

HAYWARD CITY COUNCIL

RESOLUTION NO. 19-_____

Introduced by Council Member _____

RESOLUTION CERTIFYING THE PROGRAM ENVIRONMENTAL IMPACT REPORT, APPROVING THE MITIGATION MONITORING AND REPORTING PROGRAM, ADOPTING THE STATEMENT OF OVERRIDING CONSIDERATIONS, ADOPTING THE DOWNTOWN SPECIFIC PLAN AND FINDINGS IN SUPPORT OF THE DOWNTOWN DEVELOPMENT CODE AND ALL ZONING MAP AMENDMENTS FOR THE PROJECT

WHEREAS, on September 13, 2016, the Alameda County Transportation Commission (“Alameda CTC”) authorized a contract with Lisa Wise Consulting, Inc. to complete a Downtown Specific Plan for the City of Hayward; and

WHEREAS, the Hayward Downtown Specific Plan was subsequently prepared with extensive community outreach including public workshops, a design charrette, project Task Force meetings, Planning Commission and City Council work sessions and various other community group meetings from December 2016 through January 2019; and

WHEREAS, to achieve the goals envisioned in the Downtown Specific Plan, the City Zoning Map must be amended to change various zoning designations for certain properties within the Plan Area, as set forth in Ordinance No. _____; and

WHEREAS, a draft and final Program Environmental Impact Report (“EIR”)(State Clearinghouse No. 2018022054) has been prepared to assess the potential environmental effects of the proposed Downtown Specific Plan and Code and Related Land Use Actions (collectively the “Project”), describing alternatives to the Project and potential feasible mitigation measures; and

WHEREAS, the Hayward Planning Commission considered the EIR and the Project at a public hearing on March 28, 2019, and recommended that the Hayward City Council certify the EIR, adopt a Statement of Overriding Considerations, and approve the proposed mitigation measure and Mitigation Monitoring and Reporting Program, and adopt the Downtown Specific Plan and Code; and

WHEREAS, notices of a hearing on the Project were published in the manner required by law and hearing was duly held by the City Council on April 30, 2019.

NOW, THEREFORE, BE IT RESOLVED, the City Council hereby adopts the following findings and takes the following actions:

I. California Environmental Quality Act (CEQA)

A. Certifying the Program Environmental Impact Report.

The City Council has reviewed the documents comprising the Draft and Final Environmental Impact Report (“EIR”) for the Downtown Specific Plan and Code and all related Zoning Map updates needed to carry out the Plan and Code and hereby finds and certifies that the EIR: (a) has been completed in compliance with CEQA; (b) was presented to the decision-making body of the lead agency, and that the decision-making body reviewed and considered the information contained in the EIR prior to approving the Project; (c) reflects the independent judgement of the City Council and its staff that it is an adequate and extensive assessment of the environmental impacts of the Downtown Specific Plan and Code and all related Zoning Map updates. The City Council also incorporates by this reference the findings contained in the EIR as to the environmental effects of the Downtown Specific Plan and Code and all related Zoning Map updates, together with the additional findings contained in the Resolution.

B. Consideration of Project Alternatives.

The EIR evaluates the potential impacts of the proposed Project, including four alternatives, one of which is the No Project Alternative. The principal elements of the alternatives are summarized below. Council considered these alternatives and determined the project furthered the goals of Council.

Alternative 1: No Project--Existing Land Use Regulations. Pursuant to CEQA Guidelines Section 15126.6(e)(1), the No Project Alternative is required as part of the “reasonable range of alternatives” to allow decision makers to compare the impacts of approving the proposed Specific Plan with the impacts of taking no action or not approving the proposed Specific Plan. Downtown Hayward is comprised of approximately 320 acres of urban, developed land, located in northern Hayward. Under this alternative, the proposed Specific Plan would not be adopted, and the Specific Plan Area would be developed consistent with the current *Hayward 2040 General Plan* and Zoning regulations.

Under the No Project Alternative in Table 5-1 of the EIR, potential future development that would occur with full General Plan buildout, would add 393,782 square feet of non-residential development and 3,110 residential units, which would increase the population by 6,842 residents and 774 employees in Downtown Hayward.

The Federal and State Regulations, General Plan policies, and Municipal Code development standards that apply to the proposed Specific Plan, would also apply to this Alternative, and all mitigation measures listed in Chapters 4.1 through 4.14 of the EIR would also apply to their respective impacts under this Alternative.

The differences between the proposed Specific Plan and the No Project Alternative would be incremental and even if no action was taken, regional growth, and the associated environmental effects linked to this growth, would continue to occur under the provisions of the current General Plan.

Alternative 2: General Plan with Circulation Changes. Under the General Plan with Circulation Changes Alternative, the buildout of the Specific Plan Area would occur as currently described in the *Hayward 2040 General Plan* and the circulation changes of the proposed Specific Plan would be approved. However, land use and zoning changes of the proposed Specific Plan would not be implemented.

As shown in Table 5-1 in the EIR, under the General Plan with Circulation Changes Alternative, potential future development that would add 393,782 square feet of non-residential development and 3,110 residential units, which would increase the population by 6,842 residents and 774 employees in Downtown Hayward.

The following is a summary of the proposed circulation changes. See Section 3.4.4 Mobility Plan, of Chapter 3, Project Description, of this Draft EIR, for a complete description of the proposed circulation changes.

