



Fairview Specific Plan
BACKGROUND REPORT FOR PLANNING AND
ENVIRONMENTAL REVIEW

December, 2017

Prepared by
Barry Miller Consulting

with assistance from
Rincon Consultants
Kittelsohn Associates

TABLE OF CONTENTS

1. INTRODUCTION.....	1-1
Overview.....	1-1
Fairview Specific Plan	1-1
2. POPULATION, HOUSING, AND EMPLOYMENT.....	2-1
Population	2-1
Housing.....	2-5
Employment.....	2-7
3. LAND USE.....	3-1
Regional Context.....	3-1
Overview of Land Use Pattern	3-2
Existing Land Use Acreage Tabulation.....	3-3
Land Use Policy and Regulations	3-12
Eden and Castro Valley General Plan Policies Potentially Relevant to Fairview.....	3-18
4. TRANSPORTATION	4-1
Key Findings	4-1
Traffic and Circulation	4-1
Transit Network.....	4-5
Pedestrian and Bicycle Network	4-5
Policy Context	4-11
Policies in the Eden and Castro Valley Plans.....	4-13
5. COMMUNITY HERITAGE AND AESTHETICS.....	5-1
Historic and Cultural Resources	
Pre-European History	5-1
Early Settlement	5-1
Early 20 th Century	5-2
Mid 20 th Century	5-5
Recent Past	5-5
Historic Structures and Sites`	5-11
Visual and Aesthetic Conditions	
Overview	5-12
Fairview’s Visual Setting	5-12
Visual Attributes.....	5-13
Community Edges and Gateways.....	5-14
Scenic Highways and Roadside Conditions.....	5-17
Guiding Plans and Programs	5-18
Relevant Policies from the Eden and Castro Valley General Plans	5-20

6. COMMUNITY SERVICES AND INFRASTRUCTURE	6-1
Introduction.....	6-1
Parks.....	6-1
Schools.....	6-7
Libraries	6-9
Law Enforcement.....	6-9
Fire Protection.....	6-11
Infrastructure	
Water.....	6-13
Sanitary Sewer	6-16
Solid Waste Management	6-17
Stormwater Management	6-18
Other Infrastructure.....	6-19
Infrastructure Funding	6-19
Existing Policy Direction on Community Facilities and Infrastructure	6-20
Relevant Policies from the Eden and Castro Valley General Plans.....	6-21
7. NATURAL RESOURCES	7-1
Agriculture and Soils	7-1
Air Quality	7-7
Biological Resources	7-9
Hydrology and Water Quality.....	7-18
Mineral Resources	7-23
Relevant Policies from the Eden and Castro Valley General Plans.....	7-24
8. ENVIRONMENTAL HAZARDS.....	8-1
Geologic Hazards.....	8-1
Global Climate Change.....	8-7
Flooding	8-10
Hazardous Materials	8-13
Noise	8-15
Wildfire.....	8-18
Relevant Eden and Castro Valley General Plan Policies.....	8-19

LIST OF FIGURES

Figure 1-1: Fairview Location Map.....	1-2
Figure 3-1: Existing Land Use.....	3-5
Figure 3-2: Alameda County Housing Opportunity Sites in Fairview	3-10
Figure 3-3: City of Hayward General Plan Designations for Fairview	3-14
Figure 3-4: Existing Fairview Zoning.....	3-17
Figure 4-1: Street Network and Monitored Intersections	4-2
Figure 4-2: Transit Routes	4-7
Figure 4-3: Bicycle Level of Traffic Stress	4-10
Figure 5-1: 1878 Historical Map of Eden Township.....	5-2
Figure 5-2: 1899 Topographic Map of Hayward and Fairview.....	5-4
Figure 5-3: 1947 Topographic Map of Hayward and Fairview	5-6
Figure 5-4: 1959 Topographic Map of Hayward and Fairview.....	5-7
Figure 5-5: 1980 Topographic Map of Hayward and Fairview	5-8
Figure 5-6: Aerial Photos of Central Fairview, 1939-1998.....	5-10
Figure 5-7: Characteristic Views in Fairview.....	5-15
Figure 5-8: Characteristic Housing and Architecture in Fairview.....	5-16
Figure 6-1: Parks and Community Facilities	6-2
Figure 7-1: Farmland Classifications in the Fairview Specific Plan Area.....	7-3
Figure 7-2: Williamson Act Lands in the Fairview Specific Plan Area	7-4
Figure 7-3: Fairview Specific Plan Area Soils	7-6
Figure 7-4: Special Status Species, Animal Species and Natural Communities	7-10
Figure 7-5: Water Bodies in and Around the Fairview Specific Plan Area.....	7-19
Figure 7-6: Watersheds in the Plan Area	7-20
Figure 8-1: Faults in and Around the Fairview Specific Plan Area.....	8-2
Figure 8-2: Seismic Hazard Zones in the Fairview Specific Plan Area	8-4
Figure 8-3: Flood Hazards in the Plan Area	8-11

LIST OF TABLES

Table 2-1: Historic Population Growth..... 2-1

Table 2-2: Housing Units by Structure Type 2-6

Table 2-3: Home Values in Fairview and Nearby Communities, 3rd Quarter 2017 2-7

Table 3-1: Existing Land Use Acreage in Fairview, 2017..... 3-3

Table 3-2: Single Family Lot Sizes in Fairview, 2017 3-7

Table 3-3: Housing Opportunity Sites in Fairview 3-11

Table 4-1: Intersection Level of Service Summary 4-4

Table 4-2: Interstate 580 Segment Operations..... 4-5

Table 4-3: Speed Survey Results, 2012 4-6

Table 4-4: Recommended Pedestrian Improvements 4-8

Table 4-5: Bicycle Level of Traffic Stress Definitions..... 4-9

Table 4-6: Proposed Class IIIA Bike Routes 4-11

Table 4-7: Fairview Priority Intersections for Monitoring 4-12

Table 6-1: Fairview’s Parks 6-3

Table 6-2: Student Generation Rates in the Hayward Unified School District 6-8

Table 7-1: Plan Area Soils and Farmland Classifications 7-2

Table 7-2: Plan Area Soils and Soil Parameters 7-5

Table 7-3: Ambient Air Quality Data 7-8

Table 7-4: Sensitive Species and Critical Habitats 7-11

Table 7-5: Special Status Animal Species Known to Occur or With the Potential to Occur Within
A 5-mile Radius of Fairview..... 7-12

Table 7-6: Special Status Plant Species Known to Occur or With the Potential to Occur Within a
5-mile Radius of Fairview 7-15

Table 8-1: DTSC Clean-Up Sites Located in the Plan Area..... 8-14

Table 8-2: Interior Noise Standards for New Development in the Fairview Area 8-17

Table 8-3: Alameda County Noise Ordinance Limits 8-18

LIST OF CHARTS

Chart 2-1: Age Distribution in Fairview and Alameda County 2-2

Chart 2-2: Racial and Ethnic Distribution of Households in Fairview and Alameda County 2-3

Chart 2-3: Types of Households in Fairview 2-4

Chart 3-1: Existing Land Use, Fairview 2017 3-4

Chart 3-2: Percent of Fairview Housing Units Built by Decade 3-8

1. INTRODUCTION

OVERVIEW

This report provides background information to support the 2017-2018 update of the 1997 Fairview Specific Plan. Following this Introduction, there are seven chapters organized around the following topics:

- Population, Housing, and Employment
- Land Use, including Agriculture
- Transportation
- Community Heritage and Aesthetics
- Community Services and Infrastructure
- Natural Resources
- Environmental Hazards

The report provides narrative, maps, and data that may be incorporated into the revised Specific Plan and accompanying environmental documents. In some cases, the report cites secondary sources (e.g., text from other plans and maps from other documents), with attribution provided as appropriate.

For most of the topics listed above, the report also cites policies in the Eden Area General Plan and the Castro Valley General Plan that may be applicable or transferable to Fairview. The Eden Planning Area includes Fairview, although the Eden General Plan states that the Fairview Specific Plan should be consulted for policy direction in the Fairview area. Fairview is subsequently excluded from the Eden Area Plan Maps and is not addressed in the text. Because the Eden Area Plan is more comprehensive, there may be some value in specifically applying some of its policies to Fairview. The Castro Valley Plan is cited because some of the land use and community design issues in Castro Valley are also present in Fairview. To the extent the Castro Valley Plan addresses rural residential issues (such as deep lots, livestock, development on steep slopes, private streets, etc.), some of its policies may be transferable to Fairview.

FAIRVIEW SPECIFIC PLAN

The Fairview Specific Plan was initially adopted in 1980 and was updated in 1997. Pursuant to California Government Code Sections 65450-65457, the specific plan is a tool for implementing the general plan for a geographic sub-area within the jurisdiction. It applies the broad policies and principles of the Alameda Countywide General Plan at a more local and fine-grained level—in this case, the unincorporated community of Fairview. State law provides that specific plans identify the “standards and criteria by which development will proceed.” While specific plans are often prepared to guide the development of large undeveloped areas, or the redevelopment of previously developed areas, the Fairview Specific Plan is focused on preserving community character, ensuring quality development and urban services, and protecting the natural environment.

The process of updating Fairview’s Plan was initiated in 2015, with a Steering Committee of about a dozen residents meeting with County staff to review the existing Plan and suggest changes. A consultant was retained by the County in March 2017 to continue the work. Two subsequent Steering Committee meetings were convened prior to the preparation of this Background report. The discussion of issues is expected to wrap up in early 2018 and a Working Draft Plan will then be prepared for review by the Committee. The Working Draft will be revised as needed to produce a Public Review Draft, which will eventually brought to the Planning Commission and Board of Supervisors for adoption.

The regional location of the Fairview Planning Area is shown in Figure 1-1 below.

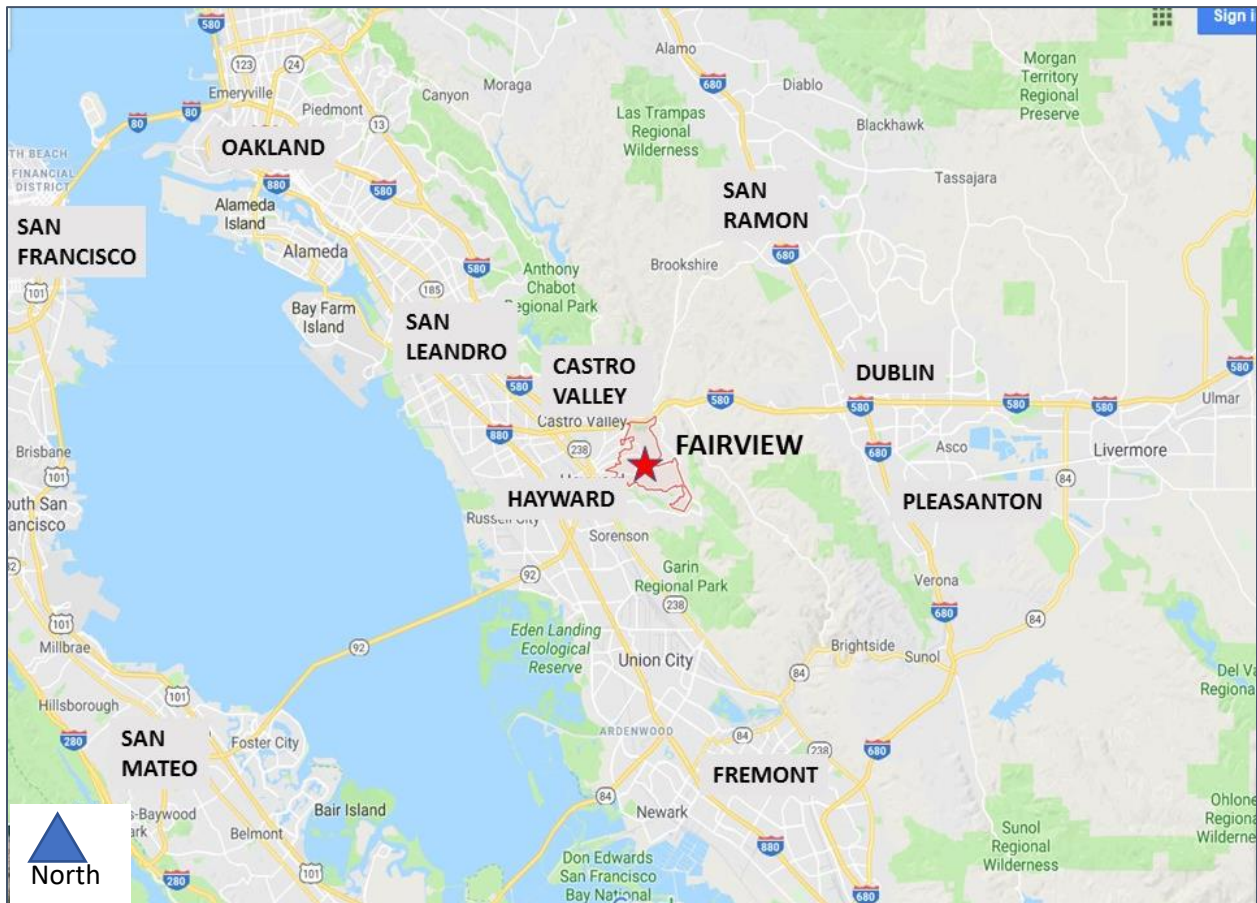


Figure 1-1: Fairview Location Map

2. POPULATION, HOUSING, AND EMPLOYMENT

POPULATION

Population and Household Size

The 2010 Census reported that Fairview’s population was 10,003. In 2016, the US Census American Community Survey estimated the population to be 10,568.¹ These figures exclude Five Canyons, which has an estimated population of about 3,000 residents.

Table 2-1 provides historical data on population in Fairview for the last six decades. The community had roughly 1,500 residents in 1950 and grew at its most rapid rate during the decade that followed. After several decades of sustained growth, Fairview’s population reached roughly 9,000 in 1990. The 1990s and 2000s have been characterized by slower rates of growth, with roughly 500 persons added each decade.

Household size in Fairview has been relatively constant since 2000. At that time, the Census indicated an average household size of 2.84. In 2010, average household size was 2.82. The 2016 American Community Survey indicated this was unchanged in 2015. The Census indicates that 51.7 percent of all Fairview households consist of just one or two persons, compared to 55.8 percent countywide. About 13.8 percent of all Fairview households have five or more persons.

Table 2-1: Historic Population Growth

Year	Population	Numerical Change	Percentage Change
1950	1,500 (est.)	--	--
1960	4,100 (est.)	2,600 (est.)	173%
1970	5,300 (est.)	1,200 (est.)	29%
1980	6,800 (est.)	1,500 (est.)	28%
1990	9,045	2,245 (est.)	33%
2000	9,470	425	5%
2010	10,003	533	6%
2016	10,568	565	6%

Source: US Census, 1990-2010, ACS, 2017.

1960-1980 estimates are based on 2.88 persons per household applied to estimated number of households at the start of each decade, using Census data on Year of Home Construction

¹ The American Community Survey is an on-going program of the US Census to estimate population and demographic characteristics in between the decennial census. It relies on a sample of the population.

Age

Chart 2-1 shows a breakdown of Fairview’s population by age in 2015 based on American Community Survey data. The chart compares Fairview with Alameda County, on the right. Relative to the County as a whole (including its incorporated cities), Fairview’s population is somewhat older. The median age is 39.7, compared to the County median of 37.1. About 15 percent of Fairview’s residents are over 65, compared to the countywide rate of 12 percent. Fairview also has a higher percentage of residents between 45 and 64, with about 30 percent of its population in this cohort (compared to 26 percent for the County). A smaller percentage of Fairview residents are children than in the County as a whole, with about 21 percent of the population under age 20 (compared to 24 percent for the County).

Like the County as a whole, Fairview has seen an increase in its older population over the past 15 years. In 2000, 38.7 percent of its residents were 45 years of age or older. By 2015, 44.7 percent of its residents were 45 or older. About 15 percent of Fairview’s residents are 65 or over.

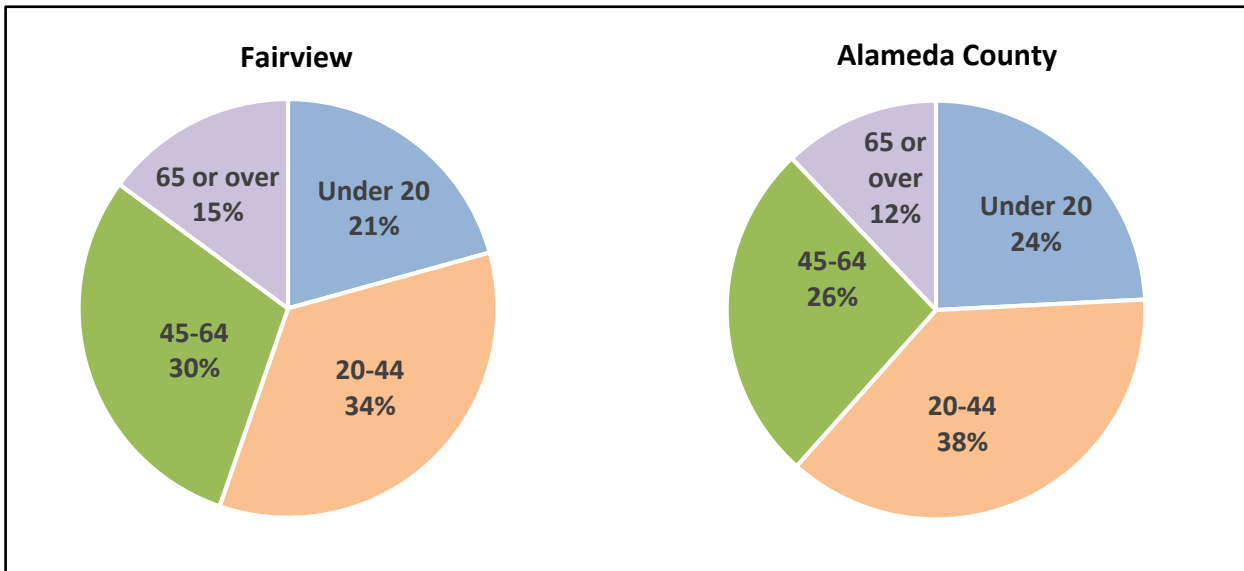


Chart 2-1: Age Distribution of Households in Fairview and Alameda County

Source: American Community Survey, 2017

Racial and Ethnic Composition

Chart 2-2 indicates racial and ethnic composition in Fairview and Alameda County. Fairview is a diverse community, with no single ethnic group predominating. The most recent data from the Census indicated the community was 34.8 percent Non-Latino White, 20.2 percent African-American, 14.1 percent Asian-Pacific Islander, 24.3 percent Latino, and 6.6 percent multi-racial or “other.” The community’s demographics are somewhat representative of the County as a whole, although Alameda County’s 1.6 million residents

include a higher percentage of Asian residents and lower percentage of African-American residents.

While Fairview and Alameda County are both diverse, multi-ethnic communities, Fairview has the unique attribute of being demographically integrated, with different racial and ethnic groups inhabiting a relatively compact geographic area. While the County as a whole consists of many separate communities where one or two ethnic groups are predominant, Fairview is truly a multi-cultural community.

In 2015, just over 30 percent of Fairview’s residents spoke a language other than English, although most of these residents were bilingual and also fluent in English. Roughly 13 percent of the community’s residents spoke English “less than very well.” This is lower than the 19 percent reported for the County as a whole. About 25 percent of Fairview’s residents are foreign-born.

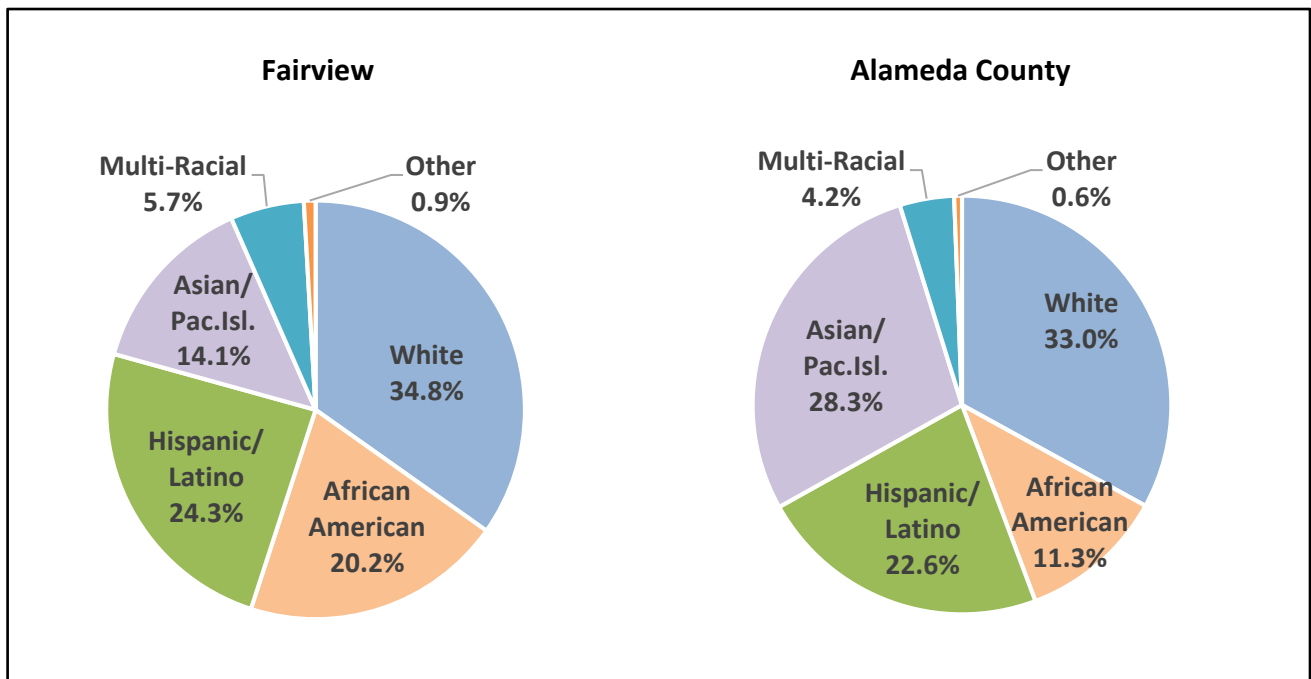


Chart 2-2: Racial and Ethnic Composition of Households in Fairview and Alameda County

Source: American Community Survey, 2017

Household Type

Fairview’s population includes about 150 people in group quarters (primarily convalescent homes), with the remainder in households. In 2015, there were an estimated 3,567 households in Fairview, an increase of about 300 households since 2000. As shown in Chart 2-3, over 17 percent of the community’s households (617) consist of single people living alone. Just over half of Fairview’s households consisted of married couples. Of this number,

742 had children under 18 living at home and 1,063 did not. Another 11 percent of Fairview’s households (403) consisted of single parents with children. The remaining 20 percent consisted of other families (e.g., siblings, widowed or divorced with adult children at home, domestic partners, etc.) and unrelated persons sharing housing.

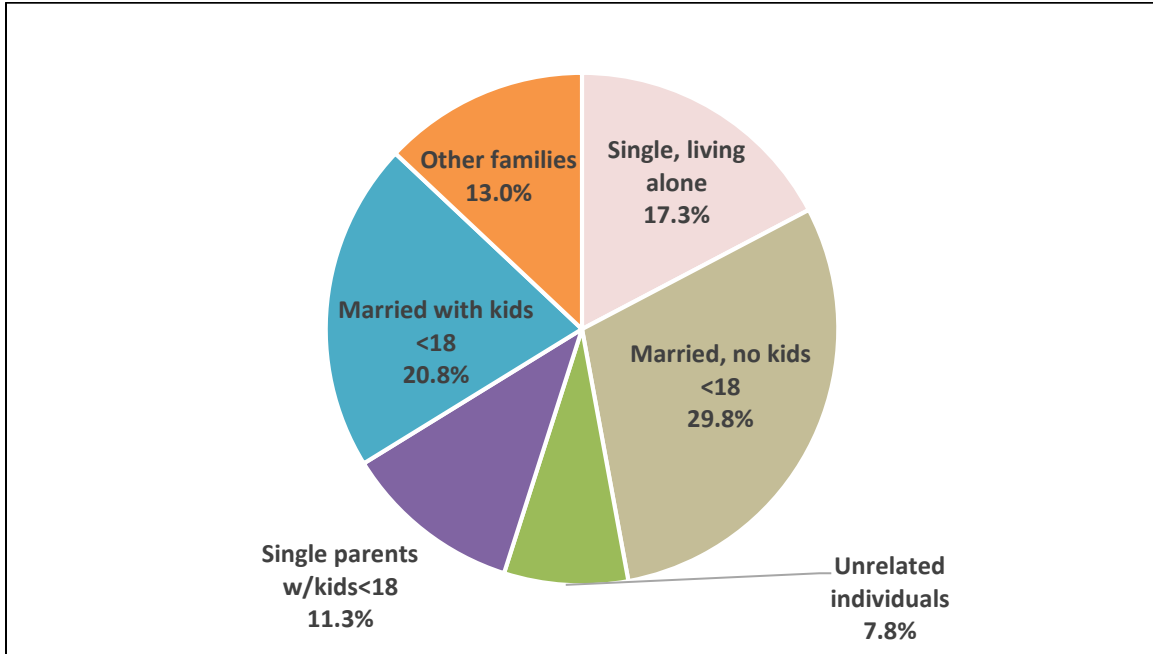


Chart 2-3: Types of Households in Fairview

Source: American Community Survey, 2017

Tenure

Approximately 78 percent of Fairview’s households are homeowners and 22 percent are renters. The owner-occupancy rate is significantly higher than the County as a whole (53 percent). Of the community’s 764 renter households, 50 percent live in single family detached homes, 15 percent live in townhomes, and 35 percent live in apartments. By contrast, 92 percent of Fairview’s owner households live in single family detached homes, with the other 8 percent residing in townhomes.

Length of Residency

Census data indicates that 41 percent of Fairview’s residents have lived in their current place of residence for 15 years or longer, compared to 27 percent in Hayward and 30 percent in the County as a whole. Approximately 11 percent of the community’s residents have lived in their current homes for at least 35 years, which is higher than the countywide average of 8 percent.

Income

The median household income in Fairview is estimated at \$96,678, which is higher than the countywide median of \$75,619. For families, the median income is \$103,873, and for other households it is \$67,634. Fairview's median income is 12 percent higher than the median income in Castro Valley and 48 percent higher than the median in Hayward.

Approximately 10 percent of Fairview's households earn less than \$25,000 a year, and another 9 percent earn between \$25,000 and \$50,000 a year. Residents in these income categories may experience severe cost burdens due to high housing costs. About 48 percent of Fairview's households have incomes exceeding \$100,000 a year, and 11 percent have incomes exceeding \$200,000 a year. Roughly 7.6 percent of Fairview's households live below the poverty line, which is lower than the 11.5 percent rate for the County as a whole.

Educational Attainment

Over 92 percent of Fairview's residents over age 25 have a high school diploma or higher. About 37 percent have "some college" or an Associate's Degree, and about 35 percent have a Bachelor's Degree or higher. The percentage with a Bachelor's Degree or higher is slightly lower than Castro Valley (37 percent) and substantially higher than Hayward (25 percent).

Vehicle Ownership

Fairview residents have a substantially higher rate of vehicle ownership than the countywide average. In fact, 34 percent of the City's households have three or more vehicles, compared to 21 percent countywide and 26 percent in Hayward. About 9 percent of Fairview households have four or more motor vehicles. Less than 2 percent of the community's households do not have a car, and about 24 percent own just one motor vehicle.

The community is highly auto-dependent, with low rates of transit use compared to the Bay Area as a whole. Only 8 percent of Fairview's employed residents use transit in their daily commute, compared to 14 percent countywide. Fairview residents also have slightly longer commutes. About 54 percent of Fairview's employed residents commute at least 30 minutes each way to work, compared to 50 percent in the county as a whole.

HOUSING

Structure Type

Fairview is primarily a community of single family homes. Table 2-2 indicates the number (and percentage) of housing units by structure type in Fairview in 2016. Almost 83 percent of the housing units in Fairview are single family detached homes and about 9 percent are townhomes. The remaining 8 percent are classified by the Census (and tax assessor) as multi-family units, although some are accessory dwellings, duplexes, and multiple detached dwellings on the same property. Only about 200 of Fairview's 3,657 housing units are in apartment complexes.

Table 2-2: Housing Units by Structure Type

Structure Type	Number	Percentage
Single-Family Detached	3,047	83.3%
Single Family Attached	311	8.5%
2-4 Units	88	2.4%
5-9 Units	11	0.3%
10+ Units	190	5.2%
Mobile Home & Other	10	0.3%
Total	3,657	100.0%

Source: US Census, American Community Survey, 2017

House Size

Homes in Fairview tend to be larger than homes elsewhere in Alameda County. About 28 percent of the housing units contain four bedrooms or more, compared to 20 percent countywide and 16 percent in Hayward. Only 2 percent of the housing stock consists of studios and one-bedroom units, compared to 20 percent countywide. About 54 percent of Fairview’s homes have three bedrooms. The median number of rooms per housing unit is 6.1, which is higher than Castro Valley’s median of 5.6 and the countywide median of 4.9.

Vacancy Characteristics

According to the US Census, Fairview has an extremely low vacancy rate. Only 2.4 percent of the housing stock was vacant in 2015. This compares to 3.6 percent in Castro Valley and 5.2 percent in Alameda County as a whole. By contrast, the Census indicated that 4.2 percent of Fairview’s housing units were vacant in 2010 and 2.1 percent were vacant in 2000.

Housing Costs

Housing costs in Fairview are somewhat lower than the average for Alameda County but higher than Hayward and unincorporated Cherryland. Table 2-3 indicates that the median home value in Fairview in the third quarter of 2017 was \$690,000. This is an 8.4 percent increase over 2016, which is a slightly faster rate of appreciation than was experienced countywide.

Home prices have risen rapidly since 2012, when the median home value in Fairview was just \$347,000. The current median represents a doubling of prices in just five years. The year 2012 marked the bottom of the market, following a precipitous price drop in 2008-2011. In September 2007, median home prices in Fairview had reached \$640,000. Current prices indicate that the market has recovered from the Great Recession, with prices now at an all-time high. Market demand continues to be strong, with new homes in Fairview selling for significantly more than resales.

Rent has also risen rapidly since 2012. According to Zillow, the median rent in Fairview was \$2,002 in March 2012. By August 2017, median rent was reported to be \$2,986 a month, an increase of 49 percent. A search of Craigslist ads in September 2017 found six listings in Fairview, including one two-bedroom apartment for \$1,955 and five single family homes with an average rent of \$2,909.

Table 2-3: Median Home Values in Fairview and Nearby Communities, 3rd Quarter 2017

Community	Median Home Value	Year-Over-Year Increase
Fairview	\$690,000	8.4%
Alameda County (all)	\$782,900	7.6%
Cherryland	\$561,800	9.3%
Hayward	\$600,900	11.3%
Castro Valley	\$793,500	6.7%
San Leandro	\$605,900	9.0%
Dublin	\$810,600	4.9%

Source: Zillow, 2017

Year 2040 Projections

Because Fairview is unincorporated, the County and regional agencies do not prepare population projections for Fairview alone. However, Alameda County Transportation Commission and the Metropolitan Transportation Commission each maintain traffic forecasting models that include growth assumptions for small “traffic analysis zones” (TAZs) in Alameda County. The TAZs corresponding to Fairview were presumed to grow by roughly 340 single family homes in 2010-2040, or about 17 homes a year. This level of growth would be expected to yield roughly 1,000 residents.

This is a much slower growth rate than was experienced during the previous 30-year period (1980-2010), when more than 1,000 homes were added. In general, Fairview’s growth rate has slowed as the community has approached buildout.

EMPLOYMENT

Fairview is primarily a residential community and has far more employed residents than jobs. Jobs in Fairview are principally associated with public and private schools, faith institutions, nursing facilities, and home-based services and businesses. There are no major office or retail uses, other than Bay Hill Market, a small grocery store. Based on the countywide data used for transportation planning, there are approximately 800 jobs in the community.

3. LAND USE

The purpose of this chapter is to document land use conditions in the unincorporated community of Fairview, California. The report will be used as background information for the Fairview Specific Plan Update, and as the basis for evaluating land use impacts in the environmental document. The Land Use report describes the general arrangement and distribution of residential, commercial, public, open space, and other land uses in the community. It includes quantitative data on the acreage in various uses, the density and intensity of these uses, and parcel sizes and characteristics. The chapter also describes vacant and underutilized land in Fairview, assessing its potential for future development. It also includes a review of current land use plans and land use regulations for the community.

REGIONAL CONTEXT

Fairview is part of a continuous urbanized area extending along the east side of San Francisco Bay from the Carquinez Straits on the north to San Jose on the south. It is located east of the City of Hayward and south of the unincorporated community of Castro Valley. Walpert Ridge and the unincorporated planned Five Canyons subdivision form the eastern boundary, while the low-density neighborhoods of the Hayward Hills are located to the south. The terrain is hilly to gently rolling, with elevations ranging from 200 feet near Don Castro Reservoir (and also at East Avenue and E Street near the Hayward city limits) to 1072 feet on Fairview Avenue in the southeast corner of the community.

Fairview's land area is 2.81 square miles, or about 1,800 acres. Its population density is 3,763 persons per square mile, which is comparable to Castro Valley (3,628 persons per square mile) and indicative of a low-density suburban setting. Densities in nearby unincorporated communities such as Ashland, Cherryland, and San Lorenzo are considerably higher. Fairview is considered part of Eden Township, one of six townships that date to the initial settlement of Alameda County in the 1800s. Whereas the developed areas in the townships to the north (Alameda, Brooklyn and Oakland), south (Washington), and east (Murray) largely became incorporated cities, much of Eden Township remained unincorporated and continues to be governed by Alameda County.

Fairview originated as an agricultural area, with orchards, ranches, and small farms. Residential subdivision began in the 1940s and continued through the second half of the 20th Century at a steady pace. Most of the development was typical of the post-war era, with small orchards and agricultural tracts divided into single family lots of 5,000 to 15,000 square feet. Many of these tracts were designed without through-street requirements, resulting in a pattern of short dead-ends and cul-de-sacs. Some of the larger properties were subdivided into rural residential and "ranchette" lots with private streets and long driveways. A few of these properties continue to support hobby farms and non-commercial livestock operations, including barns, stables, and facilities for horses. The blend of suburban development, rural residences, equestrian facilities, and open space—in a setting characterized by hilly terrain, woodlands, creeks, and panoramic views-- gives Fairview a unique character that is valued by its residents. Fairview combines city and country living, creating a unique environment that distinguishes it from Hayward, San Leandro, Pleasanton, and other nearby cities.

OVERVIEW OF LAND USE PATTERN

Fairview is a suburban to semi-rural residential community, with an average gross density of two units per acre. The highest residential densities generally occur in the northern and western portions of the community in subdivisions along Kelly Street, D Street, and East Avenue. Each of these streets originates in Downtown Hayward (as B, D, and E Streets, respectively) and extends westerly at a different angle before terminating in Fairview.

Kelly Street provides the primary means of access to a series of single family residential subdivisions along north-south streets such as Byron, Northview, Mossy Rock, and Lakeridge. Additional single-family subdivisions exist along Bayview and Woodroe to the north of Kelly. Woodroe also provides access to Don Castro Regional Recreation Area (RRA), the largest public open space in Fairview and a major recreational resource. The “Kelly Hill” community was primarily developed in the 1950s-1960s and is mostly built out. However, some of the intervening lots along Kelly and other collector streets still contain original farm houses and are several acres in size. Don Castro RRA provides a clear northern edge to the community as well as a buffer between Fairview and the I-580 freeway. There is no direct access to Interstate 580 from Fairview.

The D Street “spine” provides access to central Fairview, including Fairview School, the original Fire Station, and Lone Tree Cemetery. Maud Avenue and Hansen Road provide north-south access between Kelly Street to the north and East Avenue to the south. The prevailing land use pattern along these collector streets consists of small subdivisions, many of which include a single dead-end street off the collector, with single family homes on both sides. The area along D Street around San Felipe Park contains the highest densities in the community, including several multi-family housing complexes.

E Street and East Avenue provide access to the southwestern part of Fairview. E Street is essentially a long dead-end collector street, providing access to small subdivisions and planned unit developments. East Avenue is semi-rural in character, with many narrow, deep parcels and a handful of small subdivisions accessed by short dead-end courts. East Avenue School is a major community focal point in this area, as are a number of large churches (Pilgrim Temple and St. Antonius Greek Orthodox). This area also contains the only commercial uses in Fairview. East of Windfeldt Road (which connects to 2nd Street), East Avenue provides the sole point of access to several subdivisions further east, and to East Avenue Park.

The Second Street corridor forms the southern border of Fairview and provides an alternate means of ingress and egress, as well as a connection to the Cal State East Bay area (via Campus Drive). It too includes small single family residential subdivisions and rural residences, many of which back on to creeks on the north and south.

The eastern parts of Fairview are hillier and less dense than the western half. East of Lone Tree Cemetery, Fairview Avenue forms a spine that provides access to rural residential subdivisions and large lots, many of which are on steep terrain. The area includes a mix of newer subdivisions with large, high-end homes, and older heavily wooded lots developed incrementally over the last 50 years. There are also a number of active agricultural operations, including a

vineyard. Star Ridge, Amyx Court, and other narrow private dead-end streets provide access to individual homes in this area. A “panhandle” portion of Fairview extends further southwest, following Walpert Ridge along Fairview Avenue and including large lots along Arbutus Court. The Hayward Hills/ Stonebrae residential area lies just beyond along the ridgeline.

Five Canyons was once part of Fairview but was removed from the community boundaries at the time of its development. This community of approximately 600 acres was developed in the late 1990s as a master planned community with roughly 1,000 homes and a network of parks and community facilities. The Blackstone subdivision, with about 40 estate lots, was similarly removed from the Fairview boundary.

EXISTING LAND USE ACREAGE TABULATION

Table 3-1 shows the existing acreage in various land uses in 2017. The same information is shown graphically in Chart 3-1 and is mapped in Figure 3-1. The data source is the 2017 Alameda County Tax Assessor data base. There are 3,705 parcels in the Fairview recorded by the County Assessor. Each parcel is assigned a four digit “use code” by the Assessor’s Office for tax purposes. For example, single family homes are coded “1100,” duplexes are coded “2200,” churches are coded “6600,” and so on. Codes also exist for various types of vacant and non-taxable land. For non-taxable land, aerial photos and ownership information were used to determine the nature of the use (school, park, etc.). For other properties, use codes were aggregated into nine categories as shown in Table 3-1. The acreage in streets and other rights of way represents the residual area leftover after the other uses are subtracted from the total area of Fairview.

Table 3-1: Existing Land Use Acreage in Fairview, 2017

Land Use (excludes water)	Acres	Percent of Total
Rural Residential (single family on lots larger than one acre)	483.7	26.9%
Low Density Residential (single family on lots smaller than one acre)	595.6	33.1%
Medium Density Residential (attached units and multi-family)	79.7	4.4%
Vacant/ Agricultural	178.3	9.9%
Commercial	2.4	0.1%
Public/ Quasi-Public	49.9	2.8%
Local Parks	52.9	2.9%
Regional Parks	95.5	5.3%
Private Open Space	93.5	5.2%
Roads and public right-of-way	167.8	9.3%
TOTAL	1,799.3	100.0%

Source: Alameda County Parcel Data Base, 2014. Barry Miller Consulting, 2017

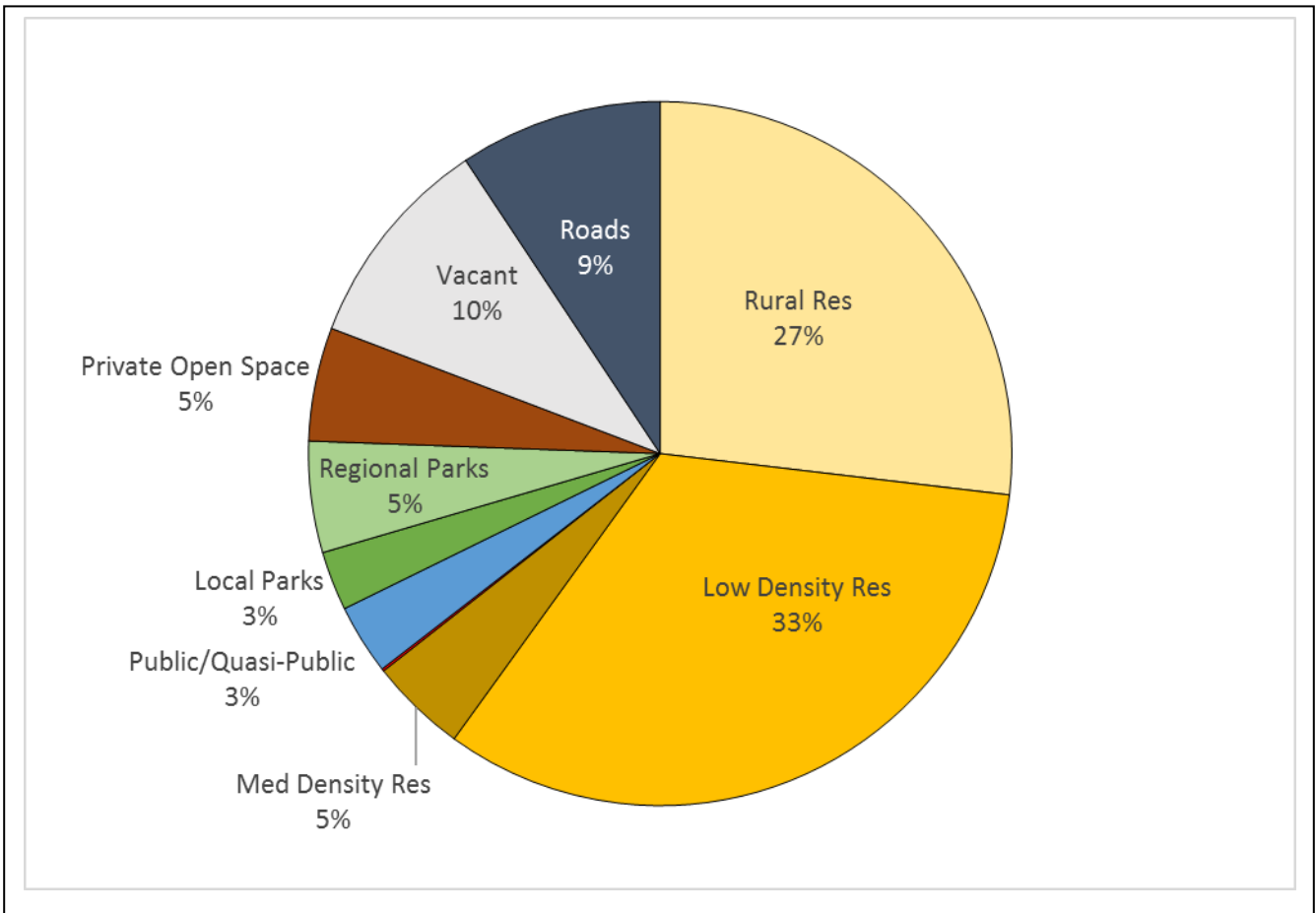


Chart 3-1: Existing Land Use, Fairview 2017

As Table 3-1 and Chart 3-1 indicate, approximately 65 percent of Fairview is comprised of residential land uses. Roughly half of this area—about 600 acres---consists of single family detached homes on lots smaller than one acre in size. Nearly 500 acres consists of rural residential development on lots larger than one acre. Many of these lots are characterized by grassy hillsides, woodlands, and steep terrain, giving them an open space character rather than a residential character. About 80 acres within Fairview consists of medium-density residential uses. This includes townhome developments, condominiums, apartment complexes, and planned unit developments (PUDs), as well as individual parcels with duplexes, triplexes, or multiple dwellings on the same lot.

