

4.8 LAND USE AND PLANNING

4.8.1 INTRODUCTION

This section describes existing and planned land uses at the Hayward campus and analyzes the impact of implementation of the proposed Master Plan on land uses on the Hayward campus and in the surrounding area. The relationship of the proposed Master Plan to land use plans and policies of the City of Hayward is also discussed. As a state entity, California State University East Bay (CSUEB) is not subject to municipal land use enactments, such as the City of Hayward General Plan. Nevertheless, such planning policies are of interest to the Hayward campus because campus development and local development are coincident. The Hayward campus maintains cooperative relations with local governments regarding planning and land use issues to assure that mutual interests are addressed.

Public and agency comments related to land use and planning received in response to the Notice of Preparation (NOP) issued for this EIR are summarized below.

- The proposed faculty/staff housing near Grandview Avenue and off of Hayward Boulevard would infringe upon existing residential neighborhoods. The faculty/staff housing location off of Carlos Bee Boulevard would not infringe on existing neighborhoods.

4.8.2 ENVIRONMENTAL SETTING

4.8.2.1 Study Area

The Hayward campus and areas within a 0.5-mile radius of the campus constitute the study area for the land use and planning analysis. The Hayward campus includes a total of 364 acres; of these, 180 acres are developed and 184 acres are undeveloped.

4.8.2.2 Campus Land Use

The approximately 364-acre campus site is embedded in the urbanized community of City of Hayward in the inner East Bay of the San Francisco Bay Area. Approximately 180 acres of the campus site are developed and the remainder of the campus site is undeveloped owing largely to the difficult terrain and steep slopes found in the south and at other edges of the site.

The developed portion of the campus is composed of approximately 30 buildings that were built between 1963 and the present. The buildings include academic and administrative buildings; a library; student housing, athletic facilities and playfields, an amphitheatre, quads and courtyards, and surface parking lots. The buildings comprise approximately 1.4 million gross square feet (gsf) of space and range in

height from one to 13 stories. The tallest building on campus is the 13-story Warren Hall, which is located along West Loop Road in the southern portion of the campus. The reduction of Warren Hall from 13 to five stories has been approved in order to address the seismic safety of the building. Further description of campus land uses is provided below.

The generalized pattern of existing land uses on the Hayward campus is shown in **Figure 4.8-1, Existing Land Use**. As shown, academic uses occupy the center of the relatively flat developable portion of the campus. The academic core is flanked by the Pioneer Heights housing area on the south, and surface parking on the east, west, and north. Athletic fields occupy the northwest portion of the developed campus.

