



CITY OF HAYWARD
AGENDA REPORT

AGENDA DATE 02/18/03

AGENDA ITEM _____

WORK SESSION ITEM WS3

TO: Mayor and City Council
Planning Commission

FROM: Director of Community and Economic Development

SUBJECT: Update on the Mission-Garin Area Annexation Study

RECOMMENDATION:

It is recommended that the City Council and Planning Commission review and comment on this report.

BACKGROUND:

The purpose of this work session is to provide an update on the Mission-Garin Area Annexation Study. Specifically, staff would like to present the City Council and Planning Commission with a preview of the information that will be shared with property owners, area residents, and other interested parties at the next community meeting on February 26 at Treeview School. This report highlights major findings of the various studies that have been undertaken during the preparation of the Draft Environmental Impact Report (DEIR). Although these findings are presented in the context of the five land use alternatives analyzed in the DEIR, staff is not seeking input at this time with regard to preferences for any of the land use alternatives. This report also provides a summary of the fiscal impact analysis that addresses each of the five land use alternatives. In view of the changing economic climate, staff is continuing to evaluate the assumptions contained in this analysis to ensure that the numbers accurately reflect anticipated revenues and expenditures. In addition to the above information, staff will also outline the next steps in the study process.

The objective of the Mission-Garin Area Annexation Study is to determine the appropriate land use and zoning for properties within the unincorporated areas as well as adjacent hillside areas within the city limits. Consequently, the study area includes those properties proposed for annexation as well as adjacent properties that are integral to a comprehensive evaluation of the area (see Exhibit A). A comprehensive analysis of the development potential, and the City's ability to serve that development, is essential in evaluating the feasibility of annexing unincorporated portions of the study area into the City. However, it is not the purpose of this study to evaluate the feasibility of particular developments in terms of the costs of providing infrastructure and the resulting marketability of housing units. As evidenced by the recent development along upper Garin Avenue, which was originally proposed twenty years ago, the viability of a specific development is affected by the current economic conditions and may not be appropriate until a later time.

The study approach includes the following steps: evaluation of environmental resources and constraints in the area; formulation of five land use alternatives for the purposes of further environmental analysis; identification of an overall circulation pattern and preparation of a traffic analysis; analysis of existing capacities and possible expansion of City water and sewer systems; identification of impacts on schools and park facilities; and consideration of rezoning and pre-zoning of affected properties to achieve consistency with the General Plan. The final step involves preparation of an annexation application for submittal to the Alameda Local Agency Formation Commission.

DISCUSSION:

During the past six months, staff and consultants have completed the technical analyses described above. At key points during this process, community meetings were convened at Treeview School to inform property owners, area residents, and other interested parties about the status of the study and to gather feedback on work in progress. These technical studies have provided the basis for preparation of the DEIR. Staff anticipates release of the DEIR on February 21, 2003, which will begin the official 45-day period for public review and comment. At the same time, staff will also release the Fiscal Impact Analysis summarizing the effects each of the five land use alternatives would have on City revenues and expenditures.

Description of Land Use Alternatives

As previously reviewed with the City Council, five land use alternatives were prepared for the study area based on input from property owners and area residents. These alternatives provide for a considerable variety in the intensity and extent of development. Residential densities range from one-acre estate lots to single-family dwellings on smaller lots to multifamily condominiums. The alternatives also vary in the amount of open space to be preserved. However, in all of the alternatives, the upper elevations within the study area designated as open space would be zoned for agricultural uses with a minimum parcel size of 100 acres. The alternatives are depicted in Exhibit B and described briefly below.

Alternative A. The primary residential land use designation is Rural Estate Density. Proposed zoning is RSB40, which allows single-family detached dwellings located on parcels at least one acre in size. Upper elevations within the study area are shown as Limited Open Space.

Alternative B. The primary residential land use designation is Low Density. Proposed zoning is RS, which allows single-family detached dwellings on parcels ranging from 5,000 to 10,000+ square feet in size. Upper elevations within the study area are shown as Limited Open Space.

Alternative C. The primary residential land use designation is Limited Medium Density, which reflects existing General Plan designations. Proposed zoning is RMB3.5, which could allow for single-family detached and attached dwellings as well as multiple-family dwellings, with a minimum lot area of 3,500 square feet per dwelling unit. Upper elevations within the study area are shown as Limited Open Space.

Alternative D. The primary residential land use designation is Limited Medium Density. Proposed zoning is RMB3.5, which could allow for dwellings with a minimum lot area of 3,500 square feet per dwelling unit. Other portions of the study area show the proposed zoning as RSB10, which allows single-family detached dwellings on parcels ranging from 10,000 to 40,000+ square feet in size, consistent with the Suburban Density Residential designation. Upper elevations within the study area are shown as Limited Open Space.

Alternative E. The primary land use designation is Limited Open Space. Those portions of the study area below 200 feet in elevation are shown as Limited Medium Density Residential. Proposed zoning is RMB3.5, which could allow for dwellings with a minimum lot area of 3,500 square feet per dwelling unit.

Evaluation of Geologic Hazards and Slope Constraints

The process of delineating potentially developable acreage within the study area began with identification of those areas where development should be avoided. Evaluation of geologic and seismic hazards and slope constraints in the study area reflected existing City policies that prohibit placement of habitable structures within 50 feet of known fault traces and limit development in areas where slopes are generally greater than 25 per cent. Other areas within the Hayward Earthquake Fault Zone were excluded because site-specific fault investigations have not been conducted for those properties. The remaining less environmentally sensitive areas were considered to be potentially developable acreage. Potentially developable acreage is depicted in Exhibit C.

Estimates of Development Potential

The potentially developable acreage was examined in relation to the proposed land use designations for each of the five alternatives to establish the maximum development potential. Calculations of the developable acreage and the resulting development potential for each land use alternative are shown in Exhibit D. The number of potential dwelling units ranges from 74 in Alternative A to 801 in Alternative C. It is important to note that the maximum development potential may not be realized after further evaluation of other environmental constraints. In addition to the evaluation of geologic hazards and slope constraints, other studies have included a biological assessment, circulation and traffic analysis, utilities analysis, visual simulations, and an evaluation of the additional demands on school and park facilities. Major findings of these studies are highlighted in the following sections.

Biological Assessment

A preliminary biological resources report was prepared by LSA Associates, Inc., the City's biological consultant for the project. The studies upon which the LSA report is based were done at a reconnaissance level and are designed to identify key biological resources in the annexation area and to make recommendations for more detailed surveys at the project-specific planning phase. LSA has identified 8 special status plant species and 28 special status wildlife species that have potential to occur in the study area, based on range and habitat types present.

No special-status plants were observed during the reconnaissance level survey conducted in late August, and LSA believes it is unlikely that populations of special-status plants occur in the

highly disturbed portions of the study area. There are no known records of special-status plant species within the study area. It is important to note, however, that the fieldwork was conducted during late summer when most special-status plant species are difficult to detect. Therefore, LSA recommends that focused surveys for special-status plant species be conducted during the optimal seasons on a project specific basis within the study area.

No special-status animals were observed during the reconnaissance level survey. Due to the high level of habitat disturbance, the potential for the occurrence of special-status fish, amphibians, and reptiles is considered low for most of the study area. Several special-status bird species, especially various species of raptors, may use the open grasslands within the study area for foraging. The eastern portion of the study area is within designated critical habitat areas for the Alameda whipsnake, a federal and state listed threatened species. Designation of critical habitat does not imply either that the species is in fact present or that the required habitat elements for presence are extant. Detailed protocol-level surveys would be required to determine the presence or absence of these species. LSA indicates that a primary constituent elements analysis applying US Fish and Wildlife Service criteria would be required as part of a biological assessment to determine if the habitat is suitable.

Circulation Pattern and Site Access

Future development in the study area would require expanding the existing roadway infrastructure to facilitate access/egress as well as internal circulation within the study area. These access improvements would be similar for all of the land use alternatives, with the exception of Alternative E. Three proposed roadway extensions and one proposed new internal road within the study area have been identified and are depicted in Exhibit E. The potential roadway extensions include Calhoun Street, Tennyson Road, and Alquire Parkway. The new internal road would connect the Tennyson Road extension and the Alquire Parkway extension. Road alignments are approximate and could change based on eventual development. Vertical alignments for the roadway extensions are possible that would provide access to future development and still maintain maximum grades of 12-15 percent. However, in some areas, significant earthwork would be required and additional geotechnical studies would be needed in order to determine the feasibility of these vertical alignments.

