly. The Plan refrained from establishing specific policies for the central business district in Castro Valley until a detailed study of the commercial area could be prepared. The Plan envisioned a need for a "precise plan" to further County policies of encouraging location of non-objectional industries and also ensuring that commercial areas be compact, grouped and consolidated into functional units providing sufficient amenities, and designed to encourage one-stop shopping. It specifically discouraged additional strip commercial development, as it "tends to create traffic congestion, and scattered development that is uneconomic to proprietors and inconvenient to patrons."

The 1974 Castro Valley Plan divided the Central Business District into three land use classes. The central core area was to be developed as a pedestrian-oriented mall. Development which was not customer-intensive was not to be allowed in the core area. The Plan also called for replacing strip commercial development along the west end of Castro Valley Boulevard with high density residential development. A subsequent study of this proposal concluded that elimination of existing businesses could only occur over an excessively long span of time and in a piecemeal manner. Because of local land values, the study stated that from a financial perspective the density required for residential projects at the west end would probably be greater than the local market demand for new housing. Lastly, the Plan designated the southeasterly segment of the Boulevard as a "specialized employment" area to encourage clean industrial and major office development with high employee density.

The 1978 Castro Valley Plan revisions called for heavy, secondary, low-volume commercial development at the eastern and western ends of the Boulevard. The Plan abandoned the mall concept for the central core area, but continued to call for customer-intensive, pedestrian-oriented commercial development in the core area.

The 1983 Castro Valley Central Business District Specific Plan was, in part, the result of a directive contained in the 1978 Castro Valley Plan that "a specific plan for the central commercial area should be developed" and that the plan should contain an assessment of commercial needs and potential and articulate "guidelines for future development". The 1983 Plan retained the overall concept of an intensive commercial area centered around Redwood Road and Castro Valley Boulevard with less intensive, auto-oriented businesses at either end of Castro Valley Boulevard. It encouraged high density residential development close to the commercial area but not on prime commercial frontage, and set design standards for commercial and residential development. It also included preliminary plans for improving circulation and beautification of Castro Valley Boulevard.



CASTRO VALLEY CENTRAL BUSINESS DISTRICT SPECIFIC PLAN AREA

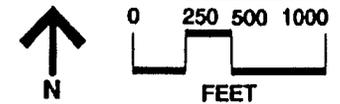
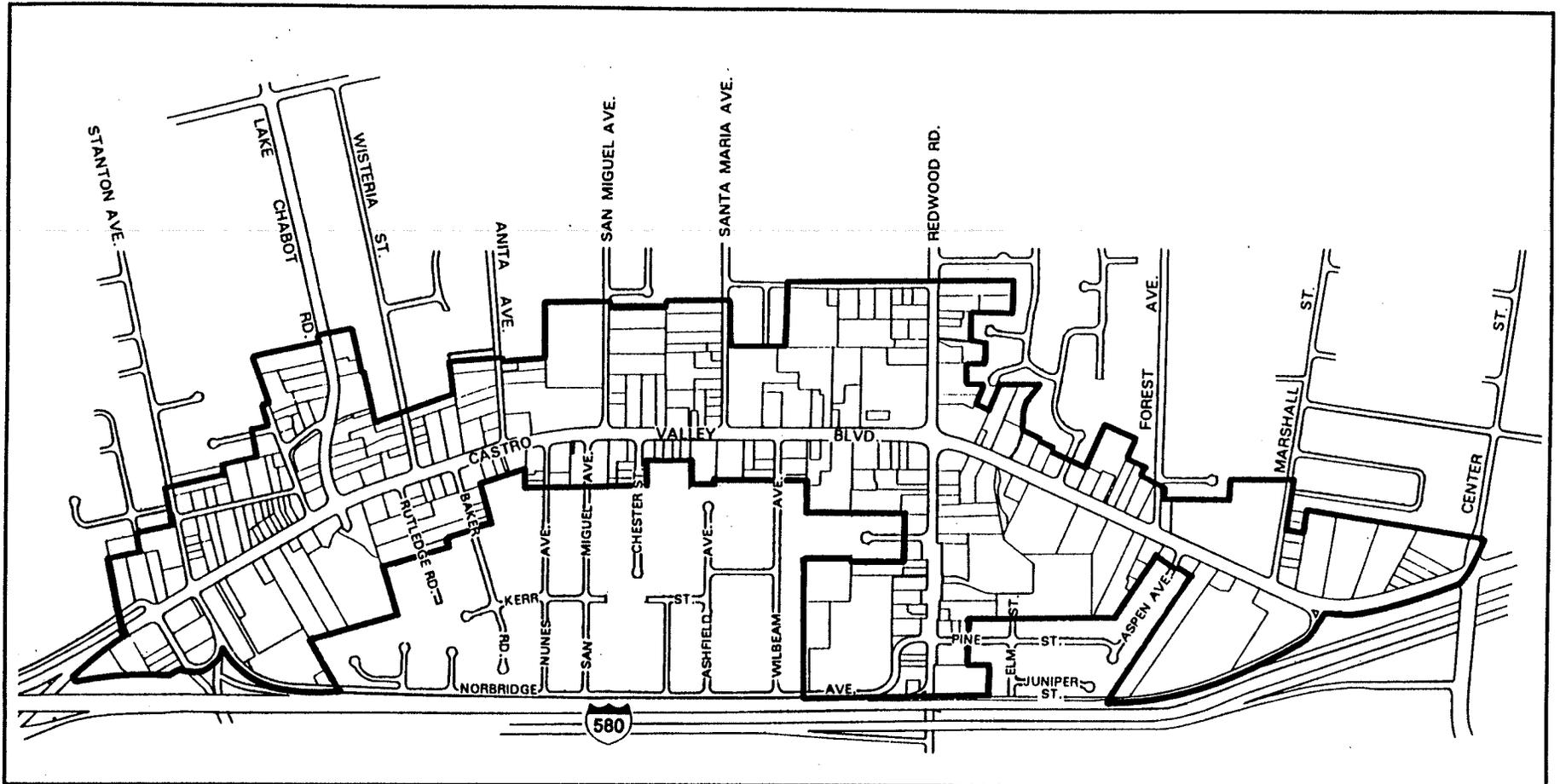


FIGURE 3



1983 CASTRO VALLEY CENTRAL BUSINESS DISTRICT SPECIFIC PLAN AREA



FIGURE 4

The most recent Castro Valley Plan, adopted in 1985, was basically a reaffirmation of the 1978 Plan, but expanded on the 1978 Plan's commercial policies. To the extent appropriate for a general plan, it reflected the issues raised during the process of adoption of the 1983 Specific Plan, and the policies adopted as a part of that Plan.

By mid-1989 the 1983 Plan had been in effect for almost six years. Since its adoption it had been the standard for development in the downtown Castro Valley area, and a number of projects had been reviewed under its policies. While it was generally well received, there was feeling that some of the policies should be re-examined in light of how they had worked, and also in light of changing times and trends. In addition, rather than setting out a specific implementation program for the public improvements, the Plan called for a series of implementation studies which were never funded. Therefore, while all new development followed Plan policies, other goals of the Plan, such as street improvements, had not been met.

## 2. PROCESS

As with the 1983 Plan, a citizens committee representing businesses and residents was established. The committee also included representatives of the citizens task study group which had recently reviewed the Castro Valley Plan and recommended revisions thereto. The committee began meeting in July, 1989, and met regularly with staff from the Planning Department and Supervisor King's office, and with other County and public agencies. The committee discussed the general concepts of the Plan and specific issues which had been identified over the years. The committee also heard outside speakers on a number of topics. A land use inventory of the entire Plan Area was taken as part of the background for the review; businesses and other uses of land were classified according to the Standard Industrial Classification system as modified to reflect specific conditions in the community. An outside consultant was retained to study and recommend various implementation measures for the public actions which the Plan prescribes. These implementation measures were reviewed by an expanded citizens committee, which included additional business and property owners from the Plan Area. Planning Department staff then prepared a draft plan which reflected the committee's comments, concerns, and proposed revisions, which was reviewed and adopted by the committee. After a community open house/workshop to introduce the plan, it was formally presented to the general public through the Castro Valley Municipal Advisory Council. The Council held a series of public hearings on the draft plan, reviewed the comments received at those meetings and recommended final plan language to the Planning Commission. The Planning Commission held additional hearings, and recommended adoption of the Plan by the Board of Supervisors. After a last series of public hearings before the Board, the Board adopted the Plan on January 7, 1993, by its Resolution No. 93-48 and Ordinance No. 93-04. By the latter, the Plan became Part V of Chapter 2 of Title 8 of the Ordinance Code of the County of Alameda.

An expanded initial study was prepared for this document. Based on this study and on mitigation measures incorporated in the Plan, it was determined that there would be no environmental impacts resulting from adoption of the revised Plan, and a negative declaration was adopted. Both documents are on file at the Alameda County Planning Department. It should be noted that most development under the plan, including all construction, both public and private, will be subject to the requirements of the California Environmental Quality Act. Where the proposed development would have significant environmental impacts beyond those contemplated by the Plan, a mitigated negative declaration or an environmental impact report would be required to identify and mitigate those impacts prior to action on the project.

According to State law, a specific plan implements and thus must be consistent with the general plan (Government Code §§65450 *et seq.*). However, it is independent of the general plan. In normal application, a specific plan possesses a greater degree of detail than the general plan. A specific plan may include the functions of zoning, including land use regulation and design and other development standards, and capital improvement plans within its scope of regulatory powers. This is not usually true of a General Plan. The Castro Valley Central Business District Specific Plan takes the general policies which the Castro Valley Plan (general plan) establishes for the downtown commercial area of the community, expands on them, and puts them into regulatory form. It also provides for specific implementation measures and programs, which are not part of the general plan. The Castro Valley Plan is a part of the County General Plan; the Castro Valley Central Business District Specific Plan is an implementation measure of this Plan.

According to State law, a specific plan may be administered as, and thus have the force of, zoning. Policies and regulations of this Plan take precedent over and replace standard zoning and the provisions of the Alameda County Zoning Ordinance and other County regulations and policies in the area defined by **Figure 3**, and constitute the zoning and other land use regulation for that area. Where this Plan is silent, such as setback requirements from residential property, provisions of the Zoning Ordinance or other County regulations and policies apply. However, unless otherwise specified in the Plan, Site Development Review may impose more, but not less, restrictive requirements where appropriate. Enforcement of the provisions of this Plan shall be done in the same manner as enforcement of the provisions of the Zoning Ordinance, and violation of the provisions of this Plan shall constitute a violation of the Zoning Ordinance. Amendment to the land use policies of this Plan shall be done in the same manner and procedure as amendment to the Zoning Ordinance.

#### **C. RELATIONSHIP TO ALAMEDA COUNTY GENERAL PLAN AND CASTRO VALLEY PLAN**

#### **D. RELATIONSHIP TO THE ZONING ORDINANCE AND OTHER COUNTY REGULATIONS AND POLICIES**

**E. RELATIONSHIP TO COUNTY  
AND OTHER PUBLIC ACTIONS**

According to State law, a specific plan governs all public works projects within the plan area. Therefore, this plan will regulate all public improvements within the area, including road widening and other improvements, street landscaping and beautification, flood control measures, and construction of public buildings. It will also govern other County activities as appropriate.

**F. STRUCTURE OF THE SPECIFIC  
PLAN**

The Castro Valley Central Business District Specific Plan is intended to inform property owners, business owners, developers, investors, and public agencies about permitted land uses, scale and site configuration of new construction, appropriate remodelling treatment of existing building facades, appropriate street design, and appropriate landscaping measures, as well as setting overall policies for the area. The Plan is divided into several functional elements as follows:

Introduction: The Introduction states the general purpose of the Plan and the authority that State law gives specific plans. It sets the geographical area which the plan governs and the plan's time frame. This section also explains the relationship of the Plan to the County General Plan, the Zoning Ordinance, and to other County regulations, policies, and actions.

General Background: This section gives information about the demographic makeup of Castro Valley and discusses the retail and office markets in terms of historical trends, specific issues, and general conclusions.

Goals: This section presents the primary goals of the community for the Central Business District. These goals form the basis of all other policies and regulations contained in the Plan.

Land Use: The Land Use Element discusses the general land use patterns in the Plan Area, introduces several specific issues, and establishes land use policies for the Plan Area.

Transportation and Circulation: This section presents background of the various transportation modes in the Plan Area and establishes a set of integrated policies for future transportation and circulation improvements in the Plan Area.

Urban Design: The Urban Design Element describes the existing design setting of the Plan Area and establishes comprehensive policies governing design, including design guidelines for private development, a streetscape for Castro Valley Boulevard, and policies for other public improvements.

**Infrastructure:** This element describes the existing infrastructure in the Plan Area, as required under State law. However, since the infrastructure is basically in place and no improvements are anticipated, no policies are included.

**Implementation:** The Implementation Element outlines the actions necessary to carry out the recommendations and programs mandated by the Plan.

The Plan supports and encourages projects that are consistent with or will further the achievement of all relevant policies and goals contained in the Plan. The Plan has jurisdiction in the following cases: new development, building modifications, facade treatments, and any change of land use. In the case of new development, building modification (building expansion or exterior building remodeling, but not interior work), or facade changes requiring a building permit, the Plan requires Site Development Review with approval by the Planning Director. This action is appealable to the Planning Commission, and thence to the Board of Supervisors. All new businesses or other changes of land use in the Plan Area must be consistent with Plan policies. Modification of a building or change of use of the building may require that other aspects of the property be brought into conformance with overall Plan policies to a degree appropriate to the modification or change.

Persons considering any of the above mentioned changes should consult the Policies element to ensure that their proposal is consistent with the Plan.



## II. GENERAL BACKGROUND

### A. DEMOGRAPHICS

Castro Valley is the most populated unincorporated community in Alameda County. The community's primary land use is single family residential. Between 1970 and 1980, the population declined to 44,011 despite the increase in new housing production. The population increased steadily to 48,619 in 1990, an average annual growth rate of 1% a year since 1980.

The average household size in Castro Valley decreased from 2.53 persons in 1980 to 2.15 persons in 1990. However, the average Castro Valley family size increased from 2.94 persons in 1980 to 2.96 persons in 1990. Most of the smaller households are located in residential areas along Castro Valley Boulevard.

The median age of the Castro Valley population in 1990 was 36.8 years, an increase from 35.5 years in 1980. The community's age composition indicates an increasing number of dependent care population. The greatest percentage change occurred in the 0-4 year age group, which increased 46%, followed by the 65+ year group, which increased by 44%. The percentage share of the 18-64 year group decreased between 1980 and 1990, from 67% to 63%.

In 1989, the median Castro Valley household income was \$45,636, higher than the County median income of \$37,544. After adjusting for inflation, Castro Valley's income increased by 11.2%, between 1979 and 1989, greater than the countywide percentage increase of 10.9%.

In 1990, approximately 86% of the Castro Valley population was White, an increase in ethnic diversity over 1980, where nearly 92% of the community's population was White. The community's Black population more than doubled, while the community's Hispanic population increased by 33%. Rates of growth for Castro Valley's White, and Asian/Pacific Islander populations were substantially lower: 3.2% for Whites, and 1.5% for Asian and Pacific Islanders. The community's American Indian, Eskimo, and Aleut population, and Other races showed decreases of 2.5% and 2.3%, respectively. Castro Valley's ethnic composition reflects changes occurring in neighboring communities and statewide.

The Association of Bay Area Governments (ABAG), projects the population of Castro Valley to increase from 48,619 in 1990 to 50,900 in 2000, and to 53,600 in the year 2010. The community's projected rates of growth, 10%, from 1990 to 2010, is lower than the projected countywide rates of growth of approximately 22%.

## **B. CASTRO VALLEY RETAIL MARKET**

### **1. HISTORICAL TRENDS**

Between 1980 and 1990, taxable retail sales in Castro Valley were relatively stable in real terms. However, the first period, between 1980 and 1985, was characterized by a 4% decrease in real taxable retail sales. The second period, between 1985 and 1990, experienced an offsetting increase in taxable retail sales of 4%. By comparison, taxable retail sales in the Bay Area as a whole increased at a far greater rate than they did in Castro Valley. During the same ten-year period, taxable retail sales in the Bay Area increased by an average of 13%, rising 8% between 1980 and 1985, and 5% between 1985 and 1990. Refer to Tables 1 and 2 for the percent change in retail sales between 1980 and 1990 in Castro Valley, and Table 3 for the comparable percent change in retail sales in the Bay Area.

Declines in the taxable sales of General Merchandise in Castro Valley contributed significantly to the overall decline in taxable retail sales. The General Merchandise category includes department stores, discount outlets such as Target, Price Club, and Costco, and fabric and yardage stores. Declining sales in this category led declines in all other retail sales categories, falling by 73% between 1980 and 1990. Other merchandise categories that experienced significant declining taxable sales during the past ten years include Home Furnishings/Appliances, Building Materials/Farm Implements, and Auto Dealers and Supplies. The Packaged Liquor and Service Station categories also suffered large declines during the 1980's. It should be noted, however, that the decreases in taxable sales in these categories were matched by similar declines in the Bay Area as a whole during the period.

Declines in the above categories in Castro Valley were offset somewhat by increases in taxable sales in the Drug Store, Eating and Drinking Places, and Other Retail categories. Respectively, these increases totaled 538%, 12%, and 87%. The increase in sales in the Drug Store category is largely attributable to the opening of a Longs Drug Store and reorganization of the PayLess Super Store, both of which are located on the eastern portion of Castro Valley Boulevard. These stores are classified as vendors of drugs and pharmaceuticals, but they also carry a wide variety of additional goods, including clothing, VCRs, and electronic equipment. Thus, taxable sales decreases in the General Merchandise and Home Furnishings/Appliance categories and taxable sales increases in the Drug Store category (discussed above) may be due in part to the way in which sales are allocated between categories.

### **2. LOSS OF RETAIL SALES FROM THE CASTRO VALLEY AREA**

Loss of retail sales, or leakage, occurs when retail expenditures by the population of an area exceed the retail sales of the merchants in the area. This leakage is evident in Castro Valley in several retail categories. Leakage is typically expressed as a percentage; for example, a leakage of 34% in the apparel merchandise category indicates that 34% of expenditures are leaking to areas outside of Castro Valley. Categories in which retail leakage is especially severe in Castro Valley

**TABLE 1**  
**Retail Sales In Castro Valley: 1980-1990**

Store Type	Taxable Sales (1)			Percent Change		
	1980	1985	1990	1980-85	1985-90	1980-90
<b>Retail Stores</b>						
Apparel	\$9,334,610	\$10,531,159	\$9,713,948	13%	-8%	4%
General Merchandise	16,882,442	5,942,747	4,588,462	-65%	-23%	-73%
Drug	3,535,390	17,170,202	22,558,130	386%	31%	538%
Food	23,071,977	23,304,239	24,325,147	1%	4%	5%
Packaged Liquor	7,324,052	3,730,158	3,066,204	-49%	-18%	-58%
Eating & Drinking Places	23,000,853	21,745,862	25,713,149	-5%	18%	12%
Home Furnishings/Appliances	4,125,200	6,156,992	4,574,003	49%	26%	11%
Building Materials/Farm Imp.	8,621,634	5,946,573	6,727,265	-31%	13%	-22%
Auto Dealers & Supplies	5,575,439	4,551,430	4,079,321	-18%	-10%	-27%
Service Stations	41,727,319	32,669,804	30,670,299	-22%	-6%	-26%
Other Retail	9,138,585	14,969,090	17,118,690	64%	14%	87%
<b>TOTAL RETAIL STORES</b>	<b>152,337,501</b>	<b>146,718,255</b>	<b>153,134,617</b>	<b>-4%</b>	<b>4%</b>	<b>1%</b>
All Other Outlets	24,038,225	25,075,586	18,161,757	4%	-28%	-24%
<b>TOTAL RETAIL</b>	<b>\$176,375,726</b>	<b>\$171,793,841</b>	<b>\$171,296,375</b>	<b>-3%</b>	<b>0%</b>	<b>-3%</b>

(1) Converted to 1991 Dollars

Sources: California State Board of Equalization; Economic & Planning Systems, Inc

**TABLE 2**  
**Distribution of Sales By Type of Store: 1980-1990**

Store Type	Percent of Total Retail Sales			Percentage Point Change		
	1980	1985	1990	1980-85	1985-90	1980-90
<b>Retail Stores</b>						
Apparel	5%	6%	6%	1%	0%	0%
General Merchandise	10%	3%	3%	-6%	-1%	-7%
Drug	2%	10%	13%	8%	3%	11%
Food	13%	14%	14%	0%	1%	1%
Packaged Liquor	4%	2%	2%	-2%	0%	-2%
Eating & Drinking Places	13%	13%	15%	0%	2%	2%
Homes Furnishings/Appliances	2%	4%	3%	1%	-1%	0%
Building Materials/Farm Imp.	5%	3%	4%	-1%	0%	-1%
Auto Dealers & Supplies	3%	3%	2%	-1%	0%	-1%
Service Stations	24%	19%	18%	-5%	-1%	-6%
Other Retail	5%	9%	10%	4%	1%	5%
<b>TOTAL RETAIL STORES</b>	<b>86%</b>	<b>85%</b>	<b>89%</b>	<b>-1%</b>	<b>4%</b>	<b>3%</b>
All Other Outlets	14%	15%	11%	1%	-4%	-3%
<b>TOTAL RETAIL</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>0%</b>	<b>0%</b>	<b>0%</b>

Sources: California State Board of Equalization; Economic & Planning Systems, Inc

**TABLE 3**  
**Retail Sales in the Bay Area: 1980-1990**

Store Type	Taxable Sales (In Thousands of \$)			Percent Change		
	1980	1985	1990	1980-85	1985-90	1980-90
<b>BAY AREA COUNTY TOTALS (1)</b>						
<b>Retail Stores</b>						
Apparel	1,946,373	2,120,770	2,438,298	9%	15%	25%
General Merchandise	5,245,839	5,432,640	6,311,071	4%	16%	20%
Drug	969,717	1,293,121	1,340,496	33%	4%	38%
Food	2,749,658	3,291,466	2,894,769	18%	-12%	4%
Packaged Liquor	839,612	531,787	452,340	-37%	-15%	-46%
Eating & Drinking Places	4,708,071	5,223,496	5,502,436	11%	5%	17%
Home Furnishings/Appliances	1,741,674	2,156,477	2,280,289	24%	6%	31%
Building Materials/Farm Imp.	2,600,368	2,842,571	3,439,023	9%	21%	32%
Auto Dealers & Supplies	5,023,793	7,087,937	6,652,908	41%	-6%	32%
Service Stations	5,892,895	3,797,747	3,329,552	-36%	-12%	-43%
Other Retail	5,322,167	6,345,731	7,368,597	19%	16%	38%
<b>TOTAL RETAIL STORES</b>	<b>37,086,903</b>	<b>40,123,743</b>	<b>42,010,811</b>	<b>8%</b>	<b>5%</b>	<b>13%</b>
All Other Outlets	18,769,834	21,953,731	24,738,243	17%	13%	32%
<b>TOTAL RETAIL</b>	<b>55,856,737</b>	<b>62,077,473</b>	<b>66,748,021</b>	<b>11%</b>	<b>8%</b>	<b>19%</b>

(1) Converted to 1991 Dollars

Sources: California State Board of Equalization; Economic & Planning Systems, Inc.

include the following: Auto Dealers and Supplies (93%), General Merchandise (91%), Home Furnishings/Appliances (76%), Building Materials/Farm Implements (76%), Other Retail (72%), and Apparel (52%). In general, convenience-oriented types of expenditures, such as food, sundries, and gasoline, are retained in Castro Valley. Residents are shopping for comparison goods, such as automobiles, home furnishings, and department store merchandise outside of Castro Valley. Refer to Table 4 for an analysis of retail leakage in Castro Valley.

It is possible that retail leakage rates in Castro Valley are not as extreme as these figures indicate. In order to conduct the retail leakage analysis, it was necessary to compare per capita taxable retail sales in Castro Valley to per capita taxable retail sales in the Bay Area as a whole. This comparison was done on the assumption that Bay Area per capita taxable retail sales is a reasonable proxy for per capita retail expenditures by Castro Valley residents. However, it is possible that there are differences between the spending patterns of Castro Valley residents and the spending patterns of average Bay Area residents. For example, low capture rates in some merchandise categories may reflect lower per capita expenditures in Castro Valley due to a higher proportion of older people in Castro Valley compared to the Bay Area as a whole. Since older households tend to spend less on home furnishings and appliances than younger households, fewer dollars may be spent by Castro Valley residents on these items than average Bay Area residents spend on these goods. If Castro Valley residents are spending less than the Bay Area average for certain goods, then the leakage rates for certain categories of sales in Castro Valley are somewhat overstated.

Retail leakage from Castro Valley is also due to a lack of large-scale retail outlets. It will be difficult to bring in the types of major retail outlets that will capture local dollars for the following reasons:

- 1) Major retail centers in Pleasanton, San Leandro, and Hayward successfully compete with Castro Valley merchants for general merchandise, auto sales, apparel, and home furnishings;
- 2) Castro Valley is a self-contained community and does not tend to draw a significant amount of shoppers from adjacent communities; and
- 3) Castro Valley's population base is not sufficient to attract many national retail chains, which look for market area populations greater than 50,000.

In general, there are two options for reducing retail leakage rates. First, the number and type of retail outlets in the area could be expanded or current outlets could offer a greater range of retail options. Providing more shopping opportunities in Castro Valley will minimize the amount of local

**TABLE 4**  
**Estimated Sales Leakage: 1980-1990**

Store Type	Castro Valley Per Capita			Bay Area Per Capita			ESTIMATED SALES LEAKAGE					
	Taxable Retail Sales (2),(4)			Taxable Retail Sales (1),(3),(4)			Dollars			Percent		
	1980	1985	1990	1980	1985	1990	1980	1985	1990	1980	1985	1990
<b>Retail Stores</b>												
Apparel	\$215	\$228	\$197	\$376	\$383	\$410	\$161	\$155	\$213	43%	40%	52%
General Merchandise	388	129	93	1,013	981	1,061	624	852	967	62%	87%	91%
Drug	81	372	458	167	234	225	106	139	232	57%	-60%	-130%
Food	531	506	493	540	594	486	9	89	7	2%	15%	-1%
Packaged Liquor	168	81	62	162	96	76	6	15	14	-4%	16%	18%
Eating and Drinking Places	529	472	522	909	943	925	380	472	403	42%	50%	44%
Home Furnishings/ Appliances	95	134	93	336	389	363	241	256	290	72%	66%	76%
Building Materials/ Farm Imp.	198	129	136	502	513	578	304	384	441	60%	75%	76%
Auto Dealers and Supplies	128	99	83	970	1,280	1,118	842	1,181	1,035	87%	92%	93%
Service Stations	960	709	622	1,138	686	559	178	23	63	16%	-3%	-11%
Other Retail	210	325	347	1,027	1,146	1,238	817	821	891	80%	72%	72%
<b>TOTAL RETAIL STORES</b>	<b>3,504</b>	<b>3,183</b>	<b>3,106</b>	<b>7,160</b>	<b>7,246</b>	<b>7,060</b>	<b>3,656</b>	<b>4,063</b>	<b>3,953</b>	<b>51%</b>	<b>56%</b>	<b>56%</b>
All Other Outlets	553	544	368	3,624	3,964	4,157	3,071	3,421	3,789	85%	86%	91%
<b>TOTAL RETAIL</b>	<b>\$4,057</b>	<b>\$3,727</b>	<b>\$3,475</b>	<b>\$10,784</b>	<b>\$11,210</b>	<b>\$11,216</b>	<b>####</b>	<b>####</b>	<b>####</b>	<b>62%</b>	<b>67%</b>	<b>69%</b>

(1) Per capita sales used as a proxy for expenditures

(2) 1980 Castro Valley Population: 43,474

1985 Castro Valley Population: 46,100

1990 Castro Valley Population: 49,300

(3) 1980 9-County Bay Area Population: 5,179,789

1985 9-County Bay Area Population: 5,537,650

1990 9-County Bay Area Population: 5,950,950

(4) Converted to 1991 Dollars.

Source: California State Board Of Equalization; Economic and Planning Systems, Inc.

dollars that leave the area. Second, shoppers from outside the area can be encouraged to shop in local retail outlets. The second approach emphasizes replacing leaking Castro Valley dollars with dollars from other locations.

The success of these two approaches in retaining retail expenditures in Castro Valley will be constrained by characteristics of the Castro Valley retail market. For the reasons stated above, it is unlikely that Castro Valley will be able to provide competitive retail opportunities of a significant scale, e.g. through development of a regional mall, or even a major retail center. Therefore, efforts to increase Castro Valley's retail inventory should focus on attracting independently-owned stores or national chains whose outlets can be supported by populations of less than 50,000.

The potential exists to increase local sales of apparel and home furnishings, both in existing stores and through the attraction of new stores, either freestanding or in small centers. For example, new investment in, and re-merchandising of Daughtrey's would result in an increased capture of general merchandise sales. In addition, local retail sales can be augmented through such indirect actions as parking consolidation, facade improvements, streetscape improvements and promotional/ advertising campaigns. Finally, transit-oriented development based near the BART station may capture convenience-oriented shopping expenditures that other localities currently capture from Castro Valley-based automobile commuters.

### **3. FUTURE RETAIL DEMAND GENERATED BY CASTRO VALLEY POPULATION:**

Table 5 calculates additional demand for retail space in Castro Valley between 1990 and 2000, based on population and per capita income growth. Supplemental calculations of standard retail per capita expenditures are provided in the "Implementation Program for the Castro Valley Central Business District Specific Plan, June, 1992" (Technical Report) that was part of the Specific Plan implementation study. While population and income growth projections are modest during this time period, they do translate into increases in total retail expenditures from \$425 million in 1990 to \$515 million in 2000. This represents an increase in expenditures over the ten-year period of over \$90 million.

Retail expenditures in the various merchandise categories are converted to supportable square feet of retail space, based on projected sales per square foot generated by new businesses. The incremental growth in supportable square feet over the ten-year period represents additional demand for retail space, and corresponds to the \$90 million incremental increase in retail expenditures noted above.

**TABLE 5**  
**Retail Support Based on Expenditures**

Item	PROJECTION			AVERAGE ANNUAL PERCENT CHANGE		
	1990	1995	2000	1999-1995	1995-2000	1990-2000
Population Forecast	49,300	49,500	50,900	0.1%	0.6%	0.3%
Per Capita Income Estimate (1),(2)	21,447	23,715	25,246	2.0%	1.3%	1.6%
Per Capita Expenditures(3)	16,900	20,900	22,200	2.0%	1.2%	1.6%
Total Expenditures	931,770,000	1,034,550,000	1,129,980,000	2.1%	1.8%	1.9%
Retail Expenditures(1)(5)	424,989,000	471,868,000	515,395,000	2.1%	1.8%	1.9%

**ADDITIONAL RETAIL SPACE (GROWTH)**

Expenditure Category	1990			1995			2000		
	Retail Expenditures	Sales Per Square Feet	Supportable Square Feet	Retail Expenditures (\$)	Sales Per Square Feet	Supportable Square Feet	Retail Expenditures (\$)	Sales per Square Feet	Supportable Square Feet
Apparel	21,250,000	\$350	60,700	23,594,000	\$350	67,400	25,771,000	\$350	73,600
General Merchandise	55,002,000	\$400	137,500	61,069,000	\$400	152,700	66,702,000	\$400	166,800
Drug	11,683,000	\$250	46,700	12,971,000	\$250	51,900	14,168,000	\$250	56,700
Food	84,095,000	\$600	140,200	93,371,000	\$600	155,600	101,984,000	\$600	170,000
Package Liquor	3,942,000	\$250	15,800	4,377,000	\$250	17,500	4,781,000	\$250	19,100
Eating and Drinking Places	47,955,000	\$250	191,800	53,244,000	\$250	213,000	58,156,000	\$250	232,600
Home Furnishings/ Appliances	19,873,000	\$250	79,500	22,065,000	\$250	88,300	24,101,000	\$250	96,400
Building Materials/ Farm Imp.	29,972,000	\$250	119,900	33,278,000	\$250	133,100	36,347,000	\$250	145,400
Auto Dealers and Supplies	57,981,000	\$250	231,900	84,377,000	\$250	257,500	70,315,000	\$250	281,300
Service Stations	29,018,000	\$500	58,000	32,218,000	\$500	84,400	35,190,000	\$500	70,400
Other Retail	64,219,000	\$250	256,900	71,302,000	\$250	285,200	77,880,000	\$250	311,500
<b>TOTAL</b>	<b>424,990,000</b>		<b>1,338,900</b>	<b>471,866,000</b>		<b>1,486,600</b>	<b>515,395,000</b>		<b>1,623,800</b>

(1) Converted to 1991 Dollars.

(2) Derived from ABAG projections - Household Income divided by Persons per Household.

(3) Assumes that expenditures account for 86.0% of total income.

(4) Retail expenditures account for 45.6% of total expenditures. The remaining expenditures are for shelter, transportation, utilities, insurance, and other financial services.

(5) Includes taxable and non-taxable expenditures.

Table 6 adjusts the total demand for retail space based on Castro Valley current capture of that demand. Current capture rates of each merchandise category, as shown in Table 6, reflect the inverse of the 1990 leakage rates in Table 4. As mentioned earlier, significant sales increases in the Drug Store category is due to the opening of a Long's Drug Store and PayLess Super Store. Because Payless sells goods such as clothing, VCRs, and electronic equipment that could also be categorized as general merchandise or apparel, the capture rate of this merchandise category equals 203%. Although this capture rate suggests that Castro Valley is capturing sales from other communities, it is probably just a misallocation of all PayLess and Long's sales to the Drug Store category.

Overall, Castro Valley is currently capturing 44% of its residents' expenditures. In order to reflect only the retail demand that is anticipated to remain in Castro Valley, the \$90 million of growth in expenditures is multiplied by the current capture rate of 44%, resulting in approximately \$40 million. This corresponds to a growth in demand for additional retail space (supportable square feet) of 128,000 square feet between 1990 and 2000 (See Table 7).

This demand for additional retail space can be absorbed by a number of ways. Existing businesses can increase sales, new space can be constructed, or there can be a combination of both. Sales per square foot information was obtained from existing retail merchants and compared to industry standards. Based on this information, it was determined that, overall, the potential exists for existing retail businesses in Castro Valley to absorb an increase in sales ranging from \$20.00 to \$30.00 per square foot. Assuming that 30% of the \$40 million is absorbed by existing store space, existing store sales would increase by approximately \$24.00 per square foot. The remaining \$28 million in expenditures translates into a demand for an additional 90,000 square feet of new retail space over the next ten years (see Table 7).

#### 4. CONCLUSION

Growing retail demand from Castro Valley's population should support increased sales at existing Castro Valley retail outlets as well as support new retail space of approximately 90,000 square feet. Some increase in Castro Valley's capture of its residents' expenditures will result from revitalization activities, but the assumption is that Castro Valley will continue to lose comparison goods expenditures such as automobiles, department store merchandise, and discount retail goods to adjacent communities due to the difficulty of attracting major retailers to the area. Increases in population and personal income in Castro Valley indicate that demand for General Merchandise and Home Furnishings/Appliances will increase locally to some extent. For example, Daughtrey's provides an existing base for a strategy aiming to increase local sales of general merchandise and home furnishings.

**TABLE 6**  
**Retail Sales Space Demand**

<b>Expenditure Categories</b>	<b>Current Capture rate</b>	<b>Retail Sales Spaces Based on Current Capture Rates</b>		
		<b>1990</b>	<b>1995</b>	<b>2000</b>
Apparel	48%	29,190	32,412	35,394
General Merchandise	9%	12,067	13,401	14,639
Drug	203%	94,862	105,425	115,175
Food	101%	142,210	157,830	172,437
Packaged Liquor	82%	12,928	14,319	15,628
Eating and Drinking Places	56%	108,190	120,149	131,205
Home Furnishings/ Appliances	24%	19,249	21,380	23,341
Buildings Materials/ Farm Imp.	24%	28,311	31,428	34,333
Auto Dealers and Supplies	7%	17,164	19,059	20,820
Service Station	111%	64,491	71,607	78,279
Other Retail	28%	72,043	79,979	87,354
<b>TOTAL RETAIL SPACE</b>	<b>44%</b>	<b>600,990</b>	<b>666,990</b>	<b>728,604</b>

Source: California State Board of Equalization; Economic and Planning Systems, Inc.

**TABLE 7**  
**Net Increase in Retail Sales Space**

Expenditure Categories	Current Capture Rate %	Net Increase in Sales Space Square Feet Based on Current Capture Rates			Allocation of Additional Demand to New Retail Stores(1)		
		1990-1995	1995-2000	1990-2000	1990-1995	1995-2000	1990-2000
		SF	SF	SF	SF	SF	SF
Apparel	48%	3,222	2,982	6,204	2,255	2,087	4,342
General Merchandise	9%	1,334	1,237	2,571	934	866	1,800
Drug	203%	10,563	9,750	20,313	7,394	6,825	14,219
Food	101%	15,621	14,606	30,227	10,935	10,224	21,159
Packaged Liquor	82%	1,391	1,309	2,700	974	916	1,890
Eating and Drinking Places	56%	11,958	11,056	23,014	8,371	7,739	16,110
Home Furnishings/Appliances	24%	2,131	1,961	4,092	1,492	1,373	2,864
Building Materials/ Farm Imp.	24%	3,117	2,904	6,021	2,182	2,033	4,215
Auto Dealers and Supplies	7%	1,895	1,762	3,656	1,326	1,233	2,559
Service Stations	111%	7,116	6,671	13,788	4,981	4,670	9,651
Other Retail	28%	7,936	7,375	15,312	5,555	5,163	10,718
<b>TOTAL RETAIL SPACE</b>	<b>44%</b>	<b>66,284</b>	<b>61,615</b>	<b>127,899</b>	<b>46,399</b>	<b>43,310</b>	<b>89,529</b>

(1) Assumes that 30% of the increase incremental in supportable feet is represented by increased sales volume in existing retail stores; the remaining 70% is allocated to new retail stores.

Sources: California State Board Of Equalization; Economic and Planning Systems, Inc.

As a result of the factors and forces outlined above, it appears that a successful strategy to retain retail expenditures in Castro Valley will benefit greatly from a campaign to refurbish and revitalize public assets such as downtown streetscapes, gateways, and parking facilities, and existing retail outlets, such as Daughtrey's.

Prior to 1985, no Class A office space existed in Castro Valley. Since then, approximately 140,000 square feet of Class A office space has been constructed in Castro Valley. Approximately 71,000 square feet of steel-frame two-story office structures were constructed at the Castro Valley Plaza on Redwood Road in three phases. Approximately 30,000 square feet of three story, wood frame offices were developed in the mid 1980's on Lake Chabot Road on the Eden Hospital grounds. The remaining new office space is scattered throughout Castro Valley in small developments averaging less than 12,000 square feet in size. These smaller developments range from one to two stories in size, and all are wood frame construction.

Rental rates for Class A Castro Valley office space vary according to location and use. At the Castro Valley Plaza, where Castro Valley's best commercial office space is located, monthly rents average between \$1.70 and \$1.75 per square foot, fully serviced. At the Castro Village shopping center, office tenants located in a converted racquetball facility pay between \$1.35 and \$1.40 per square foot per month, fully serviced.

Rents for medical office space also vary widely, depending on lease length, location, and date of occupancy. Among medical offices, the following rules generally apply: 1) the closer the office to the hospital, the higher the rent; and 2) the more recent the tenant, the higher the rent. Compared to commercial office space, medical office space generally is more expensive, due to construction requirements. Monthly rents for tenants at Eden East range from \$1.25 to \$2.00 per square foot, fully serviced. Rents at the professional office space located on the Eden campus are comparable.

In light of the currently soft office market, the overall office occupancy rate for Class A office space in Castro Valley, ranging from 93 to 95%, is high. Most of the buildings were significantly pre-leased (50-60%) before construction began, indicating a healthy demand for office space.

However, absorption rates for vacant office space in Castro Valley have been slow. The converted racquetball courts at Castro Village took between one and two years to fill completely, and approximately 5,000 square feet of space at the Castro Valley Plaza sat vacant for between one and two years before a tenant was located. In addition, the construction of medical office space near Eden Hospital drew ten physicians away from their locations throughout town; the newly vacant offices took five years to fill.

## C. CASTRO VALLEY OFFICE MARKET

### 1. HISTORICAL OFFICE DEVELOPMENT IN CASTRO VALLEY

Currently, little or no vacant land exists that is available for office development. For commercial space, available developable parcels are too small and widespread for large-scale construction to take place. For medical space, where proximity to Eden Hospital is at a premium, the only vacant land is on the Eden Hospital campus itself. The potential exists for the construction of 25,000 square feet of space, but currently there is no demand for the space and there are no plans to build on the site in the near future.

## **2. EDEN HOSPITAL POTENTIAL GROWTH AND EXPANSION PLANS**

According to Eden Hospital, the hospital has no current need for office space. However, due to the volatile nature of the market for medical services, and due to frequent changes in government and private health plan payment schedules, the Hospital reports that time horizons for development and implementation of new strategic plans are quite short. Thus, should a particular service or specialty become more profitable to provide, Eden Hospital may choose quickly to add or expand services in that area.

Should the hospital choose to expand, there is currently only one vacant site available for use on the Eden Hospital campus. According to the Hospital's current Master Plan, 25,000 square feet of medical office space is programmed for eventual construction on the hospital property.

## **3. BART STATION IMPACT ON OFFICE MARKET DYNAMICS**

Interviews with local real estate brokers indicated that businesses choosing to locate within close proximity to East Bay BART stations generally have close ties to San Francisco and have employees who live in the East Bay. Examples of such firms include satellite offices of major law firms and divisions of large corporations. Companies that have located regional offices near suburban BART stations include Levi-Strauss, PacTel, and Bank of America. Proximity to BART, however, is generally not viewed as a prime locational requirement for these types of tenants; access to a skilled labor force and affordable housing may be more important criteria.

The Castro Valley BART station is not expected to generate a significant amount of demand for office space from outside of the community in the form of major corporate relocations. The assumption is that existing, more established East Bay office markets such as Pleasant Hill, Concord, and Fremont will compete more effectively for these types of tenants. It is possible, however, that Castro Valley's increased regional accessibility as a result of the BART Station will be desirable to businesses that operate regional sales, repair, or distribution forces in the Bay Area.

The demand for office space within close proximity to BART stations may increase in the future. If the Bay Area Air Quality Management District (BAAQMD) adopts regulations mandating employer responsibility for reducing the number of single-occupancy automobile commute trips generated by its employees, it is likely that office space adjacent to BART stations will experience increased levels of demand. In the event that the public sector (e.g. Alameda County) imposes similar regulations in advance of the BAAQMD, Castro Valley may be able to attract some public sector offices to the community, due to its central location and access to a variety of major transportation routes.

The current demand for office space in Castro Valley is shallow. The reasons are as follows:

1) the current regional office market is soft, and is expected to remain soft for some time; 2) competition is stiff from office space located in adjacent communities; 3) demand for Castro Valley office space is generated predominantly by local sources, and the capacity for growth is limited; 4) the BART station is not expected to generate a significant demand for office space; and 5) there are currently no plans for Eden Hospital to expand.

The supply of land for office space in Castro Valley is constrained by the lack of available tracts of land suitable for development. This constraint is particularly acute around Castro Valley's two potential poles of development, the proposed BART station and the area adjacent to Eden Hospital.

Although the proposed BART station is not anticipated to generate demand for Castro Valley office space from major corporate headquarters or back offices, it will improve Castro Valley's regional accessibility. Consequently, firms with large sales, distribution, and repair forces should be encouraged to seek to relocate to new office space in Castro Valley.

Assuming that land assembly is possible, the best location for new office development in Castro Valley is along Redwood Road between Castro Valley Boulevard and the proposed BART station, for the following reasons: 1) a concentration of Class A office space already is located in the area; 2) Redwood Road is easily accessible from the freeway; and 3) the Redwood Road area is immediately adjacent to the site of the future BART station.

Based on moderate increases in employment growth, a healthy local demand for office space as evidenced by low vacancy rates, and increased accessibility caused by construction of the BART Station, it is projected that supportable office development will range from 50,000 square feet in the next five years and will total 150,000 square feet in the next fifteen years.

#### 4. CONCLUSIONS



### III. GOALS

The Castro Valley Central Business District Specific Plan has been developed according to the following goals, as embodied in the policies that are a part of each Plan element. In addition to the necessary administrative and enforcement mechanisms that are included as part of the policies in each Plan element to insure implementation of these goals, Section VIII provides a step by step implementation program that outlines the actions required by strategic projects.

- A. The Central Business District should be a focal point of the community.
- B. The Central Business District should project a unique and attractive image.
- C. The commercial status of the Central Business District should be more competitive with other commercial centers in the market area.
- D. The range of services and merchandise available in the Castro Valley Central Business District should expand in order that a greater portion of purchases by residents can be made in the Castro Valley Central Business District and that the Central Business District can draw consumers from outside the community.
- E. The ratio of sales tax generated within the community, and in particular by the Central Business District, to overall County sales tax revenues should equal or exceed the ratio of Castro Valley's population to that of the County.
- F. Small businesses, and in particular incubator businesses, should be encouraged.
- G. Employment opportunities in the Central Business District should increase.
- H. Development in the Central Business District should be consistent in scale and character and compatible with adjacent land use.
- I. Development should emphasize protection, conservation, and/or restoration of environmental resources, including water, air, vegetation, topography, and energy; in particular Castro Valley Creek should be restored through the Plan Area.

- J. Development should recognize the remaining historical and architectural resources in the Central Business District.**
- K. The relationship between available transportation modes, including pedestrian, private motor vehicles, and public transit, should be strengthened.**
- L. Urban amenities should be provided in living, working, and shopping areas of the Central Business District.**

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- M. A new community library facility should be located in the Plan Area.**
- N. High density residential development, especially for small households and elderly households, should be provided close to high intensity commercial development and the BART station.**

## IV. LAND USE

The Castro Valley Central Business District had little planning during its formative years. Castro Valley Boulevard was originally a part of U.S. Highway 50, linking San Francisco with the Central Valley and points east. As Castro Valley began to develop as a suburban residential area after World War II, Castro Valley Boulevard became the main commercial street of the community, producing a long, narrow business district rather than a compact one typical of older areas.

The first zoning was placed on the area in 1951; the first community plan was adopted in 1961. The 1978 Castro Valley Plan designated three types of commercial development in the Plan Area: "Comparison and Consumer Intensive Commercial", generally focusing around the intersection of Castro Valley Boulevard and Redwood Road; "Heavy, Secondary, Low-Volume, and Predominantly Automobile Oriented Commercial", generally at the eastern and western ends of Castro Valley Boulevard and the intersection of Redwood Road and I-580; and "Office Commercial", generally a secondary or accessory use, but also a primary use in selected areas along Castro Valley Boulevard.

Immediately prior to enactment of the 1983 Castro Valley Central Business District Specific Plan the zoning in the area covered by that Plan was a mixture of the C-1 (Retail Business), C-2 (General Commercial), and C-O (Administrative Office) Districts. The zoning in the expanded area covered by the revised 1992 Plan was a mixture of the C-O and R-S-D-15 (Suburban Residence, 1,500 square feet per unit) Districts along Lake Chabot Road, and of various residential districts, ranging from the R-1 (Single Family Residence) to the R-4 (Multiple Residence) and R-S-D-15 Districts in the area between Castro Valley Boulevard and the freeway. These zoning districts generally correspond to the land use designations of the Castro Valley Plan, which remains the general plan for the community, but certain uses are allowed in each which are inconsistent with the intent of the general plan designations. One purpose of the 1983 Specific Plan was to refine these designations and the boundaries of the areas to which they apply to ensure that future development and use is consistent with the Castro Valley Plan. To this end the 1983 Plan designated five Land Use Groups: intensive retail commercial; high volume auto oriented commercial; low volume auto oriented commercial, wholesale, and industrial; offices; and high density residential. These land use groups roughly corresponded to both the General Plan and Zoning Ordinance designations, but were somewhat refined by their definitions to reflect the character of the area and overall General Plan policies. In addition, there were some transitional areas where two or more of these designations applied to the same property.

## A. BACKGROUND AND ANALYSIS

### 1. INTRODUCTION

## 2. GENERAL LAND USE

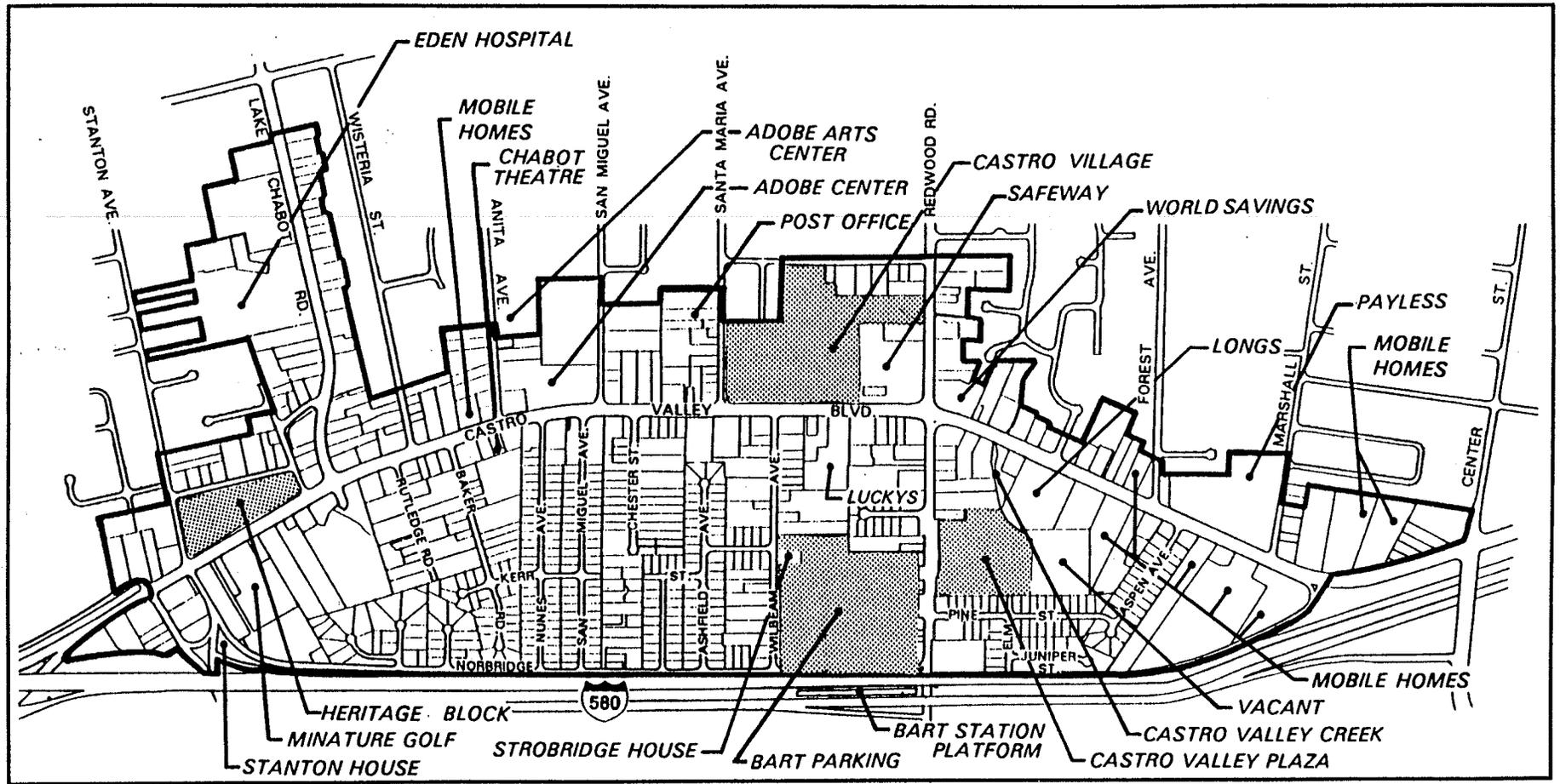
There is a wide range of land uses in the Plan Area (See Figure 5). There are approximately seven hundred businesses, including various types of retail stores, professional offices, services, public facilities, recreation facilities, and construction-related businesses. There is also a large amount of residential development in the Plan Area, approximately 1,800 units, including single family residences, duplexes, apartments and condominiums at various densities, and mobile home parks.

Certain generalizations can be made about the distribution of commercial development and land use in the Plan Area. The retail core of the community centers around the intersection of Redwood Road and Castro Valley Boulevard. Near this "one hundred percent intersection", in planning jargon, are Castro Village, the Lucky Center, and the World Savings Center. These are three of the major commercial developments in the Plan Area. A secondary, older commercial concentration is located at the western end of Castro Valley Boulevard, on the north side between Stanton Avenue and Park Way. There is a concentration of medical offices and related businesses along Lake Chabot Road north and south of Eden Hospital, and there are also offices located along Redwood Road. Most of the mobile home parks in the Plan Area are located on the eastern end of the Plan Area, between Yeandle Avenue and Center Street. More land extensive commercial development is found at both ends of Castro Valley Boulevard.

The commercial area is surrounded by residential development. There is higher density residential development, mainly apartments but a few condominiums, immediately adjacent to the commercial area. Single family detached houses surround the higher density residential development, and, in some cases, are immediately adjacent to the commercial area.

There is very little traditional commercial core-type development in the Central Business District. Much of the development is strip commercial, unrelated in design or function to adjacent development. Land-extensive activities continue in what should be an exclusively intensive commercial core area, and intensive commercial development has been allowed to locate outside the commercial core, although the 1983 Specific Plan and the subsequent 1985 Castro Valley Plan precluded continuation of this pattern. The result is a hodgepodge of development, often inefficiently located, and inhibiting community building and efficient commercial growth.

It has been questioned whether the amount of commercially zoned and planned land is adequate, more than adequate, or inadequate for the area. If there is too much commercial land, businesses which should be concentrated will instead spread out over too large an area. This will dilute the attractiveness and effectiveness of the commercial area. Businesses will not complement each other as they should from an economic standpoint, and inefficient use of the land will be encouraged. It is usually very difficult to reverse inefficient use of land, due to the extent of capital investment which has been made. If, however, there is too little commercial land, businesses which



**GENERAL LAND USE**

**FIGURE 5**

might locate in the area and provide benefits to the residents of the area, as well as to other businesses in the area, will locate elsewhere. While ample land should be available for commercial development, such development should be directed as efficiently as possible. Land not necessary for commercial development should be released for non-commercial development, such as high density residential development or public facilities, which will complement and support the commercial development.

A great deal of the land in the Plan Area is under- or unutilized. An example is the intersection of Redwood Road and Castro Valley Boulevard, the major commercial intersection in the community. Two of the four corners are devoted to service stations, and the third to a large parking lot. These are potentially the most valuable commercial properties in the community, yet they are devoted to land-extensive development which could be located elsewhere at no detriment to the community as a whole. This condition is partially due to economic factors—overabundance of land, unmarketably high land prices, or overall economic conditions. It is also partially due to lack of firm planning policies which subordinate individual needs or desires to those of the whole community.

Sound planning principles dictate that intensive retail commercial development should be concentrated in the core area, centrally located to the community, easily accessible by both public and private transportation, with easy internal access, primarily pedestrian. More land-extensive, auto-related businesses, to which pedestrian access and concentration of development are less important, should be located around the fringes of this area where land is less valuable and where there are less problems with traffic flow. High volume businesses which are specifically auto-oriented or related should also be located on the fringes of the core area and adjacent to major auto access routes in and out of the community.

Location of offices depends on the type. Many offices do not need prime commercial exposure and can be located to the rear or on the second story of a development. Others do need this streetfront exposure and should be treated as storefront retail commercial outlets. High density residential development complements commercial, particularly retail, development by providing a large pool of consumers within a very short distance, preferably walking distance, from commercial outlets. They, too, can be located to the rear of or above commercial development, or on some of the large parcels on the fringes of the area which are still vacant. For the most part, higher density residential development is better located on larger, rather than smaller parcels. The former are better able to accommodate access, parking, landscaping, and other amenities necessary for good development. Within all of these categories, development should be coordinated with the surrounding area to ensure the most efficient use of the available land. Land use policies in the 1992 Plan follow and elaborate on these general principals.

