CITY OF HAYWARD

Hayward City Hall
777 B Street
Hayward, CA 94541
www.Hayward-CA.gov

Agenda

Tuesday, June 18, 2019

4:30 PM

Conference Room 2A

SPECIAL JOINT CITY COUNCIL AND HAYWARD AREA RECREATION AND PARK DISTRICT BOARD OF DIRECTORS MEETING

SPECIAL JOINT CITY COUNCIL AND HAYWARD AREA RECREATION AND PARK DISTRICT BOARD OF DIRECTORS MEETING

CALL TO ORDER Pledge of Allegiance: Mayor Halliday

ROLL CALL

Hayward Area Recreation and Park District Board of Directors

City Council

PUBLIC COMMENTS

The Public Comment section provides an opportunity to address the City Council on items not listed on the agenda or Information Items. The Council 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 Council is prohibited by State law from discussing items not listed on the agenda, your item will be taken under consideration and may be referred to staff.

SPECIAL WORK SESSION

Work Session items are non-action items. Although the Council may discuss or direct staff to follow up on these items, no formal action will be taken. Any formal action will be placed on the agenda at a subsequent meeting in the action sections of the agenda.

1. WS 19-038 Review and Discuss the Park Nexus Study Fee Calculations (Report from Development Services Director Simpson)

Attachments:
Attachment I Staff Report
Attachment II Fee Calculations
Attachment III Alternative Rate Structure
Attachment IV Fee Calculations Residential Only
Attachment V Alternative Rate Structure Residential Only
Attachment VI Rate Comparisons

2. WS 19-040 Overview and Approach to Parks, Open Space, and Trails within Route 238 Corridor Lands Development (Report from Deputy City Manager Ott)

Attachments:
Attachment I Staff Report
Attachment II Hayward Parcel 5 Plan
Attachment III Hayward Parcel 6 Plan

3. WS 19-041 Park and Recreation Master Plan (Report from HARD General Manager McCreary)

Attachments: Attachment I Staff Report

Attachment II Draft Recreation and Park Master Plan

ADJOURNMENT

PUBLIC COMMENT RULES

Any member of the public desiring to address the Council shall limit her/his address to three (3) minutes unless less or further time has been granted by the Presiding Officer or in accordance with the section under Public Hearings. The Presiding Officer has the discretion to shorten or lengthen the maximum time members may speak. Speakers will be asked for their name before speaking and are expected to honor the allotted time. Speaker Cards are available from the City Clerk at the meeting.

PLEASE TAKE NOTICE

That if you file a lawsuit challenging any final decision on any public hearing or legislative business item listed in this agenda, the issues in the lawsuit may be limited to the issues that were raised at the City's public hearing or presented in writing to the City Clerk at or before the public hearing.

PLEASE TAKE FURTHER NOTICE

That the City Council adopted Resolution No. 87-181 C.S., which imposes the 90-day deadline set forth in Code of Civil Procedure section 1094.6 for filing of any lawsuit challenging final action on an agenda item which is subject to Code of Civil Procedure section 1094.5.

****Materials related to an item on the agenda submitted to the Council after distribution of the agenda packet are available for public inspection in the City Clerk's Office, City Hall, 777 B Street, 4th Floor, Hayward, during normal business hours. An online version of this agenda and staff reports are available on the City's website. Written comments submitted to the Council in connection with agenda items will be posted on the City's website. All Council Meetings are broadcast simultaneously on the website and on Cable Channel 15, KHRT. ****

Assistance will be provided to those requiring accommodations for disabilities in compliance with the Americans with Disabilities Act of 1990. Interested persons must request the accommodation at least 48 hours in advance of the meeting by contacting the City Clerk at (510) 583-4400 or TDD (510) 247-3340.

Assistance will be provided to those requiring language assistance. To ensure that interpreters are available at the meeting, interested persons must request the accommodation at least 48 hours in advance of the meeting by contacting the City Clerk at (510) 583-4400.

File #: WS 19-038

DATE: June 18, 2019

TO: Mayor and City Council

FROM: Development Services Director

SUBJECT

Review and Discuss the Park Nexus Study Fee Calculations

RECOMMENDATION

That the Council and Hayward Area Recreation Park District (HARD) Board of Directors review and provide feedback and direction on the park impact fee calculations.

SUMMARY

The attached park impact fee calculations, prepared by Community Attributes, Inc. (CAI), show the maximum allowable park in-lieu fees that could be assessed on different development types. Currently, park fees in Hayward are imposed only on residential development, in accordance with the Quimby Act. However, per the Mitigation Fee Act, the City has the option to also assess fees on non-residential development, as long as that fee bears a reasonable and proportionate relationship to the impact that the development creates on the parks system.

Two sets of park fee calculations are provided in the following attachments. One calculates the maximum allowable fees if they are assessed on both residential and non-residential development. The other calculates maximum allowable fees if they are assessed on residential development only.

From Council and the HARD Board of Directors, staff would like direction on the following questions:

1. Should park impact fees be applied to non-residential development?
2. Should park impact fees be reduced below the maximum allowable for any types of development?
3. Are there any types of development that should be exempt from park fees?
4. Should park impact fees for residential development be set by development type or per bedroom?
5. What credits, if any, should be counted towards a project's park impact fee requirements?

ATTACHMENTS

Attachment I	Staff Report
Attachment II	Fee Calculations - Residential and Non-Residential

Attachment III	Alternative Rate Structure - Residential and Non-Residential
Attachment IV	Fee Calculations - Residential Only
Attachment V	Alternative Rate Structure - Residential Only
Attachment VI	Rate Comparisons

DATE: June 18, 2019

TO: Mayor and City Council
HARD Board of Directors

FROM: Development Services Director

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BACKGROUND

In May 2018, the City entered into contract with Community Attributes, Inc. (CAI) to conduct a comprehensive nexus-study for park dedication and in-lieu impact fees to align with current economic and development activities within Hayward. The last nexus study and fee schedule update occurred in 2003. Subsequently, park dedication and in-lieu fees have not kept pace with inflation and land values. Had a Consumer Price Index adjustment been made annually, Table 1 illustrates how the fees adopted in 2003 would have changed over time.

Table 1: Hypothetical Park In-Lieu Fees if Annual CPI Adjustment Had Been Made

			Park In-Lieu Fee		
Year	*CPI*	*% Change*	*Single-Family Detached*	*Single-Family Attached*	*Multi-Family*
2003	196.4		$11,953	$11,395	$9,653
2004	198.8	1.2%	$12,099	$11,534	$9,771
2005	202.7	2.0%	$12,336	$11,761	$9,963
2006	209.2	3.2%	$12,732	$12,138	$10,282
2007	216.048	3.3%	$13,149	$12,535	$10,619
2008	222.767	3.1%	$13,558	$12,925	$10,949
2009	224.395	0.7%	$13,657	$13,019	$11,029
2010	227.469	1.4%	$13,844	$13,198	$11,180
2011	233.390	2.6%	$14,204	$13,541	$11,471
2012	239.650	2.7%	$14,585	$13,904	$11,779
2013	245.023	2.2%	$14,912	$14,216	$12,043
2014	251.985	2.8%	$15,336	$14,620	$12,385
2015	258.572	2.6%	$15,737	$15,002	$12,709
2016	266.344	3.0%	$16,210	$15,453	$13,091
2017	274.924	3.2%	$16,732	$15,951	$13,512
2018	285.550	3.9%	$17,379	$16,567	$14,035

Source: Community Attributes, Inc.

A project kick-off meeting was held in October 2018. Participants included City staff from Development Services, the City Manager's Office, and the Finance Department; HARD staff; and CAI. Based on the discussion at the kickoff meeting, CAI developed recommendations regarding the methodology for the nexus study and followed up with City and HARD staff during a conference call in December 2018 for additional guidance and input.

Since then, CAI has developed park impact fee calculations, which calculate the maximum fees for different development types that would be legally defensible based on land acquisition and development costs. These fee calculations are the subject of this staff report.

On May 6, 2019, the park fee calculations were presented to the Council Economic Development Committee (CEDC). From their discussion, the CEDC had general consensus around the following recommendations:

- Minimal or no park fees should be assessed on non-residential development, particularly commercial development, which the City has a hard time attracting;
- Residential park fees should be assessed per bedroom rather than by development type (single-family, multifamily, etc.);
- Accessory dwelling units (ADUs) should be assessed the same rate as studios, regardless of the number of bedrooms that they include; and
- While park fees should be increased, the increase must be reasonable.

DISCUSSION

California State law allows for two different types of fees that can be charged to new development to mitigate its impact on the parks and recreation system:

- The Quimby Act allows cities to require the dedication of land up to five acres per 1,000 population (depending on the current level of service). Quimby fees do not apply to all types of development and are limited to subdivisions of up to 50 parcels and other specific criteria.
- The Mitigation Fee Act allows cities to charge impact fees to all types of new development provided that the fee bears a reasonable and proportionate relationship to the impact that the development creates on the parks system.

Currently, the City of Hayward has Quimby Act parkland dedication and in-lieu fees only for new residential development. However, the park impact fee calculations contained in this report and the relevant attachments have been calculated following the requirements of the Mitigation Fee Act. This allows staff and decision-makers the ability to compare what the fees would be if the City continues to assess fees only on residential development, or if it opts to also assess fees on non-residential development.

Residential and Non-Residential Fee Calculations

Attachment II details the process for calculating maximum allowable park in-lieu fees if both residential ***and*** non-residential development are charged. While population and employment are both expected to grow in Hayward, they should not be counted equally because employees and visitors spend less time in Hayward than residents, and therefore they have less benefit from Hayward's parks. There is a well-established and widely-used technique for accounting these differences in impact fees and it involves "equivalency." Appendix A of Attachment II describes equivalency and explains how the "equivalent population" coefficients were developed for this study of park impact fees. The results allow business to pay its proportionate share of parks for growth based on the "equivalent population" that nonresidential development generates.

Based on the analysis presented in Attachment II, Table 2 shows the maximum allowable park impact fees that could be assessed for different types of residential and non-residential development. Existing park fees for residential development are shown for comparison.

Table 2: Maximum Allowable Park Impact Fees, Calculated for Residential and Non-Residential Development

Type of Development	*Existing Fee*	*Maximum Allowable Fee*
Residential		
Single-Family[1]	$11,953	$20,056
Multifamily	$9,653	$16,415
Mobile Home and Other	$9,653	$13,280
Non-Residential		
Office/Other Commercial	-	$7.88/sq. ft.
Retail	-	$9.72/sq. ft.
Industrial	-	$0.78/sq. ft.
Government	-	$9.00/sq. ft.
Education	-	$2.87/sq. ft.

Notes:
1. Attached single-family homes are assessed a fee of $11,395.

Source: Community Attributes, Inc.

The City could decide to further break down residential park fees based on the number of bedrooms per unit. Based on data on the average number of persons per dwelling unit from the U.S. Census Bureau American Housing Survey, Table 3 shows the maximum allowable park fees that could be assessed per unit based on bedroom count. Attachment III provides additional detail on this calculation.

Table 3: Maximum Allowable Park Impact Fees by Unit Size

Unit by Bedroom Count	*Maximum Allowable Fee*
0 Bedrooms	$4,416
1 Bedroom	$6,915
2 Bedrooms	$12,474
3 Bedrooms	$21,784
4 or more Bedrooms	$30,301

Source: Community Attributes, Inc.

Residential-Only Fee Calculations

Attachments IV and V show how the park fee calculations would differ if they continue to be assessed on residential development only. Table 4 provides a summary of the maximum allowable fees that would be legally defensible. Table 5 indicates a further breakdown of the fees, if they were assessed by bedroom count.

Table 4: Maximum Allowable Park Impact Fees, Calculated for Residential Development Only

Type of Development	*Existing Fee*	*Maximum*

		Allowable Fee
Residential		
Single-Family[1]	$11,953	$28,504
Multifamily	$9,653	$23,329
Mobile Home and Other	$9,653	$18,874

Notes:
1. Attached single-family homes are assessed a fee of $11,395.

Source: Community Attributes, Inc.

Table 5: Maximum Allowable Park Impact Fees by Unit Size, Residential Only

Unit by Bedroom Count	*Maximum Allowable Fee*
0 Bedrooms	$6,277
1 Bedroom	$9,828
2 Bedrooms	$17,728
3 Bedrooms	$30,959
4 or more Bedrooms	$43,065

Source: Community Attributes, Inc.

Fee Comparisons with Neighboring Jurisdictions

Attachment VI compares Hayward's current and maximum allowable park impact fees to comparable fees in other nearby jurisdictions, including Oakland, San Leandro, Union City, Fremont, Dublin, Pleasanton, Livermore, San Mateo, and Alameda County.

For residential development, Hayward's existing fees are among the lowest for all jurisdictions, especially given that most other jurisdictions also assess fees for capital facilities, traffic, and/or fire, which Hayward does not. The maximum allowable park fees that Hayward could assess are generally average to below average compared to the other jurisdictions. However, Hayward also has among the lowest median home values compared to these other jurisdictions. As shown in Attachment VI, for single family development, Hayward's median home prices are most comparable to San Leandro, while for multifamily condo development, they are most similar to Union City and Livermore.

For non-residential development, Hayward and Union City are the only jurisdictions that do not currently charge impact fees for parks, capital facilities, traffic, or fire. As Attachment VI shows, the maximum allowable park fees that Hayward could assess on non-residential development vary depending on the type of development. For example, the maximum allowable fees for retail development would be above average compared to neighboring jurisdictions, and the highest for park fees alone. However, for industrial development, the maximum allowable fees would be among the lowest. Hayward's median sales price per square foot is the lowest for both retail and industrial development compared to the other jurisdictions.

Questions for Discussion and Staff Recommendations

Staff is seeking direction from Council and the HARD Board of Directors on the following questions. For each question, staff's recommendations and/or commentary are provided, as appropriate.

1. Should park impact fees be applied to non-residential development?
   At their meeting on May 6, the CEDC recommended that minimal or no park impact fees should be applied to non-residential development, particularly commercial development, which the City has a hard time attracting.

   Assessing park impact fees on both residential and non-residential development would result in reduced fees for residential development and would help ensure that non-residential development shares some of the cost of parkland development. As shown in Attachment VI, several neighboring jurisdictions assess park impact fees on non-residential development.

2. Should park impact fees be reduced below the maximum allowable for any types of development?
   As stated above, the CEDC expressed support of significantly reduced fees for non-residential development, if any are assessed at all. In addition, they directed that while residential fees should be increased from their current levels, the increase should also be reasonable, and not necessarily to the maximum allowable.

   If it is decided that park impact fees should be reduced below the maximum allowable, staff recommends that consistent reductions be made across residential types and across non-residential types. For example, it may be decided that a 10 percent reduction from the maximum allowable fees is appropriate across all residential types, while a 90 percent reduction is appropriate across all non-residential types. However, it should be noted that any reduction from the maximum fees allowable would mean a reduction in the level of service (measured in acres of parkland per thousand residents) from the current level provided.

   Tables 6 and 7 below show some options for potential fee reductions, and the resulting impact that this would have on the level of park service provided.

Table 6: Options for Reductions in Park Impact Fees, Calculated for Residential and Non-Residential Development

Type of Development	*Maximum Allowable Fee*	*10% Reduction*	*25% Reduction*	*50% Reduction*	*75% Reduction*	*90% Reduction*
Residential by Type						
Single-Family	$20,056	$18,050	$15,042	$10,028	$5,014	$2,006
Multifamily	$16,415	$14,773	$12,311	$8,207	$4,104	$1,641
Mobile Home/Other	$13,280	$11,952	$9,960	$6,640	$3,320	$1,328
Residential by Bedroom						
0 Bedrooms	$4,416	$3,975	$3,312	$2,208	$1,104	$442
1 Bedroom	$6,915	$6,224	$5,186	$3,458	$1,729	$692
2 Bedrooms	$12,474	$11,227	$9,356	$6,237	$3,119	$1,247
3 Bedrooms	$21,784	$19,605	$16,338	$10,892	$5,446	$2,178
4+ Bedrooms	$30,301	$27,271	$22,726	$15,151	$7,575	$3,030
Non-Residential						
Office/Commercial	$7.88/ft²	$7.10	$5.91	$3.94	$1.97	$0.79
Retail	$9.72/ft²	$8.75	$7.29	$4.86	$2.43	$0.97
Industrial	$0.78/ft²	$0.71	$0.59	$0.39	$0.20	$0.08
Government	$9.00/ft²	$8.10	$6.75	$4.50	$2.25	$0.90
Education	$2.87/ft²	$2.59	$2.16	$1.44	$0.72	$0.29
Equivalent LOS for growth in acres/1,000 equivalent population	4.98	4.69	4.25	3.52	2.79	2.35

Source: Community Attributes, Inc.

Table 7: Options for Reductions in Park Impact Fees, Calculated for Residential Development Only

Type of Development	*Maximum Allowable Fee*	*10% Reduction*	*25% Reduction*	*50% Reduction*	*75% Reduction*	*90% Reduction*
Residential by Type						
Single-Family	$28,504	$25,654	$21,378	$14,252	$7,126	$2,850
Multifamily	$23,329	$20,996	$17,497	$11,664	$5,832	$2,333
Mobile Home/Other	$18,874	$16,986	$14,155	$9,437	$4,718	$1,887
Residential by Bedroom						
0 Bedrooms	$6,277	$5,649	$4,707	$3,138	$1,569	$628
1 Bedroom	$9,828	$8,845	$7,371	$4,914	$2,457	$983
2 Bedrooms	$17,728	$15,956	$13,296	$8,864	$4,432	$1,773
3 Bedrooms	$30,959	$27,863	$23,220	$15,480	$7,740	$3,096
4+ Bedrooms	$43,065	$38,758	$32,299	$21,532	$10,766	$4,306
Equivalent LOS for growth in acres/1,000 population	6.50	6.11	5.53	4.55	3.58	2.99

Source: Community Attributes, Inc.

To soften the impact of increased fees, Council and the HARD Board may also want to consider a phased approach that increases fees in increments over a specified period. An example phasing schedule is shown in Table 8 below.

Table 8: Sample Fee Phasing Schedule for Residential and Non-Residential Development

Type of Development	*Year 1*	*Year 2*	*Year 3*[1]
Reduction from Max. Allowable Fees	Residential: 25% Non-Residential: 98%	Residential: 12.5% Non-Residential: 95%	Residential: 0% Non-Residential: 90%
Residential by Bedroom			
0 Bedrooms	$3,312	$3,864	$4,416
1 Bedroom	$5,186	$6,051	$6,915
2 Bedrooms	$9,356	$10,915	$12,474
3 Bedrooms	$16,338	$19,061	$21,784
4+ Bedrooms	$22,726	$26,513	$30,301
Non-Residential			
Office/Commercial	$0.16/ft²	$0.39	$0.79
Retail	$0.19/ft²	$0.49	$0.97
Industrial	$0.02/ft²	$0.04	$0.08
Government	$0.18/ft²	$0.45	$0.90
Education	$0.06/ft²	$0.14	$0.29

Note:
1. The equivalent level of service that would be provided in year 3 is 4.25 acres of parkland per 1,000 equivalent population.

Source: Community Attributes, Inc.

In any case, staff recommends that the adopted park fees be adjusted annually by a home price or construction cost index, such as the Engineering News Record.

3. Are there any types of development that should be exempt from park fees?
   Per Section 10-16.11 of the Hayward Municipal Code[1], the following types of development are currently exempt from park impact fees:

   - Housing for the elderly or disabled, when the development is either owned by a public agency or leased to a public agency for a period of at least twenty (20) years, and when the development complies with the definition of housing for the elderly or disabled as defined by the U. S. Department of Housing and Urban Development;
   - Rental housing owned by a private non-profit corporation with rents which on the average remain affordable, for a period of at least thirty (30) years, to households with incomes of no more than sixty (60) percent of area median income, adjusted for household size, as defined by the State of California Department of Housing and Community Development.

[1] HMC Chapter 10, Article 16, Property Developers – Obligations for Parks and Recreation: https://library.municode.com/ca/hayward/codes/municipal_code?nodeId=HAYWARD_MUNICIPAL_CODE_CH10PLZOSU_ART16PRDEBLPARE

Developers of such rental housing shall enter into a regulatory agreement with the City to be approved by the City Council, which shall guarantee the term of affordability;

- Ownership housing developed by a public agency or private non-profit housing developer which is affordable to first-time homebuyers with incomes of no more than ninety-five (95) percent of area median income, adjusted for household size, as defined by the State of California Department of Housing and Community Development. Owners within such ownership developments shall be required to provide a right of first refusal to the City or its designee to purchase the units upon resale;
- Commercial and industrial subdivisions;

Council and the HARD Board may want to consider exempting Accessory Dwelling Units (ADUs) from park impact fees to make this housing type more affordable to develop. As an alternative, as the CEDC recommends, Council and the HARD Board may instead consider assessing ADUs the "0 Bedroom" rate, regardless of the number of bedrooms in the ADU[2].

Some of the comparison cities mentioned above exempt affordable housing, senior housing, and ADUs from park impact fees. In addition, some exempt the impact fee for public entities based on public health, safety or welfare grounds. Others build in a grandfathering date for developments that have met specific criteria, or that have a vested right as defined by State law.

4. Should park impact fees for residential development be set by development type or per bedroom?
   The CEDC expressed a preference for assessing park impact fees for residential development based on bedroom count. However, this will raise some questions regarding implementation, such as how or whether to assess park fees on bedroom additions.

   Among the comparison cities studied, renovations, additions, remodels typically are exempt from impact fees unless they add an additional unit or gross square feet or result in a change of use with greater impact per square foot. Typically, the impact fee in these cases is calculated as the difference between the prior use and the new proposed use. Some cities provide a minimum square foot increase for nonresidential additions before the impact fee would apply, between 200 and 500 gross square feet.

[2] Per HMC Sec. 10-1.2744(e), ADUs are allowed a maximum of two bedrooms. https://library.municode.com/ca/hayward/codes/municipal_code?nodeId=HAYWARD_MUNICIPAL_CODE_CH10PLZOSU_ART1ZOOR_S10-1.2740ACDWUN_S10-1.2744DEDEST

5. What credits, if any, should be counted towards a project's park fee requirements?
   Among the comparison cities, all allow for credits toward the impact fee. Most often credits are allowed when the developer has dedicated land or built improvements as a condition of development approval or agreement. Many require that the land dedication or improvements contribute toward projects identified in City planning documents. As one example, the City of San Mateo has very specific requirements for what types of improvements could qualify for credits.[3]

ECONOMIC IMPACT

It is conceivable that increasing park in-lieu fees would result in disincentives to developing in Hayward. However, as noted in Attachment VI and the Discussion above, the maximum allowable fees are generally in line with or in some cases, significantly less than similar fees being assessed in surrounding jurisdictions. As a result, staff does not anticipate a significant decline in development as a result of increased fees. Further, adequately funding the development of new parks to serve growth could serve to attract additional new development, which would lead to positive economic impacts.

FISCAL IMPACT

The costs associated with the Park Nexus Study, of which this report is a part, were included in the Development Services Department Planning Division FY 2018 operating budget. The total contract amount is $33,600. The City is responsible for 50 percent of the total contract fees for a total of $16,800, while HARD is responsible for the other 50 percent.

Recalibrating the park in-lieu fee schedule will provide increased revenues to directly meet the needs of the growing community by adequately funding fiscal projects managed by HARD. The impact is not specifically to the General Fund in that these funds do not replace General Fund monies but must be used specifically for new parkland costs. Staff is unable to provide an estimate of the annual revenue in park fees at this time based upon the wide range of policy options that the Council and HARD Board may choose. In addition, the amount of revenue generated will be dependent on the amount and type of development that occurs in the future. For reference, an average of $2,061,255 of park in-lieu fees have been collected annually over the past five fiscal years.

STRATEGIC INITIATIVES

This agenda item supports the Complete Communities Strategic Initiative. The purpose of the Complete Communities initiative 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. This item supports the following goal:

[3] City of San Mateo Municipal Code, Section 26.64.030, Dedication of Land for Community Purposes: https://qcode.us/codes/sanmateo/view.php?topic=26-26_64-26_64_030&frames=on

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

NEXT STEPS

Based on feedback from the City Council and HARD Board of Directors, staff will work with the Consultant to refine the analysis and recommendations. Later in the summer or early fall, staff will return to both bodies to present recommended park impact fees and related draft revisions to the Municipal Code.

Prepared by: Elizabeth Blanton, AICP, Associate Planner

Recommended by: Laura Simpson, AICP, Development Services Director

Approved by:

Kelly McAdoo, City Manager

City of Hayward
Park Impact Fee Calculations

DISCUSSION DRAFT

April 12, 2019

GROWTH ESTIMATES

Impact fees are meant to have "growth pay for growth" so the first step in developing an impact fee is to quantify future growth in the City of Hayward. Growth estimates have been prepared for population and employment through the year 2040 in order to match the horizon year of the City's General Plan.

Exhibit 1 lists Hayward's population and growth rates from 2010 to 2018 and projections to the year 2040.

Exhibit 1. Population

	Population	CAGR(1)
2010	144,186	
2011	146,357	1.5%
2012	149,965	2.5%
2013	152,491	1.7%
2014	154,641	1.4%
2015	157,409	1.8%
2016	159,465	1.3%
2017	161,455	1.2%
2018	162,030	0.4%
2040	183,533	0.6%
Growth (2)	**22,078**	**0.6%**

(1) CAGR = Compound Annual Growth Rate.
(2) Growth = 2040 Population – 2018 Population.
Source for population:
- *for years 2010 to 2018: California Department of Finance Population Estimates for Cities, Counties, and State; and*
- *for 2040: City of Hayward General Plan.*

In addition to residential population growth, Hayward expects businesses to grow. Business development is included in this methodology because Hayward's parks and recreation system serves both its residential population and employees. City parks provide places for employees and customers to take breaks from work and shopping, including restful breaks and/or active exercise to promote healthy living.

Exhibit 2 shows employment in Hayward from 2010 to 2018 and projected growth for the year 2040.

Exhibit 2. Employment

	Employment	CAGR(1)
2010	64,134	
2011	65,249	1.7%
2012	67,372	3.3%
2013	68,752	2.0%
2014	70,407	2.4%
2015	72,864	3.5%
2016	74,369	2.1%
2017	75,821	2.0%
2018	76,845	1.4%
2040	89,900	0.7%
Growth (2)	**13,055**	**0.7%**

(1*) CAGR = Compound Annual Growth Rate.*
(2) Growth = 2040 Employment – 2018 Employment.
Sources for employment:
- *for years 2010 to 2017: Bureau of Labor Statistics, Local Area Unemployment Statistics, annual average employment;*
- *for 2018: Bureau of Labor Statistics, Local Area Unemployment Statistics, average of employment through November 2018 and preliminary employment estimates for December 2018; and*
- *for 2040: City of Hayward General Plan Background Report.*

Exhibit 3 lists employment by industry in Hayward for 2018 and projections for the year 2040.

Exhibit 3. Employment by Industry

	2018	2040	CAGR(1)
Services	13,576	17,012	1.0%
Manufacturing	10,717	11,180	0.2%
Government	9,757	8,799	-0.5%
Healthcare	9,151	13,400	1.7%
Retail Trade	7,727	7,326	-0.2%
Wholesale Trade	7,456	7,861	0.2%
Construction & Resources	6,117	9,594	2.1%
Accommodations & Food Service	4,425	6,050	1.4%
TCU	4,369	4,806	0.4%
FIRE	2,653	2,558	-0.2%
Education	899	1,313	1.7%
Total	**76,845**	**89,900**	**0.7%**

(1) CAGR = Compound Annual Growth Rate.
Sources for employment:
- *for 2018: employment by industry is estimated by allocating 2018 total employment from Exhibit 2 by the share of employment by industry from the Hayward General Plan; and*
- *for 2040: employment by industry is estimated by using growth rates by industry for the Oakland-Hayward-Berkeley MD from the California Employment Development Department and adjusted to projected total 2040 employment from Exhibit 2.*

It is clear from Exhibits 1, 2 and 3 that Hayward expects growth of population and businesses in the future, so there is a rational basis for park impact fees that would have future growth pay for parks that are needed to provide appropriate levels of service to new development.

Population and employment are both expected to grow, but they should not be counted equally because employees and visitors spend less time in Hayward than residents, therefore they have less benefit from Hayward's parks. There is a well-established and widely-used technique for accounting for these differences in impact fees, and it involves "equivalency." Appendix A describes equivalency and explains how the "equivalent population coefficients" were developed for this study of park impact fees for the City of Hayward. The results allow business to pay its proportionate share of parks for growth based on the "equivalent population" that nonresidential development generates.

Exhibit 4 multiplies the equivalent population coefficients (from Appendix A) by the actual population and employment data from Exhibits 1 and 3 to calculate the "equivalent" population for the base year (2018), the horizon year (2040) and the growth between 2018 and 2040.

Exhibit 4. Growth of Equivalent Population

Land-Use Category	Equivalent Population Coefficient (1)	2018 Base Year Full Population (2)	2018 Base Year Equivalent Population (3)	2040 Base Year Full Population (2)	2040 Horizon Year Equivalent Population (3)	2018-2040 Growth Full Population (4)	2018-2040 Growth Equivalent Population (5)
Residential	0.94	162,030	151,903	183,533	172,062	21,503	20,159
Nonresidential							
Services	0.51	13,576	6,864	17,012	8,602	3,437	1,738
Manufacturing	0.58	10,717	6,223	11,180	6,493	464	269
Government	0.71	9,757	6,888	8,799	6,212	(958)	(676)
Healthcare	0.98	9,151	8,933	13,400	13,081	4,249	4,148
Retail Trade	2.00	7,727	15,481	7,326	14,677	(401)	(804)
Wholesale Trade	0.62	7,456	4,616	7,861	4,867	406	251
Construction & Resources	0.20	6,117	1,215	9,594	1,906	3,477	691
Accommodations & Food Service	1.04	4,425	4,601	6,050	6,292	1,626	1,690
TCU	0.60	4,369	2,623	4,806	2,886	437	263
FIRE	0.51	2,653	1,341	2,558	1,293	(95)	(48)
Education	0.54	899	482	1,313	703	413	221
Total	**N/A**	**N/A**	**211,172**	**N/A**	**239,074**	**N/A**	**27,902**

(1) From Appendix A Equivalent Population Coefficients.
(2) From Exhibits 1 and 3.
(3) Equivalent Population = Equivalent Population Coefficient x Full Population.
(4) 2018-2040 Growth Full Population = 2040 Full Population – 2018 Full Population.
(5) 2018-2040 Growth Equivalent Population = 2040 Equivalent Population – 2018 Equivalent Population.

The totals in Exhibit 4 provide the equivalent population for the purpose of development of park impact fees for Hayward. The total equivalent population for the base year (2018) is 211,172 and the horizon year (2040), is 239,074, therefore equivalent population growth between 2018 and 2040 is 27,902.

PARK IMPACT FEES

Overview

Impact fees for Hayward's parks use an inventory of the City's existing acreage and current equivalent population to determine the current level of service ratio for parks. The current level of service ratio is multiplied by the projected equivalent population growth to estimate the acres of parks needed to serve growth at the current level of service. The cost of park acquisition and development per acre is multiplied by the number of acres needed to serve growth at the current level of service to arrive at the investment in parks needed to serve growth. The investment needed for growth is then adjusted by the value of the remaining park in-lieu fee fund balance and estimated program administration costs to arrive at the investment to be paid by growth. The investment to be paid by growth is divided by the growth in equivalent population to arrive at the growth cost per equivalent population. The amount of the maximum allowable park impact fee is

determined by multiplying the growth cost per equivalent population by the equivalent population per unit for each type of development.

These steps are described below in the formulas, descriptions of variables, exhibits and explanations of calculations for parks impact fees. Throughout the chapter the term "person" is used as the short name that means equivalent population or equivalent person.

Formula 1: Parks Level of Service Ratio

The current level of service ratio is calculated by dividing the existing acreage of Hayward Area Recreation and Park District (HARD) parks in Hayward by the total current equivalent population in Hayward.

$$(1)\quad \begin{matrix}\textit{Existing Acres}\\ \textit{of Parks}\end{matrix} \div \begin{matrix}\textit{Current Equivalent}\\ \textit{Population}\end{matrix} = \begin{matrix}\textit{Current Level of}\\ \textit{Service Ratio}\end{matrix}$$

Equivalent population was described above and is explained in Appendix A. There is one new variable that requires explanation: (A) Existing Acres of Parks.

Variable (A): Existing Acres of Parks

The acreage of each park in Hayward, managed by HARD, is listed in Appendix B. The total existing parks acreage includes all existing parks and facilities in the following categories: Local Parks; Community Parks; Special Use Facilities; School Recreation Sites; and Linear Parks, Greenways and Trails. Appendix B additionally includes the total acreage in Hayward and the subtotal by category from the HARD Parks and Recreation Master Plan.

The total existing inventory of parks in the City of Hayward is 1,052.6 acres of parks. Exhibit 5 lists the total existing inventory of parks by category.

Exhibit 5. HARD Park Inventory in Hayward by Park Type, Acres, 2018

Type	Inventory
Local Parks	133.2
Community Parks	63.6
Special Use Facilities	232.4
School Recreation Sites	20.0
Linear Parks, Greenways and Trails	603.4
Total	**1,052.6**

Exhibit 6 lists the total existing inventory of parks and divides it by the current equivalent population of 211,172 (from Exhibit 4), divided by 1,000 to calculate the current level of service ratio of 4.98 acres of parks per 1,000 equivalent population.

Exhibit 6. Level of Service Ratio

Inventory		Current Equivalent Population		Level of Service Ratio
1,052.6 acres	÷	211,172	=	4.98 acres per 1,000 pop

Formula 2: Total Park Acres to Serve Growth

Impact fees must be related to the needs of growth. The first step in determining growth's needs is to calculate the total number of acres needed to serve growth with the same level of service ratio that benefits the current population. The acres of parks needed for growth are calculated by multiplying the level of service ratio by the equivalent population growth from 2018 to 2040 (divided by 1,000).

$$(2)\ \begin{matrix}\textit{Current Level of}\\ \textit{Service Ratio}\end{matrix} \times \begin{matrix}\textit{Growth of Equivalent}\\ \textit{Population}\end{matrix} = \begin{matrix}\textit{Park Acres}\\ \textit{to Serve Growth}\end{matrix}$$

There are no new variables used in Formula 2. Both variables were developed in previous formulas and exhibits.

Exhibit 7 shows the calculation of the total acres of parks needed for growth. The current level of service ratio is calculated in Exhibit 6. The growth in equivalent population is calculated in Exhibit 4. The result is that Hayward needs to add 139.1 acres of parks in order to serve the growth of 27,902 additional people who are expected to be added to the City's existing equivalent population.

Exhibit 7. Total Park Acres Needed for Growth

Level of Service Ratio		2018-2040 Growth		Total Park Acres Needed for Growth
4.98 acres per 1,000 pop	x	27,902	=	139.1

Formula 3: Park Acres Needed for Growth

The park acres needed for growth is calculated by subtracting any existing reserve capacity from the total park acres needed to serve growth.

$$(3)\ \begin{matrix}\textit{Total Park Acres}\\ \textit{Needed for Growth}\end{matrix} - \begin{matrix}\textit{Reserve}\\ \textit{Capacity}\end{matrix} = \begin{matrix}\textit{Park Acres Needed}\\ \textit{for Growth}\end{matrix}$$

Total Park Acres Needed for Growth was described in Formula 2. There is one new variable that requires explanation: (B) Reserve Capacity.

Variable (B): Reserve Capacity

Existing reserve capacity includes any park acres that HARD has acquired in the City of Hayward and is holding in reserve to serve the needs of growth.

HARD and the City of Hayward have acquired 54.9 acres for the future La Vista Park, which will serve the needs of growth through 2040.

Exhibit 8 shows the calculation of the acres of parks that are needed for growth. The total acres of parks needed for growth (from Exhibit 7) is reduced by the value of existing reserve capacity, 54.9 acres, and the result shows that 84.2 acres of additional parks are needed to serve future growth.

Exhibit 8. Park Acres Needed for Growth

Total Park Acres Needed for Growth		Reserve Capacity		Park Acres Needed for Growth
139.1	-	54.9	=	84.2

Formula 4: Investment Needed for Growth

The second step in determining growth's needs is to calculate the total investment in parks needed for growth, or the total cost of parks land acquisition and development to serve growth with the same level of service ratio that benefits the current population. The investment needed for growth is calculated by multiplying the park cost per acre by the number of acres needed to serve growth.

$$(4)\ \begin{matrix}Park\ Cost\\ per\ Acre\end{matrix} \times \begin{matrix}Park\ Acres\\ Needed\ for\ Growth\end{matrix} = \begin{matrix}Investment\ Needed\\ for\ Growth\end{matrix}$$

There is one new variable used in Formula 4 that requires explanation: (C) Park Cost per Acre.

Variable (C): Park Cost per Acre

The park impact fees are based on costs per acre for land acquisition and development that will be provided by the Hayward Area Parks and Recreation District. The calculations for the weighted average cost per acre for land acquisition and development are shown in Appendix C. Park acquisition costs are based on recent purchases for property appropriate for park development by category in the HARD service area. Park development costs are based on recent cost estimates for park development by category provided by HARD. Exhibit 9 details the weighted average cost per acre for park land acquisition and development.

Exhibit 9. Park Acquisition and Development Cost per Acre

	Cost per Acre
Land Acquisition	$690,098
Park Development	$1,370,832
Total	**$2,060,930**

Exhibit 10 shows the calculations for the investment needed for growth. The total park cost per acre for land acquisition and development (from Exhibit 9) is multiplied by the additional acres of parks needed for growth (from Exhibit 8) resulting in the investment needed for growth. The result is that the City, in coordination with the Hayward Area Recreation and Park District, will need to invest nearly $173.5. million in impact fee eligible parks acquisition and development to serve growth through 2040.

Exhibit 10. Investment Needed for Growth

Park Cost per Acre		Park Acres Needed for Growth		Investment Needed for Growth
$2,060,930	x	84.2	=	$173,492,446

Formula 5: Investment to be Paid by Growth

The future investment in parks that needs to be paid by growth may be reduced if the City has other revenues that it can invest in its parks and may include an adjustment for the administration costs of the park impact fee program. Additionally, the investment in parks that needs to be paid by growth must be reduced by the current park in-lieu fee fund balance that will be used to pay for the capital costs of parks facilities to serve growth.

The City of Hayward and the Hayward Area Recreation and Parks District have indicated that there are no other sources of funding available to pay for the eligible costs for park acquisition and development to serve growth. The investment to be paid by growth is calculated by adding the investment needed for growth, the total park in-lieu fee fund balance and program administration costs together to arrive at the investment to be paid by growth.

$$(5)\quad \begin{matrix}\textit{Investment}\\ \textit{Needed}\\ \textit{for Growth}\end{matrix} + \begin{matrix}\textit{Park In}-\textit{Lieu}\\ \textit{Fee Fund}\\ \textit{Balance}\end{matrix} + \begin{matrix}\textit{Park Impact}\\ \textit{Fee Program}\\ \textit{Administration}\end{matrix} = \begin{matrix}\textit{Investment}\\ \textit{to by Paid}\\ \textit{by Growth}\end{matrix}$$

There are two new variables in Formula 5 that require explanation: (D) Park In-Lieu Fee Fund Balance and (E) Park Impact Fee Program Administration.

Variable (D): Park In-Lieu Fee Fund Balance

The City of Hayward has a remaining fund balance in each of their five existing park in-lieu fee accounts. These existing funds will be used to pay for the park capital facilities to serve new development in Hayward. The total balance across all funds as reported by the City of Hayward is $8,664,918. The investment needed for growth must be reduced by the available park in-lieu fee fund balance.

Variable (E): Park Impact Fee Program Administration

Park impact fee program administration costs are estimated at 2% of total park costs for the administration of the park impact fee program, consistent with administration cost estimates used in many other California jurisdictions. Program administration costs are estimated by multiplying the investment needed for growth from Exhibit 10 by the 2% estimated for program administration, resulting in estimated program administration costs of nearly $3.5 million.

Exhibit 11 shows the calculation for the investment to be paid by growth. The investment needed for growth (from Exhibit 10), existing park in-lieu fee fund balance and program administration costs are summed together to arrive at the investment to be paid by growth of $168,297,377.

Exhibit 11. Investment to be Paid by Growth

	Park Investment
Investment Needed for Growth	$173,492,446
Park In-Lieu Fee Fund Balance	
Zone A	($2,064,920)
Zone B	($2,335,758)
Zone C	($2,681,902)
Zone D	($1,229,738)
Zone E	($352,599)
Total Available Park In-Lieu Fee Funds	*($8,664,918)*
Park Impact Fee Program Administration	$3,469,849
Investment to be Paid by Growth	**$168,297,377**

Formula 6: Growth Cost per Equivalent Person

The growth cost per equivalent person is calculated by dividing the investment in parks that is to be paid by growth by the amount of equivalent population growth.

$$(6)\ \frac{\textit{Investment to be Paid by Growth}}{\textit{Growth of Equivalent Population}} = \textit{Growth Cost per Equivalent Population}$$

There are no new variables used in Formula 6. Both variables were developed in previous formulas.

Exhibit 12 shows the calculation of the cost per equivalent person for parks that needs to be paid by growth. The investment in parks to be paid by growth (from Exhibit 11) is divided by the growth in equivalent population (from Exhibit 4). The result shows the cost for parks to be paid by growth is $6,031.64 per equivalent person.

Exhibit 12. Growth Cost per Equivalent Person

Investment to be Paid by Growth		2018-2040 Growth		Growth Cost per Equivalent Population
$168,297,377	÷	27,902	=	$6,031.64

Formula 7: Maximum Allowable Impact Fee per Unit of Development

The maximum allowable amount to be paid by each new development unit depends on the equivalent population coefficient and the population density by development type. The cost per unit of development is calculated by multiplying the growth cost per equivalent person by the equivalent population per unit for each type of development.

There is one new variable used in Formula 7 that requires explanation: (F) equivalent population per unit.

Variable (F): Equivalent Population per Unit

The equivalent population per unit is calculated by multiplying the equivalent population coefficient by the number of persons per unit of development, as shown in Appendix A. For residential development this is the number of persons per dwelling unit estimated from the U.S. Census American Community Survey 5-Year Estimates 2013-2017 for the City of Hayward. For nonresidential development, this is employees per square foot from the U.S. Energy Information Administration's Commercial Buildings Energy Consumption Survey.

Exhibit 13 shows the calculation of the maximum allowable parks impact fee per unit of development. The growth cost per equivalent person of $6,031.64 from Exhibit 12 is multiplied by the equivalent population per unit (from Exhibit A8) to calculate the impact fee per unit of development for parks.

Exhibit 13. Maximum Allowable Park Impact Fee per Unit of Development

Type of Development	Growth Cost per Equivalent Population		Equivalent Population per Unit			Park Impact Fee per Unit
Residential						
Single-Family	$6,031.64	x	3.33	dwelling unit	=	$20,056.11
Multifamily	$6,031.64	x	2.72	dwelling unit	=	$16,414.66
Mobile Home and Other	$6,031.64	x	2.20	dwelling unit	=	$13,280.05
Nonresidential						
Office/Other Commercial	$6,031.64	x	0.0013	square foot	=	$7.88
Retail	$6,031.64	x	0.0016	square foot	=	$9.72
Industrial	$6,031.64	x	0.0001	square foot	=	$0.78
Government	$6,031.64	x	0.0015	square foot	=	$9.00
Education	$6,031.64	x	0.0005	square foot	=	$2.87

APPENDIX A. EQUIVALENT POPULATION COEFFICIENTS AND EQUIVALENT POPULATION PER UNIT

What is "Equivalency"

When governments analyze things that are different from each other, but which have something in common, they sometimes use "equivalency" as the basis for their analysis.

For example, many water and sewer utilities calculate fees based on an average residential unit, then they calculate fees for business users on the basis of how many residential units would be equivalent to the water or sewer service used by the business. This well-established and widely practiced method uses "equivalent residential unit" (ERUs) as the multiplier that uses the rate for one residence to calculate rates for businesses. If a business needs a water connection that is double the size of an average house, that business is 2.0 ERUs, and would pay fees that are 2.0 times the fee for an average residential unit.

Another use of "equivalency" that is used in public sector organizations is "full time equivalent" (FTE) employees. One employee who works full-time is 1.0 FTE. A half-time employee is 0.5 FTE. By adding up the FTE coefficients of all part-time employees, the total is the FTE (full-time equivalent) of all the full and part-time employees.

Equivalency and Park Impact Fees

Equivalency can be used to develop park impact fees that apply to new nonresidential development as well as residential development. Equivalent population coefficients for park impact fees use the same principles as ERUs or FTEs to measure differences among residential population and different kinds of businesses in their availability to benefit from Hayward's parks. They document the nexus between parks and development by quantifying the differences among different categories of park users.

The analysis that calculates the equivalent population coefficients takes into account several factors and reports the result as a statistic that allows each category of business to include its share of growth based on the "equivalent population" that it generates. The "equivalency" calculation recognizes that employees and visitors have less time in Hayward to benefit from Hayward's parks (in the same way that part-time employees spend less time on the job than full-time employees).

The equivalent population coefficients are used in two ways. First, they are multiplied by the number of employees in different types of businesses in Hayward to count employees and visitors to businesses as "equivalent

population" in Hayward. This provides a total population of residents, employees and visitors that will be used to calculate the park value per equivalent population. Second, the adjusted park cost per equivalent population is multiplied by the equivalent population coefficients for each business type and the number of persons per dwelling unit to calculate the impact fee for each type of development.

Calculation of Equivalent Population Coefficients for Park Impact Fees

There are two parts to the equivalent population coefficient: (1) employees and residents and (2) visitors.

Exhibit A1[1] presents the data for the following factors used in analyzing employees and residents: the number of days per week and hours per day that different types of locations are typically in use, the percent of hours that the populations are typically at the location and the resulting number of hours per week that each employee or resident is in their residential or business location in Hayward and therefore proximate to Hayward's parks.

[1] The original version of Exhibits A1 through A3 were developed by Dr. Arthur C. Nelson, a leading scholar and researcher in the field of impact fees. The table appeared in Nelson's 2004 *Planner's Estimating Guide.* The underlying employee data has been updated to the 2008 edition of *Trip Generation* by the Institute of Transportation Engineers.

Exhibit A1. Resident and Employee Hours in Location

Land-Use Category	Residents and Employees			
	Days per Week at Location (1)	Hours per Day at Location (1)	Percent of Time at Location (1)	Hours in Location per Person (2)
Residential Population	7	15.00	75%	78.75
Employee Population				
Services	5	9.00	80%	36.00
Manufacturing	5	9.00	100%	45.00
Government	5	9.00	80%	36.00
Healthcare	7	9.00	100%	63.00
Retail Trade	7	9.00	100%	63.00
Wholesale Trade	5	9.00	100%	45.00
Construction & Resources	5	9.00	25%	11.25
Accommodations & Food Service	7	9.00	100%	63.00
TCU (3)	5	9.00	100%	45.00
FIRE (4)	5	9.00	80%	36.00
Education	5	9.00	100%	45.00

(1) Assumptions from Planner's Estimating Guide.
(2) Hours in Location per Person = (# days per week x # hours per day x % of time at location)
(3) FIRE = Finance, Insurance and Real Estate
(4) TCU = Transportation, Communication and Utilities

Exhibit A2 presents the data for the following factors used in analyzing visitors: the number of days per week that different types of businesses are typically open, the number of hours that visitors are typically at the business location, the number of visitors per employee at different types of businesses and the resulting number of visitor hours per employee that visitors are in the business location in Hayward and therefore proximate to Hayward's parks.

Exhibit A2. Visitor Hours in Location (per Employee)

Land-Use Category	Visitors		
	Hours per Day at Location (1)	Visitors per Employee (2)	Visitor Hours in Location per Employee (3)
Residential Population	na	na	na
Employee Population			
Services	1	1.2948	6.4740
Manufacturing	1	0.7560	3.7800
Government	1	4.6605	23.3025
Healthcare	2	1.3572	19.0008
Retail Trade	1	15.0424	105.2968
Wholesale Trade	1	1.4004	7.0020
Construction & Resources	1	1.0872	5.4360
Accommodations & Food Service	1	3.4788	24.3516
TCU	1	1.0872	5.4360
FIRE	1	1.2948	6.4740
Education	na	na	na

(1) Assumptions from Planner's Estimating Guide.
(2) Visitors per Employee from Planner's Estimating Guide. This does not include tourists for which no data is available that measures tourists per employee by type of business.
(3) Visitor Hours in Location per Employee = (# days per week x # hours per day x # visitors per employee).

Exhibit A3 presents the last step in calculating the equivalent population coefficient for different types of businesses and residential populations. Employee hours are added to visitor hours per employee for each type of business. The total is divided by 84 hours per week. Parks are considered a "daytime" public facility that is assumed to be available 12 hours per day, 7 days per week for a total of 84 hours[2]. The result of this calculation is the daytime equivalent population coefficient for each type of business and resident. The daytime equivalent population per unit is used in Exhibit 4 to calculate the current and forecasted and growth in equivalent population.

[2] By way of comparison, police and fire facilities are considered to be "24-hour" public facilities, therefore 24 x 7= 168 hours for their equivalent population coefficient calculations.

Exhibit A3. Equivalent Population Coefficients

Land-Use Category	Total		
	Total Hours in Location (1)	Daytime Hours (2)	Daytime Equivalent Population Coefficient (3)
Residential Population	78.7500	84	0.9375
Employee Population			
Services	42.4740	84	0.5056
Manufacturing	48.7800	84	0.5807
Government	59.3025	84	0.7060
Healthcare	82.0008	84	0.9762
Retail Trade	168.2968	84	2.0035
Wholesale Trade	52.0020	84	0.6191
Construction & Resources	16.6860	84	0.1986
Accommodations & Food Service	87.3516	84	1.0399
TCU	50.4360	84	0.6004
FIRE	42.4740	84	0.5056
Education	45.0000	84	0.5357

(1) Total Hours in Location = Hours in Location per Person (from Exhibit A1) + Visitor Hours in Location per Employee (from Exhibit A2).

(2) Daytime Equivalent Population Coefficient = Total Hours in Location per Employee ÷ Daytime Hours (84).

As noted previously, the equivalent population coefficient is multiplied by the employment and population in Hayward to calculate the total equivalent population in Hayward as shown in Exhibit 4.

Calculation of Equivalent Population per Unit

In order to convert the growth cost per equivalent person to the maximum allowable impact fee rate per unit of development, it is necessary to calculate a measure of equivalent population per unit of development. Exhibit A8 shows the calculation of the equivalent population per unit.

