

CITY OF HAYWARD

Hayward City Hall
777 B Street
Hayward, CA 94541
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CITY OF
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HEART OF THE BAY

Agenda

Wednesday, November 28, 2018

4:00 PM

Conference Room 2A

Council Infrastructure Committee

SPECIAL MEETING**CALL TO ORDER****PLEDGE OF ALLEGIANCE****ROLL CALL****PUBLIC COMMENTS:**

(The Public Comment section provides an opportunity to address the City Council Committee on items not listed on the agenda as well as items on the agenda. The Committee welcomes your comments and requests that speakers present their remarks in a respectful manner, within established time limits, and focus on issues which directly affect the City or are within the jurisdiction of the City. As the Committee is prohibited by State law from discussing items not listed on the agenda, any comments on items not on the agenda will be taken under consideration without Committee discussion and may be referred to staff.)

REPORTS/ACTION ITEMS

1. [RPT 18-193](#) Downtown Specific Plan Project Update

Attachments: [Attachment I Staff Report](#)
[Attachment II Sample Street Sections & Narrative](#)
[Attachment III Downtown Specific Plan Phasing Scheme](#)

FUTURE AGENDA ITEMS**COMMITTEE MEMBER/STAFF ANNOUNCEMENTS AND REFERRALS****ADJOURNMENT**



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File #: RPT 18-193

DATE: November 28, 2018

TO: Council Infrastructure Committee

FROM: Director of Development Services

SUBJECT

Downtown Specific Plan Project Update

RECOMMENDATION

That the Council Infrastructure Committee (CIC) reviews and comments on this updated informational report.

SUMMARY

On October 24, 2018, the CIC received and commented on an informational report presented by City staff and the Downtown Specific Plan consultant, Lisa Wise Consulting (LWC). The specific presentation focused on future sustainable infrastructure improvements that are suggested within the Downtown Plan area and future phased mobility improvements that may occur on major roadways central to the Plan area.

CIC members requested more time to review meeting materials as they pertained to mobility improvements and asked that staff and LWC provide more information related to the mobility topic. The CIC gave direction to staff to come back to the Committee with more details related to this key aspect of the Downtown Specific Plan project at a special meeting in November, which would provide for a more robust discussion of possible future phased mobility improvements within the Downtown Plan area.

ATTACHMENTS

Attachment I	Staff Report
Attachment II	Sample Street Sections & Narrative
Attachment III	Downtown Specific Plan Phasing Scheme



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BACKGROUND

On September 13, 2016, Lisa Wise Consulting officially began work on the Downtown Specific Plan project. All work to date has been in conformance with the project Scope of Work.

Hayward's Downtown Specific Plan. The current draft of the Downtown Specific Plan and Code (Plan or Specific Plan) lays out a strategy, or guiding purpose, to achieve the community's vision of a resilient, safe, attractive, and vibrant historic Downtown by outlining an implementation plan, delineating an inclusive, multi-modal circulation system, integrating public open spaces, and establishing new regulations that clearly establish Downtown Hayward as the heart of the City and a destination for visitors and residents. The key words associated with this effort are "strategy" and "vision," which will eventually be

realized through future private development projects. Specific goals are achieved through conditions of approval on development or future City-initiated Capital Improvement Program (CIP) projects where more detailed plans will be crafted and reviewed by Council.

The Downtown Specific Plan guides initiatives and investments that capitalize on the City's unique assets, such as its central location in the Bay Area, its proximity to educational institutions, the Downtown Hayward Bay Area Rapid Transit (BART) station, its parks, creek and public gardens, a compact street grid, historic buildings, and extensive public art. The Plan area encompasses 320 acres bounded loosely to the west by Grand Street, south by E Street, east by 3rd Street, and north by Hazel Avenue.

As mentioned above, the City of Hayward initiated the Specific Plan and Code in mid-2016 and the project includes the development of a programmatic environmental impact report (EIR) that's funded primarily by a grant from the Alameda County Transportation Commission (ACTC). Under California law, specific plans enable a community to articulate a vision for a defined area and develop goals, policies, and implementation strategies to achieve desired outcomes in a coordinated manner. The Downtown Specific Plan and Code aims to implement the goals and policies put forth in the Hayward 2040 General Plan.

