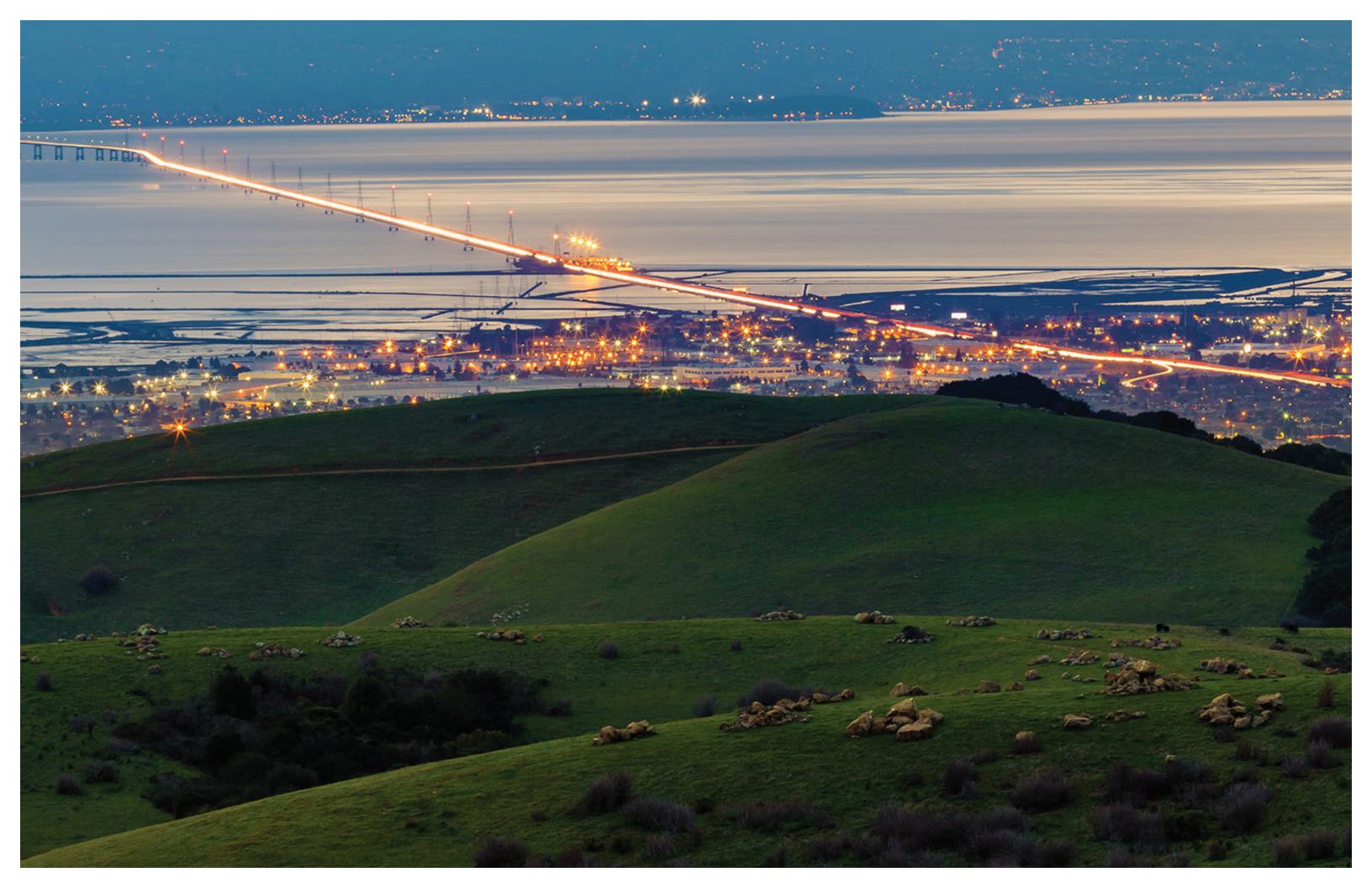
PARCEL GROUP 5

MASTER DEVELOPMENT PLAN ADOPTED JULY 2019





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INTRODUCTION AND PURPOSE

The development of the former California State Route 238 Corridor Lands (Route 238 Corridor Lands) represents a unique opportunity and moment in the history and evolution of the City of Hayward.

Once designated for highway construction by the California Department of Transportation (Caltrans), approximately 200 combined acres are now owned by the City of Hayward pursuant to an agreement with Caltrans. These lands are contained in ten parcel groups running through largely undeveloped hillside above Mission and Foothill Boulevards from south to north Hayward.

Through a community driven site planning process, the City has created a vision for these parcel groups, ensuring a publicly beneficial, economically sustainable reuse of this property, prioritizing creation of new housing accessible to all income levels and other community needs and aspirations.

This document is the Parcel Group 5: Bunker Hill Master Development Plan (Plan). Shaped by input from residents and other stakeholders, this plan articulates the amount and type of development that can take place within the boundaries of Parcel Group 5, while identifying the infrastructure improvements, and public benefits the future development shall provide. This plan will guide future efforts as the City engages private partners in the development of Parcel Group 5.



Western View from Parcel Group 5: Bunker Hill



BACKGROUND

BAY AREA REGION

Through the period of expansion and economic prosperity, the Bay Area has grown to be one of the largest metropolitan regions in the United States today, with over 7.7 million people residing in the 7,000 square-mile area. While bringing rapid urbanization and the growth of wealth, the Bay Area has seen significant challenges in terms of the production of housing for people of all income levels. As the Bay Area is projected to grow by an additional 2 million people and 1.1 million jobs by the year 2040, there will be undoubtedly strong demand for adding more homes at all income levels to keep up with the population and job growth.

In addition to the economic strengths, the Bay Area is also facing numerous environmental challenges. As a result, development projects in the Bay Area need to carefully study transportation and environmental constraints, in order to strategically minimize such impacts.

CITY OF HAYWARD

Hayward is an economically and ethnically diverse city of approximately 160,000 residents on the eastern edge of the San Francisco Bay. The city is known as the "Heart of the Bay" because of its central location in Alameda County – 25 miles southeast of San Francisco, 14 miles south of Oakland, 26 miles north of San Jose and 10 miles west of the valley communities surrounding Pleasanton. Hayward is serviced by an extensive network of freeways, two BART stations, an Amtrak station and its own Hayward Executive Airport, and has easy access to San Francisco, Oakland, and San Jose international airports.

BACKGROUND ON THE ROUTE 238 CORRIDOR LANDS PROJECT

In the mid-1960s, the California State Department of Transportation (Caltrans) purchased more than 400 parcels of property for construction of a 14-mile Route 238 Corridor Bypass Freeway to run through the City of Hayward and parts of unincorporated Alameda County. Due to legal challenges, Caltrans eventually abandoned the freeway plan. In 1982, state legislation was passed to allow Hayward and other local jurisdictions—working through the Alameda County Transportation Commission to develop alternative strategies for relieving traffic congestion in Central Alameda County. The legislation called for these Local Alternative Transportation Improvement Program (LATIP) projects to be funded from proceeds from the sale of properties that had been accumulated by Caltrans for the 238 Bypass Freeway.

