



SUBJECT

Proposed Capital Improvement Project for the Development and Expansion of the Existing Fire Station #6, Regional Aircraft Rescue Firefighting Facility and Fire Training Center Located on Hayward Executive Airport Property at 1401 West Winton Avenue, Assessor Parcel No. 432-0124-001-04 for the City of Hayward (Applicant/Property Owner); Requiring Site Plan Review (Application No. 201703717) and the Adoption of a Mitigated Negative Declaration and Mitigation Monitoring and Reporting Program.

RECOMMENDATION

That the Planning Commission adopt the Mitigated Negative Declaration (MND) and Mitigation Monitoring and Reporting Program (MMRP), and approve the Site Plan Review application for the development and expansion of the existing Fire Station #6, Regional Aircraft Rescue Firefighting Facility, and Fire Training Center based on the analysis set forth in this report and the required Findings (Attachment II), and subject to the associated Conditions of Approval (Attachment III).

SUMMARY

The City of Hayward Public Works Department and Fire Department are requesting approval of a Site Plan Review application to allow for the development and expansion of the existing Fire Station #6, Regional Aircraft Rescue Firefighting (ARFF) Facility, and Fire Training Center on a 6.7-acre portion of the Hayward Executive Airport at the above-referenced location.

The project involves the demolition of the four existing structures and the construction of nine structures that will include a new fire station/classroom building, apparatus building, hangar building, training tower, burn building, outdoor classroom, entry canopy, etc. totaling approximately 66,300 square-feet of building floor area, including related site improvements.

BACKGROUND

On June 3, 2014, voters approved Measure C, which authorized the City of Hayward to increase the sales tax rate within the City by one-half cent for 20 years to restore and maintain City services and facilities including, but not limited to, capital improvement projects, firefighting and emergency medical services, improving police services to neighborhoods, repairing potholes and streets, replacing the main library with the new 21st Century Library and Community Learning Center, and upgrading neighborhood fire stations. In October 2014, the City's consultant, Ross Drulis Cusenbery (RDC) completed a Facility Needs Assessment for the existing Fire Stations 1-6 and the Fire Training Center, which determined that substantial upgrades were needed for the aging facilities.

On May 26, 2015, the City Council authorized the City Manager to negotiate and execute an agreement with RDC for design services for Fire Station 1-6 and the Fire Training Center. In the early design stages of the proposed expansion of the fire station, it was identified that one of the key objectives would be that the expanded Fire Training Center could incorporate a facility layout that may accommodate multiple groups to use the facility simultaneously, while still maintaining the day-to-day operations of Fire Station 6 and the ARFF.

In March 2017, the Council authorized the City Manager to execute an amendment with RDC to provide schematic design services for the full build-out design of the expanded Fire Station 6 and Fire Training Center Capital Improvement Project (CIP).

Public Outreach. Following receipt of application, staff conducted the following public outreach:

- On July 7, 2017, an initial Notice of Application Receipt for the project application was sent to 749 addresses including property owners, residents, and businesses within a 300-foot radius of the project site utilizing the most current geographic information system (GIS) data available.
- On September 28, 2018, a Notice of Intent to Adopt a Mitigated Negative Declaration and Notice of Public Hearing for the Planning Commission meeting was sent to 768 addressees including property owners, residents, and businesses within 300-feet of the project site as well as published in The Daily Review newspaper.

As of the date this staff report, no public correspondence has been received by staff on the project or environmental document.

PROJECT DESCRIPTION

Existing Conditions. The proposed project site is located on a 6.7-acre portion of a 188-acre parcel of the Hayward Executive Airport, which is owned by the City of Hayward. Currently, the project site includes the existing Fire Station #6 and Fire Training Center comprised of four primary structures including a four-story training tower, a fire station/classroom building, a burn building, and a storage building totaling approximately 18,000 square-feet of building area. The existing facility also includes a fire apparatus driver training course, inclined training surface, and an apparatus pumper test pit. Operationally, the facility responds to calls for service and provides firefighting survival, rescue training, continuing training, and education for new recruits, department personnel and fire science college students. Overall, based on the RDC Facility Needs Assessment, the existing facilities were constructed over 40 years ago and are generally antiquated and dilapidated as of date.