Specific Plans. Specific Plans facilitate implementation of the General Plan within specific geographic areas in cities. . Government Code Section 65450-65457 of the California Planning, Zoning and Development Laws say that a Specific Plan shall include the following:

1. The distribution, location, and extent of land uses within the plan area.
2. The proposed distribution, location, and extent and intensity of major components of public and private needed to support the land uses described in the plan.
3. Development standards and review criteria.
4. Implementation measures including regulations, programs, projects, and financing measures.

Generally speaking, project or program level details associated with Specific Plan and Code implementation are through subsequent actions such as CIP projects or future private development where Plan elements can be carried out through specific conditions of approval of those projects.

Public Outreach. On September 13, 2016, Lisa Wise Consulting officially began work on the Downtown Specific Plan project. Following a project kickoff meeting on September 9, 2016, the first Downtown Specific Plan Task Force meeting took place December 12, 2016 and a second Task Force meeting was held on January 23, 2017. The first Community Workshop was conducted on January 25, 2017 and afforded the public the first interactive opportunity to share ideas about what should be Downtown and the ability of participants to work with other community members regarding their priorities and vision for the Plan area. Approximately 85 community members attended the first Workshop.

Starting on March 14, 2017 and ending on March 28, 2017, the five-day design charrette was held Downtown at the Masonic Lodge and this afforded yet another key interactive opportunity for residents and others key stakeholders to provide input into helping frame the future vision for Downtown. The charrette was instrumental in creating preferred Plan alternatives, preferred alternative framework and afforded the use of an online comment forum along with Task Force meetings and joint City Council/ Planning Commission study sessions helped develop and guide a new vision for Downtown Hayward.

Main Goal of the Project. Completion of the Downtown Specific Plan project is a high priority of the City Council in that the Plan will set forth a path to create a safe, comfortable, and enjoyable pedestrian environment in Downtown and will encourage walking, sidewalk dining, window shopping, and social interaction. Supporting the overall goal of a better pedestrian experience will be implementation of phased infrastructure improvements to slow vehicular traffic down within the Plan area, specifically on major thoroughfares Downtown. It is envisioned that the Plan will also revitalize and enhance Downtown to accommodate and encourage growth within compact, mixed-use, and walkable neighborhoods and districts that are located near the City's job centers, regional transit facilities and be a much less vehicle focused development pattern. Lastly, the Plan will encourage private-sector investment in downtown to transform it into a safe, vibrant, and prosperous arts and entertainment district that offers enhanced shopping, dining, recreational, and cultural experiences and events for residents, families, college students, and visitors.

DISCUSSION

At the previous CIC meeting on October 24, 2018, the Committee agreed that additional detail was needed related to the mobility component of the project and asked that City staff return to the CIC with additional mobility details and that information be forwarded to members well in advance of the next meeting. Those details are contained in Attachment II (Sample Street Sections and Narrative) of the staff report. Staff has also included the Downtown Specific Plan Phasing Scheme (Draft October 15, 2018) related to short-term, midterm and long-term mobility enhancements Downtown. This is referenced as Attachment III of the staff report.

As it relates to the Sample Street Sections and Narrative, these sample street cross sections and brief narratives are illustrative cross sections to demonstrate conceptually the vision for these streets. For example, there are currently three conceptual alternatives that have previously been shared with the CIC (each with varied sidewalk, lane and bike lane widths). As such, there is no one definitive cross section that the consultant team could produce that would address all possible sidewalks, landscape areas, outdoor dining zones, bike lanes, etc. The cross sections in the Plan have been created as a guide with the intent of providing needed flexibility. The more the available right-of-way, the greater the likelihood that more desirable pedestrian and bicycle-supportive features can be incorporated at a later date. More refined design details related to roadways in the Plan area will be specifically looked

as part of future CIP projects or as part of future private developments. A few possible projects that might afford street improvement opportunities are listed below:

- Maple and Main – Main Street
- PLaYT Restaurant – B Street
- Art's Crab Shack – C Street

The Downtown Specific Plan Phasing Matrix highlights short-term, intermediate, and long-term mobility improvements. Some of the proposed programs are related to enhancing the pedestrian and bicycling experience while others are focused on calmer traffic and improving circulation in the Downtown. The immediate goal was to re-purpose lanes on roadways with excess capacity allowing for a more robust multi-modal environment. Converting certain lower volume roadways from one way to two way are proposed to improve overall circulation in the downtown. New bulb outs are proposed to shorten crossing distances where high pedestrian volumes exist.