For the first step in the equivalent population per unit, the equivalent population coefficients for nonresidential development are combined into five more general weighted average land use categories. Exhibit A4 presents the calculation of the weighted coefficients for each land use category.

Exhibit A4. Weighted Average Equivalent Population Coefficients

Land-Use Category	Growth of Equivalent Population (1)	% Total (2)	Coefficient (3)	Weighted Coefficient (4)
Services	1,738	23.1%	0.5056	0.1167
Healthcare	4,148	55.1%	0.9762	0.5379
Accommodations & Food Service	1,690	22.5%	1.0399	0.2335
FIRE	(48)	-0.6%	0.5056	-0.0032
Office/Other Commercial	**7,529**	**100.0%**		**0.8849**
Retail (5)				**2.0035**
Manufacturing	269	3.6%	0.5807	0.0208
Wholesale Trade	251	3.3%	0.6191	0.0207
Construction & Resources	691	9.2%	0.1986	0.0182
TCU	263	3.5%	0.6004	0.0209
Industrial	**1,474**	**19.6%**		**0.0806**
Government (5)				**0.7060**
Education (5)				**0.5357**

(1) From Exhibit 4.
(2) Percent Total = Growth of Equivalent Population ÷ Total Growth of Equivalent Population by Land Use Category.
(3) From Exhibit A3.
(4) Weighted Coefficient = % Total x Coefficient. The weighted coefficient by Land Use Category is the sum of individual subcategory weighted coefficients.
(5) Coefficients for Retail, Government and Education are from Exhibit A3.

The weighted average equivalent population coefficients by land use category from Exhibit A4 and the residential population coefficient from Exhibit A3 are multiplied by a measure of population per unit.

The measure of population per unit for residential development types is the number of persons per dwelling unit, calculated for single family, multifamily and mobile home dwelling units using the number of occupied dwelling units by unit type and estimated population by unit type from the 2013-2017 American Community Survey 5-Year Estimates for Hayward, California, shown in Exhibit A5. Tables from the American Community Survey used in the analysis include Selected Housing Characteristics and Tenure by Household Size by Units in Structure.

Exhibit A5. Persons per Dwelling Unit

	Persons per Dwelling Unit
Single-family	3.55
Multifamily	2.90
Mobile Home and Other	2.35
Total	**3.27**

The measure of population per unit for nonresidential development is the square feet per employee for each type of development based on the U.S. Energy Information Administration's Commercial Buildings Energy Consumption Survey[3], converted to square feet per employee by industry, shown in Exhibit A6.

Exhibit A6. Square Feet per Employee and Employees per Square Foot

	Square Feet per Employee	Employees per Square Foot (1)
Services (2)	780	0.0013
Manufacturing (3)	1,193	0.0008
Government (4)	473	0.0021
Healthcare (5)	546	0.0018
Retail Trade (6)	1,243	0.0008
Wholesale Trade (7)	1,843	0.0005
Construction & Resources (4)	473	0.0021
Accommodations & Food Service (8)	1,212	0.0008
TCU (4)	473	0.0021
FIRE (4)	473	0.0021
Education (9)	1,124	0.0009
Weighted Average (10)	**900**	**0.0011**

(1) Employees per square foot = 1 ÷ square feet per employee.
(2) Services is the average square feet per employee from the Services and Office activity categories.
(3) Manufacturing is matched to the square feet per employee from the Other category.
(4) Government, Construction & Resources, TCU and FIRE were matched to the Office activity category.
(5) Healthcare is matched to the Health Care activity category.
(6) Retail Trade is matched with the Mercantile category.
(7) Wholesale Trade is matched with the Warehouse and Storage activity category.
(8) Accommodations & Food Service is the average of the Lodging and Food Service activity categories.
(9) Education is matched to the Education category.
(10) The weighted average square feet per employee is weighted by current employment by industry from Exhibit 3.

The square feet per employee are combined into give more general land use categories, following the desired structure for the impact fee rates as shown in Exhibit A7. The employees per square feet (from Exhibit A6) are combined into a weighted average square feet per employee, weighted on equivalent population growth by category from Exhibit 4.

[3] Sourced from the U.S. Energy Information Administration Commercial Buildings Energy Consumption Survey, https://www.eia.gov/consumption/commercial/data/2012/bc/cfm/b1.php.

Exhibit A7. Weighted Average Employees per Square Foot

	Growth of Equivalent Population (1)	% Total (2)	Employees per Square Foot (3)	Weighted Employees per Square Foot (4)
Services	1,738	23.1%	0.0013	0.0003
Healthcare	4,148	55.1%	0.0018	0.0010
Accommodations & Food Service	1,690	22.5%	0.0008	0.0002
FIRE	(48)	-0.6%	0.0021	0.0000
Office/Other Commercial	**7,529**	**100.0%**		**0.0015**
Retail (5)				**0.0008**
Manufacturing	269	18.3%	0.0008	0.0002
Wholesale Trade	251	17.0%	0.0005	0.0001
Construction & Resources	691	46.9%	0.0021	0.0010
TCU	263	17.8%	0.0021	0.0004
Industrial	**1,474**	**100.0%**		**0.0016**
Government (5)				**0.0021**
Education (5)				**0.0009**

(1) From Exhibit 4.
(2) Percent Total = Growth of Equivalent Population ÷ Total Growth of Equivalent Population by Land Use Category
(3) From Exhibit A6.
(4) Weighted Employees per Square Foot = % Total x Employees per Square Foot. Weighted employees per square foot by Land Use Category is the sum of individual subcategory weighted employees per square foot.
(5) Employees per Square Foot for Retail, Government and Education are from Exhibit A6.

Exhibit A8 shows the calculation for the equivalent population per unit. The equivalent population coefficient, from Exhibit A4 is multiplied by the population per unit from Exhibits A5 and A7, resulting in the equivalent population per unit.

Exhibit A8. Equivalent Population per Unit

Type of Development	Equivalent Population Coefficient (1)	Population per Unit (2)	Unit	Equivalent Population per Unit (3)
Residential				
Single-Family	0.9375	3.55	dwelling unit	3.33
Multifamily	0.9375	2.90	dwelling unit	2.72
Mobile Home and Other	0.9375	2.35	dwelling unit	2.20
Nonresidential				
Office/Other Commercial	0.8849	0.0015	square foot	0.0013
Retail	2.0035	0.0008	square foot	0.0016
Industrial	0.0806	0.0016	square foot	0.0001
Government	0.7060	0.0021	square foot	0.0015
Education	0.5357	0.0009	square foot	0.0005

(1) Equivalent Population Coefficient from Exhibit A4.
(2) Population per unit from Exhibits A5 and A7.
(3) Equivalent Population per Unit = Equivalent Population Coefficient x Population per Unit.

The equivalent population per unit is multiplied by the growth cost per equivalent person in Exhibit 12 to calculate the maximum allowable park impact fee rates for residential and nonresidential development in Hayward.

APPENDIX B. INVENTORY OF EXISTING PARKS

The 2019 Hayward Area Recreation and Park District Parks Master Plan provides a detailed inventory of existing acres throughout the HARD service area, including a detailed inventory of parks in the City of Hayward as of 2018. The parks system in Hayward currently consists of 1,052.6 acres of parks in total. This includes 133.2 acres of Local Parks, 63.6 acres of Community Parks, 232.4 acres of Special Use Facilities, 20.0 acres of School Recreation Sites and 603.4 acres of Linear Parks, Greenways and Trails.

Exhibit B1. HARD Local Parks Inventory in the City of Hayward, 2018

Park Name	Acres
Sorensdale Park	12.7
J.A. Lewis Park	12.6
Centennial Park	11.6
Bidwell Park	10.5
Cannery Park	8.9
Birchfield Park	5.8
Gordon E. Oliver Eden Shores Park	5.6
Old Highlands Park	5.6
Canyon View Park	5.4
Rancho Arroyo Park	4.8
Palma Ceia Park	4.5
Christian Penke Park	4.2
Ruus Park	4.1
College Heights Park	3.9
Greenwood Park	3.5
Eldridge Park	3.4
Silver Star Veterans Park	3.3
Jalquin Vista Park	3.2
Gansberger Park	2.9
Longwood Park	2.9
Fairway Greens Park	2.5
Spring Grove Park	2.3
Stonybrook Park	2.3
Twin Bridges Park	2.1
Stratford Village Park	1.9
Schafer Park	1.3
Bechtel Mini Park	0.8
Haymont Mini Park	0.4
La Placita Park	0.2
Subtotal Local Parks	***133.2***

Detailed parks inventory from Table 3-1 of the Draft HARD Parks and Recreation Master Plan.

Exhibit B2. HARD Community Parks, Special Use Facilities, School Recreation Sites and Linear Parks, Greenways and Trails Inventory in the City of Hayward, 2018

Park Name	Acres
Kennedy Park	14.5
Memorial Park	2.9
Mt. Eden Park	14.1
Southgate Park	8.8
Tennyson Park	9.6
Weekes Park	13.7
Subtotal Community Parks	***63.6***
Alden E. Oliver Sports Park	25.6
Children's Park at Giuliana Plaza	0.2
Douglas Morrison Theater	0.5
HARD District Office	3.6
Hayward Area Senior Center	0.2
Hayward Community Gardens	4.8
Hayward Plunge	1.2
Japanese Gardens	3.6
Mission Hills of Hayward Golf Course	57.8
Shoreline Interpretive Center	0.4
Skywest Golf Course	126.5
Southgate Community Center	0.3
Sunset Park/Swim Center	6.7
Weekes Park Community Center	1.0
Subtotal Special Use Facilities	***232.4***
Stonebrae Elementary School	9.1
Bret Harte Play Field	5.0
El Rancho Verde Park	3.3
Brenkwitz High School	2.6
Subtotal School Recreation Sites	***20.0***
Eden Greenway	36.1
Greenbelt Riding & Hiking Trail	148.0
Hayward Plunge Greenway Trail	30.4
Hayward Shoreline Open Space and Trails	349.0
Nuestro Parquecito	2.3
Taper Park	37.6
Subtotal Linear Parks, Greenways and Trails	***603.4***
Total	**1,052.6**

Detailed parks inventory from Table 3-1 of the Draft HARD Parks and Recreation Master Plan.

APPENDIX C. PARKS LAND ACQUISITION AND DEVELOPMENT COST PER ACRE

Park impact fees are based on a total cost of parks that are needed to serve growth with the same level of service ratio that benefits the current population. In order to provide a defensible and accurate estimate for the cost of park land acquisition and park development cost per acre, the Hayward Area Recreation and Park District provided information on recent land purchases, as well as recent cost estimates for park development, by park category, detailed in Exhibits C1 and C2. All acquisition and development costs for previous years are adjusted to reflect 2019 dollars using a 3% inflation rate, as provided by HARD staff.

Local Parks, Community Parks, Special use Facilities and School Recreation Sites are combined into a single category for the costs of land acquisition. HARD staff provided feedback that the types of land required for these three categories are of parks are similar. Linear Parks, Greenways and Trails have very different acquisition costs, as demonstrated by the acquisition cost for the Valley View property.

Exhibit C1. Parks Land Acquisition Cost per Acre

Property	City	Acquisition Cost (1)	Acreage	Cost per Acre (2)
Local Parks, Community Parks, Special Use Facilities and School Recreation Sites				
Bidwell School Property	Hayward	$6,300,000	5.3	$1,188,679
Mateo Properties	San Leandro	$2,700,000	1.4	$1,888,112
Via Toledo	San Lorenzo	$2,262,271	2.0	$1,148,361
Boston Road Property	Hayward	$788,075	1.0	$788,075
Average Cost per Acre				**$1,253,307**
Linear Parks, Greenways and Trails				
Valley View (EMBUD property)	Castro Valley	$6,499,632	24.0	$270,818

(1) Data on purchase price provided by HARD staff. This reflects the purchase price for each property inflated to 2019 dollars based on a 3% inflation rate provided by HARD staff.
(2) Cost per acre = Acquisition Cost ÷ Acreage.

Exhibit C2. Parks Development Cost per Acre

Park	City	Acreage	Cost per Acre (1)
Local Parks			
Via Toledo Park (2)	San Lorenzo	2.0	$2,100,000
West Evergreen (3)	San Jose	1.0	$1,223,000
Stojanovich Family Park (3)	Campbell	1.1	$1,033,094
Commodor (3)	San Jose	2.5	$1,012,186
N Rengstorff (3)	Mountain View	1.0	$1,008,000
31 St & Alum Rock (3)	San Jose	1.7	$834,300
Porto Park (3)	Elk Grove	1.3	$546,364
Average Cost per Acre			**$1,108,135**
Community Parks			
Memorial Park (Design & Construction) (4)	Hayward	2.9	$1,738,943
Del Monte (3)	San Jose	4.2	$1,123,323
San Lorenzo Community Park Renovation (5)	San Lorenzo	30.9	$1,118,719
Weekes Community Park Renovation (6)	Hayward	13.7	$990,633
Creekside Sports Park (3)	Los Gatos	3.0	$785,686
McClatchy Park (3)	Sacramento	3.8	$732,661
Vista Montana (3)	San Jose	5.0	$668,669
Springlake N3 (3)	Santa Rosa	7.0	$484,078
La Vista Park (6)	Hayward	54.9	$390,715
Cordelia Park - Phase 3 (3)	Fairfield	8.5	$398,845
Corderos Park (3)	Vacaville	7.2	$227,287
Valley Oak Park (3)	Sacramento	9.3	$232,319
Average Cost per Acre			**$740,990**
Special Use Facilities			
Hayward Area Senior Center Renovation (7)	Hayward	0.26	$15,480,845
Hayward Community Gardens - Phase 1 (2)	Hayward	2.0	$619,756
Kennedy Park (2)	Hayward	13.3	$1,353,383
Average Cost per Acre			**$5,817,995**
School Recreation Site			
Canyon Middle School Sports Complex (8)	Castro Valley		$764,909
Creekside Middle School Sports Complex (8)	Castro Valley		$764,909
El Rancho Verde Park (6)	Hayward	3.3	$1,655,647
Average Cost per Acre			**$1,061,822**
Trails *(9)*			
Pen Creek - Reach 1 (3)		0.3	$3,132,899
Iron Horse Trail (3)		0.4	$3,928,709
San Tomas Spur (3)		1.1	$3,388,770
Cross Alameda Trail (10)		0.5	$6,490,440
Wavecrest Trail (10)		0.3	$1,615,935
Average Cost per Acre			**$3,711,351**

(1) Cost per Acre provided by HARD staff. Details for each specific project are noted below. All development costs are converted to 2019 dollars from the year of development assuming a

3% inflation rate provided by HARD staff.

(2) Data provided by HARD staff.

(3) Data provided by HARD staff, sourced from Callander Associates Landscape Architecture.

(4) Data sourced from the adopted 2017-2020 CIP, inflated to 2019 dollars. This includes only the portion of the project focused on design and construction of new improvements and does not include the costs for a renovation master plan.

(5) Data sourced from the adopted 2017-2020 CIP, inflated to 2019 dollars. This includes only the portion of the project focused on design and construction of new improvements as outlined in Phase 1 and Phase 2.

(6) Data sourced from the adopted 2017-2020 CIP, inflated to 2019 dollars. This includes only the portion of the project focused on design and construction of new improvements.

(7) Data provided by HARD staff. Costs were provided per square foot, which were converted to acres for consistency.

(8) Cost per acre estimates provided by HARD staff. The costs provided were used to develop the overall cost estimates in the 2017-2020 adopted CIP, inflated to 2019 dollars using an assumed 3% inflation rate provided by HARD staff.

(9) Cost for trails provided in cost per linear foot. Linear feet were converted to acres assuming an average trail width of six feet.

(10) Data provided by HARD staff, sourced from PlaceWorks Inc.

The average cost per acre for parks acquisition and development by category are weighted by current acres by type in order to arrive at a development cost reflective of the cost for parks acquisition and development to serve growth at the same level of service as the existing population. Exhibits C3 and C4 demonstrate the calculations to arrive at a weighted average cost per acre for parks acquisition and development.

Exhibit C3. Weighted Average Park Acquisition Cost per Acre

Park Type	Current Acres (1)	% Total (2)	Average Acquisition Cost per Acre (3)	Weighted Average Acquisition Cost per Acre (4)
Local Parks, Community Parks, Special use Facilities and School Recreation Sites	449.2	42.7%	$1,253,307	$534,852
Linear Parks, Greenways and Trails	603.4	57.3%	$270,818	$155,246
Total	**1,052.6**	**100.0%**		**$690,098**

(1) Current Acres are from Exhibit 6.

(2) Percent Total = Current Acres by Category ÷ Total Acres.

(3) Average Acquisition Cost per Acre from Exhibit C1.

(4) Weighted Average Acquisition Cost per Acre = % Total x Average Acquisition Cost per Acre. Total Weighted Average Acquisition Cost per Acre is the sum of Weighted Average Cost per Acre by category.

Exhibit C4. Weighted Average Park Development Cost per Acre

Park Type	Current Acres (1)	% Total (2)	Average Development Cost per Acre (3)	Weighted Average Development Cost per Acre (4)
Local Parks	133.2	12.7%	$1,108,135	$140,228
Community Parks	63.6	6.0%	$740,990	$44,772
Special Use Facilities	232.4	22.1%	$5,817,995	$1,284,535
School Recreation Sites	20.0	1.9%	$1,061,822	$20,175
Trails (5)	6.1	0.6%	$3,711,351	$21,350
Open Space (6)	597.3	56.7%	$0	$0
Total	**1,052.6**	**100.0%**		**$1,370,832**

(1) Current Acres from Exhibit 6.

(2) Percent Total = Current Acres by Category ÷ Total Acres.

(3) Average Development Cost per Acre from Exhibit C2.

(4) Weighted Average Development Cost per Acre = % Total x Average Development Cost per Acre. Total Weighted Average Acquisition Cost per Acre is the sum of Weighted Average Cost per Acre by category.

(5) Trails represent the portion of the Linear Parks, Greenways and Trails category that are developed as trails. Estimates are based on the miles of trails for each park within the category, converted to acres based on an assumed average trail width of six feet.

(6) Open Space represents the remaining undeveloped portion of the Linear Parks, Greenways and Trails category. Development costs are assumed at $0 per acre.

City of Hayward
Alternative Park Impact Fee Rate Structure

DISCUSSION DRAFT

April 12, 2019

One alternative option for the Park Impact Fees for the City of Hayward is to develop residential rates per dwelling unit based on the number of bedrooms per unit (Exhibit 2). Exhibit 1 demonstrates the average number of persons per dwelling unit based on the number of bedrooms per unit. This data is estimated based on U.S. Census Bureau American Housing Survey data for the San Francisco-Oakland-Hayward MSA for 2017 and are adjusted to the City of Hayward using persons per dwelling unit for the City of Hayward and the San Francisco-Oakland-Hayward MSA from the U.S. Census American Community Survey 1-Year Estimates.

Exhibit 1. Persons per Unit by Number of Bedrooms

Number of Bedrooms	Persons per Dwelling Unit
None	0.78
1	1.22
2	2.21
3	3.85
4 or more	5.36
Total	**3.11**

Exhibit 2. Maximum Allowable Park Impact Fee per Unit

Type of Development	Growth Cost per Equivalent Population		Equivalent Population per Unit			Park Impact Fee per Unit
Residential						
0 Bedrooms	$6,031.64	x	0.73	dwelling unit	=	$4,416.39
1 Bedroom	$6,031.64	x	1.15	dwelling unit	=	$6,915.18
2 Bedrooms	$6,031.64	x	2.07	dwelling unit	=	$12,474.13
3 Bedrooms	$6,031.64	x	3.61	dwelling unit	=	$21,783.71
4 or more Bedrooms	$6,031.64	x	5.02	dwelling unit	=	$30,301.40
Nonresidential						
Office/Other Commercial	$6,031.64	x	0.0013	square foot	=	$7.88
Retail	$6,031.64	x	0.0016	square foot	=	$9.72
Industrial	$6,031.64	x	0.0001	square foot	=	$0.78
Government	$6,031.64	x	0.0015	square foot	=	$9.00
Education	$6,031.64	x	0.0005	square foot	=	$2.87

City of Hayward
Residential Only Park Impact Fee Calculations

DISCUSSION DRAFT

April 19, 2019

GROWTH ESTIMATES

Impact fees are meant to have "growth pay for growth" so the first step in developing an impact fee is to quantify future growth in the City of Hayward. Growth estimates have been prepared for the City of Hayward's population through the year 2040 in order to match the horizon year of the City's General Plan.

Exhibit 1 lists Hayward's population and growth rates from 2010 to 2018 and projections to the year 2040.

Exhibit 1. Population

	Population	CAGR(1)
2010	144,186	
2011	146,357	1.5%
2012	149,965	2.5%
2013	152,491	1.7%
2014	154,641	1.4%
2015	157,409	1.8%
2016	159,465	1.3%
2017	161,455	1.2%
2018	162,030	0.4%
2040	183,533	0.6%
Growth (2)	**22,078**	**0.6%**

(1) CAGR = Compound Annual Growth Rate.
(2) Growth = 2040 Population – 2018 Population.
Source for population:
- *for years 2010 to 2018: California Department of Finance Population Estimates for Cities, Counties, and State; and*
- *for 2040: City of Hayward General Plan.*

It is clear from Exhibit 1 that Hayward expects growth of population in the future, so there is a rational basis for park impact fees that would have future growth pay for parks that are needed to provide appropriate levels of service to new development. The total population for the base year (2018) is 162,030, for the horizon year (2040) is 183,533, therefore growth between 2018 and 2040 is 22,078.

PARK IMPACT FEES

Overview

Impact fees for Hayward's parks use an inventory of the City's existing acreage and population to determine the current level of service ratio for parks. The current level of service ratio is multiplied by the projected population growth to estimate the acres of parks needed to serve growth at the current level of service. The number of acres needed to serve growth is reduced by the number of acres of parks that are already held in reserve for growth. The cost of park acquisition and development per acre is multiplied by the number of acres needed to serve growth at the current level of service to arrive at the investment in parks needed to serve growth. The investment needed for growth is then adjusted by the value of the remaining park in-lieu fee fund balance and estimated program administration costs to arrive at the investment to be paid by growth. The investment to be paid by growth is divided by the growth in population to arrive at the growth cost per person. The amount of the maximum allowable park impact fee is determined by multiplying the growth cost per person by the persons per unit for each type of development.

These steps are described below in the formulas, descriptions of variables, exhibits and explanations of calculations for parks impact fees.

Formula 1: Parks Level of Service Ratio

The current level of service ratio is calculated by dividing the existing acreage of Hayward Area Recreation and Park District (HARD) parks in Hayward by the total current population in Hayward.

$$(1)\ \begin{matrix}\textit{Existing Acres}\\ \textit{of Parks}\end{matrix} \div \begin{matrix}\textit{Current}\\ \textit{Population}\end{matrix} = \begin{matrix}\textit{Current Level of}\\ \textit{Service Ratio}\end{matrix}$$

The current population was described above. There is one new variable that requires explanation: (A) Existing Acres of Parks.

Variable (A): Existing Acres of Parks

The acreage of each park in Hayward, managed by HARD, is listed in Appendix A. The total existing parks acreage includes all existing parks and facilities in the following categories: Local Parks; Community Parks; Special Use Facilities; School Recreation Sites; and Linear Parks, Greenways and Trails. Appendix A additionally includes the total acreage in Hayward and the subtotal by category from the HARD Parks and Recreation Master Plan.

The total existing inventory of parks in the City of Hayward is 1,052.6 acres of parks. Exhibit 2 lists the total existing inventory of parks by category.

Exhibit 2. HARD Park Inventory in Hayward by Park Type, Acres, 2018

Type	Inventory
Local Parks	133.2
Community Parks	63.6
Special Use Facilities	232.4
School Recreation Sites	20.0
Linear Parks, Greenways and Trails	603.4
Total	**1,052.6**

Exhibit 3 lists the total existing inventory of parks and divides it by the current population of 162,030 (from Exhibit 1), divided by 1,000 to calculate the current level of service ratio of 6.50 acres of parks per 1,000 population.

Exhibit 3. Level of Service Ratio

Inventory		Current Population		Level of Service Ratio
1,052.6 acres	÷	162,030	=	6.50 acres per 1,000 pop

Formula 2: Total Park Acres to Serve Growth

Impact fees must be related to the needs of growth. The first step in determining growth's needs is to calculate the total number of acres needed to serve growth with the same level of service ratio that benefits the current population. The acres of parks needed for growth are calculated by multiplying the level of service ratio by the population growth from 2018 to 2040 (divided by 1,000).

$$(2)\ \begin{matrix}Current\ Level\ of\\ Service\ Ratio\end{matrix} \times \begin{matrix}Growth\ of\\ Population\end{matrix} = \begin{matrix}Park\ Acres\\ to\ Serve\ Growth\end{matrix}$$

There are no new variables used in Formula 2. Both variables were developed in previous formulas and exhibits.

Exhibit 4 shows the calculation of the total acres of parks needed for growth. The current level of service ratio is calculated in Exhibit 3. The growth in population is calculated in Exhibit 1. The result is that Hayward needs to add 143.4 acres of parks in order to serve the growth of 22,078 additional people who are expected to be added to the City's existing population.

Exhibit 4. Total Park Acres Needed for Growth

Level of Service Ratio		2018-2040 Growth		Total Park Acres Needed for Growth
6.50 acres per 1,000 pop	x	22,078	=	143.4

Formula 3: Park Acres Needed for Growth

The park acres needed for growth is calculated by subtracting any existing reserve capacity from the total park acres needed to serve growth.

$$(3)\ \begin{matrix}\textit{Total Park Acres}\\ \textit{Needed for Growth}\end{matrix} - \begin{matrix}\textit{Reserve}\\ \textit{Capacity}\end{matrix} = \begin{matrix}\textit{Park Acres Needed}\\ \textit{for Growth}\end{matrix}$$

Total Park Acres Needed for Growth was described in Formula 2. There is one new variable that requires explanation: (B) Reserve Capacity.

Variable (B): Reserve Capacity

Existing reserve capacity includes any park acres that HARD has acquired in the City of Hayward and is holding in reserve to serve the needs of growth. HARD and the City of Hayward have acquired 54.9 acres for the future La Vista Park, which will serve the needs of growth through 2040.

Exhibit 5 shows the calculation of the acres of parks that are needed for growth. The total acres of parks needed for growth (from Exhibit 4) is reduced by the value of existing reserve capacity, 54.9 acres, and the result shows that 88.5 acres of additional parks are needed to serve future growth.

Exhibit 5. Park Acres Needed for Growth

Total Park Acres Needed for Growth		Reserve Capacity		Park Acres Needed for Growth
143.4	-	54.9	=	88.5

Formula 4: Investment Needed for Growth

The second step in determining growth's needs is to calculate the total investment in parks needed for growth, or the total cost of parks land acquisition and development to serve growth with the same level of service ratio that benefits the current population. The investment needed for growth is calculated by multiplying the park cost per acre by the number of acres needed to serve growth.

$$(4)\ \begin{matrix}\textit{Park Cost}\\ \textit{per Acre}\end{matrix} \times \begin{matrix}\textit{Park Acres}\\ \textit{Needed for Growth}\end{matrix} = \begin{matrix}\textit{Investment Needed}\\ \textit{for Growth}\end{matrix}$$

There is one new variable used in Formula 4 that requires explanation: (C) Park Cost per Acre.

Variable (C): Park Cost per Acre

The park impact fees are based on costs per acre for land acquisition and development that will be provided by the Hayward Area Parks and Recreation District. The calculations for the weighted average cost per acre

for land acquisition and development are shown in Appendix B. Park acquisition costs are based on recent purchases for property appropriate for park development by category in the HARD service area. Park development costs are based on recent cost estimates for park development by category provided by HARD. Exhibit 6 details the weighted average cost per acre for park land acquisition and development.

Exhibit 6. Park Acquisition and Development Cost per Acre

	Cost per Acre
Land Acquisition	$690,098
Park Development	$1,370,832
Total	**$2,060,930**

Exhibit 7 shows the calculations for the investment needed for growth. The total park cost per acre for land acquisition and development (from Exhibit 6) is multiplied by the additional acres of parks needed for growth (from Exhibit 5) resulting in the investment needed for growth. The result is that the City, in coordination with the Hayward Area Recreation and Park District, will need to invest more than $182.4. million in impact fee eligible parks acquisition and development to serve growth through 2040.

Exhibit 7. Investment Needed for Growth

Park Cost per Acre		Park Acres Needed for Growth		Investment Needed for Growth
$2,060,930	x	88.5	=	$182,445,732

Formula 5: Investment to be Paid by Growth

The future investment in parks that needs to be paid by growth may be reduced if the City has other revenues that it can invest in its parks and may include an adjustment for the administration costs of the park impact fee program. Additionally, the investment in parks that needs to be paid by growth must be reduced by the current park in-lieu fee fund balance that will be used to pay for the capital costs of parks facilities to serve growth.

The City of Hayward and the Hayward Area Recreation and Parks District have indicated that there are no other sources of funding available to pay for the eligible costs for park acquisition and development to serve growth. The investment to be paid by growth is calculated by adding the investment needed for growth, the total park in-lieu fee fund balance and program administration costs together to arrive at the investment to be paid by growth.

$$(5)\quad \begin{matrix}\textit{Investment}\\ \textit{Needed}\\ \textit{for Growth}\end{matrix} + \begin{matrix}\textit{Park In}-\textit{Lieu}\\ \textit{Fee Fund}\\ \textit{Balance}\end{matrix} + \begin{matrix}\textit{Park Impact}\\ \textit{Fee Program}\\ \textit{Administration}\end{matrix} = \begin{matrix}\textit{Investment}\\ \textit{to by Paid}\\ \textit{by Growth}\end{matrix}$$

There are two new variables in Formula 5 that require explanation: (D) Park In-Lieu Fee Fund Balance and (E) Park Impact Fee Program Administration.

Variable (D): Park In-Lieu Fee Fund Balance

The City of Hayward has a remaining fund balance in each of their five existing park in-lieu fee accounts. These existing funds will be used to pay for the park capital facilities to serve new development in Hayward. The total balance across all funds as reported by the City of Hayward is $8,664,918. The investment needed for growth must be reduced by the available park in-lieu fee fund balance.

Variable (E): Park Impact Fee Program Administration

Park impact fee program administration costs are estimated at 2% of total park costs for the administration of the park impact fee program, consistent with administration cost estimates used in many other California jurisdictions. Program administration costs are estimated by multiplying the investment needed for growth from Exhibit 7 by the 2% estimated for program administration, resulting in estimated program administration costs of more than $3.6 million.

Exhibit 8 shows the calculation for the investment to be paid by growth. The investment needed for growth (from Exhibit 7), existing park in-lieu fee fund balance and program administration costs are summed together to arrive at the investment to be paid by growth of $177,429,729.

Exhibit 8. Investment to be Paid by Growth

	Park Investment
Investment Needed for Growth	$182,445,732
Park Fund Balance	
Zone A	($2,064,920)
Zone B	($2,335,758)
Zone C	($2,681,902)
Zone D	($1,229,738)
Zone E	($352,599)
Total Available Park In-Lieu Fee Funds	*($8,664,918)*
Park Impact Fee Program Administration	$3,648,914.64
Investment to be Paid by Growth	**$177,429,729**

Formula 6: Growth Cost per Person

The growth cost per person is calculated by dividing the investment in parks that is to be paid by growth by the amount of population growth.

$$(6)\quad \begin{matrix}\textit{Investment to be}\\ \textit{Paid by Growth}\end{matrix} \div \begin{matrix}\textit{Growth of}\\ \textit{Population}\end{matrix} = \begin{matrix}\textit{Growth Cost per}\\ \textit{Person}\end{matrix}$$

There are no new variables used in Formula 6. Both variables were developed in previous formulas.

Exhibit 9 shows the calculation of the cost per person for parks that needs to be paid by growth. The investment in parks to be paid by growth (from Exhibit 8) is divided by the growth in population (from Exhibit 4). The result shows the cost for parks to be paid by growth is $8,036.49 per person.

Exhibit 9. Growth Cost per Person

Investment to be Paid by Growth		2018-2040 Growth		Growth Cost per Person
$177,429,729	÷	22,078	=	$8,036.49

Formula 7: Maximum Allowable Impact Fee per Unit of Development

The maximum allowable amount to be paid by each new development unit depends on the persons per dwelling unit by type. The cost per unit of development is calculated by multiplying the growth cost per person by the persons per dwelling unit for each type of development.

There is one new variable used in Formula 7 that requires explanation: (F) persons per dwelling unit.

Variable (F): Persons per Dwelling Unit

The number of persons per dwelling unit is the factor used to convert the growth cost per person into impact fees per unit of development. The growth cost per person (from Exhibit 9) is multiplied by the average number of persons per dwelling unit to calculate the impact fee per dwelling unit for parks.

The number of persons per dwelling unit in the City of Hayward are 3.55 persons per single-family dwelling unit, 2.90 persons per multifamily unit and 2.35 persons per mobile home or other type of unit. The number of persons per dwelling unit are calculated using the number of occupied dwelling units by unit type and estimated population by unit type from the 2013-2017 American Community Survey 5-Year Estimates for Hayward, California. Tables from the American Community Survey used in the analysis include Selected Housing Characteristics and Tenure by Household Size by Units in Structure.

Exhibit 10 shows the calculation of the maximum allowable parks impact fee per unit of development. The growth cost per person of $8,036.49 from Exhibit 9 is multiplied by the average persons per dwelling unit to calculate the impact fee per unit of development for parks.

Exhibit 10. Maximum Allowable Park Impact Fee per Unit of Development

Type of Development	Growth Cost per Person		Persons per Dwelling Unit		Park Impact Fee per Unit
Single-Family	$8,036.49	x	3.55 dwelling unit	=	$28,504.07
Multifamily	$8,036.49	x	2.90 dwelling unit	=	$23,328.78
Mobile Home and Other	$8,036.49	x	2.35 dwelling unit	=	$18,873.82

APPENDIX A. INVENTORY OF EXISTING PARKS

The 2019 Hayward Area Recreation and Park District Parks Master Plan provides a detailed inventory of existing acres throughout the HARD service area, including a detailed inventory of parks in the City of Hayward as of 2018. The parks system in Hayward currently consists of 1,052.6 acres of parks in total. This includes 133.2 acres of Local Parks, 63.6 acres of Community Parks, 232.4 acres of Special Use Facilities, 20.0 acres of School Recreation Sites and 603.4 acres of Linear Parks, Greenways and Trails.

Exhibit A1. HARD Local Parks Inventory in the City of Hayward, 2018

Park Name	Acres
Sorensdale Park	12.7
J.A. Lewis Park	12.6
Centennial Park	11.6
Bidwell Park	10.5
Cannery Park	8.9
Birchfield Park	5.8
Gordon E. Oliver Eden Shores Park	5.6
Old Highlands Park	5.6
Canyon View Park	5.4
Rancho Arroyo Park	4.8
Palma Ceia Park	4.5
Christian Penke Park	4.2
Ruus Park	4.1
College Heights Park	3.9
Greenwood Park	3.5
Eldridge Park	3.4
Silver Star Veterans Park	3.3
Jalquin Vista Park	3.2
Gansberger Park	2.9
Longwood Park	2.9
Fairway Greens Park	2.5
Spring Grove Park	2.3
Stonybrook Park	2.3
Twin Bridges Park	2.1
Stratford Village Park	1.9
Schafer Park	1.3
Bechtel Mini Park	0.8
Haymont Mini Park	0.4
La Placita Park	0.2
Subtotal Local Parks	***133.2***

Detailed parks inventory from Table 3-1 of the Draft HARD Parks and Recreation Master Plan.

Exhibit A2. HARD Community Parks, Special Use Facilities, School Recreation Sites and Linear Parks, Greenways and Trails Inventory in the City of Hayward, 2018

Park Name	Acres
Kennedy Park	14.5
Memorial Park	2.9
Mt. Eden Park	14.1
Southgate Park	8.8
Tennyson Park	9.6
Weekes Park	13.7
Subtotal Community Parks	***63.6***
Alden E. Oliver Sports Park	25.6
Children's Park at Giuliana Plaza	0.2
Douglas Morrison Theater	0.5
HARD District Office	3.6
Hayward Area Senior Center	0.2
Hayward Community Gardens	4.8
Hayward Plunge	1.2
Japanese Gardens	3.6
Mission Hills of Hayward Golf Course	57.8
Shoreline Interpretive Center	0.4
Skywest Golf Course	126.5
Southgate Community Center	0.3
Sunset Park/Swim Center	6.7
Weekes Park Community Center	1.0
Subtotal Special Use Facilities	***232.4***
Stonebrae Elementary School	9.1
Bret Harte Play Field	5.0
El Rancho Verde Park	3.3
Brenkwitz High School	2.6
Subtotal School Recreation Sites	***20.0***
Eden Greenway	36.1
Greenbelt Riding & Hiking Trail	148.0
Hayward Plunge Greenway Trail	30.4
Hayward Shoreline Open Space and Trails	349.0
Nuestro Parquecito	2.3
Taper Park	37.6
Subtotal Linear Parks, Greenways and Trails	***603.4***
Total	**1,052.6**

Detailed parks inventory from Table 3-1 of the Draft HARD Parks and Recreation Master Plan.

APPENDIX B. PARKS LAND ACQUISITION AND DEVELOPMENT COST PER ACRE

Park impact fees are based on a total cost of parks that are needed to serve growth with the same level of service ratio that benefits the current population. In order to provide a defensible and accurate estimate for the cost of park land acquisition and park development cost per acre, the Hayward Area Recreation and Park District provided information on recent land purchases, as well as recent cost estimates for park development, by park category, detailed in Exhibits B1 and B2. All acquisition and development costs for previous years are adjusted to reflect 2019 dollars using a 3% inflation rate, as provided by HARD staff.

Local Parks, Community Parks, Special use Facilities and School Recreation Sites are combined into a single category for the costs of land acquisition. HARD staff provided feedback that the types of land required for these three categories are of parks are similar. Linear Parks, Greenways and Trails have very different acquisition costs, as demonstrated by the acquisition cost for the Valley View property.

Exhibit B1. Parks Land Acquisition Cost per Acre

Property	City	Acquisition Cost (1)	Acreage	Cost per Acre (2)
Local Parks, Community Parks, Special Use Facilities and School Recreation Sites				
Bidwell School Property	Hayward	$6,300,000	5.3	$1,188,679
Mateo Properties	San Leandro	$2,700,000	1.4	$1,888,112
Via Toledo	San Lorenzo	$2,262,271	2.0	$1,148,361
Boston Road Property	Hayward	$788,075	1.0	$788,075
Average Cost per Acre				**$1,253,307**
Linear Parks, Greenways and Trails				
Valley View (EMBUD property)	Castro Valley	$6,499,632	24.0	$270,818

(1) Data on purchase price provided by HARD staff. This reflects the purchase price for each property inflated to 2019 dollars based on a 3% inflation rate provided by HARD staff.
(2) Cost per acre = Acquisition Cost ÷ Acreage.

Exhibit B2. Parks Development Cost per Acre

Park	City	Acreage	Cost per Acre (1)
Local Parks			
Via Toledo Park (2)	San Lorenzo	2.0	$2,100,000
West Evergreen (3)	San Jose	1.0	$1,223,000
Stojanovich Family Park (3)	Campbell	1.1	$1,033,094
Commodor (3)	San Jose	2.5	$1,012,186
N Rengstorff (3)	Mountain View	1.0	$1,008,000
31 St & Alum Rock (3)	San Jose	1.7	$834,300
Porto Park (3)	Elk Grove	1.3	$546,364
Average Cost per Acre			**$1,108,135**
Community Parks			
Memorial Park (Design & Construction) (4)	Hayward	2.9	$1,738,943
Del Monte (3)	San Jose	4.2	$1,123,323
San Lorenzo Community Park Renovation (5)	San Lorenzo	30.9	$1,118,719
Weekes Community Park Renovation (6)	Hayward	13.7	$990,633
Creekside Sports Park (3)	Los Gatos	3.0	$785,686
McClatchy Park (3)	Sacramento	3.8	$732,661
Vista Montana (3)	San Jose	5.0	$668,669
Springlake N3 (3)	Santa Rosa	7.0	$484,078
La Vista Park (6)	Hayward	54.9	$390,715
Cordelia Park - Phase 3 (3)	Fairfield	8.5	$398,845
Corderos Park (3)	Vacaville	7.2	$227,287
Valley Oak Park (3)	Sacramento	9.3	$232,319
Average Cost per Acre			**$740,990**
Special Use Facilities			
Hayward Area Senior Center Renovation (7)	Hayward	0.26	$15,480,845
Hayward Community Gardens - Phase 1 (2)	Hayward	2.0	$619,756
Kennedy Park (2)	Hayward	13.3	$1,353,383
Average Cost per Acre			**$5,817,995**
School Recreation Site			
Canyon Middle School Sports Complex (8)	Castro Valley		$764,909
Creekside Middle School Sports Complex (8)	Castro Valley		$764,909
El Rancho Verde Park (6)	Hayward	3.3	$1,655,647
Average Cost per Acre			**$1,061,822**
Trails *(9)*			
Pen Creek - Reach 1 (3)		0.3	$3,132,899
Iron Horse Trail (3)		0.4	$3,928,709
San Tomas Spur (3)		1.1	$3,388,770
Cross Alameda Trail (10)		0.5	$6,490,440
Wavecrest Trail (10)		0.3	$1,615,935
Average Cost per Acre			**$3,711,351**

(1) Cost per Acre provided by HARD staff. Details for each specific project are noted below. All development costs are converted to 2019 dollars from the year of development assuming a

3% inflation rate provided by HARD staff.

(2) Data provided by HARD staff.

(3) Data provided by HARD staff, sourced from Callander Associates Landscape Architecture.

(4) Data sourced from the adopted 2017-2020 CIP, inflated to 2019 dollars. This includes only the portion of the project focused on design and construction of new improvements and does not include the costs for a renovation master plan.

(5) Data sourced from the adopted 2017-2020 CIP, inflated to 2019 dollars. This includes only the portion of the project focused on design and construction of new improvements as outlined in Phase 1 and Phase 2.

(6) Data sourced from the adopted 2017-2020 CIP, inflated to 2019 dollars. This includes only the portion of the project focused on design and construction of new improvements.

(7) Data provided by HARD staff. Costs were provided per square foot, which were converted to acres for consistency.

(8) Cost per acre estimates provided by HARD staff. The costs provided were used to develop the overall cost estimates in the 2017-2020 adopted CIP, inflated to 2019 dollars using an assumed 3% inflation rate provided by HARD staff.

(9) Cost for trails provided in cost per linear foot. Linear feet were converted to acres assuming an average trail width of six feet.

(10) Data provided by HARD staff, sourced from PlaceWorks Inc.

The average cost per acre for parks acquisition and development by category are weighted by current acres by type in order to arrive at a development cost reflective of the cost for parks acquisition and development to serve growth at the same level of service as the existing population. Exhibits B3 and B4 demonstrate the calculations to arrive at a weighted average cost per acre for parks acquisition and development.

Exhibit B3. Weighted Average Park Acquisition Cost per Acre

Park Type	Current Acres (1)	% Total (2)	Average Acquisition Cost per Acre (3)	Weighted Average Acquisition Cost per Acre (4)
Local Parks, Community Parks, Special use Facilities and School Recreation Sites	449.2	42.7%	$1,253,307	$534,852
Linear Parks, Greenways and Trails	603.4	57.3%	$270,818	$155,246
Total	**1,052.6**	**100.0%**		**$690,098**

(1) Current Acres are from Exhibit 2.

(2) Percent Total = Current Acres by Category ÷ Total Acres.

(3) Average Acquisition Cost per Acre from Exhibit B1.

(4) Weighted Average Acquisition Cost per Acre = % Total x Average Acquisition Cost per Acre. Total Weighted Average Acquisition Cost per Acre is the sum of Weighted Average Cost per Acre by category.

Exhibit B4. Weighted Average Park Development Cost per Acre

Park Type	Current Acres (1)	% Total (2)	Average Development Cost per Acre (3)	Weighted Average Development Cost per Acre (4)
Local Parks	133.2	12.7%	$1,108,135	$140,228
Community Parks	63.6	6.0%	$740,990	$44,772
Special Use Facilities	232.4	22.1%	$5,817,995	$1,284,535
School Recreation Sites	20.0	1.9%	$1,061,822	$20,175
Trails (5)	6.1	0.6%	$3,711,351	$21,350
Open Space (6)	597.3	56.7%	$0	$0
Total	**1,052.6**	**100.0%**		**$1,370,832**

(1) Current Acres from Exhibit 2.

(2) Percent Total = Current Acres by Category ÷ Total Acres.

(3) Average Development Cost per Acre from Exhibit B2.

(4) Weighted Average Development Cost per Acre = % Total x Average Development Cost per Acre. Total Weighted Average Acquisition Cost per Acre is the sum of Weighted Average Cost per Acre by category.

(5) Trails represent the portion of the Linear Parks, Greenways and Trails category that are developed as trails. Estimates are based on the miles of trails for each park within the category, converted to acres based on an assumed average trail width of six feet.

(6) Open Space represents the remaining undeveloped portion of the Linear Parks, Greenways and Trails category. Development costs are assumed at $0 per acre.

City of Hayward

Residential Only Alternative Park Impact Fee Rate Structure

DISCUSSION DRAFT

April 22, 2019

One alternative option for the Park Impact Fees for the City of Hayward is to develop residential rates per dwelling unit based on the number of bedrooms per unit (Exhibit 2). Exhibit 1 demonstrates the average number of persons per dwelling unit based on the number of bedrooms per unit. This data is estimated based on U.S. Census Bureau American Housing Survey data for the San Francisco-Oakland-Hayward MSA for 2017 and are adjusted to the City of Hayward using persons per dwelling unit for the City of Hayward and the San Francisco-Oakland-Hayward MSA from the U.S. Census American Community Survey 1-Year Estimates.

Exhibit 1. Persons per Unit by Number of Bedrooms

Number of Bedrooms	Persons per Dwelling Unit
None	0.78
1	1.22
2	2.21
3	3.85
4 or more	5.36
Total	**3.11**

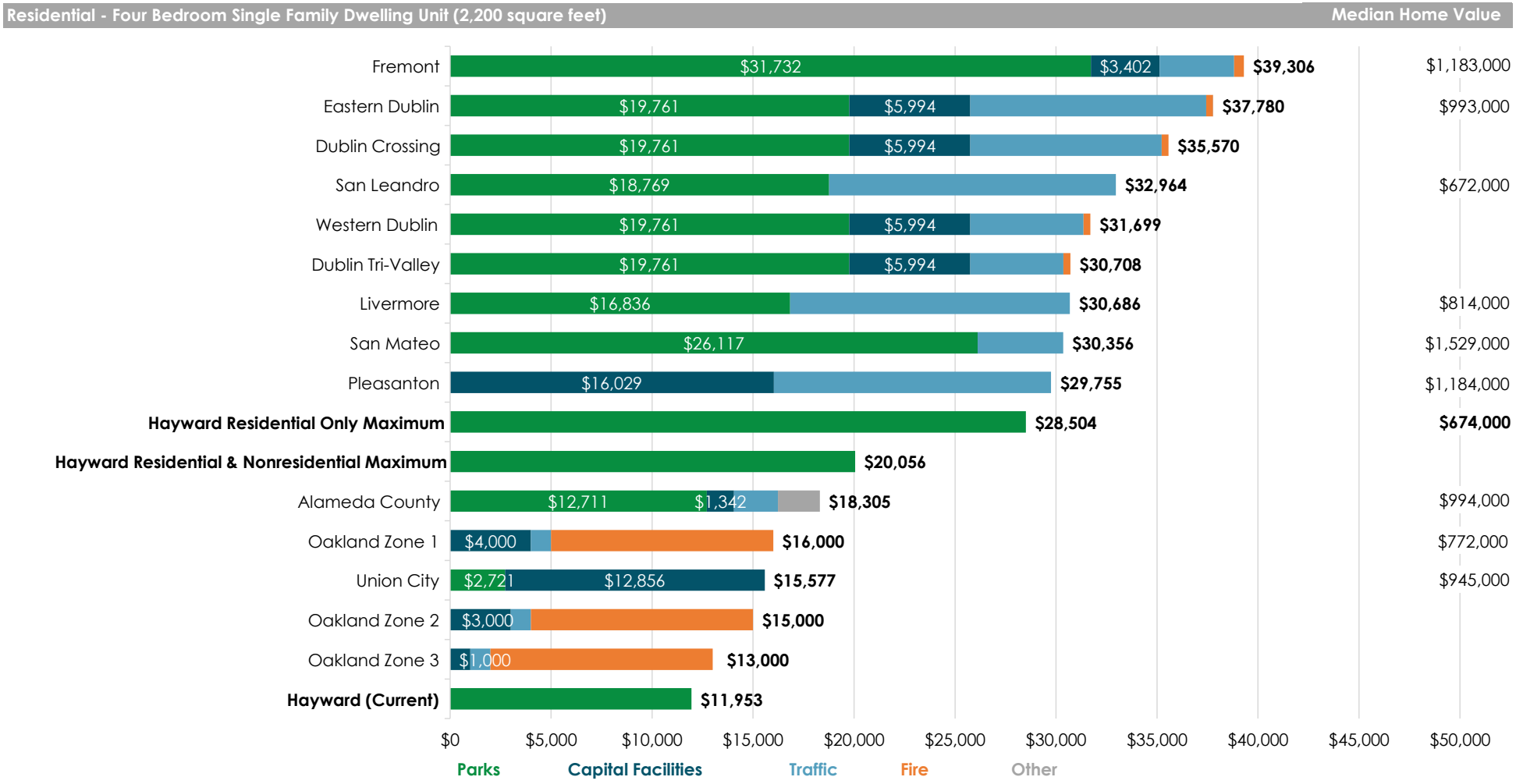
Exhibit 2. Maximum Allowable Park Impact Fee per Unit

Type of Development	Growth Cost per Person		Persons per Dwelling Unit		Park Impact Fee per Unit
None	$8,036.49	x	0.78 dwelling unit	=	$6,276.64
1	$8,036.49	x	1.22 dwelling unit	=	$9,827.96
2	$8,036.49	x	2.21 dwelling unit	=	$17,728.43
3	$8,036.49	x	3.85 dwelling unit	=	$30,959.36
4 or more	$8,036.49	x	5.36 dwelling unit	=	$43,064.84

ATTACHMENT VI

City of Hayward

Impact Fee Comparisons by Selected Cities



Notes:

Affordable Housing Impact or In-Lieu Fees are not included in this comparison as the fees vary greatly in application by jurisdiction. Additionally, all water and sewer impact or connection fees are excluded.

