

**NEWARK OLD TOWN  
INFILL HOUSING STUDY REPORT**

June 18, 2008

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## **Introduction and Process**

In January 2008, the City Council authorized a study of the Old Town neighborhood of Newark to recommend future land uses, with a focus on potential infill housing options. The study would be completed by Spangle Associates, working closely with city staff. In addition to resolving a number of outstanding questions about the future vision for Old Town, the study was intended to suggest potential sites for Newark's 2009 housing element update process.

In order to determine the best locations for infill housing, this project involved studying Old Town as a whole. The project started with an analysis of current land uses and existing plans for the Old Town area. Then, on March 5, a community meeting was held at Schilling Elementary School to introduce the project to the public and hear their concerns and desires for Old Town.

Based on the comments from the community meeting and the background analysis, three alternatives were developed for future land uses in Old Town. These alternatives were presented to the community at a meeting at the Newark Senior Center on March 26, 2008.

Next, the project team developed a suggested alternative for future land uses in Old Town, based on the previous three alternatives and community comments on those alternatives. This suggested alternative was presented to the community at another meeting at the Senior Center on May 13.

This report presents the background analysis that has been completed for this project, including the current land uses in Old Town and brief descriptions of the other plans for Old Town. The report then moves on to describe community comments and concerns, and to present the three alternatives and the suggested alternative, together with refinements based on comments from the third public meeting. In addition, other issues related to Old Town that were raised during the process are described. Finally, this report provides recommendations for implementing the vision presented here.

## History of Planning for Old Town

Although Old Town was once the bustling commercial core of Newark, today it acts more as a neighborhood center. By the time the city incorporated in 1955, the area was experiencing problems. Absentee landlords were prevalent, and too many were focused on profiting from their properties. As a result, many did not maintain their buildings and were not willing to participate in community improvement efforts. The first Master Plan for the City identified four major commercial areas for the city, but did not include Old Town as one of them. Many businesses moved out of Old Town, as did public institutions such as the Post Office and City Hall. By 1983, a study recommended that commercial uses like stores and restaurants in Old Town should be replaced with high density housing.

In 1990, the City Council adopted the Historic Newark Area Plan (HNAP) as part of the City's General Plan. The HNAP set forth a vision of Old Town as "a bustling commercial district providing services to both visitors and nearby residents. . . . The district would provide modern shopping and services in a setting reminiscent of a turn-of-the-century, small town downtown." This plan is the adopted vision for Old Town today.

To create this vision, the HNAP sets forth goals and policies for Old Town. The six primary goals of the HNAP are listed below, and the full text of the goals and policies is provided in Appendix A:

1. Protect stable single-family neighborhoods from unwarranted conversions to higher density development and inappropriate adjacent uses.
2. Designate appropriate locations and standards for medium- and high-density residential projects designed to improve the quality of the projects and upgrade the area.
3. Revitalize the Thornton Avenue commercial area as a center for neighborhood and specialty commercial services and offering offices, business services, and mixed residential and commercial projects.
4. Seek significant projects for the vacant Vanderson and A. O. Smith lands to provide a focal point for the revitalization of the area.
5. Preserve identified historic buildings and design major new projects to reflect architectural styles prevalent in turn-of-the-century Newark.

6. Enhance the appearance of Thornton Avenue in the Historic Newark area.

Part of the implementation program recommended by the HNAP was a revised land use plan. This plan “features a concentrated commercial and high-density residential node centered at Thornton Avenue and the Southern Pacific tracks. Medium- and then low-density residential development fans out from this center . . .” (p.14). As part of the commercial node on Thornton Avenue, the plan recommends a mixed use Specialty Commercial district. The map on the following page (Figure 1) shows the land use map the HNAP proposes for Old Town.

Although the HNAP was adopted nearly twenty years ago, the zoning to implement the plan was never adopted for much of the Old Town area. The city’s zoning map, which pre-dates the HNAP, shows commercial development along Ash Street and neighborhood commercial uses along Thornton Avenue. This is different from the mixed use specialty commercial district suggested by the HNAP. The map on Figure 2 shows the current zoning for the Old Town area.

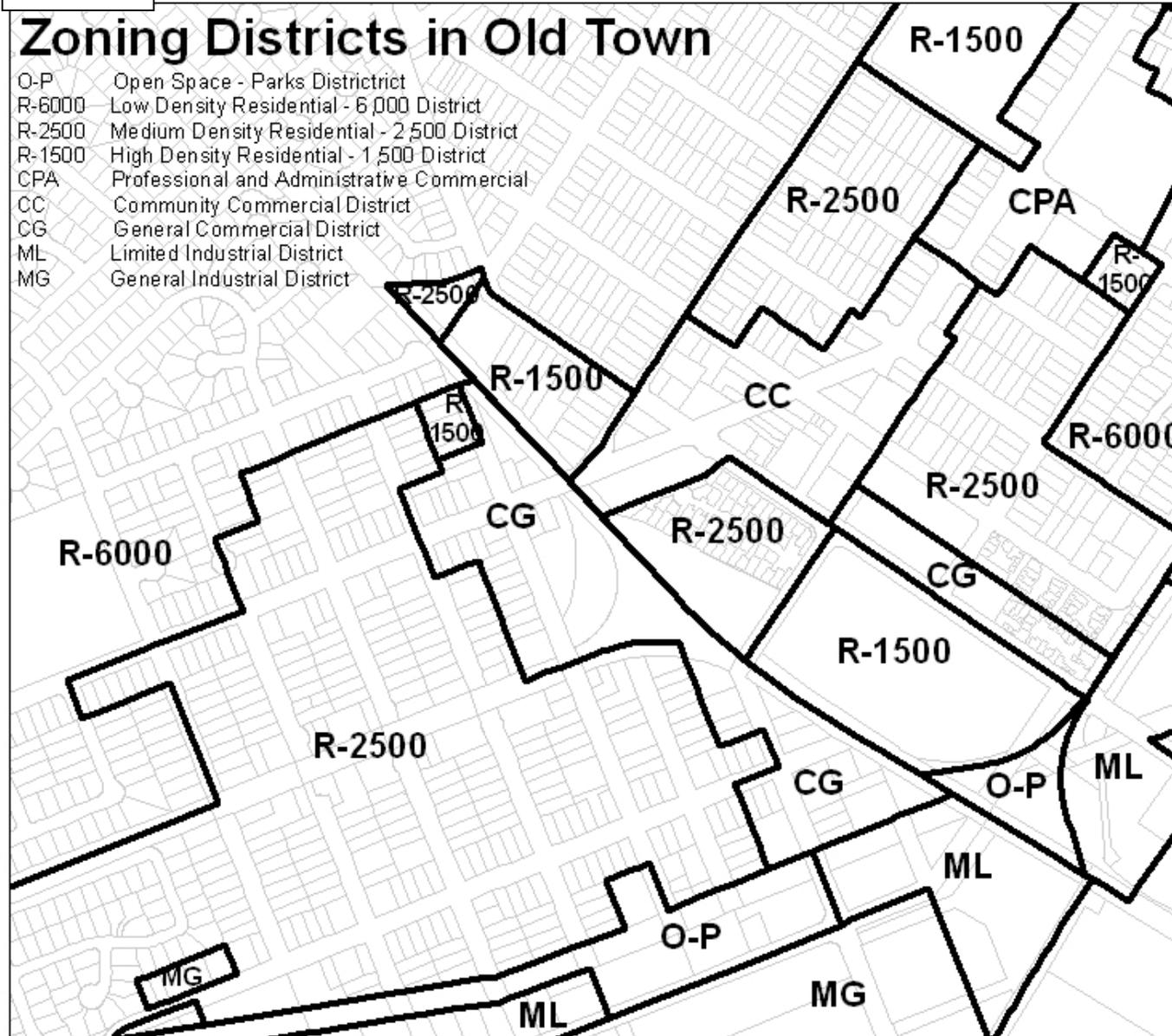
The most recent study completed for Old Town is the Economic Development Strategy Plan (EDSP), which was adopted by the City Council in 1999. The EDSP was intended to provide “an economic development and urban design strategy for the revitalization of Old Town Newark.”

