



WS #2

DATE: December 16, 2008

TO: Mayor and City Council

FROM: Director of Department of Development Services

SUBJECT: Discussion of California State University East Bay's Draft Master Plan Update and Associated Environmental Impact Report

RECOMMENDATION

That Council provides comments on the California State University East Bay (CSUEB) Draft Master Plan and Draft Environmental Impact Report (DEIR).

SUMMARY

The DEIR was released by the University for public review and comment on November 10, 2008. The public review period on the DEIR ends at 5:00 pm on December 24. Copies of the Master Plan and DEIR are available on the University's website at: <http://www.aba.csueastbay.edu/FACPLAN/default.htm>. University staff and its consultant will be providing a presentation to City Council at the work session.

Staff has conducted a review of the DEIR, focusing on the four subject areas previously identified by the City as priority areas (public safety, access, transportation demand management, and sustainability), and has provided an assessment of how the DEIR addresses those subject areas in this report. Staff will be submitting a comment letter on the DEIR to the University on behalf of the City, incorporating any comments from City Council and including more technical comments from City staff, by the December 24 deadline.

BACKGROUND

The DEIR indicates that approximately 70 percent of students attending CSUEB live in Alameda and Contra Costa Counties, and 80 to 85 percent of alumni remain in the region. The University is developing a new Master Plan for the Hayward Campus, which will be used to guide campus development and growth through at least 2030. The current Master Plan is several years old.

As part of this effort, since before the first of the year, City staff has participated in regular meetings of the University's Hayward Campus Master Plan Steering Committee, comprised mainly of University staff, to discuss planned revisions to the Hayward Campus Master Plan. At a March 4,

2008, City Council work session, University staff and its consultant presented an overview of the planned update to its Master Plan. Council members provided feedback, which related primarily to circulation and transit options, architecture of new buildings and potential visual impacts of them, and better integration of University activities into the City of Hayward. The University also held a forum for its students, staff and faculty on March 11 and 12.

In response to a Notice of Preparation (NOP) released in April of this year that announced the University's plans to prepare an Environmental Impact Report related to the proposed Campus Master Plan Update (Exhibit C), the City Manager provided a letter dated June 18 that outlined the City's comments on the NOP and the City's expectations and priorities related to the future planned growth of the Hayward Campus (Exhibit D). As indicated in that letter, four principles were highlighted: Public Safety, Access, Transportation Demand Management, and Sustainability.

In May, the University staff and its consultant held a community meeting and also met with City staff to provide an overview of the planned Master Plan update.

Subsequent to the initial NOP, the University issued a revised NOP related to its proposed near-term construction of additional student housing in the Pioneer student housing complex (600 more beds in four buildings), and a five-level, 1,100-space parking garage at the northwest corner of Harder Road and West Loop Road (Exhibit E). In response, the City Manager submitted a letter to the University in October, restating the City's priorities and main areas of interest (Exhibit F), highlighting the importance of development of a Transportation Demand Management Plan. The University also held a community meeting to receive input on the Revised NOP on September 18.

Another forum for the University population was held on November 18. Residents of the neighborhood surrounding Cal State East Bay's Hayward campus were also invited to an open forum held from 7:00-9:30 pm on Tuesday, December 9 in the New University Union Building, to review and discuss the Hayward Campus Master Plan and the DEIR.

DISCUSSION

Overview of the Master Plan Update:

The proposed Master Plan envisions growth for the Hayward Campus for the next at least 20 years:

- 18,000 full-time equivalent (FTE) students, or 25,000 students (compared to current 8,500+ FTE students and the existing 12,000+ FTE students capacity of the campus);
- 5,000 student resident beds, including possible removal of Pioneer Heights I student housing buildings (400 beds) and construction of a new Pioneer Heights IV student housing complex (compared to the approximately 1,300 beds in Pioneer Heights I-III);
- Potential for 220 new faculty/staff housing units at three locations at the campus periphery;
- up to approximately 2,500,000 gross square feet of buildings (compared to the current 1,409,000 gross square feet); and
- up to 8,750 parking spaces (compared to the 2006-07 number of 4,860 parking spaces), with goal of reducing additional need for 3,900 spaces by 50% with Transportation Demand Management strategies.