The Calhoun Street extension would provide access to the northern part of the study area. Improvements would be necessary within the public right-of-way below the pistol range, as well as along the privately maintained segment above the pistol range. It is assumed that improvements to East 16th Street would also be necessary to carry traffic to and from the south that would access Mission Boulevard at a new traffic signal currently being constructed at Hancock Street. The Tennyson Road extension would begin at the existing intersection with Mission Boulevard, cross the existing quarry haul road, and continue east to a junction with the new connector road. The Alquire Parkway extension would lengthen the existing street by approximately 1200 feet and provide access to an undeveloped area (the Garin Vista/McKenzie properties). The new connector road would be needed to link the Tennyson Road extension and the Alquire Parkway extension, thus providing an alternate route of access to the La Vista quarry area for both emergencies and utilities. This new road would run parallel to but west of the Hayward fault zone in order to reduce the number of fault-crossings and limit utility damage risk.

Traffic Analysis

The traffic analysis presents results for each of the land use alternatives, with the exception of Alternative E. Under Alternative E, potential development would affect only the Mission Boulevard/Tennyson Road intersection, and the amount of development is less than that proposed in Alternatives C and D. Thus, assuming the same intersection geometry, impacts on level of service would be less than shown for those alternatives.

Alternatives were evaluated within the context of three different Year 2025 network scenarios. Scenario 1 reflects a “No SR 238 Improvement” condition that represents no significant roadway infrastructure improvements on SR 238 over and above what exists today. Scenario 2 is the SR 238 Alternative project, which includes widening of Foothill Boulevard and Mission Boulevard and a grade separation at the intersection of Mission Boulevard, Jackson Street and Foothill Boulevard. Scenario 3 is the SR 238 Bypass project, which is included here for analytical purposes only. The SR 238 Bypass is no longer considered a viable project given the passage of Measure U in November and the recent decision by the Alameda County Transportation Authority not to appeal the court ruling prohibiting expenditure of Measure B funds on the project.

The following five intersections along Mission Boulevard were analyzed: Calhoun Street/Jefferson Street (analyzed as one intersection); Hancock Street; Tennyson Road; Industrial Parkway/Alquire Parkway; and Fairway Street. All intersections were analyzed during the PM peak hour. The Mission Boulevard-Calhoun Street/Jefferson Street intersection was also analyzed during the AM peak hour in order to identify potential traffic impacts near St. Clements School and Moreau High School. For the AM peak hour analysis, Alternative C was used to analyze the maximum development alternative for the No SR 238 Improvement Scenario and the SR 238 Alternative Scenario. Results of the traffic analysis are summarized below.

Existing Conditions. Under existing conditions, all study intersections operate at LOS D or better (see Exhibit F). As defined in the City’s General Plan, the minimum acceptable threshold for signalized intersection traffic operations is Level of Service (LOS) D; however, LOS E may be acceptable at locations where the high fiscal and social costs of implementing improvements to achieve LOS D may be prohibitive.

2025 Conditions Without Development. Each of the five study intersections would operate at LOS D or better in the PM peak under each of the three SR 238 scenarios. However, the Mission/Tennyson intersection would operate at borderline LOS E under the SR 238 Alternative scenario due to the combined effects of the added through traffic on Mission Boulevard and the heavy left-turn movements associated with Tennyson Road. In addition, the Mission Boulevard/Calhoun Street-Jefferson Street intersection would operate at LOS E in the AM peak in the No SR 238 Improvement scenario (see Exhibit F).

2025 Conditions With Development. Trip generation associated with potential development is presented in Exhibit F. Any development in the area east of Mission Boulevard and in the vicinity of Tennyson Road would require improvements to the Mission-Tennyson intersection. Major improvements at this intersection would consist of constructing a fourth leg, or westbound approach to the intersection, providing one right turn lane, one through lane, and

one left turn lane. Impacts at the Mission Boulevard/Calhoun Street-Jefferson Street intersection at the AM peak hour under the No SR 238 Improvement scenario would be significant, resulting in LOS F; conditions at the PM peak hour would also be significant, resulting in a LOS E for Alternatives B, C, and D. However, with minor improvements (mainly restriping on the westbound approach) at this intersection, all five study intersections would operate at LOS D or better under all three SR 238 scenarios (see Exhibit G).

Utilities Analysis

The City retained the consulting firm of Carollo Engineering to assess the impacts of development under the five land use alternatives on the City Water System. Carollo analyzed the impacts and recommended improvements for Alternatives A, B and C because these three options have distinctly different impacts. Alternative A and B involve construction of a maximum of 74 and 584 single-family dwelling units respectively. Alternative C assumes the potential for up to 801 single-family and multi-family dwelling units. The mixture of single- and multi-family housing impacts the requirement for water for fire suppression purposes. Alternatives D and E were not studied because their water impacts would be similar to Alternatives C and A, respectively.

The consultants recommended that two water systems serve potential development within the study area and identified a logical service boundary just south of the La Vista Quarry. In addition to the existing Garin Reservoir, another reservoir on the Clanton or Garin (pistol range) properties would be needed to serve the La Vista Quarry area and the Calhoun Street area. Recommended improvements (i.e., reservoirs, pump stations, and pipelines) were identified for each land use alternative. The required improvements and associated costs range from \$3.4 million for Alternative A to \$5.9 million for Alternative C. The report recommends that the Garin Reservoir system not serve areas outside the identified service area. The report also recommends a separate distribution main from the Calhoun Reservoir to serve potential developments and that the two service areas be linked at the distribution system level. The costs for these two recommendations are unknown at this time. It should also be noted that while the Ersted property can be served by the existing City water system for domestic purposes, fire protection needs of any proposed development on this property would need to be reviewed.

As the City is in the process of updating its Wastewater Collection System Master Plan, CH2M Hill, the consulting firm that is preparing the Master Plan update, was asked to assess the impacts of development in the study area on the City's Wastewater Collection System. Only Alternative C, which has the highest number of potential dwelling units, was studied. The required improvements for Alternatives A, B, and C can be then assessed on a per unit basis.

The total flow for Alternative C, with 801 units, is anticipated to be 364,000 gallons per day. The only bottleneck in the collection system that would be impacted by this flow is a portion of the sewer interceptor in Tennyson Road, from just east of I-880 to Hesperian Blvd. The flow from development in Alternative C accounts for about 14 percent of the total flow related to existing and all future developments in the service area. The total cost of the improvement is estimated at \$3.4 million. Development in the Mission-Garin study area would be expected to pay for a proportional share of this cost, in addition to all applicable sewer connection fees in effect at the time of construction.

Visual Simulations

The City retained the firm of Environmental Vision to prepare visual simulations of possible development in the study area. Exhibit H shows the locations of the three vantage points: the 880/Tennyson Road overpass, the South Hayward BART station platform, and the Mission Hills of Hayward Golf Course parking lot. Exhibit I presents three views of the study area, one from each of the vantage points, showing existing conditions along with a line that represents the 200-foot elevation along the ground. The line is broken where foreground vegetation and/or structures block views of the 200-foot elevation on the ground. It should be noted that Alternative E shows all areas above the 200-foot elevation as open space. Exhibit J presents the same three views with simulations that depict conceptual dwellings within assumed developable areas. It should be noted that these simulations do not include landscaping, and thus represent how development might appear during the first few years before landscaping matures.

Schools and Parks

The study area is served primarily by the Treeview/Bidwell Elementary School (see Exhibit K). The upper Calhoun Street area is also close to Bowman Elementary School; however, it is a year-round school. All of the study area is served by Caesar Chavez Middle School and Tennyson High School. Exhibit L shows existing school capacities and student enrollments, as well as the number of additional students generated by potential development under each land use alternative. Any additional development would exacerbate the existing deficiency in permanent classroom space (excluding portables) at the elementary school level. The most significant impacts would result from development under Alternative C (357 more students than classroom capacity). Comparable numbers are 271 for Alternative B and 246 for Alternative D.

There are no local park or recreational facilities within the study area, although Garin Regional Park borders the study area on the east. Three neighborhood parks (Stony Brook, Valle Vista, and Fairway Greens) are within a one-half mile radius of portions of the study area (see Exhibit M). With the recent reopening of Bidwell School, there is no longer a community center in proximity to the study area. The City's park dedication ordinance requires new residential development to provide for additional park land at the rate of 5 acres per 1,000 people. Based on the additional population generated by potential development under each of the land use alternatives, required park land dedication would range from 1 acre in Alternative A to 12.4 acres in Alternative C (see Exhibit N).

Fiscal Impact Analysis

The City contracted with Economic and Planning Systems to prepare a separate report on the fiscal impacts that potential development within the study area would have on the City's annual operating budget. A summary of the impacts on City revenues and expenditures for each of the five land use alternatives is presented in Exhibit O. Staff is continuing to evaluate assumptions contained in this analysis in view of the changing economic climate. At this time, all of the alternatives would appear to have a net positive effect on the City's annual budget, ranging from approximately \$100,000 in Alternative E to \$850,000 in Alternative C. It is important to understand that one-time capital improvement costs are not included in this analysis. It is assumed that these costs would be borne by project developers. As noted previously in this

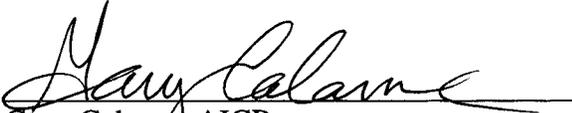
report, it is not the purpose of the Mission-Garin study to evaluate the feasibility of particular developments in terms of the costs of providing infrastructure and the resulting marketability of housing units.