The remaining 35 percent of Fairview’s area is comprised of parks, schools, churches, undeveloped public and private open space, vacant private land, utilities, and roads. Parks are 8 percent of the community’s area; however, a majority of this acreage is within Don Castro Regional Park. Local (neighborhood and community parks) total just over 50 acres. Public and quasi-public facilities also total about 50 acres and include two elementary schools, the Fairview fire station, utility lands (water tanks, power line corridors, etc.), and religious institutions. Commercial uses represent just one-tenth of one percent of Fairview, with only two acres.

Insert Figure 3-1: Existing Land Use

Private open space areas include the Lone Tree Cemetery and dedicated commons or pocket parks within planned developments and townhome complexes. Approximately 178 acres in Fairview, or about 10 percent of the community, is vacant land. Some of this land is in agricultural or grazing use but is classified as vacant because its zoning permits residential development. Roads comprise about 10 percent of Fairview’s area, or just under 170 acres.

Characteristics of Fairview’s Residential Land Uses

Alameda County Tax Assessor records indicate approximately 2,930 parcels with single family detached homes in Fairview.¹ Table 3-2 shows the distribution of these parcels by lot size, as well as the total area of all parcels in a given lot size interval. While much of Fairview is rural, most of its neighborhoods are suburban in character. The median single family lot size in the community is 7,475 square feet. In fact, 67 percent of Fairview’s single family lots are smaller than 10,000 square feet and nearly half of the lots in the community are between 5,000 and 7,500 square feet.

The smaller lots tend to be clustered in in the northern and western parts of the community and comprise a relatively small percentage of Fairview’s land area. Although two-thirds of Fairview’s lots are less than 10,000 square feet, these lots collectively comprise 28 percent of the total single family residential acreage. Fairview has a relatively large number of lots between 10,000 and 20,000 square feet, and a large number of lots over an acre—especially relative to the incorporated cities of Alameda County. About 8.4 percent of Fairview’s single family lots are larger than one acre, but these lots represent 44.2 percent of the single family residential acreage.

As noted in the previous section, the larger lots tend to be located in the eastern half of Fairview, where the terrain is steeper and many properties are served by narrow private roads. However, collector streets such as East Avenue and 2nd Street often include frontage by lots greater than one acre. Some of these lots are zoned in a manner that would facilitate subdivision into smaller lots (or split lots), but many are awkwardly shaped and would not meet required standards for frontage and lot dimensions if divided. There are many flag lots (lots accessed by a long pandhandle driveway, with the residence “behind” another home closer to the street). The fragmented nature of ownership, coupled with terrain and limited road access, tends to limit the potential for these parcels to be more intensively developed. Aggregation of parcels by private parties could potentially make development more feasible on some of these sites.

In addition to its single-family detached lots, Fairview includes approximately 350 parcels with attached single family homes (e.g., townhomes and planned unit developments). These include Oak Creek (near the Coptic Church on Hansen Road), Lakewood Village (off Woodroe Road near Don Castro), Sally Creek (off East Avenue), Bayview Townhomes and Monte Vista (off D Street), and Hayward Hills (Dover Lane) off of E Street. Densities in these areas are typically about 20 units per acre, with areas of common open space included in each development.

¹ The actual number of parcels and total land area is slightly (less than 5%) higher than the figure shown here. The 2,930 parcels (1026 acres) all have a County Assessor Use Code of 1100. A few single family homes have other use codes, including those with legal accessory dwelling units or commercial agricultural operations.

Table 3-2: Single Family Lot Sizes in Fairview, 2017 (*)

LOT AREA	NUMBER OF LOTS	PERCENT OF ALL SINGLE-FAMILY LOTS	TOTAL LAND AREA (ACRES)	PERCENT OF TOTAL ACRES
Smaller than 5,000 SF	103	3.5%	9.2	0.9%
5,500-7,499 SF	1,369	46.7%	187.7	18.3%
7,500-9,999 SF	473	16.1%	92.1	9.0%
10,000-14,999 SF	421	14.4%	113.6	11.1%
15,000-19,999 SF	130	4.4%	51.5	5.0%
20,000-29,999 SF	109	3.7%	60.9	5.9%
30,000-43,559 SF	80	2.7%	67.9	6.6%
43,560 (one acre)-59,999 SF	125	4.3%	140.0	13.6%
60,000-79,999 SF	42	1.4%	66.4	6.5%
80,000-99,999 SF	32	1.1%	65.9	6.4%
100,000-149,999 SF	28	1.0%	79.2	7.7%
Larger than 150,000 SF	18	0.6%	91.9	9.0%
GRAND TOTAL	2,930	100.0%	1,026.3	100.0%

(*) Includes lots developed with single family homes (County Use Code 1100) only. Totals do not exactly match Table 1 residential totals, which also include other residential use codes, such as rural / ag residences, and homes with accessory dwelling units.

Source: Alameda County Assessor's Records, 2017. Barry Miller Consulting, 2017

Fairview also includes multi-family uses. The largest multi-family complexes are Siena Pointe Apartments (22842 Vermont Street—adjacent to San Felipe Park), with 109 units; Vermont Hills Apartments (22811 Vermont—also adjacent to San Felipe Park), with 64 units; and Sparks Way Commons (2750 Sparks, off of Woodroe), with 45 units. The latter is an affordable housing development managed by Eden Housing. Data from the US Census generally correlates with the Assessor data, and indicates that there are just over 200 units in multi-family buildings (with 5 units or more) in Fairview as of 2015. The Census indicates that there are 88 units in smaller multi-family buildings with 2, 3, or 4 units.

In 1940, the area within the Fairview Plan boundary had fewer than 300 homes. Today, the area has about 3,650 homes, an increase of over 1,000 percent. As indicated in Chart 3-2, the periods of greatest growth were the 1950s and 1980s. The 1950s was a particularly robust decade for home construction, with nearly 1,000 units added. Many of the subdivisions along Kelly Street were added during this time period. The 1980s were also a period of substantial growth, with 800 units added. Most of the townhome developments in Fairview were added during this time period, and several large subdivisions were built. The past 15 years have seen a slower growth rate, with only about 200 units added since 2000.

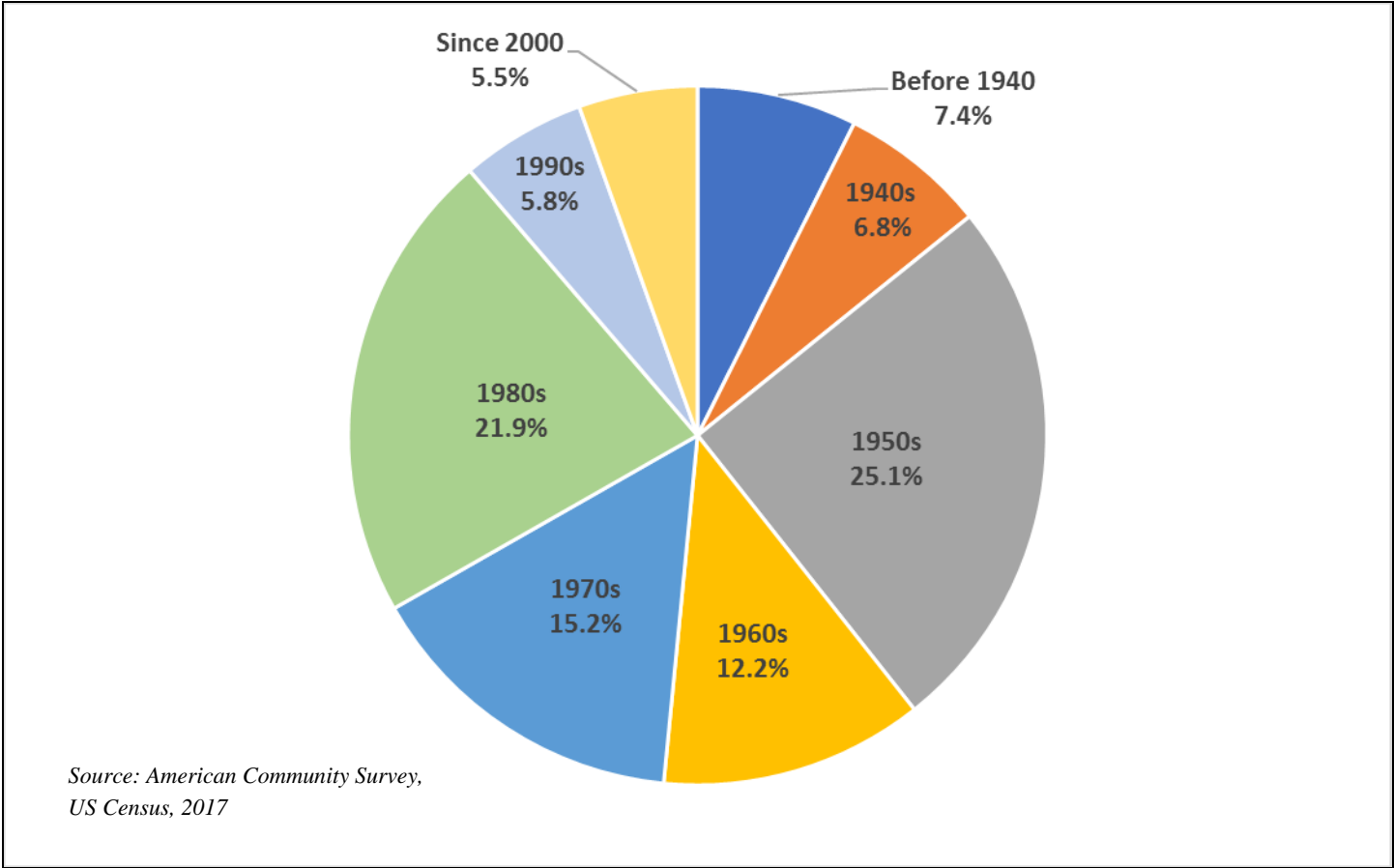


Chart 3-2: Percent of Fairview Housing Units Built By Decade, 2016

Vacant Land and Development Capacity

Tax assessor records indicate that there are 207 parcels in Fairview totaling 156.7 acres classified as “vacant residential land zoned for four units or less.” Many of the properties with this Use Code are owned by persons residing on adjacent lots. In such cases, the parcels are often legally separated but functionally integrated, with the second lot used for landscaping, parking, gardening, swimming pools, accessory structures, and other purposes. In other cases, the second lot is landlocked and has no street frontage. These factors significantly reduce the development potential of these properties.

About 20 of the vacant lots are too small to support a single family home, including “remnants” left behind through lot splits and subdivisions. Others are individual vacant lots in subdivisions that were skipped over when the development was built. In fact, more than one-third of the vacant lots in Fairview are less than 10,000 square feet, and 60 percent are less than 20,000 square feet. About 50 of the lots are larger than one acre, including nine that are larger than three acres. Some of these properties have slope constraints, contain creeks and sensitive natural

areas, and are not well suited for suburban density development. This is reflected by their zoning, which in many cases sets a requirement of one building site per one to five acres, effectively precluding any opportunity for subdivision.

In addition to the properties classified as “vacant,” Fairview also includes underutilized properties. These are typically large parcels that contain an older single-family home (e.g., they are already “developed”) but with zoning that would allow additional units on the property. Over time, the owners of such properties have pursued lot splits, minor subdivisions, and in some cases major subdivisions to capitalize on their residential zoning. The use of larger lot zoning (minimum site area per building requirements) has curbed this practice in some parts of Fairview, but it continues in others.

An estimate of Fairview’s residential development potential was made in 2014 as part of the Alameda County Housing Element Update. Figure 3-2 shows identified Housing Opportunity Sites, which are locations where the County has determined that an opportunity exists to meet the regional need for new homes to serve the Bay Area’s growing population. A profile of these sites is contained in Table 3-3. The appearance of a site on this list does not mean that a development has been proposed—it simply means that the zoning is in place to enable future development. The owner of each site may choose to pursue housing development, or he/she may not. Housing is also allowed on many of the sites that do not appear on Figure 3-2—the Figure merely represents the County’s evaluation of which are most likely to develop in the future.

The Housing Element focuses on sites with the potential for more than one unit and sites with relatively few constraints. Many of these sites are adjacent to one another and were identified because of the potential to be aggregated into larger properties where development may be more feasible. The value and size of these properties, relative to the value of the improvements, suggests that market conditions favor the development of additional homes on these lots. The number of homes projected in the Housing Element is based on the “realistic capacity,” which is based on recent projects. In all cases, zoning would allow a higher number of units, but the County has complied with State of California requirements to be conservative in their estimates of development potential in order to ensure a sufficient supply of sites.

Table 3-3 indicates the potential for 268 units on the Housing Opportunity Sites. This is a net gain of 223 units over current conditions (there are existing homes on many of the sites that would likely be removed if these sites were to see new development). The sites tend to be clustered in a few areas, including Central Fairview (near Maud, D and Fairview), along East Avenue, and close to Kelly Street north of San Felipe Park. There are also several large parcels along Fairview Avenue east of Lone Tree Cemetery and west of the Blackstone subdivision. All of the sites in Fairview are zoned for low-density single family use; none have been deemed suitable for higher densities. The average presumed density on the sites for Housing Element purposes was 3.1 units per net acre (roughly 14,000 square feet of lot area per unit).

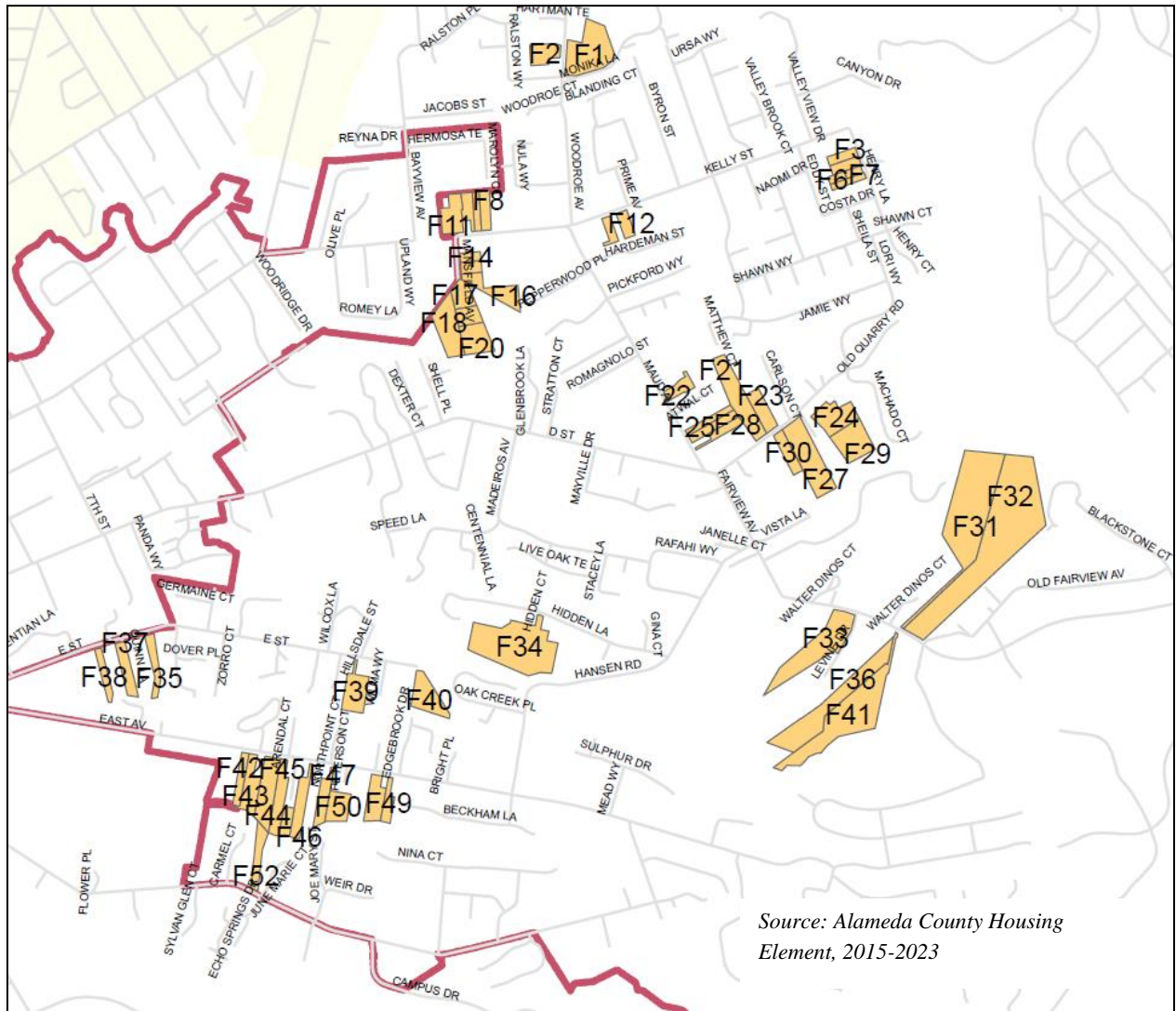


Figure 3-2: Alameda County Housing Opportunity Sites in Fairview

Table 3-3: Housing Opportunity Sites in Fairview (As Listed in the 2015-2023 Alameda County Housing Element)

Site #s	Address	Zone	Area (SF)	Status	Realistic Capacity (new units)
F1	22502 Woodroe Av	R-1	134,944	institutional	14
F2	22505 Woodroe Av	R-1	40,605	SF home w commercial	4 (net 2 new)
F3, 4, 5, 6, 7	23031, 23039, 23047, 23063 Henry	R-1	80,714	Older SF homes	8 (net 4 new)
F8-11	2700, 2658, 2600, 2598 Kelly	R-1	149,422	Older SF homes	14 (net 10 new)
F12-13	2931, 2921 Kelly	R-1	40,677	Older SF homes	4 (net 2 new)
F14-20	22866, 23000, 23093, 23090, 23098 Mansfield Av.	R-1	307,404	7 adjacent sites, some vac, some older SF homes	31 (net 26 new)
F21, 23, 25, 26, 28	3216, 3230 D St, 23756, 23790, 23830 Maud	R-1(B-E)	232,322	5 adjacent sites, older SF homes	17 (net 12 new)
F22	23572 Maud Av	R-1	27,660	Older SF home	2 (net 1 new)
F24, 29	3289, 3291 D St	R-1(B-E)	164,331	Older SF home	10 (net 8 new)
F27, 30	3247, 3231 D St	R-1(B-E)	166,043	Older SF home	10 (net 8 new)
F31-32	Fairview Ave	R-1(B-E)	861,860	Vacant, utility	52
F33	24717 Fairview	R-1(B-E)	156,083	Older SF home	6 (net 5 new)
F34	2663 Hidden Ln	R-1(B-E)	256,782	Older SF home	15 (net 13 new)
F35	1665 E St	R-1(B-E)	34,060	Older SF home	3 (net 2 new)
F36, F41	24867 Fairview Ave	R-1(B-E)	427,923	One site Vacant One site older SF home	16 (net 15 new)
F38	1615 E St	R-1(B-E)	28,121	Older SF home	2 (net 1 new)
F39	1989 E St	R-1(B-E)	65,268	Older SF home	6 (net 5 new)
F40	2141 E St	R-1(B-E)	70,451	Older SF home	6 (net 4 new)
F42-46, F51	24380 Peterson	R-1(B-E)	281,222	Older SF homes, 6 contig. sites	26 (net 21 new)
F47, 50	East Av	R-1(B-E)	87,061	Vacant	7
F48,49	2085, 2091 East Av	R-1(B-E)	77,064	Older SF homes	4 (net 4 new)
F52	24696 2 nd St	R-1(B-E)	44,916	Older SF home	4 (net 3 new)
TOTALS			85.74 Ac.		268 (net 223 new)

Source: Alameda County Housing Element, 2015

The most viable sites for housing growth are those along the major collector streets. Some of these sites could potentially support small cul-de-sac subdivisions with five to 15 lots. However, even on these lots, parcel dimensions present significant constraints. Many of the parcels are long and narrow (for example, 800 feet deep and 125 feet wide), leading to proposals for interior streets along the longest property line with a single row of lots facing the street. In the past, this has resulted in redundant, disconnected parallel streets separated by fences, as well as emergency access and circulation issues. Ideally such sites would be aggregated before they are developed, but this is often infeasible due to ownership patterns.

Several of the Housing Opportunity sites already have pending applications for development. Sites F-27/30 and F-24/29 have been proposed for single family subdivisions (Fairview Orchards and Fairview Meadows). The current application for these sites proposes 31 lots (compared to 20 units estimated by the Housing Element),² Site F31 also has been proposed for subdivision (Fairview Gardens). The current application proposes 27 lots, while the Housing Element presumed 20 units. However, the subdivision application includes 6.8 acres of additional land that was not identified in the Housing Element.

As noted earlier, there are also a large number of vacant lots in Fairview located in existing subdivisions that are capable of supporting one dwelling unit each. Added to the Housing Element sites, the total “buildout” potential of Fairview is estimated to be roughly 350 to 400 additional units.

Fairview also has the potential for a small amount of commercial development. There are three commercially designated properties in the community, all located at the corner of East Avenue and Windfeldt Road (southeast of East Avenue School). The largest of these sites (2.4 acres) contains Bay Hill Market, an independent supermarket built in the 1950s. One of the other sites (0.25 acres) is vacant and the third (0.8 acres) is heavily constrained by overhead PG&E transmission lines. There are also a number of churches and private schools in the community that could potentially support additional structures.

LAND USE POLICY AND REGULATIONS

Alameda County General Plan

The County General Plan consists of several documents, including some applying countywide and some applying to specific geographic areas. Countywide elements address Housing, Conservation, Open Space, Safety, Noise, Parks and Recreation, and Scenic Routes. Some of these elements have been recently updated while others are more than 40 years old. The Sub-Area General Plans cover East County, Eden Area, and Castro Valley. Each of these elements address land use and transportation, as well as the topics listed above. These elements also include land use plan maps, indicating allowable densities and intensities in the Planning Area.

² *The Housing Element assumptions are intentionally low, in order to demonstrate to the State of California that the County has sufficient land to meet its regional housing need. The State requires that local governments base their assumptions on densities on comparable sites rather than what is allowed by zoning. It is common for housing sites to develop with many more units than what is assumed by the Housing Element.*

The County General Plan also includes a Climate Action Plan, and a Health and Wellness Plan for Ashland-Cherryland.

Because Fairview is within the Eden Planning Area, the Eden General Plan is considered the guiding planning policy document. The Eden General Plan was adopted in 2010 and covers Ashland, Cherryland, San Lorenzo, Hayward Acres, and Fairview. However, the Plan explicitly states that the Fairview Specific Plan contains the goals, policies, and zoning regulations that apply to Fairview, and excludes Fairview from its maps and analyses. Because the Specific Plan is required by State law to be consistent with the General Plan, the broader policies of the Eden Area Plan apply on topics that are not addressed by the Fairview Specific Plan.

As an unincorporated community, Fairview is subject to County zoning. Again, the Specific Plan supersedes the zoning regulations and includes additional standards that are place-based or that respond to unique issues in the community. County zoning standards and land use regulations may apply for those attributes of land use and development that are not covered by the Specific Plan.

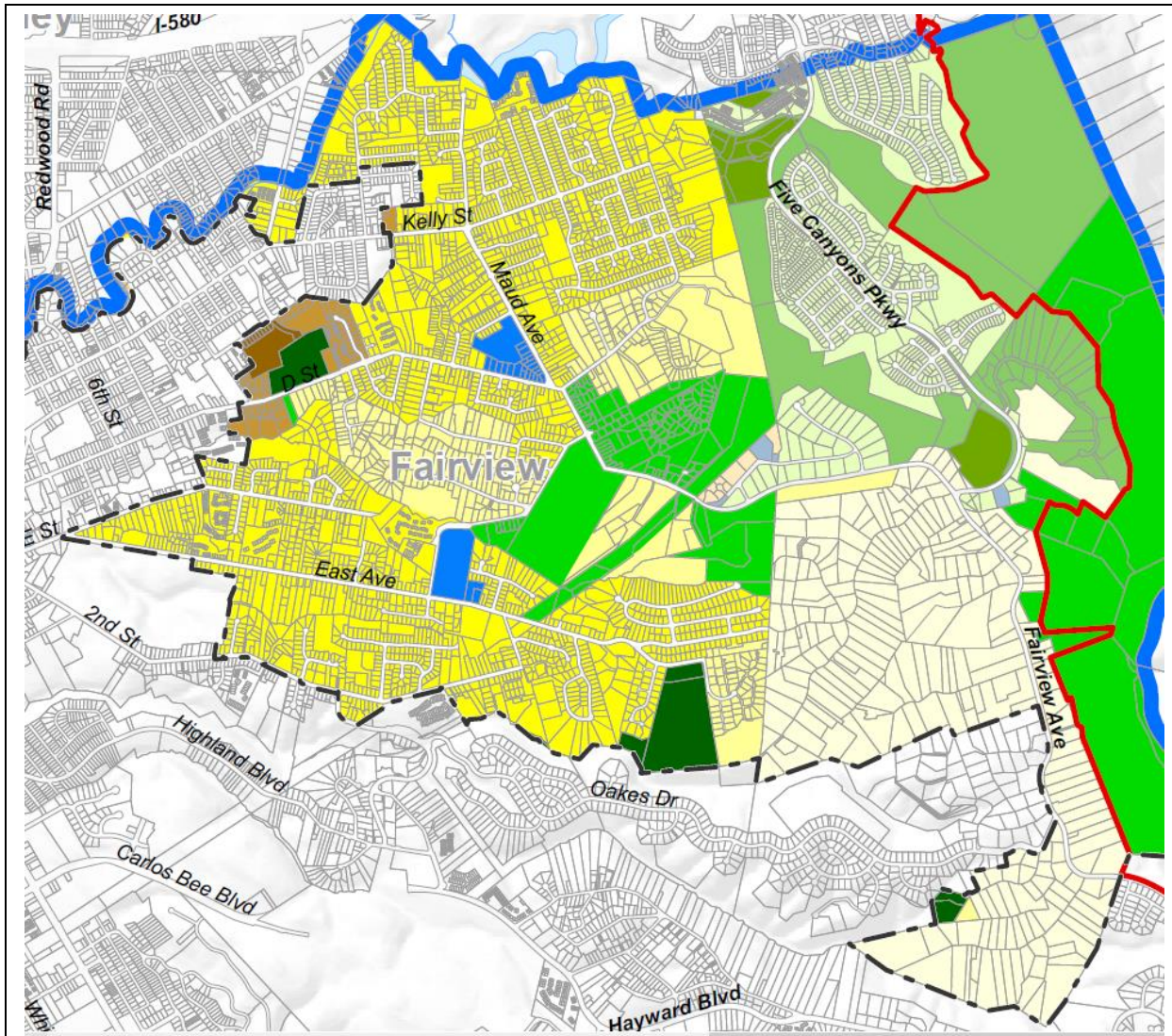
Eden General Plan

The Eden General Plan includes elements addressing Land Use, Circulation, Parks and Recreation, Public Facilities and Services, Noise, Public Safety, and Greenhouse Gas Action. Each element includes background information, followed by goals, policies, and actions. The Land Use Element also defines the land use designations applicable on the General Plan Map for this area, and the Circulation Element defines roadway classifications for the area. As noted earlier, the Plan defers to the Fairview Specific Plan for all of Fairview and excludes Fairview from its maps, tables, and narratives.

Many of the policies address issues of interest to Fairview residents but are not covered by the Specific Plan. As currently drafted, the 1997 Specific Plan is focused on development standards and issues related to land subdivision and construction. The 2010 Eden General Plan is much broader, and addresses topics such as cultural resource preservation, pedestrian safety, truck routes, and the arts. While these policies arguably apply to Fairview by virtue of Fairview's location within Eden Township, the omission of Fairview from the Plan Area boundary makes the link less explicit than it could be. Some of the policies (or action) should be included in the Specific Plan as it is re-drafted.

Hayward General Plan

Fairview is located within the Hayward Sphere of Influence. As such, it is part of Hayward's planning area and is covered by the Hayward 2040 General Plan. Hayward's General Plan Map includes designations for all of Fairview (see Figure 3-3). However, because the Alameda County General Plan does not include designations for Fairview, the City of Hayward has applied "best fit" designations based on its own land use categories. Most of Fairview is shown as "Low Density Residential" (4.3-8.7 units per net acre) or "Suburban Density Residential" (1.0-4.3 units per net acre) The eastern part of the community is shown as "Rural Estate Residential" (1-5 acres per unit).



Map reproduced from
Hayward General Plan, 2014*

*City of Hayward Map includes
erroneous open space designations to
north and east of Lone Tree Cemetery

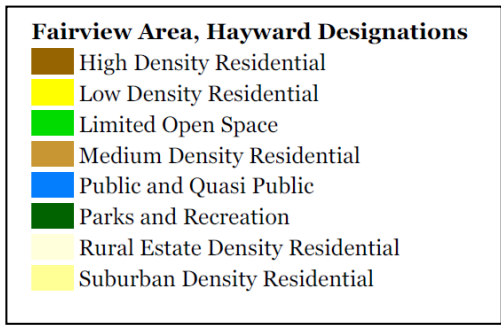


Figure 3-3:
City of Hayward General Plan designations for Fairview

The Fairview Specific Plan designations supersede those on the Hayward General Plan Map. The City's Map appears to contain a number of erroneous designations, including the designation of existing subdivisions as open space. Hayward's General Plan policies do not explicitly address Fairview, but the spirit and intent of many of the policies reflect many of the same priorities and values expressed by Fairview residents. These include protection of natural resources and community character in the Hayward Hills, and reducing exposure to natural hazards such as wildfire and landslides.

Fairview Specific Plan

The Fairview Specific Plan was initially adopted in 1980. An update was adopted in 1997, and this version continues to be the guiding document for land use decisions in the community. The 1997 Plan included Five Canyons, which was subsequently removed from the Fairview Planning Area. Five Canyons is now generally governed by the Castro Valley General Plan, although as a built-out master planned development, there is little potential for land use change.

The Fairview Specific Plan includes a black and white Map that uses different patterns and tones to show various zoning districts. However, parcel lines do not appear on the Map and the zoning categories are not defined in the Plan text. Zoning districts on the Map are defined with a metric known as Minimum Building Site Area (mbsa). This typically establishes minimum lot size requirements for subdivision purposes. Districts include:

- R-1, with a requirement of 5,000 square feet MBSA
- R-1-B-E, with a requirement of 6,000 square feet MBSA³
- R-1-B-E, with a requirement of 10,000 square feet MBSA
- R-1-B-E, with a requirement of one acre MBSA
- R-1-B-E, with a requirement of five acres MBSA
- R-S-D-3 (Suburban Residence), with the MBSA specified on the map itself (ranging from 5,000 to 50,000 SF)
- Planned Development, with densities established through previously approved subdivision maps
- A, or Agricultural land outside the urban growth boundary
- CN or C-1, corresponding to three parcels around Bay Hill Market on East Avenue

The text of the Specific Plan further establishes that in hillside areas (which are not defined), there are four density ranges. These roughly correspond to the first five categories above, with the categories listed as:

- 6 units per gross acre of developable site area⁴ (5,000 SF lots)
- 5 units per gross acre of developable site area (6,000 SF lots)
- 3.5 units per gross acre of developable site area (10,000 SF lots)

³ The "B-E" suffix in the zoning title indicates that the R-1 district is "combined" with another district that specifies minimum lot sizes—in this case, based on a Specific Plan.

⁴ Developable site area is generally defined as areas less than 30% slope, outside of creek setbacks and riparian areas, and excluding streets. For subdivision applications, a calculation of developable site area must be made in order to determine the potential maximum number of lots.

- 1 unit per every 1-5 acre parcel

The Specific Plan further states that these densities are maximums, and are not guaranteed. The Plan includes a “prevailing lot size” rule which requires that lot sizes in new subdivisions be consistent with the existing land use and parcelization pattern. The area in which prevailing lot size is measured is based on factors such as physical features (creeks, ridges, roads) and the boundaries of adjacent subdivisions. The Plan further indicates that certain areas should be considered undevelopable when calculating allowable densities, including slopes over 30 percent and creek setbacks.

The Specific Plan establishes basic parameters for development in each zone, including setbacks, lot coverage standards, height limits, and guidelines for secondary dwelling units. Development in Fairview is also subject to Residential Design Standards and Guidelines adopted in 2014. Parts of Fairview are also contained within the L combining district, which allows agricultural operations subject to prescribed standards.

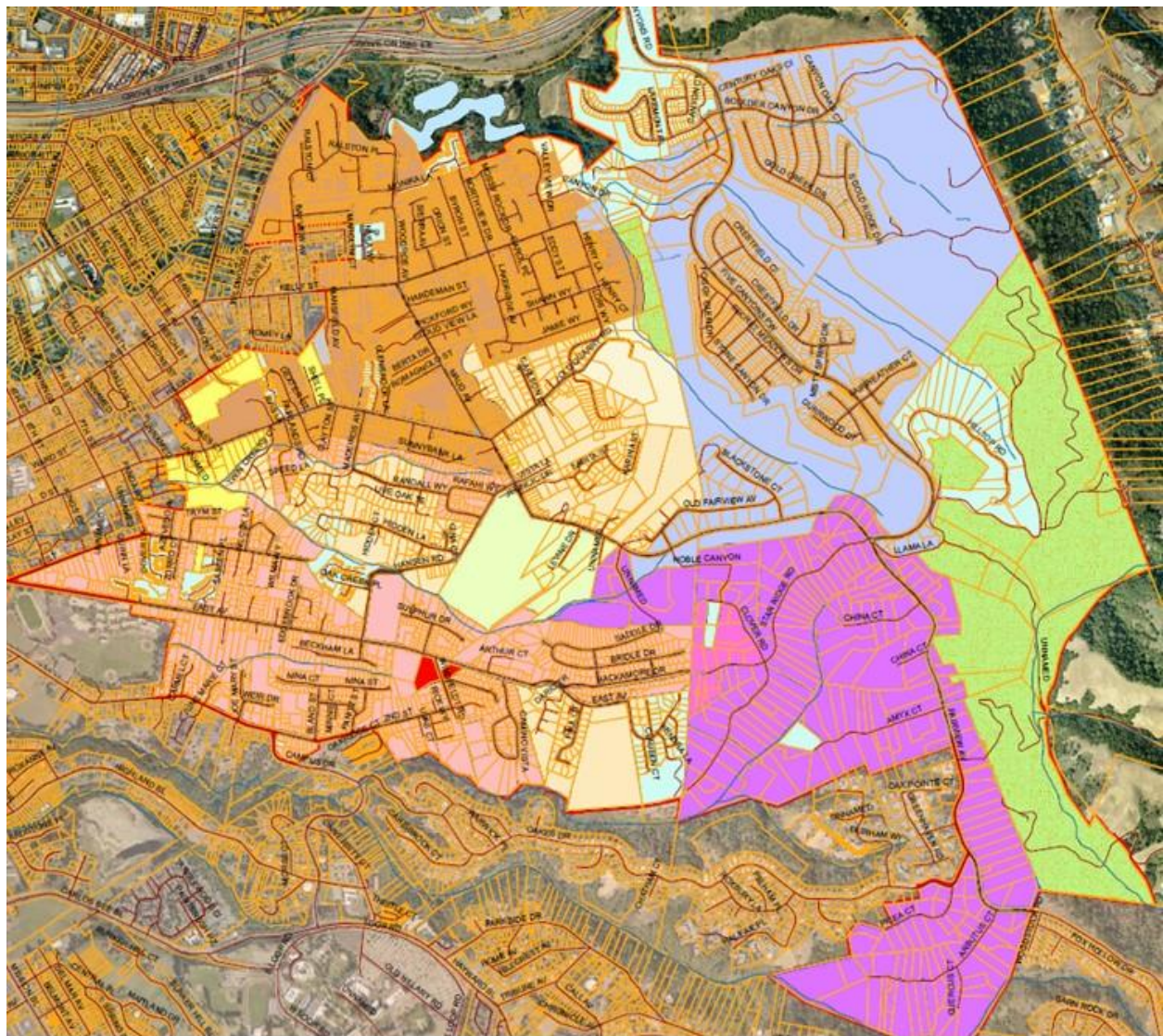
Approximately one-quarter of Fairview, generally corresponding to the areas north of D Street, is subject to the 5,000 square foot minimum lot size requirement. Another one-quarter is subject to the 8-10,000 square foot minimum, and about one quarter is subject to the five-acre minimum. Most of the lots in the five-acre minimum area are currently smaller than five acres and are non-conforming. The remaining one-quarter of Fairview is located in various other zones, including Planned Development, R-S (Suburban), R-1(one acre minimum), and Commercial.

Figure 3-4 illustrates existing zoning in Fairview.

Animal Keeping Standards

Fairview has a long tradition of equestrian activities and small-scale animal husbandry. The community’s large lots and agricultural heritage make it a logical location for these activities, which are part of the appeal of living in Fairview for many residents. At the same time, conflicts between agricultural operations and residential development have become more common as new housing has encroached into formerly rural areas, or as new residents unfamiliar with living in a semi-agricultural community have moved in. There have also been conflicts resulting from insufficient or inconsistent enforcement of the standards and codes applying to animal keeping. Typical problems include odor, noise, and traffic and parking associated with commercial stables.

In 2011, the Alameda County Board of Supervisors adopted animal keeping standards specifically tailored to Fairview. The prior standards, which applied countywide, appeared to conflict with the requirements of the “L” (limited agriculture) combining district, which were more restrictive in terms of the number of animals permitted. The standards adopted in 2011 are also broader in scope, covering animals not covered by the Countywide standards.




















LEGEND					
	R1		R1-BE 1ac.		R-1 SU
	R1-L		R1-L-BE 1ac.		RS-D3
	R1-BE 6,000		R1-L-BE 5ac.		RS-D25
	R1-BE 7,000		PD 1985 Five Cnys		RS-BE-D3
	R1-BE 10,000		Agricultural		Commercial
	R1-BE 20,000		Other PD's		

Figure 3-4:
Existing Fairview Zoning

Source: Alameda County Planning Department, 2017

Fairview’s animal keeping standards indicate the maximum number of animals that may be kept on lots of different sizes in properties with the L (Limited Agriculture) combining district designation, and in properties with an R (Residential) designation, without the L overlay. For example, on a lot of 40,000 square feet, properties in the L district may have one cow, one horse, or one similar large domestic animal for every 20,000 square feet of lot area. Other standards apply to sheep, goats, fowl, rabbits, pigeons, bees, and other animals. A Conditional Use Permit is required to exceed the allowable number of animals in L Districts—but CUPs are not available for those in Residential districts without the L overlay.

The ordinance also establishes performance standards for animal enclosures (corrals, stables, etc.), manure removal, watering troughs, hay and grain storage, and other aspects of animal keeping. Several of the standards establish minimum distances for animal-related structures to the property lines, in order to reduce potential impacts on neighbors. The Ordinance also includes provisions allowing multiple different animals to be kept on a property. When the Ordinance was adopted, it included a three-year compliance period for those with more animals than are allowed under the new standards.

A number of Fairview residents have expressed interest in revising the standards further, including the following changes:

- Eliminating the option of owning large animals except in the L combining district, except where previously approved (and subject to certain conditions in these cases)
- Eliminating the CUP option for those seeking to exceed the animal standards in Residential districts without the L (Limited Agriculture)
- Changing the way that the number of allowable animals on a property is calculated so it based on usable square footage on the property and not on gross square footage
- Prohibiting boarding stables and training facilities in Fairview
- Allowing a one-year exemption for livestock being raised through non-profit youth organization members
- Requiring inspections for the renewal of animal fancier permits

These changes would need to be further refined and vetted with the broader community through the newly created Municipal Advisory Council before they are approved.

EDEN AND CASTRO VALLEY GENERAL PLAN POLICIES POTENTIALLY RELEVANT TO FAIRVIEW

Both the Eden General Plan (Ashland, Cherryland, and San Lorenzo) and the Castro Valley General Plan include policies and actions that address land use. New policies and actions that are derived from these plans could be considered as the Fairview Plan is updated. The Eden Plan Area theoretically includes Fairview, although it defers to the Specific Plan for policy direction. The Castro Valley Plan excludes Fairview but includes Five Canyons and many suburban and rural residential neighborhoods that have similar issues to Fairview. The following policies from both plans are potentially transferable. This is not a complete list, but rather an excerpt of those policies and actions that are most relevant:

Eden General Plan

1. *Home occupations in neighborhoods should be allowed to the extent that they do not present nuisances to the surrounding residential uses, (LU-4 , P-5)*
2. *Permit applications for alterations, additions and infill development shall be reviewed to ensure that they enhance the character and quality of neighborhoods. (LU-4 , P-5)*
3. *The County shall utilize its Design Guidelines as an implementation tool to require higher quality and more appropriately scaled development. (LU- 4, P-7)*
4. *New development shall not be approved unless there is infrastructure in place or planned to support the growth. (LU-5, P-6)*
5. *New residential development shall pay its fair share of the cost of capital improvements needed to serve that development. (LU-5, P-7)*
6. *The County shall encourage the redevelopment of underutilized large, deep lots to increase opportunities for a range of housing types. (LU-6, P-1)*
7. *The creation of “flag lots” shall not be allowed when narrow, deep parcels are redeveloped, except when historic structures are present. (LU-6, P-2)*
8. *Narrow, deep lots should be developed in a manner that enhances the quality and character of adjacent development. (LU-6, P-3)*
9. *The County shall encourage the assembly, design and development of two or more adjacent, narrow, deep lots to ensure that neighborhood quality is enhanced and to capitalize on improved site design possibilities. Specific site design techniques that should be explored include:*
 - (a) Internal streets to serve multiple blocks.*
 - (b) Pedestrian connections between adjacent parcels.*
 - (c) Continuous and consistent landscaping between parcels. (LU-6, P-4)*
10. *The County should encourage the creation of neighborhood associations, mutual use and joint use agreements or reciprocal easements where parcels are developed together and driveways shared. (LU-6, P-5)*
11. *Encourage any older homes to be included in the Homeowners Association/Condominium Association for new subdivisions with the intent of maintaining and upgrading the appearance of older structures. (LU-6, A-3)*
12. *All housing and commercial properties should be adequately maintained and, where required, rehabilitated to protect the health and safety of residents and visitors. (LU-10, P-1)*
13. *The County shall maintain building inspection and code enforcement procedures that ensure that all construction is properly permitted and that construction is completed as approved. (LU-10, P-2)*
14. *The County should work collaboratively with homeowners associations, business associations, other community groups and residents to abate nuisances, eliminate substandard conditions and ensure that community aesthetic standards are maintained. (LU-10, P-3)*
15. *As a condition of property transfer, the County should require a building inspection by a private inspector and necessary repair to meet health and safety standards. (LU-10, P-4)*

16. *The County shall maintain graffiti removal and weed abatement programs and respond promptly and effectively to resident complaints. (LU-10, P-5)*
17. *The County shall maintain public property and buildings to protect and promote health and safety thereby helping to eliminate substandard conditions. (LU-10, P-6)*

Castro Valley General Plan

1. *Regulate the storage of recreational vehicles and boats on the street and in front yards, and enforce the regulations. (Action 4.3-12)*
2. *Require new development to comply with zoning standards and be compatible with the scale and character of surrounding development. (Policy 4.4-1)*
3. *Review proposed non-residential uses to minimize traffic impacts on residential areas. (Policy 4.4-2)*
4. *Maximize joint use of existing schools, religious uses, and community centers to provide facilities to serve surrounding residents. (Policy 4.4-3)*
5. *Ensure that new residential development is consistent with the desired community character, protects sensitive biological resources, and is not subject to undue natural hazards. (CV, Policy 5.2-1)*
6. *Ensure that residential development projects comply with all adopted design standards and guidelines. (CV, Policy 5.2-2)*
7. *Include standards in the new Hillside Residential Zoning district that ensure that the scale of residential development is consistent with surrounding development and blend with the natural setting. Standards shall include, but are not limited to, the following:*
 - (a) *Require lot sizes to be between 5,000 and 10,000 square feet in Hillside Residential Districts. Establish a sliding scale of lot sizes based on slope.*
 - (b) *Develop new height limits and a new methodology for calculating height appropriate for hillside lots. The revisions need to take into account upslope and downslope conditions, and provide a new way of measuring height that relates height limits to the contours of the land. Require buildings to step down following the slope of the lot.*
 - (c) *Establish lot coverage limits and/or consider floor area ratio or daylight planes to limit the bulk and size of a house based on the size of the lot.*
 - (d) *Establish provisions that allow exceptions to front yard setbacks on steep upslope lots.*
 - (e) *Establish minimum landscaping requirements.*
 - (f) *Develop standards and guidelines to ensure that entrances, fences, and walls are designed to reflect the prevailing character of neighborhoods, especially in areas that have retained their rural character.*
 - (g) *Establish height limits for retaining walls of 4-6 feet.*
 - (h) *establish a minimum distance separation between retaining walls. Allow exceptions in special circumstances for driveways where greater retaining wall heights are absolutely necessary to meet driveway slope and front yard standards. (Action 5.2-3)*

8. *Require subdivisions to be designed to avoid areas that are environmentally sensitive, or have high fire hazards, steep slopes, natural vegetation, or mature trees. To accommodate such conditions, provide for modifications to required lot sizes and design standards including, but not limited to:*
 - (a) *Creating smaller lots clustered together with permanent open space designations for steep slopes and environmentally sensitive areas.*
 - (b) *Creative building designs within a planned unit development*
 - (c) *Reduction in development intensity up to 75 percent of the maximum permitted Action 5.2-4)*
9. *Revise and augment development standards for single family homes in the R-1 district to ensure adequate light and air, privacy; usable open space; landscaping; and attractive street appearance. Standards shall include, but are not limited to, the following:*
 - (a) *Establish lot coverage limits and consider floor area ratio or daylight planes to limit the bulk and size of a house based on the size of the lot.*
 - (b) *Limit the extent to which garages dominate the façade; they should occupy no more than 50 percent of the width of the street facing façade. Establish special design and location requirements for three-car garages.*
 - (c) *Limit the percentage of paving on a parcel, and (d) establish minimum standards for site landscaping. (Action 5.2-5)*
10. *Amend the Zoning Ordinance to limit the amount of front yard paving to that required for a driveway and walkway to the entrance in residential districts. Require that at least 50 percent of the front yard be landscaped. (Action 5.2-9)*
11. *Continue to allow development at the rear of deep lots and establish special standards for subdivisions and buildings on long deep lots, typically those deeper than 135 feet where new lots are created without frontage on a public street. New standards shall include, but not be limited to, the following:*
 - (a) *Special setbacks, height limits, and/or daylight planes to ensure adequate privacy for adjoining properties.*
 - (b) *Special provisions to allow exceptions to front, side, and rear yard setbacks, if it can be demonstrated that the site plan achieves a better design solution for the occupants and neighbors in terms of light, air, building bulk, usable open space, and privacy; and achieves an equal or greater total amount of setback area. (Action 5.2.10)*
12. *Enforce adopted development regulations through the project review process and inspections of construction, including:*
 - (a) *Require applicants to pay for special inspections if appropriate and necessary to ensure compliance with approved plans and conditions.*
 - (b) *Require public notice if projects submitted for building permits have been substantially revised from the approved project. (Action 5.2-15)*

4. TRANSPORTATION

This section summarizes existing transportation conditions in the Fairview Specific Plan Area, utilizing existing data sources to document conditions related to the street network, transit operations, pedestrian conditions, and bicycle facilities. The information presented here is intended for use in the environmental documentation required by CEQA, and in the Specific Plan sections addressing transportation and mobility issues.