- **Street Modifications:** The following one-way streets would be converted to two-way streets:
 - A Street (between Mission Boulevard and Foothill Boulevard);
 - B Street (between Watkins Street and Foothill Boulevard);
 - C Street (between Mission Boulevard and Second Street);
 - 1st Street (between C Street and D Street);
 - Mission Boulevard (between A Street and Foothill Boulevard); and
 - Foothill Boulevard (between A Street and the new Foothill Boulevard roundabout).

- **Street Road Diets:** Motor vehicle travel lanes on a roadway would be reduced to reallocate the space for other uses, such as transit lanes, bikeways, or wider sidewalks on the following streets:
 - A Street (between Grand Street and 3rd Street);
 - B Street (between Grand Street and Watkins Street);
 - 2nd Street (between Russell Way and E Street);
 - Mission Boulevard (between A Street and Foothill Boulevard);
 - Main Street (between Warren Street/ McKeever Avenue and Foothill Boulevard); and
 - Foothill Boulevard (between Hazel Avenue and Watkins Street).

- Roadway and Transit improvements. To better facilitate pedestrians, bicyclists, and users of public transit the following changes are proposed:
 - Reduced travel lanes and travel lane widths
 - Expanded pedestrian zones
 - Shorter crossing distances at intersections
 - Landscaped streets
 - Additional bikeways
 - Implement recommendations in the *City's Shuttle Feasibility Study*
 - Improve access to the Hayward BART Station
 - Implement Street Designs based on the *2016 Alameda County Central County Complete Streets Design Guidelines*

In addition to the proposed improvements, future development under the General Plan with Circulation Changes Alternative would be exempt from the City's currently adopted level of service standards.

The differences between the proposed Specific Plan and the General Plan with Circulation Changes Alternative would be incremental and even if no action was taken, regional growth, and the associated environmental effects linked to this growth, would continue to occur under the provisions of the current General Plan.

Alternative 3: Specific Plan Without Circulation Changes. Under the Specific Plan without Circulation Changes Alternative, the buildout of the Specific Plan Area would occur as currently proposed in the Specific Plan and the land use and zoning changes of the proposed Specific Plan would be implemented. However, circulation changes of the proposed Specific Plan would not be implemented.

As shown in Table 5-1 of the Project EIR, the Specific Plan without Circulation Changes Alternative would allow for the implementation, at maximum, of up to 1.9 million square feet of non-residential space, and 3,427 residential units that would increase the project site's population by 7,539 residents and 6,333 employees.

The differences between the proposed Specific Plan and the General Plan with Circulation Changes Alternative would be incremental and even if no action was taken, regional growth, and the associated environmental effects linked to this growth, would continue to occur under the provisions of the current General Plan.

Alternative 4: Specific Plan with Lower Intensity (30% Less). Under the Specific Plan with Lower Intensity Alternative the proposed Specific Plan would be implemented the same as the proposed project, but the non-residential development potential would be reduced by 30 percent. As shown in Table 5-1, the Specific Plan with Lower Intensity Alternative would allow for a maximum of up to 1,330,000 square feet of non-residential space, and 3,427 multifamily residential units, which would add 7,539 residents and 4,433 employees to the Downtown.

Alternative 5: Environmentally Superior Alternative. In addition to the discussion and comparison of impacts of the proposed Specific Plan and the alternatives, Section 15126.6 of the CEQA Guidelines requires that an “environmentally superior” alternative be selected and the reasons for such a selection be disclosed. In general, the environmentally superior alternative is the alternative that would be expected to generate the least environmental impact. Identification of the environmentally superior alternative is an informational procedure and the alternative selected may not be the alternative that best meets project objectives.

As shown in Table 5-2 in the EIR, the Specific Plan with Lower Intensity Alternative would have similar impacts related to aesthetics, air quality, biological resources, cultural and tribal cultural resources, geology and soils, GHG emissions, hazards and hazardous materials, hydrology and water quality, population and housing, public services and recreation, and transportation and circulation. The Specific Plan with Lower Intensity Alternative would not create greater impacts than the proposed Specific Plan in these topic areas. Additionally, this Alternative would result in fewer impacts with respect to roadway noise and demand on public service providers and water supply. For these reasons, the Specific Plan with Lower Intensity Alternative is considered the environmentally superior alternative.

C. Approving the Mitigation Monitoring and Reporting Program.

The City Council has reviewed the Mitigation Monitoring and Reporting Program for the Draft EIR for the Downtown Specific Plan and Code and all related Zoning Map updates needed to carry out the Plan and Code and hereby approves the Mitigation Monitoring and Reporting Program, which: (a) has been completed in compliance with CEQA; (b) was presented to the decision-making body of the lead agency, and that the decision-making body reviewed and considered the information contained in the Mitigation Monitoring and Reporting Program for the Project; (c) reflects the independent judgement of the City Council and its staff that it is an adequate the Mitigation Monitoring and Reporting Program for the Downtown Specific Plan and Code and all related Zoning Map updates. The City Council incorporates the Mitigation Monitoring and Reporting Program by reference and finds that the Program will reduce some, but not all, environmental impacts to an insignificant level, except for certain impacts related to air quality, greenhouse gas emissions, noise, and transportation/circulation.

The following findings identify those impacts that, with mitigation measures, can be reduced to a less-than-significant level.

Transportation and Circulation

Potentially Significant Impact: Impact TRANS-1: Intersection #11.

Implementation of the proposed project would conflict with an applicable plan, ordinance, or policy establishing measures of effectiveness for the performance of the circulation system, taking into account all modes of transportation including mass

transit and non-motorized travel and relevant components of the circulation system, including but not limited to intersections, streets, highways and freeways, pedestrian and bicycle paths, and mass transit. Implementation of the proposed Specific Plan could result in *significant* transportation and circulation impact at Mission Boulevard and C Street.