NEXT STEPS:

The Draft Environmental Impact Report (DEIR) will be released for public review and comment on February 21, 2003. The City Council will have an opportunity to provide their comments on the DEIR at a meeting tentatively scheduled for March 18. The public will have an opportunity to provide oral as well as written comments on the DEIR at a Planning Commission meeting tentatively scheduled for March 27. The official 45-day review period will end on April 7, 2003. Responses to all comments on the DEIR will be incorporated in the Final EIR.

The next community meeting will be held on Wednesday, February 26, 2003, from 7:00 p.m. to 9:00 p.m., at Treeview School. Staff will highlight major findings of the Draft Environmental Impact Report and summarize the results of the Fiscal Impact Analysis report. Following the close of the environmental review period, staff will develop preliminary land use and zoning recommendations. These recommendations will be presented at another community meeting, tentatively scheduled for late April. This meeting will provide an opportunity for staff to receive comments on the preliminary land use and zoning recommendations as well as feedback on the scope of the annexation proposal. Based on the input received at this meeting, staff will formulate its proposed land use and zoning recommendations for discussion at public hearings before the Planning Commission and City Council, tentatively scheduled in June and July. Assuming the above timeframe can be met, staff would submit the annexation application to the Alameda Local Agency Formation Commission (LAFCO) in August in anticipation of a public hearing in September.

Prepared by:


Gary Calame, AICP
Senior Planner

Recommended by:


Sylvia Ehrental, Director of Community
and Economic Development

Approved by:


Jesús Armas, City Manager

Attachments:

- Exhibit A. Mission-Garin Study Area**
- Exhibit B. Alternative Land Use Scenarios**
- Exhibit C. Developable Areas**
- Exhibit D. Estimated Dwelling Unit Potential**
- Exhibit E. Proposed Circulation and Site Access**
- Exhibit F. Traffic Conditions without Development:**
- Exhibit G. Traffic Conditions with Development**
- Exhibit H. Viewpoint Locations**
- Exhibit I. Existing Visual Conditions**
- Exhibit J. Conceptual Development Simulations**
- Exhibit K. Public School Facilities**
- Exhibit L. School Impacts**
- Exhibit M. Park and Recreational Facilities**
- Exhibit N. Park Acreage Dedication Requirements**
- Exhibit O. Summary of Fiscal Impact Analysis**

Mission-Garin Study Area



North

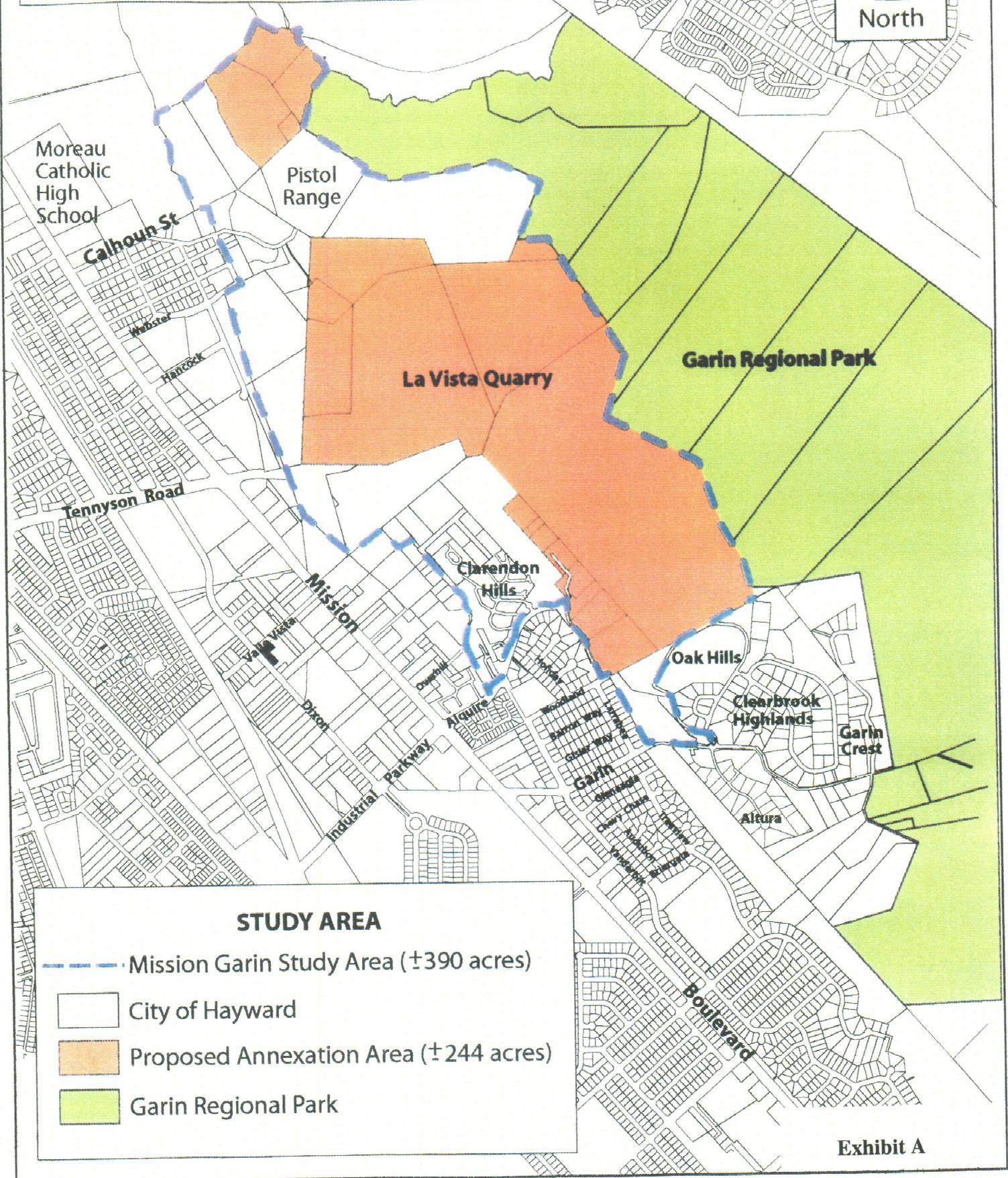
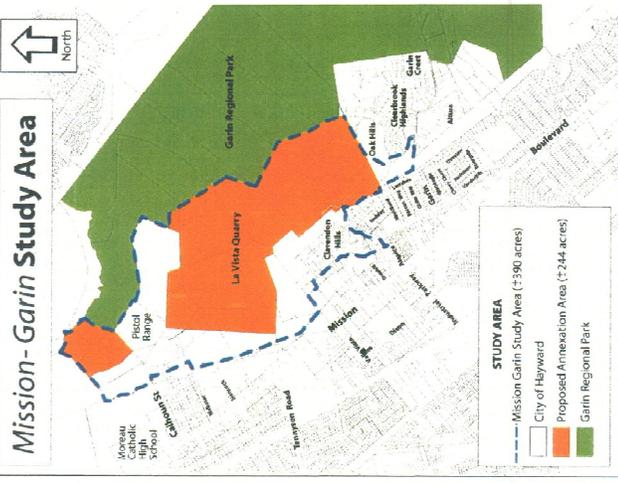
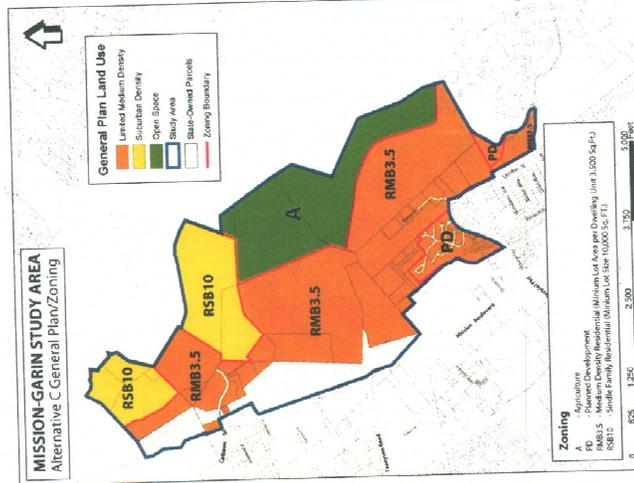
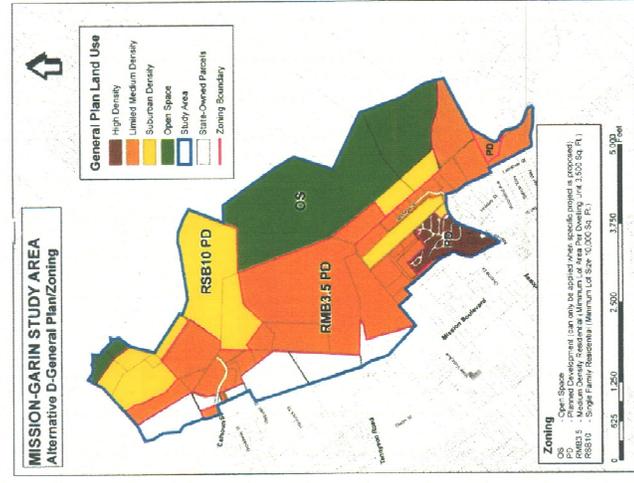
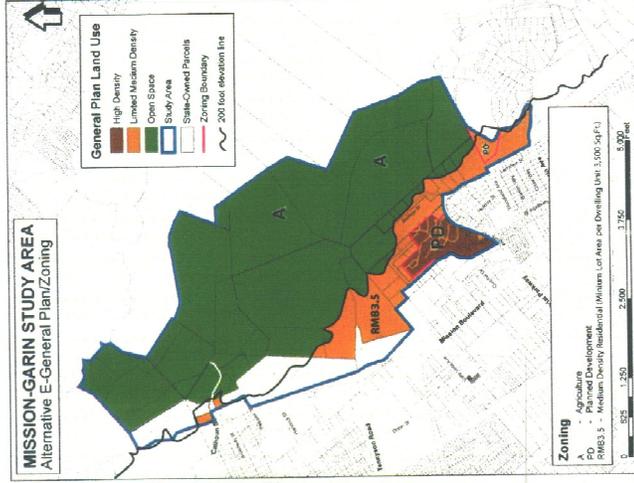
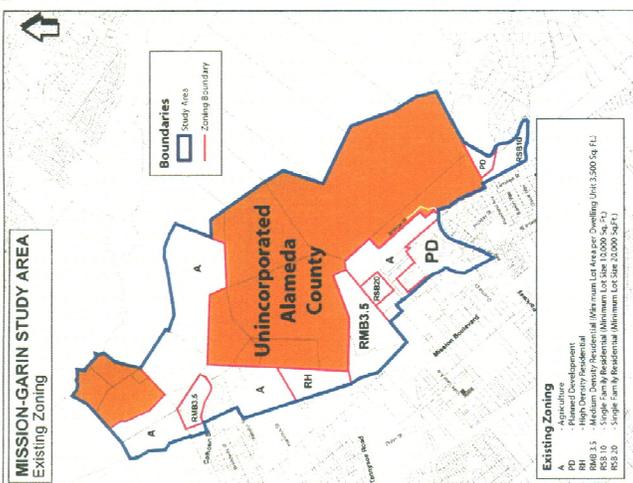
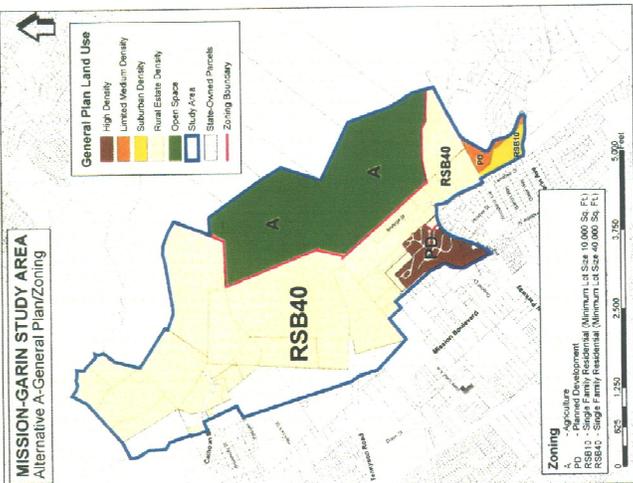
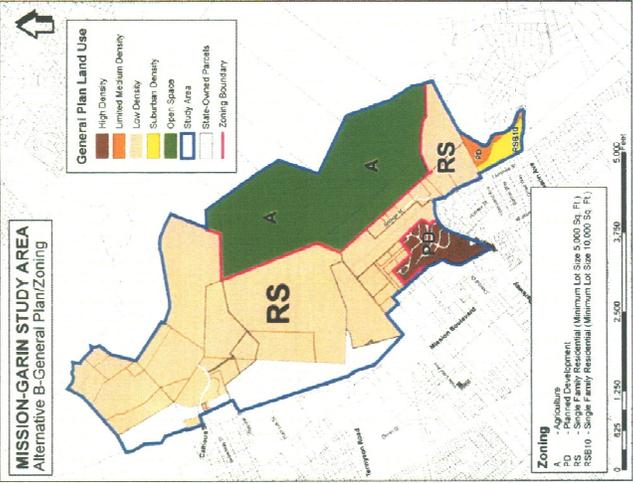