KEY FINDINGS

Key findings are listed below.

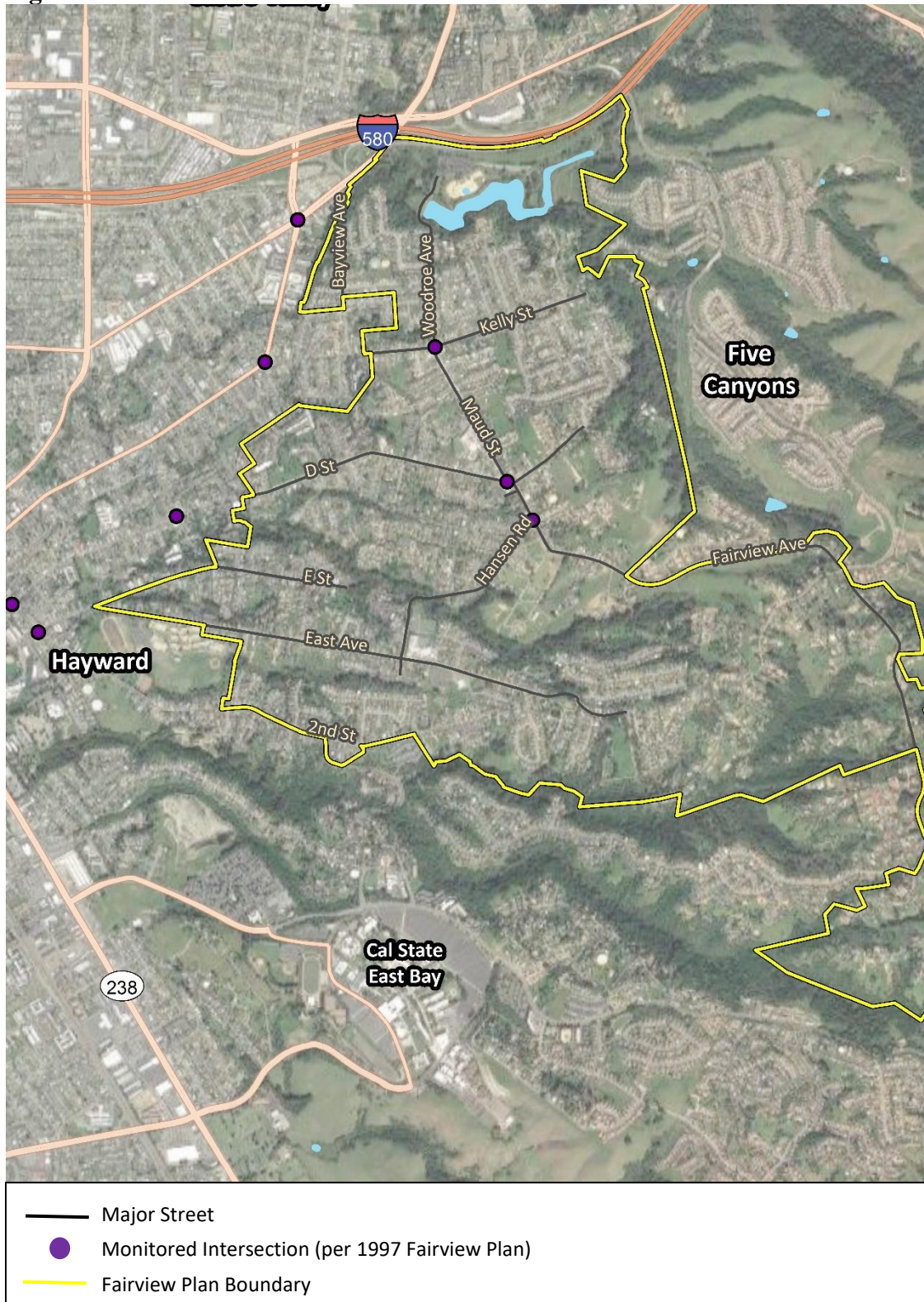
- **Few direct connections:** Fairview’s street network consists largely of circuitous, low-speed streets. As a result, it is not subject to significant cut-through traffic, and most trips in Fairview can be expected to begin or end within the community.
- **Sidewalk gaps:** Fairview does not feature a complete network of sidewalks. The 2012 Alameda County Bicycle and Pedestrian Master Plan for Unincorporated Areas identified several gaps in sidewalks near sites that naturally attract pedestrians. While some gaps have been filled, access could be improved by completing the network of sidewalks along main streets.
- **Uninviting bicycling conditions:** Most streets in Fairview lack bicycle lanes, wide shoulders, or other provisions, creating conditions uninviting to the general population of possible riders. Traffic calming management could reduce the speed difference between drivers and bicyclists, or other bicycle-friendly design may encourage more bicycling activity.
- **Excessive vehicle speeds** – Excessive speeds are a concern in Fairview, and data collection from 2012 confirms high 85th percentile speeds along roads with low posted speed limits (25 or 30 miles per hour). The Alameda County Traffic Calming program could help the community to identify priority streets to calm traffic and engage in the County with techniques to manage speeds.

TRAFFIC AND CIRCULATION

Local Street Network and Regional Connections

The Fairview street network includes local streets that provide access to neighborhoods within the community. The major streets that connect to adjacent jurisdictions are listed below and labeled in Figure 4-1. Key intersections are highlighted on the map.

Figure 4-1: Street Network and Monitored Intersections



- *D Street* is a two-lane east-west local street, with a posted 30 mph speed limit that provides access to the City of Hayward to the west and dead ends within Fairview.
- *Fairview Avenue* is a two-lane east-west local street with a posted 30 mph speed limit that extends from D Street within the community and provides connections to Five Canyons Parkway and to the City of Hayward at the southeast boundary of Fairview. Both connections are via roundabouts.
- *Kelly Street* is a two-lane east-west local street with a posted 25 mph speed limit (and 30 mph speed limit on its eastern end) that provides access to the City of Hayward to the west and dead ends within Fairview.
- *East Avenue* is a two-lane east-west local street with a posted 25 mph speed limit that provides access to the City of Hayward to the west at the East Avenue/E Street intersection.

Other major streets within Fairview do not provide connections to adjacent communities:

- *Maud Avenue* is a two-lane local street within Fairview with a posted 30 mph speed limit that runs from Kelly Street to D Street and provides access to Fairview Elementary School
- *Hansen Road* is a two-lane north-south local street with a posted 30 mph speed limit that runs between East Avenue and Fairview Avenue and providing access to East Avenue Elementary School.

Second Street and E Street are also important local streets, providing connections from Fairview's residential neighborhoods to Hayward and the Hayward Hills.

There are no logical, direct through routes in Fairview, suggesting that most trips on local Fairview streets either begin or end within the community. Primary routes into and out of Fairview are along D Street and B Street/Kelly Street from the west, Five Canyons Parkway from the north/ northeast, and Center Street via Grove Way from Interstate 580. Secondary access is provided by Fairview Avenue and Campus Drive on the south.

Proximity to Interstate 580 provides east-west regional access, and connections to Interstates 680, 80, and 880 (via Interstate 238) give Fairview residents automobile access in all directions.

Roadway Operating Conditions

The 1997 Fairview Area Specific Plan established a policy to maintain Level of Service (LOS) C¹ on all Fairview streets except the intersection of Kelly, B and Center Street (see Policy Context section) where LOS D was deemed acceptable. Although this intersection is actually

¹ Level of Service (LOS) is a grade describing the operating conditions experienced by motorists. Motorists using a facility that operates at LOS A will experience very little delay, while those using a facility that operates at LOS F will experience long delays.

outside the Planning Area boundary, it carries much of the traffic to and from the Fairview community.

In addition, the plan cited eight intersections to monitor for operations and deficiencies. As Table 4-1 shows, all key intersections in the Fairview Specific Plan for which data is available are currently operating at the LOS standard or better in AM and PM peak hours. Not shown are the three key intersections in the City of Hayward: D Street / Second Street, E Street / Second Street, and D Street / Seventh Street.

Table 4-1: Intersection Level of Service Summary

Intersection	Control	Existing AM LOS	Future Year AM LOS	Existing PM LOS	Future Year PM LOS
B Street / Center Street / Kelly Street ¹	Signalized	C (28.5)	D (40.0)	C (23.3)	C (28.3)
Kelly Street / Maud Avenue ¹	Signalized	C (22.4)	C (31.2)	B (10.5)	B (11.4)
Hansen Road / Fairview Avenue ¹	Roundabout	A (6.0)	A (6.5)	A (5.8)	A (6.5)
D Street / Maud Avenue ¹	All-way Stop Control	B (13.9)	B (22.6)	B (12.6)	B (18.0)
Center Street / Grove Way ²	Signalized	D (48.0)	D (49.3)	D (51.7)	E (58.8)

Sources: ¹Fairview Orchards/Fairview Meadows, Subdivision Project Draft EIR, January 2017. Future year is 2027. ²Castro Valley General Plan, March 2012. Note that this intersection is in Castro Valley. Future year is 2025.

In keeping with a goal of the 1997 Specific Plan to minimize the number of signalized intersections, Kelly Street / Maud Avenue continues to be the only signalized intersection in Fairview. The intersection of B Street / Center Street / Kelly Street also is signalized, but it lies just beyond the Planning Area boundary.

Table 4-2 provides existing operating conditions along the I-580 corridor during peak AM and PM peak periods. Freeway level of service (LOS) is a grade assigned to each freeway segment, based on the Highway Capacity Manual² average operating speed. The segments of I-580 nearest Fairview are operating below capacity in both the AM and PM peak hours.

² Transportation Research Board, Highway Capacity Manual, Washington D.C., 2010

Table 4-2: Interstate 580 Segment Operations

Roadway Segment	Location	AM Level of Service (average speed, mph)	PM Level of Service (average speed, mph)
Westbound I-580	Eden Canyon to Center Street	A (62.7)	A (64.8)
Westbound I-580	Center Street to I-580/I-238	C (53.7)	A (63.5)
Eastbound I-580	I-580/I-238 to Grove	E (37.4)	D (43.5)
Eastbound I-580	Grove to Eden Canyon	D (46.0)	D (41.1)

Source: Alameda CTC LOS Monitoring Report, 2016

TRANSIT NETWORK

Transit service is provided in Fairview via four AC Transit bus lines, all providing access to the Hayward BART station. The location of these transit lines is shown in Figure 4-2. Lines 32 and 60 do not run through Fairview but provide service along the community border and include stops accessible to Fairview residents.

Line 32 provides access to Hayward BART via clockwise and counterclockwise loops along the western border of Fairview and through Castro Valley. A stop at B Street and Center Street is served hourly through weekdays, with a seven-minute scheduled travel time to Hayward BART. Line 60 also runs along the southern border of Fairview, providing access between Hayward BART and the Cal State East Bay campus. A stop at Campus Street & 2nd Street is served every 20 minutes through weekdays.

Line 94 provides access to Hayward BART and runs adjacent to the southern border of Fairview. This line runs east-west along Hayward Boulevard and features approximately hourly arrivals, only from 6:00 AM – 10:00 AM and again from 3:00 PM – 9:00 PM.

Line 95 provides access to Hayward BART via D Street, Maud Avenue, and Kelly Street. Stops at D Street & Maud Avenue and Kelly Street & Eddy Street are served every 40 minutes throughout weekdays.

PEDESTRIAN AND BICYCLE NETWORK

Schools and Traffic Calming

Two schools are located within Fairview and serve as attractors for walking and bicycling trips. East Avenue Elementary School is located at the corner of East Avenue and Hansen Road, an all-way stop controlled intersection with three high visibility crosswalks. There is a sidewalk on the school’s street frontage along Hansen Road with limited sidewalks on the opposite side. The East Avenue school frontage features continuous paved sidewalks, and East Avenue features

speed bumps for traffic calming as well. However, there are gaps in the sidewalk on the south side of East Avenue. A high visibility crossing is provided at the corner of East Avenue and Mead Way just east of the school.

Fairview Elementary School is located on Maud Avenue near the intersection with D Street. The immediate vicinity includes recently implemented *Safe Routes to School* improvements. Maud Avenue features continuous paved sidewalks along the school’s frontage, and the crossings at the two nearest intersections (Maud Avenue / D Street and Maud Avenue / Romagnolo Street) include high-visibility crosswalks. The intersection with Romagnolo Street includes curb extensions and rectangular rapid flashing beacons to support pedestrian crossings.

The 2012 Alameda County Bicycle and Pedestrian Master Plan for Unincorporated Areas presented vehicle speed data collected at school crossing guard locations.

Table 4-3 summarizes this data, comparing the 85th percentile speed, assumed to be the prevailing speed of drivers along the street, with the posted speed limit. Ideally, the 85th percentile speed should be at or below the posted speed limit, but the 2012 data shows consistent speeds above the posted speed limits. (As noted in the prior section, some *Safe Routes to School* improvements have been implemented along Maud Avenue since this data was collected.)

Table 4-3: Speed Survey Results, 2012

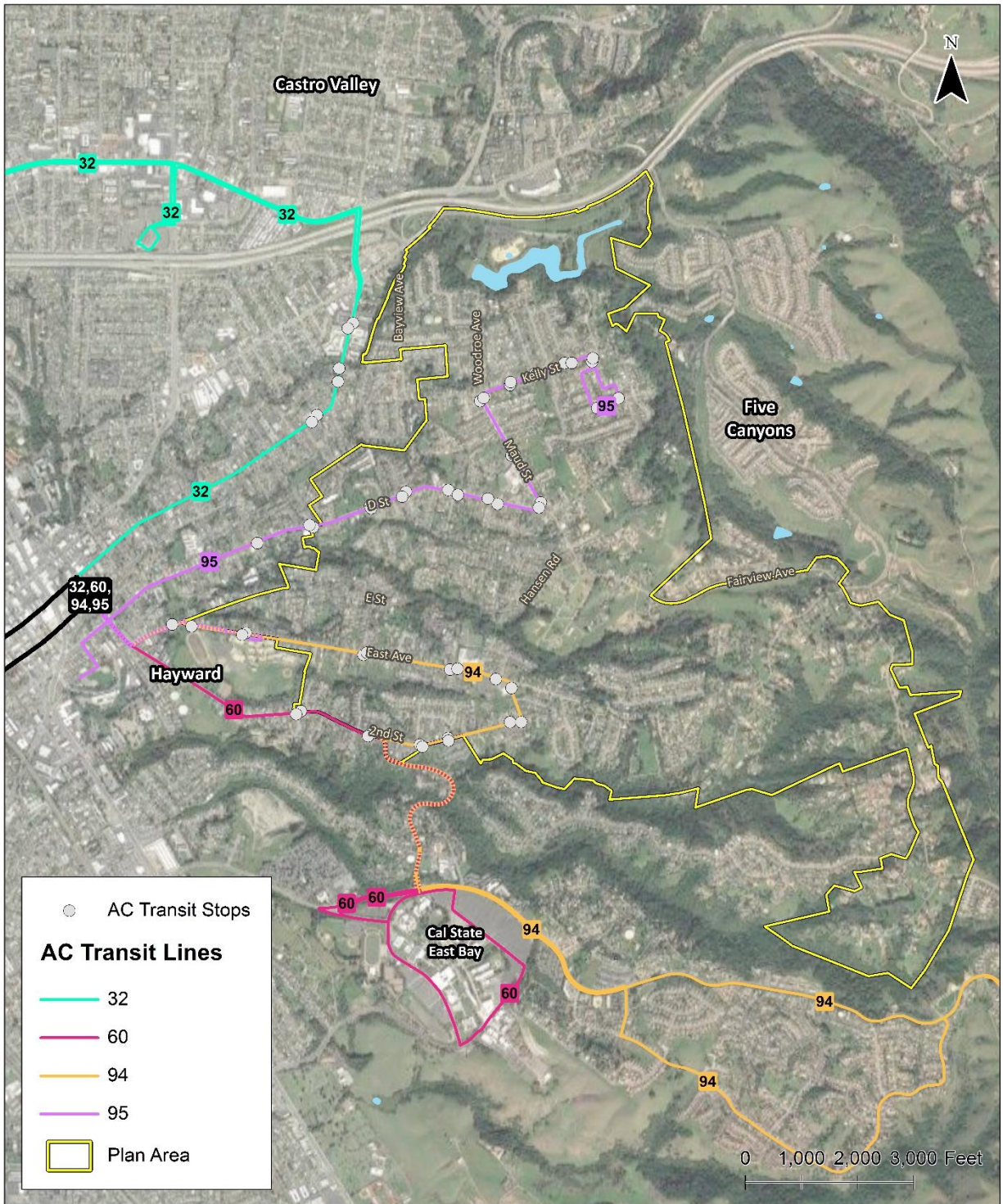
Street and Location	School	Posted Speed Limit (mph)	85 th Percentile Speed (mph) ¹
D Street at Pinnacles Lane	Fairview Elementary School	30	41
East Avenue at Hansen Road	East Avenue Elementary School	25	41
Hansen Road at East Avenue	East Avenue Elementary School	30	38
Kelly Avenue at Maud Street	Fairview Elementary School	25	39
Maud Street at Kelly Avenue	Fairview Elementary School	30	37

¹ Speed values are from a Year 2012 study. *Safe Routes to School* improvements have since been implemented along Maud Avenue.

Source: Alameda County Bicycle and Pedestrian Master Plan for Unincorporated Areas, 2012

Alameda County has developed a traffic calming program that guidelines for installing improvements along local and collector roadways to address excessive speeds. The process includes screening and prioritization criteria for roadways of concern and suggested calming measures.

Figure 4-2: Transit Routes



Planned Pedestrian Improvements

The locations in Table 4-4 were identified and recommended for pedestrian improvements in the 2012 Alameda County Bicycle and Pedestrian Master Plan for Unincorporated Areas.

Table 4-4: Recommended Pedestrian Improvements

Project Name	Project Extent	Project Type	Project Description	Priority	Implemented Since Plan?
Sidewalk Construction Program for Planning Area 2 – East Avenue	East Avenue from Hayward City Limits to End (East)	Sidewalk/Walkway gap closures	Construct sidewalk	Low	Partially
Sidewalk Construction Program for Planning Area 2 – Maud Avenue	Maud Avenue from Kelly Street to D Street	Sidewalk/Walkway Gap Closures	Construct sidewalk	Low	Yes
Sidewalk Construction Program for Planning Area 2 – D Street	D Street from Hayward City Limits to Fairview Avenue	Sidewalk/Walkway Gap Closures	Construct sidewalk	Low	Partially
Fairview Avenue Pathway	Fairview Avenue at Fuller property (25679 Fairview Avenue)	Sidewalk/Walkway Gap Closures	Widen pedestrian pathway	Low	No

Source: Alameda County Bicycle and Pedestrian Master Plan for Unincorporated Areas, 2012

Bicycle Facilities and Level of Traffic Stress

Although Fairview consists mostly of low volume local streets, most facilities do not provide opportunities to make biking more comfortable for all ages and abilities. The following bikeway facilities currently exist in Fairview:

- Westbound Class II bike lane on D Street at San Felipe Parkway, extending from the park entrance (at Twin Creek Court) to approximately the Fairview community limits (at Compass Court), 900 total feet in length. East of the bike lane, D Street features shared use pavement markings (“sharrows”) in both directions.
- Bike Route signage on Kelly Street (Class IIIA Facility).
- Bike route signage on Maud Avenue (Class IIIA Facility).

The Fairview streets already described were evaluated using the bicycle level of traffic stress (LTS) method. This analysis method classifies the street segment by bicycling comfort based on the amount of stress a bicyclist is likely to encounter given a set of characteristics, such as the number of travel lanes, vehicle speeds, presence of a right turn lane, presence of bike lanes, and intersection control type. This bicycle level of traffic stress (LTS) designation was determined using a methodology developed by the Mineta Transportation Institute in a report titled *Low Stress Bicycling and Network Connectivity*. The levels and their interpretations are presented in Table 4-5.

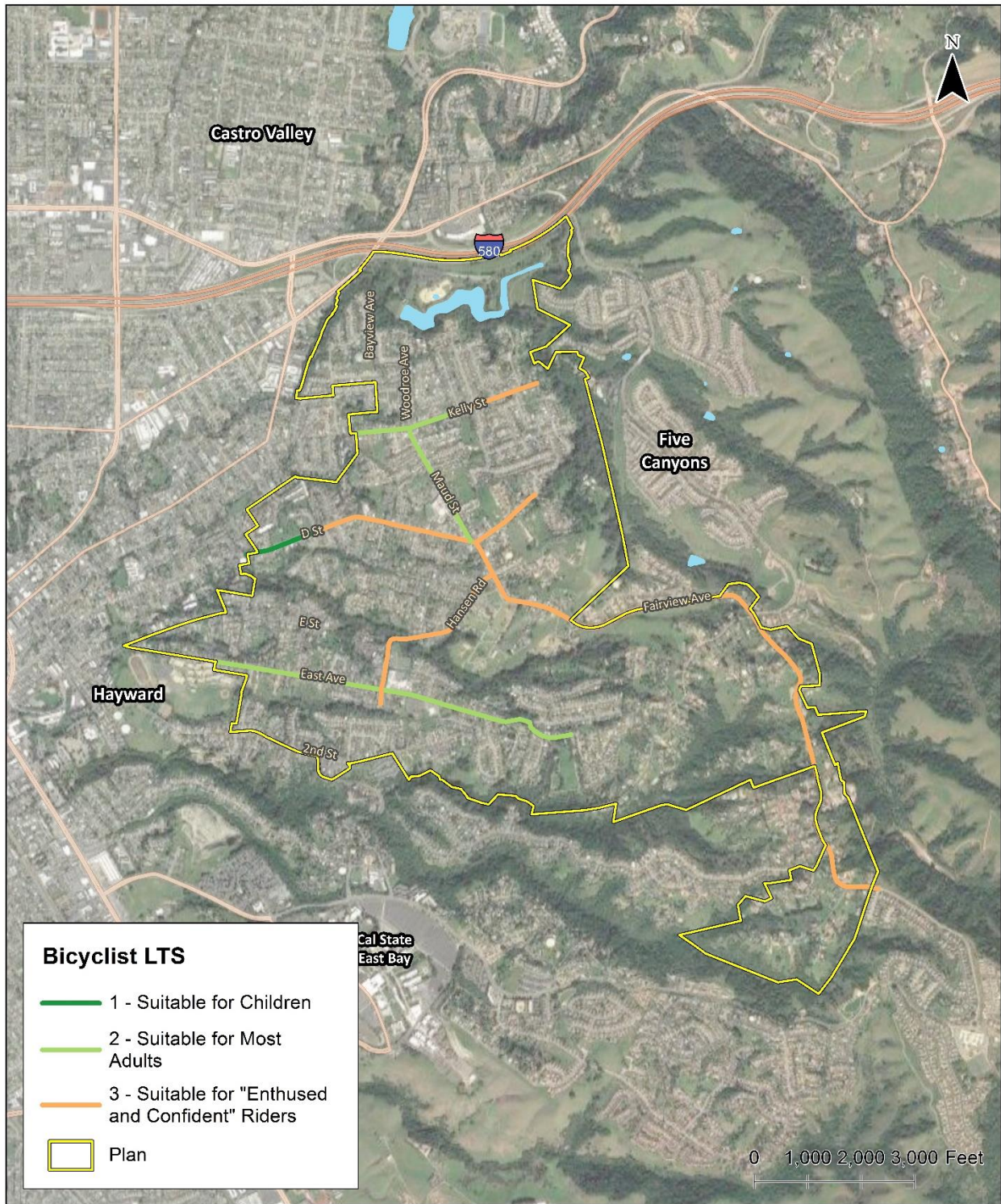
A map of LTS scores analyzed is presented in Figure 4-3. Among the roadways analyzed, the majority have an LTS score of 3, generally appropriate only for the “enthused and confident” or “strong and fearless” cyclist. Although Fairview contains schools and parks, there are not corresponding bicycle facilities at LTS 1 that target less experienced and younger riders.

Table 4-5: Bicyclist Level of Traffic Stress Definitions

Level of Traffic Stress	Comfort Level	User Category
1	High	Least experienced, younger riders
2	Medium	Interested but concerned
3	Low	Enthused and confident
4	Extremely Low	Strong and fearless

Sources: Mineta Transportation Institute Low Stress Bicycling and Network Connectivity and Roger Geller Four Types of Transportation Cyclists

Figure 4-3: Bicyclist Level of Traffic Stress



Planned Bicycle Network Improvements

The 2012 Alameda County Bicycle and Pedestrian Master Plan for Unincorporated Areas includes the recommended Class IIIA facilities in Fairview that are shown in Table 4-6. As defined in the plan, Class IIIA facilities are “sign only” treatments and are “roadways with low traffic volumes and slow traffic.” Class IIIA facilities may include “sharrow” pavement markings for shared use of the lane.

Table 4-6: Proposed Class IIIA Bike Routes

Roadway	From	To	Length (miles)	Attractors	Implemented Since Plan?
D Street	Hayward City limits	Fairview Avenue / Maud Avenue	0.8	San Felipe Park, Sulphur Creek Park, Fairview Park, Fairview Elementary, connection to existing bikeway in Hayward	Yes
East Avenue	Hayward City limits	Hackamore Drive	1.7	East Avenue Elementary School, Hayward High School, East Avenue Park, connection to existing bikeway in Hayward	No
Fairview Avenue	D Street	Hayward CL (Woodstock Road)	2.3	Fairview Elementary School, Fairview Park, Five Canyons Open Space, connection to existing bikeway in Hayward	No
Hansen Road	Fairview Avenue	East Avenue	0.7	East Avenue Elementary School	No
Kelly Street	Hayward CL	Henry Lane	0.7	Woodroe Woods School, connection to existing bikeway in Hayward	Yes
Maud Avenue	Kelly Street	D Street	0.5	Fairview Elementary School, Fairview Park	Yes

Source: Alameda County Bicycle and Pedestrian Master Plan for Unincorporated Areas, 2012

POLICY CONTEXT

The 1997 Fairview Specific Plan includes a list of priorities for public roads within the community. The policies and standards pertinent to this plan are listed below:

- *Maintain a Level of Service C in the internal street system except at the intersection of Kelly, B, and Center which is to maintain a level of service D.*
- *Improvements to the internal street system must take into consideration the needs of the existing residents, and pedestrians as well as motorists. The need for such improvements*

must be balanced against the desirability of preserving existing neighborhoods. It is the policy and preference of the community to avoid traffic signals in the Fairview area where possible.

The 1997 Specific Plan identified eight priority intersections as critical to monitor and analyze for deficiencies, listed in

Table 4-7. Four of the eight intersections are within Fairview community boundaries, with the other four in neighboring jurisdictions but within an influence area of Fairview. The location of these intersections is shown in Figure 4-1.

Table 4-7: Fairview Priority Intersections for Monitoring

Intersection	Control	Location
B Street / Center Street / Kelly Street *	Signalized	Fairview
Kelly Street / Maud Avenue	Signalized	Fairview
Hansen Road / Fairview Avenue	Roundabout	Fairview
D Street / Maud Avenue	All-way Stop Control	Fairview
Center Street / Grove Way	Signalized	Castro Valley
D Street / Second Street	Signalized	Hayward
E Street / Second Street	Signalized	Hayward
D Street / Seventh Street	All-way Stop Control	Hayward

Source: Fairview 1997 Specific Plan

* Indicated as Fairview, but actually located just outside the Specific Plan Area boundary

The Plan also includes the following transportation-related policies:

1. Since a significant amount of traffic is and will be contributed by Hayward development, the City's participation; both technically, and financially, in solutions to the traffic problems is essential.
2. Costs of improvements shall be borne, in large part, by new development, with the County and City providing additional funds if available.
3. The County and the City shall maintain information on traffic in the area in order to fully and quickly evaluate effects of new developments and timing of improvements.
4. The street design of new developments shall be complementary to the character of the existing neighborhood and proposed development. In many areas of Fairview, an asphalt curb or berm and graveled walkway are in keeping with the area's character, rather than P.C.C. curb, gutter and sidewalk.
5. All new approved developments which include off-site street improvements shall include an improvement schedule at the Final Map. This schedule shall tie street improvements to a specific completion date such as prior to first occupancy or a specific phase of development.

6. Private street design in new townhouse-condominium developments shall conform to adopted Planned Development District design standards.
7. Private streets may serve conventional single family residential development and shall conform to County design standards. County standards shall include different standards for different sized projects and a requirement for a public street if the project is large enough or the road will serve other property.
8. The private street design shall be complementary and consistent with the character of the existing neighborhood and proposed development. In most areas of Fairview, an asphalt curb or berm and graveled walkway are in keeping with the area's character.
9. Maintenance agreement shall be executed or a homeowners association formed to maintain private street improvements. The County may study the possibility of establishing an area wide County Service Area (CSA) for the purpose of maintaining existing and future private streets. New subdivisions with private streets would be required through the conditions of approval to join the CSA Existing private streets would have the option of being added to the CSA with the consent of property owners.
10. Existing private streets in the Fairview Area which are through roads or provide access to other streets should be considered for acceptance into the County road system.
11. Future development along existing private streets (such as Fairlands Road and Speed Lane) shall be permitted only upon demonstration to the County that: (a) Street improvements are or will be upgraded to County private street standards; (b) Existing satisfactory street maintenance arrangements will not be disrupted; and (c) Existing unsatisfactory street maintenance and maintenance arrangements will be improved. It is recognized that this policy might preclude future development along some private streets.

POLICIES IN THE EDEN AND CASTRO VALLEY GENERAL PLANS

Both the Eden General Plan (Ashland, Cherryland, and San Lorenzo) and the Castro Valley General Plan include policies and actions that address circulation. New policies and actions that are derived from the Eden and Castro Valley Plans could be considered as the Fairview Plan is updated. The following policies are from the Eden Area General Plan. This is not a complete list, but rather an excerpt of those policies and actions that are most transferable to Fairview:

1. *Whenever possible, roadway modifications should include accommodations for bicycle and pedestrian travel. (CIR-1, P-2)*
2. *The County should improve transportation infrastructure, such as roadway widening, intersection improvements, and bicycle and pedestrian facilities, at a rate that keeps pace with growth. (CIR-1, P-4)*
3. *New developments shall mitigate the full impacts of their projects on the transportation system, including impact fees, street improvements, and transportation demand management measures. (CIR-1, P-5)*
4. *The County should maintain street connectivity in the Eden Area in order to disperse traffic on multiple streets and ensure adequate response time for emergency services. (CIR-3, P-3)*

5. *The County shall ensure that projects implemented as part of the Neighborhood Traffic Calming Program maintain street connectivity and provide appropriate emergency vehicle access. (CIR-3, P-4)*
6. *Work with AC Transit to secure funding for enhanced bus service in the Eden Area, including increased frequency and duration of service on existing bus lines. (CIR-5, A-1)*
7. *The provision of curbs, gutters and sidewalks on uncompleted street segments in the Eden Area shall be required whenever possible. The County should prioritize sidewalk locations in the following order: near schools and parks; on residential streets without sidewalks; in locations with a high level of pedestrian collisions; in areas that can close small, existing gaps in the sidewalk network; near special needs housing; in locations with high pedestrian volumes; on primary transportation corridors; near shopping and retail areas; and within a quarter-mile of BART and other transit facilities. (CIR-6, P-3)*
8. *New development projects shall be required to provide sidewalks and direct pedestrian connections to adjacent neighborhood streets. (CIR-6, P-6)*
9. *The County shall develop and maintain a bikeway system for the Eden Area that effectively serves residential areas, employment centers, schools, parks and transit stations. (CIR-7, P-2)*
10. *When arterial or collector streets are resurfaced, bicycle lanes shall be installed whenever feasible. (CIR-7, P-5)*
11. *Use of local residential streets by non-local and commercial traffic should be discouraged. (CIR-9, P-1)*
12. *The County shall implement traffic calming measures in order to reduce travel speeds and create a safer pedestrian environment. Priority measures should include street trees, pedestrian-scaled lighting, speed bumps, traffic circles and bulb-outs at intersections. (CIR-9, P-4)*
13. *Road widening projects shall be limited to ensure that roadways do not become barriers between neighborhoods. (CIR-9, P-5)*

The Castro Valley General Plan includes similar policies, but also addresses the issue of street design and emergency access. It includes the following additional actions:

1. *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 trucks. Standards should include: (a) 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 is not part of required fire apparatus access); (b) Turnarounds; (c) Landscaping; (d) Red curbs and signage for no parking zones; (e) Sidewalks; and (f) Parking standards. (Action 10.1-12)*
2. *Emergency Access Requirements for Hillside Areas. In hillside areas where street widths are substantially below the minimum 20-foot width standard required for emergency access, one or more of the following requirements should be imposed to ensure adequate emergency access: (a) Sprinklers; (b) Turnouts along the paved roadway; (c) Additional on-site parking; (d) Increased roadway width along the front of the property; or (d) Parking Restrictions. (Action 10.1-13)*

5. COMMUNITY HERITAGE AND AESTHETICS

HISTORIC AND CULTURAL RESOURCES

This section describes historic and cultural resources in Fairview. Although Fairview does not have a historic district or significant historic landmarks, there are visible reminders of the past throughout the community. These include older homes, agricultural activities, landscape features, and even Lone Tree Cemetery. Significant cultural resources not only include sites and structures that are formally listed on national, state, and local historic registers—they also include places that *eligible* for listing, as well as archaeological remains associated with Native American settlement.

PRE-EUROPEAN HISTORY

Native American occupation of the East Bay dates back 5,000 to 8,000 years. Fairview is situated within the historic territory of the Costanoan Indians (also known as the Ohlone). Upland areas near creeks were favored for habitation, as were areas along the shoreline of San Francisco Bay. The nearest known settlement to Fairview was near the mouth of San Lorenzo Creek, several miles to the west. The central basin of the San Lorenzo Creek watershed would have been an ideal location for hunting and fishing. It is likely that temporary camps existed in and around this part of Alameda County, particularly along creek banks.

When the Spanish missions were established in the late 1700s, the Costanoan population declined precipitously due to disease and declining birth rates. While there are no known Native American sites in Fairview, resources have been discovered in the vicinity on ridges, terraces, and near water courses such as San Lorenzo, Cull, and Crow Creeks. Walpert Ridge may have served as a religious/ ceremonial center, as the remains of ancient rock walls, rectangles, prayer circles, and other features may be found today along the hillsides southeast of Fairview.

EARLY SETTLEMENT

The area around Fairview was initially part of the territory associated with Mission San Jose, located in present-day Fremont. In the early 1800s, the Mission's grazing lands stretched from Alviso Creek on the south to San Leandro Creek on the north. The Spanish (and later Mexican) governors of California encouraged settlement of the territory by granting land to individuals. In 1841 and 1843, Rancho San Lorenzo was created through two grants made by Governor Juan Alvarado to Guillermo Castro. The Rancho consisted of nearly 27,000 acres in what is now Fairview, Castro Valley, and much of Hayward. Guillermo Castro's homestead was located in what is now Downtown Hayward.

In the mid-19th Century, California's population surged as a result of the Gold Rush (1849), statehood (1850), and completion of the transcontinental railroad (1869). Most of the ranchos, including Rancho San Lorenzo, were subdivided. In 1854, Guillermo Castro had a map

surveyed for roughly 28 blocks around his adobe home. A general store and hotel were built by entrepreneur William Haywards, and land was sold to settlers.

The town became known as “Haywards,” which was shortened to Hayward in 1911. Its location near the intersection of the road connecting Oakland and San Jose and the road connecting the Livermore Valley and San Francisco Bay, helped fuel its early growth. Rail service was established in 1865, and by 1869 the transcontinental railroad began running through the town. By 1870, the population had reached 1,000 residents. Hayward was incorporated as a city in 1876.

As Hayward grew, roads radiated out from the town into the surrounding farmland. Rich soil, mild temperatures, and accessible water supported a prosperous farming and ranching culture in the rolling hills that came to be known as Fairview. Local farms produced grains, vegetables, fruit, dairy products and meat. Most of these farms ranged from 100 to 500 acres, and a few exceeded 1,000 acres.

In 1868, Lone Tree Cemetery was established in the hills east of Hayward. Today, the cemetery is the oldest visible link to Fairview’s early history.

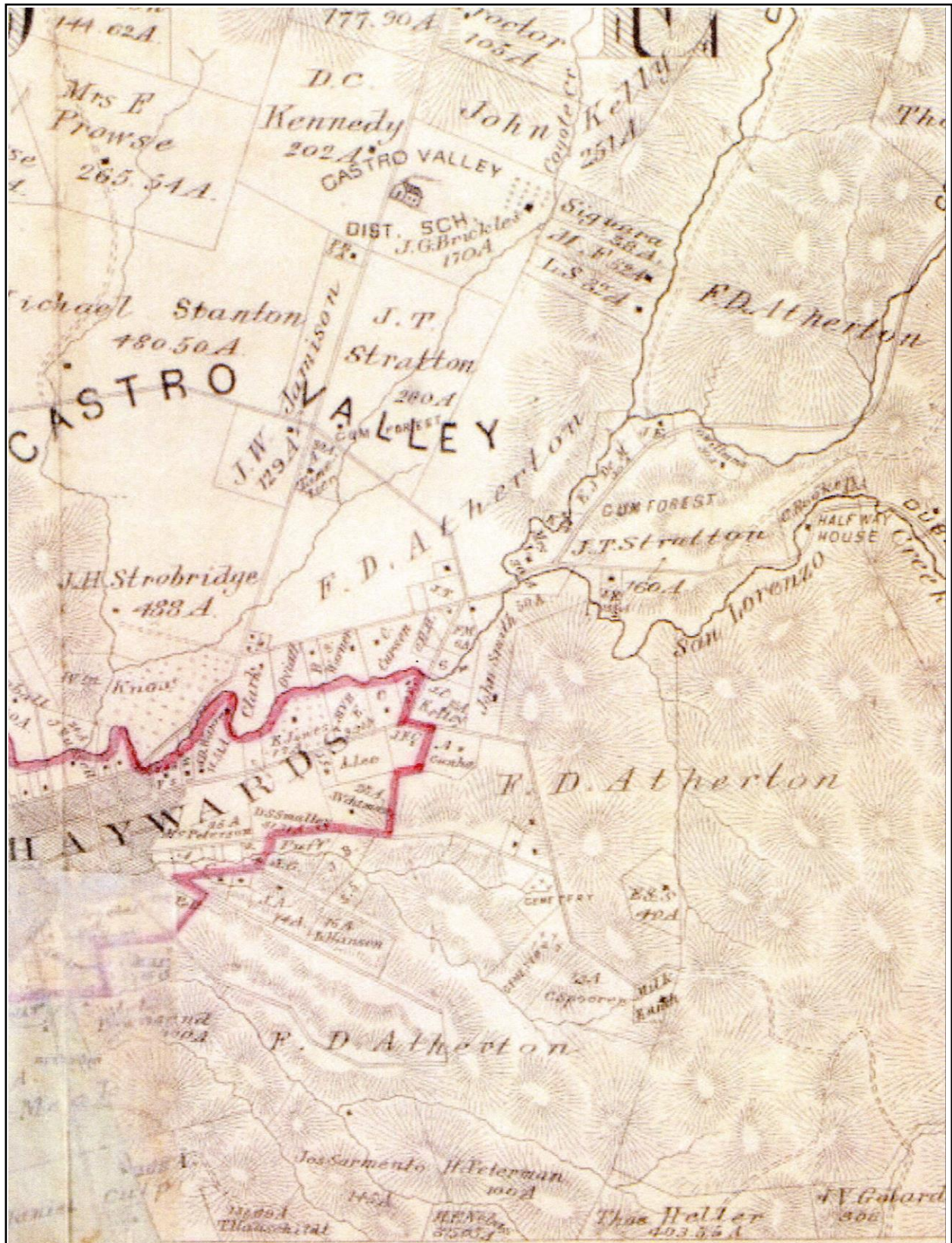
An 1878 Map of farm ownership in Alameda County (see Figure 5-) indicates B Street extending east to Grove Way, and continuing as what is now Kelly Street to Maud Avenue. Maud Avenue is shown extending south, intersecting D Street at Lone Tree Cemetery. East Avenue and Second Street also appear on the map, terminating in what is now the western part of Fairview. Most of Fairview is shown as part of the F.D. Atherton Ranch. A few outparcels owned by other parties are shown.