Since the early 2000s, the campus has seen more construction than at any time since its early years at the current site. The Valley Business and Technology building opened during the 2006-07 academic school year, as did the new University Union. A new Student Services and Administration Replacement Building is under construction and is scheduled to open in the Fall of 2009. Finally, a new Recreation/Wellness Center is slated to be built and open for operation for the 2009-10 school year. The Master Plan indicates a vision for a “vibrant university village” that:

- Enhances the campus learning environment
- Creates supportive student neighborhoods
- Improves campus pedestrian promenades
- Improves campus entry and image
- Identifies special landmark building sites
- Implements comprehensive environmentally sustainable development and operations strategies

Also, the Master Plan indicates provision of a new primary gateway from Hayward Boulevard at the eastern edge of campus across from Parkside Drive (where an emergency vehicle access and gate exists), and a second connection off Hayward Boulevard roughly mid-way between Campus Drive and the proposed new primary access across from Parkside Drive.

Overview of the DEIR:

Volume I of the DEIR is a “program-level” document, which examines the current conditions of the campus and assesses the potential impacts of overall long term development. Section 2 of this volume provides an executive summary, including a summary of potential impacts and related mitigation measures (see discussion in next paragraph). Section 3 summarizes the components of the proposed project. Section 4 contains an analysis of 13 environmental topic areas, and associated potential impacts and mitigation measures. Section 5 provides an assessment of three alternatives considered, which include:

- a) Reduced Faculty/Staff housing (no 110 housing units adjacent to Grandview Avenue);
- b) Reduced enrollment capacity (15,000 FTE students and 4,200 on-site beds); and
- c) No project (Master Plan would not be implemented).

It should also be noted that two other alternatives were identified, but were not analyzed, because the document indicates they were determined to be infeasible: Alternative Location in Downtown Hayward, and No Faculty/Staff Housing.

Significant and unavoidable impacts identified in the document are:

- 1) **Aesthetics:** Adverse effect on a scenic vista from Grandview Avenue, due to proposed faculty/staff housing, even if limited to two stories in height (MP Impact AES-1);
- 2) **Air Quality:** Generation of long-term operational emissions of criteria pollutants that would exceed established thresholds and could therefore, conflict or obstruct with

- implementation of the regional air quality plan (MP Impact AQ-2);
- 3) **Air Quality:** Cumulatively considerable net increase of criteria pollutants for which the project region is in nonattainment under an applicable federal or state ambient air quality standard (MP Impact AQ-6);
 - 4) **Cultural Resources:** Substantial adverse change in the significance of a historical building or structure, as a result of alteration, removal, or demolition of the building, or alteration of the site associated with project development (in cases where a historically significant resource is determined to exist and significantly impacting it is determined to be unavoidable) (MP Impact CULT-2);
 - 5) **Transportation and Traffic:** Sub-standard intersection operations at eight study intersection in either the AM peak hour or PM peak hour, or both peak hours (MP Impact TRANS-1);
 - 6) **Transportation and Traffic:** Substantially increase volumes on several segments of the Congestion Management Program or Metropolitan Transportation Commission networks (MP Impact TRANS-5)

Volume II of the EIR is a “project-level” document that assesses two projects previously identified that are anticipated in the near term: the Pioneer Heights Phase IV student housing development and a new parking garage off Harder Road.

The proposed Pioneer Heights Phase IV Project would include four buildings that would vary from four to six stories and could reach a maximum height of 75 feet. The proposed 150 housing units are planned to range from four to six beds in each unit, for a total of approximately 600 beds. The size of each unit would range from 800 square feet to 1,400 square feet. Each unit would include bathroom(s), lounge(s), and study area(s). Other shared facilities in each building would include laundry rooms, kitchens, lobbies, lounges, study rooms, fitness center, mail room, and secure bike storage. A one-acre quad would be located in the center of the four-acre student housing development, which would provide an open space area for student residents. Other amenities that may be included within the project include one or two athletic courts, such as tennis, basketball, or volleyball courts, as well as outdoor seating. Most or all of the existing eucalyptus trees on the project site would be removed to accommodate the project. Single-family homes are located across Grandview Avenue, approximately 900 feet northeast and about 105 feet above (higher than) the site.