Exhibit A

Exhibit B

Mission-Garin Study Area

Existing Zoning
and
Alternative
Land Use Scenarios



Potentially Developable Acreage

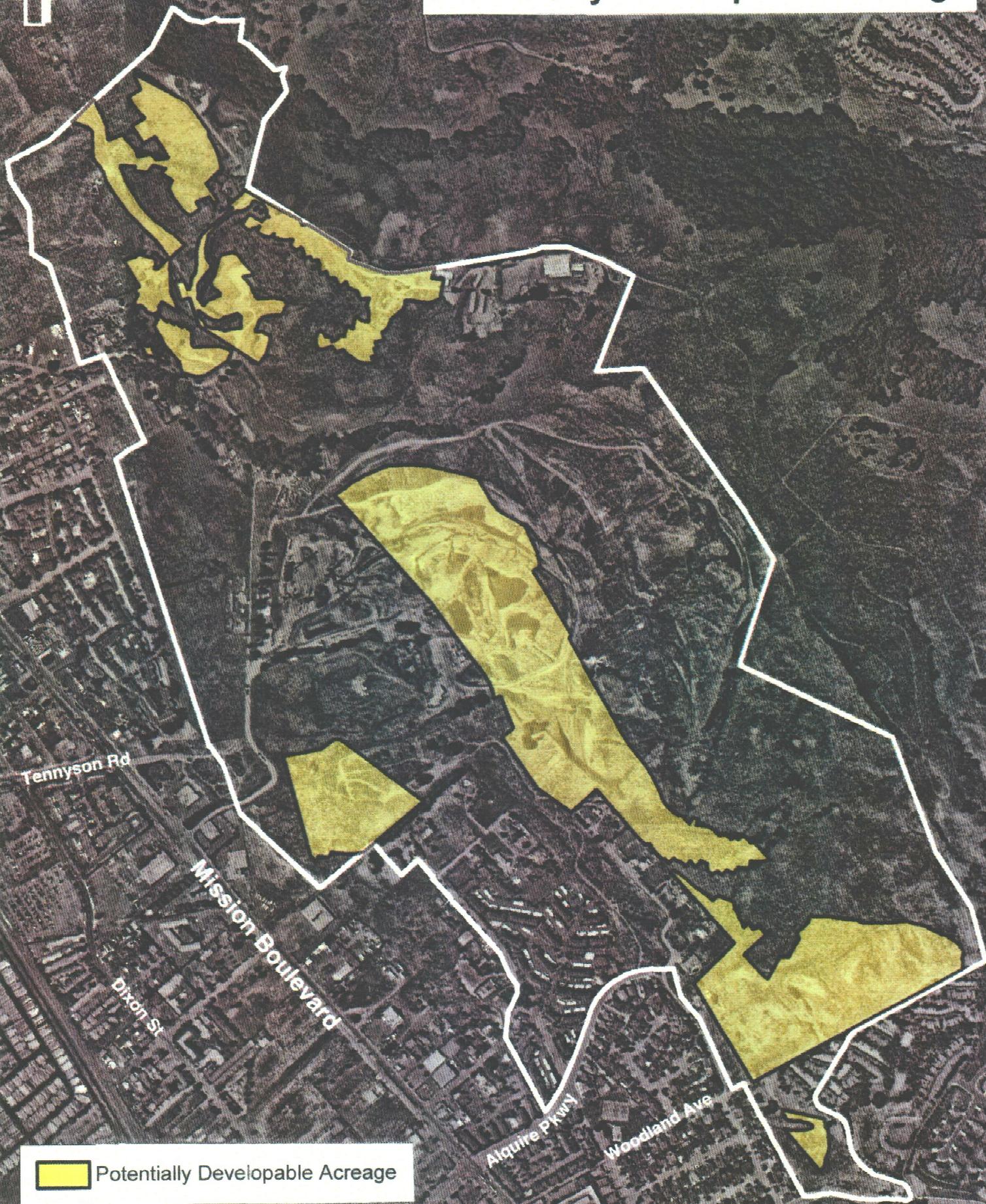


Exhibit C

Mission-Garin Area Annexation Study: Estimated Dwelling Unit (DU) Potential

The study area comprises approximately 390 acres. This estimate of development potential excludes parcels/areas totalling approximately 83.6 acres within the study area that are owned by the State or that are considered as developed or rural home sites with little potential for subdivision due to size, slope, earthquake faults, etc.