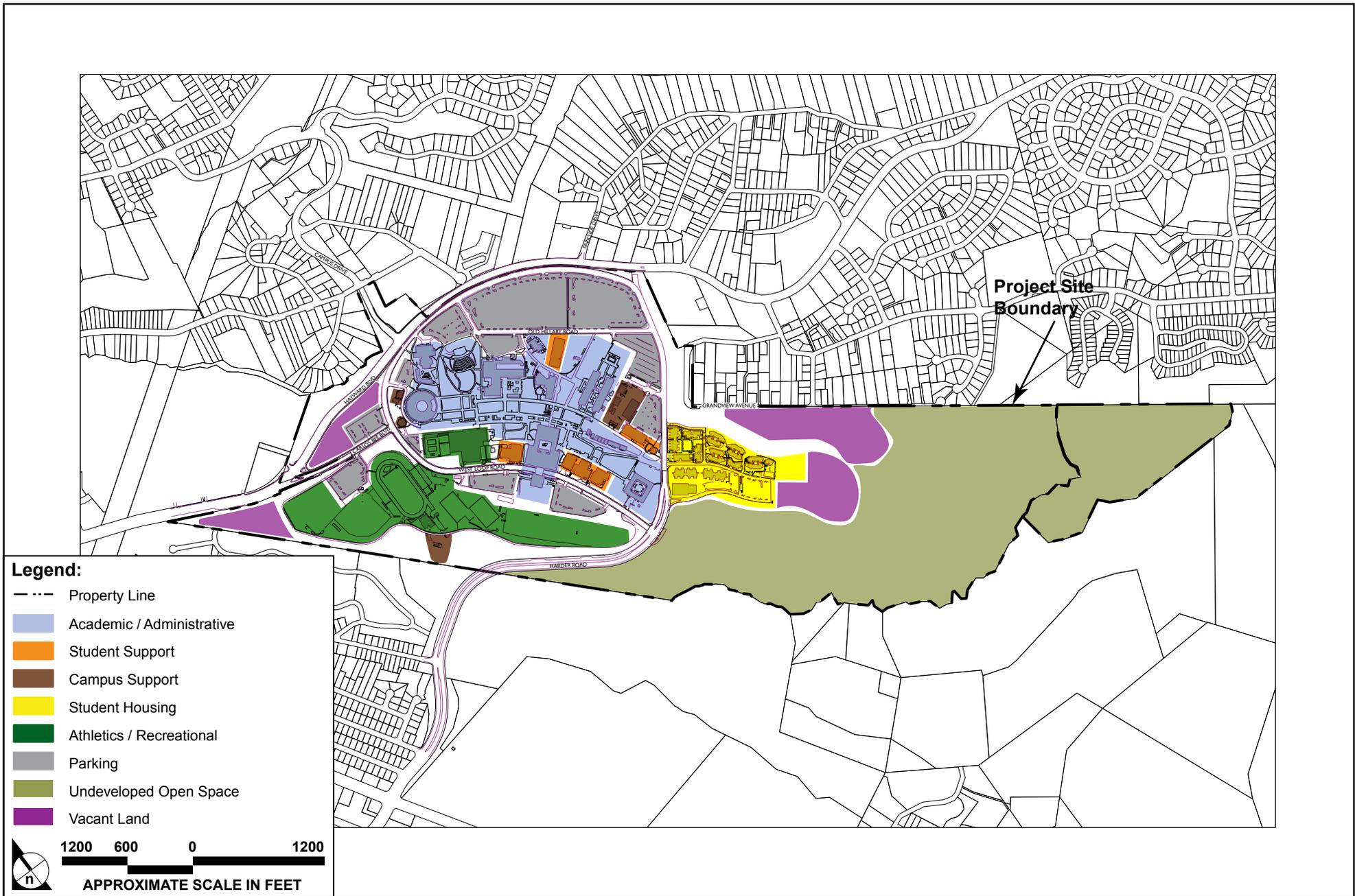
Academic and Supporting Uses

Academic buildings are almost entirely within the existing academic core and are bordered by the loop roads, Carlos Bee Boulevard and Harder Road. Buildings that are categorized as academic/administrative include the University Theater/Robinson Hall, Music and Business, Art and Education Building, Science Building–North, Science Building–South, Valley Business and Technology Center, and Meiklejohn Hall. The University Library is also located within the academic core.

As shown on **Figure 4.8-1**, support services include student support and campus support. The existing student support facilities include the Student Union Complex (Pioneer Bookstore/Foundation Building and University Union) and the Student Services Hub. Existing campus services include the Corporation Yard/Receiving and the Temporary Resource Offices located in the southern and northern portions of the campus, respectively.

Campus Housing

Currently, the campus provides approximately 800 beds within the Pioneer Heights I and II student housing complexes. The Pioneer Heights student housing neighborhood is situated south of the academic core and is flanked on the north, east, and south with vacant land and open space. Pioneer Heights III, which includes 472 new student housing beds opened in fall 2008, bringing the total number of student beds to nearly 1,300. No faculty/staff housing is provided on the campus at this time.



SOURCE: CSU East Bay Hayward Campus Master Plan Study - April 2008

FIGURE 4.8-1

Existing Land Use

Recreational and Athletic Facilities

As described in **Table 3.0-2**, existing recreational facilities include Pioneer Stadium, Physical Education and gym, swimming pools, tennis courts, baseball diamonds, and soccer fields. In addition to the facilities listed in **Table 3.0-2**, a new Recreation and Wellness Center is slated to be built and open for operation for the 2009–10 school year. The Recreation and Wellness Center will include a gymnasium, indoor jogging track, two activity rooms, outdoor adventure center, two massage therapy rooms, and other amenities within a 54,000-square-foot building. Existing quads and courtyards are located throughout the developed portion of the campus as shown in **Figure 3.0-2**.

