



DATE: June 13, 2017

TO: Mayor and City Council

FROM: City Manager

SUBJECT Review Draft Strategic Initiative Two-Year Action Plans: Complete Streets, Complete Communities, and Tennyson Corridor

RECOMMENDATION

That Council reviews and provides feedback on the draft Strategic Initiatives Two-Year Action Plans for Complete Streets, Complete Communities, and the Tennyson Corridor.

SUMMARY

The City Council has four guiding priorities that guide City action: Safe, Clean, Green, and Thrive. These overarching priorities emphasize the City Council's vision for the Hayward community and have done so for several years.

In November 2016, the City Council held a Council priority setting retreat where they identified three strategic initiatives for the next two years: Complete Streets, Complete Communities and Tennyson Corridor. These strategic initiatives will help the Council, the community, and staff identify clear actions towards the accomplishment of the Council's priorities. In March 2017, the City Manager established three interdepartmental strategy teams representing most, if not all, City departments to develop two-year action plans to further advance these strategic initiatives.

The two-year action plans detail each strategic initiative's goals, objectives, and performance measures. Status updates will be routinely presented to the Council on a biannual basis and to the City Management Team on a quarterly basis, affording the City Council and Management Team to track progress and identify any issues hindering the implementation of these plans.

BACKGROUND

At the November 2016 City Council retreat with the City Manager, several members of the City's Executive Team, and the Novak Consulting Group, goals and priorities for the upcoming year were established. While the retreat provided an opportunity to identify new initiatives, it also allowed Council to align and reprioritize existing initiatives within the framework of guiding priorities previously identified: to make Hayward a Safe, Clean, Green and Thriving community. The three strategic initiatives are: Complete Streets/Traffic Safety; Complete Communities (including affordable housing); and the Tennyson Corridor.

Complete Streets

Over the years, Council has taken several actions to develop policy that ensures the City builds streets that are safe, convenient for travel, regardless of age or ability and that accommodate motorists, pedestrians, bicyclists, and public transportation riders. The [Hayward 2040 General Plan](#) includes Goal Mobility-3, to provide Complete Streets, designed to balance the diverse needs of users of the public right-of-way. Per the General Plan, careful planning and coordinated development of complete streets infrastructure can provide long-term cost savings for the City by reducing road construction, repair and maintenance costs, expanding the tax base, improving public health by encouraging active lifestyles, ensuring roadway safety for all modes of transportation, providing economic benefits to property owners and businesses, and decreasing pollution through the reduced reliance on single occupancy vehicles for transportation.

On March 19, 2013, the City Council adopted Resolution No. 13-027, supporting a city-wide Complete Streets Policy to support design and development of a comprehensive, integrated transportation network to allow for safe, convenient travel along and across streets for all users.

On February 28, 2017, the City Council held a [work session](#) to provide further direction on the Complete Streets initiative and to discuss the Central Alameda County Complete Streets Implementation Project. At that meeting, the Council directed staff to prioritize safety and adopt programs that would encourage people to consider alternative modes of transportation.

On April 26, 2017, the Council Infrastructure Committee reviewed and provided feedback on the draft Complete Streets two-year action plan.

Complete Communities

On [February 28, 2017](#), the Council held a work session to discuss the Complete Communities strategic initiative and provided staff further direction related to this initiative. The minutes from that work session reflect Council's comments on the Complete Communities Initiative:

“Incentivize the inclusion of affordable housing in developments; require inclusionary housing in developments; there was some reservation about accessory dwelling units for single-family houses; place more emphasis on growth through education opportunities and aging in place; leverage emerging development opportunities that stimulate completing community components; create balanced developments that have housing, recreation use, commercial use, affordable housing, and attractive elements among others; create tools to encourage mixed-use developments; consider increasing the affordable housing in-lieu fee; have a commercial requirement for housing developments and for smaller developments; consider an economic development in-lieu fee that could be used to subsidize needed services; require a public art component for housing developments; require contributions toward

shuttles in certain areas; require rental properties to have unbundling parking; consider open space requirements; restrict services that are not healthy for the neighborhoods; minimize housing displacement and encourage home ownership; ensure that all neighborhoods are given fair and equal attention; update the Zoning Ordinance and Subdivision Ordinance to help achieve complete communities; and build a sense of completeness in older neighborhoods.”

In addition, the Council held a work session on [January 31, 2017](#) to discuss a variety of policy issues related to affordable housing. Staff has taken many of the comments from Council during that work session and created the housing subsection of the Complete Communities action plan.

