

# 4

## Land Use and Development

This chapter contains the detailed land use and development policies that will guide future development in Castro Valley over the next twenty years. Action items specify changes that need to be made to the existing Zoning Code, Subdivision Code, and project review processes to implement the policies. Because Castro Valley is an urbanized area where new growth will happen through smaller infill development projects, the policies are very detailed and specific to certain neighborhoods, districts, and building types. The overarching goal for land use and development is to continue to allow infill housing and add new retail, restaurants, services, and employment, while preserving and enhancing the small town character of Castro Valley.

This chapter contains policies and actions covering the following topics:

- Land Use Plan;
- Residential Development;
- Civic Uses and Community Facilities;
- Economic Development;
- Neighborhood Commercial Uses;
- Central Business District;
- Professional-Medical District;
- Other Commercial Districts; and
- Special Planning Areas.

Development standards and design recommendations are included in Chapter 5: Community Character and Design.

## **4.1 EXISTING LAND USE**

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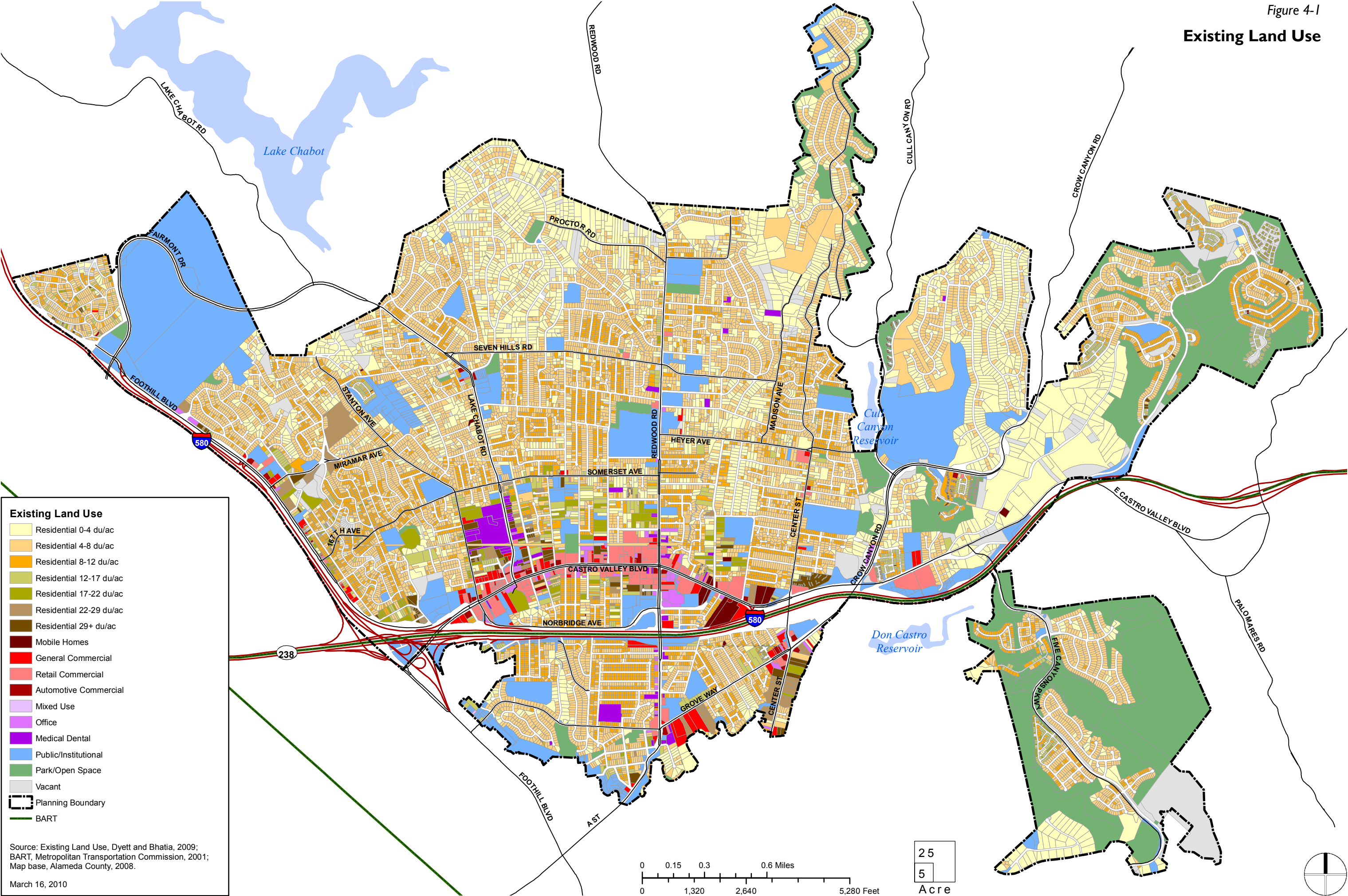
Land use in Castro Valley is primarily residential. Commercial uses are concentrated along Castro Valley Boulevard, along Redwood Road and Grove Way, and in several neighborhood shopping centers. Public and quasi-public uses, such as schools, libraries, and churches, are spread throughout the area, adjacent to both commercial and residential uses.

Interstate 580 divides Castro Valley into its northern and southern halves; from west to east, Lake Chabot Road, and Redwood Road provide the major north-south connections. Crow Canyon Road is the other major arterial running east-west and connecting Central Castro Valley with San Ramon and eastern Alameda County. Figure 4-1 illustrates Castro Valley's existing land use and vacant land as of 2010.

Castro Valley's Planning Area encompasses 6,880 acres, with 54 percent devoted to residential uses, as shown on Chart 4.1-1, Existing Land Use Distribution. Single-family residential dwellings account for approximately 3,000 acres with another 700 acres used for multi-

Figure 4-1

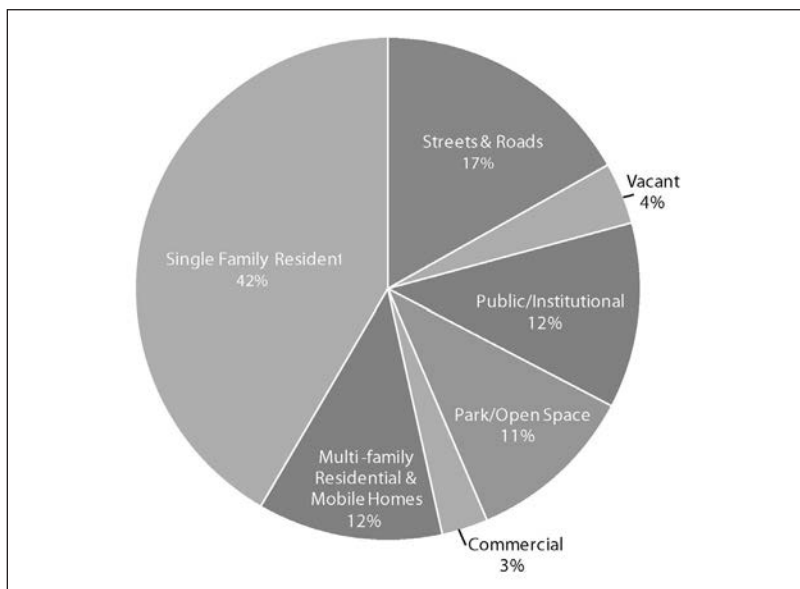
Existing Land Use





family development and 20 acres for mobile homes. Commercial, medical/dental services and industrial/auto-related land uses occupy approximately 3 percent of Castro Valley's land area. Public and quasi-public land uses, including schools, churches, and public facilities, comprise about 12 percent of the land area. Parks and open space occupy 11 percent. About 257 acres, or 4 percent of the planning area, are vacant.

**Chart 4.1-1 Existing Land Use Distribution**



Source: Alameda County Assessor, Dyett & Bhatia, 2010

## 4.2 LAND USE PLAN

The amount of growth anticipated over the next twenty years in Castro Valley can generally be accommodated without major changes to the existing land use designations or substantial increases in permitted densities. Opportunities for residential development exist on vacant lots, and on lots in the upper and lower hillside areas that are large enough to be subdivided into two to four lots. Infill residential development is also possible in the downtown area and in multifamily neighborhoods north and south of I-580. Within the downtown, substantial additional commercial square footage can be developed because most of the properties are currently built at far less intensity than permitted under the Castro Valley CBD Specific Plan.





*Opportunities for residential development exist on vacant lots in Castro Valley.*

The focus of the General Plan effort has been to formulate more detailed land use and density regulations that reflect a deeper understanding of existing conditions, community character, environmentally sensitive areas, and new types of residential development. The General Plan Land Use Map (Figures 4-2 and 4-3) and Land Use Classification Tables (Tables 4.2-1A, -1B, and -1C) contained in this section represent a comprehensive revision to the land use regulatory framework, tailored specifically to Castro Valley. The Land Use Map is structured to function as a new zoning map for Castro Valley. The Land Use tables and policies of this chapter provide detailed guidance to revise the zoning ordinance provisions for land use, density, and development standards.

Figure 4-4, Substantive Zoning Changes, shows locations where the new Land Use Map will require changes to the County Zoning districts.

### **Land Use Classifications**

The following tables, 4.2-1A-C, indicate the land use category descriptions and standards to be used when revising the County's Zoning Ordinance.

**Table 4.2-1A: Residential Land Use Classifications**

<b>Land Use Category</b>	<b>Description</b>	<b>Corresponding Existing Zoning</b>	<b>Proposed Zoning</b>	<b>Maximum Density (Units per Net Acre)</b>
<b>Rural Residential</b>	This designation is intended to retain opportunities for rural living with very low density, one-family detached housing on large lots greater than 20,000 square feet in size. The primary purpose is residential with the secondary purpose being crops, orchards, and gardens, and limited animal-keeping.	R-1(B-40); R-1(B-E, CSU, RV); R-1(L, B-E)	RR-40; RR-20	1-2
<b>Hillside Residential</b>	This designation is used in areas of steep slopes and/or high fire hazard areas to ensure that adequate mitigations are identified for the development of one-family detached dwellings. Lots range from 5,000 to 10,000 square feet resulting in residential densities between 4 and 8 units per net acre. Minimum lot sizes are to be based on the slope.	R-1 (B-E, CSU, RV); R-1 (B-E)	RH-10: minimum 10,000 sf lot; RH-8: minimum 8,000 sf lot; RH-7.5: minimum 7,500 sf lot; RH-6.5: minimum 6,500 sf lot; RH-5: minimum 5,000 sf lot	4-8
<b>Residential - Single Family</b>	This land use category provides for and protects established neighborhoods of one-family dwellings. Community facilities compatible with low-density residential uses ranging from 6 to 8 units per net acre are allowed.	R-1 (BE), R-1 (5000)	R-1-7.5 (7500 sf minimum lot size and R-1-5 (5000 sf minimum lot size)	6-8

**Table 4.2-1A: Residential Land Use Classifications**

Land Use Category	Description	Corresponding Existing Zoning	Proposed Zoning	Maximum Density (Units per Net Acre)
Residential - Small Lot	This designation is intended to provide for and protect small lot subdivisions where a variety of housing types are located on lots between 2,500 and 5,000 square feet in size. Housing types include one-family detached, duplexes, townhouses, and rowhouses. Residential densities range from 8 to 17 units per net acre.	RS; R-2; RS(D-35); RS(D-25)	RSL-5: One-family detached, duplexes and town-houses with maximum 5,000 sf lot area per unit; RSL-3.5: Small one-family de-tached with 3,500 to 5,000 square foot lot per unit; RSL-2.5: Duplexes and townhouses with 2,500 square foot lot per unit	8-17
Residential - Low Density Multifamily	This designation is intended for townhouses, and low density multi-family residential uses such as garden apartments and condominiums. Typical lot sizes are 2,000 square feet per unit. Residential densities range from 18 to 22 units per net acre.	R-3; RS(D-20)	RLM	18-22
Residential - Medium Density Multifamily	This designation is intended for medium density apartments and condominiums. Typical lot sizes are 1,500 square feet per unit. Residential densities range from 23 to 29 units per net acre.	RS(D-3); RS(D-15)	RM	23-29
Residential Mixed Density	This land use category is intended to provide a variety of housing types near commercial business districts while maintaining the existing character and development pattern of the neighborhood. The housing types include one-family dwellings, duplexes, townhomes, and two-story multi-family residential uses. Residential densities range from 8 to 29 units per net acre based on the lot width, depth, and size.	R-1; R-2; R-3; R-4; RS; RS(D-25); RS(D-3); RS(D-35)	RMX	8-29



**Table 4.2-1A: Residential Land Use Classifications**

Land Use Category	Description	Corresponding Existing Zoning	Proposed Zoning	Maximum Density (Units per Net Acre)
Residential - Downtown Mixed Use	The Downtown Mixed Use land use category allows for a vertical mix of uses that is uniquely appropriate to the central business district. The primary use is high density multi-family residential with densities ranging from 30 to 60 units per net acre. Ground floor commercial uses are required along Castro Valley Boulevard west of Forest Avenue or Norbridge. Landscaped front yards are required along Castro Valley Boulevard east of Forest Avenue. Ground floor commercial uses are encouraged along other high-traffic streets.	Portions of CBD Sub-area 10	CBD-RMU-40; CBD-RMU-60	30-60; ** 1.0 FAR*
Residential – Downtown Low Density	This designation is for the existing single-family neighborhoods within the CBD Specific Plan Area. Lot sizes are typically 5,000 square feet. One-family detached dwellings and duplexes are allowed.	Portions of CBD Sub-area 11	CBD-R-1 or R-1	10
Residential – Downtown Medium Density	This designation is applied to existing residential areas close to Castro Valley Boulevard commercial areas and the BART station. Housing types include townhouses, condominiums and apartments. Residential densities range dependent on lot size and width.	Portions of CBD Sub-area 11	CBD-RMX or RMX	8-29

\* FAR = Floor Area Ratio. Floor Area Ratio is equal to the total square feet of floor area divided by the total square feet of lot area. Floor area excludes areas devoted to parking.