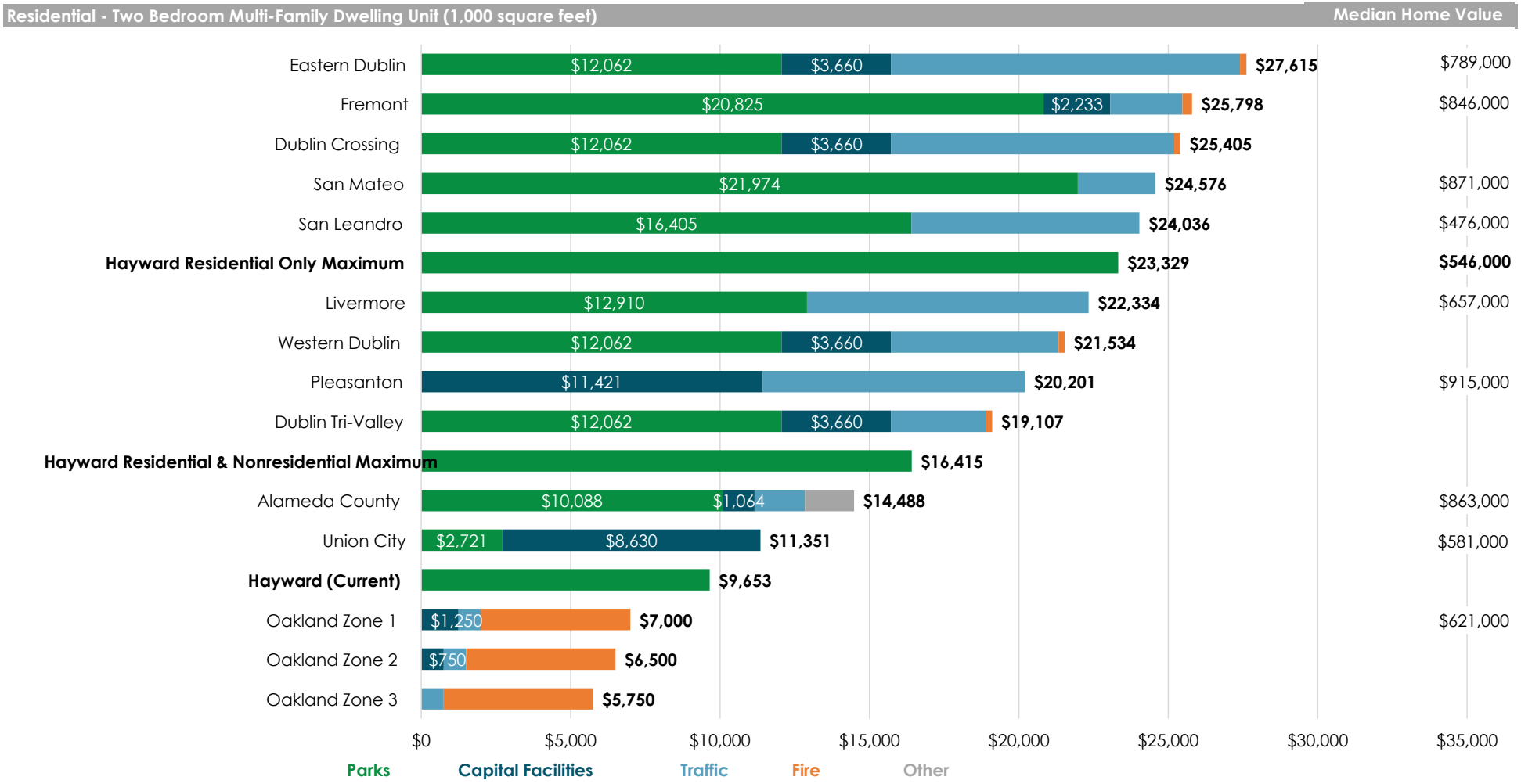
Union City also has a park land dedication requirement of 3 acres per 1,000 persons, but the in-lieu fees are calculated individually.

The fee classified as Other in Alameda County is a public safety impact fee.

Oakland and San Leandro each have on residential impact fee calculated per square foot, in these cases the fee is calculated based on a 2,200 square foot residence.

City of Hayward

Impact Fee Comparisons by Selected Cities



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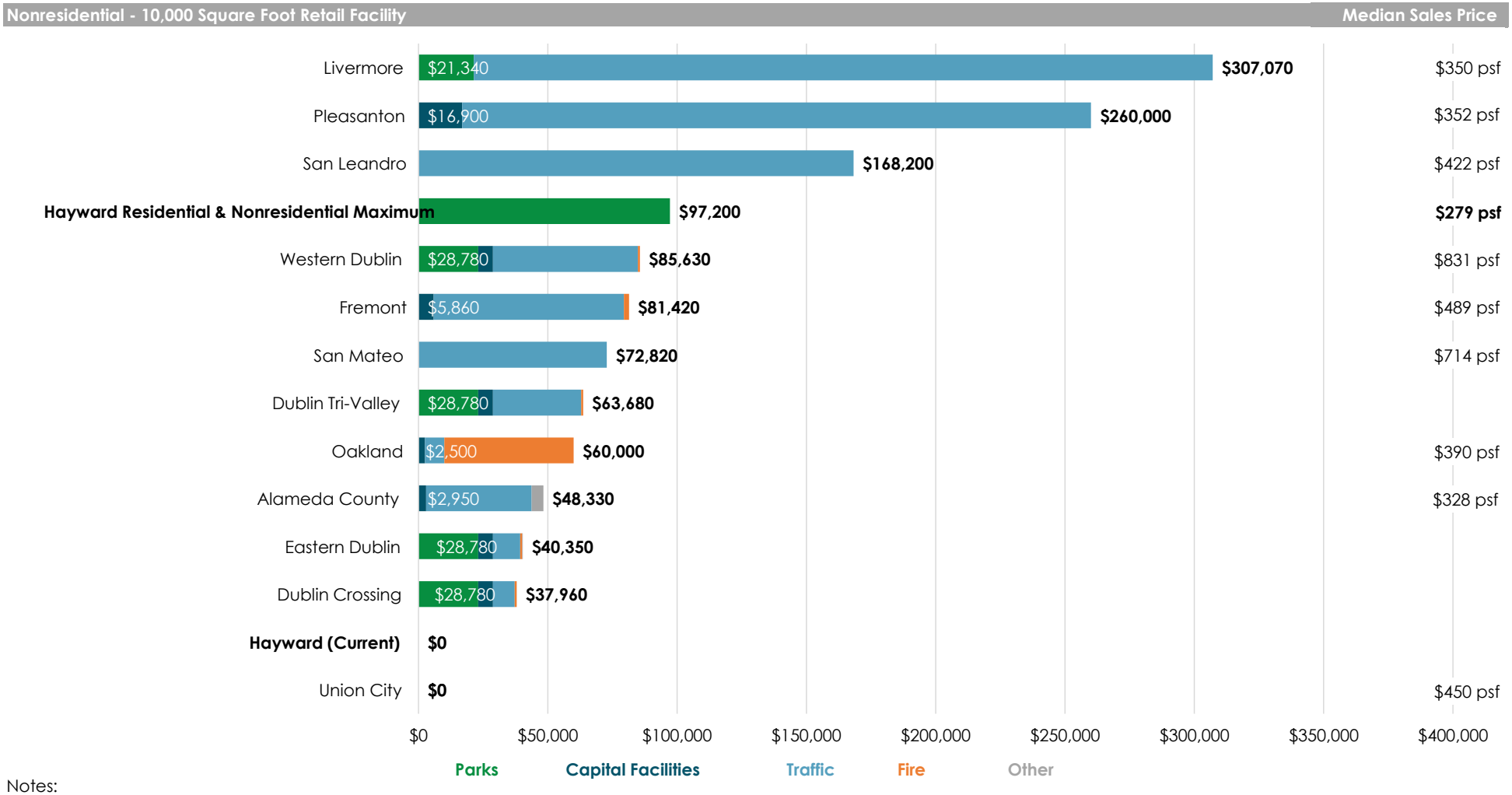
Oakland and San Leandro each have on residential impact fee calculated per square foot, in these cases the fee is calculated based on a 1,000 square foot residence.

City of Hayward

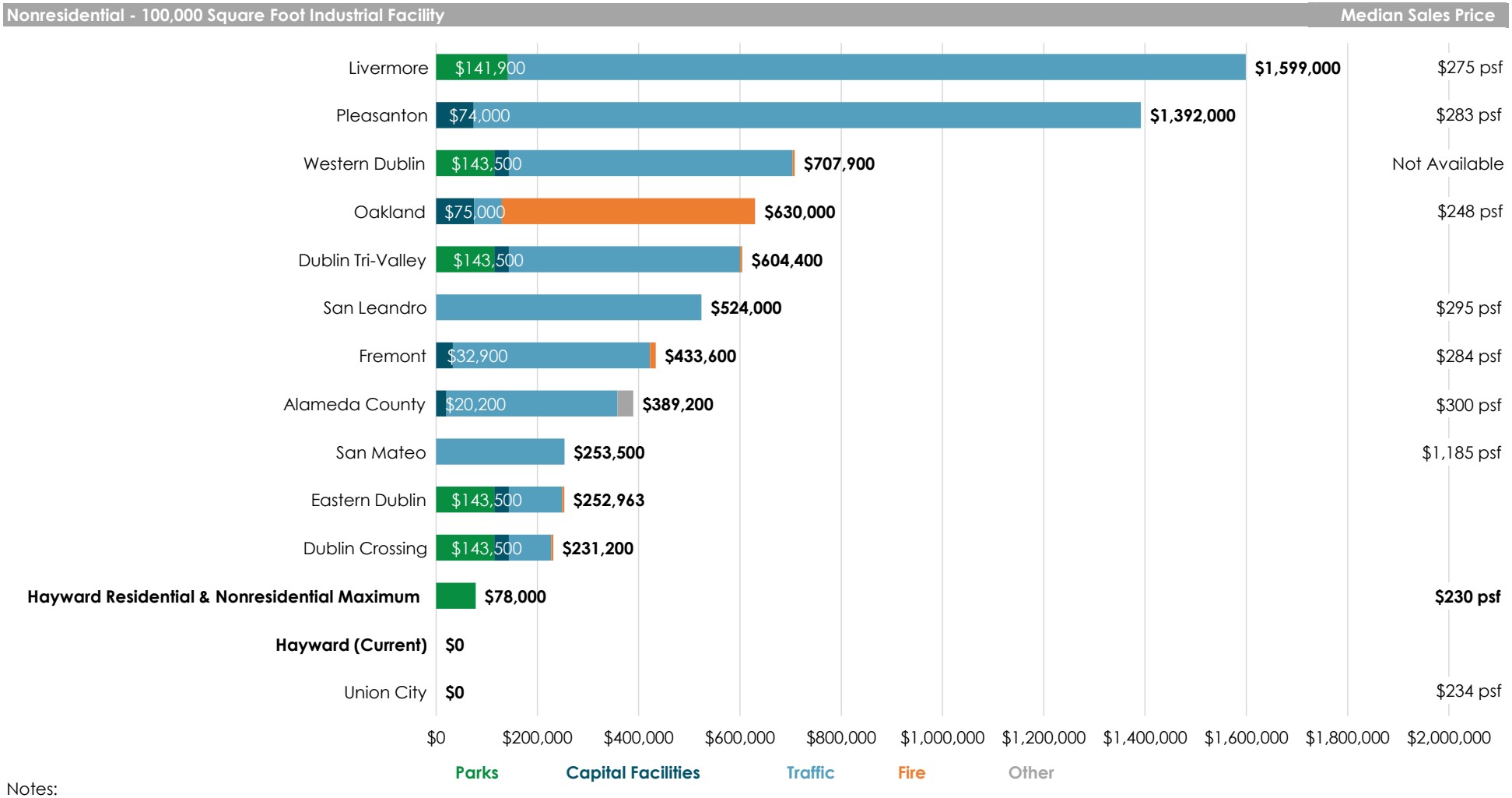
Impact Fee Comparisons by Selected Cities



Notes:
connection fees are excluded.
Labels represent the combined fee for parks and capital facilities and the **total** fee.
The fee classified as Other in Alameda County is a public safety impact fee.

City of Hayward

Impact Fee Comparisons by Selected Cities



Notes:
connection fees are excluded.
Labels represent the combined fee for parks and capital facilities and the **total** fee.
The fee classified as Other in Alameda County is a public safety impact fee.

File #: WS 19-040

DATE: June 18, 2019

TO: Mayor and City Council

FROM: Deputy City Manager

SUBJECT

Overview and Approach to Parks, Open Space, and Trails within Route 238 Corridor Lands Development

RECOMMENDATION

That the City Council and Hayward Area Recreation and Park District (HARD) Board review and comment on this report.

SUMMARY

The City entered into a Purchase and Sale Agreement with the California Department of Transportation (Caltrans) in January 2016 to manage the disposition and development of former right of way for the now defunct Route 238 Bypass. This land is divided into 10 parcel groups and must be disposed of by 2022. Over the last year, the City has been working with the community to develop a vision and plan for the reintegration of Parcel Groups 5, 6, 8, and 9 back into the City. The remaining Parcel Groups 2, 3, 4, and 7 are under exclusive negotiation with developers with plans being vetted with the community by the developers through the City's standard planning process. Parcel groups 1 & 10 were sold to William Lyon Homes in 2018.

Development on these parcels will include the creation of new neighborhood parks, designated areas of open space, and the construction of the Hayward Foothill Trail pursuant to the Special District 7 (SD-7) zoning overlay. This report provides an overview of the planning processes for the community amenities to be developed on these properties.

ATTACHMENTS

Attachment I	Staff Report
Attachment II	Hayward Parcel 5 Plan
Attachment III	Hayward Parcel 6 Plan

DATE: June 18, 2019

TO: Mayor and City Council, City of Hayward
Board of Directors, Hayward Area Recreation and Park District

FROM: Deputy City Manager

SUBJECT: Overview and Approach to Parks, Open Space, and Trails within Route 238 Corridor Lands Development

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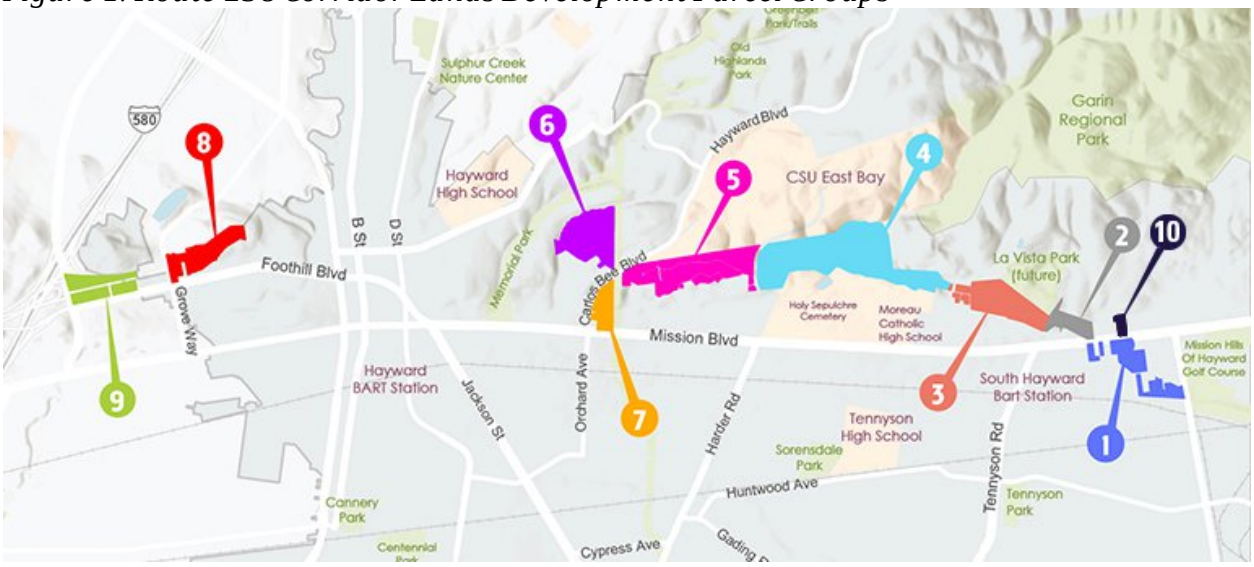
BACKGROUND

Route 238 Corridor Lands Development
In the mid-1960s, the California State Department of Transportation (Caltrans) purchased more than 400 parcels of property for the construction of a 14-mile Route 238 Corridor Bypass Freeway to run through the City of Hayward and parts of unincorporated Alameda County. In 1971, a lawsuit, filed in federal court on behalf of residents to be displaced by the freeway construction, blocked the project. Caltrans subsequently abandoned the freeway

plan. In 1982, state legislation was passed to allow Hayward and other local jurisdictions—working through the Alameda County Transportation Commission—to develop alternative strategies for relieving traffic congestion in Central Alameda County. The legislation called for these Local Alternative Transportation Improvement Program (LATIP) projects to be funded from proceeds from the sale of properties that had been accumulated by Caltrans for the Route 238 Bypass Freeway.

In 2009, then Governor Arnold Schwarzenegger directed Caltrans to sell all property not needed for existing LATIP projects. Following this, Caltrans began to individually auction off these properties with the sole purpose of disposing of the land, without any larger land use considerations. To ensure the productive development of this land in a manner that maximizes land value while balances the desires of the surrounding neighborhood and larger community, the City entered into a Purchase and Sale Agreement (PSA) with Caltrans to manage the disposition and development of these properties. The PSA divides the properties into 10 parcel groups which must be disposed of by 2022. Figure 1 shows the location of these 10 parcel groups.

Figure 1: Route 238 Corridor Lands Development Parcel Groups



Route 238 Bypass Land Use Study

In 2009, the City commissioned the Route 238 Land Use Study (Study) to evaluate and implement General Plan and zoning amendments to guide the redevelopment of the Route 238 Corridor Lands following Caltrans abandoning the project. The Study focused on the following objectives:

- Developing more efficient land use patterns.
- Producing sufficient housing, including affordable housing, and other uses to support anticipated population increases and workforce needs for the full spectrum of the population.
- Fostering land use and transportation planning including pedestrian and bikeway opportunities and connections.

- Reducing traffic congestion and improving air quality.
- *Increasing opportunities for additional open space and park areas, as well as connections to existing open space and park areas.*

This Study established the Special District 7 zoning overlay[1] (SD-7). This special district ensures the orderly development of a continuous trail as properties involved in the Study are developed. SD-7 sets the general location for the trail and the standards and guidelines for which the trail shall be built.

DISCUSSION

Residential developments included in the Route 238 Corridor Lands Development Project will provide numerous community benefits, mostly in the form of new neighborhood parks, designated areas of open space, and the construction of the Hayward Foothill Trail. Table 1 below provides a summary of the estimated total acreages of open space, parks, and length of the Hayward Foothill Trail.

Table 1: Estimated Total Community Amenities

Community Amenity	Amount
Designated Open Space	98 Acres
Parks	34 Acres
Trails	3 Miles

Both staff from City of Hayward and HARD are seeking feedback from the City Council and HARD Board on the summary of those conversations, which is provided below:

General Approach

City and HARD staff have been meeting since January of this year to begin conversations over ownership, maintenance, and other considerations regarding these new community amenities.

To ensure consistent maintenance specifically for the Hayward Foothill Trail, staff has determined the following general approach for the development and on-going management of the trail:

- *Final Trail Design and Alignment Approval* — City and HARD
- *Construction* — Selected Developers
- *Maintenance and Hazard Abatement District Financing* — Property Based Assessments via HOA, LLD, CFD, and/or GHAD
- *Maintenance Responsibility* — HARD

Parcel Groups 1 & 10: SoHay

[1] Hayward Municipal Code Sec. 10-1.2640 Hayward Foothills Trail (SD-7)

The City Council approved the William Lyon Homes SoHay development in May 2018. The project includes 472 mixed-income, multi-family rental and for-sale townhome-style unit and retail development.

Planned Park Facilities
This development includes approximately 2.5 acres of new parks and trails, replacing Valle Vista Park. A segment of the Hayward Foothill Trail will travel throughout the new development, connecting to Parcel Group 2 via Mission Blvd. and Valle Vista Avenue.

Development and Maintenance Approach
William Lyon Homes is constructing the new park and trail amenities and will dedicate the facilities via two parcels to the City of Hayward and HARD, based on the land dedicated by HARD to the development and the City's agreement with CalTrans for the remaining properties. On-going maintenance for both park parcels will be financed through a Landscaping and Lighting District (LLD) and managed by HARD.

Parcel Group 2—The True Life Companies

The City and The True Life Companies entered into an Exclusive Negotiations Agreement (ENA) for this 9-acre parcel group in October 2019. Their proposal, Mirza, contemplates the development of 189 mixed-income, multi-family for-sale townhome and condominium units and retail development over Parcel Group 2 and a parcel directly to the south.

Planned Park Facilities
The True Life Companies has submitted an application for this proposed development, which is currently under review by the City's Planning Division. Initially submitted park and open space amenities include a 14,000 sf. dog park, 3,320 sf. hillside overlook park, 1 acre of group open space, and 19,000 sf. in additional development serving parks and plazas. 1,500 linear feet of trail will cross the property, connecting between the SoHay project at the Mission/Valle Vista intersection and Parcel Group 3 from a new, secondary access point via the eastern extension of Tennyson Road. These amenities will be reviewed by HARD staff per the normal development application review process.

Parcel Group 3—Eden Housing & The Pacific Companies (TPC)

The City, Eden Housing, and The Pacific Companies entered into an ENA for this 29-acre site for the development of 150 affordable housing units and a new charter school.

This project is still undergoing conceptual site planning by the development team. The ENA term sheet includes provisions for the final Disposition and Development Agreement (DDA) to include a requirement for the developer to pay Park-In-Lieu fees to fund the construction of a portion of La Vista Park. The property will also need to comply with the SD-7 zoning overlay to construct a portion of the Hayward Foothill Trail.

Parcel Group 4—Eden Housing & The Pacific Companies (TPC)

Additionally, the City entered into an ENA with Eden Housing and TPC for Parcel Group 4. This parcel is approximately 81 acres of designated open space. This Parcel Group is deed restricted to two housing units but may be increased to three pending Caltrans approval. This project is still undergoing conceptual site planning by the development team. The property will need to comply with the SD-7 zoning overlay to construct a portion of the Hayward Foothill Trail.

Parcel Group 5—Bunker Hill

Future development of this 38-acre site will include up to 74 single-family homes, upgraded infrastructure, designated open space, and the construction of the Hayward Foothill Trail.

Planned Park Facilities
Approximately 3,000 feet of the Hayward Foothill Trail would be constructed by the selected developer and owned by the local HOA. Approximately 11-acres of open space surrounding the riparian corridors to the north and south of the parcel group would remain as designated open space. Attachment II is the conceptual site plan included in the Parcel Group 5: Master Development Plan, which is scheduled for Council consideration on July 9, 2019.

Development and Maintenance Approach
The selected developer would construct the segment of the Hayward Foothill Trail. A newly established HOA would own the trail and would grant a public access easement. Maintenance would be funded through a, to be determined, property-based assessment (HOA, LLD, CFD, or GHAD). The HOA would then contract with HARD to manage the maintenance of the trail. HARD would also receive a first right option to purchase the riparian/open space areas located to the north and south of the parcel group for the development of secondary trails or a small-scale neighborhood park to be developed at a later date.

Parcel Group 6—Carlos Bee Quarry

Future development of this 30-acre site will include a maximum of 500 townhome/multi-family units and 500 student beds.

Planned Park Facilities
The development will include a new 1.5-acre community park in addition to a 1,200-foot segment of the Hayward Foothill Trail that will loop around the perimeter of the property. The development would also include approximately 8 acres of designated open space located around most of the property's perimeter, encompassing the creek and riparian corridor to the north. Attachment III is the conceptual site plan included in the Parcel Group 6: Master Development Plan, which is scheduled for Council consideration this fall.

The selected developer will be required to deed the community park to HARD. Similarly to Parcel Group 5, the HOA will own the trail and passive open space areas. Maintenance for the trail and new park would be funded through a, to be determined, property-based assessment

(HOA, LLD, CFD, or GHAD). The HOA would then contract with HARD to manage the maintenance of the trail.

Development and Maintenance Approach
The selected developer will construct the park and trail facilities. HARD will assume ownership of the neighborhood park. A newly established HOA would own the trail and would grant a public access easement. Maintenance would be funded through a, to be determined, property-based assessment (HOA, LLD, CFD, or GHAD). The HOA would then contract with HARD to manage the maintenance of the trail.

Parcel Group 8—Grove Way

The City is currently evaluating development alternatives for this 20-acre site that straddles the City and unincorporated Alameda County border. Potential development may include family and senior affordable housing as well as market rate townhomes. Due to numerous site-specific constraints and challenges, the City will develop a disposition strategy for the parcel group following the disposition of the remaining parcel groups.

Planned Park Facilities
This parcel group includes over 9 acres of designated Open Space, which would make a natural extension of Carlos Bee Park. City and HARD staff have had preliminary discussions on the disposition of this portion of the parcel to HARD directly. The parcel would include the final, northern extension of the Hayward Foothill Trail.

Development and Maintenance Approach
Under this scenario, HARD would own the portion of the trail falling within the boundary of the new Carlos Bee Park expansion. A newly formed HOA would own the portion of the trail that falls within the residential development and would grant a public access easement. Maintenance for all new park amenities would be funded through a, to be determined, property-based assessment (HOA, LLD, CFD, or GHAD). The HOA would then contract with HARD to manage the maintenance of the trail that falls within the residential development.

Parcel Group 9—Apple/Oak

Development on this 4.26-acre site will likely include a business concept hotel. The site traverses the City and County boundary. There are no park or open space amenities being evaluated for this site at this time.

ECONOMIC IMPACT

No property taxes are currently being paid on these parcel groups. The redevelopment of the parcels will return it to the tax rolls, provide an opportunity for new residential development needed to address the goals of the Housing Element, and provide new commercial development opportunities. While the land set aside for parks, open space, and trails do not generate tax revenue, these park amenities are likely to increase land value of any adjacent market rate development.

FISCAL IMPACT

The estimated amount of new tax revenue to be generated will be calculated at the time a single development proposal is selected for negotiations. However, the creation of property-based financing mechanisms will generate new streams of tax and/or fee revenue to finance HARD's on-going maintenance activities of the Hayward Foothill Trail and potentially new park and open space amenities.

STRATEGIC INITIATIVES

This agenda item supports the Complete Communities Strategic Initiative. The purpose of the Complete Communities strategic initiative 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. This item supports the following goal:

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

NEXT STEPS

Following feedback from this joint-agency work session, City and HARD staff will continue to work together to develop formal terms to guide the development of the Hayward Foothill Trail and new park and open space amenities within the 238 development opportunities.

Prepared by: John Stefanski, Management Analyst II, City of Hayward

Recommended by: Jennifer Ott, Deputy City Manager, City of Hayward

Approved by:

_____

Kelly McAdoo, City Manager

PREFERRED SITE DEVELOPMENT PLAN

PARCEL GROUP 6 QUARRY PROPERTY - SITE DEVELOPMENT PLAN

Total Land Area - 29.64 ac
Creek and Riparian Conservation Zone - 5.38 ac
Open Space and Steep Slope Zone, No Landscaping - 2.66 ac
Net Developable Area - 21.60 ac

0 ft 25 50

File #: WS 19-041

DATE: June 18, 2019

TO: Mayor and City Council

FROM: City Manager and HARD General Manager

SUBJECT

Park and Recreation Master Plan

RECOMMENDATION

That the HARD Board and City Council receive the presentation on the draft Park and Recreation Master Plan and provide feedback for consideration in the final draft.

SUMMARY

The HARD Board and City Council will receive a presentation on the draft Park and Recreation Master Plan for the Hayward Area Recreation and Park District.

ATTACHMENTS

Attachment I Staff Report
Attachment II Draft Recreation and Park Master Plan

STAFF REPORT

DATE: June 18, 2019

TO: Honorable Board of Directors and City Councilmembers

FROM: Paul McCreary, General Manager

SUBJECT: Park and Recreation Master Plan

EXECUTIVE SUMMARY: The HARD Board and City Council will receive a presentation on the draft Park and Recreation Master Plan for the Hayward Area Recreation and Park District.

FINANCIAL IMPACT: No fiscal impact will result from review of the draft Parks and Recreation Master Plan.

RECOMMENDATION: That the HARD Board and City Council receive the presentation on the draft Park and Recreation Master Plan and provide feedback for consideration in the final draft.

DESCRIPTION OF ITEM:
The Hayward Area Park and Recreation District initiated the development of a new Parks and Recreation Master Plan in 2017 to update the 2006 Master Plan. The updated Master Plan is needed to successfully meet the recreational needs of a growing and diversifying community. The Plan is intended to meet the needs of current and future residents by positioning the District to build on the community's unique parks and recreation assets and identify new opportunities. The new Master Plan will help to set priorities for future capital and operational expenditures and serve as a basis for re-evaluating park in-lieu fees.

The new Master Plan reflects the significant investments the District has made and is currently undertaking since the 2006 Master Plan was adopted, establishes a set of priorities for the next ten years, and identifies strategies to leverage partnerships and financing to achieve these goals. The Plan provides a framework for decision making to help guide the development of parks and recreation assets and the funding of on-going parks and recreation activities.

The new Master Plan was developed with broad community input including neighborhood groups, sports leagues, teen/youth groups, business organizations, school districts, Fairview and Castro Valley Municipal Advisory Committees, and City of Hayward and Alameda County staff and elected officials. Input was received at community and stakeholder meetings, community events, and via an online survey. Among the key issues identified, maintaining and upgrading the District's parks and addressing the lack of adequate park acreage came though as high priorities.

The preparation of the new Master Plan included an evaluation of the District's parks system and recreation facilities, existing demographics, projected demographic characteristics, national and local recreation trends, level of service of park acreage and park access, and public input to determine how well existing facilities address the community's current and future needs. As a result, the Master Plan

includes a needs assessment/gap analysis and identifies where surpluses and deficiencies exist within the District and makes recommended modifications/additions to the park system.

Master Plan Goals and Recommendations

The Master Plan update includes goals and recommendations to better achieve the District's mission to enrich the quality of life by providing a variety of recreational activities, parks, and facilities to promote health, wellness learning and fun. The recommendations cover four areas:

1. Existing parks and facilities;
2. Developing the system with new facilities;
3. Recreation programs; and,
4. Operations and maintenance.

Following are the specific goals and recommendations that would serve as a framework for decision making.

Goal #1 – Provide Safe and Attractive Parks and Facilities
HARD will continue to manage a diverse and growing suite of parks and recreation facilities that are safe, comfortable, attractive, and well maintained.

Goal #2 – Align Park Programs and Design with Community Demand
HARD will offer recreation facilities and programs that respond to changing community needs and preferences.

Goal #3 – Focus on Equity in Access to Parks and Recreation
HARD will strive to use its resources to increase equity. We will focus on areas where parks are scarce, or needs are high as the highest priority for new facilities and access improvements.

Goal #4 – Provide Innovative Park Design and Programs
HARD will be innovative in its approach to park facilities and design, programming, and engagement to reflect the best in current practices.

Goal #5 – Elevate Sustainable Practices
HARD will manage its 1,300-plus acres of park land and its 16 community, recreation, arts and senior facilities in a way that reduces water and energy use and showcases sustainability.

Goal #6 – Connect with the Bay and Hillsides
HARD will create opportunities for community members to enjoy the District's superb natural setting by enhancing the experience in HARD parks, developing the trail system, and partnering with other agencies.

Goal #7 – Improve Participation in and Visibility of HARD Services
HARD will work to increase participation in programs, use of parks, and the community's engagement and satisfaction with the District.

Goal #8 – Enhance Partnerships to Leverage Resources
HARD will continue to coordinate with other organizations and agencies to optimize recreation opportunities in the community.

Goal #9 – Provide Effective Long-Term Management
HARD will work to develop expertise and capacity of staff, take a systematic approach to maintenance and operations, and plan for and fund the full lifecycle costs of facilities.

Goal #10 – Pursue a Full Array of Funding Options

HARD will actively and creatively pursue available funding sources and make decisions about capital and operational investment that provide the greatest value.

The new Master Plan also outlines financial strategies and partnership opportunities for implementation. The funding strategies apply to capital improvements, programming, maintenance and operations. Three "tiers" for park improvements are provided including the first tier focused on maintenance, the second tier on strategic enhancements, and the third tier on new or wholly transformed parks.

NEXT STEPS

The draft Park and Recreation Master Plan is currently posted on the District's website for public comment and review. A study session with the HARD Board of Directors will be held on Monday, June 17 to review the draft. During the summer of 2019 and prior to final adoption of the Master Plan by the HARD Board of Directors, the District will begin the environmental review process of the master plan consistent with CEQA guidelines which is anticipated to require an Initial Study and Mitigated Negative Declaration.

NOTICING REQUIREMENTS/PUBLIC OUTREACH:

A copy of this Staff Report was sent to the City Manager of Hayward.

ATTACHMENTS:

[1]

Draft Recreation and Park Master Plan link:
http://www.haywardrec.org/DocumentCenter/View/6395/Draft_Recreation_and_Park_Master_Plan

[1] http://www.haywardrec.org/DocumentCenter/View/6395/Draft_Recreation_and_Park_Master_Plan

Attachment II

HAYWARD AREA RECREATION AND PARK DISTRICT

PARKS MASTER PLAN

Hayward Area Recreation and Park District, California
May 2019

ACKNOWLEDGMENTS

The **Hayward Area Recreation & Park District** thanks the elected officials and public agency representatives who participated in the creation of this Parks Master Plan, including those listed below.

HARD BOARD OF DIRECTORS AND STAFF

Louis M. Andrade, Board Member

Rick Hatcher, Board Member

Paul Hodges, Board Member

Minane Jameson, Board Member

Carol A. Pereira, Board Member

Kerri Ely, Recreation Superintendent

Paul McCreary, General Manager

Chris Peterson, Parks & Facilities Maintenance Director

Meghan Tiernan, Capital Planning & Development Director

James Wheeler, Recreation, Arts and Community Services Director

Karl Zabel, Operations & Development Supervisor

OTHER ELECTED OFFICIALS AND AGENCY REPRESENTATIVES

Ana Alvarez, East Bay Regional Park District

Stacey Bristol, Interim Director of Development Services, City of Hayward

Sara Buizer, Planning Manager, City of Hayward

Ginny DeMartini, Office of Alameda County Supervisor Richard Valle (District 2)

Barbara Halliday, Mayor, City of Hayward

Michelle Koo, Landscape Architect, City of Hayward

Kelly McAdoo, City Manager, City of Hayward

Marty Neideffer, Alameda County Sheriff's Office

Karina Rivera, Office of Alameda County Supervisor Wilma Chan (District 3)

Pam Russo, HARD Foundation

Jill Stavosky, Citizens Advisory Committee

Ashley Strasburg, Citizens Advisory Committee

Matt Turner, Office of Alameda County Supervisor Nate Miley (District 4)

Most importantly, we thank the community members who bring life to our parks, and to whom we are devoted to serve.

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1. INTRODUCTION

The HARD Parks Master Plan lays the groundwork for enhancing the parks and recreation system. This chapter describes the District's setting and history and why parks and recreation are vital to the community's well-being. It summarizes the key issues facing the District and the Master Plan's goals and recommendations, and orients the reader to the rest of the document.

HARD's park system includes **104** sites covering about **1,357** acres.

THE HARD PARKS SYSTEM AND ITS SETTING

The Hayward Area Recreation and Park District (HARD) encompasses 104 square miles in Alameda County, with a mix of urbanized areas and protected regional open space. The District is located about 14 miles south of Oakland and 26 miles north of San Jose, stretching from the San Francisco Bay shoreline into the East Bay hills.

HARD's park system includes some 104 sites covering 1,357 acres. The system includes local and community parks, school recreation sites, aquatic centers, golf courses, and other special facilities as diverse as the Hayward Shoreline Interpretive Center, Hayward Japanese Gardens, The Douglas Morrisson Theater, Sulphur Creek Nature Center, and the Rowell Ranch Rodeo Park. The District offers an array of programs including after-school programs, camps, arts classes, fitness classes, sports, and classes for seniors.

HARD provides park and recreation services to the City of Hayward, as well as the neighboring unincorporated areas of Ashland, Castro Valley, Cherryland, Fairview, and San Lorenzo. Just over half (53 percent) of the population is in Hayward, with the remainder in Castro Valley (21.5 percent), San Lorenzo (8.5 percent), Ashland (8.3 percent), Cherryland (5.2 percent), and Fairview (3.7 percent.) An extensive network of freeways and bus lines, as well as three Bay Area Rapid Transit (BART) stations (Hayward, South Hayward, and Castro Valley), Amtrak and Greyhound serve the District.

The District contains a diverse group of urban and suburban areas. From turn-of-the century Victorians and Craftsman homes to 1960s apartments, 1980s subdivisions, and contemporary transit-oriented

development, the District includes a wide range of housing. Downtown Hayward has been the focus of higher-density development and revitalization, while the area west of I-880 is a major employment area for the larger region. Much of the future development within HARD's jurisdiction is expected to occur in the Priority Development Areas (PDAs) identified by the City of Hayward. A smaller amount of development is projected for the unincorporated areas. Growth in the coming years will provide a greater diversity of housing types on increasingly scarce land, while contributing to walkable areas near transit. Infill development will also continue to take place in small pockets throughout the District's urbanized communities.

The District has a diverse population. As of 2016, Latinos or people of Hispanic origin made up an estimated 37 percent of the population, with Asians, non-Hispanic Whites, and African Americans all well-represented.1 This cultural diversity extends throughout the District.

This setting provides unique opportunities and challenges for meeting current and future parks and recreation needs. The District will continue to face a growing demand for outdoor experiences including trail and bikeway opportunities, community facilities and recreational programming for all age groups. As new development areas are planned and built, the District will work with agency partners to promote park development, preservation of open space, and affordable recreation services for the full spectrum of our community.

1. US Census American Community Survey, 2012-16.

HISTORICAL CONTEXT

DISTRICT ESTABLISHMENT

In 1944, representatives of the City of Hayward, local school districts and civic organizations proposed the establishment of the Hayward Area Park, Recreation and Parkway District. When an initiative was placed on the ballot, residents voted overwhelmingly for the creation of this Special District, with the established purpose of providing recreation facilities and services for the residents of Hayward and the unincorporated areas around it. The District began operating in 1945.

BOARD DIRECTIVE AND SERVICES

Since 1958, HARD has been led by a five-member Board of Directors. Directors are elected to four-year terms. Board members govern HARD independently within the limits provided by the State's constitution and laws for Special Districts. The Board determines the types of services to provide, sets policies and enacts regulations, and has the ability levy taxes to support operations and sell bonds to finance capital improvements. The Board sets policy on all matters relative to budgets, acquisitions, development, improvement, and maintenance of park and recreation facilities and programs.

CONTEXT OF GROWTH AND CHANGE

At first, the District offered recreation programs at school playgrounds for the 43,125 residents of its community. The District's offerings have grown tremendously over the years, as the District came to

develop and manage its own parks and expand its recreational programming to reach a broader and increasingly diverse service population. Today HARD's Board of Directors governs over 100 facilities and 1,360 acres of parkland serving nearly 300,000 residents.

The District has been instrumental in bringing green space and recreation opportunities to Hayward and surrounding areas. However, it has faced an uphill climb because much development occurred before the Quimby Act. Hayward was established in the 1880s, long before the District existed. Between 1940 and 1960, Hayward's population exploded, growing from 6,736 to 72,700. Castro Valley grew from 4,145 to 32,975 over the same period. San Lorenzo, Ashland and Cherryland all began their growth trajectories in the immediate postwar years. During this time of dramatic growth in the area, HARD was getting off the ground, but had not fully established the capacity to acquire and develop adequate park land. The parks deficit dating to these early decades was especially pronounced in the unincorporated parts of the District, where Alameda County required limited parkland dedication prior to Quimby.

PLANNING UPDATES

HARD's Board of Directors adopted the District's first Master Plan in 1958. The Plan has been periodically updated to reflect changes and address emerging needs, with updates adopted in 1967, 1974, 1990, and 2006. This 2019 Parks Master Plan represents the fifth update in a continuum in the planning processes that the District has used to effectively represent its constituents.

Top: *The McConaghy House, built in 1886, dates to Hayward's early days. Today it is owned by HARD and operated by the Hayward Area Historical Society.*

Source: HARD.

Bottom: *Hayward and neighboring communities grew rapidly following World War II.*

Source: www.mycastrovalley.com

THE VALUE OF RECREATION AND PARKS

Why do we need parks? What value does a recreation system provide? These are essential questions for us to reflect on as we embark on a new plan. There may be many responses to these questions. We start with a reflection on parks' contribution to community health, community "cohesion," providing a connection with the natural world, better air and water quality, and the way quality of life benefits translate to dollars and cents.

COMMUNITY HEALTH

The Center for Disease Control and Prevention, along with other federal, state, and non-profit organizations, including the Trust for Public Land (TPL), the Robert Wood Johnson Foundation, and the National Recreation and Park Association (NRPA), have thoroughly documented the link between having access to places for physical activity and improved physical and mental health.

A good parks system increases opportunities for physical activity—and reduce the risk of chronic disease while improving brain function like learning and memory. Parks and recreation give people of all ages opportunities to walk, play, exercise, and participate in sports These activities promote not just physical fitness but also self-confidence and happiness. Parks can improve concentration for children with attention deficit disorder, enhance relaxation, and promote self-esteem and resilience.

COMMUNITY COHESION

The value of parks also encompasses social factors like strengthening communities and improving safety. Comfortable, attractive parks give people a place to spend time with neighbors, family, and friends, and to interact with their broader community in a common public space. Parks strengthen the connection we feel to our community. Parks are especially valuable "glue" in communities where many people have limited resources and fewer options for private gathering and recreation. Research has shown that parks can reduce violent crime, and counter stress and social isolation.

Investing in a better and more equitable parks system is a critical step toward ensuring that all District residents have access to resources that support quality of life. This Master Plan calls on the District to focus on maintaining existing parks and creating new opportunities in underserved areas.

CONNECTION WITH THE NATURAL SETTING

HARD's service area stretches from the East Bay hills to San Francisco Bay, and HARD's parks can give residents opportunities to meaningfully experience these surroundings in their day-to-day lives. Parks and trails give people access to diverse natural environments—open hillsides, riparian creek corridors, the marshy Bayshore—and reinforce a sense of how people and nature are interrelated in our region. This Master Plan calls on the District to work closely with its regional partners to offer programming that takes advantage of open spaces, and to develop the trail system.

ENVIRONMENTAL BENEFITS

Parks and open spaces are also valuable for their ability to contribute to better air and water quality, promote water infiltration and reduce flood hazards, create a tree canopy that reduces the urban "heat island" effect, and provide habitat. Vegetation in parks absorbs carbon dioxide in the atmosphere, and can protect shoreline and upland environments that we need to help us adapt to a changing climate. The Master Plan guides the District to improve its practices to conserve water and energy. It calls for greater collaboration with other agencies to manage the Bay shoreline, with HARD focusing on opportunities for recreation and interpretation.

ECONOMIC VALUE OF PARKS

Quality parks and recreation systems also bring economic benefits in the form of increased property value, tourism dollars, and business attraction and retention. Home buyers want to live near attractive neighborhood parks, and businesses want to locate where skilled employees want to be. In addition, parks are major assets for the agencies that manage them. The Parks Master Plan calls for a business approach to asset management, by which there is financial incentive to make sure that parks and open space continue to be properly maintained so they continue to appreciate in value over time.

WHY UPDATE THE PARKS MASTER PLAN?

The Master Plan Update is needed to ensure that the District can continue to successfully meet the recreational needs of a growing a diversifying community. Indeed, HARD's service area is projected to add another 23,270 residents by 2030—nearly the equivalent of another San Lorenzo. The community is growing, and the parks and recreation system needs to grow with it and ensure development pays to offset the impacts on the park system.

Perhaps more important still is the need to maintain and enhance the quality of the parks and recreation services the District has today. The update offers an important chance to check in with stakeholders and residents and get a refreshed understanding of the community's desires and needs. It allows the District to use a current population baseline and projection to inform a more accurate assessment of facility needs. The Update takes place in the context of a growing awareness of the role of parks as a source of community cohesion and an important public health resource, and awareness of the need to not only protect natural resources but also prepare to adapt to a changing climate. The updated Plan reflects significant investments the District has made and is currently undertaking since the 2006 Master Plan, establishes a set of priorities for the ten years to come, and identifies strategies to leverage partnerships and financing to achieve these priorities.

During the Master Plan Update process, HARD reached out to stakeholders and community members - including at the Kennedy Park Eggstravaganza.

Source: HARD

THE PLAN UPDATE PROCESS

The HARD Master Plan Update got underway in Fall 2017. At the outset, HARD Staff and the Consultant team met with representatives from the HARD Foundation, the City of Hayward, Alameda County Board of Supervisors, Alameda County Sheriff's Office, East Bay Regional Park District and others to understand—from a range of perspectives—the issues and opportunities for HARD. At the same time, the planning team analyzed the existing park system and recreation programs. The condition of each existing park was discussed with HARD staff who perform both planning and maintenance functions. Geographic analysis was conducted to evaluate where there are gaps in access to parks, and level of service analysis was conducted for overall park acreage and specific recreation amenities.

HARD and the Consultant Team also reached out to the broader community at events and public meetings. The District placed a "pop-up" booth at the Cherryland Eggstravaganza in March and at the Kennedy Park Egg Hunt in April 2018, where information about the District, the value of parks, and the Parks Master Plan Update was provided. HARD staff collected names and email addresses, and had a simple activity involving placing eggs in baskets to indicate their preference for maintenance, upgrading existing parks, or creating new parks.

Also in April 2018, the Master Plan Update was presented to the Municipal Advisory Councils (MACs) for Fairview and Castro Valley. The planning team presented findings from the needs assessment and responded to questions from Council and the public. HARD Staff also participated in a My Eden Voice event and gathered feedback about the community's needs and desires in Ashland, Cherryland, and San Lorenzo including Hayward Acres.

The planning process proceeded with completion of an Existing Inventory and Trends Report in June 2018, and, with a series of meetings between Staff and the Consultant Team, the development of draft goals and recommendations. In collaboration with Chabot College, HARD created a video to describe what HARD does, why the Master Plan was being updated, and the Plan's key recommendations.

KEY ISSUES

Maintaining and upgrading the District's parks came through as high priorities in for community members and stakeholders across the board. Park-by-park analysis conducted for the Master Plan found that HARD's parks have extensive needs, from basic lifecycle improvements (half of the parks) to more significant changes of program (about one quarter) or transformation (another quarter).

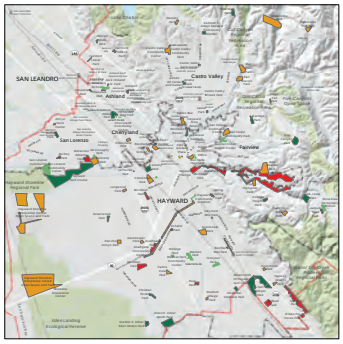
Parks are an important contributor for quality of life, and stakeholders described the need to address the needs of underserved communities and to design and program parks to provide a high quality of life and nurture community bonds.

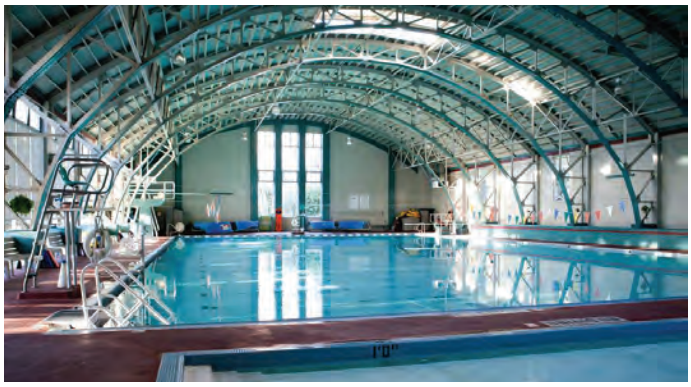
Even as the community shows concern for the condition of existing parks, the District also lacks adequate overall park acreage. More parks are needed to serve the existing population, and this need will grow as the population grows. At the same time, it is timely to reevaluate level of service standards, recognizing

the value that access to regional park land plays, and the land constraints of a largely built-out area. By comparing HARD's facilities to national guidelines, there is also a need for many specific recreation amenities, particularly group picnic areas, soccer fields, disc golf courses and swim centers.

Many neighborhoods in HARD's service area are within walking distance of a local park or school recreation site. Still, there are many areas that lack reasonable access to a park. These gaps are most prevalent in Castro Valley and Fairview, San Lorenzo, central and downtown Hayward, and in parts of south Hayward. Gaps may be filled by creating new parks, but also by removing barriers to access, creating safer street crossings, protected bike lanes and trails. There was interest in creating a better trail system that connects HARD and its communities with the natural setting, including creeks, regional parks and open spaces.

HARD is already in the process of developing new parks and improving existing parks, boosted by $250 million in bond funding from Measure F1. Valley View and La Vista parks will provide major new facilities for the community, while smaller future parks on Via Toledo in San Lorenzo and in SoHay in Hayward will improve quality of life in specific neighborhoods. Many other potential park sites have been identified.





Geographic analysis was conducted to evaluate where there are gaps in access to parks (top). HARD is in the process of developing new parks, but there is a need for ongoing improvements and investments (middle and bottom). Source: HARD

GOALS AND RECOMMENDATIONS

This Master Plan sets out ten broad goals to guide the District toward achieving its mission to enrich quality of life. It follows with specific recommendations to guide the maintenance and enhancement of existing recreational facilities, the acquisition and development of new facilities, adaptation of programs to meet future needs, and effective management strategies, leveraging partners and using best practices. The Parks Master Plan goals should be used by the District as the first step of decision-making framework for capital projects and budgets. Master Plan recommendations, then, provide specific, detailed guidance on how the District should make decisions with regard to capital projects. The decision-making framework is described more fully in Chapter 6.

GOALS

G1 Provide Safe and Attractive Parks and Facilities

HARD will continue to manage a diverse and growing suite of parks and recreation facilities that are safe, comfortable, attractive, and well-maintained.

