

COUNCIL INFRASTRUCTURE COMMITTEE MEETING
WEDNESDAY, NOVEMBER 28, 2018

DOCUMENTS RECEIVED
AFTER PUBLISHED AGENDA

ITEM #1

RPT 18-193

DOWNTOWN SPECIFIC PLAN UPDATE

ATTACHMENT: DOWNTOWN SOUTHERN GATEWAY AND MOBILITY
SECTIONS OF DOWNTOWN SPECIFIC PLAN

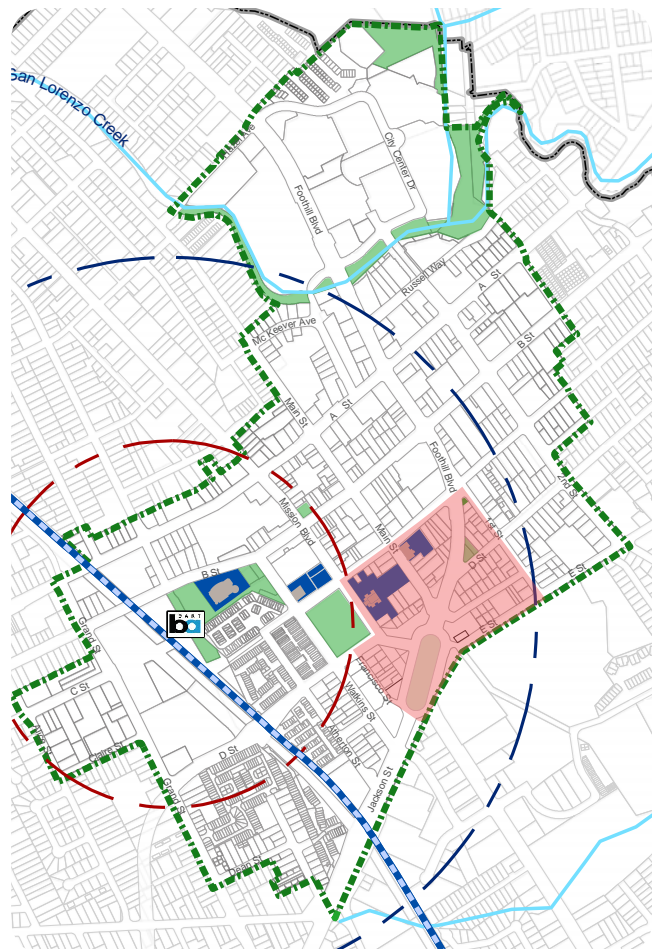
DOWNTOWN SOUTHERN GATEWAY

Vision

The intersections of D Street, Jackson Street, and Foothill Boulevard with Mission Boulevard are transformed into a new southern gateway and center of activity for Downtown Hayward.

An oval roundabout with over 60,000 square feet of new open space in the center provides an attractive area for new development, businesses, and residences, while creating a landmark gateway for Downtown visitors arriving from South Hayward and beyond.

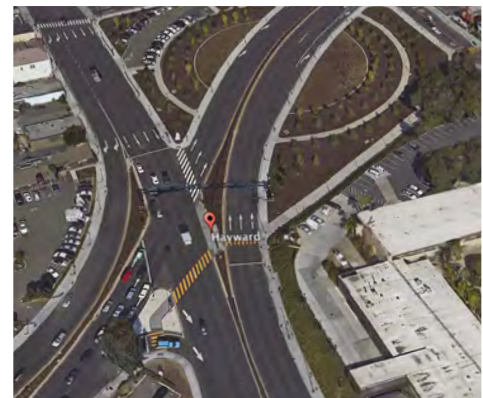
Former right-of-way at the Five Flags intersection is reclaimed to create approximately 20,000 square feet of net new development sites. This area is ideal for mid-rise, mixed-use, and residential buildings to support residential and commercial growth Downtown, where possible given location of the Hayward Fault.





Rendering of the new intersection and plaza, developed at the March 2017 Design Charrette

- ① Linear greenway on the fault zone provides connection to Heritage Plaza
- ② Pedestrian crosswalks provide access to the new park and short-cuts across the street
- ③ Former street right of way become new buildings provide housing and commercial space
- ④ Center of new roundabout is used as park space



Existing Conditions



Building Form and Use

Buildings are up to 7 stories tall in the interior. Shorter 3-4 story buildings help transition to the adjacent neighborhoods to the north, south, and east.