EARLY 20th CENTURY

Figure 5-2 is a topographic map from 1899. By that time, Fairview Avenue extended from the cemetery area south to the top of Walpert Ridge, joining what is now Hayward Boulevard. D Street had been extended east of Maud Avenue, and E Street had been extended into Fairview to its current end point. Kelly Street likewise had been extended, and Woodroe Avenue had been constructed. Roughly 60 homes are shown along these roads within Fairview’s boundary—almost none of these homes remain today.

During the early 1900s, many of the larger farms were divided into smaller farms. The region’s topography and location provided an ideal climate for raising chickens, and parts of Fairview and Castro Valley became known for their chicken farms. Orchards also became prevalent during this time period, especially east of the cemetery.

The place name “Fairview” appears to have been established around the 1920s. The northern part of the community became known as Kelly Hill, as much of the land was owned by County Roadmaster Manuel Kelly. Data from the US Census indicates that many of Fairview’s earliest residents were first-generation Californians or immigrants from Europe and the Azores. In



Source: Hayward Historical Society

Figure 5-1: 1878 Historical Map of Eden Township

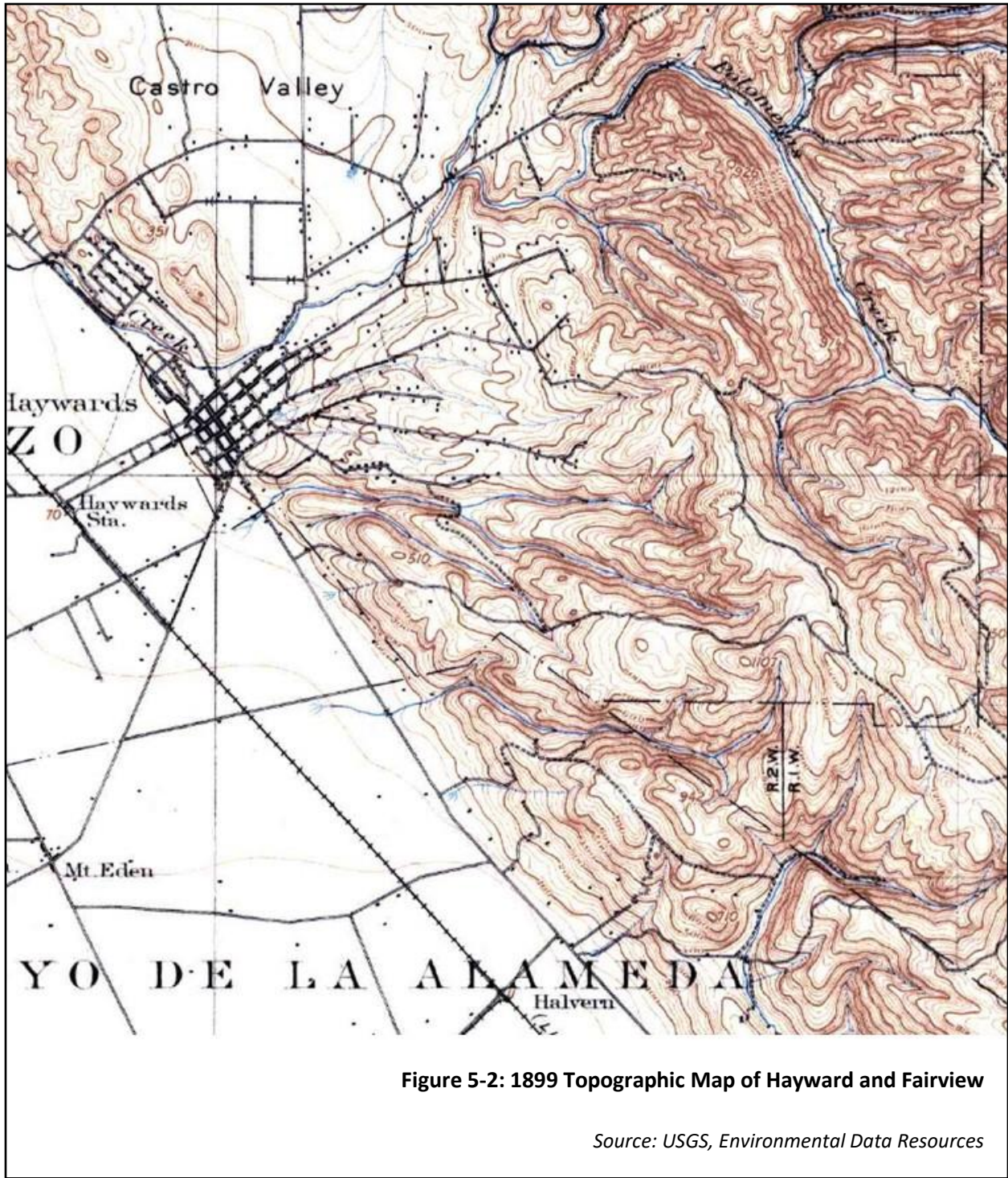


Figure 5-2: 1899 Topographic Map of Hayward and Fairview

Source: USGS, Environmental Data Resources

1938, community volunteers formed the Fairview Fire Department and in 1947, residents established the Fairview Fire Protection District.

MID 20th CENTURY

At the start of World War II, Hayward was still a small town with a population of about 7,000. The City's population doubled in the 1940s and then increased five-fold in the 1950s, reaching 72,000 by 1960. While much of Hayward's growth took place south and west of Downtown, subdivisions also extended east along the rural roads into Fairview. A 1947 USGS topo map (see Figure 5-3) shows that the earliest subdivisions included Byron Street and Valley View Drive (both off Kelly Street) and Hidden Lane (off Hansen Road). This same topo map shows that north-south connections had been completed between Fairview's major roads, including Hansen Road between Fairview Avenue and East Avenue and Windfeldt Road between East Avenue and Second Street. Fairview School also appears on the map.

By the late 1950s (see Figure 5-4), additional subdivisions were built, including several on Kelly Hill. These included streets off Prime Avenue and Eddy Street/Costa Drive. The east end of East Avenue also was subdivided at this time. Equestrian themed street names like Bridle Drive and Saddle Drive provided an early indication that Fairview was becoming a favored location for horse owners. To the east, the Castle Homes area was subdivided, with Star Ridge (then Upper East Avenue) and Clover Road added, and Amyx Court developed. In the southwestern part of Fairview, numerous small subdivisions were added along D Street (Fairlands, Madeiros, Randall) and E Street (Azvedo, Germaine, Trynn, Wilcox, Hillsdale, Zorro). The Panitz/ Minnie/ Nina area along Second Street also was developed at this time. The prevailing building type in most of these neighborhoods was the single-story California Ranch with attached garage.

A number of community organizations were established during the 1950s. The Hayward Hills Property Owners Association (HHPOA) was established in 1954, serving the large lot area in southeastern Fairview. HHPOA emerged early on as an advocate for protecting Fairview's rural character and low-density zoning, limiting large-scale commercial agriculture, and encouraging tree-planting and land stewardship. The Fairview Community Club also was created during this time, with a clubhouse behind Fairview School on Maud Avenue. The organization lobbied against annexation of Fairview into Hayward, and worked to protect the neighborhood's single family character.

RECENT PAST

Many of the milestones in Fairview's more recent history relate to growth and development issues. In 1970, an initiative to connect "Lower" East Avenue to "Upper" East Avenue (Star Ridge Road) galvanized residents opposed to the impacts of street widening, sidewalks, and higher traffic volumes. A number of controversial development proposals followed during the 1970s, including plans for large-scale subdivisions along Walpert Ridge, as well as plans for townhome developments and condominiums within Fairview. Some of these proposals moved forward and others did not. Figure 5-5 shows the extent of development as of 1980.

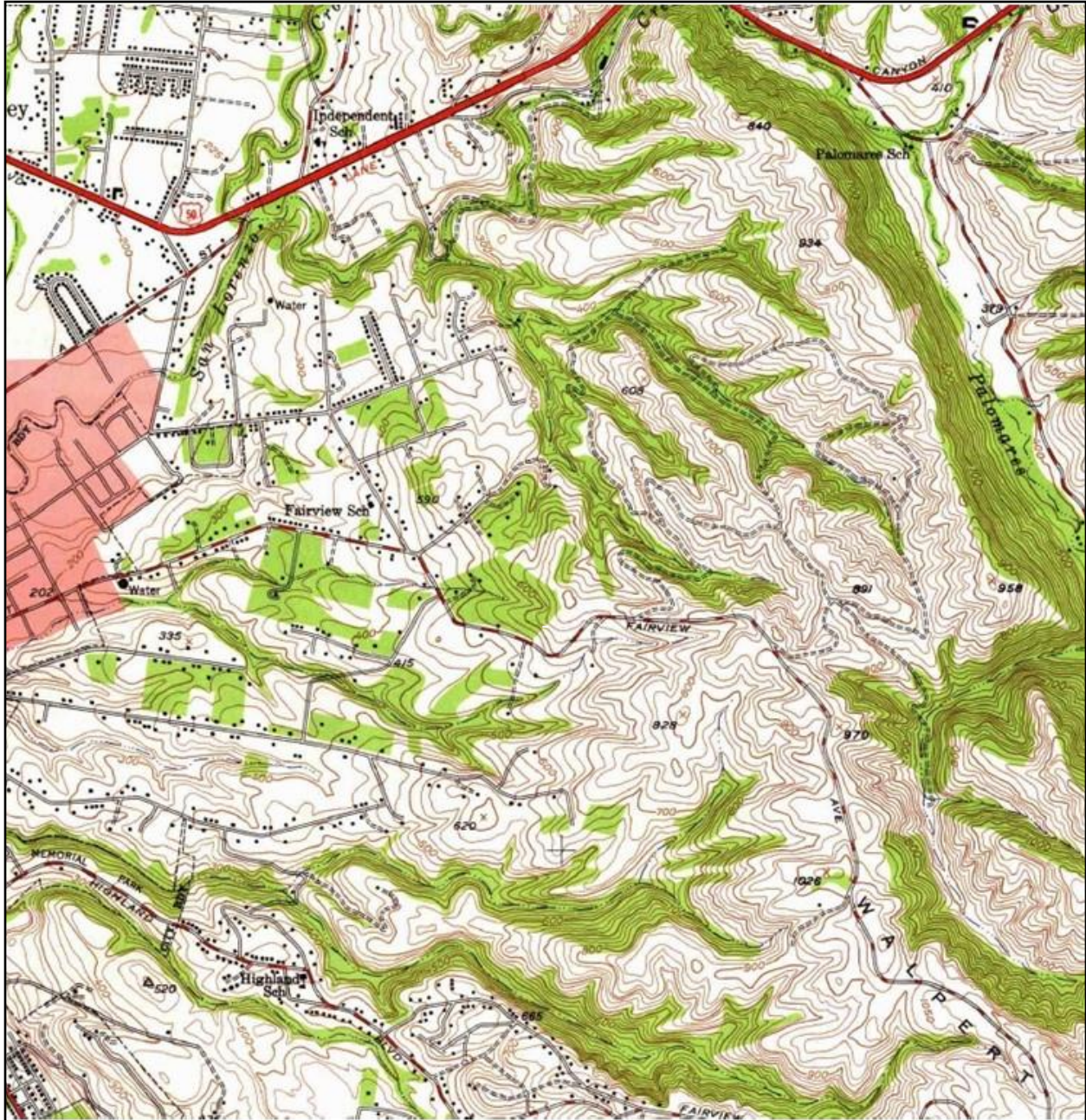


Figure 5-3: 1947 Topographic Map of Hayward and Fairview

Source: USGS, Environmental Data Resources

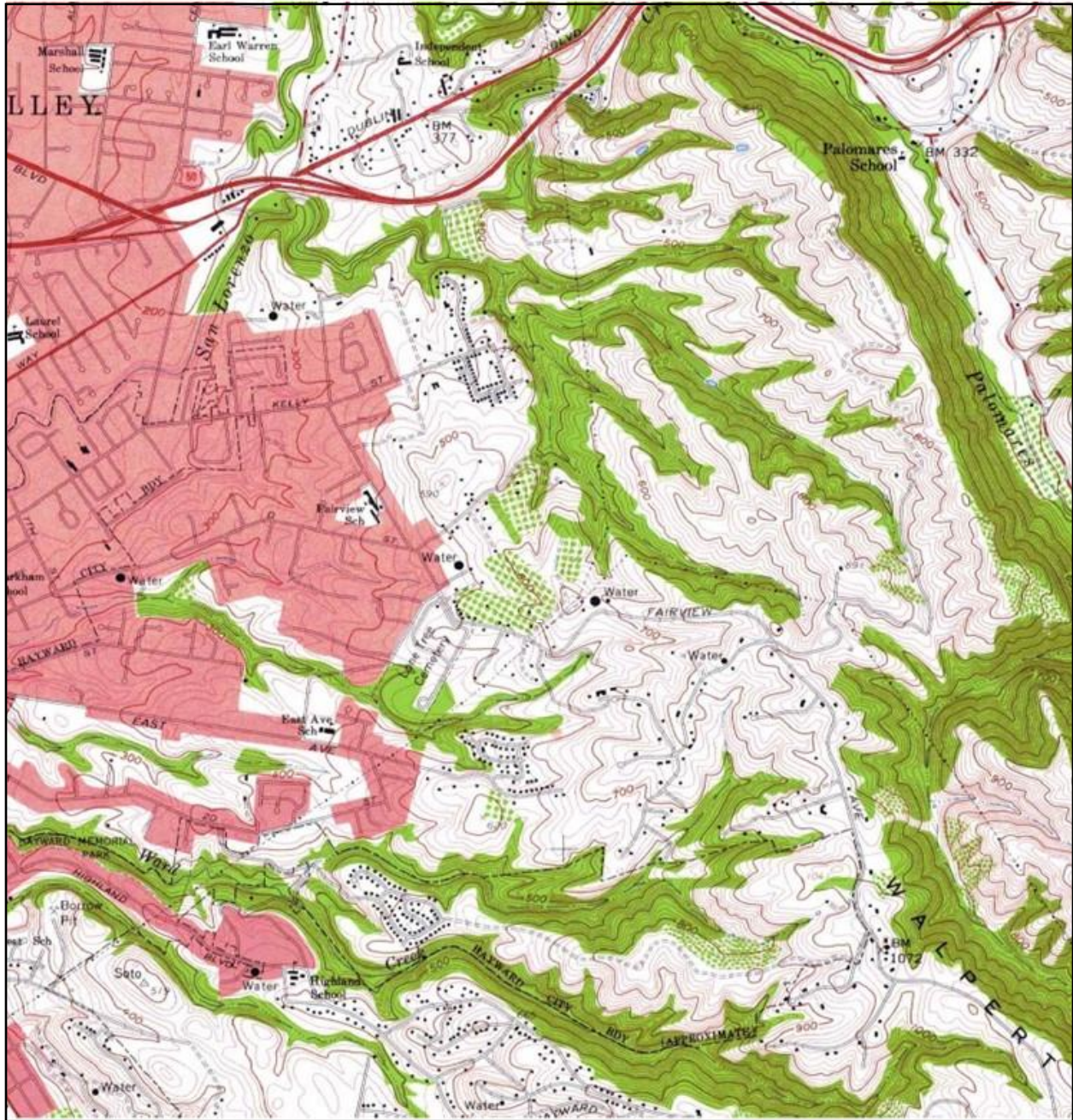


Figure 5-4: 1959 Topographic Map of Hayward and Fairview

Source: USGS, Environmental Data Resources

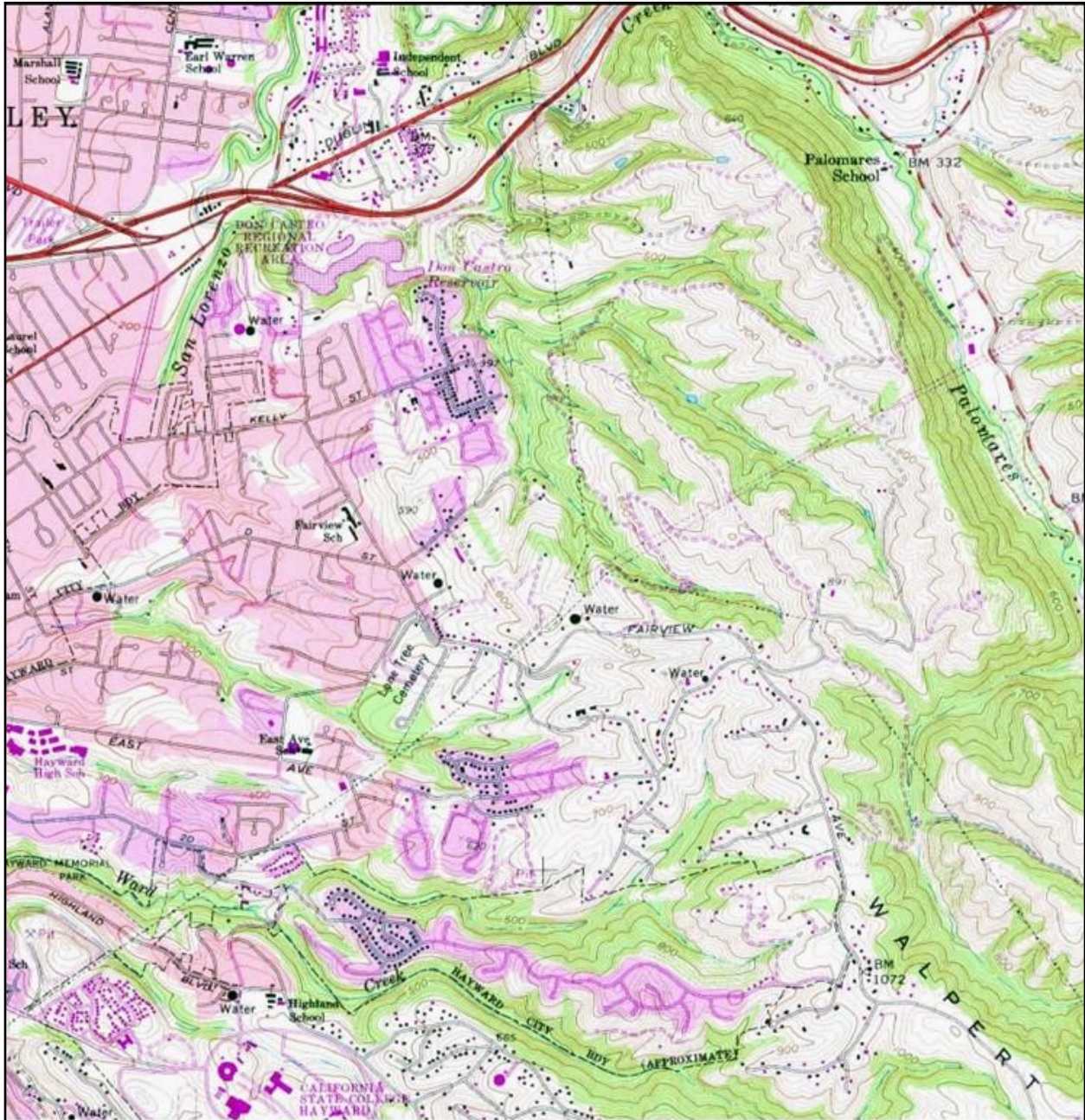


Figure 5-5: 1980 Topographic Map of Hayward and Fairview

Source: USGS, Environmental Data Resources

In 1980, the first Fairview Specific Plan was adopted. The Plan established an Urban Growth Boundary, limited future densities, and established policies and standards to preserve Fairview's natural features. Much of the planning focus in the 1980s and early 1990s was the mitigation of potential impacts from Rancho Palomares (Five Canyons), particularly on traffic, views, and community character. The community's engagement ultimately led to development of the two roundabouts, a horse trail along Fairview Avenue, a new fire station, and a reduction in the number of units in Five Canyons.

Kelly Hill and the Civil Rights Movement (Text Box)

During the late 1950s and 1960s, a considerable number of African American families began to move to Fairview. Home sales to Black households exceeded sales to White households for several years in the early 1960s. In 1965, a civil rights agency suggested that the Alameda County Human Relations Committee study the factors behind this trend, speculating that realtors, lending institutions, and other parties were "steering" Black residents to Fairview and away from predominantly White neighborhoods in Hayward.

This was a time when racial covenants prohibiting the sale of homes to minorities still existed and laws requiring equal property rights were rarely enforced. It was also a time when urban renewal had resulted in the displacement of many Black residents from the community of Russell City in South Hayward. Fairview soon became one of the most integrated suburban communities in the East Bay.

When the Commission's study was released in 1966, no immediate action was taken but the gravity of the situation came to light. Some 18 months later, the federal Fair Housing Act was approved and practices such as red-lining and racial covenants became illegal. Today, Fairview remains a diverse and welcoming community. *[end Text Box]*

Figure 5-6 shows a sampling of aerial photographs from Central Fairview over a roughly 60 year period, beginning in 1939 and ending in 1998.



1939

1958



1982



1998

Figure 5-6: Aerial photos of Central Fairview, 1939-1998

Source: Environmental Data Resources

HISTORIC STRUCTURES AND SITES

There are no locations in Fairview listed on the National Register of Historic Places, California Historical Landmarks, California Points of Historical Interest, or California Register of Historical Resources. Although Lone Tree Cemetery dates to 1868, and its iconic oak tree is estimated to be 300 years old, neither are formally recognized as historic landmarks.

Some of the streets emanating from Hayward, such as D Street and E Street, have Craftsman style dwellings and California bungalows dating from the early 1900s. There are also Period Revival cottages from the 1920s and 30s incorporating features such as stucco walls and tile roofs. However, many of the original homes built in Fairview at the time of its initial settlement were demolished during the mid- and late-20th Century as land was subdivided.

County Assessor records indicate only one home in Fairview that pre-dates 1900 and four homes built between 1900 and 1910. Based on Assessor's data, there are 21 still-existing homes built in the 1910s, 56 homes built during the 1920s, and 57 homes built during the 1930s. The older homes are concentrated along major thoroughfares. Of the 82 homes in Fairview that were built before 1930, 65 of them are located on D Street, E Street, East Avenue, Second Street, Maud Avenue, Kelly Street, or Fairview Avenue.

A comprehensive survey of historic resources and contributing resources has not been prepared for Fairview. If such a survey were conducted, it might also identify landscape features including historic barns, fences, and important trees. Currently, the potential for historic resources is evaluated on a case by case basis for individual development sites.

VISUAL AND AESTHETIC CONDITIONS

OVERVIEW

Visual and aesthetic conditions define the character of a community, provide orientation and identity, and contribute to the quality of life. The impetus for Fairview's first Specific Plan in 1980 was to protect its visual features. At the time, Fairview was approaching a tipping point and transitioning from semi-rural to suburban. The 1980 Plan and the 1997 Plan that followed it defined important visual features and established standards and guidelines to protect these features.

Visual and aesthetic conditions are not only shaped by private development, they are also shaped by public space, including roads, medians, parks, and schools. Features such as street trees, utilities, signage, and landscaping also are important contributors to visual quality. Similarly, protecting visual quality also includes the protection (or enhancement) of views, along with factors such as privacy, light and glare, and shadows. Although visual quality is subjective, Fairview's existing plans provide a clear expression of the community's aesthetic priorities.

FAIRVIEW'S VISUAL SETTING

Fairview is located in the East Bay Hills, an expansive area of hilly terrain that extends from the Sacramento River on the north to the Diablo Range in Santa Clara County on the south. A gently rising bowl-shaped area extends east into the hills between Hayward and San Leandro, encompassing most of Castro Valley and parts of Cherryland and the Upper B Street area of unincorporated Hayward. Fairview is situated on the south side of this bowl, with gently rolling to steep terrain, including a number of prominent canyons and ridgelines. Views are generally to the west, taking in San Francisco Bay and distant landmarks such as the Oakland and San Francisco skylines, the San Mateo Bridge, and the Santa Cruz Mountains.

Elevation in Fairview ranges from 200 feet to just over 1000 feet. Canyons and arroyos follow local streams and creeks, creating topographic relief and many interesting views and vistas. At the lower elevations, community character is defined by residential subdivisions intermixed with older residences that pre-date suburban development. Most of Fairview's population resides in this area, which includes neighborhoods along Kelly Street, D Street, Woodroe/Maud Avenue, and East Avenue.

Lower Fairview has an organic character, shaped by decades of incremental development. Much of the construction consists of ranch-style housing in subdivisions from the 1950s and 1960s. These areas are intermixed with newer developments from the 1980s, 90s, and 2000s with mostly two-story housing in a variety of California Contemporary styles. Rural cottages and bungalows dating back to Fairview's origin as an agricultural area also are present. There are a large number of dead-end streets and shared driveways in this area, providing access to homes of various sizes and styles built over the last several decades. There are also a few low-rise apartment complexes, generally dating from the 1960s through the 1980s.

At the higher elevations, there are panoramic views across the East Bay and to the open hills on the east. There are sweeping views across Hayward and Castro Valley on many streets, as well as views of adjacent canyons and hillsides. Larger parcels, limited agriculture, and more open space create a semi-rural image. Newer subdivisions with large homes are present. Horses and livestock, pasture, white split-rail fences, a vineyard, and numerous fruit trees provide visible links to the area's agricultural past. Rural character is reinforced by narrow winding roads, many without curbs and gutters. Given the hilly topography, the impacts of recent development are visible in many locations. These impacts include grading, vegetation removal, and large multi-level homes on steep hillside sites.

Some of the developments that occurred in Fairview in the 1970s, 80s, and 90s were approved as planned developments (PDs). This enabled the allowable density on each project site be transferred to the flattest part of the site, with townhomes and cluster homes constructed rather than detached housing. The clustering enabled steep hillsides, creeks, and other sensitive natural areas to be set aside as private open space.

While these projects were effective in preserving open space, they have also contributed to the perception that Fairview is becoming more urban. Some residents have expressed a preference to prohibit new townhomes and cluster development, and instead maintain large lot sizes with generous setbacks. Some of the concerns expressed about PDs in Fairview and elsewhere in unincorporated Alameda County include the bulkiness of past small lot developments, the lack of distinct architectural character, blank street-facing facades, the dominance of garage doors and driveways from the street, and insufficient guest parking.

VISUAL ATTRIBUTES

Fairview's visual character is fundamentally shaped by its natural landscape. This landscape includes grassy hillsides, wooded canyons, creeks, and large trees. Trees such as Monterey pines, cottonwood, eucalyptus, oaks, and palms occur along roadsides throughout the area.

Historically, the hillsides northeast of Hayward were used for cattle, horse grazing, and chicken farms, while the lower lands closer to Castro Valley were used for row crops and orchards. Pastures, fruit trees, and outbuildings such as barns and horse stalls remain today. The patchwork of older agricultural uses and single family residential homes is the core of Fairview's identity. Residents feel strongly about preserving this balance, and stemming the further loss of open space to new residential development.

Fairview does not have a unifying architectural style. Tax assessor records indicate that 82 percent of the community's single family homes are one story and 18 percent are two-story (less than 0.2 percent are three story). The form and scale of development varies from neighborhood to neighborhood. Most of the community was built between 1950 and 1990, an era that favored simple architectural designs and single-story ranch style homes. A smaller number of homes are traditional California cottages, bungalows, and farmhouses that pre-date World War II. Homes in southeastern Fairview tend to be newer and substantially larger.

The most memorable buildings are often community gathering places, including elementary schools and religious institutions. For instance, the vaulted roof of the Coptic Church on Hansen Road is architecturally distinctive. Certain land uses such as Lone Tree Cemetery and the PG&E

transmission towers, are also notable and provide orientation. Transportation features such as the two roundabouts, also create a sense of local identity.

Fairview is also defined by the *absence* of certain features, including shopping centers, offices, and a central business district. The lack of commercial land uses is part of local identity, although it may require that residents drive several miles for goods and services. The lack of curbs, gutters, and sidewalks on some roads likewise adds to semi-rural character.

Not all of the features associated with rural character are visually positive. As an unincorporated community, there are a number of properties in Fairview with deteriorating outbuildings, old cars and recreational vehicles, makeshift structures, and other elements that detract from the natural beauty of the landscape. There is also a lack of cohesion from property to property in some cases, with variations in landscape materials, fencing, and building quality.

Figures 5-7 and 5-8 show characteristic visual features in and around Fairview.

COMMUNITY EDGES AND GATEWAYS

Visual features define Fairview's edges, particularly on the north, south, and east. On the north, I-580 and Don Castro Regional Park provide a clear community edge. On the east, Five Canyons and the Five Canyons Open Space along Walpert Ridge likewise define a clear edge. Ward Creek clearly defines the southern edge of Fairview, although a small part of the community (Arbutus Court) extends to the other side of the canyon. The western edge of Fairview is more diffuse, and it is not always clear when one passes from Hayward (or other parts of the unincorporated area) into Fairview. The streets themselves form the boundary in some cases, creating ambiguity about where Fairview starts and ends. In some cases, the road design standards change at the Hayward city limits, providing a subtle cue of Fairview's boundary.

There are no formally designated "gateways" into Fairview. However, the major points of entry into the community include:

- Kelly Street (east of Mansfield Av)
- D Street (at the Gurdwara and EBMUD water tank)
- East Avenue (at Hayward High School)
- Second Street near Campus Drive
- Fairview Avenue at the Five Canyons roundabout
- Fairview Avenue near the Stonebrae neighborhood

In most cases, these gateways are marked with a simple green highway sign marked "Welcome to Fairview Fire Protection District." The population of the district (including Five Canyons) is noted on the sign. Some consideration could be given to more distinctive gateway signs, at least on the roads with the highest traffic volumes. The Five Canyons roundabout already has a distinctive entry feature for the Five Canyons community, which could be complemented by a more subdued gateway for Fairview. Gateway signage could communicate not only the boundaries of Fairview but the rural and agricultural heritage of the community.

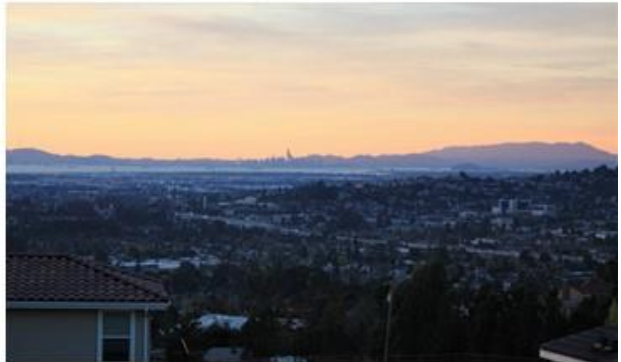


Figure 5-7: Characteristic Views in Fairview



Figure 5-7: Characteristic Housing and Architecture in Fairview

Fairview provides a strong contrast to the more urban neighborhoods to the west in Hayward, the more homogeneous Five Canyons master planned community to the northeast, and the undeveloped open spaces of the Palomares Hills to the east. Visually, Fairview is more akin to parts of Castro Valley and the older residential districts of the Hayward Hills than it is to the adjacent Hayward flatlands. Views and vistas are important throughout the community, but particularly in the upper elevations along canyons and ridgelines.

SCENIC HIGHWAYS AND ROADSIDE CONDITIONS

There are no officially designated State Scenic Highways in or adjacent to Fairview. A few area roadways have been designated as scenic highways by Alameda County and the City of Hayward. These include Interstate 580 on the north edge of Fairview (designated as a scenic route by Alameda County) and Fairview Avenue in Fairview (designated as a scenic route by Alameda County and Hayward). I-580 is considered to be part of the California Scenic Highway system but has not been officially designated in the Fairview vicinity.

Even if a road is not designated as “scenic,” its contribution to community character should be recognized. Every Fairview resident experiences local roads when traveling to and from their homes each day. The visual quality of these roads can be improved through landscaping, sensitive vegetation management, litter removal, sign regulations, and regular maintenance. On private property, code enforcement should continue to address issues such as abandoned vehicles, illegal dumping, and dilapidated structures.

The State of California recommends that local jurisdictions preserve scenic roadways by retaining natural slopes and landforms, and preserving and enhancing creeks and native vegetation along the roadsides. This may include designing new development—including subdivisions and individual homes—to minimize hillside grading and limit development on top of ridgelines. Where hillside homes are developed, their visual impacts can be reduced by stepping down building heights to follow natural contours. Larger front setbacks also may be appropriate. Infrastructure such as transmission lines and power poles should likewise be managed to avoid any “skylining” effects on ridgelines and obstruction of panoramic views.

GUIDING PLANS AND PROGRAMS

Alameda County General Plan Scenic Route Element

In 1966, Alameda County adopted a Scenic Route Element of its General Plan. Although the document is 50 years old and refers to several highways that were never constructed, it continues to provide provides policy direction for protecting and managing scenic routes in the county. The Element includes policies related to the design of scenic roadways and development standards for scenic corridors. Fairview Avenue is identified as a scenic roadway in this document. The Jackson Freeway—which was proposed to run along the west edge of Fairview and connect Interstate 580 at Crow Canyon Road to Interstate 880 at Highway 92—also was identified.

1997 Fairview Specific Plan

Much of the focus of the existing Fairview Specific Plan is on protection of visual and aesthetic resources. The aesthetic principles in the Plan include:

- Retaining and enhancing natural topographic, landscape features, and site qualities
- Ensuring that development fits natural topography, soils, hydrology, and other existing conditions
- Orienting new development and new interior streets so that grading is minimized
- Ensuring that any grading blends with natural landforms
- Developing large tracts in phases on which construction can be completed within one construction season so that large areas are not left bare and exposed during the rainy season
- Allocating areas not well suited to development as open space
- Using landscaping to blend structures with the natural landscape
- Grouping structures to provide visual interest and complement the natural landscape
- Protecting views of ridgelines
- Allowing clustering and special building techniques to preserve areas of scenic beauty and steep slopes and woodlands
- Designing streets to minimize grading
- Designing such visual elements as street lighting, fences, sidewalks, pathways, and street furniture to enable maximum identity and uniqueness of character to be built into each development;

The Specific Plan also calls for retaining slopes greater than 30 percent as open space (with some exceptions) and allowing grading of individual lots only where slopes exceed 20 percent. Stepped pier and beam foundations are encouraged to avoid mass pad grading and maintain a more natural appearance. The Plan also recommends that the vertical height of a graded slope (or retaining wall plus slope) should not exceed 10 feet in rear yards of five feet in side yards. There are also guidelines for the horizontal distance of graded slopes.

The Plan includes a particular focus on ridgeline protection. It notes that residences should blend into the natural topography and create minimal visual disturbance to the existing ridgeline and views. It discourages rows of residences with similar setbacks and elevations.

The 1997 Plan also establishes the following requirement for landscape plans:

“A landscape plan prepared by a registered landscape architect shall be submitted for all development projects. The plan shall include landscaping of slopes, especially around the development's perimeter, to mitigate the effects of grading and man-made structures. The landscaping shall be installed and inspected (or guaranteed through a bond) as a part of the grading improvements or subdivision improvements. The Planning Director may waive this requirement for projects which retain significant natural vegetation.”

Alameda County Residential Design Standards and Guidelines

Alameda County adopted Design Standards and Guidelines for the unincorporated areas of Western Alameda County in 2014. The Standards establish specific metrics for new development, while the Guidelines are more qualitative and descriptive. The Fairview Specific Plan supersedes the County Design Standards and Guidelines in most cases. However, certain criteria such as the method for measuring building height still apply. Likewise, the design guidelines are applicable to Fairview on topics where the Specific Plan is silent.

The Standards and Guidelines include standards for hillside development which ensure that new hillside homes “step down” to follow the slope of the land. This includes standards for retaining wall heights, maximum building height, and maximum understory blank wall heights. The guidelines address the relationship of buildings to the street, architectural design elements, setbacks, auto circulation, parking location, landscaping, open space, and fences and walls. Basic principles are included to ensure that new projects respect and complement neighborhood character, and protect privacy and light. Large box-like building forms are discouraged, and articulation of facades is recommended to reduce bulk. Guidelines also address shared driveways, landscape buffers between adjacent driveways, and curb cut placement.

City of Hayward Landscape Beautification Plan

The City of Hayward adopted a Landscape Beautification Plan in 1987 to guide streetscape improvements throughout the city. Although the City does not have jurisdiction over Fairview, the Plan identified Kelly Street-Maud Avenue-Fairview Avenue as a corridor to be beautified. This was primarily a landscaping and streetscape plan rather than a land use or urban design plan.

RELEVANT POLICIES FROM THE EDEN AND CASTRO VALLEY GENERAL PLANS

The Eden General Plan (Ashland, Cherryland, and San Lorenzo) provides policy direction on historic preservation and community design. The Castro Valley also has preservation and design policies, although its design policies reflect the community's lower densities and semi-rural neighborhoods. Policies from both plans are excerpted below, since each plan has policies that are potentially transferable to Fairview. The list below is not a complete list, but rather an excerpt of those policies that are most applicable. New policies and actions that are derived from the Eden and Castro Valley General Plans could be considered as the Fairview Plan is updated:

Historic Preservation

Eden General Plan

- 1. Historic or culturally significant buildings and other resources should be preserved. (LU-16, P-1)*
- 2. To the extent possible, the County shall cause no substantial adverse change in the significance of a historical or archaeological resource as defined in 15064.5 of the California Environmental Quality Act through its direct or indirect actions. (Eden, LU-16, P-2)*
- 3. To the extent possible, unique paleontological resources, sites or unique geologic features shall not be directly or indirectly destroyed or significantly altered. (Eden, LU-16, P-3)*
- 4. Property owners of potentially significant historic resources shall be required to prepare professional historic surveys prior to demolition of any structure. Potentially significant historic resources may be defined as those resources identified in professionally prepared surveys or where additional evidence suggests that the property or structure may be significant. (LU-16, P-5)*
- 5. New development, alterations and remodeling projects on or adjacent to historic properties should be sensitive to historic resources and should be compatible with the surrounding historic context. (LU-16, P-6)*
- 6. Support the development of local history projects, including the collection of oral histories from local residents. (LU-16, P-7)*
- 7. Conduct an historic resources inventory to identify important historic and cultural resources. (LU-16, A-1)*

Castro Valley General Plan

- 8. Establish strategies to protect local cultural resources that do not qualify for designation as historic resources but reflect (Castro Valley's) history and traditions. Possible strategies include: (a) Conservation districts for older neighborhoods with a unified distinctive character; (b) Lower densities or conservation easements in environmentally sensitive areas that reflect (the community's) agricultural history such as Palomares Canyon and properties with barns and stables. (CV, Policy 5.6-2)*

9. *Integrate consideration of historical and cultural resources into the development review process to promote early resolution of conflicts between cultural resources preservation and other community goals and objectives. (CV, Policy 5.6-3)*
10. *Complete a local Historical Resources Survey and prepare documentation for properties that appear eligible for listing in the State Register. (CV, Action 5.6-1)*
11. *Adopt regulations to protect and preserve historic and local cultural resources in the Planning Area based on the results of a Historical Resources Survey. Establish the following three different categories and regulations for alterations, additions, and demolition commensurate with the value of the resources: (a) Historic Resources that qualify for federal or state designation; (b) Local Historic Resources that may not qualify for federal or state designation but are of local interest and are worthy of preservation; and (c) Local cultural resources that are not historic resources as defined by CEQA but enhance the character of the community through their architectural character. (CV, Action 5.6-2)*
11. *Adopt regulations for the protection of historic and local cultural resources that provide clear guidance and criteria to determine when demolition of a historic or local cultural resource is permitted. Specify appropriate mitigations in cases where demolition is permitted, consistent with the California Environmental Quality Act and commensurate with the size and scale of the project and the value of the resource. Such mitigations may, for example, include donations to programs that restore historic or cultural resources. (Action 5.6-3)*

Community Design

Eden General Plan

1. *New residential construction should be of a high-level of craftsmanship and use exterior materials and façade designs that enhance the appearance of each neighborhood. (LU-4, P-2)*
2. *New residential projects in neighborhoods should enhance the existing character of the area and have high quality site planning and architectural design. Architectural diversity and variety, including variations in lot sizes, setbacks, orientation of homes and other site features should be allowed to maintain visual interest. (LU-5, P-2).*
3. *The County should not approve projects that have a substantial adverse effect on scenic vistas, substantially damage scenic resources, or substantially degrade the existing visual character or quality of the Eden Area. (LU-12, P-1)*
4. *When reviewing development proposals, the County should ensure that projects do not diminish views of natural features along public rights-of-way. Natural features are both within and around the Eden Area and include the San Francisco Bay and the East Bay hills. (LU-12, P-3)*
5. *To the extent feasible, the County should place utilities underground during roadway repair or widening, streetscape improvements, construction of major new development projects or as funds become available. (LU-12, P-4)*
6. *New development projects shall include street trees along public rights-of-way. Street trees should provide shade to pedestrians, a buffer from moving traffic and enhance the visual quality of the area. (LU-12, P-5)*

7. *The County shall maintain a program of landscaping, tree planting and tree preservation in the Eden Area in order to improve aesthetics and livability. (LU-12, P-6)*

Castro Valley General Plan

8. *Only allow residential development on or near hillsides, canyons, and creeks when such development employs creative site design, landscaping, and architecture that blend with the characteristics of each location and surroundings, and offer superior design solutions. (CV, Policy 5.1-1)*
9. *Require visual impact analysis during the development review process for public and private projects to ensure protection of views to natural areas from public streets, parks, trails, and community facilities. (CV, Action 5.1-1)*
10. *Encourage planned unit developments that cluster lots and preserve large areas of open space for new subdivisions in hillside, creek, and canyon areas and in areas with significant biological resources. (CV, Action 5.1-2)*
11. *Exceptions to design standards and guidelines will only be considered through a discretionary review process, and only approved if: (a) there are site-specific conditions that make it physically infeasible to follow the standards or guidelines; and (b) the proposed design provides an equal or better design solution in terms of livability for residents and impacts on neighboring properties. (CV, Policy 5.2-3)*
12. *Undertake capital improvement projects such as street redesign, community landscaping, and other similar projects in order to improve the appearance of Castro Valley and foster a community identity unique to Castro Valley. (Policy 5.4-1)*
13. *When County, State, Federal, and other agencies undertake street improvement projects, ensure that the projects include landscaping and other design improvements that mitigate the visual impacts of paved roadways and improve the appearance of the community. (Policy 5.4-2)*
14. *Retain and improve existing landscaping in street right of ways that retain the “small-town” and “natural hillside character” of Castro Valley. (Policy 5.4-3)*
15. *Create simple entry sign structures combined with planting and add street landscaping at key entries into the community. (Policy 5.4-4)*
16. *Unless requested by the residents, do not add curbs, gutters and sidewalks to residential streets in the Residential Hillside land use classification that do not already have such improvements, except on collector streets where such improvements are necessary for pedestrian safety, or on pedestrian routes to schools. (Action 5.4-5)*
17. *Work with PG&E and other public agencies to underground overhead utility lines along major commercial corridors using Rule 20A monies and other funding sources. (Action 5.4-8)*

6. COMMUNITY SERVICES AND INFRASTRUCTURE

INTRODUCTION

This chapter addresses parks, schools, libraries, law enforcement, and fire protection services and related facilities in Fairview. It also covers infrastructure including water, sewer, storm drainage, solid waste, energy, and telecommunication facilities.

Community services and facilities are an important part of Fairview's identity and quality of life. Services such as fire protection and public education create a common bond and build a sense of community. Facilities such as parks and schools are public gathering places and provide shared space for local residents. Because Fairview is unincorporated, residents must travel to other communities for some services or rely on other agencies for facilities like libraries and senior centers. The Specific Plan is an important tool to give voice to Fairview residents and express local priorities for future service delivery.

The location of community facilities in and around Fairview is shown in Figure 6-1.

PARKS

Overview

Approximately 8 percent of Fairview's land area consists of public parkland. This includes 95 acres at Don Castro Regional Park, which is owned and managed by the East Bay Regional Park District (EBRPD). It also includes 52 acres owned and managed by the Hayward Area Recreation District (HARD). Additional parks exist just beyond Fairview's boundaries, including Five Canyons Open Space (EBRPD), Five Canyons Park (HARD), and the Ward Creek/ Hayward Greenbelt (HARD).

Table 1 lists parks and park acreage in Fairview and also provides a description of existing facilities.