Like the HNAP, the EDSP provides a series of goals and programs that describe the recommendations of the plan. The three goals of the EDSP are:

1. Develop a high amenity streetscape improvements project for the Old Town area that is attractive to pedestrians and that promotes economic development.
2. Develop larger public spaces that allow groups of people to gather for various types of activities.
3. Promote a streetscape design that establishes a balanced relationship between the needs of the automobile and land use considerations and that treats Old Town as a destination rather than a place for through traffic.



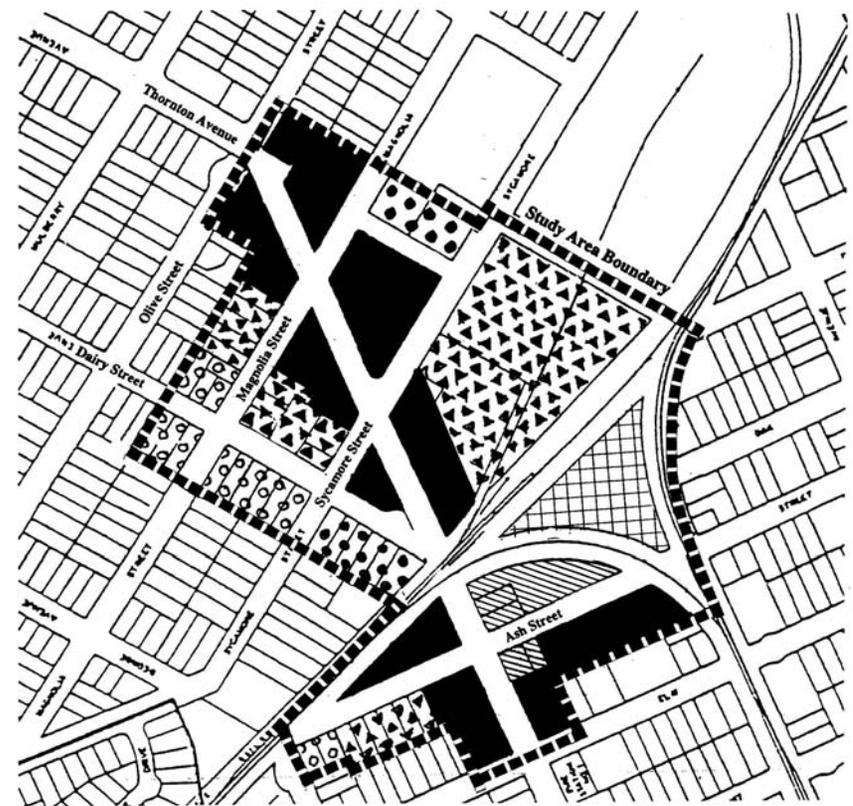
Figure 2



A full list of the goals and objectives of the EDSP are provided in Appendix B. Some of the ideas provided in the plan have been implemented, such as the improvements to Magnolia Plaza. Other ideas, such as the creation of a large public plaza between Ash Street and the train tracks across from Watkins Hall, have not. Instead, the new Fire Station # 1 has been constructed in that location.

The EDSP also includes a suggested land use plan for Old Town. Like the Historic Newark Area Plan (HNAP), the EDSP also recommends a mixed use Specialty Commercial district for the Thornton Avenue core of Old Town. However, the EDSP proposed to extend this core to the west side of the train tracks, so that the commercial area would surround and benefit from the new large open space proposed for the southwest corner of Thornton Avenue and Ash Street. The EDSP proposed land use plan is shown in Figure 3.

These plans were all adopted at different times and set forth somewhat different visions for Old Town. All of them are out of date, in terms of current conditions both in Old Town and in the region. However, all of the plans share the common goal of revitalizing the Old Town neighborhood. This report seeks to incorporate elements from each of the previous plans, as appropriate based on the current situation in Old Town.



**LEGEND**

- |   |        |                            |
|---|--------|----------------------------|
|  | SpC    | Specialty Commercial       |
|  | P-I    | Public Institutional       |
|  | P-OS   | Public Open Space          |
|  | R-1500 | High Density Residential   |
|  | R-2500 | Medium Density Residential |
|  | R-6000 | Single-Family Residential  |

**Figure 3: Proposed Land Uses from the Economic Development Strategy Plan**

## **Current Land Uses in Old Town**

Knowledge of current land uses is an important basis for considering future land uses. Looking at current land uses provides information about places that “work” and places that do not, and suggests where changes may be most useful. In order to map current land uses, Spangle Associates drove and/or walked throughout the Old Town area. Because property lines are not visible on the ground and the number of residential units is not always visible from the street, there may be errors in the data. However, the map shown as Figure 4 should nonetheless provide a fairly accurate overall picture of current land uses in Old Town.

This map reveals some interesting patterns. Residential neighborhoods in Old Town west of the train tracks are mixed, with single family homes, duplexes and multifamily structures located on the same block and often next to each other. These areas no longer have a single family in character. Commercial uses are also somewhat scattered, although there is a clear commercial concentration along Thornton Avenue, especially between the train tracks and Olive Street. Vacant parcels are generally small and are distributed throughout Old Town.