Parking

The Hayward campus currently provides approximately 4,800 parking spaces for students, faculty, staff, and University-owned vehicles. As shown in **Figure 3.0-2**, primary parking facilities for faculty, staff, students, and visitors are large surface lots located on the eastern and western edges of the campus. Short-term (1-hour) parking spaces and spaces reserved for service vehicles are located on the street on West Loop Road and near several campus buildings.

4.8.2.3 Existing Adjacent Land Uses

Surrounding land uses are shown in **Figure 3.0-3**. As shown, the campus is surrounded by single- and multi-family residential developments, open space, public and quasi-public uses, and commercial uses. Multi-family residential developments exist to the north and east of the project site. The former Highland Elementary School (currently Anchor Education, Inc.) is also located to the north of the campus across Hayward Boulevard and is designated as public and quasi-public land. Single-family residential developments abut the campus to the east. Commercial uses are located south of Hayward Boulevard, east of the campus. Open space abuts the southeastern boundary of the campus. Garin Regional Park is adjacent to the campus to the south. To the west, the campus is bordered by property owned by the California State Transportation Agency (Caltrans) which was at one time acquired to be the right-of-way for the extension of State Route (SR) 238. A limited number of residences as well as undeveloped parcels are found within this area. Further to the west beyond the Caltrans property, a mix of residential, retail and commercial, and auto-oriented and auto-serving uses adjoin Mission Boulevard, a major north-south arterial in the City.

The nearest retail activity is found on Mission Boulevard; a small retail center is also located less than 0.25 mile southeast of the campus on Hayward Boulevard. Mostly dense urban residential and commercial development lies to the north, and east of the campus and mostly open space uses lie to the west and south of the campus.

4.8.2.4 State and Local Land Use Plans and Policies

There are no other state or regional land use plans applicable to the project site. As discussed above, the CSUEB is not subject to municipal land use enactments, such as the City of Hayward General Plan and the Hayward Municipal Code, given that it is a state entity. However, such local planning documents are of interest to the Hayward campus because campus and local development are coincident. The Hayward campus maintains cooperative relations with local governments regarding planning and land use issues to assure that mutual interests are addressed. For the purposes of coordination between the Hayward campus and the City of Hayward, this EIR provides a summary below of the City of Hayward General Plan, Hayward Highlands Neighborhood Plan, and Hayward Municipal Code.

City of Hayward General Plan and Hayward Highlands Neighborhood Plan

The City of Hayward General Plan (General Plan) contains a comprehensive set of goals, objectives, policies, and programs to guide future growth and development in the City of Hayward. The manner in which the general goals in the General Plan are to be attained is set forth through a statement of objectives and policies in a series of elements. The General Plan currently contains the following elements: Land Use, Circulation, Economic Development, Housing, Community Facilities and Amenities, Conservation and Environmental Protection, and Public Utilities and Services.

The land use element of the General Plan notes that the City is focusing on maintaining and enhancing existing neighborhoods, business districts, and surrounding open space. The City has established land use policies for all of Hayward, in addition to policies within the 16 neighborhood plans covering all residential and commercial areas of the City, with the exception of the Downtown area. These neighborhood plans include policies and strategies for neighborhood improvements and revitalization. The City of Hayward designates the Hayward campus as Public/Quasi-Public uses. The Public/Quasi-Public land use applies to schools and universities as well as other public facilities such as hospitals.

The Hayward Highlands Neighborhood Plan is the applicable plan for the area surrounding the Hayward campus. The plan includes policies and strategies for land use, neighborhood character, circulation and traffic safety, public facilities, and public safety. The following strategies relate to the Hayward campus:

Strategy 1.3: Maintain and enhance the cooperative working relationships between Cal State Hayward [sic] and City of Hayward police forces.

Strategy 2.1: Encourage and continue to support programs and activities at Cal State Hayward [sic] which provide education, cultural, and recreational opportunities to the public.

Strategy 2.2: Encourage the University to maintain and replace plantings per the original landscape plans at the corner of Campus Drive and Hayward Boulevard and in the median between East Loop Road and Hayward Boulevard.