Finding: Changes or alterations have been required in, or incorporated into, the project that will avoid or substantially lessen the significant environmental effect identified in the Program EIR to a less-than-significant level.

Facts in Support of Finding: This impact will be avoided or reduced based on the following:

Mitigation Measure TRANS-1: Each implementing development project shall participate in the phased construction of off-site traffic signals and improvement of intersections through payment of that project's fair share of traffic signal mitigation fees and the cost of other off-site improvements through payment of fair share mitigation fees established through the proposed Specific Plan which includes DIF (Development Impact Fee). The fees shall be collected and utilized as needed by the City of Hayward to construct the improvements necessary to maintain the required level of service and build or improve roads to their build-out level. The following mitigating improvements would be required:

- Mission Boulevard & C Street (Intersection #11): Install a traffic signal at the intersection per City requirements.

D. Potentially Significant Unavoidable Environmental Impacts.

The EIR indicates that implementation of the Downtown Specific Plan and Code may have potentially unavoidable significant environmental impacts related to:

- Air Quality
- Greenhouse Gas Emissions
- Noise
- Transportation and Circulation
- Utilities and Service Systems

The proposed Downtown Specific Plan and Code contains or provides a strategy to achieve the community's vision of a resilient, safe, attractive, and vibrant historic Downtown by clearly outlining an implementation plan, delineating an inclusive, multi-modal circulation system, integrating public open spaces, and establishing new regulations that clearly establish Downtown Hayward as the heart of the City and a destination for visitors and residents.

The Plan guides initiatives and investments that capitalize on the City's unique assets, such as its central location in the Bay Area, its proximity to educational institutions,

the Downtown Hayward Bay Area Rapid Transit (BART) station, the beautiful parks, creek and public gardens, the compact street grid, the historic buildings, and the extensive public art. The Plan Area encompasses 320 acres bounded loosely to the west by Grand Street, south by E Street, east by 3rd Street, and north by Hazel Avenue.

The City of Hayward initiated the Specific Plan and Code in August 2016. The project, which also includes the development of a programmatic Environmental Impact Report (EIR), is funded primarily by a grant from the Alameda County Transportation Commission (ACTC). Under California law, specific plans enable a community to articulate a vision for a defined area and develop goals, policies, and implementation strategies to achieve desired outcomes in a coordinated manner. The Downtown Specific Plan and Code aims to implement the goals and policies of the Hayward 2040 General Plan (See Appendix A for the General Plan Consistency Analysis).

According to California Planning, Zoning and Development Laws (Government Code Section 65450-65457), a Specific Plan shall include:

- (1) The distribution, location, and extent of land uses within the plan area.
- (2) The proposed distribution, location, and extent and intensity of major components of public and private needed to support the land uses described in the plan.
- (3) Development standards and review criteria.
- (4) Implementation measures including regulations, programs, projects, and financing measures.

It is in the best interest of the City to adopt the Downtown Specific plan and Code as opposed to the alternatives as it better meets the objectives outlined through the community outreach process and as detailed in the Vision and Plan Goals. In addition, the benefits of adopting the Downtown Specific Plan and Code outweigh the significant and unavoidable environmental impacts as described in the Statement of Overriding Considerations.

Listed below is a summary of environmental topic areas that were found to have ***significant and unavoidable impacts***, even with mitigation measures imposed reducing identified impacts to a lesser degree:

E. Summary of Impacts and Mitigation Measures

AIR QUALITY

Impact AQ-2.1: Construction activities associated with implementation of the proposed Specific Plan could potentially violate an air quality standard or contribute substantially to an existing or projected air quality violation.

Mitigation Measure AQ-2.1a: As part of the City's development approval process, the City shall require applicants for future development projects to comply with the current Bay Area Air Quality Management District's basic control measures for fugitive dust control, including:

- Water all active construction areas at least twice daily, or as often as needed to control dust emissions. Watering should be sufficient to prevent airborne dust from leaving the site. Increased watering frequency may be necessary whenever wind speeds exceed 15 miles per hour. Reclaimed water should be used whenever possible.
- Pave, apply water twice daily or as often as necessary to control dust, or apply (non-toxic) soil stabilizers on all unpaved access roads, parking areas, and staging areas at construction sites.
- Cover all trucks hauling soil, sand, and other loose materials or require all trucks to maintain at least 2 feet of freeboard (i.e., the minimum required space between the top of the load and the top of the trailer).
- Sweep daily (with water sweepers using reclaimed water if possible) or as often as needed all paved access roads, parking areas and staging areas at the construction site to control dust.
- Sweep public streets daily (with water sweepers using reclaimed water if possible) in the vicinity of the project site, or as often as needed, to keep streets free of visible soil material.
- Hydroseed or apply non-toxic soil stabilizers to inactive construction areas.
- Enclose, cover, water twice daily, or apply non-toxic soil binders to exposed stockpiles (dirt, sand, etc.).
- Limit vehicle traffic speeds on unpaved roads to 15 miles per hour.
- Replant vegetation in disturbed areas as quickly as possible.

Mitigation Measure AQ-2.1b: Applicants for new development projects within the Specific Plan Area shall require the construction contractor to use equipment that meets the United States Environmental Protection Agency (USEPA) Tier 4 emissions standards for off-road diesel-powered construction equipment with more than 50 horsepower, unless it can be demonstrated to the City of Hayward that such equipment is not available. Any emissions control device used by the contractor shall achieve emissions reductions that are no less than what could be achieved by a Level 4 diesel emissions control strategy for a similarly sized engine, as defined by the California Air Resources Board's regulations.