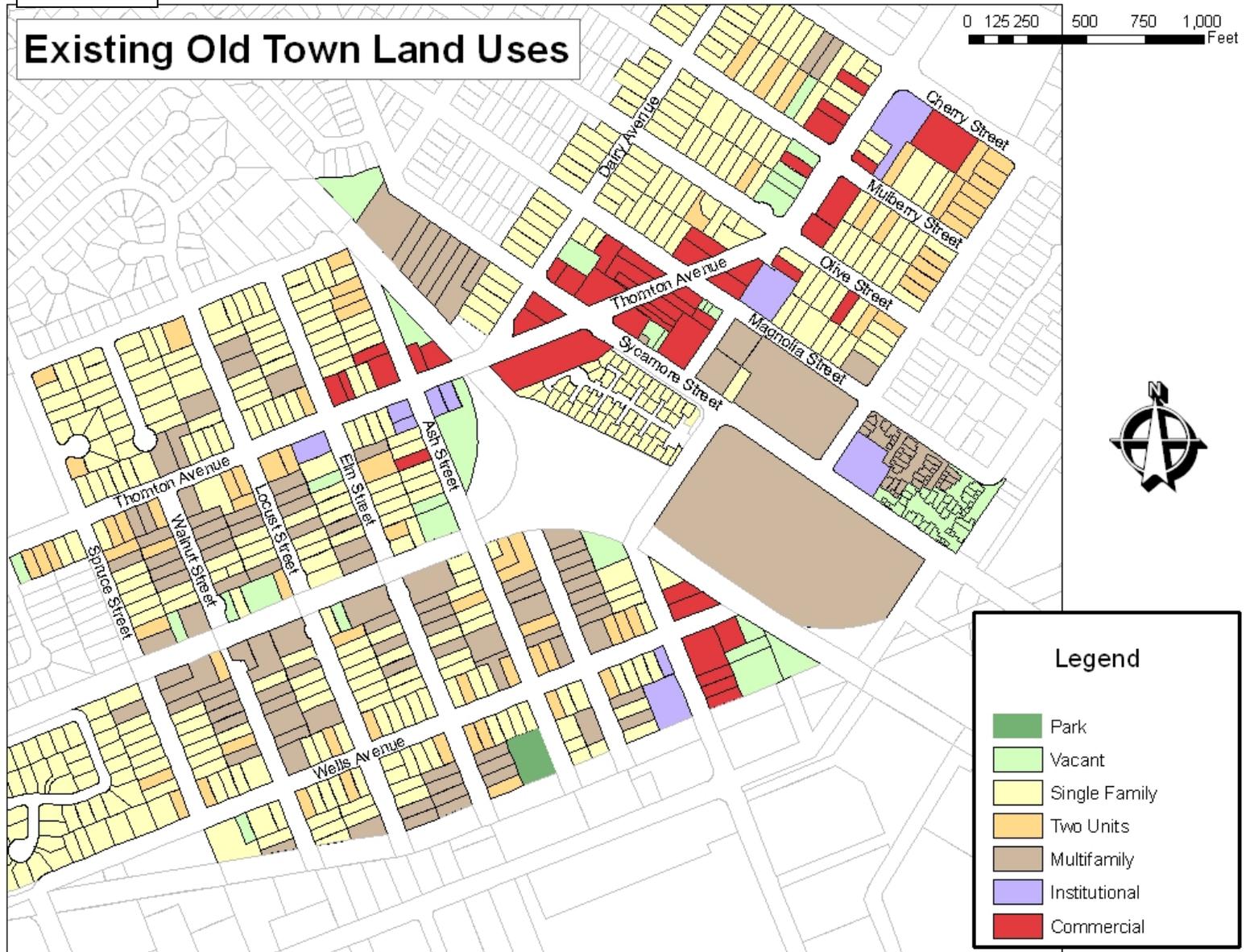
## **Community Desires and Concerns**

Community desires and concerns were consulted at each key point of the plan development process. The project team held three community meetings, one at Schilling Elementary School and two at the Senior Center. Each meeting was advertised in *The Argus*, and flyers describing the meeting were sent to all of the property owners and business owners in Old Town. Information from each meeting was also posted on the city’s website, along with contact information for people who wished to obtain additional information or provide other comments.

The first meeting was to introduce the project to the community. At the meeting, which was attended by approximately 25 members of the public, the project team described the project and its purpose and listened to community suggestions and concerns. Residents’ comments included the following:

- This plan should not include eminent domain.
- It would be great to have a grocery store or Trader Joe’s.
- The downtown isn’t quaint but could look better. It should have a country atmosphere rather than big city.

Figure 4



- Old Town should be more walkable and pedestrian friendly. Even people who live nearby don't walk there very much now.
- Boarded up buildings are a problem in Old Town; they bring down property values. Some buildings have been boarded up for years.
- New housing shouldn't be so expensive that people who live there can't afford it.
- Street lights should be brighter; there are some places with poor lighting.

A full list of community comments, as transcribed at the meeting, is provided in Appendix C.

### **Development Options**

In putting together the alternatives, the project team considered specific types of development options. These options are described below, and pictures showing examples of each option are provided.

#### ***Townhomes***

Townhomes are generally single-family attached homes, usually with two stories. Many new developments include townhomes. Townhomes are often sold as condominiums. In some cases, townhomes have garages at the rear of the building, which are accessed by an alley or joint driveway. Other types of townhomes provide garages on the first floor, with living space above the garage.



### *Condominiums/Apartments*

Condominiums and apartments can provide more affordable types of housing, which can be especially helpful for young families and first time homebuyers, as well as for senior citizens and others on fixed incomes. When well-designed and managed, this type of development can also be an asset to the neighborhood. In Old Town, condominium or apartment type developments are envisioned at a density of 30 to 35 units per acre. Zoning standards may need to be revised to encourage lot consolidation for larger projects.



### *Neighborhood Commercial*

Neighborhood commercial uses include such things as restaurants, grocery stores, drug stores, coffee shops, small clothing stores, toy stores, laundromats, and similar uses that primarily serve the people who live nearby. While some of these uses may attract people from other parts of the city, the main customer base would be in the neighborhood. These types of commercial uses already exist in Old Town.



### *Mixed Use*

Mixed use development includes both commercial and residential uses. Generally, the first floor is reserved for retail uses, while housing can be provided upstairs, either as condominiums or apartments. The residents who live upstairs are also likely to be customers for the first floor retail uses, thereby strengthening the retail base for the area.

In Old Town, mixed use projects would contain no more than two stories of housing over retail, so that the project as a



whole would have no more than three stories. The residential component of mixed use projects would be developed at a density of 30-35 units per acre. Because mixed use projects can be complicated, they often require additional review and oversight. As a result, design review would be required for these projects. Zoning standards for mixed use areas would need to encourage lot consolidation, since mixed use is likely to work better for larger projects.

### *Limited Mixed Use*

Like mixed use development, limited mixed use includes both commercial and residential uses. However, the limited mixed use option is intended to be less intense and to serve as a transition along Thornton Avenue from the core of Old Town to the neighboring residential areas. As a result, the types of commercial uses allowed may be different. For example, more types of offices may be allowed on the ground floor in the limited mixed use area, and residential development may also be allowed on the ground floor,

although specific design criteria would apply to create a somewhat commercial feel. Overall, the massing would be similar to the mixed use type, with no more than three stories allowed all together, and a residential density of approximately 30-35 units per acre.

As with mixed use, design review would be required for projects in limited mixed use areas. Also, zoning standards would be revised to encourage lot consolidation and thereby larger projects.

### Alternatives Considered

Using these development options, the project team developed three alternatives. The alternatives were based on the community comments, consideration of existing land uses, and the existing plans for Old Town.

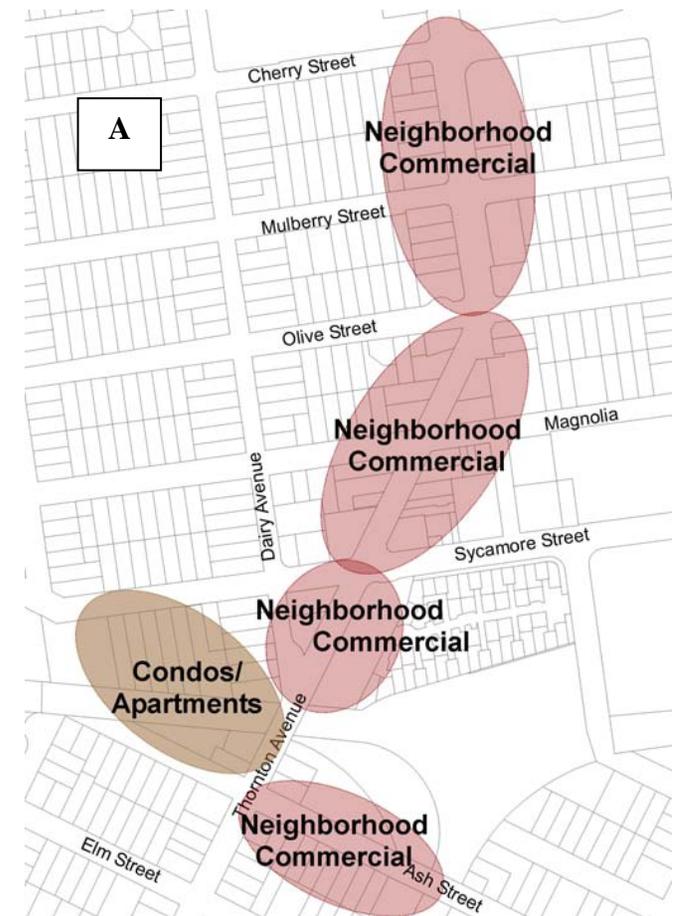
The alternatives suggest different uses for different areas of Old Town. The areas were:

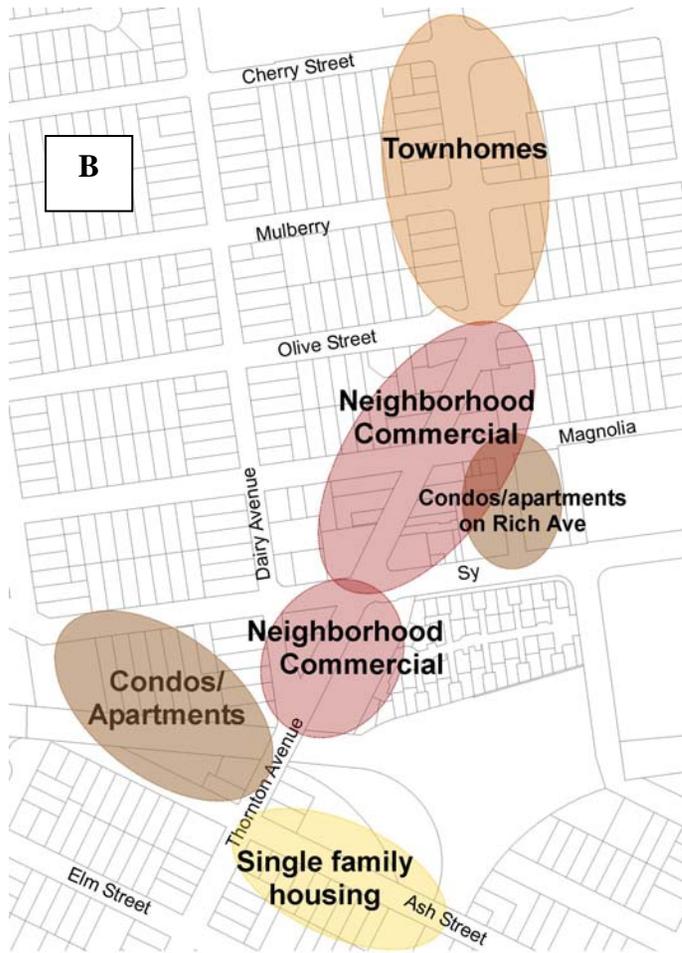
- Thornton Avenue from Cherry Street to Olive Street
- Thornton Avenue from Olive Street to Sycamore Street
- Thornton Avenue from Sycamore Street to the train tracks
- Ash Street North
- Ash Street South
- Surrounding residential areas

The three alternatives, plus the alternatives for the residential areas, are described below.

#### *Alternative A*

The first alternative is based on existing uses and zoning. This alternative suggested neighborhood commercial uses along Thornton Avenue from Cherry Street to Ash Street, and also along Ash Street from Thornton Avenue south to the train tracks. The

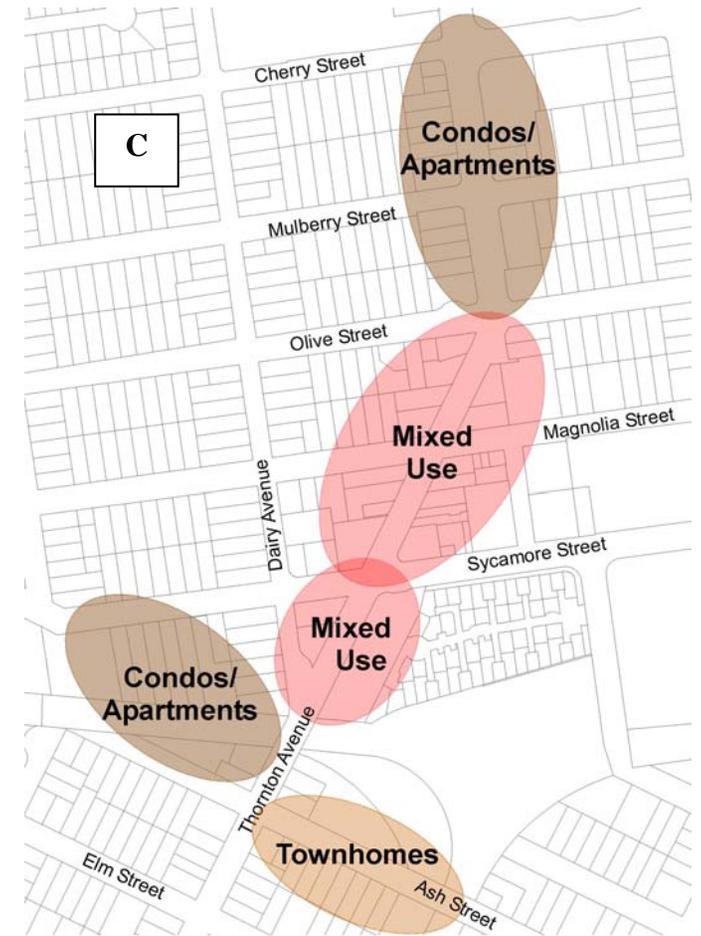




northern section of Ash Street was suggested to be condominiums or apartments.

**Alternative B**

Alternative B is a less intense land use plan. This alternative suggested continuing neighborhood commercial uses along Thornton Avenue from the train tracks east to Olive Street. From Olive Street up to Cherry Street, Alternative B showed townhomes or similar types of development. A small node of condominiums or apartments was proposed for Rich Avenue, as well as along the north portion of Ash Street. In contrast, the south portion of Ash Street would be used for single family residences.



**Alternative C**

The third alternative presented a more intense land use plan for Old Town, with significantly more residential uses. Alternative C proposed mixed use development along Thornton Avenue from the train tracks to Olive Street. This would consist of retail or other commercial uses on

the ground floor and residential development upstairs. Condominiums or apartments were suggested along Thornton Avenue from Olive Street to Cherry Street, and also along the north part of Ash Street. Townhomes were shown for the south part of Ash Street.

### *Alternatives for residential areas*

In addition to the alternatives presented above, several alternatives were also developed for the residential areas in the Old Town neighborhood. These alternatives were intended as possible ways to improve neighborhood character and, in the long run, increase property values in Old Town.

The first alternative would be to continue allowing medium density uses, but to strengthen the development standards and design guidelines for new development.

The second alternative was to change the zoning to allow primarily single family development in the future, while also revising city regulations to allow more and larger second units in Old Town.

The third alternative presented for residential areas was to revise the zoning for the area to allow and encourage more larger condominium and apartment projects. Of course, these alternatives could also be combined, with single family housing in some areas, medium density housing such as townhomes in other areas, and condominium and apartment housing allowed in some other places.



## Community Comments on the Alternatives and the Suggested Alternative

At the second meeting, the project team presented the three alternatives for the future of Old Town. These alternatives were described in the previous section of this report. Community members weighed the three alternatives and recommended the following:

- Neighborhood commercial or mixed use development from Cherry Street down to the train tracks
- Condos or apartments on Rich Avenue, with assistance for existing businesses in the area
- A park or other public use behind new Fire Station #1
- Along the north section of Ash Street, a residential or commercial use that will help to transition from the train tracks to the residential neighborhood
- Single family homes along the south side of Ash Street
- For residential neighborhoods, keep single family character and encourage maintenance

Other comments and suggestions included:

- A program to help homeowners with maintenance would be helpful.
- There could be more second units with appropriate controls and design guidelines.
- Infrastructure needs to be upgraded. Every street should have curbs and sidewalks. Thornton Avenue should have new street lights, sidewalks and medians.
- The plan should work with existing businesses and not force them out.
- There should be a more intensely developed core to Old Town, with less intense uses further away.

Based on the comments received and the analysis completed, the project team developed a suggested alternative, then held a third community meeting to present the alternative and receive comments and suggestions on the alternative. Comments from the third meeting, which were used to refine the proposed alternative presented in the next section, included:

- Beautify the area with spacious sidewalks and many trees

- Four stories is too high; there should be no more than three stories
- Want a mix of market rate and more affordable housing – not just affordable housing, but also not just housing that would be too expensive for current residents
- Need adequate parking, either on-site or with a parking lot or structure

A full list of community comments from all three meetings is provided in Appendix C.