Since the 1983 Plan was adopted a number of major projects have been approved in the area. Several of these were conversions of existing commercial facilities. The 22,500 square foot racquetball facility in Castro Village was converted to retail and office space; the 5,155 square foot Crocker Bank (Wells Fargo) building on the south side of Castro Valley Boulevard was converted to an auto parts store; and the 30,000 square foot Liquor Barn (formerly Co-op Market) building was converted to a Longs Drug store. Other projects were new development. The Castro Valley Plaza office/retail complex on Redwood Road added a total of 71,000 square feet of space in three buildings. The Adobe Center on Castro Valley Boulevard, between Anita and San Miguel Avenues, added approximately 36,000 square feet of retail space. There were a number of new projects in the 2,500 to 10,000 square foot range, both retail and office buildings, and two restaurants, a 5,200 square foot restaurant on the north side of Castro Valley Boulevard just west of San Miguel Avenue, and a 5,100 square foot restaurant on the south side of the Boulevard at Lake Chabot Road. The sixty-two room Castro Valley Travelodge Motel was constructed on Castro Valley Boulevard between Lake Chabot Road and Stanton Avenue.

In addition to these commercial projects, several major residential projects were approved. A ninety-six unit apartment project was approved for and built on the 4.5 acre site at the foot of Lake Chabot Road. A 157 unit apartment complex was approved for the 3.9 acres behind Castro Valley Plaza on Redwood Road; this was not built, and the approval expired. Two projects totalling sixty-three units were approved on 1.7 acres in the area between Rutledge and Baker Roads just south of Castro Valley Boulevard; one of these projects, twenty-one units on 0.56 acres, has been built. And, a twenty-two unit condominium project with a commercial/office building on the frontage was approved for and built on the 1.5 acre Inadomi Nursery property on the north side of Castro Valley Boulevard between Yeandle and Forest Avenues.

a. Restaurants, Food Stores, and Food Service Outlets: The issue of food sales in the Castro Valley area has been a volatile, yet somewhat paradoxical one for many years. The two primary foci of this concern are fast foods and convenience markets. Many people in the community feel that Castro Valley is known pejoratively as the 'Fast Food Capital of the World'. Yet outlets in the community appear to thrive. Since many of the same outlets are duplicated in surrounding communities, including San Leandro, San Lorenzo, Hayward, Pleasanton, Dublin, and San Ramon, it is unlikely that people are coming from outside the community to patronize outlets in the community. Thus it would seem that while many people are opposed to fast food outlets, there are enough who are not opposed to them to support them through their patronage. There has also been concern about the prevalence of convenience markets in the area, and, in particular, controversy over providing food and/or liquor sales at service stations.

### 3. SPECIAL ISSUES

According to a land use inventory of the Plan Area, as of December, 1991, there were seventy-five businesses dealing with provision of food to the general public at retail in some form. Of these, nineteen were markets of some type, another seven were bars with only incidental food service. Twenty-eight could be classified as standard or full service restaurants, including four pizza restaurants which fell within this category. There was one pizza delivery service. The remaining twenty fell within the definition of Food Service Outlet, the Plan's euphemism for fast food joint. These include traditional fast food types such as hamburger or Mexican food outlets, as well as ice cream, yoghurt, doughnut, or cookie shops. Most of these are large chains or franchise operations, but there are a few independent operations.

It is clear that the community cannot legally regulate land use on the basis of ownership or affiliation, and thus cannot ban franchise operations. This Plan makes no attempt to do so. Rather, the Plan attempts to address the basic concerns which people have regarding these types of operations, and to set standards, regulations, and guidelines for all outlets so that they fit within the framework of the Plan. It should be noted that while many of the so called fast food operations are part of national chains with common architecture, menus, and advertising, they are often owned by local franchisees and are, in fact, local businesses.

Convenience markets are seen as high traffic generators, and there has been particular concern about traffic and circulation conflicts when these are combined with service stations. They are also seen as hangouts and as leading to traffic congestion and other types of problems. The Plan addresses these issues by setting development and design standards which all new development of this type must meet.

b. Mobile home parks: The issue of the mobile home parks in the central area has been raised often over the past years. There are eight parks, with a total of about three hundred fifty spaces covering about sixteen and one half acres along Castro Valley Boulevard. These date from the late 1940's or before, and predate any zoning or planning in the area.

There is a large cluster of mobile home parks at the extreme eastern end of Castro Valley Boulevard just west of the I-580 on-ramp, on the south side of the street. There are three contiguous but separate parks here, one with fifty spaces on 2.35 acres, one with eighty-three spaces on 5.35 acres, and one with thirty-two spaces on 2.19 acres, for a total of 165 spaces on just under ten acres. This represents just under half the spaces on about sixty percent of the land devoted to mobile home parks within the Plan Area. Another large cluster is across the street, just west of Center Street. There are two parks in this area, one with forty-nine spaces on 2.4 acres, the other with thirty-seven spaces on 1.4 acres, for a total of eighty-six spaces on just under four acres. One other park, on the south side of the street west of Aspen Avenue (just west of where Forest Avenue

intersects on the north) has fifty spaces on about an acre and a half. The two other parks, both on the north side of the street, are smaller, slightly over one-half acre each. One, with twenty-one spaces, is between Wisteria Street and Anita Avenue; the other, with twenty-five spaces, is between Yeandle and Forest Avenues. See Appendix D for a list of mobile home parks in the Plan area.

The basic policy issue is whether this land is appropriately used for mobile home parks; or, on a larger scale, whether mobile home parks are appropriate uses of land in the Plan Area at all. On one side, it is argued that this land is in the heart of the community, along its major commercial artery, and should be converted to commercial or high density residential purposes (or available for conversion at such time as economics warrant). The land is too valuable to continue to be used for this purpose. The planned use of the land for more intensive development would not only provide benefits to the community in the form of better housing, commercial facilities, and employment, but also would produce revenues in the form of increased sales, property, and other taxes. The mobile home park sites are also in prime locations for commercial development; other residential areas adjacent to the commercial area are less suited for commercial expansion. In addition, it is argued that the parks are unsightly and do not present the appearance a community wants in its downtown.

On the other side, it is argued that the mobile homes represent almost three hundred fifty units of inexpensive housing, which is a rare commodity in the region. Although the land beneath the homes is leased, many of the mobile homes themselves are owned by the occupant, and therefore this is seen as owned rather than rental housing by the residents. Many of the homes are older models which are not allowed in newer parks. Even if space were available, many trailers cannot be moved due to age and condition. Therefore it would be virtually impossible to find replacement housing at comparable cost, and these residents would be forced not only to lose their homes, but to leave the area as well if the parks were closed to allow conversion of the land to other uses. There are also community- and County-wide planning policies which encourage housing close to commercial areas, and in fact encourage mixed use development. And, most of the parks meet the Plan's Land Use Group D definition of high density housing, twenty or more units per acre.

There are certain procedures set by State law which must be followed to close a mobile home park. While it is possible to close a park, the law currently requires that a report on the impact of the closure on the tenants, including availability of alternate housing and relocation costs, be prepared. Also, if a resident so requests, the County must hold a hearing on the closure. The County may require mitigation of the impacts up to the reasonable cost of relocation, but does not have to do so. Where no local governmental permits are involved, twelve months notice of closure must be given; where permits are involved, six months notice must be given after the permits are approved.

There have been no formal requests for closure of any of the Castro Valley mobile home parks, although it is understood that several private developers have done preliminary work on closure. However, apparently the perceived difficulties of accomplishing this, particularly of meeting the legal requirements, have resulted in abandonment of the projects. The County has dealt with one closure elsewhere, but it was a small site and the few residents moved elsewhere prior to final action by the Board. Thus there are no clear County policies or practices on this issue to date.

The 1985 Castro Valley Plan has a residential policy that states:

Existing mobile home facilities may be retained. They should be upgraded as required to provide safe and attractive residential environments. In general, expansion of mobile home facilities in commercial or single family residential areas should be discouraged.

This policy is vague and leaves room for considerable interpretation. Policies in the Plan attempt to address the concerns of current residents and balance them with overall community concerns. While the Plan recognizes the value of the parks as a housing resource, it also sets land use policies for these properties at such time as they may be converted to other types of development.

c. BART Station Development: At the time of preparation of this Plan, the Bay Area Rapid Transit District is in the process of converting the former Norbridge School site and some adjacent commercial and residential properties to a parking lot for the Castro Valley BART station, which will be located in the median of the I-580 freeway just west of the Redwood Road overpass. The property was used as an elementary school until 1970, when the Castro Valley Unified School District closed it due to declining enrollment, and moved the District offices and other support functions to the site. In 1982, during preparation of the 1983 Plan, the School District declared the property surplus and offered it for sale. This was one of several sites which the BART District had considered in an earlier study for a Castro Valley station site on a long-planned extension to the Livermore Valley, and the availability of the site brought the matter to a head. There was considerable controversy in the community over location of the BART station. However, after a great deal of study and several public hearings, the BART District purchased the property. The 1983 Plan designated the site as the station site, with alternate land use designations should the BART extension not be built.

In the late 1980's, the proposed extension moved closer to reality with availability of funding from several sources. The District re-examined the site, and again, after controversy, study, and public hearings, reaffirmed its location as the Castro Valley station site. Site planning then began in earnest.

There were several major station site selection issues. One was the location itself; whether a station near Center Street would be more centrally located and thus better serve the community. Another issue involved access to the site. The 1983 Plan showed a schematic link between Redwood Road near the station to Castro Valley Boulevard in the vicinity of Forest Avenue, with Pine Street closed to through traffic just east of the commercial properties near Redwood Road. The objective was to eliminate possible use of Pine and Aspen Streets, which are narrow, single family residential streets, as a shortcut to the station from the east. Yet another concern was that one of the major entrances to the community and to the business district would be lined with several hundred feet of parking lot. A related concern was that this property, the largest remaining parcel in central Castro Valley, could be more effectively and beneficially used for commercial or high density residential development. Private development of any type on this property would add to the property tax base, and commercial development would also add to the sales tax and employment bases of the community. Perhaps the most hotly debated issue was concern of nearby residents over disruption of their neighborhoods, removal of relatively inexpensive housing, and displacement of long-time residents.

Several of these issues are beyond the scope of this Plan. To the extent that they are not, the Plan sets policies to minimize their impacts.

d. **Historical and Architectural Resources:** Most of the structures in the Plan Area were built within the last twenty to thirty years. However, there are several structures which may be considered to have historical or architectural significance. Some of these are noted in the memorandum "General Condition and Appearance of the Storefront Environment in Castro Valley's Central Business District (26 June 1992)" that was part of the Specific Plan implementation study.

The Castro Valley Plan has two policies relating to historical resources:

To the maximum extent possible, all historical and archaeological resources, including but not limited to those listed on official State and national registers, should be preserved and maintained.

Site preparation and construction activities should allow for adequate identification and, where appropriate, preservation of historic and archaeological artifacts and features. [pg.41]

There is often disagreement as to whether a particular structure has historical or, more often, architectural merit. The latter can be a very subjective judgement. The Plan is not a historical or architectural preservation plan, and does not attempt to judge the historical or architectural merits

of a particular structure. However, Plan policies recognize that there are structures in the Plan Area which have historical or architectural merit, and encourage their preservation through rehabilitation, restoration, and adaptation for reuse.

## **B. POLICIES, PROGRAMS, AND PROJECTS**

### **1. GENERAL**

The following land use policies and regulations are based on the Castro Valley Plan. They generally reflect existing conditions in the Plan Area and do not call for any major reconfiguration of land use. However, they reinforce and refine the broad general plan policies, and are meant to further Plan goals that address the competitiveness of the Central Business District and expansion of the range of goods and services available there, increase of sales tax revenues from the area, and the types of businesses which are located there. They specify the land uses which are allowed in the Plan Area and replace prior zoning or Plan policies and regulations. This Plan incorporates by reference all provisions of the Alameda County Zoning Ordinance and all other County regulations and policies except those relating to matters which are specifically governed by the provisions of this Plan. Enforcement of the provisions of this Plan shall be done in the same manner as enforcement of the provisions of the Zoning Ordinance and violation of the provisions of this Plan shall constitute a violation of the Zoning Ordinance.

The Plan Area is divided into eleven subareas. Within each of these subareas certain land uses are permitted or prohibited. Land uses may be described collectively in terms of general Land Use Groups, or individually. Even though a particular land use may be permitted, it must meet standards and policies of this Plan and additional conditions may be imposed through Site Development Review. It is possible that a land use may not meet overall standards and policies of this Plan, and therefore may not be allowed at that location. All land uses are subject to design criteria as well as discussed in the Design section of this Plan.

The subareas are defined in §2, below, and delineated on Figure 6; this section includes a description, development objectives, a list of the allowed land uses, and a summary of design policies for each subarea. Complete design policies are found in §VI.B. The Land Use Groups are defined in §3 below and summarized in Figures 20 & 21. The lists of land uses are illustrative and are not meant to be exclusive. Where a particular business or service is not listed in a land use group or for a subarea, and it is not clear whether it meets the intent of the group or the subarea, a determination as to whether it is included shall be made by the Zoning Administrator, based on overall plan policies and development objectives for the specific subarea.

The Plan's general land use classification system defines land uses in terms of their impacts on other land uses, and impacts of other land uses on them. In part, this classification system is based on the type of activity, its characteristics such as traffic, noise, etc., and its general needs. Other

factors, such as business and customer density and environmental concerns are equally if not more, important in defining the classifications. In addition to conformity with the land use provisions of this Plan, any proposed land use must conform to the provisions of the design element of this Plan.

Uses are divided into four general categories or Land Use Groups:

- Intensive retail commercial
- Low intensity, predominantly motor vehicle-oriented retail and service commercial, wholesale commercial, and industrial
- Offices
- High density residential

Certain types of businesses or other land uses are included in each of these categories or Land Use Groups, others are specifically excluded, and yet others are conditionally included depending on the individual circumstances and whether they meet certain standards. Terms which are capitalized, such as Food Service Outlet, are defined in the Glossary. Other terms take their standard dictionary definition or common usage. Any questions as to definition shall be resolved by the Zoning Administrator.

Generally, only high intensity retail commercial businesses are allowed in the core area of the Central Business District, which extends from the intersection of Redwood Road and Castro Valley Boulevard west to San Miguel and Nunes Avenues. This is the only area in Castro Valley where many of these types of businesses are allowed. If permitted elsewhere they would tend to distract from and dilute the concentration in this area, and would be contrary to several other goals and policies of this Plan, such as encouraging pedestrian access, concentrating parking and minimizing the amount of land necessary for parking, and attracting customers to the central area.

Offices are generally allowed as a primary land use on the fringes of the intensive retail area. However, under certain conditions, as indicated below, they may be allowed within the intensive retail area.

Auto-oriented development is concentrated at either end of the Boulevard, close to the freeway interchanges. This type of land use depends on easy auto access, not only for residents but for transients as well, and should not be located in the middle of the commercial core.

Low intensity commercial development is encouraged in the areas between the freeway interchanges and the core area. These businesses need a higher area:customer ratio than intensive retail

businesses. They cannot compete for the more valuable core commercial property, and the core area should be reserved for those businesses which have more to gain by being located there.

**High density residential development** is permitted, and in some cases encouraged, where it could help support commercial development and would not detract from it. Like offices, high density residential development should not be located on Castro Valley Boulevard or Redwood Road frontage, but should be located on upper floors or to the rear of larger parcels fronting on these streets. Residential development may front on side streets. Again, it should not compete with high intensity retail land use in the core area, nor should it be located in areas where adjacent commercial development would have detrimental impacts on the residents.

**Neighborhood-oriented commercial development** may be allowed where it serves adjacent residential development, either inside or outside the Plan Area. It is not allowed in the intensive retail areas.

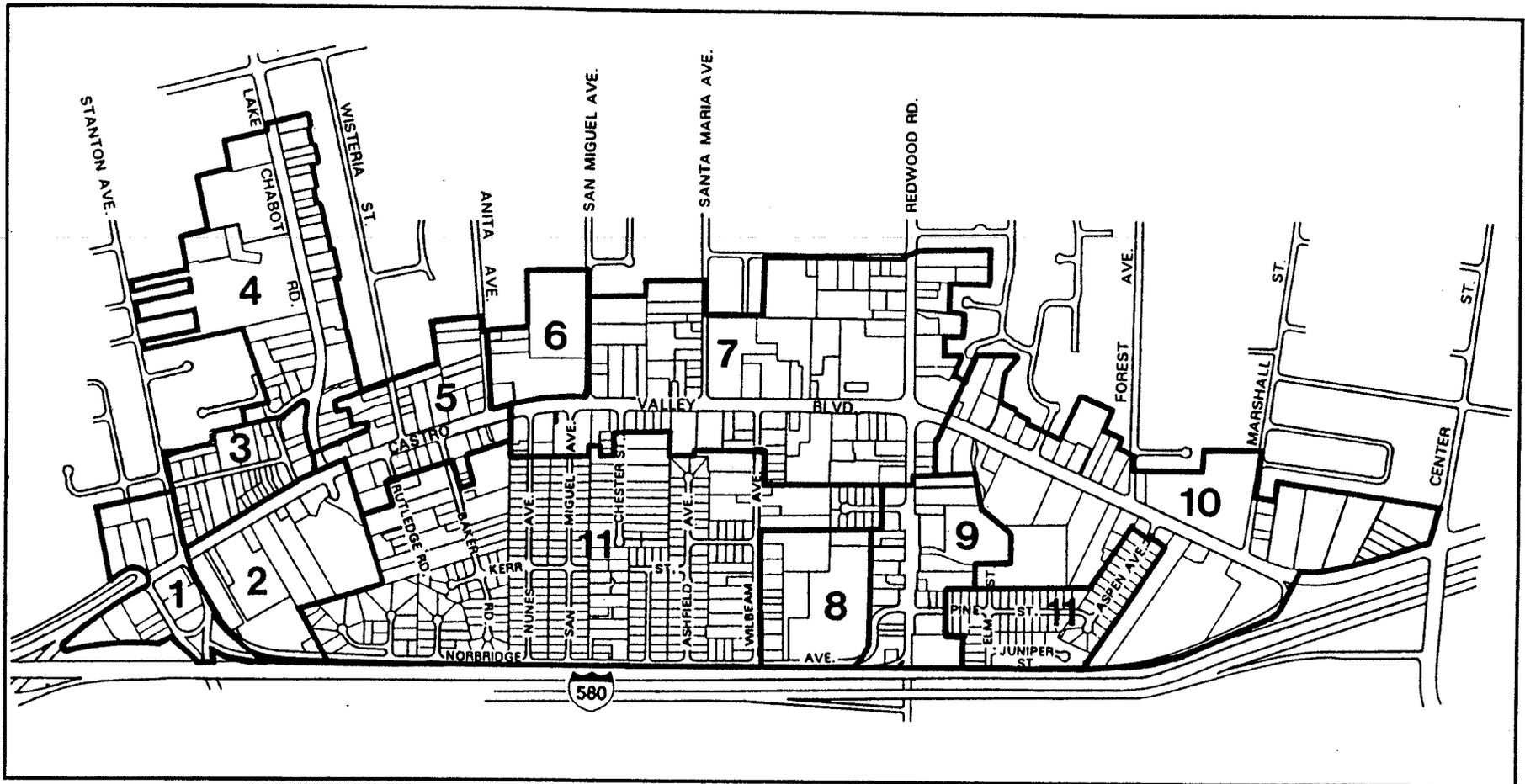
## **2. SPECIFIC PLAN SUBAREAS AND LAND USE POLICIES**

Different policies and regulations apply to each of the eleven subareas, based on and geared to their individual characteristics. The following sections delineate and describe each subarea, set development objectives for it, and specify the land uses which are allowed in it. The textual delineation of the area is illustrative, precise boundaries are indicated in Figure 6. Allowed land uses are based on the general goals and policies of this Plan and on the characteristics and development objectives of the individual subareas. This section sets the general design policies for each subarea; complete design policies are found in the Design section, §VI.B. Both land use and design must be consistent with and reflect the development objectives and design policies stated for the subarea, and any issues are to be resolved based on these objectives and policies.

### **Subarea 1: Western Entrance - Low Intensity Retail**

This is the westernmost portion of the Plan Area. It consists of the area on both sides of Castro Valley Boulevard west of Stanton and Strobridge Avenues, and includes the western entrance to the Plan Area which is also the major western entrance to the community as a whole. It covers approximately 8.25 acres in eighteen parcels. One parcel, approximately 0.55 acres, is being added to the Plan Area; this parcel is currently zoned and used commercially.

Current land use includes Food Service Outlets, an equipment rental business, a Service Station, an Auto Service Shop, a book publisher, and residences. There are also several offices in the Stanton House, an historic house which was moved to its present location and restored. There are several



SUB-AREA DESIGNATIONS

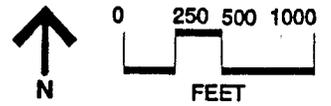
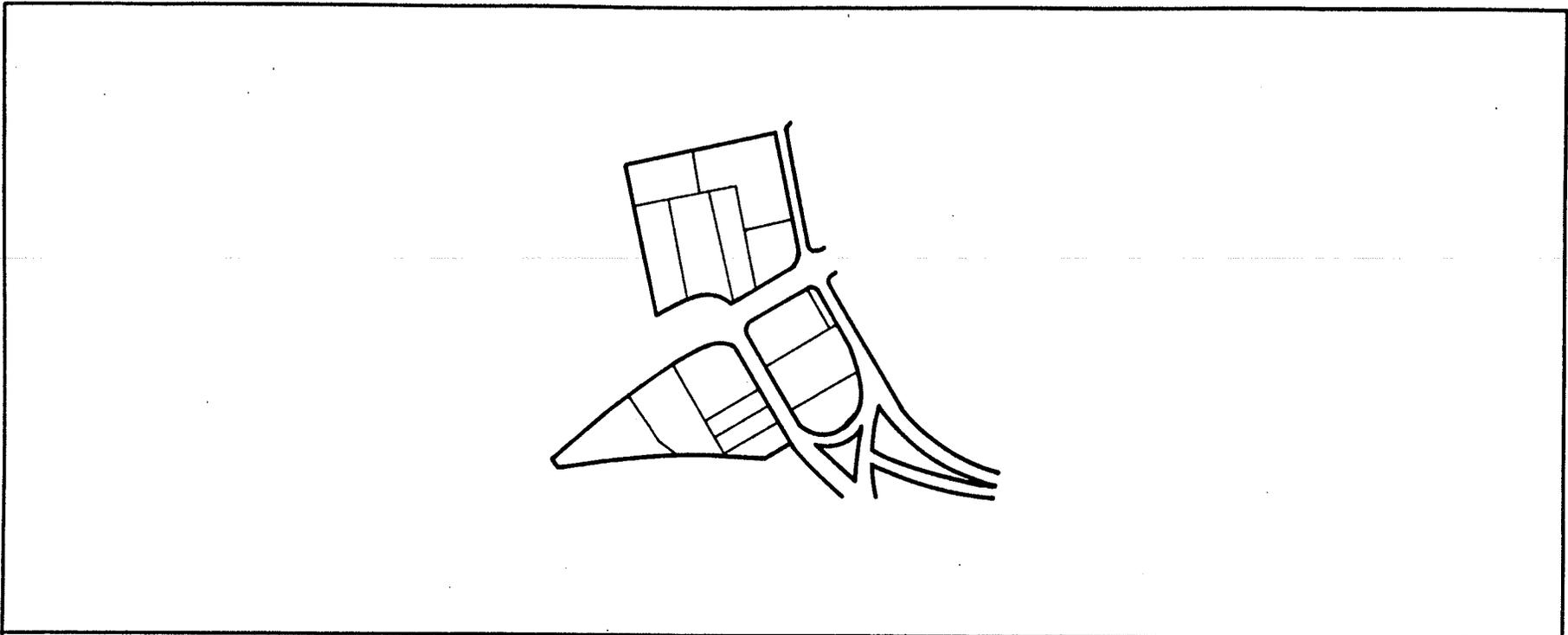
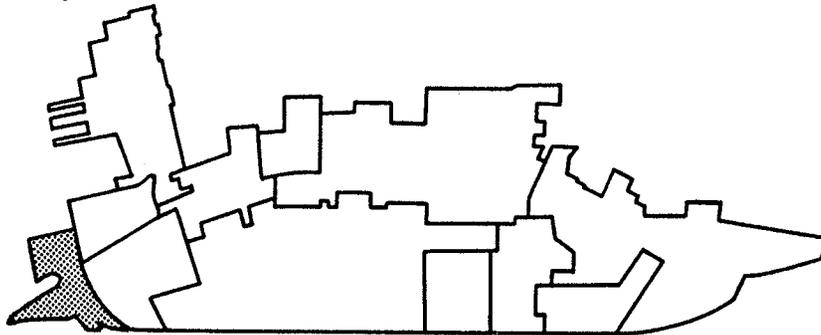


FIGURE 6



**WESTERN ENTRANCE**

Low Intensity Retail



**AREA INFORMATION**

- 8.25 acres
- 18 parcels
- Low Intensity Retail
- Auto-oriented
- Major community entrance

**SUB AREA 1**

FIGURE 7

vacant parcels in the subarea. There is potential for new development on the vacant parcels and some potential for intensified development on other parcels, including the residential parcels.

Development Objectives: Development in the subarea must reflect the subarea's location at a major community entrance. Development may be land-extensive and auto-oriented, and should not include businesses which are more properly located in more intensive retail areas. In particular, businesses which benefit from proximity to freeway access should be located here rather than in other subareas without direct freeway access. Development must account for restricted access to several of the properties.

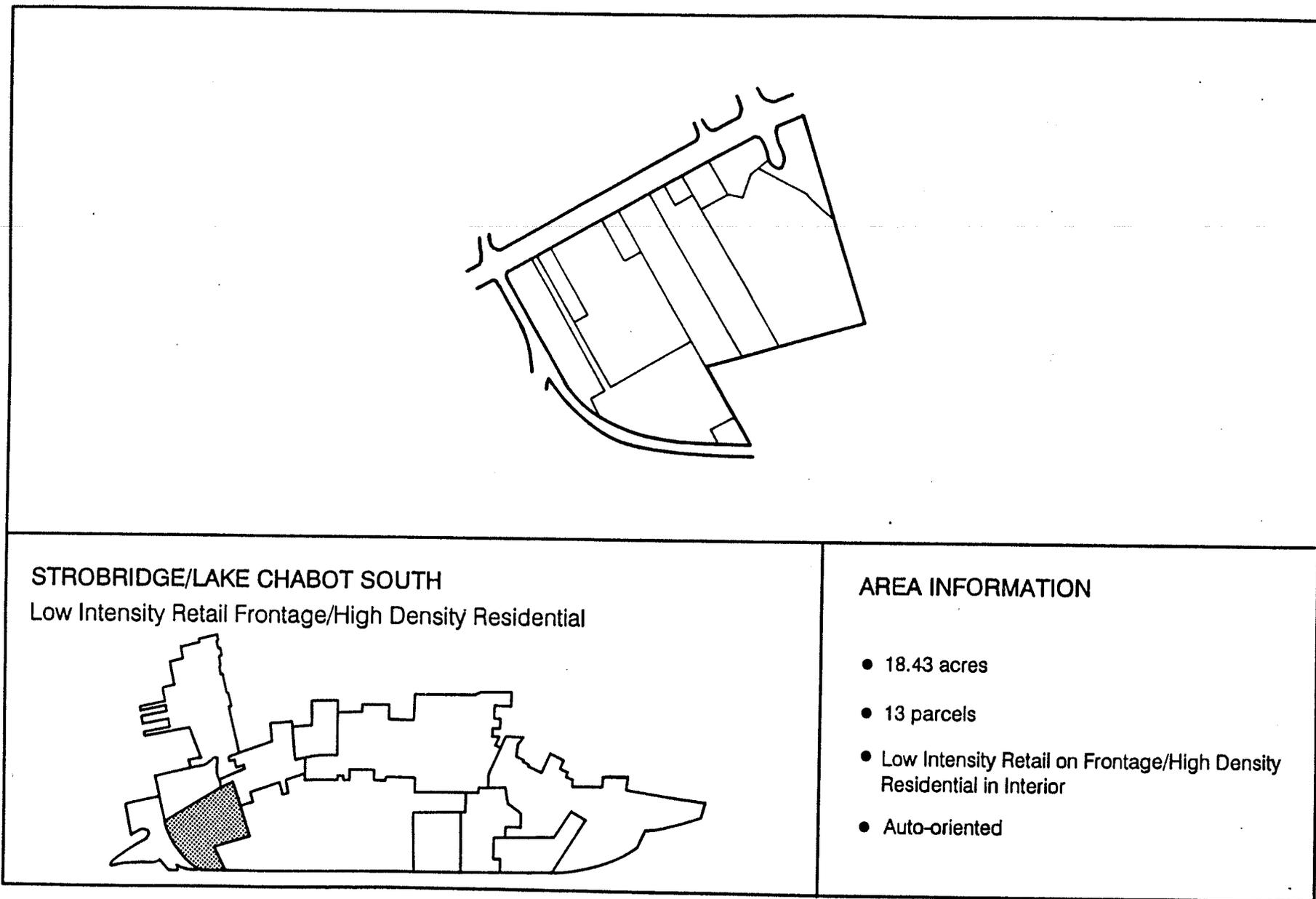
Allowed Uses: Land Use Group B (Low Volume, Predominantly Motor Vehicle-Oriented Retail and Service Commercial, Wholesale Commercial, and Industrial) uses are allowed throughout the subarea, subject to the requirement that any development must reflect the fact that this is a major entrance to the community. Land Use Group C (Offices) uses (all types) are allowed in the Stanton House, but are prohibited elsewhere unless consistent with the development objectives of the subarea and with overall Plan policies. Land Use Group A (Intensive Retail Commercial) uses are prohibited in the subarea unless the specific use can be found consistent with the development objectives of this subarea and with overall Plan policies.

Design Policies: Development in this subarea is generally auto-oriented, and non-contiguous stand alone buildings are allowed. Parking can be located on the side or front of the property provided there is a landscaped buffer zone along the street frontage. The residential area to the north outside the Plan Area is to be protected from any impacts from commercial development. Special attention must be given to the area's location at a major entrance to the community and Plan Area, especially for site landscaping.

This subarea consists of the properties on the south side of Castro Valley Boulevard from the Stanton Avenue extension to and including the parcel just east of the Lake Chabot Road extension south of Castro Valley Boulevard (Carrow's), and extends south to Norbridge Avenue. It covers approximately 18.43 acres in thirteen parcels.

Current land use is generally low intensity commercial development, including lumberyards, a hardware store, the phone company corporation yard, a miniature golf course, a cabinet shop, several offices, and Restaurants. There is a ninety-six unit apartment development on the top of the hill. There is potential for higher intensity development, both commercial along the frontage, and residential on the large rear portions which are lightly developed. However, existing land-extensive businesses on these parcels serve community needs and are not encouraged to relocate.

**Subarea 2: Strobridge/Lake Chabot  
South - Low Intensity Retail Frontage/  
High Density Residential**



**SUB AREA 2**

FIGURE 8

**Development Objectives:** The Castro Valley Boulevard frontage is to be reserved for and maintained in commercial use. High density residential development is allowed and encouraged to the rear where it will support Plan goals and policies. Commercial development in the subarea may be land-extensive and auto-oriented. It may not include businesses which are more properly located in more intensive pedestrian-oriented retail areas. Development may include businesses which support existing or proposed high density residential development in the area. New residential development must be at a density which reflects its proximity to the community center. New development on the parcel on the east side of Strobridge Avenue must reflect its location at a major entrance to the community.

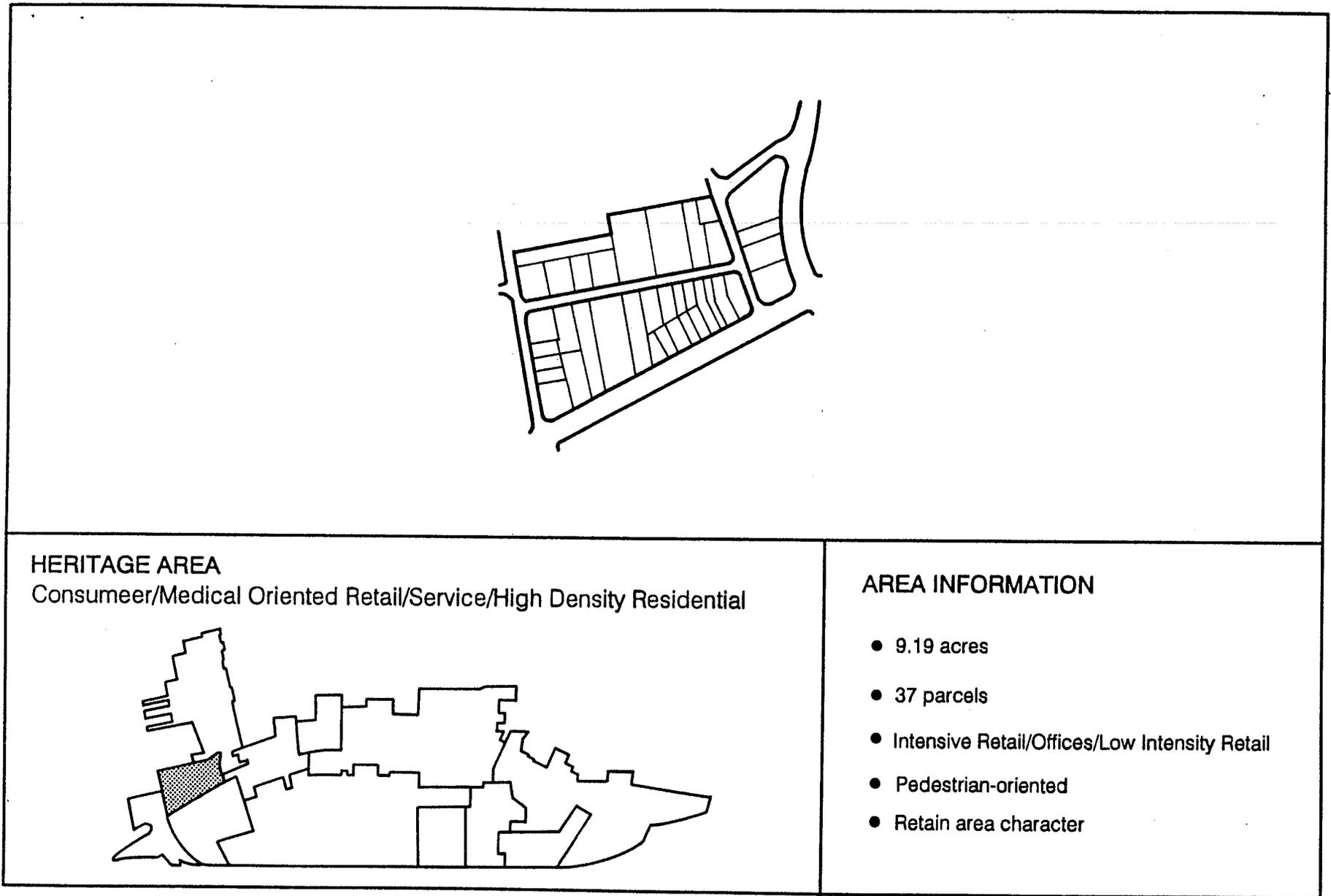
**Allowed Uses:** Land Use Group B (Low Volume, Predominantly Motor Vehicle-Oriented Retail and Service Commercial, Wholesale Commercial and Industrial) uses are allowed throughout the subarea; only this type of land use is allowed along the Castro Valley Boulevard frontage. Land Use Group D (High Density Residential) uses are allowed to the rear of this or above commercial development located along the frontage. Convenience Markets or other Neighborhood Commercial development is allowed in this subarea to the extent that it is oriented to nearby residential development. Land Use Group A (Intensive Retail Commercial) uses are prohibited in the subarea unless the specific use can be found consistent with the development objectives of this subarea and with overall Plan policies.

**Design Policies:** Development in this subarea is generally auto-oriented, and non-contiguous stand alone buildings are allowed. Parking can be located on the side or front of the property provided there is a landscaped buffer zone along the street frontage, but this is not encouraged. Residential development must have pedestrian access to Castro Valley Boulevard. The residential area to the southeast in Subarea 11 is to be protected from any impacts from commercial development, and to the extent it remains a single family area, from any impacts from high density residential development.

This subarea includes the properties bounded by Lake Chabot Road, Castro Valley Boulevard, Stanton Avenue, and the Plan Area boundary to the north and Congress Way. The Castro Valley Boulevard frontage is developed with an almost continuous line of store fronts, broken only by a recently constructed motel and a few parking areas. It contains some of the oldest commercial structures in the community. It covers approximately 9.19 acres in thirty-seven parcels.

### **Subarea 3: Heritage Area**

Current land use includes a variety of retail and service businesses, including Convenience Markets, some auto-related services, a motel, a print shop, a scaffolding company, and other miscella-



**SUB AREA 3**

FIGURE 9

neous commercial activities. There are several single family residences and apartments in the Subarea. There is potential for additional development along San Carlos Avenue.

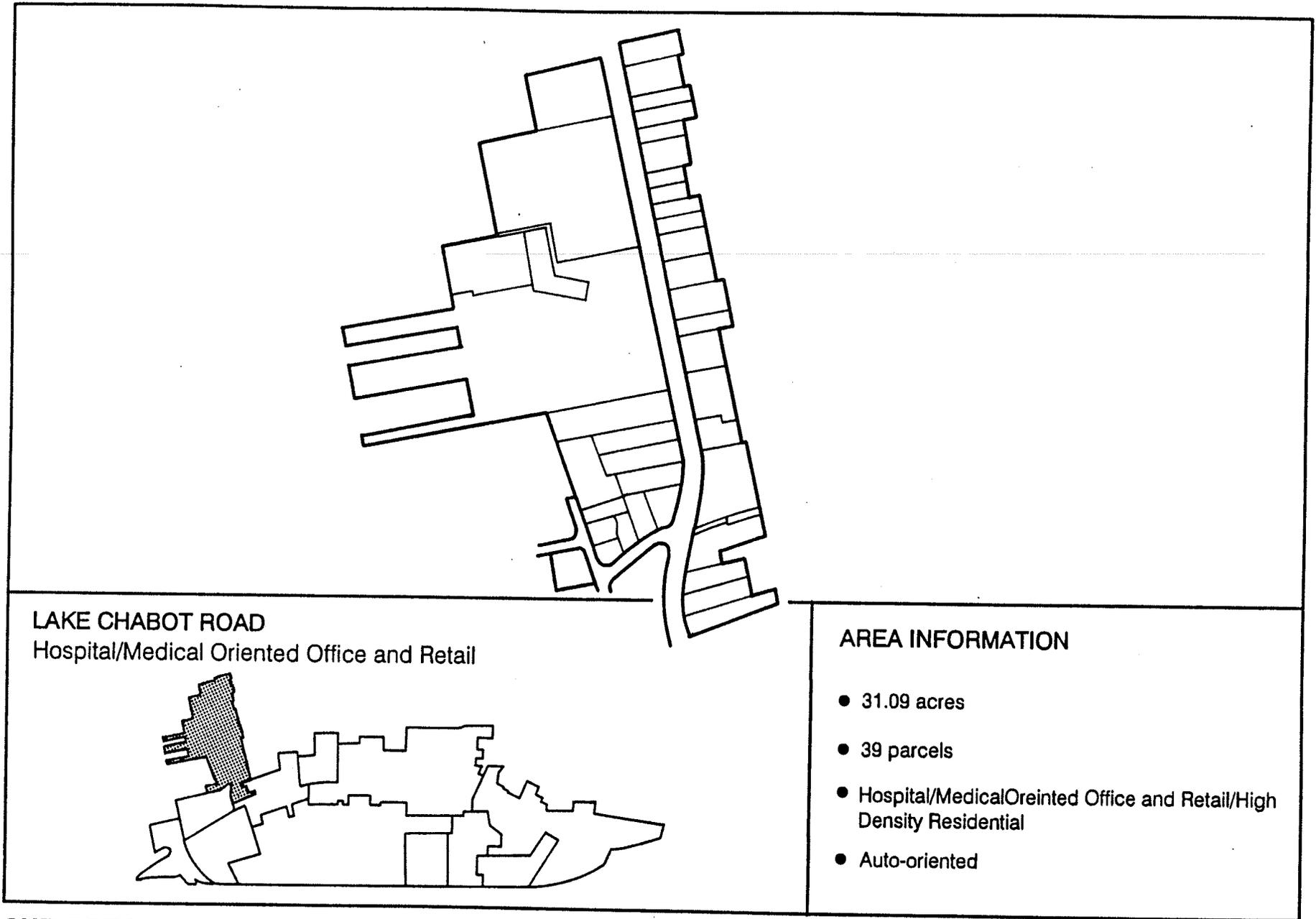
Development Objectives: Development in this area shall retain, to the extent possible, the older character of the area. The Castro Valley Boulevard frontage is to be reserved for customer-oriented businesses and the continuous frontage is to be retained. Development may include businesses which support nearby existing or proposed high density residential development, or the hospital/medical office development to the north. Consolidation of small parcels for integrated development is strongly encouraged. Establishment of small retail businesses and incubator businesses is also encouraged.

Allowed Uses: Land Use Group A (Intensive Retail) uses are allowed throughout the subarea. Type C2 Offices, particularly medical and dental; Type C3 Offices; and Land Use Group B (Low Volume, Predominantly Motor Vehicle-Oriented Retail and Service Commercial, Wholesale Commercial, and Industrial) uses which are conducted entirely within an enclosed building are allowed to the extent that they are compatible with the development objectives and design policies of the subarea. Service-oriented commercial and other commercial development which supports either the medical or residential aspect of the adjacent area is allowed; Full Service Restaurants and Food Service Outlets, medical or dental laboratories, ambulance services, pharmacies, and flower and gift shops are specifically allowed. Only customer-oriented businesses and services are allowed on the Castro Valley Boulevard frontage. Auto repair and other Auto-Oriented Businesses are specifically prohibited in this Subarea.

Design Policies: Continuous Castro Valley Boulevard building frontage is to be maintained, with parking for those businesses located either on the street or to the rear of the site. The Design Guidelines for site design discuss special provisions for surface parking lots applicable to this subarea. The residential area to the north and west outside the Plan Area is to be protected from any impacts from commercial development. There should be a pedestrian link from Castro Valley Boulevard to Eden Hospital. Such a link could be established using Park Way if a pedestrian pathway easement were established through the apartment development parking lot adjacent to the Hospital property at the north end of Park Way.

This subarea consists of the properties on both sides of Lake Chabot Road from Congress Way on the west and the northern boundary of the parcel at the northeast corner of the intersection of Lake Chabot Road and Castro Valley Boulevard (former Shell station) on the east, to the northern boundary of the Plan Area. It covers some 31.09 acres in thirty-nine parcels.

**Subarea 4: Lake Chabot Road - Hospital/  
Medical-Oriented Office and Retail**



**SUB AREA 4**

FIGURE 10

The dominant land use in the subarea is Eden Hospital. Much of the rest of the area is developed with medical offices. There is some high density residential development. There are two small retail centers which are primarily oriented to the hospital or convenience commercial. By virtue of the hospital, this is the one area of Castro Valley with regional import. Except for the portion south of Eden Hospital, 8.09 acres in nineteen parcels, the area was not included in the 1983 Specific Plan. This added area, 23.00 acres in twenty parcels, was zoned either C-O (Administrative Office) or R-S-D-15 (Suburban Residence, 1,500 square feet m.b.s.a per dwelling unit).

Many parcels in the subarea area are fully developed. However, there is additional development potential on a few parcels.

Lake Chabot Road is a major community thoroughfare. It links the community via Fairmont Avenue to San Leandro and I-580 to the northwest, and is a major route to I-580 via Castro Valley Boulevard and Strobridge Avenue to the south. It is designated an arterial, and is one of the most heavily travelled roads in the community.

Development Objectives: Development in this subarea shall be oriented toward the existing concentration of medical and related facilities or adjacent high density residential development. Businesses and services which would benefit from proximity to the medical facilities such as medical laboratories or congregate care facilities, and businesses which can draw clientele from hospital businesses are specifically encouraged. Development must reflect its location on a major community thoroughfare.

Allowed Uses: Type C2 Offices, particularly medical and dental; hospitals; and Land Use Group D (High Density Residential) uses are allowed throughout the subarea. Other commercial uses which support either the medical or residential aspect of the area are allowed and encouraged. Full Service Restaurants and Food Service Outlets, medical or dental laboratories, ambulance services, pharmacies, and flower and gift shops are specifically allowed. Residential development such as congregate care or convalescent facilities or housing for the elderly, which benefits from proximity to the medical facilities, is also specifically allowed. Except as provided above, Land Use Group A (Intensive Retail Commercial) and Land Use Group B (Low Volume, Predominantly Motor Vehicle-Oriented Retail and Service Commercial, Wholesale Commercial and Industrial) are prohibited in the subarea.

Design Policies: Development in this subarea is generally auto-oriented, and individual developments are allowed. Parking should be located to the rear of buildings to the extent possible; where this is not possible, parking should be screened from the street through landscaping. Special attention must be given to the subareas location along a major community thoroughfare.

**Subarea 5: West Castro Valley Boulevard  
- Low Intensity Commercial**

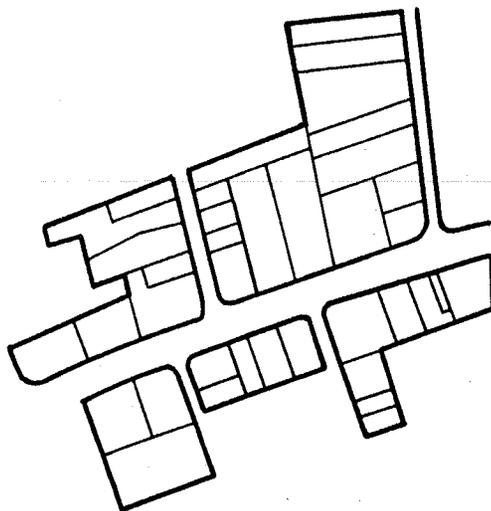
This subarea consists of the properties on both sides of Castro Valley Boulevard between Lake Chabot Road and Anita Avenue on the north and from the eastern boundary of Subarea 2 to, but not including, the parcel at the southwest corner of the intersection with Nunes Avenue on the south; the parcels on both sides of Wisteria Street and on the west side of Anita Avenue north to the Plan Area boundary; and several parcels along Rutledge and Baker Roads just south of Castro Valley Boulevard which are commercially used. It includes about 12.30 acres in thirty-six parcels.

This is primarily a low intensity commercial area, with a mixture of businesses, including Food Service Outlets and Restaurants, Auto-Oriented Businesses, retail, service, offices, and the Chabot Theater. For the most part, businesses are in individual buildings which have little relationship to adjacent buildings or properties. One of the Plan Area's eight mobile home parks is located in this subarea. There are several apartment complexes at densities of over twenty units per acre along Anita Avenue, as well as several single family residences along Wisteria Street and Anita Avenue, most on large parcels with potential for additional development. There is limited potential for additional development on the parcels fronting Castro Valley Boulevard.

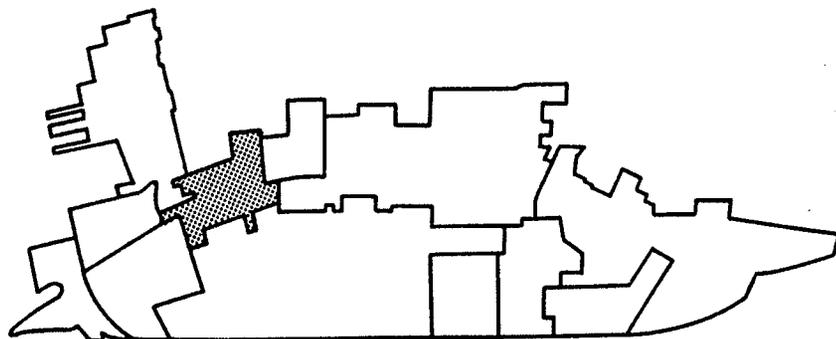
Development Objectives: Development in the subarea may be land-extensive and auto-oriented, and may not include businesses which are more properly located in more intensive pedestrian-oriented retail areas. New development must be coordinated with adjacent development, existing or planned.

Allowed Uses: Land Use Group B (Low Volume, Predominantly Motor Vehicle-Oriented Retail and Service Commercial, Wholesale Commercial, and Industrial) uses are allowed throughout the subarea. Land Use Group D (High Density Residential) uses are allowed along Wisteria Street and Anita Avenue, but not along the Castro Valley Boulevard frontage. Land Use Group C (Offices) uses (all types) are allowed, but not encouraged throughout the subarea. Land Use Group A (Intensive Retail Commercial) uses are prohibited in the subarea unless the specific use can be found consistent with the development objectives of this subarea and with overall Plan policies.

Design Policies: Development in this subarea is generally auto-oriented, and individual developments are allowed. Parking can be located on the side or front of the property provided there is a landscaped buffer zone along the street frontage. The residential area to the north outside the Plan Area and to the south in Subarea 11 is to be protected from any impacts from commercial development.



**WEST CASTRO VALLEY BOULEVARD**  
Low Intensity Commercial



**AREA INFORMATION**

- 12.30 acres
- 36 parcels
- Low Intensity Retail
- Auto-oriented

**SUB AREA 5**

FIGURE 11

**Subarea 6: Anita/San Miguel Avenues -  
Transitional area**

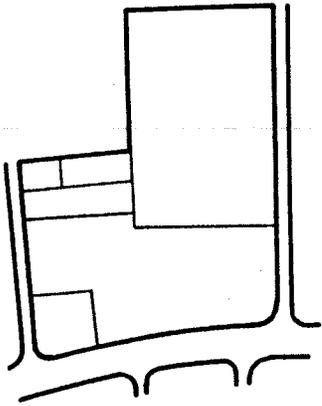
This subarea consists of the block on the north side of Castro Valley Boulevard between Anita and San Miguel Avenues, extending north to the Plan Area boundary. It contains approximately 8.36 acres in seven parcels.

This subarea acts as a transition area between the less intensive retail areas to the west and the intensive retail core to the east. The bulk of the Castro Valley Boulevard frontage was recently developed with a 36,000 square foot shopping center on some four acres. However, the northeast corner of Castro Valley Boulevard and Anita Avenue remains as a service station, not integrated with the center. At such time as the service station property may be developed with more intensive retail use, the two properties are to be functionally integrated, including access. This area also includes one single family residence, a duplex, and seven apartment units on about 0.6 acres plus a 0.25 acre vacant parcel north along Anita Avenue and the Castro Valley Adobe/Castro Valley Elementary School north on San Miguel Avenue. Barring closure of Castro Valley Elementary School, only the three single family residential parcels and the service station present any opportunity for intensification of development.

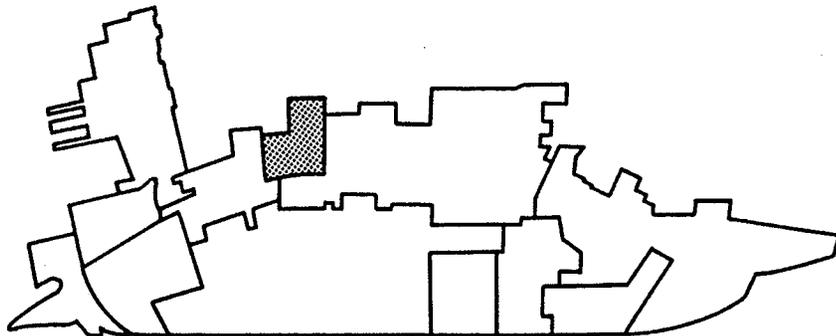
Development Objectives: It is anticipated that the shopping center represents the maximum development potential for that portion of the subarea. Future development of the service station site shall be coordinated with the center. The Adobe and school are anticipated to remain; should the property be sold by the School District the property is to be developed as a unit, either for high density residential use or retail commercial. If the latter occurs, it should relate to the existing center and to Castro Valley Boulevard.

Allowed Uses: Land Use Group A (Intensive Retail) uses are allowed throughout the subarea; Land Use Group B (Low Volume, Predominantly Motor Vehicle-Oriented Retail and Service Commercial, Wholesale Commercial, and Industrial) uses are allowed to the extent that they are compatible with the development objectives and design policies of the subarea, and if integrated into a center. Land Use Group D (High Density Residential) uses are allowed along Anita and San Miguel Avenues to the rear of the center.

Design Policies: The Castro Valley Boulevard frontage should be developed as an integrated shopping center. This is an area of design transition—new development on the southwest corner should follow the street frontage, with parking to the rear, as described in the Design Guidelines for corner parcels. Should the existing center be redeveloped, building configuration and location should be re-studied.



**ANITA/SAN MIGUEL AVENUES**  
Transitional Area



**AREA INFORMATION**

- 8.36 acres
- 7 parcels
- Transitional Area/Intensive Retail/High Density Residential Along Side Streets
- Integrated center

**SUB AREA 6**

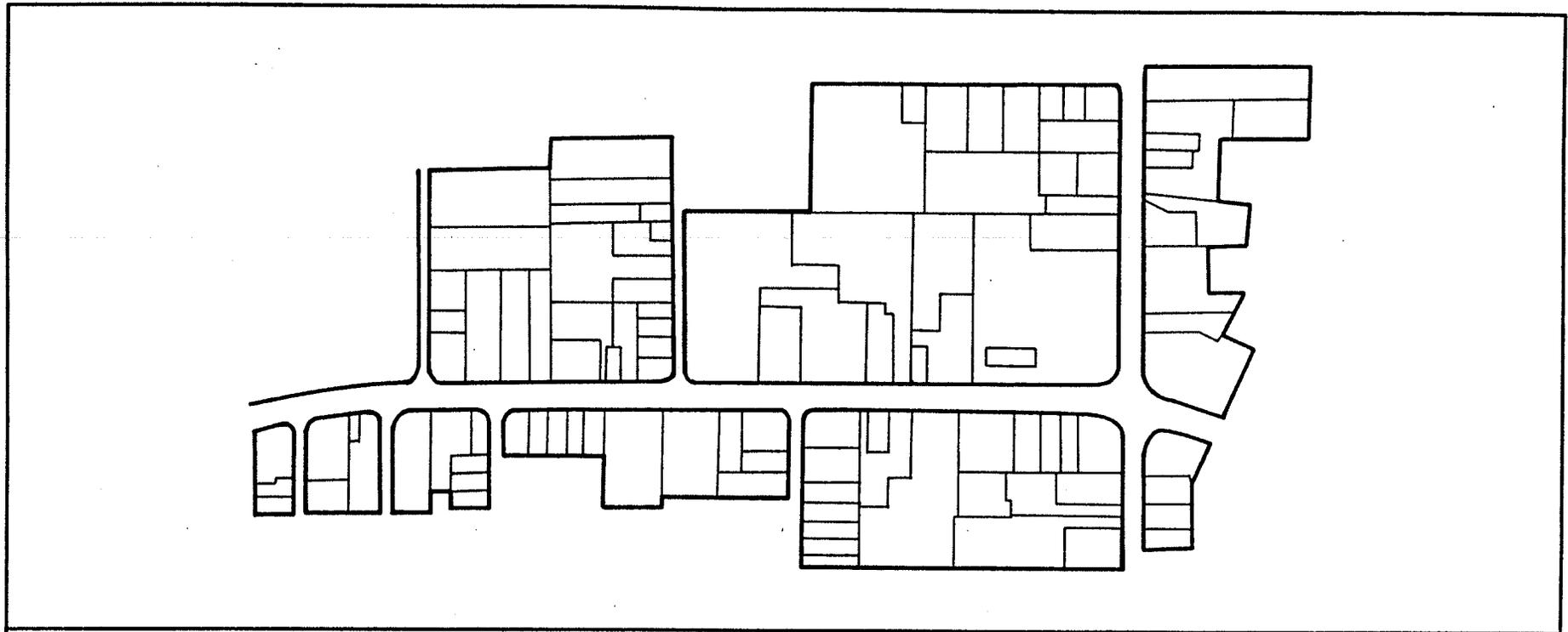
FIGURE 12

**Subarea 7: Central Castro Valley  
Boulevard/Redwood Road: - Intensive  
Retail Core**

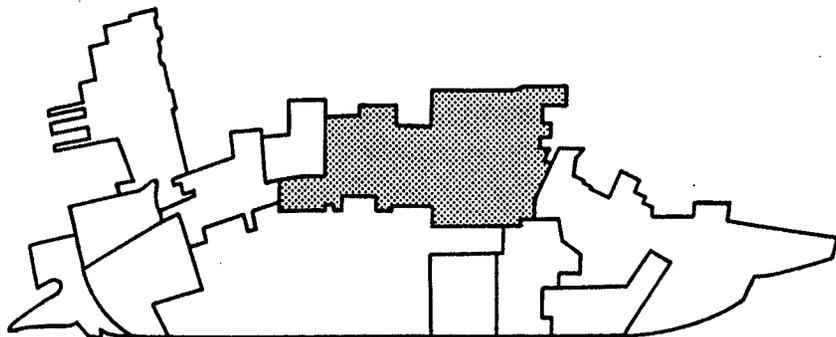
This subarea is the commercial core of the Castro Valley community. It consists of the area along Castro Valley Boulevard from San Miguel Avenue east to and including the parcel at the northeast corner of Redwood Road (World Saving Center) on the north, and the eastern boundary of Subarea 5 to and including the parcel at the southeast corner of Castro Valley Boulevard and Redwood Road on the south; the area along Redwood Road from the Plan Area boundary (Jamison Way and an extension thereof to the east) on the north, to a point approximately four hundred feet south of Castro Valley Boulevard (the northern boundary of the parcel at the northwest corner of Redwood Court) on the west and about three hundred thirty feet south (the southern boundary of the Liquor King parcel) on the east; the properties fronting on Nunes, San Miguel, and Santa Maria Avenues and Chester Street within the 1983 Plan Area; the commercial properties fronting on Wilbeam Avenue within the 1983 Plan Area and four residential parcels to the south, to a point approximately four hundred feet south of Castro Valley Boulevard. It includes the major 100% intersection of the community, Castro Valley Boulevard and Redwood Road. It covers approximately 53.53 acres in 107 parcels, of which 0.73 acres in four parcels on Wilbeam Avenue are being added to the Plan Area.