Following this, Caltrans began to individually auction off these properties with the sole purpose of disposing of the land, without any larger land use considerations. In order to ensure the productive development of vacant land in a manner that maximizes land value while balancing the desires of the surrounding neighborhood and larger community, the City entered into a Purchase and Sale Agreement with Caltrans in January 2016 to manage the disposition and development of these properties

Under this agreement, the land is divided into 10 parcel groups and must be disposed of by 2022. Two parcel groups have sold and four are under exclusive negotiations. The remaining four, including Parcel Group 5, will be disposed of via a request for qualifications or proposals from developers.

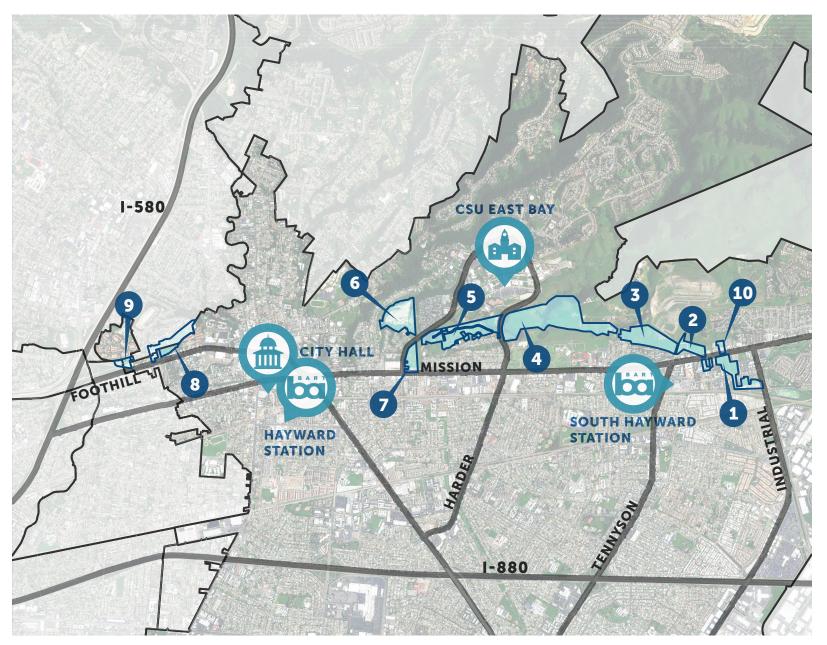


Figure 2-1: 238 Properties Regional Context

PROJECT GOALS

Route 238 Corridor Lands Development Project is the final chapter of the State Route 238 Bypass. Now owned by the City of Hayward, the 200 acres of former right-of-way now provides a one-time opportunity to reintegrate these lands into the City of Hayward, providing for new housing at all income levels, commercial development, open space, and trails.

THE FOUR OVERARCHING GOALS OF THIS COMMUNITY DRIVEN PROJECT ARE TO:



GOAL 1: Facilitate the cohesive, productive development of land driven by community vision.



GOAL 2: Eliminate neighborhood blight.



GOAL 3: Negotiate real estate transactions at no net cost to the City.



GOAL 4: Generate funding for the key public benefits like open space, city-wide trails, affordable housing, public transportation, and other city priorities through on-site development requirements and sales proceeds.



A SHARED COMMUNITY VISION

The Route 238 Corridor Lands Development Project has and will continue to involve extensive community outreach. Over the last year, the project team has met with numerous neighborhood and community leaders, as well as residents to develop a shared community vision for the 238 corridor lands.

THE COMMUNITY ENVISIONS THE DEVELOPMENT OF THE ROUTE 238 CORRIDOR LANDS TO INCLUDE:

- Development of the Hayward Foothill Trail liking the parcels throughout the City.
- Dedication and preservation of open space in the Hayward Hills.
- Creation of new, safe, walkable neighborhoods.
- Construction of housing at a mix of income levels including affordable, senior, and student housing.
- Development that minimizes impacts to existing neighborhoods.

GUIDING DOCUMENTS

HAYWARD 2040 GENERAL PLAN & FEIR

The Hayward 2040 General Plan establishes a community-based vision for the future of Hayward, and establishes goals, policies and implementation programs to help the City and greater Hayward community achieve that vision. The General Plan is the City's overarching planning document and provides a blueprint for growth and development by setting land use policy citywide.

ROUTE 238 BYPASS LAND USE STUDY

In 2009, the City commissioned the Route 238 Land Use Study (Study) to study and implement General Plan and zoning amendments to guide the redevelopment of the Route 238 Corridor Lands following Caltrans abandoning the project. The Study focused on the following objectives:

- Developing more efficient land use patterns.
- Producing sufficient housing, including affordable housing, and other uses to support anticipated population increases and workforce needs for the full spectrum of the population.
- Fostering land use and transportation planning including pedestrian and bikeway opportunities and connections.
- Reducing traffic congestion and improving air quality.
- Increasing opportunities for additional open space and park areas, as well as connections to existing open space and park areas.

SUPPORTING DOCUMENTS

HAYWARD HILLSIDE DESIGN GUIDELINES

Hayward contains a number of unique hillside neighborhoods and hillside developments. The Hayward Hillside Design Guidelines and supporting policies are designed to preserve the rural and natural character of hillside development areas. The policies support hillside developments that are sensitively located and designed to retain natural slopes, ridgelines, and sensitive habitat areas. They also require developments to provide connections to adjacent open space and trail networks.

The Hillside Design Guidelines also provide guiding principles to mitigate the high fire danger associated with development located in an Urban/Wildland Interface Zone. The guiding principles include building construction standards for fire protection for where maximum built-in

fire protection measures are necessary due to nearby steep slopes or wildland fuel loading. It also includes landscaping recommendations to establish shaded fuel breaks, modified fuel beds, and a selection of fire-resistant planting.

HAYWARD FOOTHILL TRAIL SPECIAL DESIGN OVERLAY DISTRICT

City of Hayward established a special design overlay district (SD-7) to ensure a continuous trail proposed in the 238 Bypass Land Use Study. This special overlay district identifies a general alignment of the trail and guidelines for establishing the trail, including width, pavement material, setback, grading requirement, etc.



The 2040 Hayward General Plan



Downtown Hayward and City Hall



Downtown Hayward and Mission Boulevard

HAYWARD FOOTHILL TRAIL

The City of Hayward supports the creation of citywide Hayward Foothill Trail, which provides Hayward and the surrounding communities with unparalleled access to the Hayward Foothills and their breathtaking bay views.

