

1.1 Introduction to the Specific Plan

The Mission Boulevard Corridor Specific Plan is one of the most important Hayward planning efforts in recent years. Mission Boulevard is the key north-south corridor in the eastern portion of Hayward. Through this Specific Plan, the City of Hayward seeks to provide opportunities for new development in the Mission Boulevard Corridor north of Harder Road that respects the existing character of the area and its surroundings, and includes vibrant commercial uses, pedestrian-friendly neighborhoods that are safe, desirable, and at sufficient densities to support public transportation, and a built form that will encourage such uses, and complements the natural and historic amenities existing in the Specific Plan area.

Participants of the charrette community workshops, stakeholder groups and public meetings, along with elected officials, Planning Commissioners, City staff and consultants, collaborated to develop a vision of the preferred future for Hayward's Mission Boulevard Corridor (north of Harder Road) that is high quality, safe, environmentally sustainable and scaled to the pedestrian. This Specific Plan and its Form-Based Code component provide the overall policy framework as well as a systematic approach to the planning and design of both public and private components, businesses to thrive, and the connections between them that will result in an active, healthy environment for residents and visitors to enjoy.



A charrette is an intensive multiple-day planning session where citizens, designers and others collaborate on a vision for development. This process provides a forum for ideas and offers the unique advantage of giving immediate feedback to the designers. More importantly, it allows everyone who participates to be a mutual author of the plan. A team of design experts and consultants sets up a full working office locally. Formal and informal meetings are held throughout the event and updates to the plan are presented periodically. Through brainstorming and design activity, many goals are accomplished during the charrette. First, everyone who has a stake in the project develops a vested interest in the ultimate vision. Second, the design team works together to produce a set of finished documents that addresses all aspects of design. Third, since the input of all of the players is gathered at one event, it is possible to avoid the prolonged discussions that typically delay conventional planning projects. Finally, the finished result is produced more efficiently and cost-effectively because the process is collaborative.

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1.2 Planning Area

The City of Hayward is known as the “Heart of the Bay,” thanks to its central and convenient location in Alameda County along the east side of the San Francisco Bay, 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, as shown on Figure 1-1. Serviced by a network of freeways and bus lines, Hayward has two BART stations (Hayward and South Hayward), an Amtrak station, and the Hayward Executive Airport, with easy access to San Francisco, Oakland, and San Jose. A January 1, 2013 estimate by the California Department of Finance had the population at 148,756 residents. According to most recent population projections from the Association of Bay Area Governments’ (ABAG), Hayward is expected to be home to 184,600 residents in 2035. Also according to data compiled for ABAG’s One Bay Area Plan, the number of jobs in Hayward will grow from 69,100 in 2010 to approximately 89,900 in 2040, and the number of housing units will increase from 48,300 in 2010 to more than 60,580 in 2040.

The Specific Plan area, in the northeastern portion of Hayward, comprises approximately 600 parcels, 240 acres, and has a total length of approximately two miles. As shown on Figure 1-2, the project area includes two segments along Mission Boulevard, a major transportation corridor that extends from Harder Road in the south to the City limits in the north, excluding the downtown core. The Specific Plan area is within the City’s Redevelopment Project Area and encompasses portions of three Hayward neighborhood planning areas, North Hayward, Mission/Foothills, and Jackson Triangle. Figure 1-3 outlines the Plan Area in greater detail.

A Form-based code fosters predictable built results and a high-quality public realm by using physical form (rather than separation of uses) as the organizing principle for the code. Form-based codes are regulations adopted into city or county law. Form-based codes address the relationship between building facades and the public realm, the form and mass of buildings in relation to one another, and the scale and types of streets and blocks.

The regulations and standards in form-based codes are presented in both words and clearly drawn diagrams and other visuals. They are keyed to a regulating plan that designates the appropriate form and scale (and therefore, character) of development, rather than only distinctions in land-use types. This approach contrasts with conventional zoning’s focus on the micromanagement and segregation of land uses, and the control of development intensity through abstract and uncoordinated parameters (e.g., FAR, dwellings per acre, setbacks, parking ratios, traffic LOS), to the neglect of an integrated built form.

