



DATE: February 28, 2017
TO: Mayor and City Council
FROM: Director of Public Works
SUBJECT Discussion of Council Priority Initiative – Complete Streets/Traffic Safety

RECOMMENDATION

That Council receives a status update, provides feedback on the Central County Complete Streets Implementation Project, and provides direction on the various elements to be included in the Council’s Complete Streets/Traffic Safety Strategic Priority area prior to the development of a two-year Complete Streets/Traffic Safety Strategic Action Plan.

BACKGROUND

The purpose of this staff report is twofold: One is to provide a status update and obtain feedback on the regional efforts between the City of Hayward, City of San Leandro, and Alameda County relative to the Central County Complete Streets Implementation project (Central County Project) and to obtain feedback on the Complete Streets/Traffic Safety concepts to ensure staff captures the various elements discussed at the Council retreat prior to returning to Council with a Complete Streets/Traffic Safety Strategy Action Plan.

CENTRAL COUNTY COMPLETE STREETS IMPLEMENTATION PROJECT (CENTRAL COUNTY PROJECT):

Over the last year and half, staff has been working regionally to develop the Central County Project, a regional effort between the City of Hayward, the City of San Leandro and Alameda County. The purpose of this regional effort is to develop cross jurisdictional consensus on strategies to implement respective Complete Streets policies. The City of Hayward requested consultant assistance through the Alameda County Transportation Commission’s (Alameda CTC) Sustainable Communities Technical Assistance Program to develop programs, processes, and tools to effectively implement its Complete Streets policy, which was adopted in 2013. Alameda CTC together with the cities of Hayward and San Leandro, and Alameda County, selected Kittelson and Associates as the consultant to collaborate with staff from each jurisdiction in the completion of the Central County Project.

The Central County Project has two primary purposes. First, the project seeks to develop tools and processes to support the jurisdictions in implementing Complete Streets, including tools with countywide applicability. Second, the Central County Project seeks to build internal, external, and cross-jurisdictional stakeholder consensus on necessary implementation steps to implement Complete Streets.

Complete Streets are safe, comfortable, and convenient for travel for everyone, regardless of age or ability; this includes motorists, pedestrians, bicyclists, and public transportation riders. Complete Streets can help to reduce pedestrian and bicyclist collision rates by including appropriate facilities for these users. Complete Streets can also lead to reduced greenhouse gas emissions, and has been endorsed by the Centers for Disease Control and Prevention as a strategy for reducing obesity levels.

COMPLETE STREETS/TRAFFIC SAFETY COUNCIL STRATEGIC PRIORITY AREA:

At the November 2016 City Council retreat, Council re-affirmed that Complete Streets/Traffic Safety is one of their three strategic priority focus areas or initiatives for this coming year.

The City of Hayward has two key policy documents that reflect the City's commitment to complete streets: the complete streets policy and the Mobility element described in the 2040 General Plan. While the City of Hayward has included the Complete Streets Standards in most roadway projects for several years, Council formally adopted its Complete Streets policy on March 19, 2013 to express its commitment to the use of Complete Streets principles (Attachment II).

The Hayward 2040 General Plan, approved in July 2014, also includes a goal reflecting this commitment under the Mobility Element. The Mobility Element establishes goals and policies to improve the movement of people and goods within and through the City in an effort to improve the community's economy, environment and overall quality of life. Specifically, under Mobility Goal M3, the General Plan states "Provide complete streets that balance the diverse needs of the users of the public right-of-way."

DISCUSSION

The primary goal of the Central County Project is to develop tools and processes to support the jurisdictions in implementing Complete Streets. These tools and processes will help identify needs and opportunities, and develop internal/external stakeholder coordination for implementation consistent with Hayward's adopted Complete Streets Policy. To achieve this goal, the consultant team developed a series of tools for use by City staff during the planning/scoping phase, the schematic design phase, and the final design phase of any roadway project.