- Prior to construction, the project engineer shall ensure that all demolition and grading plans clearly show the requirement for USEPA Tier 4 or higher emissions standards for construction equipment over 50 horsepower.
- During construction, the construction contractor shall maintain a list of all operating equipment in use on the construction site for verification by the City of Hayward.
- The construction equipment list shall state the makes, models, and numbers of construction equipment onsite.

- Equipment shall be properly serviced and maintained in accordance with the manufacturer's recommendations.
- Construction contractors shall also ensure that all nonessential idling of construction equipment is restricted to five minutes or less in compliance with Section 2449 of the California Code of Regulations, Title 13, Article 4.8, Chapter 9

Impact AQ-2.2: Operation of development projects accommodated under the proposed Specific Plan could contribute to an existing or projected air quality violation.

Mitigation Measure AQ-2.2a: Prior to the issuance of building permits for new residential development project in the Specific Plan Area, future project applicants shall implement the Tier 1/Tier 2 standards identified in the California Green Building Standards Code where 17 or more multifamily dwelling units are constructed on a building site, 5 percent of the total number of parking spaces provided for all types of parking facilities, but in no case less than one, shall be electric vehicle charging spaces (EV spaces) capable of supporting future Electric Vehicle Supply Equipment. The proper installation of these features shall be verified by the City of Hayward Building Division prior to the issuance of a Certificate of Occupancy.

Mitigation Measure AQ-2.2b: Prior to the issuance of building permits for new non-residential development project in the Specific Plan Area, future project applicants shall implement the Tier 2 standards identified in Table A5.106.5.3.2 of the California Green Building Standards Code or the equivalent as standards may be updated overtime. The proper installation of these features shall be verified by the City of Hayward Building Division prior to the issuance of a Certificate of Occupancy.

Mitigation Measure AQ-2.2c: Prior to the issuance of building permits for new non-residential development project in the Specific Plan Area, future project applicants shall implement the Tier 1 standards identified in the California Green Building Standards Code to provide 10 percent of total designated parking spaces for any combination of low-emitting, fuel-efficient and carpool/van pool vehicles as identified in Table A5.106.5.1.1 (Tier 1). The proper installation of these features shall be verified by the City of Hayward Building Division prior to the issuance of a Certificate of Occupancy.

Mitigation Measure AQ-2.2d: Prior to the issuance of building permits for nonresidential development projects in the Specific Plan Area, future project applicants shall indicate on the building plans for buildings with more than ten tenant-occupants that changing/shower facilities shall be provided based on the guidelines specified in Table A5.106.4.3 (Nonresidential Voluntary Measures) of the California Green Building Standards Code have been incorporated into the design of the building(s). The proper installation of these features shall be verified by the City of Hayward Building Division prior to the issuance of a Certificate of Occupancy.

Impact AQ-3: Future potential development projects associated with the proposed Specific Plan could cumulatively contribute to the non-attainment designations of the SFBAAB.

Mitigation Measure AQ-3: Implement Mitigation Measures AQ-2.1, AQ-2.2a, and AQ-2.2b.

Impact AQ-4.1: Construction activities associated with potential future development projects accommodated under the proposed Specific Plan could expose nearby receptors to substantial concentrations of Toxic Air Contaminants (TACs).

Mitigation Measure AQ-4.1a: Applicants for construction within 1,000 feet of residential and other sensitive land use projects (e.g., hospitals, nursing homes, day care centers) in the City of Hayward, as measured from the property line of the project to the property line of the source/edge of the nearest travel lane, shall submit a health risk assessment (HRA) to the City of Hayward prior to future discretionary project approval. The HRA shall be prepared in accordance with policies and procedures of the Office of Environmental Health Hazard Assessment (OEHHA) and the Bay Area Air Quality Management District. The latest OEHHA guidelines shall be used for the analysis, including age sensitivity factors, breathing rates, and body weights appropriate for children ages 0 to 16 years. If the HRA shows that the incremental cancer risk exceeds ten in one million (10E-06), PM_{2.5} concentrations exceed 0.3 µg/m³, or the appropriate noncancer hazard index exceeds 1.0, the applicant will be required to identify and demonstrate that mitigation measures are capable of reducing potential cancer and non-cancer risks to an acceptable level (i.e., below ten in one million or a hazard index of 1.0), including appropriate enforcement mechanisms. Measures to reduce risk may include but are not limited to (See Table 7.9 of the Hayward 2040 General Plan Draft EIR for further details. This table has been included in Appendix C of the Draft Specific Plan):

- During construction, use of construction equipment fitted with Level 3 Diesel Particulate Filters (DPF) for all equipment of 50 horsepower or more.
- Equipment shall be properly serviced and maintained in accordance with manufacturer recommendations.
- The construction contractor shall ensure that all non-essential idling of construction equipment is restricted to five minutes or less in compliance with Section 2449 of the California Code of Regulations, Title 13, Article 4.8, Chapter 9.
- Measures identified in the HRA shall be included in the environmental document and/or incorporated into the site development plan as a component of the proposed Specific Plan. Prior to issuance of any construction permit, the
- construction contractor shall ensure that all construction plans submitted to the City of Hayward Planning Division and/or Building Division clearly show incorporation of all applicable mitigation measures.

Mitigation Measure AQ-4.1b: Implement Mitigation Measure AQ-2.1b.