Adjacent land uses include predominantly airport-related uses toward the north, east, and west with Industrial, Light Manufacturing, and residentially zoned parcels to the south of the project site, on the other side of West Winton Avenue. Abutting structures and properties to the north, east, and west of the project site are owned by the City of Hayward, whereas properties and structures situated to the south of the subject site are privately owned. The project site is currently zoned Airport-Terminal Aviation Commercial (AT-AC) and the parcel contains a land use designation of Public and Quasi-Public (PQP) and Industrial Corridor (IC) in the *Hayward 2040 General Plan*.

Proposed Project. As indicated above, the overall project includes the construction and expansion of the Hayward Fire Station #6, Regional ARFF and Fire Training Center. The proposed project will require the demolition of four (4) existing structures totaling approximately 18,000 square-feet of building area to accommodate the construction of nine (9) structures totaling 66,300 square feet that includes a new fire station/classroom building, apparatus building, hangar building, training tower, burn building, outdoor classroom, entry canopy, etc. A copy of the project plans, prepared by RDC, have been included as Attachment IV.

In addition to the development of the primary structures, the project will also require associated on- and off-site improvements, including site preparation and grading, utility connections, new landscaping and vegetation, installation of stormwater management features and bio-retention areas, surface paving, parking areas, and deceleration lanes for secondary access along West Winton Avenue for emergency vehicles and patron parking.

The proposed project will primarily serve as an expansion of the existing fire station services and trainings to provide efficient and improved emergency services city-wide, the industrial district, and most importantly the Hayward Executive Airport. Anticipated operations of the Hayward Fire Station, Regional ARFF, and Fire Training Center will include the following services, classes, and operations:

- Fire station, responding to an average of ten (10) emergency calls daily;
- Classroom/drill ground training for 12-14 City firefighters and 1-3 instructors daily;
- Classroom/drill ground training for 15-48 City firefighters and 1-3 instructors monthly;
- Fire training academy for 6-12 cadets with 1-12 instructors of 18 weeks yearly;
- Regional fire training and symposium yearly; and
- Chabot College emergency medical technician (EMT), fire technology, fire academy classes.

Building Architecture. The primary structures (fire station, classroom building, apparatus building, outdoor classroom, and entry canopy) have been designed with a contemporary architecture to complement and enhance the frontage, character, and visual quality along West Winton Avenue. The new Fire Station #6 and Fire Training Center buildings will be setback more than one-hundred feet from the public right-of-way to reduce the scale and massing of the proposed 28'-0" tall fire station and classroom buildings. Materials on the primary buildings will include modern pre-finished metal roof panels, vertical metal siding panels, painted aluminum fascia trims, and significant amount of clear glazing fronting W. Winton Avenue.

The remaining proposed structures, such as the burn building, training tower, and USAR/BART Station, will be used for training simulation purposes by Fire Department personnel and designed to mimic actual residential, commercial, institutional, and transportation structures to the greatest extent feasible to create real-world scenarios.

On- and Off-Site Improvements. The development will require on- and off-site improvements including grading, landscaping, stormwater management, utility connections, and frontage improvements along W. Winton Avenue. Based on the proposed footprint of the expanded fire station and amount of impervious surface area that will be disturbed, the development will be required to comply with C.3 requirements of the Municipal Regional Stormwater NDPES Permit (MRP). The proposed project would include 15 drainage management areas (DMAs) within the

project site and associated bio-retention areas totaling approximately 8,235 square feet. The on-site storm drain system will collect the runoff after treatment in the bio-retention areas which will then direct drainage to an on-site detention system before entering the public storm drain main. Connections to utilities such as sanitary sewer, water lines, storm drains will connect to the existing infrastructure along West Winton Avenue.