G2 Align Park Programs and Design with Community Demand

HARD will offer recreation facilities and programs that respond to changing community needs and preferences.

G3 Focus on Equity in Access to Parks and Recreation

HARD will strive to use its resources to increase equity. We will focus on areas where parks are scarce or needs are high as the highest priority for new facilities and access improvements.

G4 Provide Innovative Park Design and Programs

HARD will be innovative in its approach to park facilities and design, programming, and engagement to reflect the best in current practices.

A FRAMEWORK FOR DECISION-MAKING

G5 Elevate Sustainable Practices

HARD will manage its 1,300-plus acres of park land and its 16 community, recreation, arts and senior facilities in a way that reduces water and energy use and showcases sustainability.

G6 Connect with the Bay and Hillsides

HARD will create opportunities for community members to enjoy the District's superb natural setting by enhancing the experience in HARD parks, developing the trail system, and partnering with other agencies.

G7 Improve Participation in and Visibility of HARD Services

HARD will work to increase participation in programs, use of parks, and the community's engagement and satisfaction with the District.

G8 Enhance Partnerships to Leverage Resources

HARD will continue to coordinate with other organizations and agencies to optimize recreation opportunities in the community.

G9 Provide Effective Long-Term Management

HARD will work to develop expertise and capacity of staff, take a systematic approach to maintenance and operations, and plan for and fund the full lifecycle costs of facilities.

G10 Pursue Full Array of Funding Options

HARD will actively and creatively pursue available funding sources and make decisions about capital and operational investment that provide the greatest value.

GOALS AND RECOMMENDATIONS

RECOMMENDATIONS

The Plan also defines a set of specific, strategic recommendations in four categories: existing parks and facilities; developing the system; recreation programs; and operations and maintenance. Table 1-1 identifies these recommendations, and shows how they correspond with the broader set of goals.

TABLE 1-1
HARD MASTER PLAN RECOMMENDATIONS

Recommendations		Related Goals									
		G1	G2	G3	G4	G5	G6	G7	G8	G9	G10
RECOMMENDATIONS FOR EXISTING PARK LAND AND FACILITIES											
E1	Prioritize Maintenance	■									
E2	Upgrade Facilities: Making Places for Physical Activity and Community Life	■		■	■	■					
E3	Improve Safety and Accessibility through Park Design	■									
E4	Remove Barriers and Increase Connectivity to Close Access Gaps		■								
E5	Help Achieve Safe Bike Access to Parks	■				■					
E6	Enhance Existing Athletic Fields	■	■			■					
E7	Develop a Strategy for Aquatics Facilities		■		■						
E8	Develop a Strategy for Community Centers		■		■				■		
E9	Develop a Strategy for Golf Facilities		■		■				■		
E10	Identify Potential Excess Properties									■	
E11	Conduct a Tree Inventory					■				■	
E12	Align Parking with Need and Support Walking and Biking		■			■					
E13	Complete Park Master Plans for Key Sites	■			■		■		■		
E14	Enhance Access to and Experience of the Hayward Shoreline				■		■		■		
E15	Enhance the Experience of Hillside Parks				■		■		■		
E16	Guide Future Use of Rowell Ranch Rodeo Park				■		■				
RECOMMENDATIONS FOR DEVELOPING THE SYSTEM											
D1	Update the Park Classification System	■								■	
D2	Update Park Acreage and Park Service Area Standards	■								■	
D3	Park Dedication and Fees	■							■	■	■
D4	Complete Planned Parks and Park Improvements	■			■						
D5	Pursue New Parks, School Recreation Sites, and Access Improvements in Priority Areas	■		■							

A FRAMEWORK FOR DECISION-MAKING

TABLE 1-1
HARD MASTER PLAN RECOMMENDATIONS

Recommendations		Related Goals									
		G1	G2	G3	G4	G5	G6	G7	G8	G9	G10
D6	Identify and Pursue Specific Opportunities for Parkland Expansion	■		■			■				
D7	Develop Recreation Amenities to Meet Needs	■	■	■	■						
D8	Engage Partners in Facility Programming and Design	■	■	■	■		■		■		
D9	Clarify and Enhance the Function of School Recreation Sites		■						■		
D10	Plan for Greenways and Trails	■			■		■				
RECOMMENDATIONS FOR RECREATION PROGRAMS											
R1	Ensure the Right Core Program Mix, and Expand Programs and Services in the Areas of Greatest Demand		■	■	■			■	■		
R2	Evaluate Program Areas		■		■						
R3	Support Innovative Programming that Supports Social Cohesion		■	■	■			■			
R4	Schedule Programs to Support Working Families		■	■				■			
R5	Recreation Partnerships and Sponsorships				■		■		■		
RECOMMENDATIONS FOR OPERATING A HIGH-QUALITY PARKS SYSTEM											
O1	Integrate Safety into Operations	■									
O2	Integrate Sustainability in Operations					■					
O3	Current, Multilingual and Culturally Relevant Communication			■				■			
O4	Maintain a Strong and Positive Image in the Community			■				■			
O5	Volunteer Involvement							■			

HOW TO USE THE PARKS MASTER PLAN

The Parks Master Plan has six chapters, described here.

1 INTRODUCTION

This introductory chapter presents the context and summarizes the Master Plan's goals and recommendations.

2 DEMOGRAPHIC AND RECREATION TRENDS

Chapter 2 reports on the District's current population, population trends and projections, and demographic characteristics of the service area population. The chapter also covers broader recreation trends, and what they suggest for HARD.

3 PARK SYSTEM OVERVIEW

Chapter 3 describes, classifies, and maps HARD's current parks, recreation facilities, and amenities. It outlines the District's program offerings and approach to operations and maintenance. The chapter also presents changes to the parks system since 2006—when the last Master Plan was adopted—and currently planned improvements.

4 NEEDS ASSESSMENT

Chapter 4 provides a discussion of the community's recreation needs, based on survey findings, conversations with stakeholders, a park-by-park condition assessment, and level of service analysis. The needs assessment is the critical foundation for the recommendations in Chapter 5.

5 RECOMMENDATIONS

Chapter 5 lays out the Parks Master Plan's goals and recommendations, which are intended to guide the District over the next ten years and beyond. The recommendations cover four areas: existing parks and facilities; developing the system with new facilities; recreation programs; and operations and maintenance.

6 IMPLEMENTATION

Chapter 6 defines three types of park improvements—critical strategic, and visionary—and presents the findings of the park condition assessment to help set priorities. The chapter also outlines funding strategies to help the district achieve its goals.

SUPPORTING DOCUMENTS

The Plan is supported by two reports done in conjunction with the update process. The first, Demographic and Trend Analysis, is a more detailed analysis that supports Chapter 2. The second, Operations and Funding Considerations for the HARD Parks Master Plan, includes findings about how the District currently operates, and recommendations to improve its business model. These reports may be requested from HARD.

2. DEMOGRAPHIC AND RECREATION TRENDS

HARD's service area spans some 104 square miles of Alameda County from the East Bay hills to the San Francisco Bay shore, an area with a diverse and growing population. This chapter reports on population projections and the demographic traits and trends that will affect us going forward. What people do to recreate and what they want from their parks departments is also changing: this is the subject of the second part of Chapter 2.

POPULATION

The HARD service area had an estimated population of 292,265 in 2016, including 154,507 in the City of Hayward and 137,758 in the district's five unincorporated communities. The population has grown by 11 percent since 2000.

The Association of Bay Area Governments (ABAG) makes population projections for all cities and counties in the Bay Area. According to ABAG, the HARD service area will grow at a slower rate in the coming years, growing by 8.0 percent between 2016 and 2030 to a total population of approximately 315,000 in 2030. See Table 2-1.

While the City of Hayward accounts for 53 percent of the District's population today, 68 percent of the area's population growth is projected to take place in Hayward between 2016 and 2030. Most of this growth is expected to take place in the City's Priority Development Areas (PDAs)—areas with high-quality transit access and development potential. Hayward's Housing Element reports that 79 percent of housing units built in Hayward between 2010 and 2040 will be in the City's five PDAs (The Cannery, Downtown, South Hayward BART Corridor, South Hayward BART Neighborhood, and Mission Corridor).[1]

Significant new development is planned in downtown Hayward (top) and along Mission Boulevard in south Hayward (bottom).

PROJECTED GROWTH TO 2030

1. City of Hayward Housing Element, 2014.

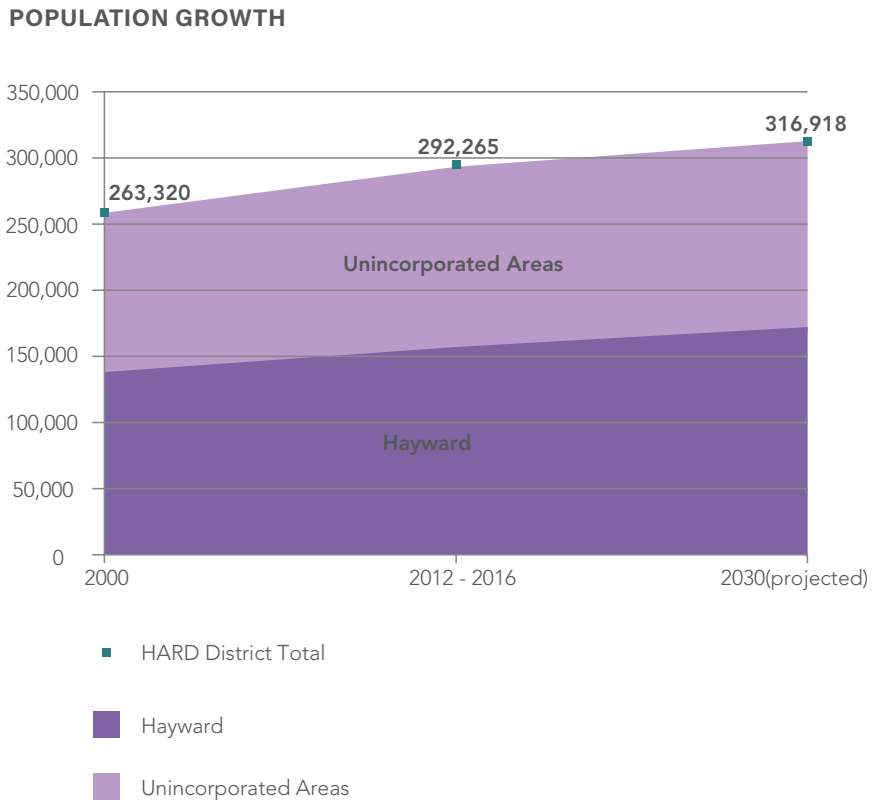


TABLE 2-1

POPULATION GROWTH

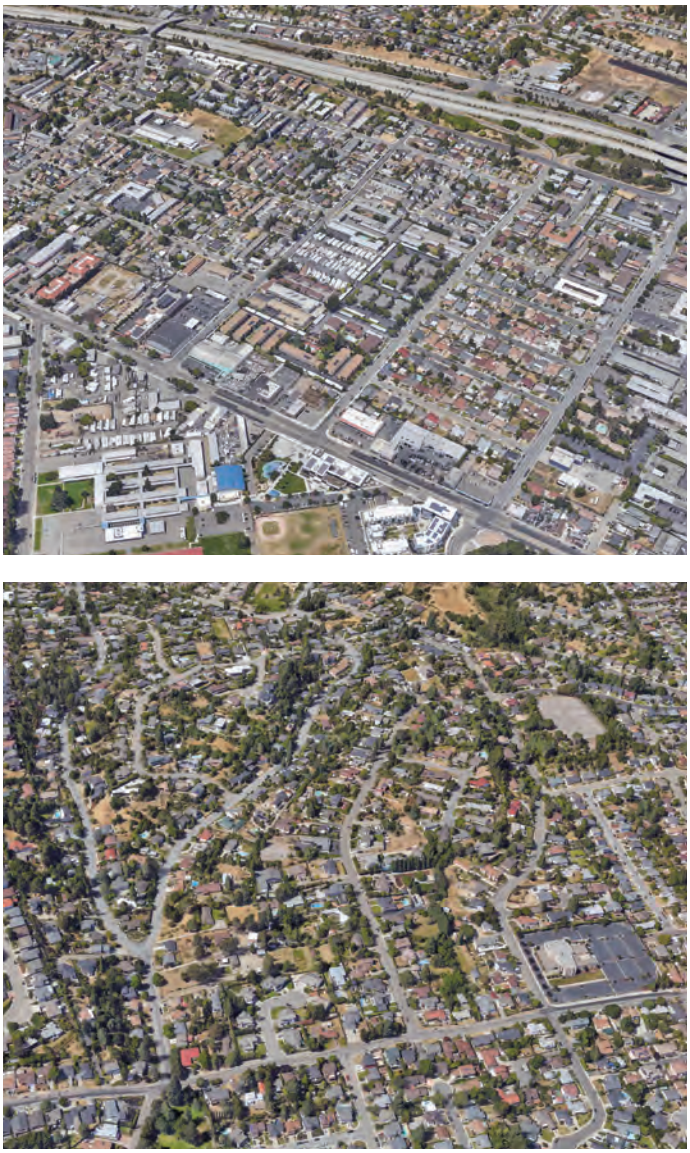
	2000	2012 - 2016	2030(projected)*	Percent Change (2000-2016)	Percent Change (2016-2030)
Hayward	140,030	154,507	171,417	10.3%	10.3%
Unincorporated Areas	123,290	137,758	145,118	11.7%	5.3%
HARD District Total	263,320	292,265	315,535	11.0%	8.0%

** Sources: US Census Bureau (2000, 2010, 2012-2016); Alameda County General Plan, 2015, ABAG Projections 2013.*

POPULATION DENSITY

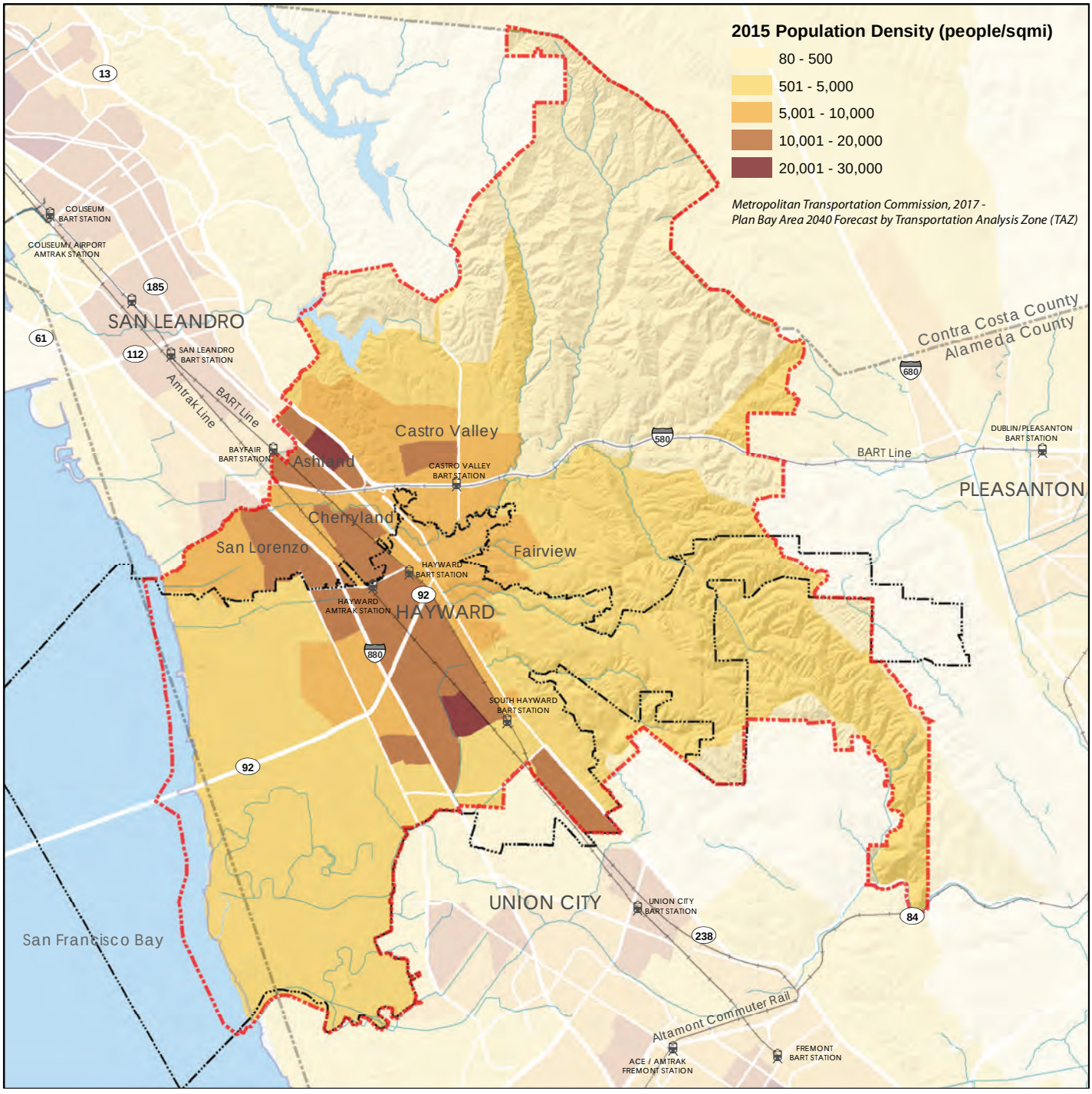
While the District covers a large area, the population is concentrated. Population density ranges significantly among these communities, from approximately 12,000 people per square mile in Cherryland and Ashland to approximately 3,600 people per square mile in Castro Valley and Fairview and just under 3,500 people per square mile in Hayward. Hayward's "effective" population density, however, is substantially higher, since the City includes a lot of undeveloped land in the hills and along the Bay.

Figure 2-1 shows population density by census tract. Two census tracts had over 20,000 people per square mile as of 2015: one in Ashland and one in south Hayward. Much of the rest of the urbanized "flats" had over 10,000 people per square mile, while areas in the hills and near the bay shore were typically less densely populated.



More dense (top) and less dense (bottom) neighborhoods in the HARD service area.

Figure 2-1
POPULATION DENSITY



DEMOGRAPHIC CHARACTERISTICS

This section describes key characteristics of the people in the District: their age, income levels, race, and ethnicity, as well as future projections based on based on historical patterns.

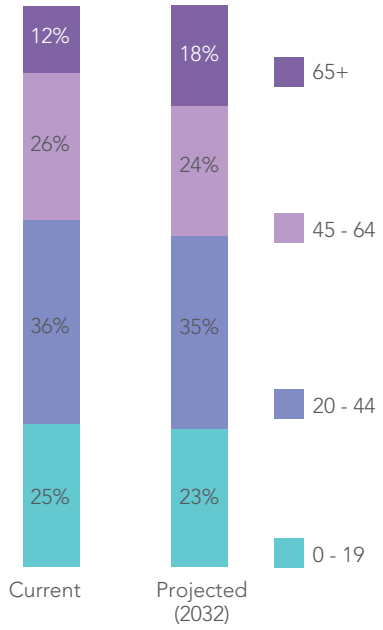
The analysis presented here is a summary of the Demographic and Trend Analysis (PROS, 2018) included as Appendix A.

POPULATION BY AGE

HARD's service area population is balanced among age segments. Currently, the largest age segment is the 35-54 segment, making up 27 percent of the population. The District's population is projected to undergo a slight aging trend. While most of the younger age segments are expected to experience slight decreases in their share of the total population, those who are 55 and older are projected to increase over the next 15 years, making up 31 percent of the population by 2032 up from 25 percent today. As Figures 2-2 and 2-3 show, children and youth are somewhat more concentrated in neighborhoods in the "flats," with seniors somewhat more concentrated in the foothill communities.

HARD uses a somewhat different breakdown in age groups: ages 1-5, 6-12, 13-27, 28-50, and 50+. These do not readily map onto the Census categories but are important to remember for programming purposes.

AGE GROUP



Sources: US Census Bureau (2012-2016 ACS); PROS Consulting, 2018.

Figure 2-2

PERCENTAGE OF POPULATION AGE 0 -17

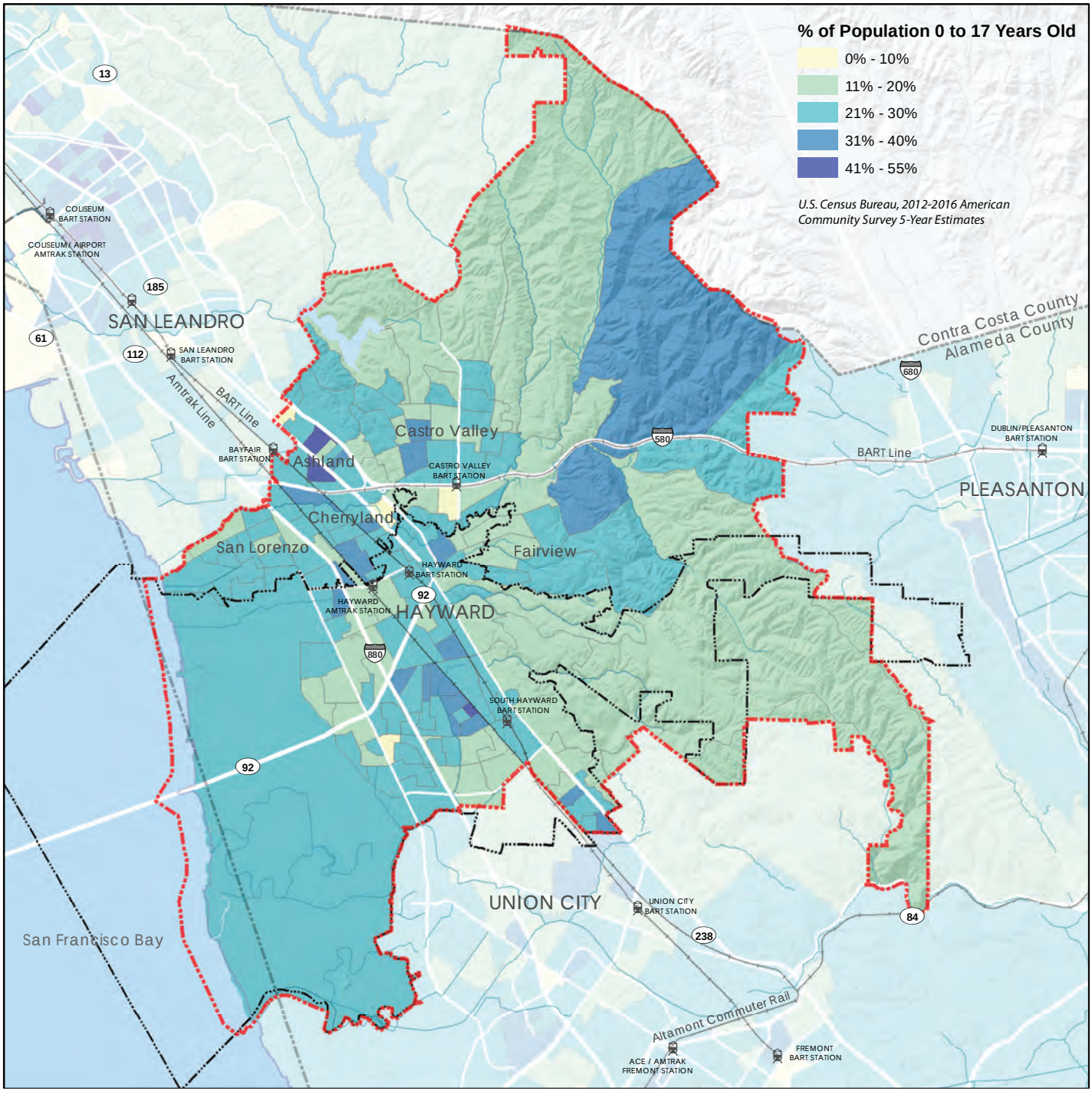
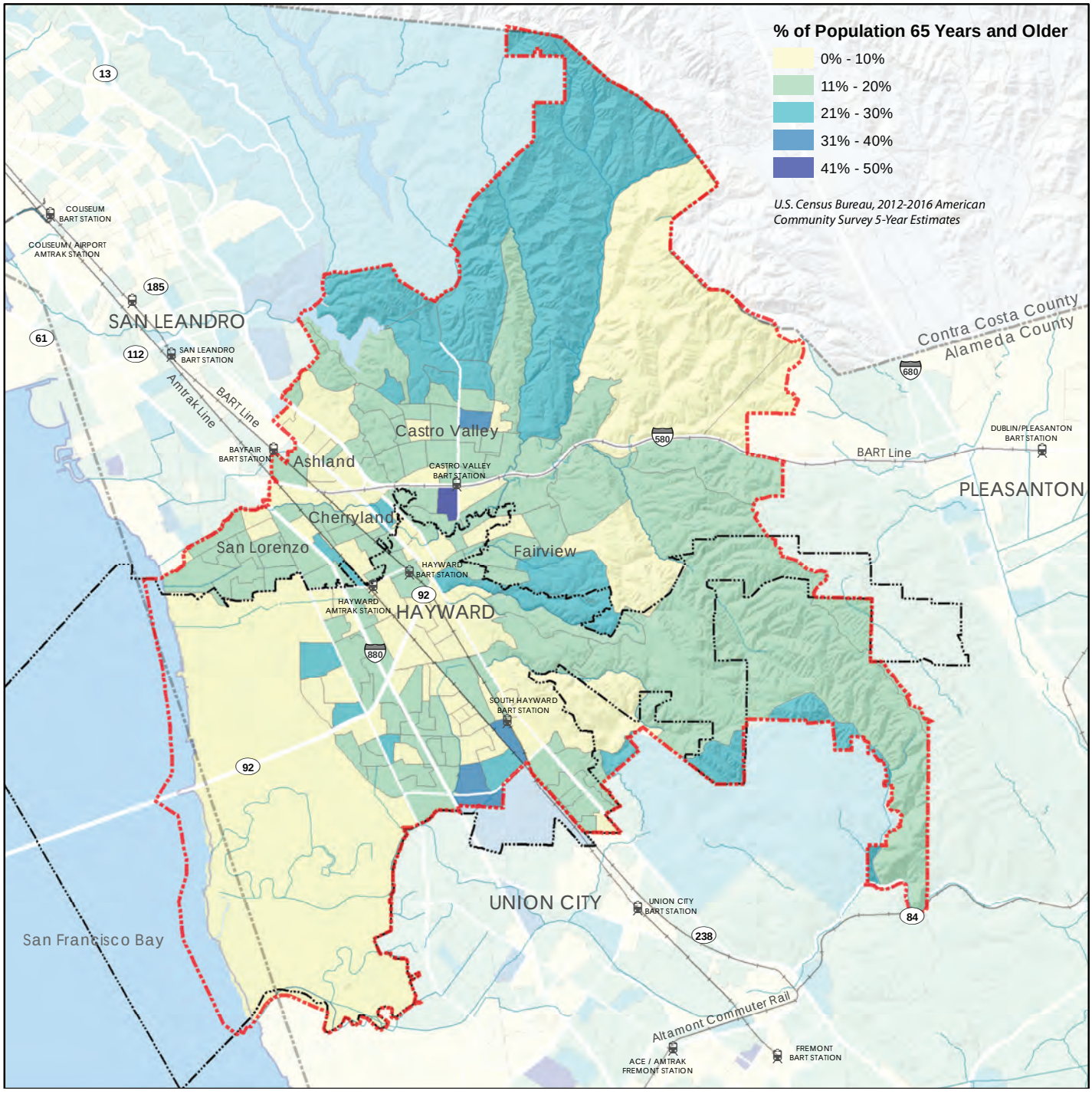


Figure 2-3

PERCENTAGE OF POPULATION AGE 65+

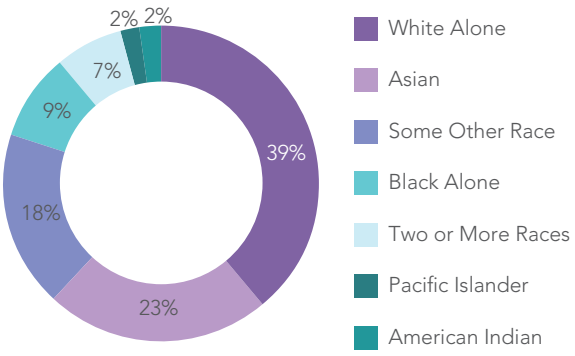


RACE AND ETHNICITY

HARD's service area is diverse. The largest racial group, White Alone, comprises an estimated 39 percent of the population, followed by Asian (23 percent), with other racial groups making up the remainder. Projections for 2032 show a population continuing to diversify, with the share of White Alone dropping to 35 percent while the Asian Alone population share increases to 30 percent.

As of 2017, 36 percent of HARD's population identified as Hispanic or Latino of any race. The Hispanic/Latino population is expected to grow slightly to comprise 37 percent by 2032.

DIVERSE COMMUNITY

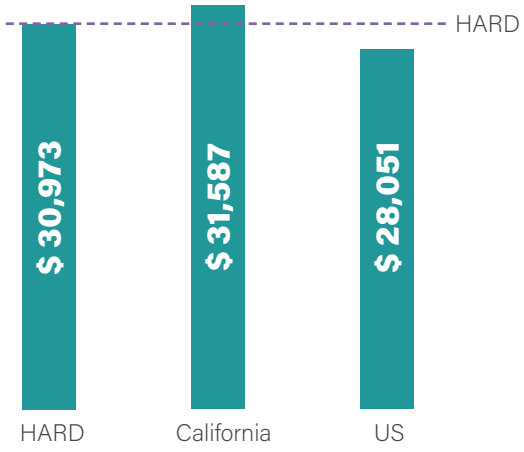


Source: ESRI, 2017.

HOUSEHOLD INCOME

Per capita income in HARD's service area was $30,973 in 2010, close to both the State ($31,587) and national ($28,051) averages. HARD's median household income of $68,541 was slightly higher than the State's median ($64,500) and substantially higher than the national median ($55,775). Incomes tend to be higher in the hills and closer to the Bayshore. See Figure 2-4.

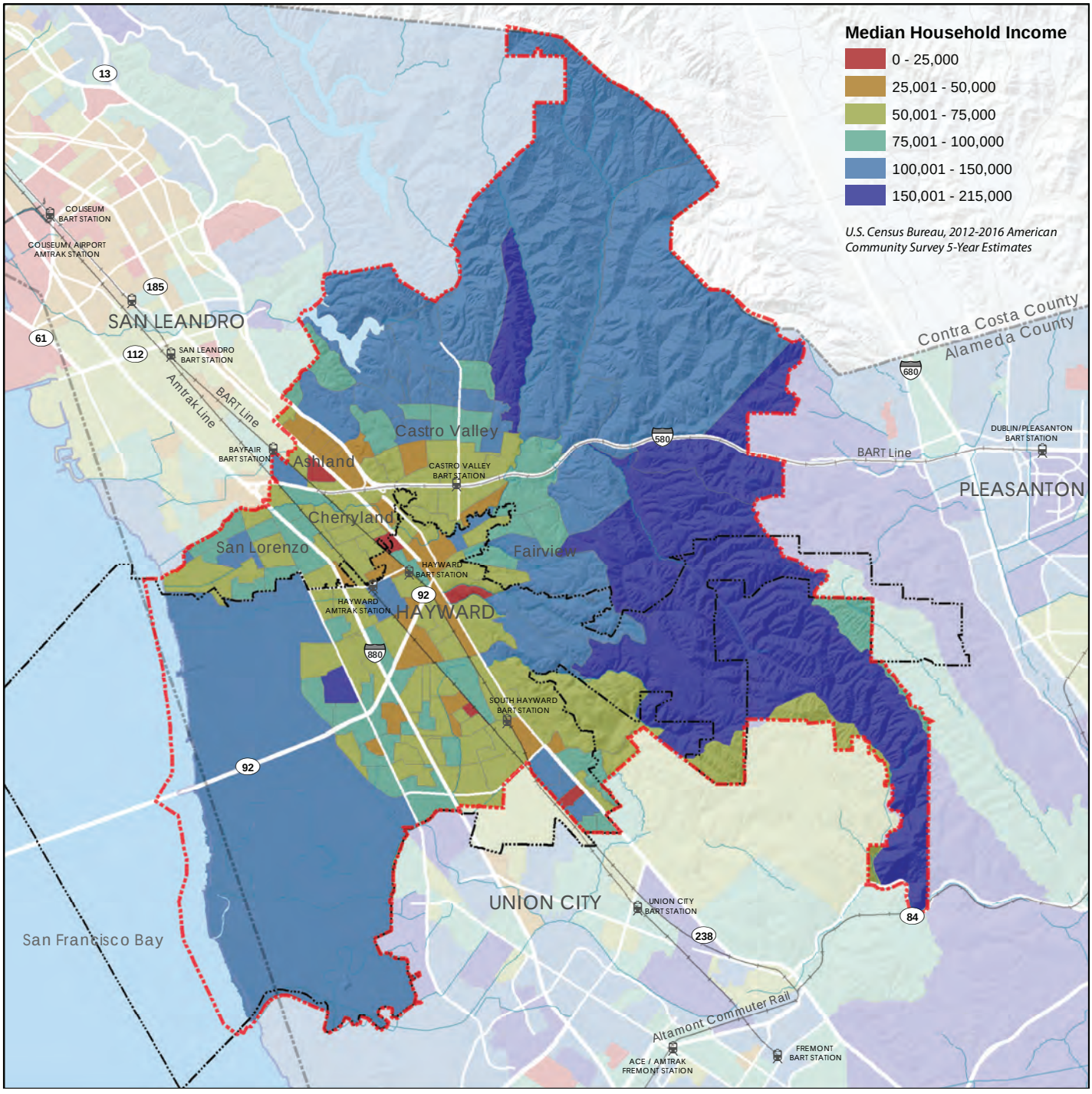
HOUSEHOLD INCOME



Data Source: U.S. Census Bureau, 2012-2016 American Community Survey 5-Year Estimates.

Figure 2-4

MEDIAN HOUSEHOLD INCOME



RECREATION TRENDS

The Trends Analysis provides an understanding of national, regional, and local recreational trends. This analysis examines participation, activity levels, and programming.

NATIONAL TRENDS IN RECREATION

METHODOLOGY

The Sports & Fitness Industry Association's (SFIA) Sports, Fitness & Recreational Activities Topline Participation Report 2018 was used to evaluate the following trends:

- National Trends in Sport and Fitness Participation
- Core vs. Casual Participation
- Activity by Generation

The study is based on findings from surveys carried out in 2017 and 2018 by the Physical Activity Council, from an interview sample size that is considered to have a high degree of statistical accuracy.

Participation trends in the HARD service area are expected to vary from national trends in ways that are summarized later in the chapter.

NATIONAL TRENDS IN GENERAL SPORTS

The sports most heavily participated in the United States were Golf and Basketball, which have participation figures well in excess of the other activities within the general sports category. Even though Golf has experienced a recent decrease in participation, it still continues to benefit from its wide age segment appeal and is considered a life-long sport. Basketball's success can be attributed to the limited amount of equipment needed to participate and the limited space requirements necessary, which make basketball the only traditional sport that can be played at the majority of American dwellings as a driveway pickup game.

Since 2012, Rugby and other niche sports like Boxing, Lacrosse, and Roller Hockey have seen strong growth. Rugby has emerged as the overall fastest growing sport, as it has seen participation levels rise by 82.8 percent over the last five years. Based on the five-year trend, Boxing for Competition, Lacrosse, and Roller Hockey have also experienced significant growth.

During the last five years, the sports that are most rapidly declining include Ultimate Frisbee, Touch Football, Tackle Football, and Racquetball. In general, the most recent year shares a similar pattern with the five-year trends, suggesting that the increasing participation rates in certain activities have yet to peak in sports like Rugby, Lacrosse, Field Hockey, and Competitive Boxing. However, some sports that increased rapidly over the past five years have experienced recent decreases in participation, including Squash, Ice Hockey, Roller Hockey and Sand/Beach Volleyball. The reversal of the five-year trends in these sports may be due to a relatively low user base and could suggest that participation in these activities may have peaked.

NATIONAL TRENDS IN GENERAL FITNESS

Nationally, participation in fitness activities has experienced strong growth in recent years. Many of these activities have become popular due to an increased interest among Americans to improve their health and enhance quality of life by engaging in an active lifestyle. These activities also have very few barriers to entry, which provides a variety of options that are relatively inexpensive to participate in and can be performed by most individuals.

The most popular fitness activity, by far, is Fitness Walking. Other leading fitness activities based on total number of participants include Treadmill, Free Weights), Running/Jogging Weight/Resistance Machines, and Stationary Cycling.

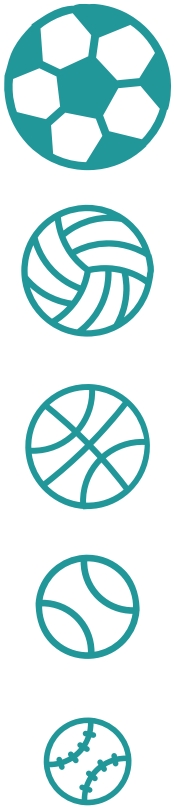
Over the last five years, the activities growing most rapidly are Non-Traditional / Off-Road Triathlons, Trail Running, and Aerobics. Over the same time frame, the activities that have undergone the most decline include: Boot Camps Style Cross Training, Stretching, and Weight/Resistance Machines.

NATIONAL TRENDS IN OUTDOOR RECREATION

Results from the SFIA report demonstrate a contrast of growth and decline in participation regarding outdoor/ adventure recreation activities. Much like the general fitness activities, these activities encourage an active lifestyle, can be performed individually or within a group, and are not as limited by time constraints.

In 2017, the most popular activities, in terms of total participants, from the outdoor / adventure recreation category include: Day Hiking, Road Bicycling, Freshwater Fishing, and Camping within ¼ mile of Vehicle/Home.

MARKET POTENTIAL INDEX FOR GENERAL SPORTS



SOCCER
11% above national average

VOLLEYBALL
8% above national average

BASKETBALL
4% above national average

TENNIS
4% above national average

BASEBALL
1% above national average

Notes: The sports shown above have a higher MPI in HARD's service area compared to the national average.

Pickleball is an emerging sport, but still does not have the wide age segment and national appeal for ESRI to be able to collect data and report its MPI.

Source: ESRI, 2018; PROS Consulting, 2018.

From 2012-2017, BMX Bicycling, Adventure Racing, Backpacking Overnight, and Day Hiking have undergone the largest increases in participation.

The five-year trend shows activities declining most rapidly were In-Line Roller Skating, Camping within ¼ mile of Home/Vehicle, and Birdwatching.

NATIONAL TRENDS IN AQUATIC ACTIVITY

Swimming is unquestionably a lifetime sport, which is most likely why it has experienced such strong participation growth. In 2017, Fitness Swimming is the absolute leader in overall participation for aquatic activities, due in large part to its broad, multigenerational appeal. In the most recent year, Fitness Swimming reported the strongest growth among aquatic activities, while Aquatic Exercise and Competitive Swimming experienced decreases in participation.

Aquatic Exercise has a strong participation base, however it also has recently experienced a slight decrease in participants. Based on previous trends, this activity could rebound in terms of participation due largely to ongoing research that demonstrates the activity's great therapeutic benefit coupled with increased life expectancies and a booming senior population. Aquatic Exercise has paved the way as a less stressful form of physical activity, while allowing similar benefits as land-based exercises, such as aerobic fitness, resistance training, flexibility, and balance. Doctors are still recommending Aquatic Exercise for injury rehabilitation, mature patients, and patients with bone or joint problems. Compared to a standard workout, Aquatic Exercise can significantly reduce stress placed on weight-bearing joints, bones, and muscles, while also reducing swelling.

NATIONAL TRENDS IN WATER SPORTS / ACTIVITIES

The most popular water sports / activities based on total participants in 2017 were Recreational Kayaking, Canoeing, and Snorkeling. Water activity participation tends to vary based on regional, seasonal, and environmental factors. A region with more water access and a warmer climate is more likely to have a higher participation rate in water activities than a region that has long winter seasons or limited water access. When assessing trends in water sports and activities, it is important to understand that fluctuations may be the result of environmental barriers which can greatly influence water activity participation.

Over the last five years, Stand-Up Paddling was by far the fastest growing water activity, followed by White Water Kayaking, Recreational Kayaking, and Sea/Tour Kayaking. Although the five-year trends show water sport activities are getting more popular, the most recent year shows a different trend. From 2016-2017 Stand-Up Paddling Recreational Kayaking reflect much slower increases in participation, while White Water Kayaking and Sea/Tour Kayaking both show decreases in participation numbers.From 2012-2017, activities declining most rapidly were Jet Skiing, Water Skiing, and Wakeboarding.

NATIONAL AND REGIONAL PROGRAMMING TRENDS

PROGRAMS OFFERED BY PARK AND RECREATION AGENCIES

NRPA's Agency Performance Review 2018 summarize key findings from NRPA Park Metrics, which is a benchmark tool that compares the management and planning of operating resources and capital facilities of park and recreation agencies. The report contains data from 1,069 park and recreation agencies across the U.S. as reported between 2015 and 2017.

The report shows that the typical agencies (i.e., those at the median values) offer 161 programs annually, with roughly 60 percent of those programs being fee-based activities/events. According to the information reported to the NRPA, the top five programming activities most frequently offered by park and recreation agencies, both in the U.S. and in the Pacific Southwest region that includes California, are team sports, special events, social recreation events, fitness enhancement classes, and health and wellness education.

In general, park and recreation agencies in the Pacific Southwest region that includes HARD offered programs at a slightly higher rate than the national average. Pacific Southwest agencies are offering fitness enhancement classes, safety training, aquatics, martial arts, performing arts, and cultural crafts at a higher rate than the national average.

TARGETED PROGRAMS FOR CHILDREN, SENIORS, AND PEOPLE WITH DISABILITIES

For a better understanding of targeted programs by age segment, the NRPA also tracks program offerings that cater specifically to children, seniors, and people with disabilities, on a national and regional basis. According to the 2018 NRPA Agency Performance Review, approximately 79 percent of agencies offer dedicated senior programming, while 62 percent of park and recreation agencies provide inclusive programming for individuals with disabilities.

Based on information reported to the NRPA, the top three activities that target children, seniors, and/or people with disabilities most frequently offered by park and recreation agencies were summer camp, senior programs, and teen programs. Agencies in the Pacific Southwest tend to offer targeted programs at a significantly higher rate than the national average. This is especially evident when looking at specific teen programs, after school programs, and preschool school programs.

LOCAL SPORT AND MARKET POTENTIAL

The charts on these pages show sport and leisure market potential data. A Market Potential Index (MPI) measures the probable demand for a product or service within a defined area. The MPI shows the likelihood that a resident of the target area will participate in certain activities when compared to the US average. Here, HARD's service area is compared to the national average in three categories: general sports, fitness, and outdoor activity.

In the General Sports category, HARD's service area population is expected to have a higher-than-average probable demand for soccer and volleyball; a substantially lower-than-average demand for golf; and a generally average demand for most other sports. In the Fitness category, Yoga and Jogging/Running scored highly, while pilates, swimming, weight lifting, and walking for exercise came in under the national average. HARD's population showed a notably lower MPI for almost all Outdoor Activities surveyed, but a much higher-than-average MPI for Salt Water Fishing.

MARKET POTENTIAL INDEX FOR GENERAL FITNESS

YOGA
9% above national average

JOGGING
7% above national average

ZUMBA
4% above national average

MARKET POTENTIAL INDEX FOR OUTDOOR ACTIVITY

FISHING
21% above national average

Note: The activities above have a higher MPI in HARD's service area compared to the national average.

Source: ESRI, 2018; PROS Consulting, 2018.

3. PARK SYSTEM OVERVIEW

This chapter describes HARD's extensive and diverse system of parks and facilities, spanning from the Hayward Shoreline Interpretive Center to the Rowell Ranch Rodeo Park and everything in between. HARD's recreation amenities are quantified and mapped, and recreational programs and maintenance practices are summarized. The chapter ends with a summary of changes to the park system since 2006, and parks in the planning phase today.

The HARD system includes some 104 parks, playfields and special facilities covering approximately 1,357 acres. In addition to parks, the District has four aquatic centers, two golf courses, and special facilities including the Hayward Japanese Gardens, Douglas Morrisson Theater, Shoreline Interpretive Center, and Sulphur Creek Nature Center. The District includes school recreation sites, generally located on school district property and subject to joint-use agreements. The park inventory, including park type, location, and acreage, is provided as Table 3-1. The park system is shown geographically as Figure 3-1.

HARD PARKS AND FACILITIES

This Parks Master Plan establishes five park or facility categories: neighborhood park; school recreation site; community park; special use facility; and trail, linear park or greenway. Each park or facility is assigned to one category.

LOCAL PARKS

46 local parks

224 acres

COMMUNITY PARKS

12 community parks

169 acres

SCHOOL RECREATION SITES

8 school recreation sites

42 acres

SPECIAL USE FACILITIES

31 special use facilities

318 acres

LINEAR PARKS, GREENWAYS AND TRAILS

7 linear parks, greenways and trails

604 acres

LOCAL PARKS

Local parks are combination playground and park areas designed primarily for non-supervised, non-organized recreation activities. At least 50 percent of the site should be level and usable for both active and passive recreation.

These parks are generally two to ten acres in size and serve an area of approximately one-quarter to one-half mile radius. However, to provide park equity in highly urbanized areas, the District may consider smaller, local sites that compensate for size (e.g. less than 3 acres) and distribution (e.g. number of parks) by being easily reachable on foot and bicycle without crossing major arterials or other physical barriers.

Currently, the District includes 46 local parks totaling approximately 224 acres.

COMMUNITY PARKS

Community parks are larger than local parks and provide a wider variety and higher intensity of recreational uses. The focus is on more active and structured activities for larger segments of the community. In general, community park facilities are designed for organized activities and sports, although individual and family activities are also encouraged. Their service area is roughly a two- to three-mile radius.

Currently, the District includes 12 community parks totaling approximately 169 acres. These include San Lorenzo Community Park, San Felipe Community Park, East Avenue Park, Weekes Park, Tennyson Park, and Mt. Eden Park, among others.

Greenwood Park

Source: HARD

Mt Eden Park

Source: WRT

SCHOOL RECREATION SITES

School recreation sites are facilities that are developed on school land and are available for use by the recreating public. School recreation sites may be jointly-owned and / or jointly developed. Ownership and management of school recreation sites within these school districts fall into three categories. Some are owned and managed by HARD. Some are owned by the school and managed by the District. Others are owned and managed by the school.

Public use of these school recreation sites is subject to use restrictions defined in specific joint-use agreements between the HARD and one of the four school districts within the HARD area boundaries. These areas supplement the active recreation areas available to HARD residents.

Currently, the District includes 8 school recreation sites totaling approximately 42 acres.

SPECIAL USE FACILITIES

Special use facilities are unique public recreation amenities that play a significant role in the range of recreational opportunities provided by HARD. These include community centers; senior centers and recreation facilities for the disabled; cultural facilities such as theaters, auditoriums, and botanic gardens; single purpose sites that are used for golf, field sports, aquatics or other activities; and sites occupied by a historic structure.

Currently, the District has 31 special use facilities on 318 acres of land. These include the Hayward Shoreline Interpretive Center; Sulphur Creek Nature Center; the Hayward Plunge; the Morrisson Theater; Hayward Japanese Gardens; Hayward Community Gardens; and several community centers.

Arroyo Swim Center

Source: HARD

Matt Jimenez Community Center

Source: WRT

LINEAR PARKS, GREENWAYS AND TRAILS

Linear parks, greenways and trails are non-traditional parklands that are linear in nature and provide a significant connection within the District between parks, schools, neighborhoods, transit facilities, business, and shopping areas.

This category contributes to a regional trail system being developed by, and in conjunction with, several other agencies including East Bay Regional Park District, East Bay Municipal Utilities District, the City of Hayward and Alameda County.

Currently, the District includes 7 linear parks, greenways and trails on 604 acres of land. These include the Hayward Shoreline, the Hayward Plunge Greenway and Trail, Eden Greenway, and the Greenbelt Riding and Hiking Trails, among others.