\*\* On sites with mixed-use development, commercial density (FAR) and residential density (units per acre) are allowed to be combined, provided that buildings meet all other development standards.

Source: Kahn/Mortimer/Associates and Dyett & Bhatia: 2010, Castro Valley Central Business District Specific Plan, 1993.

**Table 4.2-1B: Public and Open Space Land Use Classifications**

Land Use Category	Description	Corresponding Existing Zoning	Proposed Zoning
Public Facilities	<p>The purpose of this designation is to provide locations for uses that support government, civic, cultural, health and infrastructure aspects of the community. These facilities have been located in a manner intended to best serve Castro Valley and the rest of the County.</p> <p>The designation indicates public ownership as well as public use and covers uses such as the water treatment plant, fire stations, police stations, post offices, libraries, hospitals and publicly-owned office buildings. Public uses may include ancillary non-public uses that support the primary use. Public uses are scattered throughout Castro Valley. Public uses are also allowed in areas with residential and commercial designations. The maximum FAR for Public uses is 1.5.</p>	NA	PF
Open Space - Parks	<p>This designation provides for current and expected future locations for public parks of all sizes and types in the community. Parks may include a wide range of uses including active playing fields, recreation facilities including buildings, picnic areas, plazas, bicycle and walking trails, water features, passive green spaces, and landscaped areas.</p>	NA	OS-P
Open Space - Natural	<p>This designation provides for natural open spaces that have been identified for permanent conservation. These areas are typically established as part of Planned Unit Developments as permanent easements. These areas are intended for passive recreation only.</p>	NA	OS-N
Biological Resources Overlay	<p>The biological resources overlay zone delineates high, moderate, and low priority areas for habitat preservation in order to ensure maximum protection of biological resources.</p>	NA	See Figure 7-2

Source: Kahn/Mortimer/Associates and Dyett & Bhatia: 2010

**Table 4.2-1B: Public and Open Space Land Use Classifications**

Land Use Category	Description	Corresponding Existing Zoning	Proposed Zoning
Schools	This designation identifies publicly-owned or operated educational facilities of all sizes serving all age groups in Castro Valley. The designation also includes sites that are owned or used by the school districts for school-related purposes such as maintenance or corporation yards as well as parcels which are leased to private entities. Sites designated as 'School' may also be developed as residential uses at a density comparable to surrounding uses if the school district which owns them determines that they are no longer needed for educational purposes. Any private development proposed on a former school site shall incorporate on site a feature intended to serve as a benefit to the community, such as a park, playground, trail easement, athletic field, public plaza, community meeting facility, or child care center. The feature shall remain accessible to the public. The scale of the community benefit shall be commensurate with the size of the parcel and the intensity of the proposed development. Decisions regarding the type of feature to be provided and its design shall take into consideration public input and shall be coordinated with relevant public entities that will be involved in its operation and maintenance.	NA	School-R

Source: Kahn/Mortimer/Associates and Dyett & Bhatia: 2010



**Table 4.2-1C: Commercial and Central Business District Land Use Classifications**

Land Use Category	Description	Corresponding Existing Zoning Districts	Proposed Zoning	Maximum Intensity (FAR*)
<b>Commercial Land Uses</b>				
Neighborhood Commercial	This designation applies to areas where the primary purpose is for neighborhood-serving retail and commercial service uses. Typical uses include but are not limited to convenience stores, small restaurants, hair salons, and fitness studios.	C-N	CNM	1.0; 22 units per net acre **
Community Service and Office	This land use category is intended for low-intensity office, administrative, retail, and personal service uses.	C-O	CS	1.0
Community Commercial	This designation is intended to provide a wide range of commercial goods and services to meet community needs generally in an auto-oriented setting. Typical uses include community-serving retail and commercial services, comparison retail, and office uses.	C-1; C-2; C-N;	CC	1.5
General Commercial	This designation is intended for retail and service uses that meet the local, sub-regional, and regional demand. These uses are best located where there is the highest level of automobile access.	C-2	CG	1.0

**Table 4.2-1C: Commercial and Central Business District Land Use Classifications**

Land Use Category	Description	Corresponding Existing Zoning Districts	Proposed Zoning	Maximum Intensity (FAR*)
<b>Central Business District Land Uses (Figure 4-7)</b>				
Low-Intensity Retail	This designation allows land-extensive, auto-oriented uses near the freeway. Typical uses include retail, service, wholesale commercial, and industrial uses with some limited office uses.	CBD Sub-area 1	CBD-1	1.5
Heritage Retail	This designation supports existing pedestrian-oriented retail with continuous frontages. Ground floor retail, commercial services, or medical or dental offices are required.	Portion of CBD Sub-Area 3	CBD-2	1.0

**Table 4.2-1C: Commercial and Central Business District Land Use Classifications**

Land Use Category	Description	Corresponding Existing Zoning Districts	Proposed Zoning	Maximum Intensity (FAR*)
Downtown Community Commercial	This designation is intended to provide a wide range of commercial goods and services to meet community needs generally in an auto-oriented setting. Typical uses include retail and commercial services, comparison retail, and office uses.	Portions of CBD Sub-areas 2, 5, 7, 10	CC or CBD-3	2.0
Downtown General Commercial	This designation is intended for service-oriented commercial and office uses. Due to the location near the Medical Center and the existing character, offices uses, in particular medical and dental offices are encouraged.	Portion of CBD Sub-Area 3	CBD-4	2.0
Core Pedestrian Retail	This designation is intended for the intensive pedestrian-oriented retail and service uses that form the heart of the Castro Valley community. Ground floor offices uses will be limited. A public park and parking will be integrated into the Village District. Multi-family residential uses and administrative office uses are allowed above the ground floor or behind retail frontage.	Portion of CBD Sub-area 7	CBD-5	2.0; 30-60 units per net acre**
Entertainment-Theater	This designation is intended to support the regional theater with additional entertainment uses and complementary retail and restaurant uses. The district should be a pedestrian-oriented destination that is well served with parking.	Portion of CBD Sub-area 5	CBD-CE-1	2.0
Regional Retail and Entertainment	This designation is intended to provide for and protect the existing commercial recreation and entertainment uses. Complementary retail, hospitality, and office uses are allowed.	Portion of CBD Sub-area 2	CBD-CE-2	2.0
Professional-Medical Office	This designation provides for and protects the concentration of medical and professional office uses surrounding Eden Medical Center Castro Valley. Complementary health-related professional and technical services, nursing homes, retail, and personal services such as fitness centers, day care, restaurants, and parking structures are encouraged.	CBD Sub-area 4	CBD-PM	2.0

**Table 4.2-1C: Commercial and Central Business District Land Use Classifications**

Land Use Category	Description	Corresponding Existing Zoning Districts	Proposed Zoning	Maximum Intensity (FAR*)
Redwood Road Office Commercial	This designation supports high-intensity office development to provide employment opportunities between the Castro Valley BART station and downtown. Complementary retail, personal services such as day care and restaurants, parking structures, and other public facilities are encouraged. High density mixed use and residential uses are allowed west of Redwood Road, adjacent to the Transit Village.	CBD Sub-area 9	TOD-O	2.0

**Table 4.2-1C: Commercial and Central Business District Land Use Classifications**

Land Use Category	Description	Corresponding Existing Zoning Districts	Proposed Zoning	Maximum Intensity (FAR*)
BART Transit Village	This designation is unique to the area adjacent to the Castro Valley BART station which will provide for high-intensity mixed use with residential, office, retail, and parking structures. Pedestrian access to and from the BART station and across Norbridge Avenue is a priority. The maximum residential density is 60 units per net acre.	CBD Sub-area 8	TOD-R	2.0; 30-60 units per net acre**
Downtown Civic and Community Center	This designation is intended for public facilities including the Castro Valley Library and Alameda County offices.	Portion of CBD Sub-area 10	PF	2.0

\* FAR = Floor Area Ratio. Floor Area Ratio is equal to the total square feet of floor area divided by the total square feet of lot area. Floor area excludes areas devoted to parking.

\*\* On sites with mixed-use development, commercial density (FAR) and residential density (units per acre) are allowed to be combined, provided that buildings meet all other development standards.

Source: Kahn/Mortimer/Associates and Dyett & Bhatia, 2010; Castro Valley Central Business District Specific Plan, 1993; Castro Valley Redevelopment Strategic Plan, 2006.