To facilitate the construction of this trail, the City adopted the Hayward Foothills Trail Special Design District (SD-7) Overlay which ensures the development of a continuous trail as the Route 238 Corridor Lands become developed. The SD-7 Overlay provides a general location of the trail, as shown in *Figure 2-2*, however this trail alignment will be refined during the specific planning process to better integrate the trail in new neighborhoods.

Each new development resulting from the 238 Corridor Lands Development project will be required to design and construct a segment of this trail within their project.



Existing informal ridgeline trail in Parcel Group 5

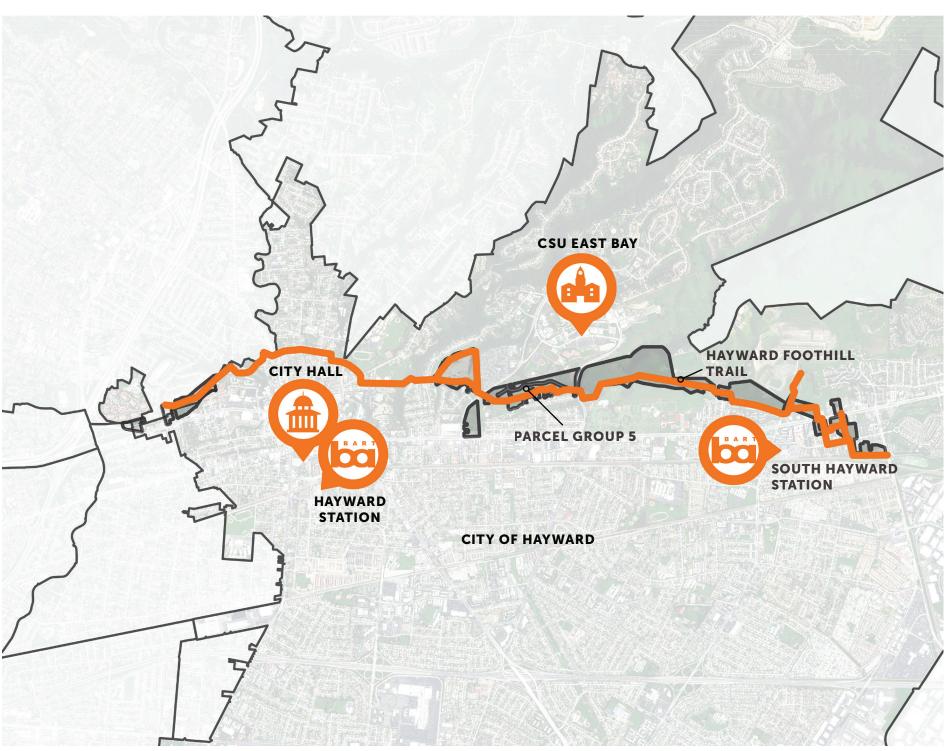


Figure 2-2: Hayward Foothill Trail



PARCEL GROUP 5 SPECIFIC COMMUNITY **OUTREACH AND VALUES**

This Plan is the result of a close collaboration between the project • team, neighborhood groups, and community members. For Parcel Group 5 the project team held two neighborhood meetings, in addition to the community-wide meeting. A summary of these meetings are discussed below:

NEIGHBORHOOD MEETING #1

October 4, 2018

The Project Team met with a group of residents from Bunker Hill and the surrounding neighborhoods to discuss what they envisioned for the character of future development for Parcel Group 5, their concerns about future development, and the public benefits and amenities they would like to see incorporated into the development.

These comments included:

- Maintaining existing Residential Natural Preserve Zoning, with minimum lot sizes of 20,000 square feet.
- Developing a single-family home neighborhood.
- Preserving a degree of open space for wildlife.
- Providing adequate on and off-street parking for residents and guests.
- · Minimizing traffic impacts.
- Undergrounding all utilities.
- Developing community open space, park, and/or dog park.

COMMUNITY-WIDE MEETING

November 15, 2018

The Project Team held a community-wide meeting for all of the Route 238 corridor lands properties at the Matt Jimenez Community Center. The project team presented an overview on the development process and provided an opportunity for community members to comment specifically on what they envisioned the development character of parcel groups should be.

For Parcel Group 5, these comments included:

- Developing low density residential and maintaining existing zoning.
- Providing affordable, student, or veteran housing.

- Constructing trails and parks.
- Preserving existing wildlife.
- Maintaining view corridors.
- Maintaining creek/riparian corridor setbacks.

NEIGHBORHOOD MEETING #2

March 4, 2019

Following the first two meetings, the Project Team returned to the group of residents from Bunker Hill and surrounding neighborhood to present and garner feedback on an initial development concept. The main issue surrounded the total unit count, for which there was no consensus for either more, the same, or fewer units.

Additional feedback included:

- Average lot sizes of 10,000 square feet, consistent with the General Plan, is acceptable. However, stronger preference is for maintaining existing Residential Natural Preserve Zoning, with minimum lot sizes of 20,000 square feet.
- Designing development to include "wildlife corridors" to preserve additional open space for existing wildlife.
- Widening streets to provide more on-street parking and to make them safer to drive.
- Providing alternative site access for construction activities.
- Including on-site affordable housing may not be best due to lack of transit access.
- · Constructing new access via an extension of Bunker Hill Blvd. to Carlos Bee Blvd. to increase emergency vehicle access and reduce traffic impacts on existing neighborhoods.

The presentations and summary of feedback from these meetings are included as Appendix A to this plan.







PARCEL 5 EXISTING CONDITIONS

Parcel Group 5 is located northwest of Harder Road, approximately 1,000 feet east of Mission Boulevard and adjacent to and southwest of California State University, East Bay (CSU East Bay). Parcel Group 5 primarily consists of undeveloped land with scattered residential development along Maitland Drive, Bunker Hill Boulevard and Bunker Hill Court. The hillside areas of Hayward typically have a rural character with larger lot sizes. The existing Parcel Group 5 site is steep and undeveloped terrain with scattered residential development.



ADJACENT LAND USES

Parcel Group 5 is surrounded by residential and university uses. To the west and southwest, Parcel Group 5 is surrounded by low-density residential development. Directly to the east of the site are the CSU East Bay sport fields. Across Carlos Bee Blvd., to the north, are multifamily residential uses.



ACCESS

The site is accessible by vehicle from Westview Way which is the primary road from Mission Boulevard and Harder Road. While the existing Central Boulevard, Maitland Drive and Bunker Hill Boulevard provide access to and within the parcel, these roads do not meet current City standards and will need to be improved to current codes. There are no sidewalks or trails that provide pedestrian access to the site. See *Figure 3-3* for roadway access.



VIEWS

Views of the San Francisco Bay and hills are exceptional from this property. Development plans for Parcel Group 5 should consider opportunities for maximizing views while preserving them for adjacent properties.



TOPOGRAPHY AND SLOPE

Parcel Group 5 is characterized by steep terrain that slopes downhill to the west. The site contains slopes that range from 8% to 45+%. Because of the steeper slope conditions, development is limited to the area adjacent to the existing roadways. See Figure 3-1 for slope areas greater than 40%.