The major developments in the area are the Castro Village, Lucky, and World Savings shopping centers. There are several smaller centers and commercial buildings, and a few buildings which stand alone. Most outlets are typical downtown retail commercial or service businesses and offices. There are several Auto-Oriented Businesses and other land extensive uses, including two supermarkets. There are several underdeveloped parcels, particularly in the block on the north side of Castro Valley Boulevard between Santa Maria and San Miguel Avenues. There is also possibility for more intensive development on several other commercial parcels. There are five residential parcels along the east side of Wilbeam Avenue with densities ranging from a single family home to a sixplex; these could be converted to commercial use. There are also apartments on Santa Maria Avenue and single family residences along the south side of Jamison Way; the latter could be converted to commercial use (possibly in conjunction with Castro Village), although it is unlikely that the former would be. There are two major public facilities in the subarea: the Post Office on Santa Maria Avenue across from Castro Village, and the Castro Valley Fire District Station No. 1 on San Miguel Avenue.

Redwood Road is the community's major north-south thoroughfare. It links the commercial area with residential areas to the north and south, and links the community with the East Bay Regional Park District recreational areas and Oakland to the north and with Hayward to the south. It connects with I-580 to and from the west at the southern boundary of the Plan Area. It is designated an arterial and is one of the most heavily travelled roads in the community, particularly south of Seven Hills Road.



**CENTRAL C.V.B./REDWOOD ROAD**  
Intensive Retail Core



**AREA INFORMATION**

- 53.53 acres
- 107 parcels
- Intensive Retail Core
- Pedestrian-oriented

**SUB AREA 7**

FIGURE 13

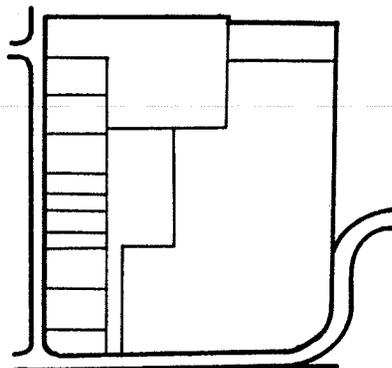
**Development Objectives:** Development in this subarea must reflect its position as the community's business core. Development is to be limited to intensive retail and service commercial outlets which complement each other. Land extensive businesses, such as Supermarkets, auto-related facilities including Service Stations and Auto Service Shops, Drive In Businesses, etc. are not allowed in the subarea. All street frontage is to be reserved for intensive commercial use. Offices (other than those which need exposure as defined in Land Use Group C1), residential development, parking, etc. should be located on upper floors or in the interior of the block. New development should relate to existing adjacent development, should be designed to provide for interconnection with potential new development on adjacent underdeveloped parcels, and should be on parcels large enough to accommodate appropriate development. Where new development occurs, consolidation of parcels, particularly smaller parcels, is strongly encouraged to allow for better development. Existing low intensity businesses which were legally established are Nonconforming Uses and are allowed to continue, however they are subject to the provisions dealing with Nonconforming Uses in §5.j. below.

**Allowed Uses:** Land Use Group A (Intensive Retail) uses are allowed throughout the subarea. Land Use Group C2 and C3 offices, and Land Use Group D (High Density Residential) uses are allowed on upper stories, to the rear, or in the interior of mixed use developments on parcels which front on Redwood Road or Castro Valley Boulevard. They are not allowed on Castro Valley Boulevard or Redwood Road frontage. They may be allowed on side street frontage depending on factors such as the specific use, design, adjacent uses, etc. Land Use Group B (Low Volume, Predominantly Motor Vehicle-Oriented Retail and Service Commercial, Wholesale Commercial, and Industrial) uses are not allowed in the subarea.

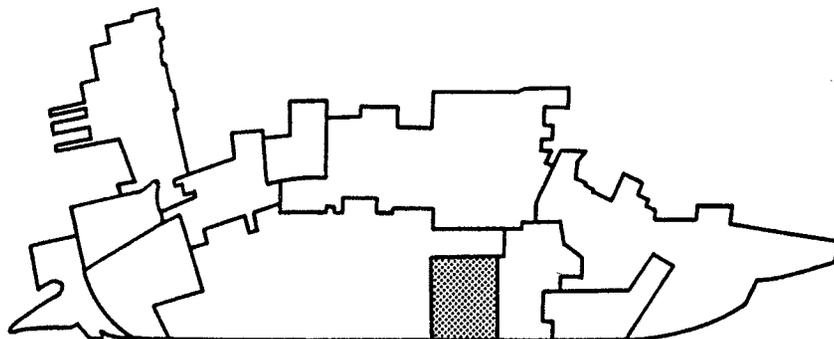
**Design Policies:** Development is to be pedestrian-oriented, integrated with adjacent development, and with common parking and access to the extent possible. A continuous building frontage should be maintained along the street edge as much as possible, with parking to the rear of the site. There are strict design controls. All new development must relate to adjacent existing or potential development in terms of parking, pedestrian and vehicular access, design, signage, etc. The concept of integrated commercial blocks should be explored where feasible, and consolidation of parcels is strongly encouraged. Infill and new development shall be located at the street edge, as directed in the Design Guidelines for site design in pedestrian-oriented areas.

**Subarea 8: Norbridge Avenue - BART station**

This subarea includes the bulk of the area owned by the Bay Area Rapid Transit District for its Castro Valley station. It is close to Redwood Road, the primary entrance into Castro Valley from the south, and just north of the Redwood Road offramp from eastbound I-580, another major community entrance. It is bounded by the I-580 westbound on-ramp on the south, Wilbeam



**NORTHBRIDGE AVENUE  
Bart Station**

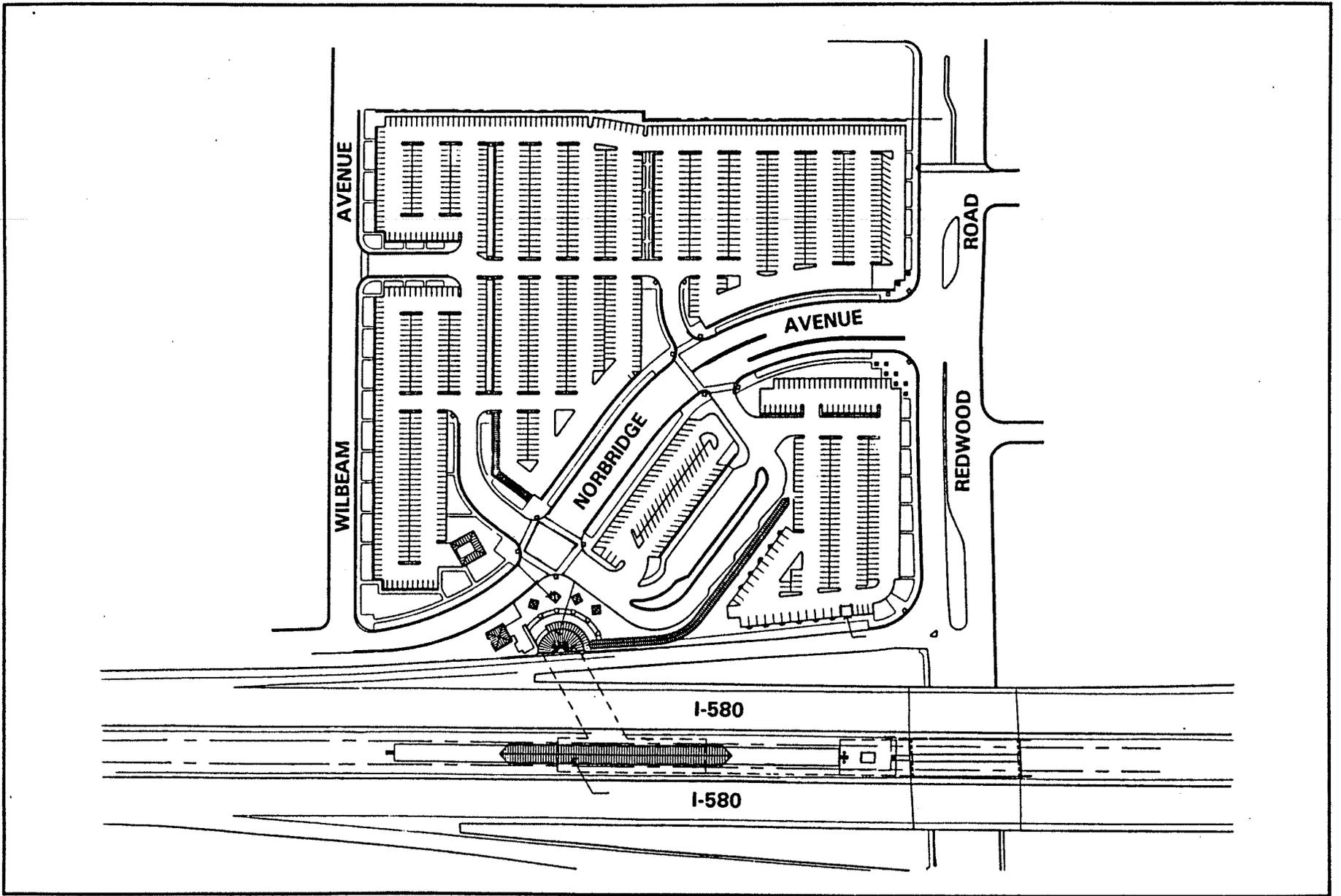


**AREA INFORMATION**

- 12.92 acres
- 14 parcels
- Bart Station Site/Office/High Density Residential Joint Development
- Pedestrian-oriented

**SUB AREA 8**

FIGURE 14



**BART STATION AREA SITE PLAN**

**FIGURE 15**



Avenue on the west, the southern boundary of the residential development along Wilbeam and Redwood Courts on the north, and Subarea 9 on the east, and does not include the Redwood Road frontage. It covers 12.92 acres in fourteen parcels.

Current land use is the former Norbridge School and single family residences and duplexes along Wilbeam Avenue. The Herrick/Strobridge house, a State Point of Historical Interest, is located on Wilbeam Avenue toward the north end of the subarea. The school includes the site of an old elementary school building formerly used by the Castro Valley Unified School District for its offices, parking areas, and playing fields. The School District also operated a special education school on Wilbeam Avenue as well as its corporation yard. All of the subarea is now owned by the Bay Area Rapid Transit District and is scheduled for development as the BART station parking lot.

Development Objectives: This subarea constitutes the major portion of the BART station parking area, for which design plans are currently being developed. It is possible that there will be joint development with the BART District in the future; when this is done, the station area must be developed in a manner consistent with its location adjacent to a major entrance to the community and the central business area. Policies for joint development are discussed in the design element of the plan, §VI.B.5.

Allowed Uses: The underlying use of the property is the Castro Valley BART station. If additional development of the property occurs Land Use Group C (Offices) (all types) and Land Use Group D (High Density Residential) uses are allowed. Public use facilities, such as community service offices, are specifically encouraged. In addition, other businesses which relate to the BART station are permitted, such as commuter service-oriented retail.

Design Policies: Design of any structure must reflect the subarea's location adjacent to a major community entrance. They must also relate to adjacent commercial development. The Wilbeam Avenue frontage must provide buffering for residential development across the street. Redwood Road and Norbridge Avenue frontage shall be the location for joint development that includes retail and office uses. In addition, retail stores shall be visible from the station entrance.

This subarea includes the frontage along both sides of Redwood Road from the boundary of Subarea 7 (approximately four hundred feet south of Castro Valley Boulevard) south to the I-580 freeway. It is a major entrance from the freeway and from Redwood Road south of I-580 to the downtown area and to the community. It links the BART station and the freeway ramps to the central core area. It includes approximately 13.02 acres in twenty-seven parcels.

**Subarea 9: Lower Redwood Road -  
Retail/Office**

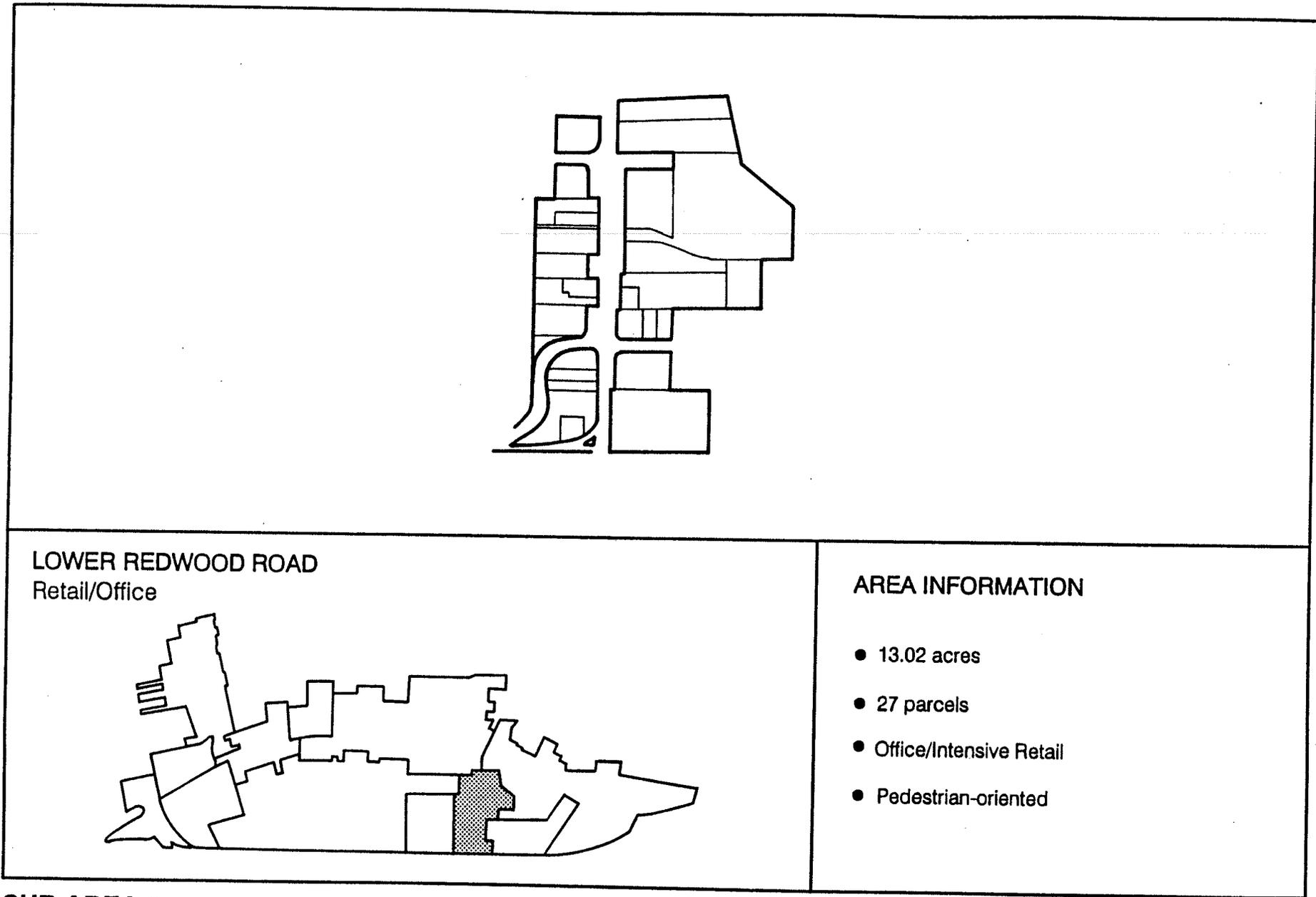


FIGURE 16

Current uses include one new large office complex, Castro Valley Plaza, and a number of smaller freestanding commercial and office buildings. There are several Food Service Outlets, a miniwarehouse, a mortuary, and a large number of offices, but few retail outlets. The west side of Redwood Road from about 730 feet north of the freeway to the onramp is owned by the Bay Area Rapid Transit District and is to be used as part of the parking lot for the Castro Valley BART station. A small number of businesses have access from Pine Street. There are three parcels on Pine Street, close to Redwood Road, which are planned for commercial use but remain used for residences. Redwood Road is the major north/south community thoroughfare.

Development Objectives: Development in this subarea shall reflect its location along a major entrance artery to the community and its downtown area, and must present an appealing streetscape as one enters the community. Development must also reflect its proximity to the BART station and be oriented towards linking the BART station and the downtown area. The entire Redwood Road frontage, including that of the BART station, should eventually be developed in a manner consistent with these goals. To the extent that the BART property remains as a parking lot, the frontage shall reflect these objectives.

Allowed Uses: Land Use Group A (Intensive Retail) and Land Use Group C (Offices) (all types) uses are allowed in the subarea. The latter is specifically encouraged, particularly on larger or consolidated parcels. Public facilities are specifically encouraged in the subarea as part of joint development of the BART property. Land Use Group B (Low Volume, Predominantly Motor Vehicle-Oriented Retail and Service Commercial, Wholesale Commercial, and Industrial) uses are allowed to the extent that they are compatible with the development objectives and design policies of the subarea. Businesses which would be compatible with or profit from proximity to the BART station, such as service businesses, are specifically encouraged to locate in this area. In particular, convenience shopping, including cleaners, florists, gift shops, etc. are encouraged adjacent to the BART station. Higher density residential development is also encouraged within larger scale projects as a secondary use.

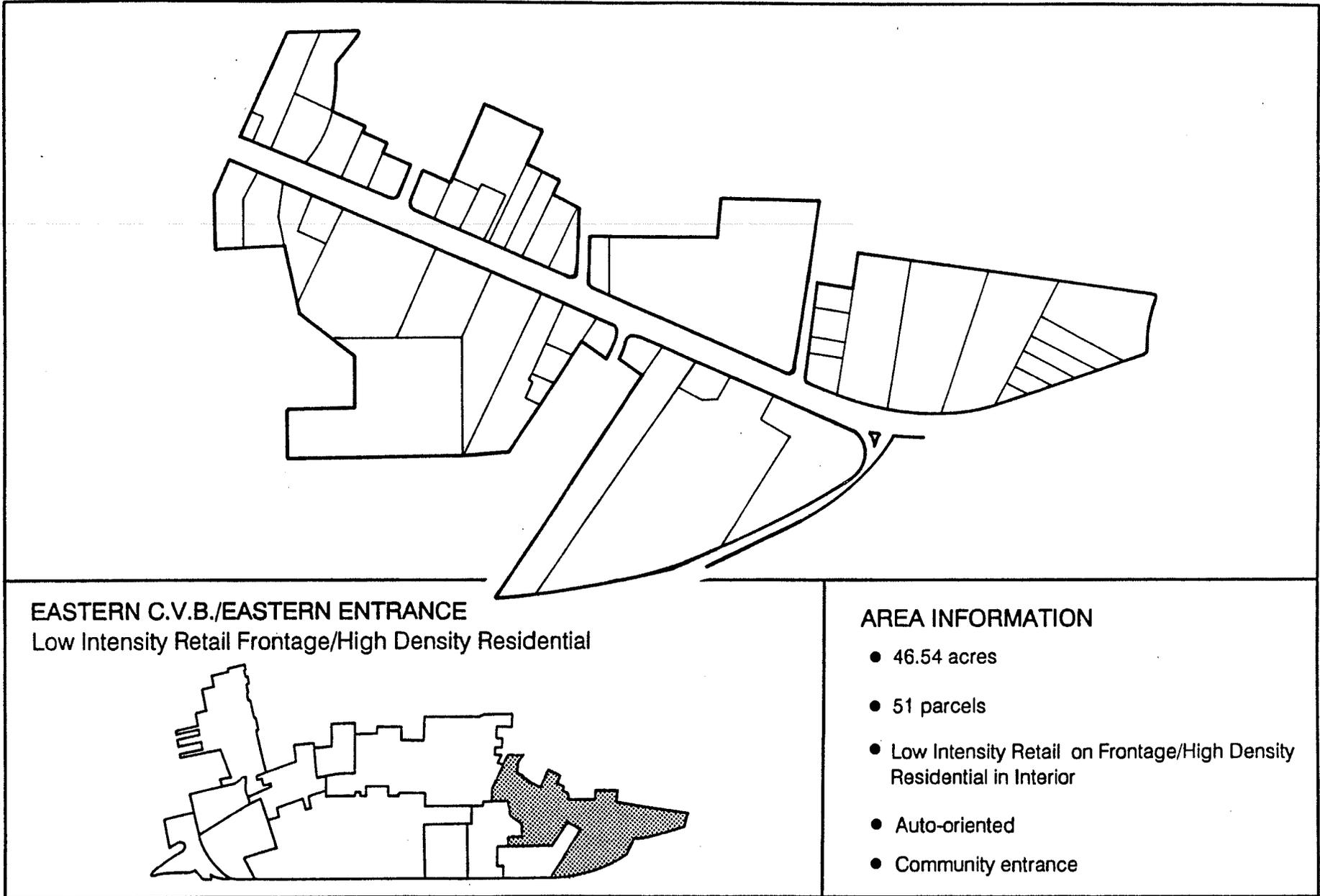
Design Policies: New construction shall be primarily pedestrian/street oriented with building frontage along the street line. Existing buildings can be modified or expanded, but this must be done as much as possible to be consistent with new construction. Parking should not be an intrusion onto the streetscape. Pedestrian access to the BART station area is part of the design consideration for the properties in this subarea. Specific design policies for BART joint development are in §VI.B.5.

**Subarea 10: Eastern Castro Valley  
Boulevard/Eastern Entrance -  
Low Intensity Retail Frontage/  
High Density Residential**

This subarea consists of the properties on both sides of Castro Valley Boulevard from but not including the parcels on the corner of Redwood Road east and south to the Plan Area boundary at I-580 and Center Street. It also includes the properties fronting on Marshall Street north to the Plan Area boundary, but does not include properties on other side streets which do not also have frontage on Castro Valley Boulevard. It is a major entrance to the community from the freeway, and the major eastern entrance to the downtown area. It includes approximately 46.74 acres in fifty-two parcels. Three parcels totalling approximately 0.46 acres now used for commercial purposes on Marshall Street are being added to the Plan Area.

This subarea is developed with a wide range of commercial and residential land uses, primarily land extensive. Approximately 15.81 acres are devoted to seven mobile home parks; this constitutes 96.6% of the land and 94 percent of the spaces in mobile home parks in the Castro Valley area. Major businesses include the Payless and Longs Drug stores, which, with the mobile home parks, represent just over half of the land in the subarea. Other businesses include Food Service Outlets and Full Service Restaurants, bars, offices, and miscellaneous auto-oriented development. The Castro Valley Sanitary District offices are located on Marshall Street, just north of Castro Valley Boulevard. There are two major residential projects in the area: a recently approved and constructed twenty-two unit condominium project on 1.33 acres between Yeandle and Forest Avenues (the former Inadomi Nursery) and an older 28 unit apartment complex on 1.89 acres east of Marshall Street. There are other older residences in the subarea, both single family and multiple. An apartment project of 157 units was approved on a 3.92 acre parcel to the rear of Longs, with access to Redwood Road. This was not built, and the approval expired. This remains the largest vacant parcel in the Plan Area. An extension of Norbridge Avenue from the BART station east and north to Castro Valley Boulevard in the vicinity of Forest Avenue, parallel to Pine and Aspen Streets, is proposed to run through the subarea.

Development Objectives: The Castro Valley Boulevard frontage is to be reserved for and maintained in commercial development. High density residential development is allowed and encouraged to the rear of parcels where it will support Plan goals and policies. Commercial development in the subarea may be land-extensive and auto-oriented and may not include establishments which are more properly located in more intensive pedestrian-oriented retail areas. Development may include businesses which support existing or proposed high density residential development in the area. New residential development shall be at a density which reflects its proximity to the community center. The residential area to the north outside the Plan Area is to be protected from any impacts from commercial development. The 3.92 acre parcel behind Long's Drug Store and Castro Valley Plaza is the largest undeveloped parcel in the Plan Area. Development on this parcel must take advantage of its potential impact on the community, including its location near the BART station and freeway access, and adjacent to the commercial core. Low intensity develop-



**SUB AREA 10**

FIGURE 17

ment on this parcel is not consistent with the goals and policies of this Plan and this subarea, and therefore is strongly discouraged. Mixed use projects that include housing or public sector facilities are encouraged.

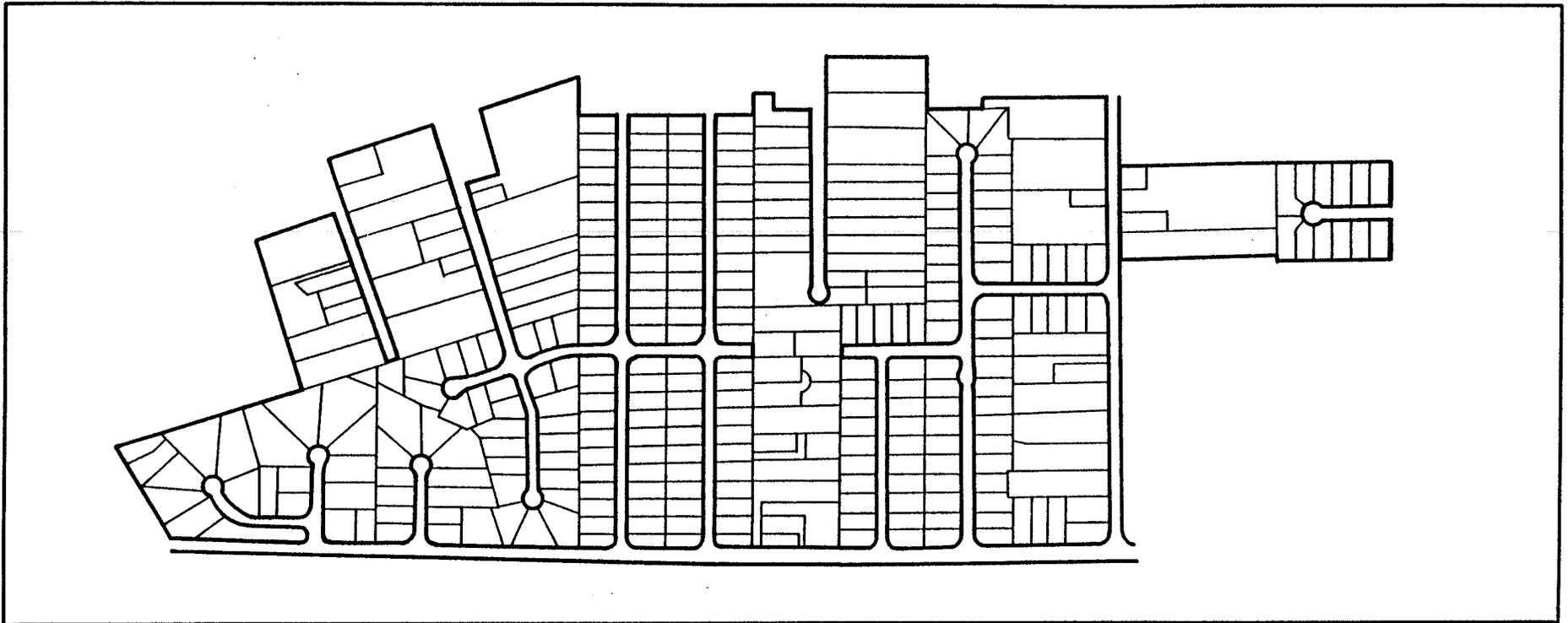
Allowed Uses: Land Use Group B (Low Volume, Predominantly Motor Vehicle-Oriented Retail and Service Commercial, Wholesale Commercial and Industrial) uses are allowed throughout the area, and only this type of use is allowed along the Castro Valley Boulevard frontage. Land Use Group D (High Density Residential) uses are allowed to the rear of this or above commercial development located along the frontage. Convenience Markets or other Neighborhood Commercial uses are allowed in this Subarea to the extent that they are oriented to the residential development. Land Use Group A (Intensive Retail) uses are prohibited in the subarea unless the specific use can be found consistent with the development objectives of this subarea and with overall Plan policies.

Design Policies: Development in this subarea is generally auto-oriented, and individual developments are allowed. Parking can be located on the side or front of the property provided there is a landscaped buffer zone along the street frontage. Residential development must have pedestrian access to Castro Valley Boulevard.

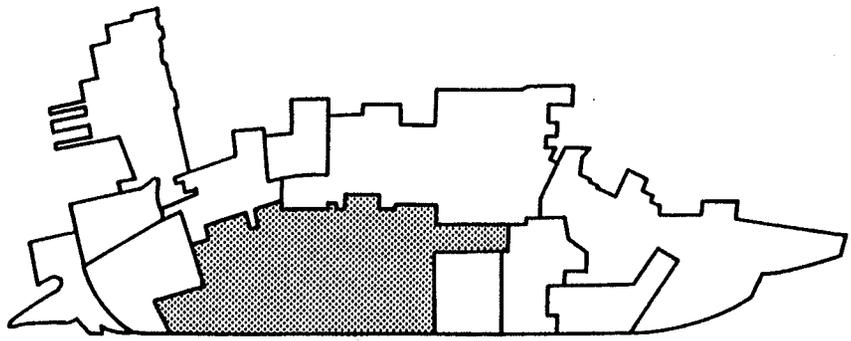
#### Subarea 11: North of Freeway - Residential

This subarea is physically separated into two parts by Subareas 8 and 9 along Redwood Road. It consists of the parcels historically zoned for residential development between Castro Valley Boulevard and the I-580 freeway plus a few parcels formerly zoned for commercial development but developed as residential. The eastern portion includes the area along Pine, Aspen, Elm, and Juniper Streets; the western portion includes the area along Redwood Court (not including the Redwood Road frontage), Wilbeam Avenue and Court, Ashfield and Dawe Avenues, Chester Street, San Miguel and Nunes Avenues, Rutledge and Baker Roads, Kerr Street, Norbridge Avenue, and Walker, Tyee, and Cohoe Courts. It includes in total approximately 73.92 acres in 413 parcels, 9.39 acres in seventy-seven parcels east of Redwood Road and 64.53 acres in 336 parcels to the west. Of this area, 2.99 acres in seven parcels, along Rutledge and Baker Roads and at the northern end of Aspen Avenue was included in the 1983 Plan Area.

Just over half of this subarea is developed with homes on conventional 5,000± square foot single-family parcels. There are a few multiple density developments along Wilbeam Avenue, Chester Street, and Baker Road, and duplexes along Ashfield Avenue, Kerr Street, and Wilbeam Avenue. For the most part the single-family parcels are close to the 5,000 square foot minimum requirement for residential parcels; a few are over 10,000 square feet and could be subdivided. The single family areas are older but generally well kept up and appear fairly stable; there is a slow but steady



**NORTH OF FREEWAY**  
Residential

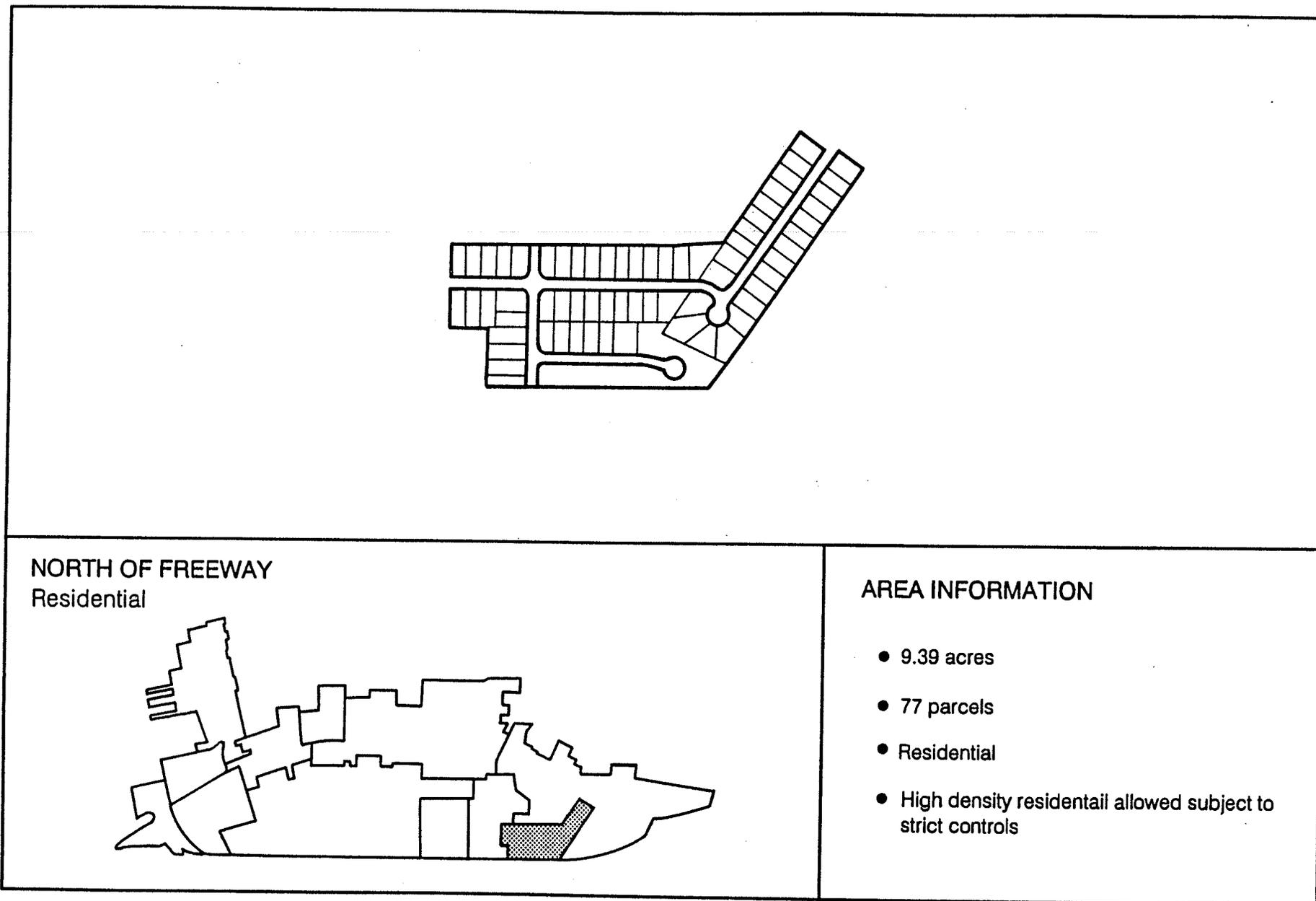


**AREA INFORMATION**

- 64.53 acres
- 336 parcels
- Residential
- High density residential allowed subject to strict controls

**SUB AREA 11, WEST**

FIGURE 18



NORTH OF FREEWAY  
Residential

**AREA INFORMATION**

- 9.39 acres
- 77 parcels
- Residential
- High density residential allowed subject to strict controls

**SUB AREA 11, EAST**

FIGURE 19

trend towards increased densities in the multiple areas. The only non-residential developments in the area are the Moose Lodge on a 1.41 acre parcel on Rutledge Road, a plumbing yard on 0.22 acres just across the street, and an auto repair/storage yard between Rutledge and Baker Roads.

The bulk of this subarea was not included in the 1983 Plan Area, and remained subject to conventional zoning. Twelve parcels along Redwood Court (1.68 acres) were zoned R-3 (Four Family Residence). Along Wilbeam Avenue, seven parcels (4.64 acres) were zoned R-S-D-15 (Suburban Residence, 1,500 square feet m.b.s.a. per unit), one parcel (0.51 acres) was zoned R-S-D-20 (Suburban Residence, 2,000 square feet m.b.s.a. per unit), thirteen (4.01 acres) were zoned R-S-D-25 (Suburban Residence 2,500 square feet m.b.s.a. per unit) or in a PD (Planned Development) District based on the R-S-D-25 District, and two (0.28 acres) were zoned R-2 (Two Family Residence). Fifty-two parcels on Ashfield Avenue and on Kerr Street between Ashfield and Wilbeam Avenues (6.55 acres) were zoned R-2. The twenty-four parcels (7.19 acres) on Chester Street were zoned in a PD (Planned Development) District allowing development subject to R-S-D-25 District regulations with modifications, except for one on which is allowed a density of 2,200 square feet per unit. Three parcels (2.76 acres) on the east side of Baker Road were zoned R-S-D-20, another four parcels (1.09 acres) were zoned R-S-D-25, six parcels between Rutledge and Baker Roads (2.29 acres) were zoned R-4 (Multiple Residence), and one, the Moose Lodge parking lot (0.49 acres), was a PD based on the R-1 District. Another five parcels (2.76 acres) on Rutledge and Baker Roads were included in the 1983 Plan and designated Land Use Group E. The remainder of the parcels west of Redwood Road (206 parcels, 30.28 acres) were zoned R-1-CSU-RV (Single Family Residence, Conditional Secondary Unit, Recreational Vehicle Regulation). All the parcels east of Redwood Road not included in the 1983 Plan (seventy-five parcels, 9.16 acres) were zoned R-1-CSU-RV. Two parcels on Aspen Avenue just south of the parcels at the corner of Castro Valley Boulevard were included in the 1983 Plan. The parcel on the east side of the street (0.12 acres), was designated Land Use Group A, that on the east Land Use Group B (0.11 acres).

**Development Objectives:** The development objective for this subarea is bipartite: to maintain the integrity of the single family areas so long as feasible and appropriate, but to provide for orderly development at higher densities if and when there is demand to do so. As described above, this is primarily a well-maintained area of stable single-family houses and duplexes, with some areas of higher density residential development. However, once the BART station is built east of Wilbeam Avenue, there will be pressure to increase residential densities in the surrounding areas. This is an appropriate use of land next to a facility such as a transit station, and also close to the downtown area. However, higher density residential development must be designed to protect the remaining single family areas to the maximum extent possible until the majority of the owners in an area wish to convert to higher densities. Development at higher densities must be done only on lots which are large enough to accommodate the higher density in an efficient manner. Good high density devel-

opment is very difficult to achieve on lots as small as the vast majority of those in the area. For this reason, higher density development will not be allowed except on parcels large enough to support it. This may require that smaller parcels be consolidated into parcels of appropriate size and shape. In addition, isolated higher density development will not be allowed; property will not be considered for higher density development unless it is adjacent to existing higher density residential or commercial development or the BART station. To the extent possible, new higher density development must be designed to complement and be compatible with adjacent development of any type. Persons interested in high density development are strongly encouraged to contact the County Planning Department early in the planning stage to ensure that their proposal meets policies for the area.

**Allowed Uses:** Residential uses are allowed in this subarea as follows: Single family residences subject to the provisions of the R-1 (Single Family Residence) District and -RV (Recreational Vehicle Parking) Combining District are allowed throughout. Duplexes or two single family residences subject to the provisions of the R-2 (Two-Family Residence) District are allowed on properties along Ashfield Avenue and Kerr Street, which were formerly zoned in that District. High density residential uses, subject to the provisions of Land Use Group D (High Density Residential) are allowed on properties along Redwood Court, Wilbeam Avenue, Chester Street, Rutledge Road, and Baker Road within 760 feet of Castro Valley Boulevard, which were formerly zoned in an R-3 (Four Family Residence), R-4 (Multiple Residence) District, the various R-S (Suburban Residence) Districts, or a PD (Planned Development) District based on the R-S District, or classified in Land Use Group E (High Density Residential) by the 1983 Plan. Where there is one and only one dwelling unit on the property, a secondary dwelling unit is allowed, subject to the provisions of the -CSU (Conditional Secondary Unit) Combining District, including obtaining a Conditional Use Permit. Existing uses, to the extent that they are legal, conforming uses at the time of adoption of the plan, remain legal, conforming uses under the plan designation and are not subject to regulations dealing with Nonconforming Uses.

In addition to the areas designated above for R-3, R-4, R-S, and Land Use Group D development, Land Use Group D development is allowed throughout the subarea where all the following conditions are met:

- The property proposed for development is contiguous for least seventy-five percent (75%) of at least one continuous major property line (which represents at least twenty-five percent (25%) of the total circumference of the property), not including the street frontage, to existing high density residential or commercial development or the BART station, or has at least two

adjacent street frontages (i.e. be a corner lot) and is contiguous as indicated above or adjacent across the street (not diagonally) to high density residential or commercial development or the BART station; and

The property proposed for development is a regularly shaped parcel (generally rectangular, with a low width:depth ratio, generally 1:2 or lower) at least 20,000 square feet in area, and does not leave an isolated parcel which cannot meet these requirements; and

It has been determined on the basis of an initial study that there will be no adverse impacts on surrounding development, including but not limited to traffic, visual, noise, privacy, or others, or that such impacts can be mitigated to an acceptable level and such mitigation measures are incorporated into the project through a mitigated negative declaration or environmental impact report.

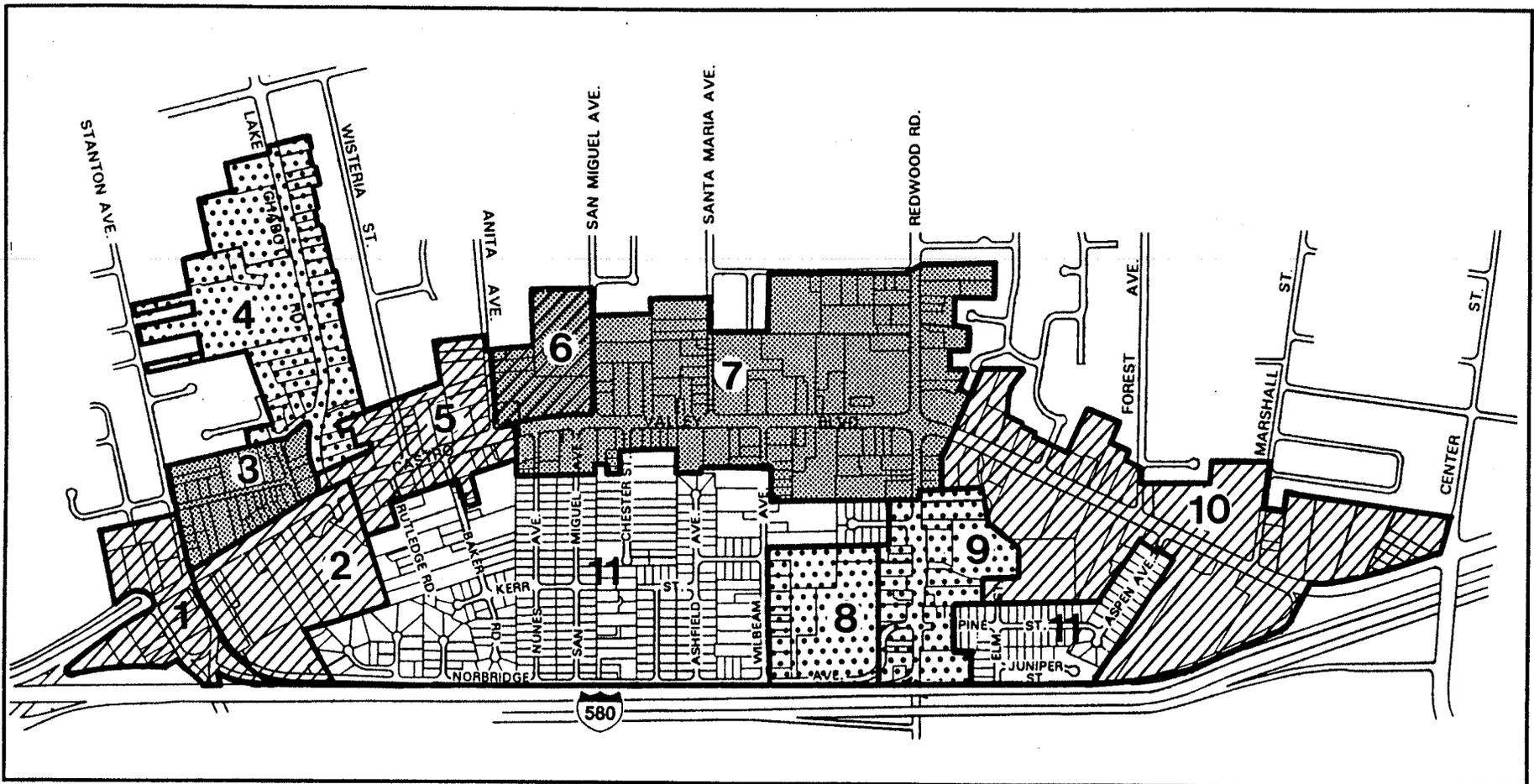
The actual density of the development shall be determined through Site Development Review.

Limited Neighborhood or Convenience Commercial development is allowed to the extent that it serves the adjacent residential areas.

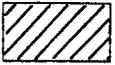
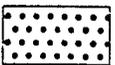
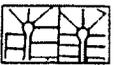
Design Policies: The design of high density residential development or convenience commercial must be practical and reasonable for the site; where the new development abuts single family residences the site design must minimize impacts on adjacent residences through setbacks, height limitation and step backs, etc. unless it appears likely that the abutting property will convert to high density residential or commercial development in the near future. To the extent possible, new high density residential development should be designed to allow for expansion onto or coordination with development of adjacent properties, particularly in provision of access and parking.

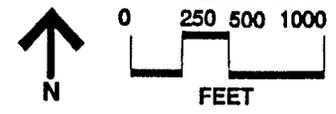
Land Use Group A: Intensive Retail Commercial: This classification includes commercial establishments which require and/or benefit from clustering, have a high business floor area:land area ratio, high customer volume, and are primarily pedestrian rather than motor vehicle-oriented. There will almost always be a high business establishment:land area ratio. The businesses complement and supplement each other, and together induce a higher total sales and customer volume than if they were located individually throughout a larger area. Except in extraordinary cases, buildings are to be connected, adjacent, or quite close to each other, and not separated by parking, drive-ways, and other barriers to pedestrian movement.

### 3. LAND USE GROUP DEFINITIONS



**PRIMARY LAND USE CATEGORIES**

-  Intensive Retail Commercial
-  Low Volume Auto-Oriented Commercial, Wholesale and Industrial
-  Business or Medical Office and Retail or Residential
-  Residential



**FIGURE 20**

CASTRO VALLEY CENTRAL BUSINESS DISTRICT SPECIFIC PLAN  
 Alameda County Planning Department, 1992

In certain locations within the core area, offices may be appropriate, either as secondary uses on upper floors or to the rear of buildings. This would leave the ground level sidewalk frontage for retail uses which have a greater need for exposure to attract business. The exception to this is the allowance of offices such as travel agencies or real estate offices, which depend on prime frontage for exposure to a far greater extent than other types of offices and thus are similar to retail businesses. All low intensity development is excluded from this classification.

Uses allowed in Land Use Group A include but are not limited to:

- |  |  |
|--|--|
| Full Service Restaurants   | Arts, crafts, hobby shops                                  |
| Cocktail lounges   | Antique stores   |
| Liquor stores  | Pharmacies   |
| Food Stores (other than Supermarkets or Convenience Markets), e.g. butchers, bakeries, health food stores, delicatessens, etc. | Financial institutions                                     |
| Department stores  | Type C1 Offices  |
| Clothing stores  | Business support services                                  |
| Jewelers   | Photocopying services                                      |
| Sporting goods   | Electronics, video, or computer sales and rental           |
| Gift shops   | Video sales and rental (not walk-up window service)        |
| Toy stores   | Barber/beauty shops  |
| Book stores  | Tailors  |
| Music and musical instrument stores  | Laundry or dry cleaning agency (not self-service or plant) |
| Camera shops   | Hardware (not including lumber and nursery supplies)       |
| Paper products (cards, stationers/party supplies)  | Auto part stores (not service or installation)             |
| Florists   |  |

Uses excluded from this group include:

- |                          |   |
|--------------------------|---|
| Supermarkets             | Land Use Group B uses, except as may be specifically allowed in the Subarea |
| Convenience Markets      |   |
| Auto-Oriented Businesses |   |

Uses which may be allowed, depending on factors such as the design of the development, the specific characteristics of the use, and consistency with the development objectives of the subarea in which it is proposed, include:

Type C2 and C3 Offices (as second story or rear uses)  
Food Service Outlets  
Furniture and appliance stores  
Self service laundry or cleaners  
Food Delivery Services

Indoor Recreation Facility  
Schools (dance, driving, etc.)  
Super Drug Stores  
Repair shop for cameras, shoes, watches, household appliances, etc.

Except for Outdoor Businesses, outdoor seating for service or consumption of food, or occasional promotional activities, all business activity for establishments in this group must be conducted within an enclosed building. Exceptions to this requirement may be made through Site Development Review upon a finding that it is consistent with the development objectives and design policies of the subarea and with overall Plan policies and requirements. Examples of possible exceptions include outdoor display of flowers at a florist shop, outdoor newspaper racks at a newsstand, or outdoor book racks at a bookstore.

**Land Use Group B: Low Volume, Predominantly Motor Vehicle-Oriented Retail and Service Commercial, Wholesale Commercial, and Industrial:** This classification includes commercial uses which meet most, but not necessarily all, of the following criteria: They are typically land extensive (having a low floor area:land area ratio), are not pedestrian-oriented but predominantly auto or truck-oriented, and are generally the focus of a single purpose trip. They benefit from easy access to major arterial roads and freeways. They may provide a service such as food, gas, or lodging to transient roadway users or provide service of products at retail which requires fast delivery. They may require outdoor storage of materials and/or vehicles. They are often are not compatible with residential development because of high noise, dust, odor, and fume levels, higher hazard risk, and aesthetic conflicts, nor should they be mixed with intensive retail commercial development. Some businesses which fall in this category have a high customer volume, but in most other aspects of their operation meet the above criteria. Intensive retail uses are excluded from this classification. (This group combines Land Use Groups B and C from the 1983 Plan)

Uses allowed in Land Use Group B include but are not limited to:

Food Service Outlets	Furniture and appliance sales/repair/service
Full Service Restaurants	Printers/engravers
Supermarkets	Publishers
Super drug stores	Wholesale uses
Laundry or cleaners (self-service, agency, or plant)	Manufacturing uses
	Research and development

Distribution facilities  
Car wash  
Auto sales  
Auto-Oriented Businesses  
Auto Service Center

Equipment sales and rental  
Lumber yard  
Contractor's yard  
Nurseries  
Motels

Uses excluded from this group include:

Offices (other than offices ancillary to an allowed use)

Land Use Group A uses except as may be specifically allowed in the Subarea

Uses which may be allowed, depending on factors such as the design of the development, the specific characteristics of the use, and consistency with the development objectives of the subarea in which it is proposed, include:

Convenience Markets or other Convenience Commercial which is neighborhood serving

Food Stores  
Carwash  
Type C2 and C3 offices

No land use or structure will be allowed which does not conform to the performance standards of the M-P (Industrial Park) District in the Zoning Ordinance.

**Land Use Group C: Offices:** This classification includes offices of all types, but not financial institutions. It is further divided into three types: those which are similar in nature to retail businesses; those which have limited and regular public contact; and those which have no public contact. Offices which are clearly accessory to another use on the same premises, such as the administrative office for a store, are allowed as part of that use and regulated accordingly. (This is the former Land Use Group D from the 1983 Plan)

The various types of offices are defined as follows:

**Type C1 Offices** are similar in nature to a retail outlet in that they have an unscheduled and uneven client flow and may have peak times that make higher demands on traffic and parking. They may depend to a large extent on walk-in traffic and therefore need frontage or other prominent locations to attract a clientele. They can compliment other retail outlets.

Type C1 Offices include but are not limited to:

Real estate office  
Travel agency

Insurance broker or agency

Type C2 Offices have a fairly even and predictable flow of clients throughout a time period. Business is generally done by appointment only, but there may be some drop-in traffic.

Type C2 Offices include but are not limited to:

Medical  
Dental  
Law  
Accountants  
Tax service

Counselling  
Investment  
Veterinarians  
Medical labs  
Dental labs

Type C3 Offices are those which have virtually no public contact; customer business is generally by appointment. There is typically a set number of employees who arrive at the start of a work shift and leave at the end, and may be in and out during the day on business.

Type C3 Offices include but are not limited to:

Headquarters offices

Staff support offices

Uses excluded from this group include:

Financial institutions

Type C1 Offices are included in the definition of Land Use Group A, and are governed by those regulations. Except in areas where office development is designated a primary use, where Type C2 and C3 Offices are allowed they are to be located on the upper floors or to the rear of buildings, allowing retail businesses to occupy prime sidewalk frontage.

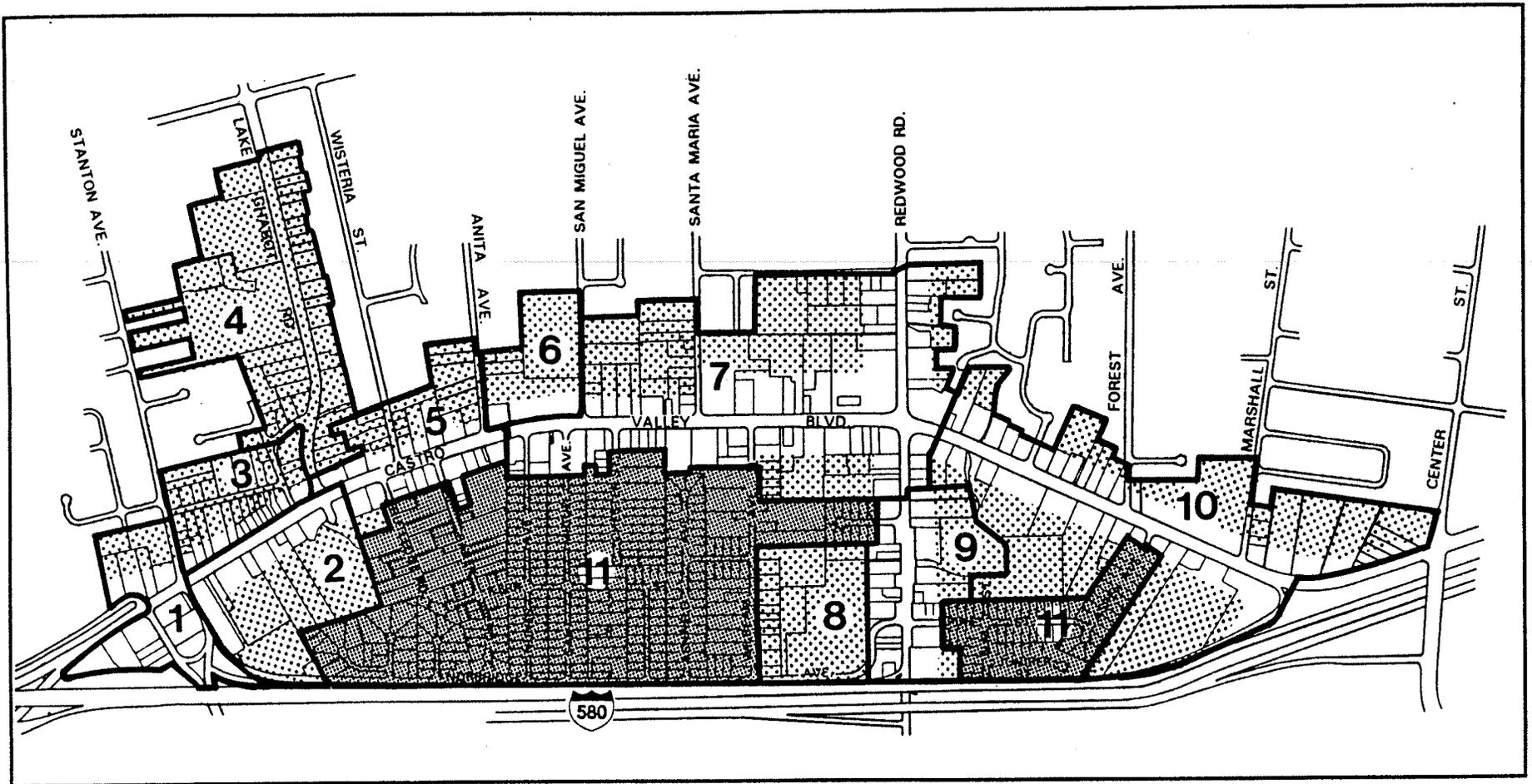
Land Use Group D: High Density Residential: This classification includes high density residential development, generally in the twenty to forty unit per acre range. Higher and lower densities are permitted where there is justification. This type of development, particularly at the higher end of the range, should be located directly adjacent to the commercial core where residents are able to

walk for basic commercial and service needs. It is also appropriate at other locations not suited for commercial development. It may be allowed on upper stories over commercial development, or on the rear portions of larger parcels as part of a mixed use development. It is not to be located on primary commercial frontage, such as along Castro Valley Boulevard or Redwood Road, but may be allowed on lots which front on these streets so long as the frontage is retained in appropriate commercial development. Due to the proximity to the shopping area and to public transit along Castro Valley Boulevard and Redwood Road, and also the possibility of common parking with commercial development, the parking requirement is determined through Site Development Review and may be lower than that required by the Zoning Ordinance. Emphasis is placed on smaller units for the elderly, lower income, and households without children, but units attracting more typical households are not discouraged. (Group D is the former Land Use Group E from the 1983 Plan.)

