



ALAMEDA COUNTY COMMUNITY DEVELOPMENT AGENCY  
PLANNING DEPARTMENT

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April 12, 2012

Therese Trivedi  
PDA Planning Program Manager  
[ttrivedi@mtc.ca.gov](mailto:ttrivedi@mtc.ca.gov)

*Delivered electronically via e-mail*

RE: Alameda County Application of PDA Planning Program Grant

Dear Ms. Trivedi,

Alameda County Planning Department is pleased to present this proposal for your review. We look forward to partnering with MTC, AC Transit and BART to develop a comprehensive mixed-use corridor plan for our unincorporated community.

We appreciate MTC taking an interest in our vision for the unincorporated County. Please give me a call at 510.670.5400. if you require any further information or have any questions concerning this proposal.

Sincerely,

Albert Lopez  
Planning Director



## PDA PLANNING PROGRAM Cycle Five Application for Funding



*Application Deadline: April 12, 2012*

**Please review the Program Guidelines for additional information**

Part 1 - GENERAL INFORMATION	
a. Lead Applicant (City/County)  Contact information (email/phone):	County of Alameda  Albert Lopez, Planning Director, (510) 670-5426, <a href="mailto:albert.lopez@acgov.org">albert.lopez@acgov.org</a>
b. Partner Transit Agency  Contact information (email/phone):	AC Transit and BART  Cory LaVigne, AC Transit, (510) 891-4755 Tim Chan, BART, (510) 287-4705
c. Partner Congestion Management Agency (CMA)  Contact Information (email/phone):	Alameda County Transportation Commission  Beth Walukas, Deputy Director of Planning (510) 208-7405 <a href="mailto:bwalukas@alamedactc.org">bwalukas@alamedactc.org</a>
d. Name of PDA or Station Area	E. 14th Street/Mission Blvd
e. Size of Planning Area (in acres)	815 acres
f. PDA-Identified Place-type(s)*	Transit Neighborhood/ Mixed Use Corridor
g. Other Transit Agencies Serving Planning Area	AC Transit, BART, and Amtrak
h. Local Stakeholder and Community Partners (attach letters of support if applicable)	AC Transit, Cities of Hayward and San Leandro, BART, Supervisor Nate Miley, and the Cherryland Community Association (Letters of support are attached)
i. Total Project Budget	\$937,216
j. Total Grant Request from MTC**	\$400,000
k. Local Match - 20% of total project budget - required	\$537,216 (57% Match)
l. Source of Local Matching Funds	Alameda County General Fund

Part 2 - TYPE OF PLANNING ACTIVITY (check all that apply)		
a. <input checked="" type="checkbox"/> Specific Plan <input type="checkbox"/> Zoning Amendment <input checked="" type="checkbox"/> Program-Level Environmental Impact Report (EIR) <input type="checkbox"/> Other (describe in narrative below)	<input type="checkbox"/> Precise Plan <input type="checkbox"/> Form-Based Code	
b. Anticipated Start Date: September, 2012	c. Anticipated End Date: October, 2014	

\* See Appendix 2 for Place-type options

\*\* See Award Guidelines by Place-type on page 2 of Application Guidelines

Part 3 - PDA INFORMATION		
	CURRENT CONDITIONS	FUTURE GOAL
a. Types of Zoning in PDA, including dwelling units/acre <sup>1</sup>	Transit Corridor (TC), Transit Access (TA), Freeway Access (FA), Community Facility (CF), Historical (H), Residential (R), Residential/Commercial (RC), Business District Industrial (BDI), Residential Suburban (RS), Commercial (C-1). 8-86 du/ac	22-86 du/ac
b. Total Population (Best Estimate) <sup>2</sup>	14,085	20,071
c. Total Households (Best Estimate) <sup>3</sup>	9,432	13,441
d. Total Jobs (Best Estimate) <sup>4</sup>	2,662	3,273
e. Available Transit Service(s) <sup>5</sup>	AC Transit, BART, and Amtrak	AC Transit, BART, and Amtrak

\* Please provide source for current conditions

Part 4 - ADDITIONAL INFORMATION		
	Yes	No
a. Is the request for this planning grant to augment an existing planning effort that is already partially funded?	<input checked="" type="checkbox"/>	<input type="checkbox"/>
b. If you answered yes to (a), has a consultant already been hired to assist in the development of the plan?	<input type="checkbox"/>	<input checked="" type="checkbox"/>
c. If a new transit station is proposed within the planning area, is it currently recognized in the General Plan?	<input type="checkbox"/>	<input checked="" type="checkbox"/>
d. Have other plans (any targeted planning efforts including specific plans, precise plans, area plans, concept plans) been developed within the last 10 years that cover the project area? Note: If yes, please attach list of individual planning efforts and date completed	<input checked="" type="checkbox"/>	<input type="checkbox"/>
e. Will the plan be formally adopted by the City Council or Board of Supervisors?	<input checked="" type="checkbox"/>	<input type="checkbox"/>
f. If applicable, does the property owned by the transit agency represent part of the development potential for the project area/transit station?	<input checked="" type="checkbox"/>	<input type="checkbox"/>
g. Does your jurisdiction have any open/uncompleted Station Area Planning grants funded through the FOCUS Program? If yes, indicate when the grant/planning process(es) will be complete. If the date is after July 2012, please describe available staff capacity to manage any new planning grants in the Narrative in Part 5.	<input type="checkbox"/>	<input checked="" type="checkbox"/>
		Completion date:

**Part 5 – NARRATIVE**

**ATTACHED**

<sup>1</sup> Ashland Cherryland Business District Specific Plan and Alameda County GIS

<sup>2</sup> 2010 Census

<sup>3</sup> Ibid.

<sup>4</sup> Ibid.

