



DATE: March 12, 2018

TO: Council Sustainability Committee

FROM: Interim Director of Public Works

SUBJECT Bicycle and Pedestrian Master Plan Update

RECOMMENDATION

That the Committee reviews and provides feedback on the proposed Vision and Goals and stakeholder engagement plan for the Bicycle and Pedestrian Master Plan Update.

SUMMARY

The proposed Citywide Bicycle and Pedestrian Master Plan Update will replace the City's 2007 Bicycle Master Plan, and set forth detailed goals and objectives that provide a universally accessible, safe, convenient, and integrated system that promotes walking and biking. Staff is requesting that the Committee provides feedback on the proposed Vision and Goals and stakeholder engagement plan.

BACKGROUND

The City of Hayward's current Bicycle Master Plan was last updated in 2007. Most of the bicycle facility improvements identified in the prior plan have been completed. Accordingly, now is the appropriate time to plan for future bicycle facilities. Additionally, the City lacks a pedestrian master plan. Although the City continues to implement multiple projects that enhance the pedestrian infrastructure, such as sidewalks and curb ramps, a pedestrian master plan will provide a blueprint for staff to implement projects as part of a coordinated strategy. The plan would also provide clear, implementable recommendations for development of safe and convenient transportation options that serve the needs of all residents and visitors to the City. The proposed plan will build upon the Complete Streets Policy adopted in 2013 and support the transportation and land use policies identified in the 2040 General Plan policy document. It will also recommend best ways to seamlessly incorporate and integrate the City's recent efforts, such as the Downtown Specific Plan and Alameda County Transportation Commission's Multimodal Arterial Plan.

Staff sent requests for proposals to three pre-qualified leading transportation consulting firms that are known to be at the forefront of critical areas, such as bicycle and pedestrian planning, engineering, and research, that will be essential to creating a successful plan. The three prequalified firms are: Alta Planning & Design (Alta Planning), Kittelson & Associates, Inc. (Kittelson), and Nelson\Nygaard Consulting Associates (Nelson\Nygaard). These firms have done similar work for the City of Hayward and other public agencies of comparable sizes. Alta Planning prepared the City's 2007 bicycle master plan update and Kittelson and Nelson\Nygaard are currently working together on Hayward's Downtown Specific Plan. Kittelson also prepared the transportation studies for the City's General Plan update. Kittelson submitted the sole proposal. The other firms indicated the reason for not submitting a proposal was that they did not have resources to undertake this work at the present time.

Kittelson brings significant experience and is at the forefront of applying state-of-the-art concepts in their work products. Kittelson's experience is set in a broader framework of multimodal transportation planning and engineering practice. With a long history of working with the City, Kittelson brings in-depth knowledge and understanding of the transportation and land use context. As part of the Downtown Specific Plan team, Kittelson has the knowledge of Hayward's needs and is well positioned to collaborate closely and help refine strategies and integrate concepts to improve the bicycle and pedestrian infrastructure in the downtown area. Within Alameda County, the team of Kittelson and TDG have authored multiple active transportation plans, including:

- Alameda Countywide Bicycle and Pedestrian Plans
- Alameda Unincorporated County Active Transportation Plan
- Pleasanton Bicycle and Pedestrian Master Plan
- Emeryville Bicycle and Pedestrian Master Plan
- Oakland Pedestrian Safety Strategy and Pedestrian Master Plan
- Oakland Bicyclist Level of Traffic Stress Analysis.

Staff believes that Kittelson can successfully deliver a Plan that meets the City's specific needs of integrating new practices, establishing a coordinated citywide network and program of improvements, and creating sound and relevant technical resources.

DISCUSSION

Vision & Goals

The City's 2040 General Plan provides the long-term vision and goals that serves as the foundation for updating the Bicycle and Pedestrian Master Plan. The update will specifically support the General Plan Guiding Principle 7: Hayward residents, workers, and students should have access to an interconnected network of safe, affordable, dependable, and convenient transportation options. The Mobility Element within the General Plan establishes goals and policies to improve the mobility of people and goods within and through the city of Hayward. Rather than focusing on automobile transportation, the Mobility Element seeks to create a balanced transportation network that supports and encourages walking, bicycling,

and transit ridership. The proposed Bicycle and Pedestrian Master Plan update supports and shares the goals identified in the Mobility Element, including:

- Goal M-1: Provide a comprehensive, integrated, and connected network of transportation facilities and services for all modes of travel.
- Goal M-2: Connect Hayward to regional and adjacent communities' transportation networks and reduce the impacts of regional through traffic in Hayward.
- Goal M-3: Provide complete streets that balance the diverse needs of users of the public right of-way.
- Goal M-5: Provide a universally accessible, safe, convenient, and integrated pedestrian system that promotes walking.
- Goal M-6: Create and maintain a safe, comprehensive, and integrated bicycle system and support facilities throughout the city that encourage bicycling that is accessible to all.

This Plan supports the purpose of the Complete Streets strategy to build streets that are safe, comfortable, and convenient for travel for everyone, regardless of age or ability, including motorists, pedestrians, bicyclists, and public transportation riders.