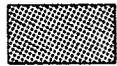
Uses allowed in Land Use Group D include but are not limited to:

- |   |                            |
|---|----------------------------|
| Residential development, generally at a density of at least twenty units per acre | Congregate care facilities |
| Housing specifically targeted for the elderly, regardless of income               | Affordable housing         |
|   | Daycare facilities         |

The actual density allowed on a particular parcel will depend on the size and type of the units, the size and location of the parcel, and parking needs. Larger lots are more conducive to higher density development. Therefore, except as otherwise specified under Subarea 11 policies, the minimum lot size for high density residential development shall be 10,000 square feet; parcels smaller than this are allowed a density of one unit per 5,000 square feet, subject to the provisions of the R-1 (Single Family Residence) District. Parcels between 10,000 and 20,000 square feet are allowed a density of one unit per 2,500 square feet; parcels over 20,000 are allowed a density of one unit per 2,000 square feet. Development at densities significantly lower than these must be found to be consistent with the development objectives and design policies of the specific subarea. Higher densities may be allowed where a development is substantially composed of units aimed at the elderly or handicapped, where units are mostly studios or one bedroom units, where the parcel is large enough that higher density development can successfully occur, where surface parking is minimized through parking structures, underground parking, etc., or where the development is immediately adjacent to the BART station or intensive commercial development. The actual density shall be determined through Site Development Review, development objectives of the subarea in which it is proposed, and other goals, policies, and regulations of this Plan. These density requirements do not apply to residential development in conjunction with a mixed use



RESIDENTIAL LAND USE



As Only Use



As Secondary Use

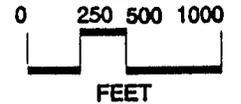


FIGURE 21

development; in such cases the density shall be set by Site Development Review as noted above. All high density residential development is subject to the requirements of the California Environmental Quality Act, and it is possible that an environmental impact report would be required as part of the project review.

Persons interested in high density development are strongly encouraged to contact the County Planning Department early in the planning stage to ensure that their proposal meets policies for the area.

a. Restaurants, Food Stores, and Food Service Outlets: This Plan divides outlets which provide food in any form to the public into six major categories: Supermarkets, Convenience Markets, Food Stores, Food Delivery Services, Full Service Restaurants, and Food Service Outlets. The first three are basically retail food outlets and deal primarily with the sale, rather than service, of food in a state which requires further preparation. The last two deal with sale and service of food in a ready-to-eat state. Food Delivery Services deal with sale of food in a ready-to-eat state, either picked up by or delivered to the consumer. The definitions are stated in full in the Glossary (Appendix A).

#### 4. SPECIAL ISSUES

The distinctions between the various types of retail food outlets are based on size, volume, and variety. A Supermarket is a large store which carries a large range of types of goods, and a large variety of brands and sizes within each type. It carries fresh meat and produce. It may also carry non-food items. A Convenience Market is a smaller store which carries a smaller range of types of goods, and a more limited variety of brands and sizes within each type. A Food Store carries a specific type of goods, but may have a large selection within that type. This includes stores such as butcher shops, fish markets, produce markets, etc. All of these stores may carry some food in a ready to consume state, but the emphasis is on consumption in the home or a home-like situation. Food Stores may have a few tables where one can eat, such as a bakery or delicatessen which provides coffee or other drinks, but the primary sales volume is from food for consumption off the premises.

The distinction between Full Service Restaurants and Food Service Outlets is based on how the food is prepared and served. A Full Service Restaurant is geared to preparation of meals on demand and serving the customer at the location on the premises where it is to be consumed in a fairly leisurely manner. The amount of seating directly corresponds to the ability of the kitchen to prepare food, although there may be some takeout service. A Food Service Outlet is geared to a faster turnover, which implies a large amount of prepreparation of food and more self-service. It assumes a relatively large takeout volume, and the amount of seating does not approach the ability of the kitchen to prepare food.

Supermarkets, by their nature, tend to be the object of a single-purpose trip. They also demand, if not need, large amounts of highly visible parking. This is inconsistent with Plan goals and policies regarding high density retail development. For this reason they are not considered intensive retail uses for the purposes of this Plan and are specifically not included in Land Use Group A. Unless otherwise specified in policies and regulations for individual subareas they are allowed only where Land Use Group B uses are permitted.

The two Supermarkets now located in Subarea 7, are Nonconforming Uses. They are allowed to continue subject to the regulations and policies dealing with Nonconforming Uses found in §5.j. below. However, no new Supermarkets are allowed in this area. Should either of the existing Supermarkets close, relocate or otherwise vacate their premises, the building may be occupied by a Supermarket to the extent that it does not exceed the operations and impacts of the previous Supermarket, unless the Supermarket use has been abandoned as described in §5.j., in which case the succeeding use must conform to the land use regulations of Land Use Group A and Subarea 7.

Convenience Markets, like Supermarkets, tend to be the object of a single purpose trip. By virtue of their size and nature they require considerably less parking. However, also by virtue of their size and nature they are more associated with convenience commercial serving residential neighborhoods rather than community-oriented shopping. For this reason they are not considered intensive retail uses for the purposes of this Plan and are specifically not included in Land Use Group A. Unless otherwise specified in policies and regulations for individual subareas they are allowed only where low intensity Land Use Group B uses are permitted, and only where they can be shown to serve a neighborhood shopping function. Castro Valley Boulevard frontage is to be reserved for community-oriented businesses; therefore no Convenience Market or other neighborhood-serving business is allowed on a parcel with frontage on Castro Valley Boulevard. In the Plan Area, Convenience Markets are not allowed as an adjunct to a service station, nor are they allowed to sell gasoline. However, as indicated in the Glossary, a Service Station may sell a small range of food items so long as such sales are oriented to patrons of the auto aspect of the Service Station.

The two Convenience Markets in the Plan Area conform to Plan policy. The existing Service Station/Convenience Markets are Nonconforming Uses and are allowed to continue subject to the regulations and policies dealing with Nonconforming Uses found in §5.j. below. Should either the Service Station or Convenience Market aspect, or both, be abandoned as described in §5.j., the succeeding use must conform to the land use regulations of Land Use Group B and of the Subarea in which it is located. Any other business to occupy the premises must conform to land use and design policies and regulations of this Plan.

Food Stores tend not to be the object of a single-purpose trip but rather one of a number of stops on a general shopping trip, and thus complement other retail businesses. For this reason they are included in Land Use Group A and allowed but generally discouraged in Land Use Group B areas in order to concentrate such businesses in the intensive retail area.

Food Delivery Services either do not involve customer traffic or have minimal customer traffic. Where they do involve customer traffic, it is often a single purpose trip. Since they do not encourage pedestrian trade, they are not specifically included in Land Use Group A but may be allowed depending on specific circumstances. They are allowed in Land Use Group B areas, subject to subarea policies.

Full Service Restaurants, although they are often the object of a single-purpose trip, complement intensive retail development in that their hours of peak volume generally correspond to hours of low volume for other retail businesses and therefore parking facilities can be shared rather than duplicated. In addition, the Full Service Restaurant may draw patrons who will patronize adjacent retail outlets before or after the meal, but who would otherwise not be in the area. Therefore, Full Service Restaurants are allowed throughout the Plan Area and are strongly encouraged in the intensive retail areas. They may involve some takeout, or even delivery service, but this is a minor portion of their business volume.

Food Service Outlets take many forms with different attributes, and are allowed throughout the Plan Area subject to the following restrictions:

- When located in a center, the appearance of the outlet shall be consistent with that of the center. The appearance of outlets located outside of centers shall be consistent with the design principles stated in the Plan and subarea policies. The corporate image of the individual franchises shall be minimized, including the design of signs, logos, facade architecture, and lighting. In the case of an outlet in a center, the facade architecture and signage shall be governed by and shall not deviate from the standards set by the Site Development Review for the center. For purposes of this section, Food Delivery Services shall be considered Food Service Outlets.
- Food Service Outlets shall not comprise over 20% (twenty percent) of the gross leasable area of shopping centers under 25,000 square feet in area; 15% (fifteen percent) of the gross leasable area of shopping centers between 25,000 and 50,000 square feet in area or 5,000 square feet, whichever is greater; or 10% (ten percent) of the gross leasable area of centers over 50,000 square feet in area or 7,500 square feet, whichever is greater. For purposes of this calculation, the total area allowed shall be based on the total floor area of the center, rather

than the floor area of each individual building making up the center, and the outlets may be located in any building within the center. Food Service Outlets shall not comprise over 15% (fifteen percent) of the gross leasable area of a block of independently owned or operated, but physically attached buildings or contiguous parcels. For purposes of this section, Food Delivery Services shall be considered Food Service Outlets.

- All transactions shall occur within the individual shop. Drive-up and walk-up windows are not permitted.
- Each outlet shall provide seating area for patrons wishing to consume their food items on the premises.
- The operators of a Food Service Outlet and the owner/manager of the shopping center in which it is located are jointly responsible for policing trash collection within a reasonable radius of the outlet.

Where allowed in Land Use Group A, the following additional restriction applies:

- New outlets shall be located within existing or proposed shopping centers or within a block of attached buildings within the downtown area, and not in free-standing buildings.

Where allowed in Land Use Group B, the following additional restriction applies:

- New outlets may be located within existing or proposed shopping centers, within a block of attached buildings, or may be in free-standing buildings.

Other restrictions as may be set out in the Subarea or elsewhere in this Plan may apply as well.

The existing Food Service Outlets in the Plan Area, to the extent that they do not meet these policies and regulations, are Nonconforming Uses and are allowed to continue and expand subject to the regulations and policies dealing with Nonconforming Uses found in §5.j. below. Should any of the existing outlets close, relocate, or otherwise vacate their premises or discontinue the use the building may be occupied by another Food Service Outlet within thirty days. However, in such case the operation must be brought into conformance with the policies and regulations of this Plan to the maximum extent possible. This shall include elimination of driveup or walkup windows, closure of extraneous curb cuts, bringing signage into compliance, provision of seating, landscaping, etc. It shall not include major structural changes to the building, but may include cosmetic changes to the facade. However, if the new owner proposes major structural changes, all modifica-

tions must be consistent with Plan policies and, depending on the magnitude of the proposed changes, the entire structure may be required to be brought into conformance. Should the outlet remain vacant for more than thirty days, any subsequent business that occupies the premises must conform to all land use and design requirements of the Plan and the subarea. For purposes of this section, change of ownership of the franchise or corporate ownership change shall not be considered vacation of the premises or discontinuance of the use, nor shall closure for repair or remodeling so long as reasonable progress is being made. Change from one corporate franchise to another, or from independent operation or ownership to franchise or vice versa shall be considered vacation of the premises. Also, physical possession of the premises for internal renovation or application for and diligent pursuit of a Site Development Review or other permit for exterior modification shall constitute occupancy. Any business to occupy the premises other than a Food Service Outlet must conform to all land use policies and regulations of this Plan. The policies in this section are in addition to those in §5.j. below and, where they differ, supersede them.

b. **Mobile Home Parks:** Most of the existing mobile home parks meet the definition of Land Use Group D (High Density Residential) development. They also provide 350 units of low cost housing which cannot be easily moved or replaced. However, to the extent that they take up commercial frontage, they represent an underutilization of the land. They are also seen by many people as unattractive. For these reasons, the following policies apply to them. No new mobile home parks are allowed in the Plan Area. Expansion of existing parks onto adjacent properties is prohibited. Increase of density of existing parks is allowed, subject to Site Development Review, which shall ensure adequate landscaping and other upgrading of the facility to meet Plan policies to the extent possible. The Site Development Review shall set the maximum allowed density, but in no event shall it exceed thirty units per acre. Improvement of existing parks through landscaping, rehabilitation of structures or trailers, etc. is strongly encouraged. Redevelopment of the mobile home parks in whole or in part by either private or public means and conversion to commercial or high density residential development, consistent with Plan policies for the specific location, is allowed and encouraged, subject to provision of comparable replacement housing in the community for all residents who are being displaced and who desire it. As the loss of these units from the County's affordable housing stock would be a serious problem, such housing shall be dedicated as low cost housing for the maximum time period allowed unless otherwise provided under this Plan or by County ordinance or policy. Provision of owner-occupied housing rather than rental housing is encouraged. Replacement housing may be removal of the mobile home to another site in the park or to another park in the area, provision of a comparable mobile home on another site in the park or in another park in the area, or provision of conventional stick-built housing. Replacement housing may also be residence in the new development at a comparable cost, subject to provision of interim housing during construction of the new development. The move to replacement housing shall be at no cost to the resident. Replacement housing must be at least comparable in cost and

quality to that which is being converted. At the resident's option, replacement housing may consist of purchase of the mobile home for a fair market price plus costs of relocation, including moving, or other appropriate settlement as agreed between the resident and the developer and ratified by the County. These policies may be modified or superseded by a County-wide policy on mobile home park conversion.

c. BART Station Development: The area to be developed as the parking for the Castro Valley BART station shall be converted to a mixed use development as soon as may be economically and practically feasible. This shall be done by working with the BART District and private developers. Development shall include commercial development which relates to the station along the Redwood Road frontage, and either high density residential development or type C2 and C3 office development or other commercial development which relates to the station on the remainder of the site. Any parking structure constructed as a part of such joint development shall not front on Redwood Road. Joint development is discussed further in §VI.B.5. below.

d. Historical and Architectural Resources: Preservation of structures of architectural or historical significance can strengthen the downtown area by preserving or adding to its character. The Plan takes no position as to whether a particular structure has historical or architectural significance. However, the Plan supports preservation of the remaining structures which do have historical or architectural significance. The Plan strongly encourages official recognition of their significance by their placement on national, State, or local historical and/or architectural registers, and the County shall actively support such efforts. To the extent possible, development should preserve and enhance the remaining historically significant structures in the Plan Area through rehabilitation or restoration. Where possible such structures shall be adapted for new uses rather than razed for new construction. Rehabilitation shall preserve the historical or architectural integrity of the structure, subject to the provisions of §F. REHABILITATION AND REMODELLING of the Design Guidelines. The Planning Director may, through Site Development Review, waive requirements of the Plan where such requirements conflict with preservation of historical or architectural integrity of the structure and the proposal otherwise is consistent with or furthers the overall goals of this Plan.

## 5. ADDITIONAL LAND USE POLICIES

a. Standards: Height, yard, parking space (both size and number), and loading space standards shall be set by Site Development Review. Such standards shall be based on the Zoning Ordinance for the Corresponding District or type of use, except as otherwise dictated by the design element and overall policies of this Plan, but may be modified by the Site Development Review to the extent that they are consistent with the design element of this Plan and with the overall goals and policies of this Plan.

b. **Impacts on Adjacent Development:** Where commercial development is proposed for a property which abuts property planned or zoned for residential development there shall be ample buffering to protect the existing or future residential development from impacts of the commercial use, including but not limited to noise, dust, vibration, lighting, etc., such that these shall not exceed reasonably acceptable levels at the property line. This protection shall be ensured through Site Development Review or other procedures, and may include yards, landscaping, limits on hours of operation, stepping or locating buildings away from the property line, or other such measures. Where high density residential development abuts areas planned or zoned for low density residential development, or, as in Subarea 11, which are planned for high density but which are still in low density residential development, buffering shall be required commensurate with the likelihood of future high density development on the adjacent property. Buffering may also be required between commercial uses, where appropriate. No development shall be approved which has noise, light, or other similar impacts on adjacent or nearby residential or commercial development which cannot be conditioned or modified to reasonably acceptable levels. Land uses existing at the time of adoption of this plan which do not meet these policies are Nonconforming Uses.

c. **Determination of Land Uses:** The determination whether a particular land use is appropriate on a property shall be made by the Planning Director, either through review of an application for a business license or through Site Development Review. Determination shall reflect overall Plan goals and policies and the development objectives of the specific subarea in which the land use is proposed. Where more than one type of land use is allowed in a block or subarea, a determination of whether a particular use is appropriate at a particular location shall be based on compatibility with adjacent conforming development which can reasonably be expected to continue. Compatibility includes such factors as design and traffic generation.

d. **Business License:** In order to monitor business activity in the Plan Area, to ensure that land uses and development in the Plan Area are consistent with Plan policies, and to make business operators in the Plan Area aware of Plan policies and requirements, the Planning Director shall coordinate with the Tax Collector and other appropriate agency heads to adopt means to review business license applications for consistency with the Plan and to inform potential business operators of Plan requirements regarding land use, building and site design, signage, etc. It shall be the sole responsibility of the Planning Department to enforce Plan policies.

e. **Site Development Review:** Except as may be specifically exempted by the Plan, all new construction, expansion, or remodeling which involves changes to the facade of an existing building and which requires a building permit is subject to Site Development Review as provided under §8-95.0 et seq. of the Zoning Ordinance except as herein provided, to ensure consistency with the goals, intent, and provisions of this Plan regarding land use and design. This provision

specifically applies to replacement of tanks for or reconstruction of service stations. For projects which otherwise would not be covered by the Zoning Ordinance provisions regarding Site Development Review (i.e. those under 1,000 square feet total area), the full Site Development Review may be waived upon finding that the construction constitutes a minor project. In such cases, a minor Site Development Review, focusing on one or two issues such as parking or landscaping, may be required. Site Development Review shall not be required for residential construction which would not be subject to Site Development Review under the Zoning Ordinance.

The Site Development Review shall set the building standards, including but not limited to height, setback, parking, and elevations, for the project. The Site Development Review may also govern the land uses which are allowed on the property. Unless waived by the Planning Director, Site Development Review shall include landscape plans, sign programs, and building color.

Applications for Site Development Review shall be filed with the Planning Department. The application shall be reviewed by the Castro Valley Municipal Advisory Council, which shall hold a public hearing on the application and make a recommendation on the application to the Planning Director. This recommendation shall be considered by the Planning Director but is not binding. The Planning Director shall approve, conditionally approve, or disapprove the application, which decision shall be final unless appealed within 10 days in the manner provided for appeals under §§8-102.1 through 8-102.3 of the Zoning Ordinance. Planning Director determinations and actions on Site Development Reviews shall be forwarded to the Castro Valley Municipal Advisory Council.

f. Public Facilities: Public facilities shall be allowed throughout the Plan Area, subject to plan policies. Public facilities include offices and other operations of public agencies. Proposals for public facilities shall be reviewed through Site Development Review according to the provisions of §e., above. Such Site Development Review shall be binding.

g. Interim Uses: Interim uses which are not consistent with this Plan may be allowed under a minor Site Development Review. The purpose of this is to allow economical use of underdeveloped property until such time as it can be developed consistent with the goals and policies of this Plan and to ensure that such properties are maintained in a reasonably attractive manner and do not become health or safety hazards to the community. Interim uses will be allowed only where the use itself is compatible with adjacent development, existing or proposed, and where the use itself would not preclude future development which is consistent with this Plan. In such situations any construction or other development which involves considerable capital investment which could not be converted to the planned use shall be considered to preclude future consistent development. Approval of an interim use will be granted for period up to three (3) years, at the end of which time the interim use is subject to a new Site Development Review. This new Site Development Review may

allow continuation of the use if doing so would not be inconsistent with Plan policies. It may also impose additional conditions if appropriate. No uses otherwise prohibited by the policies pertinent to the subarea or otherwise by this Plan shall be allowed as interim uses unless there is a specific finding that the interim use shall in no way be detrimental to adjacent uses which are consistent with the goals and policies of this Plan, and will not be inconsistent with overall Plan policies and goals.

If the interim use involves facade changes, a full Site Development Review shall be required. In such cases, consideration of the use shall be included with the Site Development Review.

Applications for Interim Uses shall be referred to the Castro Valley Municipal Advisory Council. The Council may, on its own motion or at the request of the Planning Director, hold a public hearing on the application. If the Council does not hold a public hearing, none is required and the application shall be purely administrative.

h. Temporary Uses: Temporary Uses of land such as pumpkin patches, Christmas tree lots, and parking lot sales, may be allowed in the Plan Area despite Plan designations, under an Administrative Conditional Use Permit as set out in the Zoning Ordinance §8-60.60.1 for a period not to exceed sixty (60) days. An Administrative Conditional Use Permit for a temporary use will be granted only where the Temporary Use is not inconsistent with Plan goals and policies. Temporary Uses must conform to standards of the subarea in which it is located, particularly parking and signage, and shall not take away required parking from the principal use on the property or otherwise render the principal use in violation of subarea standards. This provision shall not be used to allow uses which otherwise would not be allowed under this Plan. To this end, except for clearly seasonal uses, no more than two permits for Temporary Use on any one location may be approved within a twelve month period.

Applications for Temporary Uses shall be referred to the Castro Valley Municipal Advisory Council. The Council may, on its own motion or at the request of the Planning Director, hold a public hearing on the application. If the Council does not hold a public hearing, none is required and the application shall be purely administrative.

i. Prohibited Uses: Recreational vehicle storage parks, Drive-in Businesses, and Advertising Signs as defined by the Zoning Ordinance §8-22.9 are not appropriate in the central business area and therefore are not allowed within the Plan Area.

j. Nonconforming Uses: Legally existing uses which are not consistent with this Plan shall be treated as Nonconforming Uses, and they may continue indefinitely in their present form at their

present location. Discontinuance of the Nonconforming Use at the location for a period of thirty (30) days shall constitute abandonment of the Nonconforming Use and it shall not be re-established. Change of ownership of a franchise or corporate ownership change shall not be considered discontinuance of the use; however, change from one corporate franchise to another, or from independent operation and ownership to a franchise or vice versa shall. Legal physical possession of the premises for internal renovation or application for and diligent pursuit of a Site Development Review or other permit for exterior modification shall constitute occupancy. Ordinary maintenance and repair is permitted subject to §8-62.6 of the Zoning Ordinance. Restoration of damaged buildings is permitted subject to §8-62.7 of the Zoning Ordinance. Modification of Nonconforming Uses to bring them into conformance with Plan policies and regulations is strongly encouraged. Expansion of Nonconforming Uses is generally not allowed. However, if the proposed expansion assists in accomplishing other policies and goals of this Plan, it may be allowed. Any expansion of a Nonconforming Use or any modification which involves structural improvements shall be approved through Site Development Review. In approving a modification, there must be a clear and specific finding that the modification does not expand the extent of the nonconformity in any way. In approving an expansion, there must be clear and specific findings that the expansion will assist in meeting Plan policies, primarily regarding site and building design. These findings must include all of the following:

1. That the expansion does not add to traffic and/or parking problems on and off-site;
2. That the design of the proposed expansion will further Plan goals and policies; and
3. That the use, as expanded, is compatible with adjacent land uses.

In approving an expansion or modification of a Nonconforming Use, structural additions must meet design standards of this Plan, and, to the extent possible, existing structures and operations must be brought into conformance with design standards. Depending on the magnitude of the proposed changes, the entire structure may be required to be brought into conformance. Landscaping must be provided consistent with Plan policies. All signs, existing and proposed, and exterior building colors must meet the design criteria of this Plan.

The right to continue a Nonconforming Use extends only to continuance at the location at and from which it took Nonconforming status, and to no other location. If the use is moved to another location, it must conform to all Plan goals, policies, and regulations.

These policies may be superseded by other policies of this Plan which are specific to a particular subarea or land use.

Except as provided above, Nonconforming Uses shall be governed by §§8-62.0 et seq of the Zoning Ordinance.

k. **Variances:** Variances to design standards shall be addressed in and may be granted through Site Development Review; to the extent allowed by State law, Variances from other Plan policies may be granted as set out in the Zoning Ordinance §8-93.0 et seq. Variances may not be granted to allow a land use which otherwise would be prohibited. Whether granted through Site Development Review or the Zoning Ordinance procedure, the burden of proof shall be on the applicants to show that required findings can be made and that they are providing another amenity to the community to compensate for departure from Plan policies and standards. Such amenities could include increased landscaping, public open space (i.e. plazas or seating areas), child care facilities, housing aimed at a particular target group such as elderly or low income, etc. Variances from Plan policies shall be reviewed by the Castro Valley Municipal Advisory Council which shall hold a public hearing on the application and make a recommendation on the application to the Zoning Administrator.

l. **Signs:** Signs shall be reviewed under Site Development Review or Sign Review, using relevant Design Guidelines sections. Sign regulation shall be based on the sign regulations of the Zoning Ordinance for the Corresponding District as modified by the Design Element of this Plan, and may also be modified by the Site Development or Sign Review, which may increase or decrease the allowed sign area, to the extent that it is consistent with the Design Element of this Plan and with the overall goals and policies of this Plan. Appropriate signage must be allowed for all businesses on a property; no business or businesses shall appropriate the total sign area for the property.

m. **Sign Review:** All signage which is not reviewed and approved under Site Development Review as described in §§ e. and l., above, shall be reviewed under a separate Sign Review to ensure consistency with the policies and Design Guidelines of this Plan. Applications for Sign Review shall be processed in the same manner as those for Site Development Review.

Applications for Sign Review shall be referred to the Castro Valley Municipal Advisory Council. The Council may, on its own motion or at the request of the Planning Director, hold a public hearing on the application. If the Council does not hold a public hearing, none is required and the application shall be purely administrative.

n. **Temporary Business Structures:** A Temporary Business Structure is defined as a structure of a temporary nature, not on a permanent foundation, such as a trailer or a mobile office unit. Temporary Business Structures will be treated as Interim Uses. They may be allowed for an initial

period, as felt necessary and justified by the applicant, not to exceed six months. At the end of the initial period, upon a showing that circumstances beyond the control of the applicant have prevented occupancy of the permanent business structure, the applicant may apply for an extension or extensions. However, the total period for which approval may be granted for the temporary business structures shall not exceed one year.

Temporary Business Structures do not include structures used for temporary uses under this Plan. Such structures shall be governed by those portions of this Plan dealing with temporary uses. Neither do they include a temporary office on a construction site related to the construction rather than to the business itself.

Temporary Business Structures will be allowed during remodeling or relocation of an existing, continuing, business. They will be allowed only on the site of the existing business, either present or future. They will not be allowed on a site unrelated to the existing business or related only by virtue of the temporary location.

Temporary Business Structures will only be allowed on a one-time basis. They will not be allowed for a recurring or seasonal activity.

Temporary Business Structures will not be allowed where a new business is locating in the area, unless the applicant can show that there is no vacant space in permanent structures which is available and suitable for the proposed business. An exception may be made in the case of a new bank or other use where there are legal requirements which override these policies.

Temporary Business Structures shall meet requirements of this Plan concerning land use and parking. They shall also meet all Building Code and other requirements, including those of the Fire District. They shall not be subject to design requirements except for location on the site, nor to landscaping requirements, unless it is anticipated that the use will remain for a period greater than six months. Where possible, they shall be located where they are not visible from Castro Valley Boulevard, Redwood Road, or Lake Chabot Road. Temporary Business Structures shall be subject to Site Development Review to ensure conformance with these policies.

o. Outdoor Businesses: Small scale outdoor businesses, such as flower stands, hot dog vendors, produce stands, etc. add character and color to a business area. For this reason, such businesses may be allowed subject to Site Development Review. The Site Development Review shall ensure that the business does not have detrimental effects on adjacent properties, and that it is consistent with the goals and policies of this Plan. In order not to place a large financial burden on a small scale business, this Site Development Review shall generally be considered a minor Site Develop-

ment Review. Such applications shall be referred to the Castro Valley Municipal Advisory Council. The Council may, on its own motion or at the request of the Planning Director, hold a public hearing on the application. If the Council does not hold a public hearing, none is required and the application shall be purely administrative.

p. Retail Uses Outside of Plan Area: All retail uses of the Land Use Group A type which are specific to that Land Use Group are to be excluded from all areas of Castro Valley, other than the area designated for Land Use Group A type uses in the Plan Area. The only exception to this policy is convenience commercial and offices uses, for which the land use policies of the 1985 Castro Valley Plan or subsequent general plans are applicable.

q. Subdivision: Existing parcels are not to be subdivided if their development potential under the Plan would be affected adversely. If the entire parcel is to be developed in phases, or if a developer intends to subdivide prior to development, a plan for development of the entire parcel must be approved prior to development. This plan will serve as the basis for future development. Where a parcel is not to be fully developed at one time, the initial development will have to be such that full development of the parcel is not compromised.

r. Administrative Actions: Any determination or other administrative action which the Planning Director or the Zoning Administrator takes shall be made in writing. Copies of the action shall be sent to the applicant, the Castro Valley Municipal Advisory Council, and any other interested party.

s. Appeals: A determination or other administrative action by the Planning Director or the Zoning Administrator may be appealed to the Board of Supervisors by any interested party within ten days of the action. In the case of such appeal, the Castro Valley Municipal Advisory Council will hold a public hearing on the action and shall make a recommendation on the action to the Board of Supervisors, unless it has previously held a hearing and made a recommendation on the original application. Where the Council has held a hearing and made a recommendation, it may, at its own discretion, hold a second hearing.



## V. TRANSPORTATION AND CIRCULATION

Accessibility is essential to the commercial viability of a retail center. In addition to good vehicular circulation, it is important that commuters and the general community, particularly those typically more dependent on transit such as lower income groups, the disabled, and the elderly, have convenient access to the regional mass transit network. Convenient and safe pedestrian access enhances the economic viability of certain types of retail uses, in particular those which depend on comparative or multiple purchase shopping. Extreme traffic congestion, inadequate parking facilities, and poor transit service obstruct the comparative commercial strength of a retail center. The Transportation and Circulation Element describes the existing vehicular, mass transit, and pedestrian circulation system in the Central Business District as background for understanding circulation policies that are intended, through public and private implementation mechanisms, to create safe and convenient circulation and access.

The street network of the Central Business District is essentially linear. Castro Valley Boulevard forms a central east-west axis through the district, with Lake Chabot Road and Redwood Road serving as major north-south arterials. Unlike Lake Chabot Road, however, Redwood Road continues south of the Boulevard to provide a direct through connection to the I-580 freeway to and from the west.

Historically, Castro Valley Boulevard was the regional east/west highway connecting East Bay communities with the Amador-Livermore Valley and points east. The secondary, collector streets in Castro Valley were designed to serve the needs of a small community and function primarily as collectors that feed traffic onto the Boulevard. Many of these collector streets terminate at or form off-set intersections with the Boulevard.

Generally speaking, the collector streets do not allow through east-west traffic connections that provide alternative routes to Castro Valley Boulevard, which, consequently, must carry all of the through traffic. The creation of a parallel east-west corridor could relieve current traffic volumes on Castro Valley Boulevard, but the level of development that has occurred within the adjacent area imposes considerable constraints on such a project. Freeway access improvements are proposed at Redwood Road, including completion of a full interchange, and at other points along I-580 in the Castro Valley area. Such improvements may result in slight reductions to traffic volumes on Castro Valley Boulevard. However, traffic congestion along Castro Valley Boulevard and the north-south arterials, and at major intersections is seen as a continuing condition because of the following factors:

### A. BACKGROUND AND ANALYSIS

#### 1. GENERAL

#### 2. VEHICULAR

- Secondary collector streets with heavy traffic volumes (Most streets intersecting with Castro Valley Boulevard have no other convenient access to points outside Castro Valley.)
- Close proximity of driveways to public street intersections
- Non-aligned secondary collector streets
- Multiplicity of driveways and other curb cuts.
- Permitted mid-block left turns into driveways.

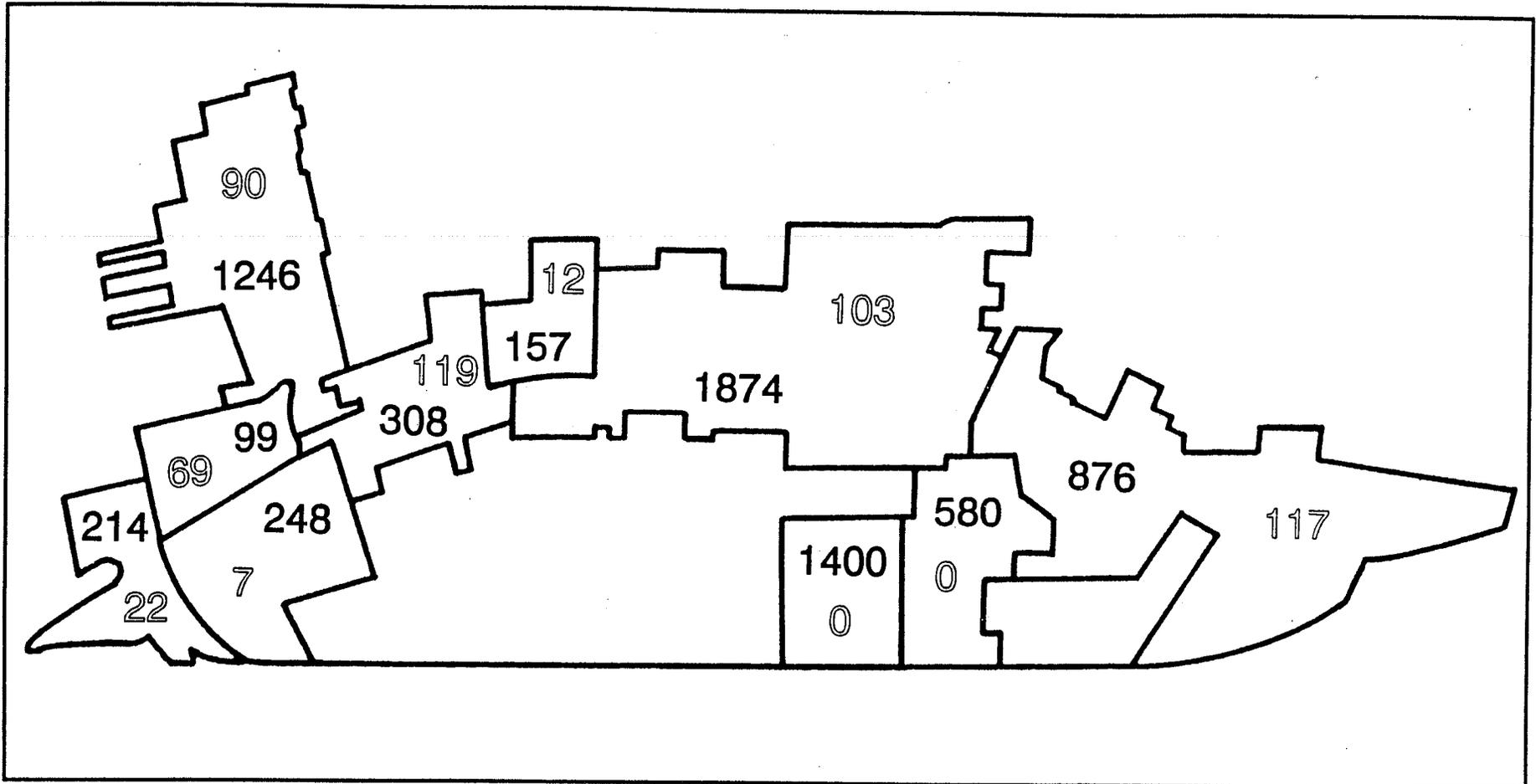
### 3. PARKING

Historically, Castro Valley has been an auto-oriented community and, therefore, a great deal of land area is used for parking (See Figure 22). Before restrictions were imposed, some businesses went so far as to use, and even to stripe, sidewalk areas for parking. Multiple driveways serving parking lots increase the number of entry/exit movements off Castro Valley Boulevard, including numerous traffic slowing left-turns.

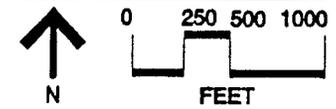
A generalized parking inventory, conducted in 1989, identifies an overall surplus of parking in the Plan Area. However, there are a few locations where parking is not always available for a particular business, creating the perception of inadequate parking. The parking problem is, therefore, more one of the inefficiencies of the numerous individual, suburban type, strip commercial developments, each with its separate, on-site, surface parking area. Parking areas are often consciously designed not to be available to adjacent properties. The separation between surface parking areas includes fences or landscaping that prevents even pedestrian circulation between businesses within the block. At a peak time, the parking lot in the vicinity of a heavily patronized business may not be adequate. People have to park somewhere else and try to walk to the store, often an uncomfortable experience. Most of the available alternative parking spaces are in private lots serving other businesses.

### 4. PEDESTRIAN

Pedestrian use and access is strongly influenced by actual and perceived ease of movement and by the level of pedestrian amenities provided along the way, including shade, cover from weather, and places to sit and rest. Although the walking distance may be short and safe, unless people feel that it is both, they probably will either drive or not make the trip. In order to encourage pedestrian movement within the Plan Area, it is important that sites be designed to provide pedestrian amenities.



**PARKING INVENTORY SUMMARY**



**000** Total On-Site

**000** Total On-Street

**FIGURE 22**

Good pedestrian access enhances commercial viability by encouraging people to leave their car at one location and to make more shopping stops per trip. Pedestrian movement allows for more compact land development, which in turn creates the visual character of an active and successful downtown. Site development and design in the Castro Valley Central Business District historically has been more considerate of the automobile than of the pedestrian. Although crosswalks and pedestrian light signals exist at most intersections, the streets in downtown Castro Valley are wide, traffic volume is heavy, and businesses are functionally separated from one another. Comparison shopping necessitates using the car to drive from one business to another.

The excessive number of driveways along Castro Valley Boulevard and the commercial portions of side streets poses a pedestrian safety hazard. Pedestrian movement along sidewalks would be improved not only by eliminating such driveways, but also by concentrating parking areas.

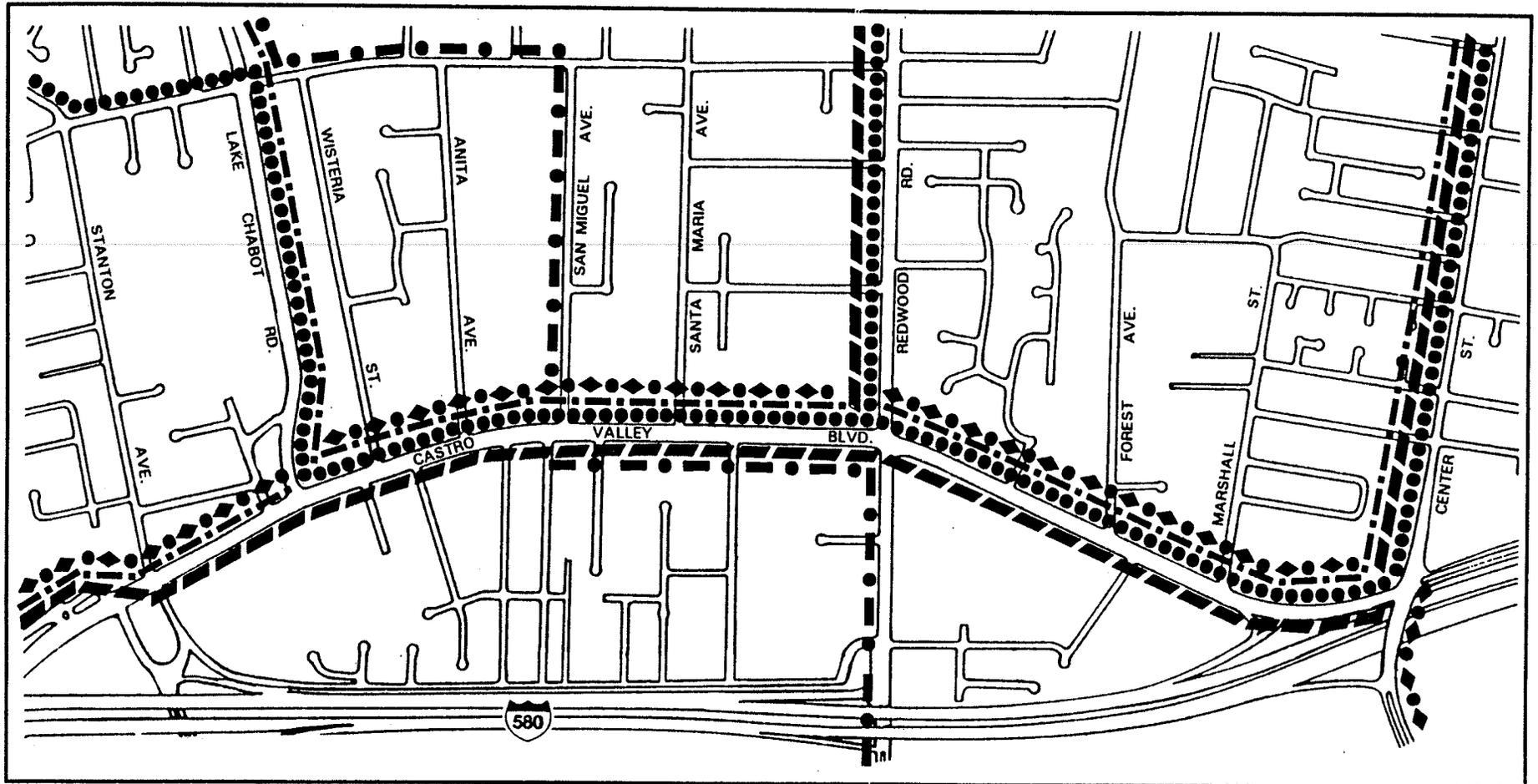
Pedestrian signals at crossings do not exist at the intersections of Castro Valley Boulevard with Park Way, Wisteria Street, Baker Road, Chester Street, and Wilbeam and Aspen Avenues. At the intersections with Rutledge Road and Nunes Avenue there are not even crosswalks. The width of Castro Valley Boulevard and traffic speeds and volumes pose an additional barrier to comfortable pedestrian crossings. Grade-separated pedestrian crossings are costly and aesthetically detrimental. They would impede cross-street access for persons with ambulatory problems and generally are considered to be infeasible and ill-advised. More realistic concepts are to reduce the actual and/or perceived width of Castro Valley Boulevard and to allow more time for pedestrian crossings at signals.

Streetscape improvements at pedestrian crossings are to consider the feasibility of one or more of the following design concepts as a way to facilitate better pedestrian crossings: narrowing traffic lanes, widening the median, and widening the sidewalk in the area of the crossing. In terms of operational considerations, shorter delay periods and longer crossing times for pedestrians are recognized as factors that improve pedestrian movement across the street. Pedestrian access can also be improved by concentrating parking areas and eliminating excess driveways.

## 5. TRANSIT

The Castro Valley community is a product of the auto age, and thus its development patterns are geared to the car, not to public transit. These patterns are reinforced through continued low density development, high auto ownership, a generally younger and more affluent population, and the need to leave the community for many goods and services.

Existing public transit service in the Castro Valley area is of a low intensity. There are two express and three local AC Transit routes which serve the community (See Figure 23). The two



TRANSIT

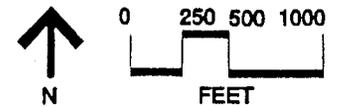
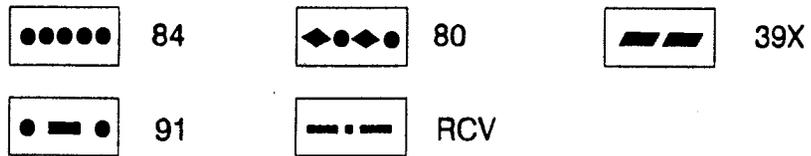


FIGURE 23

express routes primarily provide commute hour service. Of these, the RCV connects Castro Valley with San Francisco and runs only during rush hours. The 39X connects Castro Valley and San Leandro with downtown Oakland. While most of the 39X runs are during rush hour, there also is hourly express service during the day on weekdays. Both express routes extend the length of Castro Valley Boulevard west from Center Street, but as they are primarily geared toward moving commute traffic out of the community rather than local traffic within the community, they do not provide a high level of service for the business district.

Two other AC Transit lines, the 80 and the 84, serve the length of Castro Valley Boulevard west from Center Street. The 80 connects with the San Leandro and Hayward BART stations via Foothill Boulevard, Castro Valley Boulevard, Center Street and B Street. It runs from morning to midnight every day, at thirty minute intervals weekdays and Saturdays, and hourly intervals on evenings and Sundays. The 84 connects Castro Valley with the San Leandro and Bayfair BART stations via Miramar Avenue, Lake Chabot Road, and Castro Valley Boulevard to Redwood Road, where it then operates on a one way loop around Redwood and Seven Hills Roads, Madison and Heyer Avenues, Center Street, and Castro Valley Boulevard. This route runs from 6:00 a.m. (8:00 on weekends) to 11:00 p.m., every twenty minutes during rush hour, thirty minutes weekdays, and hourly evenings and weekends. A third line, the 91, links the community with the Hayward BART station via Foothill Boulevard, Grove Way, and Redwood Road, and then via a one-way loop around Castro Valley Boulevard, San Miguel and Somerset Avenues, Lake Chabot and Seven Hills Roads, Madison and Heyer Avenues, and Redwood Road. The 91 bus operates at twenty to thirty minute intervals from 6:00 a.m. to 7:00 p.m. weekdays, and hourly between 8:00 a.m. to 6:00 p.m. on Saturdays and 10:00 a.m. to 5:00 p.m. on Sundays.

Only two of the bus routes serve significantly to link the downtown with residential areas of the community, and neither link the downtown with the more northern or eastern areas. Furthermore, both these routes operate on one-way loops through the residential areas, which does not encourage ridership because it forces many people to go out of their way to reach their destination. Only one of these routes, the 84, serves the length of the Boulevard (albeit westbound only east of Redwood Road); the other, the 91, only operates between Redwood Road and San Miguel Avenue and only westbound.

The problem with public transit in Castro Valley, as almost everywhere else, is a circular one. If more people used public transit, there would be less auto traffic with its attendant impacts such as congestion, energy waste, and pollution. However, people will not and cannot be expected to take public transit if it is not convenient--if it does not go where they want to go when they want to go there. But transit companies cannot be expected to supply comprehensive service without subsidies unless they think that there will be sufficient patronage. In addition, Castro Valley, like other

suburban areas, was developed at a much lower density than the older urban areas in the County, such as Oakland or Berkeley or even the central areas of San Leandro or Hayward. The lower the density of an area, the less able or likely it is to support more transit routes.

Ideally there would be a loop system of bus routes which feed to Castro Valley Boulevard. These could be either purely local, or like the existing routes, links from Castro Valley Boulevard to adjacent areas. Busses would run at closely scheduled and posted frequencies, certainly during all hours when there would be higher levels of commercial activity on the Boulevard. They would also serve major institutions and activity centers such as Eden Hospital, the Senior Center, the library, and the Castro Valley BART station.

AC Transit is in the process of revising its service, including routing, throughout its service area. The revisions are part of a Comprehensive Service Plan for the entire District. The present pattern of huge overlapping one-way loops, which greatly discourages transit usage, would be replaced by a more coherent system of two-way loops. Two routes will provide direct service to Bayfair and Hayward BART stations. In addition, a new van route will provide two-way service to the established hill neighborhoods. The new system will offer faster and more direct service for both local and regional trips. There will also be bus service, at an as yet unspecified level in terms of routes, to the proposed Castro Valley BART Station area. The current AC Transit proposal for bus service in the Castro Valley area, preliminarily planned for completion by 1995, is to have three local routes, two transbay routes, and one express route. The transbay and express routes are to remain as peak hour service only to and from San Francisco and Oakland, respectively. In September, 1992, the 39X will be discontinued, and rerouted with the RCV. One of the transbay lines, the 185X, will not run on Castro Valley Boulevard at all; rather, it will start at Center Street and follow a circuit through the residential area and over Somerset, Stanton, and Miramar Avenues to I-580. The other transbay route, the 187X, and the express route, the 87X, will run from Greenridge and Crow Canyon Roads along Castro Valley Boulevard; the transbay route will use I-580; the express route will utilize Foothill to 150th Avenue, and will also serve MacArthur Boulevard in San Leandro. It is unclear whether these two routes will remain in service once the BART extension to Dublin is in operation.

The most significant improvement will be institution of the 85 route, a two-way loop linking the downtown and residential areas. It will run along Lake Chabot, Seven Hills, Redwood, Proctor and Rockhurst Roads, Seaview, Madison and Heyer Avenues, and Center Street. This new route is roughly a combination of the present 84 and 91 loops, but with two-way service. The District proposes to use a twelve to fifteen passenger van that will operate at medium frequency, approximately every thirty minutes. When the Castro Valley BART station opens, the 84 bus probably will be re-routed to serve the station.

Two other lines also will serve the community. The new 80 route will connect the community to the Hayward, Bayfair, and San Leandro BART stations in a way similar to the existing 80 route, except that changes will be made to serve the Bayfair BART station rather than providing service along MacArthur Boulevard. The new 84 route also will connect the Hayward BART station with the Bayfair and San Leandro BART stations via Castro Valley. Roughly, it will follow the present 91 route from Hayward to Somerset Avenue, and, from there, the present 84 route over the hill to Bayfair. The current one-way loops through the residential areas will be eliminated. Both these routes will operate with small busses at medium frequencies. In addition, District staff has proposed operation of a van route on Castro Valley Boulevard, Lake Chabot Road, Somerset Avenue, Redwood Road, Castro Valley Boulevard, and Center Street to provide better service coverage in the western part of Castro Valley. These proposals have been the subject of public hearing and comment, and are anticipated to be implemented as part of route and service changes throughout the Castro Valley/Hayward/San Leandro/San Lorenzo area.

AC Transit has identified minimum service coverage criteria based on population density. For weekday service, where the density is 10,500+ persons per square mile, service is to be provided every twenty minutes or less within one-quarter mile of 95% of the population. Where the density is between 6,500 and 10,500 persons per square mile, service is to be provided every half hour or less within one-quarter mile of 90% of the population. Where the density is between 2,500 and 6,500 persons per square mile, service is to be provided every forty-five minutes within one-quarter mile of 90% of the population. For weekend service, where the density is 10,500+ persons per square mile, service is to be provided every half hour or less within one-half mile of 90% of the population. Where the density is 6,500 to 10,500 persons per square mile, service is to be provided hourly or less within one-half mile of 80% of the population.

Much of the central area of Castro Valley currently falls within or very close to the range of 6,500 to 10,500 persons per square mile. Using the holding capacity figures, the entire central area of Castro Valley, south of Seven Hills Road and Heyer Avenue, falls within the 6,500 to 10,500 range; the area north of Castro Valley Boulevard and west of Redwood Road falls within the 10,500+ range. There is justification for considerably better service than now exists in the area based on these figures. However, fiscal constraints have limited the amount of service which AC Transit can provide. Therefore, it is unlikely that AC Transit will provide service at higher levels without some indication of a significant increase in patronage.

If the community decides that it wants improved public transit in Castro Valley, AC Transit would have to be shown that desired service levels will be supported by the average patronage level existing within the district. One way to obtain increased patronage would be to develop a pilot project that allows people to use transit more often, showing them that transit use can be conve-

nient and inexpensive. Such a project would have to involve the merchant community, as well as homeowner associations and other community groups. AC Transit could use smaller busses that hold fewer passengers. Although these are not necessarily less expensive to operate, they are perceived by riders and the general public to be more suitable in many contexts.

The Alameda County Bicycle Master Plan was developed in 1986 and serves as the unofficial guide for designated bicycle routes in the County, having never been submitted for action by the Board of Supervisors. Following the master plan, the Plan designates bicycle circulation routes within the Plan Area to include Redwood Road, Lake Chabot Road, Castro Valley Boulevard and Norbridge Avenue.

## 6. BICYCLE

The use of Alameda County Flood Control and Water Conservation District easements as part of the proposed bikeway system was studied by the Alameda County Roads Department, which concluded that the feasibility of incorporating bikeways along the easements has limited possibilities due to concerns for security and safety. Therefore, any recommendation for bike routes along flood channel easements is not considered appropriate.

According to the types of circulation infrastructure designed for bicycles, the County defines three types of bikeways, as follows:

- Class One, Off-Street
- Class Two, On-Street, Signs and Dedicated Lane(s)
- Class Three, On-Street, Signs but No Dedicated Lane(s)

Designations for bicycle circulation for the Plan Area are made in terms of utility-oriented use as opposed to leisure or sport use. Leisure bicycling is not considered to be dependent on planned bikeways. Most of the secondary streets in the Plan Area already possess characteristics which facilitate bicycling and, as streetscape improvements are made to provide continuous street tree planting, local bicycle travel within the Plan Area will become even more pleasant. The compact, high amenity urban form that the Plan promotes may encourage local bicycle trips as a viable alternative to automobile trips. The Plan assumes that bicyclists are not out of place on a local roadway and that they use secondary streets with the same privileges and responsibilities that govern motorists. Given that bike riders will seek the shortest and straightest route for trips, it also an assumption of the Plan that the more regional routes for utility-oriented or commute bicycling will use the same through routes that are used by motorists. Therefore, recommendations for bike routes, within the Plan Area, including designated routes, are made on the characteristics of destination points and on bicycle use and provisions for bicycle parking in and around activity centers.

## **B. POLICIES, PROGRAMS, AND PROJECTS**

### **1. GENERAL**

The circulation policies and programs which follow below are based, in particular, on those goals of the Plan that address the conservation of energy resources and the strengthening of relationships between available transportation modes, including pedestrian, private vehicular, and public transit. The intent of these policies and programs is to provide a comprehensive and rational design approach to traffic, transit, parking, land use, streetscape, and site development.

### **2. VEHICULAR**

The lack of interconnections between the surrounding secondary collector streets means that Castro Valley Boulevard is the only east-west route through the Central Business District. Comparably, north-south routes are limited to Lake Chabot Road and Redwood, with only the latter connecting directly to I-580.

**2.1 Policy:** Develop a second east-west through arterial within the Central Business District.

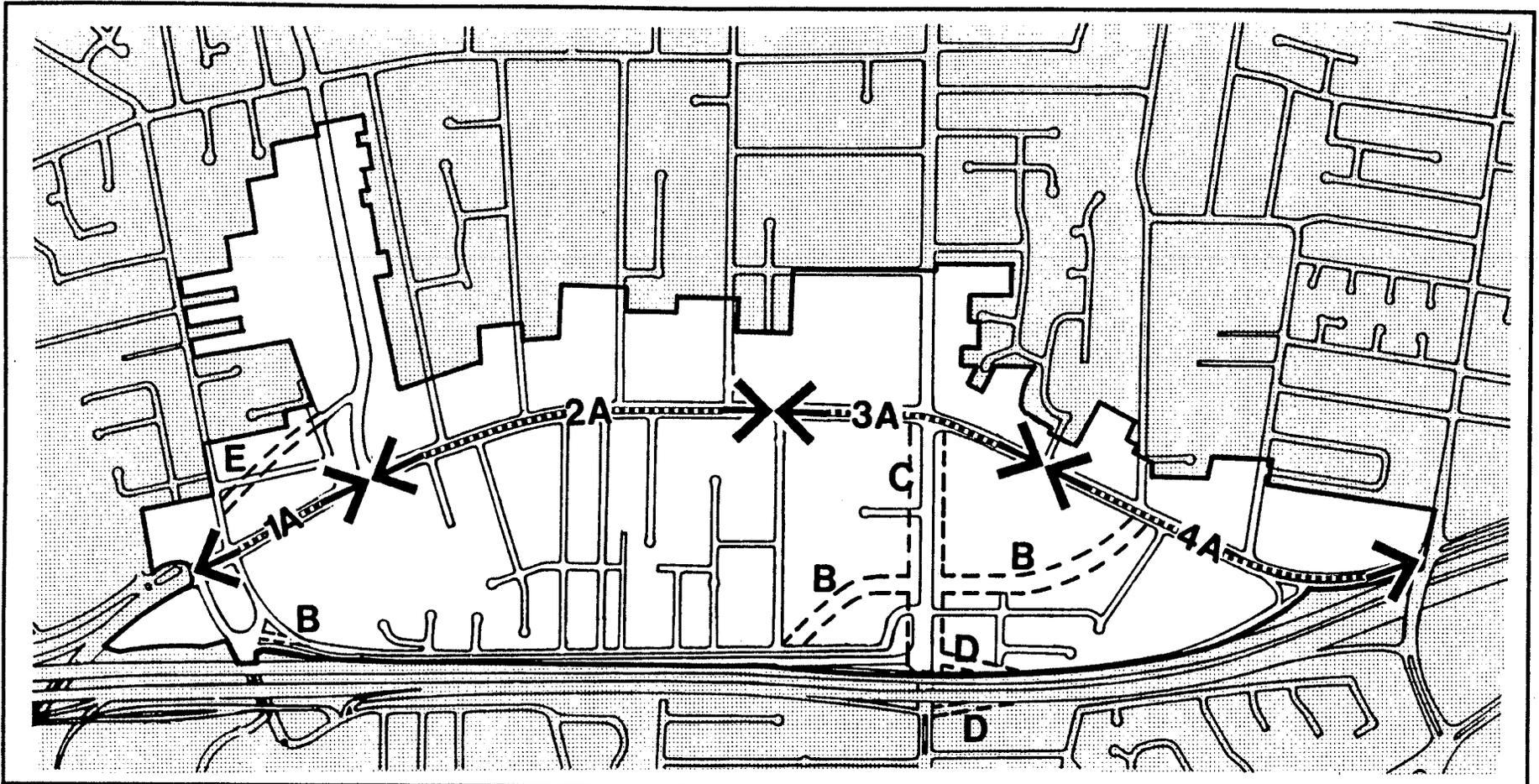
**2.1.1 Program:** Extend Norbridge Avenue eastward, through the planned BART station area site, to Castro Valley Boulevard, as shown schematically in Figure 24. The extension is an identified traffic mitigation project for the BART station project. The current alignment concept, which has been planned in conjunction with the Public Works Agency, will create a new intersection with Redwood Road between Pine Street and the entry driveway to the Castro Valley Plaza office center and will extend east and northward to intersect with Castro Valley Boulevard in the general vicinity of Forest Avenue. The design of the new intersection with Castro Valley Boulevard shall be such that Forest Avenue is protected, to the extent possible, from through traffic.

