



DATE: February 28, 2017

TO: Mayor and City Council

FROM: Development Services Director

SUBJECT: Discussion of Council Priority Initiative: Complete Communities

RECOMMENDATION

That Council reviews this report and provides feedback and direction to staff regarding the concept of Complete Communities and elements of a proposed work plan, with priority given to completing a comprehensive Zoning Ordinance update and updating the City's two Form-Based Codes, consistent with the General Plan's implementation chapter for FY2017 & FY2018.

BACKGROUND

In November 2016, the City Council held a retreat with the City Manager, some members of the City's Executive Team, and the Novak Consulting Group to establish goals and priorities for the upcoming year. While the retreat provided an opportunity to identify new initiatives, it also provided an opportunity to align and reprioritize existing initiatives within the framework of Guiding Principles previously identified: to make Hayward a Safe, Clean, Green and Thriving community.

From that working retreat, the City Council directed staff to begin working on several new Initiatives that align with these four guiding principles. While initiatives related to traffic safety/complete streets, affordable housing, and entertainment opportunities around Vista Park/the Tennyson corridor were identified, the City Council also directed staff to develop policies to achieve greater leverage for the City to encourage "Complete Communities." Specifically, the Council requested that staff look at land use decisions that will make the City of Hayward a fun place to live, work and play by requesting amenities, parks, retail/commercial, and recreational opportunities.

In an effort to identify community-focused goals, actions and policies that could meet City Council's directive and assist in making the City of Hayward a complete community, staff reviewed the implementation strategies of the adopted General Plan, which provided a fairly significant number of programs to support the Initiative. The [Hayward 2040 General Plan](#), adopted in July 2014, is the City's overarching planning document and provides a blueprint for growth and development by setting land use policy citywide. The General Plan outlines

goals, policies and implementation programs that are aligned with the Community Vision for the City:

Hayward will be a distinct and desirable community known for its central Bay Area location, vibrant Downtown, sustainable neighborhoods, excellent schools, robust economy, and its growing reputation as a great college town. With a variety of clean, safe, and green neighborhoods, and an accessible network of parks and natural open space, Hayward will be home to one of the most diverse, inclusive, educated, and healthy populations in the Bay Area. It will be a destination for life-long learning, entertainment, arts and culture, recreation, and commerce. It will be a community that values diversity, social equity, transparent and responsive governance, civic engagement, and volunteerism. Hayward will be a thriving and promising community that individuals, families, students, and businesses proudly call home.

The Vision for the future of Hayward is in pure essence the definition of a Complete Community. The steps to achieve that vision are outlined in the [Implementation Program Section of the General Plan](#).

DISCUSSION

Complete Communities Concept - The concept of Complete Communities is not a new one and was embraced during the development of the *Hayward 2040 General Plan*. A community is “complete” when it provides access by foot, bike, transit and car to jobs, shopping, learning, open space, recreation, and other amenities and services. These are the key components that allow for a community to be an ideal place to live, work and play. The overarching objectives of various General Plan Elements include the following:

Land Use: [The Land Use and Community Character Element](#) establishes goals and policies to strategically accommodate future growth while preserving and enhancing the quality and characteristics that make Hayward a desirable place to live, work, learn, and play.

Mobility: [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.

Economic Development: [The Economic Development Element](#) seeks to improve the local economy by diversifying the economic base, supporting entrepreneurship, and expanding employment opportunities through business retention.

Education and Life-Long Learning Element: [The Education and Life-Long Learning Element](#) establishes goals and policies to improve education and learning opportunities for all Hayward residents.

Community Health and Quality of Life: [The Community Health and Quality of Life Element](#) focuses on fostering the health and well-being of all Hayward residents.

Housing: [The Housing Element](#) establishes goals and policies to preserve, improve, and develop housing for all economic segments of the community in Hayward.

While staff believes the *Hayward 2040 General Plan* provides a solid framework for the City to make land use decisions that make the City of Hayward a fun place to live, work and play, there are several greater policy questions that need to be asked when considering the best way to begin implementation towards making Hayward a Complete Community.