FAULT ZONES AND LANDSLIDES

The State of California Seismic Hazard Zones Map indicates that most of the site is susceptible to earthquake-induced landslides which limits the type of development that can occur. See Figure 3-4 for potential fault zones.



VEGETATION AND RIPARIAN CORRIDORS

Parcel Group 5 consists primarily of non-native annual grassland, with portions of developed land and disturbed vegetation due to scattered residential development and associated infrastructure. Two riparian corridors are located on site; one across the northwestern end of the site adjacent to Carlos Bee Boulevard, and the other in the southeastern portion of the site, north of Harder Road. See *Figure 3-2* for the location of the riparian corridors.

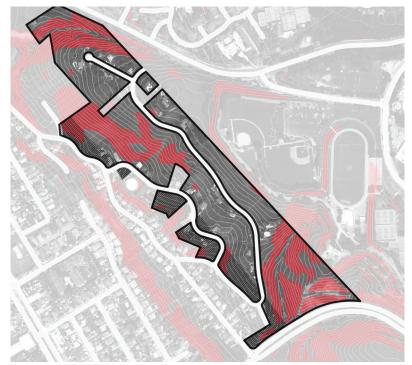


Figure 3-1: Topography and Slope



Figure 3-3: Access

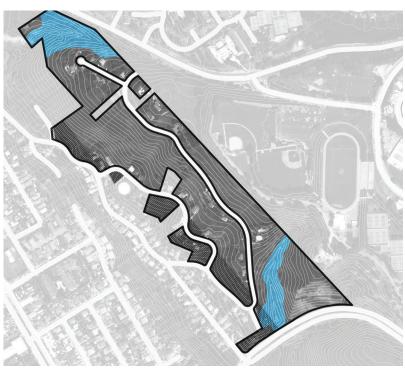


Figure 3-2: Riparian Corridors

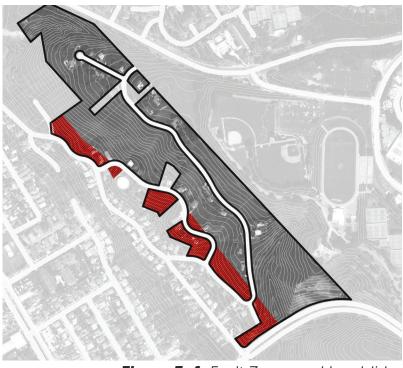


Figure 3-4: Fault Zones and Landslides

PARCEL 5 EXISTING CONDITIONS



Land Use Regulations: The City's General Plan designates all of Parcel Group as Suburban Density Residential (SDR) which allows a maximum density of 4 units per acre. The current zoning for the site is Residential Natural Preserve (RNP) which allows a minimum of 20,000 square foot lots with 30% lot coverage. Additionally, this area includes the Special District 7 (SD-7) overlay for the Hayward Foothill Trail.



Infrastructure: The current infrastructure within Parcel Group 5 serves the existing land uses but was not planned with future development in mind. The roadway infrastructure is narrow and designed largely as a rural road with minimal curb, gutter, or sidewalk. Although the area is bounded by Carlos Bee Boulevard and Harder Road, the utilities are not connected to the newer and larger infrastructure in these roadways. See Figure 3-3 for existing roadway infrastructure.



Water: Parcel Group 5 is located within the 750' pressure zone of the City of Hayward water system, and is currently served by 6" water mains located in Bunker Hill, Central, and Maitland roadways. Public fire hydrants are located every 300 - 350 feet along the roadways. See Figure 3-6 for existing water infrastructure.



Sewer: Wastewater collection is provided by the City of Hayward, however most of the existing homes on Bunker Hill Blvd. and Bunker Hill Ct. are not connected to the public sewer system and are using private septic systems. There is an 8" vitrified clay pipe (VCP) main located in Maitland Drive. An 8" VCP main connects from Bunker Hill Blvd. down to the sewer main in Maitland Drive, but does not appear to be serving any homes on Bunker Hill Blvd. See figure 3-5 for existing sewer infrastructure.



Storm Drain: There is no storm drain infrastructure in Bunker Hill Blvd or most of Maitland Drive. There is a 12" metal storm drain line in a portion of Maitland Drive at the lower end of the site which drains to a natural channel. See figure 3-5 for existing storm drain infrastructure.



Electric: Electric service is distributed to the site by overhead electric lines on joint utility poles. Bunker Hill Blvd. has electric and communication lines along the entire alignment. There is a PG&E overhead transmission line running in a 200 foot wide easement adjacent to the north boundary of this site. See figure 3-7 for existing electric infrastructure.



Gas: Gas service is distributed to the site by underground mains. Bunker Hill Blvd. has a 2" gas main along the entire alignment, and a 1 1/4" gas main in Bunker Hill Court. Most existing houses have 3/4" gas service. See figure 3-8 for existing gas infrastructure.



Figure 3-5: Storm Drain and Sewer



Figure 3-6: Water

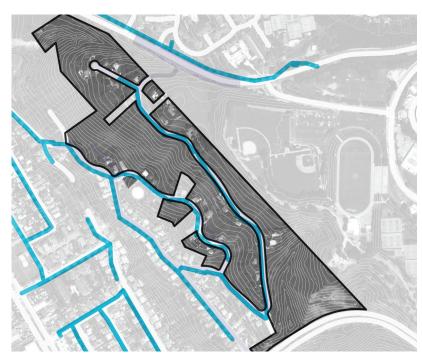


Figure 3-7: Electric



Figure 3-8: Gas



Parcel Group 5 slope condition looking from the ridgeline



North connection from Central to Maitland





South connection from Central to Maitland



From Bunker Hill viewing to the Bay



Ridgeline and informal trail, viewing to the Bay



Maitland Drive



Riparian Corridor



From Bunker Hill Boulevard viewing to Carlos Bee Boulevard



HAYWARD



TRAILS & OPEN SPACE

In Parcel Group 5, the proposed project would include 10.50 acres of dedicated open space located around the riparian corridors at the northern and southern portions of Parcel Group 5. Tree-lined streets with sidewalks would provide connections throughout Parcel Group 5.

Approximately 3,000 linear feet of the Hayward Foothill Trail would run along the northern boundary of Parcel Group 5, connecting to the CSUEB campus and then extend south along Bunker Hill Road to terminate at Harder Road. The trail would consist of a 16-foot wide multi-use trail to accommodate pedestrians and bicyclists consistent with the SD-7 zoning.

The future design of the trail will be approved by the City and the Hayward Area Recreation and Park District (HARD).