The consultant team and staff continue to work diligently to develop a robust circulation and mobility phasing scheme to find ways to enhance the pedestrian and bicyclist experience throughout the Plan area consistent with the long-term vision associated with this Specific Plan effort. The goal of staff and the consultant team has been to immediately implement cost-effective mobility improvements and to continue to improve mobility and circulation for all modes of transportation throughout the life of the Plan as funding becomes available. Lower cost, easier to implement projects were placed in the short-term category, while more complex, higher cost projects were identified as long-term pursuits. It should be noted, that only one project contained in the phasing matrix, the Main Street Complete Street Project, has available funding.

ECONOMIC AND FISCAL IMPACT

The development of the Downtown Specific Plan is funded through a federally funded grant approved by the ACTC on March 27, 2014. These funds are part of the One Bay Area Grant ("OBAG") program of which a portion of Priority Development Area ("PDA") planning and implementation funds was allocated to ACTC from the Metropolitan Transportation Commission for local PDA planning and implementation projects. A total of \$950,000 will come from ACTC for the Downtown Specific Plan project. On July 11, 2018, ACTC and Lisa Wise Consulting agreed to terms and conditions related to a contract extension to complete Hayward's Downtown Specific Plan project. Under this extension, LWC must "complete . . . the Final Adopted Specific Plan by April 30, 2019 . . ."

On April 5, 2016, Council approved a funding request for an additional \$230,000 (a \$75,000 grant matching fund was previously approved) for the project, which will have a direct impact on the City's General Fund. To offset this General Fund impact, as well as to provide a consistent stream of revenue to support Advance or Long-Range/Policy Planning activities, Council approved an increase to the General Plan Update Fee (now called the "Community Planning Fee") from 12% to 16% of permit/inspection fees charged for building permits at Council's May 2, 2017 meeting.

Ultimately, the City may see eventual additional return of General Fund monies through implementation of the Downtown Specific Plan by increased construction and accompanying/additional building permit fees, and increased sales tax and property tax revenue.

STRATEGIC INITIATIVES

The Downtown Specific Plan project supports the Complete Communities Strategic Initiative. The purpose of the Complete Communities initiative is to create and support services and amenities that provide inclusive and equitable access with the goal of becoming a thriving and promising place to live, work and play for all. This project supports the following goals and objectives:

Goal 1: Improve quality of life for residents, business owners, and community members in all Hayward neighborhoods.

Objective 4: Create resilient and sustainable neighborhoods.

Goal 2: Provide a mix of housing stock for all Hayward residents and community members, including the expansion of affordable housing opportunities and resources.

Objective 2: Facilitate the development of diverse housing types that serve the needs of all populations.

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

Goal 1: Prioritize safety for all modes of travel.

Objective 3: Ensure that roadway construction and retrofit programs and projects include complete streets elements.

It is envisioned that the Plan will also create new housing opportunities near public transit stops and provide a mix of housing in the City. The Plan will require mobility improvements to safety accommodate various modes of transportation in support of new housing in the Plan area.

SUSTAINABILITY FEATURES

Sustainability features are being developed as part of the Plan process, specifically with input from the public and the City's Sustainability Committee. Lisa Wise Consulting subconsultant Sherwood Design Engineers is actively involved with incorporating sustainable concepts and

design alternatives for the Downtown Plan area. Some of these concepts were discussed in more detail at the October 24th CIC meeting.

PUBLIC CONTACT

This item has been published as part of the CIC agenda. For other aspects of the Downtown Specific Plan project, there has been extensive public outreach in conjunction with previous joint City Council and Planning Commission work sessions, the project design charrette, multiple Downtown Specific Plan Task Force meetings and other opportunities (public workshops, online survey, etc.) for public input related to the project. Staff is currently working on a plan for some additional community outreach in early 2019 prior to Council adoption of the plan.

NEXT STEPS

The City Council is scheduled to hear a formal project update in a study session at their December 11, 2018 meeting. Also, City staff is working to schedule a joint open house/Task Force meeting to discuss the public draft Specific Plan document in January of 2019. Staff and the consultant team is also working to schedule another public meeting related to the public draft of the project Environmental Impact Report (EIR). Pursuant to the project MOU between the City of Hayward and ACTC (the City's key partner in the planning effort), the project is required to be completed by the end of April 2019.