GREENHOUSE GAS EMISSIONS

Impact GHG-1.1: Construction of future projects resulting from implementation of the proposed Specific Plan would generate greenhouse gas emissions, either directly or indirectly, that exceed the forecast year-2040 GHG emissions efficiency metric (2811 MTCO₂e/year compared to 1,100 MTCO₂e/year).

No individual measure and no set of feasible or practical mitigation measures are available to reduce project-generated construction emissions to less-than-significant levels in all cases. Chapter 4.6, Greenhouse Gas Emissions, has further discussion of this issue.

Impact GHG-1.2: The operation of future projects resulting from implementation of the proposed Specific Plan would generate greenhouse gas emissions, either directly or indirectly, that would exceed the forecast year-2040 GHG emissions efficiency metric.

Mitigation Measure GHG -1.2a: Prior to the issuance of building permits for new development projects in the Specific Plan Area, the applicant shall show the following on the building plans submitted:

- Non-Residential: All major appliances (e.g., dishwashers, refrigerators, clothes washers, and dryers) provided/installed are Energy Star certified or of equivalent energy efficiency. Installation of Energy Star or equivalent appliances shall be verified by the City of Hayward prior to the issuance of a Certificate of Occupancy.
- Multifamily Residential: All buildings will be all electric, meaning that electricity is the only permanent source of energy for water-heating, mechanical and heating, ventilation, and air conditioning (HVAC) (i.e., space-heating and space cooling), cooking, and clothes-drying and there is no gas meter connection. All major appliances (e.g., dishwashers, refrigerators, clothes washers and dryers, and water heaters) provided/installed are electric powered Energy Star certified or of equivalent energy efficiency where applicable. Installation of the electric-powered Energy Star or equivalent appliances shall be verified by the City of Hayward prior to the issuance of a Certificate of Occupancy.

Mitigation Measure GHG -1.2b: Prior to the issuance of building permits for new high-rise (four story or higher) residential development projects and nonresidential projects in the Specific Plan Area, the applicant shall implement the Tier 1 standards identified in the California Green Building Standards Code listed below. Buildings complying with the first level of advanced energy efficiency shall have an Energy Budget that is no greater than indicated below, depending on the type of energy systems included in the building project.

- For building projects that include indoor lighting or mechanical systems, but not both: No greater than 95 percent of the Title 24, Part 6, Energy Budget for the Standard Design Building as calculated by compliance software certified by the Energy Commission.
- For building projects that include indoor lighting and mechanical systems: No greater than 90 percent of the Title 24, Part 6 Energy Budget for the Standard Design Building as calculated by compliance software certified by the Energy Commission.

Mitigation Measure GHG -1.2c: Implement Mitigation Measure AQ-2.2a.

Mitigation Measure GHG -1.2d: Implement Mitigation Measure AQ-2.2b.

Mitigation Measure GHG -1.2e: Implement Mitigation Measure AQ-2.2c.

Mitigation Measure GHG -1.2f: Implement Mitigation Measure AQ-2.2d.

NOISE

Impact NOISE-1: The construction of future projects in the Specific Plan Area could expose sensitive receptors to noise that exceeds the City's noise limits.

Mitigation Measure NOISE-1: Prior to issuance of demolition, grading and/or building permits, the project applicant shall incorporate the following practices into the construction contract agreement to be implemented by the construction contractor during the entire construction phase:

- Construction activity is limited to the daytime hours between 10:00 a.m. and 6:00 p.m. on Sundays and holidays, and 7:00 a.m. and 7:00 p.m. on other days.
- During the entire active construction period, equipment and trucks used for project construction shall utilize the best available noise control techniques (e.g., improved mufflers, equipment re-design, use of intake silencers, ducts, engine enclosures, and acoustically attenuating shields or shrouds), wherever feasible.
- Require the contractor to use impact tools (e.g., jack hammers and hoe rams) that are hydraulically or electrically powered wherever possible. Where the use of pneumatic tools is unavoidable, an exhaust muffler on the compressed air exhaust shall be used along with external noise jackets on the tools.
- Stationary equipment such as generators, air compressors shall be located as far as feasible from nearby noise-sensitive uses.
- Stockpiling shall be located as far as feasible from nearby noise-sensitive receptors.
- Construction traffic shall be limited—to the extent feasible—to haul routes approved by the City.
- At least 10 days prior to the start of construction activities, a sign shall be posted at the entrance(s) to the job site, clearly visible to the public, that includes permitted construction days and hours, as well as the telephone numbers of the

City's and contractor's authorized representatives that are assigned to respond in the event of a noise or vibration complaint. If the authorized contractor's representative receives a complaint, he/she shall investigate, take appropriate corrective action, and report the action to the City.

- Signs shall be posted at the job site entrance(s), within the on-site construction zones, and along queueing lanes (if any) to reinforce the prohibition of unnecessary engine idling. All other equipment shall be turned off if not in use for more than 5 minutes.
- During the entire active construction period and to the extent feasible, the use of noise-producing signals, including horns, whistles, alarms, and bells, shall be for safety warning purposes only. The construction manager shall use smart back-up alarms, which automatically adjust the alarm level based on the background noise level or switch off back-up alarms and replace with human spotters in compliance with all safety requirements and laws.
- Erect temporary noise barriers, where feasible, when construction noise is predicted to exceed the City noise standards and when the anticipated construction duration is greater than is typical (e.g., two years or greater).

Impact NOISE-3: Implementation of the Specific Plan would result in a permanent substantial increase in ambient noise levels.

No individual measure and no set of feasible or practical mitigation measures are available to reduce project-generated traffic noise to less-than-significant levels in all cases. Refer to Chapter 4.10 of the Project EIR, Noise, for further discussion.