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 provide 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 citywide land use policy. The General Plan outlines goals, policies and implementation programs that are aligned with the Community Vision for the City, which states:

“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. While the General Plan offers up a 25-year timeline to achieve that Vision, the Draft Complete Communities Strategic Initiative Action Plan tries to focus on what items can specifically be accomplished within the next two years.

Tennyson Corridor

On [April 11, 2017](#), the City Council received an initial report on the Tennyson Corridor and provided comments. The overarching themes of Councilmember comments were pedestrian and cyclist safety, community appearance, and placemaking. In addition, several Councilmembers discussed resident services and the need to closely collaborate with Tennyson’s numerous non-profit and religious organizations. Finally, most Councilmembers expressed a desire to create a “concept plan” for the Corridor at some point in the near future.

On June 5, 2017, staff presented the draft two-year action plan to the Council Economic Development Committee.

DISCUSSION

Each of the strategic initiative two-year action plans identifies goals and objectives to be completed over the next two years and identifies specific performance measures to gauge the successful implementation of the plans. The draft plans were developed by the Complete Streets Interdepartmental Strategy Team, Complete Communities Interdepartmental Strategy Team, and the Tennyson Corridor Interdepartmental Strategy Team, each comprised of staff members and Executive Coaches, representing most, if not all, City departments.

Complete Streets Strategic Initiative

The overarching purpose of this Complete Streets strategic initiative two-year action plan 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.

The three goals identified in the Complete Streets strategic initiative two-year action plan are:

1. prioritizing safety for all modes of travel;
2. providing complete streets that balance the diverse needs of users of the public right-of-way; and
3. maintaining sufficient funding to provide for existing and future transportation facility and service needs.

For Goal 1, “prioritize safety for all modes of travel,” three objectives have been identified: These include the following:

- Objective 1: Reduce number of fatal and non-fatal traffic accidents in the City through engineering evaluation of major intersections and corridors.
- Objective 2: Reduce speeding and aggressive driving behavior through the 4 E’s - Education, Enforcement, Empowerment and Engineering.
- Objective 3: Ensure that roadway construction and retrofit programs and projects include complete streets elements.

Four performance measures are identified to ensure the goal is met. These include:

1. Reduction in average speed at specific locations measured annually
2. Completion of Tennyson Road Feasibility Study
3. Completing of Hayward Blvd Traffic Calming and Safety Concept Plan
4. Completion of a Complete Streets Inventory Baseline

The two-year action plan provides further detail related to the proposed action steps staff will take to meet these goals and objectives. Staff proposes to complete various studies that range from identifying existing safety issues, developing tools to address safety issues, and

developing conceptual projects with complete streets elements for subsequent implementation in the future as funding becomes available.

The studies described in the two-year action plan will identify and develop individual projects that may range from small projects like intersection improvements to large projects such as corridor improvements. As these projects get funded and implemented, their performance will be measured against additional performance measures including percentage reduction in fatal and non-fatal accidents to evaluate if the overall goal of prioritizing safety for all modes of travel and associated objectives identified in the Action Plan have been met.

For Goal 2, “provide complete streets that balance the diverse needs of users of the public right-of-way,” the following objective has been identified:

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

Six performance measures associated with this Complete Streets strategic goal are identified as follows:

1. Report number of complete streets improvements:
 - a) Miles of new or replaced sidewalks
 - b) Miles of new bike lanes
 - c) Number of new or enhanced crosswalks
 - d) Number of new curb ramps
 - e) Number of new or upgraded streetlights
 - f) Miles of repaired or repaved roadways

Goal 2 focuses on planning, developing, and implementing a complete street network that meets the needs for all users. The tasks proposed to achieve this goal are generally oriented towards developing long term visioning documents that will guide the implementation of capital projects and help achieve the objectives identified above. Other tasks that focus on policy, staff training as well as existing CIP programs that fund improvements for complete streets elements have also been proposed.

For example, modal priority and multi-modal level of service (LOS) policies will help inform long term planning documents like Bicycle and Pedestrian Masterplans. These planning documents will identify priority corridors for such facilities and direct resources towards implementation of such projects.

For Goal 3, to “maintain sufficient funding to provide for existing and future transportation facility and service needs, including the operation and maintenance of the transportation system,” two objectives are identified as follows:

- Objective 1: Establish a sustainable funding mechanism and dedicated funding source to build a complete streets network.
- Objective 2: Develop and implement best practices related to ongoing maintenance of complete streets facilities.