Figure 4-2

Castro Valley General Plan Land Use

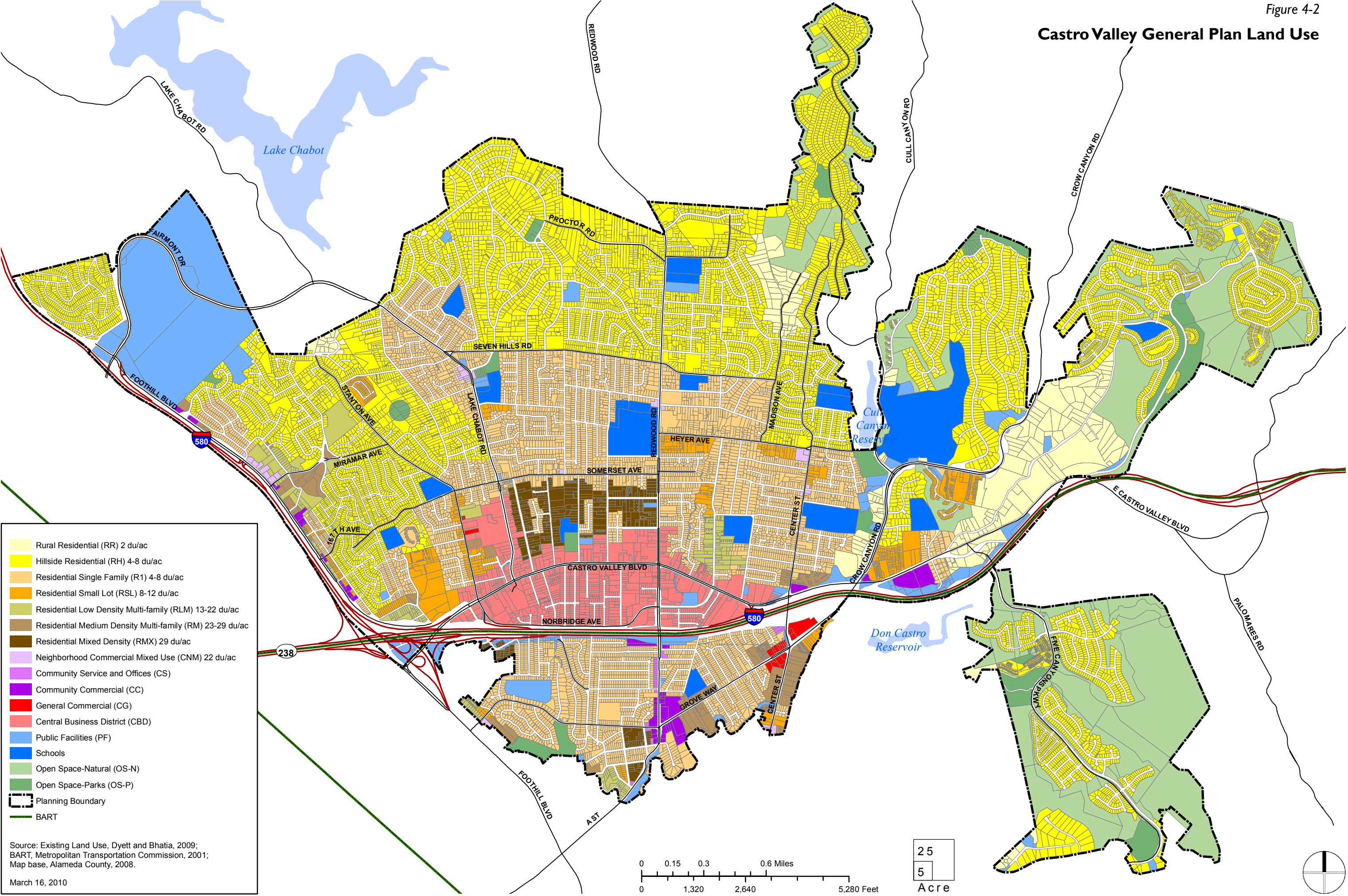




Figure 4-3  
Existing Zoning

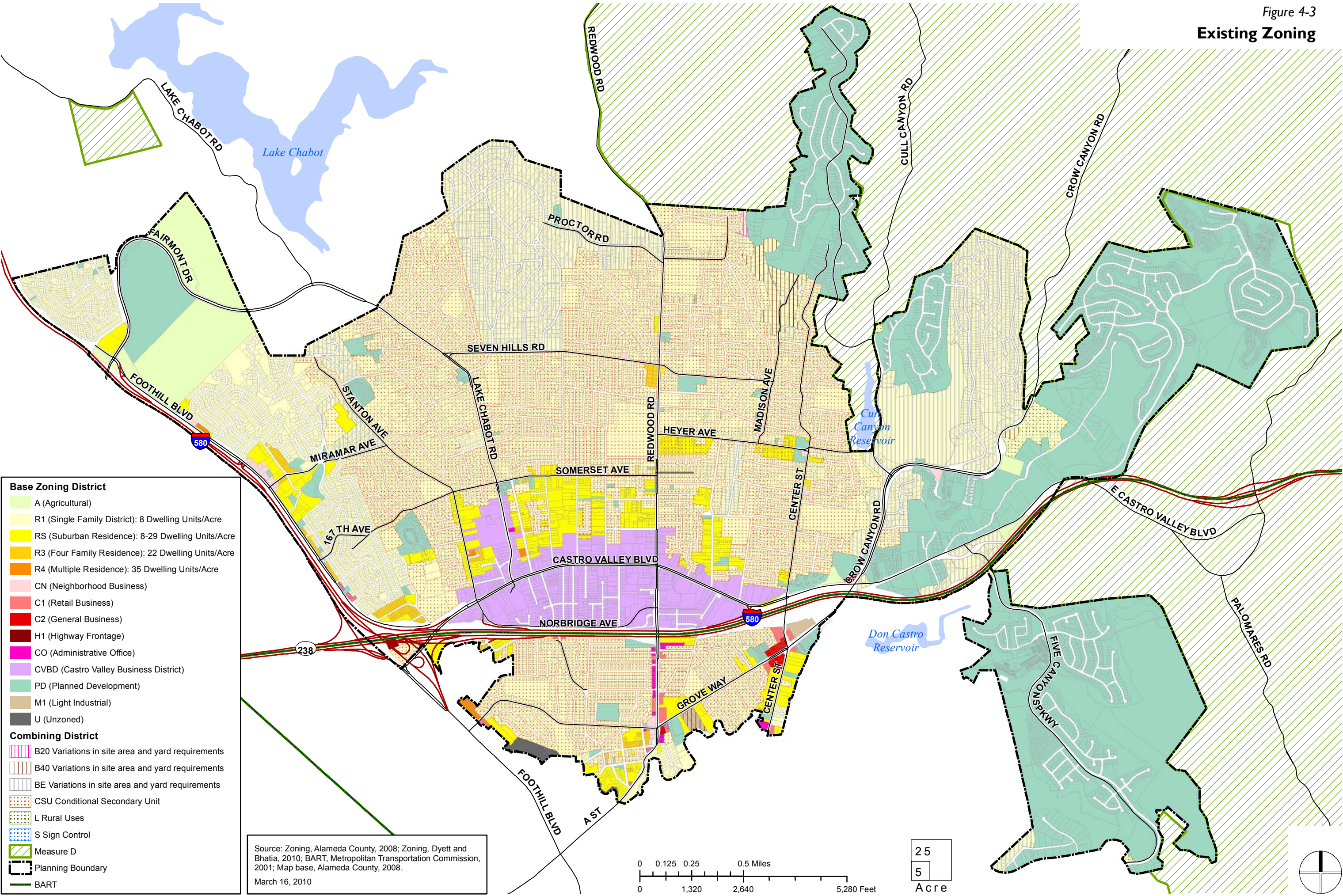




Figure 4-4

Substantive Zoning Changes

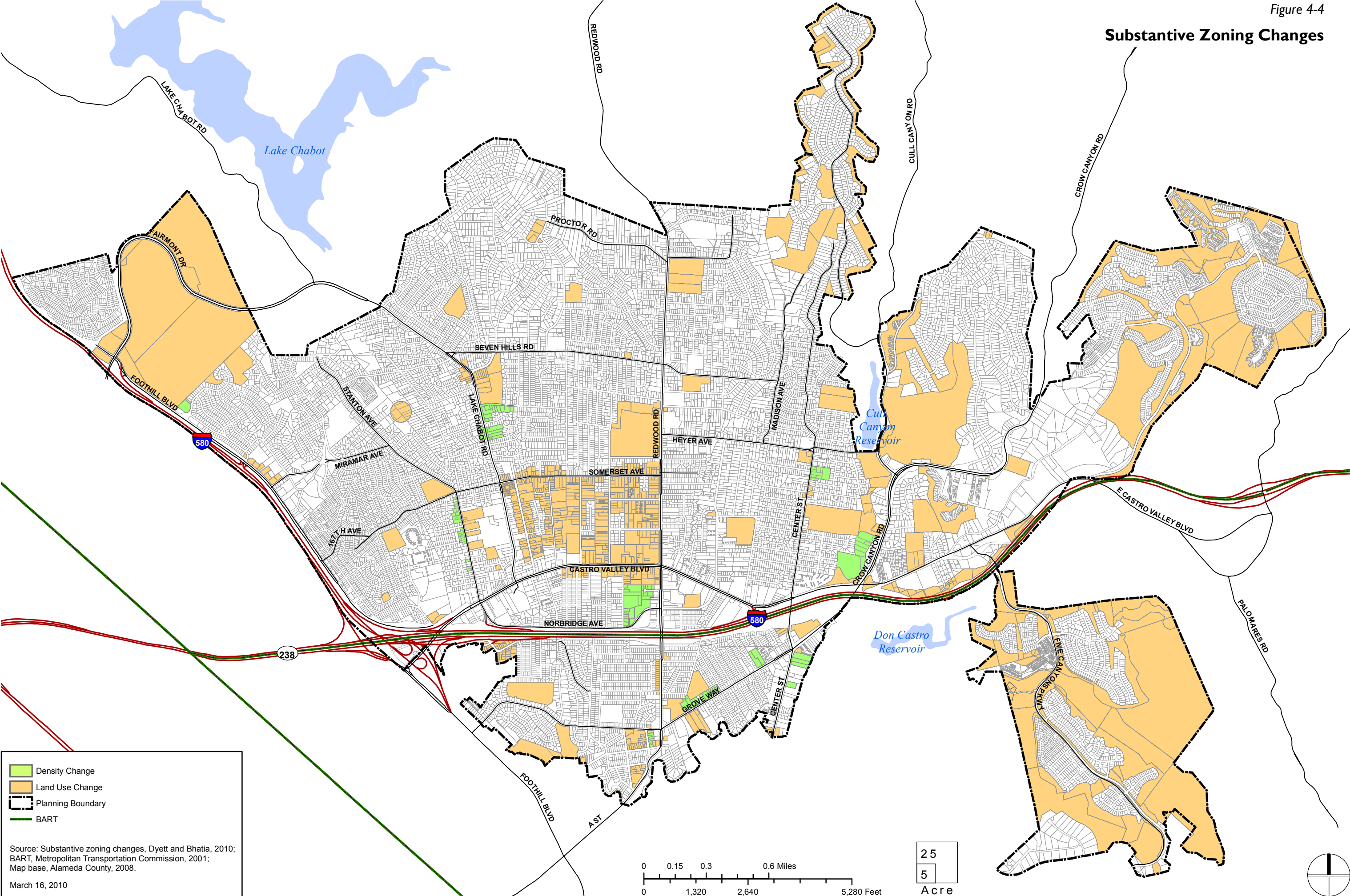




Figure 4-5  
Castro Valley Neighborhoods



## LAND USE PLAN GOAL

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- GOAL 4.2-1**      **Promote a land use pattern that will meet the community's development needs in a manner that protects desired community character and valued resources.**

## LAND USE PLAN POLICY

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- Policy 4.2-1**      **Comprehensive Land Use Regulatory System.**  
Prepare a comprehensive regulatory system of land uses with standards that achieve the desired vision for the community while respecting the existing conditions and environmentally sensitive areas.

## LAND USE PLAN ACTIONS

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- Action 4.2-1**      **Revise the Alameda County Zoning Code.** Revise the Alameda County Zoning Code to reflect the land use classifications described in Table 4.2-1.
- Action 4.2-2**      **Revise the Alameda County Zoning Map.** Revise the Alameda County Zoning Map to reflect the Land Use Classifications shown in Figure 4-2, Castro Valley General Plan Land Use.
- Use Figure 4-4, Substantive Zoning Changes, as the guide for rezoning.
  - Adopt the General Plan Land Use Map as the interim Zoning Map for Castro Valley until such time as the official Alameda County Zoning Map is amended.
- Action 4.2-3**      **Development Standards.** In order to achieve the desired character and variety of development, amend the County subdivision and zoning ordinances to be consistent with the General Plan land use classifications and adopted design policies.





*Small lot single family homes*



*Town homes and row homes*



*Apartments and condominiums*

## 4.3 RESIDENTIAL DEVELOPMENT

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A wide variety of residential development types will be built in Castro Valley over the next twenty years, including: single family homes, small lot single-family dwellings, townhomes, row houses, and multi-family residential apartments, and condominiums. Existing zoning regulations do not have provisions tailored to different building types, and there are not currently design standards or guidelines to use in project design and review. There is no coordinated set of standards or guidelines for private streets and driveways. Existing standards do not differentiate between flat sites and hillside areas, and do not specifically address the long deep lots that are prevalent in certain areas of Castro Valley. The review process also needs to be improved. Residents want the review process to be straightforward and easily understandable for homeowners, but they also want standards to ensure that new buildings are compatible with existing development.

In order for new housing to enhance existing neighborhoods (Figure 4-5) and be compatible with adjoining neighbors, more detailed development standards and design guidelines are needed. As new development is tucked in among existing buildings, careful attention needs to be paid to site planning and building massing so that there is adequate sunlight, open space, and privacy. Clearly defined development standards for building facades, front yards, and parking will preserve and enhance street appearance and character of residential neighborhoods.

### RESIDENTIAL DEVELOPMENT GOAL

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#### **GOAL 4.3-1**

**Provide for a variety of housing types that will meet anticipated needs while preserving and enhancing the livability and character of Castro Valley's neighborhoods.**

## RESIDENTIAL DEVELOPMENT POLICIES

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- Policy 4.3-1**      **Infill Housing and Mixed-Use.** Designate areas for infill housing and mixed-use development to meet a wide range of housing needs.
- Policy 4.3-2**      **Variety of Housing Types.** Facilitate a variety of housing types by updating the subdivision standards and development review process.
- Policy 4.3-3**      **Neighborhood Facilities and Infrastructure.** Ensure that adequate public facilities, including parks and open space, and infrastructure improvements are provided to support new residential development.