Within the public right-of-way, the improvements will include the installation of ADA-compliant sidewalks along project frontage from the proposed eastern parking lot to Saklan Road, which will also include new landscaping and lighting fixtures along the street.

Landscaping. The landscape and irrigation plans include conceptual level drawings that demonstrate compliance with the Bay-Friendly Water Efficient Landscape Ordinance (WELO), which mandates sustainable landscaping practices by installing drought-tolerant native species, appropriate irrigation methods, designated hydrozone areas, and water budget calculations contingent on the amount of landscape area. In total, the project will plant 106 trees on-site that include Chinese Pistache, Frontier Elm, Scarlet Maple, Madienhair Tree, Crape Myrtle, Magnolias, London Plane Tree, and Coast Live Oak trees.

Tree Removals. There are 27 existing trees on-site subject to the City's Tree Preservation Ordinance, including Bronze Loquat, English Walnut, Ginkgo, Italian Stone Pine, London Plane Tree, Shamel Ash, and Willows. The Tree Preservation Ordinance¹ requires mitigation equal or greater in value to the total appraised value of all protected trees to be removed through replacement trees or alternative forms of mitigation acceptable to the City's Landscape Architect. Based the Arborist Report prepared by MacNair & Associates (September 2017), the total value of the 27 trees proposed for removal is \$272,900. To mitigate the removals, the project will include the installation of approximately 7,020 square-feet of permeable pavers in the parking and pedestrian areas, planting 30 trees, and upsizing many 15-gallon trees to either 24- or 36-inch box to offset the required mitigation value of the removed trees.

In addition, given the high mitigation value and limited space available for additional tree planting, the project will be also be subject to Mitigation Measure BIO-1 within the MMRP, that requires that the remaining unmitigated appraised balance of \$129,309 be exclusively appropriated to a CIP within the vicinity of Fire Training Center to provide an environmental benefit comparable to the removed trees. The Hesperian Boulevard Median Improvement Project has been identified as the closest CIP within the vicinity of the Fire Station #6 and Fire Training Center which is currently in the design phase stage with the Public Works Department – Engineering Division. The tree removal mitigation balance will be appropriated into this CIP in the form of additional tree plantings, upsizing of trees, installation of pavers, etc.

Circulation and Parking. The existing Fire Station and Fire Training Center currently retains access along West Winton Avenue while also utilizing the signaled intersection at Saklan Road. The proposed expansion of the Fire Station will continue to maintain access from West Winton Avenue with a driveway approach at Saklan Road signaled intersection for direct access to the fire station and classroom facilities. A new driveway approach will be created along West

¹ Chapter 10, Article 15 of the Hayward Municipal Code (Tree Preservation Ordinance);
https://library.municode.com/ca/hayward/codes/municipal_code?nodeId=HAYWARD_MUNICIPAL_CODE_CH10PLZOSU_ART15TRPR

Winton Avenue that will lead to a private road, known as Manzella Road, which will be used to navigate the entire facility and lead to a new parking lot area. In addition, the project includes the construction of two deceleration lanes parallel to West Winton Avenue to minimize disruption of ongoing traffic within the public right-of-way and to provide wider turning radii for fire apparatus entering the site.

The project proposes to create 130 parking spaces (7 of which are ADA compliant) at the site available to Fire Department personnel, trainees, students, patrons, etc. The parking requirement for the project was tabulated at 130 parking spaces assuming the combination and demand for the office component, public assembly (educational) and government land uses which complies with the City's Off-Street Parking Regulations.² As indicated on the project plans, the parking lot area will be predominantly focused on the eastern portion of the project site where approximately 90 spaces would be situated, and the remaining spaces will be in front of the actual fire station and classroom building closer to the Saklan Road entrance.