Land uses in the area include residential, mixed use, restaurants, and retail as well as dedicated open space.

Uses along the Hayward Fault must comply with the Alquist-Priolo Fault Act.

- 1 5-7 story mixed-use, block-form buildings line the roundabout and the interior green space.
- 2 Buildings along the Hayward Fault provide entrances accessible from the park. Ground-floor business uses take advantage of park access and provide outdoor seating and café take-out windows.
- 3 Buildings on rectangular and wedge-shaped lots are designed to maximize frontage along the sidewalk edge to help better define the public realm and reinforce the walkable urban character of Downtown.
- 4 A linear greenway along the Hayward Fault provides a green pedestrian link to the new library and the rest of Downtown and Heritage Plaza.

Public Realm Components

The intersection of Foothill Boulevard and Mission Boulevard is redesigned to improve navigation and to create a landmark gateway at the southern entry to Downtown.

An oval-shaped roundabout includes space for a 60 to 80 foot wide public park in the center, and creates an opportunity for businesses and residences to have frontage along green space.

Complete streets improvements along Foothill Boulevard and Mission Boulevard begin in this area and are extended into the rest of the Plan Area.

Portions of parcels along the Hayward Fault that are unsuitable for occupiable structures according to the Alquist-Priolo Earthquake Fault Zoning Act are gradually converted to linear greenway used as civic space.

A public park located in the center of the oval roundabout provides for passive recreation and may include stormwater infrastructure that is planted with native plants to clean stormwater while offering green relief and opportunities for hands-on ecological education about Hayward's unique position in the Bay Area ecosystem.



Example of buildings oriented to public open space



Example of urban building form



Example of mid-block infill



Example of urban greenway

CHAPTER 3

MOBILITY

In this chapter...

This Chapter summarizes the existing circulation environment and describes the mobility vision in the Plan Area, which includes the physical roadway network and pedestrian, bicycle, transit, and automobile conditions.

- 3.1 Introduction & Setting
- 3.2 Mobility Vision
- 3.3 Proposed Street Design
- 3.4 Parking & Transportation Demand Management

3.1 INTRODUCTION & SETTING

3.1.1 Introduction

The Specific Plan builds on recent revitalization efforts and repositions the Downtown as a destination and urban core, rather than a bypass for motorists going somewhere else. As such, the Plan envisions Downtown streets as public spaces that are safe and comfortable for people walking and bicycling, efficient and convenient for people taking transit, and accommodating to people driving automobiles at a safe speed. By providing safe and convenient walking and biking facilities and supporting better transit service, residents and visitors are more likely to walk, bike, or take transit to their Downtown destinations. Moreover, prioritizing multi-modal mobility and access helps to achieve broader community goals of livability, environmental sustainability, and economic development.

The public right-of-way is the backbone of the public realm, and the design of the public right-of-way profoundly influences not only each person's ability to travel, but also the economic viability of Downtown businesses and the City's quality of life. The proposed circulation network focuses on placemaking by converting one-way streets to two-way streets and using complete street principles to encourage more walking, bicycling, and transit use. Slower travel speeds, landscaping, and wider

sidewalks will make walking feel safer and create a better pedestrian experience. A well-connected bikeway network will help cyclists safely, directly, and comfortably navigate the Downtown, and streets with transit will prioritize maintaining the speed, reliability, and on-time performance of buses. In addition, parking and transportation demand management strategies in the Plan are designed to be flexible and support a long-term mobility strategy. The overall policy framework will remain viable, and adjust as new buildings are added, blocks are redeveloped, streets are redesigned, and land uses and mobility needs change over time.