Parcel/Area (owner name)	Parcel Acreage	Gross Developable Acreage	Net Developable Acreage	MAXIMUM POTENTIAL DWELLING UNITS					ALTERNATIVE E ⁶
				ALTERNATIVE A	ALTERNATIVE B	ALTERNATIVE C	ALTERNATIVE D	ALTERNATIVE E ⁶	
Christiansen	11.8	7.3	5.8	6	51	25	25	1	
Angelo	7.5	3.1	2.5	2	22	30	30	0	
Garin (Pistol Range)	15.1	5.7	4.6	5	40	55	41	1	
Tomanek	4.8	2.3	1.8	2	16	22	22	0	
Clanton	32.2	3.3 ²	2.6	3	23	11	11	1	
Ersted	16.7	8.3 ³	6.6	7	58	80	80	80	
La Vista Quarry ¹	157.1	33.4 ⁴	26.7	27	232	321	321	5	
Warren (West)	11.4	5.9	4.7	1	1	57	20	1	
Warren (Garin Vista)	35.5	13.2	10.6	11	92	127	127	2	
McKenzie	8.9	6.3 ⁵	5.0	5	44	60	60	1	
Clearbrook Partnership	5.3	1.4 ⁶	1.1	5	5	13	13	0	
TOTALS:	306.4	90.2	72.2	74	584	801	750	92	

Parcel Acreage: Equal to size of entire parcel/area

Gross Developable Acreage: Excludes areas constrained by earthquake fault traces and areas with existing slopes generally >25%, consistent with the Mission-Garin Neighborhood Plan policies and the City of Hayward Hillside Design Guidelines. Slope calculations for the La Vista Quarry property are based on finished grade per the approved reclamation plan. See footnotes below for further limitations on gross developable acreage.

Net Developable Acreage: Equal to 80% of gross developable acreage to account for roadways and streets, based on typical development experience in Hayward

¹ Consists of the following parcels/areas: Lynch/East Bay Excavating Co./Warren (North)/Warren (Central)/DeSilva Group

² Also excludes areas above the 550-foot contour line, in order to ensure adequate water pressure.

³ Also excludes areas within the State Earthquake Fault Zone, based on site-specific investigations on adjacent properties.

⁴ Also excludes areas within a concentrated fault zone and within 50 feet of such zone, due to site-specific fault investigations. Also excludes areas west and south of the concentrated fault zone, due to such areas being located within the State Earthquake Fault Zone and/or due to the proximity of such areas to fault traces identified via site-specific fault investigations.

⁵ Also excludes areas within 50 feet of the active Hayward fault trace as located by site-specific fault investigations or fault investigations on adjacent properties.

⁶ For Alternative E, as proposed by the Mission Hills of Hayward Neighborhoods Committee, all areas above the 200-foot contour line are designated Open Space (Agricultural zoning) and areas below the 200-foot contour line are designated Limited Medium Density Residential (RMB3.5 zoning).



Table 10. Existing Conditions

Intersections		Peak	Existing Conditions	
			LOS	Avg. Del. (sec.)
1	Mission Blvd / Calhoun St - Jefferson St	PM	C	16.9
	Mission Blvd / Calhoun St - Jefferson St	AM	D	30.2
2	Mission Blvd / Hancock St *	PM	B	12.5
3	Mission Blvd / Tennyson Rd	PM	C	21.4
4	Mission Blvd / Industrial Pkwy - Alquire Pkwy	PM	D	28.9
5	Mission Blvd / Fairway St	PM	C	16.5

* Assumed Signalized Intersection

Table 11. 2025 Conditions Without the Development

Intersections		Peak	LOS	No SR 238 Improv.	SR 238 Alternative	SR 238 Bypass		
				Avg. Del. (sec.)	Avg. Del. (sec.)	Avg. Del. (sec.)		
				LOS	LOS	LOS		
1	Mission Blvd / Calhoun St - Jefferson St	PM	D	31.7	C	16.4	C	15.3
	Mission Blvd / Calhoun St - Jefferson St	AM	E	48.2	D	31.1		
2	Mission Blvd / Hancock St	PM	C	19.6	B	13.2	B	13.3
3	Mission Blvd / Tennyson Rd	PM	D	31.3	E	43.1	B	13.4
4	Mission Blvd / Industrial Pkwy - Alquire Pkwy	PM	D	26.1	D	31.1	C	18.2
5	Mission Blvd / Fairway St	PM	C	18.7	C	18.5	C	20.2

Table 12. Trip Generation

Land Use		# Units for Alternatives				PM Trips for Alternatives											
Development		A	B	C	D	A			B			C			D		
		In	Out	Total	In	Out	Total	In	Out	Total	In	Out	Total	In	Out	Total	
Single	Christiansen	6	51	25	25	4	2	6	33	19	52	16	9	25	16	9	25
Family	Angelo	2	22	30	30	1	1	2	14	8	22	19	11	30	19	11	30
Detached	Garin (Pistol Range)	5	40	55	41	3	2	5	26	15	40	36	20	56	27	15	41
Housing (210)	Tomanek	2	16	22	22	1	1	2	10	6	16	14	8	22	14	8	22
	Clanton	3	23	11	11	2	1	3	15	8	23	7	4	11	7	4	11
	Ersted	7	58	80	80	5	3	7	37	21	59	52	29	81	52	29	81
	La Vista Quarry*	27	232	321	321	17	10	27	150	84	234	207	117	324	207	117	324
	Warren (West)	0	0	57	20	0	0	0	0	0	0	37	21	58	13	7	20
	Warren (Garin Vista)	11	92	127	127	7	4	11	59	33	93	82	46	128	82	46	128
	McKenzie	5	44	60	60	3	2	5	28	16	44	39	22	61	39	22	61
	Clearbrook Partnership	5	5	13	13	3	2	5	3	2	5	8	5	13	8	5	13
Net Units		73	583	801	750	47	27	74	377	212	589	518	291	809	485	273	758

Note: (XXX) denotes the classification number used by Institute of Transportation's Trip Generation, 6th Edition

*Consists of the following parcels: Lynch/East Bay Excavating Co/Warren (North)/Warren (Central)/DeSilva Group

Table 13

2025 Conditions with Development - No SR 238 Improvement Scenario

Intersections	Peak	Alt A		Alt B		Alt C		Alt D	
		LOS	Avg. Del. (sec.)						
1 Mission Blvd / Calhoun St - Jefferson St	PM	D	33.3	E	47.2	E	48.8	E	47.2
Mission Blvd / Calhoun St - Jefferson St	AM					F	69.7		
Mission Blvd / Calhoun St - Jefferson St	AM					E	46.3*		
2 Mission Blvd / Hancock St	PM	C	20.2	D	25.1	D	26.3	D	25.7
3 Mission Blvd / Tennyson Rd	PM	C	21.9***	D	25.4***	D	27.1***	D	26.8***
4 Mission Blvd / Industrial Pkwy - Alquire Pkwy	PM	D	26.6	D	27.8	D	28.8	D	28.5
5 Mission Blvd / Fairway St	PM	C	18.8	C	19.3	C	19.5	C	19.5

* = with proposed mitigation.