The ultimate alignment of Norbridge Avenue east of Redwood Road shall be determined through additional land use and engineering feasibility analysis by the Planning Department and Public Works Agency. The eastward extension of Norbridge Avenue also includes installation of traffic signals at Norbridge Avenue and Redwood Road; elimination of existing traffic signals at both Pine Street and the entry driveway to Castro Valley Plaza; and design modifications, such as a landscaped traffic barrier at Pine Street, that maintain necessary access to commercial frontage but prevent the use of Pine Street and Aspen Avenue by through traffic between Castro Valley Boulevard and Redwood Road. Elm Street should be extended to allow access from Norbridge Avenue to both the Pine Street neighborhood and the Castro Valley Plaza office center. The precise nature of necessary modifications to existing streets, traffic signals, and permitted turn movements, as well as phasing, shall be determined by the Planning Department and Public Works Agency prior to final design and construction of this project. This project, which is known as the Castro Valley Boulevard bypass, shall include landscape treatment of all public rights-of-way.

- 2.1.2 Program: Redesign the west end of Norbridge Avenue to allow two-way access from Strobridge Avenue and the I-580 interchange. Ultimate alignments and roadway widths shall be determined through land use and traffic feasibility analysis by the Planning Department and Public Works Agency. Landscape improvements shall be included as part of the project.
- 2.2 Policy: Develop a north-south through arterial for the west end of the Plan Area that provides direct freeway access to the Strobridge Avenue, I-580 interchange at Strobridge Avenue.
- 2.2.1 Program: The Planning Department and Public Works Agency shall develop a preferred concept, addressing both land use and traffic engineering concerns, for a direct connection from Lake Chabot Road to the I-580 interchange at Strobridge Avenue, as shown schematically in Figure 24. This direct connection, together with the improvements allowing two-way access from Norbridge to Strobridge Avenues, creates improved access to the BART station area for residents of western portions of Castro Valley. The alignment concept for the north-south through connection from Lake Chabot Road to the I-580 interchange at Strobridge Avenue replaces the Lake Chabot Road extension along the creek channel to Norbridge Avenue that is described in the 1983 Specific Plan.

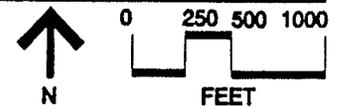
The schematic alignment concept shown in Figure 24 extends Lake Chabot Road west, from Congress Way, to Stanton Avenue, possibly making use of a portion of the Carlos Avenue right-of-way. Currently Stanton Avenue ends at its intersection with Castro Valley Boulevard. The roadway actually continues south, but as Norbridge Avenue which carries one-way traffic north to Castro Valley Boulevard. The intersection is a through intersection north-bound. By changing the one-way designation on, and probably the name of, what is now Norbridge Avenue, traffic from Stanton Avenue and the Lake Chabot Road extension would have direct access to Strobridge Avenue and I-580. Additional planned modifications to the Norbridge/Strobridge couplet also would allow direct access between Norbridge Avenue and the BART station area and the I-580 interchange at Strobridge Avenue. Landscape improvements shall be included as part of the Lake Chabot Road extension project.

- 2.3 Policy: Improvements to existing streets and arterials, like all roadway projects, shall be designed in response to a balanced consideration of functions including traffic, land use, pedestrian amenity, and visual character. Landscaping shall be included as part of such projects.
- 2.3.1 Program: The Planning Department and Public Works Agency shall work together to develop a roadway and streetscape design plan for Redwood Road that meets the following objectives: maximum commercial development of parcel frontage; sidewalk and median widths that allow



**ROADWAY IMPROVEMENT PROJECTS**

- |  |  |
|--|--|
| <p><b>A</b> Castro Valley Boulevard Resurfacing, Phases 1-4</p> <p><b>B</b> Castro Valley Boulevard By-Pass<br/>(Norbridge Avenue Extension and West End Access)</p> <p><b>C</b> Redwood Road Widening</p> | <p><b>D</b> Redwood Road/I-580 Interchange</p> <p><b>E</b> Lake Chabot Extension</p> |
|--|--|



**FIGURE 24**

street tree planting for pedestrian comfort and visual definition of the street edge; and reasonable opportunities for pedestrian crossings along the street, especially at the BART station area. Roadway widths are to be sufficient to accommodate a realistic volume of vehicular traffic, as established by a traffic study conducted within the context of the Plan policies and programs for the Central Business District.

- 2.4 Policy: Permitted left-turn movements are to be restricted to intersections; median areas are to be unbroken by turn pockets, except at intersections and where elimination of a turn pocket would result in the creation of a safety hazard.

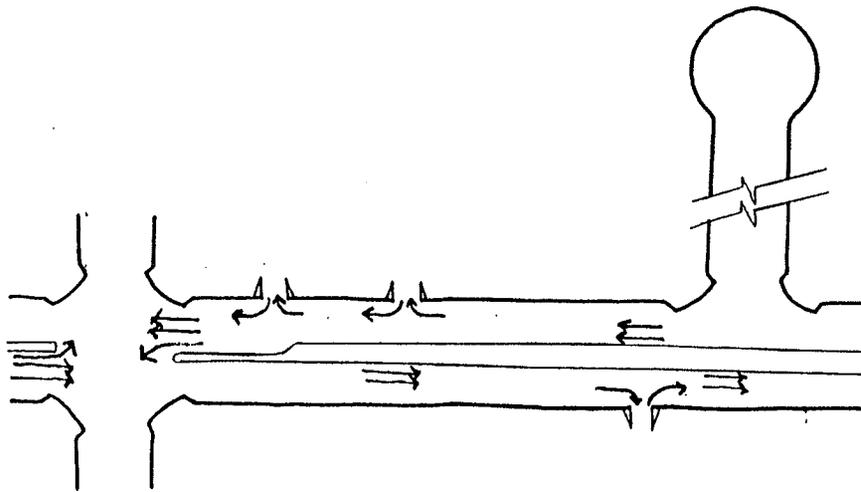


FIGURE 25 LEFT TURN RESTRICTIONS

- 2.4.1 Program: Improvement projects for Castro Valley Boulevard and Redwood Road must include necessary modifications to existing medians and turn pockets in observance of the above policy.
- 2.5 Policy: The Alameda County Public Works Agency, which is the lead Agency in pursuing grant funds to construct road improvement projects in the unincorporated areas of the County, has identified several possible sources of funding for projects proposed within the Castro Valley Central Business District:

- a. **Flexible Congestion Relief Program (State funded):** Funding for this program requires that improvement be included in the Alameda County Congestion Management Program.
- b. **Intermodal Surface Transportation Efficiency Act of 1991 (Federally funded):** Under this Act, road projects could qualify under the Surface Transportation Program and Congestion Mitigation and Air Quality Program.
- c. **State-Local Transportation Partnership Program (SB 300, 1989 - State funded, administered by Caltrans):** This program could match local funds up to a certain percentage, assuming the program is available at the time.
- d. **Transportation Development Act Article 3, Pedestrian/Bicycle Projects:** The Transportation Development Act, Public Utilities Code Section 99233.2 and 99234 make funds available in the Bay Area for pedestrian/bicycle purposes.
- e. **Proposition No. 116 Bicycle Program (State funded):** Funding for bicycle improvement projects which improve safety and convenience of bicycle commuters.

In order to qualify for any of these funds, projects have to meet State and Federal design guidelines. In addition, County Road funds, which are limited and generally used for the maintenance of existing roads, should be used only as local matching funds.

### 3. PARKING

The parking regulations which have governed the Plan Area in the past were not tailored to Castro Valley's specific needs. Given the goals and objectives to attain increased intensity of development in the Plan Area, Plan parking policies and programs are as follows:

- 3.1 **Policy:** Parking standards, in terms of both size and number of spaces, shall reflect actual need.
- 3.1.1 **Program:** At such time as the business community initiates such action, the Planning Department shall work with the business community to authorize the development of a parking study for the Castro Valley Central Business District. One of the specific purposes of such a parking study is to make recommendations for alternative parking standards. For example, compact parking spaces are about twenty-five percent smaller than standard spaces. Compact spaces could be allowed at a ratio which generally reflects the actual ratio of compact cars to standard sized cars in the Plan Area. Also, the number of required spaces could be set to more closely reflect the actual needs of the businesses for which the on-site parking is

provided. By reducing both the size and number of required spaces, more land can be made available for other purposes, such as pedestrian uses, landscaping, and additional commercial development. Additional purposes for the parking study include identification of locations for use as common, aggregated on-site parking areas and a plan for financing related improvements such as signs and landscaping.

3.2 Policy: Retain a maximum number of on-street parking spaces along major streets within the Plan Area.

3.2.1 Program: As part of roadway and streetscape improvement projects for Castro Valley Boulevard, Redwood Road, and Lake Chabot Road, on-street parking is to be retained and, wherever possible, new spaces are to be added to the existing inventory. While the number of on-street parking spaces is a small percentage of the total parking inventory for the Plan Area, on-street parking spaces are particularly important in terms of customer convenience and as a buffer for pedestrians from traffic. Along certain areas of Castro Valley Boulevard characterized by older, more traditional development, on-street parking is a critical factor in the economic viability of existing businesses. While it is recognized that there are some areas where an additional permitted right turn lane is required that will preclude on-street parking, it also is to be noted that such areas are limited to only a few major intersections along Castro Valley Boulevard, such as Redwood Road. In residential areas, on-street parking is essential, especially for visitor use.

3.3 Policy: Encourage and assist with the creation of common, aggregated off-street areas for surface parking.

3.3.1 Program: The future Castro Valley parking study, as discussed in Program 3.1.1 above, shall include identification of potential locations for common use parking areas and facilities. The study also shall investigate the feasibility of a parking fee program to establish off-site parking facilities. The businesses benefitting from creation and use of such facilities should be expected to share project costs. New lots would allow greater use of prime commercial property for commercial buildings rather than for surface parking. In the interim, and until a parking study is completed, the creation of common use, aggregated parking facilities will be encouraged cooperatively through the Site Development Review process.

In certain instances, one parking lot can serve the needs of two or more adjacent or nearby businesses. Where possible, adjacent parking areas shall be made continuous and shall share access. This joint or shared use of parking facilities serves several functions. It eliminates the necessity for multiple curb cuts which impede traffic and pedestrian movement, reduce on-

street parking spaces, and further restrict street tree planting. By aggregating surface parking areas, and by providing through-block connections from side streets, local circulation alternatives to Castro Valley Boulevard and Redwood Road can be created, for example, to help alleviate traffic congestion caused by mid-block turning movements and short trips.

#### 4. PEDESTRIAN

Pedestrian activity is recognized as essential to the vitality of any commercial district. Within the Castro Valley Central Business District, development has favored use of the automobile to the point that pedestrian movement and access is severely limited for most customers. More intensive business activity in the Central Business District depends upon improved pedestrian access.

- 4.1 Policy: Develop streetscape improvements for regional-serving arterials so that such streets become less of a barrier to pedestrian crossings.

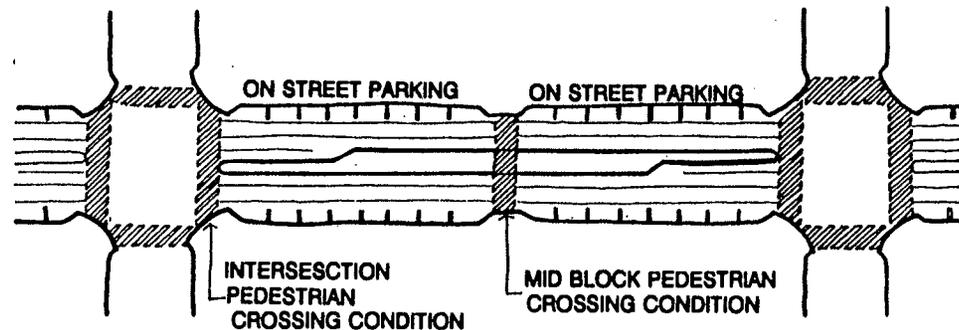


FIGURE 26 BULB OUTS

- 4.1.1 Program: As part of streetscape improvements projects for Castro Valley Boulevard and other arterials, design solutions shall be incorporated which promote ease and safety of pedestrian crossings.

Traffic signal timing shall be designed to ensure pedestrian safety for crossing while ensuring maximum traffic flow and mobility. Pedestrian traffic signals shall be installed at cross walks (midblock and unsignalized intersections) where they meet acceptable traffic justification (warrants) established by the Public Works Agency. Streetscape improvements shall be designed to visually connect the two sides of the street and to create a sense of enclosure

rather than to reinforce the impression created by the traffic volumes and speeds and by roadway width that the street is a barrier to pedestrian movement. Medians shall be designed to provide pedestrian waiting areas at crossings.

The Castro Valley Boulevard streetscape project, particularly in areas designated for high intensity retail and residential uses (Land Use Groups A and D), shall include pedestrian amenities such as sitting areas, street furniture, and bulb out treatment, as illustrated in Figure 26, at selected intersections and pedestrian crossings.

## 5. TRANSIT

Construction of a BART station adjacent to the Castro Valley Central Business District, together with AC Transit service, provides an opportunity for an even greater concentration of potential shoppers within a certain portion of the District. Moreover, transit infrastructure can support higher densities of residential development, creating the potential for a more comprehensive market and civic character for the District.

5.1 Policy: New residential development within and adjacent to the Plan Area, as identified in the Land Use Element, shall be of higher density, i.e., twenty to forty-plus units per acre, in order to establish a sufficient population density for increased public transit service in the Plan Area.

5.1.1 Program: The County Planning Department and Public Works Agency, AC Transit, and BART shall explore possibilities for increased public transit service to the surrounding community area. Ideally there would be a loop system of bus routes which feed to Castro Valley Boulevard. These could be either purely local or, as is the case with existing routes, they could provide links from Castro Valley Boulevard to adjacent areas. Busses would run at closely scheduled and posted frequencies, certainly during all hours when there would be higher levels of commercial activity on the Boulevard. They would also serve residential and commercial areas south of I-580 to Grove Way, as well as major institutions and activity centers such as Eden Hospital, the Senior Center, the Castro Valley Public Library, and the Castro Valley BART station.

5.2 Policy: The County and community organizations shall promote use of public transit, both by encouraging its use by residents, and by working with AC Transit to expand service within the community. Specifically, AC Transit shall be encouraged to try new means of serving the community, such as with smaller, more efficient busses, and by making refinements to existing routes and service levels.

**52.1 Program:** As part of the BART station area project, the County shall assist AC Transit and BART in achieving a station area circulation plan that facilitates intermodal access. Bus routes are to be redesignated to focus on movement of people from residential areas to the station and through the Plan Area.

## **6. BICYCLE**

The topography, climate, and development character of the Castro Valley Central Business District and surrounding residential neighborhoods make it an ideal environment for bicycle use. For many residents, the added presence of a BART station means the option of decreased dependence on the automobile for commuting. The bicycle can increase the range of non-auto access to BART and to shopping. It is within this context of intensive use and development that bicycle policies are included in the Plan.

**6.1 Policy:** In general, existing street widths shall not be increased nor on-street parking displaced to accommodate designated bicycle lanes without a public review process.

**6.1.1 Program:** Planned roadway improvements for Castro Valley Boulevard and Lake Chabot Road should not provide separate bicycle lanes where such lanes would preclude on-street parking, minimum 10 foot sidewalk widths, or, in the case of Castro Valley Boulevard, adequate median widths for landscaping.

**6.2 Policy:** Amenities for bicycle users, such as secure parking racks, shall be included wherever feasible as part of all site development projects and public area improvements, particularly transit facilities.

**6.2.1 Program:** Identified high priority projects for bicycle amenities include the Castro Valley Boulevard streetscape and the Castro Valley BART station area.

## **VI. URBAN DESIGN**

Castro Valley is located primarily within a natural bowl, spilling over to the west slope of El Portal Ridge to the west, and into the ridges and valleys to the east. The mile-wide valley, which lies along the southwestern edge of the San Leandro Hills between the Las Trampas and Walpert Ridges, is a drainage area for two southward flowing waterways—Lake Chabot Creek and Castro Valley Creek (formerly Coyote Creek)—which, to the south, converge with San Lorenzo Creek. These creeks are channelized for a large part of their length. Although the enclosing hills are low and their visible flanks are largely developed, they still provide a pleasing natural topographic backdrop. The community's central business district spans the lower middle of the bowl. The long range views to and from the Central Business District are a natural aesthetic resource that, to date, has been largely ignored.

The overall form of Castro Valley's Central Business District is that of a broad arch along the old, east/west, U.S Highway 50 through the valley. Superimposed on the scattered concentrations of early highway commercial development along what is now Castro Valley Boulevard are a string of more recent small shopping centers and smaller convenience centers, each with its own surface parking lot. To some extent, newer commercial development along Redwood Road has created a crossroads character for the Central Business District, but the linear nature of the Castro Valley Boulevard is still the more dominant form.

Existing buildings and landscape improvements within the Castro Valley Central Business District lack any single unifying element, except that in more recent years they have been designed predominantly in response to automobile access and parking. There are some blocks along Castro Valley Boulevard built according to a traditional, "Main Street" pattern of continuous storefronts located at the sidewalk edge. The more predominant pattern, especially for newer development, is that of typical suburban, strip commercial development with surface parking between the street and the building frontage. Individual businesses are typically within small to medium sized development projects. These individual developments usually are not designed to allow easy movement from one to the other, the concern being rather to protect parking areas from use by customers going to a nearby center. The result is a breakdown of the more intensive use patterns that characterize traditional downtown areas. Parking lots have a minimum of landscaping and the few existing street trees are a random mix of species. Building colors vary. Some of the wooden buildings are painted white or light tones. Others are stained a natural, darker color. Other

### **A. BACKGROUND AND ANALYSIS**

#### **1. CENTRAL BUSINESS DISTRICT SETTING**

#### **2. DISTRICT AND SITE DESIGN**

materials introduce other colors. As the fashions of the years have come and gone, there are buildings in the Central Business District to represent almost the entire color spectrum, with the result that there is no dominant color theme or pattern.

There are few significant historic structures or other visible cultural resources which establish a regional character for the area. The earliest development was built for roadside commercial businesses, motels, trailer courts, places to eat and drink, filling stations, auto and truck repair, general stores, and small offices for real estate and insurance. Most of the buildings from this early period are gone, having been replaced by franchise outlets and larger scale commercial developments. However, along Castro Valley Boulevard today, one easily can observe remnants of older roadside businesses interspersed among newer development that typically feature huge parking lots. The urban design context is an amalgam of styles and building types, all geared almost entirely to automobile access.

Most structures along Castro Valley Boulevard are single story, and use wood or masonry construction--brick, stucco or concrete block--as the principal exterior building material. In only a few instances is there use of the more refined or distinctive building materials that are characteristic of commercial architecture in downtown areas, such as marble, terrazzo, or brick. An example of an existing structure in the Plan Area that uses distinctive building materials is the Goodman Building.

Few commercial structures can be found today within the Central Business District that were constructed prior to World War II. The so-called Heritage Block at the western end of Castro Valley Boulevard contains a handful of modest, one-story retail storefront structures that are reminiscent of Main Street architecture found in small towns across America in the 1920's and 1930's. Cozzi's roadhouse, at the eastern end of Castro Valley Boulevard, is another significant example from this period. Of equal significance to the history of Castro Valley are the few other remaining wood frame, brick and concrete block structures constructed prior to 1940, whose roadside businesses served the motoring public.

In terms of architectural significance, the most valuable resources are those buildings of the immediate postwar period and early 1950's. There also are a few residential buildings from the pre-World War II period that are equally valuable historical resources, such as the Strobridge House, the Stanton House, and a few residential courts, such as Wilbeam Court.

Almost without exception, commercial buildings within the Central Business District whose construction dates from the early 1960's to the present day lack distinction. One possible exception is possibly the Coast Savings building located at the southeast corner of San Miguel Avenue and Castro Valley Boulevard, whose design consciously contributes to definition of the intersection and, at the same time, offers visual and physical amenities to the pedestrian.

### 3. STREET DESIGN

Castro Valley Boulevard is a four lane divided arterial with some remaining parallel on-street parking. Redwood Road is a four lane arterial with little remaining on-street parking. The proposed plan for Redwood Road is to widen it to six lanes, with additional right and left turn lanes at major intersections, and to remove all remaining on-street parking. Lake Chabot Road, the third major arterial through the Plan Area, is four lanes with additional turn lanes at the Castro Valley Boulevard intersection. On-street parking is permitted for most of Lake Chabot Road.

Some side streets in the Central Business District have no sidewalks. In other areas, even along Castro Valley Boulevard and Redwood Road, some of the sidewalks are asphalt. Sidewalks frequently are used for outdoor storage (such as tires), merchandise display, and advertising signs (sandwich boards).

In 1979, a joint Chamber of Commerce and Alameda County streetscape project resulted in the planting of street trees and the construction of brick planters along the sidewalks and the traffic median of Castro Valley Boulevard and Redwood Road. As the result of vehicle damage and under-maintenance (no irrigation system was built as a cost saving measure), most of the trees have not survived. The few remaining trees show the lack of maintenance and, in general, the planters have become receptacles for weeds and refuse.

For pedestrians, Castro Valley Boulevard and Redwood Road through the Central Business District have a harsh, unaccommodating appearance. The streets are broad and crosswalks are not well defined. While consistent with the CalTrans manual and other standards, there is a strong public perception that crossing times at signals are too short for many people and wait times are uncomfortably long. Sidewalks are not designed as high amenity pedestrian areas. There is little if any shade or weather protection provided in the form of awnings or street trees, and many of the bus stops have no shelters or seating. Trash receptacles vary from old corrugated metal cans to new aggregate concrete receptacles with dark brown tops. Public telephones are either early metal and glass booths, or the more recent freestanding non-enclosed facility. Newspaper vending machines proliferate and at a single location are either an assortment of stands or a large unit with multiple vending compartments. Other public sector streetscape elements, such as mailboxes, fire hydrants, street lights, traffic signs and signals, and utility transformer boxes are according to County standards and differ only where there has been a change over time in those standards. Removing the overhead utility lines on Castro Valley Boulevard is one of the few positive changes to the streetscape character of the Central Business District in recent years.

a. General: As is typical in such automobile oriented commercial areas, commercial signage in the Castro Valley Central Business District is the dominant design feature. Almost without exception,

### 4. SIGN DESIGN

building design is secondary to sign design and there is a wide variety of existing colors, shapes, sizes, types, and applications of commercial signs within the Central Business District.

Despite attempts in recent years for more control, there are still excessive numbers and types of signs and sign styles. The overall visual effect, ironically, is that the building facades become too busy to be read from the street. Banners and other types of “temporary”, often illegal, signs proliferate. Sandwich board signs visually and physically clutter sidewalks in some locations. Numerous general purpose advertising signs (billboards) conflict further with the streetscape and inhibit views of the surrounding hills. The contrast between the attractive natural setting and the quality of the community design of the Central Business District increasingly is sharpened as the result of the laissez-faire approach to the use and design of commercial signs.

b. Advertising Signs (Billboards): The most objectionable signs in the Central Business District are, without question, general purpose advertising signs, or what are commonly referred to as billboards. In 1974, billboards were made conditional uses under the Zoning Ordinance, with a three year amortization period for those without a permit. Since that time, State law has restricted local jurisdictions from prohibiting billboards except under very specific circumstances. Local jurisdictions may under this law eliminate billboards by compensation. New billboards may be prohibited, as is now the case in the Plan Area.

Buildings set back from the street edge, the predominance of large surface parking lots, a proliferation of commercial signs, and the almost complete lack of street landscaping create discontinuity between adjacent structures and businesses and reduce the potential attractiveness of Castro Valley Boulevard as a pedestrian shopping district more than the diversity of architectural styles and building types. The urban design policies and programs for the Plan are supportive of Plan goals to make the Central Business District the focal point of the community as a unique, attractive place, easily accessible by transit users as well as by people who drive to shop.

In order to develop policies and programs that are sufficiently flexible to address the Plan goals for the complex land use character of the Central Business District, the Plan Area has been divided into a number of subareas, as described above, in the Land Use Element. One distinction that has particular importance to the urban design policies and programs is between those land use subareas that are pedestrian-oriented and those that are automobile-oriented.

Castro Valley Boulevard from approximately San Miguel Avenue to Redwood Road, Subarea 7, is designated as a high intensity, pedestrian-oriented retail core. A small subarea, Subarea 3 or the Heritage block, between Park Way and Stanton Avenue also is designated for more traditional, intensive, pedestrian-oriented development. Along Redwood Road south of Castro Valley Boulevard, in Subareas 8 and 9, more intensive development is envisioned close to the BART station area and the intensive commercial development in Subarea 7. Subarea 11 is designated for residential development. The remaining land use subareas along the eastern and western ends of Castro Valley Boulevard and along Lake Chabot Road are designated for more automobile-oriented uses and levels of intensity (see Figure 27).

Design guidelines and the design review process are used by many communities to encourage appropriate designs for development projects. The ultimate success of design guidelines anywhere is strongly dependent upon active and abiding community support.

2.1 Policy: Review of site and building design through Site Development Review by County Planning Staff shall be a condition of project approval for all permits for new construction and renovations affecting exteriors, signs, and site area. The design review process includes presentations to and recommendations by the Castro Valley Municipal Advisory Council (CVMAC).

2.1.1 Program: Castro Valley Central Business District Design Guidelines: The following design guidelines shall be used by County staff and CVMAC in evaluating the design of commercial development projects. They are mandatory unless waived through Site Development Review

## **B. POLICIES, PROGRAMS, AND PROJECTS**

### **1. GENERAL**

### **2. DESIGN REVIEW AND DESIGN GUIDELINES**

as indicated in §§IV.B.5.e. and k., above. Because the goals of the Plan are focused on commercial revitalization, guidelines have not been included for residential development projects. Residential projects shall be reviewed in the context of Plan policies dealing with residential development located elsewhere in this Plan and by overall community or County guidelines or requirements.

## DESIGN GUIDELINES

The Castro Valley Central Business District Design Guidelines provide designers, developers, and property owners with a statement of the design criteria that will be used in evaluating projects submitted for Site Development Review. Review approval is mandatory to receiving a building permit. To facilitate expeditious approvals, it is important that applicants read the entire guideline section to ensure that project design is responsive both to the spirit and content of each individual guideline. Even when review approval is not required, the Design Guidelines provide a statement of community concern for design quality and community image. Compliance with the guidelines is an agreement of civic duty to honor that image.

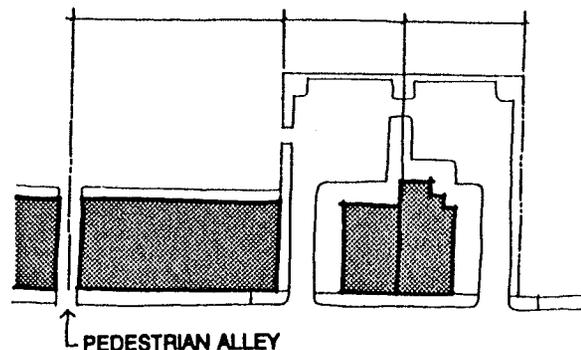
### A. SITE DESIGN

The guidelines for site design are divided according to sites within pedestrian-oriented and automobile-oriented subareas and differ primarily in terms of building location and on-site parking. In all other cases, the design guidelines are the same for the entire Plan Area.

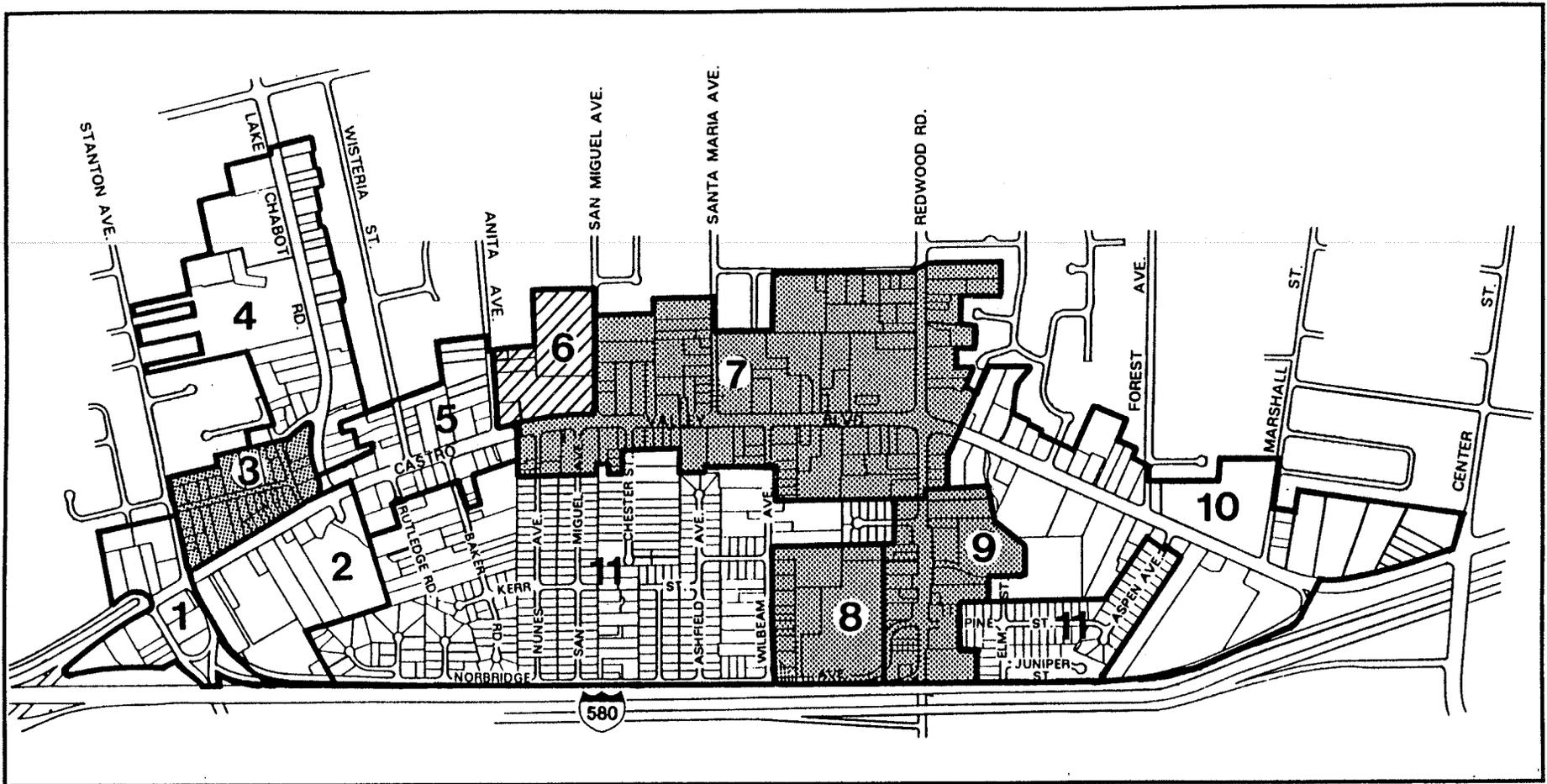
#### 1. Pedestrian-Oriented Subareas

The following guidelines for site design are applicable in those subareas identified for higher intensity, pedestrian-oriented land uses, as illustrated in Figure 27:

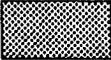
- 1.1 Where there is an established context of more traditional, Main Street type development (continuous building frontage and commercial storefronts located at the sidewalk edge), or where a large site is being developed, new buildings are to have minimal setbacks from the front property line (0 to approximately 5 feet), as determined by existing locations of building frontage on adjacent properties unless a plaza or other public area is located in the front setback area.

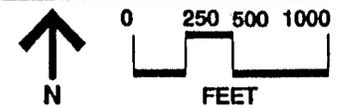


CONTINUOUS BUILDING FRONTAGE  
AND AGGREGATED PARKING



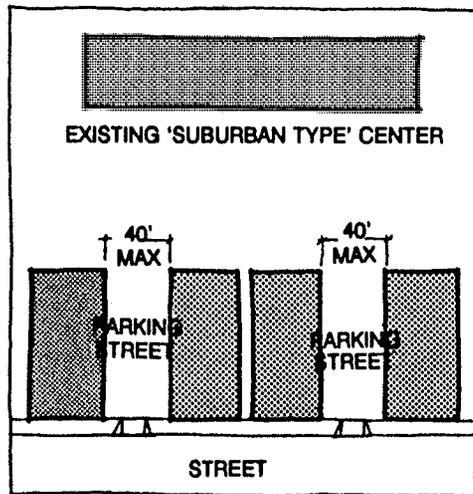
**SUBAREA CATEGORIES FOR SITE DESIGN GUIDELINES**

-  Pedestrian-Oriented
-  Automobile-Oriented
-  Transition



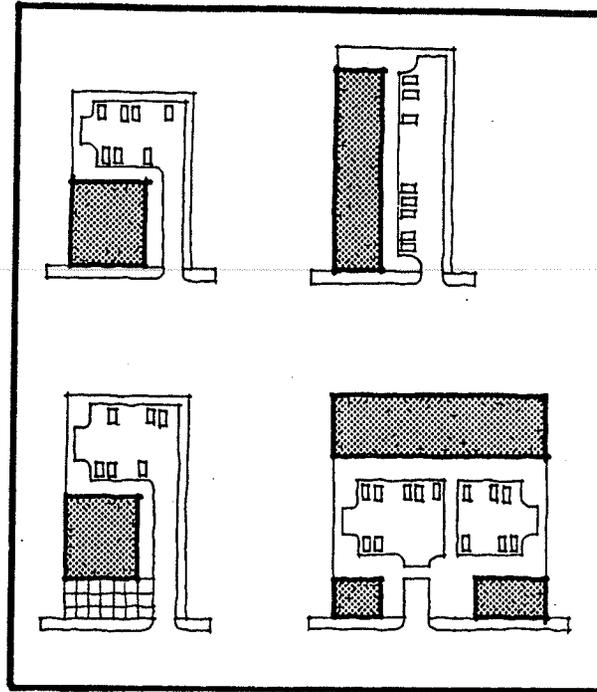
**FIGURE 27**

- 1.2 For infill development within an established shopping center site on any one of three major arterials (Castro Valley Boulevard, Redwood Road or Lake Chabot Road), new buildings are to be located at the front property line in such a way that they frame existing surface parking areas to create parking streets no wider than 40 feet.



INFILL DEVELOPMENT FOR PEDESTRIAN-ORIENTED SUBAREAS

- 1.3 Maximum use of street frontage is encouraged, specifically by locating active uses on the ground floor, and by providing continuous storefront windows and frequent, highly-visible entries.



MAXIMUM USE OF STREET FRONTAGE IN AUTOMOBILE-ORIENTED AREAS

- 1.4 Buildings are to be contiguous where possible and accommodation made for pedestrian circulation between adjacent businesses and sites.
- 1.5 Parking areas between the building edge and the sidewalk are not allowed. Buildings may be located behind other buildings that are located at the street edge, with on-site parking provided between the two sets of buildings.

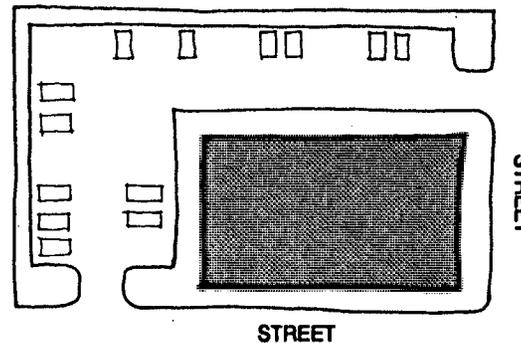
1.6 Existing or proposed setback areas, including the edge between the sidewalk and the parking street (1.2) are to receive special landscape design treatment that is compatible with and complementary to adjacent streetscape improvements.

1.7 Attractive rear and side access to businesses should be provided where there is parking at the rear or side of the site, but in all cases, there must be a principal entry that is strong and visible from the public sidewalk.

## 2. Automobile-Orientated Subareas

The following guidelines for site design are applicable in those subareas identified primarily for lower intensity, automobile-oriented land uses, as illustrated above in Figure 27:

2.1 New development on larger sites is encouraged to locate maximum building frontage and minimum parking frontage along the street, especially at corners.



CORNER SITES IN AUTO-ORIENTED SUBAREAS

2.2 Where building frontage is set back from the street, a substantial landscape zone between the sidewalk and the parking area shall be provided and designed to ensure that the visual definition of the street edge

is maintained. Recommended design elements, in addition to tree planting, include low walls, raised planters, and small commercial use buildings or kiosk structures.

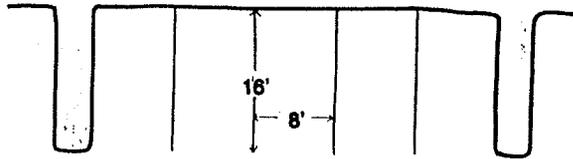
2.3 Buildings located off of the street, such as at the rear edge of the site, shall be arranged in related groups or organized around plazas or internal circulation nodes. In addition, the site design needs to indicate a direct response to adjacent development in order to facilitate pedestrian and vehicular movement between sites and buildings.

2.4 Complexes of buildings within a site shall manifest a common design integrity, including consistent landscape treatment which is compatible with streetscape improvements on the adjacent public right(s)-of-way.

### 3. Surface Parking

In addition to those site design guidelines for surface parking specific to pedestrian-oriented and automobile-oriented subareas, the site design guidelines for surface parking shall be followed for all Plan subareas.

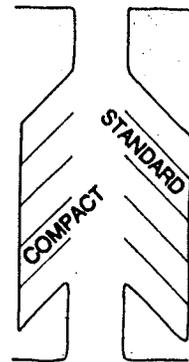
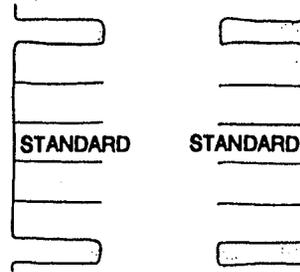
3.1 The parking requirements and standards of the Alameda County Zoning Ordinance shall apply within the Plan Area, together with the following exceptions, unless and until such time as a parking study for the Plan Area results in adoption of revisions to existing requirements, standards and the following exceptions.



#### COMPACT SPACE DIMENSIONS

- 3.1.1 Lots consisting of more than eight spaces must provide at least twenty-five percent but not more than fifty percent compact spaces.
- 3.1.2 Compact spaces shall provide a minimum length of sixteen feet and minimum width of eight feet.
- 3.1.3 Handicapped parking shall be provided as required by applicable State guidelines.

3.1.4 Parking aisle width can vary depending on the angle of parking, and the relationship and arrangement of compact and standard parking spaces.



#### PARKING AISLE WIDTHS VARY

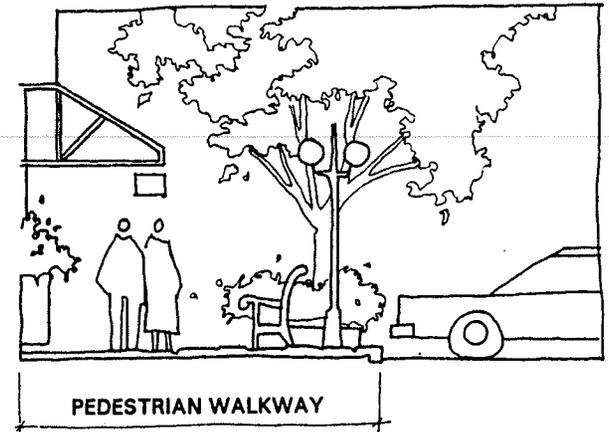
3.2 Parking areas shall be served by a minimum number of entrances and exits in order to minimize conflicts with pedestrians and reduce congestion at street intersections. Where possible, entries and exits shall be located to allow direct, through movement among individual parking areas. To the extent possible, parking areas for individual properties, including entries and exits, shall be shared with adjacent properties and covenants shall be placed on deeds to ensure continued shared use.

3.3 Separate pedestrian walkways with landscape amenities shall be provided from within parking areas to permit and encourage direct access to Castro Valley Boulevard, Redwood Road, or Lake Chabot Road, to shop entries, and to other pedestrian-oriented uses and destinations.

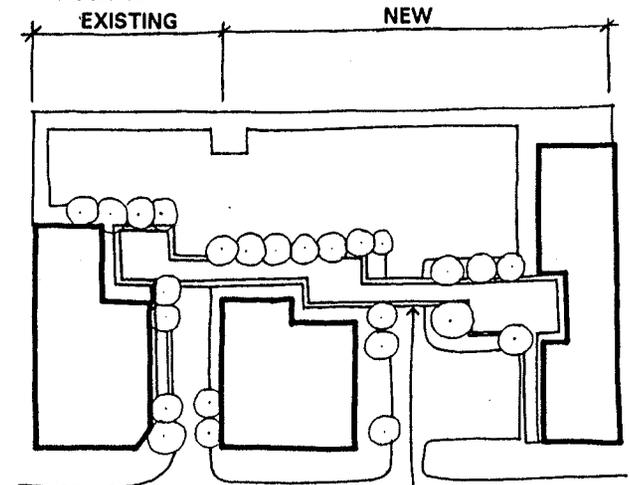
3.4 Parking areas shall be separated from buildings by at least a raised concrete walkway or a landscaped area, preferably both. Parking spaces must not directly abut buildings.

3.5 Where new parking areas are to be located adjacent to existing parking areas on an adjoining site or sites, pedestrian walkways shall be provided which connect the two areas. Similarly, vehicular circulation shall be designed to allow through movement between adjacent parking areas. Aggregated parking is strongly encouraged.

3.6 In the case of renovations and remodeling, existing alleys and side yards should be adapted to allow for pedestrian circulation between parking areas and public streets.



PEDESTRIAN AMENITIES FOR PEDESTRIAN SIDEWALK PARKING AREAS



WALKWAY  
PEDESTRIAN WALKWAYS IN PARKING AREAS

- 3.7 Pedestrian and vehicular access to rear parking areas should be identified by a sign program to be submitted as part of the Site Development Review application.
- 3.8 Access to rear parking areas shall be predominantly from side and rear streets; direct access from Castro Valley Boulevard and other major arterials is discouraged.

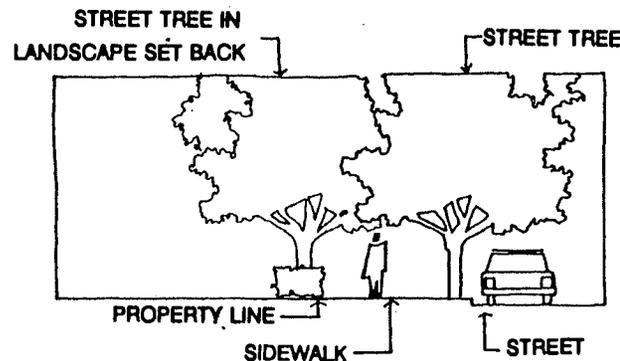
- 3.9 Provision shall be made for securing bicycles at parking areas.
- 3.10 Parking areas must include landscape improvements as described below in the guidelines, B. SITE LANDSCAPE.

A preliminary landscape plan is required as part of the Site Development Review application. The following design guidelines for site landscaping are intended to promote site landscape design that is complementary to and considerate of public area landscaping, especially streetscape. Accordingly, the guidelines should be read and considered in conjunction with the description of Public Area Improvements found at the end of the Urban Design Element. A list of trees recommended for use in the Plan Area is found in Table 8.

## B. SITE LANDSCAPE

- 1. Planting in the Central Business District shall consist predominately of those species identified as drought tolerant or typically found in arid California landscapes; landscape areas requiring higher water usage for maintenance shall be restricted to small courtyards and other kinds of intensively used areas.
- 2. All planting programs shall use fast growing, long lived species that will achieve the desired size and form at maturity without extensive pruning or training once they have been established. A maintenance plan shall be included as part of the landscape plan.
- 3. When a property located along Castro Valley Boulevard, Redwood Road, or Lake

Chabot Road is not built out to the front property line, and where a landscape setback exists or is created, a second row of the designated street tree shall be provided as part of the site landscaping.

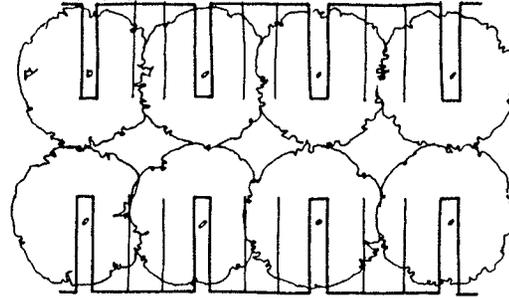


SECOND ROW OF STREET TREES IN LANDSCAPE SETBACK

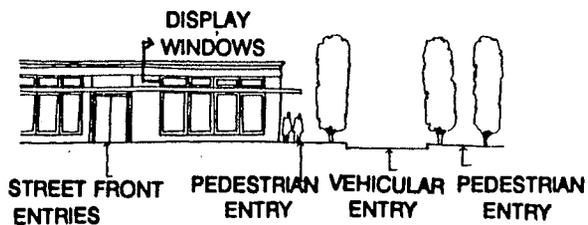
4. Street trees planted adjacent to the sidewalk area shall be spaced according to the established street tree pattern, creating a double row of street trees that provide an arcaded shade canopy for the sidewalk area.
5. Tree Types in Parking Areas: Three types of trees, shade, delineator, and screening, are identified for use in parking areas. Examples are given below for illustrative purposes only. A more complete, but not exhaustive list can be found in Table 8.
  - 5.1 Shade trees have a rounded, high-branched form and grow relatively quickly to cast a broad shadow. Deciduous shade trees have the advantage of providing shade during summer months, yet allowing direct sun during winter months when it is beneficial to the comfort of customers using surface parking areas. Examples of shade trees include Chinese Pistache (*Pistache chinensis*), Raywood Ash (*Fraxinus oxycarpa* "Raywood"), or London Plane Tree (*Platanus acerifolia* "Yarwood").
  - 5.2 Delineator trees contrast with shade trees by being taller and/or having a distinctively different foliage color or texture. They are to be used to highlight entrances and exits, indicate ends of parking bays, and, in general, to provide orientation within surface parking areas. Both deciduous and evergreen species can be used. Examples of delineator trees include olive (*olea europa*), Chinese Tallow (*Sapium sebiferum*), and ginkgo (*ginkgo biloba*).
  - 5.3 Screening trees are usually smaller in size than shade or delineator trees. Both round and erect forms are appropriate. Low branching is important if sufficient planting space is available. Higher branching trees can be used effectively if they are combined with low shrubs, fences or walls. Evergreen trees afford year-round screening and can be used where their dense, low cover does not create a concern for safety. The canopy shadow of screening trees tends to block reflected light and glare from cars, thereby giving the illusion of screening even when parked cars are directly visible to passersby. Examples of low branching choices include Strawberry Tree (*Arbutus unedo*) and African Sumac (*Rhus lancea*); examples of higher branching trees include native oaks (*quercus* spp.) and Brazilian pepper (*Schinus terebinthifolius*); and examples of evergreen trees include pines (*pinus* spp.) and cypress (*cupressus* spp.).
6. Tree wells in parking areas, particularly at the ends of rows of parking stalls, shall be landscaped to include shrubs and ground cover planting.
7. All trees used in parking areas must be provided supplemental irrigation and must be selected for their ability to withstand intensive, reflected heat.

8. Low-branching, conical trees, particularly conifers, shall be avoided in parking areas.
9. Where surface parking areas exist adjacent to a public street, a minimum ten foot wide planting area shall be provided between the edge of paving and the public sidewalk. The landscape treatment of this planting area is to provide a transition from the surface parking to the streetscape improvements and, through use of one or a combination of elements, consisting of low shrubs, textured walls, ground cover and/or trees.
10. Ground cover planting is to be spaced to achieve full coverage within two to three years. Materials such as tanbark may be used temporarily between groundcover planting until it has filled in satisfactorily. Materials such as gravel or rock that do not decompose, however, shall not be used.
11. The minimum width of planters for screening is six feet; the minimum width of planters for accent is five feet.
12. In parking lots, trees shall be planted at a ratio of one to every three or four linear spaces, or approximately thirty-five feet, on-center.
13. Accent landscaping and special landscape elements, such as feature planting, including free-standing columns or trellises with vines for vertical accent,

shall be used to give visual expression to site circulation, especially at entrances and exits.



**TREE WELLS IN PARKING AREAS AT ONE PER 3-4 SPACES**



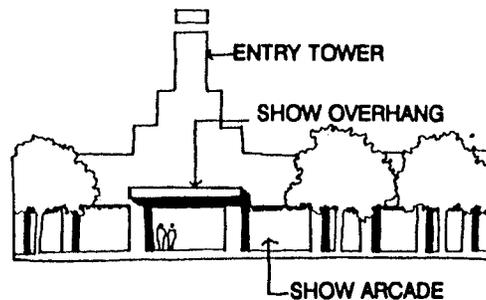
**ACCENT LANDSCAPE AT ENTRIES**

### C. BUILDING SCALE, MASS, AND HEIGHT

The appropriate building scale and mass for Castro Valley, based on the few remaining clusters of older buildings and on the collective community image, is that of a small town. Landscape rather than buildings sets the dominant tone. It is this small town building character within a strong framework of trees and lawn, rather than any architectural style or theme, that the guidelines for scale, mass and height intend to maintain. To the extent that the guidelines address architectural style, it is to encourage design elements, such as overhangs and arcades, that respond to local climate, materials, and tradition.

The major concern with taller buildings within the Castro Valley Central Business District is to protect the small town scale where buildings seldom rise above the tops of trees, and to protect views to the surrounding hills. Chabot Hill and Stanton Hill, at the westerly end of the valley, and the Las Trampas and Walpert Ridge foothills, to the east, comprise the dominant views along Castro Valley Boulevard. Sight lines northward along Redwood Road offer scenic views of rolling hills, mixed evenly with mature trees.

1. Building designs shall be encouraged to include architectural elements providing shade and weather protection for pedestrians, such as overhangs and arcades.



TOWER, OVERHANGS AND ARCADES

2. Graduated heights and/or varied setbacks, as well as architectural elements such as towers to mark entries or corners, shall be

encouraged to reduce the scale of larger buildings and to provide visual orientation from the major commercial arterials.

3. Building height shall not exceed three stories or forty-five feet, with the exception of Subarea 8, those sites within Subareas 7 and 9 that have frontage along Redwood Road between I-580 and Castro Valley Boulevard where they are at the edge of a very wide street and adjacent to more intensive commercial development and transit, or sites within Subarea 10 located on the Castro Valley Boulevard bypass. The height limit cited for this and other guidelines does not include the necessary height of enclosures for roof-mounted mechanical equipment, access stairs, and other comparable elements as indicated in §8-60.10 of the Zoning Ordinance.

4. All buildings with heights greater than two stories or thirty feet must demonstrate through the Site Development Review process that they frame or complement, rather than block, view corridors and that they enhance, rather than obscure, significant topographic features or adjacent development.

a) horizontal emphasis through recesses, ornamentation and other types of decorative detail;

b) pedestrian orientation through overhangs, eaves, awnings, display windows and architectural ornamentation; and

5. Facade areas shall be organized so as to provide:

c) harmonious composition through use of complementary combinations of materials and colors.

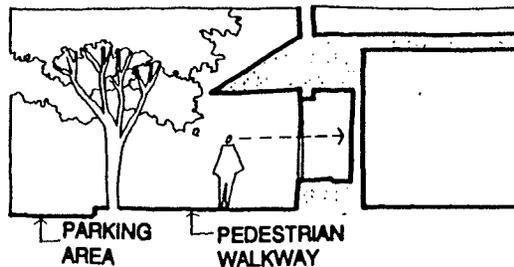
The primary visual image of older, traditional business districts, as experienced by both the pedestrian and the motorist, is created by the architectural quality and detail of the buildings located at the street edge, by commercial signs, and by streetscape design. In the Castro Valley Central Business District, as in many suburbanized commercial areas, building facades, when placed to the rear of large surface parking lots, have become secondary elements to very wide streets and, consequently, very large signs. This section of the guidelines, together with the Plan's guidelines for signs and streetscape program, is intended to encourage the design of building surfaces and openings that contribute to life on the street.

#### D. FACADES, WINDOWS, AND ENTRIES

1. Publicly-visible exterior facades, or building walls, shall appear substantial, permanent, and integral to the entire building.

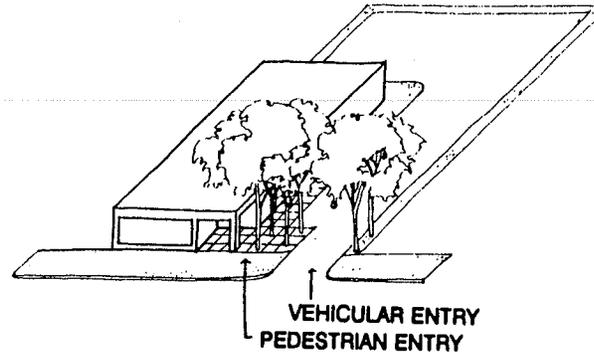
that are visible to adjacent uses. Murals are considered public art and would require citizen review through the Municipal Advisory Council.

2. Where they are visible from the street or adjacent to pedestrian walkways, the blank sides and backs of buildings, shall be designed to provide visual interest by making use of such elements as recesses, bays, covered walkways, or shallow display windows. Highly textured materials that provide contrasts of shade and light or murals are other appropriate design solutions for otherwise blank walls



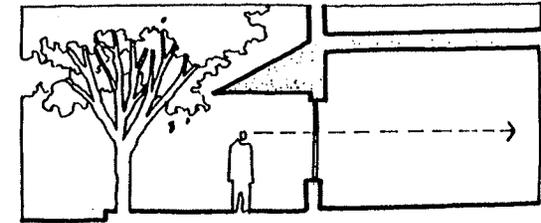
SHALLOW DISPLAY WINDOWS

3. Entries and entryways shall be visually prominent to pedestrians and must be directly accessible from public and private walkways.



VISUALLY PROMINENT ENTRIES

4. Building facades fronting on sidewalks, both public and private, shall consist of storefronts that include a preponderance of clear glass display windows. Ground floor office uses are discouraged, as discussed in the Land Use Element, but, where present, must be designed and maintained as storefront spaces.



VISIBLE GROUND FLOOR SPACE

## E. ROOF FORMS

The guidelines for roof forms address the design of the top of a building. Most commercial buildings within the Castro Valley Central Business District have simple roof forms. False fronts or parapets hide flat roofs and pitched roofs are sometimes used on smaller commercial buildings.