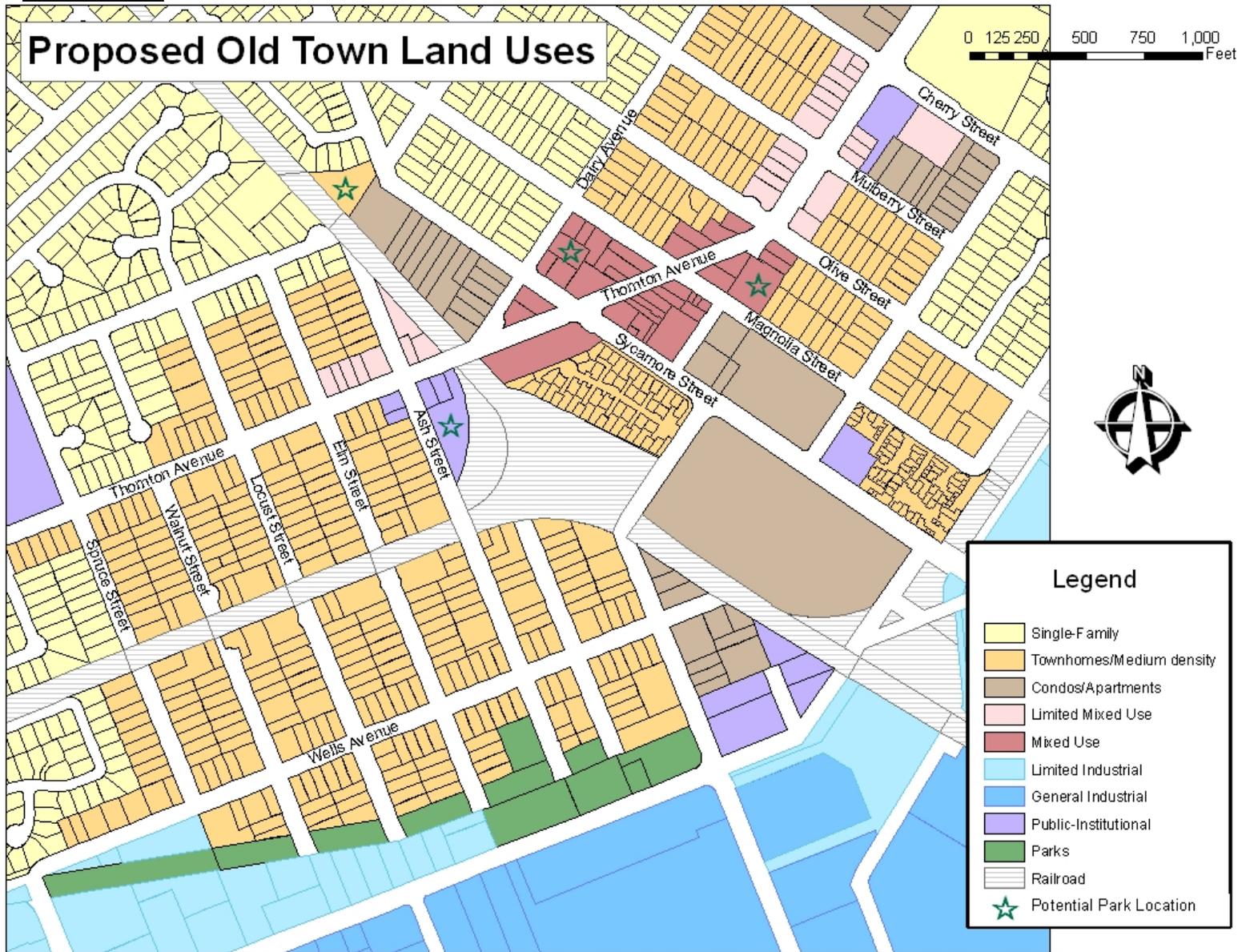
### **Proposed Alternative**

The suggested land use plan for Old Town includes a central mixed use commercial core along Thornton Avenue, from the train tracks to Olive Street. This core is the existing commercial center of Old Town, and would be envisioned to gradually convert to a mixed use type of development, with retail uses on the ground floor along Thornton Avenue and residential uses above.

A limited mixed use area would extend further along Thornton Avenue, from Olive Street to Cherry Street and also from the train tracks to Elm Street. This area would allow more limited retail uses on the ground floor, and would also allow condominium or townhouse-type developments with an urban, commercial look. Condominiums or apartments would be allowed on both sides of Rich Avenue. Because the existing residential neighborhoods are so mixed, with single family, duplex, and multifamily uses throughout, the zoning would be envisioned to remain the same (R-2500). This would allow townhomes and other medium density types of development in these areas.

New zoning standards and design guidelines need to be developed for the mixed use and limited mixed use areas. At the same time, the city should revisit the existing standards and guidelines for commercial and residential areas. The City Council adopted design guidelines for multifamily, commercial and industrial areas in 1990 (see Appendix D) which are still in place. These guidelines, together with the implementation of the Joint Staff Review Process, have greatly improved the quality of new development in Old Town. The guidelines should be examined to ensure that they are in line with the proposed vision for Old Town, to see if they can be strengthened, and to update them as necessary. If appropriate, an overlay district can be developed to allow Old Town to have its own individually-tailored standards and guidelines.

Figure 5



The proposed land use plan also identifies four possible locations for new parks. These sites are: 1) the vacant land behind the new Fire Station #1, 2) the vacant lot on Sycamore Street at the end of Dairy Avenue, 3) the vacant lot on Dairy Avenue between Sycamore Street and Magnolia Street, and 4) the Moose Lodge site on Magnolia Street. If feasible, the city should consider developing a park on one or more of these sites to serve the increased residential population that will result from implementing mixed use development along Thornton Avenue. These sites are fairly small, but could include landscaping, benches and picnic tables, and a children's play structure.

### **Other Issues**

At the community meetings, four other key issues were raised. These issues will be important to address in order to improve conditions in Old Town. Each issue is discussed below.

#### ***No Eminent Domain***

People at the community meetings were adamant that eminent domain should not be used in Old Town. Accordingly, this plan suggests using other tools, such as zoning standards, design guidelines, and the city's General Plan, to implement the land use plan. Property owners would be able to continue with existing uses, but would need to follow new regulations in order to create new buildings or uses. City staff emphasized at meetings that the city does not intend to use eminent domain in Old Town.

#### ***Carry Out Streetscape and Infrastructure Improvements***

Many residents and business owners expressed concern about existing infrastructure problems, including pavement, curbs and gutters, and sidewalks. In particular, the Lindsay Tract (around George Avenue) has substandard street infrastructure that residents would like to see improved. The city funded a study of storm drainage in the area in 2005-06 and has developed a plan for improving the storm drainage, street paving and sidewalks. These improvements are contained in the city's Capital Improvements Plan, with an estimated cost of \$2.4 million, but were not recommended for funding in the next two years.

Along Thornton Avenue, community members commented about the street lights, the planters, and the overall impression of the street. People at the meetings felt that Old Town does not look attractive or quaint, and does not encourage people to stop and look around. The Old Town Economic Development Strategy Plan identified a

number of streetscape improvements to address this issue, including wider sidewalks, street trees, planter boxes and pedestrian furniture. These improvements are also in the Capital Improvement Plan, with an estimated cost of \$2 million, but again were not recommended for funding in the next two years.