East Bay Regional Park District (EBRPD)

EBRPD's service area encompasses all of Alameda and Contra Costa Counties. The District owns and operates 121,000 acres of parkland serving an area with 2.8 million residents. Much of EBRPD's inventory consists of wildland open space, but the District also manages recreational and athletic facilities, interpretive centers, trails, picnic areas, campgrounds, playgrounds, pools and beaches, and community buildings.

Don Castro is Fairview's largest park, with nearly 100 acres of open space. Its focal point is San Lorenzo Creek Reservoir, a County Flood Control facility. The Reservoir is closed to boating and swimming, but is stocked with trout and catfish for fishing. The park's most popular attraction is a swimming lagoon, which is separated from the lake. Don Castro also includes picnic areas and hiking trails.

Insert Figure 6-1, showing parks, schools, fire stations, and libraries

Table 6-1: Fairview’s Parks

Park Name	Owner	Type	Acreage	Facilities
Local Parkland				
East Avenue	HARD	Local and Community	26.87	Picnic Tables, Barbecues, Play Area, Hiking/Riding Trails, Parking Lot, Basketball Courts, Horseshoe Courts, Restrooms, Open Lawn Area, Amphitheatre
Lakeridge	HARD	Local	5.64	Picnic Tables, Barbecues, Play Area, Half Basketball Court, Open Lawn Area
Fairview	HARD	Local and Special Use	1.00	Play Area, Day Care Building, Restrooms, Open Lawn Area
San Felipe	HARD	Local and Community	10.75	Picnic Tables, Group Picnic Area, Barbecues, Play Area, Parking Lot, Basketball Courts, Community Center Building, Meeting Rooms, Restrooms, Open Lawn Area
Sulfur Creek Nature Center	HARD	Special Use	8.64	Picnic Tables, Barbecues, Parking Lot, Restrooms, Open Lawn Area, Nature Center
Total Local Parkland			52.90	
Regional Parkland				
Don Castro	EBRPD	Regional	95.49	Picnic Tables, Barbecues, Parking Lot, Restrooms, Swimming Beach, Fishing, Trails, Open Space
Total Local and Regional Parkland			148.39	

Sources: HARD Master Plan, 2004; Alameda County Assessor Data, 2017

Hayward Area Recreation District (HARD)

HARD’s service area encompasses 64 square miles in Central Alameda County. About 55 percent of the service area’s population is within the City of Hayward, with 45 percent in Fairview, Castro Valley, Ashland, and other unincorporated areas. Fairview represents less than 4 percent of the population served by HARD and has just over 3 percent of its total park acreage.

The District was created in 1944 and is governed by a five-member Board of Directors. HARD offers a variety of programs benefitting Fairview residents, including team sports activities, aquatics, instructional programs, cultural programs, environmental education, and day camps.

HARD is currently updating its Parks Master Plan. Its prior plan, which was adopted in 2005, established the service standards used for long-range planning, as well as goals and policies for delivering park and recreational services. The Plan includes specific recommendations for meeting recreation facility and service needs, including place-based recommendations for individual communities and their associated parks. An implementation plan also is included.

The 2005 HARD Park Master Plan envisions a variety of accessible recreational facilities across the District, a high level of service, efficient management, cooperation with other park agencies,

and continuous community engagement. The Plan promotes health and fitness, conservation of natural resources, and adequate, equitable funding across the service area. It acknowledges the importance of parks to local culture, aesthetics, and design.

The Plan also recognizes the importance of school facilities in meeting recreational needs. It further recognizes the need to adjust services to meet changing demographics, as well as the need to expand the park inventory and develop new facilities as the population grows. HARD's policy is to accept parkland dedication only when it meets the District's recreational objectives and does not create a financial burden or potential liability for the District.

Profile of Fairview's Parks

There are five HARD parks located in Fairview, ranging in size from 27 acres to one acre.

East Avenue Park is about 27 acres and is located in the southern part of Fairview. The park consists of a large sloping lawn extending from East Avenue down to Ward Creek. It includes a picnic area, restrooms, basketball courts, and a small amphitheater. The lower part of East Avenue Park connects to Hayward's Greenbelt Park and the Hayward Plunge Trail.

San Felipe Park covers just over 10 acres on D Street. It includes a community center building providing space for indoor recreation programs as well as a group picnic area, restrooms, children's play equipment, and basketball courts. Lakeridge Park (on Lakeridge south of Kelly Street) likewise has a children's play area, basketball court, and lawn. Fairview Park includes a small pre-school and tot lot and is located to the rear of Fairview Elementary School.

Sulfur Creek is considered a "special use" park. Its primary function is conservation and environmental education rather than recreation. The park includes a wildlife rehabilitation center and discovery center for children.

Park Classification

HARD has adopted a classification system to facilitate park needs assessments and planning. This system includes:

- Local parks, which are 3-10 acres and serve residents within a one-half to one-quarter mile radius. These parks ideally include large level areas that can be used for active and passive recreation. They are neighborhood gathering places, and may include recreation centers and outdoor facilities such as tot lots, basketball courts, and ball fields.
- Community parks, which are larger than local parks and provide a wider variety and higher intensity of recreational uses. These parks may have the same facilities found in a neighborhood park, but often have additional facilities such as lighted fields, concession areas, and amphitheaters.
- Community centers, which are recreation buildings that contain a variety of amenities such as gymnasiums, classrooms, fitness rooms, and display space. These centers may be located in local and community parks, or may be free-standing.

- Special use facilities, which play a specific function such as environmental education, aquatics, golf, botanic gardens, or horseback riding.
- Trails and greenways, which are typically linear parks that follow natural features such as creeks or shorelines. They may also be developed along linear features of the built landscape such as transmission lines, railroads, and flood control channels.
- Natural open space, which is undeveloped land left primarily in its natural state. This includes wetlands, hillsides, and other areas that are managed for habitat protection.
- School parks, which are owned by one of the four School Districts within HARD's service area but managed collaboratively with HARD.

Under HARD's current guidelines, the same park may fall into multiple categories. For example, East Avenue Park is classified as a local park, a community park, and a natural open space. San Felipe Park is classified as a local park, a community park, and a community center. Sulfur Creek is classified as a community center and a special use facility. While this approach may accurately characterize the parks, it presents the risk of overstating the level of service in the community and underestimating current deficiencies.

Park Assessment

Based on Fairview's population of 10,500, there are 14.1 acres of parkland per 1,000 residents. When the regional parkland is excluded, the ratio drops to 5.0 acres per 1,000 residents. The latter standard is the one more traditionally used in park and open space planning, as Don Castro primarily consists of unimproved open space rather than recreational facilities. Subtracting Sulfur Creek Nature Center, which is neither a local or community park, results in a further drop to 4.2 acres per 1,000 residents.

HARD has adopted benchmarks for determining the adequacy of park acreage in its service area. The service standard indicates that the cumulative total of local parks, school parks, and district parks should be at least 5 acres per 1,000 residents and ideally 9.0 acres per 1,000 residents.¹ Fairview is at the bottom of this range and will experience a deficiency if population grows without additional parkland being acquired.

While existing parkland is minimally adequate, there are relatively few athletic facilities in Fairview. Fairview's parks have open lawns for informal play, but lack soccer fields, baseball fields, and other multi-use fields for organized sports. There is a soccer field at East Avenue Elementary School, but it is operated by the Hayward Unified School District and primarily serves students. There are no tennis courts in Fairview, nor is there a public swimming pool. There are no dog play areas or skate parks. There is no senior center. Residents typically travel to Hayward or Castro Valley for these activities.

The parks are also not equally accessible to all residents. Because of Fairview's street pattern and terrain, some residents are more than a mile away from the nearest park. Access can be particularly challenging for those too young to drive, and for seniors and persons with mobility

¹ 1-2 acres/1,000 local park, 1-2 acres/1,000 school park, 3-5 acres/1,000 for community parks, community centers, and special use facilities

limitations. The provision of additional parkland and new recreational facilities is a high priority for Fairview residents.

HARD's 2005 Master Plan includes recommendations for sub-areas within the District's boundaries, including Fairview. The recommendations acknowledge unmet needs for sports fields and courts and large family-oriented picnic areas in Fairview. The Plan states that because Fairview will experience minimal development in the future, it will receive limited park in-lieu fees for parkland acquisition or improvements. It further indicates that the community will need to work with the County, EBRPD, the school districts and others to create new facilities. Future updates to HARD's Master Plan should reinforce the District's commitment to partner with these agencies so that these facilities can be developed.

The 2005 Plan included the following specific recommendations for Fairview:

- Continue to require developers to contribute land for parks and funds for park-related development.
- Partner with developers and public agencies /special districts to jointly use land and /or target key parcels to expand existing Fairview parks
- Evaluate and renovate, upgrade and expand, as appropriate the San Felipe Community Center as a Community / Indoor Sports Center to accommodate multiple uses to meet changes in population / center capacity and recreation trends

Alameda County has also adopted a standard of 5 acres per 1,000 persons or 218 square feet per person as the basis for its parkland dedication ordinance. The County currently requires on-site dedication of parkland, or payment of an in-lieu fee equivalent to \$11,550 per single family dwelling or \$10,200 per multi-family dwelling. Given the high cost of land and the limited availability of large sites in Fairview, it is unlikely that impact fees would be sufficient to fund a new park in the community. Funds also may be used for capital improvements to existing parks. In-lieu fees may not be used for ongoing operations and maintenance expenses.

Trails

There are a limited number of public trails within Fairview, including an internal system of trails at Don Castro Regional Park and the Hayward Plunge Trail along Ward Creek on the southern edge of the community. The Don Castro trail system includes a segment of the Garin to Chabot Regional Trail, which links Fairview to the larger network of wildland trails extending throughout the East Bay Hills and around the Bay. The Garin to Chabot Trail runs through Five Canyons Open Space, with trailheads at the end of Blackstone Court and in Five Canyons Park.

The layout of Fairview's road system presents opportunities for short trail connections linking the ends of dead-end streets in neighborhoods that are now miles apart by car. Such connections could improve connectivity for pedestrians, bicyclists, and equestrians and improve access to local and regional parks. However, making such connections would require access across private property and navigating across creeks and steep terrain. Opportunities may continue to be explored in the future, depending on property owner and neighborhood interest.

SCHOOLS

Fairview is located within the Hayward Unified School District (HUSD). There are two K-6 elementary school campuses in the community. Fairview Elementary is located at 23515 Maud Avenue (near D Street) and East Avenue Elementary is located at 2424 East Avenue (near Hansen). Beyond 6th grade, Fairview public school students attend middle and high schools in the City of Hayward. Bret Harte Middle School (1047 E Street) is a few blocks west of Fairview while Hayward High School (1633 East Avenue) abuts Fairview's southwest border.

Enrollment Trends and School Capacity

In 2017-18, there were 597 students at Fairview Elementary and 576 students at East Avenue Elementary. While both schools draw most of their enrollment from Fairview, they also serve adjacent areas in Hayward and other parts of unincorporated Alameda County. A small number of Fairview students attend Stonebrae Elementary in the Hayward Hills.

In total, there are 21 elementary schools, five middle schools, three high schools, and a number of facilities for special needs students in the HUSD system. Total enrollment at all HUSD campuses is nearly 23,000 students. According to the California Department of Education, total enrollment increased by 6 percent between 2011-12 and 2016-17. However, this followed a decrease of 12 percent between 2001 and 2011. In 2016-17, Districtwide enrollment was 1,200 students less than it was in Year 2000. Districtwide enrollment is influenced by such factors as new development and population growth, the birth rate, interdistrict transfers, and private school enrollment.

Enrollment at East Avenue Elementary was relatively stable at about 425 students until around 2007, but jumped to over 600 students after the school was remodeled and expanded in 2012. Fairview Elementary School's enrollment has been more variable, declining from 432 in 1998-1999 to 336 in 2005-2006, but then increasing to 600 students in 2014-15 after the school was remodeled. Some of the year-over-year change may be a result of modifications to school service area boundaries which aim to balance enrollment across schools. More than one-quarter of HUSD's K-6 students attend schools located outside their assigned attendance areas.

According to HUSD's projections, Hayward's elementary schools are anticipated to see a 3.6 percent decrease in enrollment over the next seven years. However, the school by school figures show significant variability among campuses. Enrollment at Fairview Elementary is projected to increase by 23.4 percent, while enrollment at East Avenue Elementary is projected to decline by 12.9 percent. Fairview's increase is driven in part by recent increases in the number of kindergarteners. Fairview Elementary School has a capacity of 850 students. Even with the anticipated increase, its enrollment will remain well below this figure.

The student generation rates used for long-range planning purposes are shown in Table 2. The rates are based on existing yields from recent developments, as well as current enrollment and housing counts. Hypothetically, a 40-home subdivision would be expected to generate six elementary school students, one middle school student, and two high school students.

Table 6-2: Student Generation Rates in the Hayward Unified School District

Unit Type	Students Per Dwelling Unit by Grade			
	K-6	7-8	9-12	TOTAL
Single Family Detached	.143	.033	.050	.226
Townhome	.083	.033	.037	.153
Apartment	.222	.111	.111	.444

Source: Hayward Unified School District, 2017

Facility Improvements and Planning Issues

Alameda County collects an impact fee on new development that is used to support school facility improvements. The fee is \$2.97 per square foot for residential development and \$0.47 per square foot for commercial development. Capital funds are also provided through bond measures and other sources. The renovation and expansion of Fairview and East Avenue schools was largely financed through Measure I. More recently, Measure L has provided funds for new facilities at Hayward High School and modernization projects across the District. Improvements are made in accordance with a Facilities Master Plan adopted in 2013.

Fairview’s schools not only serve students, they are also a resource for Fairview residents. Under the State Educational Code, HUSD must allow public access to their facilities. HUSD Board Policy 3130 allows school-related organization to use HUSD facilities without charge, and other organizations to pay a fee that covers direct costs. This allows for limited use of the soccer field at East Avenue Elementary and the multi-use field at Fairview Elementary by sports organizations. Community events take place at both schools, affirming the role of the schools as civic gathering places.

The County will continue to work with HUSD to address operational and planning issues around Fairview’s two campuses. Foremost among these issues is the safety of students walking and bicycling to school. In 2017, the County Public Works Agency announced a Safe Routes to School program for 35 schools in the unincorporated areas, including East Avenue and Fairview Elementary Schools. The program will include capital improvements such as sidewalks, improved crosswalks, and bike lanes, as well as educational and training programs.

Private Schools

Several private schools also serve Fairview. Some—like Northstar School—are located within the community. Others—like All Saints Catholic School—are located nearby in Hayward or Castro Valley. There are also a number of child care facilities in Fairview.

LIBRARIES

Fairview does not have its own public library. Residents support the Alameda County Library System through property tax assessments and may use library branches located throughout Alameda County. The closest County facility to Fairview is the Castro Valley Library, located on Norbridge Avenue about two miles to the northwest. The County Library System includes nine other libraries, with locations in the cities of Albany, Dublin, Fremont, Newark, and Union City, as well as unincorporated San Lorenzo.

The Castro Valley Library opened in 2009. It is approximately 33,500 square feet and is the second largest library in the County system by square feet and circulation. The facility is well used and highly regarded. The 197,000 items in the library's collection circulated 562,000 times in Fiscal Year 2016-17. Although the facility is relatively new, the Library's 2017 Master Plan indicates that the unincorporated part of Eden Township is under-served by library facilities. As population grows in Fairview and Castro Valley, expansion or alternative service delivery methods will be needed.

Examples of alternative delivery include bookmobile stops, unstaffed or "pop-up" libraries, and libraries co-located with other public facilities (such as recreation centers). For example, the County is planning a library space in the future Cherryland Community Center, and also has a small facility within the Ashland Youth Center. Technology is also enabling new means of accessing library materials, including mobile kiosks and downloadable books.

The Alameda County Library System also operates a bookmobile. The bookmobile served Fairview at one time, but local service was discontinued due to low patronage. Other means of improving library access could include partnerships with the School District (through facilities at Fairview's elementary schools), and improved transportation from Fairview to existing library facilities. The County has identified a need for improved library services to address early childhood literacy in the unincorporated areas. There are also needs associated with new technology and the emerging role of libraries as hubs for economic growth, culture, education, and personal empowerment.

Fairview residents also have access to libraries not operated by Alameda County, including those operated by the City of Hayward. Development of a new \$65 million Central Library is now underway at Mission and C Street in Downtown Hayward. The 58,000 square foot building is located less than two miles from Fairview and will become the closest library to many Fairview residents when it opens.

LAW ENFORCEMENT

Law enforcement services are provided to Fairview by the Alameda County Sheriff's Office. The Sheriff's Office also operates County jails, the Coroner's Bureau, Animal Control, and other services that are provided to all Alameda County residents, including those in the incorporated cities. Residents in unincorporated Alameda County pay a supplemental property tax to cover the service costs associated with day to day law enforcement activities. Services to Fairview

residents are delivered from the Eden Township Substation at 15001 Foothill Boulevard just east of San Leandro. Additional facilities are located in Ashland.

The Sheriff's Office includes a number of divisions and units. A Patrol Division provides services to the unincorporated area on a 24-hour basis and also provides School Resource Officers, and DUI enforcement. A Crime Prevention Unit administers educational programs designed to reduce crime and improve public safety. An Investigations Unit follows up on misdemeanor and felony crimes and responds to specific categories of crime, such as property crime and auto theft. The Community Oriented Policing and Problem Solving Unit (COPPS) investigates complaints and acts as a sounding board for neighborhood problems, narcotics issues, alcoholic beverage sales, and blighted properties. A Youth and Family Services Bureau aims to reduce crime by focusing on at-risk and offending youth, as well as youth who are crime victims.

Services are delivered through a sector model, with Fairview and Castro Valley located in Sector Four. There are typically ten officers per shift assigned in each sector, with two to three patrol cars circulating at any given time. The Foothill office receives 911 calls and dispatches officers as appropriate. Anecdotally, the Sheriff's Office indicates that crime rates in Fairview are lower than they are in Ashland, Cherryland, and the more densely populated parts of Eden Township. Fairview's terrain, low density, and rural road system tend to be a deterrent to crime.

The Sheriff's Office facility at 15001 Foothill was built in 1953 and is in need of replacement. The existing building is overcrowded and is seismically vulnerable, despite several alterations. A site on the County's Fairmont Campus has been considered for the new facility, but the project is unfunded. The Office's Records and Crime Analysis divisions are located in a separate building that also houses the Emergency Services Dispatch Center. All 911 calls are answered by the Dispatch Center, with fire and medical emergency calls transferred to the Hayward Fire Department for immediate response.

Data on response time to 911 calls is not available for Fairview alone. In general, response times are longer in the unincorporated county than they are in the cities due to the greater distances and lower densities. On a per capita basis, the Department's staffing levels are lower than the countywide average, with 1.4 sworn officers per 1,000 residents compared with 1.7 per 1,000 residents for the police departments serving the 14 incorporated cities.

Additional law enforcement services are provided by the California Highway Patrol (CHP). The CHP enforces the State Vehicle Code in Fairview, including speeding violations and other traffic infractions. The County occasionally supplements CHP activities by sending motor units to enhance traffic enforcement, especially around schools.

FIRE PROTECTION

Overview

Fairview has a long tradition of outstanding fire and emergency medical services, dating back to the formation of its first volunteer fire department in 1938. In 1947, the Alameda County Board of Supervisors created the Fairview Fire Protection District (FFPD) in response to a petition from Fairview residents. FFPD is an independent special district governed by a five-member elected Board of Directors. The District's service area includes Fairview and Five Canyons, with a combined population of about 14,000. As the only locally controlled and elected entity in Fairview (as of 2017), the FFPD is an important community institution and a sounding board for the public on public safety and emergency preparedness issues.

Since 1993, the FFPD has contracted for fire protection services with the City of Hayward, enabling more cost-effective service delivery. Hayward's Fire Department manages day to day operations in Fairview, including fire protection, emergency medical services, and administration. Hayward Fire is present at meetings of the FFPD Board of Directors and provides quarterly reports on significant incidents, response times, and fire prevention activities. FFPD has a part-time General Manager tasked with coordinating with the Hayward Fire Department on budget, finances, contracts, and other matters.

Facilities and Services

Fairview's original fire station at 24200 Fairview Avenue is now used for equipment storage and training rather than fire-fighting. In 2001, a new fire station (known as Station 8) was constructed at 25862 Five Canyons Parkway as part of the Five Canyons development. A second fire station (Station 9) is located within Fairview's boundaries at 24912 Second Street. Both Stations 8 and 9 serve areas outside of Fairview as well as areas within the FFPD boundary.

The location of Fairview's fire stations provides good coverage across the community. Each station has a minimum of three firefighters at all times, with at least one also being an accredited paramedic. Station 8 typically responds to incidents in north and east Fairview, while Station 9 responds to incidents in the west and southwest part of Fairview. Stations 8 and 9 each have two fire engines, including one engine each with the capacity for fighting wildland fires. Back-up is provided by Station 1 in Downtown Hayward, with an additional engine company, truck company, and Battalion Chief.

In 2016, Station 8 received 597 calls for service, 446 of which were EMS calls. Station 9 received 652 calls for service, 466 of which were EMS calls. The average response time at Station 8 was 4 minutes 57 seconds, while the average response time at Station 9 was 4 minutes 23 seconds. Hayward Fire Department has adopted a standard of 5 minutes 50 seconds for 90 percent of its responses, consistent with national standards.

In 2017, there were 0.91 firefighters per 1,000 residents in Fairview. The ratio throughout the Hayward Fire Department service area is 0.73 per 1,000, while HFD's target ratio is 1.0 per

1,000 residents. The Hayward Fire Department has an Insurance Service Office (ISO) rating of 3 (an ISO scale ranking of 1 is the highest, whereas a ranking of 10 is the lowest).

Issues of Concern

Most of Fairview is considered to have a High to Very High risk of wildfire. The community is in an urban-wildland interface area, characterized by narrow winding streets, dense vegetation, steep terrain, and low densities. FFPD has made fire hazard reduction a priority. The Hayward Fire District operates an annual inspection program and a chipping and defensible space program. It also provides emergency preparedness training, including wildfire prevention and earthquake preparedness.

Other major issues of concern include water supply and street access to rural residential properties. Hayward Fire has a fire flow requirement of 1000 gallons per minute (gpm), while East Bay Municipal Utility District provides 700-800 gpm. EBMUD is upgrading facilities throughout their service area, but there are no plans for new water storage facilities in Fairview. Hayward Fire also requires a minimum street width of 20 feet and a maximum street grade of 10 percent for new streets. Additional requirements are set through the California Fire Code, including standards for turning radius and dead-end streets. The Fire Marshal's Office reviews proposals for new development to ensure that they meet these standards. However, some of Fairview's older streets pre-date the most recent code requirements and do not comply. Other service challenges include increased demand for medical and paramedic services due to an aging population.

The Alameda County Local Agency Formation Commission (LAFCo) periodically prepares Municipal Service Reviews (MSR) for the FFPD. The most recent review was completed in 2013. The MSR evaluated alternative governance structure options for fire protection, including dissolving the District, shifting services to Alameda County Fire, creating a subsidiary district, and maintaining the status quo. In 2014, FFPD adopted a Strategic Plan expressing its continued commitment to serving Fairview residents, enhancing community engagement and partnerships, delivering sound fiscal management, and providing the best possible fire and emergency medical services to the community. No changes to the current governance structure are proposed at this time.

INFRASTRUCTURE

Fairview's infrastructure includes water storage tanks and distribution lines, sanitary sewer collection lines and lift stations, stormwater drainage facilities, and privately-operated energy and telecommunication systems. The community is also dependent on infrastructure in other communities, such as wastewater treatment facilities, landfills, and reservoirs. Although Fairview is not anticipating substantial growth, the maintenance and upkeep of its infrastructure is essential to sustain the quality of life, respond to emergencies, and ensure public health and safety.

Because Fairview is unincorporated, most of its infrastructure is managed and operated by Alameda County and independent special districts. Water, wastewater, and solid waste management services are provided by utility districts serving multiple communities, including incorporated cities. Storm drainage, street lighting, and road maintenance services are generally provided by Alameda County Public Works.

WATER

Water Supply and Delivery

More than 90 percent of Fairview residents receive their water from the East Bay Municipal Utilities District (EBMUD). The southeastern part of Fairview, which includes larger lots and rural residential uses, receives water from the City of Hayward. There are also a number of private wells in Fairview used for non-potable purposes.

EBMUD currently delivers water to approximately 1.41 million residents in an area extending from Crockett to the San Ramon Valley. Fairview is the southernmost community in EBMUD's 332-square mile service area. Based on historical averages and in normal hydrologic years, about 90 percent of EBMUD's water supply originates from the Mokelumne watershed, which is fed primarily from the melting snowpack of the Sierra Nevada. The remaining 10 percent comes from protected watershed lands and reservoirs in the East Bay Hills.

EBMUD has water rights that allow for delivery of up to 325 million gallons per day (mgd) from the Mokelumne River. A series of aqueducts convey this supply across the Sacramento-San Joaquin River Delta (Delta) to storage and treatment facilities in the East Bay. The aqueducts terminate in Walnut Creek, at which point water is sent to three water treatment plants (WTPs) or to one or more of EBMUD's terminal reservoirs.

After treatment, water is distributed to cities and unincorporated communities across Alameda and Contra Costa counties. There are more than 120 pressure zones, ranging in elevation from sea level to 1,450 feet. Water is delivered across the service area through 125 pumping plants, 165 neighborhood reservoirs and tanks, and 4,200 miles of distribution lines. A number of EBMUD tanks are located in Fairview.

The Mokelumne River supply alone is not sufficient to meet EBMUD's customer demands during periods of extreme drought. The availability of Mokelumne River water may be constrained due to the senior water rights of other users, downstream fishery flow requirements, court decrees, agreements with State and federal regulatory agencies, and other drought-related outcomes. As a result, EBMUD has obtained dry-year supplemental supplies and developed facilities to access those supplies. These include the Freeport Regional Water Facility, which accesses water from the Sacramento River, and the Bayside Groundwater Facility, which will enable the use of stored groundwater. In response to drought conditions, EBMUD tapped Sacramento River water supplies in 2014 for the first time.

Alameda County and EBMUD have both undertaken programs to conserve water and reduce the need for developing new water supplies. These include public education and information, economic and financial incentives, and a variety of best management practices (BMPs) such as water saving plumbing fixtures and drought tolerant landscaping. In 2016, EBMUD adopted a updated long-term Urban Water Management Program (UWMP). The UWMP, which is updated every five years, serves as a water supply planning guide through the year 2040.

The population of EBMUD's service area is projected to increase by 320,000 between 2015 and 2040. Growth in Fairview is expected to represent about one-third of one percent of this projected growth. Fairview's growth been taken into consideration in EBMUD's forecasts as well as its water supply and facilities planning. EBMUD continues to work to improve system reliability and resilience, and to promote water conservation and contingency planning in the event water supplies are curtailed.

As noted earlier, the southeastern part of Fairview receives water from the City of Hayward. Hayward purchases its water from the San Francisco Public Utilities Commission (SFPUC) and has access to back-up supplies through agreements with EBMUD and the Alameda County Water District. Most of Hayward's water originates in the Sierra Nevada and is transported to the Bay Area via the Hetch Hetchy Aqueduct. Hayward's water supply agreement with the SFPUC runs through 2034. The City owns and operates its own water system, with distribution lines beneath local streets. Like EBMUD, Hayward has taken measures to seismically retrofit its facilities and promote water conservation to recognize drought-related supply constraints.

Water Facilities in Fairview

There are a number of EBMUD water distribution facilities located in Fairview, including reservoirs, pumping plants, and regulators used to serve customers in the region. EBMUD facilities in the area are listed below:

- Walpert Reservoir (water storage tank)
- Quarry Reservoir (water storage tank)
- Bayview No. 1 Reservoir (water storage tank)
- Bayview No. 2 Reservoir (water storage tank)
- Maud Regulator
- Henry Regulator
- Fairview Pumping Plant

- Quarry Pumping Plant

Several capital improvement projects are planned for these facilities. The Henry Regulator (Henry Lane north of Shawn Way) will be rehabilitated, and 1400 feet of new 8-inch pipe will be installed on Maud Avenue. The Maud Regulator (on Maud Avenue north of Atwal Court) will be decommissioned after these projects are completed. Another proposed improvement project will replace approximately 1,300 feet of 6-inch pipe in Hansen Road with 8-inch pipe.

Fairview residents are primarily served by the Fairview, Jensen, Walpert and Quarry Pressure Zones. Reservoirs in these pressure zones are generally oversized, leading to excess storage capacity. According to EBMUD, there are no notable service constraints or water pressure issues in Fairview at this time.²

Water Conservation Measures

In response to the 2012-2015 drought, EBMUD set measurable goals to reduce water use and enacted mandatory water reduction measures. Some of these measures were temporary and others are ongoing. Mandatory water use restrictions include activities such as shutting off sprinklers and irrigation systems, turning off fountains, eliminating watering of medians, and prohibiting washing down of sidewalks. The District largely met its drought targets, and reduced consumption to 53 gallons per capita per day in January 2016.

Alameda County enacted its own response measures during the drought. Some are ongoing and others will be reinitiated when drought conditions recur. Measures recently taken include:

- Upgrading equipment and maintenance practices, including discontinuing potable water use for medians, reducing watering schedules, replacing median planting with drought tolerant plants, and reducing washing of County vehicles
- Bolstering design standards for new construction, including implementation of a Water Efficient Landscape Ordinance (WELO) that requires native, drought tolerant plants and mulch to reduce water use
- Enforcing Codes and Ordinances, including California Plumbing Code design requirements and the State's Emergency Building Standards for Outdoor Landscape Irrigation
- Designing County Facilities and Landscapes to Support Efforts to Conserve Water
- Implementing innovative water saving technologies at new and existing County buildings, including Santa Rita Jail

Expanding the use of reclaimed water---or highly treated wastewater effluent suitable---is another important conservation strategy. There are currently no reclaimed water facilities in Fairview, and the distance (and elevation difference) between Fairview and the bayfront wastewater treatment plants is a constraint to its application in the community. Potential users in Fairview include local parks, landscaped rights-of-way, and the cemetery. More feasible and lower-cost reclaimed water strategies involve collecting and reusing graywater (for example, from laundry, showers, etc.) on individual properties, and gathering runoff from storm gutters in

² *Correspondence from EBMUD, November 3, 2017*

cisterns or other water-storage devices. Changes to the Building Code have made such systems more viable than they were a few years ago.

Water Connection Policies

Applications for water service to new customers are processed through EBMUD's New Business Office. The applicant completes a water service application, after which EBMUD provides a cost estimate for providing water service. Once payment is received from the applicant and EBMUD obtains required permits for street work, the utility completes meter installation at the site.

Section 31 of EBMUD's Water Service Regulations identify efficiency requirements for water service. This includes a stipulation that water service shall not be furnished for new or expanded service until all of efficiency requirements have been installed at the applicant's expense. This would apply to any new development in Fairview. New development should also be evaluated for opportunities to use recycled water for irrigation and other non-potable purposes.

SANITARY SEWER

The Oro Loma Sanitary District provides wastewater collection and treatment services to over 90 percent of Fairview households. The remaining 10 percent—encompassing the southeastern part of the Planning Area—are served by private septic systems.

The Oro Loma wastewater collection system serves multiple communities, including Fairview, San Lorenzo, Ashland, Cherryland, Castro Valley, and parts of San Leandro and Hayward. The Sanitary District was formed in 1911 and today serves 114,000 residents and 1,200 commercial and industrial users in an area of roughly 13 square miles. The system includes approximately 273 miles of sanitary sewer lines, 6,015 manholes, more than 60 special structures, 13 lift stations, and several inverted siphons. Ten of the district's lift stations are located in Fairview.

Most of the sewer lines in Fairview are six-inch vitrified clay pipes. These lines are prone to infiltration and outflow during heavy rains, increasing water flow to the treatment plant as well as the risk of pollution to local creeks. Oro Loma is systematically upgrading its sanitary sewer lines to address this issue. Sewer-line replacement projects in the Fairview area are ongoing and will continue into the future.

Wastewater is transported to a Water Pollution Control Plant located at the west end of Grant Road in San Lorenzo. The plant is jointly owned by Oro Loma and the Castro Valley Sanitary District (CVSD). CVSD reimburses Oro Loma for operations and maintenance costs based on its contributory flows (about 27 percent), and 25 percent for capital costs, based on its ownership interest. The plant has an average dry weather flow of 12.4 mgd with a design flow of 20 mgd. The District projects that population growth will increase average flows to 15.4 mgd by 2020. Anticipated growth in Fairview has been taken into consideration in that projection and represents a relatively small share of the total.

The Water Pollution Control Plant provides “secondary” wastewater treatment through physical, biological, and chemical processes. Some of the treated effluent at Oro Loma is reused for irrigation at the Sky West Golf Course in Hayward. Most of the effluent is transported via a 48-inch force main to a de-chlorination facility located just south of the San Leandro Marina. This facility is operated by the East Bay Dischargers Authority (EBDA), a Joint Powers Agency created in 1974 to collectively manage wastewater discharge from multiple plants. A number of independent sanitary districts, and the Cities of San Leandro and Hayward, are members of this Authority.

Once wastewater is dechlorinated, EBDA is responsible for discharging it to the deep waters of San Francisco Bay. The Authority operates an outfall pipe that ends approximately seven miles off shore. Approximately 800,000 people reside in the service area using this facility. The effluent must comply with specific standards set by the Regional Water Quality Control Board.

SOLID WASTE MANAGEMENT

Oro Loma is also the solid waste service manager for Fairview. The District contracts with Waste Management, Inc. of Alameda County to provide collection and disposal services. Solid waste is disposed at the Altamont Landfill and Resource Recovery Facility in eastern Alameda County. This is a Class II and III landfill and features a disposal area of roughly 472 acres. The facility can receive up to 11,500 tons of solid waste for disposal per day, with a maximum permitted capacity of about 62 million cubic yards. CalRecycle indicates that the facility has an estimated closure date of January 2025. Beyond 2025, additional capacity is available at other area landfills, including Potrero Hills near Fairfield.

Through its contractor—Waste Management—Oro Loma administers Fairview’s solid waste, recycling, and green waste/organics programs. Because the community is unincorporated, diversion data is not reported for Fairview alone. However, Alameda County has achieved significant reductions in the amount of solid waste disposed per capita. CalRecycle estimates that only 1.7 pounds per capita per day was disposed in landfills in 2016 in Alameda County’s unincorporated areas, compared to 3.9 pounds in 2007. The percent of total waste diverted from landfills rose from 56 percent in 1995 to 83 percent in 2016 due to the implementation of new waste reduction programs.

Waste Management collects residential trash and green waste/organics curbside every week on the designated pickup day. Recycling is collected every other week. Recyclables include paper, glass, aluminum, plastic, cardboard and other materials, and are combined in a single bin by customers. Waste Management also provides bulky waste pickups, used motor oil and oil filter collection, used cell phone and battery collection, and a number of other programs designed to extend landfill capacity, reduce litter, and ensure safe waste disposal.

STORMWATER MANAGEMENT

Fairview is located in the Alameda County Flood Control and Water Conservation District. The District is divided into zones that roughly correspond to watershed boundaries. Fairview is in Zones 2 and 3A. Zone 2 corresponds to the San Lorenzo Creek watershed (including Crow Creek and Palomares Creek), while Zone 3A includes Ward Creek and most of Central and South Hayward.

While creeks in the more urbanized areas west of Fairview have been re-engineered as flood control channels, the backbone of Fairview's storm drainage system consists of natural creeks and drainage swales. Most of the creeks are located on private property, with their centerlines forming the rear lot lines between abutting properties. In some cases, the creeks have been compromised by development, leading to erosion, bank failure, loss of vegetation, invasive species, and poor water quality. In other cases, the creeks retain riparian habitat and effectively carry stormwater runoff and mitigate flooding.

Stormwater reaches the creeks in a variety of ways. Most of the conventional subdivisions in Fairview include storm drains and conveyance pipes beneath the streets. Likewise, major roads such as D Street and Maud Avenue include curbs and gutters designed to carry stormwater to inlets. The inlets feed a system of collection pipes which terminate at outfall points along the creeks. In the more rural parts of Fairview, storm drains may be absent and runoff flows laterally toward swales and creeks. Some of the older roads include roadside ditches with culverts at driveways.

Once runoff leaves Fairview, it flows to flood control channels at lower elevations. The flood control system includes levees, pump stations, erosion control devices, and culverts in the urbanized areas west of Fairview. A variety of measures are being taken to improve the quality of urban runoff and reduce stormwater pollution in San Francisco Bay. Components of the system are also being improved to reduce flood hazards and respond to the effects of sea level rise.

Maintenance of the storm drains in Fairview is largely the responsibility of Alameda County Public Works. Catch basins and conduits are periodically cleaned, and crews inspect storm drain inlets to clear debris and minimize blockages. Individual property owners are responsible for maintaining the portions of creeks on their properties. Further requirements for creek management on private property are laid out in the County's Watercourse Protection Ordinance.

Development projects in Fairview are reviewed to determine the measures needed to avoid standing water, erosion, or downstream flooding. Stormwater detention facilities may be required to ensure that post-development runoff does not exceed pre-development runoff, and that creeks are not degraded. Replacement of culverts may be required to ensure that stormwater can pass under roads and driveways without triggering flooding or erosion.

The County Public Works Department maintains standards for the design of stormwater drainage systems, as well as a Hydrology and Hydraulic Manual to ensure that structures are appropriately designed. The Standards include diagrams and dimensions for inlets, manholes, silt basins,

pipes, and other structures. The Manual includes mathematical formulas that use variables such as precipitation, drainage area, and overland flow length to generate the design requirements for a given location. The County also has adopted Engineering Design Guidelines for the unincorporated area addressing drainage calculations, storm drain pipe locations and materials, slope and velocity, surface and gutter flow, storm drain structures, detention basin requirements, and similar attributes. Proposed subdivisions are reviewed by Public Works to ensure that they comply.

The sections of this report on Hydrology/Creeks, Flooding, and Water Quality contain additional information on stormwater management in Fairview.

OTHER INFRASTRUCTURE

Other infrastructure in Fairview includes gas and electric lines and telecommunication cables. Gas and electric services are provided by Pacific Gas and Electric (PG&E) while a variety of businesses operate and maintain the infrastructure needed for telephone (land line), cable TV, internet, and cellular phone service.

PG&E is a publicly traded utility company which generates, purchases, and transmits energy under contract with the California Public Utilities Commission. Electricity is generated by coal-fired and nuclear power plants, as well as clean energy sources such as hydro-electric plants, solar facilities, wind turbines, and geothermal facilities. The utility is actively working to increase the share of electricity generated by renewable sources from 30 percent in 2015 to 50 percent by 2030.

Electricity is delivered to customers via a regional grid of high voltage transmission lines. Power is converted to lower voltages at substations and transformers and is delivered to customers via a distribution network comprised of overhead and underground utility lines. Most of Fairview's collector streets and subdivisions have overhead lines. The newer subdivisions, as well as adjacent communities such as Five Canyons, have underground lines. A major transmission line also crosses Fairview, extending west to San Francisco Bay and east to the Tri-Valley area.

PG&E also delivers natural gas via pipelines from gas fields throughout the Western United States and Canada. Large high-pressure pipelines transport gas long distances, while smaller pipelines distribute gas to individual businesses and residences. The utility is in the process of modernizing its pipelines, and improving its inspection and monitoring program. PG&E's on-line interactive map indicates that there are no large high-pressure transmission pipelines within the Fairview Planning Area, although such facilities exist on B Street in Hayward from Center Street westward.

INFRASTRUCTURE FUNDING

Infrastructure improvements in Fairview are generally covered through special assessments and user fees levied by the utilities. In addition, the California Government Code allows residents in

unincorporated areas to create County Service Areas (CSAs). Subject to voter approval, CSAs can issue bonds which generate revenue for infrastructure projects. For example, a CSA enabled the provision of storm drainage, street lighting, and supplemental street maintenance services in Five Canyons. Approval of such projects is more difficult in established communities where these services are already in place and simply require modernization.

Other tools to improve infrastructure include Mello-Roos districts, and Landscape and Lighting Assessment Districts (LLAD), and development agreements. Mello-Roos Districts are most often used on undeveloped land and allow infrastructure costs to be passed on to future residents through property taxes. They are used to build streets, sewer systems, police and fire systems, schools, parks, libraries, and other public facilities in large new developments. A LLAD works similarly, creating a parcel tax that may be used for street lighting and the maintenance of public spaces like parks and medians.

EXISTING POLICY DIRECTION ON COMMUNITY FACILITIES AND INFRASTRUCTURE

The 1997 Fairview General Plan provided the following direction on parks and infrastructure. The 1997 Plan included a brief description of existing schools, police, and fire services, but did not include policies on these topics:

Parks

1. EBRPD and HARD should consider park land designation and acquisition consistent with the intent of this Plan to preserve natural riparian areas and other scenic, rural landscape features important to the community. Because of fiscal constraints, these agencies should give strong consideration to acquiring excess public lands that become available from State, County or school districts and that will satisfy area park needs.
2. Park needs, as determined by the wishes of potential park users and residents of the Fairview Area should be considered in current and future park planning for the area.
3. The County should work with EBRPD and HARD to ensure that hiking and equestrian trails within the Fairview area connect with the larger trail systems that run throughout Alameda County and adjacent counties.
4. The County Planning Department and Hayward Area Recreation and Park District shall coordinate efforts to develop new park sites and park expansion within the Fairview area.

Infrastructure

1. The County, in conjunction with property owners, will study and attempt to develop practical solutions to the problem of uncontrolled private sewage disposal in the Castle Homes area. These studies should reconsider public sewers and newly consider package treatment systems and properly designed, sited maintained and monitored septic tank/leachfield systems as potential solutions.
2. The County, City of Hayward, and people of the (Fairview) area should study the need and means for upgrading the water system if required.

3. The County Community Development Agency and Public Works Agency should coordinate study of (water and sewer) concerns with input from the Health Care Services Agency, Oro Loma Sanitary District, the appropriate fire protection district, and City of Hayward.
4. The Board of Supervisors should request the County Flood Control and Water Conservation District to set up a program for systematically studying and proposing measures to mitigate and eliminate drainage problems for the area.
5. The County shall undertake a study to prioritize locations for the undergrounding of utilities. This study should include the possible undergrounding of utilities along Kelly Street, Maud Avenue, D Street and Fairview Avenue.

