

City of Hayward, California**Location:** Alameda County**Population:** 143,407 (2008)**Ethnic composition:** 37% White, 27% Hispanic or Latino, 23% Asian, 11% Black or African American**Median age:** 36.8 years**Adults ages 45 to 64:** 36,317**Adults ages 64 and older:** 15,023**Percentage of adults ages 45 and older compared with total population:** 36%**Median household income:** \$60,771 (2007)

Other key information: Hayward's population has grown by more than 20% over the past 15 years. Within the city are two Bay Area Rapid Transit (BART) stations, an Amtrak station, an extensive network of freeways, and public transportation services that provide access to major airports serving the San Francisco, Oakland, and San José regions.

HOUSING | MOBILITY | TRANSPORTATION

Industry: Local Government Agency**CHALLENGE**

California cities must, by law, plan for ways to provide affordable housing to their residents. According to the California Department of Housing and Community Development, "The California Housing Element Law of 1969 requires each city to adopt a housing element as part of its general plan to meet 'fair share planning' for housing to accommodate all income groups" (i.e., families and individuals with low, very low, and moderate incomes) and special-needs populations (e.g., historically underserved communities of color and diverse ethnic composition).

The drastic drop in the housing market and the corresponding drop in property tax revenue made the task of producing an adequate supply of affordable housing even more difficult for Hayward, as for many other cities across California and the United States. Developing affordable housing has long been a formidable task, especially in the Bay Area, where the cost of living is significantly higher than in most regions across California. In "built-out" cities and suburban communities, finding land suitable for infill development (developing vacant or underused land within existing urban areas) to provide more affordable housing is challenging. Infill development can be unpopular with existing residents, and less profitable for developers and investors than other types of development.

For older adults, not only is it difficult to find housing at a reasonable cost, but it can also be difficult to find housing that meets their needs. Buildings are often designed inside and out in ways that make them unsuitable for people with a limited range of physical ability. For example, there may be multiple stories with staircases, narrow hallways and doorways, or primary rooms, such as bathrooms and bedrooms, on upper levels.

Meanwhile, restrictive local zoning laws contribute to the dearth of affordable housing by not allowing for shared housing, accessory dwelling units (e.g., "granny flats"), and mixed residential-retail developments. Ineffective planning and coordination during the housing development and planning processes often means a failure to consider the issue of providing residents with easy access to public transportation, stores that serve the neighborhood, and other support services, such as clinics and community centers.

SOLUTION

The Hayward City Council recently voted to approve the development of a transit-friendly village adjoining the Bay Area Rapid Transit (BART) station in south Hayward. The development, known as the South Hayward BART Transit Village, will include 788 residential units, 206 of which will be reserved for low-income older adults and families. These units are part of a high-density development that will include a Safeway grocery store with affordable apartments located above it.

Although the City of Hayward does not own the land slated for redevelopment, the city still played an integral role in moving this far-reaching project forward through both citywide policies and project-specific efforts.

The City of Hayward's existing inclusionary housing ordinance requires that any development at this BART station include units for low-income residents in addition to any proposed market-rate housing. Early in the project's planning and design phase, the city established a partnership with Eden Housing, a nonprofit affordable housing developer with a strong, successful history in Hayward going back more than 40 years. Since 1973, Eden Housing has completed more than 5,000 units of affordable housing for families, seniors, and individuals with special needs—with more than 20 developments in Hayward alone. For this particular project, more than 26% of the total units proposed will be affordable. This number exceeds the city's minimum standard, which, according to its inclusionary ordinance, is 15%.

The city laid the groundwork for this development through a series of community planning meetings that not only led to community support for increased densities at this location, but also paved the way for the California Environmental Quality Act (CEQA) clearance necessary for the project. City staff, with their partners at BART, began the visioning and planning process for the neighborhood long before the current development team (including Eden Housing and the master developers, Wittek Development and the Montana Property Group) stepped forward with a specific proposal. The city began by assembling a technical advisory group (TAG) consisting of staff from the city's Community and Economic Development Department, Redevelopment Agency, and Public Works Department. These stakeholders reviewed possible development schemes and identified opportunities and potential impacts.