Hayward Shoreline Trail

Source: WRT

Figure 3-1

HARD PARKS SYSTEM

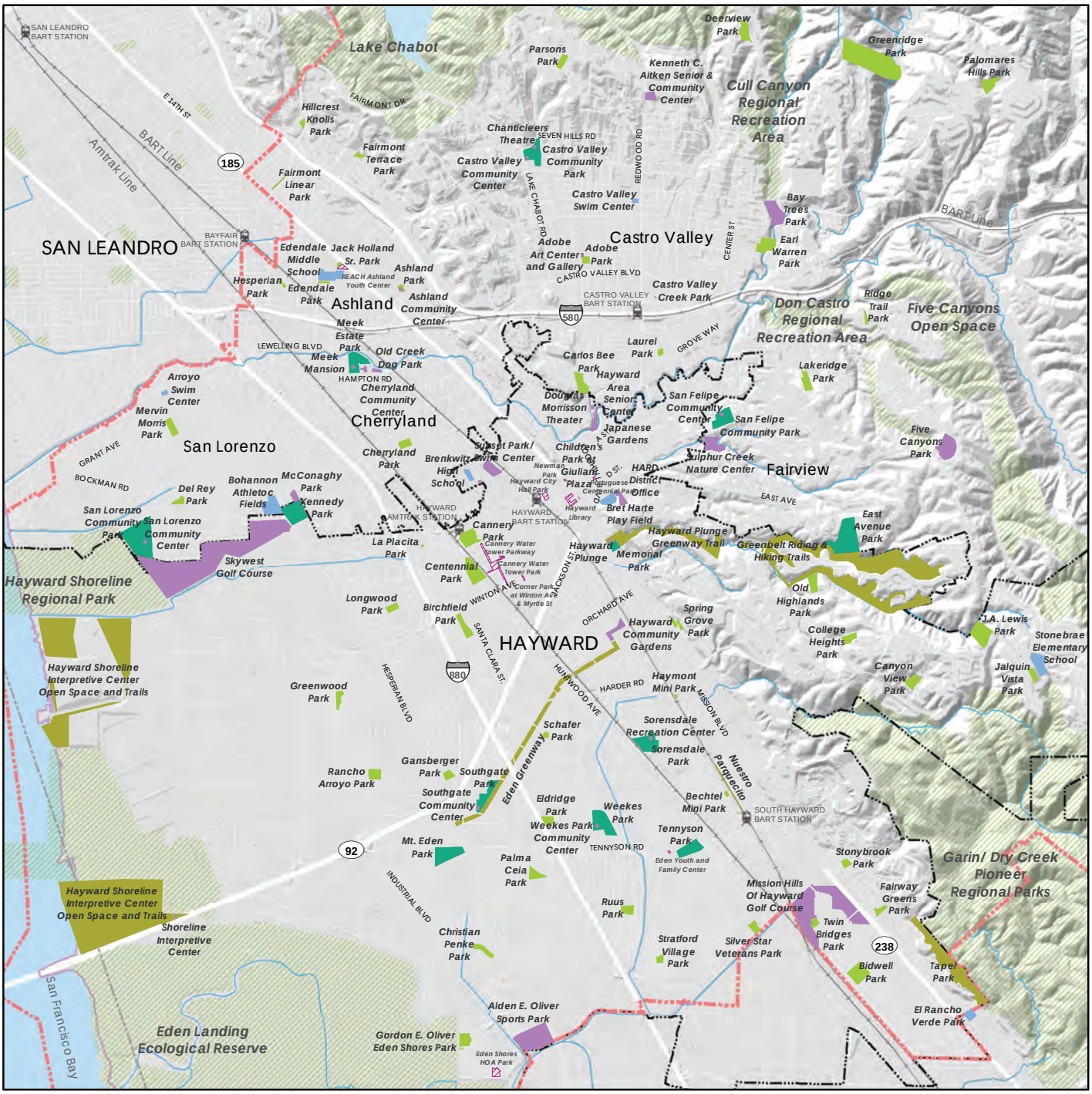


TABLE 3-1

HARD PARKS AND FACILITIES INVENTORY

ID	Park Name	Location	Area(acres)
	LOCAL PARKS		
1	Adobe Park	Hayward	1.9
2	Ashland Park	Ashland	1.5
3	Bechtel Mini Park	Hayward	0.8
4	Bidwell Park	Hayward	10.5
5	Birchfield Park	Hayward	5.8
6	Cannery Park	Hayward	8.9
7	Canyon View Park	Hayward	5.4
8	Carlos Bee Park	Castro Valley	6.8
9	Centennial Park	Hayward	11.6
10	Cherryland Park	Cherryland	3.6
11	Christian Penke Park	Hayward	4.2
12	College Heights Park	Hayward	3.9
13	Deerview Park	Castro Valley	6.3
14	Del Rey Park	San Lorenzo	2.4
15	Earl Warren Park	Castro Valley	8.6
16	Edendale Park	San Lorenzo	1.0
17	Eldridge Park	Hayward	3.4
18	Fairmont Terrace Park	Castro Valley	1.6
19	Fairway Greens Park	Hayward	2.5
20	Gansberger Park	Hayward	2.9
21	Gordon E. Oliver Eden Shores Park	Hayward	5.6
22	Greenridge Park	Castro Valley	45.9
23	Greenwood Park	Hayward	3.5
24	Haymont Mini Park	Hayward	0.4
25	Hesperian Park	San Lorenzo	0.9
26	Hillcrest Knolls Park	Castro Valley	1.4
27	J.A. Lewis Park	Hayward	12.6
28	Jack Holland Sr. Park	Ashland	0.6
29	Jalquin Vista Park	Hayward	3.2
30	La Placita Park	Hayward	0.2
31	Lakeridge Park	Fairview	5.4
32	Longwood Park	Hayward	2.9
33	Mervin Morris Park	San Lorenzo	4.6
34	Old Highlands Park	Hayward	5.6
35	Palma Ceia Park	Hayward	4.5
36	Palomares Hills Park	Castro Valley	6.1
37	Parsons Park	Castro Valley	3.5
38	Rancho Arroyo Park	Hayward	4.8
39	Ridge Trail Park	Castro Valley	1.3
40	Ruus Park	Hayward	4.1
41	Schafer Park	Hayward	1.3
42	Silver Star Veterans Park	Hayward	3.3

TABLE 3-1

HARD PARKS AND FACILITIES INVENTORY

ID	Park Name	Location	Area(acres)
43	Spring Grove Park	Hayward	2.3
44	Stonybrook Park	Hayward	2.3
45	Stratford Village Park	Hayward	1.9
46	Twin Bridges Park	Hayward	2.1
Subtotal			**223.9**
	COMMUNITY PARKS		
47	Castro Valley Community Park	Castro Valley	10.4
48	East Avenue Park	Fairview	26.3
49	Kennedy Park	Hayward	14.5
50	Meek Estate Park	Cherryland	11.8
51	Memorial Park	Hayward	4.1
52	Mt. Eden Park	Hayward	14.1
53	San Felipe Community Park	Fairview	10.4
54	San Lorenzo Community Park	San Lorenzo	31.4
55	Sorensdale Park	Hayward	12.7
56	Southgate Park	Hayward	9.1
57	Tennyson Park	Hayward	9.6
58	Weekes Park	Hayward	14.7
Subtotal			**168.6**
	SCHOOL RECREATION SITES		
59	Arroyo Swim Center	San Lorenzo	1.0
60	Bohannon Athletic Fields	San Lorenzo	10.8
61	Brenkwitz High School	Hayward	2.6
62	Bret Harte Play Field	Hayward	5.0
63	Castro Valley Swim Center	Castro Valley	1.1
64	Edendale Middle School	San Lorenzo	8.8
65	El Rancho Verde Park	Hayward	3.3
66	Stonebrae Elementary School	Hayward	9.1
Subtotal			**41.8**
	SPECIAL USE FACILITIES		
67	Adobe Art Center and Gallery	Castro Valley	0.4
68	Alden E. Oliver Sports Park	Hayward	25.6
69	Ashland Community Center	Ashland	NA
70	Bay Trees Park	Castro Valley	12.3
71	Castro Valley Community Center	Castro Valley	NA
72	Castro Valley Creek Park	Castro Valley	0.1
73	Chanticleers Theatre	Castro Valley	NA

TABLE 3-1

HARD PARKS AND FACILITIES INVENTORY

ID	Park Name	Location	Area(acres)
74	Cherryland Community Center	Cherryland	1.0
75	Children's Park at Giuliani Plaza	Hayward	0.2
76	Douglas Morrisson Theater	Hayward	0.5
77	Five Canyons Park	Castro Valley	13.2
78	HARD District Office	Hayward	3.6
79	Hayward Area Senior Center	Hayward	0.2
80	Hayward Community Gardens	Hayward	4.8
81	Hayward Plunge	Hayward	NA
82	Japanese Gardens	Hayward	3.6
83	Kenneth C. Aitken Senior & Community Center	Castro Valley	3.3
84	McConaghy Park	San Lorenzo	2.4
85	Meek Mansion	Cherryland	NA
86	Mission Hills Of Hayward Golf Course	Hayward	57.8
87	Old Creek Dog Park	Cherryland	1.3
88	Rowell Ranch	Castro Valley	45.2
89	San Felipe Community Center	Fairview	NA
90	San Lorenzo Community Center	San Lorenzo	NA
91	Sorensdale Recreation Center	Hayward	9.6
92	Shoreline Interpretive Center	Hayward	NA
93	Skywest Golf Course	Hayward	126.5
94	Southgate Community Center	Hayward	0.3
95	Sulphur Creek Nature Center	Fairview	9.2
96	Sunset Park/ Swim Center	Hayward	6.7
97	Weekes Park Community Center	Hayward	NA
Subtotal			**318.4**
	LINEAR PARKS, GREENWAYS AND TRAILS		
98	Eden Greenway	Hayward	36.1
99	Fairmont Linear Park	Ashland	0.9
100	Greenbelt Riding & Hiking Trails	Hayward	148.0
101	Hayward Plunge Greenway Trail	Hayward	30.4
102	Hayward Shoreline Open Space and Trails	Hayward	349.0
103	Nuestro Parquecito	Hayward	2.3
104	Taper Park	Hayward	37.6
Subtotal			**604.2**
Total			**1,357**

Sources: HARD, 2018; WRT, 2019.
Note: Where Special Facilities are located within parks, acreage is counted in the underlying park.

RECREATION FACILITIES OPERATED BY OTHERS

In addition to HARD's parks, seven local parks and one greenway are located in HARD's service area but operated by other agencies or organizations. These include Cannery Water Tower Park and its parkways; downtown park spaces at Hayward City Hall, the Library, Newman Park, and Portuguese Centennial Park; and the HOA-operated park in the Eden Shores neighborhood.

Two important special facilities not operated by HARD should also be identified because of their important contributions to recreation for District residents and because of their adjacency to HARD parks and facilities. These are the Eden Youth and Family Center and the REACH Ashland Youth Center.

Cannery Water Tower Greenway

Source: WRT

REGIONAL PARKS AND OPEN SPACES

There is an extensive regional parks and open space system in the hills and along the Bay shore. These include all or portions of ten East Bay Regional Park District units as well as the Cull Canyon Regional Recreation Area managed by the Alameda County Flood Control and Water Conservation District. Altogether, these regional parks cover over 10,300 acres within District boundaries.

Another 7,000 acres are within open space preserves not generally managed for recreation: California Department of Fish and Wildlife's Eden Landing Ecological Reserve, and watershed lands belonging to East Bay Municipal Utility District.

Regional park land and trails are shown on Figure 3-2.

Garin Regional Park

Source: Wikipedia

Figure 3-2

REGIONAL PARKS AND TRAILS

HARD Boundary
County Boundary
City of Hayward
Water
Creeks
Rail Lines
Regional Parks and Open Space
HARD Parks
Trail

PARK FEATURES AND AMENITIES

HARD parks with play areas; ballfields and soccer fields; basketball and tennis courts; community centers; aquatic centers; skate areas and dog parks are shown on FIgures 3-3 through 3-8 and summarized below.

76
play areas/ playgrounds

69
parks with picnic tables

24
parks with group picnic areas

PLAY AREAS AND PICNIC AREAS

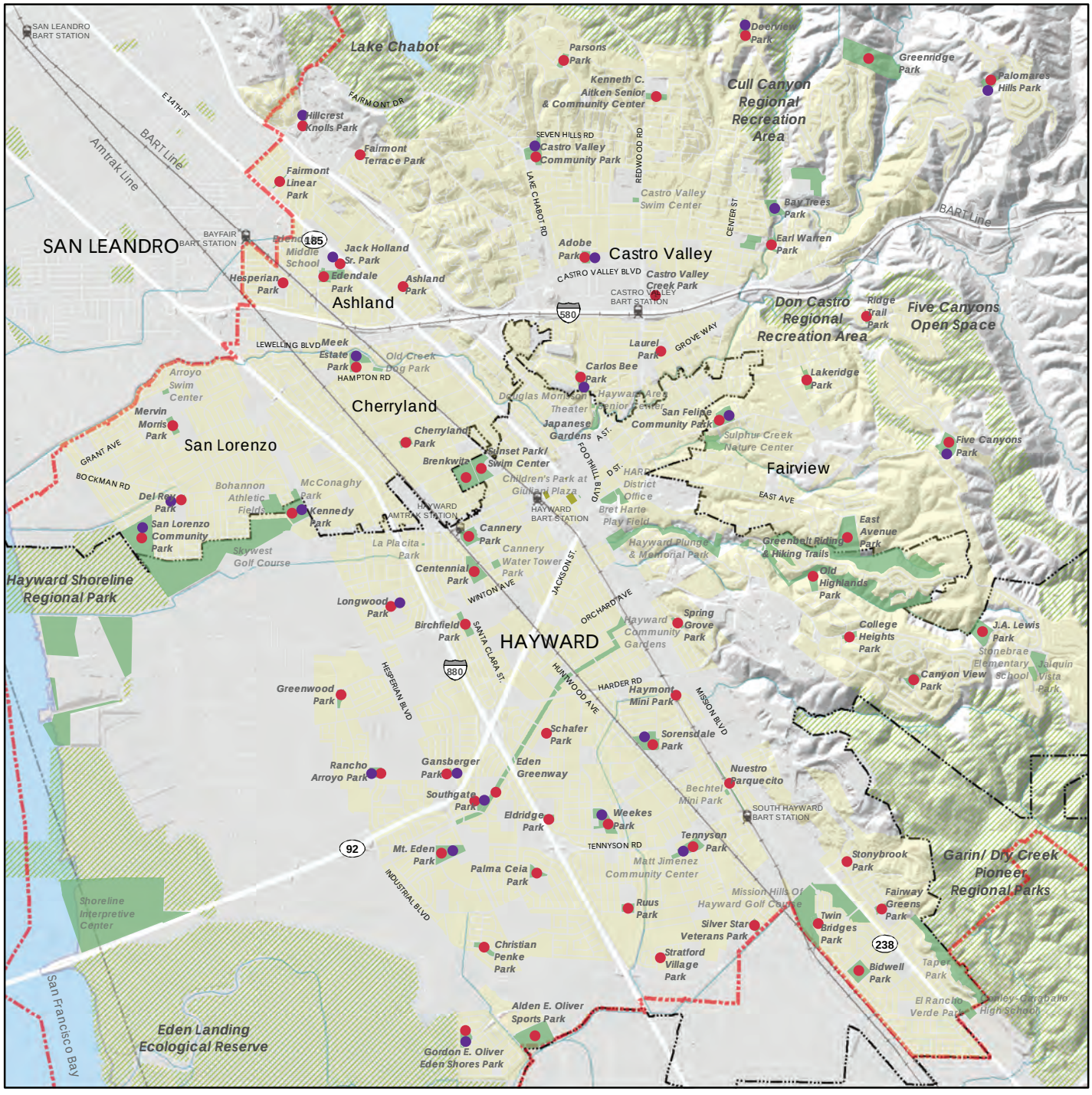
Children's playgrounds and adjacent sitting areas are considered typical elements of both local and community parks. Playgrounds in community parks may include distinct areas for preschool and older children. Both local and community parks are also expected to have picnic tables and open lawn areas for informal activities; at community parks, shaded group picnic areas are desirable.

Currently, the HARD system includes some 74 play areas or playgrounds. Play areas are found in 66 of the District's parks, with some parks having multiple playgrounds. Picnic tables are present in 69 parks, with group picnic areas at 24 parks.

Play Area at Greenwood Park
Source: HARD

Figure 3-3

PLAYGROUNDS AND GROUP PICNIC AREAS



RECREATIONAL FACILITIES

The parks system provides facilities for a broad range of recreational activities and is a critical resource for both youth and adult sports. These are summarized below.

- HARD has 38 ballfields for softball and baseball at 19 parks. This includes four ballfields each at Alden E. Oliver Sports Park, San Lorenzo Community Park, and Sorensdale Park, and three at Sunset Park.
- HARD has 26 soccer (or rectangular) fields at 18 parks, including four fields at San Lorenzo Community Park, three at Bohannon Athletic Fields, and two each at Alden E. Oliver Sports Park, Mt. Eden Park, and Stonebrae Elementary.
- There are 65 basketball courts at 38 HARD parks, including seven at Bohannon, six at Rancho Arroyo, and four at Bret Harte.
- HARD has 31 tennis courts, concentrated at eight parks, with six courts each at Bay Trees and Mervin Morris, and four each at Mt. Eden and Weekes.

RECREATIONAL FACILITIES AT HARD

65
65 basketball courts at 38 parks

38
ballfields for softball and baseball at 19 parks

31
tennis courts at 8 parks

26
soccer fields at 18 parks

Tennis Courts at Mt. Eden Park
Source: WRT

4 swimming centers

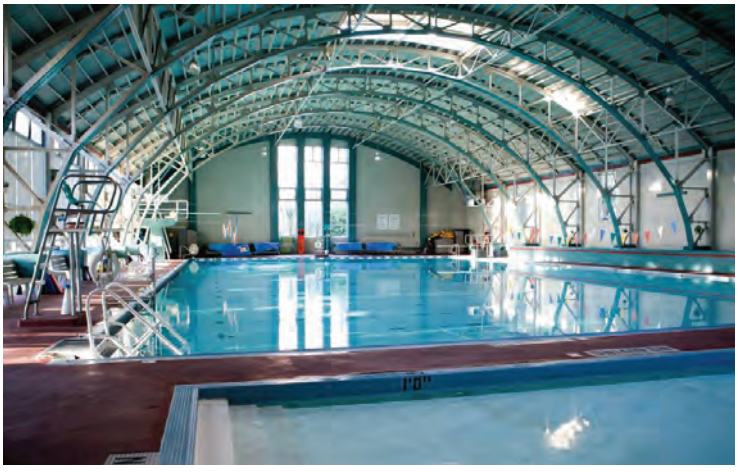
8 skate areas

5 dog parks

- The District operates four swim centers: Arroyo Swim Center in San Lorenzo; Castro Valley Swim Center in Castro Valley; Sunset Swim Center in Hayward; and the Hayward Plunge. (Only the Hayward Plunge is owned by HARD.)
- Eight HARD parks have skate areas: Adobe, Cannery, Carlos Bee, Cherryland, Jack Holland Sr., Mervin Morris, Stratford Village, and Tennyson.

DOG PARKS

There are currently five dog parks at HARD facilities. These are located at Earl Warren Park (Castro Valley); Eden Greenway (Hayward); Edendale Park and San Lorenzo Community Park (San Lorenzo); and Old Creek Dog Park in Cherryland.



Hayward Plunge
Source: HARD

Figure 3-4

BALLFIELDS AND SOCCER FIELDS

Figure 3-5

BASKETBALL COURTS AND TENNIS COURTS

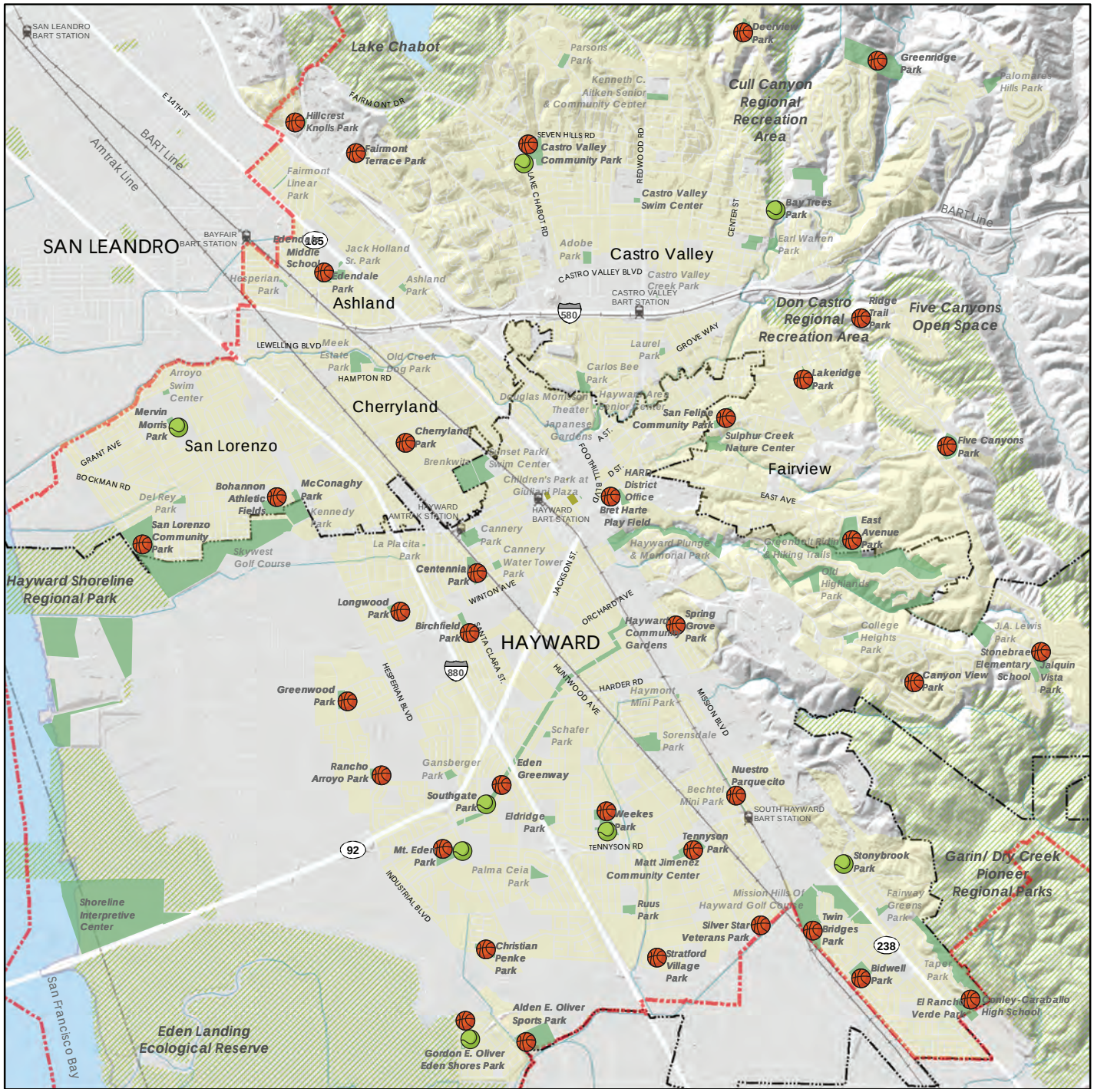


Figure 3-6

COMMUNITY CENTERS

Figure 3-7

AQUATIC CENTERS

Figure 3-8

SKATE AREAS AND DOG PARKS

PARK FEATURES AND AMENITIES BY SUB-AREA

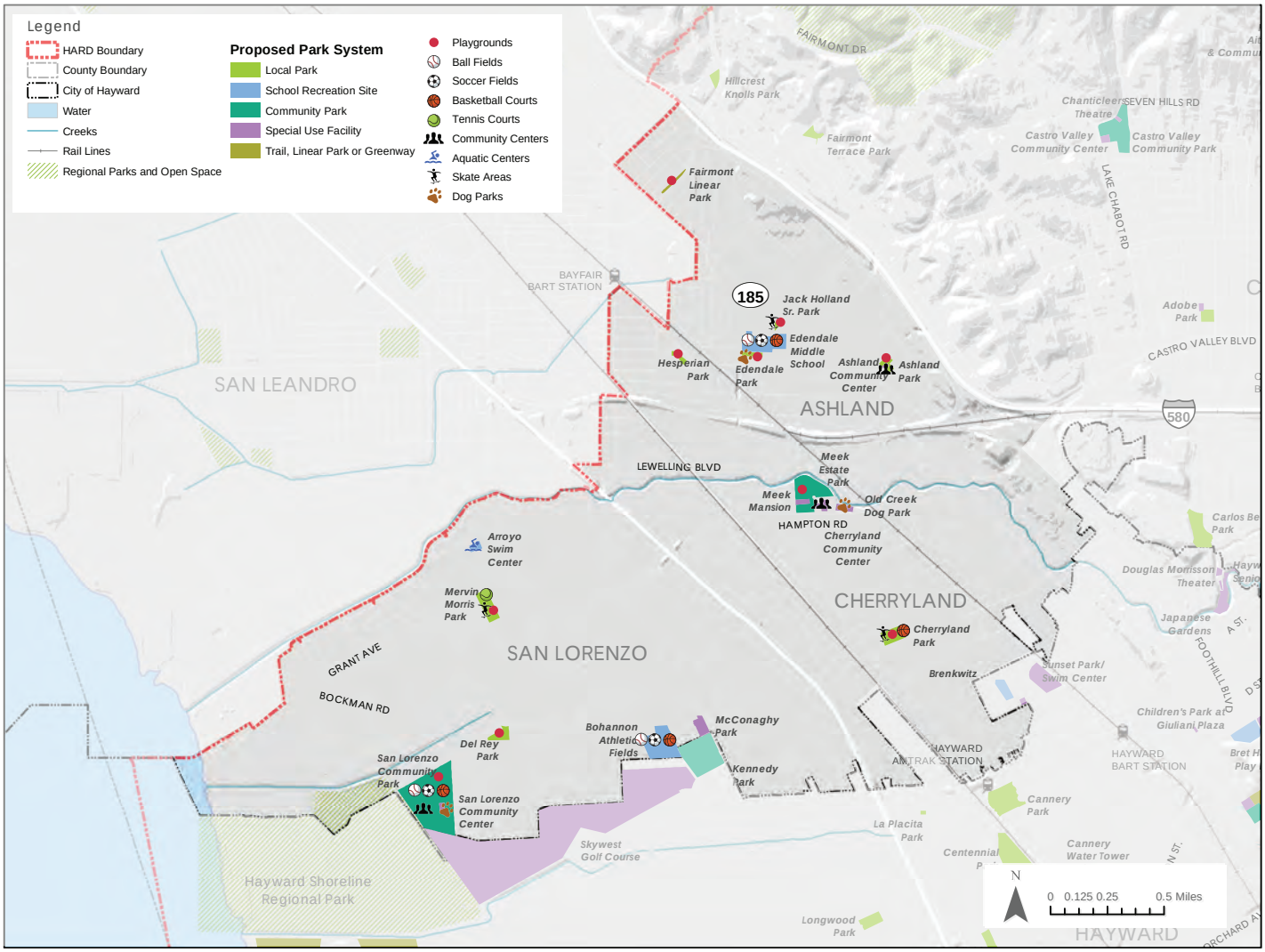
The HARD district covers a large area including the City of Hayward and the unincorporated communities of Castro Valley, Fairview, Ashland, Cherryland, and San Lorenzo. The latter three communities, together, are also known as the Eden Area. Figures 3-9 through 3-13 shows HARD parks and amenities at a larger scale, in each of five district "sub-areas."

Skate area at Abode Park
Source: HARD

Dog area at Earl Warren Park
Source: HARD

Figure 3-9

EDEN AREA PARKS AND AMENITIES



Meek Estate Park

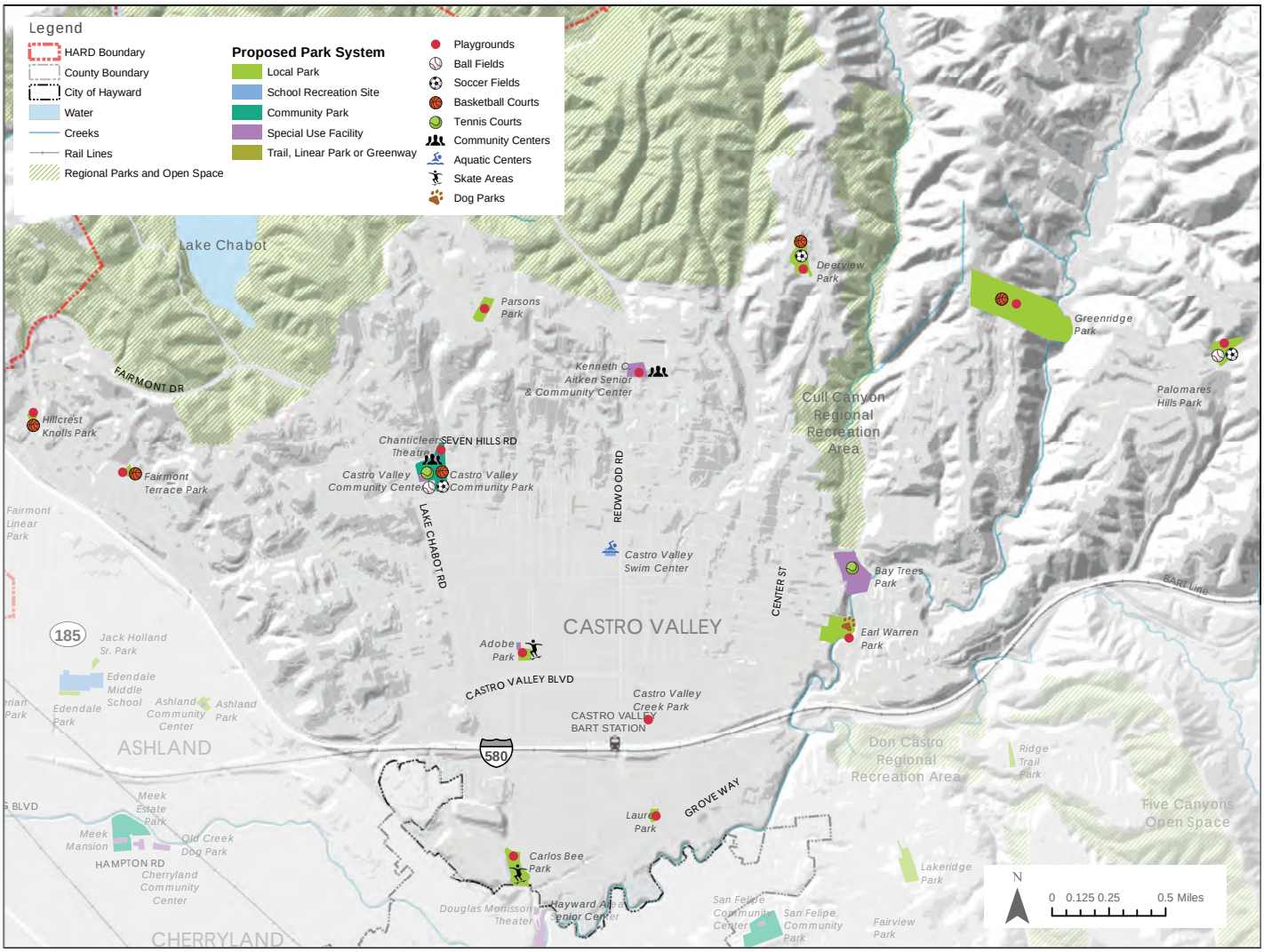
Source: WRT

Cherryland Park

Source: WRT

Figure 3-10

CASTRO VALLEY PARKS AND AMENITIES



Carlos Bee Park

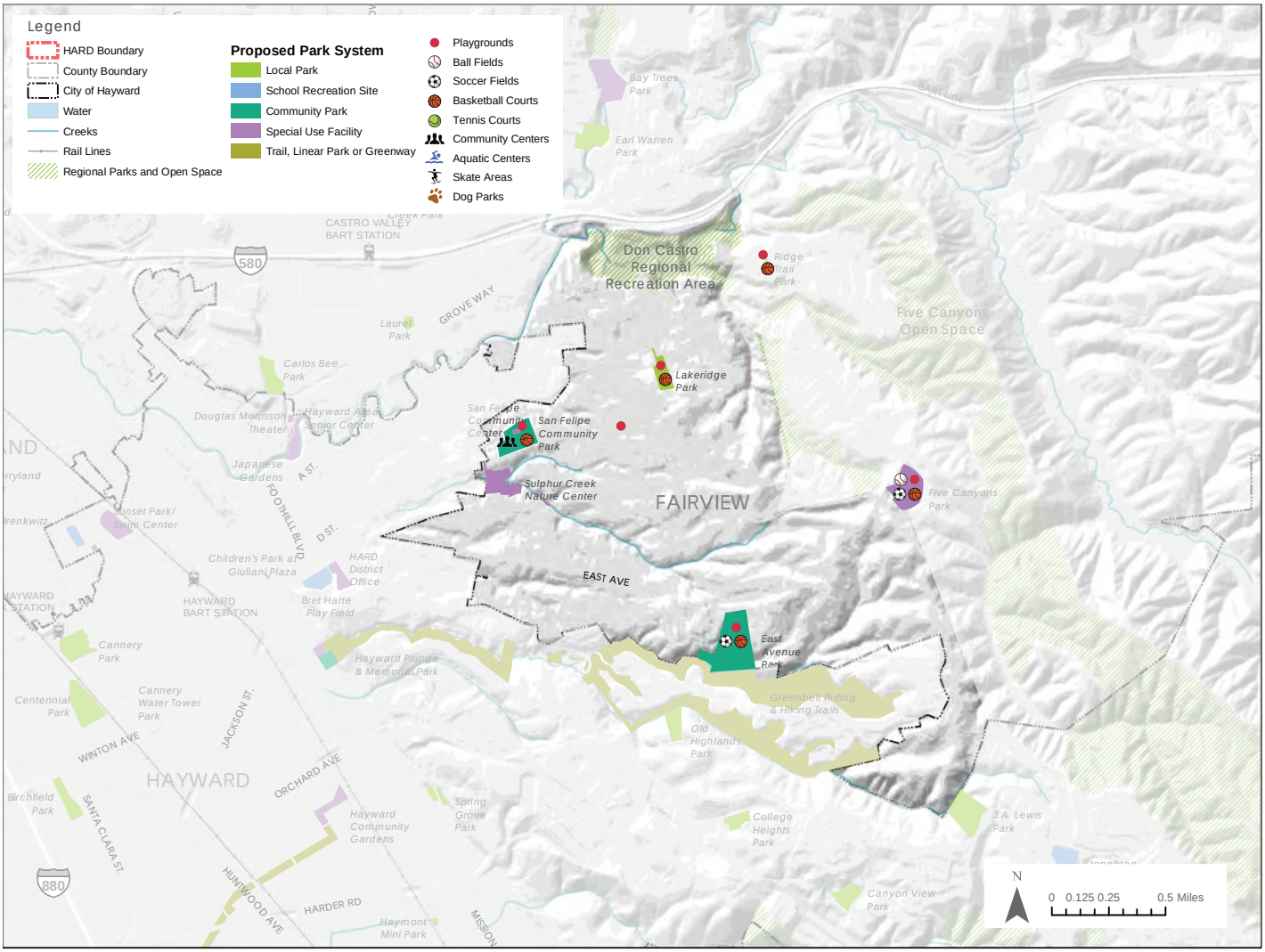
Source: WRT

Adobe Park

Source: WRT

Figure 3-11

FAIRVIEW PARKS AND AMENITIES



San Felipe Park

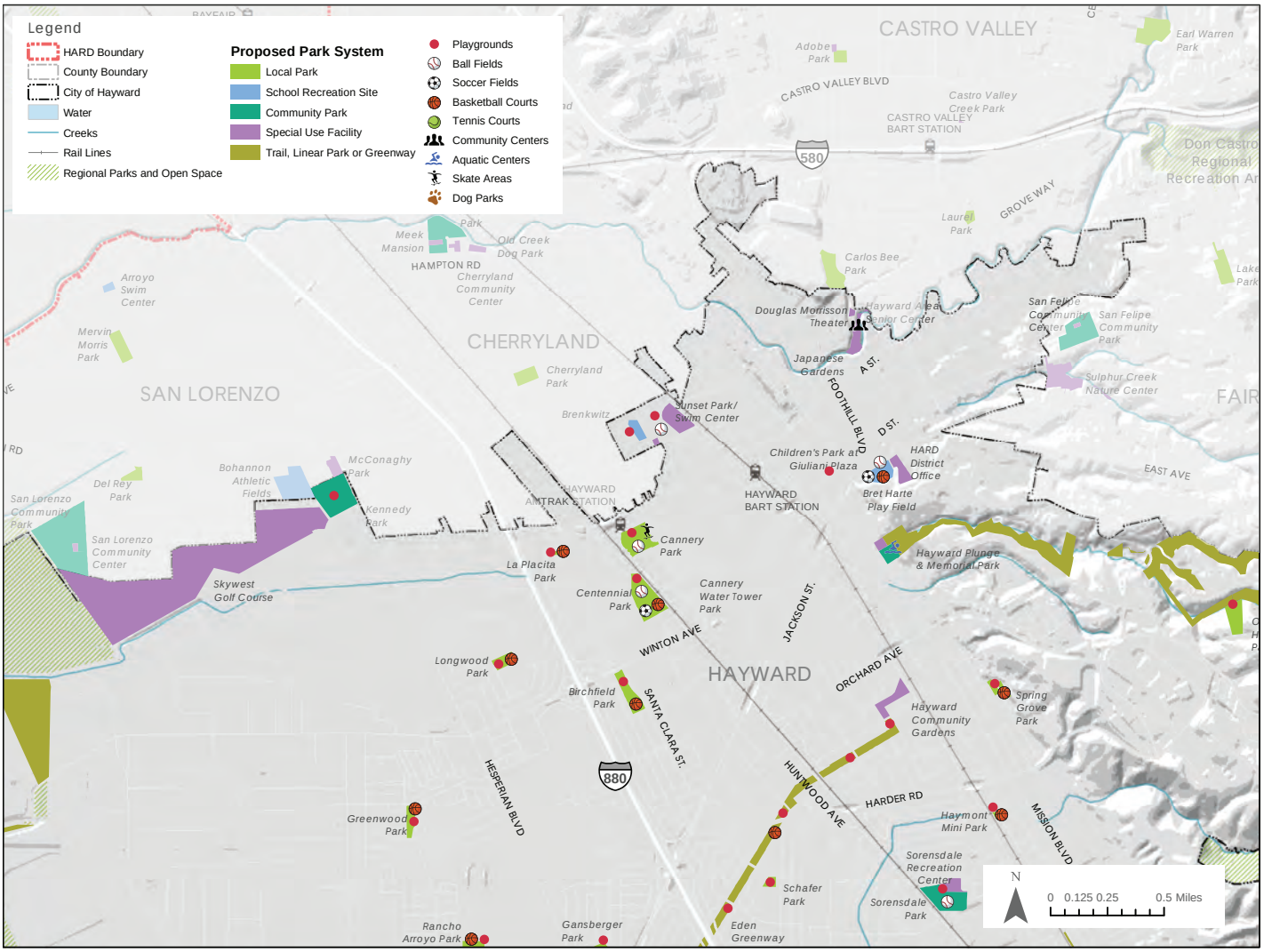
Source: WRT

Lakeridge Park

Source: HARD

Figure 3-12

HAYWARD (NORTH) PARKS AND AMENITIES



Cannery Park

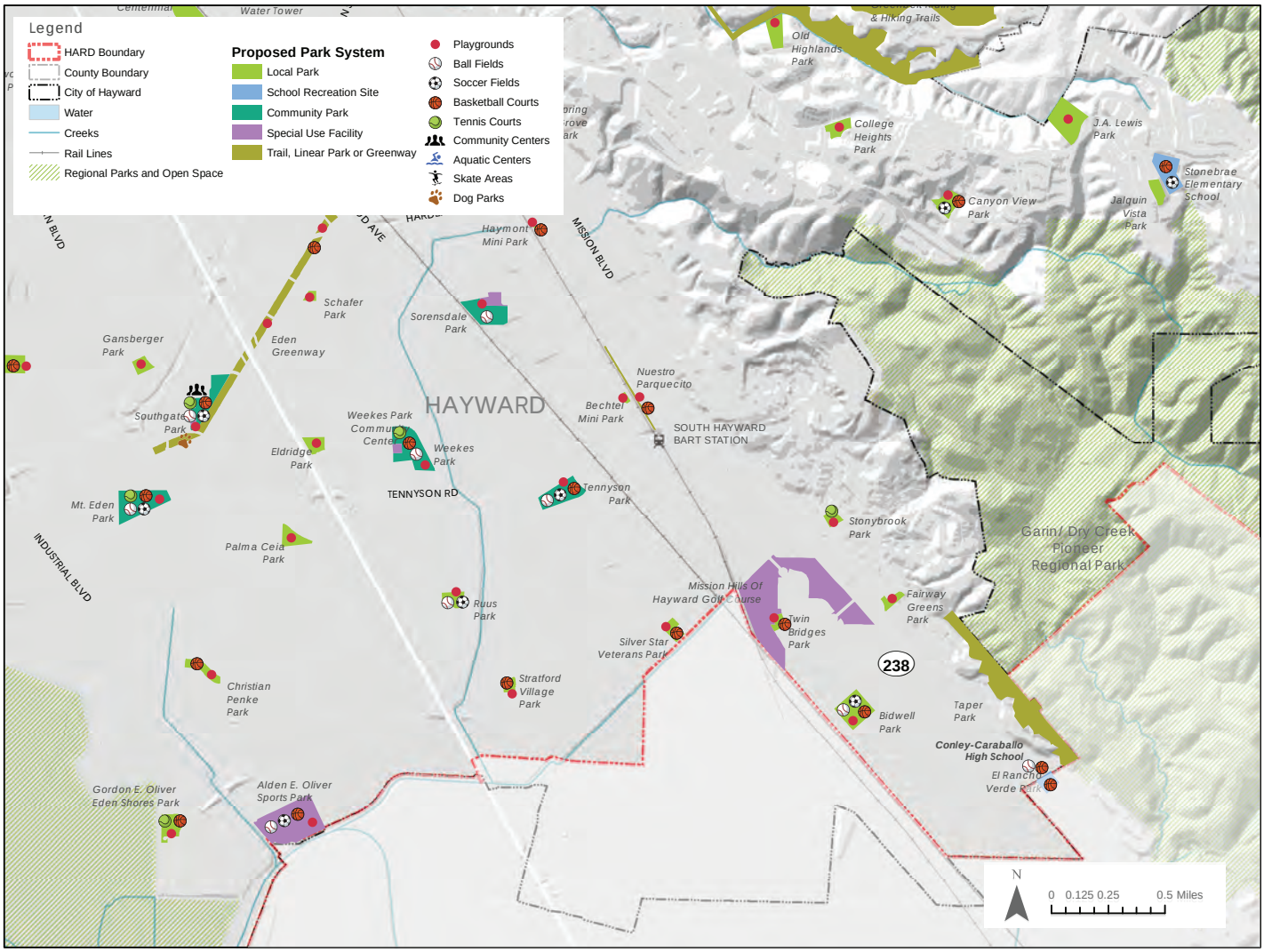
Source: WRT

Douglas Morrisson Theatre

Source: WRT

Figure 3-13

HAYWARD (SOUTH) PARKS AND AMENITIES



Christian Penke Park

Source: WRT

Alden E. Oliver Sports Park

Source: WRT

PROGRAMMING

HARD has a professional staff that annually delivers over 2,000 aquatic, recreation and special event programs in 19 core programs areas as shown in Table 3-2.

Enrollment in registered programs approaches capacity, though the District has not formally tracked participation year over year. HARD uses a variety of marketing tools to create awareness of the programs and services it offers.

TABLE 3-2
HARD'S CORE PROGRAM AREAS

Core Program Area	
After School Programs	Nature
Aquatics	PhotoCentral
Arts	Preschool (Pre-K Learn & Play)
Camps	Special Interest
Dance & Music	Senior/ Active Adults (50 years +)
Fitness	Special Needs
Gymnastics	Sports
Golf	Teens
Martial Arts	Theatre Arts
Mobile Recreation	

OPERATIONS & MAINTENANCE

Parks and amenities that are clean and functioning efficiently are a critical element to delivering high quality programs and services. The core lines of service (functions) performed by HARD's maintenance operation are numerous and are as follows:

- **Aquatic Maintenance**. HARD performs the maintenance of the systems and infrastructure of the swimming pools and splash pads in the system including but not limited to water chemistry, backwashing, chemical management and landscaping. There is clear delineation of roles and responsibilities related to aquatic maintenance between parks staff and aquatic staff.
- **Contract Management**. HARD manages and oversees the work performed by third party contractors for the maintenance of parks and facilities. Strong oversight of these contracts has led to minimal incidents of non-compliance with the terms of the contracts.
- **Equipment Maintenance**. The division performs maintenance on the equipment that is used in the field.
- **Furniture, Fixture and Amenity Maintenance**. The division maintains all of the built environment within the parks system, including but not limited to, shelters, benches, fencing, water fountains and picnic tables. Minimal inspection and preventative maintenance are performed which can reduce the lifecycles of the various assets.

- **Integrated Pest Management (IPM)**. Pest infestations present significant risk to the environment, biodiversity, health and safety, public infrastructure, recreational opportunities and landscapes. The IPM program administered by the Parks Division is limited in scope and is focused primarily on turf management and landscaped beds.
- **Irrigation Maintenance**. Irrigation encompasses the application and conservation of water for environmental enhancement of turf grass, trees and landscape plants. This includes maintaining and monitoring technical irrigation systems, to optimize water usage and delivery.
- **Landscape Maintenance**. The parks division performs best practice maintenance to landscape beds throughout the parks system.
- **Open Space/Wetland Maintenance**. The management of open spaces and wetlands is one of the more scientific and complex functions performed by parks and recreation department. The primary functions of open space management are the protection of biodiversity through planning and policy, conservation, restoration and the monitoring and management of natural environments. The work in open spaces and wetlands is governed, and in some cases, restricted by a plethora of state and federal law. Currently, the Parks Division, as mentioned previously does not have the professional expertise on staff to manage and maintain these spaces, which, in turn, limits its ability to maintain these parklands at any level of significance.
- **Playground Maintenance**. The division maintains all of the playground's in the HARD parks system in accordance with the National Playground Safety Institute's guidelines.
- Response to Citizen Inquiries: The staff of the parks division respond to, meet with and resolve citizen inquiries on an as needed basis in a professional, courteous and expeditious manner.
- Special Event Facilitation: The parks division is a major player in the successful delivery of special events to the community. They supply not only the resources needed to set up and tear down the events, but also provide or procure much of the necessary equipment needed to make the events possible.
- Special Projects: The parks division occasionally engages in small capital improvement projects throughout the system. These projects are often limited in scope and are funded through the annual operating budget. Larger capital improvements are contracted out.
- Turf Maintenance: Maintaining turf in an often drought-stricken environment is difficult to manage. Watering restrictions inhibit the healthy growth of turf and in many cases cause it to become dormant, die or infested with invasive weeds. The parks division makes every effort to manage turf by best practice standards, but the lack of rainfall and strict water conservation measures in place makes it difficult for the parks division to do so.
- Urban Forestry: A formalized urban forestry program that ensures the health of individual trees and shrubs and emphasizes the overall health of the entire tree population does not exist within the Parks Division. The division's approach to urban forestry is reactive in nature with the exception of ensuring safety clearances on pathways, trails and right of ways.

CHANGES TO THE SYSTEM SINCE 2006

HARD has made numerous improvements to the system over the twelve years since the current Parks and Recreation Master Plan was adopted. These include eight new parks or special facilities; one park expansion; and two new school recreation sites, as follows. Changes are shown on Figure 3-14.

Jack Holland Sr. Park (Ashland). This 0.63-acre park opened in 2012 in the heart of Ashland on E. 14th Street. The park features a skate park, a play area, an open lawn area, picnic tables and restrooms.

Cannery Water Tower Park (Hayward). The second park developed as part of the redevelopment of the Hunt's Cannery site, this 2.1-acre park features a playground and open play area along with the namesake water tower standing at its center.

Castro Valley Creek Park (Castro Valley). In 2007, the Alameda County Flood Control and Water Conservation District "daylighted" a 300-foot-long segment of Castro Valley creek, reconstructed a natural creek environment and added native plants along the banks. In a second phase completed in 2010, a trail, fencing, benches, trash receptacles, a pedestrian bridge, and interpretive signs were added, and HARD built a playground with rock-climbing structures, boulders, ropes, and concrete animals.

Cannery Water Tower Park

Source: WRT

Children's Park at Giuliani Plaza (Hayward). A small memorial plaza for Hayward police officer Alex Giuliani was dedicated at the corner of Mission Boulevard and D Street in 1999. Today, the memorial is joined by a playground operated by HARD.

Old Creek Dog Park (Cherryland). HARD's new off-leash dog park features separate dog runs for large and small dogs.

Greenwood Park extension (Hayward). Greenwood Park, in the Mt. Eden neighborhood, was enlarged and reconstructed between 2015 and 2016. The $2.38-million upgrade included a new interactive playground, restroom building, basketball courts, skateboard plaza, walkways, shaded group picnic structures and a community art piece. The project was funded using in-lieu developer fees.

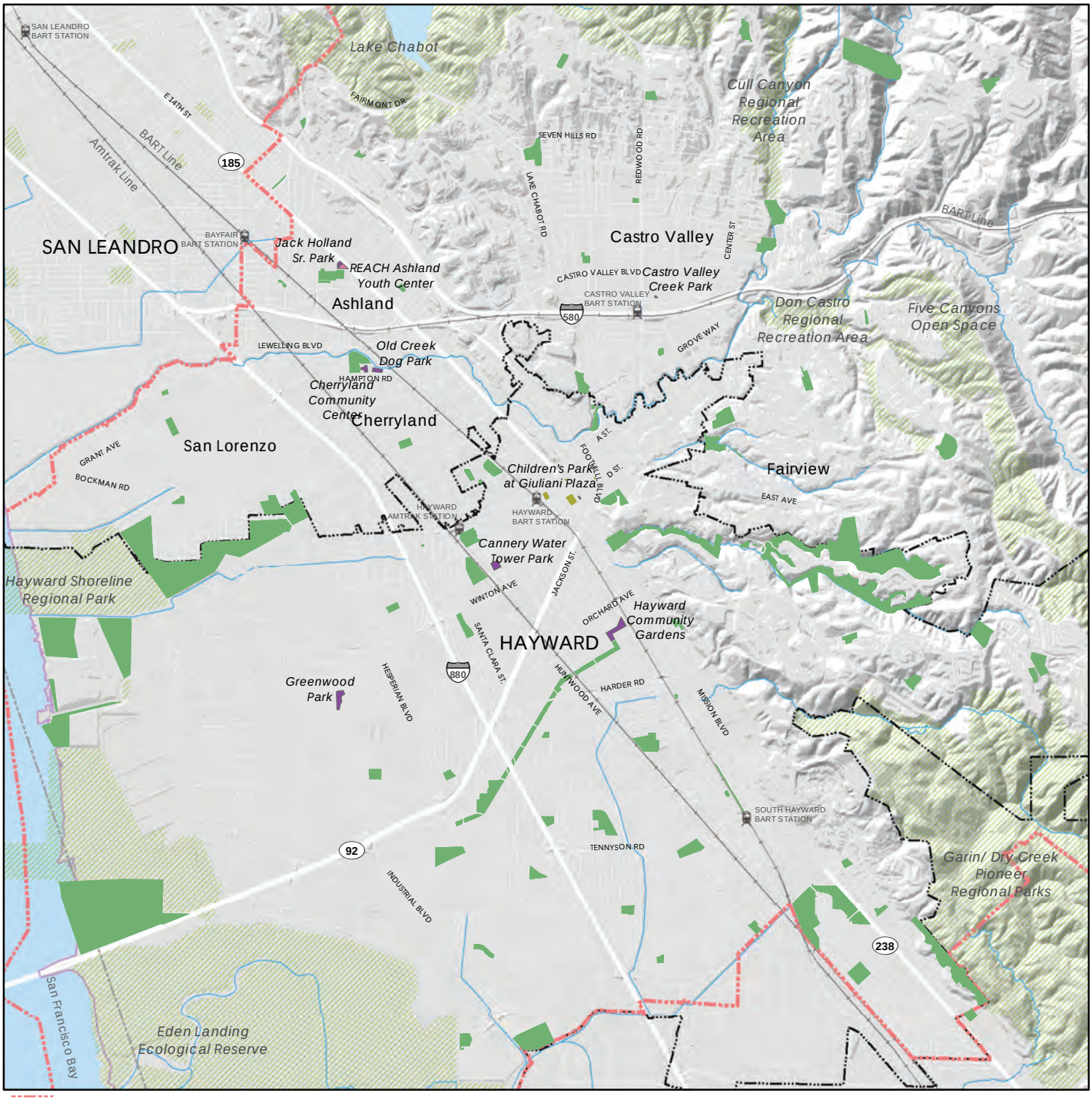
Stonebrae Elementary School (Hayward). This new HUSD school opened with a joint-use agreement for recreational facilities.