Alternatives considered was a Reduced Student Housing Alternative (400 versus 600 beds), and a No Project Alternative (Pioneer Heights IV would not be built). The DEIR indicates no significant unavoidable impacts would result due to the student housing project and that impacts associated with the alternatives would generally be slightly less, compared to the proposed project.

The Harder Road Parking Structure Project, expected to be operational by 2011, would provide approximately 1,100 parking spaces on the campus in a 413,000 square foot structure. The garage is proposed to accommodate campus growth anticipated from implementation of the Master Plan, including 400 replacement parking spaces that would be needed in the future when existing surface parking lots are developed with campus buildings (Wellness and Recreation Center and another building), and 700 spaces to serve the growth in campus population and to

serve on-campus housing through 2017 (150 spaces for Pioneer Heights IV and 550 more spaces for anticipated growth). The structure would be located at the northwest corner of the Harder Road and West Loop Road intersection, and the entrance to the structure would be on the east side of the garage from West Loop Road. The parking structure would have a split-level design and would consist of three enclosed levels and the roof level in the eastern portion of the parking structure and five enclosed levels and the roof level in the western portion of the parking structure. A pedestrian bridge is proposed from the third level across West Loop Road. The project would include photovoltaic (PV) shade screens on the top level and PV shade fins on the sides.

The DEIR identifies one significant and unavoidable impact associated with the proposed parking garage, related to the structure contributing to substandard intersection operations at three study intersections outside of the campus, in either the AM peak hour, PM peak hour, or both peak hours. (As noted below, City staff is working with the University's traffic consultant regarding the traffic analyses associated with the DEIR, due to the inconsistencies of those baseline results, compared to the City's baseline results associated with 238 Corridor Improvement Project analyses.) Alternatives considered was a Reduced Parking Alternative (736 versus 1,100 spaces) and a No Project Alternative (the garage would not be built). The DEIR indicates the Reduced Parking Garage Alternative as the environmentally superior alternative.

Staff's Assessment:

Following is staff's assessment of the Master Plan and DEIR related to the four top priority areas identified previously.

Public Safety:

The Master Plan and DEIR acknowledge that implementation of the proposed Master Plan, including development of the two proposed specific projects of Pioneer Heights IV student housing and new Harder Road parking garage, will require continued support from the Hayward Police Department (HPD), in coordination with University police and in accordance with an existing Memorandum of Understanding (MOU), and an increase in fire protection service from the Hayward Fire Department (HFD). There does not currently exist an MOU or other formal arrangement between the City and the University for fire protection services provided by the City of Hayward. The DEIR indicates that expanded public services provided by the City in association with campus growth would not generate the need for new public service facilities, and therefore, the environmental impacts associated with them are less-than-significant.

The DEIR states that, "the HFD and Hayward campus may discuss the option of a memorandum of understanding (MOU), which would be designed to facilitate cooperative assistance in providing fire protection services to the Hayward campus." Given the HFD would be the primary provider for fire protection services, and that the HFD Chief has expressed concern with the ability of his department to continue to provide adequate fire protection services should the campus grow as planned, a formal MOU is required to ensure such services provided by the City will be adequate

and that the HFD and the City will be appropriately compensated for such services, which could include both operating and capital expenditures.

The existing MOU between the University and the Hayward Police Department should be revised, as appropriate, to ensure the University maintains existing service ratios, and that the University compensates the City, as appropriate, for the provision of such services, which are expected to be impacted by the significant increase in student population.

Access, Circulation and Parking:

As noted earlier, the DEIR indicates that eight intersections would have unacceptable levels of service (LOS) due to impacts generated by implementation of the Master Plan. As noted in the traffic analysis section of the DEIR, the intent of the future "No Project" Alternative condition was to utilize results from the recently completed Route 238 Corridor Improvement Project Final EIR (FEIR). However, in reviewing the baseline information in the traffic analysis portion of the DEIR, City staff has identified a number of inconsistencies due to use by the University's traffic consultant of an earlier data set and not the one from the 238 Project FEIR. These changes have been discussed with the University's traffic consultant and will need to be incorporated in the Final EIR for the Master Plan.