RELEVANT SPECIFIC PLAN GOALS

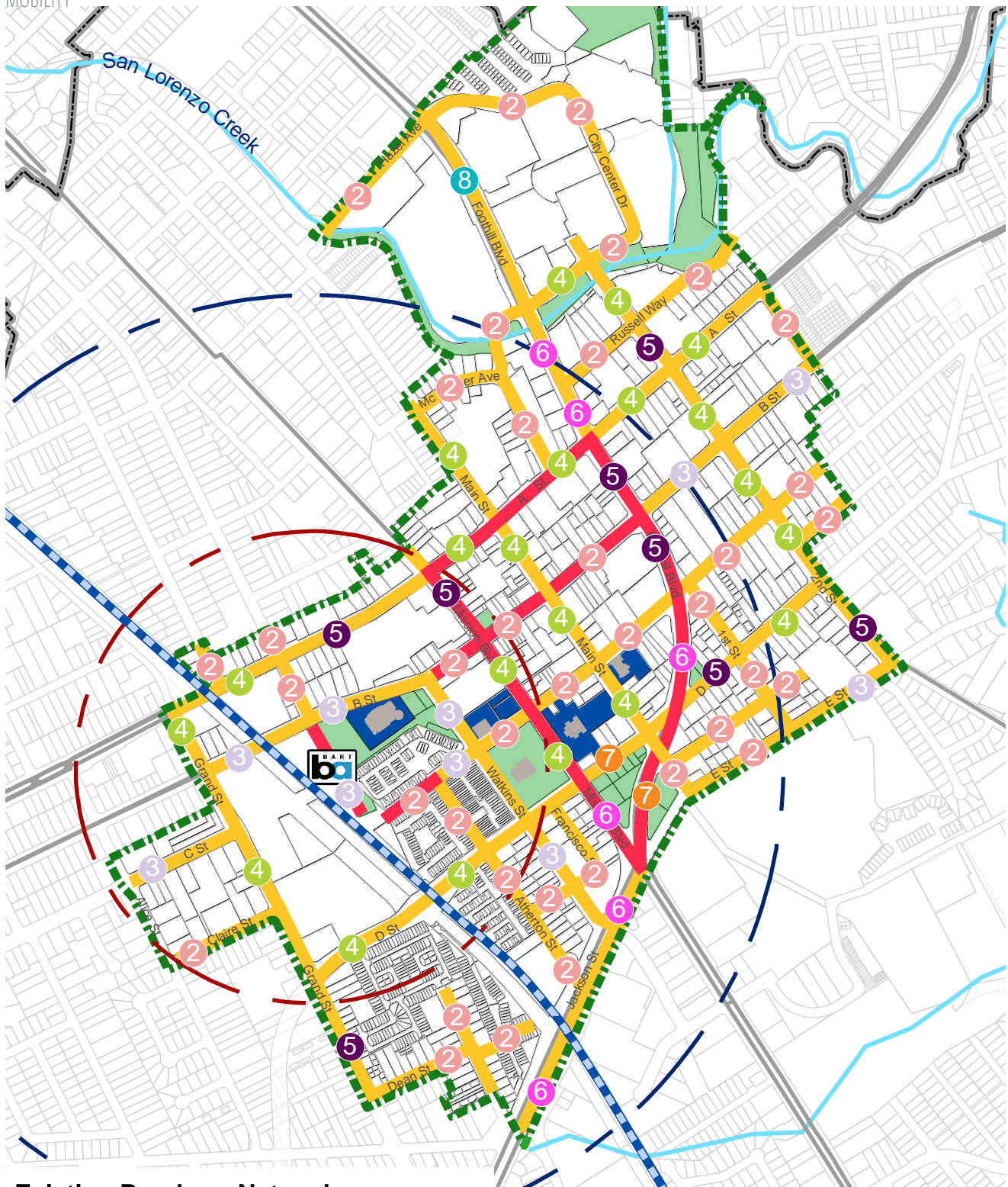
(See Chapter 5)

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Circulation. *The public right-of-way is recognized as the backbone of the public realm and Downtown streets are comfortable for people walking and bicycling, efficient and convenient for people taking transit, and accommodating to people driving automobiles at a posted speed limits.*

5

Travel Demand Management and Parking. *Public transportation, walking, biking and shared rides are the preferred means of travel for most trips in Downtown thereby reducing cut-through traffic and the need for parking while also supporting economic development and sustainability initiatives.*



Existing Roadway Network

- Hayward Plan Area Boundary
- Mile Radius, 10-Minute Walk From BART
- Mile Radius, 5-Minute Walk From BART
- Hayward City Limits

- Open Space
- Civic Space
- BART Line
- Creeks
- Two-Way Street
- One-Way Street

Figure 3.1 Downtown Hayward Existing Roadway Network

3.1.2 Setting

The roadway network is a loose grid serving local and regional trips. From a regional context, adjacent interstates and highways shape the roadway network in the Plan Area, providing access to the South Bay via Interstate 880, the San Francisco Peninsula via State Route 92, the Tri-Valley (Dublin, Pleasanton, and San Ramon) via Interstate 580, and Oakland via Interstate 880 (See Figure 1.2). From a local context, the network in the Plan Area is configured as a mix of two-way streets on the outer edges that surround the core of one-way streets known as the Route 238 Bypass Alternative, comprised of Foothill Boulevard, A Street, and Mission Boulevard (see Figure 3.1).