Strategy 2.3: Continue to encourage development of a Cal State Hayward [sic] program in Hayward public schools especially Highland Elementary School if not already included.

Strategy 3.1: Retain the existing PUBLIC AND QUASI-PUBLIC land use designation on Cal State Hayward [sic] property. If future demand warrants, support additional residential development on Cal State Hayward [sic] property to accommodate possible future demand for student housing.

City of Hayward Municipal Code

The Hayward campus site is zoned as RS (Single-Family Residential) District in the Hayward Zoning Ordinance. According to the Hayward Municipal Code, permitted uses under the RS District include residential uses and other uses including daycare homes and public agencies. The zone also allows conditionally permitted uses including academic facilities.

4.8.3 IMPACTS AND MITIGATION MEASURES

4.8.3.1 Standards of Significance

In accordance with Appendix G of the 2008 *California Environmental Quality Act (CEQA) Statutes and Guidelines* and the CSU CEQA Handbook, the impact of the proposed project related to land use and planning would be considered significant if it would:

- Physically divide an established community.
- Conflict with any applicable land use plan, policy, or regulation of an agency with jurisdiction over the project adopted for the purpose of avoiding or mitigating an environmental effect.
- Conflict with any applicable habitat conservation plan or natural community conservation plan.

4.8.3.2 Methodology

Land use impacts are evaluated below based on information obtained from review of existing and proposed campus land uses and development, review of existing surrounding land uses and development, review of applicable elements in the General Plan and Hayward Highlands Neighborhood Plan, and review of applicable zoning in the Hayward Municipal Code. As indicated above, the Hayward campus is not subject to local land use regulations. The focus of this analysis is to identify any potentially significant land use impacts that could occur adjacent to the campus on land under the jurisdiction of the City of Hayward.

Issues Not Discussed Further

The proposed Master Plan would not conflict with any applicable habitat conservation plan or natural community conservation plan as none are applicable to the Hayward campus and its vicinity. This issue is not discussed further in this section.

4.8.3.3 Project Impacts and Mitigation Measures

MP Impact LU-1: Growth and development under the proposed Master Plan would not physically divide an established community.

Level of Significance: No impact

Implementation of the proposed Master Plan would result in the replacement of old buildings, increase in the overall density of development through new construction, and increase in enrollment, residents, and employment on the Hayward campus. This growth and development would occur primarily within the portion of the campus that is already developed, with student housing and potential sites for faculty/staff housing developments proposed along the periphery of the developed campus area. Approximately 130 acres of the southern campus site would remain undeveloped and dedicated open space.

The Master Plan proposes faculty/staff housing adjacent to existing residential neighborhoods. The three locations for faculty/staff housing being considered include a 2.5-acre site in the northwest portion of the campus, a 2-acre site off Hayward Boulevard and Campus Drive, and a third site northeast of the existing Pioneer Heights housing. The site located adjacent to the Pioneer Heights housing would be an extension of the existing campus community. The proposed faculty/staff housing site north of the University Theater, across Hayward Boulevard, is adjacent to an existing residential neighborhood. The proposed faculty/staff housing sites considered along Campus Drive and Carlos Bee Boulevard would be surrounded by existing residential developments. Therefore, the extension of housing into the neighborhoods would not physically divide an established community and no impact would occur.

All development associated with the proposed Master Plan, including the academic, support, recreation, housing, parking, and roadways, would be located within or immediately adjacent to the existing development on the Hayward campus. Overall, the proposed Master Plan would not physically divide an established community and no impact would occur.

Mitigation Measure: No mitigation is required.

MP Impact LU-2: Growth and development under the proposed Master Plan would not conflict with applicable land use plans, policies, or regulations of an agency with jurisdiction over the project adopted for the purposes of avoiding or mitigating an environmental effect.

Level of Significance: Less than significant

If the proposed Master Plan is adopted, it would become the applicable land use plan for the Hayward campus. The CSU is the only agency with land use jurisdiction over projects proposed on campuses within the CSU system. Thus, campus development that is consistent with the proposed Master Plan would not have land use impacts under this CEQA threshold of significance. Therefore, the impact is less than significant.