The performance measure identified to monitor success in achieving this goal is:

1. Percentage of funding provided by grants

Goal 3 identifies the need for developing a funding plan and a maintenance plan, both of which would require significant financial and staff resources. Staff recommends a series of tasks to identify dedicated and competitive (grants) funding sources for complete street projects. Additionally, to meet the objective of the first two goals, it is critically important to develop a maintenance plan and budget for the increased maintenance costs of complete streets projects.

Complete Communities Strategic Initiative

The overarching purpose of the Complete Communities strategic initiative two-year action plan is to create and support structures, services, and amenities to provide inclusive and equitable access with the goal of becoming a thriving and promising place to live, work and play for all.

The three goals identified in the Complete Communities two-year action plan are:

1. Improve quality of life for residents, business owners, and community members in all Hayward neighborhoods;
2. Provide a mix of housing stock for all Hayward residents and community members, including the expansion of affordable housing opportunities and resources; and
3. Develop a regulatory toolkit for policy makers.

For Goal 1 (Improve Quality of Life), the team identified the following five objectives:

- Objective 1: Increase neighborhood safety and cohesion
- Objective 2: Foster a sense of place and support neighborhood pride
- Objective 3: Increase collaboration with businesses, non-profits and neighborhood groups on placemaking projects
- Objective 4: Create resilient and sustainable neighborhoods
- Objective 5: Actively value diversity and promote inclusive activities

Additionally, there are four performance measures associated with this goal:

1. Percentage change in concentration and distribution of neighborhood/business participation (GIS Heat Mapped)
2. Percentage change in Homework Support centers and Literacy Program participation/improvement
3. Percentage change in clients served through Community Agency Funding process

4. Percentage change of employees answering positively to the Employee Engagement Survey question “My workplace prioritizes equitable and socially just principals and policies” and “The organization understands and appreciates differences among employees

The two-year action plan provides further detail related to the proposed action steps staff will take to meet these goals and objectives. Staff proposes to maintain and enhance existing City efforts and programs that aim at creating a safe environment as well as a sense of place throughout the City including maintaining programs such as Neighborhood Watch, Coffee with a Cop, National Night Out as well as supporting neighborhood events. Other efforts include the creation of new policies such as a Public Art Ordinance to assist with placemaking and an update to the Comprehensive Emergency Response Plan and adoption of the Soft-Story Ordinance to address neighborhood and housing resiliency.

For Goal 2 (Housing), the team identified the following four objectives:

- Objective 1: Centralize and expand housing services
- Objective 2: Facilitate the development of diverse housing types that serve the needs of all populations
- Objective 3: Conserve and improve the existing housing stock
- Objective 4: Increase supply of affordable, safe, and resilient housing in Hayward

There are three performance measures associated with this goal, which include the following:

1. Annual increase in affordable housing units created in conformance with the RHNA
2. Percentage change in eligible housing units assisted through Housing Division programs
3. Percentage of new housing developments with inclusionary units

Goal 2 focuses on improving the mix of housing stock that meets the needs for all members of the community. A primary task proposed to achieve this goal is the creation of a centralized Housing Division that can focus its efforts on maintaining existing housing stock and minimizing displacement while seeking funding opportunities to expand those options. Other tasks focus on policy development such as regulations for Accessory Dwelling Units and updating the Affordable Housing Ordinance.

For Goal 3 (Regulatory Toolkit), the team identified three objectives:

- Objective 1: Update, streamline, and modernize zoning and codes
- Objective 2: Identify and design appropriate in-lieu fees to provide community amenities
- Objective 3: Develop and refine other regulatory tools

There are four performance measures associated with this goal, which include the following:

1. Percentage change of eligible projects that implement the Complete Communities checklist

2. Percentage change of eligible properties submitting ADU permit applications
3. Percentage change of investment/tenancy resulting from new allowable land uses
4. Percentage change improvement in permit turnaround times

Goal 3 identifies the need to update and modernize the City’s existing regulations, including the Industrial District Regulations, the Downtown Plan, the Zoning Ordinance, and the Form-Based Codes, as well as to complete nexus studies to determine the appropriate fee schedule, all of which would require significant financial and staff resources. As these projects get funded and developed, their implementation will be measured against the identified performance measures to evaluate if the goals and objectives identified in the Action Plan have been met.

Tennyson Corridor Strategic Initiative

The overarching purpose of the Tennyson Corridor two-year action plan is to develop an attractive, cohesive, thriving Tennyson Corridor through thoughtful engagement of residents, businesses, and community partnerships.