<sup>5</sup> 511.org

<b>Part 6 – PLANNING ELEMENTS</b>		
<b>(SEE APPENDIX 1 FOR DETAILED DESCRIPTION OF EACH ELEMENT)</b>		
	To be included in plan?	
	Yes	No
<p><b>1. PDA Profile</b></p> <p>Description: Brief initial report detailing demographic and socio-economic characteristics of the station area, as well as transit/travel patterns and use, etc. Data sources should include the US Census, as well as other planning efforts. Results from the PDA Profile should inform the PDA Elements listed below.</p>	REQUIRED	
<p><b>2. Community Involvement Strategy</b></p> <p>Description: An outline describing the outreach strategy used in the plan, including all public meetings, notices, charettes, and other outreach tools for the plan, with special attention paid to effective methods towards involving community groups and minority, low-income, youth, renter, and non-English speaking populations.</p>	REQUIRED	
<p><b>3. Alternatives Analysis</b></p> <p>Description: Development of several land use alternatives or visions over the long term, their impacts upon the existing community and neighboring land uses, the feasibility of instituting each alternative, and the selection of a preferred development scenario. Should include analysis of potentially incompatible land uses and resulting exposure issues.</p>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
<p><b>4. Market Demand Analysis</b></p> <p>Description: An analysis of the future market demand for higher density-housing at all levels of affordability, retail, commercial and industrial (if appropriate) uses.</p>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
<p><b>5. Affordable Housing Strategy</b></p> <p>Description: An analysis of existing housing stock and policies and how well they provide a range of housing choices, both in type and affordability. Strategies (including land use policies, other policies and programs) to meet affordable housing goals, provide housing affordable to low-income residents and prevent displacement of existing residents due to implementation of the plan should be analyzed.</p>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
<p><b>6. Multi-modal Access &amp; Connectivity</b></p> <p>Description: Strategies for improving bus access to rail stations and ferry terminals and frequency of feeder services (in consultation with transit providers) as well as pedestrian, bicycle and auto access and safety. Multi-modal connections between the transit stations and surrounding neighborhoods should be emphasized.</p>	<input checked="" type="checkbox"/>	<input type="checkbox"/>

<p><b>7. Pedestrian-Friendly Design Standards</b></p> <p>Description: Building, open space and street design standards that focus on pedestrian-oriented design that enhances the walking environment and increases pedestrian comfort and convenience as well as the safety and security of transit patrons in and around the station area.</p>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
<p><b>8. Accessible Design</b></p> <p>Description: Accessible design for people with disabilities and the elderly that ensures fully accessible transit stations, accessible paths of travel between the stations and surrounding areas, and visitable and habitable housing units adjacent to the station(s) where feasible.</p>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
<p><b>9. Parking Analysis</b></p> <p>Description: An analysis of existing and future parking demand/supply to create a parking policy and management element that aims at reducing parking demand/supply through pricing, zoning, and support for alternative modes.</p>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
<p><b>10. Infrastructure Development &amp; Budget</b></p> <p>Description: An analysis of current and future public infrastructure needed in the planning area (including schools, libraries, parks, sewers and other facilities) to serve the existing and future needs of the anticipated population. Financing strategies should propose specific mechanisms to fund necessary improvements, expansions, and maintenance of existing services.</p>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
<p><b>11. Implementation Plan &amp; Financing Strategy</b></p> <p>Description: A list of measurable actions detailed in plan, and estimated timeline for their implementation, including adoption of new policies, phasing of new infrastructure and public developments, creation of new programs and, identification of near and longer-term priorities.</p>	<b>REQUIRED</b>	

**Part 7 – MAP OF PLANNING AREA**

**ATTACHED**

T:\Planning Grant Programs\Planning Grants 2012 - Cycle 5\ApplicationMaterials\FinalPDA Planning\_ApplicationForm\_Cycle5\_2012.doc

#### **4. d. Planning Efforts within the Last 10 years**

- Economic Development Strategic Plan for the Urban Areas of Unincorporated Alameda County, approved by the Alameda County Board of Supervisors July 2007
- Alameda County HOME Consortium Consolidated Plan, 2010-2014, adopted by the Alameda County Board of Supervisors May 2010
- Eden Area General Plan, adopted by the Alameda County Board of Supervisors March 2010
- Draft Community Climate Action Plan, adopted by the Alameda County Board of Supervisors May 2011
- Alameda County Housing Element , adopted by the Alameda County Board of Supervisors April 2011
- Bicycle and Pedestrian Master Plan, adopted by the Alameda County Board of Supervisors April 2012
- Draft Residential Design Standards and Guidelines for the Unincorporated Communities of West Alameda County (In process)

1. **Introduction/Vision:** Creating a vision for the E.14<sup>th</sup>/Mission Corridor PDA will require input from a variety of stakeholders, including community members, landowners, business owners and elected officials, to recast the plan in such a way that it enjoys support and backing from those it will ultimately serve. Planning practice tells us that the best model for this area given what can be seen in other similar corridors in the County (San Pablo Avenue, International Blvd) is a land use model that promotes mixed use development, with a significant emphasis on workforce housing to support growing transit service and new businesses.

We believe the mixed use corridor and transit neighborhoods are the appropriate Place-types for this corridor that stretches for three miles between the cities of San Leandro and Hayward (see Part 7, map of planning area). Overlooked by infill development that has occurred in these adjacent cities, the unincorporated area is ripe for more intense infill development described in these Place-types, and it is very likely the PDA could deliver on the 2,000 units contemplated in the Sustainable Communities Strategy (Jobs-Housing Connection Scenario). With the appropriate level of infrastructure improvements and financing available to promote housing in this area, the E.14<sup>th</sup>/Mission Corridor could become a strong link in a “chain of PDA’s” stretching from Downtown San Leandro to South Hayward, creating neighborhoods complete with services, cultural amenities, shopping, and jobs with improved access to transit.

The County currently has a plan document drafted in the mid 90’s, the Ashland Cherryland Business District Specific Plan (ACBD), which we believe needs an update with all the key stakeholders involved to recast the vision for the area. This process will include both amendments to the ACBD as well as a programmatic EIR. Changes to the zoning code are not contemplated, but it may be that the County will want to explore a form-based code for this area given the City of San Leandro to the north has recently completed a form based code for their portion of this major corridor, and having similar development standards could facilitate new development.