Not to be confused with design guidelines or general statements of policy, form-based codes are regulatory, not advisory. They are drafted to implement a community plan. They try to achieve and code a community vision based on time-tested forms of urbanism. Ultimately, a form-based code is a tool; the quality of development outcomes depends on the quality and objectives of the community plan that a code implements.

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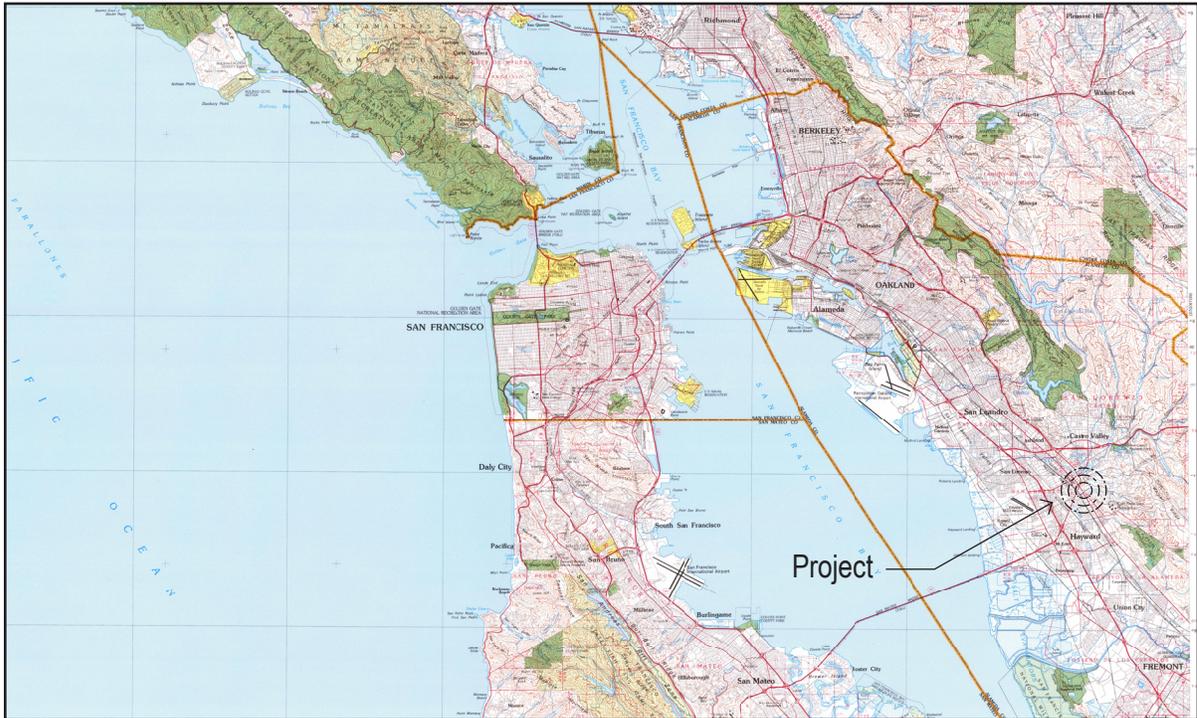