### ***Boarded-Up Houses***

One topic of concern to residents in particular is the effect that boarded-up houses have on property values and neighborhood character. Several homes in Old Town have been boarded up for years, and neighbors would like to see those homes restored. In this case, Newark's Municipal Code provides that homes shall not be left boarded up for more than a year. However, once that time period has passed, the city has limited options. The city can encourage the property owner to maintain or sell the property, and can also cite the homeowner for not complying with the code. Neighbors can plan an active role by both themselves encouraging the property owner to take action and also reporting any problems, such as graffiti or people illegally using a boarded up house, to the city.

### ***Clean Up Train Tracks***

With two train tracks passing through Old Town, the tracks are a very visible part of the area. The two "triangles" located behind Carter Station and Sycamore Bay are particular problems, since they are large open areas. These triangles are used for unsightly storage of materials by the railroad, and are also occasionally used as homeless camps or teen hangouts. Residents would like to see these areas cleaned up and better maintained. Because this land is owned by the railroad, however, the city is limited in what it can do. The railroad has been unresponsive to city concerns in the past and does not have a strong incentive to cooperate. However, one option might be simply to erect fences around the triangle areas to both reduce views of the areas and limit access to them. This could be a joint project of the railroad and the city. To help with this new development adjacent to the train tracks could be required to put up a wall.

Train noise is also a problem, especially from train horns. Trains are required to sound their horns whenever they are approaching a grade crossing, where the train tracks cross a street. In Old Town, there are grade crossings at Thornton Avenue, Filbert Street and Central Avenue on the north-south tracks. On the east-west tracks that would be used for the Dumbarton Rail corridor, there are grade crossings at Ash Street and Spruce Street. Regulating agencies sometimes allow cities to establish "quiet zones" where additional safety measure are installed at the grade crossings so that the horns do not need to be sounded. These measures often include four-quadrant gates that prevent motorists from driving around crossing gates and improved signage and striping, and can be

expensive. To reduce train noise, the city would need: 1) to study each of the intersections to identify what safety measures would be needed, 2) to determine the cost and funding source for the safety measures, and 3) to apply to the regulatory agencies for approval of the quiet zones.

## **Recommendations**

The most essential recommendation of this report is that the city adopt a single vision for future land uses in Old Town. The zoning and General Plan, including the Historic Newark Area Plan, should be updated to reflect that vision. For nearly two decades, Newark has had competing visions for Old Town, which has impeded planning and making improvements to the area. This report suggests a land use plan for Old Town based on existing land uses, existing plans, and community concerns. That land use plan needs to be adopted, either as proposed or with amendments. Since all of the changes needed to implement the proposed land use plan would increase housing, city staff plans to analyze and refine these changes in more detail as part of the housing element process. Necessary amendments to the General Plan, Historic Newark Area Plan, and zoning ordinance would be adopted at the same time as the updated housing element. Appendix E shows parcels for which the General Plan and/or zoning designations would need to be changed in order to implement the proposed land use plan.

Because the land use vision would not be implemented in a vacuum, there are a number of other policies or programs which are also recommended. Below is a full list of recommendations:

1. Adopt a single vision for future land uses in Old Town, to be implemented through General Plan and zoning ordinance amendments as part of the Housing Element process.
2. Revise standards and guidelines for residential areas of Old Town to protect neighborhood character by revising design guidelines and zoning standards as necessary. This could include allowing property owners to build larger second units on their lots rather than duplexes, in order to preserve existing single family homes and the single family character of parts of Old Town. One goal would be to encourage small multifamily projects to maintain a single family presence on the street.
3. Publicize the rehabilitation and minor home repair programs available to Newark residents through Alameda County, and look for a source of funds to expand the program.

4. Determine the cost and difficulty of creating a train “quiet zone” in Old Town, and search for a funding source.
5. Install fences or sound walls around the triangle areas of the train tracks to reduce visual impacts of the areas and limit access to them. This could be done as part of a city project or by developers who construct projects next to the tracks, as has been done at Carter Station.
6. Look for alternative funding sources for street improvements for the Lindsay Tract. If it appears that funds for the complete set of improvements will not be forthcoming for several years, consider a temporary project to address the worst problems in the area.
7. Look for alternative funding sources for the streetscape improvements for Thornton Avenue. When funds are available, work with business owners to ensure that installing the improvements disrupts business as little as possible.
8. Consider options for addressing problems with houses that have been boarded up for more than a year. These could include contacting and/or citing property owners, providing neighbors with the property owner’s contact information, or even creating a program similar to one in Minneapolis that paints the boards to look like windows.

**APPENDIX A**

**GOALS AND POLICIES FROM THE  
HISTORIC NEWARK AREA PLAN**

## **GOALS**

- Goal 1.** Protect table single-family neighborhoods from unwarranted conversions to higher density development and inappropriate adjacent uses.
- Goal 2.** Designate appropriate locations and standards for medium- and high-density residential projects designed to improve the quality of the projects and upgrade the area.
- Goal 3.** Revitalize the Thornton Avenue commercial area as a center for neighborhood and specialty commercial services and offering offices, business services, and mixed residential and commercial projects.
- Goal 4.** Seek significant projects for the vacant Vanderson and A. O. Smith lands to provide a focal point for the revitalization of the area.
- Goal 5.** Preserve identified historic buildings and design major new projects to reflect architectural styles prevalent in turn-of-the century Newark.
- Goal 6.** Enhance the appearance of Thornton Avenue in the Historic Newark area.

## **POLICIES**

1. The City will amend the Zoning Ordinance as necessary to achieve consistency with the land use designations in this plan.
2. The City will establish design guidelines and a design review process applying to new buildings throughout the City. In Historic Newark, designs of new buildings should be compatible with the immediate area and, if possible, incorporate elements from architectural styles prevalent in Newark at the turn-of-the-century.
3. The City will continue its street reconstruction program on a block by block basis as funding becomes available in order to improve the safety and attractiveness of single-family neighborhoods.

4. The City will encourage homeowners to maintain their homes and bring substandard housing units up to building code standards.
5. The City will review zoning regulations and revise as needed to encourage larger and better-designed medium-density housing developments and to prevent conversion of single-family lots to triplex or fourplex uses.
6. The City will review high-density housing projects to be sure that new apartment projects have adequate landscaping, open space, parking, recreation facilities and provisions for management and maintenance.
7. The City will require significant amenities, strong management and architectural design in all commercial and high-density multifamily projects to be sure that such projects add quality and stability to Historic Newark.
8. The City will encourage consolidation of selected commercial lots along Thornton Avenue to permit integrated development of new commercial projects.
9. the City will permit residential and a variety of commercial uses in existing residential structures along Thornton Avenue.
10. the City will permit residential uses above the ground floor of existing commercial buildings and encourage the development of new projects combining residential and commercial uses.
11. The City will encourage participation by merchants and residents of Historic Newark in the consideration of use permits and planned use development in the area.
12. The City will encourage the timely removal of all industrial and heavy commercial uses in the area.
13. The City will seek distinctive, large-scale projects for the major vacant parcels in Historic Newark to help establish a focal point and identity for the area. High residential densities should be encouraged to provide nearby population to help support commercial uses along Thornton Avenue.

14. The City will work with Southern Pacific and other property owners to clean up vacant properties on either side of the railroad tracks.
15. The City will adopt a program to protect some of the historic buildings in the area, including, if possible, the six primary landmarks (Snow museum, Lazzarini Saloon, Watkin's Hall, St. Edwards Church, Falk Grocery Store and the Graham home. The historic structures should be clearly marked and could be used for shops and entertainment integrated into the revitalized commercial area. Some buildings may be preserved by relocation.
16. The City should permit a variety of uses of historic structures which are compatible with preserving historic character and upgrading the area.