Edendale Middle School (Ashland). HARD entered a joint-use agreement with Edendale, and helped to fund the synthetic turf field, which opened in 2011 along with a new gym, track, music building, and other campus improvements funded by Measure E and Measure O.

REACH Ashland Youth Center (Ashland). The REACH Ashland Youth Center opened in 2013 in a new 2-story, 31,500-square foot building on E. 14th Street. The building provides a gathering place for youth and

Figure 3-14

CHANGES TO PARKS SYSTEM SINCE 2006 MASTER PLAN



includes a dance studio, a digital media arts center, a computer lab, a career development and employment center, a health and dental clinic, counseling services and library services. The facility is operated by Alameda County Health Care Services Agency. The Alameda County Deputy Sheriffs' Activities League (DSAL) leads recreation programming. *While this is not a HARD facility, it is an important complement to HARD's recreational services.*

Cherryland Community Center (Cherryland). Adjacent to the Meek Estate, the Cherryland Community Center will feature multi-use and community rooms, a Pre-K activity room, an Alameda County Library Annex, a catering kitchen and reception room. Groundbreaking took place in April 2018.

PLANNED PARKS AND PARK IMPROVEMENTS

HARD has some 27 new parks or facility improvements in the planning pipeline. About half of these are receiving funding from Measure F1, the $250 million bond measure approved by voters by a large margin in November 2016. Two new parks will be created as part of development projects. Planned parks and improvements are summarized below and shown in Figure 3-15.

NEW PARKS, PARK EXPANSIONS, AND ACQUISITION OF FUTURE PARK SITES

Valley View Park (Castro Valley). HARD acquired the 24-acre parcel in 2014 from the East Bay Municipal Utility District (EBMUD) and began the park master planning process in 2015. Funding for improvements will come from Measure F1 bond proceeds.

La Vista Park (Hayward). The nearly 50-acre La Vista Park is planned for a portion of the former La Vista quarry site. The park, required as part of an adjacent residential development, was initially planned as a "destination" park but has been reconceived with a greater focus on enjoyment of the natural setting.

Via Toledo Park (San Lorenzo). A park master plan for this 2-acre property was approved in 2016. Park development is programmed through Measure F1 and included in the current Capital Improvement Plan (CIP).

SoHay Park (Hayward). This 2.4-acre park will be created as part of the SoHay Mixed Use Development. The project features 402 townhomes, 72 apartments, and 20,000 square foot of retail space along Mission Boulevard in South Hayward. The new park replaces the 1-acre Valle Vista Park.

La Vista Park Rendering

Source: City of Hayward

SoHay Park Rendering

Source: Urban Arena

Mission & Mattox Site (Cherryland). The vacant 2.6-acre site along Mission Boulevard adjacent to San Lorenzo Creek has been the subject of proposed development which could include a park or plaza and a trailhead.

Fairmont Terrace Park (Castro Valley). Fairmont Terrace Park is planned to be expanded onto undeveloped land to the west. Expansion and park improvements are funded by Mesaure F1 and programmed through the CIP.

Mateo Site (Ashland). HARD is currently purchasing three parcels on Mateo Street totaling 1.43-acres for a new neighborhood park. Other sites in Ashland are also being evaulated for potential future parks.

New Community Center (Ashland). HARD is pursuing in collaboration with Resources for Community Development (RCD) at 16060 E. 14th Street in Ashland. The opportunity to bring investment in affordable housing, affordable childcare, indoor community space, and outdoor recreation space as part of a large community development project is unique and meets many different community needs.

PARK IMPROVEMENTS AND BUILDING MODERNIZATIONS

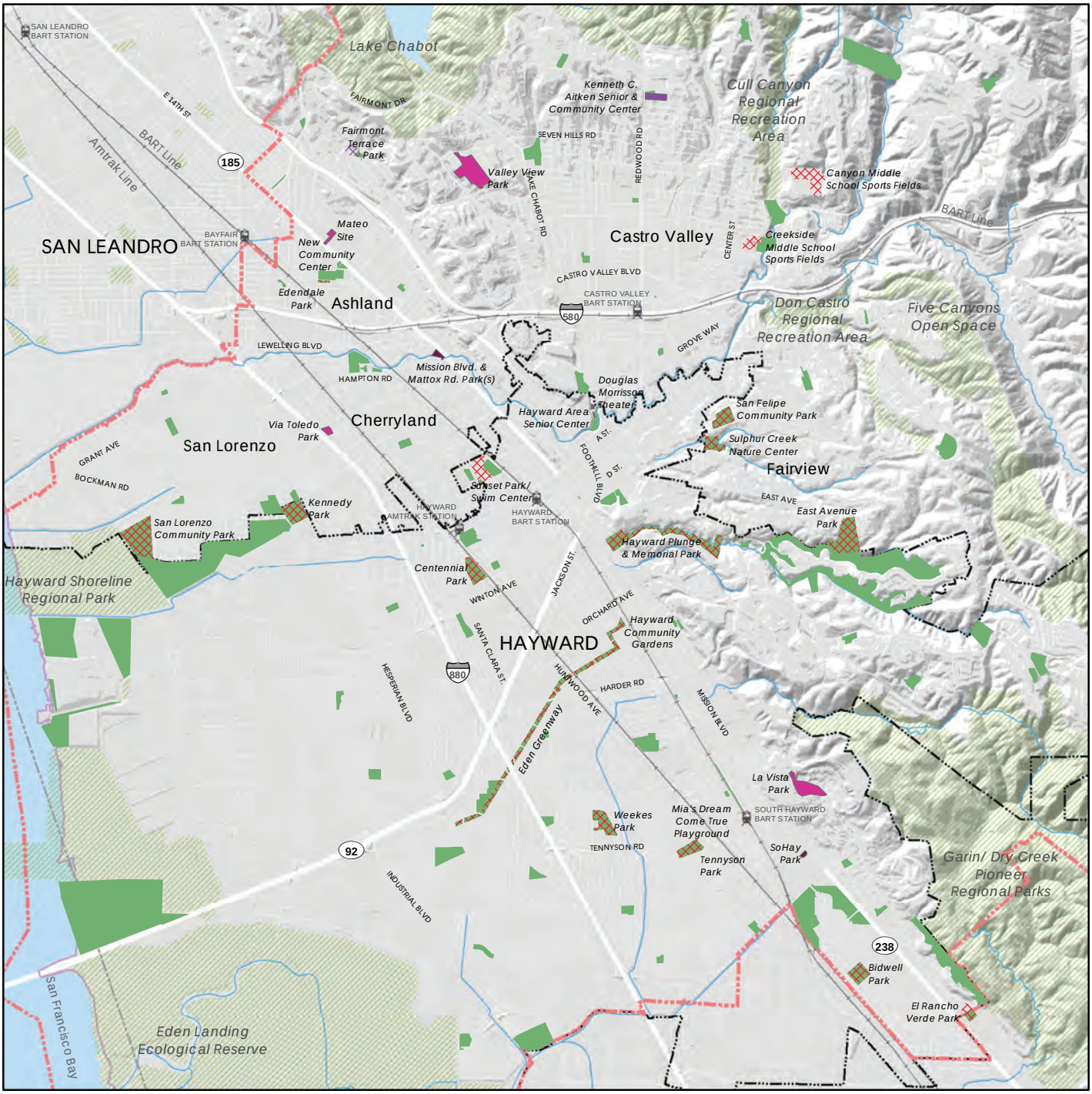
The current Three-Year CIP (2017-2020) identifies park improvements or renovations for 16 HARD parks. Several of these projects will be funded by Measure F1. Improvements will take place at the following parks or facilities:

- Construction will begin in 2019 for the Kennedy Park Renovation, Mia's Dream Come True Playground, Hayward Community Gardens - Phase 1, Edendale Park Renovation, East Avenue Park Renovation, and the new 2-acre Via Toledo Park.
- New park master plans are needed to guide improvements at Bidwell, Eden Greenway, El Rancho Verde, Hayward Plunge and Memorial Park, and Tennyson Park.
- Sports fields improvements at Canyon and Creekside middle schools is pending funding and operations agreements with Castro Valley Unified School District.
- Centennial Park is identified as a potential site for new facilities.
- Other parks slated for park improvements or renovations include San Felipe and San Lorenzo community parks; Weekes Park; Sunset Park; and Sulphur Creek Nature Center.

The current CIP also programs building modernizations at three HARD facilities: Douglas Morrisson Theater, Hayward Area Senior Center, and Kenneth C. Aitken Senior and Community Center.

Figure 3-15

PLANNED PARKS AND PARK IMPROVEMENTS



4. NEEDS ASSESSMENT

The Needs Assessment presents a picture of what HARD residents want and need in the way of recreation and parks, based on survey responses, stakeholder interviews, level of service analysis of park acreage and park access, and park-by-park analysis of conditions. The findings of this Needs Assessment are used to inform Parks Master Plan recommendations and site-specific decisions with regard to planning facilities and services.

The Needs Assessment includes the following elements:

Statistically-valid surveys conducted in 2016 to assess support for a $250 million parks bond (Measure F1);

One-on-one and small-group **discussions with stakeholders**, including community leaders and park and recreation user groups;

A **park-by-park assessment** to review (1) the physical condition and (2) the match between programming and site at each park;

A **park land level of service analysis** evaluating how well the District is serving its population in terms of park acreage and service area;

A **recreation amenity level of servic**e analysis evaluating HARD's amenities compared to recommended standards;

A high-level assessment of current **operations and maintenance practices**

SURVEY FINDINGS

As HARD prepared to bring Measure F1 to the voters in November 2016, the District commissioned a series of surveys to gauge support and understand priorities. Godbe Research conducted two surveys for HARD, in January 2016 and July 2016. The surveys used online and phone interviews in both English and Spanish and included statistically-significant sample sizes of likely voters in the District. The survey asked respondents about their opinion of HARD's work; their level of support for a $250 million bond measure to improve and maintain local parks; and whether the inclusion of specific types of park improvements would make them more or less likely to support the measure. Finally, the survey tested a variety of statements about the bond measure to help guide the campaign.

The survey's relevance in assessing people's priorities for the park system overall is limited in two ways. First, it focused on improvements envisioned for the bond measure. Second, the survey reports the opinions only of likely voters, not all members of the service area population. Still, its findings are useful in helping create a qualitative understanding of community priorities.

Averaging the January and July surveys, over three-quarters of respondents had a favorable opinion of the job HARD was doing to provide quality parks and recreation facilities and services, while 59 percent felt HARD was effectively managing its funds. Specific potential improvements were tested; these are ranked in Table 4-1 by level of support.

The surveys showed strong support for safer and better-maintained local parks. Respondents placed the highest priority on maintenance, repair and renovation, to improve safety, quality, cleanliness and attractiveness.

TABLE 4-1

LEVEL OF SUPPORT FOR POTENTIAL BOND-FUNDED IMPROVEMENTS, 2016

Potential Improvement	% "More Likely to Support"
Improve the safety and quality of neighborhood parks	80%
Improve and maintain park bathrooms and other recreation facilities	79%
Improve maintenance of existing local parks and recreation facilities	78%
Repair and upgrade children's playgrounds	78%
Improve the overall cleanliness and attractiveness of parks and recreation facilities	77%
Renovate parks, trails and recreation areas	75%
Create and maintain walking paths and bike trails	74%
Enhance senior and community centers	73%
Provide more recreational, rehabilitative, and therapeutic opportunities for local seniors	73%
Improve access to recreational areas for seniors and disabled individuals	73%
Build more children's playgrounds	70%
Provide and maintain sports fields	68%
Upgrade and improve Fairmont Terrace, Kennedy, San Felipe, San Lorenzo, Valley View, Via Toledo, and Weekes Parks	67%
Provide a performing arts theater, nature center and other facilities	62%
Build more soccer, baseball, softball and other play fields in the community	62%
Update swimming pools	61%
Update basketball and tennis courts	59%
Replace grass on playfields with artificial turf to save water year-round	56%
Replace deteriorating artificial turf	54%

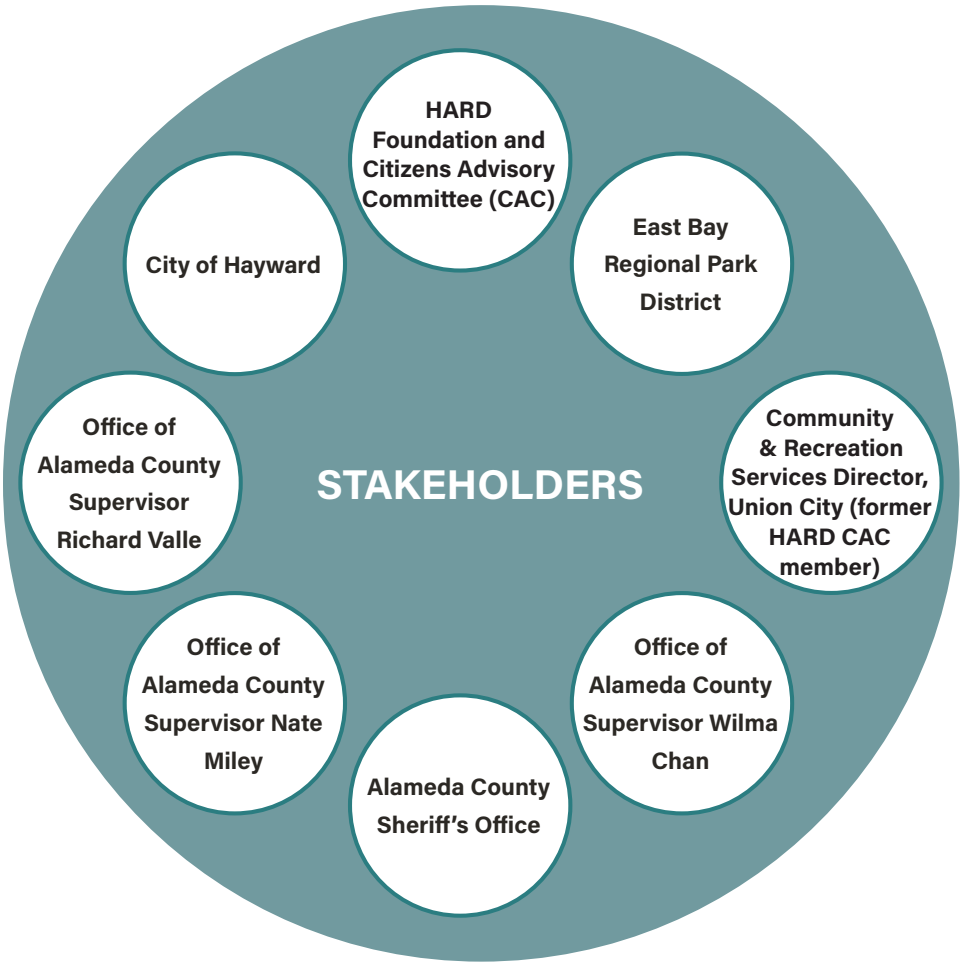
Sources: Godbe Research for HARD, 2016; WRT, 2018.

COMMUNITY AND STAKEHOLDER PRIORITIES

As part of the HARD Parks and Recreation Master Plan project initiation, meetings were conducted with representatives from the HARD Foundation, the City of Hayward, Alameda County Board of Supervisors, Alameda County Sheriff's Office, East Bay Regional Park District and others.

HARD and the Consultant Team also reached out to the broader community, at parks, events, and community meetings, as described in Chapter 1.

During these discussions, there was broad support for the work HARD is doing, and a sense of personal connection with HARD and its parks and programs. The following provides a summary of themes, priorities, goals, opportunities, and challenges that emerged from HARD PMP stakeholder and community discussions.



THINGS HARD IS DOING WELL

Participants expressed a high level of satisfaction with HARD staff and management, noting high-quality customer service, good involvement in community events, good programming, and good management and coordination of playfield access. People commended HARD for its support for new facilities, including Kennedy Park, Mia's Dream, Phase 1 of San Lorenzo Park, and Greenwood Park.

Making parks more visually appealing and inviting should be a focus.

Source: WRT

PMP THEMES, PRIORITIES, GOALS AND OPPORTUNITIES

Improve Maintenance

Participants stated the need to improve the appearance of HARD parks and facilities, noting the relationship between appearance and the perception of safety and other aspects of park experience. Some felt that an influx of new residents has resulted in higher expectations for maintenance and park design quality. Specific points included:

- Higher standard for landscape maintenance practices
- Establish maintenance standards
- Make parks more visually appealing and inviting
- Particular emphasis on mowing lawn, trash removal, and other measures that improve user experience and promote safety
- Multiple comments about the poor condition of the former duck pond in San Lorenzo Park
- Improve restroom maintenance

A comprehensive upgrade of Greenwood Park has recently been completed.

Source: WRT

Upgrade Facilities

Stakeholders identified the need for updated or upgraded facilities. They offered the following recommendations:

- Improve all playfields so they are functional, safe and accessible. Natural grass, if properly maintained, is preferred; artificial turf is acceptable if maintenance resources are not available.
- Expand and improve playgrounds, play facilities, and gymnasiums
- Incorporate more walking loops and exercise trails in parks
- Improve/ update restrooms

People expressed the need for parks to serve a wide range of user needs and be adaptable to changing trends. Some stated that if necessary, fewer and better facilities may be an appropriate strategy—for example, establishing flagship community parks. Some suggested that the District could achieve improvements one phase at a time. Others noted that the District should make regular updates and lifecycle replacements, recognizing that funding may be inadequate.

Expand Trail Network

Several stakeholders supported expanding infrastructure that supports walking and biking, including "safe routes to school" and better bike and pedestrian access to parks. Trails must be safe, well-designed, accessible, and inviting. Specifically, people were interested in opportunities to increase east-west linkages, and trail connections from the hills to the bay.

One stakeholder noted the community pride and use of the shoreline trail access at Grant Avenue.

Stakeholders identified some specific trail opportunities:

- Improvement of the informal trail beneath Castro Valley Boulevard and I-580 along Crow Creek, with a connection to Don Castro Regional Park;
- Pedestrian bridge connection between Carlos Bee Park and Morrison Theater;
- San Lorenzo Creek corridor.

Address Park Equity

Stakeholders felt the Parks Master Plan should emphasize equity in access to parks and recreation. They noted that the area has changed since the last Parks Master Plan, and we need to understand how that change affects recreation demand. People requested that the PMP include maps illustrating gaps in park access. People wanted to make sure that outreach is done for all communities and income levels. The following equity issues were noted:

- Shortage of facilities in Ashland, Castro Valley, and South Hayward dating to early development before formation of HARD;
- Shortage of gymnasiums, which are flexible and can serve variety of activities and ages
- Perception of poorer maintenance at parks in unincorporated communities

Suggested strategies to address park equity included:

- Establish a goal of one enhanced park in each area or community
- Establish park/amenity distribution targets of ½ mile
- Expand pocket parks and trails as a way to provide access to recreation where land is limited
- Figure out what facilities are underutilized, and convert them to use in greater demand
- Increase options for adolescents

Identify Opportunities for Parkland Expansion

Stakeholders identified several specific opportunities for potential new parks:

- Bidwell Elementary School/Park (Hayward)
- Bayfair Mall redevelopment site
- Caltrans land
- Property on southeast side of A Street along San Lorenzo Creek
- Parcel near Miramar and Page in El Portal neighborhood
- U-Haul site in Ashland
- Site for plaza at Bohannon property in San Lorenzo
- East of Mission Boulevard in south Hayward
- Sites that support new east-west connections

Identify Opportunities for Recreation Program Expansion

Stakeholders had numerous suggestions for expanding HARD's recreation programs:

- Expand the reach of after-school and camp programs [HARD notes that after-school programs at school sites often compete with HARD programs.]
- Different program/rental events at the Rodeo – agricultural programs, parties, etc. – especially high revenue events
- More opportunities for active seniors
- Job skills and language classes
- Mothers' groups, caretakers' groups
- Expand aquatics program (lessons, lifeguards, etc.) [HARD staff note that this would likely require new aquatic facility.]
- Art programs (murals)
- Theater programs (not well attended, great facility)
- Ecological education at Sulfur Creek

It was suggested that the District analyze how many people are served per dollar spent on programming to get the greatest value. People acknowledged that program expansion would mean more staffing needs or re-allocation from under-utilized programs.

Some stakeholders suggested that HARD should expand aquatics programs, programs for active seniors, and more after-school and camp programs, among other ideas.

Source: HARD

Identify Opportunities for Improved Access

Some stakeholders emphasized the role that poor street connectivity plays in limiting access to parks—especially where park land is already scarce. Specific sites where connectivity improvements could make a difference: the Fairview neighborhood below San Felipe Park, and connections to Carlos Bee Park and the Hayward Area Senior Center.

Identify Opportunities for Partnerships and Collaboration

Stakeholders spoke about the value of collaborating with other agencies and organizations and leverage resources. HARD needs to think creatively about what kinds of opportunities and partnerships the District can make to serve diverse community.

- Several areas of overlap between HARD and City of Hayward Staff were noted: graffiti removal, landscape architecture, security, staff training, design review, GIS and mapping, fee administration, emergency repairs.
- HARD has agreements for joint use with several schools, but there is a need to resolve the terms of agreements or recognize the limitations of these sites for community use. [HARD notes a trend toward limiting community use.]
- Collaboration opportunities with East Bay Regional Park District were also discussed in detail. These included consideration of management and programming at the Shoreline Interpretive Center; regional trail connections from the Rodeo site; and opportunities to link more programming with

regional open spaces so that people can be more connected with their natural environment.

Other ideas included:

- Hospitals, for collaboration on "wellness"
- Community and neighborhood groups for collaboration on community gardens; online/social media communication
- Alameda County Sheriff's Office and City of Hayward Police for shared resources and grants
- Alameda County Deputy Sheriff's Office Activity League (DSAL)
- Community centers, in particular Ashland Youth Center and South Hayward Family Youth Center
- Hayward Area Historical Society
- East Bay Regional Park District (EBRPD)
- BART and AC Transit
- Religious institutions
- Chamber of Commerce
- PG&E,for linear park opportunities
- Alameda County Transportation Commission for trails
- Alameda County Public Works for implementation of Pedestrian and Bicycle Plan

Expand Innovation

People spoke about the need for HARD to be more nimble and try new programs and amenities. Ideas included fire pits, food trucks, outdoor classrooms, yoga in the park and movies in the park (which would require electricity access). Stakeholders noted that HARD has an important role in social cohesion, and that can mean non-traditional, low-cost recreation activities.

People proposed using current technology, with a smart phone or app-based reservation system, and app-based interpretation at natural and cultural/historic sites.

Effective Long-Term Management

Stakeholders' management ideas included cultivating a "deep bench" for leadership in the District; developing better data and maps; and streamlining to eliminate redundancies between HARD and the City of Hayward (for example, in administering in-lieu fees). On the financial side, stakeholders recommended:

- Providing more funding for maintenance so that things are taken care of before they break;
- Planning and funding lifecycle replacement, and taking lifecycle costs into account during design (the question of artificial vs. natural turf was called out specifically);
- Identifying more cost recovery programs;
- Maintaining a reserve fund;
- Prioritizing projects and funding.

HARD has an important role to play in creating a cohesive community.
Source: HARD

Improve Safety and Community Cohesion

Participants spoke of the need to improve safety in parks. Specific ideas included:

- Implementing Crime Prevention Through Environmental Design (CPTED) measures
- Clarifying lighting policy. Low level lighting can provide safety and visibility. Motion sensing lights and variable level controls can provide winter evening use and overnight security.
- Clarifying the role of rangers and police, and improving their responsiveness;
- Better lighting, ranger program, cameras, anti-graffiti measures, strategic fencing and gates
- Activation: programming and park use

One stakeholder saw investment in recreation as a critical quality of life issue for the community, as well as a way of preventing "downstream" issues and costs related to law enforcement. HARD has an important role to play in bringing a diverse community together in an active way.

Strengthen HARD Image

Stakeholders saw the need to give HARD a stronger identity, and increase people's understanding of all the things the agency does. People noted that HARD's 75th anniversary in 2019 presents an opportunity to showcase the District. There was interest in the idea of preparing a history of the District, especially as a way to help the public see that HARD was created after development patterns had already created a parks shortage.

Conduct Nexus Study and Manage Funding from the City and County

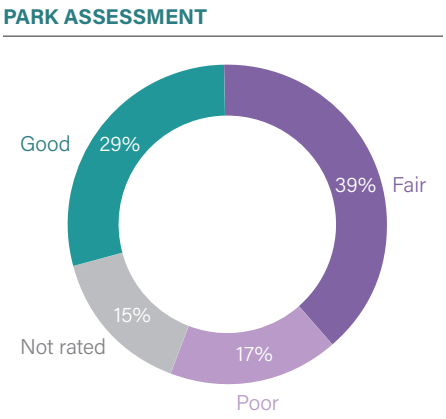
Stakeholders called for updates to Development Impact Fee policies that set park land dedication and in-lieu fee requirements. People felt that funding and land dedication needs to be better aligned with the Parks Master Plan priorities, location, and design guidance.

PARK-BY-PARK ASSESSMENT

HARD Staff and the WRT Team conducted a park-by-park assessment in February and March 2018. The Team went through the full list of HARD facilities, assessed the general condition of each one, and identified park improvement recommendations.

Overall, the greatest number of parks or park facilities (38) were found to be in "fair" condition, with 29 parks rated "good" and 17 rated "poor." For 15 additional parks and facilities, no overall rating was made. (The team evaluated 100 facilities; including some undeveloped park sites.) See Figure 4-1.

Recommended improvements were classified in three categories. "Tier 1" represents lifecycle improvements needed to simply maintain parks and facilities in good and safe condition. "Tier 2" improvements are made to change programmatic elements of the park—for example, replacing an open lawn with a sports facility, or adding a parking lot. "Tier 3" improvements are those that fundamentally transform a park or facility. See Chapter 6 for a more detailed discussion of



improvement tiers.

The analysis found that about half of HARD's parks need Tier 1 (lifecycle) improvements. Approximately a quarter of the system's parks are identified for Tier 2 (re-programming) improvements, and another quarter for Tier 3 (visionary) improvements.

The assessment identified many specific potential improvements at each park. These are recorded in the Condition Assessment table, included in Chapter 5. The recommendations show some general themes:

- Many HARD facilities and amenities need upgrading and maintenance – lifecycle improvements.
- Turf reduction is recognized as an opportunity at many parks.
- Trees are important! HARD recognizes the need to inventory trees and plan for the safety and health of the urban forest maintained by the District.
- Playgrounds are a highly important feature of park use.
- The amount, location, and condition of parking areas at parks is quite inconsistent and should be evaluated site by site.

LIFECYCLE REPLACEMENT

TURF REDUCTION

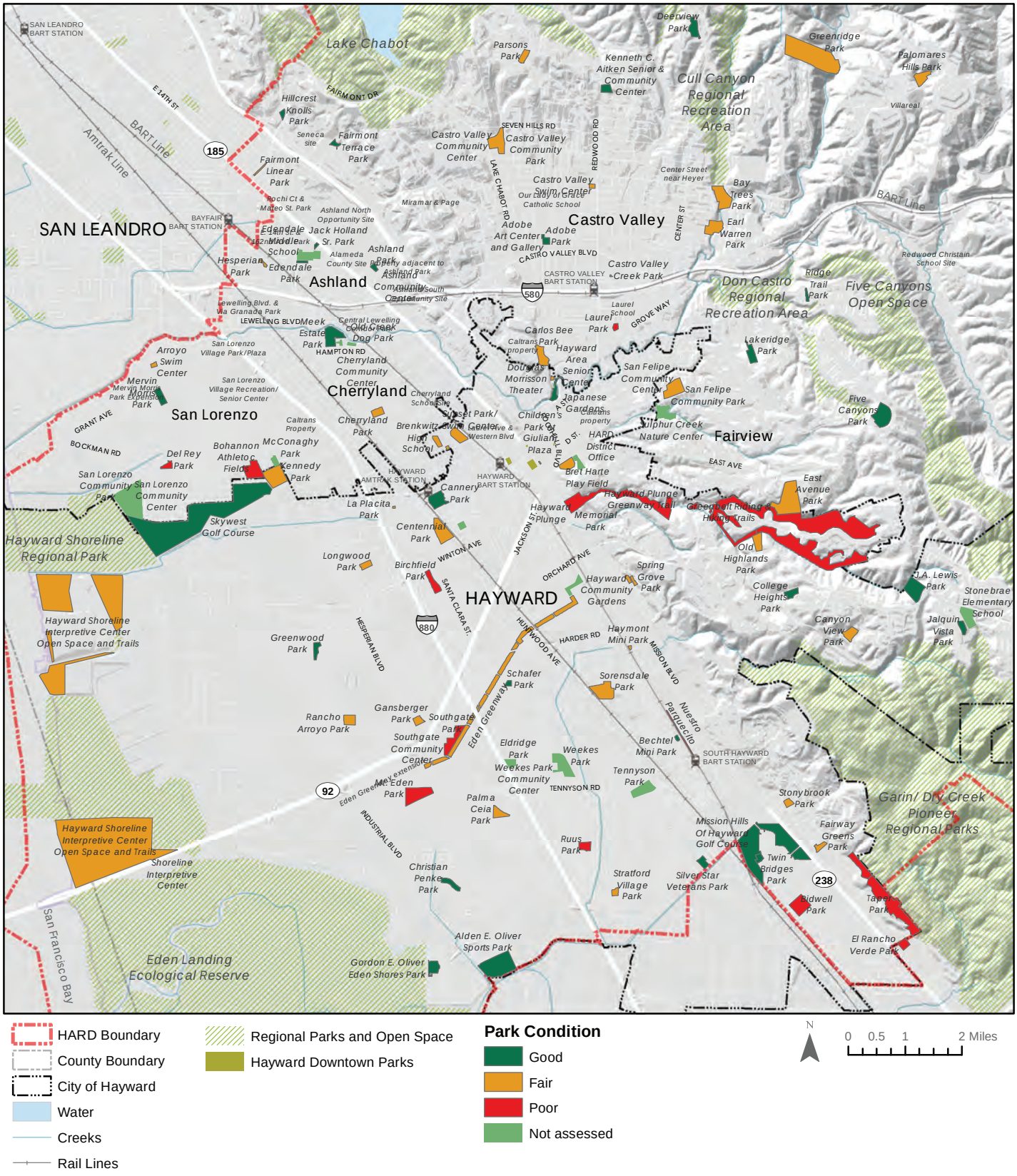
IMPORTANCE OF TREES

IMPORTANCE OF PLAYGROUNDS

PARKING ISSUES

Figure 4-1

PARK-BY-PARK ASSESSMENT



ACREAGE STANDARDS: HOW MUCH PARK LAND SHOULD WE HAVE?

The Parks and Recreation Master Plan establishes acreage standards for each type of park. These standards set targets for how much park land of each type the District should have to adequately serve the local population. These standards help provide the basis for the City of Hayward's and Alameda County's park land dedication and Development Impact Fee requirements.

This analysis indicates the need to rethink the relationship between park type and level of service, to set standards that are ambitious but attainable, and to match standards to current priorities. The new standards are provided in Chapter 5: Recommendations. The City's and County's park land standards should be reconsidered to remain consistent with the new HARD parks master plan.

TABLE 4-2

2006 HARD PARK ACREAGE STANDARDS AND 2018 LEVEL OF SERVICE[a]

	Acres per 1,000 population unless other metric noted			HARD (2018)		City of Hayward (2018)		Unincorporated Communities (2018)		Additional Acreage Needed based on Current Standards[f]		
Park Type	Minimum	Desirable	Optimal	Acres	Acres/ 1,000[e]	Acres	Acres/ 1,000[e]	Acres	Acres/ 1,000[e]	Minimum	Desirable	Optimal
Local Parks	1.0	1.5	2.0	232.0	0.8	128.5	0.8	103.2	0.7	84	241	399
School Recreation Sites	1.0	1.5	2.0	41.8	0.1	20.1	0.1	21.8	0.2	274	431	589
District Parks[b]	3.0	4.0	5.0	489.4	1.7	309.0	2.0	182.3	1.3	457	773	1,088
Linear Parks, Greenways and Trails[b]	1 mile			607.1	2.1	606.1	3.9	0.9	0.0			
Regional Parkland[d]	3.0			10,348	35.4					(9,401)		

Sources: HARD Parks Master Plan, 2006; WRT, 2019.

Notes:

a. *Each park or facility is assigned to one category. This analysis includes both HARD parks as well as 10 sites totally 12.1 acres operated by others that provide park and recreation facilities to District residents.*
b. *Includes Community Parks and Special Use Facilities, with no overlap with Local Parks.*
c. *Includes HARD properties only. Does not include open space owned or managed by other entities.*
d. *Includes East Bay Regional Park District land within HARD boundaries. Does not include regional open space managed by California Fish & Wildlife or EBMUD primarily for conservation.*
e. *Estimated 2016 Population: 292,265 in HARD service area, including 154,507 in Hayward and 137,758 in Unincorporated Communities (US Census Bureau).*

Table 4-2 identifies the park acreage standards in the 2006 Recreation & Parks Master Plan and compares those standards to current park acreages, using the 2006 Master Plan's park types. The 2006 Master Plan classifies many facilities in multiple park type categories. To ensure greater clarity and accounting of acreage, this analysis assigns each park to a single category. This analysis includes all HARD facilities, and also counts certain park acreage managed by other agencies but available for public use. This includes Cannery Water Tower Parkway, the REACH Ashland Youth Center, Eden Youth and Family Center, and various downtown parks and plazas.

As shown in Table 4-2, the District does not meet current standards for local parks, school parks, and district parks. The District exceeds its standard for regional park land – a category that District does not control but which nonetheless benefits people who live and work here.

CITY AND COUNTY STANDARDS

The **City of Hayward General Plan** features the following park land standards:

- 2 acres of local parks per 1,000 residents
- 2 acres of school parks per 1,000 residents
- 3 acres of regional parks per 1,000 residents
- 1 mile of trails and linear parks per 1,000 residents
- 5 acres of parks per 1,000 residents districtwide.

These standards are the basis for the City's park land dedication standard and requirement for fees in-lieu of land dedication.

Alameda County's General Plan does not have park land standards. However, current General Plans for Castro Valley (2012) and the Eden Area (2010) have the following standards:

Castro Valley General Plan:

- 2 acres of neighborhood parks per 1,000 residents
- 5 acres of neighborhood and community parks per 1,000 residents

Eden Area General Plan:

- 5 acres of local and community parks per 1,000 residents

Alameda County's Code of Ordinances is consistent with these General Plans, establishing a land dedication standard of 5 acres per 1,000 residents, and providing an in-lieu fee option.

SERVICE AREA STANDARDS: HOW CLOSE SHOULD PARKS BE?

The 2006 Recreation & Parks Master Plan also establishes service area standards, indicating how close district residents should be to various types of parks and facilities. Geographic analysis based on service area standards can help identify "gaps:" areas where people are not adequately served by parks.

Table 4-3 identifies HARD's 2006 park service area standards by park type.

ACCESS TO LOCAL PARKS AND SCHOOL RECREATION SITES

Figure 4-2 applies 2006 standards to the park system today, revealing gaps in the service area for local and school parks. This analysis varies somewhat from 2006 Master Plan. First, we combine school parks (also called "school recreation sites") with local parks rather than treating school parks as a stand-alone category. Second, we measure the service areas in terms of travel distance along streets, instead of as simple circles. This is important to understanding whether people are actually within walking distance of a park.

As Figure 4-2 shows, many parts of the district are well-served by local parks and school recreation sites. The largest gaps in service coverage occur in Castro Valley and Fairview. Significant coverage gaps are also present in San Lorenzo; in Hayward south of A Street and west of I-880; in downtown Hayward and along the Jackson Street corridor; and in south Hayward east of Weekes Park in the Tyrrell Elementary School neighborhood. The new Master Plan adjusts the standard for local parks - see Chapter 5.

ACCESS TO DISTRICT-WIDE PARKS

Figure 4-3 shows service area of 2 and 3 miles from district-wide parks, based on 2006 standards. Nearly all people in the district are within HARD's standard service area for these parks.

As described in Chapter 5, the new Master Plan recommends a stricter service area for district-wide parks to ensure that most HARD residents are within ½ to 1 mile of at least some of the amenities associated with community parks and special facilities.

ACCESS TO TRAILS, OPEN SPACE, AND REGIONAL PARKLAND

HARD's 2006 standards for access to open space, trails, and regional parks are inexact: half-hour driving time, and "as needed to provide linkages." Figure 4-4 shows that, in fact, the great majority of HARD's service population lives in neighborhoods that are within two miles of a trailhead that is part of a HARD park or a regional park.

The Hayward area is fortunate to have large regional parks and natural open spaces near at hand. However, it is notable that there is no unified trail system that links these spaces. While many Hayward residents are within a mile of Eden Greenway, the Hayward Plunge Trail or the Greenbelt Riding and Hiking Trails, these trails do not connect to large regional green spaces in the hills or along the bay.

TABLE 4-3
PARK SERVICE AREA STANDARDS (2006 PARKS MASTER PLAN)

Park Type	Service Radius[a]
Local Parks	1/4 to 1/2 mile
School Parks	1/4 to 1/2 mile
District-Wide Parks[b]	2 to 3 miles
Regional Parkland[c]	1/2 hour driving time
Open Space, Trails & Linear Parks	As needed to provide linkages

Sources: HARD, 2006.
Notes:
a. Service area radii are generalized and must be evaluated on a case-by-case basis taking into account such variables as terrain, major man-made obstacles such as freeways, and general availability of open space.
b. Includes HARD properties only. Does not include open space owned or managed by other entities.
c. Includes East Bay Regional Park District land within HARD boundaries. Does not include regional open space managed by California Fish & Wildlife or EBMUD primarily for conservation.

RECREATION AMENITY LEVEL OF SERVICE

Level of Service (LOS) standards are guidelines that define service areas based on population that support investment decisions related to parks, facilities and amenities. The 2006 HARD Parks Master Plan does not include level of service standards for specific types of amenities. This Needs Assessment evaluates recreation amenity LOS using a combination of resources:

- National Recreation and Park Association (NRPA) guidelines;
- Recreation activity participation rates reported by the Sports & Fitness Industry Association's (SFIA) 2017 Study of Sports,
- Fitness, and Leisure Participation as it applies to activities that occur in the United States and the District;
- Community and stakeholder input; and general observations. This information allowed standards to be customized for HARD.

The LOS standards should be coupled with conventional wisdom and judgment related to the particular situation and needs of the community. These standards should be used to inform decisions when planning to develop new parks, facilities, and amenities. By applying these standards to the population of the District, gaps and surpluses in park and facility/amenity types are revealed.

Tables 4-4 and 4-5 detail the current and recommended LOS for HARD.

The District should pursue further development of recreation amenities that address the gaps in the system to increase the current level of service standard for the projected population in 2030. Figures 3-3 through 3-9 show where specific recreation amenities are located. HARD should seek to locate new amenities in parks and neighborhoods where they are currently missing. See Chapter 5 for more detailed recommendations.

TABLE 4-4
HARD AMENITY LEVEL OF SERVICE

Recreation Component	Total Inventory	Current Service Level based upon District Population		
OUTDOOR AMENITIES				
Diamond Athletic Fields	38	1	field per	7,691
Rectangle Athletic Fields	26	1	field per	11,241
Disc Golf Course (18 hole)	-	1	site per	NA
Playground	76	1	site per	3,846
Dog Park	5	1	site per	58,453
Tennis Court	31	1	court per	9,428
Outdoor Basketball Court	65	1	court per	4,496
Group Picnic Areas	24	1	site per	12,178
18-Hole Golf Course	1.5	1	course per	194,843
Swim Centers	4	1	pool per	73,066
Skate Park	8	1	site per	36,533
INDOOR FACILITIES				
Recreation and Community Centers	160,844	0.55	sq.ft. per	Person

TABLE 4-5
RECOMMENDED LEVEL OF SERVICE AND NEEDS

	Recommended Service Levels			Additional Facilities/ Amenities Needed (2017)	Additional Facilities/ Amenities Needed (2030)
Outdoor Amenities					
Diamond Athletic Fields	1	field per	7,500	1	4
Rectangle Athletic Fields	1	field per	10,000	3	6
Disc Golf Course (18 hole)	1	per	100,000	3	3
Playground	1	site per	4,000	-	3
Dog Park	1	site per	50,000	1	1
Tennis Court	1	court per	12,000	-	-
Outdoor Basketball Court	1	court per	5,000	-	-
Group Picnic Areas	1	site per	10,000	5	8
18-Hole Golf Course	1	course per	250,000	-	-
Swim Centers	1	pool per	50,000	2	2
Skate Park	1	site per	50,000	-	-
Indoor Facilities					
Recreation and Community Centers	1	SF per	Person	131,421	153,527

FIELDS: SYNTHETIC TURF AND LIGHTING

Level of service standards show that HARD will need an additional 6 rectangular fields and 4 diamond fields by 2030. At roughly 2 acres needed per field, the District would need to identify space within existing parks or acquire 20 acres of land for new fields. Increasing the number of synthetic fields and/or the combination of synthetic fields with lighting can help the District meet the demand more efficiently, by extending the hours of the day and days of the year fields are available for use.

As of 2018, HARD has six synthetic turf fields, with conversion of two additional fields to synthetic turf planned. Two of the current synthetic fields have lights. These fields are located both in HARD parks and school sites with mutually beneficial joint use agreements. HARD and the four school districts in its service area (San Lorenzo, Castro Valley, Hayward, and New Haven Unified School Districts) have a long history of shared athletic facilities.

This Master Plan recommends evaluation processes to (1) identify potential sites for synthetic field conversions and new field locations and (2) identify potential sites for installation of athletic field lighting. Mitigation measures have been developed for sites where athletic field lighting is identified. Having both synthetic turf and lights provides the greatest number of hours of play; where candidate sites rise to the top for both processes, they will be given the highest level of consideration for getting synthetic turf and/or lighting.

See Chapter 5: Recommendations for criteria and standards for synthetic turf and field lighting.

Figure 4-2

ACCESS TO LOCAL PARKS AND SCHOOL RECREATION SITES BASED ON 2006 PARKS MASTER PLAN STANDARDS

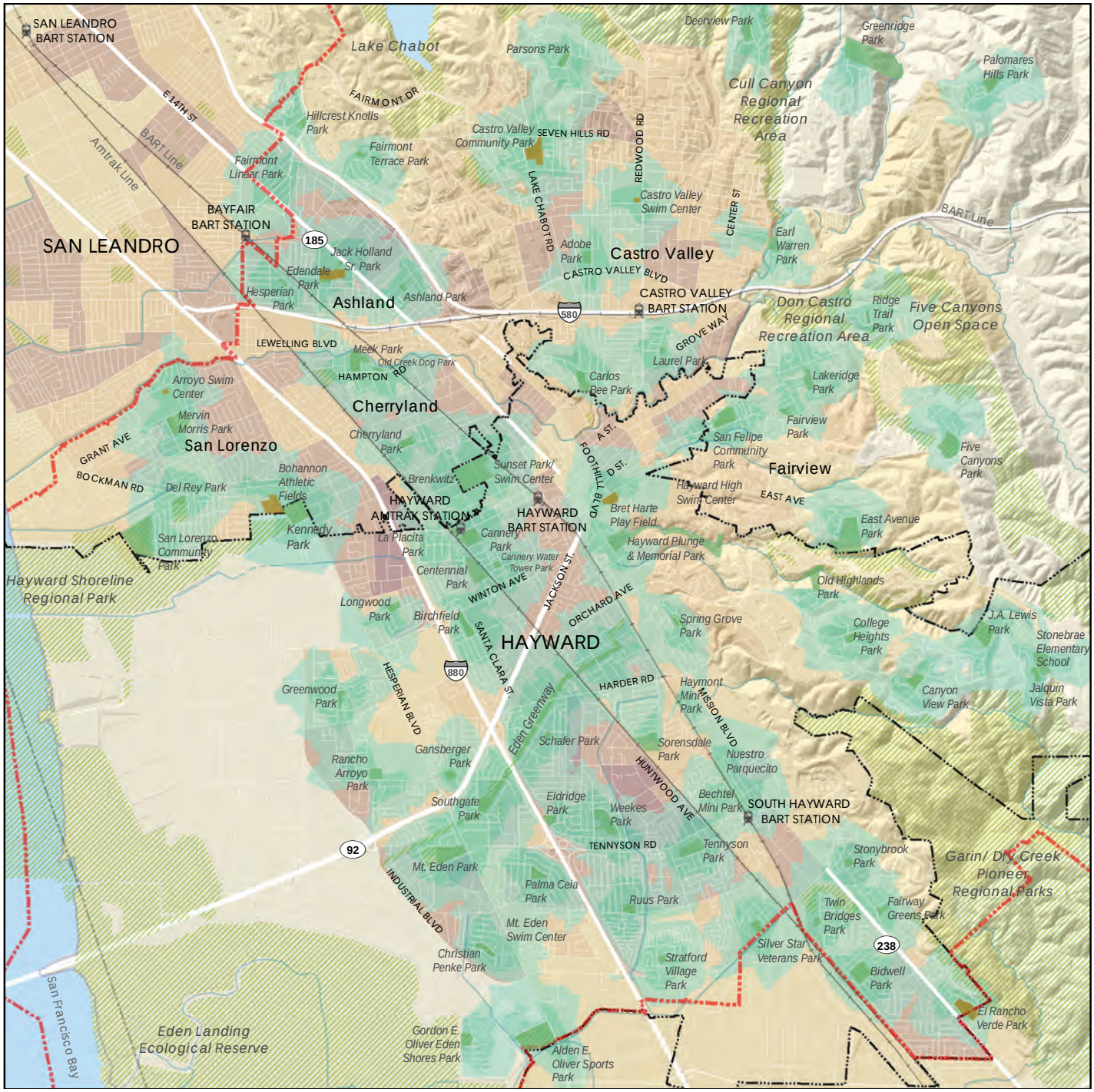


Figure 4-3

ACCESS TO DISTRICT-WIDE PARKS BASED ON 2006 PARKS MASTER PLAN STANDARDS

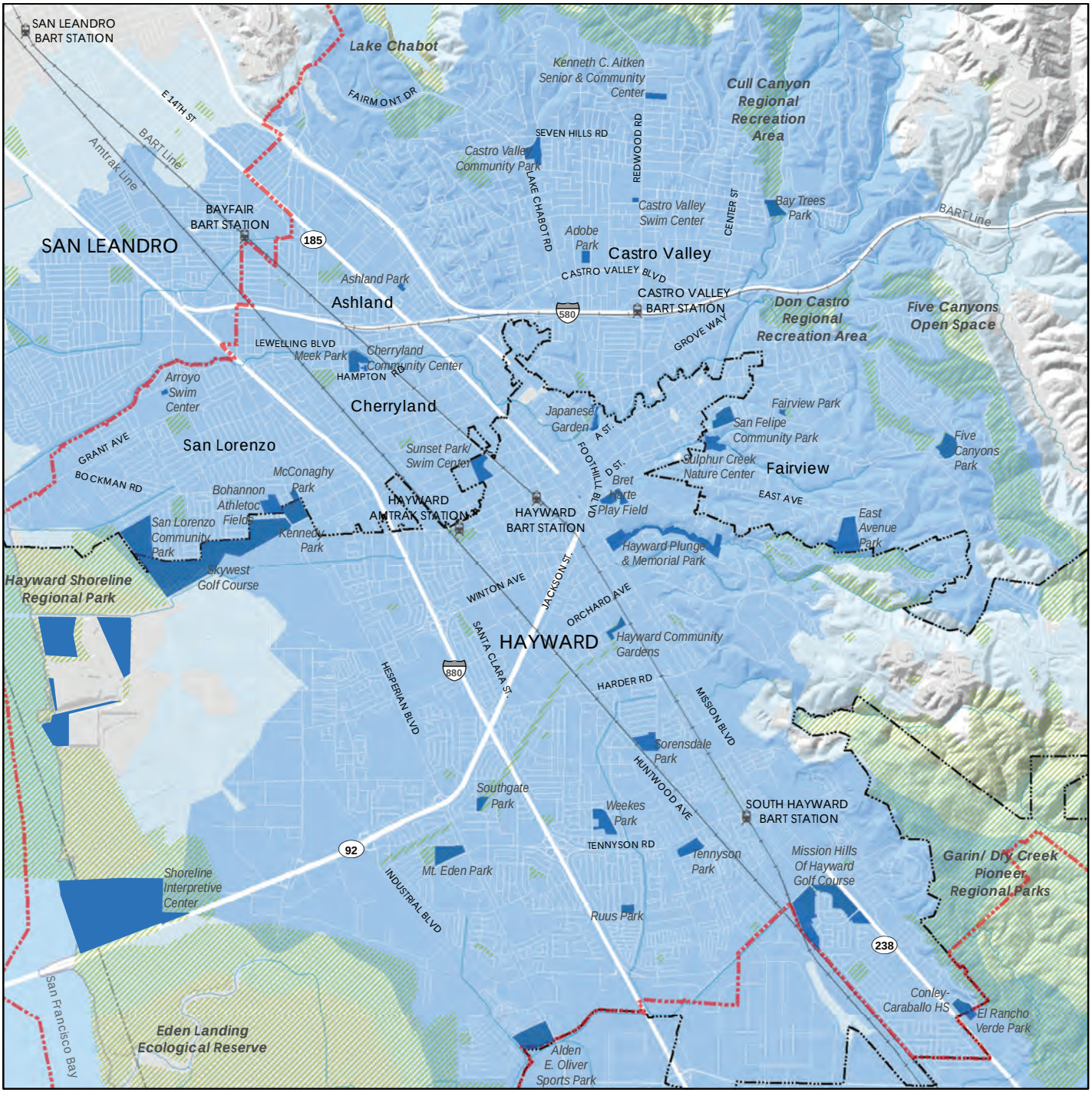
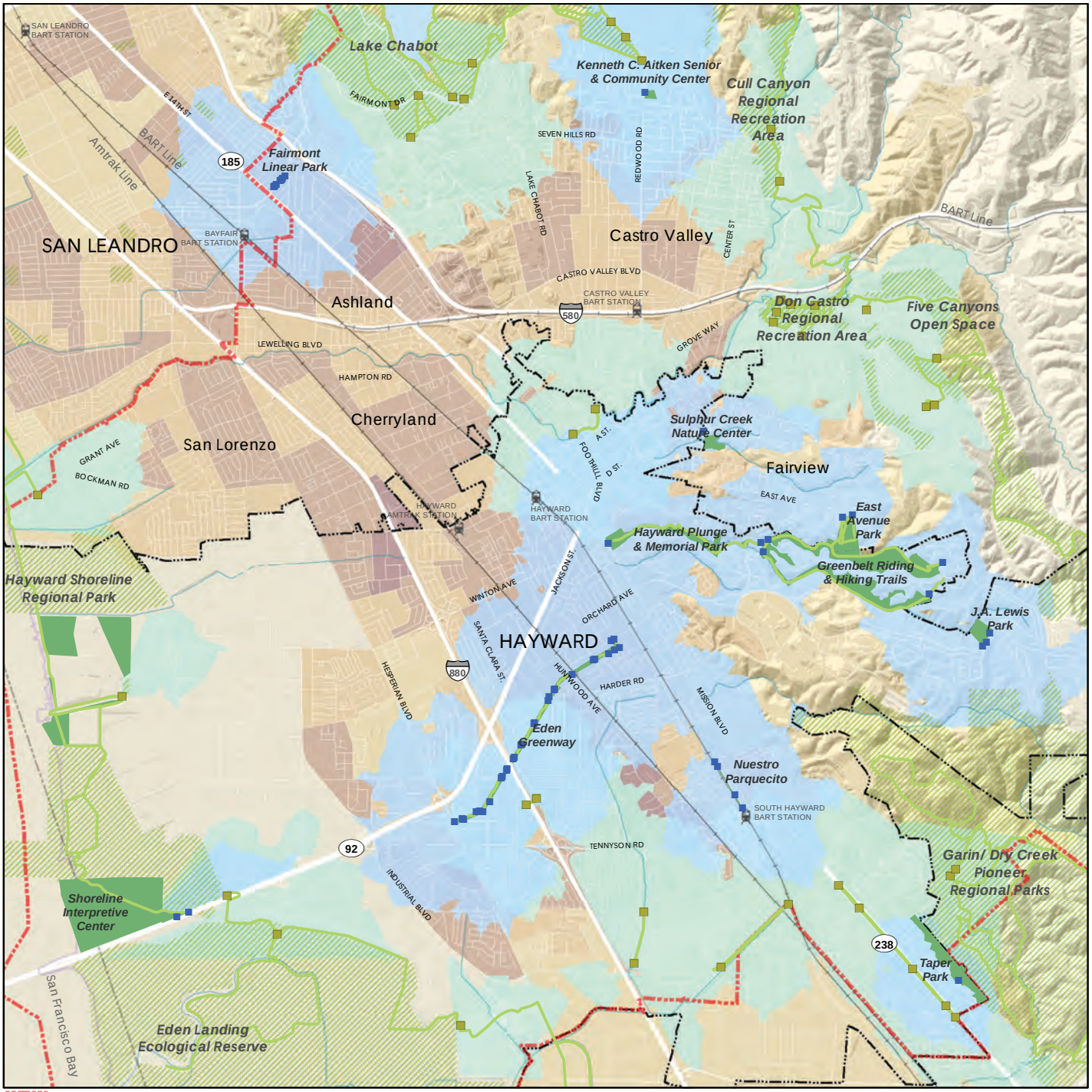


Figure 4-4

ACCESS TO TRAILS, OPEN SPACES AND REGIONAL PARKS

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5. GOALS AND RECOMMENDATIONS

These goals and recommendations are identified to help HARD better achieve its mission to enrich quality of life by providing a variety of recreation activities, parks, and facilities that promote health and wellness, learning, and fun. Recommendations are organized by ten overarching goals. The guidance in this chapter grows out of the Needs Assessment described in Chapter 4, and is intended to guide decision-making by HARD over the next ten years and beyond.