While the Hayward campus is not subject to local land use regulations, the Hayward campus maintains cooperative relations with local governments regarding planning and land use issues to assure that mutual interests are addressed. As shown in the evaluation below, the proposed Master Plan for CSUEB Hayward campus would not conflict with relevant local land use plans.

City of Hayward General Plan and Hayward Highlands Neighborhood Plan

The Hayward campus planning area is designated as a Public/Quasi-Public land use in the City of Hayward General Plan and is adjacent to the Hayward Highlands neighborhood. The proposed Master Plan would not conflict with the land use designation for the site. Rather, development associated with the project is intended to serve the campus.

The proposed Master Plan would be consistent with the pertinent strategies listed within the Hayward Highlands Neighborhood Plan. With regard to Strategy 1.3, the Master Plan would not compromise the relationship between the City of Hayward Police Department and CSUEB Hayward Police Department and is discussed in detail in **Section 4.10, Public Services**. The Master Plan would be compatible with Strategy 2.1 because the land uses proposed are designed to support growth in academic, cultural, and recreational opportunities on the Hayward campus. Strategy 2.2 would be supported through the proposed improvements to campus landscaping and entries. Regarding Strategy 2.3, programs in Hayward public schools are not mentioned in the Master Plan. However, the proposed Master Plan does not include any program or element that would conflict with Strategy 2.3. Finally, the proposed Master Plan includes the development of additional on-campus student housing and is, therefore, consistent with Strategy 3.1.

City of Hayward Municipal Code

As discussed above, the Hayward campus site is zoned as RS (Single-Family Residential) District in the Hayward Zoning Ordinance. Academic facilities are permitted within this zone under a conditional use permit. As all of the uses proposed within the Master Plan are consistent with uses currently on the Hayward campus and the definition of an academic facility, the proposed Master Plan would not conflict with the City of Hayward zoning for the site.

Land Use Compatibility

The proposed Master Plan does not propose land uses that are substantially incompatible with uses adjacent to the Hayward campus. As discussed above, the proposed Master Plan would generally conform to local land use plans. While the density of development would increase under the proposed Master Plan compared to existing conditions, the overall pattern and type of campus development would generally be maintained. Therefore, surrounding land uses would continue to exist adjacent to a fully developed campus that would be generally similar to that which currently exist.

As summarized above, a comment received in response to the NOP expressed concern that two of the locations identified as potential sites for faculty/staff housing in the Master Plan would infringe on the adjacent neighborhoods. If faculty/staff housing were constructed at the site off of Hayward Boulevard across from the University Theatre, the development would be designed to minimize impacts to the existing adjacent neighborhoods and additional environmental review would be conducted to evaluate potentially significant environmental impacts. With regard to the potential faculty/staff housing location near Grandview Avenue adjacent to Pioneer Heights, as identified in **Section 4.1, Aesthetics**, of this EIR, a significant impact would occur due to the obstruction of views of the San Francisco Bay. The Campus intends to involve the local community at the time a specific location for faculty/staff housing is determined. After a location for faculty/staff housing is determined, the development would be designed to minimize impacts to adjacent neighborhoods and would be subject to additional environmental review.

In summary, for the above reasons, the development of campus uses under the proposed Master Plan would not conflict with local land use plans. The impact would be less than significant.

Mitigation Measure: No mitigation is required.

4.8.3.4 Cumulative Impacts and Mitigation Measures

As discussed above, the proposed Master Plan would not introduce any land uses on the Hayward campus that would be incompatible with surrounding land uses. Future development in the Hayward Highlands neighborhood would be expected to be in general conformance with local land use plans and therefore would also not likely result in substantial incompatibilities with surrounding land uses. As a result, cumulative development in the vicinity of the Hayward campus in accordance with the local land use plans would not be expected to introduce land uses that would be substantially incompatible with the existing development, proposed campus development, or other future adjacent development. Cumulative impacts would be less than significant.

4.8.4 REFERENCES

City of Hayward. *City of Hayward General Plan*, "Land Use Element."

Hayward Highlands Neighborhood Plan. 1998. Adopted by City Council Resolution 98-033.

City of Hayward Municipal Code.