City firefighters participating in the daily and/or monthly classroom/drill training will arrive in City-owned fire apparatus and typically not in private vehicles. The parking allocated for Chabot College is based upon the potential worst-case scenario of EMT, Fire Technology, and Fire Academy classes occurring at the same time with one set of students in session and a second set of students arriving for class (e.g. twice the number of students per class). As needed, the daily and periodic training schedules may be adjusted to avoid overlap during courses, trainings, and events.

Site Plan Review. The Site Plan Review process is aimed at fostering development and the establishment of uses which take into account on-site and surrounding structures and uses, which contributes to an attractive City, physical and environmental constraints and traffic circulation, so that new development is accomplished in an orderly manner, complies with the intent of City development policies and regulations, and is operated in a manner determined to be acceptable and compatible with surrounding development. Typically, Site Plan Review applications are subject to an administrative staff level review. However, given the scale of the project and preparation of an environmental review required, the application is being brought before the Planning Commission for the review and adoption of the environmental document. Pursuant to the HMC, the Planning Commission may approve or conditionally approve an application for Site Plan Review when all the following findings are made:

- The development is compatible with on-site and surrounding structures and uses and is an attractive addition to the City;
- The development takes into consideration physical and environmental constraints;
- The development complies with the intent of City development policies and regulations; and
- The development will be operated in a manner determined to be acceptable and compatible with surrounding development.

Staff has included a more detailed analysis for the required Site Plan Review findings within Attachment II.

² Chapter 10, Article 2 of the Hayward Municipal Code (Off-Street Parking Regulations):
https://library.municode.com/ca/hayward/codes/municipal_code?nodeId=HAYWARD_MUNICIPAL_CODE_CH10PLZOSU_ART2OREPARE

Sustainability Features. The proposed project would be reviewed by the Building Division for conformance with State and local requirements related to sustainability (i.e. California Building Code, California Energy Code, etc.) which require a minimal level of energy efficiency, resource conservation, material recycling, etc.

However, in addition to the minimum requirements, the proposed project is designed and will be constructed to meet Leadership in Energy and Environmental Design (LEED) standards for a Silver Certification, or better. The project also proposed to install bike racks, energy efficient windows, LED lighting, skylights, and photovoltaic (solar) panels providing electricity and maintenance costs saving to achieve a Zero Net Energy goal for the fire station, classroom facility, and apparatus building. A copy of the LEED Scorecard for the project has been included in this report as Attachment V.

POLICY CONTEXT AND CODE COMPLIANCE

Zoning Ordinance. The project site is located within the Airport-Terminal Aviation Commercial (AT-AC) zoning district.³ The HMC states that the purpose of the AT-AC sub-district is to provide for commercial and service activities that are clearly related to or supportive of the operational aspects of the Air Terminal. As the project involves the substantial upgrade and expansion of the existing Fire Station #6, ARFF, and Fire Training Center facility, it aligns with the intent of enhancing emergency services available while minimizing response times to support the operation of the Hayward Executive Airport. Further, the project complies with the development standards set forth within the AT-AC including, but not limited to, required yard setbacks, lot coverage, height limitations, landscaping standards, parking standards, etc.

Hayward 2040 General Plan. The project site contains two land designations in the Hayward 2040 General Plan: Public and Quasi-Public (PQP) and Industrial Corridor (IC).⁴ As discussed above, the parcel on which the project is located contains two land use designations of PQP and IC. The PQP land use designation typically applies to properties with major governmental, educational, cultural, and health care facilities. The General Plan Land Use and Community Character Element envisions that future changes to PQP-designated properties are expected to include landscaping and building improvements, and the rehabilitation or redevelopment of older facilities to enhance public services and to accommodate the changing needs of the Hayward community. The IC land use designation allows for service-oriented and high-technology land uses that will support the existing and future industrial operations within the area such as research and development, warehousing and logistics, manufacturing (traditional, advanced, specialized, and food manufacturing), and bio-technology companies.