The five goals identified in the Tennyson Corridor two-year action plan are:

1. Create a community vision plan for the Tennyson Corridor and catalyst sites to serve as a foundation for long-term planning and policies;
2. Increase pedestrian and bicyclist safety;
3. Improve community appearance;
4. Foster a cohesive sense of place; and
5. Increase community resiliency.

For Goal 1 (create a community vision for the Corridor), three objectives have been identified. These are:

- Objective 1: Work to understand community needs and desires for the Corridor
- Objective 2: Identify funding options for future Tennyson Corridor planning, improvements, and infrastructure
- Objective 3: Lead the development and construction of a new South Hayward Family Center in coordination with community stakeholders

The following performance measures are associated with this goal:

1. Depth and breadth of community stakeholder participation in visioning process, including:
 - a. Percent of residents and businesses reached in door-to-door outreach
 - b. Attendance at in-person community visioning sessions
 - c. Response rates for electronic/mailed outreach (e.g., surveys)
 - d. Demographics of participants in comparison to demographics of Tennyson Corridor (e.g., primary language, race/ethnicity, age, business owners/residents/other community stakeholders)

2. Percent of Councilmembers who vote to approve the Vision Plan (target = unanimous)

At the April 11th work session, Council expressed a desire to see a “concept plan.” Staff is calling this a “vision plan” for clarity. Staff is proposing to spend the next two years conducting one-on-one stakeholder interviews and a series of community visioning sessions to create a shared vision for the Corridor that will guide planning and policy efforts going forward. Staff will work through existing groups and coalitions to convene community-wide meetings and focus groups throughout the visioning process, including the South Hayward Collaborative, the Tennyson Corridor Committee, Glad Tidings, South Hayward Parish, the Hayward Unified School District, the Hayward Area Recreation District, and other key stakeholders/organizations in this area.

The City has taken the lead on the development and construction of a new South Hayward Family Center, in close coordination with multiple organizations. The coalition has already completed a market feasibility study for the Center. Staff is currently identifying next steps, including future management and ownership of the parcels, ongoing roles of each governing partner in the project, and the formal structure of the partnership moving forward.

For Goal 2 (increase pedestrian and bicyclist safety), four objectives have been identified. These are:

- Objective 1: Enhance protected bike and pedestrian ways
- Objective 2: Increase bicycle safety education
- Objective 3: Collaborate with community members to improve public safety
- Objective 4: Improve safety through increased lighting

The following performance measures are associated with this goal:

1. Conduct annual survey of community members to understand changing attitudes about the Tennyson Corridor and capture performance including:
 - a. Percent of community members who report that they feel safe walking and/or biking along Tennyson
2. Change in number of accidents involving pedestrians or cyclists
3. The Team will report back on the accomplishments of actions, pilot projects and lean innovation experiments, including: (targets will be created in late 2017 after the establishment of baselines)
 - a. Number of neighborhood alert groups
 - b. Business participation in pilot projects, such as lighting incentives
 - c. Usage of infrastructure improvements such as: pop-up bike lane, adopt-a-crosswalk, and temporary bike racks

Staff is currently working on a Tennyson Road Complete Streets Feasibility Study, which will include comprehensive design elements to increase pedestrian and bicyclist safety. However, the Corridor will not likely see improvements from this study for several years. In the interim, staff plans to install green paint along bike paths at conflict areas and increase lighting along the section of Tennyson adjacent to BART. In addition, staff will be pursuing several low-cost

efforts to strengthen the connection between community members and law enforcement, increase bicycle safety education, and improve bike and pedestrian visibility. Finally, staff will be instituting regular meetings with Caltrans and Union Pacific Railroad to discuss the City's desired safety updates to their crossings.

For Goal 3 (improve community appearance), three objectives have been identified. These are:

- Objective 1: Enhance landscaping
- Objective 2: Decrease dumping and litter
- Objective 3: Decrease blight

The following performance measures are associated with this goal:

1. Team will report back on the accomplishments of actions, pilot projects and lean innovation experiments, including: (targets will be created in late 2017 after the establishment of baselines)
 - a. Business participation in pilot projects, such as landscape instillations
 - b. Number of trees planted
 - c. Number of public trashcans
2. Conduct annual survey of community members to understand changing attitudes about the Tennyson Corridor and capture performance including:
 - a. Percent of community members who report that the appearance of the Tennyson Corridor has improved from two years prior

As with Goal 2, the Tennyson Road Complete Streets Feasibility Study will address streetscape appearance, but those improvements will not happen for several years. In the interim, staff plans to conduct property owner education on code violations and focus on high impact properties like bus stops, Union Pacific railroad and the intersection of Hesperian and Tennyson. In addition, staff proposes adding a Downtown Streets Crew to focus on litter hotspots and using data and evidence driven approaches to address illegal dumping. Staff will also develop a façade improvement program for Tennyson businesses to bring before to Council. Finally, staff will direct FY18 landscaping funds to update high-need sections of the Corridor and will complete a pilot pavement-to-garden installation.