*** = Reflects development required improvement at Tennyson.

Table 14

2025 Conditions with Development - SR 238 Alternative

Intersections	Peak	Alt A		Alt B		Alt C		Alt D	
		LOS	Avg. Del. (sec.)						
1 Mission Blvd / Calhoun St - Jefferson St	PM	C	16.7	C	19.6	C	19.7	C	19.4
Mission Blvd / Calhoun St - Jefferson St	AM					D	40.0		
2 Mission Blvd / Hancock St	PM	B	13.4	B	14.5	B	14.5	B	14.4
3 Mission Blvd / Tennyson Rd	PM	D	26.6***	D	32.3***	D	36.4***	D	35.4***
4 Mission Blvd / Industrial Pkwy - Alquire Pkwy	PM	D	33.1	D	33.6	D	36.4	D	34.4
5 Mission Blvd / Fairway St	PM	C	18.5	C	18.8	C	18.9	C	19.6

*** = Reflects development required improvement at Tennyson.

Table 15

2025 Conditions with Development - SR 238 Bypass

Intersections	Peak	Alt A		Alt B		Alt C		Alt D	
		LOS	Avg. Del. (sec.)						
1 Mission Blvd / Calhoun St - Jefferson St	PM	C	15.4	C	15.8	C	15.7	C	15.7
2 Mission Blvd / Hancock St	PM	B	13.3	B	13.7	B	13.6	B	13.6
3 Mission Blvd / Tennyson Rd	PM	C	16.6***	C	17.0***	C	17.5***	C	17.3***
4 Mission Blvd / Industrial Pkwy - Alquire Pkwy	PM	C	18.1	C	19.1	C	20.0	C	19.7
5 Mission Blvd / Fairway St	PM	C	20.3	C	20.9	C	21.2	C	21.1

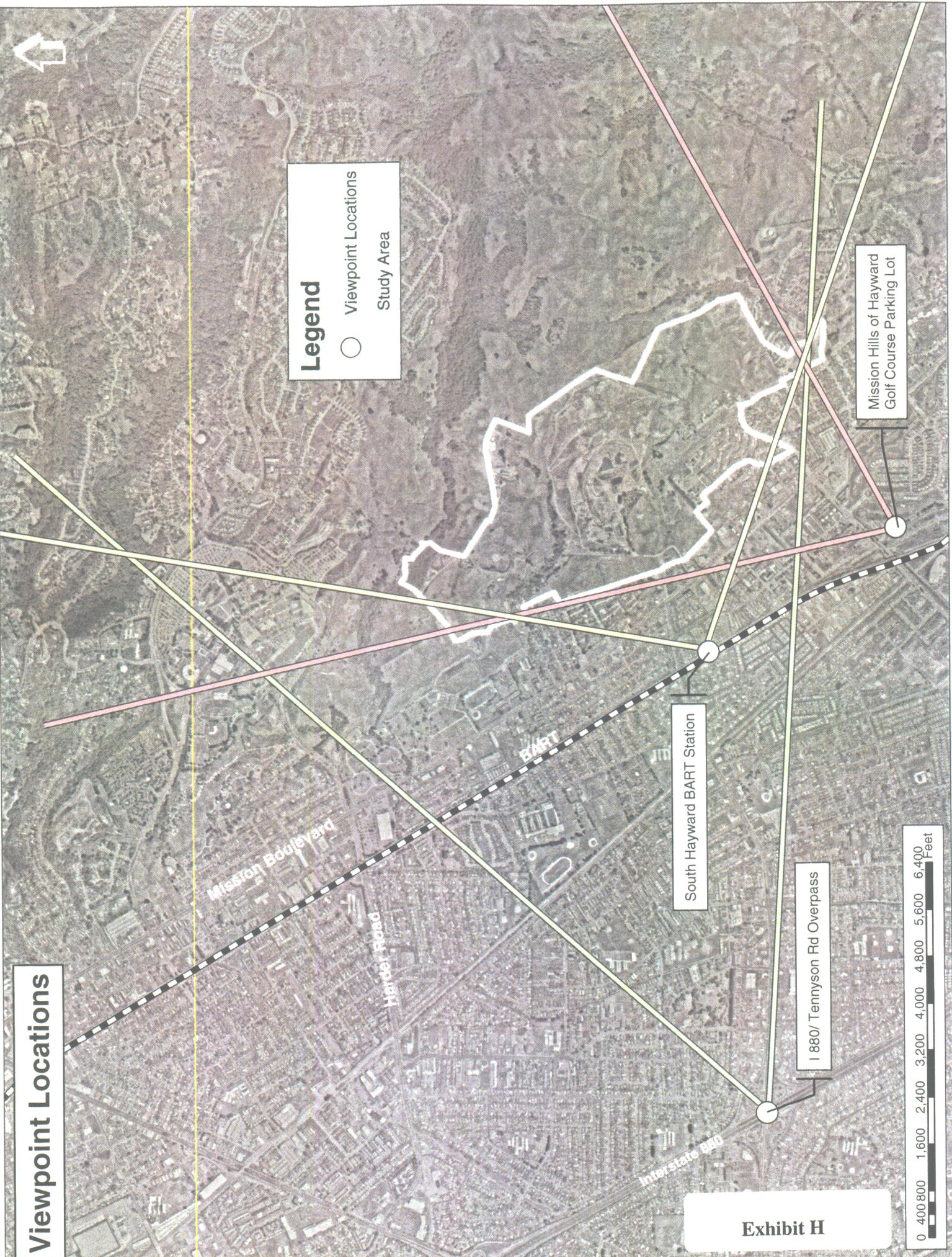
*** = Reflects development required improvement at Tennyson.



Legend

- Viewpoint Locations
- Study Area

Viewpoint Locations



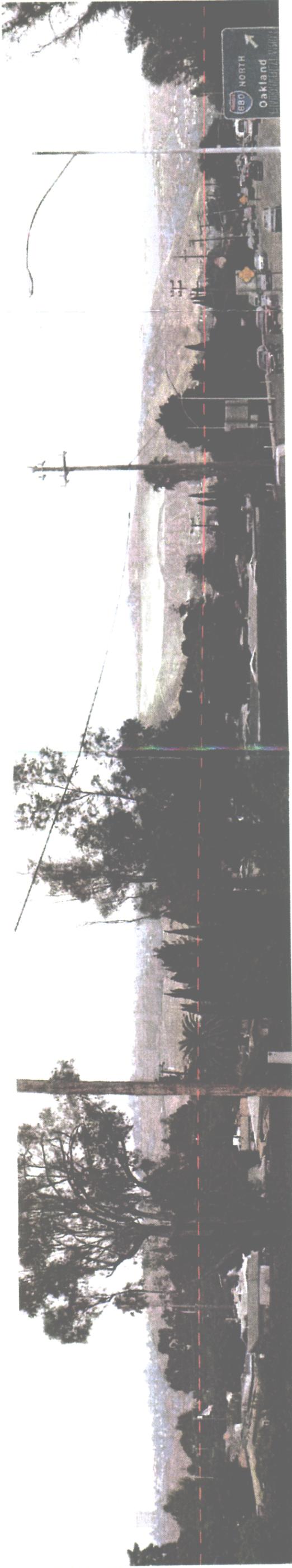
Mission Hills of Hayward Golf Course Parking Lot

South Hayward BART Station

1880/ Tennyson Rd Overpass



Exhibit H



View from Tennyson at I-880 with 200 ft. elevation line



View from South Hayward BART Station with 200 ft. elevation line



View from Mission Hills of Hayward Golf Course with 200 ft. elevation line

EXISTING CONDITIONS



View from Tennyson at I-880 with conceptual development and 200 ft. elevation line (without landscaping)



View from South Hayward BART Station with conceptual development and 200 ft. elevation line (without landscaping)



View from Mission Hills of Hayward Golf Course with conceptual development and 200 ft. elevation line (without landscaping)

Conceptual Development Simulations

Mission-Garin Study Area
City of Hayward

Public Schools



Tennyson High School

Bowman Elementary School

Chavez Middle School

Treeview Elementary School

Bidwell Elementary School

Legend

- Study Area
- Public Schools



**Mission-Garin Annexation Study
School Impacts**

Grade Level/School	K-6 Treeview - Bidwell	7-8 Cesar Chavez	9-12 Tennyson
Capacity in Permanent Classrooms	525	550	1,525
Capacity in Two-Story Classrooms	0	350	550
Capacity in Portable Classrooms	100	0	25
Total Capacity	625	900	2,100
Capacity excluding Portables	525	900	2,075
Enrollment	562	787	1,911
Deficient Capacity or Surplus Capacity (excluding portables)	-37	113	164

Capacity and enrollment information is for 2001-2002 school year and is from Hayward Unified School District.