Figure 1-1: Regional Location Map

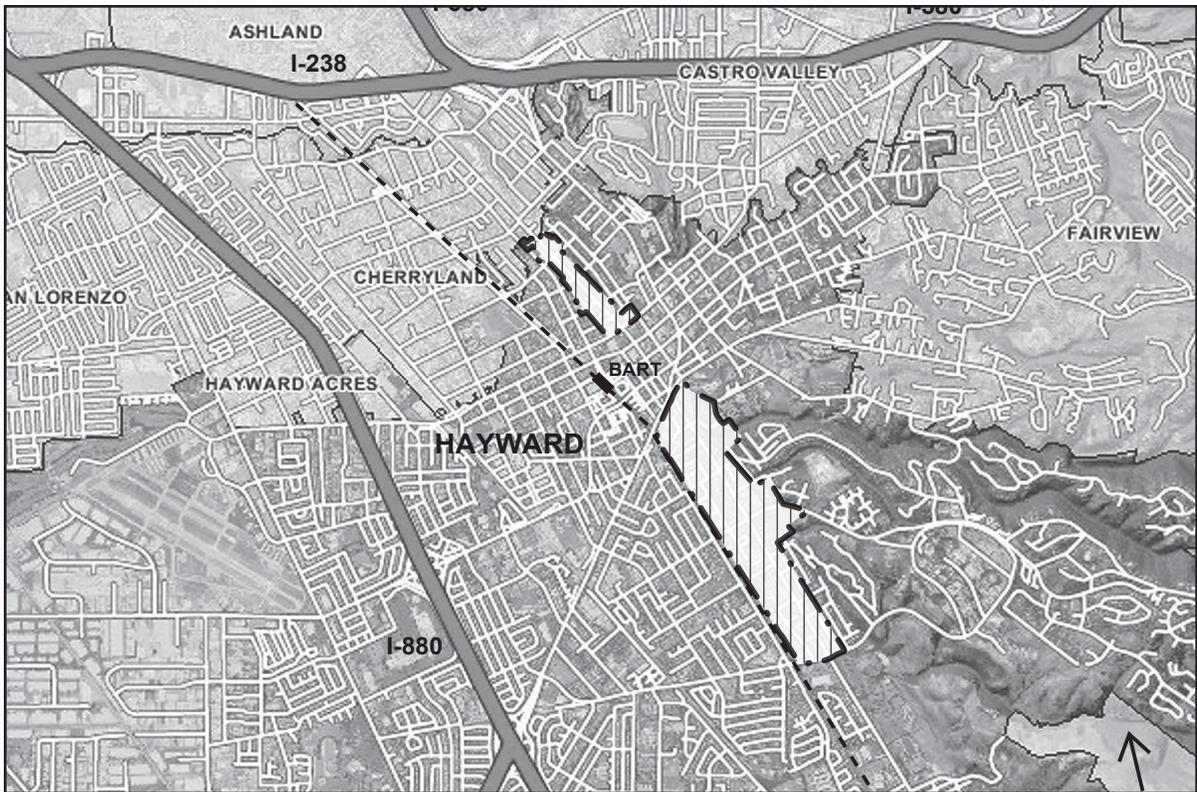


Figure 1-2: Project Area Vicinity Map

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1.3 Purpose and Intent of the Specific Plan

Key objectives of the Specific Plan are to:

- Revitalize an economic spine that provides services to the eastern portion of the City while addressing the current deterioration of the existing uses, including distressed auto-related uses;
- Establish a vision for transit-oriented development that incorporates economic and environmental sustainability; offers housing options and civic functions;
- Strengthen the City's economy;
- Create a vibrant pedestrian-oriented environment;
- Foster a safe public realm;
- Improve circulation and streetscapes; and
- Support environmentally sustainable forms of development, while enhancing Hayward's existing character and quality of life.

The Specific Plan includes comprehensive and detailed design and development standards contained in an all-encompassing Form-Based Code and sets forth infrastructure and implementation strategies. The Plan allows flexibility, recognizing the potential for changing needs and market conditions over time, while also articulating a clear vision for the area.

The Specific Plan will be implemented through a variety of actions, including amendments to the City's General Plan and Municipal Code and other means set forth in the Implementation chapter of this document. The Specific Plan is intended to express a long-range affirmative vision for the Mission Boulevard Corridor, an area that will likely evolve over time rather than one that will experience a rapid transformation.