General Plan Implementation – The Implementation Section of the General Plan outlines a series of programs aimed at activating the goals and policies and is organized by specific timeframes for completion: 2014-2016; 2017-2019; and 2020-2040. The purpose of this was to prioritize what could be completed in the near term following adoption of the General Plan and would include those programs that would be the most effective in transforming city operations and Hayward’s community character consistent with the community Vision. The priority Implementation Programs identified at the time of adoption included:

- LU-1: Comprehensive Zoning Code Update
- LU-2: Comprehensive Subdivision Ordinance Update
- **LU-15: State Historic Building Code** *(Complete)*
- **M-1: Multimodal LOS and Design Standards** *(In Process)*
- **M-2: Multimodal LOS Guidelines** *(In Process)*
- **ED-9: Business Attraction, Expansion, and Retention Program** *(Complete)*
- **ED-10: Town-Gown Partnership** *(In Process)*
- **CS-2: Police Department Strategic Plan Annual Report** *(Complete/ongoing)*
- **CS-4: Homeless Services Partnership** *(In Process)*
- CS-9: Police and Fire Impact Fees
- **CS-10: Disaster Awareness and Emergency Preparedness Program** *(In Process)*
- NR-8: Energy Reduction Initiative and Annual Report
- **NR-9: Financing Program for Residential Energy Efficiency Retrofits** *(Complete/ongoing)*
- **EDL-2: Education Partnership** *(In Process)*
- **EDL-5: Public School Marketing Campaign** *(In Process)*
- **EDL-7: Library Bond** *(Complete)*

To date, the Implementation Programs identified in **Bold Text** above from this prioritized list are those which have been completed or are in process. Those programs that have not been completed are due to other priorities or lack of funding. In addition to those programs identified above in bold, some other implementation programs have escalated in priority due to new funding sources and/or City Council desire to re-prioritize various components including:

- LU-4: Downtown City Center Specific Plan **(Funding and in progress)**

- LU-10: Sign Ordinance Update **(Re-Prioritized and completed)**
- LU-11: Industrial Technology and Innovation Corridor Plan **(Re-Prioritized and in progress – Industrial District Zoning Regulations Update)**
- LU-16: Mills Act Program **(Re-Prioritized and completed)**
- M-10: Traffic Calming measures **(Funding/Re-Prioritized and in progress)**
- M-12: Shuttle Service Study **(Funding/Re-Prioritized and in progress)**
- M-21: Downtown Parking Management Plan **(Funding/Re-Prioritized and in progress)**
- HAZ-3: Seismic Retrofit Program **(Re-Prioritized and in progress)**
- M-6: Complete Streets Assessment **(Re-Prioritized and in progress)**
- M-8: Complete Streets Evaluation **(Re-Prioritized and in progress)**
- M-11: Pedestrian Master Plan *(As part of the Downtown Specific Plan)* **(Re-Prioritized and in progress)**
- NR-10: Financing program for Commercial Energy Efficiency Retrofits **(Re-Prioritized and completed)**

In addition to General Plan Implementation Programs, there are some additional initiatives staff will be addressing primarily related to changes in State law including: Accessory Dwelling Units; Density Bonus; and Cannabis.

The key takeaway from these lists is that staff is progressively working on various General Plan Implementation Programs, which are all aimed at activating the goals and policies of the General Plan, which is envisioned to create a complete community.

Staff is recommending that priority be given to completing a Comprehensive Zoning Ordinance update and updating the City's two Form-Based Codes. This would be consistent with what the adopted General Plan has indicated. Updating the Zoning Ordinance could include zoning changes that would encourage more parks and trails/connections, reevaluate the off-street parking standards, and establish requirements for projects to include community benefits and sustainability features. Updating the Form Based Codes would help refine specificity for desired land uses for certain properties along Mission Boulevard.

Question 1: Does Council agree that the Hayward 2040 General Plan, inclusive of the Plan's Vision, Goals and Policies, sets out to achieve the concept of a Complete Community?

Question 2: Does Council agree with the prioritization that has been given to implementation programs thus far?

Question 3: Are there any programs/projects the Council wishes to prioritize earlier than originally envisioned with the adoption of the General Plan, other than those identified above that are in process?

Question 4: Are there any new programs/projects that the Council believes would help the City to achieve the goal of becoming a Complete Community as laid out in this report?

ECONOMIC AND FISCAL IMPACTS

There is no direct economic or fiscal impact associated with the discussion of Complete Communities. However, implementation of many of the above listed General Plan components will require further discussion on resource allocation and funding to support such priorities. This discussion and Council prioritization of work efforts is the first step in determining whether additional resources are necessary to implement the programs/projects identified.

PUBLIC CONTACT

While there was no specific outreach associated with this particular work session, there was a tremendous amount of community outreach incorporated as part of the *Hayward 2040 General Plan* update process, which helped identify the City's goals, actions and policies for the City of Hayward through the year 2040.

NEXT STEPS

Following this work session, staff will incorporate Council's feedback, assess existing resources and/or identify additional resources needed, and develop a Complete Communities Strategy Two-Year Action Plan for Council consideration, adoption and inclusion in the FY 2018 budget process.

Prepared by: Sara Buizer, AICP, Planning Manager

Recommended by: David Rizk, AICP, Development Services Director

Approved by:



Kelly McAdoo, City Manager