*Rural Residential.*



*Development in Hillside Areas.*

## RESIDENTIAL DEVELOPMENT ACTIONS

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- Action 4.3-1**      **Maximum Density.** Zoning designations shall establish the maximum density allowed on individual properties.
- If an applicant is requesting a greater number of units than allowed under existing zoning, the applicant is required to rezone the property to another existing zoning category.
  - A development project is not entitled to the maximum density allowed under zoning if the project cannot comply with the design standards and guidelines.
- Action 4.3-2**      **Rural Residential.** Establish new rural residential zoning districts for special hillside or creek areas as designated on the General Plan Land Use Map with lot sizes between 20,000 and 40,000 square feet. Allow some animal keeping in these districts and determine the feasibility of allowing second units.



*Small Lot Residential*



*Medium Density Multifamily Residential*

**Action 4.3-3**

**Development in Hillside Areas.** Establish new hillside residential zoning districts in areas where there are steep slopes, and/or a high fire hazard due to proximity to regional open space.

**Action 4.3-4**

**Small Lot Residential.** Establish new small lot residential zoning districts in areas where the densities range from 8 to 12 units per acre and lot sizes range from 2,500 to 5,000 square feet. This designation is intended to support infill development of duplexes, small lot single-family detached units, and townhouses.

**Action 4.3-5**

**Low Density Multifamily Residential.** Establish new low density multi-family zoning districts in areas intended for high density townhouses, and low density multi-family residential uses such as garden apartments and condominiums.

**Action 4.3-6**

**Medium Density Multifamily Residential.** Consolidate the existing zoning districts RS D-15 and RS D-3 to become a new medium density multifamily residential zoning district that supports apartment and condominium complexes with densities ranging from 23 to 29 units per net acre.

**Action 4.3-7**

**Mixed Density Residential.** Establish new zoning districts for the areas close to the commercial business districts that allows for a mix of housing types from low to medium density, including single family homes, duplexes, townhomes, and two-story apartment buildings.

**Action 4.3-8**

**Downtown Residential Mixed Use.** Establish a new zoning district for high density downtown housing with densities ranging from 30 to 60 units per acre and ground floor retail and other commercial space fronting on busy streets. Allow child-care facilities and senior housing in this district.

**Action 4.3-9**

**Streets in New Subdivisions.** Streets in new subdivisions shall provide adequate access for residents, emergency vehicles, and service vehicles.

- In coordination with the Fire Department, Public Works Agency and after consultation with the CVMAC, set standards for public streets to address safety and access concerns.
- In subdivisions with 10 or fewer lots, particularly in hillside areas, private streets may be permitted, provided that they meet established standards.



*Street in new subdivision.*

**Action 4.3-10**

**Private Street Standards.** Establish consistent standards for private streets depending on the number of units that the street will serve the number of required parking spaces per unit, and reasonable access requirements and operational needs of emergency access vehicles and garbage. Standards should include:

- Minimum paved roadway width requirements (i.e., 20 feet for roads serving five or more units or when part of required fire apparatus access, and 12 feet for roads serving between two and five units that are not part of required fire apparatus access).
- Turnarounds
- Landscaping
- Red curbs and signage for no parking zones
- Sidewalks, and
- Parking standards.





*Prohibit gates across public and private streets.*

**Action 4.3-11**

**Planned Unit Developments.** Revise and expand the zoning regulations for planned unit developments (PUD) to specify:

- Appropriate applications which meet the general plan land use and density regulations, but propose an alternative site plan or design that departs from basic zoning standards; and
- Inappropriate applications which request to change the land use.
- Planned Development zoning cannot be used to increase density above that which is allowed under the base zoning district.

**Action 4.3-12**

**Storage of recreational vehicles and boats in front yards.** Regulate the storage of recreational vehicles and boats on the street and in front yards, and enforce the regulations.

## **4.4 CIVIC USES AND COMMUNITY FACILITIES**

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Schools, churches, day care, senior centers, and other community facilities provide essential services to residents, and locating them within residential neighborhoods allows easy access, especially for children, the elderly, and others who do not drive. The civic uses and community facilities in Castro Valley are generally located within residential neighborhoods and are primarily concentrated in the lower areas below Somerset Avenue and Heyer Avenue. There are also many after-school programs operated at public school sites.

Sometimes these uses impact neighbors during peak periods of drop-off and pick-up, or when performances or events occur. It is important to support these uses, because they provide essential services, and to establish physical design and operational strategies to minimize impacts on neighbors. Chapter 8 provides more detailed strategies related to civic uses and community facilities within residential neighborhoods and throughout Castro Valley.

## CIVIC USES AND COMMUNITY FACILITIES GOAL

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- GOAL 4.4-1**      **Provide civic uses and community facilities such as churches, schools, and day care within residential neighborhoods while minimizing the impacts of those facilities on residences in the immediately surrounding area.**



*Encourage churches, schools, and day care within residential neighborhoods, and minimize impacts on surrounding areas.*

## CIVIC USES AND COMMUNITY FACILITIES POLICIES

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- Policy 4.4-1**      **Scale and Character.** Require new development to comply with zoning standards and be compatible with the scale and character of surrounding development.
- Policy 4.4-2**      **Minimize Traffic Impacts.** Review proposed non-residential uses to minimize traffic impacts on residential areas.
- Policy 4.4-3**      **Joint Use of Community Facilities.** Maximize joint use of existing schools, religious uses, and community centers to provide facilities to serve surrounding residents.
- Policy 4.4-4**      **Land for Public Services.** Ensure that land designated for provision of public utilities and services is appropriately located.



*Maximize joint use of existing schools, religious uses, and community centers to serve surrounding residents.*

## CIVIC USES AND COMMUNITY FACILITIES ACTIONS

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- Action 4.4-1**      **Large Family Daycare Approval Standards.** Amend the zoning ordinance to include standards for ministerial approval of large family daycare facilities in residential districts as provided for by State law.
- Action 4.4-2**      **Family Daycare as Accessory Use.** Amend the zoning ordinance to allow ministerial approval of childcare and senior centers in residential districts as an accessory use within an existing community center, religious facility, clubhouse, or similar facility subject to reasonable standards and limitations to minimize parking impacts and other conflicts with surrounding residential uses.



*Amend the zoning ordinance to allow ministerial approval of large family day care facilities in residential districts.*

**Action 4.4-3**

**Religious and Community Assembly Uses.** Amend the zoning ordinance to include standards and limitations for religious and other community assembly uses that will facilitate their approval while ensuring that traffic and other impacts do not adversely affect surrounding residents.

**Action 4.4-4**

**Public Facilities Zoning District.** Establish a Public Facilities Zoning District that would apply to existing and proposed public and institutional uses such as Eden Medical Center.

## 4.5 ECONOMIC DEVELOPMENT

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Planning for a mix of land uses including residential, public and commercial uses is important to promoting balanced growth of the community. In 2009, less than 5 percent of the planning area was developed with commercial uses. However, ABAG has projected that the number of jobs in the community will increase by more than 10 percent between 2000 and 2025. Existing commercial areas and land uses should, therefore, be maintained and proposals to redevelop designated commercial areas for more intensive use should be supported.

Castro Valley's economy is largely based on the provision of goods and services for local residents. Although Castro Valley is situated at a very central location within the East Bay with easy access from the freeway, large employers (except for government and health-related facilities) and regional commercial uses have not located in the area, partly due to limited availability of large sites. More than half of the jobs in Castro Valley are in the fields of health, education, and recreation, related to Castro Valley Unified School District, Alameda County and Eden Medical Centers, and the County's Fairmont campus. The other half are related primarily to commercial businesses in the Central Business District and along major corridors like Redwood Road, Grove Way, and East Castro Valley Boulevard. The vast majority of businesses are small retail, restaurant, auto repair, and personal services. Many are small local businesses.

The overarching goal for the area's economic development is to attract retail, restaurants, and other services that the community desires. Community residents feel very strongly that there is a shortage of retail and restaurant choices in their community. Data about where people shop and retail sales tax leakage support that statement.

Residents also indicate that they would like to retain and support the small local businesses that contribute to the unique character of Castro Valley.

Attracting and facilitating new employment opportunities to Castro Valley would also benefit the environment by potentially reducing the number of commute trips and traffic congestion. A strategy to reduce traffic congestion and support family life is to facilitate home occupations. With continuing technology improvements, it is easier for people to work from home. Alameda County can support this economic development strategy while ensuring that home employment does not adversely affect neighbors.



*Most businesses in the Central Business District and along major corridors are small retail, restaurant, auto repair, and personal services; many are small local businesses.*

## ECONOMIC DEVELOPMENT GOAL

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- GOAL 4.5-1**      **Provide residents and businesses with access to a wide variety of commercial goods and services, and increase opportunities for Castro Valley residents to work in the community where they live.**

## ECONOMIC DEVELOPMENT POLICIES

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- Policy 4.5-1**      **Economic Development Opportunities.** Retain sites designated for commercial use in the Land Use Plan to ensure there is adequate land for retail, restaurants, services, and other employment-generating land uses to meet the needs of Castro Valley residents.
- Policy 4.5-2**      **Retain Commercial Sites.** Maintain appropriate locations for general commercial and auto-related land uses to meet the needs of Castro Valley residents and businesses.
- Policy 4.5-3**      **Business Attraction and Retention.** Target retail and food services and other types of businesses that are desired by Castro Valley residents to enhance community livability and for which there is an underserved market.



*Target retail and food services that are desired by Castro Valley residents.*



*Support small local businesses.*



*Amend code to ensure home occupations do not compromise residential character.*

**Policy 4.5-4**

**Support Small Local Businesses.** Support the development of small local businesses in Castro Valley that serve resident needs and contribute to the small town local character of the downtown.

**Policy 4.5-5**

**Home Occupations.** Promote home-based businesses that meet County zoning requirements as a way to support the local economy and provide income for residents while reducing commute traffic and providing family-friendly work arrangements.

## ECONOMIC DEVELOPMENT ACTIONS

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**Action 4.5-1**

**Business Attraction and Retention Program.** Establish a business attraction and retention program to bring new shops, restaurants, and services to Castro Valley, help existing businesses expand or upgrade, and help new businesses to get established.

**Action 4.5-2**

**Small Local Business Programs.** Develop proactive programs to promote small, local businesses such as low-interest loans for property improvements and a “Shop Castro Valley” initiative.

**Action 4.5-3**

**Funding Priorities.** Establish priorities for public improvements and programs that support existing businesses and attract new ones.

**Action 4.5-4**

**Streamline Project Review.** Solicit feedback from the business community on ways to streamline project review and permit procedures for smaller commercial projects such as tenant improvements, small building additions, building renovation, etc.

**Action 4.5-5**

**Home Occupation Regulations.** Amend the home occupation regulations in the zoning ordinance to allow limited employment of non-residents and other modifications subject to discretionary staff review to promote home occupations without compromising the residential character of neighborhoods.

**Action 4.5-6**

**Performance Standards.** Amend the zoning code to establish standards for uses that may have potential negative impacts on the environment or neighborhood character, such as auto repair or check-cashing.

**Action 4.5-7 Restaurant Standards.** In order to promote the viability of small scale restaurants:

- Establish standards in the zoning ordinance for restaurants permitted by right related to: hours of operation, noise, trash storage and removal, and other operational issues that can adversely affect neighboring properties.

**Action 4.5-8 Community Attractions and Events.** Work with the business community, civic, and service organizations to create attractions and events that will attract residents and visitors to the Central Business District.



*Attract retail and food services to enhance community liveability.*



*Develop proactive programs to promote small, local businesses.*

## 4.6 NEIGHBORHOOD COMMERCIAL USES

Neighborhood commercial establishments enhance the quality of life for surrounding residential neighborhoods by providing goods and services to meet daily needs. They also foster a sense of community by creating a neighborhood focal point where people meet on a regular basis. As shown in Figure 4-5, there are several areas of neighborhood commercial uses, most of which are small commercial sites embedded within residential neighborhoods near schools and parks. Small convenience stores, small restaurants, and personal services such as hair salons or fitness studios are typically located in these areas.