GOALS

G1 Provide Safe and Attractive Parks and Facilities

HARD will continue to manage a diverse and growing suite of parks and recreation facilities that are safe, comfortable, attractive, and well-maintained.

G2 Align Park Programs and Design with Community Demand

HARD will offer recreation facilities and programs that respond to changing community needs and preferences.

G3 Focus on Equity in Access to Parks and Recreation

HARD will strive to use its resources to increase equity. We will focus on areas where parks are scarce or needs are high as the highest priority for new facilities and access improvements.

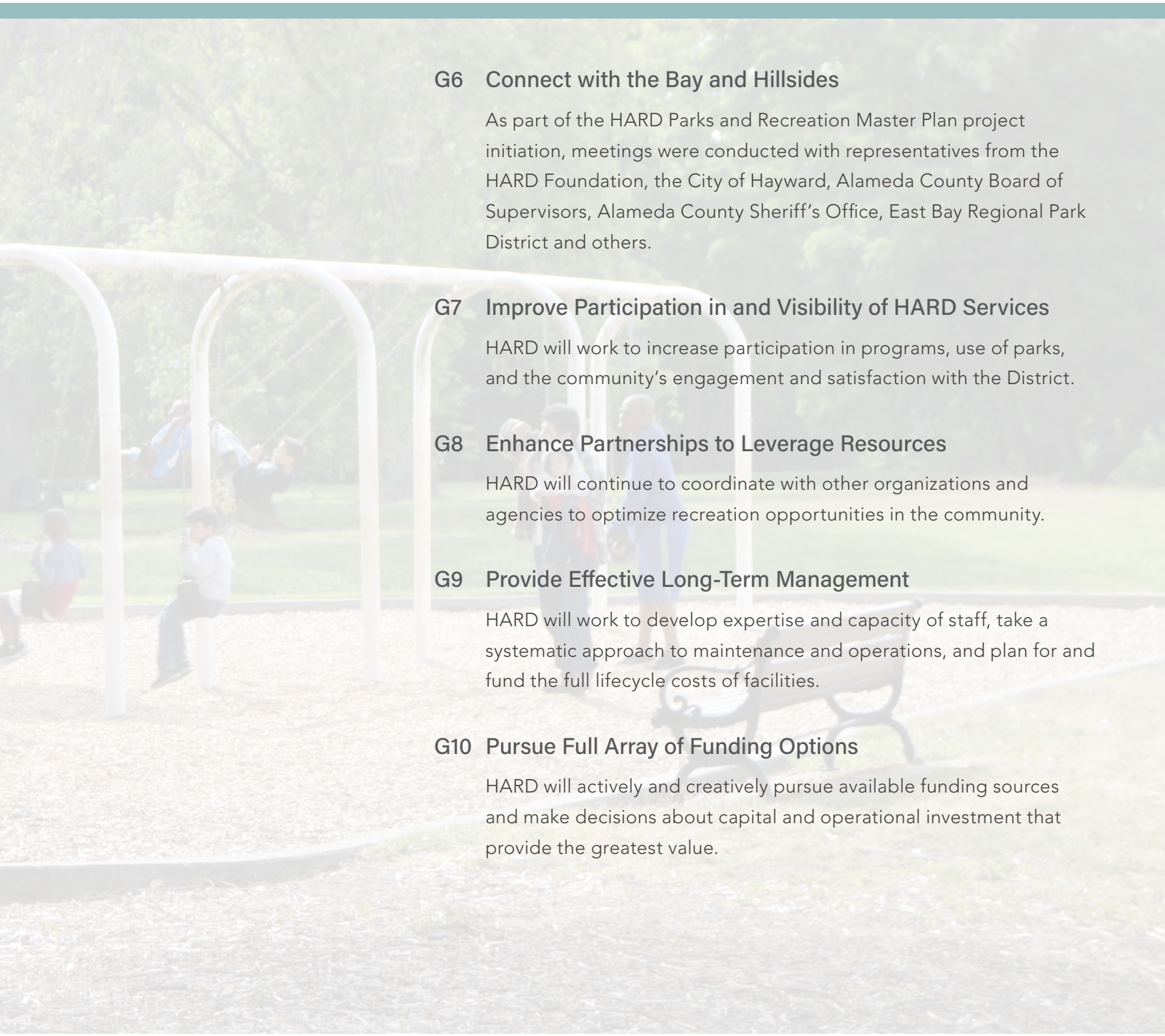
Provide High-Quality and Innovative Park Design and Programs

G4 Provide Innovative Park Design and Programs

HARD will be innovative in its approach to park facilities and design, programming, and engagement to reflect the best in current practices.

G5 Elevate Sustainable Practices

HARD will manage its 1,300-plus acres of park land and its 16 community, recreation, arts and senior facilities in a way that reduces water and energy use and showcases sustainability.



G6 Connect with the Bay and Hillsides

As part of the HARD Parks and Recreation Master Plan project initiation, meetings were conducted with representatives from the HARD Foundation, the City of Hayward, Alameda County Board of Supervisors, Alameda County Sheriff's Office, East Bay Regional Park District and others.

G7 Improve Participation in and Visibility of HARD Services

HARD will work to increase participation in programs, use of parks, and the community's engagement and satisfaction with the District.

G8 Enhance Partnerships to Leverage Resources

HARD will continue to coordinate with other organizations and agencies to optimize recreation opportunities in the community.

G9 Provide Effective Long-Term Management

HARD will work to develop expertise and capacity of staff, take a systematic approach to maintenance and operations, and plan for and fund the full lifecycle costs of facilities.

G10 Pursue Full Array of Funding Options

HARD will actively and creatively pursue available funding sources and make decisions about capital and operational investment that provide the greatest value.

RECOMMENDATIONS FOR EXISTING PARK LAND AND FACILITIES

E1 Prioritize Maintenance

Improving the maintenance, cleanliness and attractiveness of existing local parks and recreation facilities ranked at the top in community members' response to the survey the District conducted in 2016. The park-by-park analysis conducted for the Master Plan Update revealed many parks with lifecycle replacement needs. Better maintenance will positively affect satisfaction, the perception of safety, and the image of the District in the community.

Specific maintenance priorities should include the following:

- Establish level of service standards for landscape maintenance
- Make parks more visually appealing and inviting
- Emphasize mowing, trash removal, and other measures that improve user experience and promote safety
- Improve restroom maintenance

Priority facilities for maintenance are identified in the first of three park improvement tiers (Tier 1: Maintain), as described in Chapter 6.

See also Recommendation O12: District-wide Capital Maintenance Program.

E2 Upgrade Facilities: Making Places for Physical Activity and Community Life

HARD's system features many parks and facilities where upgrades are needed to allow them to better serve the community. The District should attend to the following needs in particular:

- Where neighborhoods are only served by very small local parks (under 1.5 acres), those parks should be priorities for design changes to optimize usability.
- Expand and improve playgrounds and seek to place playgrounds within walking distance of all community members.
- Improve all playfields so they are functional, safe and accessible. Natural grass, if properly maintained, is preferred. However, synthetic turf can allow for more intensive use, especially if maintenance resources are not available. See Recommendation E6.
- Evaluate how to best serve demand for community and recreation centers. This may mean consolidation and emphasis on fewer but higher-quality facilities.
- Incorporate more walking loops and exercise trails in parks, recognizing the positive relationship with public health.
- Update restrooms in community parks with a focus on safety, comfort, and attractiveness.

Priority facilities for upgrades are identified in the second of three park improvement tiers (Tier 2: Enhance), as described in Chapter 6.

E3 Improve Safety and Accessibility through Park Design

Safety in parks is an ongoing concern of community members. The District should evaluate specific safety concerns and determine whether physical changes can help address them. Crime Prevention through Environmental Design (CPTED) elements may include adding lighting, enhancing visibility through landscape or other changes, and changing access patterns. HARD will continue to evaluate all facilities for Americans with Disabilities Act (ADA) compliance and establish priorities for implementing universal design.

Park use may be the most important factor for safety. Where parks are not well-used, HARD should evaluate whether design should support new or different programs, whether it needs to be changed to create a more attractive place to spend time, or whether sites should be considered for surplus.

See also Recommendation O1: Integrate Safety into Operations.

E4 Remove Barriers and Increase Connectivity to Close Access Gaps

In some areas, parks do not serve surrounding neighborhoods well because of fencing or undeveloped access routes. HARD should work with neighborhoods and other jurisdictions to evaluate removing barriers to access. Key opportunities include:

- Access to Sorensdale Park from Stanislaus Way;
- Access to Centennial Park from Ocie Way;
- Access to Weekes Park across the site of the closed Shepherd Elementary School;
- Access to an expanded San Felipe Park from Vermont Street;
- Access along Eden Greenway across the railroad and freeway.
- Provide a sense of entry on City properties and access to Douglas Morrisson Theater, Hayward Area Senior Center and the Japanese Gardens.

Missing street connections and missing sidewalks limit people's access to existing parks. HARD has a role to play in working with neighborhood groups and jurisdictions to advocate for priority street improvements.

E5 Help Achieve Safe Bike Access to Parks

HARD should advocate for a complete bike network that provides safe access to parks for people on bikes, including inexperienced riders. Buffered bike lanes and off-street paths are preferred along arterial corridors. Well-marked bike boulevards are a good strategy for local streets. Plan and construct trails to be multi-use active transportation trails.

Second, HARD should provide good bike facilities within parks.

E6 Enhance Existing Athletic Fields

HARD has some 38 fields for softball and baseball, 18 soccer fields, and other fields available for open play. Some of HARD's fields use natural grass while others have synthetic turf. There are advantages to both. The District should use an evaluation process, as described below, to determine where to use natural and where to use synthetic turf, and where to provide lighting upgrades. In general, HARD should strive for natural grass fields on an appropriate soil base where feasible when undertaking upgrades. Due to the poor condition of natural grass fields today, synthetic turf fields are more in demand. These fields should be the focus of lighting upgrades to extend their usability.

EVALUATION PROCESS FOR TURF AND LIGHTING FOR ATHLETIC FIELDS

Each athletic field (including those at school sites available to the HARD community through joint-use agreement) should be evaluated separately under the Synthetic Turf Criteria and Standards and the Athletic Field Lighting Criteria and Standards. Once the criteria and standards are applied, the fields may be organized into tiers based on the number of criteria they satisfactorily meet. The fields that fall into the highest tier will be given highest priority when considering conversion of existing fields. The criteria and standards will also be applied to potential new field locations. See also D7: Develop Recreation Amenities to Meet Needs.

TABLE 5-1

CRITERIA FOR SYNTHETIC TURF AND ATHLETIC FIELD LIGHTING

Category	Synthetic Turf Criteria	Athletic Field Lighting Criteria
Size	Does the field meet the minimum size requirement: 35,000 square feet for rectangular & diamond & 65,000 square feet for combination fields?	
Location	Is the field located in an area where access gaps exist for rectangular or diamond fields?	
Site Amenities & Investment	Does the site have existing or planned restroom facilities that are permanent structures or attached to buildings with an exterior facing entrance?	
	Are there existing or planned ADA accessible pathways to the field?	
	Does a mutually beneficial financial (cost sharing) partnership exist?	
	Is the field used for school sports programs or physical education classes?	
	Does the field provide benefits for programming both youth and adult sports leagues?	
	Is the field already lighted?	
		Does the field support both diamond and rectangular sports?

STANDARDS FOR TURF AND LIGHTING FOR ATHLETIC FIELDS

Where fields are converted to synthetic turf or where lighting is added, HARD will analyze the potential for disturbance to trees and other natural features and minimize any negative effects to the greatest extent feasible.

The following standards have been developed to minimize light intrusion while providing safe play for field users and safe viewing for spectators.

- In residential areas, field lighting will be designed and installed to ensure less than or equal to 0.5-foot candles increase at adjacent residential property lines.
- LED or any other advanced lighting system should be used to achieve efficiency, light uniformity and visual comfort while minimizing light spillage.
- Illuminance levels will adhere to the following guidelines for light source intensity or recreation, high school or stadium fields unless inconsistent with league rules:
    - Rectangular Fields: 50 foot candles (fc)
    - Diamond Fields: 100 fc (infield); 50 fc (outfield)

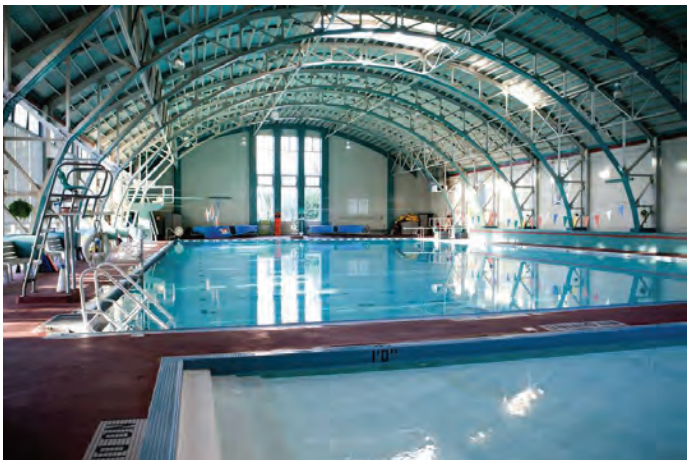
A variety of techniques may be used to minimize light intrusion, depending on the specific context. These include shielding, wattages, mounting height, aiming angles and dimming controls; plantings or physical buffers; and operational techniques such as curfews, programming limits, and seasonally-adjusted hours. As lighting technology improves, HARD will regularly review and update these standards.

E7 Develop a Strategy for Aquatics Facilities

The District currently operates four swim centers: the Hayward Plunge and the seasonal outdoor pools at Arroyo, Castro Valley, and Sunset. None of these pools can currently support modern competitive swimming. It would be optimal for the District to operate 2 to 3 facilities that can support lessons as well as higher-level use, and 2 to 3 other smaller, local pools or splash pads. The District should determine which aquatics facilities to upgrade and/or transform. Community engagement should be done to inform a more detailed understanding of community needs.

E8 Develop a Strategy for Community Centers

HARD's nine community centers host a diverse set of programs and activities, but vary in their functionality, especially as rentable facilities for weddings and other large events. They are often limited by a lack of space; floor plans that aren't flexible enough to meet multiple needs; competition from more attractive facilities, and other issues. HARD should evaluate the demand for community centers, and determine how to most successfully and efficiently meet that demand. This may include consolidation of facilities into fewer, more effective centers. The strategy should balance revenue-generating uses with the need to provide classes and programs that meet the District's objectives. Community engagement should be done to inform a more detailed understanding of community needs.



Hayward Plunge
Source: HARD

Matt Jimenez Community Center
Source: WRT

E9 Develop a Strategy for Golf Facilities

HARD operates two golf courses: the 18-hole Skywest Golf Course north of the airport and the 9-hole Mission Hills of Hayward Golf Course in south Hayward. Other publicly-available facilities are also available in the larger area. Demand analysis does not find the need for additional golf facilities. Meanwhile, use of golf courses has steadily declined for ten years and operating costs are expected to grow significantly with new lease terms. HARD should determine a course of action for golf in a way that aligns district resources with community demand. The District should look at alternatives for use of the Skywest site that work today and in the future.

E10 Identify Potential Excess Properties

While HARD needs more park land overall to adequately serve the community, the District has some properties that may not be suitable for good parks. The District should consider identifying surplus properties and using property sale proceeds as a source for making investments that better serve the District's mission.

E11 Conduct a Tree Inventory and Develop Urban Forest Management Policies

HARD does not currently have adequate information on the location, species, health, and hazard of its trees. The District should conduct a tree inventory and develop urban forest management policies to plan for the safety and health of the urban forest.

E12 Align Parking with Need and Support Walking and Biking

Currently, the amount, location, and condition of parking areas at HARD facilities is inconsistent. The District should conduct a site-by-site analysis comparing available parking with facility type and usage patterns. In general, local parks should not require on-site parking; there may be some locations where parking can be converted to recreational use. Elsewhere, some special facilities may need more parking to accommodate demand.

Memorial Park

Source: WRT

E13 Complete Park Master Plans for Key Sites

Several parks are identified for master plans to be funded with Measure F1 bond proceeds. Of these, three sites in particular offer potential to contribute to the District's strategies for athletic fields (E6), aquatic facilities (E7), and community centers (E8) and to have a District-wide positive impact.

Memorial Park. The Hayward Plunge requires evaluation for structural stability and seismic safety. Evaluation should consider whether there could be an alternate use for this historic building, and should take place in the context of a larger study of the relationship between that facility, Memorial Park, and the greenway and trail extending up the canyon.

Centennial Park. Centennial Park has a central location but lacks visibility and is not well-utilized. This site has the potential to accommodate a new pool and/or gymnasium serving the entire community. Access improvements should also be considered and include a wall along the railroad tracks to improve public safety.

Brenkwitz/Sunset Site. This site is owned by the Hayward Unified School District, which is building a new school adjacent to Brenkwitz High School to replace Cherryland Elementary School. HARD should pursue a new agreement with HUSD, and renovation and enhancement of athletic fields and other recreational amenities on the site.

E14 Enhance Access to and Experience of the Hayward Shoreline

HARD should evaluate how it can best highlight the Bay shoreline as a recreational asset. This question must be part of a larger one: how to best work with the State, East Bay Regional Park District (EBPRD) and others to advance overlapping goals for the shore. These include conservation of natural resources and interpretation of culture, infrastructure, ecology, and natural processes. The District should explore consolidating its land along a more limited stretch of shoreline with connectivity to inland HARD lands, to help strengthen the bay-to-hills connection. The District should also consider updating the interpretive program at the Shoreline Interpretive Center in partnership with EBRPD to incorporate future sea level rise adaptation.

Hayward Shoreline Interpretive Center
Source: WRT

E15 Enhance the Experience of Hillside Parks

HARD has some unique, high-quality land on the hillsides offering exposure to natural landscapes and great views. The development of La Vista Park and Valley View Park over the coming years will be major steps. The District should also look for opportunities to enhance the hillside experience at San Felipe, Greenridge and other parks. One area of focus may be on opportunities for HARD parks to be successful gateways to the regional open space system that include trailhead amenities and connections. Another may be to interpret seismic activity along the Hayward Fault, with a new nature program in partnership with local colleges and seismic agencies.

E16 Guide Future Use of Rowell Ranch Rodeo Park

Rowell Ranch Rodeo Park embodies a part of the area's history and continues to bring that unique activity into the lives of people in the Bay Area. There are opportunities to make more of this site, in particular by enhancing trail connections to the regional open spaces and by exploring development of athletic fields as a potential revenue source with demand from fast-growing Tri-Valley communities.

This Master Plan also recommends new park acreage and service area standards, including a target to strive for overall and a standard for acquisition and development.

RECOMMENDATIONS FOR DEVELOPING THE SYSTEM

D1 Update the Park Classification System

The 2006 Recreation & Parks Master Plan classified most parks in more than one category. This Master Plan establishes a simpler system. If a facility is a school site, that is its class. If a park has a special facility in it, that facility is now treated separately from its host park. For example, the Hayward Plunge, Memorial Park, and the Hayward Plunge Greenway and Trail are now classified as three distinct facilities. With this system, HARD has 101 parks and facilities in five classes: local parks, community parks, school recreation sites, special use facilities, and linear parks, greenways and trails.

The park classification system is defined and mapped in Chapter 3.

D2 Update Park Acreage and Park Service Area Standards

This Master Plan also recommends new park acreage and service area standards, including a target to strive for overall ("optimal") and a standard for acquisition and development ("desirable").

This Master Plan groups school recreation sites together with community parks and special use facilities, recognizing that school sites primarily offer specific recreational opportunities but may not provide the amenities people need in local parks. The desirable acreage standard is matched to current conditions and opportunities. It seeks to help the District leverage its existing park land and focus in particular on creating more local parks, matching community priorities.

The Master Plan recommends that HARD seek to provide a neighborhood or community park within one-quarter mile (optimal) walk of all residents. This standard recognizes that community parks typically have all that local parks do—and more—so being near a community park should count. The Master Plan recommends that a community park, special use facility or school recreation site be within 1/2 mile (optimal) or 1 mile (desirable) of all residents, a substantially improved standard compared to the 2006 Master Plan that values the Quimby Act and supports a strong emphasis on access by foot and bike. This Master Plan adds a new service area standard for linear parks, greenways and trails, recognizing the great recreational value that regional open space trails provide.

TABLE 5-2

RECOMMENDED PARK ACREAGE AND SERVICE AREA STANDARDS

	acreage		distance[1]	
PARK TYPE	desirable	optimal	desirable	optimal
Local Parks	1.5	2.0	1/2 mile	1/4 mile
Community Parks, Special Use Facilities and School Recreation Sites	2.0	3.0	1 mile	1/2 mile
Linear Parks, Greenways and Trails[2]	1.2	2.0	2 miles	1 mile
Subtotal	*4.7*	*7.0*		

Notes:
1. Distance should be measured along streets and paths.
2. Acreage calculation does not include regional parks and trails. However, distance standard does include these, in recognition of the recreational value of regional parks.

Current park acreage level of service and park land needed by 2030 to meet the recommended standards are shown in Table 5-3. Level of service is shown for the District as a whole as well as for the City of Hayward and the Unincorporated Areas. Level of service is shown in red where it does not meet the desirable standard, and in green where the standard is exceeded.

As the table shows, HARD does not currently meet recommended standards for local parks or for community parks, special use facilities and school recreation sites (combined). However, because of the wealth of linear parks, greenways and trails in Hayward, the City exceeds the overall desirable park standard and nearly reaches the optimal standard.

HARD would need an additional 227 acres of local parks and 113 acres of community parks, special use facilities and school recreation sites to meet the desirable standards. However, the district exceeds the desirable standard and is very close to meeting the optimal standard for linear parks, greenways and trails.

TABLE 5-3

LEVEL OF SERVICE AND ACRES NEEDED

	HARD (2018)		City of Hayward (2018)		Unincorporated Communities (2018)		Additional Acreage Needed to Meet Desirable Standards by 2030[3]	
Park Type	acres	acres/ 1000[2]	acres	acres/ 1000[2]	acres	acres/ 1000[2]	desirable	optimal
Local Parks	232.0	0.8	128.5	0.8	103.2	0.8	241	399
Community Parks, Special Use Facilities and School Recreation Sites	531.3	1.8	329.0	2.1	202.1	1.5	100	415
Linear Parks, Greenways and Trails[1]	607.1	2.1	603.3	3.9	0.9	0.0	(228)	24
Subtotal	*1,370*	*4.7*	*1,097*	*6.9*	*306.2*	*2.2*	*113*	*838*

Notes:
1. Not including regional parks and trails.
2. Estimated Population: 292,265 (HARD Overall), 154,507 (City of Hayward), 137,758 (Unincorporated Areas). Source: US Census Bureau, 2012-2016
3. Projected 2030 Population: 315,535 (Alameda County General Plan, 2015; City of Hayward, 2014.

Figure 5-2 maps ¼- and ½-mile walksheds from all local and community parks, showing how well the recommended service area standard is met today. Figure 5-2 shows the effect of adding planned parks and certain potential park sites. Both maps show population density.

While most residential neighborhoods are within a ½-mile walk of a local or community park today, there are gaps. Planned and potential park sites would fill several of those gaps.

Figure 5-3 maps 1/2-mile and 1-mile distances from community parks, special use facilities and school recreation sites, showing where gaps currently exist as well as how planned and potential park sites could begin to fill those gaps.

Figure 5-4 maps 1- and 2-mile distances from linear parks, greenways, and trails—including trailheads associated with regional parks. Hayward and Fairview have good access to HARD linear parks, greenways and trails. When trails operated by East Bay Regional Parks and others are included, Castro Valley and western San Lorenzo are also accessible. Gaps exist in parts of San Lorenzo and Cherryland. These could be addressed by trail development along the San Lorenzo Creek corridor.

Figure 5-1

PLANNED AND POTENTIAL PARK AND SCHOOL RECREATION SITES

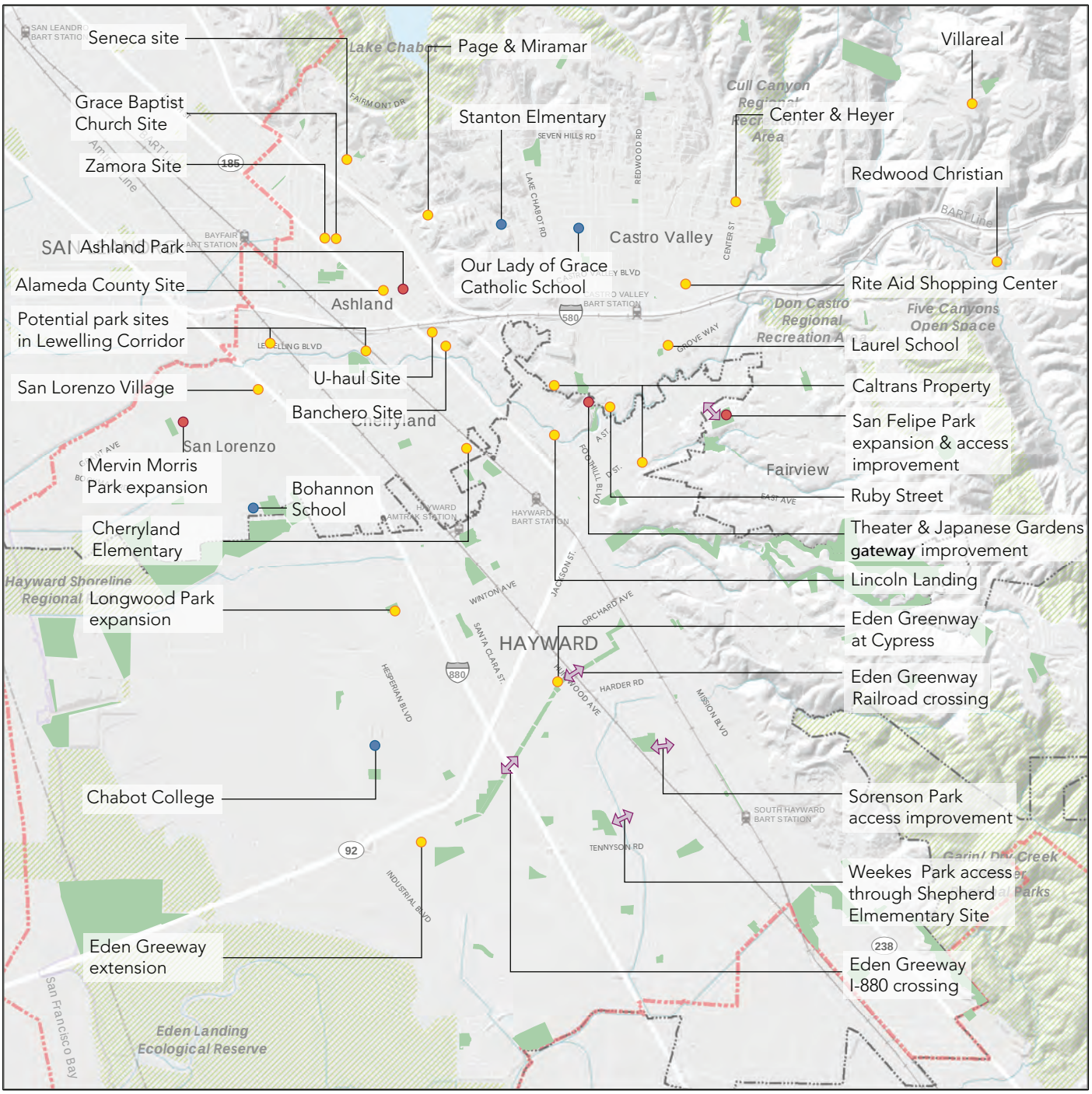


Figure 5-2

ACCESS TO LOCAL AND COMMUNITY PARKS (EXISTING, PLANNED AND POTENTIAL)

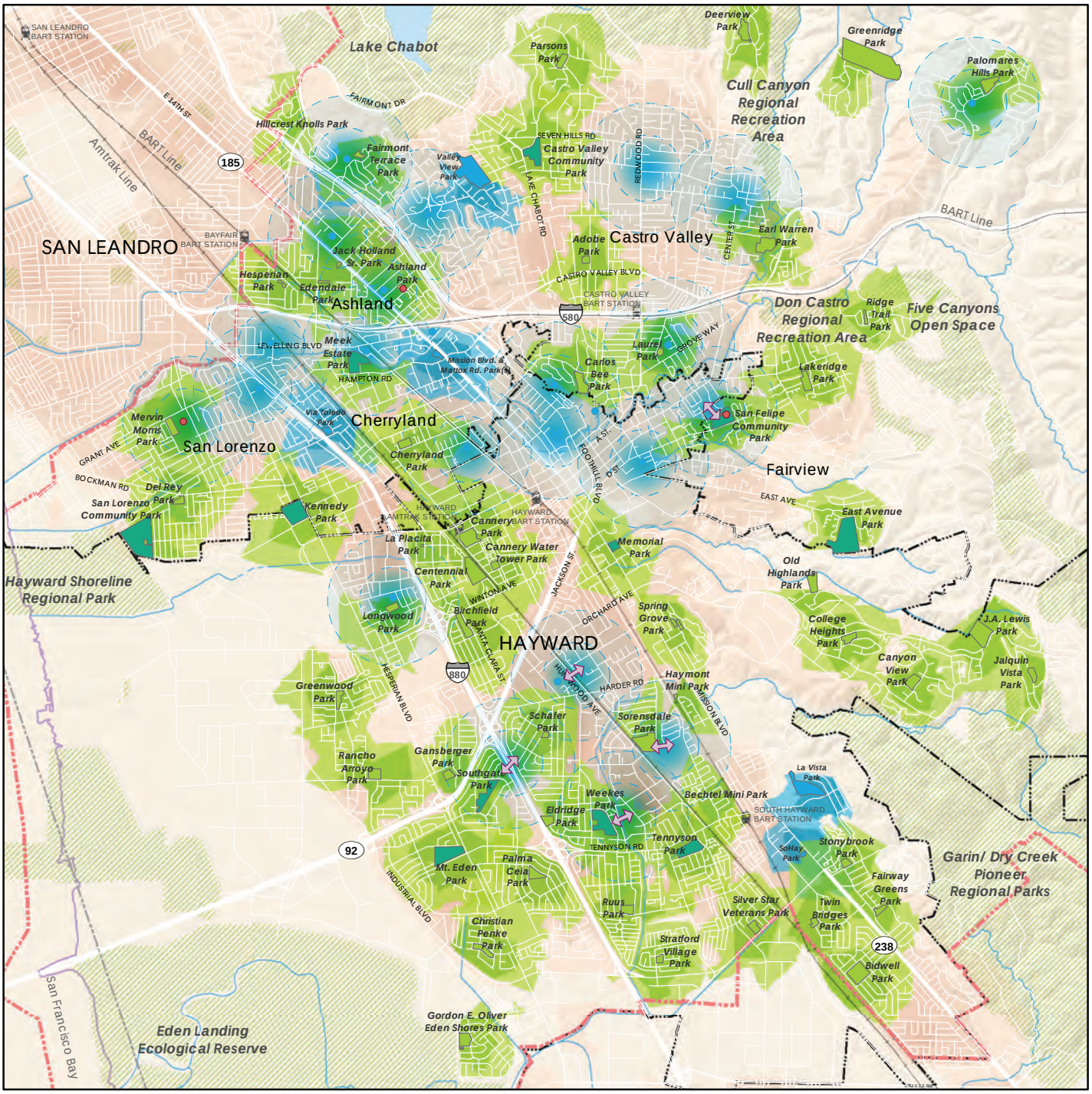
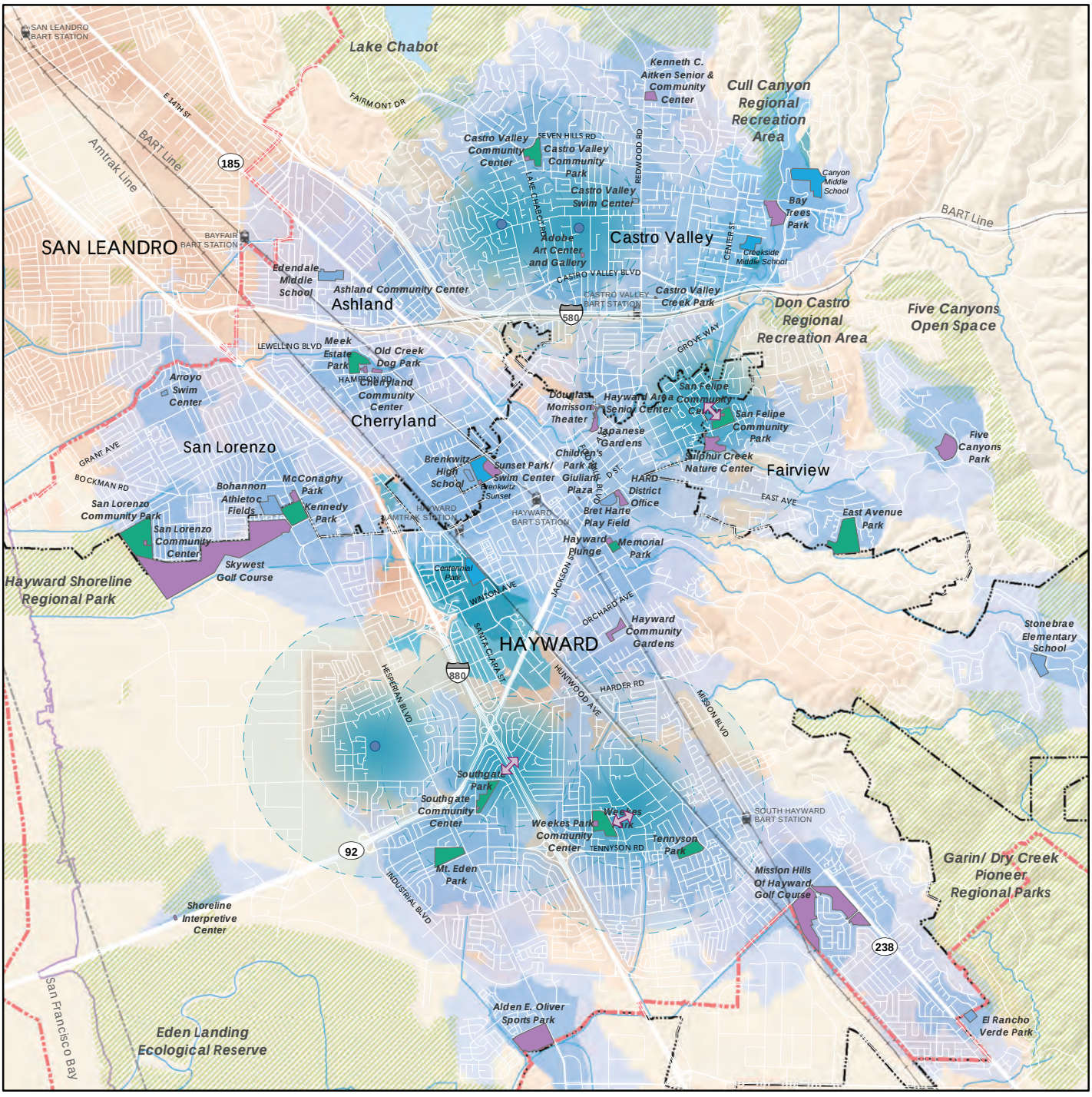


Figure 5-3

ACCESS TO COMMUNITY PARKS, SCHOOL RECREATION SITES AND SPECIAL USE FACILITIES (EXISTING, PLANNED AND POTENTIAL)



HARD Boundary
County Boundary
City of Hayward
Water
Creeks
Rail Lines
Regional Parks and Open Space

Community Parks
School Recreation Sites
Special Use Facilities

Service Area of Existing Parks

0.5 mile
1 mile

Planned Parks Enhancement & School Recreation Sites
New School Recreation Site
Access Improvement

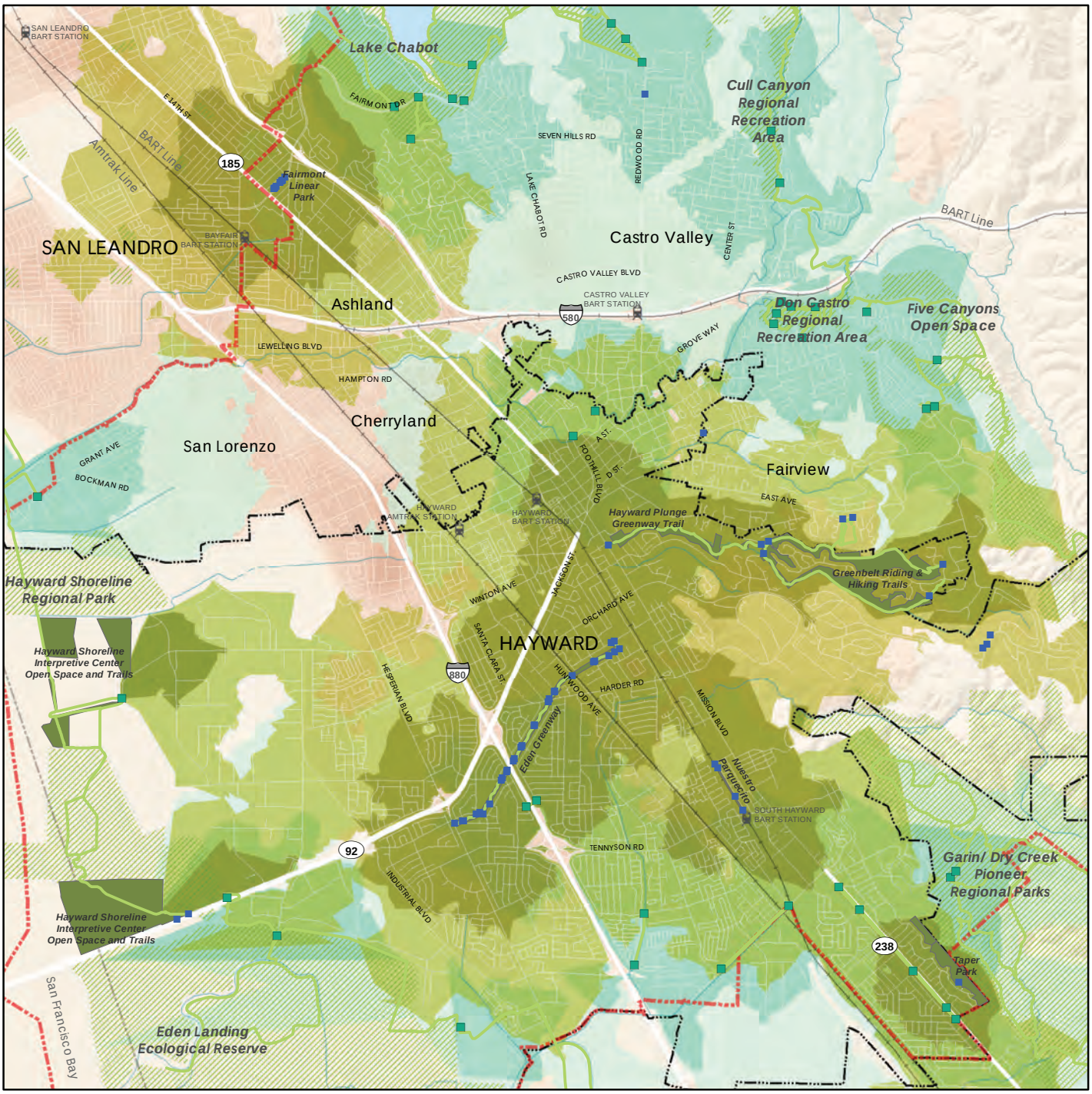
Service Area of Planned and Potential Parks

0.5 mile
1 mile

N
0 0.25 0.5 1 Miles

Figure 5-4

ACCESS TO TRAILS, LINEAR PARKS AND GREENWAY OPEN SPACES



D3 Parkland Dedication and Fees

HARD's capacity to develop new parks and facilities will depend in large part on park land dedication and in lieu fees raised through development, following the Quimby Act. The level of service analysis and standards in this Parks Master Plan should be used by the City of Hayward and Alameda County to update and implement park land dedication and in lieu fee requirements.

D4 Complete Planned Parks and Park Improvements

HARD is currently undertaking a set of major park design and development projects. These include the new La Vista Park, Valley View Park, SoHay Park, Fairmont Terrace Expansion, and Via Toledo Park, as well as improvements or renovations to several existing parks. Many of these projects have funding through Measure F1, while others are programmed into the 2017-2020 Three-Year CIP. HARD should manage these projects to completion. Measure F-1 projects are summarized in Table 6-1 (Chapter 6).

D5 Identify and Pursue Specific Opportunities for Parkland Expansion

HARD should continue to evaluate specific park opportunity sites, including those shown on Figure 5-1. These include opportunities for park expansion and enhancement; new parks; and new school recreation sites. Specific opportunities include but are not limited to:

- Three potential park site options in Ashland, as well as the concept of expanding Ashland Park and relocating or re-purposing the community center;
- Two potential park sites along Lewelling Boulevard in Cherryland, explored in the Ashland and Cherryland Business District Specific Plan;
- The current site of Cherryland Elementary School, which is being relocated;
- The Bohannon property in San Lorenzo;
- The undeveloped property at Page and Miramar in Castro Valley.
- Undeveloped land owned by Caltrans east of Foothill Boulevard in Hayward (Parcel Groups 8 and 9 in the Route 238 Corridor Lands Master Plan);
- Enhancements to provide a sense of entry on City properties and access to Douglas Morrisson Theater, Hayward Area Senior Center and the Japanese Gardens;
- Incorporation of a new park as part of the Lincoln Landing development in Hayward;
- Creation of a new park connected to Eden Greenway, and addition of freeway and railroad crossings to link the greenway and make its amenities more accessible;
- Portions of the Redwood Christian site and the Laurel School site in Castro Valley.

Other opportunities will come up over time. The District should actively pursue sites for new parks and facilities, using access, equity, and special site characteristics as criteria as described in D6.

The District should refer to the City of Hayward General Plan, the Castro Valley General Plan, the Eden Area General Plan, Fairview Area Specific Plan, Ashland and Cherryland Business District Specific Plan, the San Lorenzo Village Center Specific Plan, and master plans for the Priority Development Areas (PDAs) in the City of Hayward as guides for park priority locations. For future parks at infill sites, it may be valuable to engage experts in brownfields redevelopment as needed.

Figure 5-1 also shows opportunities for access improvements. See Recommendation E4.

D6 Pursue New Parks, School Recreation Sites, and Access Improvements in Priority Areas

HARD should place the highest priority for new parks, facilities, school sites, and access improvements in locations that meet one or both of the following criteria.

1) Access. HARD should seek new local parks in areas more than a half-mile walk of a local park, and should seek new community parks, school recreation joint use agreements, or special facilities in areas more than a mile from one of these facilities, thus helping to fill service area gaps. See Figures 5-2 and 5-3.

2) Equity. The District should focus on areas with higher population density and income challenges. Here, new gymnasiums, joint-use athletic fields, teen programs, upgrading existing parks to better match local demand, and investing in safe routes to parks for people on foot or using transit may all be good strategies.

3) Special Site Characteristics. These may include recreational value, accessibility, views and/or access to natural or cultural features.

D7 Develop Recreation Amenities to Meet Needs

Based on the demand analysis provided in Chapter 4, HARD should seek to develop four additional fields for diamond sports and six for soccer and other rectangular field sports. In addition, the District will need three 18-hole disc golf courses, three playgrounds, two swim centers, and some 300,000 square feet of indoor recreational facility space. There are also needs for passive recreation improvements including eight group picnic areas, three playgrounds, and a dog park.

There is some capacity to develop new recreation amenities in existing parks, including Bidwell and Tennyson. School partnerships may provide an option for others, notably Sunset. The remainder should be included in future parks. New recreation amenities should be located in areas where they can serve residents who are not currently well-served.

D8 Engage Partners in Facility Programming and Design

For parks and recreation facilities to serve their community well, they need to respond to community members' values and priorities. HARD should work with the City of Hayward, Alameda County, Municipal Advisory Committees, the school districts, developers, homeowner associations, and others involved in future park

development to ensure that future facility design and programming are well-matched with goals.

D9 Clarify and Enhance the Function of School Recreation Sites

School sites can be a recreational asset for the community. HARD's approach to school sites should have the three following elements.

1) Focus on what a successful partnership looks like, recognizing that HARD and each of the school districts in its service area have their own mission and priorities. Successful partnerships must be mutually beneficial. For HARD, school recreation sites should have clear public access during non-school hours, be well-maintained, and offer recreational resources or amenities the community will use.
2) Identify challenges in existing joint-use agreements and focus on resolving them.
3) Identify additional school sites that would provide the greatest benefit due to their location or the type or quality of their recreational facilities, and focus on entering agreements for these sites.
4) Participate in the design of school retrofits and new school sites so that recreational areas can most successfully meet the needs of both students and the community.
5) Be in good communication with the school district and be in a position to negotiate for transfer or closed school sites that could serve well as future parks.

D10 Plan for Greenways and Trails

The community supports developing a more extensive system of greenways and trails, including east-west and bay-to-hills connections. HARD should undertake a Greenways and Trails Master Plan. This will involve coordination with several agencies, including:

- City of Hayward and Alameda County, to incorporate trails into the San Lorenzo Creek corridor;
- City of Hayward and Caltrans to create the Hayward Foothill Trail on Route 238 Corridor Lands and other properties;
- PG&E for greenway and trail opportunities along Eden Greenway and other utility corridors;
- Alameda County Transportation Commission and Alameda County Public Works to coordinate the Trail Master Plan with the County's Pedestrian and Bicycle Plan;
- Hayward Area Regional Shoreline Planning Agency (HASPA) for trails in the Bay lands and to coordinate trail development with resiliency strategies.
- City, County and School Districts on Safe Routes to Parks and Schools efforts.

Trail and greenway development should be linked to environmental stewardship and management along creek corridors, sensitive hillside areas,

and the Bay shoreline. Trails must be safe, well-designed, accessible, and inviting, and create safe routes to parks and schools.

Greenways and trails should link new or enhanced parks, which can help fill park gaps in underserved neighborhoods. Specific opportunities include:

- The redesign of Memorial Park at the base of the Greenbelt Riding & Hiking Trails (see also Recommendation E13);
- The creation of a new local park nested within Eden Greenway, paired with new overcrossings enabling greater access to and along the greenway;
- The site between Lewelling Boulevard and San Lorenzo Creek directly north of Meek Estate Park, identified in the Ashland and Cherryland Business District Specific Plan.

Eden Greenway

Source: WRT

RECOMMENDATIONS FOR RECREATION PROGRAMS

Additional recommendations for how HARD can optimize the value of its recreational programs may be found in the Operations and Funding Report developed in tandem with the Parks Master Plan.