Land Use Alternative	Dwelling Units	Student Yields and Capacities (excluding portables)	K-6	7-8	9-12
A	74	Student Yields	30	7	16
		Deficient Capacity or Surplus Capacity	-67	106	148
B	584	Student Yields	234	53	123
		Deficient Capacity or Surplus Capacity	-271	60	41
C	801	Student Yields	320	72	168
		Deficient Capacity or Surplus Capacity	-357	41	-4
D	750	Student Yields	209	42	87
		Deficient Capacity or Surplus Capacity	-246	71	77
E	92	Student Yields	37	8	19
		Deficient Capacity or Surplus Capacity	-74	105	145

Note: Calculations assume single-family detached dwelling units in all alternatives except Alternative D (247 single-family detached and 503 multi-family/single-family attached). Student generation rates per dwelling unit used in these calculations are taken from the *Facilities Study for Hayward Unified School District*, dated November 17, 1999 and are as follows:

Grade Level	HUSD Student Yield Factors	
	Single-Family Detached	Multi-Family (incl. sf attached)
K-6	0.40	0.22
7-8	0.09	0.04
9-12	0.21	0.07
Totals	0.70	0.33

Parks and Recreational Facilities



Nuestro Parquecito

Garin Regional Park

Mission Boulevard

BART

Tennyson Road

Valle Vista Park

Stony Brook Park

Mission Hills of Hayward Golf Course

Fairway Greens Park

Twin Bridges Park

West Industrial Parkway

Mission Boulevard

Bidwell Park

Legend

Study Area

 1/4 Mile Radius Service Area

 Parks



Mission-Garin Annexation Study

Park Acreage Dedication Requirements

Land Use Alternative	Dwelling Units	Additional Population (@3.08 persons/unit ¹)	Park Acreage Dedication (@5 acres/1000 people ²)
A	74	228	1.1 acres
B	584	1,800	9.0 acres
C	801	2,470	12.4 acres
D	750	2,310	11.6 acres
E	92	283	1.4 acres

¹per Census 2000 data (average household size in Hayward)

²per City of Hayward park dedication ordinance



Economic &
Planning Systems
Real Estate Economics
Regional Economics
Public Finance
Land Use Policy

MEMORANDUM

To: Gary Calame, City of Hayward
From: Jennifer Ott, Darin Smith, and Richard Berkson
Subject: Mission/Garin Annexation Fiscal Impact Analysis; EPS #12130
Date: January 15, 2003

The City of Hayward is considering the annexation of the undeveloped Mission/Garin Area, adding a total of 244 acres to the City boundaries. Economic & Planning Systems (EPS) was retained by the City to determine the net fiscal impact of five land use alternatives (Alternatives A through E) proposed for the Mission/Garin Annexation Area on the City of Hayward's annual operating budget. **Table 1** presents a summary of the land use alternatives, each consisting of a distinct residential development program. The development alternatives vary by number of units and by type of residential density.

This memorandum presents the results of the fiscal impact analysis, and describes the methodology and key assumptions used in the analysis. A summary of the fiscal impacts at buildout by alternative are provided in **Table 2**.

SUMMARY OF FINDINGS

- **At buildout, all of the land use alternatives proposed for the Mission/Garin Annexation Area generate an annual fiscal benefit to the City.** Property tax revenue from new development represents the greatest contribution to the City for all of the alternatives, ranging from 62 to 74 percent of all revenues likely to accrue to the City. **Table 2** presents the result of the fiscal impact analysis by alternative.

BERKELEY
2501 Ninth St., Suite 200
Berkeley, CA 94710-2515
www.epsys.com

Phone: 510-841-9190
Fax: 510-841-9208



SACRAMENTO
Phone: 916-649-8010
Fax: 916-649-2070

DENVER
Phone: 303-623-3557
Fax: 303-623-9049

Table 1
Summary of Mission/Garin Land Use Alternatives
Hayward Fiscal Impact Analysis

Item	Number of Units by Alternative				
	A	B	C	D	E
Project Description					
Townhomes/Condos	0	0	0	503	0
Single-Family Detached (3,500 s.f. lots)	0	0	765	187	80
Single-Family Detached (5,000 s.f. lots)	0	584	0	0	0
Single-Family Detached (10,000 s.f. lots)	0	0	36	60	0
Single-Family Detached (40,000 s.f. lots)	74	0	0	0	12
Total	74	584	801	750	92

Sources: City of Hayward, and Economic & Planning Systems

Table 2
 Fiscal Impact Summary by Alternative
 Mission/Garin Annexation
 Hayward Fiscal Impact Analysis

Item	Alternative				
	A	B	C	D	E
Total Project Revenues					
Property Tax	\$192,400	\$759,200	\$891,000	\$692,240	\$117,600
Sales Tax	\$29,922	\$137,775	\$161,511	\$125,584	\$21,325
Document Transfer Tax	\$15,862	\$62,591	\$73,457	\$57,070	\$9,695
Emergency Facilities Tax	\$2,664	\$21,024	\$28,836	\$27,000	\$3,312
Franchise Fees	\$7,768	\$61,307	\$84,088	\$78,734	\$9,658
Fines and Forfeitures	\$1,112	\$8,772	\$12,032	\$11,266	\$1,382
Motor Vehicle License Tax	\$9,863	\$77,839	\$106,762	\$99,964	\$12,262
Gas Tax Revenue	\$1,940	\$15,308	\$20,997	\$19,660	\$2,412
Total Revenues	\$261,531	\$1,143,816	\$1,378,681	\$1,111,518	\$177,647
Total Project Expenditures					
General Government Administration (1)	\$1,909	\$15,068	\$20,666	\$19,350	\$2,374
Police	\$8,867	\$69,974	\$95,975	\$89,864	\$11,023
Fire	\$26,104	\$206,007	\$282,555	\$264,564	\$32,453
Public Works (2)	\$28,874	\$50,857	\$57,132	\$43,272	\$22,512
Community & Econ. Dev. Dept.	\$936	\$7,387	\$10,131	\$9,486	\$1,164
Library	\$5,606	\$44,245	\$60,686	\$56,822	\$6,970
Total Expenditures	\$72,296	\$393,537	\$527,144	\$483,358	\$76,496
NET FISCAL BALANCE	\$189,236	\$750,279	\$851,537	\$628,160	\$101,150

(1) Includes Mayor & Council, City Manager, City Attorney, City Clerk, Human Resources, and Finance & Internal Services.

(2) Includes street maintenance, traffic operations, and street lighting. Landscape maintenance is assumed to be funded through special assessments or homeowners association fees.

Source: Economic & Planning Systems

- **Alternative C is projected to result in the greatest positive annual fiscal surplus to the City of approximately \$850,000.** Alternative C includes 765 homes proposed for 3,500 square-foot lots estimated to be sold for over \$500,000 per unit, and 36 homes proposed for 10,000 square-foot lots estimated to be sold for approximately \$900,000 per unit. This alternative is projected to add a total of 2,500 new residents.
- **All of the land use alternatives generate sufficient funds to support the cost of police and fire protection services attributable to the proposed new development.** Demand for police and fire service from the new proposed development in the Mission/Garin Area are estimated on a "call for service" basis. The fiscal impact analysis assumes that current citywide levels of service for police and fire services will be maintained.

CITY REVENUE AND EXPENDITURE ESTIMATES

This section describes the methodology and key assumptions used in assessing the fiscal impacts of the land uses envisioned for development in the Mission/Garin Annexation Area. The analysis is based on a number of sources, including the City of Hayward's 2002-2003 Adopted Budget, other City data sources, interviews with City staff, as well as EPS experience in similar jurisdictions.

The analysis evaluates the land use alternatives proposed by the City for the Annexation Area at full buildout. The fiscal impact analysis does not consider the potential impact new development in the Annexation Area will have on demand for one-time capital improvements or public facilities in the City.

For each cost and revenue item, EPS identified the most appropriate forecasting methodology and applied it to the project descriptions, as summarized below:

- **Population.** This approach was applied to cost and revenue items that are assumed to increase or decrease in some relation to the number of residents estimated to be generated by new development in the Annexation Area, such as franchise fees, motor vehicle license tax, and library expenditures.
- **Road miles.** This approach was applied to cost and revenue items that are assumed to increase or decrease in relation to the number of road miles included in the area. For example, the total number of City road miles and the relevant public works budgets were used to calculate the City's costs per road mile.
- **Case study.** A case study approach was used to calculate budget items for which none of the above approaches is deemed appropriate, such as property and sales taxes.



- **Not estimated.** Some budget items were not estimated because certain City revenues and expenditures are not affected by new development associated with this project, such as transient occupancy tax, and the City's non-departmental expenses.

All revenue and expenditure forecasts are in constant (Year 2002) dollars. Key assumptions influencing estimated impacts include market value per residential unit, the property tax allocation factor, and retail spending patterns.

CITY REVENUE ASSUMPTIONS

This section describes the methodology and assumptions used for each revenue item estimated in this analysis. Table 3 provides a summary of the City's General Fund revenues as presented in the City's 2002-2003 Adopted Budget, and a general description of the method used for estimating each revenue item. Several General Fund revenue items are not forecast because they are not expected to be affected by the annexation.

Property Tax

Property tax forecasts are based on estimates of assessed value for each of the land use alternatives. Annual property tax is one percent of assessed value, of which the City is estimated to receive approximately 20 percent based on the property tax sharing methodology employed by the County of Alameda Administrator's Office in recent annexations within the County.

Property Transfer Tax

The property transfer tax is \$4.50 per \$1,000 of annual transfer of residential property value. It is assumed that in any given year, an average of four percent of the for-sale residential units will be re-sold, which is based on data from RAND and the U.S. Census Bureau. The revenue will be significantly greater during buildout and initial sales.