The city then hosted three community meetings to gather input from neighborhoods surrounding the development site, community leaders, and residents. The first meeting served as a kickoff for the project and a review of existing conditions. At the second meeting, participants reviewed and provided feedback on two preliminary land use scenarios for the station area. The final meeting, a city-hosted community



workshop, took place after the public review draft of the Concept Design Plan was released. The Concept Design Plan formed the basis of a program-level Environmental Impact Report (EIR), which the city prepared to review the impact of proposed zoning changes (higher densities) in the South Hayward BART station area and a general plan amendment. The City of Hayward certified the EIR and approved related general plan and zoning ordinance amendments in June 2006. With the program-level EIR and rezoning process complete, the development team quickly secured CEQA clearance for the proposed development.

Two BART parking lots and a privately held lot currently occupy the site of the transit village. To achieve optimal transit-oriented and infill densities, the project must complete roughly \$44.6 million in new infrastructure construction, including \$19.9 million for BART replacement parking, \$9 million for public parking to support the retail uses, nearly \$6.5 million in parking structures for the affordable housing, and approximately \$9 million to support rebuilding of surface arteries, pedestrian access, and bus transfer stops.

The City of Hayward's Redevelopment Agency has conditionally committed nearly \$20 million to support this project. Approximately \$12.7 million will be allocated to fund a portion of the required infrastructure, including the public parking to support neighborhood retail uses. About \$7.1 million will be allocated directly to the affordable housing component as a subsidy.

The transit village project has also secured a commitment from the State of California for an additional \$47 million. The project will receive a \$30 million Infill Infrastructure Program Grant and a \$17 million Transit-Oriented Development (TOD) Housing program loan. These funds are available through the Housing and Emergency Shelter Trust Fund Act (Proposition 1C), which California voters approved in 2006. The State Department of Housing and Community Development (HCD) administers Prop 1C funds.

The project will be built in phases over several months, with the first phase encompassing the building of the Safeway grocery store and affordable housing units.

RESULTS

The South Hayward BART Transit Village is located on a 12-acre site and will adjoin the BART station and the Alameda-Contra Costa (AC) Transit bus hub. These transit facilities will connect residents to a number of regional employment centers, such as downtown San Francisco and Oakland, three international airports, an Amtrak rail stop, and a number of smaller central business districts. The shopping center will house a large grocery store, delicatessen, and coffee shop. All these amenities will be within walking distance of each other.

High-density development projects that include mixed land use increasingly serve as a method for preserving open space and building more affordable housing at the same time. Identified as a component of "smart growth," mixed land use involves locating housing, transportation, and other key consumer services, such as retail centers and restaurants, in close proximity to each other, thus creating a more livable environment for residents. In general, mixed land use requires special zoning. According to the National Association of Home Builders (NAHB), when considering mixed-use and higher-density developments, "It is well understood that higher densities are needed if good transit service is to be feasible."

City leaders envision that the South Hayward BART Transit Village will revitalize the community and transform the area, which includes a large, underutilized parking lot, into a vibrant neighborhood and transit hub.

AGING WELL BENEFITS—HOUSING/MOBILITY/TRANSPORTATION

The South Hayward BART Transit Village project reflects two major successes in local planning for aging well:

- Increasing access to affordable housing for low- and moderate-income older adults
- Using a high-density and mixed land use planning and development approach

Developing more options for affordable housing in a community helps create economically diverse neighborhoods, offers residents the opportunity to live close to work and shopping, and provides a stable community home for older people who might otherwise be struggling with rising rent payments in apartment complexes. Affordable and safe housing for older adults is a key component when considering access to an array of local, community-based, long-term care services. According to an International City/County Management Association (ICMA) publication about active living and older adults, “Creating more livable communities reduces costs associated with social services and health care, and yields a range of social and economic benefits by extending and expanding older adults’ contributions to civic life.”

The transit village project offers an example of how to successfully plan for and create a community that promotes neighborliness and ease of access for all residents, especially those whose mobility is impaired due to chronic illness, injury, or advanced age.