Figure 4-1: Foothill Trail Improvement Concept

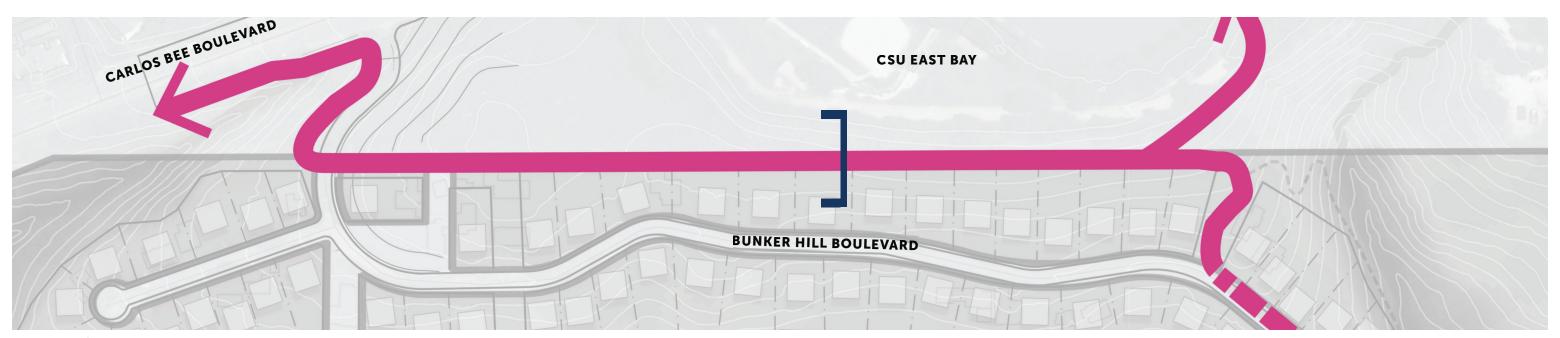
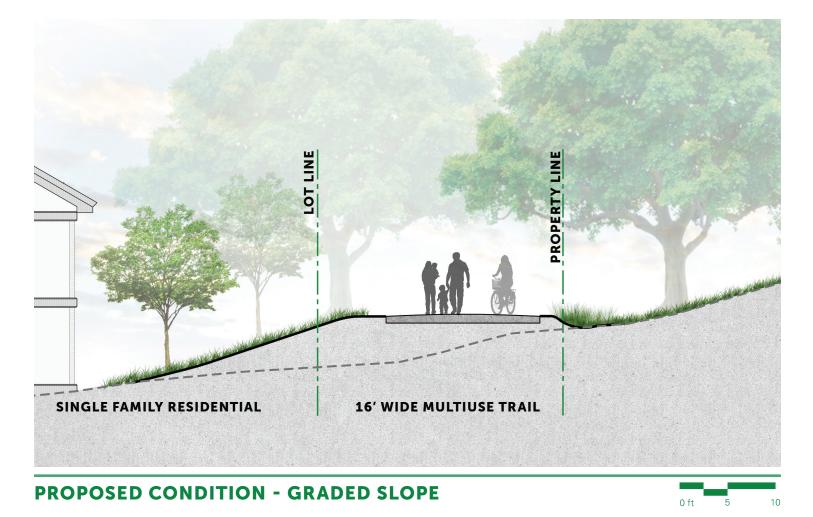


Figure 4-2: Hayward Foothill Trail Enlargement



RETAINING WALL SINGLE FAMILY RESIDENTIAL 16' WIDE MULTIUSE TRAIL **PROPOSED CONDITION - RETAINING WALL**

Figure 4-3 & 4-4: Bunker Hill Property Foothill Trail Typical Sections

ON-SITE PEDESTRIAN AND VEHICULAR CIRCULATION IMPROVEMENTS

Paramount to the redevelopment of Parcel Group 5 are access and mobility improvements that provide roadways that can accommodate the new development while increasing access for emergency vehicles and reducing traffic impacts on existing neighborhoods.

- Bunker Hill Blvd. will be improved to provide two wider drive lanes from the current 16' to 21', including rolled curb gutters, a 4' sidewalk on north side of the roadway, and landscape buffers. Streetlights and trees will also be added.
- Bunker Hill Blvd, will be extended to Carlos Bee to create a new intersection, approximately 200 feet from the existing Tanglewood intersection. Right-turn pockets would be installed on Bunker Hill Road and Carlos Bee Boulevard to improve ingress and egress to the project site.
- Maitland Drive will be improved to provide two wider drive lanes from the current 22' to 28', including rolled curb gutters, a 4' sidewalk and landscape buffers on the north side of the roadway and a parking lane on the south side of the road. Streetlights and trees will also be added.
- Maitland Drive will be extended to create a new cul-de-sac to provide access to several residential units proposed in the southwestern portion of the site.
- Central Blvd. will be improved to provide two wider drive lanes to the northwest of the site.
- Bunker Hill Blvd and Maitland Drive will include bulbouts to accommodate additional on-street parking. Approximately 50 onstreet parking spaces would be provided on Bunker Hill Boulevard and 25 on-street parking spaces would be provided on Maitland Street.