1. Roof elements shall have a functional integrity that is part of the overall building design. False roof forms, such as those used for purely decorative or advertising purposes (for example, the all too familiar pseudo-mansard), are not permitted.
2. Parapets serve the desirable function of hiding flat and low-pitched rooflines and roof-mounted equipment. Parapets shall not have arbitrary shapes or forms or be used only to create a larger sign area for a building, rather they shall be designed proportionate to and in keeping with the overall form and architectural style of the building.
3. Tower elements or other functional architectural features, with appropriate roof features, that call visual attention to corners and entries are encouraged as noted above in the guideline on Building Scale, Mass and Height.

Over time, alterations to existing buildings are a necessary part of the dynamic of change that characterizes a place such as a central business district. The guidelines for rehabilitation and remodeling are intended not only to conserve the design integrity and character of the comparatively few older buildings of Castro Valley's Central Business District, but also of the more contemporary architecture where new construction does not include complete demolition. All modifications to visible exterior surfaces requiring a building permit also require Site Development Review.

## F. REHABILITATION AND REMODELING

1. Exterior openings for doors and windows shall not be closed, moved or enlarged without consideration for the overall composition of the building, including all other remaining exterior openings.
2. Additions to existing buildings shall be designed with consideration for the overall form of the resulting building or complex of buildings; additions must not mix styles or introduce incongruous design motifs to an existing building or building complex.
3. Original finish materials and ornamentation integral to the design integrity of the building shall not be removed or covered with a new material.
4. Materials used to fill openings or to repair damage to the existing building shall match existing exterior materials.
5. Materials for new windows and doors shall match existing window, door and hardware materials, except when the existing materials are of low quality, in which case they all shall be replaced with wood or high-quality metal materials. All glass in renovated buildings is to be clear for ground floor areas, and no less than 75% transparent for upper-story windows.
6. Any elements added to the exterior of buildings, including windows and doors, security hardware, fire escapes, utility boxes, and screens of any kind, shall be custom designed or adapted to be compatible with the existing design detail and composition of the building facade.
7. Exterior paint colors shall conform to the guidelines for color under H. BUILDING MATERIALS AND COLOR, below.

Signs in commercial districts are to convey simple, clear messages. Icon and symbol signs are generally more effective for ease of understanding in the more visually stimulating environment of a commercial district than are those with longer phrases or names. The design guidelines for signs, graphics, and awnings (often used more for locating signs than for sun and weather protection), are intended to create a more orderly and attractive visual environment for the Castro Valley Central

## G. SIGNS, GRAPHICS, AND AWNINGS

Business District. Such an environment benefits all businesses in that individual signs are more visible and effective. In a commercial streetscape marked by visual clutter, only a few of the most unusual signs are noticed at the expense of all others.

## 1. Signs and Graphics

The following guidelines for signs, graphics and awnings modify and should be read prior to the sections of the Alameda County Zoning Ordinance on signs for zoning districts within the Castro Valley Central Business District. All requirements for signs not specifically addressed in the guidelines remain subject to provisions of the Zoning Ordinance.

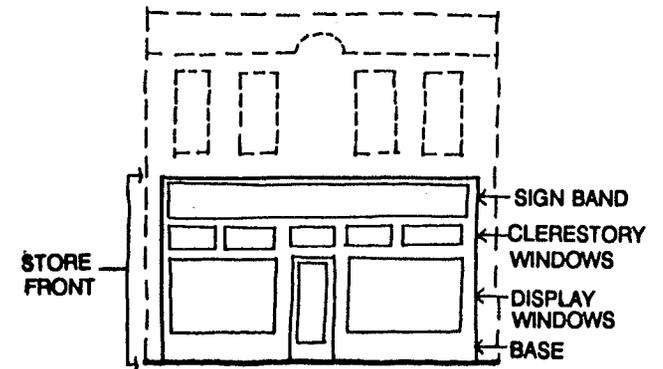
1.1 A mounted wall sign shall be subservient to and consistent with the design of the building facade and business it serves, particularly in terms of size, location, materials, and colors. Sign size, measured by area, shall not be disproportionate to the individual building facade or storefront, regardless of frontage ratios. Zoning Ordinance frontage ratios may be followed provided the sign area fits the building architecture. "Fit" is defined to mean that the building must remain visually more important than the total sign area that is added to it.

1.2 All signs shall be designed with provision for maintenance. Maintenance of signs shall be enforced through the County zoning enforcement officer.

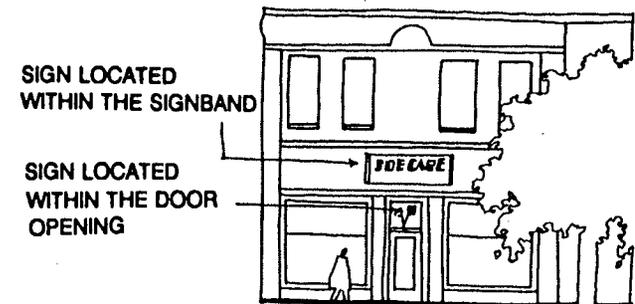
1.3 Signs shall not break the roofline of buildings, with the exception of tall,

vertical fin signs, or other signs clearly integral to the architecture of a building.

1.4 Signs shall not cover architectural elements, such as windows, parapets, and ornamental detail, but rather are to be located within flat, well-defined areas.



SIGNS TO FIT BUILDINGS



SIGN AREAS

- 1.5 Where a building or group of related buildings has two or more business tenants, each with an individual storefront, business identification signs shall be designed at a similar scale and with similar or complementary materials, colors, and lettering according to a comprehensive sign program enforced as part of the lease agreement. Such sign programs are required as part of Site Development Review and, typically but not necessarily, are more restrictive than the Plan design guidelines for signs.
- 1.6 A Low Profile Sign, or monument sign, may be used only for a development site with a linear frontage of more than 100 feet. This type of sign may provide the street address of the development and either a commercial identity for the development as an entity or for one individual tenant. Low Profile Signs shall not serve as directory signs providing identification for multiple tenants, and shall not be higher than four feet, except where sight distance from vehicles requires that it be lower. In any event, the sign must be located within a landscaped area adjacent to the sidewalk edge.
- 1.7 Where they are needed or desired, low profile directory signs listing individual tenants may be used when located within surface parking areas, on buildings at major entries, or along common pedestrian circulation routes. Where used, directory signs shall be designed as part of the comprehensive sign program for multi-tenant developments.
- 1.8 Where necessary to provide information for site circulation, free standing signs may be used to identify entries, exits, on-site parking areas, and other such components of a commercial development. Site circulation signs shall be reviewed as part of the overall sign program and shall not include commercial messages or logos.
- 1.9 Service Station Identification Signs and Price Signs are a legally required exception to the guidelines for Low Profile Signs and shall be reviewed according to the Zoning Ordinance (§§8-47.5.1, 8-80.60.5 p, and 8-80.60.65 o).
- 1.10 Sign colors shall be compatible with building colors. The use of more than a total of three (3) colors on a sign, or use of florescent colors, is not allowed.
- 1.11 A sign painted directly onto the building surface, including windows, shall be reviewed as a mounted sign, and approval, as with all signs, will include enforceable conditions for maintenance.
- 1.12 The principal review criterion for graphic design is legibility. The use of ornate or multiple typographic design for signs is discouraged, as is Gothic or other difficult-to-read typography.

1.13 Signs displayed within window areas shall be limited to no more than 25% of the glass area. The use of individual letters etched or painted directly onto the window glass is preferred.

1.14 Projecting or vertical fin signs are particularly desirable within the more intensive, pedestrian-oriented areas. These types of signs should be located near entries as a way of further directing pedestrian access to storefronts.

#### 1.15 Prohibited Signs

1.15.1 General purpose advertising or billboard signs

1.15.2 Free-standing pole signs

1.15.3 Roof signs

1.15.4 Banners, streamers or bunting without special permit

1.15.5 Temporary signs in windows or window signs that block views into the storefront space

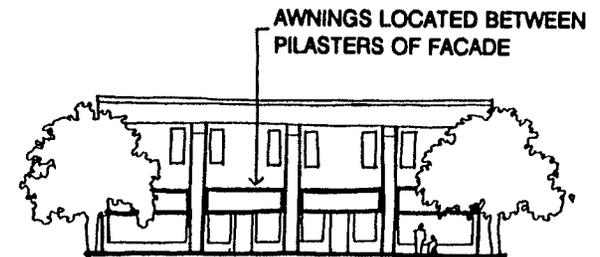
1.15.6 Signs on vacated buildings (Commercial signs must be removed when the business vacates the space. For abatement of signs for other inoperative functions, such as political campaign signs, see Zoning Ordinance §8-60.65.2.)

1.15.7 Visible signs obviously meant to be noticed and read from the street attached to or mounted on vehicles parked on either public or private property

## 2. Awnings

The primary purpose of awnings is to provide sun and weather protection for pedestrians. Awnings also are frequently used as a sign element and, in that context, the following guidelines are provided.

2.1 Awnings shall not be designed and built as a continuous band along the building frontage and shall not hide architectural detail when added to existing buildings; they shall be designed as elements that accompany individual display windows or the expressed structural bays of the building.



AWNINGS AS A BUILDING ELEMENT

2.2 The awning form shall be designed to be compatible with the overall composition of the building; awning forms that also do not provide sun and weather protection shall not be approved.

2.3. Awning materials shall be restricted to fabric or metal, as opposed to plastic or fiberglass, for example, which are considered inappropriate materials.

2.4. Awning colors shall be compatible with building colors.

2.5. Sign graphics shall be painted directly onto the awning material itself; the sign location is restricted to the valance or lower 1/3 of the awning, and to the end panels of angled, curved, or box awnings.

Exterior wood siding and stucco are the most common building materials in the Castro Valley Central Business District. Both wood and stucco are usually painted, both for reasons of maintenance and of aesthetics. Historically, building color in Castro Valley Central Business District has not been limited to any one range. Some buildings with wood siding have been stained rather than painted and are darker in tone, but the predominant pattern is that buildings are painted in light tones. Where Site Development Review is required, building colors shall be reviewed for consistency with these Guidelines

## H. BUILDING MATERIALS AND COLORS

1. Decorative or accent facade materials, such as those used on storefronts, shall be complementary to primary materials used on exterior surfaces of the building. The application of false stone work, lava rock, plastic, aluminum, or wood panelling to cover over storefronts or building facades is prohibited.

2. Contiguous storefronts in a building shall use the same building materials, style, and scale of architectural ornamentation.

3. Similar or compatible building materials shall be used on all floor levels and all elevations of a given building.

4. Predominant building colors should generally be light in tone, but are not necessarily restricted to any one color range, such as earth tones. Corporate

colors not consistent with this or other guidelines on color shall not be used. Darker colors may be used for trim.

5. Muted colors are encouraged for large areas such as building walls.

6. Wood siding and trim may be left natural and stained to be light in tone.

7. The color scheme for a building's entire facade and all visible sides shall be consistent.

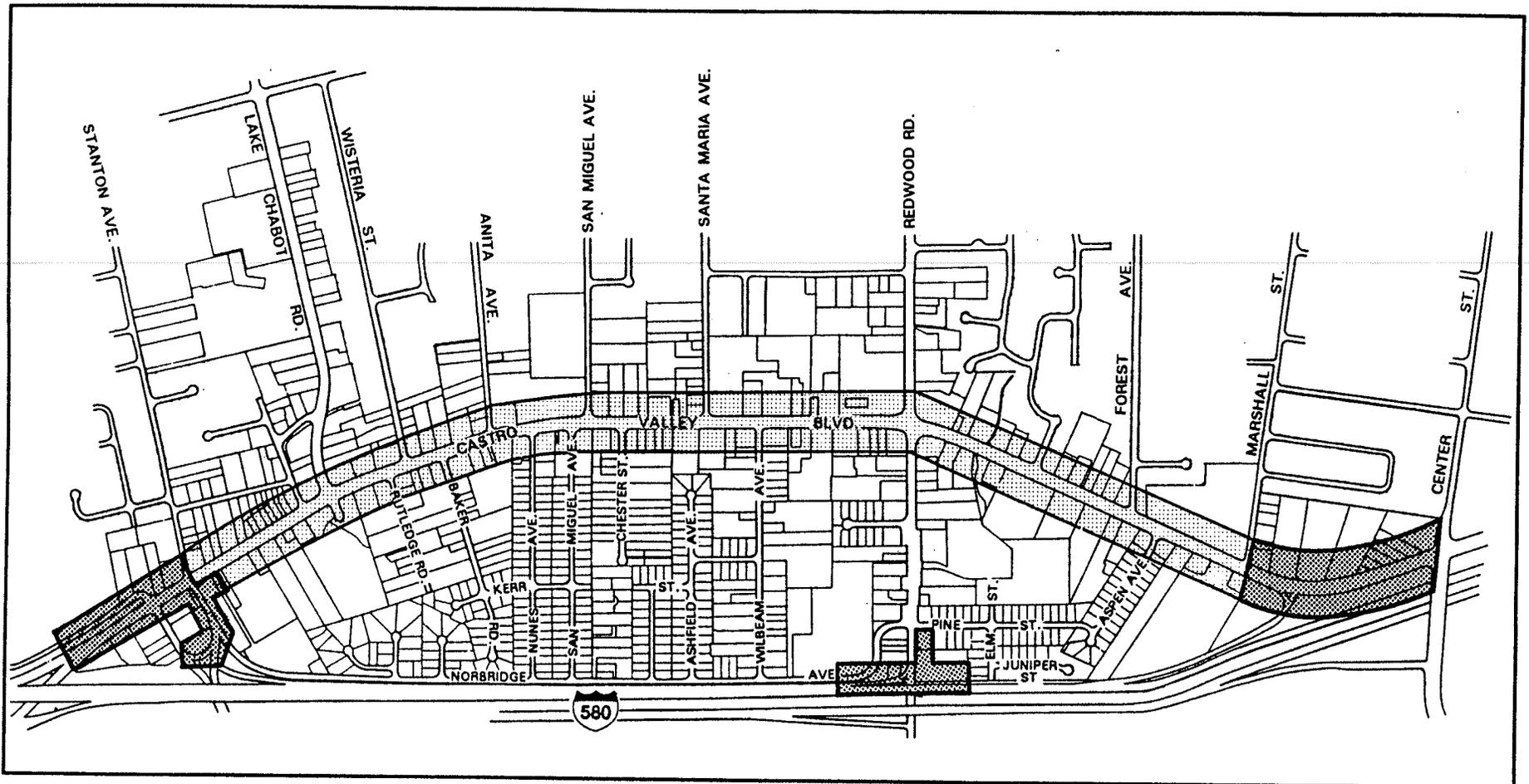
8. The color scheme for a particular building shall be compatible with the colors of adjacent buildings, unless the colors of adjacent buildings strongly diverge from these Design Guidelines. In such a case, the Guidelines shall prevail.

9. **Wherever possible, the number of colors appearing on the building exterior should be limited to no more than three colors or tones of the same color, including trim and accent colors.**
  10. **Architectural detailing, including the use of color, shall complement and embellish principal design features, materials and colors of a building facade.**
-

### 3. NONCONFORMING AND PUBLIC SIGNS

- 3.1 **Policy: Nonconforming Signs:** Commercial signs and related sign elements rendered nonconforming by the 1983 Plan shall be brought into compliance by December 31, 1993, as required under that Plan. Commercial signs and related sign elements consistent with the 1983 Plan, but rendered nonconforming by this Plan shall be modified or replaced, consistent with sign design guidelines provided herein, through change of tenant or use, or exterior modifications of any kind, but in no event later than December 31, 1995.
- 3.1.1 **Program:** The Planning Department shall prepare an inventory of nonconforming signs under the 1983 Plan and this Plan, and shall notify the owners and pursue compliance with the Plan. Funding for this program shall come from the County Business License Tax.
- 3.2 **Policy: General Purpose Advertising Sign, or Billboard, Removal:** All billboards in the Plan Area shall be removed as part of the program to remove all nonconforming commercial signage.
- 3.2.1 **Program:** Billboard removal is to be pursued through several avenues, including efforts to change current State law, encouraging property owners not to renew billboard leases, and providing compensation for billboard removal.
- 3.3 **Policy: Public Signs:** Public signs shall be provided within the Plan Area to help direct people to and inform them about important functions and places, such as off-street parking facilities and historic sites.
- 3.3.1 **Program:** In order to take maximum advantage of existing and convenient off-street parking within the Castro Valley Central Business District, attractively designed, well-located public signs are to be used to direct shoppers and patrons to parking areas. The signs are to possess a custom image that will benefit overall marketing for the Central Business District, and are to be part of a graphics design program that includes a brochure to assist customers in locating individual businesses and services. Other components of public signage to be designed in conjunction with parking signs include directional signs to community facilities, historical markers, and, possibly, custom-designed street name signs that provide a distinctive dimension to the Central Business District.
- 4.1 **Policy:** To achieve the urban design objective of enhancing the visual quality and character of the central business district, the Planning Department shall initiate a comprehensive set of public area improvements projects for the Plan Area.

### 4. PUBLIC AREA IMPROVEMENTS: STREETScape AND PUBLIC SPACES



CASTRO VALLEY BOULEVARD STREETScape AND PUBLIC PLACES

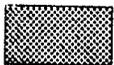
-  Castro Valley Boulevard Project Area
-  Gateways Area

FIGURE 28

Implementation of the Castro Valley Boulevard streetscape project is of the highest priority for the revitalization of the Plan Area. Other streetscape projects are also important to the overall revitalization of the Plan Area, but, for purposes of the Plan, are accorded separate priority.

4.1.1 Program: The Castro Valley Boulevard streetscape project description, or program, includes a number of specific improvements which, for purposes of overall understanding, are presented as a single project, but which, for purposes of funding and construction, may need to be phased or treated as separate projects (See Figure 28).

**A. Street Tree**

1. Selection and use of the street tree for Castro Valley Boulevard must satisfy the following general criteria:

- be a deciduous species, providing a full-shade canopy in summer and filtered sun in winter
- be suitable for use in warm, dry landscapes similar to Castro Valley
- mature in a reasonably short time
- attain monumental stature when mature
- be long-lived
- have a dynamic foliage color, perhaps responsive to seasonal change
- establish a strong, unifying image for Castro Valley Boulevard
- spacing between trees to be sufficiently wide to allow mature growth and the perception of individual trees, in concept approximately thirty-five to forty feet, on-center
- not be a designated street tree on other streets in the Plan Area

2. The designated Castro Valley Boulevard street tree should be selected from the recommended tree list, Table 8, which has been developed as a planting guide for the Plan Area:

**TABLE 8:**

**Recommended Trees, Castro Valley Central Business District Specific Plan Area**

**Shade, High Branching**

- *Acer rubrum* “Red Sunset,” Scarlet Maple
- *Aesculus carnea*, Red Horsechestnut
- *Celtis sinensis*, Chinese Hackberry
- *Chorisia speciosa*, Floss Silk tree
- *Fraxinus oxycarpa* “Raywood,” Raywood Ash
- *Liquidamber styracifina*, Liquid amber
- *Melia Azedarach*, Chinaberry
- *Pistacia chinensis* “Keith Davey,” Chinese Pistache
- *Platanus acerifolia* “Yarwood,” London Plane tree
- *Robinia ambigua* “Idahoensis,” Idaho locust
- *Robinia ambigua* “Purple Robe,” locust
- *Sophora japoinia* “Regent” Japanese pagoda tree
- *Tipuana tipu*, Tipu tree

**Accent, Delineator**

- *Casuarina sticta*, Mountain she-oak
- *Cercis canadensis*, Eastern redbud
- *Koelreuteria bipinnata*, golden raintree
- *Lagerstroemia indica*, Crape myrtle
- *Melaleuca linariifolia*, Flaxleaf paperbark
- *Pyrus calleryana* “Autumn Blaze,” Bradford pear
- *Prunus* Spp., Flowering plum or cherry

**Screening, Evergreen**

- *Cedrus deodara*, Deodar cedar
- *Pinus canariensis*, Canary island pine
- *Pinus halapensis* “Brutia,” Aleppo pine
- *Pinus pinea*, Italian stone pine
- *Pinus torreyana*, Torrey pine
- *Sequoia sempervirens*, Coast redwood
- *Sequoiadendron giganteum*, Giant sequoia

## B. Sidewalks

1. **Finish:** Sidewalks are to be broom-finish concrete or more decorative material of comparable quality. Use of a special modular scoring detail and finish tone for sidewalks along commercial frontage should be studied as part of the design development phase of the streetscape project.
2. **Width:** The current sidewalk width along Castro Valley Boulevard is approximately ten feet. This dimension shall be maintained. At many street corners, especially where there are designated pedestrian street crossings, sidewalks shall be widened an additional six feet to create bulb-outs (see illustration in Figure 26). The bulb-out fits well within the eight-foot width of the existing curb-side parking lane. Its purpose is two-fold:
  - a) to provide for the greater comfort and safety of pedestrians who gather to cross Castro Valley Boulevard and its intersecting streets; and
  - b) to provide for increased amenity and reassurance for drivers who use on-street parking spaces located along Castro Valley Boulevard.

## C. Street Lights

1. **Roadway Illumination:** Street lights required to illuminate the roadway shall be County standard, cut-off cobra-head fixtures. Light intensity along the street shall be reduced to a level sufficient for general visibility but not harsh in its overall quality, as established by a consultant study prepared for the Alameda County Public Works Agency in September, 1990, and on file with that Agency.

Street light spacing and specific placement shall be included as a specific task in the design development phase of the streetscape project, especially along those portions of Castro Valley Boulevard where the street lights are scheduled to be relocated as part of other roadway improvements projects.

2. **Pedestrian-Oriented Sidewalk Illumination:** A special pedestrian-scale street light is to be studied as part of the overall streetscape design concept for Subarea 7. The intent is to establish a distinctive, more pedestrian-oriented image for Castro Valley Boulevard from approximately Anita Avenue on the west (the vicinity of the old Chabot Theatre) to the vicinity of the Redwood Road intersection on the east. This type of streetlight is a familiar streetscape element in older downtown areas. Because it is primarily used to illuminate the

sidewalk area for pedestrians, this type of fixture is typically no higher than a ground floor storefront (twelve to fifteen feet) and is spaced to allow overlapping pools of light (approximately thirty-five to forty feet on center). Besides providing a softer level of more localized, pooled light along sidewalks, this type of light, unlike the taller, more widely spaced, cut-off cobra-head fixtures, helps visually define the street edge. The spacing and placement of pedestrian-oriented fixtures for Subarea 7, as with all other aspects of nighttime illumination of Castro Valley Boulevard, are to be included in the design development phase of the streetscape project, as referenced above.

3. **Fixture Colors:** County standard street lights and traffic standards shall be painted a special color, probably dark, that will serve to obscure them against the overall streetscape background. The pedestrian-scale street light may be a contrasting color, dark or light, to complement the overall streetscape design.

#### D. Median

A central element for effecting major changes in the overall character and appearance of Castro Valley Boulevard is the median. At present, the median consists of a raised curb and a concrete capped area, the sole purpose of which is to control traffic movement. At the west end of Castro Valley Boulevard, the median is presently an asphalt paved area, which has been striped to allow free left-turn movements in both directions.

One objective of the Castro Valley Boulevard streetscape project is to maximize opportunities for creating a sufficiently sized, attractively landscaped median, while also maintaining reasonable vehicular access to frontage properties and side streets. A second, and related, objective is to reduce both the number and the length of existing left-turn pockets. A preliminary civil engineering design for Castro Valley Boulevard consistent with these objectives was prepared as part of the Technical Report and is summarized as follows:

1. **Width:** The median at left turn pockets shall be, as a minimum dimension, six feet wide to allow for continuous landscaping, including tree planting where appropriate to the overall streetscape design. In areas of the median where there are no left-turn pockets, the recommended width is sixteen feet.

The Circulation Element of this Plan establishes a restrictive policy on permitted left turns. In concept, provisions for mid-block left turns are to be eliminated completely. In practice, exceptions can be made only where there is an overriding access requirement that cannot be accommodated by any other traffic and roadway design solution. As part of the implementa-

tion of the Plan streetscape project, a professional traffic circulation study, with the Planning Department as the lead agency, will be required to identify impacts to access and circulation and to provide recommendations for necessary refinements to the above referenced preliminary design for medians.

2. **Tree Planting:** The trees used for the median are to be the same as those used for the sidewalk area. Tree planting for the median is to establish a continuous pattern, comparable to that along the sidewalk edge, while also being responsive to sight-line concerns for public safety. Within Subarea 7, for contrast and to provide full visibility across the street as is considered appropriate in a retail commercial environment, the streetscape design should consider other landscape options for the median area that do not utilize street trees, but rather that make use of contrasting plants and paving materials, or which use a tree different from that used in the sidewalk area. For example, the median landscaping between approximately the Chabot Theatre and the Redwood Road intersection could feature special paving and bollards in the vicinity of pedestrian crosswalks, and low-growing shrubs and accent planting, such as blooming annuals and perennials, as well as formal groundcover, in areas between crosswalks.

This schematic design plan is to be used as a basis for a final design plan, to be prepared as part of the Implementation Element of this Plan.

#### E. Street Furniture

The design, type of materials, and placement of street furniture along Castro Valley Boulevard is a major streetscape design task. An inventory of public street furniture to be considered includes bus shelters, newspaper racks, enclosures for public telephones, trash receptacles, benches or other objects that provide opportunity for sitting, and elements necessary for public utilities such as utility boxes, enclosures for traffic control panels, fire hydrants, and street lights.

Cost considerations may require that certain items of street furniture, such as benches, that are less critical to the initial project be added over time as more funds become available. However, it is critical that an overall design be developed at the beginning that guides the future addition of street furniture to the Castro Valley Boulevard setting.

1. **Placement:** The general placement of several types of streetscape objects associated with the public infrastructure, such as utility boxes and fire hydrants, is customarily determined by special purpose agencies which apply universal standards in every environment. These

objects are to be considered as a part of the street furniture program for Castro Valley Boulevard. Accordingly, the overall streetscape design must consider consequences to the streetscape environment of such placement and, where the consequence is likely to be negative, work to achieve a reasonable compromise.

The placement of certain other items, such as bus shelters and public telephones, is subject to some degree of local discretion, based on the adoption of a comprehensive and consistent improvements plan for Castro Valley Boulevard, but is subject to coordination with particular agencies and utility companies such as AC Transit and PacBell. The placement of other items such as newspaper racks, trash receptacles, and benches is purely a matter of local discretion.

As an initial concept to be studied during design, bus stops should be considered as locations for other related items of street furniture, including benches or sitting areas, trash receptacles, public telephones, and newspaper racks. In any event, the placement of bus shelters at specific locations needs to be carefully considered within the context of all proposed improvements, such as the design, configuration and location of bulb-outs; a reduction in the amount of red curb and a corresponding increase in provision of on-street parking spaces; changes in driveway locations caused by changes to median treatment and left turn pockets; and installation of street trees and pedestrian-scaled street lights.

2. **Design:** Most communities select and install items of street furniture that are already designed and made available for purchase from manufacturers, i.e. they are regarded as off-the-shelf items. The work of the streetscape designer is to make an appropriate choice from a number of options much as one buys furniture from a store. In certain cases, however, it may become advisable to develop a custom design for some particular item or items of street furniture in order to strengthen the overall image or character of the street. Usually special design items cost more, but the extra cost is justified in order to achieve just the right size, shape, color or material. Such design decisions will be part of the design development phase of the streetscape project.
3. **Materials:** The selection of materials for street furniture also will be made during the design phase of the streetscape project. The selection is to be guided by considerations for consistency and harmony. In general, the streetscape concept is one of a minimum number of materials and textures. Street furniture colors are to be coordinated and the number of colors used is to be kept to a minimum, with accent or contrast colors used sparingly and only for an understood and specific effect.

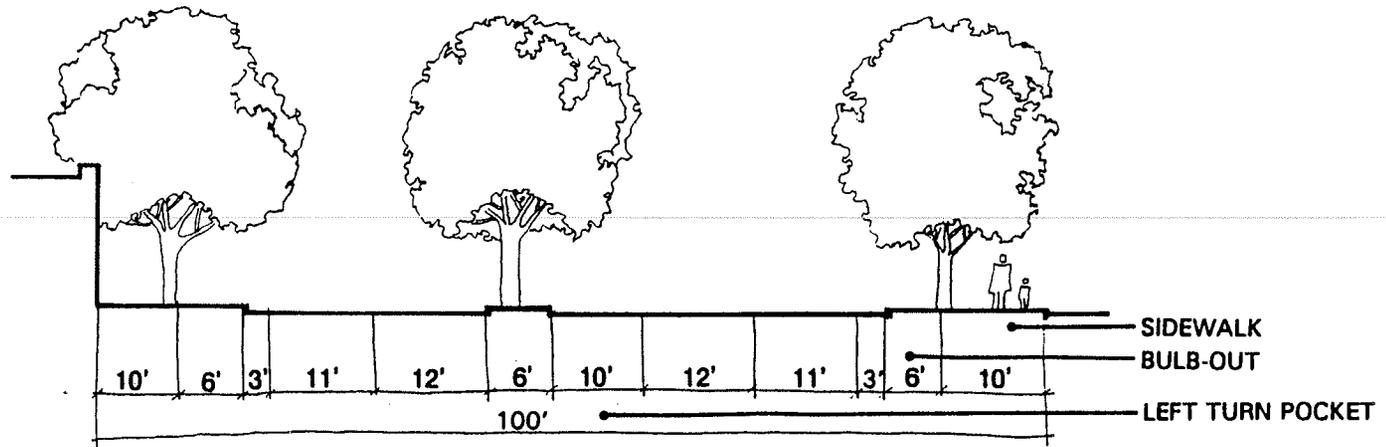
## **F. Gateways and Entry Zones**

- 1. General:** Special gateway elements shall be developed as integral components of the streetscape project. The design process will consider several generic types of entry signs and visual imagery in order to reach a solution that is considered appropriate by the community. Sign types for design consideration include billboards, arches (both literal and implied), service club directories, monuments (such as those typically found at entrances to some neighborhoods and developments), and freestanding pole signs.

In addition to the street and median trees and the median landscaping that is part of the streetscape project, the design of the special gateway elements shall include additional landscape improvements at locations appropriate to the final design scheme. Such landscaping is used to reinforce or enhance the presence of a sign or other object used to announce entry to the Central Business District. Given the width of Castro Valley Boulevard, the gateway sign element should be augmented with landscaping that can consist of a raised planter, accent or backdrop trees of appropriate height and massing, and smaller-scale plants such as shrubs and/or groundcover.

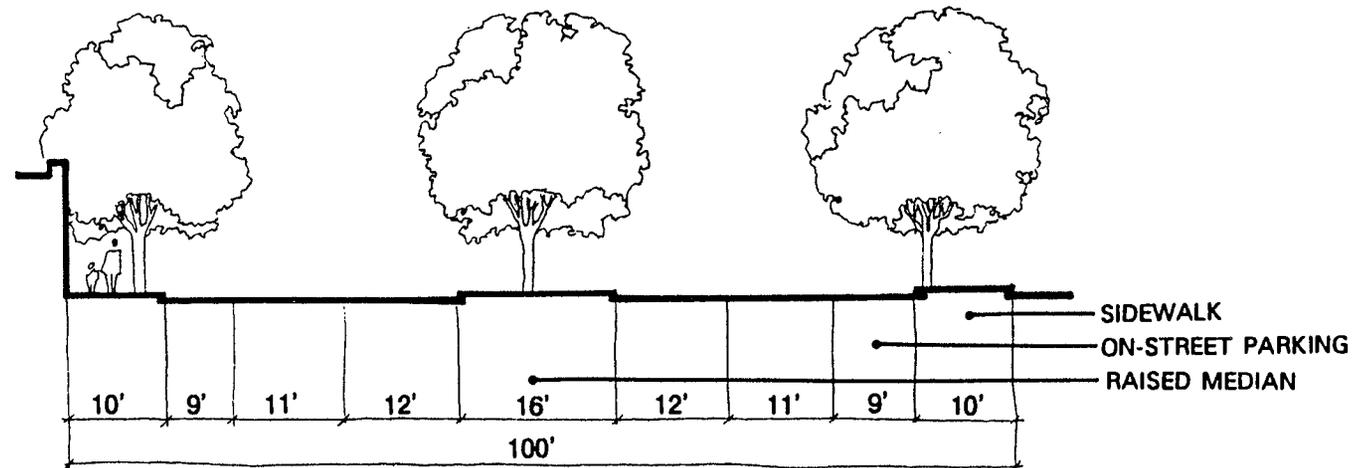
- 2. West Gateway:** At the western entrance to the Central Business District, a gateway sign should be located within the sidewalk right-of-way on the south side of Castro Valley Boulevard approximately 150 feet east of the signalized intersection with Norbridge Avenue. The circulation pattern at the western end of Castro Valley Boulevard is particularly challenging, in terms of developing a sense of entry to both the Boulevard and the community. Therefore, additional streetscape landscaping is to be included as part of the gateway project. This additional landscaping is to include the use of tall, narrow, closely-spaced street trees along the Norbridge Avenue frontage of the existing lumber yard, in order to screen the existing open storage and chain-link fence. It also is to include the removal of the cement cap on the large traffic island south of the existing fast food business between Norbridge and Strobridge Avenues in order to plant the island area with street trees, shrubs and groundcover. Finally, it is to include planting evergreen trees along the north side edge of Castro Valley Boulevard west of the John Street intersection, in order to match the evergreen trees that now exist on the facing, or south side, edge of Castro Valley Boulevard.
- 3. East Gateway:** At the eastern entrance to the CBD, a gateway sign is to be located within the sidewalk right-of-way on the north side of Castro Valley Boulevard approximately 100 feet east of the signalized intersection with Marshall Street. This location is the point where one enters that portion of Castro Valley Boulevard where there is a view to the Redwood Road intersection.

FIGURE 29



CASTRO VALLEY BOULEVARD: Proposed Cross Section Through Left Turn Lane and Bulb Outs

FIGURE 30



CASTRO VALLEY BOULEVARD: Proposed Cross Section Through Typical Mid-Blocks

4. **South Gateway:** At the southern entrance to the CBD, a gateway sign is to be located within the sidewalk right-of-way on the east side of Redwood Road approximately 200 feet north of I-580. In addition, a freeway-oriented community identification sign is to be located at or in the immediate vicinity of the intersection of I-580 and Redwood Road. Possible locations include the southern (freeway facing) side of the sound wall on the north side of I-580 at a point approximately 750 feet west of Redwood Road; a site on BART or Caltrans property within the I-580 median, just east or west of Redwood Road; or, if a joint development project materializes on the BART station area property, a sign located on the rooftop, parapet or south wall of the new building.

#### 4.1.2 Program: Other Streetscape Projects

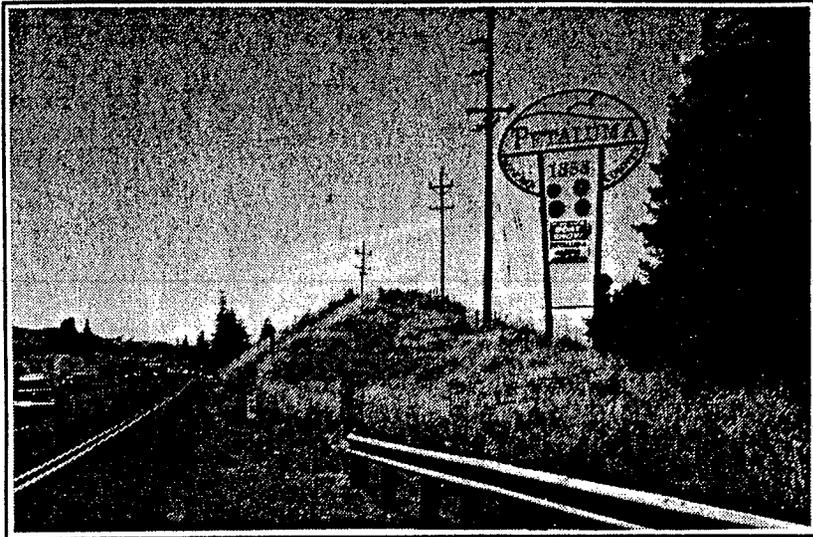
##### A. Lake Chabot Road

All street improvement projects within the Plan Area are to include street landscaping, according to Plan policy. Streetscape program concepts for other Plan Area streets include:

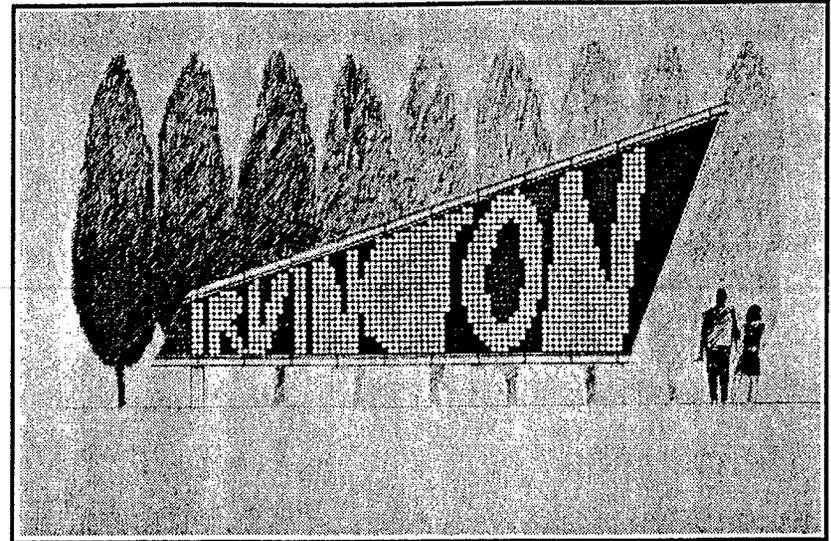
The designated street tree for Lake Chabot Road is Liquid amber (*Liquidamber styraciflua*), a tall, deciduous tree that is already established along certain portions of the street and one which grows to approximately 60 feet in height at maturity. For infill areas, it is to be planted at approximately thirty feet, on center, with a second row, where possible, planted in landscape setback areas along street frontage.

##### B. Redwood Road

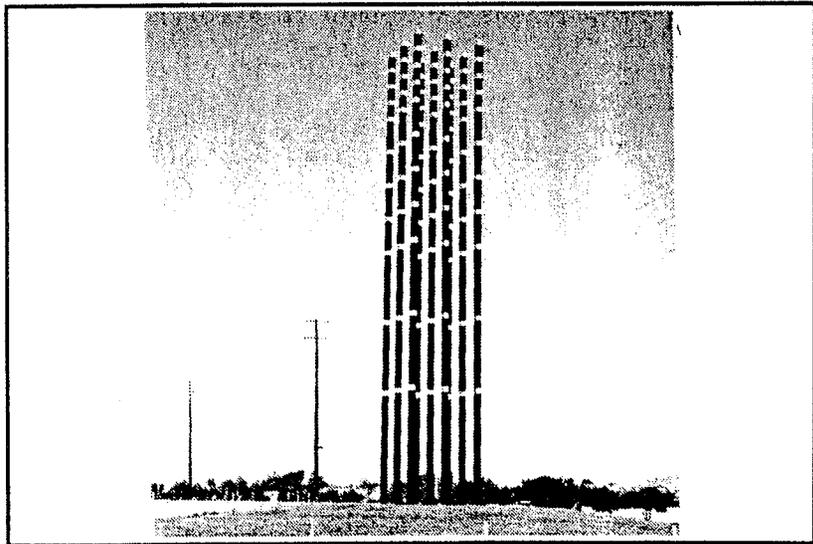
1. The street tree designation for Redwood Road is still to be made. The selection shall be made in conjunction with a streetscape design project coordinated with future roadway improvements. The selected street tree is to be planted along the street edge and in the median, with a second row, where possible, planted in landscape setback areas along the street frontage, such as at the BART station area. The street tree selection shall be made according to the following criteria:
  - suitable for use in a warm, dry climate
  - deciduous
  - attains significant height and slightly columnar shape upon maturity
  - mature in a reasonably short time
  - be long-lived



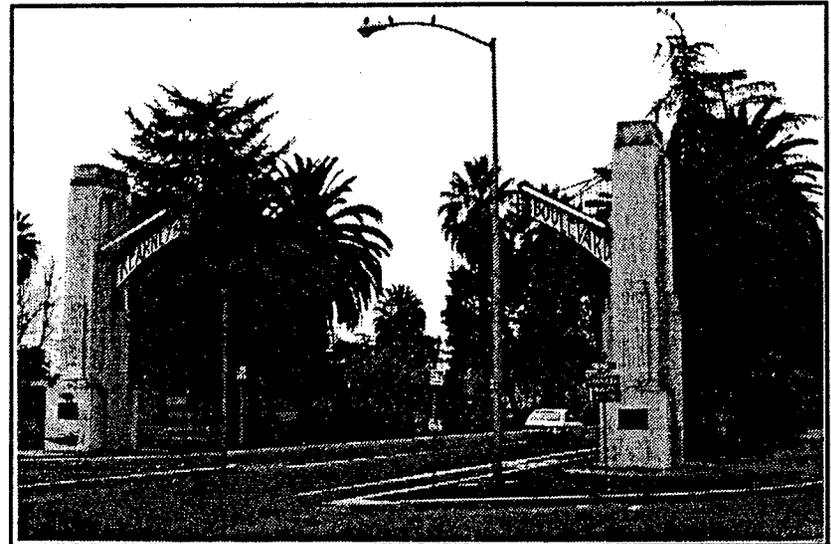
PETALUMA, CA



BILLBOARD CONCEPT



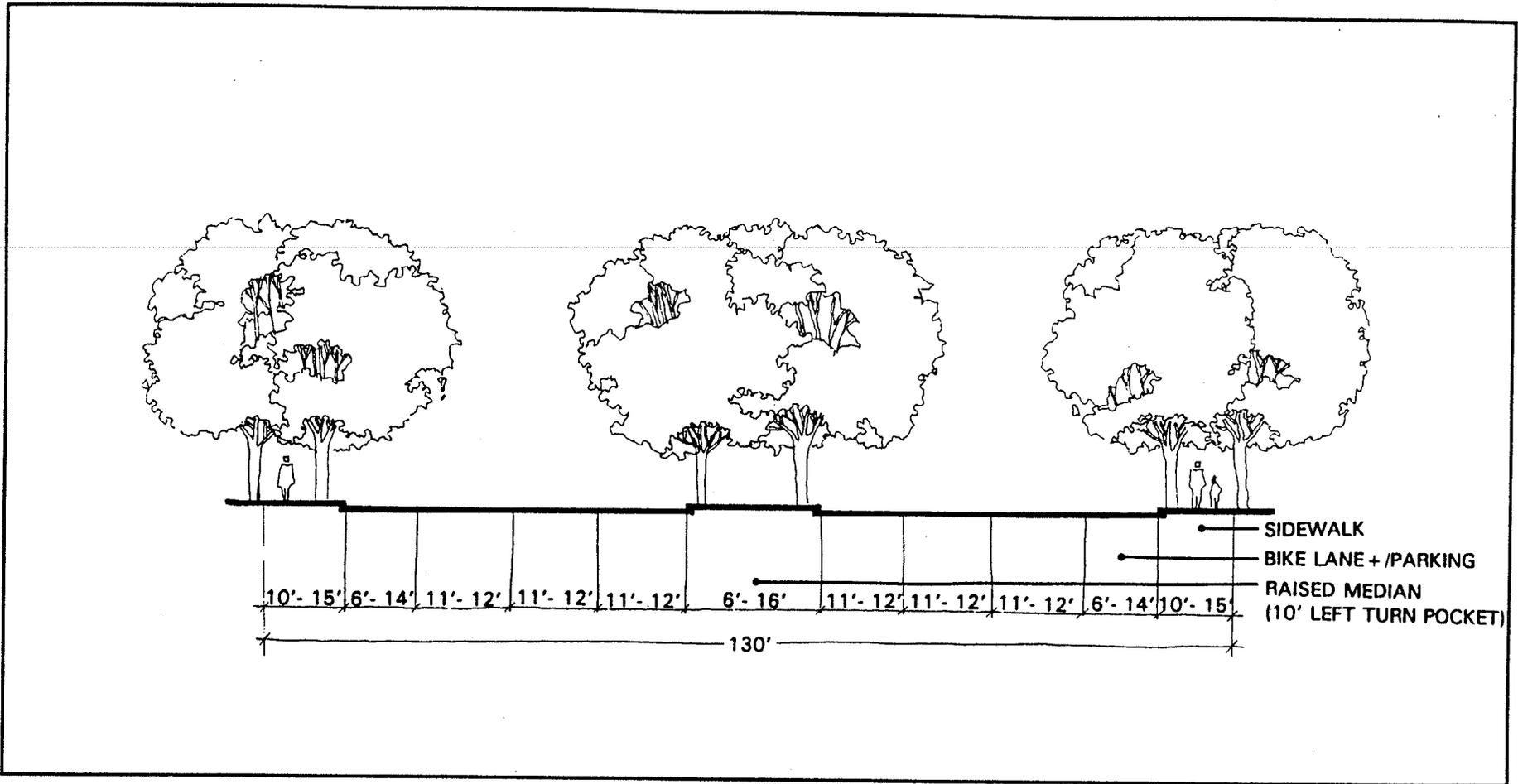
OXNARD, CA



FRESNO ,CA

## EXAMPLES OF GATEWAY ENTRY SIGNS

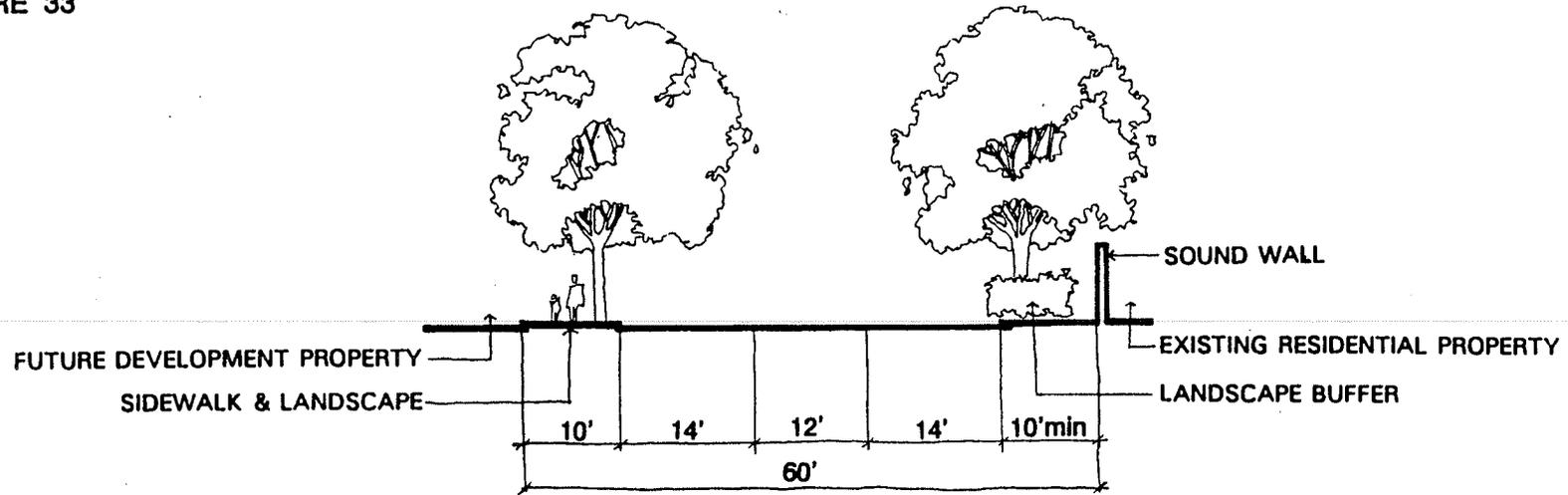
FIGURE 31



REDWOOD ROAD: Typical Section

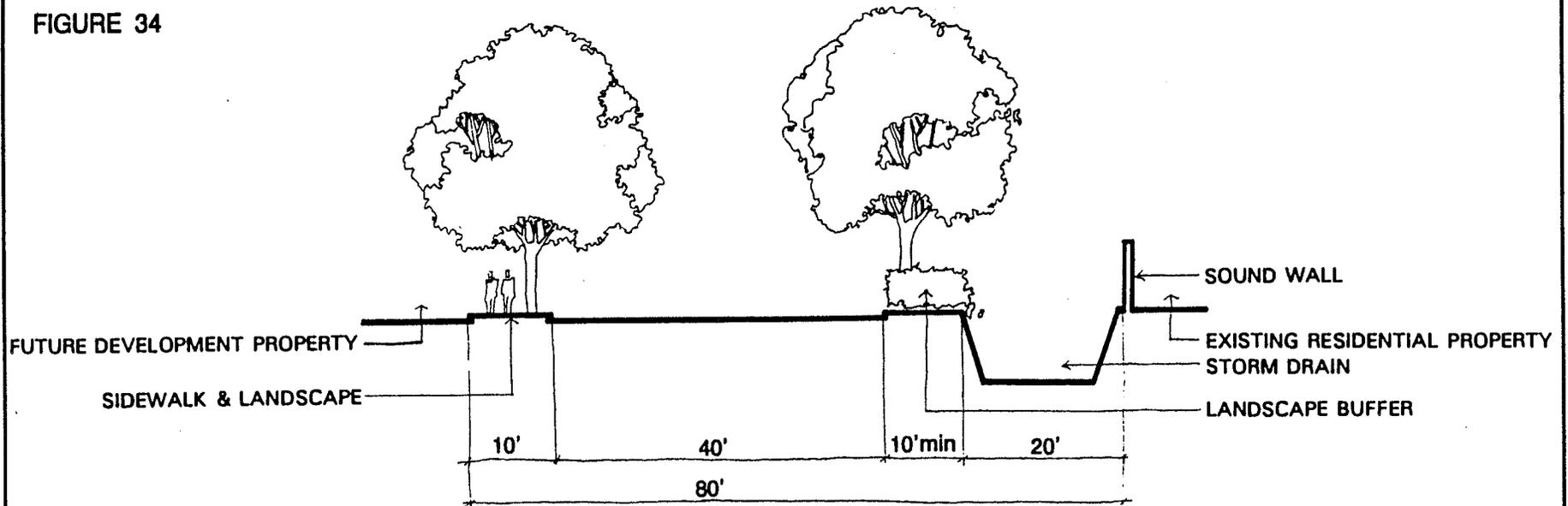
FIGURE 32

FIGURE 33



NORBRIDGE AVENUE: Typical Section Adjacent to Residential Back Yards

FIGURE 34



NORBRIDGE AVENUE: Typical Section Adjacent to Storm Drain

2. **Median:** Redwood Road is designed to have a raised median between I-580 and Castro Valley Boulevard. As is the case for the Castro Valley Boulevard median, the Redwood Road median serves the purpose of both controlling traffic movement and of providing additional landscape area for street trees and other types of planting.
3. **Gateway Corridor:** Redwood Road serves as a gateway corridor to Castro Valley Boulevard. It carries traffic volumes that are equal to those for Castro Valley Boulevard and a current Public Works Agency project is underway to make Redwood Road between I-580 and Castro Valley Boulevard even wider than Castro Valley Boulevard. The landscape design for Redwood Road will make a major contribution to the overall visual quality of the Central Business District and is particularly important as a gateway statement.

### C. Castro Valley Boulevard Bypass

Street landscaping is an essential part of the Castro Valley Boulevard bypass described in the Circulation Element, §V.B.2., regardless of its alignment. East of Redwood Road the bypass could be aligned adjacent to the back yards of the residential neighborhood served by Aspen Avenue and Pine, Juniper and Elm Streets. An open storm drainage channel is located at the back of the Aspen Street properties and will be part of the edge condition for the easterly end of the bypass as it curves northward toward Castro Valley Boulevard if this alignment is chosen. If this alignment is chosen, landscaping should promote a linear park character, particularly along the creek and residential edge. It must be recognized that an attractively designed sound wall will need to be built along the backyards of the Pine Street properties, and possibly along that of the Aspen Street properties as well, to mitigate traffic noise. Given the narrow dimension of the currently planned right-of-way, a sidewalk along this edge and along the residential side of the drainage channel is less important than landscaping, and is probably unnecessary. Landscaping shall be of a riparian character and shall include trees, shrubs and groundcover.

The north and west sides of the bypass east of Redwood Road are almost completely vacant at present, thereby presenting an opportunity to coordinate street landscape with new development. The overall streetscape concept for this portion of the bypass shall be that of a linear riparian park. West of Redwood Road, Norbridge Avenue through the BART station area has been realigned and is to be landscaped as part of the station area construction. The landscape design for the station area portion of Norbridge Avenue shall be coordinated with and complementary to that planned for the Castro Valley Boulevard bypass east of Redwood Road.

At present, only a few trees have been planted along the I-580 sound wall west of the BART station area. Landscape planting for this portion of Norbridge Avenue also shall be consistent with and complementary to that planned for the other portions of the bypass and shall be designed and constructed as part of any future roadway improvements or, when funding becomes available, as a special streetscape project.

#### **D. Residential Streets**

Residential street tree planting programs shall be pursued actively with the assistance of neighborhood groups. A principal design objective shall be to promote visual separation and distinction between Castro Valley Boulevard and residential side streets. Street trees for residential areas can be selected from list of recommended trees for the Plan Area, Table 8, but shall not include the designated Castro Valley Boulevard street tree. This list may be expanded by County landscape staff and is not definitive, but only directive.

#### **4.13 Program: Public Plazas and Parks**

The County Planning Department is to initiate development of a balanced network of public open space within the Central Business District.

##### **A. Public Plaza**

1. **Location:** A public plaza shall be developed at the Castro Valley BART station area. The exact location for the public plaza will be determined as part of a future joint development project on the BART station area site. The plaza location shall be responsive to site development and uses of any joint development project; the functional importance of the Redwood Road, Norbridge Avenue intersection; the predominant pattern of pedestrian access to the station entrance; and Wilbeam Avenue as a pedestrian-oriented residential street which connects the station area to Castro Valley Boulevard.
2. **Design:** The landscape design character of the public plaza, which will be a new type of open space for the Central Business District and an anticipated focus of public life for the community, is to facilitate casual, leisurely use by small-to-moderate-sized groups, including sitting, gathering and waiting. The design shall allow for bicycle racks, hard surface areas, shade, and some special, ornamental planting, as well as locations for one or more pieces of public art.

## B. Creeks and Bridges

Creeks, streams and their riparian landscape are an essential and irreplaceable resource within the Central Business District. Castro Valley Creek, east of Redwood Road, is the only unchannelized water course remaining along Castro Valley Boulevard. This creek, where it is accessible from Castro Valley Boulevard, is to be incorporated as a natural open space, either in conjunction with any new development or acquired as public open space and developed by the park district as a creekside park. Ideally, the creek shall be reopened through the interior vacant parcel as part of any future development project for that site.

The conservation objective for the Castro Valley Creek area includes restoration of native vegetative cover and original wildlife habitat, to the extent possible. Creek restoration is shall be integrated into the streetscape design for Castro Valley Boulevard by providing both access from the sidewalk area and visual recognition of the creek by a special design bridge railing and a sign. Plans for the creek shall not include concrete channelization and other structural flood control solutions which would create a negative impact on the rural charm of creek open space.

To ensure protection of the creek setting, no new structures are to be located within a twenty foot setback from a 2:1 daylight slope from the toe of the creek or twenty feet from the top of the creek bank, whichever is greater, as required by the County Watercourse Ordinance. Within this setback, the only development allowed is that which incorporates and re-establishes the creek setting into its site design.

### 4.1.4 Program: Public Utilities, Transformers and Power Lines

Street accessories consist of visible public utility equipment, including light standards, telephone and electricity lines, and traffic lights and signs. Street views interrupted by overhead utility lines are inappropriate in the Central Business District. The Planning Department, in conjunction with the Public Works Agency and utility companies or agencies, is to review location and design of utility infrastructure within the Central Business District, and to assess its potential effects on public area and private sector improvements.

#### A. Control Boxes and Transformers

Signal controllers and power transformers are to be located underground, inside structures, or be otherwise screened in a manner compatible with the overall streetscape environment.

## **B. Overhead Utilities**

Overhead utility lines located within the Plan Area are to be placed underground.