Since its inception in 1995 the ACBD has attracted little development, likely a result of being an unincorporated area. Developers may find cities more attractive as a “place” to build housing and construct new commercial space. Although the County’s General Plan (completed in 2010) for this area describes a vibrant, mixed use corridor, it relied heavily on attracting development through use of the County’s Redevelopment Agency (RDA) and their economic development strategies. Given the dissolution of RDA’s, the corridor vision must be revisited and involve its stakeholders to fulfill the PDA designation. Interestingly, the Regional Planning SCS process has coincided with the loss of this major economic development tool (the ACBD Plan area is a fully-recognized PDA) suggesting there is more opportunity in this area than ever before, but less funding.

2. **Existing Policies:** The County is interested in the identification and promotion of sustainable and healthy development practices that will lead to reductions in green house gas emissions and air pollution, promote greater housing choice and shorter commutes, reduce fossil fuel consumption, and provide for walkable communities and safe bicycle routes. In terms of project impact, as the following list of policy documents demonstrates, the project has the potential to increase housing supply, employment, key services, retail, and transit ridership. The foundation for many of these efforts has been laid in previous documents (either in use or under development) within the unincorporated areas which promote affordable housing development, sustainability, mixed use and transit-oriented development, pedestrian and bicycle friendly design:

- Alameda County Housing Element, 2011
- Eden Area General Plan, 2010
- Green Building Ordinance 2010
- Community Climate Action Plan, 2010
- Community Health/Wellness Element (Pending)
- Housing Element Implementation, 2012
- Castro Valley Plan, 2012
- Design Guidelines and Development Standards (In Development – to be adopted Sept., 2012)
- Bicycle and Pedestrian Master Plan, 2012

3. **Proposed Planning Elements (PART 6):**

- 1) **PDA Profile:** Encompassed within the unincorporated Ashland and Cherryland communities, the E. 14<sup>th</sup>/Mission Corridor PDA and ACBD Plan areas are the primary business corridor in the communities (see attached map). These communities can be characterized as being ethnically diverse with nearly 66% of the community self-identifying as being non-white and containing proportionally more non-English speakers (53% speak a language other than English at home). The area as an

economically disadvantaged community is well-documented in the U.S. Census Data, research conducted for the Eden Area Livability Initiative (EALI), and the 2010 update of the Eden Area General Plan. Most of the PDA also lies within a Community of Concern as defined by MTC. Data show lower levels of educational attainment compared to other neighboring communities while having a lower median age and a lower median household income, 22% less than the California median, and a poverty rate of 16%. Homeownership rates are also low in these areas, 35% for all housing units in Cherryland and 38% in Ashland, compared to nearly 57% for California and 53% for all of Alameda County.

The Ashland and Cherryland area has respective Census 2010 populations of 21,925 and 14,728, but with a considerable density that surpasses many large cities. Ashland's household size of 3.09 is substantially higher than the state even with a housing stock that is roughly comprised of 56% of multi-family units (26% which are structures with 20 or more units) indicating the critical importance for new housing opportunities in the area.

The ACBD Plan area consists primarily of commercially-designated parcels reflecting small business uses such as auto service, used-car sales, fast food, small service grocers and specialty foods, and low volume office and service uses. These businesses provide a limited number of jobs for the area. Overall, the Plan area's balance of jobs and housing, a 2.85 ratio, indicate that a significant number of residents must commute to other locations to work. The area is well-served by transit with a network of AC Transit bus lines, BART service and Amtrak Capitol corridor trains. However, pedestrian and bicycle access to transit stops and local serving businesses is limited and significant improvement is needed. In 2010, 65% of Ashland and Cherryland employed residents drove to work alone and 11% used public transportation.

- 2) Community Involvement Strategy: More than any other component of this planning process, the level to which we can involve the local community will determine, in large part, our success in creating and implementing a new specific plan. The neighborhoods surrounding the ACBD and the stakeholders along the corridor have historically been difficult to access due to linguistic, cultural, socio-economic factors, and most input is limited to a handful of stakeholders, but not necessarily representative of the wider community. As noted above, the ACBD area is also one of the densest parts of the County, with large areas of multi-family rental housing, mostly low-income, adding to the challenge of engaging local residents. To be successful, County staff will contract with a consultant specializing in providing these services for a diverse community, with an emphasis on creating and supporting the required Advisory Committees. Staff will rely on best practices suggested by the consultant for an outreach strategy, but it will necessarily include methods to engage marginalized communities.
- 3) Alternative Analysis: The Eden Area General Plan Revised Final EIR (August 2009) analyzed three alternatives to the proposed Eden Plan. These were: No Project Alternative, Spread Development Alternative, and Expanded Jobs Alternative. The County will build on this earlier effort and evaluate a variety of alternatives as part of the ACBD Plan. This is especially important now given the SCS/PDA process has unfolded since the approval of the Eden Plan in 2010, casting this corridor in a different light in terms of development potential. Generally, the earlier Eden Plan alternatives viewed jobs and housing as an either/or proposition, where now, given the regional planning effort, a merger of these views needs to occur.
- 4) Market Demand Analysis: The Eden Area General Plan Existing Conditions Report, 2003 and the Economic Development Strategic Plan for the Urban Unincorporated Areas of Alameda County, 2007 contain analyses of the existing and future demand for retail, commercial and industrial uses within the ACBD Plan area. However, as neither document addresses the demand for higher density housing, the County will perform such an analysis (via a consultant) for this project and integrate its findings into the plan's policies, goals and actions. This deliverable can also serve as an educational tool if the community's view of the area's market potential is significantly different and/or unrealistic.
- 5) Affordable Housing Strategy: The Alameda County Housing Element (2009-14) and the Alameda County HOME Consortium Consolidated Plan (2010-2014) address several of the requirements of the Affordable Housing Strategy Element including an assessment of existing conditions and goals intended to retain affordable housing stock. The County will build upon this information to develop policies within the ACBD Plan that are consistent with those stated within the aforementioned documents. In addition, the County will conduct a feasibility analysis of affordable housing development and prepare an implementation strategy that seeks to retain and expand the amount of affordable housing within the plan area. To be certain, the implementation strategy will be affected by the elimination of the County's RDA as the County will

no longer be able to use tax-increment financing to fund affordable housing projects. However, there are bills circulating at the State Legislature to secure funding sources for affordable housing. In the interim, the County will pursue funding from all available sources (public and private) to successfully execute this portion of the plan, including the new One Bay Area Grant (OBAG) process. The County believes that building upon existing housing plans while seeking innovative funding mechanisms is the appropriate course of action to take in support its affordable housing goals.