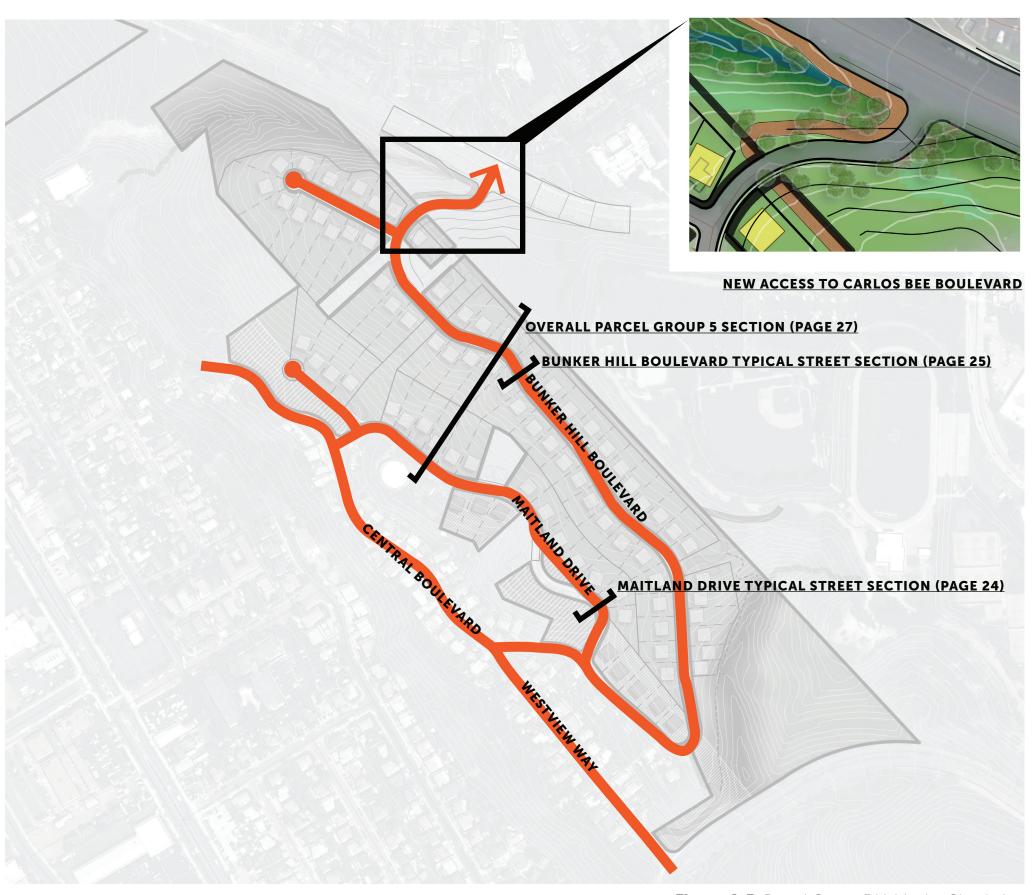


Figure 4-5: Parcel Group 5 Vehicular Circulation



Figure 4-6: Bunker Hill Boulevard Development Area Enlargement

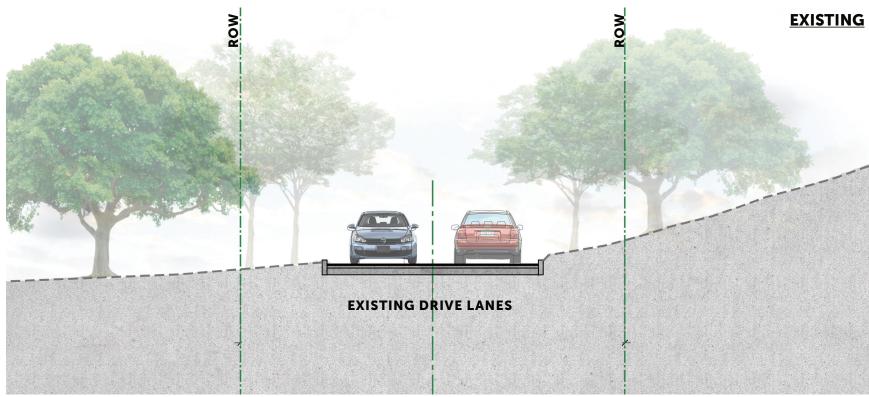


Figure 4-7: Maitland Drive Existing Street Section

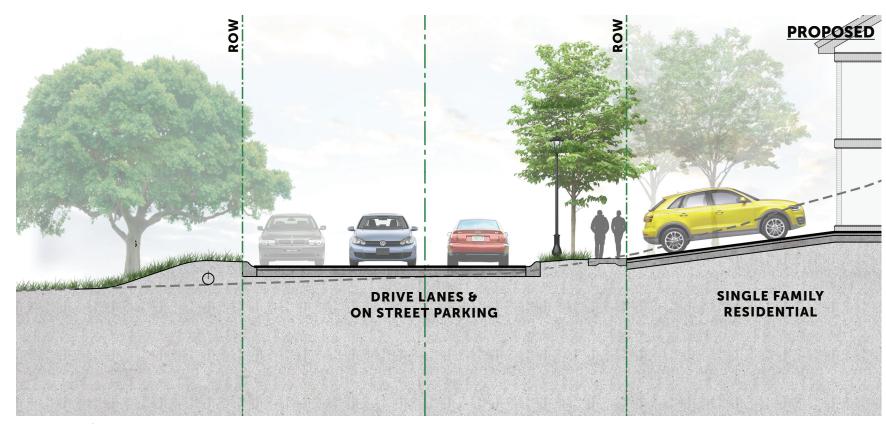


Figure 4-8: Maitland Drive Proposed Development Typical Street Section

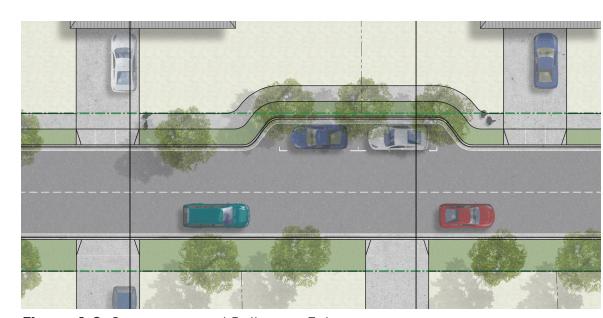


Figure 4-9: Streetscape and Bulb-outs Enlargement

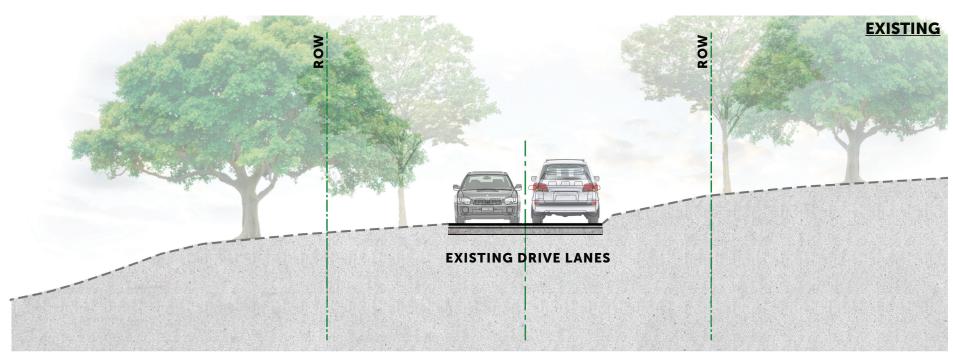


Figure 4-10: Bunker Hill Boulevard Existing Street Section

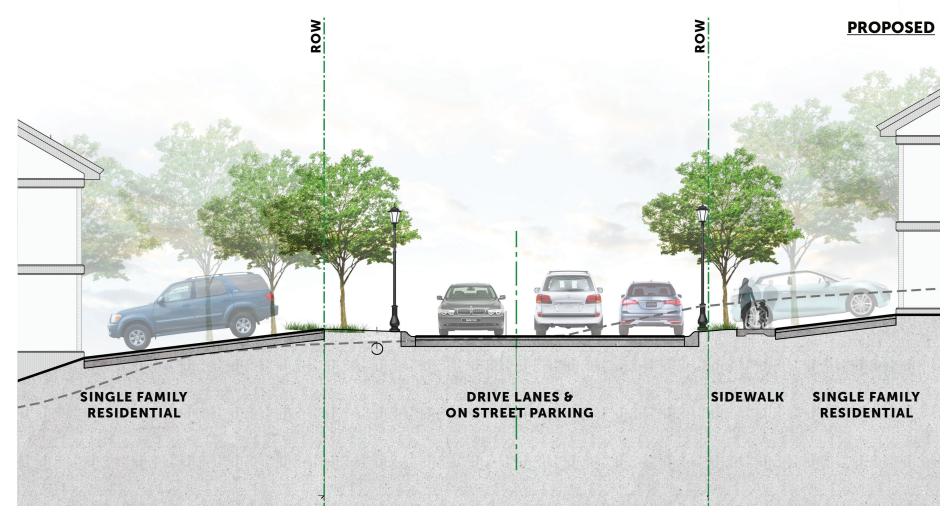


Figure 4-11: Bunker Hill Boulevard Proposed Development Typical Street

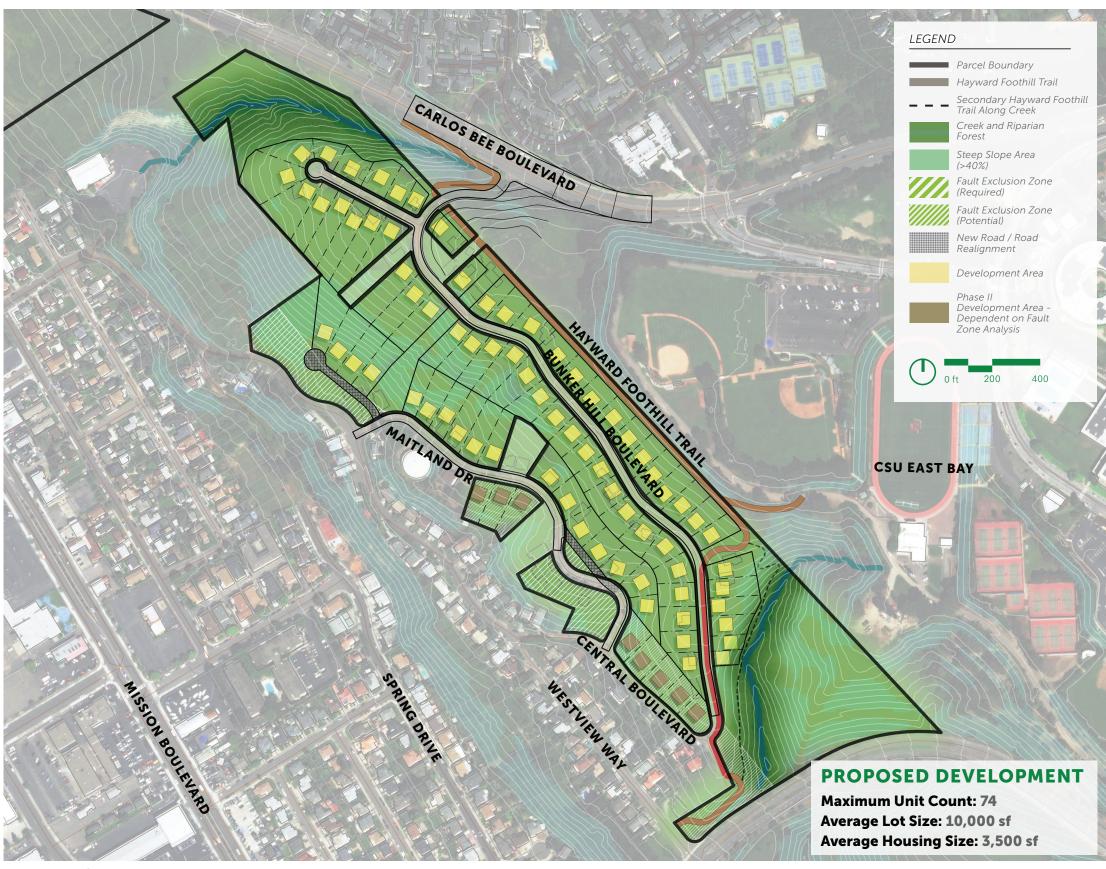


Figure 4-12: Parcel Group 5 Site Development Plan

PARCEL GROUP 5 DEVELOPMENT

The redeveloped Bunker Hill Neighborhood shall use its varying topography to its advantage, providing unprecedented bay views and access to open space. The future development will meet the surrounding community's desire to maintain a rural character marked by hillside open space that invites and retains existing wildlife and provides a level of seclusion away from the congested atmosphere of the Bay Area. Multiple wildlife corridors will be preserved within the neighborhood.



Housing

- 74 single-family residential unit maximum.
- 8 deed-restricted affordable accessory dwelling units (ADUs) maximum.
- 10,000 square foot average lot size, consistent with the City's General Plan.
- 3,500 square foot average house size.
- 2 or 3 car garages plus minimum 2 car driveway aprons for each house.
- Diversity of architectural styles.



Affordable Housing

Developers will have limited options to satisfy the City's Affordable Housing Ordinance (AHO) requirements. The first option is for the developer to construct deed restricted accessory dwelling units (ADUs) in an amount equal to 10% of their total unit count in addition to paying 50% of the Affordable Housing In-lieu fee rate on the remaining 90% of their total unit count. The second option is for the Developer to propose an alternative that meets or exceeds the thresholds of the first option.



Wildlife Corridors

Two east to west open space corridors within the site to accommodate existing wildlife access between Bunker Hill Blvd. and Maitland Drive.