Sales Tax

It is expected that new residential households in the Annexation Area will each spend an annual average of approximately 25 percent of their household income on taxable items.¹ The City of Hayward is estimated to capture between 55 and 65 percent of taxable retail expenditures attributable to the new development, based on a weighted

¹ Based on the US Department of Labor Consumer Expenditure Survey: Western region by income before taxes 1999-2000.



**Table 3
Budget Summary and Estimating Factors
Hayward Fiscal Impact Analysis**

Item	2002-03 Budget Total	Percent Variable Costs (3)	Allocation Amount
GENERAL FUND REVENUES			
Property Tax	\$17,233,000		20% of 1% of assessed value
Sales Tax	\$35,242,000		1.00% of estimated taxable sales in City
Business Tax	\$1,900,000		- not estimated
Real Property Transfer Tax	\$4,500,000		\$4.50 per \$1,000 of value of homes sold annually
Transient Occupancy Tax	\$1,500,000		- not estimated
Supplemental Bld. Construction & Imp. Tax	\$1,750,000		- not estimated
Emergency Facilities Tax	\$1,750,000		\$36.00 per unit
Franchise Fees	\$4,962,000		\$34.39 per capita
Licenses & Permits	\$2,116,000		- not estimated
Fines and Forfeitures	\$710,000		\$4.92 per capita
Motor Vehicle License Tax	\$6,300,000		\$43.66 per capita
Fees & Charges for Service	\$1,916,000		- not estimated
Transfer from Gas Tax Fund (1)	\$1,239,000		\$8.59 per capita
Other Revenue (2)	\$9,309,000		- not estimated
Subtotal Revenues	\$90,427,000		
GENERAL FUND EXPENDITURES			
General Government Administration			
Mayor & City Council	\$479,642	10%	\$0.33 per capita
City Manager	\$3,194,699	10%	\$2.21 per capita
City Attorney	\$943,644	10%	\$0.65 per capita
City Clerk	\$411,218	10%	\$0.28 per capita
Human Resources	\$1,650,363	10%	\$1.14 per capita
Finance & Internal Services	\$5,515,521	10%	\$3.82 per capita
Subtotal General Government Administration	\$12,195,087		
Police	\$36,235,066		\$179 cost per service call
Fire	\$19,196,981		\$1,283 cost per service call
Public Works	\$6,666,561		\$8,762 cost per road mile
Community & Econ. Dev. Dept.	\$5,978,527	10%	\$4.14 per capita
Library	\$3,581,038	100%	\$24.82 per capita
Non-Departmental	\$510,180		- not estimated
Transfers to Other Funds	\$6,061,000		- not estimated
Subtotal Expenditures	\$90,426,460		

(1) Includes only the portion of Gas Tax revenue transferred to the General Fund.

(2) Other Revenue includes interest & rents, funds from other agencies (less motor vehicle license tax), other revenue, and other transfers to General Fund (less transfer from Gas Tax fund).

(3) Percentage of costs that are population-dependent, as opposed to fixed costs.

Sources: City of Hayward, and Economic & Planning Systems

average capture rate for the City. Higher income households are expected to conduct more of their shopping in areas outside of the City. As a result, the capture rate is assumed to decrease from 65 percent to 55 percent when the weighted average household income of the proposed development program exceeds \$200,000 annually.

Emergency Facilities Tax

The Emergency Facilities Tax is imposed on people who reside within the City to ensure well-maintained emergency response facilities are available to sufficiently serve the needs of the local community. Based on the City's designated tax rate, it is assumed that every residence in the proposed Annexation Area will be required annually to pay a \$36 per unit tax.

Franchise Fees

Franchise fees are paid to local jurisdictions by utility companies for the rights to use public rights-of-way. Franchise fees are estimated at \$34 per capita based on the City's adopted budget. This per capita revenue amount is multiplied by the estimated population generated by each land use alternative.

Fines and Forfeitures

Fines and forfeitures include revenues received or bail monies forfeited upon conviction of a misdemeanor or municipal infraction. Fines and forfeitures are estimated at \$5 per capita based on the adopted City budget. This per capita revenue amount is multiplied by the estimated population generated by each land use alternative.

Motor Vehicle License Tax

Motor vehicle license tax is imposed annually by the State, and a portion is dispersed to local municipalities on the basis of residential population. Motor vehicle license tax is estimated at \$44 per capita based on the adopted City budget. These per capita revenue amounts are multiplied by the estimated population generated by each land use alternative.

Highway Users Tax (Gas Tax)

Highway Users Tax (Gas Tax) is imposed by the State, and a portion is dispersed to cities on the basis of residential population. The City will receive Gas Tax revenue for street improvements from the new residents generated by the new development proposed for the Annexation Area. Approximately \$1.2 million in Gas Tax funds is projected to be transferred to the General Fund for fiscal year 2002-03 for street maintenance. Based on this transfer of funds, Gas Tax revenue is estimated at approximately \$9 per capita. This per capita revenue amount is multiplied by the estimated population generated by each land alternative.



CITY GENERAL FUND EXPENDITURE ASSUMPTIONS

This section describes the methodology and assumptions used for various General Fund expenditure items. Table 3 provides a summary of the City's current General Fund expenditures as estimated in the 2002-2003 Adopted Budget, and a general description of the method used for estimating each expenditure item. Several items are not forecast because they are not expected to be affected by the proposed annexation.

General Government

General government includes the following City departments:

- Mayor & City Council
- City Manager
- City Attorney
- City Clerk
- Human Resources
- Finance & Internal Services

In EPS's research in other jurisdictions, new development typically has very little impact on the General Government costs. As a result, this analysis assumes that 10 percent of General Government services will be affected by new development; the remaining 90 percent are assumed to represent fixed costs and services that will not be affected by the proposed annexation. The portion of General Government costs assumed to be affected by new development are estimated at \$8.50 per capita based on the adopted City budget.

Police

Based on information provided by the Hayward Police Department, it is estimated that the proposed residential development in the Annexation Area will generate an annual average of approximately 0.67 calls for service per unit. Based on the 2002-2003 patrol, investigations, and traffic bureau budgets, the average annual cost per call for service is approximately \$180. The annual cost per call for service is applied to the total calls for service estimated to be generated by each land use alternative to estimate each alternative's fiscal impact on the police department.

Fire

Based on information provided by the Hayward Fire Department, it is estimated that the proposed residential development in the Annexation Area will generate an annual average of approximately 0.09 calls for service per resident. Based on the 2002-2003 operations budget, the average annual cost per call for service is approximately \$1,280. The annual cost per call for service is applied to the total calls for service estimated to be generated by each land use alternative to estimate each alternative's fiscal impact on the fire department.



Public Works

New collector and local roads will be necessary to allow for the development of the proposed Annexation Area. It is assumed that the City will become responsible for providing the operation and maintenance of the new streets, and associated traffic signals and street lighting. According to the Hayward Public Works Department, it can be assumed that the cost of landscape maintenance will be covered by special assessments, or homeowners association fees. Based on additional information from the Public Works Department, 10,000 linear feet of new collector roadway will be necessary for the development of the Mission/Garin Area, with the possible exception of Alternatives A and E. The estimate of miles of local roadways are consistent with estimates based on the size and number of the proposed lots.

Public works expenditures are evaluated based on the number of new road miles estimated for each development alternative, and an assumed per-mile road maintenance cost of approximately \$8,800. The per-mile maintenance cost was calculated by dividing the City of Hayward's 2002-2003 total street maintenance, and traffic signal and street lighting operations and maintenance budgets by the total number of road miles in the City (253 miles).

Community Development

The City's Community and Economic Development Department consists of a number of administrative, planning, building, and economic development related divisions. In EPS's research in other jurisdictions, new development typically has very little net impact on the Community and Economic Development Department costs. Those services in the Department that are affected by new development typically are covered by fees for service.

This analysis assumes that 10 percent of the General Fund budget for Community and Economic Development services will be affected by new development; the remaining 90 percent are assumed to represent fixed costs and services that will not be affected by the annexation. The portion of Community and Economic Development costs assumed to be affected by new development are estimated at \$4 per capita based on the adopted City budget.

Library

The City of Hayward Library provides service from its Main Library downtown and its Weekes Branch in south Hayward. In the previous fiscal year, the library recorded over 100,000 borrowers, approximately 500,000 customer visits, and the circulation of 500,000 items. Based on information provided by the library, new development has a cumulative impact on library service. As a result, this analysis estimates on a per capita basis the incremental impact new development proposed in the Annexation Area will have on the library. The library costs are estimated at \$25 per capita based on the total library 2002-03 fiscal year budget.



Park and Recreation

This analysis assumes that the cost of operating and maintaining new local and community parks within the Annexation Area will be covered by the independent special district, Hayward Area Recreation and Park District (HARD). Therefore, park and recreation costs are not considered among the fiscal impacts on the City of Hayward.