## **5. BART STATION AREA JOINT DEVELOPMENT**

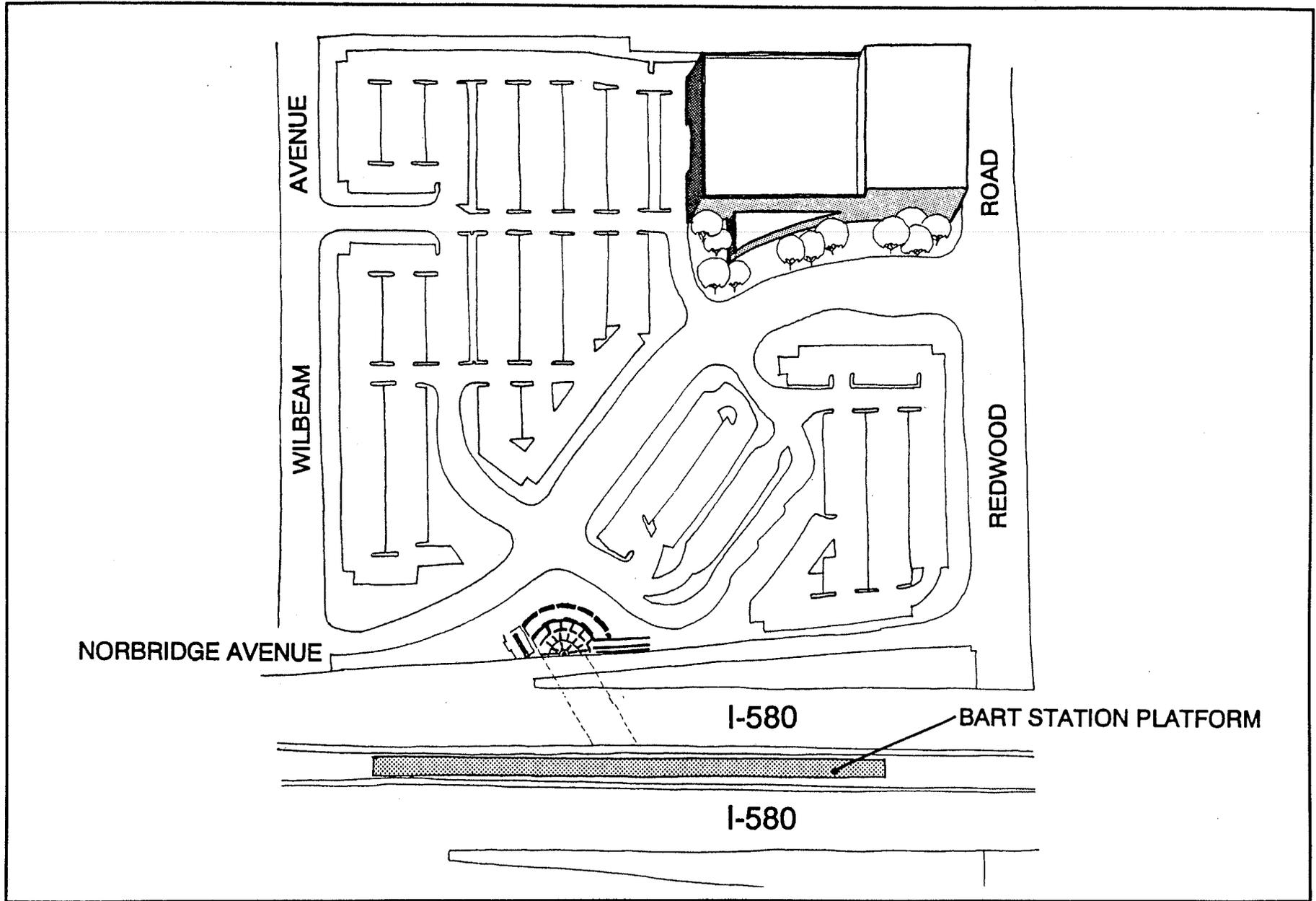
### **5.1 Policy: Transit Oriented Development**

The Planning Department shall assist in promoting and encouraging transit oriented development at and adjacent to the Castro Valley BART station area.

#### **5.1.1 Program: BART Station Area Joint Development**

The Bay Area Rapid Transit (BART) District policy is supportive of joint development at station areas where there can be demonstrated enhancement of ridership, improvements to the overall quality of the site, and generation of revenue. A feasible joint development project under current conditions for the Castro Valley station area is a mixed-use, office and retail building with frontage on Redwood Road. The office use also could include a public facility, such as County agency or department offices. Parking requirements, which could be reduced somewhat because of the transit adjacent location, would include provision for replacing spaces lost to BART due to the development project. Building height for properties fronting on Redwood Road, which includes the BART station area site, can exceed the general three story height limit for the Plan Area as discussed in the Design Guidelines, §H. BUILDING SCALE, MASS AND HEIGHT, above.

The architectural design of the joint development project should be responsive to the gateway character of such a location and the public nature of a BART station area. Economic pro forma studies of such a joint development project were prepared as part of the Plan and provide a base of information demonstrating its feasibility.



**BART STATION AREA JOINT DEVELOPMENT PROJECT**

**FIGURE 35**





## VII. INFRASTRUCTURE

The bulk of the community is served by the Castro Valley Sanitary District; the area west of El Portal Ridge is served by the Oro Loma Sanitary District. All of the Plan Area is within the Castro Valley Sanitary District. The Castro Valley and Oro Loma Sanitary Districts share the cost of construction and maintenance of a treatment facility, which has a rated capacity of 100 million gallons per day (mgd), allowing peak hourly flows of thirty mgd for secondary treatment. Current average daily wastewater flow (dry season) attributable to the Castro Valley Sanitary District is approximately 2.4 mgd with an average wet weather flow of 4.3 mgd. By agreement, the Castro Valley Sanitary District is allocated twenty-five percent of the facility capacity. Treatment capacity for the combined service area is expected to be adequate to serve demand in the combined service areas through the year 2000, although allocations of capacity may need to be revised to accommodate differential growth in the service area.

Castro Valley Boulevard has both a six inch and an eight inch sewer line from Strobridge Avenue to Forest Avenue, with the exception of a small section from Congress Way to Baker Road where there are three lines ranging in size from six to twenty-one inches. The section of Castro Valley Boulevard between Forest Avenue and Interstate 580 has two to three sewer lines of varying sizes. In addition to a six inch line in this section of Castro Valley Boulevard, there is also a 200 foot section with an eight inch line and a twelve inch line, a section with an eighteen inch line, and another section with an eighteen inch line and a twelve inch line. The section of Lake Chabot Road within the Plan Area has a twelve inch sewer line as well as a six to eight inch line in the mid-section of the segment of Lake Chabot Road between Castro Valley Boulevard and Somerset Avenue. Wisteria Street has both an eight inch and a twenty-one inch sewer line. The section of Anita Avenue within the Plan Area has a eight inch sewer line. Forest Avenue has an eighteen inch line within the Plan Area. Rutledge and Baker Roads have two sewer lines each, varying in size from six to twenty-seven inches on Rutledge Road and an eighteen inch and a twelve inch line on the northern portion of Baker Road. The Rutledge Road line connects with the Baker Road line via a twenty-seven inch line. There is a twenty-seven inch line on the southern portion of Baker Road that continues through residential parcels, and then under Interstate 580. A twenty-one inch sewer line runs from Castro Valley Boulevard through private property to Elm Street. It then continues west on Pine Street, then south on Redwood Road toward Interstate 580. A twelve inch main from Dawe Avenue continues to Interstate 580. The twenty-seven inch sewer line from Kerr Avenue to Nunes Avenue connects with a thirty inch line under Interstate 580. The remainder of Castro Valley has six to eight inch sewer lines through the area.

A detailed map of the sewer lines is available in the Alameda County Planning Department.

### A. BACKGROUND AND ANALYSIS

#### 1. SEWERS

property owners in local communities to be eligible for participation in the National Flood Insurance Program. In 1981 the County's Building and Subdivision Ordinances were amended to bring them into compliance with program requirements.

The District is supported through property benefit assessments allocated to the Flood Control District Zone No. 2.

Both the Oro Loma and the Castro Valley Sanitary Districts provide for garbage and refuse collection through franchise agreements with the Oakland Scavenger Company. Waste is taken to the Davis Street Transfer Station and then hauled to the Altamont land fill east of Livermore.

#### 4. SOLID WASTE DISPOSAL

The Castro Valley Sanitary District has initiated a curbside recycling program throughout the residential areas, through Pleasant Hill Bayshore Disposal, Inc (BFI). Curbside recycling programs in the commercial areas will not be implemented until the period of 1995-2000. The waste stream from commercial and industrial businesses within the Castro Valley Sanitary District are estimated to be 69% of the total amount of waste generated in the district (Source Reduction and Recycling Element (SRRE), adopted February 25, 1992). Paper constitutes approximately 25% of the total waste generated in the commercial district. Currently private companies collect small volumes (under 1000 pounds) of recyclable office paper for a fee and large volumes (over 1000 pounds) of recyclable paper at no cost. Although the district does not yet have a program for the collection of white paper on a regular basis, businesses in Castro Valley are encouraged to recycle white paper using existing sources. The District is close to meeting the State mandate of a twenty-five percent reduction by 1995, and must meet a fifty percent reduction by 2000. The District is exploring sites for a household hazardous waste collection center and a buyback center, which may or may not be located within the Plan Area.

Oakland Scavenger has a volume based fee structure for garbage collection in Castro Valley. The residential curbside recycling programs are supported through franchise fees paid by Oakland Scavenger to the Sanitary District, funds from the Alameda County Waste Management Authority, as well as a per household fee assessed on residential property tax bills.

The SRRE encourages contractors to direct demolition debris, created as a result of redevelopment and new Bay Area Rapid Transit District construction, to facilities which can recycle the material.

The Pacific Gas and Electric Company (PG&E) supplies natural gas and electricity to the Plan Area. Power and gas lines serve all portions of the area. Electrical lines are underground along

#### 5. ENERGY

## 8. POLICE SERVICES

The Alameda County Sheriff's Department provides police protection to the Plan Area. The Department serves as both a County-wide law enforcement agency and a community police department. As the latter, it serves the Plan Area from the Eden Township Substation. Department staff does not feel that there are major police problems in the Plan Area. There has been concern over the years about the cruising problem; steps have been taken to alleviate this, including prohibition of U-turns along Castro Valley Boulevard during evening hours. There have also been problems associated with drinking and other nefarious activities on underdeveloped parcels in the Plan Area.

The Sheriff's Department employs 102 individuals for County-wide services. The Sheriff's Department's staff serves approximately 126,000 people throughout the unincorporated areas of the County, of whom approximately 49,000 people are in Castro Valley.

The County established a County Service Area in 1971 to provide street lighting in the business area from Park Way to Marshall Street. This area, plus adjacent area, was included in the 1983 Plan Area. The County Service Area was later expanded to include the entire community.

## 9. STREET LIGHTING

In keeping with national, state and local energy and cost conservation measures, the mercury vapor street lights (white light) were converted to high pressure sodium vapor (HPSV) street lights (peach light) in 1981. In order for the County to qualify for Federal funding improvements to the Boulevard, the street lights along Castro Valley Boulevard had to be relocated from locations along the sides of the Boulevard to the center median. The street lights were all 46,000 Lumens (400 Watt) HPSV with standard cobra head fixtures.

With Federal funding, the Public Works Agency is currently making improvements to Castro Valley Boulevard, including street lighting. The project will be completed in four phases. Phase I, Stanton Avenue to Lake Chabot Road, was completed in 1991. Phase II, Lake Chabot Road to Wilbeam Avenue should be complete by September 1993. Depending on the availability of Federal funds, Phase III, Wilbeam Avenue to Yeandle Street should be complete by late 1993. Phase IV, Yeandle Street to Center Street, was not scheduled as of this writing. However, the Federal governments revised standards require that the lighting fixtures be relocated from the center median back to the sides of the Boulevard. As the lights are relocated, they were replaced with 25,500 Lumens (250 Watts) HPSV, special cut-off cobra fixtures. The reduction of the lamp intensity and the use of cut-off cobra fixtures reduces glare and reflected light significantly.

The Public Works Agency Land Development Division has recently completed a preliminary study of street lighting on Lake Chabot Road from Castro Valley Boulevard to Somerset Avenue in the

## VIII. IMPLEMENTATION OF PUBLIC IMPROVEMENT PROJECTS

The Implementation Element for the Castro Valley Central Business District Specific Plan is the result of extensive market research and financial analysis. A report titled "Implementation Program for the Castro Valley Central Business District Specific Plan, June, 1992" (Technical Report), on file with the Alameda County Planning Department, documents this research and analysis and includes a description and evaluation of potential revitalization programs and funding options. This report concludes that the most reasonable means to achieve the Plan goal of economic revitalization is through private market activities, assisted by certain strategic public improvements projects. The projects would be designed to create a new sense of civic identity for and pride in the business community. They would provide the impetus for achieving a greater degree of organization and coordination among members of the business community for promotional and other marketing related events that would be planned and designed to improve retail sales in the Central Business District. Identified public improvements projects include streetscape construction along Castro Valley Boulevard and gateway signs at the western, eastern, and southern entrances of the Central Business District. A parallel project, which would improve the identity of the CBD even further, is a joint development, mixed-use office and retail complex at the Castro Valley BART station area site.

### A. INTRODUCTION

This strategy for the revitalization of the Central Business District, as opposed to efforts to create a dramatic new scale of commercial development, is the focus of the Implementation Element of the Plan and the funding mechanisms which it describes. Implementation of most of the Plan policies and programs is provided through established County procedures and funding sources. Exceptions, for which special funding mechanisms are developed, include the identified projects for streetscape improvements and the business community activities that are needed to capture more of the retail sales market within the Central Business District. The BART station area project would be a public/private joint development venture and is discussed as such in the Implementation Element.

Based on the information outlined in the Technical Report, the Implementation Element of the Plan provides guidance necessary to achieve the goal for the revitalization of the Central Business District. Inclusion in the Plan does not guarantee that the individual projects described by the revitalization program will be implemented. In all cases, their implementation will be a function of community support and the actual availability of funding through the mechanisms outlined in the Plan.

The Implementation Element identifies and prioritizes the projects that comprise the revitalization program, estimates the costs of these projects, describes funding alternatives, selects the most appropriate funding source, and provides guidance for an orderly implementation process. Table 9 outlines potential distributions of the streetscape costs to Castro Valley households and businesses. It should be noted that Table 9 compares the potential cost implications of phased construction to that of constructing the entire streetscape project at once. The annual assessments would be greater if the entire project were constructed at once. However, the assessments would occur over a shorter period of time. Conversely, if the project were constructed in phases, the annual assessments would be less, but would be extended over a longer period of time. Also, the project could take much longer to complete. Maintenance costs for the district would be assessed on an annual basis for the life of the project.

*The cost allocations are provided only for illustrative purposes and are not the actual assessment costs that would apply. The actual distribution and amount of assessments will vary per business and will be based on the actual assessment formula derived by County officials.*

Given limited funding, the revitalization program outlined in the Implementation Element should be implemented over a period of time in order to maximize its effectiveness. The street landscaping and gateway project has been identified as being the first priority. Planning and design services are an integral part of this and other projects and may require some up-front funding from separate sources. The streetscape project, as well as the BART station area joint development project, will involve some initial coordination, planning and design, but construction of the latter project probably will not occur until at least 1995. More intensive organization of the Central Business District merchants and business owners for coordinated promotion and retail activities could occur at any time, but probably would not occur until after the successful completion of at least the first stage of the streetscape project.

## **B. IMPLEMENTATION MEASURES**

### **1. STREETScape IMPROVEMENTS AND GATEWAYS**

The streetscape improvement project is the most important component of the Castro Valley Central Business District revitalization program. High quality landscape and other related improvements for Castro Valley Boulevard within the Central Business District are supportive of Plan goals to make it a distinctive area that is an attractive and vital place to live, shop, and work. The streetscape and gateways project will also encourage more pedestrian activity which, in turn, will lead to increased retail activity.

Overall, the streetscape project will provide visible evidence to all Castro Valley residents and business people of a high level of public reinvestment and will create a more supportive climate for

**TABLE 9**  
**Illustrative Cost Allocation Formulas For Streetscape Project**

Project Description	Potential Distribution of Funding (1)			Preliminary Project Cost to be Funded	Annual Assessment (1)	
	Study Area Businesses (2)	Castro Valley Households (3)	Source of Funding		Study Area Businesses	Castro Valley Households
<b>Initial Stage:</b>						
<b>Lake Chabot to Redwood</b>						
Allocation Alternative #1	50%	50%	Landscaping and	\$2,125,000	\$173.00	\$6.00
Allocation Alternative #2	80%	20%	Lighting District (4),(5)	\$2,125,000	\$277.00	\$2.00
Allocation Alternative #3	100%	0%		\$2,125,000	\$347.00	\$0.00
<b>Total Project:</b>						
<b>Stanton Avenue to Center Street</b>						
Allocation Avenue #1	50%	50%	Landscaping and	\$3,825,000	\$312.00	\$11.00
Allocation Avenue #2	80%	20%	Lighting District (4),(5)	\$3,825,000	\$499.00	\$4.00
Allocation Avenue #3	100%	0%		\$3,825,000	\$624.00	\$0.00

(1) The distribution of cost between Castro Valley households and businesses is for illustrative purposes only; actual distribution and amount of assessments will vary based on the assessment formula derived by County officials.

(2) Based on estimate of 674 total businesses.

(3) Based on total of 19,872 Castro Valley households in 1990.

(4) Assessment notes are issued based on ten years of accrued revenue; processing cost of 10 percent (which include consulting fees) are added to the preliminary project cost; the assessment amount shown is for a ten year period only.

(5) Assessments are levied on parcels, not businesses; however, since landowners will most likely pass on the assessment to the tenant of the property, the allocation to businesses as opposed to property owners is a reasonable estimate of the assessment burden.

Source: Alameda County Planning Department, ABAG, Economic and Planning Systems, Inc.

future public or private revitalization efforts. Therefore, the streetscape project is to be implemented as the cornerstone of Castro Valley's revitalization program.

a. Estimated Cost

The total cost of the streetscape improvements for Castro Valley Boulevard within the Central Business District, including gateways and design fees, is estimated at approximately \$4.0 million. Itemized project cost figures are given in Table 10.

Preliminary costs for the gateways include \$250,000 for three freestanding signs including backdrop landscaping at the eastern, southern, and western entrances to the Central Business District (as discussed in §VI.B.4.1.1 F, above). In addition, the cost of a wall sign on the southern face of the sound wall along the north side of I-580, to be seen by motorists on I-580, is figured at \$75,000. As an alternative, a community identification sign in the vicinity of the BART Station is figured at \$50,000. Additional tree planting at the western entrance of Castro Valley is figured at \$100,000. If all of the described gateway elements are implemented, the total gateway project budget would range from \$400,000 to \$425,000. These costs are preliminary and will be refined by a landscape architect during the schematic design phase of the project, based on the number and type of gateway designs selected and the availability of funding. Annual maintenance costs for the entire streetscape project also would be refined at that point.

Parking signage costs have not been included, but the number and location of signs should be identified and their costs incorporated into subsequent design/development documents.

The streetscape project could be implemented in stages in order to reduce the initial burden of financing. Successful completion of the first stage of the streetscape project could generate additional public support and funding for subsequent stages. The total project could be built at one time if funds can be secured against the future assessment district revenues. Design and other consultant fees associated with establishing the assessment district, which are assumed to represent approximately \$150,000 of the total project cost, could be financed separately.

Annual maintenance costs for the streetscape improvements are figured at \$43,800 per year for the total project. A summary breakout of illustrative streetscape maintenance cost figures is given in Table 11.

**TABLE 10**  
**Revitalization Projects and Funding Sources**

<b>Project Description</b>	<b>Project costs (Preliminary Figures)</b>	<b>Source of Funding</b>
<b>Streetscape Improvement(1)</b>		
Total Streetscape Project Area	\$3,400,000	Landscaping and Lighting District
Gateway Areas	\$425,000	
Planning and Design fees for the Streetscape Improvements, including Gateways (2)	<u>\$150,000</u>	County Business License Tax
Total Streetscape Cost	\$3,975,000	
<b>BART Joint Development</b>		
Parking Structure (3)	\$330,000	Infrastructure financing District
Business Improvement Association	\$75,000 per year	Business Improvement District

(1) More detailed cost figures are available in the Technical Report developed as part of the implementation study.

(2) Cost to be funded includes \$90,000 for streetscape and gateway design/development work and \$60,000 for financial and legal consultants to set up the assessment districts.

(3) Cost to be funded is based on the bonding capacity of tax increment revenues generated in the district; the parking structure, as part of the BART joint development project, could be funded through an Infrastructure Financing District.

Source: Alameda County Planning Department, ABAG, Economic and Planning Systems, Inc.

**TABLE 11**  
**Streetscape Maintenance Cost Estimates**

Item	Phase 1	Phase 2	Phase 3	TOTAL
<b>Medians</b>				
Square Feet	39,370	12,430	22,000	73,800
Annual Maintenance Cost (1)	\$9,040	\$2,850	\$5,050	\$16,940
<b>Street trees</b>				
Number of Trees	165	60	110	335
Annual Maintenance Cost (2)	\$13,200	\$4,800	\$26,800	\$26,800
<b>Total Annual Maintenance Cost</b>	<b>\$22,240</b>	<b>\$7,650</b>	<b>\$13,850</b>	<b>\$43,740</b>

(1) Based on 70% landscaped, 30% hardscaped, at an average cost of \$10,000 per acre; maintenance costs include weeding, pruning, irrigation, insect control, and labor.

(2) Based on an average approximate cost of \$80.00 per tree per year (\$25.00 per year initially, \$140.00 per year after ten years).

Source: San Leandro and City of Tracy Public Works Departments, Economic and Planning Systems, Inc.

## b. Potential Sources of Funding

There are various funding mechanisms available to finance the capital and/or maintenance costs of the streetscape and gateways project, including Mello-Roos Financing, a Landscaping and Lighting District, the County Business License Tax, and/or a County Service Area. These mechanisms are described in detail below.

### Mello-Roos Financing

Mello-Roos financing involves the issuance of tax exempt bonds to finance the improvements. Debt service on the bonds is repaid from a special tax levied annually on property owners within the Mello-Roos district. Because it is a tax, rather than an assessment, there is no requirement that the tax be tied to the benefit received. The establishment of a Mello-Roos district can be initiated by the County, but requires voter approval from two-thirds of the registered voters residing in the Mello-Roos district, as discussed in the section on public facility funding, below. Both capital and maintenance costs are eligible to be financed, as well as legal and financial consulting costs associated with establishing the district.

### Landscaping and Lighting District

The establishment of a Landscaping and Lighting District may also be initiated by the County. Voter approval is not required. However, if property owners of 50 percent of the land area within the district protest, the district may not be established that year unless four-fifths of the Board of Supervisors vote to override the protest. The 50 percent land area distinction, as opposed to 50 percent of the property owners, gives owners of larger sites that would carry a greater burden of payment more weight in the protest vote than it does to owners of smaller properties. Assessments are based on the estimated benefit received, not on the value of the parcel. There is no authority to issue bonds (secured by liens against property) in order to finance the improvements up front, and assessment revenues may only be accrued for up to five years. However, it is possible to issue assessment notes, secured by annual collection of revenues, to finance the improvements up front. It may be possible to issue notes based on ten years of accrued revenue, in which case interest costs will be incurred and incorporated into the annual assessment amount. As is the case with Mello-Roos financing, all establishment, capital, and maintenance costs may be financed through a Landscaping and Lighting District.

### County Business License Tax

Because the streetscape program for Castro Valley Boulevard could be implemented in stages, it may be desirable to use different financing mechanisms for different stages. For example, to expedite a first stage in order to create greater community support for the total streetscape project or for reasons of efficiency given the Public Works Agency resurfacing projects, County Business License Tax revenues may be pledged to fund the first stage of the streetscape project.

The proportion of businesses in the Castro Valley Central Business District compared to total businesses in the County is estimated at approximately forty percent. Assuming that the County would use this percent figure as the basis for identifying the Castro Valley Central Business District share of the Business License Tax funds, there could be approximately \$300,000 per year available for use in Castro Valley. Revenues generated from the tax are budgeted at \$750,000 for the 1992/1993 fiscal year. A detailed discussion of the County Business License Tax program is presented below (Strategy #2, Project Planning and Design).

Based on assumed constant annual Business License Tax revenues of approximately \$750,000, it could take between two and three years of revenues to fund a first stage of the streetscape project. It also should be noted that funding certainty from Business License Tax revenues may vary from year to year. As an alternative, funds could be borrowed, backed by an established debt/coverage ratio of the annual tax revenues, to finance the improvements up front. Debt service on the borrowed funds, including interest, would be paid from a portion of the annual tax revenues for a period of several years. The exact period of time for which tax revenues would need to be set aside depends on the loan amount, the portion of annual tax revenues pledged to pay debt service, and the interest rate on the loan. Using County Business License Tax revenues to fund a first stage of the streetscape project would not result in additional assessments to Castro Valley residents, and could lead to increased community support for assessment district funding of subsequent stages of the streetscape project.

### County Service Area

A County Service Area may be used to fund the streetscape program maintenance costs. In County Service Areas (CSAs), property owners pay an annual assessment for levels of service that are above the standard County levels. Currently, a Lighting District CSA is in place along Castro Valley Boulevard, and could be modified to include landscaping maintenance services as well. In the alternative, a new Landscaping District CSA could be formed, encompassing the portion of Castro Valley Boulevard on which streetscape improvements will be developed as well as other areas where future landscaping improvements are anticipated.

The Board of Supervisors would need to adopt a resolution to establish a new Landscaping CSA. Establishment of a new CSA also would be subject to a protest vote from the property owners in the district. For example, after the Board of Supervisors passes a resolution of intent to form a new CSA, a public hearing will be held. At that time if 50 percent of the property owners (as opposed to owners of 50 percent of the property) protest the formation of the CSA, it will not be established.

### Other Sources

There are a variety of other potential funding sources that could be used to finance a portion of the streetscape improvements. In all cases, landscape construction costs should be a part of the budget for all Public Works projects. For example, federal funding for Phase III of the Castro Valley Boulevard resurfacing project, Wilbeam Avenue to Yeandle Avenue, is now assured and approximately 10 percent or \$100,000 is identified for landscaping. Also, the County Board of Supervisors has the authority to spend General Fund revenues on landscaping; State and federal grants for landscape construction may be available as well. The County should identify and pursue all potential federal, state, and local sources of funding available for streetscape improvements that may be used, especially to leverage funds generated from Castro Valley residents.

#### c. Recommended Source of Funding

The County should pursue the option of financing the initial stage of the streetscape program with Business License Tax revenues to build community support and to set a new standard for continuing Public Works Agency projects. A Landscaping and Lighting District should be used to finance the subsequent stages of the streetscape project because this vehicle represents the simplest and most efficient means of providing the funding for these improvements.

Because maintenance costs are relatively low, it would be feasible to finance them through annual assessments from the Landscaping and Lighting District. Table 11 contains an illustrative allocation of streetscape project construction and maintenance cost figures among the businesses located within the Landscaping and Lighting District. Until the Landscape and Lighting District is formed, maintenance costs could be funded through the modification of the existing Lighting CSA, the establishment of a new Landscaping CSA, or from Business License Tax revenues.

#### d. Implementation Actions

The following steps need to be taken in order to implement the Streetscape and Gateways program, including the formation of a Landscaping and Lighting Assessment District:

1. County approve the expenditure of County Business License Tax or General Fund revenues to fund pre-project planning efforts, in order to refine program elements and cost estimates;
2. Estimate annual funds from the County Business License Tax that may be available for a first stage of streetscape improvements; if sufficient funding is available, Board of Supervisors adopts a resolution to set aside a portion of the Business License Tax for a defined time period to fund streetscape improvements;
3. Conduct project planning and design work, including contracting the services of a landscape architect to complete schematic design of the streetscape project, and the services of a traffic consultant to study the concept design for the bulb-outs and for medians more restrictive to left turns;
4. Public Works Agency to incorporate elements of the Streetscape project into the reconstruction of Castro Valley Boulevard;
5. County Staff identify interim, refundable (from Landscape and Lighting District assessments) sources for funding subsurface concrete removal and other aspects of the streetscape project to be incorporated into the Public Works reconstruction project;
6. Assemble a Financing Team, comprised of a municipal finance advisor, assessment engineer and bond lawyer, to assist in the formation of the Landscaping and Lighting District. Responsibilities of the team will include preparing an engineer's report, deriving an appropriate assessment formula, notifying the property owners within the proposed district, and working with County staff on a strategy to inform the community about the assessment district and to generate support for the project;
7. Board of Supervisors adopts a resolution initiating proceedings to establish a Landscape and Lighting District and adopt a resolution of intention to form the district;
8. Receive the engineer's report that includes plans and specifications for the improvements, cost estimates, the boundaries of the proposed assessment district, and the methodology proposed for calculating the assessment;
9. Hold a public hearing; if, at the hearing property owners of 50 percent of the land area (as opposed to 50 percent of the property owners) within the district protest, the district may not be established that year unless four-fifths of the Board of Supervisors vote to override the protest;

10. Adopt a resolution that authorizes the improvements, creates the assessment district, and levies the assessment for the first fiscal year.

In order for Castro Valley's revitalization program to be successful, provision must be made to fund subsequent implementation efforts. Therefore, project planning and design, including schematics, informational studies, and the hiring of consultants to assist in establishing assessment districts, are included as necessary components of the revitalization program.

## 2. PROJECT PLANNING AND DESIGN

Schematic design will be necessary for the streetscape project, for example, in order to refine program design elements, to determine the feasibility of a particular elements, to increase the specificity of project cost estimates, and to coordinate design drawings with continuing Public Works Agency projects. When the landscape architect completes schematic design, the project concept should be presented to the public in order to provide them with tangible examples of design options and to gain support for funding the project.

Informational studies, such as a survey of Castro Valley residents or businesses, may be useful in determining the level of community or business support for a particular component of the revitalization program. Initial implementation efforts for establishing financing mechanisms, such as a Landscaping and Lighting District or a Business Improvement District, will require the use of legal and financial consultants.

Cost estimates discussed below apply to planning and design fees associated with the Streetscape project, since it has been identified as the first implementation priority. While planning and design work ultimately will be required for the BART joint development project, it is anticipated that those costs will be covered by the private developer. Cost estimates for financial and legal consultants vary depending on the financing mechanism and on the scope of work proposed. It is possible that consultant fees could be incorporated into assessment notes, in the case of a Landscaping and Lighting District and the Business Improvement District, or into the bond issue, in the case of Mello-Roos financing. Preliminary funding will still be required, however, until the funding mechanisms are in place.

### a. Estimated Cost

Design fees for the streetscape project are figured at \$90,000. Costs associated with hiring a municipal finance advisor to assist in the formation of a Landscaping and Lighting District are estimated at \$60,000.

b. Recommended Source of Funding

County Business License Tax

A County Business License Tax was approved by the Board of Supervisors in January, 1991. As stated above, annual revenues generated from the tax are budgeted at \$750,000 for the 1992/1993 fiscal year. Revenues are used to fund services in the unincorporated areas of the County. As yet, the Board has not defined a specific set of services eligible for funding. The County Business License Tax should be used in ways that will benefit local businesses, such as to fund revitalization efforts in Castro Valley. The proportion of businesses in Castro Valley compared to total businesses in the unincorporated County is estimated at 40 percent. Using this proportion as a basis, Castro Valley' share of annual Business License Tax would be approximately \$300,000 per year. Because it is a tax, the actual revenues may fluxuate from year to year.

Because the County Business License Tax was implemented fairly recently, the exact amount of tax revenues generated in Castro Valley is not known at this time. As additional information on tax revenues generated from Castro Valley businesses becomes available, it should be used to calculate Castro Valley's appropriate share of annual Business License Tax revenues to be used to fund project planning and design efforts as well as other types of projects.

c. Implementation Actions

In order to coordinate with certain aspects of the Public Works Agency resurfacing project for Castro Valley Boulevard, it is crucial that schematic design for the streetscape project be completed as soon as possible. Therefore, the following initial implementation steps are recommended:

1. Contract the services of a landscape architect to complete schematic design for the streetscape project; and
2. Contract the services of a municipal finance advisor to assist with establishment of a Landscaping and Lighting District, and to advise on a strategy to gain community support.

3. BART Joint Development

Commercial development on the Castro Valley BART Station site, especially along the Redwood Road frontage, should occur as soon as it is economically and practically feasible. The project could include a mix of uses, including offices, a public facility, service retail for BART patrons, and a parking structure. Such development supports Plan goals for the revitalization of the Central Business District and would help to strengthen the identity of Castro Valley and make the BART

station, which provides regional access, an active part of the business community. The project would be a joint development venture with the BART District and would not necessarily require public funding. As discussed below, however, the inclusion of a public facility as part of the development program would allow the use of public funding sources which would greatly enhance the economic feasibility of the project.

BART has a direct interest in encouraging joint development opportunities on or adjacent to BART stations. In order to facilitate joint development opportunities, BART established a Station Area Development Program in 1984. Policies of the Station Area Development Program promote an active approach for BART joint development efforts, encourage coordination between BART officials and local jurisdictions, and provide guidelines for negotiating with developers. Projects that demonstrably increase ridership, improve the quality of the station area, and generate revenue are encouraged by BART joint development policies.

Due to the cost of replacing parking spaces that will be lost as a result of building on the BART station area site, the joint development project may not be financially feasible to a private developer unless public funds are used to help finance the cost of replacement parking. Commercial uses that can reduce parking demand to a reasonable degree by being adjacent to transit or that have off-peak parking demand and can share parking areas with commuters should be pursued for such a project. Housing development on the BART station area site, unless it is subsidized, is particularly questionable in the Castro Valley real estate context. For planning purposes, a feasible mixed use, joint development prototype was defined for the Castro Valley BART station area as part of the market research and financial analysis in the Technical Report. A feasible prototype could contain approximately 100,000 gross square feet (gsf), 5,000 to 6,000 gsf of which could be support retail. The remaining space would be for private and/or public office use, possibly including a public facility qualifying for separate, special funding such as Mello-Roos bonds, or state or federal grants that can overcome the replacement parking costs and greatly enhance the economic feasibility of the project. The assumed building footprint would require replacement parking for approximately 280 spaces and the development program would require an additional 310 parking spaces.

As part of the overall revitalization program for Castro Valley, joint development on the BART Station site could take several years to implement. Schematic design of a feasible development project and negotiations with BART officials regarding ground lease and replacement parking requirements can begin immediately. Qualifying public facilities should be investigated and pursued as part of the joint development project.

a. Estimated Cost

The estimated cost of a prototypical mixed use office, and retail development with a structured parking facility for the Castro Valley BART station area site is \$14.7 million. It is assumed that the financing for the office and retail uses will be obtained from private sources. The majority of the parking facility may be financed through private sources and/or BART parking bonds. A small portion of the structure, based on the ability to generate tax increment revenues, may be financed by an Infrastructure Financing District.

b. Potential Sources of Funding

1. Public Facility

Given the possibility that a public facility, whose benefit is supported and endorsed by the community, could become part of a joint development project for the BART station area, the following discussion of special funding sources is provided. The qualifying facility and its pro rata share of BART replacement and patron parking may be financed through a combination of federal or state grants and bond financing.

General Obligation Bonds

General Obligation bonds must be approved by two-thirds of the voters in Alameda County. Eligible costs to be financed include construction costs and the costs of issuing the bonds. Ineligible costs include furniture, fixtures and equipment, as well as operating and maintenance costs.

General Obligation bonds are considered to be low risk because they are backed by the full faith and credit of the County and secured by the General Fund. The interest rate on General Obligation bonds is tied to the County's bond rating, and is currently estimated at seven percent.

Mello-Roos

Mello-Roos requires voter approval from two-thirds of the registered voters residing in the Mello-Roos district. If there are fewer than twelve registered voters (e.g. in an undeveloped area), approval must be obtained by two-thirds of the property owners in the district. In addition to financing construction costs and bond issuance costs, Mello-Roos can be used to finance furniture, fixtures, and equipment and operating and maintenance expenses.

Mello-Roos debt is backed by the property value of the Mello-Roos district. Value-to-lien ratios are applied to the properties within the district to determine if the cost of the debt can be reasonably covered by the value of the property. The cost of a public facility probably would be a small proportion of the total value of Castro Valley property, resulting in a very high value-to-lien ratio and therefore, Mello-Roos bonds probably would carry an interest rate that is comparable to that of General Obligation debt.

## 2. Parking Structure

### BART Parking Bonds

Based on conversations with BART officials, it was determined that issuing BART parking bonds may not be a feasible option for the following reasons:

- a. If the bonds are secured by revenues from the private sector uses, the interest rate may be comparable to conventional financing, resulting in minimal costs savings;
- b. BART's ability to issue additional bonds may be limited.

### Infrastructure Financing District

Infrastructure Financing Districts (IFD) can finance public capital facilities required by new development using tax increment revenues generated within the district. The District is established by the County, but requires a two-thirds approval by the registered voters residing in the District. If there are fewer than twelve registered voters within the district, as is the case with Mello-Roos, approval must be obtained by two-thirds of the property owners (as opposed to registered voters). The tax base of the district is frozen at the time of adoption. Tax revenues generated above the frozen base are then allocated to the Infrastructure Financing District. The consent of all affected taxing entities from which tax increment revenues will be taken must be obtained. However, tax increment revenues payable to the County Offices of Education, a school district, or a community college district are not subject to diversion.

The IFD would be formed for the purpose of assisting in the financing of the parking structure. The district boundaries would be comprised of BART-owned property as well as adjacent property owners. It is assumed that only the County's (General Fund) share of property tax increment (33 percent) would be diverted, eliminating the need to negotiate with other special districts. Develop-

ment on the BART site, as well as on adjacent parcels, will result in an increase in tax revenues that can be used to help finance the parking structure. Because it is funded with tax increments, the IFD would not increase the taxes of properties within the district.

The District has the authority to issue bonds based on available tax increment revenues. In order to issue bonds, approval from the property owners in the District is required. While funds generated from the Infrastructure Financing District represent a small portion of the total cost, they do assist in closing the gap between project costs and revenues.

IFD legislation currently is being reviewed in the State Legislature and some amendments to the existing law may occur as a result of this review. While no IFDs have been established in the State at this time, it appears likely that some form of the IFD will be implementable in the foreseeable future.

c. Recommended Source of Funding

1. Public Facility

Mello-Roos financing appears to be a more attractive option compared to General Obligation bond financing. Mello-Roos bonds will finance a greater proportion of facility costs, including furniture, fixtures, and equipment as well as operating and maintenance costs. If it is determined that certain groups in Castro Valley may not benefit from the proposed facility and, therefore, might be opposed to it, they may be exempted from paying the tax. Although in many instances, General Obligation financing is less expensive, it appears that, based on the value:lien ratio calculated above, interest rates for Mello-Roos financing may be comparable to General Obligation interest rates.

2. Parking Structure

An Infrastructure Financing District appears to be most advantageous method of financing a portion of the parking structure. The district will encompass a small number of property owners who will not be directly affected by the diversion of their property tax revenues. To the extent that the land uses around the BART station are upgraded or intensified, the district will generate tax revenues in excess of \$334,000. These additional revenues can be used to accelerate the payment of the tax allocation bonds, resulting in interest savings.

**d. Implementation Actions**

1. County Staff and representatives from identified public sector interests, such as County agency or department staff, meet with BART officials to formulate two mixed use development concepts for the site (with and without public facility). Clarify with BART such joint development issues as replacement parking requirements, ground lease payments, and project cash flow distribution;
2. Coordinate with public agency and department representatives on obtaining special funding such as grants;
3. Coordinate with BART officials in selecting a developer for the site, including:
  - a. Development of a Request for Qualifications document;
  - b. Selection of potential developers who then submit development proposals;
  - c. Selection of one developer with whom to enter into exclusive negotiations;
  - d. Execution of a ground lease and a three-party development agreement between BART, the developer, and the County.
4. Work with BART and the developer to gather public support for the project;
5. Contract the services of financial and legal consultants to assist with establishment of a Infrastructure Financing District (IFD) and, in the case of the public benefit facility, a Mello-Roos District;
6. Request the Board of Supervisors to adopt ordinances establishing an Infrastructure Financing District and other applicable special funding requirements.

As discussed in the introductory section of the Implementation Element, one of the objectives of the revitalization strategy is to create a new civic image that will help to motivate merchants and business owners to cooperatively promote and market the Central Business District. This higher level of motivation should result in an increased capture of retail expenditures currently being lost to surrounding commercial areas. In and of itself, the streetscape project will not revitalize the Plan Area. A new level of organizational energy is required, and funding is necessary to support the activities that can capitalize on the stronger identity created by the streetscape project.

**4. BUSINESS COMMUNITY ACTIVITIES**

The Castro Valley retail environment is comprised of a large number of independently owned and operated businesses. Castro Valley merchants, however, have expressed a common concern for increasing retail sales, improving the appearance of Castro Valley Boulevard, increasing and/or improving available parking, and encouraging certain retail opportunities, such as a first-class restaurant.

It is evident that, due to the dynamics of the Castro Valley retail market, efforts to coordinate certain activities among the retail businesses is a relatively inexpensive approach to boosting retail sales and would illustrate to potential new businesses that Castro Valley is an attractive retail climate in which to locate. Therefore, in addition to identifying development and improvement opportunities, the Implementation Element also includes a list of initial actions that can be taken to address the objective of improving retail activity within the Plan Area. No specific funding requirements or sources are recommended.

**a. Implementation Actions**

The following steps should be taken to establish promotional and marketing activities for the Central Business District:

1. Local businesses develop an activities program and budget and identify feasible funding options, such as Business License Tax revenues;
2. Local businesses establish a committee comprised of local merchants to guide implementation efforts;
3. Local merchants committee hire a professional business district revitalization consultant to assist the committee in identifying program activities, staff needs, and an estimated annual budget;
4. Local merchants committee work with County staff to devise a funding program and gather support from local businesses and business organizations for particular business development activities and local funding share.

**APPENDIX A**

**GLOSSARY**



## GLOSSARY

An Auto-Oriented Business is one which is geared towards sales, service, or repair of automobiles. Examples include an Auto Service Shop, auto repair, a Service Station, an auto parts store which provides or allows installation of parts on the premises, etc. A store which only sells auto parts, and does not provide for installation, repair, or service on the premises is not included in this definition.

**Auto-Oriented Business**

An Auto Service Shop is a shop which provides limited auto servicing, including but not limited to oil changes, lube jobs, tuneups, general maintenance checks, etc. It does not engage in body work, auto painting, or other such heavy repair, body work, nor does it sell and/or install auto parts or tires. It does not sell gasoline; a business which both sells gasoline and makes minor repairs is considered a Service Station (q.v.).

**Auto Service Shop**

A Bakery is an establishment which sells a wide range of baked goods, including but not limited to breads, rolls, cookies, cakes, pastries, etc., which are either made on the premises or made at a central location and distributed from the premises for consumption off the premises. It may have limited food and/or beverage service; however this is a minor portion of its sales volume. A Bakery does not include an establishment which sells a limited variety of baked goods, regardless of where they are baked, such as a cookie or doughnut shop, nor does it include an establishment which sells baked goods primarily for consumption on the premises. Such establishments are included in the definition of Food Service Outlets and Full Service Restaurants (q.v.).

**Bakery**

See Plan Area below.

**Central Business District (CBD)**

Convenience Commercial is defined as commercial establishments which serve immediate, daily needs of residents, and which are appropriately located in residential areas as opposed to the downtown area. This corresponds roughly to the C-N (Neighborhood Business) Zoning District. For purposes of this Plan, these uses are limited to the following: barber shop; beauty parlor; cleaning or laundry agency; self-service laundry or cleaners; business which primarily retails drugs, food, flowers, hardware, and packaged liquor.

**Convenience Commercial**

For purposes of this Plan convenience commercial does not include the following: bank; businesses which primarily retail clothing, musical instruments, or variety goods. The latter uses may only be located in the Central Business District.

### **Convenience Market**

A Convenience Market is an establishment which sells a limited range and variety of food at retail for consumption off the premises. It may also sell non-food items which are traditionally sold in food markets, such as paper products or cleaning materials. It carries a variety of items, but the number of types or categories of items is limited as is the selection of brand or size within a particular category. It may, but often does not carry fresh produce or meats. It may sell ready to eat foods, such as sandwiches, but this is a relatively small proportion of the total sales volume and there are no formal facilities to consume them on the premises. It is often part of a chain system, but may also be an independently owned store, in which case it is more likely to carry fresh produce and meats.

It is distinguished from a Supermarket by the size of the facility, generally less than 20,000 square feet in area, and the range and variety of goods carried, both fewer types of items and more limited choices within each type. It is distinguished from a Food Store in that it is not limited to a highly specialized type or range of products. It does not include sales of drinks or snack foods for consumption by motorists as an adjunct to a Service Station (q.v.). It does, however, include sale of a more extensive range of foods as an adjunct to a Service Station. See also Food Store, Supermarket.

### **Corresponding District**

The Corresponding District refers to the District in the Zoning Ordinance which most closely corresponds to a Land Use Group, definition, or use. In general, the C-1 (Retail Business) District corresponds to Land Use Group A, the C-2 (General Commercial) District to Land Use Group B, the C-O (Administrative Office) District to Land Use Group C, and the C-N (Neighborhood Commercial) District to Convenience Commercial. The R-1 (Single Family Residence) District corresponds to single family residential development; the R-2 (Two-Family Residence) District to duplex development; the R-3 (Four Family Residence) District to three or four family development; and the R-4 (Multiple Residence) District and R-S-D-25, -20, and -15 (Suburban Residence, 2,500, 2,000, or 1,500 square feet m.b.s.a per unit) Districts generally correspond to Land Use Group D.

### **Distribution Facility**

A Distribution Facility is one which includes wholesaling and distribution of products manufactured elsewhere. It does not include a structure with loading docks, nor does it allow heavy trucking operating out of the facility.

A Drive-in Business is a business consisting of sales or service predominantly rendered to patrons who normally receive the product or utilize the service, at least in part, while in automobiles upon the premises. This definition includes drive-in restaurants or banks. It does not include car washes or other businesses which, by their nature, require receipt of the product or service in an automobile.

## Drive-In Business

A Food Delivery Service is an establishment, the business of which is the delivery of food in any form, so long as no more than 10% is available for consumption on the premises or for customers to take off the premises. Where more than 10% is available directly to customers, the establishment is considered a Food Store, Food Service Outlet or a Full Service Restaurants, depending on its specific characteristics.

## Food Delivery Service

A Food Service Outlet is an establishment which primarily retails foods or beverages to the customer in a ready-to-consume state, and includes all establishments dealing with sale of food-stuffs in any form at retail, except as follows:

## Food Service Outlets (Fast Food)

Supermarkets, Convenience Markets, or Food Stores;

Full Service Restaurants;

Cocktail lounges, bars, liquor stores, etc.; or

Food Delivery Services

Food Service Outlet specifically includes ice cream or ice cream product (including frozen yoghurt) shops which sell the product in cones or disposable dishes for people to take out of the store, cookie stores, hot dog shops, hamburger stands, chicken restaurants, sandwich shops, doughnut shops, fish and chips places, or any outlet the primary business of which is sale of any or a combination of these types of food or other fully prepared food (other than baked goods, produce, or meats) to be eaten on or off the premises, unless it otherwise meets the definition of Full Service Restaurant and no more than 20% (twenty percent) of the sales volume is for food taken off the premises for consumption. The term also includes outlets which otherwise meet the definition of Full Service Restaurant, but more than 20% (twenty percent) of the sales volume is for food taken off of the premises, such as Chinese or Mexican restaurants with large takeout volume. See also Bakery, Food Store, Full Service Restaurants.

## **Food Store**

A Food Store is an establishment which sells, rather than serves, one or a limited number of types of food, such as a Bakery (q.v.), butcher shop, fish market, delicatessen, health food store, produce market, etc. In some cases, these establishments may also sell what could be considered meals or takeout food, and there may be limited seating on the premises to consume such food, such as sandwiches or salads at a delicatessen or pastries at a Bakery (including drinks), but the emphasis is on selling rather than serving food and the establishment does not advertise or otherwise present itself as an eating establishment. It does not include Convenience Markets or Supermarkets (q.v.). Neither does it include an establishment, the primary purpose of which is to serve food, but which also sells food for offsite consumption, such as a sandwich shop or an ice cream shop. See also Bakery, Convenience Market, Food Service Outlet, Supermarket.

## **(Full Service) Restaurant**

A Full Service Restaurant or Restaurant primarily retails foods or beverages to the customer in a ready-to-consume state, and whose method of operation includes most of the following characteristics:

- 1) Customers are normally provided with an individual reusable menu and order from the table or counter where the food is eventually consumed.
- 2) Food is paid for after consumption.
- 3) Customers are served the main portion of their meal by a restaurant employee at the same table or counter at which the meal is consumed. Customers may serve themselves for salad, soup, or other minor portions of their meal.
- 4) Food is prepared to order for the individual customer. Certain elements such as soups or desserts may be preprepared, but the bulk of the final preparation is done individually as orders are received.
- 5) Food is served on and consumed with non-disposable utensils.
- 6) Seating capacity on the premises is adequate to provide for the volume of meals which the kitchen is capable of preparing, and the bulk of the meals are consumed on the premises. Seating may be indoors or outdoors. Meals are not consumed in customers' cars.
- 7) The establishment is not geared to a rapid meal turnover, but is geared to a fairly leisurely dining experience.

8) The establishment does not advertise or otherwise present itself as catering to takeout trade.

A Full Service Restaurant may include aspects of self service, such as salad or soup bar. It may also involve ordering from a common menu prior to being seated, but the main portion of the meal is served by an employee of the restaurant at the table or counter where the food is consumed. A Full Service Restaurant may have some takeout business, such as is traditional in Chinese restaurants, or Italian restaurants where pizza is served. However, no more than twenty percent (20%) of its sales volume can be for take out. Pizza restaurants, since they generally meet criteria 4, 5, and 6 above, are presumed to be included in this definition; however, depending on the specific nature of the operation they may be classified a Food Service Outlet. Likewise, an ice cream parlor which generally meets these criteria would be included in this definition, rather than a Food Service Outlet. A Full Service Restaurant is distinguished from a Food Service Outlet in that the latter does not have seating capacity on the premises to meet the volume of food which it is capable of preparing, provides minimal service to the customer (taking orders or service at tables), and is geared more toward takeout service than the former. See also Food Service Outlet.

An Indoor Recreation Facility is a facility which provides a place for people to engage in active or passive recreational activities. It generally provides not only a location, but equipment, facilities, and other material necessary for the activity. It includes bowling alley, racquetball or handball courts, theater (film or stage), craft center, health club, exercise room, gymnasium, hot tub/sauna, etc.

**Indoor Recreation Facility**

An Interim Use is a use which is not allowed within a particular subarea, but is not inconsistent with the overall policies for that subarea in that it does not preclude eventual development which is consistent with the policies for the subarea. It may be quasi-permanent in nature, but it does not require significant capital investment nor otherwise irrevocably commit the property to its use. It does not include a use which is specifically prohibited in the Plan Area. It is distinguished from a Temporary Use by the duration of the use. (q.v. §IV.B.5.g.)

**Interim Use**

A Land Use Group is a group of businesses or other land uses which have common characteristics and which are collectively allowed or prohibited at a particular location in the Plan Area. (q.v. §IV.B.3.)

**Land Use Group**

**Mixed Use Development**

A Mixed Use Development is a relatively large scale project including at least two of the following uses: Land Use Group A (Intensive Retail Commercial), Land Use Group C (Offices), and Land Use Group D (High Density Residential). A mixed use development contains a significant functional and physical integration of project components (and thus a highly intensive use of land), including uninterrupted pedestrian connections and development in conformance with a coherent plan.

**Nonconforming Use**

A (Legally) Nonconforming Use is any use which is not consistent with current land use policies of this Plan but was lawfully existing or in operation at its current location prior to the adoption of this Plan with no period of abandonment or discontinuance exceeding a period of thirty days. (q.v. §IV.B.5.j.)

**Outdoor Business**

An Outdoor Business is an established business which is solely and continuously conducted outside a building. It includes flower stands, pushcart vendors, produce stands, etc. It does not include a business which has outdoor storage of materials or vehicles, such as a lumber yard or nursery, nor a business operating from a building which has outdoor displays of goods. It does not include Temporary Businesses or businesses which are temporary in duration such as carpet or clothing sales from a vehicle, in a parking or vacant lot, or along a sidewalk or roadside.

**Pharmacy**

A Pharmacy is a store which primarily fills prescriptions and sells non-prescription drugs, medications, and first-aid supplies. It may also sell a limited amount of non-drug items, such as cosmetics, stationery, etc. It is smaller than a Super Drug Store, and is generally not part of a chain. See also Super Drug Store.

**Plan Area**

The (Specific) Plan Area is that area covered by the goals, policies, and regulations of this plan, as defined in §I.A.3.a., Figure 3, and Appendix B. Central Business District (CBD) is a generic term, which roughly corresponds to the Plan Area, but is used in a more general sense.

**Research and Development**

A Research and Development facility is one which includes laboratories or other research areas, light manufacturing and fabricating areas, and office areas. The uses is conducted totally within an enclosed building, and generally deals with products such as electronics, pharmaceutical, etc.

For purposes of this Plan the definition of Service Station is that of a Type A Service Station as defined in the Zoning Ordinance, §§8-65.1, 2, and 3. It may be self-serve, full serve, or a combination. In addition, included as an accessory use is the sale of non-alcoholic drinks or snack foods as an adjunct to the Service Station operation for consumption by motorists. This would include any foods sold from a coin-operated vending machine; or prepackaged ready-to-eat foods such as sandwiches, pastries, candy bars, etc., from a selling area not to exceed three hundred (300) square feet inclusive of shelves, cold or hot chests, etc. Sale of alcoholic beverages is not allowed. It does not include sale of a more extensive range of foods, which is considered to be a Convenience Market (q.v.). See also Auto Service Shop.

#### Service Station

A Supermarket is defined as an establishment which sells a full range and variety of foods at retail for consumption off the premises. It carries both a large number of types or categories of foods, and a large number of brands and sizes within each category. It carries fresh meat and produce, either of which may be prepackaged. It may also sell non-food items which are traditionally sold in food markets, such as paper products or cleaning materials, and variety items. It is large in area, 20,000 square feet or more. It may sell ready to eat foods, such as sandwiches or salads, but this is a relatively small proportion of the volume and there are no formal facilities to consume them on the premises. It is distinguished from a Food Store or Convenience Market by the number of items sold, the sales volume, and size of the facility. See also Convenience Market, Food Store.

#### Supermarket

A Super Drug Store is a store which sells not only those items normally sold by a Pharmacy, but other items such as garden supplies, toys, liquor, sporting goods, etc. Super Drug Stores are larger than Pharmacies, and are often part of a chain. See also Pharmacy.

#### Super Drug Store

A Temporary Use is a use which is temporary, usually seasonal, in nature and has a finite duration, usually less than a month. It requires no permanent structure or other improvements. It includes Christmas tree lots, pumpkin sales, sidewalk or parking lot sales, festivals, etc. It does not include uses which are not temporary or seasonal in nature but rather are merely temporary in duration, such as carpet or clothing sales from a vehicle or other non-permanent facility. It is distinguished from an Interim Use by the duration of the use. (q.v. §IV.B.5.g.)

#### Temporary Use

**Use**

A Use is the primary function or activity for which land or premises or a building is occupied. For commercial Uses, a change of ownership or name is not equivalent to a change of Use.

**Zoning Ordinance**

Unless otherwise specified in the context, all references to the Zoning Ordinance shall refer to the Alameda County Zoning Ordinance.

**APPENDIX B**

**CASTRO VALLEY CENTRAL BUSINESS DISTRICT SPECIFIC PLAN AREA  
SUBAREA INFORMATION**



**CENTRAL BUSINESS DISTRICT SPECIFIC PLAN SUBAREAS**

<b>Area Name</b>	<b>Type</b>	<b>Parcels</b>	<b>Acres</b>
1 Western Entrance	Low Intensity Retail	18	8.25 <sup>1</sup>
2 Strobridge/Lake Chabot South	Low Intensity Retail Frontage/High Density Residential	13	18.43
3 Heritage area	Consumer/Medical Oriented Retail/Service	37	9.19
4 Lake Chabot Road	Hospital/Medical Oriented Office/Retail/High Density Residential	39	31.09 <sup>2</sup>
5 West CVB	Low Intensity Commercial	36	12.30
6 Anita/San Miguel	Transitional Area	7	8.36
7 Central CVB/Redwood	Intensive Retail Core	107	53.53 <sup>3</sup>
8 Norbridge Avenue	BART site	14	12.92
9 Lower Redwood	Retail/Office	27	13.02
10 East CVB/Eastern Entrance	Low Intensity Retail Frontage/High Density Residential	52	46.74 <sup>4</sup>
11 North of Freeway	Residential	413	73.92 <sup>5</sup>
<b>Total</b>		<b>763</b>	<b>287.75<sup>6</sup></b>

1. 17 parcels/7.70 acres now in Plan area; 1 parcel/0.55 acres to be added.
2. 19 parcels/8.09 acres now in Plan area; 20 parcels/23.00 acres to be added.
3. 103 parcels/52.80 acres now in Plan area; 4 parcels/0.73 acres to be added.
4. 49 parcels/46.28 acres now in Plan area; 3 parcels/0.46 acres to be added.
5. 7 parcels/2.99 acres now in Plan area; 406 parcels/70.93 acres to be added.
6. 329 parcels/192.08 acres now in Plan area; 433 parcels/95.47 acres to be added.