A more significant concern is how traffic related impacts are addressed in the DEIR associated with campus growth. The DEIR indicates that an increase of 700 AM and 1,110 PM new student commuter peak hour trips would result if student population increased from today's current enrollment of 8,758 full-time equivalent (FTE) students to 12,586 FTE students that could be accommodated with existing campus facilities. This 42% increase in FTE students has not been analyzed in the City's General Plan and is not included in either the City's or regional Congestion Management Agency's traffic models. Also, in addition to these trips, growth to 18,000 FTE students as envisioned in the Master Plan would add an additional 1,110 AM and 1,750 PM new student commuter peak hour trips. Mitigation proposed in the DEIR to reduce, though not eliminate, the significant and unavoidable impacts to eight intersections' levels of service consists primarily of implementation of a Transportation Demand Management (TDM) Plan. While the TDM program includes a number of elements and there is a statement that the TDM program will reduce trips by 300 AM and 400 PM peak hour trips, it not clear how these numbers were derived. Please see next section for a more detailed discussion of the TDM component proposed.

Staff at the Alameda County Congestion Management Agency (CMA) has indicated that while the CMA wants to see an analysis done on the project's impacts on the Congestion Management Program (CMP), the CMA has no teeth to require enforcement of any mitigation measures if the project is found to cause an impact on the CMP system. Also, if the CMA monitoring effort shows a level of service (LOS) deficiency on a CMP route at some year in the future, then the City will be responsible for preparing a plan/strategy to address those deficiencies at that time. It is therefore critical that every effort be made to reduce LOS impacts on the CMP system and that implementation of an effective TDM Plan is essential.

In summary, staff requests that traffic study be revised to correct the 2025 background data and that more specifics be provided regarding the TDM Plan, to better address the impacts of the almost 100% increase in student FTE over existing levels.

Regarding parking, based on current and historic trends, buildout of the proposed Master Plan would require 8,750 parking spaces, including 4,900 spaces for commuting students, 1,225 spaces for resident students, 2,100 spaces for faculty/staff, and 450 spaces for visitors and University-owned vehicles. This would be an increase of about 3,900 spaces over the campus inventory available in January, 2007. However, rather than assuming future parking demand and resulting supply needs will mimic past trends, the Master Plan parking strategy proposes growing the parking supply while managing the growth in parking demand through a Transportation Demand Management (TDM) Plan (see discussion in subsequent section), with the goal of reducing that growth by approximately 50 percent. Thus, rather than adding 3,900 spaces to the current 4,800 space inventory, the additional number of spaces is proposed to be 1,900, for a maximum of 6,700 spaces. While the campus has space sufficient to provide up to the full 8,750 spaces should they ultimately be needed, the plan proposes up to five strategically located parking structures, which would be constructed depending on size, configuration, and demand to provide a total of 6,700 spaces. Potential locations and sizes of proposed parking structures include the following:

- Carlos Bee Gateway Structure – a structure providing about 1,400 spaces would be built to the north of the intersection of Carlos Bee Boulevard and West Loop Road
- East Campus Structures (2) – two structures providing 800–1,000 spaces each would be built within the area between the realigned East Loop Road and Old Hillary Road along with the remaining East Campus surface lots providing about 1,700 spaces
- Harder Road Structure – a garage providing about 1,100 spaces will be built to the northwest of the intersection of Harder Road and West Loop Road. The single access/egress point for this garage will be on West Loop Road (identified in Volume II of the DEIR as a near-term project)
- Residential Structure – a 500-space parking structure would be built for use by the residents of the Pioneer Heights residence halls

As noted earlier, the Harder Road structure is proposed to be constructed first. The DEIR indicates that, as a mitigation measure to reduce potential impacts associated with overflow parking on nearby neighborhood streets, “the University shall monitor parking occupancy in all campus lots/structures on a yearly basis, and will also monitor participation in its TDM programs to determine how many single-occupant-vehicle trips are being diverted to carpools, transit, bicycle, and pedestrian trips. Based on these surveys, the parking supply management plan will be periodically re-evaluated to ensure that construction of new parking keeps pace with demand.” Additionally, the DEIR states that, “If overflow parking in surrounding neighborhoods becomes a problem, the Campus will work with neighborhood representatives to develop strategies to mitigate the problem. Strategies could include a campus education program to discourage off-campus parking, parking restrictions during peak commute times on affected streets, or institution of residential permit parking programs.” Staff supports such measures, if needed, to be paid for by the University.