- 6) Multi-modal Access and Connectivity: Providing more access to transit and mobility is one of the key challenges facing the ACBD area; BART lies at either end of the PDA, AC Transit service is currently at 30 minute headways, and new bus rapid transit service (BRT) is not planned for this area. There are bright spots however, Alameda County has recently engaged in a number of analyses and studies addressing the multi-modal framework in this corridor, including the Bicycle and Pedestrian Master Plan for unincorporated Alameda County (2012- adoption pending), the Community Climate Action Plan (CCAP), (2011), and new Design Guidelines and Development Standards (adoption anticipated in 2012). One of the goals of these major planning efforts is to enhance the quality of existing neighborhoods by improving how residents travel within and beyond unincorporated Alameda County. Each of the plans mentioned contain policies and implementation measures for improving the pedestrian, bicycle, transit and auto options available to the community. In addition, our agency partners include the rail and bus operators (BART and AC Transit) who will be a part of the update of the ACBD Plan. As is the practice for all County planning studies, the community engagement process will inform the development of viable policies, programs and funding priorities for all modes of connecting and transporting people, goods, and services.
- 7) Pedestrian-Friendly Design Standards: At the heart of any community is the activity on its streets, in its open spaces and the spaces between buildings. The spatial experience of people in their everyday activity as well as the experience of visitors can be impacted by the built environment, the level, speed and flow of traffic, street trees and furniture, special paving and areas devoted to the pedestrian. These concepts will need public discussion with concrete examples of how pedestrian enhancement has been done in other communities and how it has resulted in positive economic development and “place-building”. The ACBD area is currently not very pedestrian friendly due to the lack of street retail, the width of the street, the condition of the sidewalks and the lack of gathering spaces. A community process can underscore the importance of making such improvements as a part of or in anticipation of new development. A realistic assessment of potential funding for pedestrian improvements will also be needed.
- 8) Accessible Design: The County is interested and has adopted General Plan policies to investigate measures to improve access and circulation for persons with disabilities as part of enhancing the pedestrian and multi-model network serving the local community. In addition, the County had developed partnerships with a local non-profit, Community Resources for Independent Living (CRIL), which produced the adopted reasonable accommodation ordinance that supports accessibility and universal design for the community. Consistent with these ordinances and policies the Plan will further incorporate accessible design policies and implementation measures for persons with disabilities and the elderly to promote the use of transit and accessibility in the living environment.
- 9) Parking Analysis: Suggesting alternatives to the automobile is a huge challenge in any community, and the ACBD area is no exception. A balanced approach to parking regulations is needed to attract investment while at the same time transforming this corridor from one that is mostly auto-oriented to one that also provides alternative modes such as transit and multimodal opportunities. Using principles of “park once” and showing the true costs of free parking (economic, social and environmental) and suggesting alternatives in the ACBD area will be a necessary step to transform the corridor. Concepts of shared parking, employer commuter clubs, underground parking, lift parking and parking demand management will need public airing.
- 10) Infrastructure Development and Budget: Specific infrastructure improvements will be further identified during the public engagement portion of this project, as required in a Specific Plan. However, projects that have been identified in this corridor from aforementioned planning studies include utilities undergrounding, intersection bulb-outs, transit stop improvements, sidewalk widening, street landscaping and lighting, street furnishings, bike lanes, restriping, signage and pavement markings. These types of projects are typically funded through a combination of various Federal, State, and Local fund sources including: Measure B Sales Tax, Transportation Development Act (TDA) Article 3, Bicycle Transportation

Account (BTA), Federal Congestion Management/Air Quality and State Transportation funds (CMAQ/STP), Caltrans grant programs, American Recovery and Reinvestment Act (ARRA), Safe Routes to Schools (SR2S), Redevelopment Funds, the County General Fund, and PG&E's Rule 20A.

- 11) Implementation Plan & Financing Strategy: It is anticipated that the ACBD Plan will contain a series of actions necessary to achieve the community's vision and goals. These actions will be summarized in an Implementation Plan that will include a timeline for each task, specify deliverables, identify the responsible party, and state the financing necessary to accomplish the task. Likewise, a financing strategy will be developed to align with the Implementation Plan and to ensure that an appropriate funding source is identified for a given action. Financing in today's fiscal environment will be a great challenge, but as stated previously, the County is committed to seeking all funding available to support the ACBD Plan.

#### 4. Project Readiness/Local Commitment to the Plan and Implementation

**Developer Interest:** Development interest in the ACBD Plan area is extremely low, limited primarily to small business interests seeking re-occupancy of existing, vacant buildings, but not necessarily development. In the last year development interest has increased with the improving economy, combined with County acquisition of 2 parcels in the Plan area and staff attraction efforts beginning to bear fruit. Today there are four parcels around which development discussions have begun. The existing Specific Plan contains regulations which provide context and guidance for some projects, but which may effectively inhibit other types of development

**Major Property Owners/Key Development Sites:** The Plan area does not include any land holder with > 20% interest, but there are 4 key parcels (shown below) that are under development discussion now, whose owners will be participating in the planning process:

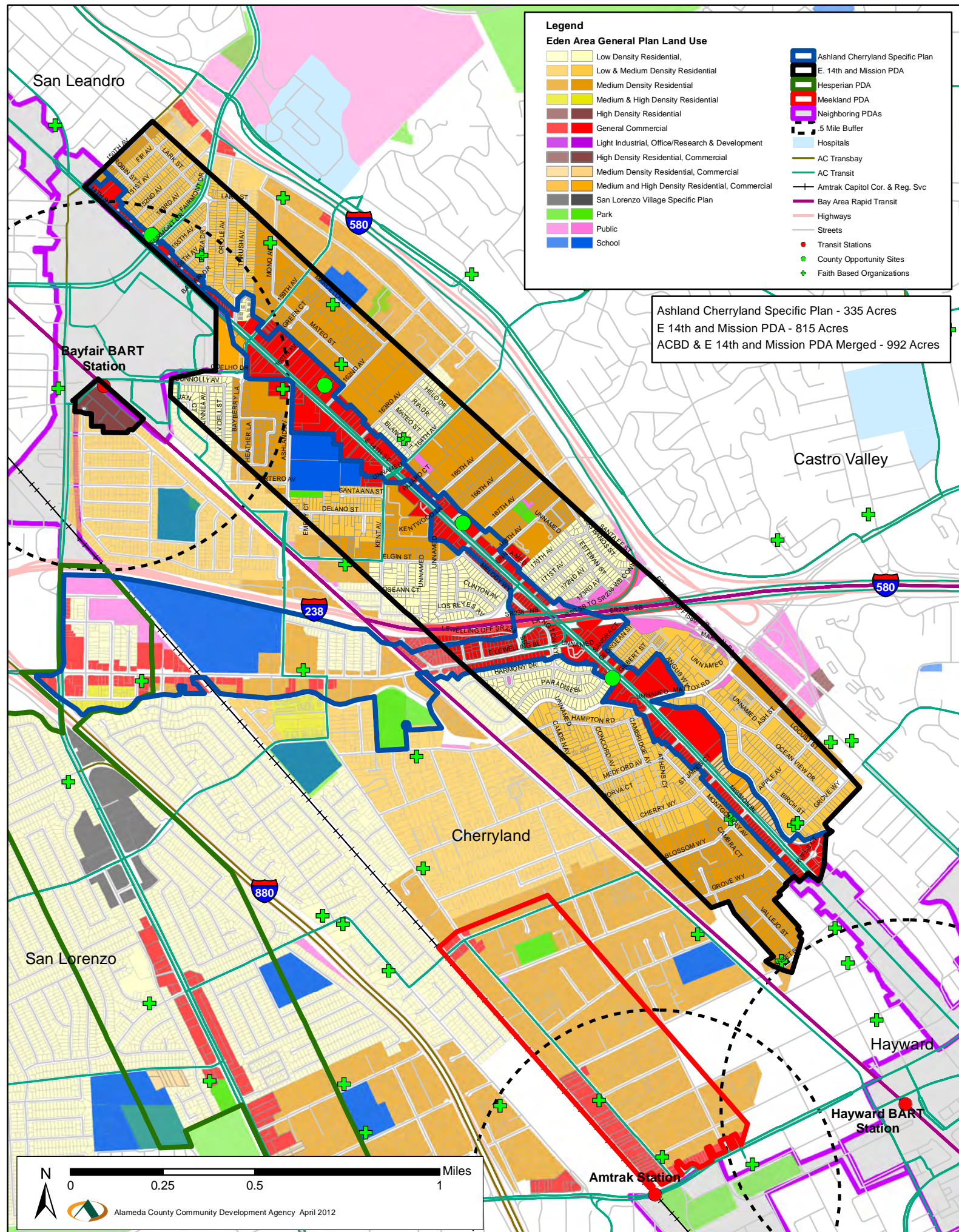
- 15350 E. 14th St, owned by Portfolio Development Partners, LLC
- 16640 E. 14th St, owned and marketed for sale by Alameda County
- 16110 E. 14th St, under contract to purchase by Tiburcio Vasquez Health Center, Inc.
- 20095 Mission Blvd, owned and marketed for sale by Alameda County

**Commitment to the Project:** Evidence of County's commitment to the completion and adoption of the revised ACBD Plan may be found in the County's Draft 2012-2013 budget on the Alameda County Planning Department's (ACPD) work plan and the Eden Area Plan where it is one of the required actions (Goal LU-7, Action A-5). The ACPD performs municipal-type land use regulation functions for the unincorporated areas of the County and is directly responsible for the preparation, maintenance and enforcement of the General Plan of which the ACBD Plan would be a part. The ACPD will be directly responsible for project management and oversight of the plan update and has assembled an experienced and capable team to facilitate this project. Project staff includes the following: Albert Lopez, Planning Director; Sandi Rivera, Assistant Planning Director; Cindy Horvath, Senior Transportation Planner; Rodrigo Orduña, Senior Planner; and Andrew Young, Planner III. Their professional experience and knowledge of the project area will enable them to successfully develop the plan within the grant period, and to implement the ACBD Plan. In addition, the ACPD will provide financial support in the form of cash, staff time, and materials in excess of the 20% match requirement.

**Project Support and Assurances:** To ensure that the plan is adopted in a timely manner and that its policies are enacted, the project will include the participation of representatives from the Alameda County Board of Supervisors (BOS) and the Planning Commission. In addition, the following entities have also pledged their support to this project BART, AC Transit, the Cities of Hayward and San Leandro, and the Cherryland Community Association.

As was mentioned previously, the County's 2012-2013 planning budget includes the ACBD Plan and SCS/PDA implementation. Although adoption is pending, staff is confident that the Board of Supervisors (BOS) will approve the proposed work plan. Given the regional effort to invigorate corridors like E.14<sup>th</sup>/Mission, and the support given by the BOS around sustainability and community health (see #2 above), we anticipate completing the plan update, the CEQA document and any related rezoning/General Plan Amendments in the time allotted. Through a combination of political and community support that gives a voice to all stakeholders, we believe the plan will enjoy full support, ensuring its enactment.

# E. 14th and Mission Planning Area



Vacant Businesses along Mission Boulevard



Vacant Businesses along Mission Boulevard



Underutilized Properties along East 14th Street



Disinvestment in Structures along East Lewelling Boulevard



Recently Approved Mixed-Use Office and Café along East 14th Street



Recently Built Mixed-Use Commercial and Housing along East 14th Street



# Board of Supervisors

Nathan A. Miley  
President

Oakland Office  
1221 Oak Street, Suite 536  
Oakland, CA 94612  
510-272-6694/510-465-7628 Facsimile

Eden Area District Office  
20999 Redwood Road  
Castro Valley, CA 94546  
510-670-5717/510-537-7289 Facsimile

[bosdist4@acgov.org](mailto:bosdist4@acgov.org)

April 10, 2012

Association of Bay Area Governments  
P.O. Box 2050  
Oakland, CA 94604-2050  
Attn: Jackie Reinhart

**Subj: Support for FOCUS-PDA Planning Grant application submitted by Alameda County for the Ashland Cherryland Business District (ACBD) Specific Plan Update**

Dear Ms. Reinhart,

My office is pleased to support the Planning Department's efforts to secure funding for a much needed update to the Ashland Cherryland Business District (ACBD) Specific Plan. We believe there is great potential in the rewrite of the ACBD Plan, mostly because we see it as an underutilized corridor that can benefit from a community-driven planning process that promotes new housing opportunities and commercial development. In addition, the update of the ACBD was identified as a major implementation project for the Eden Area General Plan, which was completed in 2010.