**PREVIOUS ZONING OF PARCELS IN SPECIFIC PLAN AREA**

Area	Name	Zoning	Acres	Parcels
1	Western Entrance	B	6.36	15
		B/C	1.34	2
		C-2	<u>0.55</u>	<u>1</u>
			8.25	18
2	Strobridge/Lake Chabot South	B/C	1.35	1
		C	5.78	8
		C/E*	6.75	3
		E	<u>4.55</u>	1
			18.43	13
3	Heritage area	A/C	7.83	33
		C	<u>1.36</u>	<u>4</u>
			9.19	37
4	Lake Chabot Road	A/C	0.37	1
		C	0.42	1
		D	7.30	17
		R-S-D-15	1.16	4
		C-O	<u>21.84</u>	<u>16</u>
			31.09	39
5	West Castro Valley Boulevard	C	10.10	32
		D/E	<u>2.20</u>	<u>4</u>
			12.30	36
6	Anita/San Miguel	A	4.01	1
		A/C/D	2.00	1
		A/D/E	1.07	1
		C	0.45	1
		D/E	<u>0.83</u>	<u>3</u>
			8.36	7

7	Central CVB/Redwood	A	38.13	65
		A/C/D	0.75	2
		A/D	12.98	30
		C	0.55	3
		D	0.39	3
		R-2	0.51	3
		R-S-D-20	<u>0.22</u>	<u>1</u>
		53.53	107	
8	Norbridge Avenue	A/C/D/E	0.80	1
		C/D/E	9.72	3
		E	<u>2.40</u>	10
			12.96	14
9	Lower Redwood	A	2.54	5
		A/C/D/E	3.88	2
		A/D	2.19	5
		A/D/E	2.01	3
		C/D/E	<u>2.40</u>	<u>12</u>
		13.02	27	
10	East CVB/Eastern Entrance	A	14.37	26
		A/C/D/E	3.92	1
		A/D/E*	3.07	2
		A/E	0.12	1
		B	2.19	1
		B/C	7.96	3
		B/E	6.16	8
		C	6.60	6
		E	1.89	1
		R-1	<u>0.46</u>	<u>3</u>
		46.74	52	
11	North of Freeway	A	0.12	1
		C	0.11	1
		E	2.76	5
		R-1	39.44	281
		R-2	6.83	54
		R-3	1.68	12
		R-4	2.29	6

North of Freeway (Cont'd)

R-S-D-25	4.94	16
R-S-D-20	3.27	4
R-S-D-15	4.64	7
PD/R1	.49	1
PD/RS25	6.77	24
PD/RS22	<u>.58</u>	<u>1</u>
	69.55	395

\* Indicates split zoning rather than multiple zoning on a parcel

**APPENDIX C**

**CASTRO VALLEY CENTRAL BUSINESS DISTRICT SPECIFIC PLAN AREA  
LISTS OF PARCELS IN PLAN AREA**

**(Parcel Numbers as of July 1, 1992)**



LIST OF PARCELS, ENTIRE PLAN AREA

84A-007-01	84A-015-10	84A-017-01-03	84A-020-03	84A-023-17	84A-035-02
84A-007-04	84A-015-11	84A-017-03	84A-020-04	84A-023-18	84A-035-03
84A-007-05	84A-016-01	84A-017-04	84A-020-05	84A-023-19	84A-035-04
84A-007-06	84A-016-02	84A-017-05	84A-020-06	84A-023-20	84A-035-05
84A-007-07	84A-016-03	84A-017-06-01	84A-020-07	84A-023-21	84A-035-06
84A-007-08-06	84A-016-04	84A-017-08	84A-020-08	84A-023-22	84A-035-07
84A-007-09-01	84A-016-05-09	84A-017-09	84A-020-09	84A-023-23	84A-035-08
84A-007-11-02	84A-016-06-04	84A-017-10	84A-020-10	84A-023-24	84A-035-09
84A-007-12	84A-016-07-01	84A-017-11	84A-020-11-01	84A-023-25	84A-035-10
84A-007-13	84A-016-07-06	84A-017-12	84A-020-14	84A-023-26	84A-035-11
84A-007-14	84A-016-07-08	84A-017-13	84A-020-15	84A-023-27	84A-035-12
84A-007-15-02	84A-016-07-10	84A-017-14	84A-020-16	84A-023-28	84A-035-13
84A-007-18	84A-016-08-2	84A-017-15	84A-020-17	84A-024-01-01	84A-035-14
84A-007-19	84A-016-09-02	84A-017-16	84A-020-18	84A-024-01-02	84A-035-15
84A-007-20-01	84A-016-11-01	84A-017-17	84A-020-19	84A-024-02	84A-035-16
84A-007-20-02	84A-016-12	84A-017-18	84A-020-20	84A-024-03	84A-035-17
84A-007-21	84A-016-13	84A-017-19	84A-020-21	84A-024-04	84A-035-18
84A-007-22	84A-016-14	84A-017-20	84A-020-22	84A-024-05-03	84A-035-19
84A-007-23-02	84A-016-15	84A-017-21	84A-020-23	84A-024-05-04	84A-035-20
84A-007-23-03	84A-016-16	84A-017-22	84A-023-01-06	84A-025-01	84A-035-21-01
84A-012-01	84A-016-17	84A-017-23	84A-023-01-07	84A-025-02	84A-035-22-01
84A-012-02-01	84A-016-18	84A-017-24	84A-023-02-05	84A-025-03	84A-035-23
84A-012-02-02	84A-016-19	84A-017-25	84A-023-03	84A-025-04-01	84A-035-24
84A-012-03	84A-016-20	84A-017-26	84A-023-04	84A-025-04-02	84A-035-25
84A-012-05-02	84A-016-21	84A-017-27	84A-023-05	84A-025-05-01	84A-035-26
84A-012-06-02	84A-016-22	84A-017-28-21	84A-023-06	84A-025-06	84A-035-27
84A-012-07	84A-016-23	84A-017-28-22	84A-023-07	84A-026-03	84A-035-28
84A-015-02	84A-016-24	84A-017-28-23	84A-023-08	84A-026-04-01	84A-035-29
84A-015-03	84A-016-25	84A-017-29-06	84A-023-09	84A-026-07-01	84A-035-30
84A-015-04	84A-016-26	84A-017-30-03	84A-023-10	84A-026-08	84A-035-31
84A-015-05	84A-016-27	84A-017-31	84A-023-11	84A-026-09	84A-035-32
84A-015-06-01	84A-016-28	84A-017-32	84A-023-13	84A-026-10	84A-035-33
84A-015-07-01	84A-016-29	84A-017-33	84A-023-14	84A-026-11	84A-036-01-01
84A-015-08	84A-016-30	84A-020-01	84A-023-15	84A-026-12	84A-036-01-02
84A-015-09	84A-016-31	84A-020-02	84A-023-16	84A-035-01	84A-036-02-01

84A-036-03-01	84A-037-12	84A-040-22	84A-046-02-09	84A-051-11-03	84A-060-03-04
84A-036-04	84A-037-13	84A-040-23-02	84A-046-02-10	84A-051-11-06	84A-060-03-05
84A-036-05	84A-037-14	84A-040-24-03	84A-046-03-04	84A-051-11-07	84A-060-04-03
84A-036-06	84A-037-15	84A-040-25-04	84A-046-04-04	84A-051-12	84A-060-05-02
84A-036-07	84A-037-16	84A-040-26-02	84A-046-05-04	84A-051-13-01	84A-060-05-03
84A-036-08	84A-037-18-01	84A-040-27-02	84A-046-06-03	84A-051-13-03	84A-060-05-05
84A-036-09	84A-037-19	84A-040-28-02	84A-046-07-05	84A-051-13-04	84A-060-06-02
84A-036-10	84A-037-20	84A-040-29	84A-046-08-04	84A-051-14	84A-060-08-02
84A-036-11	84A-037-21	84A-040-30	84A-046-08-10	84A-051-15-01	84A-060-09
84A-036-12	84A-037-22	84A-040-31	84A-046-08-11	84A-051-15-03	84A-060-10
84A-036-13	84A-037-23	84A-040-32	84A-046-08-12	84A-051-15-04	84A-060-11-02
84A-036-14	84A-037-24	84A-040-33	84A-046-14	84A-051-15-05	84A-060-12-02
84A-036-15	84A-037-25	84A-040-34	84A-046-15	84A-051-16-01	84A-060-13-03
84A-036-16	84A-037-26	84A-040-35	84A-046-16	84A-051-16-02	84A-060-14
84A-036-17	84A-037-27	84A-040-36	84A-046-17	84A-051-17	84A-064-01
84A-036-18	84A-037-28	84A-040-37	84A-046-18	84A-051-25	84A-064-02
84A-036-19	84A-040-01	84A-040-38	84A-046-19	84A-051-26	84A-064-03
84A-036-20	84A-040-02-01	84A-040-39	84A-046-20	84A-051-27	84A-064-04
84A-036-21	84A-040-02-02	84A-040-40	84A-046-21	84A-051-28	84A-064-05-02
84A-036-22	84A-040-02-03	84A-040-41	84A-046-22	84A-051-29	84A-064-07-07
84A-036-23	84A-040-03	84A-040-42	84A-046-23	84A-051-30	84A-064-08-05
84A-036-24	84A-040-04	84A-040-43	84A-046-24	84A-051-31	84A-064-09-05
84A-036-25	84A-040-05	84A-040-44	84A-046-25	84A-051-32	84A-064-11-07
84A-036-26	84A-040-06	84A-040-45	84A-046-26	84A-051-33	84A-064-12-04
84A-036-27	84A-040-07	84A-040-46	84A-046-27	84A-051-34	84A-064-12-06
84A-036-28	84A-040-08	84A-040-47	84A-046-28	84A-051-35	84A-064-13
84A-036-29	84A-040-09	84A-040-48	84A-046-29	84A-051-36	84A-064-14
84A-037-01-01	84A-040-10	84A-040-49	84A-046-30	84A-051-37	84A-064-15
84A-037-02	84A-040-11	84A-040-50	84A-046-31	84A-051-38	84A-064-16
84A-037-03-01	84A-040-12	84A-040-51	84A-051-01	84A-051-39	84A-064-17
84A-037-04-01	84A-040-13	84A-040-52	84A-051-02	84A-051-40	84A-064-18
84A-037-05-04	84A-040-14	84A-040-53	84A-051-03	84A-051-41	84A-064-19
84A-037-06-02	84A-040-15	84A-040-54	84A-051-04	84A-051-42	84A-064-20
84A-037-07-01	84A-040-16-02	84A-040-55	84A-051-05	84A-051-43	84A-064-21
84A-037-07-02	84A-040-17-01	84A-040-56	84A-051-06	84A-051-44	84A-064-22
84A-037-08	84A-040-18-04	84A-040-57	84A-051-07	84A-051-45	84A-064-23
84A-037-09	84A-040-19	84A-040-58	84A-051-08	84A-051-46	84A-064-24
84A-037-10	84A-040-20	84A-046-01-07	84A-051-09	84A-051-47	84A-064-25
84A-037-11-02	84A-040-21-02	84A-046-01-08	84A-051-10	84A-060-01-06	84A-064-26

84A-064-27	84A-080-11-12	84A-131-06-03	84A-160-09-06	84A-181-66	84A-280-05-05
84A-068-01-04	84A-080-15-08	84A-131-07-02	84A-160-12-09	84A-181-67	84A-280-05-06
84A-068-02-08	84A-080-15-14	84A-131-08	84A-160-12-10	84A-181-68-01	84A-280-05-07
84A-068-03-07	84A-080-16-06	84A-131-09	84A-160-13-04	84A-181-68-02	84A-280-05-08
84A-068-03-09	84A-080-19-01	84A-131-10	84A-181-18	84A-181-69	84A-280-05-09
84A-068-04-08	84A-080-19-03	84A-131-11-06	84A-181-19-02	84A-181-70	84C-605-01
84A-068-05-06	84A-080-21-01	84A-131-12	84A-181-20	84A-181-71	84C-605-02
84A-068-05-07	84A-080-25-01	84A-131-13	84A-181-21	84A-181-72	84C-605-03
84A-068-06-05	84A-085-01-03	84A-131-14	84A-181-22	84A-181-73	84C-605-04
84A-068-07-05	84A-085-06-02	84A-131-15-02	84A-181-23	84A-181-74	84C-605-05
84A-068-08-16	84A-108-06-01	84A-131-16	84A-181-24	84A-181-75	84C-605-06
84A-068-08-19	84A-112-01-02	84A-131-17	84A-181-25	84A-181-76	84C-605-07-08
84A-068-09	84A-112-02-02	84A-131-18	84A-181-26-04	84A-181-77	84C-605-11-03
84A-072-01-07	84A-112-02-05	84A-131-19	84A-181-26-05	84A-181-78	84C-605-12
84A-072-01-08	84A-112-03-05	84A-150-08-04	84A-181-27	84A-181-79	84C-605-13
84A-072-02-04	84A-112-03-15	84A-150-08-06	84A-181-43-02	84A-181-80	84C-605-14
84A-072-03-03	84A-112-03-16	84A-150-09-02	84A-181-44-04	84A-181-81	84C-606-01-05
84A-072-03-06	84A-112-03-17	84A-150-10-02	84A-181-44-06	84A-181-82	84C-606-01-06
84A-072-04-06	84A-112-04-01	84A-154-06-04	84A-181-45-02	84A-224-01-04	84C-606-02
84A-072-04-08	84A-112-05-01	84A-154-09-02	84A-181-46-03	84A-224-02-05	84C-606-03
84A-072-05-04	84A-112-06-03	84A-154-10-02	84A-181-47-01	84A-224-03-04	84C-606-04
84A-072-06-04	84A-112-07-03	84A-154-11-03	84A-181-48-02	84A-224-04-08	84C-606-05
84A-072-07-05	84A-112-10-02	84A-154-12-03	84A-181-49-04	84A-228-02-03	84C-606-06
84A-072-08	84A-112-11	84A-154-13-02	84A-181-50	84A-228-02-07	84C-606-07
84A-080-03-02	84A-112-12	84A-154-14-02	84A-181-51	84A-279-05-07	84C-606-08
84A-080-03-03	84A-112-13	84A-154-16-03	84A-181-52	84A-279-06	84C-606-09
84A-080-04-02	84A-112-14	84A-154-17-02	84A-181-53-01	84A-279-07	84C-606-10
84A-080-05-02	84A-112-15-05	84A-158-08-05	84A-181-54-04	84A-279-10	84C-606-11
84A-080-06-03	84A-112-15-07	84A-158-10-04	84A-181-55-02	84A-280-01	84C-606-12
84A-080-07-01	84A-112-15-09	84A-158-11-03	84A-181-56-02	84A-280-02	84C-606-13
84A-080-07-04	84A-112-16-02	84A-158-12-04	84A-181-57-03	84A-280-03-01	84C-606-14
84A-080-07-06	84A-112-17-02	84A-158-13-02	84A-181-58-03	84A-280-03-02	84C-606-15
84A-080-08-07	84A-128-01-03	84A-160-02	84A-181-58-04	84A-280-04-01	84C-606-16
84A-080-09-03	84A-128-02-08	84A-160-03-07	84A-181-59-04	84A-280-04-02	84C-606-17
84A-080-09-04	84A-128-02-09	84A-160-04	84A-181-60	84A-280-04-03	84C-606-18
84A-080-10-06	84A-128-04-04	84A-160-05-01	84A-181-61	84A-280-04-04	84C-607-01-02
84A-080-10-09	84A-128-05-03	84A-160-06-01	84A-181-62-05	84A-280-04-05	84C-607-03-05
84A-080-11-09	84A-128-06-06	84A-160-07-01	84A-181-64	84A-280-05-02	84C-607-04-03
84A-080-11-11	84A-128-06-08	84A-160-07-04	84A-181-65	84A-280-05-03	84C-607-05-02

84C-607-06-02	84C-621-02	84C-630-06-06	84C-724-131
84C-607-07-02	84C-621-03	84C-630-11-09	84C-724-132
84C-607-08	84C-621-04-05	84C-630-11-17	84C-724-133
84C-608-01	84C-621-04-06	84C-650-01	84C-724-134
84C-608-02	84C-625-01	84C-650-02-04	84C-724-135
84C-608-03	84C-625-02	84C-650-03-05	84C-724-136
84C-608-04	84C-625-03-01	84C-650-04-05	84C-724-137
84C-608-05	84C-625-03-02	84C-650-05-05	84C-724-138
84C-608-06	84C-625-06	84C-650-06-11	84C-724-139
84C-608-07	84C-626-01	84C-650-09-08	84C-724-140
84C-608-08	84C-626-02	84C-661-02-02	84C-724-141
84C-608-09	84C-626-03	84C-661-02-03	84C-724-142
84C-608-10	84C-626-04	84C-661-03	84C-724-143
84C-608-11	84C-626-05	84C-661-04-02	84C-724-144
84C-609-01	84C-626-06	84C-661-04-03	84C-724-145
84C-609-02	84C-626-07	84C-661-05-04	84C-724-146
84C-609-03	84C-626-08	84C-661-06-06	84C-770-01
84C-609-04	84C-626-09	84C-716-07-01	84C-770-02
84C-609-05	84C-626-10	84C-716-08-03	84C-770-03
84C-609-06	84C-626-11	84C-720-11-04	84C-770-04-01
84C-609-07	84C-627-01	84C-724-063	84C-770-04-02
84C-609-09-05	84C-627-02	84C-724-065-01	84C-770-05-11
84C-615-03-04	84C-627-03	84C-724-067	84C-770-06-01
84C-615-03-06	84C-627-04	84C-724-068	84C-770-06-02
84C-615-04-01	84C-627-05	84C-724-069	84C-770-07-04
84C-615-05	84C-627-06	84C-724-070-01	84C-773-05-03
84C-615-06	84C-627-07	84C-724-070-02	84C-773-06
84C-615-07-02	84C-627-08	84C-724-087-04	84C-773-07
84C-618-01-02	84C-627-09	84C-724-091-01	84C-773-08-04
84C-618-02-01	84C-627-10	84C-724-091-02	84C-773-08-06
84C-618-03-04	84C-627-11	84C-724-092-02	84C-773-09
84C-618-03-06	84C-627-12	84C-724-123	84C-773-10
84C-618-04-03	84C-627-13	84C-724-124	
84C-618-05-04	84C-627-14	84C-724-125	
84C-618-07-04	84C-627-15	84C-724-126-02	
84C-618-08-02	84C-627-16-01	84C-724-127	
84C-618-10	84C-627-16-02	84C-724-128	
84C-618-11	84C-627-17	84C-724-129	
84C-621-01-04	84C-630-01-03	84C-724-130	

## LIST OF PARCELS BY SUBAREA

SUBAREA 1	84A-012-02-02	84A-181-68-01	84A-158-10-04	84A-280-05-03	84A-131-15-02
	84A-012-03	84A-181-68-02	84A-158-11-03	84A-280-05-05	84A-131-16
84A-007-08-06	84A-012-05-02	84A-181-69	84A-158-12-04	84A-280-05-06	84A-131-17
84A-007-09-01	84A-012-06-02	84A-181-70	84A-158-13-02	84A-280-05-07	84A-131-18
84A-007-11-02	84A-012-07	84A-181-71	84A-160-07-04	84A-280-05-08	84A-131-19
84A-007-12		84A-181-72	84A-160-12-09	84A-280-05-09	84A-160-02
84A-007-13		84A-181-73	84A-160-12-10		84A-160-03-07
84A-007-14	SUBAREA 3	84A-181-74	84A-160-13-04		84A-160-04
84A-007-15-02		84A-181-75	84A-181-27	SUBAREA 5	84A-160-05-01
84A-007-18	84A-181-18	84A-181-76	84A-181-43-02		84A-160-06-01
84A-007-20-01	84A-181-19-02	84A-181-77	84A-181-44-04	84A-015-02	84A-160-07-01
84A-007-20-02	84A-181-20	84A-181-78	84A-181-44-06	84A-015-03	84A-160-09-06
84A-007-21	84A-181-21	84A-181-79	84A-181-45-02	84A-015-04	
84A-007-22	84A-181-22	84A-181-80	84A-181-46-03	84A-016-01	
84A-007-23-02	84A-181-23	84A-181-81	84A-181-47-01	84A-016-02	SUBAREA 6
84A-007-23-03	84A-181-24	84A-181-82	84A-181-48-02	84A-016-03	
84A-224-01-04	84A-181-25		84A-181-49-04	84A-016-04	84A-128-01-03
84A-224-02-05	84A-181-26-04		84A-181-50	84A-016-12	84A-128-02-08
84A-224-03-04	84A-181-26-05	SUBAREA 4	84A-181-51	84A-017-01-03	84A-128-02-09
84A-224-04-08	84A-181-53-01		84A-181-52	84A-017-03	84A-128-04-04
84A-228-02-03	84A-181-54-04	84A-150-08-04	84A-279-05-07	84A-017-04	84A-128-05-03
84A-228-02-07	84A-181-55-02	84A-150-08-06	84A-279-06	84A-017-05	84A-128-06-06
	84A-181-56-02	84A-150-09-02	84A-279-07	84A-017-06-01	84A-128-06-08
	84A-181-57-03	84A-150-10-02	84A-279-10	84A-017-29-06	
SUBAREA 2	84A-181-58-03	84A-154-06-04	84A-280-01	84A-017-30-03	
	84A-181-58-04	84A-154-09-02	84A-280-02	84A-131-06-03	SUBAREA 7
84A-007-01	84A-181-59-04	84A-154-10-02	84A-280-03-01	84A-131-07-02	
84A-007-04	84A-181-60	84A-154-11-03	84A-280-03-02	84A-131-08	84A-017-08
84A-007-05	84A-181-61	84A-154-12-03	84A-280-04-01	84A-131-09	84A-017-09
84A-007-06	84A-181-62-05	84A-154-13-02	84A-280-04-02	84A-131-10	84A-017-10
84A-007-07	84A-181-64	84A-154-14-02	84A-280-04-03	84A-131-11-06	84A-036-01-01
84A-007-19	84A-181-65	84A-154-16-03	84A-280-04-04	84A-131-12	84A-036-01-02
84A-012-01	84A-181-66	84A-154-17-02	84A-280-04-05	84A-131-13	84A-036-02-01
84A-012-02-01	84A-181-67	84A-158-08-05	84A-280-05-02	84A-131-14	84A-036-03-01

84A-037-01-01	84A-080-04-02	84A-112-14	84A-072-08	84C-618-11	84C-724-070-01
84A-037-02	84A-080-05-02	84A-112-15-05		84C-621-01-04	84C-724-070-02
84A-037-03-01	84A-080-06-03	84A-112-15-07		84C-621-02	84C-724-087-04
84A-037-04-01	84A-080-07-01	84A-112-15-09	SUBAREA 9	84C-621-03	84C-724-091-01
84A-037-05-04	84A-080-07-04	84A-112-16-02		84C-621-04-05	84C-724-091-02
84A-037-11-02	84A-080-07-06	84A-112-17-02	84A-064-09-05	84C-621-04-06	84C-724-092-02
84A-040-13	84A-080-08-07	84C-618-01-02	84A-064-11-07	84C-625-01	84C-724-123
84A-040-14	84A-080-09-03	84C-618-03-04	84A-064-12-06	84C-625-02	84C-724-124
84A-040-15	84A-080-09-04	84C-618-03-06	84A-068-01-04	84C-625-03-01	84C-724-125
84A-040-16-02	84A-080-10-06	84C-618-04-03	84A-068-02-08	84C-625-03-02	84C-724-126-02
84A-040-17-01	84A-080-10-09	84C-770-01	84A-068-03-07	84C-625-06	84C-724-127
84A-040-18-04	84A-080-11-09	84C-770-02	84A-068-03-09	84C-626-01	84C-724-128
84A-040-19	84A-080-11-11	84C-770-03	84A-068-04-08	84C-627-01	84C-724-129
84A-040-20	84A-080-11-12	84C-770-04-01	84A-068-05-06	84C-630-01-03	84C-724-130
84A-040-21-02	84A-080-15-08	84C-770-04-02	84A-068-05-07	84C-630-06-06	84C-724-131
84A-040-22	84A-080-15-14	84C-770-05-11	84A-068-06-05	84C-630-11-09	84C-724-132
84A-040-23-02	84A-080-16-06	84C-770-06-01	84A-068-07-05	84C-630-11-17	84C-724-133
84A-060-01-06	84A-080-19-01	84C-770-06-02	84A-068-08-16	84C-650-01	84C-724-134
84A-060-03-04	84A-080-19-03	84C-770-07-04	84A-068-08-19	84C-650-02-04	84C-724-135
84A-060-03-05	84A-080-21-01	84C-773-05-03	84C-605-07-08	84C-650-03-05	84C-724-136
84A-060-04-03	84A-080-25-01	84C-773-09	84C-605-11-03	84C-650-04-05	84C-724-137
84A-060-08-02	84A-085-01-03	84C-773-10	84C-609-06	84C-650-05-05	84C-724-138
84A-060-09	84A-085-06-02		84C-609-07	84C-650-06-11	84C-724-139
84A-060-10	84A-108-06-01		84C-609-09-05	84C-650-09-08	84C-724-140
84A-060-11-02	84A-112-01-02	SUBAREA 8	84C-615-03-04	84C-661-02-02	84C-724-141
84A-060-12-02	84A-112-02-02		84C-615-03-06	84C-661-02-03	84C-724-142
84A-060-13-03	84A-112-02-05	84A-060-14	84C-615-04-01	84C-661-03	84C-724-143
84A-064-01	84A-112-03-05	84A-064-12-04	84C-615-05	84C-661-04-02	84C-724-144
84A-064-02	84A-112-03-15	84A-068-09	84C-615-06	84C-661-04-03	84C-724-145
84A-064-03	84A-112-03-16	84A-072-01-07	84C-618-05-04	84C-661-05-04	84C-724-146
84A-064-04	84A-112-03-17	84A-072-01-08	84C-618-07-04	84C-661-06-06	84C-773-06
84A-064-05-02	84A-112-04-01	84A-072-02-04	84C-618-08-02	84C-716-07-01	84C-773-07
84A-064-07-07	84A-112-05-01	84A-072-03-03		84C-716-08-03	84C-773-08-04
84A-064-08-05	84A-112-06-03	84A-072-03-06		84C-720-11-04	84C-773-08-06
84A-064-25	84A-112-07-03	84A-072-04-06	SUBAREA 10	84C-724-063	
84A-064-26	84A-112-10-02	84A-072-04-08		84C-724-065-01	
84A-064-27	84A-112-11	84A-072-05-04	84C-615-07-02	84C-724-067	
84A-080-03-02	84A-112-12	84A-072-06-04	84C-618-02-01	84C-724-068	
84A-080-03-03	84A-112-13	84A-072-07-05	84C-618-10	84C-724-069	

SUBAREA 11	84A-017-13	84A-020-21	84A-025-02	84A-035-26	84A-037-10
	84A-017-14	84A-020-22	84A-025-03	84A-035-27	84A-037-12
84A-015-05	84A-017-15	84A-020-23	84A-025-04-01	84A-035-28	84A-037-13
84A-015-06-01	84A-017-16	84A-023-01-06	84A-025-04-02	84A-035-29	84A-037-14
84A-015-07-01	84A-017-17	84A-023-01-07	84A-025-05-01	84A-035-30	84A-037-15
84A-015-08	84A-017-18	84A-023-02-05	84A-025-06	84A-035-31	84A-037-16
84A-015-09	84A-017-19	84A-023-03	84A-026-03	84A-035-32	84A-037-18-01
84A-015-10	84A-017-20	84A-023-04	84A-026-04-01	84A-035-33	84A-037-19
84A-015-11	84A-017-21	84A-023-05	84A-026-07-01	84A-036-04	84A-037-20
84A-016-05-09	84A-017-22	84A-023-06	84A-026-08	84A-036-05	84A-037-21
84A-016-06-04	84A-017-23	84A-023-07	84A-026-09	84A-036-06	84A-037-22
84A-016-07-01	84A-017-24	84A-023-08	84A-026-10	84A-036-07	84A-037-23
84A-016-07-06	84A-017-25	84A-023-09	84A-026-11	84A-036-08	84A-037-24
84A-016-07-08	84A-017-26	84A-023-10	84A-026-12	84A-036-09	84A-037-25
84A-016-07-10	84A-017-27	84A-023-11	84A-035-01	84A-036-10	84A-037-26
84A-016-08-02	84A-017-28-21	84A-023-13	84A-035-02	84A-036-11	84A-037-27
84A-016-09-02	84A-017-28-22	84A-023-14	84A-035-03	84A-036-12	84A-037-28
84A-016-11-01	84A-017-28-23	84A-023-15	84A-035-04	84A-036-13	84A-040-01
84A-016-13	84A-017-31	84A-023-16	84A-035-05	84A-036-14	84A-040-02-01
84A-016-14	84A-017-32	84A-023-17	84A-035-06	84A-036-15	84A-040-02-02
84A-016-15	84A-017-33	84A-023-18	84A-035-07	84A-036-16	84A-040-02-03
84A-016-16	84A-020-01	84A-023-19	84A-035-08	84A-036-17	84A-040-03
84A-016-17	84A-020-02	84A-023-20	84A-035-09	84A-036-18	84A-040-04
84A-016-18	84A-020-03	84A-023-21	84A-035-10	84A-036-19	84A-040-05
84A-016-19	84A-020-04	84A-023-22	84A-035-11	84A-036-20	84A-040-06
84A-016-20	84A-020-05	84A-023-23	84A-035-12	84A-036-21	84A-040-07
84A-016-21	84A-020-06	84A-023-24	84A-035-13	84A-036-22	84A-040-08
84A-016-22	84A-020-07	84A-023-25	84A-035-14	84A-036-23	84A-040-09
84A-016-23	84A-020-08	84A-023-26	84A-035-15	84A-036-24	84A-040-10
84A-016-24	84A-020-09	84A-023-27	84A-035-16	84A-036-25	84A-040-11
84A-016-25	84A-020-10	84A-023-28	84A-035-17	84A-036-26	84A-040-12
84A-016-26	84A-020-11-01	84A-024-01-01	84A-035-18	84A-036-27	84A-040-24-03
84A-016-27	84A-020-14	84A-024-01-02	84A-035-19	84A-036-28	84A-040-25-04
84A-016-28	84A-020-15	84A-024-02	84A-035-20	84A-036-29	84A-040-26-02
84A-016-29	84A-020-16	84A-024-03	84A-035-21-01	84A-037-06-02	84A-040-27-02
84A-016-30	84A-020-17	84A-024-04	84A-035-22-01	84A-037-07-01	84A-040-28-02
84A-016-31	84A-020-18	84A-024-05-03	84A-035-23	84A-037-07-02	84A-040-29
84A-017-11	84A-020-19	84A-024-05-04	84A-035-24	84A-037-08	84A-040-30
84A-017-12	84A-020-20	84A-025-01	84A-035-25	84A-037-09	84A-040-31

84A-040-32	84A-046-08-12	84A-051-15-04	84A-064-20	84C-607-08	84C-627-14
84A-040-33	84A-046-14	84A-051-15-05	84A-064-21	84C-608-01	84C-627-15
84A-040-34	84A-046-15	84A-051-16-01	84A-064-22	84C-608-02	84C-627-16-01
84A-040-35	84A-046-16	84A-051-16-02	84A-064-23	84C-608-03	84C-627-16-02
84A-040-36	84A-046-17	84A-051-17	84A-064-24	84C-608-04	84C-627-17
84A-040-37	84A-046-18	84A-051-25	84C-605-01	84C-608-05	
84A-040-38	84A-046-19	84A-051-26	84C-605-02	84C-608-06	
84A-040-39	84A-046-20	84A-051-27	84C-605-03	84C-608-07	
84A-040-40	84A-046-21	84A-051-28	84C-605-04	84C-608-08	
84A-040-41	84A-046-22	84A-051-29	84C-605-05	84C-608-09	
84A-040-42	84A-046-23	84A-051-30	84C-605-06	84C-608-10	
84A-040-43	84A-046-24	84A-051-31	84C-605-12	84C-608-11	
84A-040-44	84A-046-25	84A-051-32	84C-605-13	84C-609-01	
84A-040-45	84A-046-26	84A-051-33	84C-605-14	84C-609-02	
84A-040-46	84A-046-27	84A-051-34	84C-606-01-05	84C-609-03	
84A-040-47	84A-046-28	84A-051-35	84C-606-01-06	84C-609-04	
84A-040-48	84A-046-29	84A-051-36	84C-606-02	84C-609-05	
84A-040-49	84A-046-30	84A-051-37	84C-606-03	84C-626-02	
84A-040-50	84A-046-31	84A-051-38	84C-606-04	84C-626-03	
84A-040-51	84A-051-01	84A-051-39	84C-606-05	84C-626-04	
84A-040-52	84A-051-02	84A-051-40	84C-606-06	84C-626-05	
84A-040-53	84A-051-03	84A-051-41	84C-606-07	84C-626-06	
84A-040-54	84A-051-04	84A-051-42	84C-606-08	84C-626-07	
84A-040-55	84A-051-05	84A-051-43	84C-606-09	84C-626-08	
84A-040-56	84A-051-06	84A-051-44	84C-606-10	84C-626-09	
84A-040-57	84A-051-07	84A-051-45	84C-606-11	84C-626-10	
84A-040-58	84A-051-08	84A-051-46	84C-606-12	84C-626-11	
84A-046-01-07	84A-051-09	84A-051-47	84C-606-13	84C-627-02	
84A-046-01-08	84A-051-10	84A-060-05-02	84C-606-14	84C-627-03	
84A-046-02-09	84A-051-11-03	84A-060-05-03	84C-606-15	84C-627-04	
84A-046-02-10	84A-051-11-06	84A-060-05-05	84C-606-16	84C-627-05	
84A-046-03-04	84A-051-11-07	84A-060-06-02	84C-606-17	84C-627-06	
84A-046-04-04	84A-051-12	84A-064-13	84C-606-18	84C-627-07	
84A-046-05-04	84A-051-13-01	84A-064-14	84C-607-01-02	84C-627-08	
84A-046-06-03	84A-051-13-03	84A-064-15	84C-607-03-05	84C-627-09	
84A-046-07-05	84A-051-13-04	84A-064-16	84C-607-04-03	84C-627-10	
84A-046-08-04	84A-051-14	84A-064-17	84C-607-05-02	84C-627-11	
84A-046-08-10	84A-051-15-01	84A-064-18	84C-607-06-02	84C-627-12	
84A-046-08-11	84A-051-15-03	84A-064-19	84C-607-07-02	84C-627-13	

**APPENDIX D**

**CASTRO VALLEY CENTRAL BUSINESS DISTRICT SPECIFIC PLAN AREA  
MOBILE HOME PARKS**



MOBILE HOME PARKS, CASTRO VALLEY AREA

	Address, Name, Location <sup>1</sup>	Spaces	Area		Density <sup>2</sup>	
			Acres	Square feet	Acres	Square feet
2874	No name N side, between Anita and Wisteria Avenues	21	0.56	24,317	37.5	1158
3784	No name N side, between Yeandle and Forest Avenues	25	0.58	25,300	43.1	1012
3970	Avalon N side, between Marshall and Center Streets	49	2.40	104,544	20.4	2134
3998	Wishing Well Directly east of above	<u>37</u>	<u>1.39</u>	<u>60,548</u>	27.0	1636
Total of above two parks		86	3.79	165,092	22.7	1920
3765	Tra-Tel S side, between Longs and Aspen Street	50	1.55	67,518	32.3	1350
3875	Wagon Wheel S side, between Aspen Street and freeway	50	2.35	102,366	21.3	2047
3913	Chetwood Directly east of above	83	5.35	233,046	15.5	2808
3937	Vaughan's Directly east of above	<u>32</u>	<u>2.19</u>	<u>95,396</u>	14.6	2981
Total of above three parks		165	9.89	430,808	16.7	2611
Grand total		<u>347</u>	<u>16.37</u>	<u>713,077</u>	21.2	2055

1. All on Castro Valley Boulevard
2. Densities shown in units per acre (Ac) and square feet per unit (Sqft)



## INDEX

- AC Transit 96, 98-101, 109, 110, 142
- administrative conditional use 87
- advertising signs (billboards) 87, 113, 114, 132, 135, 143
- Alameda County
  - Fire Department 158
  - Flood Control and Water Conservation District 101, 156
  - Planning Department 8, 9, 70, 79, 85, 86, 102, 103, 106, 109, 135, 141, 150-152, 155, 161
  - Planning Director 11, 84-87, 89, 91
  - Public Works Agency 102, 103, 105, 108, 109, 139, 149, 151, 156, 159, 168-172
  - Sheriff's Department 159
  - Zoning Administrator 40, 41, 89, 91
  - Zoning Ordinance 1, 9, 10, 31, 40, 75, 77, 84-89, 114, 121, 126, 130-132, 182, 187, 188
- appeal 91
- architectural detail 132
- architectural significance 39, 84, 112
- assessment district 164, 168-171
- auto-oriented business 181
- auto-oriented development 41, 64
- auto-related 34, 47, 58
- awning colors 133
- awning materials 133
- awnings 113, 127, 129, 130, 132, 133
- bakery 79, 181, 183, 184
- BART 20, 26, 27, 30, 38, 58, 61, 63, 64, 69-71, 77, 84, 98-100, 102, 103, 105, 109, 110, 115, 145, 149, 150, 152, 161, 162, 164, 171, 172, 173-177
  - station site selection 39
- BART station 20, 26, 27, 30, 38, 58, 61, 63, 64, 69-71, 77, 84, 98-100, 102, 103, 105, 109, 110, 115, 145, 149, 150, 152, 161, 162, 164, 172-174, 176
- BART station development 38, 84
- bicycles 101, 106, 110, 123, 150
- billboards (advertising signs) 87, 113, 114, 132, 135, 143
- buffering 61, 85
- building color 86, 88, 111, 131, 133
- building design
  - architectural detail 132
  - awning colors 133
  - awning materials 133
  - awnings 113, 127, 129, 130, 132, 133
  - building color 86, 88, 111, 131, 133
  - building height 126, 152
  - building material 112
  - building scale 126, 128, 152
  - design guidelines 10, 49, 54, 58, 84, 89, 106, 115, 117, 121, 123, 129, 131, 133, 135, 152
  - entries 119, 122, 126-128, 131, 132
  - facade 11, 20, 81, 82, 85, 87, 127, 129, 130, 133, 134
  - rehabilitation 40, 83, 84, 129
  - remodeling 122, 129
  - street frontage 45, 47, 52, 54, 58, 66, 70, 119, 145
  - towers 126, 128
  - windows 73, 82, 119, 127-132
- building height 126, 152
- building material 112
- building scale 126, 128, 152
- bulb-outs 139, 142, 170

- business license 85, 135, 167-170, 172, 178
- business license tax 135, 167-170, 172, 178
- Castro Valley Boulevard 1, 4, 5, 10, 13, 14, 27, 31, 32, 34-36, 39, 41, 42, 45, 47, 49, 51, 52, 54, 56, 58, 61, 64, 66, 69, 70, 77, 80, 90, 93, 94, 96, 98-103, 105, 107-113, 115, 119, 122, 123, 126, 137, 139-143, 149-151, 155, 156, 158-162, 164, 168, 169, 170, 172, 178
- Castro Valley Boulevard Bypass 102, 126, 149
- Castro Valley Creek 29, 111, 151
- Castro Valley Fire Protection District 158
- Castro Valley Municipal Advisory Council (CVMAC) 8, 86, 87, 89, 91, 115
- Castro Valley Sanitary District 64, 155, 157
- Castro Valley Unified School District 38, 61, 160
- Central Business District 1, 5, 9, 10, 20, 29-32, 39-41, 93, 96, 102, 105, 106, 108-115, 117, 123, 126-130, 133, 135, 138, 143, 149, 150, 151, 161, 162, 164, 168, 172, 177, 178, 181, 182, 186
- circulation
  - bicycle 101, 106, 110, 123, 150
  - bulb-outs 139, 142, 170
  - curb cuts 82, 94, 107
  - medians 13, 38, 96, 103, 105, 109, 110, 113, 140-143, 145, 149, 159, 170
  - pedestrian 93, 94, 119, 122, 131
  - pedestrian access 34, 41, 47, 63, 66, 93, 96, 108, 132, 150
  - traffic signals 102, 108
  - vehicular 30, 41, 45, 47, 49, 51, 52, 54, 58, 63, 66, 69-71, 74, 87, 93, 102, 105, 113, 120, 122, 123, 131, 132, 140, 169, 186, 187
- compact spaces 106, 121
- convenience commercial 51, 71, 75, 80, 91, 181, 182
- convenience markets 35, 36, 47, 66, 73, 75, 79, 80, 182-184, 187
- core area 5, 32, 34, 41, 42, 61, 73
- corresponding district 84, 89, 182
- county service area 159, 167, 168
- curb cuts 82, 94, 107
- dental offices 49, 51, 76
- design guidelines 10, 49, 54, 58, 84, 89, 106, 115, 117, 121, 123, 129, 131, 133, 135, 152
- directional signs 135
- directory signs 131
- drive-in business 183
- driveway 102, 142
- East Bay Municipal Utility District (EBMUD) 156
- Eden Hospital 1, 4, 25-27, 32, 49, 51, 99, 109
- enforcement 9, 29, 40, 130, 159
- entries 119, 122, 126-128, 131, 132
- facade 11, 20, 81, 82, 85, 87, 127, 129, 130, 133, 134
- fast food (food service outlets) 35, 36, 41, 42, 49, 51, 52, 63, 64, 74, 79, 81-83, 143, 181, 183-185
- Flood Control and Water Conservation District 101, 156
- food delivery service 183
- food sales
  - (full service) restaurants 4, 35, 36, 45, 49, 51, 52, 64, 73, 74, 79, 81, 178, 181, 183-185
  - bakery 79, 181, 183, 184
  - convenience markets 35, 36, 47, 66, 73, 75, 79, 80, 182-184, 187
  - fast food (food service outlets) 35, 36, 41, 42, 49, 51, 52, 63, 64, 74, 79,

- 81-83, 143, 181, 183-185
- food delivery services 183
- food stores 35, 73, 75, 79, 81, 182-184, 187
- supermarkets 56, 58, 73, 74, 79, 80, 182-184, 187
- food service outlets (fast food) 35, 36, 41, 42, 49, 51, 52, 63, 64, 74, 79, 81-83, 143, 181, 183-185
- food stores 35, 73, 75, 79, 81, 182-184, 187
- free standing signs 131
- frontage 4, 5, 35, 42, 45, 47, 49, 52, 54, 58, 61, 63, 64, 66, 70, 73, 75-77, 80, 83, 84, 102, 103, 111, 117, 119, 120, 126, 130-132, 139, 140, 143, 145, 152, 172
- full service restaurants 36, 49, 51, 64, 73, 74, 79, 81, 181, 183-185
- funding
  - assessment district 164, 168-171
  - business license tax 135, 167-170, 172, 178
  - county service area 159, 167, 168
  - general obligation bonds 174
  - infrastructure financing district 174-177
  - Mello-Roos 167, 171, 173-177
- gateway 143, 145, 149, 152, 161, 162, 164
- general obligation bonds 174
- graphics 129, 130, 133, 135
- Hayward Unified School District 160
- heritage area 47
- high density residential 5, 30, 31, 34, 37, 39, 41, 42, 45, 47, 49, 51, 52, 54, 58, 61, 64, 66, 70, 71, 76, 77, 79, 83-85, 186
- historical 10, 14, 25, 30, 39, 40, 61, 84, 112, 135
- housing 5, 13, 26, 37-39, 51, 66, 77, 83, 84, 89, 173
- infill development 119

- infrastructure financing district 174-177
- intensive retail 31, 34, 41, 42, 45, 47, 49, 54, 56, 58, 63, 66, 71, 74, 80, 81, 186
- interim uses 86, 87, 89, 185, 187
- joint development 61, 63, 84, 145, 150, 152, 161, 162, 171-174, 177
- Lake Chabot Road 1, 4, 25, 31, 32, 35, 45, 47, 49, 51, 52, 90, 93, 98, 100-103, 107, 110, 113, 115, 119, 122, 123, 145, 155, 156, 158, 159
- Land Use Group A 45, 47, 49, 51, 52, 54, 58, 63, 66, 69, 71, 73, 75, 76, 80-82, 91, 182, 185, 186
- Land Use Group B 45, 47, 49, 51, 52, 54, 58, 63, 66, 69, 73, 74, 80-82, 182
- Land Use Group C 45, 52, 61, 63, 75, 182, 186
- Land Use Group D 37, 47, 51, 52, 54, 58, 61, 66, 70, 75-77, 83, 182, 186
- land use groups 31, 37, 40, 41, 45, 47, 49, 51, 52, 54, 58, 61, 63, 66, 69-71, 73-77, 80-83, 91, 109, 182, 185, 186
- land use polices 84
- land uses 1, 5, 8-11, 13, 29, 31, 32, 34, 36-38, 40-42, 45, 47, 49, 51, 52, 54, 58, 61, 63, 64, 66, 69-71, 73-77, 80-86, 88-91, 102, 103, 109, 115, 117, 120, 128, 156, 176, 182, 185, 186
- landscape 86, 102, 103, 111, 120, 122, 123, 125, 126, 141, 143, 145, 149-151, 162, 164, 169-172
- landscape and lighting district 169, 170
- landscaping
  - setback area 117
  - street trees 101, 105, 108, 111, 113, 123, 124, 137, 141-143, 145, 149, 150
- legislative authority 1
- low intensity commercial 41, 45, 52
- low profile signs 131

medians 13, 38, 96, 103, 105, 110, 113,  
140-143, 145, 149, 159  
medical offices 4, 25, 26, 32, 49, 51, 76, 158  
Mello-Roos 167, 171, 173-177  
mobile home parks 32, 36-38, 52, 64, 83, 84  
neighborhood commercial 47, 66, 182  
nonconforming signs 135  
nonconforming uses 58, 70, 80, 82, 85,  
87-89, 186  
Norbridge Avenue 45, 58, 61, 64, 66,  
101-103, 143, 149, 150, 156  
office space 25-27, 35  
offices 4, 5, 8, 10, 25-27, 31, 32, 34, 35, 38,  
41, 42, 45, 49, 51, 52, 56, 58, 61, 63,  
64, 73-76, 84, 86, 89-91, 102, 112,  
128, 152, 157, 158, 161, 172-175,  
182, 186  
    dental 49, 51, 76  
    medical 4, 25, 26, 32, 49, 51, 76, 158  
    office space 25-27, 35  
    type C1 73, 75, 76  
    type C2 49, 51, 76  
    type C3 49, 76  
Oro Loma Sanitary District 155  
outdoor businesses 74, 90, 186  
parking 20, 25, 34, 38, 39, 41, 45, 47, 49, 51,  
52, 54, 58, 61, 63, 66, 69-71, 75, 77,  
80, 81, 84, 86-88, 90, 93, 94, 96,  
101, 102, 106, 107, 108, 110-113,  
115, 117, 119-125, 127, 131, 135,  
139, 142, 152, 164, 172-178, 186,  
187  
    compact spaces 106, 121  
    parking area 61, 94, 120  
    parking lot 34, 38, 39, 49, 61, 63, 69, 87,  
94, 107, 111, 187  
    parking structure 84, 172, 175, 176  
parking area 61, 94, 120  
parking lot 34, 38, 39, 49, 61, 63, 69, 87, 94,

107, 111, 187  
parking structure 84, 172, 175, 176  
pedestrian access 34, 41, 47, 63, 66, 93, 96,  
108, 132, 150  
pedestrian circulation 93, 94, 119, 122, 131  
pedestrian-oriented 5, 47, 52, 58, 64, 74, 115,  
117, 119, 121, 122, 132, 139, 140, 150  
pedestrians 5, 30, 34, 41, 47, 49, 52, 58, 63,  
64, 66, 71, 74, 81, 93, 94, 96, 102,  
103, 105-109, 112, 113, 115, 117,  
119-123, 126-128, 131, 132, 139-142,  
150, 162, 186  
    sidewalks 73, 76, 94, 96, 103, 110, 111,  
113, 114, 117, 119, 120, 124, 125,  
128, 131, 139-141, 143, 145, 149,  
151, 186, 187  
plan area 1, 4, 8, 10, 11, 29-32, 34, 36, 37,  
39, 40, 42, 45, 47, 49, 52, 54, 56, 64,  
66, 69, 80-87, 91, 94, 101, 103, 106,  
107, 109, 110, 112, 113-115, 117,  
121, 123, 135, 137, 138, 145, 150,  
152, 155-160, 177, 178, 181, 185, 186  
plan period 4, 160  
Planning Department 8, 9, 70, 79, 85, 86, 102,  
103, 106, 109, 135, 141, 150-152,  
155, 161  
Planning Director 11, 84-87, 89, 91  
prohibited uses 87  
public agencies  
    AC Transit 96, 98-101, 109, 110, 142  
    Alameda County Fire Department 158  
    Alameda County Flood Control and Water  
    Conservation District 101, 156  
    Alameda County Planning Department 8,  
9, 70, 79, 85, 86, 102, 103, 106, 109,  
135, 141, 150-152, 155, 161  
    Alameda County Planning Director 11,  
84-87, 89, 91  
    Alameda County Public Works Agency

102, 103, 105, 108, 109, 139,  
149, 151, 156, 159, 168-172  
Alameda County Sheriff's Department  
159  
Alameda County Zoning Administrator  
40, 41, 89, 91  
BART 20, 26, 27, 30, 38, 58, 61, 63, 64,  
69-71, 77, 84, 98-100, 102, 103,  
105, 109, 110, 115, 145, 149, 150,  
152, 161, 162, 164, 171-177  
Castro Valley Fire Protection District  
158  
Castro Valley Municipal Advisory  
Council (CVMAC) 8, 86, 87, 89, 91,  
115  
Castro Valley Sanitary District 64, 155,  
157  
Castro Valley Unified School District  
38, 61, 160  
East Bay Municipal Utility District 156  
Eden Hospital 1, 4, 25-27, 32, 49, 51,  
99, 109  
Hayward Unified School District 160  
Oro Loma Sanitary District 155  
San Lorenzo Unified School District 160  
public facilities 32, 34, 56, 63, 86, 173  
library 30, 99, 109  
public hearing 86, 87, 89, 91, 100, 169, 170  
public plaza 150  
public signs 135  
public transit 30, 77, 96, 98, 100, 102, 109  
public utilities 106, 141, 151  
Castro Valley Sanitary District 64, 155,  
157  
East Bay Municipal Utility District 156  
Oro Loma Sanitary District 155  
Public Works Agency 102, 103, 105, 108,  
109, 139, 149, 151, 156, 159,  
168-172

purpose 1, 10, 31, 37, 74, 80, 81, 86, 114,  
132, 135, 139-141, 149, 175, 184  
Redwood Road 1, 4, 5, 25, 27, 31, 32, 34, 35,  
38, 39, 41, 42, 56, 58, 61, 63, 64, 66,  
69, 77, 84, 90, 93, 98, 100-103, 105,  
107, 108, 111, 113, 115, 119, 122,  
123, 126, 139, 141, 143, 145,  
149-152, 156, 160, 172  
rehabilitation 40, 83, 84, 129  
remodeling 122, 129  
residential street 150  
restaurants  
(full service) restaurants 4, 35, 36, 45,  
49, 51, 52, 64, 73, 74, 79, 81, 178,  
181, 183-185  
fast food (food service outlets) 35, 36,  
41, 42, 49, 51, 52, 63, 64, 74, 79,  
81-83, 143, 181, 183-185  
restaurants (full service) 4, 35, 36, 45, 49, 51,  
52, 64, 73, 74, 79, 81, 178, 181,  
183-185  
retail sales 14, 18, 20, 161, 178  
retail space 20, 22, 35  
revitalization program 161, 162, 164, 171, 173  
sales tax 29, 39, 40  
sales tax leakage 14, 18, 22  
sales tax revenues 29, 40  
San Lorenzo Unified School District 160  
service stations 4, 14, 34-36, 42, 54, 58, 80,  
86, 131, 181, 182, 187  
setback area 117  
Sheriff's Department 159  
sidewalks 73, 76, 94, 96, 103, 110, 111, 113,  
114, 117, 119, 120, 124, 125, 128,  
131, 139-141, 143, 145, 149, 151,  
186, 187  
sign review 89  
signs 81, 86-89, 101, 107, 113-115, 123,  
127-133, 135, 143, 145, 151, 161, 164

advertising (billboards) 87, 113, 114,  
     132, 135, 143  
 billboards (advertising signs) 114, 135,  
     143  
 directional 135  
 directory 131  
 free standing 131  
 graphics 129, 130, 133, 135  
 low profile 131  
 nonconforming 135  
 public 135  
 sign review 89  
 site development review 9, 11, 40, 71, 74, 77,  
     79, 81, 83-90, 107, 115, 117, 123,  
     127, 129, 131, 133  
 standards 1, 5, 9, 22, 36, 40, 41, 75, 81, 84,  
     86-89, 106, 113, 121, 140, 141, 151,  
     158, 159  
 station site selection 39  
 street design  
     bulb-outs 139, 142, 170  
     curb cuts 82, 94, 107  
     median landscaping 141, 143  
     medians 13, 38, 96, 103, 105, 109, 110,  
         113, 140-143, 145, 149, 159, 170  
     street furniture 109, 141, 142  
     street lights 139, 140, 160  
     street trees 101, 105, 108, 111, 113, 123,  
         124, 137, 141-143, 145, 149, 150  
     streetscape project 109, 113, 137,  
         139-143, 150, 162, 164, 168-172,  
         177  
 street frontage 45, 47, 52, 54, 58, 66, 70,  
     119, 145  
 street furniture 109, 141, 142  
 street lights 113, 139-142, 159, 160  
 street trees 101, 105, 108, 111, 113, 123, 124,  
     137, 141-143, 145, 149, 150  
 streetscape project 109, 113, 137, 139-143,  
     150, 162, 164, 168-172, 177  
 Subarea 1 42  
 Subarea 10 64, 126  
 Subarea 11 47, 52, 66, 77, 85, 115  
 Subarea 2 45, 52  
 Subarea 3 47, 115  
 Subarea 4 49  
 Subarea 5 52, 56  
 Subarea 6 54  
 Subarea 7 56, 61, 80, 115, 139-141  
 Subarea 8 58, 126  
 Subarea 9 61  
 subareas 40, 42, 45, 51, 66, 80, 115, 117,  
     119-121, 126  
 subdivision 1, 91, 157  
 supermarkets 56, 58, 73, 74, 79, 80, 182-184,  
     187  
 taxable retail sales 14, 18  
 taxable sales 14  
 temporary business structures 89, 90  
 temporary use 87, 185, 187  
 towers 126, 128  
 traffic signals 102, 108  
 transit 20, 30, 38, 58, 61, 63, 69, 77, 93, 96,  
     98-102, 109, 110, 115, 126, 142, 152,  
     157, 173  
     AC Transit 96, 98-101, 109, 110, 142  
     BART 20, 26, 27, 30, 38, 58, 61, 63, 64,  
         69-71, 77, 84, 98-100, 102, 103, 105,  
         109, 110, 115, 145, 149, 150, 152,  
         161, 162, 164, 171-177  
     BART station 20, 26, 27, 30, 38, 58, 61,  
         63, 64, 69-71, 77, 84, 98-100, 102,  
         103, 105, 109, 110, 115, 145, 149,  
         150, 152, 161, 162, 164, 172-174, 176  
     BART station site selection 39  
 transportation 1, 4, 10, 27, 30, 34, 93, 102,  
     106, 160  
     AC Transit 96, 98-101, 109, 110, 142

BART 20, 26, 27, 30, 38, 58, 61, 63, 64,  
69-71, 77, 84, 98-100, 102, 103,  
105, 109, 110, 115, 145, 149, 150,  
152, 161, 162, 164, 171-177  
bicycles 101, 106, 110, 123, 150  
vehicular 30, 41, 45, 47, 49, 51, 52, 54,  
58, 63, 66, 69-71, 74, 87, 93, 102,  
105, 113, 120, 122, 123, 131, 132,  
140, 169, 186, 187  
type C1 offices 73, 75, 76  
type C2 offices 49, 51, 76  
type C3 offices 49, 76  
vacant 25, 26, 34, 45, 54, 64, 83, 90, 149,  
151, 186  
vacant land 26  
windows 73, 82, 119, 127-132  
Zoning Administrator 40, 41, 89, 91  
Zoning Ordinance 1, 9, 10, 31, 40, 75, 77,  
84-89, 114, 121, 126, 130-132, 182,  
187, 188