Impact NOISE-4: The construction of future projects in the Specific Plan Area could expose sensitive receptors to a substantial temporary increase in ambient noise levels.

Mitigation Measure NOISE-4: Implement Mitigation Measure NOISE-1.

TRANSPORTATION AND CIRCULATION

Impact TRANS-1: Implementation of the proposed project would cause or contribute to impacts at the following intersections:

- Foothill Boulevard & City Center Drive (South) (#1)
 - PM peak hour: Operations degrade from acceptable LOS D to unacceptable LOS F.
- Foothill Boulevard & B Street (#3)
 - AM peak hour: Operations degrade from acceptable LOS C to unacceptable LOS F.
 - PM peak hour: Operations degrade from acceptable LOS B to unacceptable LOS F.

- Main Street & A Street (#6)
 - AM peak hour: Operations degrade from acceptable LOS C to unacceptable LOS F.
- Mission Boulevard & A Street (#9)
 - AM peak hour: Operations degrade from acceptable LOS E to unacceptable LOS F.
 - PM peak hour: Operations degrade from acceptable LOS E to unacceptable LOS F.
- Mission Boulevard & B Street (#10)
 - AM peak hour: Operations degrade from acceptable LOS C to unacceptable LOS F.
 - PM peak hour: Operations degrade from acceptable LOS C to unacceptable LOS F.
- Mission Boulevard & C Street (#11)
 - AM peak hour: Operations degrade from acceptable LOS D to unacceptable LOS F.
 - PM peak hour: Operations degrade from acceptable LOS D to unacceptable LOS F.
- Mission Boulevard & D Street (#12)
 - AM peak hour: Operations degrade from acceptable LOS D to unacceptable LOS F.
 - PM peak hour: Operations degrade from acceptable LOS E to unacceptable LOS F.
- Mission Boulevard & Foothill Boulevard/Jackson Street (#13)
 - AM peak hour: Operations degrade from acceptable LOS B at the intersection level to unacceptable LOS F for all approaches.
 - PM peak hour: Operations degrade from acceptable LOS D at the intersection level to unacceptable LOS F for all approaches.
- Mission Boulevard & Fletcher Lane (#14)
 - AM peak hour: The intersection operates at LOS F without the project, and the addition of the project results in an increase in delay of 5.0 seconds or greater.
 - PM peak hour: Operations degrade from acceptable LOS E to unacceptable LOS F.
- Watkins Street & Jackson Street (#17)
 - AM peak hour: Operations degrade from acceptable LOS D to unacceptable LOS F.
 - PM peak hour: Operations degrade from acceptable LOS E to unacceptable LOS F.
- Montgomery Street & B Street (#18)
 - AM peak hour: Operations degrade from acceptable LOS D to unacceptable LOS F.
 - PM peak hour: The intersection operates at LOS F without the project, and the addition of the project results in an increase in delay of 5.0 seconds or greater.

- Peak hour signal warrant is met during both peak hours.
- 2nd Street & City Center Drive (#21)
 - AM peak hour: Operations degrade from acceptable LOS C to unacceptable LOS F.
 - PM peak hour: Operations degrade from acceptable LOS C to unacceptable LOS F.
- 2nd Street & A Street (#22)
 - AM peak hour: Operations degrade from acceptable LOS D to unacceptable LOS F.
 - PM peak hour: The intersection operates at LOS F without the project, and the addition of the project results in an increase in delay of 5.0 seconds or greater.
- 2nd Street & B Street (#23)
 - AM peak hour: Operations degrade from acceptable LOS D to unacceptable LOS F.
 - PM peak hour: Operations degrade from acceptable LOS D to unacceptable LOS F.
- 2nd Street & D Street (#25)
 - AM peak hour: The intersection operates at LOS F without the project, and the addition of the project results in an increase in delay of 5.0 seconds or greater.
- Foothill Boulevard & Hazel Avenue/City Center Drive (North) (#26)
 - AM peak hour: Operations degrade from acceptable LOS E to unacceptable LOS F.
 - PM peak hour: Operations degrade from acceptable LOS D to unacceptable LOS F.

Mitigation Measure TRANS-1: Each implementing development project shall participate in the phased construction of off-site traffic signals and improvement of intersections through payment of that project's fair share of traffic signal mitigation fees and the cost of other off-site improvements through payment of fair share mitigation fees established through the proposed Specific Plan which includes DIF (Development Impact Fee). The fees shall be collected and utilized as needed by the City of Hayward to construct the improvements necessary to maintain the required level of service and build or improve roads to their build-out level. The following mitigating improvements would be required:

- Mission Boulevard & C Street (Intersection #11): Install a traffic signal at the intersection per City requirements.
- Second Street and City Center Drive (Intersection #12): Optimize signal timing and install an eastbound right turn overlap phase per City requirements.
- Montgomery Street & B Street (Intersection #18): Install a traffic signal per City requirements.

Other improvements listed in Chapter 4.13 of the Project EIR, Transportation and Circulation, were identified to reduce impacts; however, were deemed infeasible to

reduce impacts to less-than-significant levels. Refer to Chapter 4.13 for additional discussion.