In terms of circulation, City staff is supportive of the proposed additional eastern entry along Hayward Boulevard across from Parkside Drive, since it will reduce unacceptable LOS impacts at one intersection (Carlos Bee Blvd./West Loop Road) and have minimal impacts on LOS at other intersections. However, because the DEIR states this new entrance, “depends on the City of Hayward’s participation and approval of design...,” the City’s position should be made clear that such costs would be borne exclusively by the University. Concerns of the adjacent residential neighborhoods will also need to be addressed by the University.

Transportation Demand Management:

A key component of the Access, Circulation, and Parking Framework is the development and promotion of a travel demand management (TDM) program. The goal of the TDM program is to shift commuters out of single-occupant cars and into carpools, vanpools, transit, bicycling, and walking. Existing transit services available to the University population are summarized in the DEIR, which include:

- the University’s Hillhopper Shuttle, which operates during peak morning, afternoon, and evening weekday commute hours between the campus and the downtown BART station, with headways at 25 to 30 minutes (no weekend or evening Friday service is available);
- the BART system, with stations located 2 miles from the campus in downtown Hayward, and 2.5 miles from the campus in the South Hayward area;
- AC Transit Route 92 service, which provide 15 minute headways on weekdays, and 60-minute headways on weekends

The following programs and services are identified in the Master Plan as potential methods to achieve the goal of reducing the use of single-occupant cars by students, faculty, and staff:

- Enhanced AC Transit Route 92 service to Downtown BART, ensuring 15-minute headways from 6 AM to 10 PM, or continued and enhanced campus shuttle service;
- Free AC Transit passes for all students, faculty and staff
- Discounted BART tickets for students, faculty and staff through the Commuter Check program or a similar program or a “Clean Air Cash” program where those choosing to commute by BART receive a cash payment and are not allowed to purchase a normal parking permit
- Carpool matching service and vanpool program
- Preferential parking for carpools and vanpools
- Continued participation in the Alameda County Congestion Management Agency’s Guaranteed Ride Home program for alternative mode users
- Provision of a flexible car rental service program (carsharing) on campus to provide access to vehicles for those who choose not to commute to campus by car or residents who do not maintain a car on campus
- Provision for participants in alternative mode programs to purchase a certain number of single-day parking permits to allow for commute flexibility and promote alternative mode use for those who may occasionally need to use a car
- Provide a scaled parking permit pricing structure that ties the cost of parking to the level of use and location, and that provides the funding needed to maintain and operate the

parking system, including provision of new parking lots/structures

- Discourage on-campus residents from bringing cars to campus, and encourage the use of transit service(s) and the flexible rental car service (when instituted) for travel off campus.

The University's proposal to develop and implement a TDM program is commendable. The DEIR indicates that implementation of these measures is proposed to reduce project trips associated with the University by 20 to 24 percent during peak hours and parking demand by 50 percent, to mitigate LOS impacts at various intersections. However, the DEIR does not provide specific details as to when the various strategies would be implemented, and what other measures, if any, could be developed should the goal of 50 percent reduction of trips not be achieved (e.g., not building future parking garages, etc.). In summary, staff is supportive of the various measures outlined in the DEIR as part of the TDM program, but is concerned with the lack of specificity regarding its implementation. A specific timetable should be developed in relation to trip reduction goals, and if targets are not met, appropriate mitigations should be identified.