Figure 1-3: Historic house on Pinedale Court



Figure 1-4: Restaurant on Mission Boulevard

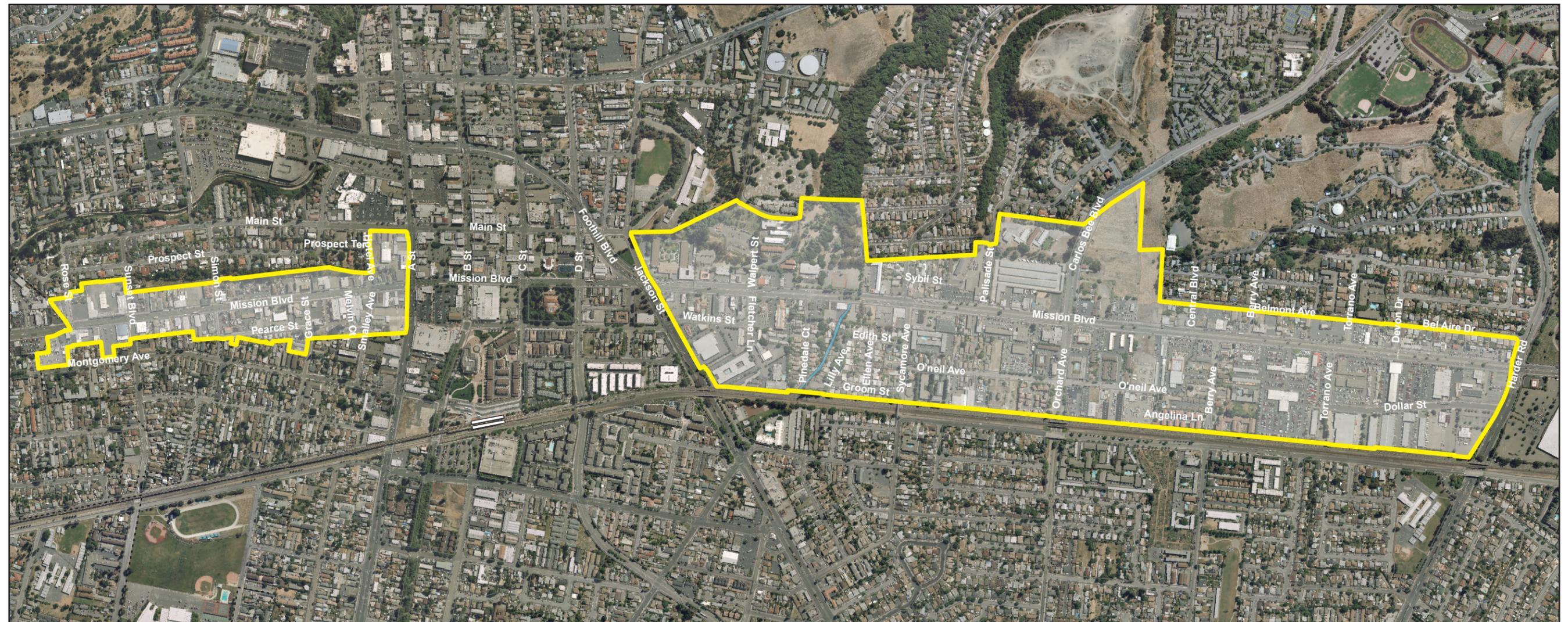


Figure 1-5: Site Location Map



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1.4 Planning Process

1.4.1 Synoptic Survey

The consultant team prepared a synoptic survey of the Specific Plan area. The synoptic survey is a tool used by urban designers and planners to measure the physical elements of a community, such as the perimeter length of blocks, lot widths, building types, frontage types and street widths. The expression “synoptic survey” is taken from scientific analysis of the natural world, where cross-section diagrams illustrate the elements of natural environments – from the canopy above down to the soil below. By applying these techniques to the urban environment, a deeper understanding of the physical components of the community may be gained. In this particular case, the synoptic survey also included a careful review of the existing zoning districts, overlays and other standards, regulated land uses and permits, and the decision-making process for the planning area.

1.4.2 Specific Plan Meetings

Numerous types of individual and community meetings were held to fully develop a community-supported and feasible Specific Plan, including:

- Key Stakeholder meetings with: Hayward Chamber of Commerce, Hayward Area Planning Association (HAPA); Alameda County Economic Development Department, Redevelopment Agency and Community Development Agency; Hayward Area Recreation and Park District (HARD); Neighborhood Associations of Pinedale Court, Fairway Park, Grand Terrace and Prospect Hill; Bowman Elementary School; and interviews with six City Council members and four Planning Commissioners (2 March to 6 April 2010)
- Planning Commission Work Session to provide overview of project (25 March 2010)
- City Council Work Session to provide overview of project (23 March 2010)
- Public design charrette kick-off presentation (8 April 2010)
- Five-day public design charrette (12 April -16 April 2010)
- Planning Commission Work Session to provide feedback on the Regulating Plan (24 June 2010)
- City Council Work Session to provide feedback on the Regulating Plan (22 June 2010)
- City Council/Planning Commission/Staff field trip to survey thoroughfares (2 October 2010)
- Planning Commission Work Session to provide feedback on Draft Specific Plan (10 February 2011)
- City Council Work Session to provide feedback on Draft Specific Plan (15 February 2011)
- City Council Work Session to review Draft EIR and Revised Specific Plan (23 April 2013)
- Planning Commission Public Hearing to review Draft EIR and Revised Specific Plan (9 May 2013)
- Final Planning Commission hearing to present Final Specific Plan (25 July 2013)
- City Council Hearing to Introduce Ordinance (17 September 2013)
- Final City Council adoption hearing (24 September 2013)

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1.4.3 Plan Preparation

Based on direction from community and key stakeholder meetings, City Council and Planning Commission meetings, and City staff input, the consultant team developed the Specific Plan. An overview of the Plan contents is included below, in section 1.6 Specific Plan Contents.