These sites are highly valued by the community and should be maintained for commercial uses. However many of the buildings are older and have not been substantially renovated in recent years. Some of the businesses find it difficult to generate enough revenue to invest in major improvements, as they are small in scale and cannot compete with large chain stores. Property owners, business owners, and community members need to work together to renovate and improve the properties and support these small local businesses.

## NEIGHBORHOOD COMMERCIAL USES GOAL

**GOAL 4.6-1** Provide residents and businesses with access to a wide variety of commercial goods and services, and expand employment to increase opportunities for Castro Valley residents to work in the community where they live.



## NEIGHBORHOOD COMMERCIAL USES POLICIES

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|---------------------|--|
| <b>Policy 4.6-1</b> | <b>Preserve Existing Neighborhood Commercial Sites.</b> Existing neighborhood commercial sites shall not be converted to exclusive residential use unless their size and location precludes viable commercial development.   |
| <b>Policy 4.6-2</b> | <b>Maintain or Redevelop Neighborhood Commercial.</b> Maintain, upgrade and/or redevelop neighborhood commercial properties to provide services that meet residents' daily needs in a pedestrian-oriented manner with walkways and small outdoor plazas.   |
| <b>Policy 4.6-3</b> | <b>Reuse and Develop the Large Existing Neighborhood Commercial Sites.</b> Encourage renovation and/or new development on the larger neighborhood commercial sites at the intersections of Lake Chabot Road and Quail Avenue; Heyer Avenue and Center Street; and Foothill Boulevard at Miramar Avenue and at 150th Avenue.  |
| <b>Policy 4.6-4</b> | <b>Automobile Repair.</b> <ul style="list-style-type: none"><li>• Allow small automobile repair facilities that do not include heavy repair activities, such as body work or automobile painting, within neighborhood commercial areas.</li><li>• Establish standards to ensure that such facilities do not have negative effects on surrounding residential uses.</li></ul> |

## NEIGHBORHOOD COMMERCIAL USES ACTIONS

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### Action 4.6-1

**Conditional Uses and Requirements.** Update the list of permitted and conditional uses in the neighborhood commercial zoning district, and establish criteria for approval of conditional uses.

- Allow community and civic uses, such as day cares, community centers, small government offices, and libraries, by right, subject to specific limitations and standards to ensure compatibility with residential development on the same site and in the surrounding area.
- Regulate drive-in businesses, commercial parking lots, and other commercial uses that would be incompatible with the Plan's objectives and policies for Neighborhood Commercial Centers.

### Action 4.6-2

**Nonconforming Uses.** Existing general commercial and auto-reliant uses located in areas that the General Plan proposes for pedestrian-oriented, neighborhood commercial, or mixed-use development shall be considered nonconforming uses. Regulate such uses to ensure that they do not preclude redevelopment for more appropriate commercial uses consistent with the General Plan and do not serve as a deterrent to investment in property improvement and redevelopment.



*Neighborhood commercial uses enhance the quality of life for residents by providing convenient goods and services, and fostering a sense of community.*



*Preserve existing neighborhood commercial sites.*



*Encourage renovation and/or new development on larger neighborhood commercial sites at Lake Chabot Road/Quail and at Heyer Avenue/Center Street.*

## 4.7 CENTRAL BUSINESS DISTRICT

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The Central Business District (CBD) covers more than 350 acres and is Castro Valley's downtown. Castro Valley Boulevard is the community's "Main Street." A comprehensive Specific Plan was approved in January 1993 that contains land use regulations and design standards, and recommends streetscape improvements for Castro Valley Boulevard. In 2006, the Redevelopment Strategic Plan (Figure 4-6) was prepared that contains:

- streetscape improvements design;
- catalyst project recommendations; and
- other policy recommendations for the core business district.

The General Plan policies have been prepared based on these documents. Figure 4-7 illustrates the key features of the CBD Land Use and Development Strategy.

Commercial uses are concentrated in the community's Central Business District (CBD) along Castro Valley Boulevard, on Lake Chabot Road north to Eden Medical Center, and along Redwood Road south to the Hayward city limits. Commercial uses in the CBD include a mixture of local and neighborhood retail, commercial, recreation, office, auto-related services, and self-storage. Castro Village, one of the oldest shopping centers in Alameda County, is a favorite retail center in the central part of the CBD on Castro Valley Boulevard. Except for the commercial uses along Castro Valley Boulevard and a few parcels on Grove Way near Hayward, most of the commercial uses occupy relatively small parcels.

Due to the large area, a important strategy for improving the CBD is to focus and cluster development into sub-areas to: reinforce a strong community identity; allow people to easily walk from one business to the other; and, attract a greater customer base than any one business can attract on its own. The major sub-areas include: the Downtown Core (formerly Specific Plan Sub-area 7); the Transit Village (formerly Specific Plan Sub-areas 8 and 9); the Theater and Entertainment Districts (formerly portions of Specific Plan Sub-areas 2 and 5); the Library District (formerly a portion of Specific Plan Sub-area 10); and the Professional-Medical District (formerly Specific Plan Sub-area 4), which is discussed in detail in the following sections.

### Downtown Core

Currently, the core of the CBD is not a highly attractive pedestrian-oriented environment. There are high volumes of traffic on Castro Valley Boulevard because it is the main east-west artery for the whole community but much of the traffic is going through the community rather than to downtown destinations. There is a minimal amount of street landscaping, street furniture, and other visual design enhancements that would make the street comfortable and attractive for pedestrians. Many buildings are older and have not been renovated over the past twenty years. Many buildings are set back, with parking in front, so there is not a continuous pedestrian shopping frontage. Sites are small, and parking is limited in certain areas. Auto repair uses predominate in some sub-areas.

Improving the CBD is one of the highest priority goals for Castro Valley over the next 20 years. In order to meet this goal, the General Plan land use designation is intended to implement the Redevelopment Strategic Plan. The concept includes the development of more retail along Castro Valley Boulevard and a village green. Some residential uses would be allowed above or behind the commercial uses, while parking would be located at the center of blocks or behind buildings. New commercial space may support structured parking.



*Limit auto service facilities in neighborhood commercial areas to light repair only.*



*Encourage renovation of older buildings.*

### Library District

As detailed in the Redevelopment Strategic Plan, the goal for the area surrounding the Castro Valley Library is to create a mixed-use, pedestrian-oriented district with housing, retail, office space, and the Castro Valley Creek Park. The pedestrian and bicycle access to and from the library should be improved.

### Transit Village

The Castro Valley BART station is located directly south of the Downtown Core on Interstate 580 near Redwood Road. BART owns a large surface parking lot, which has potential for joint development of transit-oriented, high density, mixed-use development with structured parking. The general layout could include high density residential uses with complementary retail and services north of Norbridge Avenue; office and retail uses on the Redwood Road frontage; and the public transit facilities, access, circulation, and parking structures south of Norbridge Avenue.



*Improving the Central Business District is one of the highest priority goals for Castro Valley.*

There is also an opportunity to link the Transit Village with the existing office district which currently fronts on Redwood Road between the BART station and the Downtown Core. Currently, there are a number of medical and dental offices, as well as neighborhood-serving tax services, accountants, and realtors, in this area. These sites are opportunities for additional office and mixed use development near public transit.

Another strategy for this area is to establish an infill opportunity zone. This zone would encompass the parcels within one-half of a mile from the Castro Valley BART Station. This area would receive special consideration related to residential density and parking requirements in order to facilitate transit-oriented development.

### **Theater and Entertainment Districts**

Castro Valley has two important entertainment venues on Castro Valley Boulevard. One is the Chabot Theater and the other is the Miniature Golf center. The Redevelopment Strategic Plan proposes a catalyst site near the Chabot Theater. Development opportunities include expanding the theater, and adding restaurants, cafes, and music clubs to develop the area as an entertainment destination district. The area would feature sidewalk dining and consolidated parking behind the buildings.

The miniature golf center is included in an area referred to as the West Gateway District in the Redevelopment Strategic Plan. The goal for this area is to maintain and enhance the existing regional entertainment destination. New community facilities, family entertainment uses, and retail uses could be added.

Figure 4-6  
**CBD Strategic Plan Elements**



**REDEVELOPMENT FRAMEWORK ELEMENTS**

- |                                    |                                  |
|------------------------------------|----------------------------------|
| Target Redevelopment Opportunities | Primary Streetscape Improvements |
| Other Redevelopment Opportunities  | General Streetscape Improvements |
| Non Agency Portion of Sites        | Secondary Street Network         |
| Downtown Gateway Feature           | Public Open Space Improvements   |

**CBD Specific Plan Subareas**

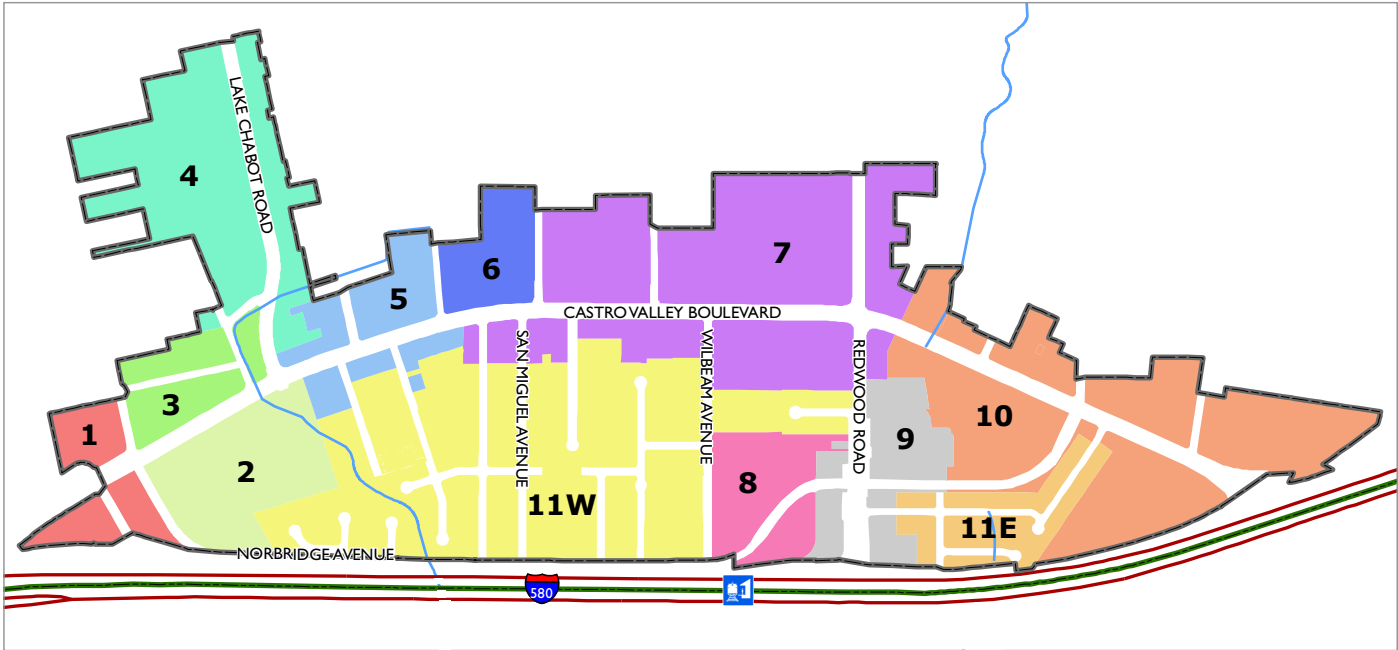
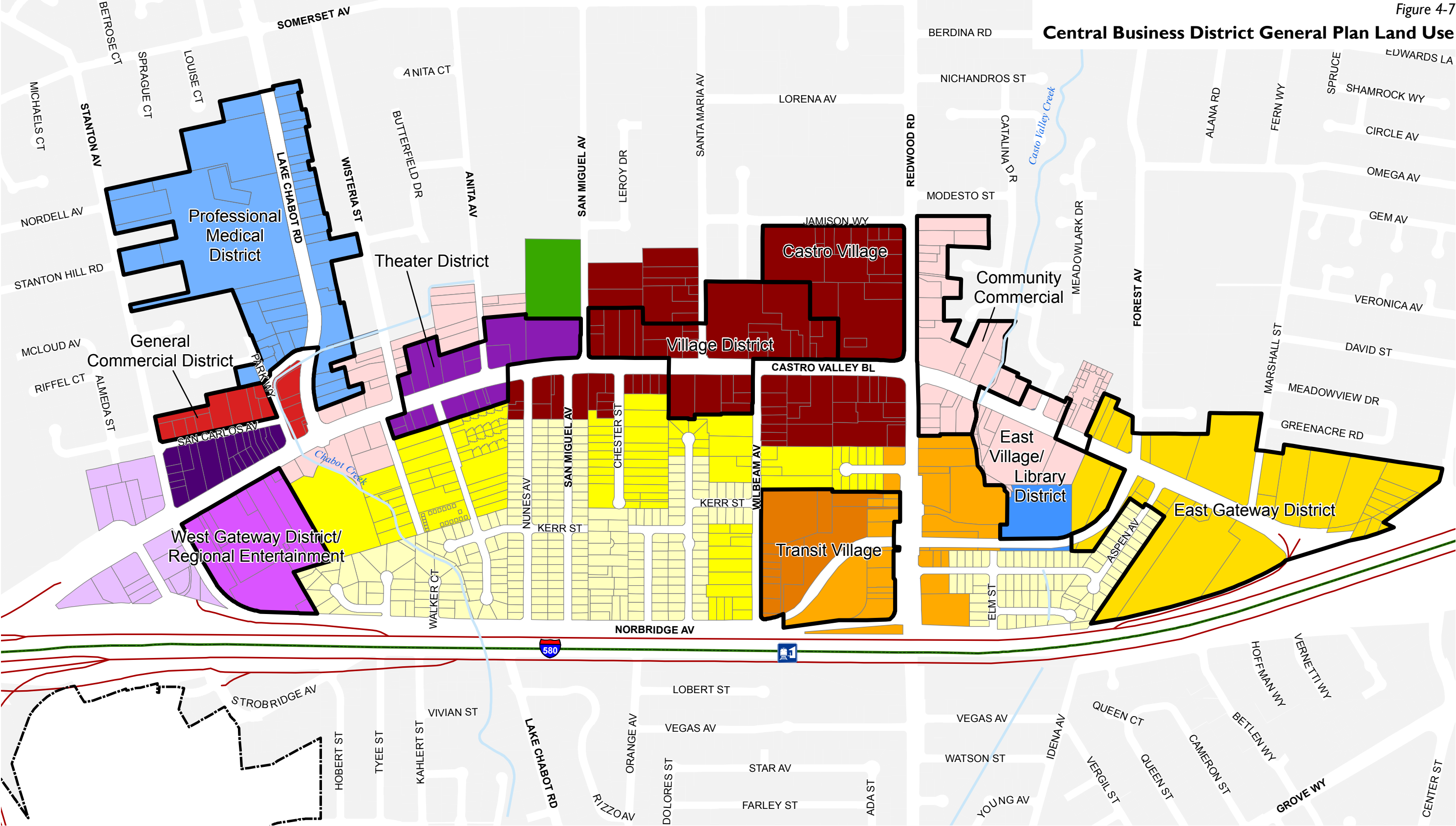