A Technical Advisory Committee (TAC) consisting of staff from Hayward, San Leandro, Alameda County, Alameda CTC and AC Transit was formed. A total of five TAC meetings were held and their input was solicited in developing the approach/outline for tasks, and in the review of draft deliverables.

At the beginning of the project, the consultant team conducted a series of stakeholder interviews with Hayward staff to understand existing practices, strengths, and challenges associated with Complete Streets implementation in Hayward. Based on the feedback

received, the following tools were developed and refined for each jurisdiction's unique requirements.

- Design Guidelines
- Project Checklists
- Training Sessions
- Implementation Work Program

Design Guidelines

The Complete Streets Design Guidelines document helps ensure that Hayward street designs consider the full range of users on every street and accommodate these users wherever possible. The goal of the design guidelines is to help staff clearly understand how to implement Complete Streets for each street type, for different modal priorities, and for varying land use contexts.

Based on these three elements, the Complete Streets Design Guidelines identify recommended dimensions for street components and a range of design treatments that may be applicable for a given street. The Complete Streets Design Guidelines also include technical design guidance for specific treatments to benefit pedestrians, bicyclists, transit users, and/or goods movement.

City staff will utilize the Complete Streets Design Guidelines document for local transportation capital projects ranging from sidewalk repair and street resurfacing to new street construction and street reconstruction. The draft final Complete Streets Design Guidelines are included as Attachment III.

Complete Streets Checklists

To aid in Hayward's implementation of Complete Streets principles on a project-by-project basis, checklists have been developed for use by City staff; one for transportation capital projects and the other for development review. Both checklists are included as Attachment IV.

Transportation Capital Project Checklist

This checklist is designed to assist City staff with identifying and assessing a range of Complete Streets related needs and opportunities throughout the capital project development process. The checklist is also intended to serve as documentation of Complete Streets-related elements and decisions, including exceptions from the adopted Complete Streets policy. This transportation capital project checklist is designed to be completed over three separate phases: the planning/scoping phase; the schematic design phase; and the final design phase. Similar to the Complete Streets Design Guidelines, the checklist is designed to be used for a range of projects, including sidewalk repair, street resurfacing, new street construction and street reconstruction.

Following the completion of the checklist, City staff will identify any items requiring follow-up discussion or further review regarding potential project changes or

enhancements noted in the checklist. For Complete Streets exceptions identified through the checklist, staff will ensure the exceptions and justifications are sufficiently documented and communicated to community stakeholders.

Development Review Project Checklist

The development review checklist is designed to assist development applicants and City staff in identifying and assessing a range of Complete Streets-related needs in the vicinity of each development. These needs, if addressed, would better serve the multimodal transportation needs of those accessing the site and the surrounding area. The checklist is to be completed during the pre-application phase, but can be used as a reference throughout the development and design of the project. Following completion of the checklist, City staff will identify and document potential modifications to the proposed project and potential improvements to the surrounding area to address project access by pedestrians, bicyclists, transit users, goods movement and/or automobiles.

Training Sessions

As part of the Central County Project, the consultant will lead a training session for City staff. One session will be held for each Central County jurisdiction (Hayward, San Leandro and Alameda County). The objectives of the session are to familiarize staff with the use of the Complete Streets Design Guidelines and project checklists, to educate staff regarding the range of implementation opportunities, and to reinforce each jurisdiction's commitment to Complete Streets implementation.

Central County Complete Streets Implementation Work Plan:

The Central County Complete Streets Implementation Plan identifies a five-year plan to implement Hayward's Complete Streets Policy, which will: (1) incorporate complete streets principles throughout all project phases; (2) address institutional and organizational barriers to Complete Streets implementation; and (3) complete ongoing monitoring and reporting of Complete Streets implementation (Attachment V).