My office has led a number of planning efforts in this area of unincorporated Alameda County, most notably the Eden Area Livability Initiative (EALI) which kicked-off in 2005. This multi-year process established a firm foundation of key community stakeholders who worked diligently with county staff to identify projects and services that will enhance the quality of life for businesses and residents alike, ensuring the future success of this vital corridor. The infrastructure for the EALI is still largely in place, and could easily be included in the required Citizen Advisory Committee for this ACBD Specific Plan Update.

The county's update of the ACBD Specific Plan will continue the shared vision of transforming the long unbroken commercial strip of E. 14<sup>th</sup> Street into a series of connected vibrant mixed-use districts supporting housing, economic development, and transit access—all goals of the region's Sustainable Communities Strategy (SCS). The enclosed grant proposal demonstrates that the activities of our Planning Department are closely aligned with the regional work being done in the area of the SCS, and I fully support the work plan being submitted.

Thank you for your consideration.

Sincerely,

Nate Miley

c: Albert Lopez, Planning Director, Community Develop Agency, Alameda County



April 10, 2012

Therese Trivedi  
PDA Planning Program  
Metropolitan Transportation Commission  
101 Eighth Street  
Oakland, CA 94607

Subject: Priority Development Area Planning Program – ACBD Specific Plan Application

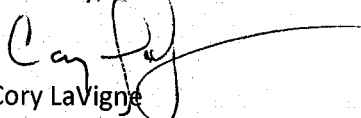
Dear Ms. Trivedi:

The Alameda- Contra Costa Transit District (AC Transit) is pleased to support Alameda County's Priority Development Area (PDA) Planning Grant application to update the County's 1995 **Ashland Cherryland Business District (ACBD) Specific Plan**. The **ACBD Specific Plan**, one of the first transit-oriented development plans in Alameda County, is a key planning document that supports the implementation of the goals of the County's East 14th Street Mission Boulevard Mixed Used Corridor PDA.

The ACBD Plan area covers part of International Blvd./East 14<sup>th</sup> Street/Mission Blvd., a heavily used multi-modal, mixed-use corridor that runs almost the entire length of Alameda County. Oakland, San Leandro, Alameda County, Hayward, Union City, and Fremont all have plans for transit-oriented development on this corridor, making it particularly important for AC Transit. San Leandro and Hayward have designated PDAs adjacent to the plan area on the north and south. AC Transit currently serves E.14<sup>th</sup> Street through unincorporated Ashland with six bus lines, including five local routes and one "All-Nighter" bus route that provides services between downtown Oakland and Fremont BART via International Blvd., E. 14th St. and Mission Blvd. Line 99, the primary route serving Mission Blvd., is designated as a "major corridor" route, one of the most important routes in Central Alameda County.

AC Transit and the County have a long history of collaborative planning efforts including working together on the 2002 AC Transit Central County Transit Study, and the 2004 Central Alameda County Community Based Transportation Plan, which covered Cherryland and Ashland. The county's update of the ACBD Specific Plan will continue the shared vision of transforming the commercial strip of E.14<sup>th</sup> Street into a series of vibrant mixed-use districts supporting housing and businesses connected by transit access—all goals of the region's Sustainable Communities Strategy (SCS). The ACBD update continues the efforts of the region to develop a cohesive and coordinated strategy of projects to achieve the goals of the SCS. To that end, AC Transit and Alameda County are excited to collaborate and coordinate on the local level as we continue to develop the vision for this important corridor.

Sincerely,

  
Cory LaVigne  
AC Transit Service Planning and Development

cc: Albert Lopez, Planning Director, Community Develop Agency, Alameda County



**SAN FRANCISCO BAY AREA RAPID TRANSIT DISTRICT**

300 Lakeside Drive, P.O. Box 12688  
Oakland, CA 94604-2688  
(510) 464-6000

2012

John McPartland  
PRESIDENT

Tom Radulovich  
VICE PRESIDENT

Grace Crunican  
GENERAL MANAGER

DIRECTORS

Gail Murray  
1ST DISTRICT

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2ND DISTRICT

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5TH DISTRICT

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6TH DISTRICT

Lynette Sweet  
7TH DISTRICT

James Fang  
8TH DISTRICT

Tom Radulovich  
9TH DISTRICT

April 5, 2012

Association of Bay Area Governments  
P.O. Box 2050  
Oakland, CA 94604-2050  
Attn: Jackie Reinhart

**Subj: BART Support for FOCUS-PDA Planning Grant application submitted by Alameda County for the Ashland Cherryland Business District (ACBD) Specific Plan Update**

Dear Ms. Reinhart,

The Bay Area Rapid Transit District (BART) is pleased to support Alameda County's Priority Development Area (PDA) Planning Grant application to update the County's 1995 Ashland Cherryland Business District (ACBD) Specific Plan. The ACBD Specific Plan is a key planning document that will support the implementation of the goals of the county's E14th Street Mission Boulevard Mixed Used Corridor PDA. In combination with being a heavily used multi-modal, mixed-use corridor between the Bayfair and Hayward BART Stations, this area could viably evolve into an example of a transit oriented, mixed use corridor through the development of the Specific Plan Update.

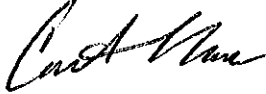
*Planning for this area is already underway with the establishment of two of the City of San Leandro's PDAs: The Bay Fair Priority Development Area (PDA) and the East 14<sup>th</sup> Street Priority Development Area (PDA).* Combined with the County's E14th Street Mission Blvd mixed-use corridor PDA, a significant "chain of PDAs" will produce a synergistic effect enhancing the success of all three project areas covering a large geographic area. In addition, the Bay Fair BART Station is a transfer point for both Fremont and Dublin Pleasanton lines and currently serves over 5,600 passengers daily.