The expansion of the Fire Station and Fire Training Center is consistent with the two land uses designations as the expansion of the existing fire station and training center will enhance emergency services provided to the ongoing operations of the Hayward Executive Airport and support the industrial uses located on western and southwestern portions of the City. The project is located on a City-owned property to primarily support a public airport facility as well

³ Airport Terminal Aviation Commercial Zoning District:

https://library.municode.com/ca/hayward/codes/municipal_code?nodeId=HAYWARD_MUNICIPAL_CODE_CH10PLZOSU_ART17OOR_S10-1.1900ATEDIAT

⁴ City of Hayward General Plan Land Use Designations: <https://www.hayward2040generalplan.com/land-use/intro>

as provide required training to public safety personnel including, but not limited to the Fire Department, Police Department, and paramedics. In addition to supporting government staff with trainings, the facilities will also support the ongoing, real-world education of students within the City from Chabot College and California State University, East Bay in partnership with their offered fire science courses and classes.

The replacement of the existing fire station buildings with the new facilities will also improve environmental sustainability as the new development will be constructed to LEED standards for energy efficiency incorporating low water use appliances, installing solar panels, and striving for a goal of zero net energy for the primary structures to minimize consumption and promote resource conservation. Overall, the proposed development would further support and be consistent with the following *Hayward 2040 General Plan* goals and policies:

- Land Use Policy-9.1: Design of City Public Facilities. The City shall ensure that all City-owned facilities are designed to be compatible in scale, mass, and character with the neighborhood, district, or corridor in which they are located.
- Community Safety Policy-4.5: Station Call Volumes and the Reallocation of Resources. The City shall monitor call volumes at individual fire stations to determine if certain areas of the City are in high demand of fire and emergency medical services. The City shall consider reallocating resources or building new fire stations to serve high demand areas.
- Community Safety Policy-4.6: New Fire Stations. The City shall ensure that new fire stations are strategically placed to provide optimum response times throughout the Hayward community.
- Community Safety Policy-4.7: Fire Facilities Master Plan. The City shall develop, maintain, and implement a Fire Department Facilities Master Plan that serves as the long-term plan for providing the Fire Department with state-of-the-art equipment and facilities.
- Community Safety Policy-4.8: Fire and Paramedic Training. The City shall ensure that firefighters and paramedics have access to state-of-the-art training and professional development opportunities.
- Public Facilities and Services-1.1: Capital Improvement Program. The City shall maintain the CIP program to ensure the implementation of the General Plan and the adequate and timely provision of public facility and municipal utility improvements.
- Public Facilities and Services-1.3: Public Facility Master Plans. The City shall maintain and implement public facility master plans to ensure compliance with appropriate regional, State, and Federal laws; the use of modern and cost-effective technologies and best management practices; and compatibility with current land use policy.
- Public Facilities and Services-2.7: Energy Efficient Buildings and Infrastructure. The City shall continue to improve energy efficiency of City buildings and infrastructure through implementation of the Municipal Green Ordinance, efficiency improvements, equipment upgrades, and installation of clean, renewable energy systems.

Hayward Airport Master Plan and Land Use Compatibility Plan. The Hayward Executive Airport Master Plan⁵ was adopted by the City Council in April 2002. The plan includes an inventory of existing facilities and activity at the airport, forecasts of future airport activity, a discussion of

⁵ City of Hayward Airport Master Plan; www.hayward-ca.gov/sites/default/files/documents/AirportMasterPlan.pdf

aviation facility requirements, a presentation of development alternatives, a recommended airport master plan concept, and environmental reconnaissance. According to the Hayward Airport Master Plan, the airport is not required to have an ARFF on-site since there are no scheduled airline flights and the airport does not operate under Federal Aviation Regulations (FAR) Part 139 standards. Nevertheless, the proposed fire station expansion alongside with an ARFF will continue to provide convenient and direct access to the airport with emergency services that will be equipped with dry chemical and foam for fire suppression.