Prepared by: Damon Golubics, Senior Planner

Recommended by: Laura Simpson, AICP, Director of Development Services

Approved by:

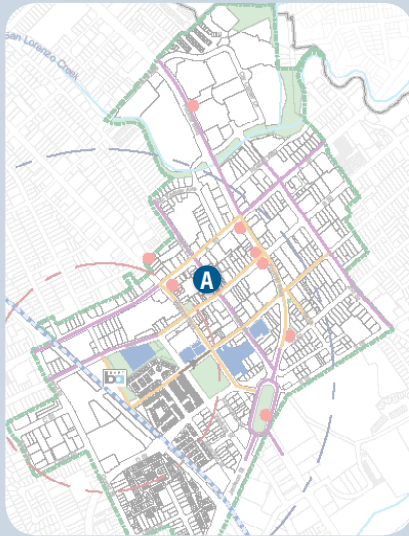
A handwritten signature in dark ink, appearing to read 'K. McAdoo', is positioned above a horizontal line.

Kelly McAdoo, City Manager

PROPOSED STREET DESIGN

Main Street (Between A Street and B Street)

Option 1



Location map



Existing conditions; view looking north at Main Street/B Street intersection

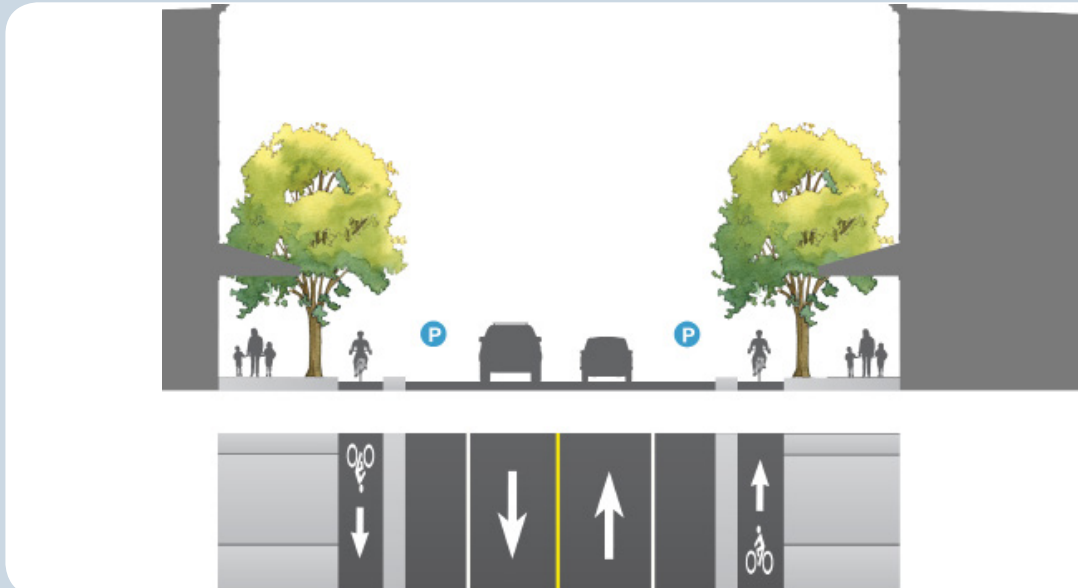


Figure B.1 Main Street (Between A Street and B Street) Proposed Improvements - Option 1

Proposed Changes

- Convert to one travel lane in each direction
- Maintain sidewalk widths
- Install protected bike lanes with medians
- Maintain curb parking
- Reduce travel lanes to make room for improvements
- On segments with transit, at least one travel lane in each direction will be reduced.