Figure 4-7



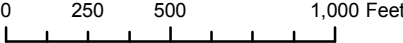
General Plan Land Use - CBD

- Residential - Downtown Low Density (CBD-R-1)
- Residential - Downtown Medium Density (CBD-RMX)
- High Density Residential Mixed Use (CBD-RMU)
- Downtown Community Commercial (CBD-3)
- Downtown General Commercial (CBD-4)
- Core Pedestrian Retail (CBD-5)
- Heritage Retail (CBD-2)
- Entertainment/Theater District (CBD-CE-1)
- Regional Retail and Entertainment (CBD-CD-2)
- Low Intensity Retail (CBD-1)
- Redwood Road Office/Commercial (TOD-O)

- Transit Village (TOD-R)
- Professional Medical District (CBD-PM)
- Downtown Civic and Community Center (PF)
- Open Space - Parks (OS-P)
- Focus Areas for New Development
- Castro Valley BART Station
- BART
- Concrete Channel
- Planning Boundary

Source: Proposed General Plan Land Use, Dyett and Bhatia, 2009; Focus Areas for New Development, Dyett and Bhatia, 2010; BART, Metropolitan Transportation Commission, 2001; Map base, Alameda County, 2008.

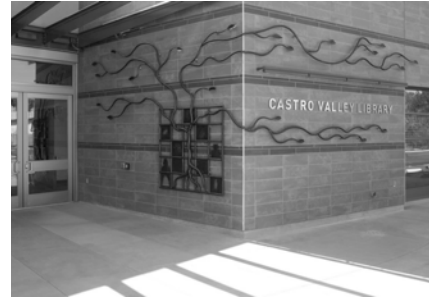
March 18, 2010



## CENTRAL BUSINESS DISTRICT GOAL

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- Goal 4.7.1**      **Enhance the Central Business District to create a pedestrian-oriented district of shops, restaurants, and services with a distinctive small-town character that reflects Castro Valley's history and culture. Improve the overall appearance of Castro Valley Boulevard. Attract and retain small local retail and restaurant businesses that will enhance the quality of life in Castro Valley.**



*Library District*

## CENTRAL BUSINESS DISTRICT POLICIES

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- Policy 4.7-1**      **Walkable Community Center.** Create a central pedestrian-friendly shopping and restaurant area on a few blocks along Castro Valley Boulevard and key side streets, including Castro Village Shopping Center.
- Policy 4.7-2**      **Public Spaces.** Create a variety of attractive publicly- and privately-owned public spaces, which include seating areas, landscaping, water-features, and public art, throughout the Central Business District.
- Policy 4.7-3**      **More Cultural, Arts, and Entertainment Venues.** Facilitate the development of more cultural, arts, and entertainment venues that offer quality arts and entertainment functions such as live music, theater, or comedy while ensuring that such venues do not negatively impact adjacent residents or businesses
- Policy 4.7-4**      **Sub-districts.** Cluster retail and services within sub-districts in order to:
- Reinforce a strong community identity;
  - Allow people to easily walk from one business to the other; and,
  - Attract a greater customer base than any one business can attract on its own.
- Policy 4.7-5**      **BART Station Joint Development.** Work with BART to add housing, office and retail uses in addition to structured parking on the BART station parking lots.



*Transit Village*



*Theater and Entertainment Districts*

**Policy 4.7-6**

**Housing Downtown.** Additional residents in downtown will support businesses and services there, take advantage of BART and bus transit service, and reduce the demand for development in outlying areas of the community with environmental or other development constraints.

- Create additional housing, including apartments, condominiums, and live-work, in and within walking distance of the Central Business District.
- Convert existing mobile home parks consistent with underlying zoning into new residential, commercial, or mixed-use development, and make best efforts to include or provide housing units on-site or elsewhere within Castro Valley affordable to existing residents of mobile home parks.

**Policy 4.7-7**

**Parking.**

- Add public parking in strategic locations throughout the Central Business District, where there is a demonstrated parking shortage, and where it can be located within walking distance of pedestrian-oriented shopping.
- Consolidate and redesign existing privately owned parking areas to improve circulation and access and augment parking.

## CENTRAL BUSINESS DISTRICT ACTIONS

### Catalyst Projects

**Action 4.7-1**      **Catalyst Projects.** Initiate catalyst projects as called for in the Redevelopment Strategic Plan to add new commercial and mixed use buildings within the downtown that provide modern, appropriately sized spaces for new retail uses.

### Development Regulations

**Action 4.7-2**      Amend the CBD Specific Plan. Revise and/or amend the CBD Specific Plan and Design Guidelines to be consistent with the General Plan and to make it easier to use.

**Action 4.7-3**      **Live Work.** Promote live-work development in commercial districts to buffer more intense Central Business District uses from surrounding residential neighborhoods.

- Amend the CBD Specific Plan and zoning to establish a Land Use Category and Standards for live work uses, such that incidental residential uses are allowed in commercial spaces in areas designated for commercial use.
- The residential portion of a live-work project shall be above the ground floor or in those portions of the building that do not have frontage on a commercially-zoned street.
- The work activities permitted in a live-work space shall be uses that are permitted in the district where the project is located and will not be detrimental to the health and safety of persons who reside on the premises.



*Castro Village, in the heart of the Central Business District, includes a variety of retail shops and services.*



*Create a variety of public spaces that include seating areas.*

## Downtown Land Uses and Sub-areas

### Action 4.7-4

**Core Pedestrian Retail.** Renovate and add new public and private facilities to create an integrated, attractive, pedestrian-oriented retail area which serves as the heart of Castro Valley. Within this sub-area:

- Amend the CBD Specific Plan to rezone Sub-area 7 to Core Pedestrian Retail (CBD-5);
- Create a Village Green;
- Add new retail space;
- Limit professional and real estate offices and title companies in ground floor spaces;
- Consolidate parking behind structures; and
- Build a new parking structure.

### Action 4.7-5

**Transit Village.** Create a transit village adjacent to the BART station using the following strategies:

- Amend the CBD Specific Plan to rezone Sub-area 8 to Transit Village (TOD-R);
- Evaluate the feasibility of designating and developing the BART Station area as a “Transit Village” under State law in order to maximize funding opportunities;
- Establish an infill opportunity zone including all parcels within one-half of a mile of the Castro Valley BART station for special consideration of residential densities and parking requirements;
- Work with BART to achieve joint development on the BART station site that includes high density residential north of Norbridge; office and/or retail on the Redwood Road frontage; and parking structures, bus access, and vehicle circulation south of Norbridge.
- Preserve existing parking capacity; and
- Ensure that new parking structures are well-designed, well-lit, safe; and appropriately-scaled for Castro Valley.



**Action 4.7-6 Entertainment and Theater District.** Designate and promote the area around the Chabot Theater as the CBD Entertainment and Theater District.

- Amend the CBD Specific Plan to rezone the portion of Sub-area 5 indicated on Figure 4-7 to Entertainment and Theater District (CBD-CE-1);
- Revise the zoning to allow restaurants, retail uses, appropriate signage, and a consolidated parking facility behind the buildings on Castro Valley Boulevard.
- Seek funding to restore and enhance the theater, including the addition of theater screens if feasible.

**Action 4.7-7 Central Business District General Commercial District.**

- Amend the CBD Specific Plan to rezone the portion of Sub-area 3 indicated on Figure 4-7 to Central Business District General Commercial (CBD-4);
- Evaluate the viability of the existing light industrial and auto repair uses at San Carlos Avenue and Park Way to determine whether to revise allowed uses to include live-work or other non-industrial uses.

**Action 4.7-8 Downtown Community Commercial.**

- Amend the CBD Specific Plan to rezone the portions of Sub-areas 2, 5, 6, 7, and 10 indicated on Figure 4-7 to Downtown Community Commercial (CBD-3) or Community Commercial (CC);
- Amend the CBD Specific Plan to allow auto-oriented community commercial uses with consolidated parking behind structures, specifically in the portion of Sub-area 10 east of Redwood Road near Castro Valley Boulevard and in the Library District;
- Allow residential uses above the ground floor.

- Action 4.7-9**      **Regional Retail and Entertainment District.** In order to preserve and enhance existing entertainment uses, the following strategies shall be implemented:
- Amend the CBD Specific Plan to rezone the portion of Sub-area 2 indicated on Figure 4-7 to Regional Retail and Entertainment (CBD-CE-2);
  - If sites are redeveloped, new development should be for community facilities, family entertainment uses, or retail uses. Office uses could be allowed in conjunction with other uses.
  - Prior to any redevelopment of the existing mini-golf, the County, and/or the Parks District should consider development of family entertainment uses somewhere easily accessible for the community.
- Action 4.7-10**      **Low Intensity Retail.** Amend the CBD Specific Plan to rezone Sub-area 1 to Low Intensity Retail (CBD-1).
- Action 4.7-11**      **Heritage Retail.** Amend the CBD Specific Plan to rezone the portion of Sub-area 3 indicated on Figure 4-7 to Heritage Retail (CBD-2).
- Action 4.7-12**      **Downtown Open Space.** Amend the CBD Specific Plan to rezone the portion of Sub-area 6 indicated on Figure 4-7 to Open Space – Parks (OS-P).
- Action 4.7-13**      **Office Transit-Oriented Development.** Amend the CBD Specific Plan to rezone the portions of Sub-areas 9 and 11 indicated on Figure 4-7 to Office Mixed Use (TOD-O).
- Action 4.7-14**      **Public Facilities.** Amend the CBD Specific Plan to rezone the portion of Sub-area 10 indicated on Figure 4-7 to Public Facilities (PF).