Sustainability:

The Master Plan provides an entire section (Chapter 4) on the Sustainability Framework proposed to be implemented as part of future campus growth. Exhibit G provides a summary of sustainability strategy targets, which are:

- Energy (30% energy savings for existing building and 50% energy savings for new buildings) – *Referenced as a mitigation measure to reduce air quality impacts;*
- Water (reduce water use by 35% without recycled water supply, or 60% with recycled water supply) - *Referenced as a mitigation measure to reduce water demand impacts;*
- Waste (achieve 75-100% solid waste diversion by 2030, and compost 100% of campus organic waste on site);
- Carbon (achieve a 60% carbon emissions reduction through operational, policy and design strategies {reduce building carbon emissions; reduce movement by bringing amenities closer, co-locating buildings with complementary uses, and locating student housing on campus; make building systems and vehicle use systems more efficient; utilizing roof and building solar PV systems and solar water heaters, and open space and building-integrated wind turbines; encourage open and green spaces on campus and green roofs}, and pursue off-site regenerative and credit programs to off-set the balance of emissions) - *Referenced as a mitigation measure to reduce air quality impacts;*
- Transportation (reduce trip generation rates for commuters, increase transit ridership, and reduce parking supply) - *Referenced as a mitigation measure to reduce air quality and transportation impacts;*
- Materials (maximize recycled content and use of renewable resources, salvage material from demolition for reuse, locally sourced whenever possible);
- Landscape (reduce maintenance, provide landscape improvements to all high visibility areas, reduce toxic chemical use by 50% over the next 3 to 5 years, increase organic produce use by 25% over the next 5 years); and
- Land Use and Site Development (provide 5,000 student residents on the campus, provide an appropriate balance of built and open space, and provide convenient access to transit stops).

City staff acknowledges the planned efforts of the University to reduce its impacts on the environment through implementation of sustainable development and operation practices.

FISCAL AND ECONOMIC IMPACT

The fiscal impacts to the City as a result of implementation of the Master Plan could be substantial, if the City is not compensated for police or fire support services that it would provide to address University activities and the campus population. As indicated previously, it is critical that there be in place formal documents/agreements to ensure such costs incurred by the City are compensated by the University prior to further Master Plan development.

PUBLIC CONTACT

As stated previously, the University held various community meetings, and presented an overview of the project to the City Council at a work session in May of this year.

SCHEDULE/NEXT STEPS

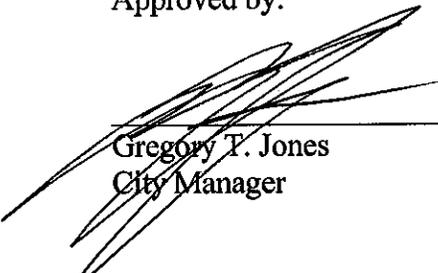
Comments on the DEIR, including those provided by City Council members, will be submitted by staff on behalf of the City by the December 24 deadline. The University and its consultant will prepare a Final EIR, including preparing responses to comments received on the Draft EIR, and is planning to forward the proposed Master Plan and Final EIR to the State University Board of Trustees in January of next year, with action anticipated by the Board in the Spring of 2009. If the City believes its needs have not been met in terms of appropriate mitigation, legal action may be pursued if the City Council so elects, within 30 days of Board action and related filing of a Notice of Determination. Staff will keep the City Council informed of the status and progress of the Board's action.

Prepared by:



David Rizk, AICP
Director of Department of Development Services

Approved by:



Gregory T. Jones
City Manager

Attachments:

- Exhibit A: Proposed Master Plan Land Use Plan
- Exhibit B: Existing Hayward Campus Map
- Exhibit C: Notice of Preparation of an Environmental Impact Report, dated April 18, 2008
- Exhibit D: June 18, 2008 Letter from City Manager Greg Jones to University Staff in Response to the April, 2008 Notice of Preparation
- Exhibit E: Revised Notice of Preparation of an Environmental Impact Report, dated September 11, 2008
- Exhibit F: October 10, 2008 Letter from City Manager Greg Jones to University Staff in Response to the September, 2008 Revised Notice of Preparation
- Exhibit G: Sustainable Campus Framework Summary

CDs with the Draft Master Plan and DEIR (for Council members only)

**ATTACHMENTS A- G
HAVE BEEN ATTACHED AS A SEPARATE LINK**