R1 Ensure the Right Core Program Mix, and Expand Programs and Services in the Areas of Greatest Demand

HARD is a large and diverse district in terms of facilities, program offerings, land area, and population. HARD should undertake a focused, mission-based visioning exercise to identify the most important services, and then work to provide those at a high level.

HARD's program mix must be evaluated to ensure that offerings align with changing leisure and recreation trends, demographics, and needs of residents. The District should identify and focus on programs and services in greatest demand, and reduce or eliminate programs and services where interest is declining. Potential areas of focus have been identified through the Recreation and Parks Master Plan process, as follows.

- Expand the reach of after-school and camp programs where programs are not offered by other organizations
- Provide more opportunities for active seniors
- Provide job skills and language classes

CORE PROGRAM MIX

The National Recreation and Park Association (NRPA) recommends that six determinants be used to inform what programs and services are provided:

1. Conceptual foundations of play, recreation, and leisure. Programs and services should encourage and promote a degree of freedom, choice, and voluntary engagement in their structure and design. Programs should reflect positive themes aimed at improving quality of life for both individuals and the overall community.
2. Organizational philosophy, mission, and vision. Programs and services should support the District's mission and vision statements, values, goals, and objectives. These generally center on promoting personal health, community well-being, social equality, environmental awareness, and economic vitality.

3. Constituent interests and desired needs. Districts should actively seek to understand the recreational needs and interests of their constituency. This not only ensures an effective use of taxpayer dollars, but also helps to make sure that programs perform well and are valued by residents.

4. Support of a constituent-centered culture. Programs and services reflect a District culture where constituents' needs are the prime factor in creating and providing programs. This should be reflected not only in program design, but in terms of staff behaviors, architecture, furniture, technology, dress, forms of address, decision-making style, planning processes, and forms of communication.

5. Experiences desirable for clientele. Programs and services should be designed to provide the experiences desirable to meet the needs of the participants/clients in a community and identified target markets. This involves not only identifying and understanding the diversity of needs in a community, but also applying recreation programming expertise and skills to design, implement, and evaluate a variety of desirable experiences for residents to meet those needs.
Community opportunities. When planning programs and services, a District should consider the network of opportunities afforded by other organizations such as nonprofits, schools, other public agencies, and the private sector. Districts should also recognize where gaps in service provision occur and consider how unmet needs can be addressed.

- Support mothers' groups and caretakers' groups
- Expand the aquatics program (lessons, lifeguards, etc.)
- Expand art programs.

R2 Evaluate Program Areas

HARD should systematically evaluate program areas to determine how to best leverage its specific assets as well as assets managed by other agencies. Program areas may or may not rate highly based on core program area demand analysis or participation trends but may have positive revenue implications for the District or help distinguish the District. Ideas include:

- Evaluate the golf program, HARD golf facilities, and alternative concepts for both;
- Evaluate the theater program, and how to better leverage a high-quality facility;
- Evaluate ecological education opportunities at Sulphur Creek, Hayward Shoreline Interpretive Center, and elsewhere;
- Evaluate agricultural and community programs that could be offered at Rowell Ranch Rodeo Park.

R3 Support Innovative Programming that Supports Social Cohesion

HARD should facilitate the use of parks and facilities for new events and activities that bring people together. Where these activities align with core services, it is appropriate for the District itself to establish new programs. In other cases, these activities may be run by others, with the District playing an incubation or facilitation role. Ideas include cultural festivals, outdoor classrooms, fire pits, food trucks, movies in the park, etc.

R4 Schedule Programs to Support Working Families

Many households in HARD's service area are single parent or dual wage-earning parent families with children that may require outside support and greater flexibility. HARD should continue to monitor demand for programs and provide flexibility in scheduling to capture peak visitation opportunities. In particular, HARD should evaluate demand for before and after-school programs, and work with partners as appropriate to provide needed services.

R5 Recreation Partnerships

HARD should strengthen existing and explore new partnerships with the City of Hayward, East Bay Regional Parks District, Alameda County, school districts and others. Partnerships should support HARD's determination of core service areas and should allow the district—and other agencies—to reduce operating costs. Partnerships should be memorialized in formal agreements.

Specific opportunities may include:

- Partner with the City of Hayward on graffiti removal, landscape architecture, security, staff

training, design review, GIS and mapping, fee administration, and emergency repairs.

• Collaborate with East Bay Regional Park District on management and programming at the Shoreline Interpretive Center; regional trail connections from the Rowell Ranch Rodeo Park site; and opportunities to link more programming with regional open spaces.

• Coordinate with school districts to provide multipurpose rooms and recreation facilities for after-school activities where needed;

• Collaborate with hospitals, for collaboration on wellness programs and sites;

• Collaborate with community and neighborhood groups on community gardens;

• Collaborate with Alameda County Deputy Sheriff's Office Activity League (DSAL);

• Coordinate programs with community centers run by others, in particular Ashland REACH Center and South Hayward Family Youth Center

RECOMMENDATIONS FOR OPERATING A HIGH-QUALITY PARKS SYSTEM

Additional recommendations for how HARD can improve its staffing and maintenance operations may be found in the Operations and Funding Report developed in tandem with the Parks Master Plan.

O1 Integrate Safety into Operations

HARD recognizes that park design and operations play an important role in creating safe conditions for park users – and can contribute more broadly to building a safer community. HARD should continue to make safety a key metric by which operations decisions are evaluated. These decisions include:

- hours of operation for parks;
- anti-graffiti measures;
- clarifying the role of park rangers and police
- adding a "Park Watch" program to augment Neighborhood Watch,; and
- activating parks with programming.

Park activation, especially, can both make a specific park safer by bringing more park users, and contribute to safety more broadly by building community cohesion.

Park design features are also important. See R3 Improve Safety Through Park Design.

O2 Integrate Sustainability in Operations

With its extensive lands and buildings, HARD has an important role to play in reducing the community's greenhouse gas emissions, reducing energy and water use, offsetting air and noise pollution, and providing habitat. The District should build sustainability into all operational decisions. Specific areas of focus should include the following:

- Turf Reduction and Water Conservation. Natural grass is challenging to maintain and requires a lot of water. The District should identify locations where turf is not necessary to serve active use or other purposes and replace turf with a mix of turf and mulch or other plantings.
- Energy Conservation. Many of HARD's buildings are aging and in need of lifecycle replacement and/or upgrades. The District should build in energy conservation as a core goal of all improvement and modernization projects. Strategies may include new, high-efficiency utilities, natural ventilation, on-site renewable energy generation, and others.
- Propagation and Tree Composting. The District can make sustainability gains by reusing plant materials as a nutrient source for the next generation of landscape.

O3 Current, Multilingual and Culturally Relevant Communications

Continue to improve HARD's communiciations to make it easy to find and use the District's services. This includes use of current technology platforms; multilingual communication and signage; and outreach developed in partnership with community-based organizations, and make use of community gathering places and events.

O4 Maintain a Strong and Positive Image in the Community

Greater public awareness of HARD's parks and programs, and responsiveness to public engagement, can generate a "virtuous cycle" of participation, park activation, support for improvements, and ultimately better parks and recreation. HARD should place a new focus on building dialogue and visibility in the community.

O5 Volunteer Involvement

Continue to nurture the tradition and excellent level of volunteer involvement in HARD's services.

- ticket sales; permits for special use; reservation fees; and equipment rental fees.
- Grants. HARD may be eligible for grants through the Partnership Enhancement Monetary Grant Program and the federal Community Development Block Grant (CDBG) program and Prop 68 Parks Grant Programs. An affiliated land trust may be helpful in attracting grant funding.
- Tax Support, through property taxes or other tax sources, or through the creation of special improvement districts.
- Franchises and Licenses. Catering permits, concession management, naming rights, utility easements, and interagency agreements are all potential sources of funding.

6. IMPLEMENTATION

This chapter defines and categorizes park improvements, identifiesfunding and partnership opportunities. Measure F1 bond projects are summarized. Three “tiers” of park improvements are described, and HARD’s existing park needs are placed into this framework. The funding strategies that follow apply not just to capital improvements but to programming, maintenance and operations too.

MEASURE F1 BOND PROJECTS

In November 2016, voters residing within the Hayward Area Recreation & Park District passed Measure F1. Measure F1 is a $250 million bond measure that authorizes funding for needed repairs, upgrades, and new construction projects to the District's parks and facilities. The District is in the process of carrying out these projects, which include the new La Vista Park, Valley View Park, SoHay Park, Fairmont Terrace Expansion and Via Toledo Park as well as improvements or renovations to several existing parks and facilities, shown in Table 6-1.

Table 6-1
MEASURE F1 BOND PROJECTS

Facility Name	Measure F1 Bond Projects
Adobe Park	This project provides for roof replacement and dry rot repair of the Adobe Art Center building. Construction is anticipated to begin in summer 2017 and be complete fall 2017.
Alden E. Oliver Sports Park	This project provides for the replacement of the synthetic turf at two soccer fields at Oliver Sports Parks. Development of the construction drawings began in fall 2017. The project also includes the conversion of the existing sports field, parking and pathway lights to energy-saving LED light fixtures through a PG&E program that provides rebates and an interest free loan repaid with energy cost savings.
Bay Trees Park	Tennis courts part of Bond money.
Bidwell Park	This project provides for the development of a renovation master plan for the existing park site at Bidwell Elementary School. Improvements may include renovated sports fields, tot lot, and walking paths.
Bohannon Athletic Fields	Potential for bond funded natural turf field renovations allocated in current CIP.
Canyon Middle School Sports Fields	This project is in partnership with the Castro Valley Unified School District (CVUSD) and will provide for the design and construction of soccer and baseball fields at Canyon Middle School. CVUSD is leading the design and construction phases and contribute a portion of $3 million(to be determined) from their Measure G Bond to the project. A joint-use agreement between the District and CVUSD will be developed for the use and maintenance of the fields.
Castro Valley Community Park	Buildings are bond-funded projects, renovation and expansion, second bond. 4.7 Million.
Centennial Park	This project provides for the development of a renovation master plan for an existing 10-acre park site. Construction will be completed with future Bond proceeds. Potential site for new swimming pool to replace the Hayward Plunge and/or new Gymnasium
Cherryland Community Center	$1M in bond funds for parking lot expansion
Creekside Middle School Sports Fields	This project is in partnership with the Castro Valley Unified School District (CVUSD) and provides for the design and construction of soccer and baseball fields and a track at Creekside Middle School. CVUSD is leading the design and construction phases and contribute a portion of $3 million (to be determined) from their Measure G Bond to the project. A joint-use agreement between the District and CVUSD will be developed for the use and maintenance of the fields.
Douglas Morrisson Theater	This project provides for a facilities condition assessment and development master plan for renovations to the Douglas Morrisson Theatre.

Table 6-1

MEASURE F1 BOND PROJECTS

Facility Name	Measure F1 Bond Projects
Eden Greenway	This project provides for renovation of greenways to improve pathways, planting and irrigation, and provide fencing and signage as needed.
El Rancho Verde Park	This project provides for the design and construction of park improvements at an existing park site. Improvements may include renovated sports fields, planting and irrigation upgrades.
Fairmont Terrace Park and Expansion	This project provides for the design and construction of park improvements and expansion of an existing 1.67-acre park. Improvements will include on-site ADA parking, new restroom building, renovated playground and basketball courts, group picnic shelters, dog park, fences and gates, informal lawn area, pathways and benches, and hillside trail. Reassess use in five years.
Gordon E. Oliver Eden Shores Park	Synthetic Turf Replacement at 2 Soccer Fields: This project provides for the replacement of the synthetic turf at two soccer fields at Oliver Sports Parks. The project also includes the conversion of the existing sports field, parking and pathway lights to energy-saving LED light fixtures through a PG&E program that provides rebates and an interest free loan repaid with energy cost savings.
HARD District Office	This project provides for a facilities condition assessment and development of a master plan for renovations to the District Administrative Office and Corporation Yard site and buildings.
Hayward Area Senior Center	This project provides for the renovation of the Hayward Senior Center. The project will include a facilities condition assessment, and design and construction of improvements to modernize the existing building.
Hayward Community Garden	This project provides for the development of a master plan and Phase 1 improvements for the community garden site located at Whitman Street and Berry Avenue.
Kennedy Park	This project provides for the design and construction of improvements to Kennedy Park. The renovation master plan was approved by the Board in 2013 and updated in 2016. The park improvements will include renovated picnic areas, group picnic shelters, new central play areas, new teacup amusement ride, renovated concession building, public restrooms, improved pathways with seating, and informal lawn areas. Development of the construction documents began in fall 2017. Construction is anticipated to begin in summer 2018 and be complete in 2020.
Kenneth C. Aitken Senior & Community Center	This project provides for renovation of the existing Kenneth Aitken Senior Center. Phase 1 will include a facilities condition assessment and development of a renovation master plan. Phase 2 will provide for design and construction to be funded with future bond proceeds.
La Vista Park	This project provides for design and construction of Phase 2 of a new community park in Hayward. Phase 1 improvements will be provided by the developer. Phase 2 will include development of a park master plan for the remainder of the site. Design and construction will be funded with future Bond proceeds.
Lakeridge Park	Surfacedesign Inc. presented the La Vista Park concept plan to a joint meeting of the Hayward Area Recreation and Park District Board of Directors and the Hayward City Council on October 30, 2017. See the Documents section for a copy of the presentation.
McConaghy Park	Bond funded project (landscape only, not mansion)
Meek Estate Park	Parking lot improvements are bond funded
Memorial Park	This project provides for the renovation of an existing 31-acre park and facilities. Phase 1 will include development of a renovation master plan. Phase 2 will include design and construction to be funded with future Bond proceeds
Mission Hills of Hayward Driving Range	This project provides for the renovation of the Mission Hills Golf Course Driving Range including the replacement of the synthetic turf surfacing and vertical mesh netting. Development of the construction documents began in fall 2017. Construction is anticipated to be complete by late 2018. The project also includes the conversion of the existing driving range, pro shop and bunker lights to energy-saving LED light fixtures through a PG&E program that provides rebates and an interest free loan repaid with energy cost savings.
Rowell Ranch	This project provides for renovations of existing structures at Rowell Ranch. Phase 1 will include a facilities condition assessment and development of construction plans. Phase 2 will include construction to be funded by future bond proceeds.

Table 6-1

MEASURE F1 BOND PROJECTS

Facility Name	Measure F1 Bond Projects
San Felipe Community Park	Park: This project provides for the renovation of an existing 10.75-acre park. The master plan is complete and includes a new amphitheater, basketball courts, bounce house pad, demonstration garden, dog par, plaza, outdoor classroom, fitness stations, picnic areas, play areas, trail, overlook and parking. Phase 1 provides for the development of construction documents. Phase 2 will include construction to be funded with future Bond proceeds. Community Center: This project provides for the renovation of an existing 8,856 S.F. community center. Phase 1 includes a facilities condition assessment and development of the renovation plans and construction documents. Phase 2 will include construction to be funded by future bond proceeds.
San Lorenzo Community Park	Park: This project provides for the development of construction documents for the Phase 2 portion of the existing 31-acre community park. Phase 1 improvements were completed in 2017. Phase 2 improvements include a softball filed, three soccer fields, a dog park, community green and parking. Construction will be funded with future bond proceeds. Community Center: This project provides for the renovation of an existing 8,236 S.F. community center. Phase 1 will include a facilities condition assessment, renovation master plan and development of construction documents. Phase 2 will include construction to be funded with future bond proceeds.
Shoreline Interpretive Center	This project provides for the design and renovation of the existing Wetland Habitat Room at the Hayward Shoreline Interpretive Center.
Sulphur Creek Nature Center	This project provides for improved education space, renovated picnic areas and hawk run. Phase 1 will include a facilities condition assessment and development of a renovation master plan. Phase 2 will include development of construction documents and construction to be funded with future Bond proceeds.
Sunset Park and Swim Center	This project provides for the renovation of existing sports fields. Phase 1 will include the development of a renovation master plan. Phase 2 will include the development of construction documents and construction to be funded with future Bond proceeds.
Tennyson Park	Tennyson Park Master Plan: This project provides for the design and construction of renovations to an existing 10-acre park. Improvements may include renovations to the existing ballfield and installation of a new soccer field. Mia's Dream All-Access Playground: This project provides for the design and construction of a 1-acre all-access playground at Tennyson Park. Improvements may include a Music Therapy Zone, Kindness Arches, Sensory Wall, Water Tower Look-Out, swings and spinners, slides and rollers, and an Animal and Nature Center for temporary exhibits. The park will also provide accessible pathways, picnic areas, seating, and shade structures.
Via Toledo Park	This project provides for the design and construction of a new 2-acre park. Proposed improvements include a multipurpose lawn, half-court basketball, play area, fitness, picnic, plaza and shade structure, pathways and seating. Development of the construction drawings will begin in winter 2017. Construction is anticipated to begin in fall 2018.
Weekes Park	Park: This project provides for the design and development of construction documents for improvements to the 16.6-acre Weekes Community park. The park master plan has been completed and includes open lawn areas, restrooms, concession building, playground, half-court basketball, bocce courts, fitness plaza, central plaza, group picnic areas, pavilion, shade structure, bandstand, promenade and walking loop. Phase 1 includes development of construction documents. Phase 2 includes construction to be completed with future Bond proceeds. Community Center: This project provides for the renovation of an existing 10,092 S.F. community center. The project includes a facilities condition assessment, and development of renovation plans and construction.

PARK IMPROVEMENTS: THREE-TIERS

While Measure F1 has infused HARD with available funds for specified capital projects in the near term, the longer-term view will involve setting priorities for what capital improvements come next. This will require a balance between adequately maintaining existing facilities and adding new parks and facilities to keep up with a growing and densifiying community.

This Master Plan defines three "tiers" of park improvements.. The first tier is focused on maintenance, the second on strategic enhancements, and the third on new or wholly transformed parks.

Figure 6-1
THREE TIERS OF PARK IMPROVEMENTS

TIER 1: CRITICAL PARK IMPROVEMENTS - MAINTAINING WHAT WE HAVE

Tier 1 includes park improvements critical to keep the park system functioning. They include routine maintenance, repairs, repainting, replanting, lifecycle replacement, and replacement of inaccessible amenities with accessible amenities to remove barriers to access for people with disabilities. The intention of this category is to make the most of existing resources with the primary goal being for the department to maintain services.

The actions associated with this category are expected to be funded through tax dollars and annual set-aside funds. Lifecycle replacement is considered an annual value to be included in HARD's budget. Total replacement value is amortized over the life of the facility.

TIER 2: STRATEGIC PARK IMPROVEMENTS - IMPROVING WHAT WE HAVE

These park improvements are characterized as being strategic to make measured park enhancements to the existing system. Strategic improvements and redesign may include site, amenity, and facility upgrades. This includes strategically enhancing existing programs, beginning new alternative programs, adding new positions, or making other strategic changes that would require additional operational or capital funding.

HARD would evaluate and analyze potential sources of additional revenue for these improvements, including but not limited to capital bond funding, partnerships, program income, grants, and existing or new taxes.

TIER 3: "VISIONARY" PARK IMPROVEMENTS - DEVELOPING NEW OPPORTUNITIES

These park improvements develop new opportunities, including complete site "re-dos" and new parks developed by HARD. Visionary park improvements include comprehensive park renovations, acquisitions, and the creation of new parks. This category represents the complete set of services and facilities desired by the community. It is fiscally unconstrained but can help provide policy guidance by illustrating the ultimate goals of the community, and by providing a long-range look to address future needs and deficiencies. Typically, Tier 3 improvements start with a master plan to analyze conditions, explore the needs of the community, and design a new park. Funding for visionary projects would be derived from partnerships, grants, private investments and new tax dollars.

HARD Staff and the WRT Team conducted a park-by-park condition assessment in February and March 2018. The Team went through the full list of HARD facilities, assessed the general condition of each one, and identified park improvement recommendations. The analysis found that about half of HARD's parks need Tier 1 improvements. Approximately a quarter of the system's parks are identified for Tier 2 improvements, and another quarter for Tier 3 improvements.

Table 6-2 provides a detailed matrix of parks, general condition assessment, improvement needs, and improvement tier. It is important to remember that HARD's park system must also continue to grow, adding new facilities to better serve a growing community. Future HARD parks are, by definition, Tier 3 improvements.

Table 6-2

PARK CONDITION AND IMPROVEMENT NEEDS

Park or Facility	Condition	Park Improvement Recommendations	Measure F1 Bond Projects	Improvement Tier1[1]
Adobe Park	Good	HARD to confirm if the art center is included. Could account for acreage difference? Buildings need renovations and are covered in facilities assessment. Landscape needs renovation, project to be covered by students. Main park is new, around 5 years. Parking lot asphalt and drainage need renovation, as there is sub-base failure, etc.	Yes	1
Bechtel Mini Park	Good	Remotely located, older local park. Some neighborhood ownership. Not highly utilized. Consider new programming to activate. Frequent dumping, homeless nearby. Deter access over sound wall.		1
Birchfield Park	Poor	Great space, highly utilized. New restroom. Turf, play, concrete path needs renovation. Protective neighbors. Police department nearby. Move and improve picnic tables away from neighbors as the noise can be disturbing.		1
Bret Harte Play Field	Fair/Poor	Good site, used year round. Basketball is part of school. Fencing needs repair. Cut wires need repair. Bleachers should be upgraded. Standard lifecycle replacement project. School takes ownership. Restrooms are new. Neighbor noise complaints led to change in football start times.		1
Cannery Park	Good	Great newer park, highly utilized, some homeless. Upper left portion of the site is older. Bottom right is new. Granite is graffitied. Splash pad has ongoing maintenance requirements. Wireless lighting system, only in HARD. Sand is not desirable in all parks.		1
Canyon View Park	Fair	Quiet local park, large lawn. Heavy summer use. One basketball court needs renovation. Drainage is issue and impacts ability to mow. Playground needs renovation.		1
Castro Valley Community Park	Fair	Centrally located, highly utilized. Typical lifecycle replacement project. Additional restrooms are needed near picnic tables. Lots of picnicking reservations, should be renovated. Sand in play area is issue. Tennis courts are acceptable Basketball court very popular and had to be relocated away from the play area due to use conflicts. Consider adding additional basketball courts. Tree root uplift at concrete needs repair. EBMUD water is leaking. Cell phone tower near 76 gas station. Connection to veterans' memorial which is undergoing an expansion. Buildings needs a new roof and renovation. Chanticleer Theater is HARD facility but is leased. Play area is 15 years old. Fence needs updating. Parking lot is new. School nearby, utilizes parking, which can be problematic. Dumpster area needs enclosure. Buildings need renovations and are covered in facilities assessment.		1
Castro Valley Creek Park	Fair	Small nature play area adjacent to Castro Valley Library.		1
Castro Valley Swim Center	Fair	High school joint use. HARD owns facility, school owns land. Possible pool renovation. Could be in second bond for $1.1 Million. Pump room and locker room renovated for $1.3 million. Improvements include concrete repair. Improvements were just completed on portions of the site. Building needs renovation and is covered in facilities assessment.		1

Table 6-2

PARK CONDITION AND IMPROVEMENT NEEDS

Park or Facility	Condition	Park Improvement Recommendations	Measure F1 Bond Projects	Improvement Tier1[1]
Children's Park at Guiliani Plaza	Fair	Playground in downtown Hayward. Poured-in-place surfacing has issues; gate latch needs to be replaced.		1
College Heights Park	Good	Park is lacking electrical power. After a deal with PGE was not formalized "Illegal" tap off power line was cut. Drainage is poor, exacerbated by shade. Solar on power to irrigation doesn't work due to shade and should be renovated. Large eucalyptus trees need to be maintained or assessed for removal.		1
Darwin Park (formerly called Brenkwitz)	Fair	Associated with charter school. Buildings and lawn area. Name has changed to Darwin Park. Site isn't rented frequently. Future improvement needs are unknown for HARD/School district. Possible improvements may include a soccer field which could be rented by HARD. Connection to Mount Eden. Irrigation system should be secured as it is frequently vandalized.		1
Deerview Park	Good	Nice local park. Restrooms are not needed and will not be part of improvements. Picnic area is under tree line. Shade structure. Exercise equipment would be desirable - near Franciscan. Old wood log area should be considered for a possible upgrade to match the rest of the park.		1
Douglas Morrisson Theater	Fair	Building needs renovations and is covered in facilities assessment.	Yes	1
East Avenue Park	Fair	Local neighborhood park in upper portion. Redoing play area, parking, etc. as part of bond. Lower area has camping, trailhead, amphitheater. Camp area needs improved way-finding. Highly used. Lifecycle replacement at restroom, fencing, trees, ADA, etc. Existing cargo containers onsite. Needs additional maintenance structure. Consider combining maintenance structure and cargo containers into one building. Bridge to camp needs to be replaced urgently. Trails need ongoing repair. Evaluate large trees for safety.		1
Eldridge Park		Older neighborhood park with playground and open lawn are adjacent to Eldridge Elementary School.		1
Fairmont Linear Park	Fair	Narrow small park. Homeless and undesirable use is an issue. Assess roadway, rails to trails, cycle trail, or development potential. Needs further assessment, consider possible relinquishment.		1
Fairmont Terrace Park and Expansion	Good	Neighborhood park. Renovations to begin in 2018.		1
Fairway Greens Park	Fair	Small neighborhood local park. Multiuse green space, tot lot. Need to identify property lines through survey. Elements need replacement, generally a typical lifecycle replacement project. Consider small layout changes, such as relocation the swing.		1
Greenbelt Hiking and Riding Trail	Poor	FEMA work on-going (minor to major repairs) due to winter damage; some picnic areas not accessible due to obstacles on pathways; need new bridges.		1

Table 6-2

PARK CONDITION AND IMPROVEMENT NEEDS

Park or Facility	Condition	Park Improvement Recommendations	Measure F1 Bond Projects	Improvement Tier1[1]
Greenridge Park	Fair	Water pumped up to water tank in park, no water pressure - need booster pump and easier access for maintenance; Park is worn but in fairly good condition; lots of dog walkers and weekend users; wild animal issues (rodents, wild pig); park connects to Crow Canyon Road; unused areas; Road needs renovation; upgrade RR; park has potential for more activation.		1
Greenwood Park	Good	Newly renovated neighborhood park with play areas, basketball court, small skate park, RR, picnic areas, and open lawn.		1
Haymont Mini Park	Fair	Small park tucked in residential neighborhood; near railroad tracks, hidden places, attracts unwanted camping		1
Hesperian Park	Fair	Small tot lot and lawn near school site; neighbor complaints about redwood trees; needs turf & irrigation renovation; school kids pass-thru park for access		1
Hillcrest Knolls Park	Good	Neighborhood park with basketball, play area, picnic; potential pickleball site; no on-site parking; may need retaining wall renovation; near ALCO corp yard (perceived as a safe park)		1
Jack Holland Sr. Park	Good	Fairly new park in good condition; well-used; skate park		1
Jalquin Vista Park	Good	Natural park and trail with Native American grinding stones; need interpretive signage; Good views of Bay area; Consider fence to keep out night use		1
Japanese Gardens	Good	Erosion issues at creek bank; specialized gardens; potential pond leaks - needs to be resealed within next 5-10 years; tea houses will need repair; needs wayfinding signage to park and garden; needs tree survey This site also includes Douglas Morrisson Theater and Hayward Area Senior Center		1
Kenneth C. Aitken Senior & Community Center	Good	Restrooms may not be ADA; Timberform playground needs replacement (soon); parking lot needs resurfacing; needs HVAC unit replacements; back-up EOC (#2); hillside planting - convert to Bay-Friendly for better appearance; we use goats for fire hazard reduction on hillside; flagpole - put in solar lights. Building needs renovations and is covered in facilities assessment.	Yes	1
La Placita Park	Fair	Small neighborhood park with playground; used to be drinking spot at night; basketball and picnic		1
Lakeridge Park	Good	Local neighborhood park. Dumping issue; use goats for fire breaks; people break fence to get into park - may need to provide access easement; undeveloped area; lots of trees	Yes	1
Longwood Park	Fair	Good condition; trees may need to be removed; play equipment may need to be replace; renovate turf & irrigation; basketball court well-used (may need to be resurfaced); parcourse needs replacement;		1
Matt Jimenez Community Center		Owned by City of Hayward. HARD may not continue to use for programming.		1
Mission Hills of Hayward Driving Range	Good	Drainage needs to be improved; Paving around Pro Shop needs to be replaced; Fence mesh needs to be replaced.	Yes	1

Table 6-2

PARK CONDITION AND IMPROVEMENT NEEDS

Park or Facility	Condition	Park Improvement Recommendations	Measure F1 Bond Projects	Improvement Tier1[1]
Mission Hills of Hayward Golf Course	Good	Rehab well (2018); building needs paint (interior/exterior); look at bridge between GC and DR; added new solar panels ; new LED lights in parking lot; undeveloped area attracts homeless - potential for corp yard but no utilities; paint front fence		1
Nuestro Parquecito	Poor	Small neighborhood park with lawn and play area - worn out. Future East Bay Greenway may pass thru or next to the park.		1
Old Creek Dog Park				1
Old Highlands Park	Fair	Trailhead for Greenbelt Trail, playground (worn out), small parking lot needs resurfacing; upgrade irrigation		1
Parsons Park	Fair	Need power to site (use solar now); playground, pathway; good walking park; consider turf diet; needs renovation		1
Rancho Arroyo Park	Fair	Old playground; arbor; needs lawn & irrigation renovation; pathway repairs; needs walkway circuit; school uses lawn - want access		1
Ruus Park	Poor	Restroom recently replaced; playground; Egrets roost in trees; has walking circuit; paving should be replaced and widened for maintenance vehicles		1
Schafer Park	Good	Needs gate to get access to BFP on school property; play area was renovated 3 years ago, planted trees and landscape corner		1
Silver Star Veterans Park	Good	Trees need attention; basketball, picnic, bocce; turf diet or activate lawn area; quiet neighborhood park		1
Skywest Golf Course	Good			1
Stratford Village Park	Fair	Tree issues at borders; playground 10-12 years old; skateboard area; large lawn used for pickup games; consider turf diet		1
Sunset Park and Swim Center	Fair	At Sunset school - all we have use of is the playground. We will enter MOU for the old football field area once school renovations are complete, consider synthetic turf fields.	Yes	1
Twin Bridges Park	Good	LLD site maintained for neighborhood; court needs repairs; small park; City maintains some parts		1
Alden E. Oliver Sports Park	Good	Bond covers two synthetic turf fields. Possible renovation includes adjacent picnic area, LED lighting, and netting around the play field for safety.	Yes	1.5
Carlos Bee Park	Fair	Highly utilized by neighbors during day, homeless by night and day. Great potential. Covered picnic area, play area, additional picnic area. Lots of mature trees, wooded, peaceful, creek through park. Could be better utilized. Cottage on premise with redwood logs - potential Ranger Station or Summer Day Camp.		1.5
Cherryland Park	Fair	Needs shade, upgrade at picnic tables. Restrooms are new but frequently close due to vandalism. Split park configuration lends to passive uses. Passive use is appropriate at this site, but a soccer field may be added if the site is reconfigured. Upper right is where soccer could be located. Parking is limited, on street only. Horseshoes are well utilized . Includes skate area. Walking path surrounds park. Good park, just needs updating. Consider reducing the amount of turf where not utilized.		1.5

Table 6-2

PARK CONDITION AND IMPROVEMENT NEEDS

Park or Facility	Condition	Park Improvement Recommendations	Measure F1 Bond Projects	Improvement Tier1[1]
J.A. Lewis Park	Good	Parking is on-street except for some on-site ADA stalls; overall a good park; people run dogs off-leash (but leash only park); adjacent property owned by COH - potential parking expansion; security camera in place; - illegal dumping on COH property - we clean up		1.5
Bay Trees Park	Fair	Two tennis court needs renovation, four have been renovated. Improvements should include full replacement of asphalt, repair parking lot, update restroom. Update ADA and picnic center and restroom. Parking is lacking. Destination tennis facility. High vandalism. Located near a trail area. Nearby handball and volleyball courts are not highly utilized, this area might accommodate new pickleball courts. Reprogram creek areas. Consider potential dog park at spillway. Terrain is steep slopes and would need to be accommodated with ADA paths. Flat portions exist on the site and may be better utilized.	Yes	2
Christian Penke Park	Good	Small play area, new perimeter path. Lower ADA ramp is damaged and should be repaired. Park does not drain. Dog use is high, dog waste clean up is lacking. Home trash is put in garbage. Traffic around perimeter is safety issue. Consider adding pickleball, par course, and improving perimeter trail for exercise. Well utilized, but not cleaned up. Needs better stewardship. Firecrackers are lit during 4th of July. More shade needed.		2
Del Rey Park	Poor	Small park, two play areas. Mulberries rotted and were removed. Potholes at Parking Lot, which is too small. Parking lot could be reconfigured or removed. Associated with school. Improvements may include new turf, irrigation, and play structures. Drainage is concern at playground.		2
Earl Warren Park	Fair	Adjacent to Creekside Middle School. Needs improvements at turf, irrigation, and parking lots, and retaining walls along entry. Existing bridge across creek. Includes small play area, older. Connection to school could be improved. New development is approved at top right corner. Dog park is large component. Lots of topography. New restroom.		2
Edendale Park	Good	Dog park not utilized, consider renovating into soccer field. New restroom just constructed. Next to Ashland School soccer field. Small play area. Highly utilized during soccer. Off times has undesirable use. Fence between field and park, access is provided. Safety is concern. Successful combination with school use is goal. Associated with Ashland Youth Center. Consider par course or other athletic use. Consider land swap for preferable site.		2
Five Canyons Park	Good	Baseball/softball fields, playground, basketball court, picnic and BBQ; Used by Castro Valley Little League; needs expanded parking lot (room at north end); basketball court used for parking (review this use); develop more walking trails; garbage gets dumped at entry; neighbor complains of noise, dog training happens but not a dog park; may need a second restroom closer to ball field		2

Table 6-2

PARK CONDITION AND IMPROVEMENT NEEDS

Park or Facility	Condition	Park Improvement Recommendations	Measure F1 Bond Projects	Improvement Tier1[1]
Gansberger Park	Fair	Small neighborhood park with playground and picnic area; open lawn useable for soccer practice; no restroom; add picnic areas with shade for neighborhood use; turf and irrigation should be improved; upgrade fencing		2
Gordon E. Oliver Eden Shores Park	Good	Fairly new park; LLD site; special need vans visit regular (misuse restrooms) - may need alternate RR solution	Yes	2
Hayward Area Senior Center		Building needs renovations and iscovered in facilities assessment. Need to address creekbank failure / landslide potential at building. Need more parking.	Yes	2
Kennedy Park	Fair	Very popular destination park with amusement rides, petting zoo, group picnic areas, playground, and concession building. Need new train; bond renovation project - construction to start in 2018.	Yes	2
Meek Estate Park	Good	Enlarging parking lot as part of Cherryland CC project (2018); renovate lawn area and plantings; replace trees with "historic" trees; picnic area paving need renovation; could add new picnic in front (SE corner); discourage sports field use; need better maintenance storage in corp yard compatible with Mansion; Wedding site	Yes	2
Mervin Morris Park	Good	Limited parking - insufficient; skate park, lighted tennis court - popular; potential for walking circuits with exercise stations; ball fields are not ours (HOA); turf diet; newish RR; need to activate park		2
Palma Ceia Park	Fair	Potential sports fields; has renovated RR has recent mural; playground;		2
Palomares Hills Park	Fair	Ball field, picnic and restroom (needs upgrade; pathways need renovation due to tree roots; need tree work; good opportunities for walking paths; parcourse needs upgrade; overall worn out		2
Ridge Trail Park	Good	small linear park; sand volleyball court (remove sand); playground; 1/2 basketball court; linear trail (used by EBRPD as part of regional trail connection); add picnic with shade and BBQs		2
Shoreline Interpretive Center	Fair	Need to replace sewer line immediately. Buildings need renovations and are covered in facilities assessment. Need to Consider sea level rise and impacts on site.	Yes	2
Sorensdale Park	Fair	Ball fields could be renovated (used by LL); kids party behind ball fields (the grove); paving needs repair; replace RR/snack bar building; renovate landscape & irrigation. Buildings need renovations and are covered in facilities assessment.		2
Spring Grove Park	Fair	Euc trees need attention, neighbor complains about on-street parking; small tot lot, basketball court; stream runs year-round, creates slipping hazards; we and the City have undeveloped parcels nearby		2
Stonybrook Park	Fair	Has parking - needs repair due to tree roots; tennis courts (some could be converted to pickleball)		2

Table 6-2

PARK CONDITION AND IMPROVEMENT NEEDS

Park or Facility	Condition	Park Improvement Recommendations	Measure F1 Bond Projects	Improvement Tier1[1]
Arroyo Swim Center	Fair	Older facility associated with a school site. Location is issue, as the park is in the back of the site. Integrate improvements with school site, façade, wayfinding, etc. If school is renovated, consider relocating. Building interior needs complete renovation. Buildings need renovations and are covered in facilities assessment.		3
Ashland Park and Community Center	Good	Play area is in good shape. Fire damaged the playground which has been demolished. Parking area is small, seniors attend fitness class and need ADA parking. Potential partnership with RDC to relocate and expand building, on different site. If the recreation center is relocated it would make room for more green space. Fencing is overgrown and needs renovation. Secluded portions of the park are not safe. Building needs renovation and is covered in facilities assessment.		3
Bidwell Park	Poor	School considering long term lease or selling property. Project status to be finalized before investment occurs. High potential with large spaces for sports fields. Current field doesn't get rented. Lack of restroom results in undesirable activity, add restroom. Adult use not acceptable to most neighbors. Small tot lot operated by HARD, should be relocated. Upgrade lighting and pathways. Consider relocating entry. Parking occurs on street. Small parking lot, needs renovation and expansion. Board member interest.	Yes	3
Bohannon Athletic Fields	Poor	HARD operates lower right corner. HARD is negotiating to include adjacent unused sports field behind the adult school and create sports park. Direct connection to Kennedy Park. Lighting needs renovation Consider synthetic fields, as geese are maintenance issue at natural lawn. Lots of potential. Irrigation is an is unknown, likely full renovation. Consider adding corp yard at this location.	Yes	3
Canyon Middle School Sports Fields	Poor	Potential renovation to include (4) lighted U-13 soccer fields, 60' baseball and 70" baseball fields, football/soccer field, and running track.	Yes	3
Centennial Park	Fair	Well water supplied. Needs renovation - at ball fields, adequate parking on average but need more in events. Not fully utilized. Central location. Consider for as a new pool and or gumnasium site. Needs Master Plan and programming. New sewer and restrooms. Older park, needs updating Narrow asphalt paths are challenging for maintenance vehicles and should be renovated. Top secluded area has drug use, etc. Baseball fields well used by softball league, it is their home field. Needs a 'gateway' improved entry from northern neighborhood.	Yes	3
Cherryland Community Center		Alameda County to build new 17,500 SF community center across the street from Meek Mansion. HARD to operate and maintain. Library will have use of one room. HARD will partner with other entities to provide programs.	Yes	3
Creekside Middle School Sports Fields	Poor	Potential renovation to include (1) U-13 soccer field, 60' baseball and 70" baseball fields, football/soccer field, and running track.	Yes	3

Table 6-2

PARK CONDITION AND IMPROVEMENT NEEDS

Park or Facility	Condition	Park Improvement Recommendations	Measure F1 Bond Projects	Improvement Tier1[1]
Eden Greenway	Fair	Needs Master Plan Frisbee golf would be a great use, also par course, and stormwater treatment areas. Consider replacing under utilized turf with native plants Used as dumping area. Place bollards to restrict vehicular access to reduce dumping. Cameras are an evolving topic. Assess the need to add security fencing. Existing community garden and dog park and well-utilized. High resource requirements. Not highly utilized due to barriers including 880. Not a complete corridor Homeless use is an issue. Consider partnering on this site. First irrigation water cut in drought conditions. More activation pods would be an improvement.	Yes	3
El Rancho Verde Park	Poor	Two baseball diamonds. Next to cemetery. Look at in conjunction with Bidwell which is similar use in close proximity. Consider if there are other needs at this location. Look at regional trail connection. Sewer backs up, bathroom is old. Clubhouse is in need of renovation. Little league use is high and very active. Flooding is common. Gravel roads. Dilapidated site. Parking in school district lot creates a use conflict.	Yes	3
HARD District Office		Buildings need renovations and are covered in facilities assessment.	Yes	3
Hayward Community Garden		(Part of Eden Greenway)	Yes	3
Hayward Plunge	Poor	Historically significant, built in 1936. Covered pool. At trailhead. On Hayward fault. Pool may be relocated. Park layout is poor. Homeless and drug activity. Great potential. Girl scout cabin is near by. Consider additional picnic areas. Amphitheater is highly utilized, music in the park. New restrooms, have to be closed at times due to undesirable use. Care takers shed is undersized. Use includes hiking, dog walking, etc. Drainage and backup is an issue , perhaps due to location at Hayward fault. Building needs new roof urgently, locker rooms are also in need of renovation. Need more on the first floor. Consider adding a classroom off the pool deck. Staff locker room on first floor. Add space to store CPR equipment, etc. Deck can be under utilized. Newer ADA ramp. Internal circulation is narrow, and should be considered for widening. Community is very attached to park. Buildings need renovations and are covered in facilities assessment.	Yes	3
La Vista Park		New community park with views ot the Bay and beyond. Park will have soccer pratice field/biorentention area, extensive walking paths, picnic areas, play areas, 1 full and 1/2 baskerball courts, parking, restroom, connections to regional trails. Potential for disc golf and/or dog run at lower portion of park.	Yes	3
McConaghy Park		Renovating lawn area and providing small parking lot as part of Kennedy Park renovation project	Yes	3
Memorial Park	Poor	Park needs new master plan; New restroom closed due to undesirable activities within park; needs better visual access into park to improve safety and security.	Yes	3

Table 6-2

PARK CONDITION AND IMPROVEMENT NEEDS

Park or Facility	Condition	Park Improvement Recommendations	Measure F1 Bond Projects	Improvement Tier1[1]
Mt. Eden Park	Poor	Need new master plan - better layout and adjacencies; Worn out; needs new RR; has lighted tennis - need resurfacing; needs new ball field fence; antiquated lighting system; Eucs near parking lot - need assessment; a lot of landscape area requiring maintenance; parking is limited; need maintenance storage - satellite area; potential for sports fields; has formal lawn/garden at historic Mansion		3
Rowell Ranch	Fair	Buildings need renovations and are covered in facilities assessment. Needs a new master plan; opportunity to activate park; Well issue - need new well; 5 septic tanks; consider adding BBQ facilities; replace the 80 picnic tables and replace with something more durable (metal mesh); bleacher ADA upgrades and add shade, consider pavement; need to improve drainage at fields (add culverts); replace wood bleachers with aluminum (seats and floor boards)	Yes	3
San Felipe Community Park	Fair	Buildings need renovations and are covered in facilities assessment. Good views, great opportunities for renovation; lots of unused space that could be better developed; irrigation needs upgrades, low pressure, bad drainage - play area floods in winter	Yes	3
San Lorenzo Community Park		Phase 2 Park and Community Center renovations will be bond funded; potential funding grant fund for sports fields. Great views towards the west over Bay - site has a lot of potential. Buildings need renovations and are covered in facilities assessment.	Yes	3
Southgate Park	Poor	Park needs a refresh - replace restroom, paving, turf. Buildings need renovations and are covered in facilities assessment.		3
Sulphur Creek Nature Center		Site nneds master plan update to improve outdoor education facilities. Need hawk run for raptor rehabilitation. Use goats on hillside - consider different landscape treatment; needs security camera on parking lot. Discovery Museum needs renovation. Buildings need renovations and are covered in facilities assessment.	Yes	3
Taper Park	Poor	Undeveloped park; hillside property with a level road that could be a walking trail; erosion due to weather needs lots of maintenance; has potential for dog run; High maintenance costs for the goats		3
Tennyson Park		Park will be master planned within the next 3 years. Mia's Dream All-Access Playground will start construction in 2018. Baseball and soccer fields to be upgraded, skatepark to remain. A lot of undesirable activies occur at the dark park edges. The future South Haywrad Youth and Family Center may occupy western portion of park (on City owned property). City considering potential expansion along Tennyson (purchasing retail properties) as a long-range plan.	Yes	3
Valley View Park		Undeveloped park. Potential for short-term improvments - walking trails. May be the last of the future bond funded projects.		3

Table 6-2

PARK CONDITION AND IMPROVEMENT NEEDS

Park or Facility	Condition	Park Improvement Recommendations	Measure F1 Bond Projects	Improvement Tier1[1]
Via Toledo Park		New 2-acre park to start construction in 2018. Wiil have 1/2 court basketball, playground, picnic and shade structure, walk circuit with parcourse/exercise stations, and open lawn area.	Yes	3
Weekes Park		Park has been master planned and will be renovated with bond funds. Trees need to be assessed prior to construction. Larry Standley Ballfiled - needs refresh - turf, drainage, bleachers, but ballfiled improvment are not bond funded. Old wooden structure has many ADA access issues. Weekes Community enter - stage has some flooring issues; house a cermaic studio and kiln. Building needs renovations and is covered in facilities assessment.	Yes	3
Laurel Park (Golden Oak Montessori School)	Poor	Play area is gone and not replaced; consider expanding use of school site.		
Valle Vista Park	Poor	This park will be replaced by the new SoHay Park		

Sources: HARD, 2018; WRT, 2018.

Notes:
1: Improvement Tier 1: Lifecycle / Improvement Tier 2: Programmatic / Improvement Tier 3: Visionary

DECISION-MAKING FRAMEWORK FOR PRIORITIZING PROJECTS

The Parks Master Plan goals should be used by the District as the first step of decision-making framework for capital projects and budgets. For capital projects, several of the goals can be translated to a series of questions:

- *Does the project advance HARD's commitment to providing safe, attractive, comfortable and well-maintained parks and facilities?*
- *Are new facilities and access improvements focused in areas where parks are scarce or needs are high?*
- *Is the project innovative in its approach to park facilities, design and programming?*
- *Would the project preserve ecological resources, reduce water and energy use and showcase sustainability?*
- *Will the project create opportunities for community members to experience and enjoy the natural setting?*
- *Does the project optimize recreation opportunities by leveraging partnerships with other organizations?*
- *Does the project take advantage of available funding sources in order to provide the greatest value?*

Not every project may be able to affirmatively respond to all of those questions. Still, overall responsiveness will be an important indicator of the project's consistency with the Parks Master Plan.

Master Plan recommendations provide specific, detailed guidance on how the District should make decisions with regard to capital projects. The recommendations form the second step of the decision-making framework.

Where the goals may be broadly applicable to all projects, different recommendations will be applicable to individual projects. For example, projects that involve **maintaining parks** should be guided by Recommendation E1: Prioritize Maintenance. Evaluation of this project should consider the specific guidance provided under E1:

- *Does the project address priorities?*
  - *higher standards for landscape maintenance,*
  - *making parks more visually appealing and inviting,*
  - *emphasizing mowing, trash removal and other measures that improve user experience and promote safety*
- *Does the project address facilities that are in fair or poor condition?*

Projects that involve **upgrading parks** to allow them to more successfully meet community needs should consider guidance provided in Recommendation E2:

- *Does the project serve a neighborhood currently only served by very small local parks?*
- *Does the project expand and improve playgrounds or place playgrounds within walking distance of more community members?*

- *Does the project improve all playfields so they are functional, safe and accessible? If so, has it followed the Plan's guidance on synthetic turf and athletic lighting?*
- *Does the project create or improve gymnasiums, especially in areas where land is scarce?*
- *Does the project incorporate walking loops and exercise trails?*
- *Does the project include updating restrooms?*

Projects that involve **pursuing new parks**, school recreation sites and access improvements should be guided by the criteria provided in Recommendation D6:

1. *Access. HARD should seek new local parks in areas more than a half-mile walk of a local park, and should seek new community parks, school recreation joint use agreements, or special facilities in areas more than a mile from one of these facilities, thus helping to fill service area gaps. See Figures 5-2 and 5-3.*
2. *Equity. The District should focus on areas with higher population density and economic challenges. Here, new gymnasiums, joint-use athletic fields, teen programs, upgrading existing parks to better match local demand, and investing in safe routes to parks for people on foot or using transit may all be good strategies.*
3. *Special Site Characteristics. These may include recreational value, accessibility, views and/or access to natural or cultural features.*

Projects that involve enhancing the function of school recreation sites should be guided by the criteria provided in Recommendation D9:

1. *Identify challenges in existing joint-use agreements and focus on resolving them. School recreation sites should have clear public access during non-school hours, be well-maintained, and offer recreational resources or amenities the community will use.*
2. *Identify additional school sites that would provide the greatest benefit due to their location or the type or quality of their recreational facilities, and focus on entering agreements for these sites.*
3. *Participate in the design of school retrofits and new school sites so that recreational areas can most successfully meet the needs of both students and the community.*
4. *Be in good communication with the school district and be in a position to negotiate for transfer or closed school sites that could serve well as future parks.*

HARD Staff may create a customized checklist based on Master Plan Recommendations for each proposed project.

FUNDING STRATEGIES

Adequate, steady, sustainable funding sources are essential to implementing a capital improvement plan. In order to continue to build and maintain HARD's parks and recreation system, additional funding must be pursued. There is currently substantial potential for increasing funding and revenues for the parks and recreation system while still providing affordable recreation opportunities.

Potential funding sources are summarized below. Opportunities should be vetted as HARD develops its next capital improvement program.

- External Funding. Potential external funding sources include the HARD Foundation; corporate sponsorships; crowdfunding; partnerships with other agencies; gifts from non-profit foundations; private donations; irrevocable remainder trusts; volunteerism; and fundraisers.
- Capital Fees can include fees added to the cost of revenue-producing facilities; land dedication; in-lieu development fees; and impact fees.
- User Fees may include recreation service fees; ticket sales; permits for special use; reservation fees; and equipment rental fees.
- Grants. HARD may be eligible for grants through the Partnership Enhancement Monetary Grant Program and the federal Community Development Block Grant (CDBG) program and Prop 68 Parks Grant program. An affiliated land trust may be helpful in attracting grant funding.
- Tax Support, through property or parcel taxes or through the creation of special improvement districts.
- Franchises and Licenses. Catering permits, concession management, naming rights, utility easements, and interagency agreements are all potential sources of funding.

The Operations and Funding Report produced in parallel with the Parks Master Plan provides more detail on funding strategies.

Hayward Area Recreation and Park District, California
December 2018