BART and the County have a long history of collaborative planning efforts including working together with AC Transit and the City of San Leandro in the development of the *Bay Fair BART Transit-Oriented (TOD) & Access Plan* between May 2006 and March 2007. The county's update of the ACBD Specific Plan will continue the shared vision of transforming the long unbroken commercial strip of E.14<sup>th</sup> Street into a series of connected vibrant mixed-use districts supporting housing, economic development, and transit access—all goals of the region's Sustainable Communities Strategy (SCS).

The ACBD update continues the efforts of the region to develop a cohesive and coordinated strategy of projects to achieve the goals of the SCS. To that end, Bay Area Rapid Transit and Alameda County are excited to collaborate and coordinate on the local level as we develop the vision for these respective PDAs.

Thank you for your consideration of this funding request. If you have questions, please contact my staff Tim Chan at 510.287.4705.

Sincerely,

A handwritten signature in black ink, appearing to read "Carter Mau". The signature is fluid and cursive, with the first name being more prominent.

Carter Mau  
Bay Area Rapid Transit District  
Executive Manager, Office of Planning and Budget

c: Albert Lopez, Planning Director, Community Develop Agency, Alameda County

c: Deidre Heitman, BART Capital Development



CITY OF  
**HAYWARD**  
HEART OF THE BAY

March 23, 2012

Association of Bay Area Governments  
P.O. Box 2050  
Oakland, CA 94604-2050  
Attn: Jackie Reinhart

**Subject: Support for FOCUS-PDA Planning Grant application submitted by Alameda County**

Dear Ms. Reinhart:

The City of Hayward is please to support Alameda County's Priority Development Area (PDA) Planning Grant application to update the County's 1995 Ashland Cherryland Business District (ACBD) Specific Plan. The ACBD Specific Plan is a key planning document that will support the implementation of the goals of the county's E14th Street Mission Boulevard Mixed Used Corridor PDA. In combination with being a heavily used multi-modal, mixed-use corridor between the Bayfair and Hayward BART Stations, this area could viably evolve into an example of a transit oriented, mixed use corridor through the development of the Specific Plan Update.

Further, this project directly ties into the Downtown Hayward Priority Development Area (PDA) efforts. The boundaries of the two PDA areas are adjacent to each other, and would form a "chain of PDA's" that, when completed, will create a synergy that enhances the success of both areas. The ACBD update continues the efforts of the region to develop a cohesive and coordinated strategy of projects to achieve the goals of The Sustainable Communities Strategy (SCS). To that end, the City of Hayward and Alameda County are excited to build on our history of collaborating on a number of projects, including the Alameda County Eden Area General Plan and the Hayward Route 238 Bypass project. The County's PDA application will provide another opportunity to join forces on the local level as we develop the vision for these respective PDAs.

Sincerely,

David Rizk, AICP  
Development Services Director, City of Hayward

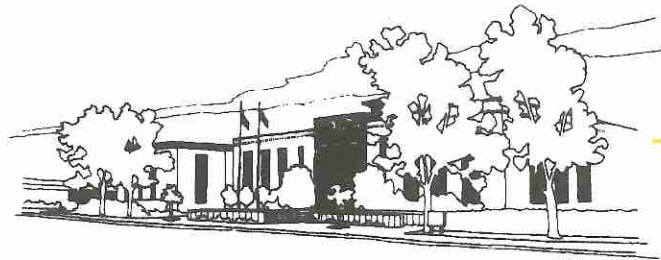
c: Albert Lopez, Planning Director, Community Develop Agency, Alameda County

**Development Services Department**

777 B Street, Hayward, CA 94541-5007  
Tel: 510/583-4234 Fax: 510/583-3650 TDD: 510/247-3340 Website: [www.hayward-ca.gov](http://www.hayward-ca.gov)

# City of San Leandro

Civic Center, 835 E. 14th Street  
San Leandro, California 94577  
www.sanleandro.org



March 26, 2012

Association of Bay Area Governments  
P.O. Box 2050  
Oakland, CA 94604-2050  
Attn: Jackie Reinhart

**Subject: Support for FOCUS-PDA Planning Grant application submitted by Alameda County**

Dear Ms. Reinhart,

The City of San Leandro is pleased to support Alameda County's Priority Development Area (PDA) Planning Grant application to update the County's 1995 Ashland Cherryland Business District (ACBD) Specific Plan. The ACBD Specific Plan is a key planning document that will support the implementation of the goals of the County's East 14th Street Mission Boulevard Mixed Used Corridor PDA. In combination with being a heavily used multi-modal, mixed-use corridor between the Bayfair and Hayward BART Stations, this area could viably evolve into an example of a transit oriented, mixed use corridor through the development of the Specific Plan Update.

*The County's project directly connects with two of the City of San Leandro's PDAs: The Bay Fair Planned Priority Development Area (PDA) and the East 14<sup>th</sup> Street Potential Planned Priority Development Area (PDA).* This unique and fortunate fact creates a significant "chain of PDAs" that, when completed, will produce a synergistic effect enhancing the success of all three project areas covering a large geographic area.

Our two jurisdictions have a long history of collaborative planning efforts including working together with BART and AC Transit in the development of the *Bay Fair BART Transit-Oriented (TOD) & Access Plan* between May 2006 and March 2007. The County's update of the ACBD Specific Plan will continue the shared vision of transforming the long unbroken commercial strip of E.14<sup>th</sup> Street into a series of connected vibrant mixed-use districts supporting housing, economic development, and transit access—all goals of the region's Sustainable Communities Strategy (SCS).

The ACBD update continues the efforts of the region to develop a cohesive and coordinated strategy of projects to achieve the goals of the SCS. To that end, the City of San Leandro and Alameda County are excited to collaborate and coordinate on the local level as we develop the vision for these respective PDAs.