Project Approach

The overall approach and the proposed scope of work (Attachment II) has been structured into four phases by grouping similarly oriented tasks. These phases include:

1. Foundation: Create a foundation for the plan by understanding the existing conditions and establishing vision and goals. As part of this process, existing bicycle and pedestrian counts, accident data and facilities will be analyzed to identify gaps in the network. This phase will also establish and initiate a public engagement process that will provide an effective and efficient way of gathering community input. Additional information about the public engagement strategy can be found under the Public Contact section.
2. Needs Analysis: Create an updated inventory of existing, completed and proposed bicycle facilities in the City. Establish the updated bicycle/pedestrian network by building upon the existing conditions, level of traffic stress and collision analysis, and develop recommendations to address goals and needs of the existing network.
3. Project Prioritization and Implementation: Develop criterion to evaluate and prioritize the identified improvements. Prepare cost estimates and identify potential funding sources for the projects.
4. Documentation: Develop a concise, graphically rich, and user-friendly summary document for formal City approval.

ECONOMIC IMPACT

Active transportation options like bicycling and walking foster economic health by creating dynamic, connected communities with a high quality of life that helps support small business development, decreases transportation and healthcare costs and increases property values, employment and tourism. Providing alternate modes of travel reduces single occupancy vehicles, reduces congestion and costs related to automobile-oriented infrastructure maintenance and construction. It also makes overall transportation system more efficient.

FISCAL IMPACT

The adopted FY 2017 Capital Improvement Program's Measure B (Pedestrian – Bicycle) Fund 212 includes \$300,000 for this update. Kittelson's initial proposed project cost is \$290,000. However, in order to accommodate the modified scope of work based on CIC recommendations and staff time, an additional \$40,000 will be added through FY19 CIP process.

STRATEGIC INITIATIVES

This agenda item supports the Complete Streets Strategic Initiative. The purpose of the Complete Streets strategy is to build streets that are safe, comfortable, and convenient for travel for everyone, regardless of age or ability, including motorists, pedestrians, bicyclists, and public transportation riders. This item supports the following goal and objective:

Goal 2: Balance the diverse needs of users of the public right-of-way.

Objective 1: Increase walking, biking, transit usage, carpooling, and other sustainable modes of transportation by designing and retrofitting streets to accommodate all modes.

SUSTAINABILITY FEATURES

The plan will be a comprehensive effort that will guide, prioritize and implement a network of quality bicycle and pedestrian facilities to improve mobility, connectivity, public health, physical activity and recreational opportunities. By applying best practices, the plan will increase transportation options, reduce environmental impacts of the transportation system, and enhance the overall quality of life for residents. Overall, the goal of the project is to develop convenient transportation alternatives to motor vehicles for residents, visitors, shoppers and commuters. The resulting reduction in single occupancy vehicles will reduce vehicle miles of travel and greenhouse gas emissions.

PUBLIC CONTACT

A public engagement plan will be developed and initiated early in the development process. This will create a community driven approach to define the vision, goals, objectives, policies and recommended changes to the bicycle and pedestrian networks.

Staff requested Council Infrastructure Committee (CIC) to review and provide feedback on the proposed scope of work on October 25th, 2017. Per the recommendations of the Committee, staff has modified scope of work to include the following: development of an interactive project website that will enable staff to provide periodic updates and allow public to comment on specific locations/areas, up to four walk/bike tours to gather specific input and establishment of a Technical Advisory Committee (TAC), comprised of key stakeholders, and members of the community.

Key Stakeholder Groups:

1. Plan Technical Advisory Committee (Plan TAC): The Plan TAC will be comprised of staff from local jurisdictions and other partner agencies and organizations. The TAC's role is to review and advise on the Plan at key milestones throughout the project.
2. Bicycle and Pedestrian Advocacy Organizations: Countywide and local bicycle and pedestrian advocacy organizations such as Bike East Bay will be engaged to help identify major barriers, gaps in connectivity, and project opportunities.
3. General Public: The general public will be informed about the Plan and can review the key deliverables through the project website. Additionally, there will be an interactive map allowing ongoing feedback. Walk/bike tours will and events will be held at strategic points to engage community members during the development of the Plan. Because of the geographic scale and necessity for responsiveness, outreach for this Plan will include the following activities:

Engagement Activities:

1. Plan TAC meetings: Six meetings will be held throughout the course of the Plan development to get input and feedback that inform key project milestones.
2. Interactive Events & Meetings: Five on-site and interactive events and meetings will be held to provide opportunities designed for people of different ages, abilities, languages, and transportation preferences to provide feedback. The purposes of this and other engagement strategies are to get the input of populations that do not normally participate in this type of planning effort.
3. Walk & Bike Audits: Four walk and bike tour routes will be developed to engage members of the public and elected officials on a variety of existing conditions and proposed projects across the City. The tours would be structured to gather specific input on pedestrian and bicycle facilities, network gaps, and infrastructure needs.

4. Committee Presentations: Three presentations will be provided to existing standing committees (e.g., CSC, CIC) that will advise the Plan development at key milestones

NEXT STEPS

Below is the upcoming schedule.

TAC Formation	February 2018
Begin Data Collection	February 2018
Initial Webpage Content	April 2018
Baseline Analysis	May 2018
Interactive Map	June 2018

Prepared by: Fred Kelley, Transportation Manager

Recommended by: Alex Ameri, Interim Director of Public Works

Approved by:



Kelly McAadoo, City Manager