**APPENDIX B**

**GOALS AND OBJECTIVES FROM THE  
NEWARK OLD TOWN ECONOMIC  
DEVELOPMENT STRATEGY PLAN**

Goal 1: Develop a high amenity streetscape improvements project for the Old Town Area that is attractive to pedestrians and that promotes economic development.

Objective 1.1: Create tree-lined, well-lit, attractively maintained streets that encourage people to walk from business to business within Old Town

Objective 1.2: Minimize curb cuts for driveways.

Objective 1.3: Provide sidewalks that are wide enough for pairs of pedestrians to pass comfortably and to allow planting areas adequately sized to minimize tree root damage.

Goal 2: Develop larger public spaces that allow groups of people to gather for various types of activities.

Objective 2.1: Create a public space that has the symbolic power to become the center of Old Town.

Objective 2.2: Recognize and celebrate the railroad as a primary factor in the continuing history of Old Town.

Objective 2.3: Create places where people can stop and rest as they move about from business to business in Old Town (such as pocket parks).

Objective 2.4: Encourage shared uses for public spaces, including streets that can be closed for scheduled events.

Goal 3: Promote a streetscape design that establishes a balanced relationship between the needs of the automobile and land use considerations and that treats Old Town as a destination rather than a place for through traffic.

Objective 3.1: Maximize on-street parking.

Objective 3.2: Design Thornton Avenue to be the “main street” of the commercial district, not a divide between two sides of commercial development.

Objective 3.3: Make Old Town a place where buildings have a more prominent presence on the street than do cars.

**APPENDIX C**

**COMMENTS TRANSCRIBED AT  
COMMUNITY MEETINGS**

## Newark Old Town Infill Housing Study

**Community Meeting #1**  
**7:00 PM, Wednesday, March 5**  
**Schilling Elementary School**

### Community Comments:

1. Concern about eminent domain
2. Desire for data on crime in Old Town and rest of Newark
3. Concern about building new houses/condos when water, sewer and electricity are limited
4. Would like grant for people to fix up their homes
5. Clean up boarded up houses
  - a. Legality? What can city do?
6. No downtown anymore—stores in different places
7. Grocery store or Trader Joe's
  - a. Commercial center
8. Discuss parks
9. Like country atmosphere—not big city
10. Lack of money for city and homeowners
11. Downtown not quaint
12. To attract Trader Joe's, others, need density
  - a. But some don't want—conflict
13. Clean up train tracks
14. Train noise all night
  - a. Whistle/horn
15. Watkins Hall looks bad
16. Old Fire Station #1—How long with that be vacant?

17. People don't even think of going to Starbucks in Old Town; go to/from Fremont
18. Pedestrian improvements—make it more walkable and more pedestrians will come
19. Encourage housing by state/city programs
20. Condition of sidewalks—sections raised by trees
21. Get rid of crime—gangbangers
22. Want to build in-law apartment—change zoning to allow
23. Don't want high density
24. Don't want prison
25. Concern about congestion from A's in Fremont
26. New condos are more expensive—old residents won't be able to afford
27. A lot of Section 8 can bring in crime, etc.
28. Where will money come from?
  - a. Raise taxes?
  - b. Assessment district?
29. Downtown doesn't look attractive
30. Empty (boarded up) houses are dangerous
  - a. Difficulty getting use permit
  - b. Graffiti
  - c. Difficult for owners to insure
  - d. How many are there?
31. Street lights are dim both along main streets and residential streets—can we increase?

## Newark Old Town Infill Housing Study

**Community Meeting #2**  
**7:00 PM, Wednesday, March 26**  
**Senior Center**

### Community Comments:

1. Cherry – Olive
  - a. Group 1: mixed use
  - b. Group 2: Neighborhood commercial
  - c. Group 3: Neighborhood commercial → less intensity
  - d. Group 4: Mixed use
2. Olive – Sycamore
  - a. Group 1: Neighborhood commercial
  - b. Group 2: Mixed use
  - c. Group 3: Neighborhood commercial/mixed use
  - d. Group 4: Neighborhood commercial → grocery, bank
3. Rich Ave
  - a. Group 1: Condos
  - b. Group 2: Condos/Apartments
  - c. Group 3: Condos/Apartments with size limit
  - d. Group 4: Keep restaurant; maintain businesses
4. Sycamore – Railroad
  - a. Group 1:
  - b. Group 2: Mixed use
  - c. Group 3: Neighborhood commercial/mixed use → focal point in center, taper as move out
  - d. Group 4: Commercial

5. Behind new Fire Station #1
  - a. Police substation
6. North Ash
  - a. Group 1: Townhomes
  - b. Group 2: Single family
  - c. Group 3: Neighborhood commercial on Ash; Apartments on other side of tracks
  - d. Group 4: Transition into residential
    - Businesses could stay
7. South Ash
  - a. Group 1: Fields behind FS #1; single family other side
  - b. Group 2: Single family
  - c. Group 3: Commercial towards Thornton→residential
  - d. Group 4: Residential, single family
8. Residential Areas
  - a. Good to look at places that have done this
  - b. Vacant lots not good
  - c. Keep single family character
    - Better maintained
    - Not big homes next to small
  - d. Higher density in character
  - e. Program to encourage maintenance
  - f. Second units?
    - Need controls, design guidelines
9. General Comments
  - a. Traffic impacts are a consideration
  - b. Grade separation on Thornton at train tracks
  - c. Parking
  - d. Tree-lines streets along Thornton→good trees
  - e. Sitting areas along stores
  - f. Brighter street lights in residential areas
  - g. Public transit, with bench at bus stop
  - h. General improvement of Thornton, new street lights, sidewalks, medians
  - i. Every street should have curbs and sidewalks

- j. Publicize schedule for street cleaning
- k. Keep sidewalks clean in front of stores
- l. Smoking on sidewalks?
  - Need to keep smoking 20' from entrance
- m. Any improvements planned from Cherry to Cedar?
  - Recent rezoning, will see improvements over time
- n. Plan to upgrade library, City Hall, police?

## Newark Old Town Infill Housing Study

**Community Meeting #3  
7:00 PM, Tuesday, May 13  
Senior Center**

### Community Comments:

1. Have business owners been involved? Need to support plan.
2. Use planned for Watkins Hall?
3. Size of pocket park?
4. How would this be financed?
5. Would like spacious sidewalks and many trees—beautify the area
6. Keep the one-story Old Town feel
7. Need to get people who drive through to stop
8. Program to help people fix houses/apartment buildings
9. How many new residents would this bring in?
  - a. Impacts on schools, traffic, water, power?
10. Four stories seems high
11. Replace low cost housing with high cost?
  - a. Property owners raise rents
12. Don't want whole neighborhood of low cost housing
  - a. Need to protect existing low cost housing
  - b. Better to have a range
13. Affordable housing not just in Old Town
14. Traffic impacts of three stories
  - a. But slowing down could be good

15. Developments need to provide parking
  - a. Where would a parking lot or structure be located?
  - b. Charging for parking could discourage people coming down
16. Need to fix streets and sidewalks (George Avenue)
17. Should be more people at this meeting
  - a. Send out two notices—mailings are best way
18. Have been a lot of meetings but a lack of progress
19. Three stories better than four