Overview

- Movement Type: Free
- Target speed: 20 mph

Main Street (Between A Street and B Street)

Option 2

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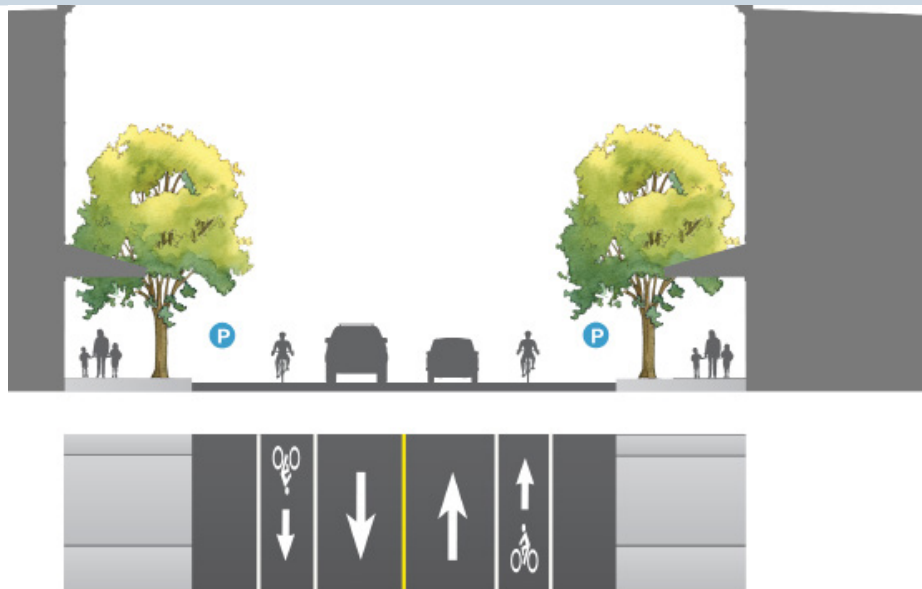


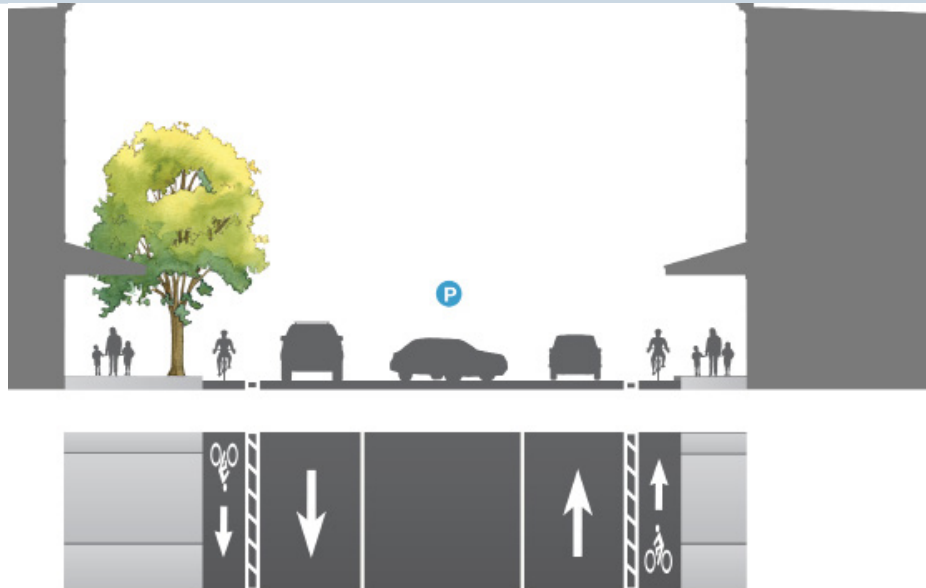
Figure B.2 Main Street (Between A Street and B Street) Proposed Improvements - Option 2

Proposed Changes

- Convert to one travel lane in each direction
- Maintain sidewalk widths
- Install bike lanes
- Maintain curb parking
- Reduce travel lanes to make room for improvements
- On segments with transit, at least one travel lane in each direction will be reduced

Overview

- Movement Type: Free
- Target speed: 20 mph

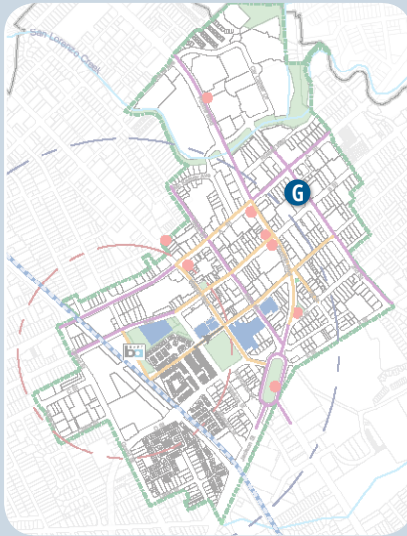
Main Street (Between A Street and B Street)**Option 3****A****Figure B.3 Main Street (Between A Street and B Street) Proposed Improvements - Option 3****Proposed Changes**