## 4.8 PROFESSIONAL-MEDICAL DISTRICT

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Eden Medical Center is the largest employer in Castro Valley, with

over 1,000 employees. It is a sub-regional employment center that has the potential for attracting medical offices, medical support facilities, and nursing homes.

Health-related uses predominate in the area around the Medical Center but some general commercial uses exist on both side of Lake Chabot Road south of the hospital and along San Carlos Street. These include auto repair and service businesses that have been in the area since the time when Castro Valley Boulevard was part of the State highway system and the main access route to the Tri-Valley area to the east.

Per State Law mandate, Eden Medical is in the process of rebuilding the main hospital to comply with seismic safety standards. Construction began in 2009 and is expected to be complete in 2013. Having the hospital and related medical offices is a great asset to the community, because good medical care is so close for Castro Valley residents. However, because the hospital is a large institution, it can have significant impacts on surrounding properties related to traffic and other issues. The County has worked closely with the Medical Center's team to ensure that the new site layout is designed to minimize impacts on the surrounding neighborhoods. In approving Eden Health's application for rebuilding the Medical Center, the County approved amendments to the 1985 Castro Valley Plan and the CBD Specific Plan to implement the project. These amendments are incorporated in the updated Castro Valley General Plan. Figures 4-2 and 4-4, the General Plan Land Use Map and Substantive Zoning Changes, illustrate these changes.

The goal for this area is to achieve a modern attractive professional medical district, with complementary restaurants, shops, and services that serve hospital patrons, medical staff, and the surrounding community. Hospital employees help support local stores and restaurants. In addition, there is a significant opportunity in this district to attract new retail, restaurants, and services along Lake Chabot Road, which would not only provide services and employment opportunities but could also improve the appearance of the corridor.

## PROFESSIONAL-MEDICAL DISTRICT GOALS

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|-------------------|---|
| <b>GOAL 4.8-1</b> | <b>Support the upgrade and modernization of Eden Medical Center Castro Valley in order to provide health services and jobs for the community.</b>   |
| <b>GOAL 4.8-2</b> | <b>Ensure that the hospital site and surrounding sites in the Professional-Medical District are constructed and designed to achieve the community's goals for improving the area along Lake Chabot Road, and to minimize any negative effects on the surrounding community.</b> |

## PROFESSIONAL-MEDICAL DISTRICT POLICIES

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| <b>Policy 4.8-1</b> | <b>Modernize the Medical Center.</b> Continue to modernize and upgrade the Medical Center so that it serves as a catalyst for health-related development around the hospital, provides jobs for Castro Valley residents, and supports local retail and restaurants. |
| <b>Policy 4.8-2</b> | <b>High Quality Design.</b> Create a high-quality image on the Medical Center site and on surrounding properties in the district through design, landscaping, and maintenance.  |
| <b>Policy 4.8-3</b> | <b>Vibrant Medical District.</b> Support the development of a vibrant medical office and commercial district on Lake Chabot Road that improves the area's appearance and creates a vibrant district with employment, restaurants, retail, and personal services.    |
| <b>Policy 4.8-4</b> | <b>Protect Surrounding Community.</b> Plan new development in such a way as to minimize adverse effects on surrounding residential areas.   |

## PROFESSIONAL-MEDICAL DISTRICT ACTIONS

### Action 4.8-1

#### **Expanded Professional-Medical District Boundary.**

- As shown on Figure 4-7, expand the professional-medical district to include additional sites fronting on Stanton Avenue that are currently individual residential sites in between portions of the hospital site.
- Rezone the Central Business District Specific Plan Sub-area 4 indicated on Figure 4-7 to Professional Medical Office.
- Allow a variety of health-related professional and technical support uses, nursing homes, retail, restaurants, and services to meet the needs of employees and residents;
- Encourage residential uses on the sites fronting Stanton Avenue, particularly if targeted to hospital employees, and nursing homes, so that uses are compatible with residential uses across the street.



*Reconstruction of Eden Medical Center is expected to be complete in 2013.*



*Encourage medical office and commercial development on Lake Chabot Road to improve the area's appearance and create a vibrant district with employment, retail, restaurants, and services.*

### Action 4.8-2

#### **Parking.**

- Amend the CBD Specific Plan to prohibit parking as a permanent use on private properties fronting on the east side of Lake Chabot Road, unless the Lake Chabot Road frontage includes commercial uses at the ground floor.
- Maintain on-street parking to the maximum extent feasible.

### Action 4.8-3

**Replacement Hospital Project Mitigations.** Ensure that the mitigation measures identified in the Replacement Hospital Project's Environmental Impact Report are implemented in a timely manner.

### Action 4.8-4

**Minimize Traffic Impacts on Residential Streets.** Direct traffic away from residential areas to the north and west of the district. Minimize the impacts of ambulance noise and circulation on surrounding residential properties.





*Modernization of the Medical Center can serve as a catalyst for health-related development in the surrounding district.*

**Action 4.8-5**

**Minimize Traffic Impacts on Lake Chabot Road.** In order to reduce the number of cars backing into the public right-of-way, prevent accidents, and reduce traffic congestion, amend the zoning ordinance to support the development of shared driveways and parking areas on Lake Chabot Road.

**Action 4.8-6**

**Fitness Center.** Partner with a non-profit organization or Hayward Area Recreation & Park District to develop and program a joint-use fitness center for community and hospital use that promotes exercise and healthy lifestyles.

## 4.9 COMMUNITY AND GENERAL COMMERCIAL DISTRICTS

In addition to the strategies for Neighborhood Commercial districts, this section defines the strategies to maintain and improve areas with community and general commercial uses. Beyond the commercial uses found in the small neighborhood commercial districts and the Central Business District, most of the commercial land in Castro Valley is located south of Interstate 580, along the eastern portion of Castro Valley Boulevard, and on Foothill Boulevard. In addition to small strip centers with neighborhood commercial uses, these areas are characterized by general commercial and auto-oriented uses. The General Plan strategies for these areas include: concentrating the neighborhood commercial uses (as described above), maintaining sufficient land designated for commercial uses to support economic development efforts, and re-zoning to ensure compatibility between existing uses and residential neighborhoods. Figures 3-1 and 4-8 identify the approaches the Plan proposes for Castro Valley's different commercial areas.

Existing general commercial and auto-reliant uses located in areas that the General Plan proposes for pedestrian-oriented, neighborhood commercial, or mixed-use development are considered nonconforming uses. They should be regulated to ensure that they do not preclude redevelopment for more appropriate commercial uses consistent with the General Plan and do not serve as a deterrent to investment in property improvement and redevelopment.

### Redwood Road and Grove Way

Castro Valley's popular Trader Joe's anchors the shopping center at the intersection of Redwood Road and Grove Way. Additional retail, services, auto-related businesses, and restaurant uses occupy the shopping center and the strip commercial developments fronting on Redwood Road. A church is also part of the shopping center. The southerly side of Grove Way is dominated by several large self-storage facilities. This existing commercial development is inconsistent with the General Plan and the property has characteristics that would enhance residential development, such as proximity to creeks or open space. Close to Morales Court, there are self-storage facilities intermixed with multi-family residential uses. One strategy for this area is to limit new public storage uses near Morales Court. Another strategy is to ensure that the area remains designated for commercial uses. Therefore, the church site has been designated for community commercial.



### Redwood Road Corridor

Along the west side of Redwood Road, south of I-580, there are medical, dental, and community-serving offices occupying converted residential structures. In order to allow these uses to continue, this strip has been designated Community Service and Offices. Adjacent to the freeway, the existing office and storage uses provide a buffer between the freeway traffic and single-family residential neighborhoods to the south. The Community Commercial designation will allow these uses to remain.



*Support the development of a vibrant medical office and commercial district that improves the area's appearance and creates a vibrant district.*

### Grove Way and Center Street

There is another cluster of general commercial uses at the intersection of Grove Way and Center Street. The location of these sites near the freeway, make them appropriate for general commercial uses such as auto-reliant retail, fast food restaurants, gas stations, auto repair, and self-service storage. Recent construction of multi-family residential uses on the south side of Grove Way, east of Center Street, indicate that this area be redesignated as residential land uses.

At the south end of Center Street near the intersection with Kelly Street and B Street, there are a few sites with commercial uses surrounded by residential uses. In order to provide a transition between commercial uses in Hayward and residential uses in Castro Valley, these sites have been designated Neighborhood Commercial.



*Auto-oriented development along Foothill Boulevard could be upgraded to provide a wider range of commercial uses to serve adjacent neighborhoods.*

### **Community Commercial North of I-580 and on Foothill Boulevard**

North of I-580 there are smaller pockets of community commercial uses along East Castro Valley Boulevard and Foothill Boulevard. On Castro Valley Boulevard the commercial parcels are developed with a variety of community commercial uses such as small strip centers, grocery stores, and other auto-reliant uses, which take advantage of good freeway and regional access. On Foothill Boulevard, there are a variety of auto-related and auto-reliant commercial uses, including small motels, intermixed with residential uses. These parcels are designated as Community Commercial in order to provide the most flexibility in the types of uses allowed so the sites may continue to serve the community's needs.

## **COMMUNITY AND GENERAL COMMERCIAL DISTRICTS GOAL**

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| <b>GOAL 4.9-1</b> | <b>Provide a wide range of retail sales and services to meet community needs on sites where there is good automobile access and impacts on residential uses can be minimized.</b> |
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## **COMMUNITY AND GENERAL COMMERCIAL DISTRICTS POLICIES**

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|---------------------|---|
| <b>Policy 4.9-1</b> | <b>Maintain Sites for Community and General Commercial.</b> Identify and maintain sufficient appropriately-located areas to meet the needs of residents and businesses for auto-reliant general retail and service use                                    |
| <b>Policy 4.9-2</b> | <b>Commercial Sites along I-580.</b> Sites adjacent to I-580 entrances and exits with frontage on major arterials shall be retained for general commercial uses such as gasoline service station, storage, auto repair, and auto-reliant commercial uses. |

**Policy 4.9-3**      **Office and Service Uses on Redwood Road.** Allow community-serving office and low-intensity commercial and service uses along Redwood Road south of I-580 that is compatible with adjacent residential uses.

**Policy 4.9-4**      **Office and Storage Uses along I-580.** Locate office and storage uses between I-580 or other arterials and adjacent residential neighborhoods, so those uses serve as a buffer between roadways and adjacent residential neighborhoods.

**Policy 4.9-5**      **East Castro Valley Boulevard.** Strengthen East Castro Valley Boulevard as a gateway to the CBD and a regional-serving retail area that will attract shoppers from throughout Castro Valley and other nearby areas.

**Policy 4.9-6**      **Noise, Odors, Dust, and Traffic.** Regulate general commercial and auto-reliant uses to minimize noise, odors, dust, and traffic impacts.

**Policy 4.9-7**      **Limited Uses.** Prohibit general commercial and auto-reliant businesses that are incompatible with surrounding residential and retail uses.



*Personal storage buildings are a visually prominent use on Grove Way.*



*Auto-oriented uses continue to predominate near the intersection of Grove Way and Center Street.*



## COMMUNITY AND GENERAL COMMERCIAL DISTRICTS ACTIONS

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### **Action 4.9-1**

**Community Commercial District.** Amend the zoning ordinance to establish a new community commercial zoning district or modify existing C-1 provisions for Castro Valley. The new regulations should:

- Allow retail uses that are now permitted by right in the Neighborhood Commercial (CN) and Retail Business (C-1) districts, food service establishments, and neighborhood serving office uses that are permitted in the Administrative Office (CO) district.
- Limit size and specify performance standards when necessary to minimize land use conflicts. Uses that require case-by-case evaluation to ensure that they will not have adverse effects based on the establishment's specific characteristics and the nature of surrounding uses should require a conditional use permit. Such uses include: animal hospitals; alcohol sales for on or off-site consumption, except at full-service restaurants; clubhouses and lodges; commercial recreation; community care facilities; drive-in and drive through businesses; funeral homes and mortuaries; gasoline service stations; parking lots; plant nurseries; recycling centers; religious assembly uses, and theaters.
- Prohibit uses that primarily serve a regional or sub-regional market or that have significant secondary effects that would make community commercial districts less attractive for permitted uses. These include hospitals, hotels and motels, auto sales, freestanding advertising, adult businesses, and firearms sales.