Impact TRANS-2.1: Implementation of the proposed project would cause or contribute to impacts at the following MTS arterial and freeway segments:

- I-880 Northbound (Hesperian Boulevard to A Street)
- I-880 Northbound (A Street to Winton Avenue)
- I-880 Northbound (Winton Avenue to Jackson Street)
- I-880 Northbound (South of Jackson)
- I-880 Southbound (Hesperian Boulevard to A Street)
- I-238 Eastbound (I-880 to SR-185)
- I-580 Northbound (Strobridge Avenue to Redwood Road)
- Southbound Mission Boulevard (North of D Street)
- Southbound Mission Boulevard (South of Jackson Street/Foothill Boulevard)
- Westbound A Street (North of Mission Boulevard)
- Northbound Mission Boulevard (North of A Street)
- Northbound Mission Boulevard (North of D Street)
- Eastbound A Street (North of Foothill Boulevard)
- Eastbound A Street (North of Mission Boulevard)

No individual measure and no set of feasible or practical mitigation measures are available to reduce project-generated intersection impacts to less-than-significant levels in all cases. Refer to Chapter 4.13 OPF THE project EIR, Transportation and Circulation, for further discussion.

Impact TRANS-2.2: Implementation of the proposed project would cause or contribute to impacts on 14 AC Transit bus lines in the area.

No individual measure and no set of feasible or practical mitigation measures are available to reduce project-generated transportation impacts to less-than-significant levels in all cases. Refer to Chapter 4.13 of the Project EIR, Transportation and Circulation, for further discussion.

UTILITIES AND SERVICE SYSTEMS

Impact UTIL--1: With implementation of the proposed Specific Plan there would not be sufficient water supplies available to serve the proposed future development from existing entitlements and resources during multiple dry years.

Mitigation Measure UTIL-1: Prior to approving future applications for development in the Specific Plan Area, the City shall require future project applicants to prepare and submit a written statement to the satisfaction of the City of Hayward Community Development Department that clearly demonstrates how the project complies with the water conservation and water efficiency ordinances adopted by the City, including the Indoor Water Efficiency Ordinance (Municipal Code Chapter 10, Article 23), the

CALGreen building code requirements (Municipal Code Chapter 10, Article 22 and Article 23), and the Bay-Friendly Water Efficient Landscape and Landscaping Ordinances (Municipal Code Chapter 10, Article 12 and 20) and any other water conservation strategies that would be implemented by the project applicant

F. Adopting A Statement of Overriding Consideration.

The City Council for the City of Hayward hereby adopts and makes this statement of overriding considerations related to adoption of the Downtown Specific Plan and Code, and the resulting unavoidable and significant impacts related to air quality, greenhouse gas emissions, noise, and transportation and circulation, in order to explain why the benefits of implementing the project override and outweigh such impacts.

Significant and Unavoidable Impacts

AIR QUALITY

- **Impact AQ-2.1:** The proposed Specific Plan would not exceed some air quality standards or thresholds of significance but would exceed others. Construction activities associated with implementation of the proposed Specific Plan could potentially violate an air quality standard or contribute substantially to an existing or projected air quality violations. This would be a significant impact.
- **Impact AQ-2.2:** The Specific Plan would meet some operations air quality standards but not all of them. As such, operation of development projects accommodated under the proposed Specific Plan could contribute to an existing or projected air quality violation. This would be a significant impact.
- **Impact AQ-3:** Hayward is currently part of an air basin with a nonattainment area status. Even though the Specific Plan would be consistent with the 2017 Clean Air Plan, there could be an increase in air pollutant emissions from construction and operational activities that would exceed Bay Area Air Quality Management District (BAAQMD) regional significance thresholds. Future potential development projects associated with the proposed Specific Plan could cumulatively contribute to the non-attainment designations of the San Francisco Bay Area Air Basin. This would be a significant impact.
- **Impact AQ-4.1:** The Specific Plan could exceed BAAQMD's project level and cumulative significance thresholds for community risk and hazards. Construction activities associated with potential future development projects accommodated under the proposed Specific Plan could expose nearby receptors to substantial concentrations of Toxic Air Contaminants. This would be a significant impact.

GREENHOUSE GAS EMISSIONS

- **Impact GHG-1.1:** Even though construction emissions are a one-time occurrence and would cease at project buildout, given the magnitude of the Specific Plan, that the cumulative amount of emissions would exceed the threshold for such emissions. Construction of future projects resulting from implementation of the proposed Specific Plan would generate greenhouse gas emissions, either directly or indirectly, that exceed the forecast year-2040 GHG emissions efficiency metric (2,811 MTCO₂e/year compared to 1,100 MTCO₂e/year). This would be a significant impact.
- **Impact GHG-1.2:** The operation of future projects resulting from implementation of the proposed Specific Plan would generate GHG emissions, either directly or indirectly, that would exceed the forecast year-2040 GHG emissions efficiency metric. This would be a significant impact.

NOISE

- **Impact NOISE-1:** Construction activities associated with development proposed by the Specific Plan has the potential to exceed the City's noise limits resulting in a significant impact(s). The construction of future projects in the Specific Plan Area could expose sensitive receptors to noise that exceeds the City's noise limits. This would be a significant impact.
- **Impact NOISE-3:** Even with a multitude of mitigation measures that could reduce noise caused by new development that would come from implementation of the Specific Plan, there would be a permanent increase in ambient noise levels within the Plan area. Implementation of the Specific Plan would result in a permanent substantial increase in ambient noise levels. This would be a significant impact.
- **Impact NOISE-4:** Noise impacts from construction come from a variety of sources and it's hard to quantify all such sources. Because of this difficulty to measure all types of construction noise sources, there could be impact to existing neighboring uses in the short term. The construction of future projects in the Specific Plan Area could expose sensitive receptors to a substantial temporary increase in ambient noise levels. This would be a significant impact.