1.4.4 Environmental Review

Adoption and implementation of the Mission Boulevard Corridor Specific Plan requires changes to General Plan designations and zoning districts within the plan area. Pursuant to the California Environmental Quality Act, a program level Environmental Impact Report (EIR) was prepared to assess the potential environmental effects of those changes. All potentially significant impacts identified in the EIR may be reduced to less than significant levels through the application of mitigation measures provided therein. It is anticipated that additional environmental review will occur as individual development approvals are requested in the future. It is further envisioned the EIR will be used as the basis for any further environmental analyses and documentation concerning those future land entitlement requests.



Figure 1-6: The Plunge, a civic building on Mission Boulevard

1.5 Statutory Requirements for the Specific Plan

Under California law, (Government Code Section 65450 et seq.), Cities and Counties may complete specific plans to develop policies, programs and regulations to implement the jurisdiction's adopted general plan. A specific plan frequently serves as a bridge between the general plan and individual development master plans and planned unit developments, or other large development projects. The purpose of the Mission Boulevard Corridor Specific Plan is to guide change in the Specific Plan Area and implement Hayward's General Plan.

Sometimes a General Plan calls for development of a Specific Plan to flesh out specific policies for an area or to address issues deferred or unresolved in the general plan. Jurisdictions may also use a Specific Plan to address new issues or changed circumstances in a particular area. In either case, the purpose is to address policy issues that were not adequately addressed in the General Plan. Oftentimes, the Specific Plan adoption process includes amendments to the General Plan to harmonize policies, thus achieving consistency. In the case of the Mission Boulevard Corridor Specific Plan, the Hayward City Council determined that it was appropriate to reexamine land use policy for the area.

1.5.1 Required Contents

This Specific Plan has been prepared in accordance with the requirements of California Government Code Section 65451. As prescribed by law, the Mission Boulevard Corridor Specific Plan includes text and diagrams that generally describe:

- The distribution, location and extent of all land uses, including open space.
- The proposed distribution, location, extent and intensity of major components of public infrastructure, such as transportation and water and sewer systems.
- The standards and criteria by which development will proceed.
- A program of implementation measures, such as financing measures, policies, regulations and public works projects.
- A statement of the relationship of the Specific Plan to the General Plan.



Figure 1-7: Apartment building on Mission Boulevard



Figure 1-8: Auto dealership on Mission Boulevard

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1.6 Specific Plan Contents

The Mission Boulevard Corridor Specific Plan includes the following chapters and appendices:

Chapter 1 - Introduction: Describes the planning area, the intent and purpose of the Specific Plan, the planning process and the statutory requirements of a Specific Plan.

Chapter 2 - Vision and Goals: Outlines the guiding principles for development of the Mission Boulevard Corridor Specific Plan area and introduces the Form-Based Code found in Chapter 4.

Chapter 3 - Regulating Plan: Describes the Regulating Plan for the Mission Boulevard Corridor Specific Plan area.

Chapter 4 - Form-Based Code: Provides regulations, requirements and standards for all new development within the Mission Boulevard Corridor Specific Plan area. The Form-Based Code replaces existing zoning districts and portions of the City's Zoning Ordinance applicable land use and development activities in the Mission Boulevard Corridor Specific Plan area.

Chapter 5 - Infrastructure Plan: Summarizes potential impacts of development on public utilities and community services and the strategies necessary to prevent deterioration in services.

Chapter 6 - Implementation Plan: Identifies implementation steps and a conceptual financing plan for future development of the Mission Boulevard Corridor Specific Plan Area.

Appendix A: Synoptic Survey

Appendix B: Market Assessment and Economic Development Strategy

Appendix C: Fiscal Impact Analysis

Appendix D: Parking and Transportation Demand Strategy