Sincerely,

Luke Sims, Director, Community Development, City of San Leandro

cc: Albert Lopez, Planning Director, Community Develop Agency, Alameda County

Stephen H. Cassidy, Mayor

City Council:

Pauline Russo Cutter  
Ursula Reed

Michael J. Gregory  
Diana M. Souza

Jim Prola  
Joyce R. Starosciak



Cherryland Community Association  
PO Box 3  
San Lorenzo CA 94580



Association of Bay Area Governments  
P.O. Box 2050  
Oakland, CA 94604-2050  
Attn: Jackie Reinhart

**Subj: Support for FOCUS-PDA Planning Grant application submitted by Alameda County for the Ashland Cherryland Business District (ACBD) Specific Plan Update**

Dear Ms. Reinhart,

I am writing this letter to express my support for the County Planning Department's efforts to obtain funding to update the 1995 Ashland Cherryland Business District (ACBD) Specific Plan. The update of this Specific Plan is long overdue, and was one of the projects that the community identified during the Eden Area General Plan process which concluded in March 2010. The E14th Street Mission Blvd. Corridor Priority Development Area (PDA) is the heart of the Ashland and Cherryland communities. We have committed our redevelopment money to Chamber of Commerce in hopes they could connect viable businesses with locations here.

The Specific Plan Update presents an opportunity to engage residents and businesses in a far-reaching discussion about how the built environment may be shaped to create a more livable community that uses less energy and decreases the amount of Greenhouse Gasses (GHG) the community will generate in the future in our communities. Our community has a unique a profile that is not addressed by the current document.

The central location is crucial for making Ashland/Cherryland a walkable business district. We have real concerns that redevelopment money sucked back to the general fund will limit our ability to get fair representation.

The Cherryland Homeowners Association looks forward to partnering with the County on this project to promote the development of a more vibrant, livable and equitable community for everyone associated with Alameda County's unincorporated areas. I am committed to working on a document that best serves the needs of the community and recognizes the importance of the future development of this PDA for all concerned.

Sincerely,  
Hugh O'Donnell  
President, Cherryland Homeowners Association

c: Albert Lopez, Planning Director, Community Develop Agency, Alameda County

Approved as to Form

DONNA R. ZIEGLER, County Counsel

By 

RESOLUTION NO. R-2012-16 Print Name BRIAN WASHINGTON

**RESOLUTION OF THE BOARD OF SUPERVISORS OF THE COUNTY OF ALAMEDA AUTHORIZING THE SUBMITTAL OF AN APPLICATION TO THE ASSOCIATION OF BAY AREA GOVERNMENTS, THE METROPOLITAN TRANSPORTATION COMMISSION, THE BAY AREA AIR QUALITY MANAGEMENT DISTRICT AND THE BAY CONSERVATION AND DEVELOPMENT COMMISSION TO DESIGNATE THE CASTRO VALLEY BART STATION AREA, THE EAST 14<sup>TH</sup>/MISSION BOULEVARD CORRIDOR AND THE MEEKLAND AVENUE CORRIDOR IN ASHLAND/CHERRYLAND, AND THE HESPERIAN BOULEVARD CORRIDOR IN SAN LORENZO AS PLANNED PRIORITY DEVELOPMENT AREAS (PDAS) UNDER THE ONE BAY AREA/ FOCUS PROGRAM.**

**WHEREAS**, the Association of Bay Area Governments and the Metropolitan Transportation Commission in coordination with the Bay Area Air Quality Management District and Bay Conservation and Development Commission (collectively, the “regional agencies”) are undertaking a regional planning initiative called FOCUS; and

**WHEREAS**, FOCUS program goals support a future regional development pattern that is compact and connected; and

**WHEREAS**, the regional agencies seek local government partners to create a specific and shared concept of where growth can be accommodated (Priority Development Areas) and areas that need protection (Priority Conservation Areas) in the region; and

**WHEREAS**, a Priority Development Area must meet all of the following criteria: (a) within an existing community, (b) near existing or planned fixed transit (or served by comparable bus service) and (c) is planned, or is planning, for more housing; and

**WHEREAS**, local governments in the nine county San Francisco Bay Area are eligible to apply for designation of an area within their community as a Priority Development Area; and

**WHEREAS**, the regional agencies are committed to securing incentives and providing technical assistance to designated Priority Development Areas so that positive change can be achieved in communities working to advance focused growth; and

**WHEREAS**, the planning area designated within the application for Urban Unincorporated area includes the Castro Valley BART Station, E. 14th Street and Mission Boulevard Mixed Use Corridor including Bayfair BART, Hesperian Boulevard Transit Neighborhood, and the Meekland Avenue Corridor Transit Neighborhood; and

**WHEREAS**, plans for these Priority Development Areas were developed with significant and extensive community input through recent and prior major planning efforts for these communities; and

**WHEREAS**, infrastructure projects under implementation and economic development opportunities have already been identified to restore a high quality of life to the identified areas; and

**WHEREAS**, the housing strategies identified for the planning areas will focus on in-fill housing opportunities and multi-family rehabilitation projects including Mixed Use projects; and

**WHEREAS**, additional strategies for the planning areas will focus on creating moderate and affordable housing opportunities to be provided through the development of both mixed use, mixed income, and senior housing projects, as well as implementation of a single family home rehabilitation program.

**NOW THEREFORE, BE IT RESOLVED**, that the Board of Supervisors of the County of Alameda, authorizes submitting an application to designate the following areas as Priority Development Areas for the purposes of attracting capital investments to implement community goals:

- Castro Valley BART Station
- E. 14<sup>th</sup> Street and Mission Boulevard Mixed Use Corridor, including Bayfair BART
- Hesperian Boulevard Transit Neighborhood
- Meekland Avenue Corridor Transit Neighborhood

**BE IT FURTHER RESOLVED** that this Resolution shall become effective immediately upon its passage and adoption.

**THE FOREGOING** was **PASSED** and **ADOPTED** by a majority vote of the Alameda County Board of Supervisors this 10<sup>th</sup> day of, January, 2012, to wit:

**AYES:** Supervisors Chan, Haggerty, Lockyer & President Miley – 4

**NOES:** None

**EXCUSED:** Supervisor Carson - 1

*Kate Miley*

**PRESIDENT, BOARD OF SUPERVISORS**

File: 27887  
Agenda No: 9  
Document No: R-2012-16



I certify that the foregoing is a correct copy of a Resolution adopted by the Board of Supervisors, Alameda County, State of California

**ATTEST:**  
CRYSTAL HISHIDA GRAFF  
Clerk, Board of Supervisors

By: *J. Caballero*  
Deputy