Higher-density housing developments help make communities “walkable” and transit-oriented by providing a critical mass of residents who need neighborhood shops and services, as well as transportation to and from the development, grocery stores, and a variety of community-based agencies. These developments increase socialization and improve access to support services, which in turn promotes better health and reduces isolation among older adults who may not have family or friends in the area.

Moreover, providing a diverse mix of services near or surrounding residential areas creates an environment that encourages walking and bicycling. More physical activity among older adults helps control weight and contributes to healthier bones, muscles, and joints, thus reducing the chance that an older adult will fall and sustain a costly injury. Major chronic conditions, such as diabetes, heart disease, and arthritis, that are more common in older adults may improve significantly with higher levels of exercise and physical activity. Being physically active also decreases symptoms of depression and anxiety, can lessen the need for medications in some cases, and, ultimately, can reduce visits to physicians and hospitals.



PROMISING PRACTICES—LESSONS LEARNED

- Revise zoning ordinances to support mixed land use, including transit-oriented development.
- Promote mixed-use housing developments to enhance access to transit, shopping, neighborhood and retail services, and other community resources.
- Integrate supportive services into affordable housing projects for older adults.
- Leverage funds from a variety of sources to meet affordable housing needs.
- Use transit-oriented development to address a variety of affordable housing, sociability, health, mobility, and social service-related needs of older adults.

REFERENCES

California Department of Housing and Community Development. Transit Oriented Housing Development Program. <http://www.hcd.ca.gov/fa/tod/> (accessed August 4, 2009).

Eden Housing. <http://www.edenhousing.org> (accessed July 14, 2009).

Hayward, California. <http://www.ci.hayward.ca.us/> (accessed July 14, 2009).

International City/County Management Association (ICMA). "Active Living for Older Adults: Management Strategies for Healthy and Livable Communities." Washington, DC: ICMA, September 2003. http://bookstore.icma.org/freedocs/Active_Living.pdf (accessed July 16, 2009).

Jones, Greg, City Manager, and David Rizk, Director of Development Services, City of Hayward; Linda Mandolini, Executive Director, Andrea Osgood, Project Developer, and Jennifer Reed, Director of Resident Services, Eden Housing; City of Hayward, California. Interview. July 31, 2009.

Kurhi, Eric. "Transit Village Approved for South Hayward BART." *The Daily Review*. InsideBayArea.com. March 18, 2009. <http://edenhousing.org/library/DailyReview03.18.09.pdf> (accessed July 7, 2009).

National Association of Home Builders (NAHB). "High Density Development and Mixed-Use Development." <http://www.nahb.org> (accessed July 14, 2009).

U.S. Department of Health and Human Services (HHS). Activity Guidelines Advisory Committee. "Physical Activity Guidelines Advisory Committee Report." January 2008. <http://www.health.gov/PAGuidelines/committeereport.aspx> (accessed July 13, 2009).

FOR MORE INFORMATION

This case study is part of [Aging Well in Communities: A Toolkit for Planning, Engagement & Action](#). This toolkit includes a community planning overview; guides for resident surveys, public forums, and focus groups; case studies; and a list of aging-related resources. For the complete toolkit, visit <http://www.civicpartnerships.org/docs/services/CHCC/aging-well.htm>.

CONTACT

Greg Jones, City Manager
City of Hayward
City Hall Building
777 B Street
Hayward, CA 94541-5007
(510) 583-4305

David Rizk
Director of Development
Services
City of Hayward
City Hall Building
777 B Street
Hayward, CA 94541
(510) 583-4004
david.rizk@hayward-ca.gov

Linda Mandolini
Executive Director
Eden Housing
22645 Grand Street
Hayward, CA 94541
(510) 582-1460
lmandolini@edenhousing.org

Andrea Osgood
Project Developer
Eden Housing
22645 Grand Street
Hayward, CA 94541
(510) 247-8103
aosgood@edenhousing.org

City of Hayward
(510) 583-4000
www.ci.hayward.ca.us

Eden Housing
(510) 582-1460
www.edenhousing.org



Center for Civic Partnerships
1851 Heritage Lane, Suite 250
Sacramento, CA 95815
Tel: (916) 646-8680
Fax: (916) 646-8660
Web site: www.civicpartnerships.org
Email: ccp@civicpartnerships.org