RELEVANT POLICIES FROM THE EDEN AND CASTRO VALLEY GENERAL PLANS

The Eden General Plan (Ashland, Cherryland, and San Lorenzo) provides policy direction on public services and infrastructure. Key policies and actions from the Eden Plan are highlighted below. This is not a complete list, but rather an excerpt of those policies and actions that are most transferable to Fairview. New policies and actions that are derived from the Eden General Plans could be considered as the Fairview Plan is updated:

Parks, Trails, and Open Space

1. *A full range of parks and recreational facilities should be provided for Eden Area residents of all ages and physical capabilities. (PR-1, P-1)*
2. *Parks should be regularly maintained and enhanced, as funding is available, to ensure continued public use and enjoyment, enhance public safety and prevent deterioration. (PR-1, P-2)*
3. *Park facilities in the Eden Area should maintain a balance between active and passive recreation and should ensure that the park system benefits a diverse range of interest groups. (PR-1, P-3)*
4. *The County, working with HARD, shall strive to achieve a combined park acreage-to-population ratio of five acres per 1,000 population for local and community parks in the Eden Area. (PR-1, P-4)*
5. *The County shall work with HARD to locate a park that is accessible to every Eden Area resident by foot or transit. (PR-1, P-5)*
6. *The County shall work with HARD to identify sufficient, appropriately-located land to meet the park standards identified in HARD's parks Master Plan. (PR-1, P-6)*
7. *New and rehabilitated parks in the Eden Area shall comply with the requirements and standards in the Americans with Disabilities Act (ADA). (PR-1, P-7)*
8. *Existing recreational programs shall be maintained and enhanced to the greatest extent feasible. (PR-1, P-8)*
9. *Work with HARD to identify strategic locations for new or expanded parks in the Eden Area. (PR-2, P-1)*

10. *Require new development to pay an impact fee or dedicate parkland at five acres of parks per 1,000 population to offset the increase in park needs resulting from new residents to the greatest extent allowed by law. (PR-2, P-4)*
11. *New parks and recreation facilities shall be designed to maximize usable open space, avoid conflicts with adjacent neighborhoods and provide direct pedestrian and bicycle access between homes and parks. (PR-2, P-7)*
12. *To the extent feasible, new investments in parks should be focused on neighborhoods that are the least served in terms of park access and variety of recreational amenities. (PR-2, P-8)*
13. *The County, working with HARD, shall promote joint use agreements with school districts and other public agencies to maximize public access to all public spaces and grounds during non-business or school hours. (PR-3, P-1)*
14. *The County should pursue opportunities to increase access from all parts of the Eden Area to the EBRPD trail system, the Hayward Regional Shoreline and Chabot Regional Park. These opportunities include improved trailheads that serve Eden Area residents, improved access from within the Eden Area and enhanced signage. (PR-4, P-4)*

Law Enforcement, Fire Protection, and Schools

1. *Strive to continuously improve performance and efficiency in the Sheriff's Office. (PF-1, P-1)*
2. *Maintain adequate police staffing, performance levels and facilities to serve the Eden Area's existing population as well as its future growth. (PF-1, P-2)*
3. *Provide neighborhood security and crime prevention information and training to citizens, neighborhood groups and homeowners' associations, and work with the community in establishing Neighborhood Watch programs that promote mutual assistance and crime prevention techniques among residents. (PF-1, A-2)*
4. *Land use development proposals shall be reviewed for site design criteria and other law enforcement concerns. (PF-2, P-1)*
5. *Fire hazards shall be identified and mitigated during the project review and approval process for new development. (PF-4, P1)*
6. *Necessary fire and emergency response facilities and personnel shall be provided, to the greatest extent feasible, to meet residential and employment growth in the Eden Area. (PF-3, P-6)*
7. *Old or outdated fire facilities shall be replaced with new facilities containing the necessary infrastructure and design features to adequately support fire and emergency functions for the area. (PF3, P-4)*
8. *Maintain a list of areas where fire flow is below the 1,000 gallon per minute standards and identify funding sources to improve fire flow in those locations. (PF-3, A-2)*
9. *The County shall strive to work with school districts to provide a high level of public education to all residents in the Eden Area. (PF-7, P-1)*
10. *The County shall continue to provide the school districts with the opportunity to review large proposed residential developments and make recommendations about the need for additional facilities based on student generation rates and existing school capacity. (PF-2, P-2)*

11. *The County shall work with the Hayward Area Recreation and Park District (HARD) and the school districts serving the Eden Area to expand the joint use of school sites for parks and recreational facilities. (PF-2, P-5)*
12. *Safe and direct pedestrian and bicycle access to schools, including new sidewalks, bicycle paths, bike lanes on roadways and direct connections from residential areas shall be provided as funding becomes available and redevelopment opportunities occur. (PF-2, P-6)*

Infrastructure

1. *The County shall support the efficient use of water through such means as conservation and recycling, and shall encourage the development of water recycling facilities to help meet the needs in the Eden Area. (PF-9, P-1)*
2. *The approval of new development shall be conditional on the availability of sufficient water for the project. Existing conditions should be considered in determining water availability. (PF-9, P-2)*
3. *The County shall require that new development meet the Landscape Water Conservation Guidelines adopted by the Alameda County Board of Supervisors as a condition of permit approval. (PF-9, P-5)*
4. *The approval of new development shall be conditional on the availability of adequate, long-term capacity of wastewater treatment, conveyance and disposal sufficient to service the proposed development. (PF-10, P-1)*
5. *To the greatest extent feasible, upgrades to wastewater conveyance systems shall not disrupt the quality of life for Eden Area residents by significantly increasing noise, air pollution or traffic congestion. (PF-10, P-2)*
6. *All new development shall demonstrate to the County that the downstream sanitary sewer system is adequately sized and has sufficient capacity to accommodate anticipated sewage flows. If the downstream mains are found to be inadequate, the developer shall provide additional facilities to accept the additional sewage expected to be generated by the development. (PF-10, P-3)*
7. *Stormwater infrastructure shall be maintained in good condition. (PF-11, P-1)*
8. *New development projects should be designed to preserve permeable surfaces, minimize the amount of impervious surface and reduce stormwater impacts. Specific strategies that should be considered include permeable paving materials, green roofs and swales. (PF-11, P-2)*
9. *Local storm drainage improvements should be designed to carry appropriate design-year flows resulting from build out of the General Plan. (PF-11, P-3)*
10. *Natural or nonstructural stormwater drainage systems shall be encouraged to preserve and enhance the natural features of the Eden Area. (PF-11, P-7)*
11. *Installation or repair of stormwater collection systems should occur concurrently with the repair of roadways to maximize efficiency. (PF-11, P-8)*
12. *The County shall apply the Alameda County Clean Water Program's conditions of approval as development standards for new construction. (PF-11, P-9)*

13. *The County should continue to work actively with the Alameda County Waste Management Authority to reduce the volume of solid waste generated in the Eden Area. (PF-8, P-1)*
14. *The salvage and reuse of construction and demolition materials and debris shall be encouraged at all construction projects in the Eden Area (PF-8, P-5)*
15. *The County should work with residents, businesses and other members of the community, including architects, builders and contractors, to implement the County's Green Building Ordinance for residential and non-residential projects. (PF-8, P-7)*

7. NATURAL RESOURCES

This section summarizes natural resource conditions in Fairview. It provides the basis for policies and standards in the Specific Plan related to resource management, conservation, air and water quality, protection of plant and animal life, creeks and hydrology, and other resource-oriented topics. It also provides the foundation for Specific Plan environmental documents pertaining to agriculture, air resources, biological resources, hydrology and water quality, and mineral resources. The text is organized into headings corresponding to these topics.

AGRICULTURE AND SOILS

Agricultural Classification

The California Department of Conservation classifies farmland using four categories: Prime Farmland, Farmland of Statewide Importance, Unique Farmland, and Farmland of Local Importance. As shown on Figure 7-1, the Plan Area does not contain Prime Farmland, Unique Farmland, or Farmland of Local Importance. The Plan Area does contain soils that are potentially rated as Farmland of Statewide Importance and Prime Farmland (if properly irrigated), as shown in Table 7-1. However, no land in the Plan Area is officially designated as such. Some areas in the hillsides on the eastern portion of the Plan Area are designated as grazing land.

The California Land Conservation Act of 1965—commonly referred to as the Williamson Act—enabled local governments to enter into contracts with private landowners for the purpose of preserving land for agricultural use. In return, landowners receive reduced property tax assessments because the assessments are based on agricultural and open space uses instead of the full market value. As shown on Figure 7-2, there is no land under Williamson Act contract in the Plan Area.

Historically, the Plan Area and surrounding areas were used for agriculture, including cattle and horse grazing, poultry farms, and orchards. Within the last 60 years, many of these larger agricultural parcels have been converted to residential uses, including suburban-style subdivisions and large ranchettes. Areas surrounding the Plan Area to the north, east, and south still contain rural and agricultural or undeveloped properties.

Alameda County adopted a Right to Farm ordinance in 2005 to alert prospective property owners within 2,000 feet of agricultural operations that nearby agriculture and agriculture-related activities are permitted. The ordinance encourages and promotes agriculture, and protects agricultural uses from nuisance laws, as long as the agricultural operation fits the following criteria:

- Is conducted in zoning that allows such uses
- Is conducted or maintained in a manner consistent with proper and accepted customs and standards as established and followed by similar agricultural operations in the same locality, and in a lawful manner
- Predates the affected use(s) on the neighbor's property

Soils in the Plan Area

According to the USDA Soil Conservation Service, the Fairview Plan Area contains 11 soil types, as listed below (U.S. Department of Agriculture, 2016). The Plan Area is composed primarily of Xerorthents-Los Osos complex 30 to 50 percent slopes (approximately 373 acres, 43 percent of plan area) (USDA Web Soil Survey 2016). The remainder of the Plan Area is composed of soils listed in Table 7-1. Figure 7-3 shows the distribution of these soils in the Planning Area and Table 7-2 provides further information on their characteristics.

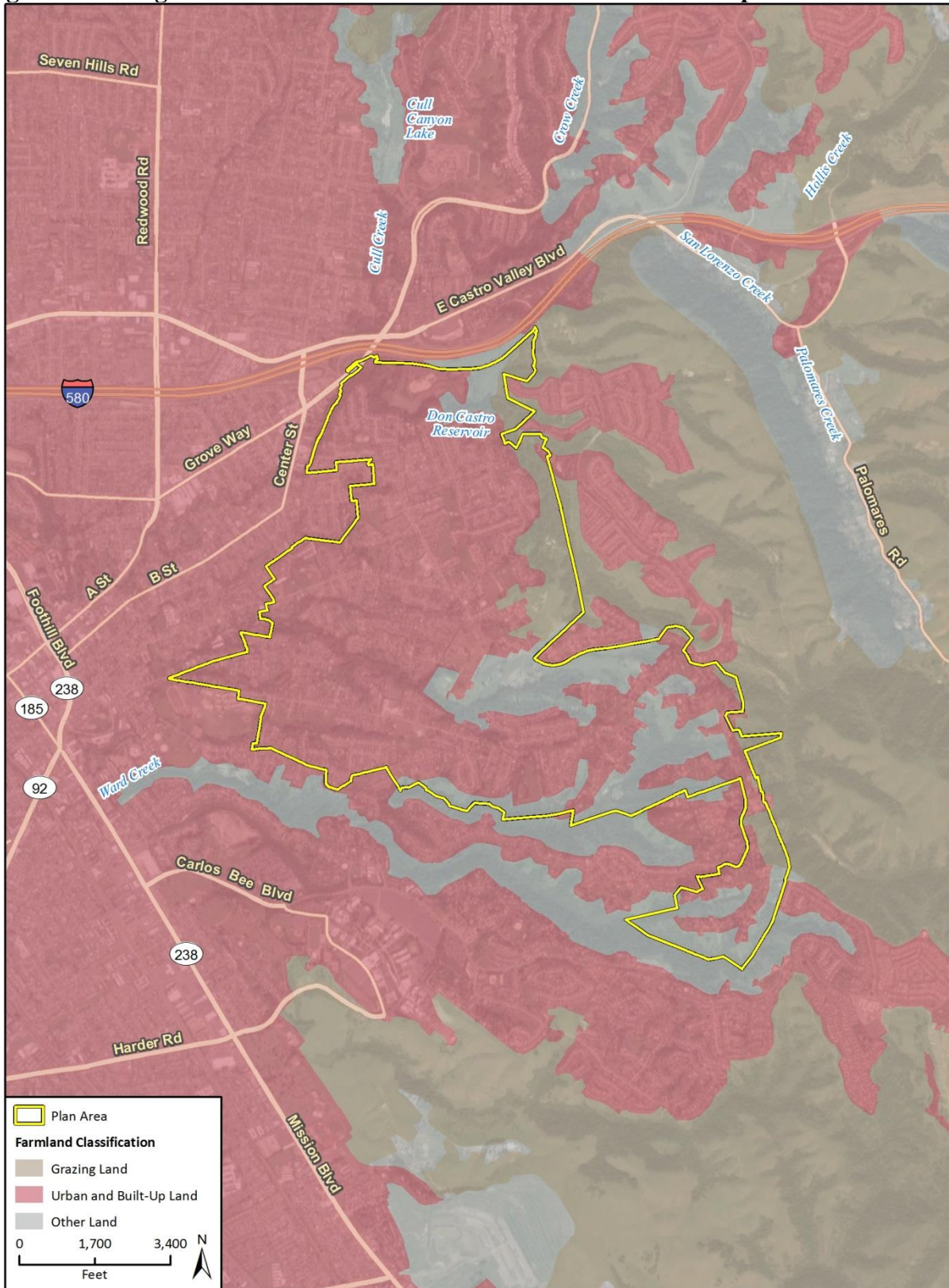
The majority of the soils identified in the Plan Area have low capability for agricultural production (i.e., not potentially Prime Farmland), with the exception of Altamont clay, Botella loam, and Tierra loam. Altamont clay and Botella loam soils make up small portions in the northeast region of the Plan Area, and Tierra loam is centrally located. Altamont clay and Tierra loam are classified as Farmlands of Statewide Importance, and Botella loam has the potential for Prime Farmland classification if properly irrigated (USDA Web Soil Survey 2016).

Table 7-1: Plan Area Soils and Farmland Classifications

Map Number	Name	Rating
LpF2	Los Gatos-Los Osos complex – 30 to 75 percent slopes, eroded	Not Prime Farmland
LuD	Los Osos and Millsholm soils – 7 to 30 percent slopes	Not Prime Farmland
LuE2	Los Osos and Millsholm soils – 30 to 45 percent slopes, eroded	Not Prime Farmland
MhE2	Millsholm silt loam – 30 to 45 percent slopes, eroded	Not Prime Farmland
100	Altamont clay – 5 to 15 percent slopes	Farmland of statewide importance
103	Azule clay loam – 9 to 30 percent slopes	Not Prime Farmland
106	Botella loam – 0 to 2 percent slopes, MLRA 14	Prime Farmland if irrigated
116	Gaviota-Rock outcrop complex – 15 to 50 percent slopes	Not Prime Farmland
119	Los Gatos-Los Osos complex – 50 to 75 percent slopes	Not Prime Farmland
122	Los Osos-Millsholm complex – 9 to 30 percent slopes	Not Prime Farmland
123	Los Osos-Millsholm complex – 30 to 50 percent slopes	Not Prime Farmland
123aw	Los Osos-Millsholm complex – 30 to 50 percent slopes	Not Prime Farmland
128	Millsholm silt loam – 30 to 50 percent slopes	Not Prime Farmland
145	Tierra Loam – 0 to 5 percent slopes	Farmland of statewide importance
158	Xerorthents-Los Osos complex – 30 to 50 percent slopes	Not Prime Farmland
162	Water	Not Prime Farmland

Sources: U.S. Department of Agriculture (USDA), Natural Resources Conservation Service (NRCS). Web Soil Survey Alameda Area, California (CA609). Version 9, September 28, 2016; U.S. Department of Agriculture (USDA), Natural Resources Conservation Service (NRCS). Web Soil Survey Alameda Area, California, Western Part (CA610). Version 11, September 12, 2016

Figure 7-1 Agricultural Farmland Classifications in the Fairview Specific Plan Area



Imagery provided by Google and its licensors © 2017;
 Additional data provided by California Department of Conservation, 2014.

Fig2.1 FMMP

Figure 7-2 Williamson Act Lands in the Fairview Specific Plan Area



Imagery provided by Google and its licensors © 2017;
 Additional data provided by California Department of Conservation, 2014.

Fig2.2 Williamson Act

Table 7-2: Plan Area Soils and Soil Parameters

Map Unit #	Name	Available Water Capacity (in.)	Shrink-Swell Potential	Rate of Surface Runoff	Soil Group	Erosion (T factor)
LpF2	Los Gatos-Los Osos complex <i>30 to 75 percent slopes, eroded</i>	24–39/ 24–40	Low/high	Very high	C	2/1
LuD	Los Osos and Millsholm soils <i>7 to 30 percent slopes</i>	18–48/ 22	High/low	Medium/high	C/D	3/2
LuE2	Los Osos and Millsholm soils <i>30 to 45 percent slopes, eroded</i>	18–48/ 22	High/low	High/very high	C/D	3/2
MhE2	Millsholm silt loam <i>30 to 45 percent slopes, eroded</i>	10–20	Moderate	Very high	D	1
100	Altamont clay <i>5 to 15 percent slopes</i>	40–60	High	High	C	4
103	Azule clay loam <i>9 to 30 percent slopes</i>	60–72	High	High	D	3
106	Botella loam <i>0 to 2 percent slopes, MLRA 14</i>	> 60	Low	Low	C	5
116	Gaviota-Rock outcrop complex <i>15 to 50 percent slopes</i>	10–20	Low	Very high	D/NA	1
119	Los Gatos-Los Osos complex <i>50 to 75 percent slopes</i>	24–40	Moderate/ high	High/very high	C/D	3/3
122	Los Osos-Millsholm complex <i>9 to 30 percent slopes</i>	24–40/ 10–20	High/low	High/very high	D/C	3/2
123	Los Osos-Millsholm complex <i>30 to 50 percent slopes</i>	24–40/ 10–20	High/low	Very high/ Very high	D/C	3/2
123aw	Los Osos-Millsholm complex <i>30 to 50 percent slopes</i>	24–40/ 10–20	High/low	Very high	D/C	3/2
128	Millsholm silt loam <i>30 to 50 percent slopes</i>	10–20	Low	Very high	C	2
145	Tierra loam <i>0 to 5 percent slopes</i>	Abrupt textural changes	Moderate	Medium	D	3
158	Xerorthents-Los Osos complex <i>30 to 50 percent slopes</i>	20–40	High	NA/Very high	NA/D	3
162	Water	NA	NA	NA	NA	NA

Hydrologic Soil Group A: Soils with high infiltration rate (low runoff potential) when thoroughly wet. Consist mainly of deep, well-drained to excessively drained sands. High rates of water transmission.

Hydrologic Soil Group B: Soils with moderate infiltration rate when thoroughly wet. Consist mainly of moderately deep or deep, moderately well drained or well drained soils that have moderately fine texture to moderately coarse texture. Moderate rate of water transmission.

Hydrologic Soil Group C: Soils with slow infiltration rate when thoroughly wet. Consist mainly of soils with a layer that impedes downward movement of water or soils of moderately fine to fine texture. Slow rate of water transmission.

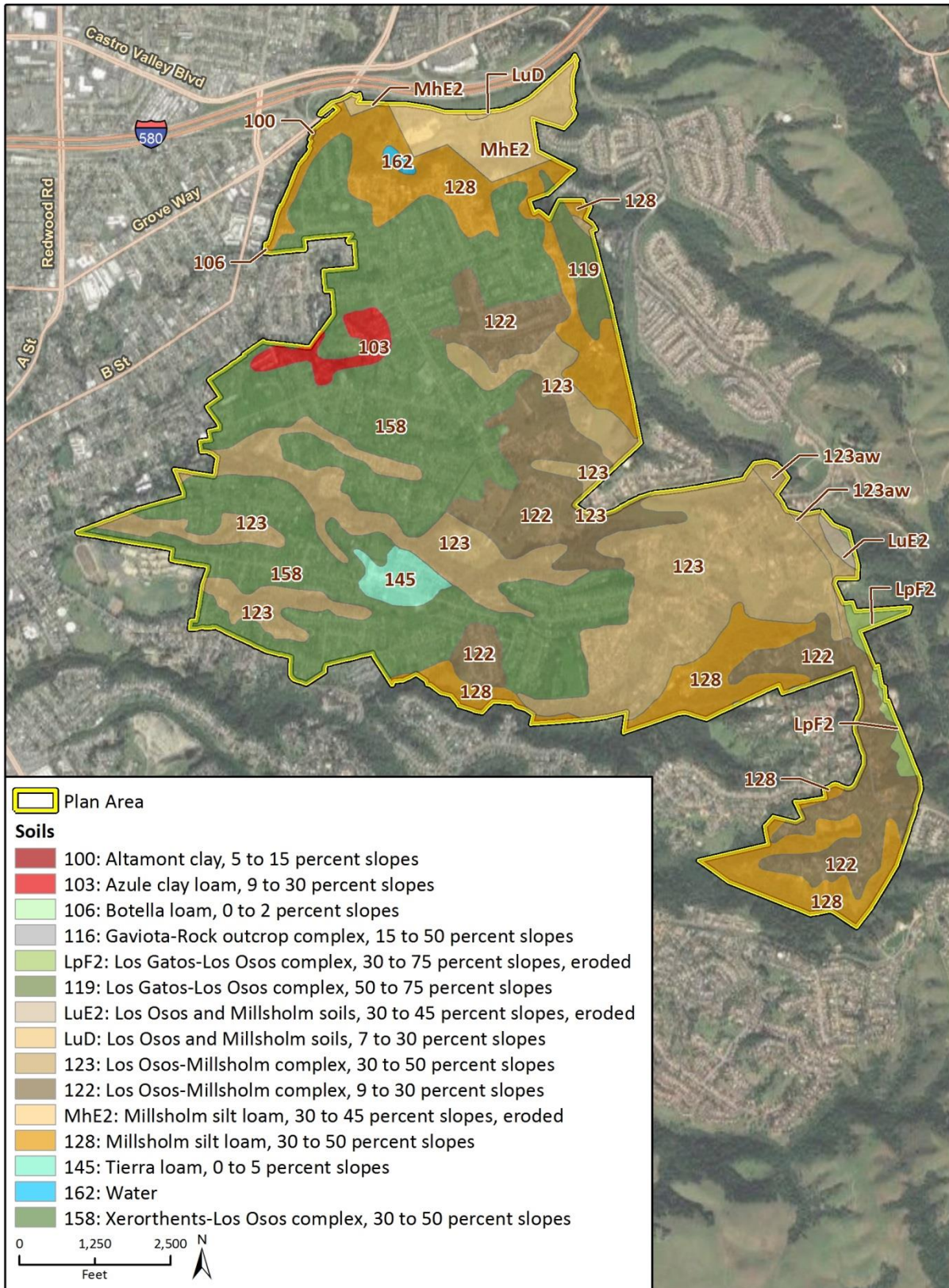
Hydrologic Soil Group D: Soils with very slow infiltration rate (high runoff potential) when thoroughly wet. Consist mainly of clays that have a high shrink-swell potential, soils that have a high water table, soils that have a claypan or clay layer at or near the surface, and soils that are shallow over nearly impervious material. Very slow rate of water transmission.

Notes: Where multiple values are listed, these represent the two major components of that soil type

Sources: U.S. Department of Agriculture (USDA), Natural Resources Conservation Service (NRCS). Web Soil Survey Alameda Area, California (CA609). Version 9, September 28, 2016.

U.S. Department of Agriculture (USDA), Natural Resources Conservation Service (NRCS). Web Soil Survey Alameda Area, California, Western Part (CA610). Version 11, September 12, 2016.

Figure 7-3 Fairview Specific Plan Area Soils



Forest Resources

In accordance with the definition provided in California Public Resources Code Section 12220(g), “forest land” is land that can support, under natural conditions, 10 percent native tree cover of any species, including hardwoods, and that allows for the preservation or management of forest-related resources such as timber, aesthetic value, fish and wildlife, biodiversity, water quality, recreational facilities, and other public benefits (California Public Resources Code). The Fairview Plan Area does not contain any forest land that meets these criteria. None of the lands in Alameda County at large are used for timber harvesting (Laaksonen-Craig, et al. 2003).

Existing Fairview Specific Plan Policies

The existing Plan includes a policy to minimize soil erosion through the appropriate handling of drainage, grading, and planting and maintenance of vegetation.

AIR QUALITY

The state and federal Clean Air Acts mandate the control and reduction of certain air pollutants. Under these acts, the U.S. Environmental Protection Agency (USEPA) and the California Air Resources Board (CARB) have established ambient air quality standards for certain “criteria” pollutants. These include ozone, carbon monoxide (CO), nitrogen dioxide, sulfur dioxide, and large and small particulate matter. Lead, asbestos, and various toxic air contaminants are also regulated.

Local air districts and CARB monitor ambient air quality to assure that air quality standards are met, and if they are not met, to also develop strategies to meet the standards. In the Bay Area, air quality monitoring stations operated by the Bay Area Air Quality Management District (BAAQMD) measure pollutant ground-level concentrations. Depending on whether the standards are met or exceeded, the local air basin is classified as in “attainment” or “non-attainment.” As of 2017, the San Francisco Bay Area Air Basin is in nonattainment for federal standards for ozone and particulate matter (PM_{2.5}). The SFBAAB is in nonattainment for state standard for ozone and particulate matter (PM₁₀ and PM_{2.5}).

Table 7-3 summarizes the representative annual air quality data for the Plan Area over the years 2014 to 2016. The nearest monitoring stations to the Plan Area are the Hayward–La Mesa monitoring station (approximately two miles south of the Plan Area), and the Livermore–793 Rincon Avenue monitoring station (approximately 15 miles east of the Plan Area).

As indicated in Table 7-3, one-hour ozone levels exceed federal standards two times in 2015, but did not exceed federal standards in 2014 or 2016. One-hour ozone exceeded state standards five times in 2014, two times in 2015, and did not exceed standards in 2016. The federal standards for PM_{2.5} were exceeded once in 2014. SFBAAB monitoring stations in Alameda County did not have carbon monoxide, sulfur dioxide, or PM₁₀ data available during this period.

Table 7-3 Ambient Air Quality Data

Pollutant	2014	2015	2016
Ozone, ppm - Worst Hour ¹	0.075	0.084	0.064
Number of days of State exceedances – 8 hour average (>0.07 ppm)	4	2	0
Number of days of Federal exceedances – 8 hour average (>0.07 ppm)	0	2	0
Carbon Monoxide, ppm - Worst 8 Hours	*	*	*
Number of days of State/federal exceedances (>9.0 ppm)	*	*	*
Nitrogen Dioxide, ppm - Worst Hour ²	0.048	0.049	0.041
Number of days of State exceedances (>0.18 ppm)	0	0	0
Sulfur Dioxide, ppm - Worst Hour	*	*	*
Number of days of State exceedances (>0.04 ppm)	*	*	*
Particulate Matter <10 microns, µg/m ³ Worst 24 Hours	*	*	*
Number of samples of State exceedances (>50 µg/m ³)	*	*	*
Number of samples of Federal exceedances (>150 µg/m ³)	*	*	*
Particulate Matter <2.5 microns, µg/m ³ Worst 24 Hours ²	42.9	31.3	22.3
Number of samples of Federal exceedances (>35 µg/m ³)	1	0	0

¹ Ozone data obtained at Hayward-La Mesa monitoring station.

² NO and PM_{2.5} data obtained at Livermore – 793 Rincon Avenue monitoring station.

* Insufficient data available to determine the value

Source: CARB, Annual Air Quality Data Summaries available at

<https://www.arb.ca.gov/adam/topfour/topfour1.php>. Accessed July 10, 2017

The BAAQMD has jurisdiction over much of the nine-county Bay Area, including Alameda County. BAAQMD is primarily responsible for assuring that the national and State ambient air quality standards are attained and maintained in the Bay Area. BAAQMD is also responsible for adopting and enforcing rules and regulations concerning air pollutant sources, issuing permits for stationary sources of air pollutants, inspecting stationary sources of air pollutants, responding to citizen complaints, monitoring ambient air quality and meteorological conditions, awarding grants to reduce motor vehicle emissions, conducting public education campaigns, as well as many other activities. The District and other regional agencies have prepared a Clean Air Plan and an Ozone Attainment Plan to address air quality improvements and greenhouse gas reduction strategies for the Bay Area.

The Clean Air Plan provides an integrated, multi-pollutant strategy to improve air quality, protect public health, and protect the climate. The strategy is based on four key priorities: (1)

reduce emissions of criteria air pollutants and toxic air contaminants from all key sources; (2) reduce emissions of “super-GHGs” such as methane, black carbon, and fluorinated gases; (3) decrease demand for fossil fuels; and (4) decarbonize the energy system. It also supports state targets to reduce greenhouse gas emissions 40 percent below 1990 levels by 2030 and 80 percent below 1990 levels by 2050.

The existing Fairview Specific Plan prohibits all “land uses producing air pollution that result in unacceptable health conditions.” Sensitive receptors that are in proximity to localized sources of particulate matter, toxics, and carbon monoxide (CO) are of particular concern. Locations that may contain a high concentration of these sensitive population groups include residential areas, hospitals, daycare facilities, elder care facilities, elementary schools, and parks. Sensitive receptors in the Plan Area are residences, nursing and senior care facilities (Hilltop Care Center and Bassard Convalescent Hospital), and several schools, including Fairview Elementary, Fairview Hills Pre-School, Northstar School, Creative Kids Children’s Center, East Avenue Elementary School. Don Castro Regional Recreation Area, East Avenue Park, Fairview Park, Five Canyons Park, Lakeridge Park, San Felipe Park, and Sulphur Creek Nature Center would also be considered sensitive land uses, as they provide outdoor recreational opportunities for residents in and surrounding the Plan Area.

BIOLOGICAL RESOURCES

Overview

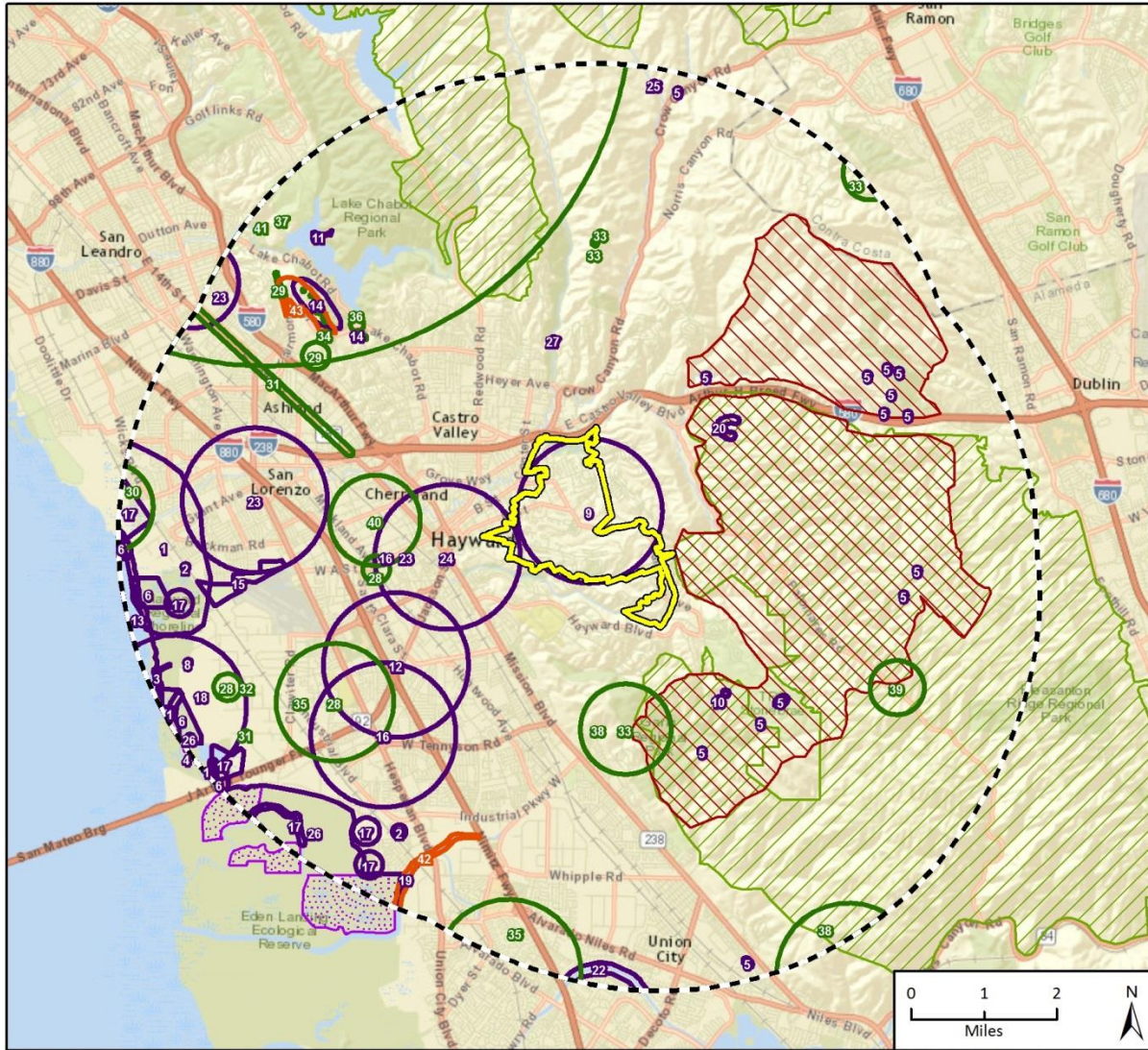
A number of biological communities occur in the Plan Area, including grassland, woodland, riparian areas (along creeks), and urbanized areas. A majority of the Fairview Plan Area is developed or disturbed, although there are several parks and open space areas throughout Fairview and its surroundings that provide habitat and connectivity for special-status species. Don Castro Regional Recreational Area is the largest of these parks, providing almost 100 acres of open space. Additionally, the Plan Area is surrounded by open space areas including the East Bay Hills to the east and Green Belt Park along Ward Creek to the south.

Ruderal areas—open areas disturbed by human activity—are also located throughout the Plan Area. These areas are associated with vacant lots, roadsides, fence lines, and areas undergoing development. Ruderal plant communities are typically dominated by herbaceous plants (i.e., forbs) such as mustard (*Hirschfeldia incana*), fiddleneck (*Amsinckia menziesii*), and great valley phacelia (*Phacelia ciliata*), and include many non-native annual grasses such as ripgut brome (*Bromus diandrus*), wild oats (*Avena spp.*), and foxtail barley (*Hordeum murinum*).

Sensitive Communities and Critical Habitat

No natural communities considered sensitive by the California Department of Fish and Wildlife (CDFW) occur in the Plan Area. The California Natural Diversity Database (CNDDB) lists two sensitive natural communities that occur near the Plan Area, which are shown on Figure 7-4 and listed in Table 7-4. These include habitat for the Alameda whipsnake and California red-legged frog. There is no designated critical habitat within the Plan Area however.

Figure 7-4: Special-Status Plant Species, Animal Species, and Natural Communities in Fairview Specific Plan Area and Surrounding Five-mile Buffer



Imagery provided by ESRI and its licensors © 2017. Special status species data source: California Natural Diversity Database, June, 2017. Additional suppressed records reported by the CNDDDB known to occur or potentially occur within this search radius include: Alameda whipsnake, prairie falcon. For more information please contact the Department of Fish and Game. Critical habitat data source: U.S. Fish and Wildlife Service, May, 2017. Final critical habitat acquired via the USFWS Critical Habitat Portal. It is only a general representation of the data and does not include all designated critical habitat. Contact USFWS for more specific data.

- | | | | |
|-------------------------------|--|---|-----------------------------------|
| Plan Area | 1 - Alameda song sparrow | 16 - pallid bat | 31 - Congdon's tarplant |
| 5-Mile Buffer | 2 - burrowing owl | 17 - salt-marsh harvest mouse | 32 - Contra Costa goldfields |
| CNDDDB | 3 - California black rail | 18 - salt-marsh wandering shrew | 33 - Diablo helianthella |
| Animals | 4 - California least tern | 19 - saltmarsh common yellowthroat | 34 - fragrant fritillary |
| Plants | 5 - California red-legged frog | 20 - San Francisco dusky-footed woodrat | 35 - hairless popcornflower |
| Natural Communities | 6 - California tiger salamander | 21 - sharp-shinned hawk | 36 - Jepson's coyote-thistle |
| Final Critical Habitat | 7 - Cooper's hawk | 22 - steelhead - central California coast DPS | 37 - Loma Prieta hoita |
| Alameda whipsnake | 8 - Crotch bumble bee | 23 - western bumble bee | 38 - most beautiful jewelflower |
| California red-legged frog | 9 - golden eagle | 24 - western mastiff bat | 38 - most beautiful jewelflower |
| Western snowy plover | 10 - great blue heron | 25 - western pond turtle | 39 - Oregon polemonium |
| | 11 - hoary bat | 26 - western snowy plover | 40 - Santa Cruz tarplant |
| | 12 - longfin smelt | 27 - yellow warbler | 41 - woodland woollythreads |
| | 13 - Lum's micro-blind harvestman | 28 - alkali milk-vetch | 42 - Northern Coastal Salt Marsh |
| | 14 - monarch - California overwintering population | 29 - big-scale balsamroot | 43 - Valley Needlegrass Grassland |
| | | 30 - California seablite | |

Table 7-4: Sensitive Communities and Critical Habitats Documented within Five-mile Radius of Plan Area

Communities Considered Sensitive by the CDFW
Northern Coastal Salt Marsh
Valley Needlegrass Grassland
Critical Habitats
Alameda Whipsnake
California Red-Legged Frog
Western Snowy Plover
Prairie Falcon

Sources: CNDDB (CDFW 2017); USFWS, Critical Habitat Portal (2014)

Special Status Plant and Animal Species

Special-status species are those plants and animals listed, proposed for listing, or candidates for listing as threatened or endangered by the U.S. Fish and Wildlife Service (USFWS) under the Federal Endangered Species Act (FESA); those listed or proposed for listing as rare, threatened, or endangered by the CDFW under the California Endangered Species Act (CESA); animals designated as “Species of Special Concern,” “Fully Protected,” or “Watch List” by the CDFW; and plants with a California Rare Plant Rank (CRPR) of 1, 2, 3, and 4, and are defined as:

- **List 1A** = Plants presumed extinct in California
- **List 1B.1** = Rare or endangered in California and elsewhere, seriously endangered in California (over 80 percent of occurrences threatened/high degree and immediacy of threat)
- **List 1B.2** = Rare or endangered in California and elsewhere, fairly endangered in California (20-80 percent occurrences threatened)
- **List 1B.3** = Rare or endangered in California and elsewhere, not very endangered in California (<20 percent of occurrences threatened or no current threats known)
- **List 2** = Rare, threatened or endangered in California, but more common elsewhere
- **List 3** = Plants needing more information (most are species that are taxonomically unresolved, Some species on this list meet the definitions of rarity under CNPS and CESA)
- **List 4.1** = Plants of limited distribution (watch list), seriously endangered in California
- **List 4.2** = Plants of limited distribution (watch list), fairly endangered in California (20-80 percent occurrences threatened)
- **List 4.3** = Plants of limited distribution (watch list), not very endangered in California

Queries of the USFWS Environmental Conservation Online System (ECOS): Information for Planning and Conservation System (IPaC) (USFWS 2015a), USFWS Critical Habitat Portal (USFWS 2015b), CNDDB (CDFW 2015a), and California Native Plant Society (CNPS) *Online Inventory of Rare, Threatened and Endangered Plants of California* (CNPS 2015) were conducted for Fairview. The purpose was to obtain comprehensive information regarding State and federally listed species, sensitive communities and federally designated Critical Habitat known to or considered to have potential to occur in the Plan Area.

Alameda County is home to several species protected by federal and State agencies. Special-status animal species can be found in a variety of habitat types the County provides, including those in and surrounding the Plan Area. The CNDDDB (CDFW 2015a), CNPS (2015), and USFWS IPaC (2015a) together list special-status animal (27 species) and plant (14 species) species that are known to or have potential to occur near the Plan Area. The status and habitat requirements for these special-status animal and plant species are presented in Table 7-5 and Table 7-6, respectively.

Table 7-5: Special-Status Animal Species Known to Occur or with Potential to Occur within a Five-Mile Radius of the Plan Area

<i>Scientific Name</i>	Status Federal/State Global/State Rank	Habitat Requirements
Common Name	CDFW	
Mammals (6)		
<i>Antrozous pallidus</i> Pallid Bat	FS/— G5/S3 SSC	Deserts, grasslands, shrublands, woodlands, and forest. Most common in open, dry, habitats with rocky area for roosting. Roost must protect bats from high temperatures. Very sensitive to disturbance of roosting sites.
<i>Eumops perotis</i> Western Mastiff Bat	—/— G5/S2 SSC	Many open habitats, including conifer and deciduous woodlands, grassland, and chaparral. Roosts in crevices in cliff faces and high buildings.
<i>Lasiurus cinereus</i> Hoary Bat	—/— G5/S4 —	Thought to prefer trees at the edge of clearings, but have been found in trees in heavy forests, open wooded glades, and shade trees along urban streets and in city parks.
<i>Neotoma fuscipes annectens</i> San Francisco Dusky-Footed Woodrat	—/— G5T2T3/S2S3 SSC	Evergreen or live oaks and other thick-leaved trees and shrubs.
<i>Reithrodontomys raviventris</i> Salt-Marsh Harvest Mouse	FE/SE G1G2/S1S2 FP	Salt marshes, in particular those that support dense stands of pickleweed and are adjacent to upland, salt-tolerant vegetation, for escape during high tides.
<i>Sorex vagrans halicoetes</i> Salt-Marsh Wandering Shrew	—/— G5T1/S1 SSC	Confined to small remnant stands of salt marsh found around the southern arm of the San Francisco Bay in San Mateo, Santa Clara, Alameda, and Contra Costa counties. The known elevational range extends from approximately six to nine feet.
Birds (11)		
<i>Accipiter cooperi</i> Cooper's Hawk	—/— G5/S3 WL	Mature forest, open woodlands, wood edges, river groves. Nests in coniferous, deciduous, and mixed woods, typically those with tall trees and with openings or edge habitat nearby. Also found in trees along rivers through open country, and increasingly in suburbs and cities where some tall trees exist for nest sites. In winter may be in fairly open country, especially in west.
<i>Accipiter striatus</i> Sharp-Shinned Hawk	—/— G5/S4 WL	Found in forests and around forest edges, and not found where trees are scarce or scattered, except when migrating. They require dense forest, ideally with a closed canopy, for breeding. Occupy a wide range of elevations, from sea level to near treeline. In the winter season, may be found around forest edges, in somewhat more open habitats than the dense forests they breed in, as well as in suburban areas with bird feeders.

<i>Scientific Name</i>	Status Federal/State Global/State Rank	Habitat Requirements
Common Name	CDFW	
<i>Aquila chrysaetos</i> Golden Eagle	—/— G5/S3 FP	Live in open and semi-open country featuring native vegetation across most of the Northern Hemisphere. Typically avoid developed areas and uninterrupted stretches of forest. They are found primarily in mountains up to 12,000 feet, canyonlands, rimrock terrain, and riverside cliffs and bluffs. Nesting habitat includes cliffs and steep escarpments in grassland, chaparral, shrubland, forest, and other vegetated areas.
<i>Ardea Herodias</i> Great Blue Heron	—/— G5/S4 S	Marshes, swamps, shores, tide flats. Very adaptable. Forages in any kind of calm fresh waters or slow-moving rivers, also in shallow coastal bays. Nests in trees or shrubs near water, sometimes on ground in areas free of predators.
<i>Athene cunicularia</i> Burrowing Owl	—/— G5/S3 SSC	Open grassland, prairies, farmland, and airfields. Favors areas of flat open ground with very short grass or bare soil. Prairiedog towns once furnished much ideal habitat in west, but these are now scarce, and the owls are found on airports, golf courses, vacant lots, industrial parks, other open areas.
<i>Charadrius nivosus nivosus</i> Western Snowy Plover	FT/— G3T3/S2 SSC	Shores, peninsulas, offshore islands, bays, estuaries, and rivers of the United States' Pacific Coast.
<i>Dendroica petechial</i> Yellow Warbler	—/— G5/S3 SSC	Bushes, swamp edges, streams, gardens. Breeds in a variety of habitats in east, including woods and thickets along edges of streams, lakes, swamps, and marshes, favoring willows, alders, and other moisture-loving plants. Also in dryer second-growth woods, orchards, roadside thickets. In west, restricted to streamside thickets. In winter in the tropics, favors semi-open country, woodland edges, and towns.
<i>Geothlypis trichas sinuosa</i> Saltmarsh Common Yellowthroat	—/— G5T2/S2 SSC	Salt marshes. Breeding: Nests just above ground or over water, in thick herbaceous vegetation, often at base of shrub or sapling, sometimes higher in weeds or shrubs up to about 1 m.
<i>Laterallus jamaicensis coturniculus</i> California Black Rail	—/ST G3G4T1/S1 FP	Nests in high portions of salt marshes, shallow freshwater marshes, wet meadows, and flooded grassy vegetation.
<i>Melospiza melodia pusillula</i> Alameda Song Sparrow	—/— G5T2/S1 FP	Inhabits tidal salt marshes that have an appropriate configuration of vegetation, water, and exposed ground. Vegetation is required for nesting sites, song perches, and concealment from predators.
<i>Sterna antillarum brownie</i> California Least Tern	FE/SE G4T2T3Q/S2 FP	Seacoasts, beaches, bays, estuaries, lagoons, lakes and rivers, breeding on sandy or gravelly beaches and banks of rivers or lakes, rarely on flat rooftops of buildings .
Reptiles (2)		
<i>Actinemys marmorata</i> Western Pond turtle	—/— G3G4/S3 SSC	Found in ponds, lakes, rivers, streams, creeks, marshes, and irrigation ditches, with abundant vegetation, and either rocky or muddy bottoms. Also found in woodland, forest, and grassland. In streams, prefers pools to shallower areas. Logs, rocks, cattail mats, and exposed banks are required for basking. May enter brackish water and seawater.
<i>Masticophis lateralis euryxanthus</i> Alameda Whipsnake	FT/ST G4T2/S2 —	Open areas in canyons, rocky hillsides, chaparral scrublands, open woodlands, pond edges, and stream courses.
Amphibians (2)		
<i>Ambystoma californiense</i> California Tiger Salamander	FT/ST G2G3/S2S3 SSC	Frequents grassland, oak savanna, and edges of mixed woodland and lower elevation coniferous forest.