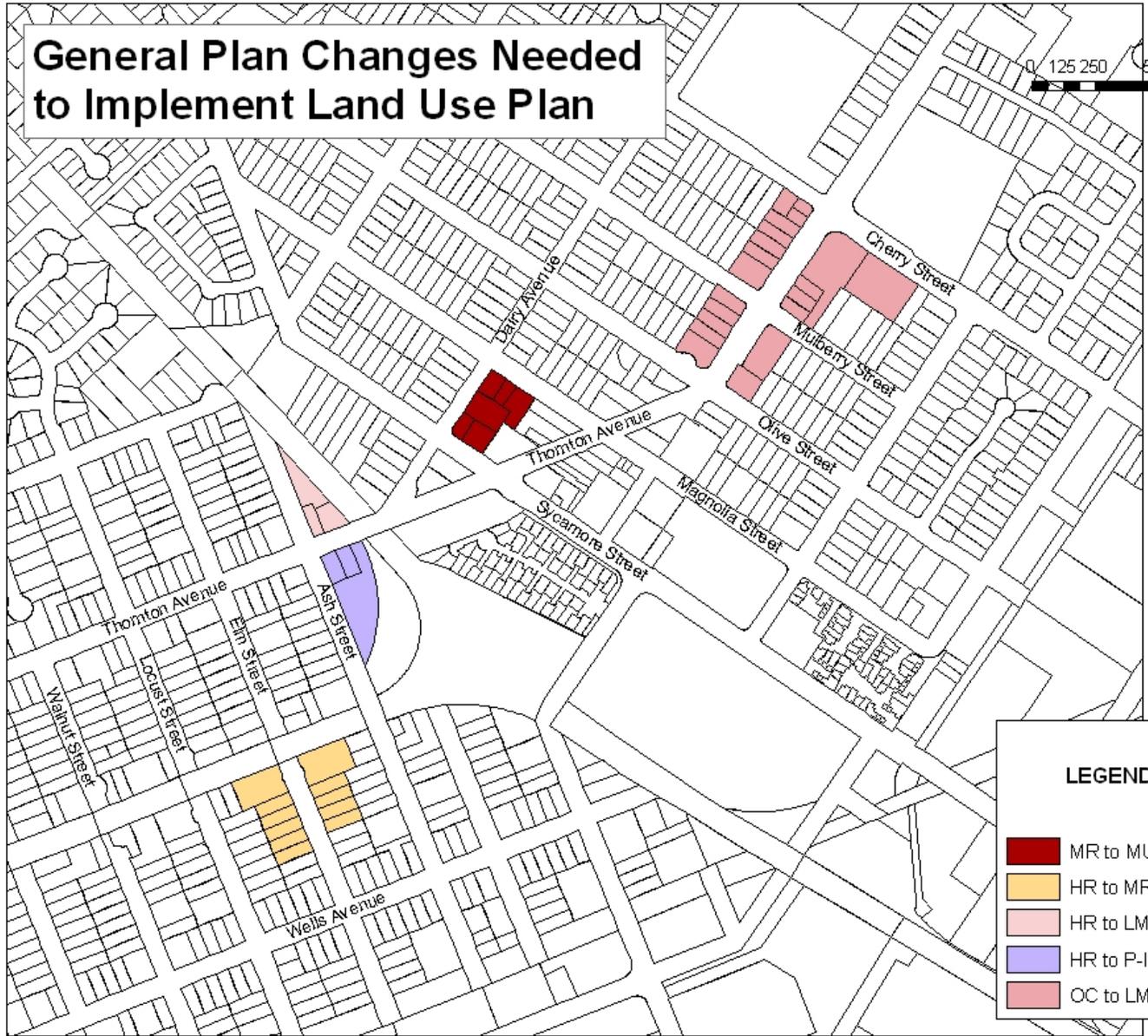
**APPENDIX D**

**DESIGN GUIDELINES  
(RESOLUTION 5974)**

**APPENDIX E**

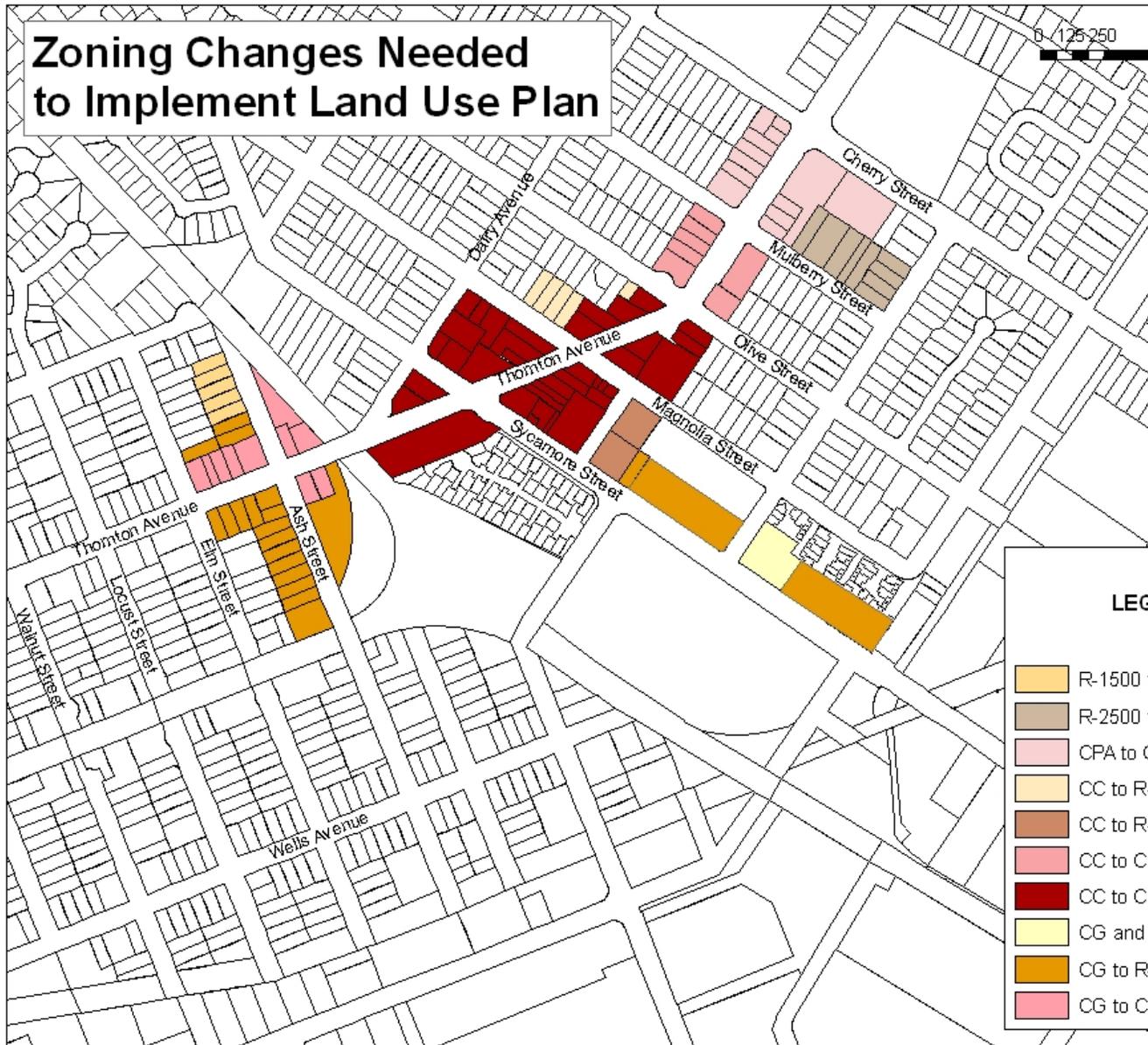
**ZONING AND GENERAL PLAN  
CHANGES NEEDED TO IMPLEMENT  
THE PROPOSED LAND USE PLAN**

# General Plan Changes Needed to Implement Land Use Plan



LEGEND	
	MR to MU (SpC)
	HR to MR
	HR to LMU
	HR to P-I
	OC to LMU

# Zoning Changes Needed to Implement Land Use Plan



LEGEND	
	R-1500 to R-2500
	R-2500 to R-1500
	CPA to CLM
	CC to R-2500
	CC to R-1500
	CC to CML
	CC to CMU
	CG and R-2500 to R-6000
	CG to R-2500
	CG to CML