While staff began the regional coordination of a cross-jurisdictional strategy to implement complete streets policies between Hayward, San Leandro and Alameda County over a year and half ago, and would like Council's feedback on that work, the Council's reaffirmation at their November 2016 retreat that Complete Streets/Traffic Safety is one of three Council strategic priority focus areas, provides staff the opportunity to develop a more specific Complete Streets two-year action plan to implement this strategic priority area. Staff requests Council feedback on the various elements of the Complete Streets principles prior to returning with a two-year action plan (or work plan) for Council consideration. Some of those elements may include the following:

1. Update the Bicycle Master Plan
2. Develop a citywide Pedestrian Master Plan
3. Develop multi-modal level of service standards for City Council to adopt.
4. Complete Citywide Intersection Improvement Study (after items 1-3 are developed)

In an effort to meet City Council's directive and assist in implementing complete streets in Hayward, staff is requesting Council to provide feedback/input on the following questions:

- Does the Council agree that the overall process for identifying and incorporating complete streets project elements in planning/design phase (as outlined in the Central County Project) is adequate?
- Are there specific elements of complete streets that the City Council wants to prioritize? For example – Bike Vs. Pedestrian (transportation modes) or Downtown Vs. Industrial (areas of the City where Complete Streets are a higher priority)?
- Are there any other Complete Streets elements that Council would like included in the two-year Complete Streets/Traffic Safety strategic action plan?

FISCAL IMPACT

The fiscal impact of Complete Streets implementation will vary based on the project and the timeframe being considered. For individual projects, there may be cases where Complete Streets elements have not traditionally been included. In these cases, there may be an added cost as these elements are constructed and maintained.

There is no direct economic or fiscal impact associated with the discussion of the Complete Streets/Traffic Safety Council Priority Initiative. However, implementation of the above listed components (and any others suggested by Council) will require further discussion on resource allocation and funding to support such priorities. Tonight's discussion and Council prioritization of work efforts is the first step in determining whether additional resources are necessary to implement the programs/projects identified.

SUSTAINABILITY FEATURES

The project will provide for citywide implementation of Complete Streets elements that balance the diverse needs of users of the public right-of-way. Additionally, the Complete Streets Design Guidelines include design details that address how green infrastructure and storm water treatments can be incorporated into the street cross section. As stated earlier, the use of Complete Streets principles can potentially reduce greenhouse gas emissions by promoting bicycle and pedestrian circulation as a safe and viable alternative to automobile use.

PUBLIC CONTACT

The Central County Project is a technical assistance project focused on tools for agency staff. Most tools developed as part of the project were to establish and streamline internal processes for implementation of complete streets. However, design guidelines are an inherent

part of this tool box that do require input from the community. Staff envisions receiving input from the community in the following manner:

- Receiving input on the design guidelines as part of the “Design Charrette” to be held for the Downtown Specific Plan in mid-March. This will provide context for how the recommended design guidelines will impact plans and projects in the future.
- The recommended design guidelines will be incorporated into relevant documents as they are updated. For example, Bicycle and Pedestrian related treatments will be incorporated into the updated citywide Bicycle and Pedestrian Master Plan scheduled for next year. During the community outreach events for these master plans, there will be several opportunities to comment and/or provide feedback on the design guidelines as they pertain to bicycle and pedestrian facilities. Similarly, this will also be done for updating other adopted design documents and plans.

Additionally, community input is also solicited on a project-by-project basis for major capital projects, where stakeholders/community can comment on specific design items. A good example for this type of outreach is the Route 238 Phase 2 & 3 project, where the community has had several opportunities and provided input on various items including bike lanes, sidewalks and streetlights.

NEXT STEPS

Following this work session, staff will incorporate Council’s comments on the Central County Complete Streets Implementation Project, as well as ensure the key priority elements of Complete Streets are included in a two-year Complete Streets/Traffic Safety Strategic action plan that will be brought back for Council consideration for adoption and inclusion in the 2018 budget along with an assessment of resource needs.

Prepared by: Abhishek Parikh, Senior Transportation Engineer

Recommended by: Morad Fakhrai, Director of Public Works

Approved by:



Kelly McAdoo, City Manager