- Convert to one travel lane in each direction
- Maintain sidewalk widths
- Install bike lanes with bollards
- Add parking to the median
- Reduce travel lanes to make room for improvements
- On segments with transit, at least one travel lane in each direction will be reduced

Overview

- Movement Type: Free
- Target speed: 20 mph

2nd Street (Between A Street And B Street)



Location map



Existing conditions; view looking southeast along 2nd Street near A Street intersection



Figure B.1 2nd Street (Between A Street and B Street) Proposed Improvements

Short-Term Treatment

Install protected bike lanes with bollards before curb buffer installed

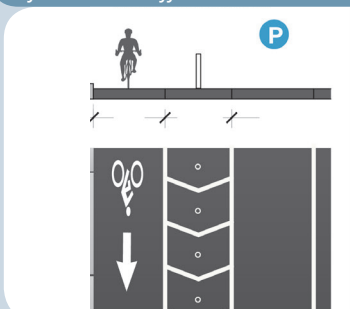


Figure B.2 2nd Street (Between A Street and B Street) Proposed Short-Term Improvements

Proposed Changes

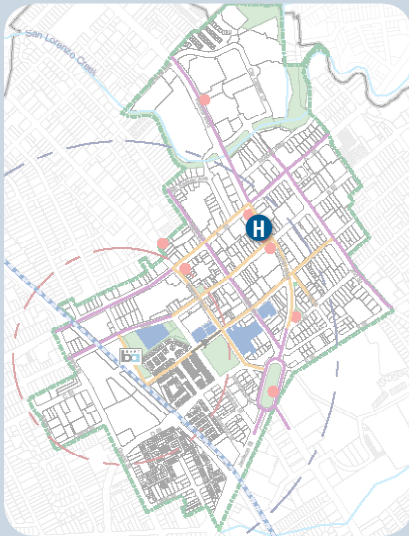
- Maintain sidewalk widths
- Install protected bike lanes with landscaped buffer
- Maintain and add curbside parking
- Add center turn lane
- Reduce travel lanes to make room for improvements
- On segments with transit, travel lane widths will be reduced

Overview

- Movement Type: Free
- Target speed: 30 mph

Foothill Blvd (Between A Street and B Street)

Short-Term Improvements



Location map



Existing conditions; view looking northwest along Foothill Boulevard near B Street intersection