For Goal 4 (foster a cohesive sense of place), four objectives have been identified. These include the following:

- Objective 1: Identify possible locations and a cohesive theme for public art along the corridor
- Objective 2: Increase City sponsored events and projects in the Tennyson Community
- Objective 3: Explore using branding and signage to identify the corridor
- Objective 4: Explore innovative placemaking opportunities along the corridor

The following performance measures are associated with this goal:

1. Team will report back on the accomplishments of actions, pilot projects and lean innovation experiments, including: (targets will be created in late 2017 after the establishment of baselines)
 - a. Number of public art features
2. Conduct annual survey of community members to understand changing attitudes about the Tennyson Corridor and capture performance including:
 - a. Percent of community members who report that the Tennyson Corridor is headed in the right direction
 - b. Percent of community members who report that they feel the City is paying attention to their neighborhood

Staff is currently in the preliminary stages of a Public Art & Innovation Master Plan, which will include a section dedicated to the Tennyson Corridor. The Plan will compile community input to create a cohesive theme and vision for public art along the Corridor, including possible locations for murals and other art. In a parallel effort, staff will compile community input on possible neighborhood branding that reflects the Tennyson's unique character, including gateway markers and wayfinding signs. This branding will be communicated to developers to incorporate into new projects. Staff will also launch City-sponsored events in the Corridor to increase community exposure to local businesses. Possible events include a Cesar Chavez day, a farmer's market, and small community arts events. Finally, staff will seek outside technical assistance to identify and pilot other placemaking projects with neighborhood partners.

For Goal 5 (increase community resiliency), six objectives have been identified: These are:

- Objective 1: Increase awareness of and access to City Services
- Objective 2: Increase the number of residents with medical and dental access
- Objective 3: Increase resident emergency preparedness
- Objective 4: Increase access to effective public transit
- Objective 5: Facilitate economic development and growth opportunities within the Corridor
- Objective 6: Reduce resident utility bills through increased efficiency

The following performance measures are associated with this goal:

1. Change in demand for medical and dental services at Firehouse Clinic
2. Change in participation in CERT/NERT classes and programs
3. Percent reduction in time for Alameda County Transit buses to navigate Tennyson Corridor
4. Team will report back on the accomplishments of actions, pilot projects and lean innovation experiments including: (targets will be created in late 2017 after the establishment of baselines)
 - a. Mobile City Hall interactions/problems resolved

In 2016, staff tested a Mobile City Hall program and found it was successful at increasing resident awareness of City services when placed at school sites. Staff proposes launching the City's first Mobile City Hall at Tennyson Corridor schools. Additionally, staff plans to increase outreach for specific programs that focus on resiliency and mobility, such as medical services

at the Fire House Clinic, CERT and NERT programs, the Brace and Bolt program, utility efficiency programs, and the paratransit program. In addition, staff will be installing GPS based traffic signal preemption for Alameda County Transit buses that travel down the Corridor, reducing travel time via public transportation.

FISCAL AND ECONOMIC IMPACTS

The fiscal impact of these two-year action plans cannot be accurately projected at this time. The plans are likely to impact staff workload prioritization, may require additional staff or other resources, and cause the potential need for consultants to complete some tasks identified in the plan. The fiscal impact of the implementation will vary depending on the scope of the projects and the expected completion timelines. Based on the direction of Council, the fiscal impact may include one-time costs (i.e. construction, studies, or analysis) and ongoing operational costs (maintenance and existing programs). Staff plans to return to Council in September with additional analysis of the fiscal impacts once the Council has provided feedback on the plans and the interdepartmental teams have an opportunity to further scope out the work of the action plans.

NEXT STEPS

Staff requests that the Council provide feedback on the proposed two-year action plans. Following this, staff will make appropriate changes and reintroduce the action plans for Council adoption alongside the City's Fiscal Year 2018 Operating and Capital Improvement Budgets during the June 20, 2017 City Council meeting.

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