<i>Scientific Name</i> Common Name	Status Federal/State Global/State Rank CDFW	Habitat Requirements
<i>Rana draytonii</i> California Red-Legged Frog	FT/— G2G3/S2S3 SSC	Found mainly near ponds in humid forests, woodlands, grasslands, coastal scrub, and streamsides with plant cover. Most common in lowlands or foothills. Frequently found in woods adjacent to streams. Breeding habitat is in permanent or ephemeral water sources such as lakes, ponds, reservoirs, slow streams, marshes, bogs, and swamps. Ephemeral wetland habitats require animal burrows or other moist refuges for estivation when the wetlands are dry.
Fish (2)		
<i>Oncorhynchus mykiss</i> <i>irideus</i> Steelhead – Central California Coast DPS	FT/— G3/S2S3 —	In streams, deep low-velocity pools are important wintering habitats. Spawning habitat consists of gravel substrates free of excessive silt.
<i>Spirinchus thaleichthys</i> Longfin Smelt	FC/ST G5/S1 SSC	Encounter a wide range of water temperatures (up to 22 degrees C) and salinities (fresh to saltwater) during life cycle. Spend adult life in bays, estuaries, and nearshore coastal areas. Migrate into low salinity or freshwater reaches of coastal rivers and tributary streams to spawn.
Invertebrates (3)		
<i>Bombus crotchii</i> Crotch's Bumble Bee	—/— G3G4/S1S2 —	Found in open grassland and scrub habitats. Nests underground.
<i>Bombus occidentalis</i> Western Bumble Bee	—/— G2G3/S1 —	Open grassy areas, urban parks and gardens, chaparral and shrub areas, and mountain meadows.
<i>Danaus plexippus pop. 1</i> Monarch – California Overwintering Population	—/— G4T2T3/S2S3 —	Open fields and meadows with milkweed.
Arachnids (1)		
<i>Microcina lumi</i> Lum's Micro-Blind Harvestman	—/— G1/S1 —	Serpentine grasslands.

Federal: FE = Federally Endangered, FT = Federally Threatened, FS = Federally Sensitive, FC = Federal Candidate Species, DL = Delisted

State: SE = State Endangered, ST = State Threatened, SR = State Rare, SS = State Sensitive, SC = State Candidate Species, WL = State Watch List

Global/State Rank: Global rank and state rank as per NatureServe and CDFW's CNDDDB RareFind 5

CDFW: SSC = CDFW Species of Special Concern, FP = Fully Protected

Sources: CNDDDB (CDFW 2017), USFWS (ECOS IPaC 2017)

Table 7-6: Special-Status Plant Species Known to Occur or with Potential to Occur within a Five-Mile Radius of the Plan Area

<i>Scientific Name</i>	Status Federal/State	
<i>Common Name</i>	Global/State Rank	Habitat Requirements
<i>Astragalus tener</i> var. <i>tener</i> Alkali Milk-Vetch	—/— G2T2/S2 1B.2	Bloom period: March-June. Playas, valley and foothill grassland (adobe clay), vernal pools. Alkaline.
<i>Balsamorhiza macrolepis</i> Big-Scale Balsamroot	—/— G2/S2 1B.2	Bloom period: March-June. Chaparral, cismontane woodland, valley and foothill grassland. Sometimes serpentine.
<i>Centromadia parryi</i> ssp. <i>congdonii</i> Congdon's Tarplant	—/— G3T2/S2 1B.1	Bloom period: May-November. Valley and foothill grassland. Alkaline.
<i>Eryngium jepsonii</i> Jepson's Coyote-Thistle	—/— G2?/S2? 1B.2	Bloom period: April-August. Valley and foothill grassland, vernal pools. Clay.
<i>Fritillaria liliacea</i> Fragrant Fritillary	—/— G2/S2 1B.2	Bloom period: February-April. Cismontane woodland, coastal prairie, coastal scrub, valley and foothill grassland.
<i>Helianthella castanea</i> Diablo Helianthella	—/— G2/S2 1B.2	Bloom period: March-June. Broadleafed upland forest, chaparral, cismontane woodland, coastal scrub, riparian woodland, valley and foothill grassland.
<i>Holocarpha macradenia</i> Santa Cruz Tarplant	FT/SE G1/S1 1B.1	Bloom period: June-October. Coastal prairie, coastal scrub, valley and foothill grassland. Often clay, sandy.
<i>Hoita strobilina</i> Loma Prieta Hoita	—/— G2/S2 1B.1	Bloom period: May-July. Chaparral, cismontane woodland, and riparian woodland. Usually serpentine, mesic.
<i>Lasthenia conjugens</i> Contra Costa Goldfields	FE/— G1/S1 1B.1	Bloom period: March-June. Cismontane woodland, playas (alkaline), valley and foothill grassland, vernal pools. Mesic.
<i>Monolopia gracilens</i> Woodland Woollythreads	—/— G2G3/S2S3 1B.2	Bloom period: February-July. Broadleafed upland forest (openings), chaparral (openings), cismontane woodland, North Coast coniferous forest (openings), valley and foothill grassland. Serpentine.
<i>Plagiobothrys glaber</i> Hairless Popcornflower	—/— GH/SH 1A	Bloom period: March-May. Meadows and seeps (alkaline), marshes and swamps (coastal salt).
<i>Polemonium carneum</i> Oregon Polemonium	—/— G3G4/S2 2B.2	Bloom period: April-September. Coastal prairie, coastal scrub, and lower montane coniferous forest.
<i>Streptanthus albidus</i> ssp. <i>permoenus</i> Most Beautiful Jewelflower	—/— G2T2/S2 1B.2	Bloom period: March-October. Chaparral, cismontane woodland, valley and foothill grassland.
<i>Suaeda californica</i> California Seablite	FE/— G1/S1 1B.1	Bloom period: July-October. Marshes and swamps (coastal salt).

Federal: FE = Federally Endangered, FT = Federally Threatened, FS = Federally Sensitive, FC = Federal Candidate Species, DL = Delisted. **State:** SE = State Endangered, ST = State Threatened, SR = State Rare, SS = State Sensitive, SC = State Candidate Species, WL = State Watch List. **Global/State Rank:** Global rank and state rank as per NatureServe and CDFW's CNDDDB RareFind 5. **CRPR (California Rare Plant Rank):** 1A = Presumed Extinct in California; 1B = Rare, Threatened or Endangered in California and elsewhere; 2 = Rare, Threatened, or Endangered in California, but more common elsewhere; 3 = Need more information (a Review List); 4 = Plants of Limited Distribution (a Watch List)
Sources: CNDDDB (CDFW 2017), CNPS (2017), USFWS (ECOS IPaC 2017)

As shown in Figure 7-4, one special-status animal species is located in the Plan Area or the immediate vicinity, and one special status species is just outside the Plan Area with a range that extends into the Plan Area. These include:

Crotch's Bumble Bee. *Bombus crotchii*, commonly known as the Crotch's bumble bee, is in the family Apidae. The Crotch's bumble bee occurs in grassland and scrub habitats, and nests underground (IUCN, 2015). Globally, this species is ranked as vulnerable to apparently secure. In California, this species is ranked imperiled to critically imperiled. The range of the Crotch's bumble bee covers majority of the Plan Area.

Western Mastiff Bat. *Eumops perotis*, also known as western mastiff bat (generally called the greater bonneted bat), is in the family Molossidae. The western mastiff bat occurs in a wide variety of habitats, including chaparral, coastal and desert scrub, coniferous and deciduous forest and woodland, but in areas associated with roosting sites. This species is listed as a CDFW species of special concern. The western mastiff bat record associated with Hayward includes a very small area on the western edge of the Fairview Plan Area.

As noted earlier, critical habitat areas for the Alameda Whipsnake and California Red Legged Frog are located in the hills east of the Plan Area.

Wildlife Movement Corridors

Wildlife movement corridors, or habitat linkages, are generally defined as connections between habitat patches that allow for physical and genetic exchange between otherwise isolated animal populations. The habitats in the link do not necessarily need to be the same as the habitats that are being linked. Rather, the link merely needs to contain sufficient cover and forage to allow temporary inhabitation by ground-dwelling species. Parks, riparian corridors, waterways, and flood control channels, including San Lorenzo Creek, Pacheco Creek, Ward Creek, Sulphur Creek, Don Castro Regional Recreation Area, Lakeridge Park, San Felipe Park, Sulphur Creek Nature Center, Five Canyons Park, East Avenue Park, and Green Belt Park may provide local scale opportunities for wildlife movement throughout the Plan Area. San Lorenzo Creek is an important riparian corridor, which provides passage for spawning steelhead, although CDFW reports several partial and total barriers along San Lorenzo Creek and its tributaries. The CDFW BIOS (2017) also mapped essential connectivity areas through the Plan Area and has identified the East Bay Hills – Diablo Range as part of the California Bay Area Linkage Network. The corridor extends from the foothills southeast of San Pablo bay southeast paralleling the San Francisco Bay and connecting with the Diablo Range east of Fremont.

Tree Preservation

Alameda County Tree Ordinance 0-2004-23 and Chapter 12.11 (Regulation of Trees in County Right-of-Way) address tree preservation in the public right-of-way in Fairview and other unincorporated areas. The Ordinance is based on the premise that trees enhance scenic beauty, sustain property values, prevent soil erosion, moderate the effects of extreme weather, improve air quality, creates a sense of identity, and improve the attractiveness of the county to visitors. The ordinance provides protection to any tree in the public ROW in the Fairview Plan Area that

has a single trunk or multi-trunk structure at least ten feet high, with a major trunk at least two inches in diameter at 4.5 feet from the ground.

Under the Tree Ordinance and Chapter 12.11 of the County Code, any tree removed from the County ROW must be authorized by a permit issued by the Director and must be mitigated through efforts to replace an existing tree or trees with one or more trees of a type consistent with the character of the neighborhood. Development and redevelopment activities in the Plan Area would be required to adhere to this ordinance in order to minimize the impact that development or redevelopment of the Plan Area may have on local trees. The Ordinance does not cover trees on private property.

Existing Fairview Specific Plan Policies

The 1997 Fairview Specific Plan includes the following policies related to biological resources:

- a. Encourage that existing riparian woodland habitat be protected.
- b. Encourage no net loss of riparian and seasonal wetlands.
- c. Encourage the preservation of oak woodland plant communities.
- d. Encourage preservation of areas known to support special status species.
- e. Require that roadways and developments be designed to minimize impacts to wildlife corridors and regional trails.
- f. Minimize disruption of existing plant and animal life.
- g. Preserve areas that provide water quality benefits and/or are necessary to maintain riparian and aquatic biota.

The existing Specific Plan includes specific direction on tree preservation and the protection of riparian areas. It requires that large, mature, natural and introduced trees are to be preserved unless:

- Alternative designs that would preserve the trees are found by the County to be infeasible or undesirable; or
- A certified arborist, as determined acceptable by the County Planning Director, recommends that the trees be pruned or removed because they are (1) dead, dying, or in irreparable condition; or (2) a fire or safety hazard

If further states that eucalyptus trees shall be thinned and pruned for safety reasons, and that any eucalyptus trees removed shall be replaced with native trees. In the event trees (including eucalyptus) must be removed, the Specific Plan requires the developer, builder, or owner to reestablish at least five 15-gallon sized trees or one boxed, native specimen tree for every large tree removed. The species, location, and method of installation shall be approved by the County

Planning Director. “Large mature trees” are defined in the Specific Plan based on their diameter and circumference.

With respect to riparian areas, the Plan requires that such areas be preserved except where life or property is endangered. In such areas, flood control improvements must preserve the natural riparian character of the channel.

HYDROLOGY AND WATER QUALITY

Regional Hydrology

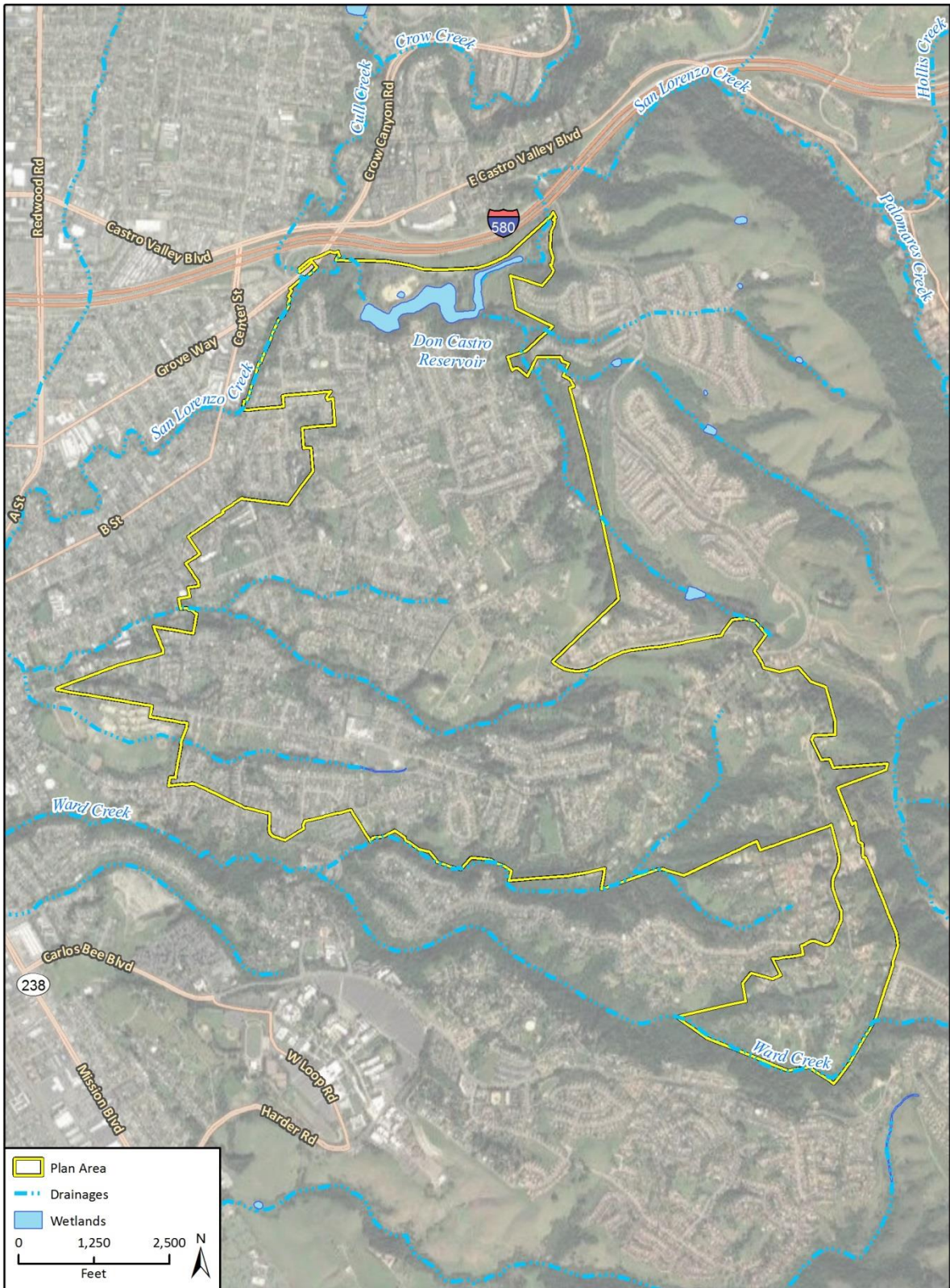
Fairview is located in the San Francisco Bay Hydrologic Region, which covers approximately 4,500 square miles and includes all of San Francisco and portions of Marin, Sonoma, Napa, Solano, San Mateo, Santa Clara, Contra Costa, Santa Cruz, and Alameda counties. Streams in the Plan Area flow eventually to San Francisco Bay. Two named streams flow through the Plan Area, San Lorenzo Creek and Ward Creek (**Figure 7-5:Figure 7-5**). San Lorenzo Creek flows through the northern portion of the Plan Area and Ward Creek runs just inside the southern boundary of the Plan Area. Several unnamed tributaries flow east to west across the Plan Area. Most of these tributaries eventually reach San Lorenzo Creek, although some have been diverted and replaced by flood control channels, underground conduits, or other facilities in the flatlands north of Hayward.

San Lorenzo Creek, the major water course in the basin, originates in the upper watershed near I-580 and traverses the alluvial bay plain through the Fairview Plan Area, Hayward and San Lorenzo before emptying into the San Francisco Bay. Important tributaries to San Lorenzo Creek are Palomares Creek, which drains the canyon bounded by Sunol and Walpert Ridges, Hollis Creek, Eden Creek, Crow Creek, Cull Creek, Castro Valley Creek, Sulphur Creek, and Chabot Creek (County of Alameda 2015a). Land development in the upper watershed of the basin is limited to ranches with some residences located adjacent to roads that parallel the major tributaries.

Watersheds

The Plan Area is divided into three watersheds as shown in Figure 7-6: Crow Creek, Palomares Creek, and San Lorenzo Creek. Crow and Palomares are effectively sub-watersheds of San Lorenzo Creek, as they both terminate there. San Lorenzo Creek includes a number of sub-watersheds associated with tributaries that run from east to west through Fairview. The northeastern portion of the Plan Area lies in the Crow Creek watershed. The southeastern portion of the Plan Area lies in the Palomares Creek watershed, which drains towards the north into Palomares Creek before eventually flowing west to join San Lorenzo Creek.

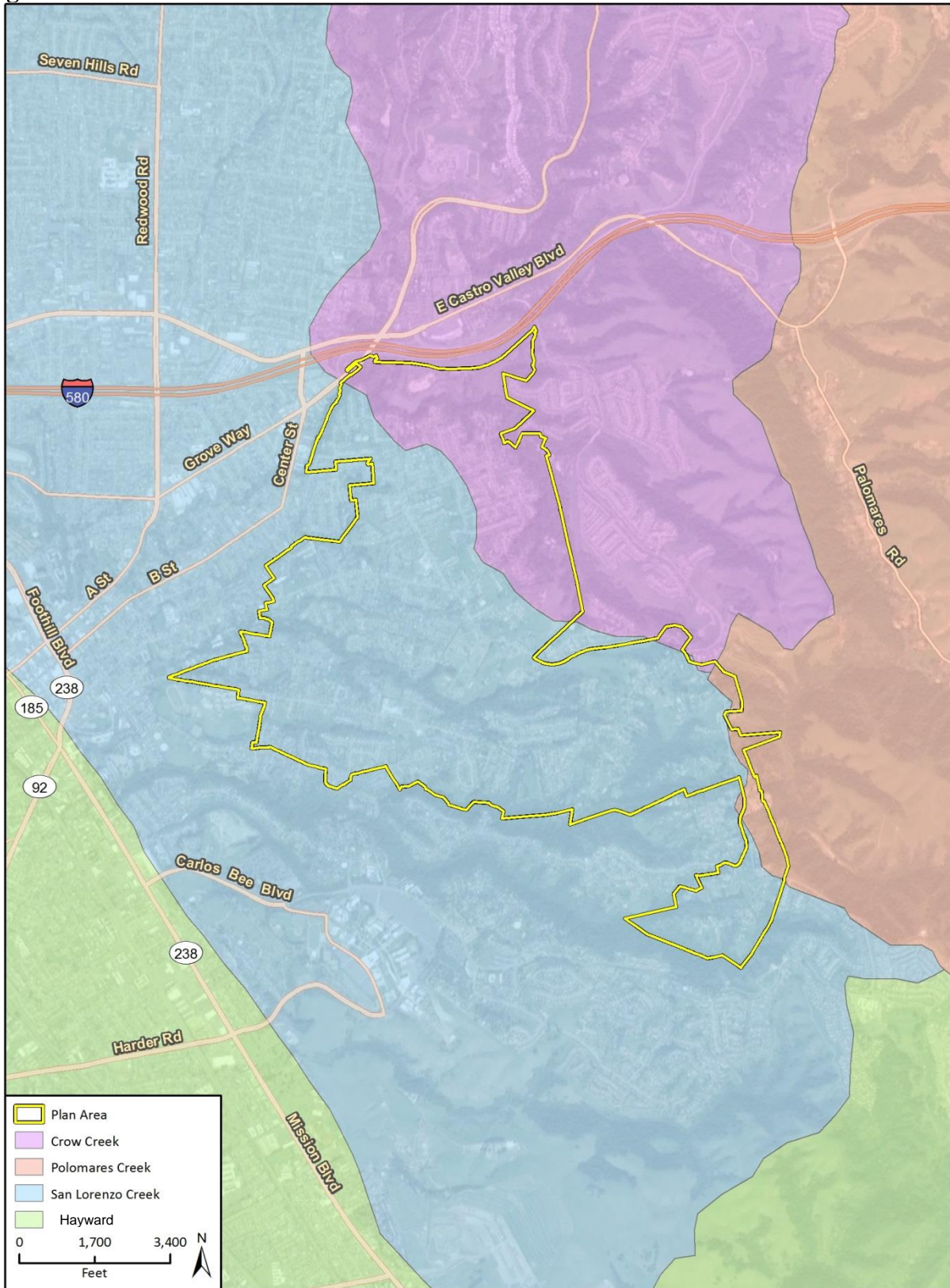
Figure 7-5: Water Bodies in and Around the Fairview Specific Plan Area



Imagery provided by Google and its licensors © 2017;
 Additional data provided by USGS, 2017; USFWS, 2017.

Fig4.2.1.Drainages and Wetlands

Figure 7-6: Watersheds in the Plan Area



Imagery provided by Google and its licensors © 2017;
 Additional data provided by California Interagency Watershed Map of 1999 (Calwater 2.2.1).

Fig9.1 Watershed

The San Lorenzo Creek Watershed encompasses 48 square miles and eight tributary creeks (listed above: Palomares Creek, Hollis Creek, Eden Creek, Crow Creek, Cull Creek, Castro Valley Creek, Sulphur Creek, and Chabot Creek). This watershed, the second-largest watershed in the East Bay, begins in Castro Valley at the headwaters of Chabot, Cull, Palomares, Crow, and Sulphur Creeks and all of their unnamed tributaries, and covers parts of north Hayward and San Lorenzo. Don Castro Reservoir is located 1.5 miles downstream from the start of San Lorenzo Creek in the northern area of the Fairview Plan Area, approximately in the middle of the watershed.

South of I-580 near Crow Canyon Road, the watershed enters a highly urbanized area. East of I-880 it flows freely before entering a channel directly under the freeway. From this point to San Francisco Bay, the creek runs in a concrete-lined, trapezoidal channel. When it reaches the San Francisco Bay, the channel has a sandy bottom (County of Alameda 2015a).

Surface Water

As shown on Figure 7-5, San Lorenzo Creek and Ward Creek are the major surface water resources in the Plan Area: San Lorenzo Creek and Ward Creek. San Lorenzo Creek flows into Don Castro Reservoir in the northern portion of the Plan Area, and exits at the northwest end of the Plan Area, just south of I-580. The creek is considered an “impaired” water body and is subject to USEPA approved total maximum daily load (TMDL) standards.

Alameda County Flood Control and Water Conservation District (ACFCWCD) owns and operates Don Castro Reservoir, primarily for flood control purposes and recreational use. Siltation has been a major issue and has significantly reduced its surface storage capacity. In 2013, the Alameda County Flood Control and Water Conservation District proposed a flood control project to address siltation issues by raising the dam height and removing sediment.

Groundwater

Local groundwater accounts for about 15 percent of the Bay region’s average water year supply. Groundwater is a critically important component to water supply because it reduces the demand on imported water. Water quality programs are in place to monitor and protect groundwater quality. Throughout the region, additional groundwater resources continue to be investigated and developed to expand the role of conjunctive use programs. Alameda County has had a groundwater protection ordinance since 1973 to regulate the construction of wells and reduce pollution from surface and subsurface sources. The closest groundwater basin to Fairview is in Castro Valley.

Water Quality

Major sources of pollutants in the greater Bay Area include wastewater treatment plants, direct sewage discharges, urban runoff, irrigation water, industrial effluent, and accidental oil and chemical spills. Water quality problems resulting from these sources include dissolved oxygen depletion, health hazards from high bacteriological concentrations, bio-stimulation, toxicity,

pesticide accumulation, and excess floatable hydrocarbons. The primary carriers of pollutants are surface creeks and lakes, which replenish groundwater basins and subsequently discharge to the bay.

Within Fairview, water quality issues include siltation at Don Castro Reservoir, pollution from urban runoff, and contamination from illegal dumping. Additionally, poor water quality in San Lorenzo Creek is attributed to high water temperatures, in-stream contamination, and fast, channelized flows which impact native fish populations such as Steelhead, Coho Salmon, and Chinook Salmon. Water quality also may be impacted by runoff from horse pastures, livestock grazing, and other agricultural activities that occur in semi-rural areas such as Fairview.

Water quality is regulated at the federal and state level, with a number of regional and countywide programs underway to reduce pollution. Federal regulations include the Clean Water Act (1972), which provided the foundation for the National Pollutant Discharge Elimination System (NPDES) Program. The NPDES program is aimed at achieving and maintaining water quality standards for surface waters throughout the United States. These standards include total maximum daily loads (TMDLs) for surface waters that do not meet federal standards. The Clean Water Act also prohibits the discharge of pollutants into US waters without a permit, and also regulates the discharge of fill into wetlands. State regulations include the Porter-Cologne Water Quality Act, which established a system of statewide and regional water quality control agencies to monitor and improve water quality in California.

The current Clean Water Act Section 303(d) List of Water Quality Limited Segments identifies 11 miles of San Lorenzo Creek as impaired for Diazinon, which is a pesticide pollutant that primarily comes from urban runoff and sewer systems (USEPA 2007). This reach is identified as category 4a: water segment where all 303(d) listings are being assessed and at least one of those listings is being addressed by a USEPA approved TMDL. Tributaries of San Lorenzo Creek are not identified on the current 303(d) List. However, due to the non-point-source nature of Diazinon contamination, and the similar nature of land uses surrounding the tributaries of San Lorenzo Creek as the main channel, it is reasonably assumed that San Lorenzo Creek tributaries and the encompassing watershed may also be affected by non-point-source urban runoff contaminants such as Diazinon. The 303(d) list does not identify Ward Creek as having any water quality limited segments.

Future projects proposed in Fairview are subject to the San Francisco Bay Region Municipal Regional Stormwater NPDES Permit (Order R2-2009-0074, NPDES Permit No. CAS612008), issued by the San Francisco Bay Regional Water Quality Control Board. This permit covers the entire jurisdiction of the San Francisco Bay RWQCB, including Alameda County. The NPDES permit requires that permanent post-construction stormwater quality control measures and treatment facilities be implemented as development takes place. Compliance involves a series of best management practices (BMP) related to erosion control, stormwater treatment, detainment and infiltration measures, as well as quantity controls. The Alameda Countywide Clean Water Program (ACCWP) administers the County's NPDES permit, which covers each of the 14 cities, the unincorporated area and the two flood control districts.

Alameda County, along with the other agencies participating in the Alameda Countywide Clean Water Program, has adopted a Stormwater Quality Management Plan as part of its Municipal Stormwater Permit. The Plan includes performance standards that define what member agencies must do to comply with the stormwater permit. Performance standards exist for public information and participation, municipal maintenance, new development and construction, illicit discharges, and industrial and commercial discharges.

Additionally, the 1997 Fairview Specific Plan includes the following policies relative to hydrology and water quality:

- Surface waters, including creeks, streams, lakes, and reservoirs, and groundwater shall be protected from contamination from urban runoff.
- Use of existing private septic tank systems should be monitored and carefully regulated to insure against degradation of ground and surface water.
- New development shall promote the conservation of water through the usage of low flow fixtures, drought tolerant plants, and new technologies.
- All projects shall implement and maintain an appropriate selection of post construction best management practices that a) prevent erosion and control sedimentation, b) control pollutants at the source, c) control runoff, and d) protect wetlands and water quality resources.

There are also a number of policies specifically aimed at sedimentation and runoff

1. New public or private projects are to be controlled in such a manner that they do not result in rates or erosion and sedimentation in excess of natural rates.
2. Sedimentation into streams, lakes, and other bodies of water shall be minimized and held to levels which will ensure the preservation of the streams, lakes, or other bodies of water.
3. Where sedimentation of a water body has occurred, or does occur, restoration of the body shall be undertaken.
4. Avoid conversion of areas particularly susceptible to erosion and sediment loss.
5. All development site shall integrate storm water quality protection into construction and post-construction activities.

MINERAL RESOURCES

Alameda County is known to contain many metallic and non-metallic minerals, including sand and gravel, salt, stone, petroleum, and clays. Other minerals known to occur in the county, which have been extracted at times in the county's history, include asbestos, bromine, chromite, coal, copper, gold, lead, lime, magnesite, magnesium compounds, manganese, potash (potassium salts), pyrite, silica, silver, soapstone, and travertine. Although there are no mines or quarries in the Fairview Plan Area, a rock quarry historically operated at the east end of D Street.

In 1975, the State of California passed the Surface Mining and Reclamation Act (SMARA) to regulate surface mining operations, address the environmental impacts associated with these extractive industries, and ensure that mined lands are reclaimed to usable condition. Alameda County adopted a Surface Mining Ordinance in 1983, requiring a county surface mining permit and reclamation plan for quarries and similar resource extraction activities. No permits have been issued for Fairview since the program began.

RELEVANT POLICIES FROM THE EDEN AND CASTRO VALLEY GENERAL PLANS

The Eden General Plan (Ashland, Cherryland, and San Lorenzo) does not directly address natural resource conservation and defers to the Countywide General Plan as the source of conservation policies. The Castro Valley General Plan, which covers a landscape similar to Fairview, includes the policies and actions listed below. This is not a complete list, but rather an excerpt of those policies and actions that are most transferable to Fairview. New policies and actions that are derived from the Castro Valley Plan could be considered as the Fairview Plan is updated:

1. *Protect the major wildlife corridors that run through or are adjacent to [the community]. (Policy 7.1-1)*
2. *Preserve a continuous band of open space consisting of a variety of plant communities and wildlife habitat to provide comprehensive rather than piecemeal habitat conservation. (Policy 7.1-2)*
3. *Require that open space provided as part of a development project be designed to achieve multiple objectives, including but not limited to: recreation, scenic values, habitat protection, and public safety. (Policy 7.1-4)*
4. *Maintain maps and inventories of biological resources to use when conducting site plan and development review. Update these resources regularly to include new information from site surveys that are conducted in the planning area. (Action 7.1-2)*
5. *Discourage loss of riparian woodlands and seasonal and perennial wetlands, including ponds, by requiring replacement mitigation at a ratio to be determined by the value of the habitat to be lost. To facilitate replacement mitigation, the County shall support the creation of habitat mitigation banks. (Action 7.1-6)*
6. *In the review of new subdivisions and other new development, require the preservation of adequately wide strips of undisturbed land to connect larger tracts of natural habitat or areas with biological resources. (Action 7.1-9)*
7. *Actively encourage agencies responsible for public infrastructure to site and design roadways and utilities in such a way as to minimize impacts to wildlife corridors, creeks, and regional trails. Where appropriate, grade-separated crossings and/or other features should be used to maintain the viability of the affected corridor. (Action 7.1-11)*
8. *Protect all creeks and engineered channels that traverse the urbanized area (Policy 7.2-1).*
9. *Establish adequate creek setbacks to maintain and where appropriate enhance important stream functions. (Policy 7.2-2)*

- 10. Manage creeks for multiple uses including: scenic quality, recreation, water quality, soil conservation, groundwater recharge, and wildlife habitats. (Policy 7.2-3)*
- 11. Use and reclaim or fully restore natural or nonengineered creek drainage systems to the maximum extent feasible and look for opportunities to convert structural stormwater drainage systems to natural or semi-natural creeks. (Policy 7.2-4)*
- 12. Maintain and enhance the existing environment by preserving existing native trees and plants whenever feasible, replacing trees on-site, and adding trees and other vegetation in the public right-of-way.(Policy 7.3-2)*

8. ENVIRONMENTAL HAZARDS

This section summarizes environmental hazards in Fairview. It provides the basis for policies and standards in the Specific Plan related to hazard mitigation, including reducing casualties and property damage related to earthquakes, landslides, floods, wildfires, and hazardous material incidents. This section also addresses hazards associated with global climate change, and efforts to reduce greenhouse gas emissions. It also addresses the sources of noise in Fairview, and measures to reduce noise as an environmental hazard. The text is organized into headings corresponding to these topics, which in turn correspond to the topics that may be covered in CEQA documents associated with the Specific Plan.

GEOLOGIC HAZARDS

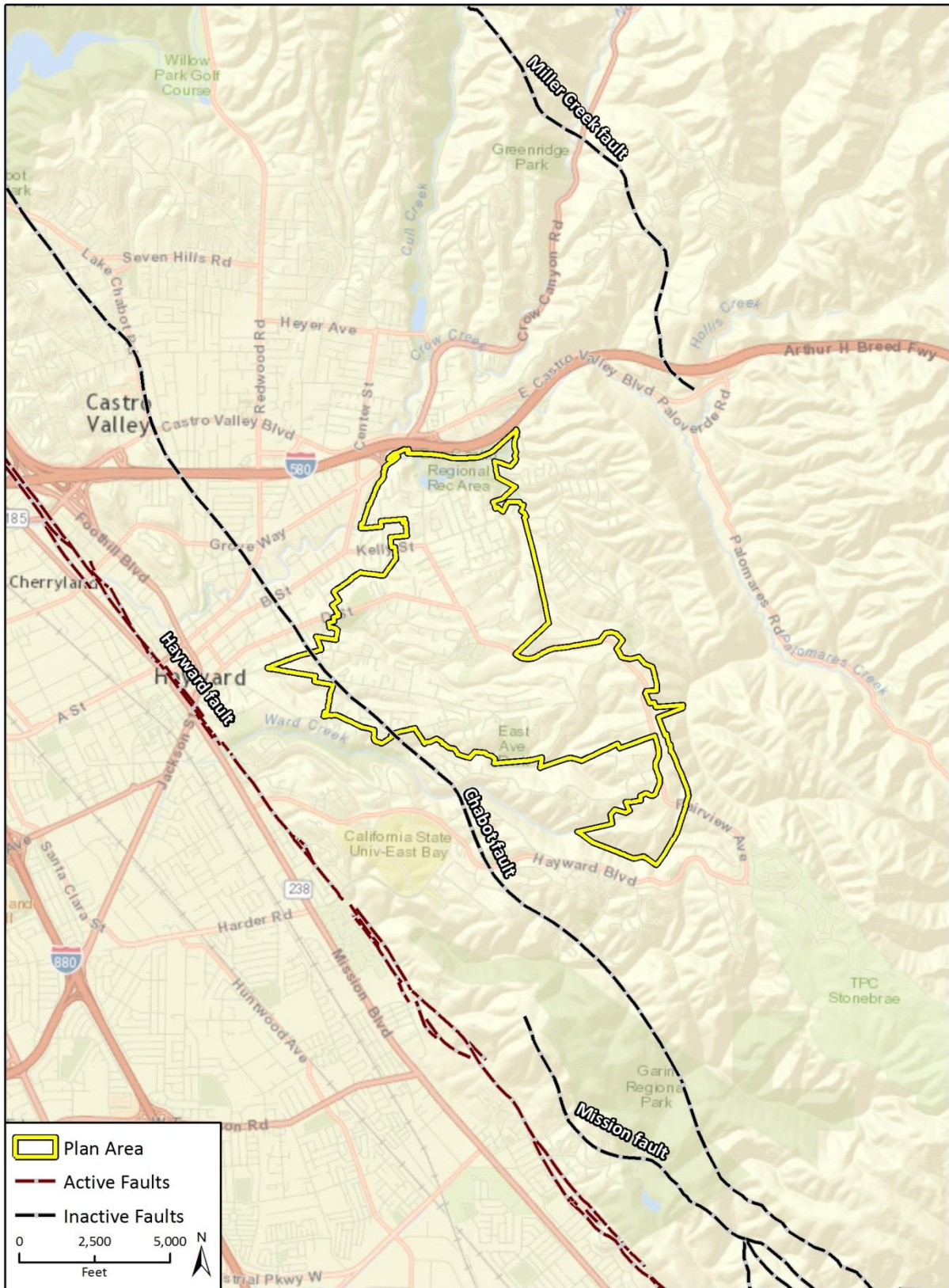
Setting

Fairview lies in the Coast Ranges geomorphic province. This area includes the northwest trending belt of mountain ranges, valleys, and basins that parallel the California coastline from Point Conception north to the Oregon border. The majority of the Plan Area is underlain by Undivided Cretaceous sandstone, shale, and conglomerate (California Geological Survey [CGS] 2010a). The westernmost portion of the Plan Area is underlain by Quaternary Older alluvium. The Quaternary deposits consist primarily of alluvial and estuarine sediments. The alluvium ranges from stream deposited sands, gravel, silts, clays and intermixtures to fine windblown sand

Figure 8-1 shows earthquake faults in and around Fairview. Although no fault zones cross the Fairview Plan Area, as with any site in the Bay Area region the Plan Area is susceptible to strong seismic ground shaking in the event of a major earthquake. Nearby active faults include the Calaveras and Pleasanton Faults, located approximately 5.3 and 7.4 miles to the east, respectively; the Hayward fault, located approximately 0.5 mile to the west at the nearest point; and the San Andreas Fault, located across the San Francisco Bay, approximately 19 miles to the southwest at the nearest point (CGS 2010b). The Chabot Fault, a potentially active Quaternary fault, runs southeast to northwest through the westernmost portion of the Plan Area (CGS 2010b).

The Bay Area has been the location of numerous moderate to strong earthquakes, most notably the magnitude 7.8 San Francisco Earthquake in 1906 and the magnitude 6.9 Loma Prieta Earthquake in 1989. Due to the Plan Area's proximity to several significant fault zones and the historically high level of seismic activity in the Bay Area, the Plan Area would be subject to strong to violent ground shaking during a major earthquake along any of the nearby active faults (CGS 2008). The greatest hazard levels are typically associated with Hayward Fault quakes, given the proximity of Fairview to the fault zone and the relatively high probability of a major earthquake on this fault in the next 20 years.

Figure 8-1: Faults in and Around the Fairview Specific Plan Area



Imagery provided by ESRI and its licensors © 2017;
Additional data provided by USGS, 2017.

Fig. 2.1 Faults

Ground Shaking Potential

Seismically induced ground shaking can cover a wide area and is greatly influenced by the distance of the site to the seismic source, soil conditions, and depth to groundwater. The USGS and the Association of Bay Area Governments (ABAG) have worked together to map the likely intensity of ground-shaking throughout the Bay Area under various earthquake scenarios. Hazards associated with seismically induced ground shaking include liquefaction, seismically induced settlement, and earthquake-triggered landslides. Movement along any of the active or potentially active faults described above, as well as other regionally significant faults, could potentially generate substantial ground shaking in the Plan Area, which could damage structures and result in secondary seismic hazards as described below.

ABAG hazard maps indicate the entire community of Fairview would be subject to “very strong” groundshaking in the event of an 6.8 magnitude earthquake on the southern segment of the Hayward Fault or a 7.0 earthquake on the northern and southern segments. Earthquakes on the other faults in the regional produce shaking in the strong to moderate range.

Surface Rupture

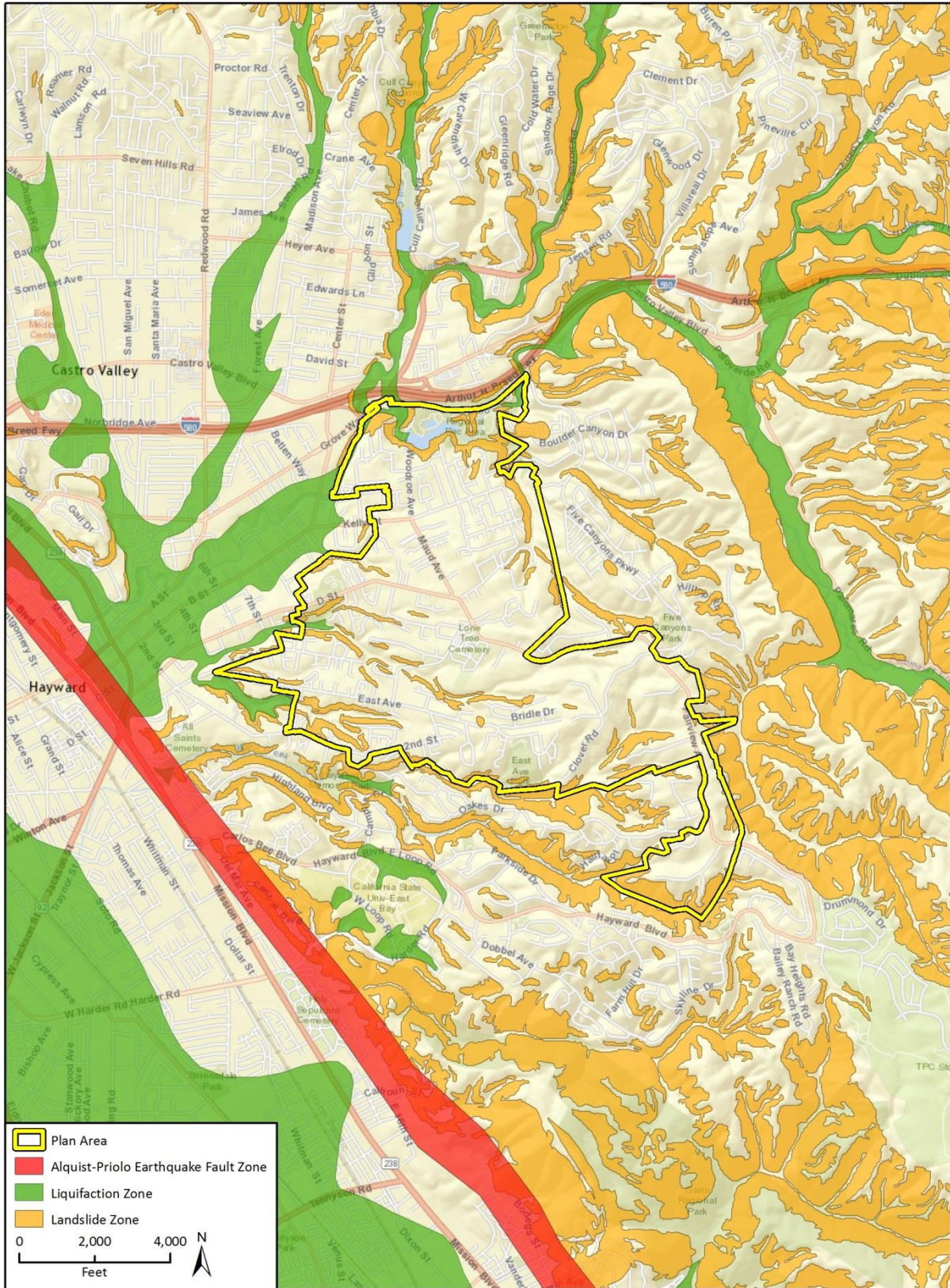
Faults generally produce damage in two ways: ground shaking and surface rupture. Surface rupture typically occurs only near the fault trace. The Alquist-Priolo Act was developed by the State of California to regulate development occurring near active faults and to mitigate the risks associated with surface rupture. No Alquist-Priolo Earthquake Fault Zones cross the Plan Area. Although the potentially active Chabot Fault crosses the southwestern corner of the Plan Area, that fault is not associated with an Alquist-Priolo Earthquake Fault Zone and the potential for surface rupture along that fault is considered to be low. The nearest delineated Alquist-Priolo Earthquake Fault Zone is associated with the Hayward Fault, which runs southeast to northwest approximately 0.5 mile southwest of the Plan Area at the nearest point (Figure 8-2). The Plan Area would not be subject to fault rupture from the Hayward Fault.