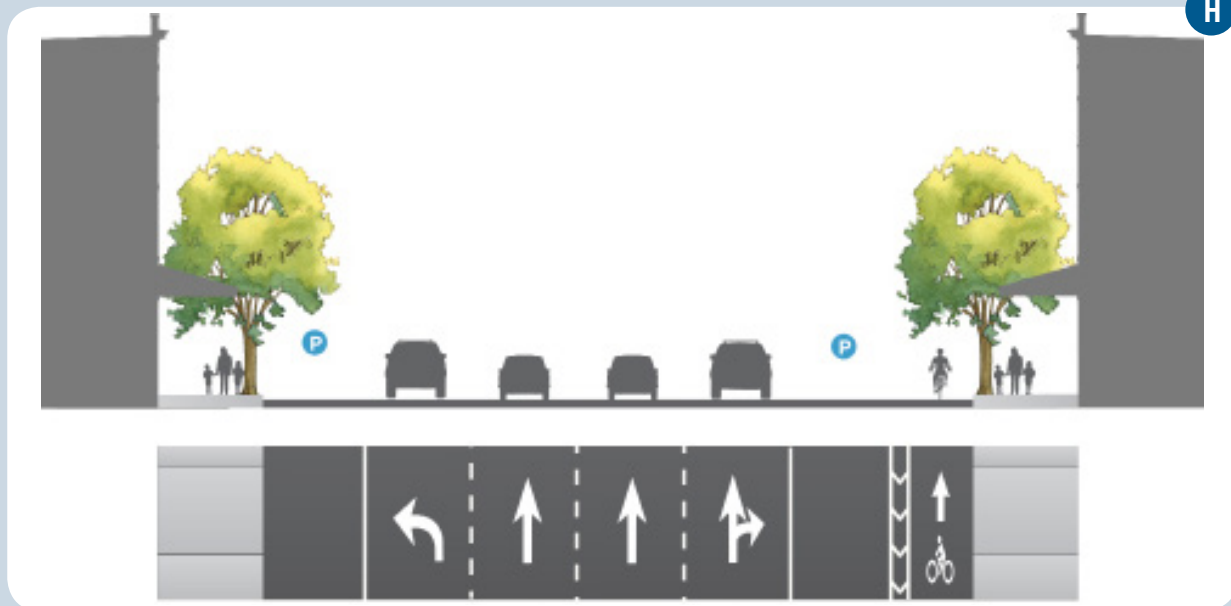


Figure B.3 Foothill Blvd (Between A Street and B Street) Proposed Short-Term Improvements

Proposed Changes

- Maintain sidewalk widths
- Install northbound protected bike lanes
- Maintain curbside parking
- Reduce travel lanes to make room for improvements
- On segments with transit, at least one travel lane in each direction will be reduced

Overview

- Movement Type: Free
- Target speed: 20 mph

Foothill Blvd (Between A Street and B Street)**Long-Term Improvements****H**

Figure B.4 Foothill Blvd (Between A Street and B Street) Proposed Long Term Improvements

Proposed Changes

- Convert to two-way travel with two lanes in each direction
- Install southbound protected bike lanes
- Add landscaped median to separate traffic
- Reduce travel lanes to make room for improvements
- On segments with transit, at least one travel lane in each direction will be reduced

Overview

- Movement Type: Free
- Target speed: 20 mph

Hayward Downtown Specific Plan
Phasing Scheme Draft 10-15-18

Phase	Timeline	Major Infrastructure Elements	Detailed Pedestrian Enhancements
Short Term	Under 5 years	<ul style="list-style-type: none"> ▪ Main Street Complete Streets project between McKeever and D Street (construction estimated Fall 2020) ▪ 2nd St road diet and bike lane within the study area (paint only near-term implementation, will coordinate with Bike Plan update) ▪ Foothill Boulevard single lane reduction and one-way parking or protected (curb or paint) bike lane (NB between D St and City Center Dr, coordinate with Bike Plan) ▪ Mission Blvd southbound bike lanes on both sides of roadway between A St and D St (coordinate with Bike Plan update) 	<ul style="list-style-type: none"> ▪ 2nd St: Painted bulbouts at corners, other temporary installations. 5-year buildout would include fully constructed bulbouts and curb protected cycletracks where applicable (coordinate with Bike Plan) ▪ Other bulbout opportunities: NE corner of Foothill Blvd and Russell Way NW corner of Foothill Blvd and B St SW corner of Mission Blvd and B St SE corner of Mission Blvd and A St ▪ Parklets, sidewalk bike racks, bike corrals at select parking spaces, benches (work with businesses to target locations) ▪ HAWK Pedestrian Signal on Foothill between City Center Drives
Mid Term	5-10 years	<ul style="list-style-type: none"> ▪ B Street 2-way conversion (between Watkins St and Foothill Blvd) ▪ C Street 2-way conversion (between Watkins St and 2nd St) ▪ 1st Street 2-way conversion (between C St and D St) ▪ Mission Boulevard, (Five Flags to Industrial Parkway) add northbound and southbound bike lanes ▪ Realign channelized turn pockets at: Foothill and A St: Realign channelized turn pockets Foothill and D St: Realign channelized turn pockets 	<ul style="list-style-type: none"> ▪ Water fountains at bulbouts and other cost-effective locations ▪ Greening on Foothill with additional tree wells and planting strips
Long Term	10-15 years	<ul style="list-style-type: none"> ▪ A Street 2-way conversion between Mission and Foothill 	<ul style="list-style-type: none"> ▪ Median island reconstruction to support 2-way movements in and around Foothill Blvd/Mission Blvd/D St intersection
Final Vision Buildout	15-20 years	<ul style="list-style-type: none"> ▪ Mission and Foothill 2-way conversion ▪ Mission/Foothill roundabout intersection (At time of 2-way conversion, or later depending on design and funding) 	<ul style="list-style-type: none"> ▪ Plazas, event space and programming of open space

Note: All proposed improvements depend upon securing necessary funding.