### **Action 4.9-2**

**General Commercial District.** Establish a general commercial district for Castro Valley to provide for regional and community retail and services, such as lumberyards, large equipment rental and repair, machine shops, commercial print shops, auto repair, auto parts, gasoline service stations, and similar uses that generate automobile and truck traffic and are, therefore, not appropriate for either neighborhood commercial areas or those parts of the Central Business District designated as intense and pedestrian-oriented retail areas.

Commercial Land Use Strategies: South of 580

Office and storage uses as buffer between freeway and residential neighborhoods. Existing storage use may remain.

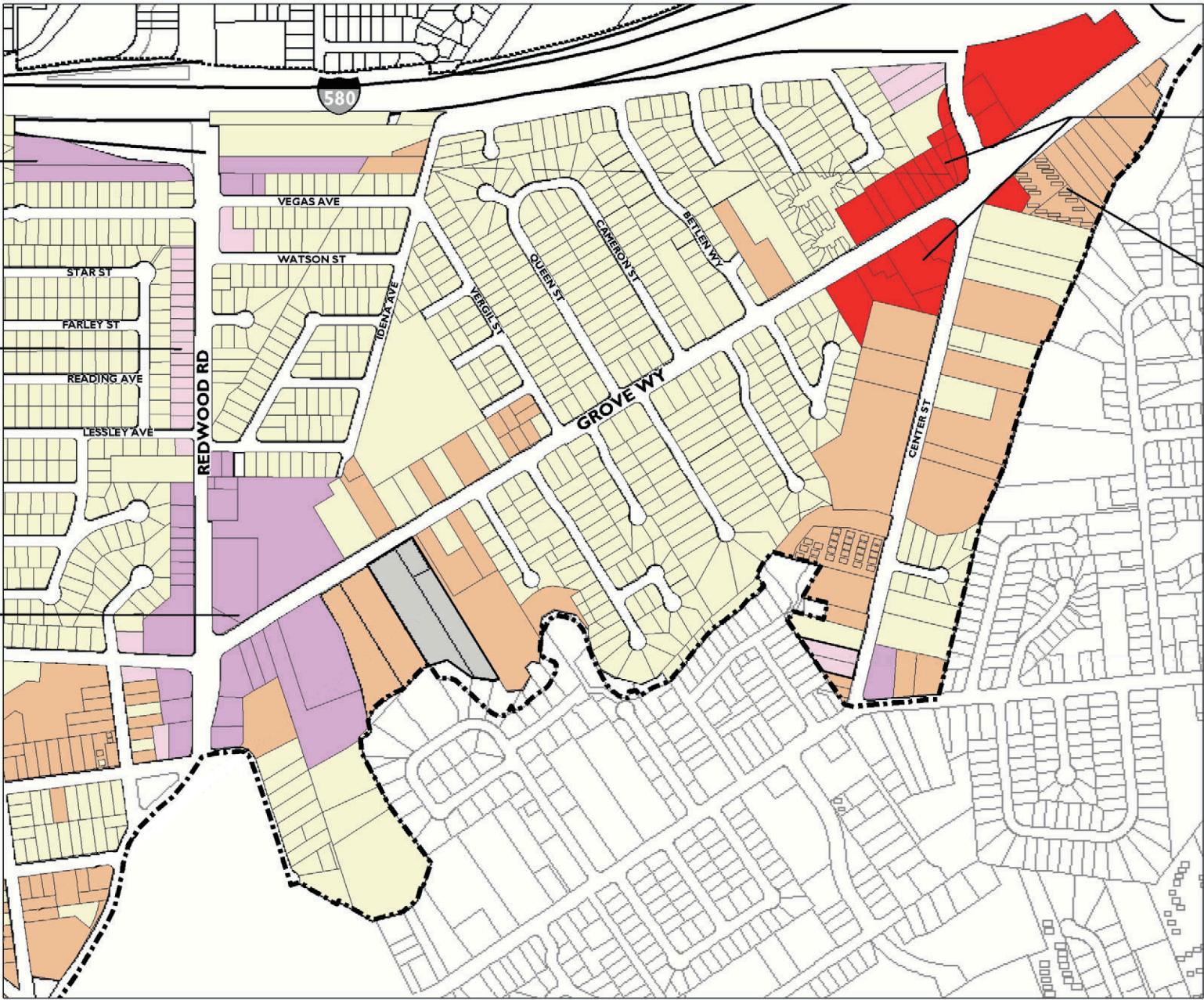
Homes on Redwood continue to be used for office and service uses.

Retail, service and restaurant uses at the intersection of major arterials - Redwood and Grove.

- No additional public storage uses.
- Church designated as part of commercial area instead of residential. If church were to ever leave, site is for community commercial.

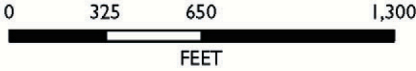
Sites adjacent to freeway, and fronting on two major arterials, are appropriate for general commercial uses that exist, including retail, gas stations, storage and auto service.

Designate as residential, since residential units predominate in this area, and residential uses benefit from the creek on the rear.



- Community Service and Offices  
Small administrative and professional offices such as real estate, insurance, accountant, medical, copying services, etc.
- Community Commercial  
Retail, Restaurants, Services and Local Serving Office uses. Auto-reliant (not pedestrian-oriented) due to location or nature of the business.
- General Commercial  
Retail and Service uses. Also, a wide range of uses are allowed subject to special standards or a conditional use permit: auto repair, gas station, drive-through, etc.
- Industrial (existing zoning)

- Single-Family Residential (existing zoning)
- Multi-Family Residential (existing zoning)



- Action 4.9-3      Community Services and Offices District.** Establish a new community services and offices district. Tailor the zoning to allow small-scale retail, personal services, and community-serving office uses. Amend zoning standards to reduce the extent of non-conformity for properties currently in the C-O district on Redwood Road south of I-580.
- Action 4.9-4      Flexibility for Residentially-Zoned Parcels Adjacent to Commercial Areas.** Consider a special zoning provision that would allow residentially-zoned properties adjacent to commercial areas to follow commercial zoning regulations of the adjoining commercially-zoned properties subject to approval of a conditional use permit based on specific findings.
- Action 4.9-5      Rezone Redwood Road and Grove Way Property.** Rezone the church property adjacent to Trader Joe's from Residential to Community Commercial, to ensure that the commercial character of the area near Redwood Road and Grove Way is maintained in the event that the present religious assembly use is abandoned or moves.
- Action 4.9-6      Rezone Grove Way and Center Street Properties.** Rezone properties on the southerly side of Grove Way east of Center Street to residential use because residential uses already predominate in this area and residential uses can enjoy the visual and open space benefits of the creek to the rear.
- Action 4.9-7      Promote Renovation and Development on Opportunity Sites.** Conduct feasibility studies to identify and evaluate opportunity sites suitable for renovation and development along Redwood Road, Center Street, and Grove Way and formulate strategies to promote that type of reinvestment.
- Action 4.9-8      Auto Repair Standards and Guidelines.**
- Develop and implement regulations to ensure that auto service facilities within or adjacent to residential areas are well-maintained and landscaped.
  - Limit overnight parking and towing to minimize conflicts.
  - Amend zoning ordinance to require discretionary review of proposals to expand operations or make alterations that substantially change the exterior of existing structures.





*Madison-Common Specific Plan Area*



*Steep slopes and poor access will constrain development of vacant land on John Drive.*

## 4.10 SPECIAL PLANNING AREAS

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There are several areas in Castro Valley that have significant remaining development potential and have conditions which require additional planning efforts such as steep slopes or biological resources. Special plans or regulations should be prepared to guide development in these areas. There are several types of planning documents that could serve this function. A Specific Plan requires policies governing circulation, land use, and infrastructure, and must include financing mechanisms. A Precise Plan establishes regulations specific to a particular site or group of properties, and provides detailed guidance regarding site access and circulation as well as development standards. Design guidelines can be prepared that guide site planning, lot configuration, building placement on lots, and other development standards.

### **Madison-Common**

A Specific Plan for the Madison Avenue-Common Road area was prepared in the 1970's and amended in 2006. The area is in the valley of a canyon, and portions of many lots have steep slopes. The streets that serve this area are very narrow and pose limitations for emergency access vehicles. The area also has significant biological resources, contains a creek, and serves as a wildlife corridor.

### **EBMUD Site**

The East Bay Municipal Utilities District owns a 24-acre parcel at Sydney Way, Stanton and Carlton Avenues, which is zoned for single family development. Steep slopes constrain access to the flatter parts of the site that may be suitable for development. The Plan proposes to require a detailed master plan or specific plan for development of the site, and to require land dedication rather than impact fees to meet open space requirements.

### **John Drive Area**

Despite its proximity to Interstate 580 and Castro Valley Boulevard, development of vacant lands in the southwestern part of Castro Valley, north of the Neighborhood Church, will be hampered by steep slopes and poor access. Infill development of this area must be sensitive to the existing residential neighborhood and has to be planned to avoid overburdening local streets.



### Crow Canyon Road Area

Crow Canyon Road is a scenic corridor through Crow Canyon and is a gateway to the community that functions as an alternate route for commuters from the San Ramon area. Development of the remaining larger parcels must be sensitive to the area's biological resources as well as the corridor's visual character. The oak riparian woodland along Crow Creek serves as an important migration route and natural habitat. Development will also be constrained by the steep terrain and susceptibility to landslides and wildfires.



*Juvenile Justice Center.*

### Jensen Road Area

Development of the remaining vacant lands off Jensen Road must be sensitive to the area's steep topography and natural resource values. Formerly part of the Jensen Ranch, this area is characterized by grassland vegetation that serves as an important natural habitat and migration route. In addition, portions of the parcels located south of Jensen Road are adjacent to I-580. Regulations for new development in this area should ensure that sensitive uses including residential dwellings are designed and constructed to limit the potential noise and air quality impacts of the freeway.



*Fairmont Hospital.*

### Fairmont Area

The Fairmont Area comprises approximately 200 acres owned by Alameda County. Currently the area is the site of the Juvenile Justice Center, John George Hospital, Alameda County Medical Center (ACMC), Sheriff's Department, George Mark Hospice, and other County facilities and community-based organizations. The development potential of more than 60 acres of the Fairmont Area is constrained by the Hayward fault, severe fire hazard potential, susceptibility to land slides and other environmental features such as riparian and grassland habitat areas.



*EBMUD site at Sydney Way, Stanton and Carleton Avenues*



*Crow Canyon Road Area*

## SPECIAL PLANNING AREAS GOAL

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### **GOAL 4.10-1**

Develop specific plans or special guidelines to guide future development in areas that have significant remaining development potential and special environmental conditions.

## SPECIAL PLANNING AREAS POLICY

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### **Policy 4.10-1**

Long-range Plans. Prepare or require specific plans, precise plans, master plans, or special design guidelines for the following areas:

- Madison-Common Area;
- EBMUD Site;
- John Drive Area;
- Crow Canyon Road Area;
- Jensen Road Area; and
- Fairmont Area.

## SPECIAL PLANNING AREAS ACTIONS

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### **Action 4.10-1**

**EBMUD Site.** Require preparation of a Specific Plan, Precise Plan, or very detailed Master Plan prior to any subdivision of the property at Sydney Way, Stanton and Carleton Avenues. As part of any subdivision, public park land shall be dedicated instead of or in addition to payment of impact fees to meet open space requirements, so that park land is provided on that site. The appropriate size of the park shall be determined as part of the plan preparation.

### **Action 4.10-2**

**John Drive Area.** Require preparation of a Specific Plan or Precise Plan prior to any subdivision of land over two acres in size in this area. The Plan must include provisions to ensure that new development complements and enhances the existing surrounding neighborhood.

**Action 4.10-3**

**Crow Canyon Road Area.** Require preparation of a Specific Plan or Precise Plan prior to any subdivision of existing lots larger than two acres to ensure that future development is sensitive to the area's biological resources, maintains and enhances the corridor's visual character, and will be adequately served by public services and facilities.

**Action 4.10-4**

**Jensen Road Area.** Require preparation of a Precise Plan or design guidelines prior to any subdivision of existing lots larger than two acres to ensure that future development is sensitive to the area's biological resources, complements the existing Palomares Hill development, and will be adequately served by public services and facilities.

**Action 4.10-5**

**Fairmont Area.** Require preparation of a Master Plan that emphasizes the County's economic development opportunities in the Fairmont Area and also recognizes the location's environmental constraints.



*Jensen Road Area*