Liquefaction and Seismically-Induced Settlement

Liquefaction is defined as the sudden loss of soil strength due to a rapid increase in soil pore water pressure resulting from seismic ground shaking. Liquefaction potential is dependent on such factors as soil type, depth to ground water, degree of shaking, and the relative density of the soil. When liquefaction occurs, buildings and other objects on the ground surface may tilt or sink, and lightweight buried structures (such as pipelines) may float toward the ground surface. Liquefied soil may be unable to support its own weight or that of structures, which could result in loss of foundation bearing or differential settlement. Liquefaction may also result in cracks in the ground surface followed by the emergence of a sand-water mixture.

Seismically induced settlement occurs in loose to medium dense unconsolidated soil above groundwater. These soils compress (settle) when subject to seismic shaking. The settlement can be exacerbated by increased loading, such as from the construction of buildings. Settlement can also result solely from human activities, including improperly placed artificial fill, and structures built on soils or bedrock materials with differential settlement rates.

Figure 8-2 Seismic Hazard Zones in the Fairview Specific Plan Area



Imagery provided by ESRI and its licensors © 2017;
 Additional data provided by California Department of Conservation, 2017.

Figure 4 Seismic Hazards

The Plan Area is located in an area with minimal potential for liquefaction. The State Geologist designates Zones of Required Investigation, including liquefaction hazard zones, in accordance with the Seismic Hazards Mapping Act. According to the Seismic Hazard Zone map for the Hayward Quadrangle, liquefaction zones in the Plan Area are limited to very small areas associated with San Lorenzo Creek in the northernmost portion of the Plan Area and an unnamed stream in the southwestern portion of the Plan Area. Areas of the Plan Area that are subject to earthquake-induced liquefaction are shown in Figure .

Slope Stability and Landslides

Landslides result when the driving forces that act on a slope (i.e., the weight of the slope material, and the weight of objects placed on it) are greater than the slope's natural resisting forces (i.e., the shear strength of the slope material). Slope instability may result from natural processes, such as the erosion of the toe of a slope by a stream, or by ground shaking caused by an earthquake. Slopes can also be modified artificially by grading, or by the addition of water or structures to a slope. Development that occurs on a slope can substantially increase the frequency and extent of potential slope stability hazards.

Areas susceptible to landslides are typically characterized by steep, unstable slopes in weak soil/bedrock units that have a record of previous slope failure. There are numerous factors that affect the stability of the slope, including slope height and steepness, type of materials, material strength, structural geologic relationships, ground water level and level of seismic shaking.

According to the Safety Element of the Alameda County General Plan (2013), landslide risk is low in most of the Fairview Area. However, localized areas of instability exist along San Lorenzo Creek. Landslide hazard zones, defined by the State Geologist and shown on the Seismic Hazard Zone Map for the Hayward Quadrangle, border the creek where it emerges from the unground culvert immediately north and south of Mission Boulevard. Additional identified landslide hazard zones in the Plan Area are limited to slopes adjacent to streams, mostly in the western and southern portions of the Plan Area. These landslide hazard zones occupy a small percentage of the overall Plan Area (Figure).

Expansive Soils

As discussed in the Natural Resources chapter (see Agriculture and Soils), Plan Area soils are characterized by moderate, moderate to high, and high potential for shrink swell. During periods of water saturation, these soils tend to expand, and during dry periods, the soils tend to shrink. These volume changes with moisture content can cause cracking of structures. Areas characterized by moderate to high shrink-swell potential are a geologic hazard in the Plan Area.

Erosion

The majority of soils in the Plan Area have “none” or a “slight” potential for erosion-related hazards. A small (0.2 acre) portion of the Plan Area just north of Mattox Road is indicated as having “moderate to high” erosion hazards.

Regulatory Setting

A variety of federal, state, and local regulations govern geologic hazards and earth resources. These include:

- The Alquist-Priolo Act provides for special seismic design considerations for developments in areas adjacent to active or potentially active faults. Under the Act, development of a building for human occupancy is generally restricted within 50 feet of an identified fault. Approximately 21 acres of the Fairview Plan Area are located in the Alquist-Priolo Fault Zone and subject to the Act.
- The Seismic Hazards Mapping Act addresses geo-seismic hazards, other than surface faulting, and applies to public buildings and most private buildings intended for human occupancy. The Act identifies and maps seismic hazard zones to help cities and counties with long-range planning and encourages land use policies and regulations that reduce seismic hazards.
- The California Building Code requires, among other things, seismically resistant construction and foundation and soil investigations prior to construction. The CBC also establishes grading requirements that apply to excavation and fill activities, and requires the implementation of erosion control measures. The County is responsible for enforcing the 2013 CBC in Fairview.
- The federal National Pollution Discharge Elimination System (NPDES) includes requirements for Stormwater Pollution Prevention Plans prior to grading, as well as best management practices (BMPs) to prevent soil erosion and sediment runoff.
- Section 15.08.240 of the Alameda County Building Ordinance requires applicants for new construction to submit soils or geologic reports for sites affected by seismic and geologic hazards. In addition, new structures are required to incorporate design elements to reduce building failures. Other ordinances establish standards for grading, construction, and erosion control. The County Subdivision Ordinance also contains provisions relating to the investigation of seismic and geologic hazards, and the design and construction of improvements relating to the subdivision of property.

The existing Fairview Area Specific Plan also includes policies related to geology and soils. These include:

1. New structures are not to be built over any known trace of an active fault.
2. All new structures are to be located, designed, and constructed to withstand ground movement from a minor earthquake with damage; from a moderate earthquake without structural damage; and from a major earthquake without collapse.

3. High risk land uses and critical public facilities, such as schools, utility installations, and communications centers are not to be located in fault zones or other areas of special geologic risk, including landslide and seismic hazard.
4. Existing structures that are highly susceptible to seismic damage should be rehabilitated or demolished. Priority for abatement should be based on the type of occupancy and the severity of risk.
5. Vital public utilities and communication and transportation facilities are to be constructed and located so that they have maximum potential to remain functional during and after an earthquake.
6. New development is not to be permitted in areas of severe environmental hazard if such development would a) subject residents to unnecessary and unacceptable risk, b) aggravate existing hazards, c) entail excessive public expenditures for the installation and/or maintenance of facilities and service; or to provide emergency services in event of a natural catastrophe.
7. A soils and Geotechnical Report shall be submitted for review for all tentative tract map application and for applications to subdivide property located in an Alquist-Priolo Special Studies Zone.

GLOBAL CLIMATE CHANGE

Context

Global Climate change is the observed increase in the average temperature of the earth's atmosphere and oceans along with other substantial changes in climate (such as wind patterns, precipitation, and storms) over an extended period of time. Global climate is continuously changing, as evidenced by repeated episodes of substantial warming and cooling documented in the geologic record. The rate of change has typically been incremental, with warming or cooling trends occurring over the course of thousands of years. The past 10,000 years have been marked by a period of incremental warming, as glaciers have steadily retreated across the globe. However, scientists have observed acceleration in the rate of warming during the past 150 years. Per the United Nations Intergovernmental Panel on Climate Change (IPCC 2013), the understanding of anthropogenic warming and cooling influences on climate has led to a high confidence (95 percent or greater chance) that the global average net effect of human activities has been the dominant cause of warming since the mid-20th century (IPCC 2013).

The principal contributors to human-induced climate change are greenhouse gases (GHGs). These gases, which absorb and re-emit infrared radiation in the atmosphere, include carbon dioxide (CO₂), methane (CH₄), nitrous oxides (N₂O), fluorinated gases such as hydrofluorocarbons (HFCs) and perfluorocarbons (PFCs), and sulfur hexafluoride (SF₆). GHGs are emitted by both natural processes and human activities. Of these gases, CO₂ and CH₄ are emitted in the greatest quantities from human activities. Emissions of CO₂ are largely by-products of fossil fuel combustion, whereas CH₄ results from off-gassing associated with agricultural practices and landfills.

The accumulation of GHGs in the atmosphere regulates the earth's temperature. Without the natural heat trapping effect of GHGs, Earth's surface would be about 34° C cooler (CalEPA

2006). However, it is believed that emissions from human activities, particularly the consumption of fossil fuels for electricity production and transportation, have elevated the concentration of these gases in the atmosphere beyond the level of naturally occurring concentrations.

Based upon the California Air Resource Board's GHG Inventory for 2000 to 2014, California produced 441.5 MMT CO₂E in 2014 (CARB 2016).¹ The major source of GHG in California is transportation, contributing 37 percent of the state's total GHG emissions. Industrial sources are the second largest source of the state's GHG emissions, contributing 24 percent of the state's GHG emissions (CARB 2016) (CARB 2016). California's emissions are due in part to its large size and large population compared to other states. However, a factor that reduces California's per capita fuel use and GHG emissions, as compared to other states, is its relatively mild climate. CARB has projected statewide unregulated GHG emissions for the year 2020 will be 509.4 MMT CO₂e (CARB 2016). This projection represents the emissions that would be expected to occur in the absence of any GHG reduction actions.

Environmental Hazards Associated with Climate Change

Globally, climate change has the potential to affect environmental resources through impacts related to future air temperatures and precipitation patterns. Scientific modeling predicts that continued GHG emissions at or above current rates would induce more extreme climate changes during the 21st century than were observed during the 20th century. Long-term trends have found that each of the past three decades has been warmer than all the previous decades in the instrumental record, and the decade from 2000 through 2010 has been the warmest. In addition, there are identifiable signs that global warming is currently taking place, including substantial ice loss in the Arctic over the past two decades (IPCC 2014).

According to the CalEPA's *2010 Climate Action Team Biennial Report*, potential impacts of climate change in California may include:

- Poor air quality, due to higher temperatures and concentrations of ground-level ozone. This could also increase the potential for wildfire, which would then further worsen air quality.
- Heat-related illnesses, deaths, and asthma rates due to warmer temperatures and poor air quality.
- More severe and extended droughts, creating a less reliable water supply. In addition, warmer temperatures would cause a loss in the snow pack, which is the primary drinking water source for most Bay Area water agencies. Based upon historical data and modeling the Department of Water Resources projects that the Sierra snowpack will experience a 25 to 40 percent reduction from its historic average by 2050. Climate change is also anticipated to

¹ Because GHGs absorb different amounts of heat, a common reference gas (CO₂) is used to relate the amount of heat absorbed to the amount of the gas emissions, referred to as "carbon dioxide equivalent" (CO₂e), and is the amount of a GHG emitted multiplied by its GWP. CO₂ has a 100-year GWP of one. By contrast, CH₄ has a GWP of 25, meaning its global warming effect is 25 times greater than CO₂ on a molecule per molecule basis (IPCC 2007).

bring warmer storms that result in less snowfall at lower elevations, reducing the total snowpack (DWR 2008).

- Rising sea level and coastal flooding, due to melting polar ice caps and an expansion of sea water volume caused by rising temperatures. During the last century, sea level rose eight inches. The rate of increase over the 2001 to 2010 decade, as observed by satellites, ocean buoys and land gauges, was approximately 3.2 mm per year, which is double the observed 20th century trend (World Meteorological Organization [WMO] 2013). The rate is expected to accelerate, even with robust GHG emission control measures. The most recent IPCC report (2013) predicts a mean sea level rise of 11–38 inches by 2100. A rise in sea levels could result in coastal flooding and erosion.
- Increased storm intensity and frequency, which could affect the ability of flood-control facilities, including levees, to handle storm events.
- Increased salt water intrusion into the groundwater supply.
- Decreased agricultural productivity, if temperatures rise and drier conditions prevail. This is a secondary impact of a more expensive and less reliable water supply, and increased air pollution.
- Decreased wildlife diversity and loss of habitat due to changes in vegetation, rainfall, and temperature. Soil moisture is likely to decline in many regions, and intense rainstorms are likely to become more frequent. Rising temperatures could have four major impacts on plants and animals: (1) timing of ecological events, (2) geographic range, (3) species' composition in communities, and (4) ecosystem processes, such as carbon cycling and storage (Parmesan 2006).

At the local level, Fairview could be affected by higher fire hazards, poor air quality, greater susceptibility to drought and water shortages, and warmer temperatures. Given the community's inland location, it would not be directly impacted by sea level rise. Although different climate change models predict some increase in variability of weather patterns and an increasing incidence of extreme weather events, there is no consistency among the model results, with some predicting increased incidents of droughts and others predicting increased frequency of severe storm events.

State and County Climate Action Measures

A variety of state regulations have been developed to respond to global climate change. California has adopted vehicle emissions standards that require new motor vehicles to emit 34 percent fewer GHGs and 75 percent fewer smog-forming emissions in 2025 compared to 2016. A number of programs are in effect to shift to cleaner fuels and low emission vehicles. The State has also adopted emissions reduction targets, and strategies that can be pursued to reach those targets. Many of these strategies relate to land use, transportation, and energy efficiency. There are also strategies relating to passenger and light duty truck emissions, the reduction of idling

times for diesel trucks, an overhaul of shipping technology/infrastructure, increased use of alternative fuels, increased recycling, and capture of methane from landfills.

In April 2015 the governor issued EO B-30-15, calling for a new target of reducing greenhouse gases 40 percent below 1990 levels by 2030. This complements earlier targets set in 2005 to reduce GHGs to 80 percent below 1990 levels by 2050 and to 1990 levels by 2020. The latter target was codified through AB 32, the “California Global Warming Solutions Act,” signed into law in 2006. The law included a requirement that the California Air Resources Board adopt a Scoping Plan including GHG reduction strategies. Many of these strategies are now being implemented. The State has also adopted amendments to its CEQA guidelines regarding the mitigation of GHG emissions and the effects of GHG emissions.

At the County level, the Alameda County Board of Supervisors adopted the Alameda County (unincorporated areas) Community Climate Action Plan (CCAP) as an element of the Alameda County General Plan in February 2014. According to the criteria described in the BAAQMD’s 2017 CEQA Guidelines, the CCAP qualifies as a GHG reduction strategy. With implementation of the measures contained in the CCAP, the unincorporated areas of the county would achieve a 15.6 percent reduction in GHG emissions below 2005 levels by 2020 and would reduce the GHG emission to service population ratio to approximately 4.4 MT CO₂e. The CCAP includes GHG reduction strategies, measures, and actions in the areas of transportation, land use, building energy, water, waste, and green infrastructure. Together, these enable the County to achieve its climate protection goals.

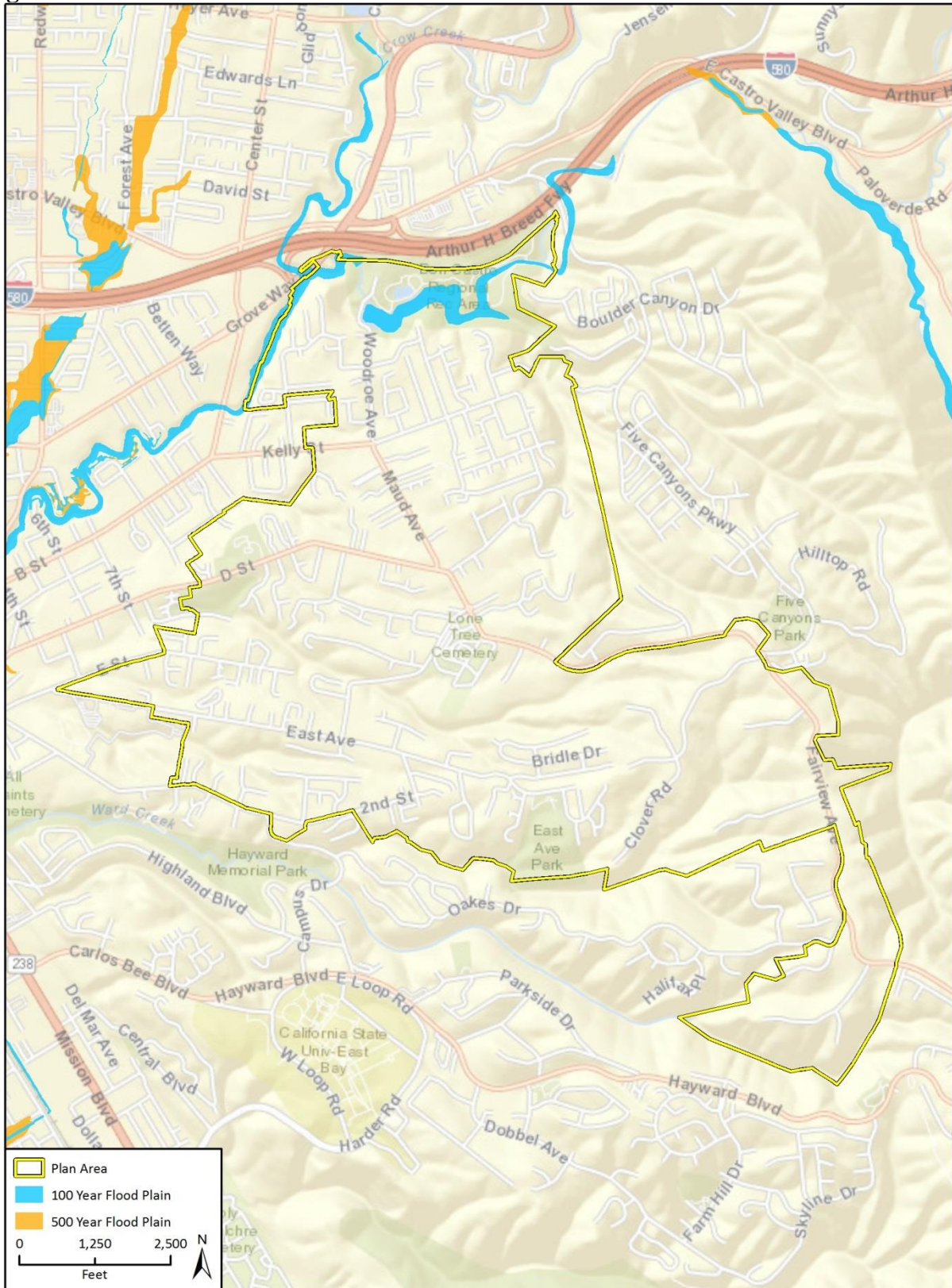
Alameda County has taken additional steps to promote sustainable growth and reduced GHG emissions. In 2009, the County adopted a Green Building Ordinance for residential and commercial properties in the unincorporated areas. Anyone applying for a building permit is required to submit documentation of how the project meets specific green building standards. All new or rebuilt residential construction greater than 1,000 square feet and all new or rebuilt non-residential construction greater than 3,000 square feet located in the unincorporated areas are required to comply with the Green Building Ordinance. Certain industrial and agricultural uses, along with qualified historical buildings, are exempt (Alameda County 2016).

FLOODING

Creek and Stream Related Flooding

The Federal Emergency Management Agency (FEMA) establishes base flood elevations (BFE) for Special Flood Hazard Areas (SFHA), which indicate 100-year flood zones, or areas that could be inundated by a flood that has a one percent probability of occurring in any given year. In addition, the Alameda County Public Works Agency Flood Control Division, works with FEMA to map floodplains for the cities and unincorporated areas, establishing BFEs on a case-by-case basis.

Figure 8-3: Flood Hazard Areas in the Plan Area



Imagery provided by ESRI and its licensors © 2017;
 Additional data provided by FEMA, 2017.

Fig9.3 Flood Zones

As shown in Figure 8-3:, there are a few locations with Fairview that are subject to inundation under 100-year flood events. These at-risk areas are located immediately adjacent to San Lorenzo Creek, which was engineered by the US Army Corps of Engineers for a Standard Project Flood of approximately 9,700 cubic feet per second (cfs). Previous studies have indicated 100-year discharge rates on the order of 15,000 cfs. The 2009 FEMA Flood Insurance Study, which provides the basis for the currently defined SFHAs, indicates that areas along the perimeter of Don Castro Reservoir and adjacent sections of the creek could flood in a 100-year storm.

The Alameda County Public Works Agency, acting in its capacity as the Flood Control and Water Conservation District, is responsible for most major flood control operations in the Fairview Area. The ACFCWCD owns and manages most storm drains in the Fairview Area, and ensures that they are designed and constructed to meet existing and projected needs for the area to avoid flooding. Standing water and ponding may occur during heavy rains, particularly where storm drains become blocked by debris or where culverts are blocked or have inadequate capacity to convey peak flows.

The Alameda County Building Inspection Division (BID) of the Public Works Agency (PWA), which reviews permits for compliance with its flood hazard abatement codes and regulations, addresses the potential for flooding from a 100-year flood at individual sites when specific development is proposed. Actual flood hazard determinations for a particular project site are made by the PWA Land Development, which also enforces the California Building Code (CBC) through permitting requirements. This includes CBC Section 1612A, *Flood Loads*, which specifies that any buildings and structures located in designated flood hazard areas shall be designed and constructed to resist the effects of flood hazards and flood loads.

Other Flood Hazards

Parts of Fairview have the potential to be flooded in the event of the dam failure of the Don Castro Reservoir Dam. Fairview could also be affected by dam failures at Cull Canyon Dam, which is upstream from the Plan Area.

Fairview is not at risk of tsunamis, due to its inland location. Tsunami hazards are typically associated with waterfront communities and occur during very large earthquakes. Fairview is also not at risk from seiches. Seiches are waves generated in an enclosed body of water from seismic activity. Don Castro Reservoir is the only enclosed surface water body in the Plan Area, and the potential for wave damage is limited given the reservoirs small size and open space setting.

The infrastructure section of this report contains additional information on drainage and flooding.

Existing Policy Framework

The 1997 Fairview Area Specific Plan outlines several policies regarding flood hazards, including:

1. New structures that will be endangered by or restrict the flow of flood waters of a 100-year storm are to be prohibited.
2. New development that would result in the capacity of downstream drainage facilities being exceeded is not to be approved unless those downstream facilities are upgraded to handle the increased runoff.
3. Surface runoff from new development shall be controlled by measures including, but not limited to, on-site natural and structural measures (with emphasis on natural measures), and restrictions regarding changes in topography, vegetation removal, creation of impervious surfaces and/or construction periods, such that runoff from development will not result in downstream floor hazards or increase the necessity for structural flood control measures. All new development shall be in accordance with the Alameda County Watercourse Ordinance.

HAZARDOUS MATERIALS

Fairview consists primarily of residential land uses with very limited commercial and medical care uses and no industrial uses. Residential uses do not typically generate hazardous waste, other than small amounts associated with maintenance, construction, and household cleaning. Medical care facilities, including nursing homes, may generate some medical wastes, defined as potentially infectious waste from sources such as laboratories, clinics, and hospitals (Alameda County 2010).

A search of the California Department of Toxic Substance Control's (DTSC's) EnviroStor database (conducted on August 17, 2017), which contains information on properties in California where hazardous substances have been released or where the potential for a release exists, identified two "closed" Leaking Underground Fuel Tank (LUFT) sites and one voluntary cleanup site within the Fairview Plan Area boundary. The EnviroStor Database did not identify any Superfund (NPL) or State Response sites in the Plan Area.

The two LUFT sites include the City of Hayward Fire Department #8 site and the UNOCAL site, a former gasoline service station. A release of diesel potentially impacting groundwater was reported at the City of Hayward Fire Department #8 site. However, the site was remediated and obtained a case closer letter from DTSC on March 9, 2000. Additionally, a gasoline release potentially impacting groundwater occurred at the UNOCAL site was remediated and issued a case closure letter on August 18, 1994. LUFT sites are regulated by the California State Water Resources Control Board.

DTSC also identified the 7.1-acre Highland Trails voluntary cleanup site, as a result of soil contamination from past agricultural uses. The site was cleaned up as of July 12, 2007.

Table 8-1 shows all DTSC listed cleanup sites in the Fairview Plan area. Sites outside of the Specific Plan Area could also have releases that may affect Fairview, including four LUFT sites located just outside of the boundaries to the northwest: UNOCAL #3770, Upper Grove Way Auto Repair, Arco #2152, and Chevron #9-3283. All of these sites have been remediated and their cases have been closed.

Table 8-1: DTSC Cleanup Sites located in the Plan Area

Project Type	Name	Number	Address	Status
LUFT Cleanup Site	City of Hayward Fire Department #8	T0600102295	24200 Fairview Avenue Hayward, CA 94541	Completed – case closed
LUFT Cleanup Site	UNOCAL	T0600101461	2701 East Avenue Hayward, CA 94541	Completed – case closed
Voluntary Cleanup	Highland Trails	60000612	25329 Second Street Hayward, CA 94541	No further action

Sources: California Department of Toxic Substances, EnviroStor Database, 2017.

The management of hazardous materials and hazardous wastes is regulated at the federal, state, and local levels through programs administered by the USEPA, agencies in the CalEPA, such as the DTSC, federal and state occupational safety agencies, the Bay Area Air Quality Management District (BAAQMD), and Alameda County Department of Environmental Health. Many of these regulations are rooted in the Resource Conservation and Recovery Act (RCRA) at the Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA) at the federal level. The latter established the list of “superfund” sites and provided funding to clean up abandoned hazardous waste sites and establish liability standards. The federal government also regulates the transportation of hazardous materials.

At the state level, agencies such as California Occupational Safety and Health Administration, the Office of Emergency Services (OES), and the Department of Health Services (DHS) have rules governing the use of hazardous materials that parallel federal regulations and are sometimes more stringent. The Department of Toxic Substances Control (DTSC) is the primary State agency governing the storage, transportation, and disposal of hazardous wastes. DTSC is authorized by the USEPA to enforce and implement federal hazardous materials laws and regulations. DTSC has oversight of Annual Work Plan sites (commonly known as State Superfund sites), sites designated as having the greatest potential to affect human health and the environment.

The primary California State laws for hazardous waste are the California Hazardous Waste Control Law (HWCL), the State equivalent of RCRA, and the Carpenter-Presley-Tanner Hazardous Substance Account Act (HSAA), which is the State equivalent of CERCLA. State hazardous materials and waste laws are contained in the California Code of Regulations, Titles 22 and 26. The State regulation concerning the use of hazardous materials in the workplace is included in Title 8 of the California Code Regulations.

The Regional Water Quality Control Board (RWQCB) is authorized by the State Water Resources Control Board to enforce certain State water quality requirements, including investigations of groundwater and surface water contamination. Similarly, the Bay Air Quality Management District (BAAQMD) implements programs to attain and enforce state and federal air quality standards.

Alameda County carries out some of the state and federal hazardous materials programs through its Department of Environmental Health. The DOH has primary responsibility for enforcing most regulations pertaining to hazardous materials in Fairview. The Alameda County Fire Department and Hayward Fire Departments also serve as first responders to hazardous materials incidents in the Eden Area and the Hayward service area. The County also implements programs to control hazardous waste and reduce the amount of hazardous waste generated. Fairview residents may take their household hazardous waste to any of three collection facilities located in Hayward, Oakland, or Livermore.

NOISE

Context

As a low-density residential community without major freeways or arterials, the ambient noise environment in Fairview is relatively quiet. The primary sources of noise are transportation-related, including noise from Interstate 580, vehicles on local roads, and passing aircraft. The community is also subject to noise from domestic sources such as leaf blowers, sirens, and construction equipment. Because noise levels are low, even small increases have the potential to be noticeable, or create a nuisance. Alameda County has adopted a number of regulations to manage noise and maintain the peace and quiet of residential and open space areas.

Noise is generally measured in decibels (dB), with adjustments that reflect human hearing response and sensitivity (referred to as A-weighted sound pressure, or dBA). Noise measurements are expressed logarithmically, so that each increase of 10 dBA is perceived to be “twice as loud.” In general, a 3 dBA increase in noise levels is noticeable, while 1 to 2 dBA changes are not perceived. Quiet suburban areas typically have noise levels in the range of 40 to 50 dBA, with levels closer to 60 dBA near major streets. Noise levels from traffic along major streets decreases at about 3 to 4.5 dBA per each doubling of distance.

Noise levels can be reduced through a number of measures. Older residential construction (with closed windows) provides a reduction of about 20-25 dBA between the exterior and interior. The reduction in newer construction is generally 30 dBA or more (Federal Transit Administration [FTA] 2006). In an outdoor environment, a row of buildings between the receptor and the noise source reduces the noise level by about 5 dBA while a berm or solid wall usually reduces noise levels by 5 to 10 dBA.

For planning purposes, noise is often measured in a way that considers the average level over a period of time rather than just the instantaneous measurement at one point in time. The term Leq (equivalent noise level) is used to express noise levels over a period of time, such as an hour or a day. When noise is measured over a 24 hour period, a 10 dBA penalty is often added to the average noise levels that occur between 10 PM and 7 AM, to recognize the greater potential impacts of night-time noise. The term “CNEL” (Community Noise Equivalent Level) is used to describe the weighted average noise level over a 24 hour period, including the nighttime penalty.

Noise measurements have been taken in Fairview as part of the environmental review process for several pending developments. Twenty-four hour measurements were taken for the Fairview Meadows project, near the geographic center of Fairview on D Street just east of Maud Avenue. These measurements indicated noise levels of 54 to 70 dBA during the day and 40 to 65 dBA at night. Passing traffic was the primary noise source, although spikes occurred during airplane flyovers.

In addition, measurements were taken in the Upper B Street neighborhood of Hayward and in the Hayward Hills in 2013 during the City of Hayward's General Plan Update. The Upper B Street measurements indicate an Leq of 59 dBA, based on a short-term afternoon sample. The Hayward Hills measurement, which spanned 24 hours, indicated an Leq of 57.2 dBA during the daytime hours and 48.6 dBA in the evenings.

All of these measurements are indicative of a relatively quiet environment suitable for residential uses. Louder ambient noise levels are associated with Don Castro Park, given its proximity to I-580. The 70 CNEL dBA contour line associated with I-580 at Crow Canyon Road extends roughly 1,500 feet back from the centerline of the freeway. This would include the northernmost neighborhoods of Fairview, including subdivisions along Ralston Way.

Sensitive Receptors

Land uses deemed noise-sensitive by the State of California Office of Noise Control (ONC) include schools, hospitals, rest homes, long-term care, and mental health facilities. Residential uses are also considered noise sensitive, with single family houses often rated as being more sensitive than multi-family uses. Other uses typically associated with quiet environments, such as libraries, churches, and parks are also sometimes considered noise sensitive. When a land use is considered noise-sensitive, measures are usually required to reduce noise levels for new uses on adjacent properties. For example, construction may be limited to certain hours of the day, and noise muffling equipment may be required. Similarly, when new noise sensitive uses are constructed in noisy environments (such as near freeways), measures may be required to reduce interior noise levels above and beyond what is ordinarily required.

Most of the land uses in Fairview qualify as sensitive receptors, including all of the community's residential neighborhoods. Sensitive receptors also include Fairview Elementary, East Avenue Elementary, Fairview Hills Pre-School, Northstar School, Creative Kids Children's Center, and other day care centers. There are also two nursing homes (Hilltop Care Center and Bassard Convalescent Hospital) and several churches that would be considered noise-sensitive. Parks and Lone Tree Cemetery are also noise-sensitive uses. Sulfur Creek Nature Center may be especially sensitive given its function as a recovery center for wildlife.

Noise Standards

1997 Fairview Specific Plan

The 1997 Fairview Area Specific Plan identified acceptable levels for interior noise in new developments, shown in Table. The design and construction of a structure must reduce interior noise levels to acceptable levels under these standards.

Table 8-2: Interior Noise Standards for New Development in the Fairview Area

Area	Acceptable Level (decibels)
All residential	45
Hospitals, convalescent homes, etc.	45
Schools	45

Source: Fairview Area Specific Plan 1997

Additional Regulations

Noise is also regulated by policies and standards adopted by Alameda County, and by the State of California through the Building Code.

The Alameda County General Plan Noise Element recognizes the noise level standards for residential land uses of an exterior Ldn of 55 dBA and an interior Ldn of 45 dBA identified by the USEPA. The Noise Element also references noise and land use compatibility standards developed by an Association of Bay Area Governments (ABAG) sponsored study. The ABAG study establishes a CNEL (similar to Ldn) of 65 dBA or less to result in little noise impact on residential land uses, levels between 65 and 70 to produce moderate impacts and a CNEL above 70 dBA to cause significant impacts

Section 6.60.040 of the Alameda County Noise Ordinance establishes regulations and standards regarding the generation of noise from onsite sources like mechanical equipment. The regulations identify exterior noise levels impacting residential or commercial land uses. Noise level standards, including specifications for noise levels inside and outside of new apartments or attached dwellings, are set forth in Section 3502 of the Alameda County Building Code. The Code standard is to achieve an annual CNEL of 45 dBA inside all new residential construction and to require an acoustical analysis showing that the structure has been designed to limit intruding noise to this prescribed level.

Table 8-3: Alameda County Noise Ordinance Limits

Category	Cumulative minutes in one hour period	Daytime, dBA (7 a.m. – 10 p.m.)		Nighttime, dBA (10 p.m. – 7 a.m.)	
		Non-Commercial	Commercial	Non-Commercial	Commercial
1	30	50	65	45	60
2	15	55	70	50	65
3	5	60	75	55	70
4	1	65	80	60	75
5	0	70	85	65	80

Note: Non-commercial uses include Single- or Multiple-Family Residential, School, Hospital, Church, or Public Library properties

Source: Alameda County Code of Ordinances 2017

The County requirements are consistent with the noise insulation standards in Title 24 of the California Health and Safety Code. Title 24 establishes noise insulation standards and requires that interior noise levels attributable to exterior noise sources shall not exceed 45 dBA CNEL in any habitable room of a new building. Additionally, the code specifies that multi-family residential buildings or structures that will be located in exterior CNEL (or Ldn) contours of 60 dB or greater of sources such as a freeway, expressway, parkway, major street, thoroughfare, airport, rail line, rapid transit line, or industrial noise source must require an acoustical analysis showing that the building has been designed to limit intruding noise to an interior CNEL (or Ldn) of 45 dB. Predictions must also be made for future noise levels for a period of at least 10 years from the time of building permit application.

WILDFIRE

The combination of vegetation, topography, and low-density residential development make most of Fairview vulnerable to wildfire. These hazards have always been present in coastal California, but have been heightened by prolonged fire suppression activities, the introduction of invasive species such as eucalyptus, and semi-rural and exurban development in fire-prone landscapes. The possibility of warmer weather and more prolonged future drought, both effects of climate change, may exacerbate this hazard in the future. The 1991 Oakland Hills firestorm and the 2017 Sonoma-Napa fires demonstrated that the severity of this hazard, and showed that wildfire resilience must be an essential part of planning in urban-wildland interface areas like Fairview.

Various state and regional agencies have prepared maps illustrating the vulnerability of California communities to wildfire. CalFire has prepared Fire Hazard Severity maps, indicating hazard levels in “Local Responsibility Areas” (LRAs) and “State Responsibility Areas” (SRAs). The LRAs include areas where fire protection is provided by local agencies and include Fairview. CalFire does not currently consider Fairview to be a high hazard area. However,

maps prepared by the Association of Bay Area Governments (ABAG) indicate that almost all of Fairview has been designated an Urban-Wildland interface fire threat area. The probability of future wildfires in these areas is considered high.

Most of the measures to reduce wildfire hazards address vegetation management, including the removal or thinning of highly flammable trees such as eucalyptus, and the creation of defensible space (areas with limited flammable vegetation) around residences. Emergency access improvements, and access to sufficient fire-fighting water supply also is important. Building codes include requirements for fire-resistant materials and sprinklers in certain circumstances. As the 2017 Sonoma-Napa fires demonstrated, these improvements may ultimately be insufficient to prevent wildfires from starting and spreading. In addition to fire prevention strategies, provisions for evacuation, rescue, temporary shelter, and disaster recovery and rebuilding, are also an essential part of planning for wildfire.

The existing Fairview Plan provides the following guidance on wildfire hazards:

Vegetation on the fringes of urban development should be managed to minimize fire hazards. Effective fire breaks shall be created and maintained. New development bordering an urban/wildland interface shall implement a wildfire protection plan, to be approved by the County after consultation with the appropriate fire protection agency. New development under this paragraph does not include existing residential structures which are to be remodeled or enlarged. The Plan shall address brush clearing, limb pruning, grazing, limiting access to high hazard areas, the location of graded emergency access roads into open space areas, and other techniques to minimize hazards of wildfires. This Plan shall also include recommendation of building and roof materials, provision for fire' buffers and access to the open space for fire protection purposes.

RELEVANT EDEN AND CASTRO VALLEY GENERAL PLAN POLICIES

The Eden General Plan (Ashland, Cherryland, and San Lorenzo) includes policies and actions that address most environmental hazards, including earthquakes, landslides, and hazardous materials. It does not address wildfire. The Castro Valley General Plan, which covers a landscape similar to Fairview, includes wildfire safety policies that are excerpted in this section. New policies and actions that are derived from the Eden and Castro Valley Plans could be considered as the Fairview Plan is updated:

The following policies are from the Eden Area General Plan. This is not a complete list, but rather an excerpt of those policies and actions that are most transferable to Fairview:

- 1. Site specific geologic hazard assessments, conducted by a licensed geologist, shall be completed prior to development approval in areas with landslide and liquefaction hazards. Hazards to be mapped include seismic features, landslide potential, and liquefaction potential. Mitigation measures needed to reduce the risk to life and property from earthquake induced hazards should be included. (SAF-1, P-1)*

2. *Buildings shall be designed and constructed to withstand ground shaking forces of a minor earthquake without damage, of a moderate earthquake without structural damage, and of a major earthquake without collapse of the structure. (SAF-1, P-2)*
3. *All construction in the Eden Area shall conform with the Uniform Building Code and the Alameda County Building Code, which specify requirements for seismic design, foundations and drainage. (SAF-1, P-3)*
4. *Major infrastructure including transportation, pipelines, and water and natural gas mains, shall be designed to avoid or minimize crossings of active fault traces and to accommodate fault displacement without major damage that could result in long-term service disruptions. (SAF-1, P-4)*
5. *Encourage the retrofitting of existing structures and other seismically unsafe buildings and structures to withstand earthquake ground-shaking. (SAF-1, P-5)*
6. *New development in areas with the potential for landslides or liquefaction hazards shall not be approved unless the County can determine that feasible measures will be implemented to reduce the potential risk to acceptable levels, based on site-specific analysis. The County shall review new development proposals in terms of the risk caused by seismic and geologic activity. (SAF-1, P-6)*
7. *New construction on landslide-prone or potentially unstable slopes shall be required to implement drainage and erosion control provisions to avoid slope failure and mitigate potential hazards. (SAF-1, P-7)*
8. *Developers shall be required to conduct the necessary level of environmental investigation to ensure that soil, groundwater and buildings affected by hazardous material releases from prior land uses and lead or asbestos in building materials will not have a negative impact on the natural environment or health and safety of future property owners or users. This shall occur as a pre-condition for receiving building permits or planning approvals for development on historically commercial or industrial parcels. (SAF-4, P-6)*
9. *Adequate emergency water flow, emergency vehicle access and evacuation routes shall be incorporated into any new development prior to project approval. (SAF-5, P-2)*
10. *New land uses shall not be located in areas where either indoor or outdoor noise levels exceed those considered normally acceptable for each land use, unless measures can be implemented to reduce noise to acceptable levels. (N-1, P-1)*
11. *New single-family residential development shall maintain a standard of 60 dB Ldn maximum (day/night average noise level) for exterior noise in private use areas. (N-1, P-2)*
12. *Existing residential development sites exposed to noise levels exceeding 60 dB Ldn shall be analyzed following protocols in Appendix Chapter 12, Section 1208A, Sound Transmission Control, California Building Code.(N-1, P-3)*
13. *All new residential land uses shall be designed to maintain a standard of 45 dB Ldn maximum in building interiors. (N-1, P-5)*
14. *Noise-sensitive projects proposed within noise-affected areas (subject to noise levels exceeding 60 dB Ldn) shall be subject to acoustical studies and provide necessary mitigation from noise. (N-1, P-7)*
15. *As a condition of project approval, a noise analysis shall be required for all proposed projects that may result in potentially significant noise impacts to nearby noise-sensitive land*

uses, such as residential areas. The noise analysis shall include recommendations for design mitigation where significant impacts are identified. (N-2, P-1)

- 16. Mitigation measures shall be required for all projects that would cause a significantly adverse community response or cause any of the following criteria to be exceeded: (a) Normally acceptable Ldn for land use; (b) Increase of 5 dB Ldn at noise-sensitive uses; (c) Noise ordinance limits (after adoption) (N-2, P-2)*
- 17. Inclusion of site design techniques for new construction shall be encouraged to minimize noise impacts, including building placement, landscaped setbacks, orientation of noise tolerant components (i.e. parking, utility areas and maintenance facilities) between noise sources and the sensitive receptor areas. (N-2, P-3)*
- 18. All construction in the vicinity of noise sensitive land uses, such as residences, hospitals or convalescent homes, shall be limited to 7:00 a.m. to 7:00 p.m. Monday through Friday, and to 8:00 a.m. to 5:00 p.m. Saturday and Sunday. These noise source standards may be exceeded as specified in the Alameda County Noise Ordinance in order to allow for temporary construction, demolition or maintenance noise and other necessary short-term noise events. (N-2, P-4)*
- 19. Mitigation measures for construction noise shall be included in EIRs or other appropriate environmental documents as a requirement of construction permit approval. (N-2, P-5)*
- 20. The County shall explore innovative approaches to reducing noise levels (i.e. reducing speed limits, alternative paving materials and street trees) on streets and, where feasible and appropriate when undertaking improvements, extensions or design changes. (N-3, P-1)*

Castro Valley General Plan policies that address fire hazards are listed below. These policies are potentially transferable to Fairview.

- 1. Establish clearly in County zoning and other ordinances that the Fire Department has the authority to recommend denial or modification to proposed development projects, particularly for projects proposed within Very High Fire Zone Areas to reduce the risk of bodily harm, loss of life, or severe property damage and environmental degradation. (Action 10.1-2)*
- 2. Establish clearly in County zoning and other ordinances that the Fire Department may require the use of appropriate fire resistant building materials, installation of fire sprinklers, and/or vegetation management, and that such requirements shall be based on a property's access, slope, water pressure, and proximity to wildland areas. Such requirements shall apply particularly to projects proposed within Very High Fire Zone Areas, but may also apply to other properties where access for emergency vehicles does not fully comply with adopted standards (Action 10.1-3)*
- 3. Establish an interdepartmental review process for proposed projects where Fire, Public Works, Planning, and other County Departments consult and establish reasonable and consistent requirements for streets, driveways, and emergency access prior to zoning approval. (Action 10.1-4)*
- 4. Revise the review process for any project that proposes an increase in density so that any inadequacy of water pressure for fire hydrants and fire flows for fire suppression purposes is*

identified early in the development review process. Also identify if the roadway serving the project is deficient in terms of access for emergency vehicles. Identify any access improvements that may be required, for example roadway widening along property frontage, or additional off-street parking. (Action 10.1-5)

5. *Upgrade and standardize fire hydrants to accept equipment from neighboring fire districts so that the County can accept assistance through a mutual aid request during an emergency. (Action 10.1-6).*