TRANSPORTATION AND CIRCULATION

- **Impact TRANS-1:** Even with some intersections within the Plan Area defined as having a less than significant impact, others would have impacts that are significant and unavoidable. Implementation of the proposed project would cause or contribute to impacts at 16 intersections. This would be a significant impact.

- **Impact TRANS-2.1:** Because of the difficulty of acquiring right-of-way for vehicle traffic and the Specific Plan goal of better accommodating pedestrians and bicyclists, it's difficult to reduce impacts to vehicular traffic to less than significant levels under the Plan. Implementation of the proposed project would cause or contribute to impacts at 14 MTS arterial and freeway segments. This would be a significant impact.
- **Impact TRANS-2.2:** Even with the implementation of improvements to transit service that would come from the Specific Plan, some roadways would be negatively impacted, thus affecting the performance of bus service. Implementation of the proposed project would cause or contribute to impacts on 14 AC Transit bus lines in the area. This would be a significant impact.

Benefits of Project

Adoption and implementation of the Downtown Specific Plan and Code will provide substantial benefits to the City of Hayward by:

1. Transforming Downtown into a vibrant, walkable City center that serves as a regional destination to live, work, and play for City residents, neighboring communities, and local college students.
2. Guaranteeing that Downtown is a beautiful, safe, and high-quality pedestrian-oriented environment for all ages to enjoy day or night, with sufficient and attractive lighting, sidewalk amenities, landscaping, and inviting ground floor frontages.
3. Providing a wide variety of housing types that are available to meet the economic and physical needs of a diverse population.
4. Making sure that the public right-of-way is recognized as the backbone of the public realm and Downtown streets are comfortable for people walking and bicycling, efficient and convenient for people taking transit, and accommodating to people driving automobiles at posted speed limits.
5. Prioritizing public transportation, walking, biking and shared rides are the preferred means of travel for most trips in Downtown thereby reducing cut-through traffic and the need for parking while also supporting economic development and sustainability initiatives.
6. Continuing on a path for Downtown that capitalizes on its location in the region, leverages its amenities, and captures more sales tax revenue to become a national model for the revitalization of mid-size cities
7. Ensuring public services, community facilities, and utility systems are well maintained, implement Citywide climate change policies, and meet the needs of current and future Downtown residents, businesses, and visitors.

II. ADOPTING THE DOWNTOWN SPECIFIC PLAN AND FINDINGS IN SUPPORT OF ENACTING THE DOWNTOWN DEVELOPMENT CODE AND ALL ZONING MAP AMENDMENTS.

The City Council hereby adopts the Downtown Specific Plan and the following findings in support of enacting the Downtown Development Code and Zoning map Amendments pursuant to the provision that all of the following findings have been met with regard to the Plan and Code:

- A. The Downtown Specific Plan and Code (Plan or Specific Plan) provides a strategy to achieve the community's vision of a resilient, safe, attractive, and vibrant historic Downtown by clearly outlining an implementation plan, delineating an inclusive, multi-modal circulation system, integrating public open spaces, and establishing new regulations that clearly establish Downtown Hayward as the heart of the City and a destination for visitors and residents.
- B. The Plan guides initiatives and investments that capitalize on the City's unique assets, such as its central location in the Bay Area, its proximity to educational institutions, the Downtown Hayward Bay Area Rapid Transit (BART) station, the beautiful parks, creek and public gardens, the compact street grid, the historic buildings, and the extensive public art. As illustrated on Figure 1.1 (Downtown Specific Plan Area Map), the Plan Area encompasses 320 acres bounded loosely to the west by Grand Street, south by E Street, east by 3rd Street, and north by Hazel Avenue.
- C. The City of Hayward initiated the Specific Plan and Code in August 2016. The project, which also includes the development of a programmatic Environmental Impact Report (EIR), is funded primarily by a grant from the Alameda County Transportation Commission (ACTC). Under California law, specific plans enable a community to articulate a vision for a defined area and develop goals, policies, and implementation strategies to achieve desired outcomes in a coordinated manner. The Downtown Specific Plan and Code aims to implement the goals and policies of the Hayward 2040 General Plan.
- D. The Planning Commission held a public hearing on March 28, 2019 and reviewed the Downtown Specific Plan and Code, all proposed Zoning Map changes, the project EIR, the proposed Mitigation Monitoring and Reporting Program and a Statement of Overriding Considerations and recommended that Council adopt the Downtown Specific Plan and Code and certify the Program EIR, the Mitigation Monitoring and Reporting Program and a Statement of Overriding Considerations for the project. Notice of the hearing on the Project were published in the manner required by law and the hearing was duly held by City Council on April 30, 2019.

Accordingly, to achieve the goals envisioned in the Downtown Specific Plan, the City Zoning Code and Map must be amended to create and change various zoning designations for certain properties within the Plan Area, as set forth in Ordinance No. 19-_____.

III. ADMINISTRATIVE RECORD. A copy of the EIR, staff reports and communications to the planning Commission and City Council are on file in the office of the City Clerk. In addition, other documents comprising the administrative record on this matter are on file on the office of Development Services Department.

IN COUNCIL, HAYWARD, CALIFORNIA _____, 2019

ADOPTED BY THE FOLLOWING VOTE:

AYES: COUNCIL MEMBERS:
MAYOR:

NOES: COUNCIL MEMBERS:

ABSTAIN: COUNCIL MEMBERS:

ABSENT: COUNCIL MEMBERS:

ATTEST: _____
City Clerk of the City of Hayward

APPROVED AS TO FORM:

City Attorney of the City of Hayward