Pursuant to Section 10-6.020(i), the project is located on Hayward Executive Airport property and is not designated within an airport overlay safety zone or airport influence area and as such, is not subject to Chapter 10, Article 6 of the Hayward Municipal Code (Airport Overlay Zone Ordinance).⁶ However, Federal Aviation Administration (FAA) and Airport Land Use Compatibility Plan regulations require that applicants and/or developers provide a Notice of Construction or Alteration via a 7460-1 Form to evaluate the effect of the construction or alteration on operational procedures, determine the possible hazardous effect of the proposed construction or alteration on air navigation, and determine other appropriate measures to be applied for continued safety of air navigation. The project has received clearances from the FAA which have been included as an appendix within the IS/MND.

STAFF ANALYSIS

Planning Division staff has reviewed the application for the proposed expansion of the Fire Station #6, Regional ARFF, and Fire Training Center and believes that the Planning Commission can make the required Findings to support the development of the project. The project would be consistent with the goals and policies listed within the City's General Plan for enhancing and renovating aging public facilities, especially those that provide emergency services to Hayward residents, businesses, and the Hayward Executive Airport. Due to the project's proximity to the airport, a potentially high hazard area from departing and incoming aircrafts, the expanded facility will allow for the prompt and optimal response time in the event of an emergency through the use of the ARFF specialized for such scenarios.

Further, development of the facility will exceed minimum local and state-wide energy efficiency requirements by striving for LEED certification benefitting the environment and reducing long-term operating costs by aiming for zero net energy through the installation of clean, renewable energy systems for this state-of-the-art facility. The proposed Fire Training Center will serve the ever-growing training needs of the Fire Department, and potentially other agencies that travel long distances to other locations for training that are not currently available in the Bay Area. The new facility would support ongoing education with the City of Hayward as Chabot Community College plans on potentially expanding their fire technology and EMT programs by having office spaces and sharing classrooms and training facilities within the City's Fire Training Center.

Strategic Initiatives. This agenda item supports the Complete Communities Strategic Initiative. The purpose of the strategic initiative is to create and support structures, services, and

⁶ Chapter 10, Article 6 – Airport Overlay Zone Ordinance;
https://library.municode.com/ca/hayward/codes/municipal_code?nodeId=HAYWARD_MUNICIPAL_CODE_CH10PLZOSU_ART6A10VZOOR

amenities to provide inclusive and equitable access with the goal of becoming a thriving and promising place to live, work and play for all consistent with the objectives of the Hayward 2040 General Plan. Further, the item supports the following goals and objectives:

Goal 1: Improve quality of life for residents, business owners, and community members in all Hayward neighborhoods.

Objective 2: Increase neighborhood safety and cohesion.

Objective 3: Foster a sense of place and support neighborhood pride.

ENVIRONMENTAL REVIEW

Pursuant to CEQA Guidelines Section 15220, an Initial Study was prepared for this project with the finding that an MND was appropriate because all potential impacts could be mitigated to a level of less than significant with the implementation of mitigation measures. The Initial Study found that the project would result in potential impacts to Biological Resources, Geology and Soils, Hazards and Hazardous Materials, and Mandatory Findings of Significance. With mitigation, any potential impacts would be reduced to a level of less than significant. A copy of the Initial Study and Mitigated Negative Declaration (IS/MND) and the Mitigation Monitoring and Reporting Program (MMRP) have been included in this report as Attachments VI and VII.

A Notice of Intent to Adopt the MND was filed and posted with the Alameda County Clerk on October 1, 2018 for a twenty (20) day public comment period, which expired on October 22, 2018. No comments and/or correspondence have been received as of the writing of this report. The proposed IS/MND were posted and available for public review at City Hall, the City's website, and delivered to Hayward Weekes Library.

NEXT STEPS

If the Planning Commission approves the Site Plan Review application, then a 10-day appeal period will commence from the date of decision. If no appeal is filed, then the decision will be deemed final and effective. If an appeal is filed within the 10-day time frame, then the application will be heard by the City Council for final disposition.

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