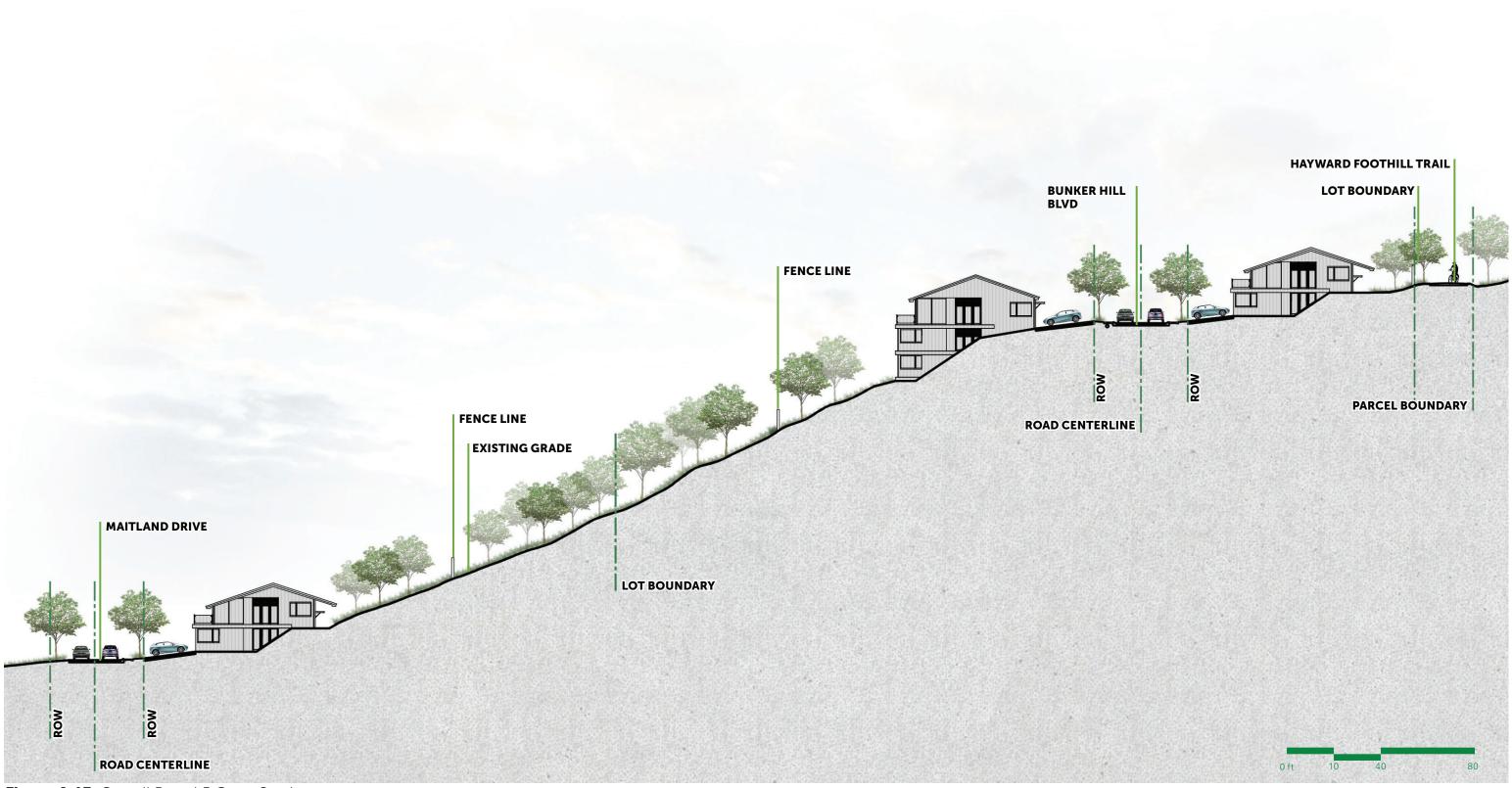


Figure 4-13: Overall Parcel 5 Cross Section



Figure 4-14: Parcel Group 5 Development Character













HOUSING TYPES

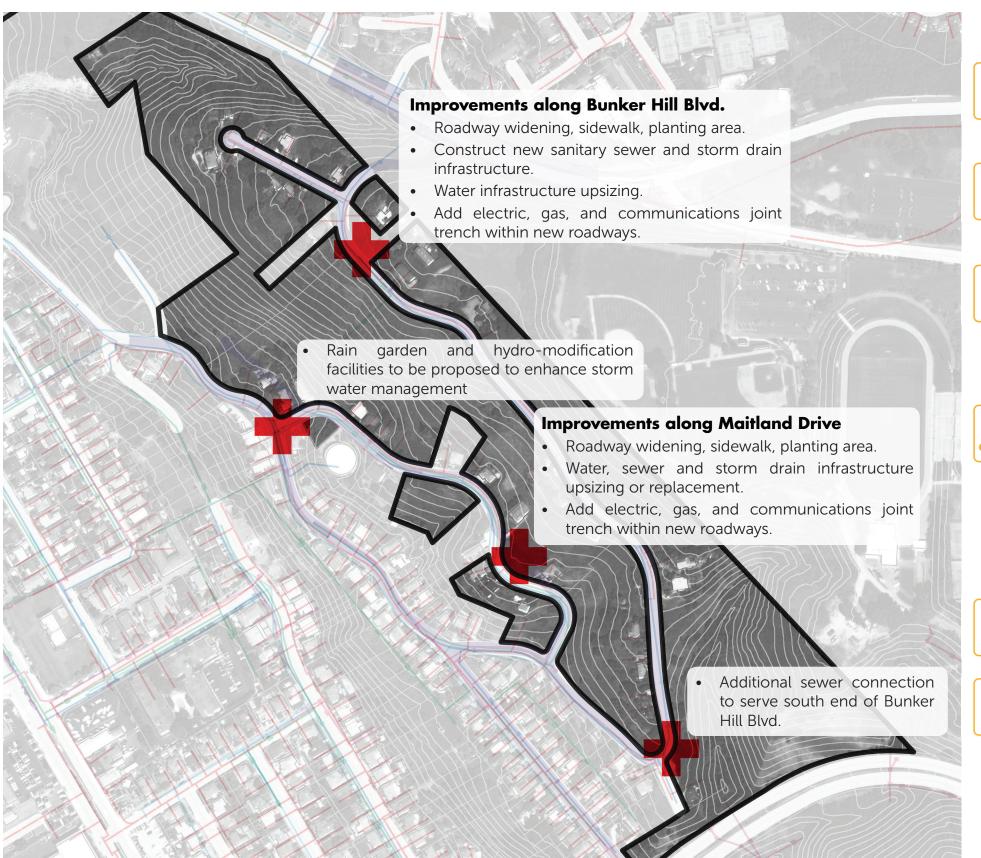


Figure 4-15: Parcel Group 5 Infrastructure Improvement Map

INFRASTRUCTURE IMPROVEMENTS



Roadway Infrastructure: The existing backbone infrastructure systems of Parcel Group 5 are inadequate and non-existent in certain portions of the site. Future development will need to upgrade these systems to provide modern access to utilities.



Water: The existing 6" water mains in Bunker Hill Blvd. and Maitland Dr. will likely be required to be replaced with 8" mains to meet fire requirements. Currently there is no plan to add recycled water to this



Sewer: Sanitary sewer infrastructure will need to be constructed in Bunker Hill Blvd. and Bunker Hill Ct. The existing 8" sewer main traversing the hillside down to Maitland Drive may need to be replaced and a second connection to Maitland Drive or Central will likely be required to serve the south end of Bunker Hill Blvd. A sewer pump station may be required to serve Bunker Hill Ct.



Storm: Storm drain infrastructure will need to be constructed in Bunker Hill Blvd, Bunker Hill Ct., and a portion of Maitland Drive. Stormwater treatment areas will need to be installed for the new and widened roadways. These can be rain gardens constructed adjacent to the roadway in the public right-of-way. Hydromodification facilities may be required to be constructed to ensure that proposed storm runoff volume is not increased beyond the existing runoff. Additionally, private development will need to treat onsite storm runoff before connecting to the new public storm drain system.



Electric: All electric and communication utilities, including fiberoptic cabling will need to be installed underground in a joint trench within the new roadways.



Gas: Gas mains may need to be upsized by PGE to meet the proposed demands and included in a joint trench within the new roadways.

CONCLUSIONS AND NEXT STEPS

The Parcel Group 5 Master Development Plan provides the vision for the development of Parcel Group 5. Following adoption of this Plan, the City will release a request for proposals to solicit conceptual plans from the residential development community. The City will partner with the community to select a final developer.

The final developer will need to complete additional site plan review, zoning amendment with a tentative and final map prior to receiving their final land use entitlement. Construction of the new development could begin shortly thereafter.