The Bypass Alternative serves considerable regional pass-through traffic (i.e., traffic with neither origin nor destination in downtown), such as commuters between the Tri-Valley and the San Francisco Peninsula or the South Bay. While the Bypass Alternative's one-way streets improve traffic flow, they may be confusing to users unfamiliar with the area and limit access within the network. In addition, the inherent design of one-way streets

tends to encourage higher vehicular speeds, which may cause conflicts with pedestrians and bicyclists (see Page 1-2 for additional information).

Some blocks, particularly on B Street, have generous sidewalk widths, healthy street trees, and slow-moving traffic, and perhaps as a result, have succeeded in attracting sidewalk dining, pedestrian-friendly shop fronts, and many people on foot. While basic pedestrian infrastructure exists throughout the Plan Area, several streets have an unappealing environment for pedestrians, and high traffic volume arterial streets (e.g., Foothill Boulevard) have high speeds and long crossing distances for pedestrians. These arterial and collector streets have higher posted speed limits outside of Downtown Hayward, and there are few or no physical design elements, other than speed limit signs, that indicate to drivers that speed limits within the Plan Area are reduced to between 25 and 30 miles per hour.

The bicycle network in the Plan Area is mostly comprised of Class III bikeways (i.e., shared lanes with automobiles marked with special roadway markings, such as sharrows). A few streets have



Crosswalk on Foothill Boulevard at City Center Drive



Sidewalk along Foothill Boulevard north of Mission Boulevard



"Please enter from back of parking lot" sign on Foothill Boulevard



A Street approaching Mission Boulevard, with sharrow marking bicycle route

Class II bikeways (i.e., striped bike lanes) such as D Street and portions of Foothill Boulevard and A Street. There are no Class I bikeways (i.e., bike paths) or Class IV bikeways (i.e., protected bike lanes) within the Plan Area. While people riding bicycles can legally use any local roadway within the Plan Area, users may feel uncomfortable or unsafe doing so.

Local and regional transit providers, such as AC Transit (Alameda-Contra Costa Transit District), BART, Amtrak, Greyhound, and several private shuttles, provide access to the Plan Area. The Plan Area is served by 15 AC Transit bus routes, providing access to and from the Hayward BART station, which serves as an AC Transit transfer point. Despite a rich transit environment, infrequent service may be contributing to low average daily ridership. To help encourage higher ridership in Downtown Hayward, AC Transit has identified improvements to increase service frequency on select corridors.

BART, a regional heavy rail service, connects Hayward to the Bay Area region, including San Francisco, San Mateo, Alameda, and Contra Costa Counties (See Figure 1.2). The Hayward BART station is located in the western portion of the Plan Area and serves the Fremont/Richmond and Fremont/Daly City lines. Most users of the Hayward BART station access it via car. However, proposed improvements from AC Transit discussed above

may shift some of this automobile access to transit. BART has also developed a bicycle plan to identify strategies, such as wayfinding signage, optimizing routes to fare gates, providing bicycle parking, improved lighting, allowing Clipper payment for bike parking, and bikeshare to increase bicycle usage to access BART stations.

The Plan Area is also served by Greyhound Bus Service (located on B Street, across from the Hayward BART station) and shuttles, including the California State University East Bay shuttle, Visa shuttle, and Genentech shuttle. An Amtrak station is located less than one mile from the Plan Area at Meekland Avenue and B Street.

Data collected from the Hayward Downtown and BART Station Area Parking Management Plan (CDM Smith, January 2018) provides an analysis of public parking occupancy from August 2014 through February 2015. Public parking inventory totals 5,094 parking spaces (2,031 on-street and 3,063 off-street spaces) covering 15 surface lots and three structures. Areas of highest demand are within the core of the Plan Area as well as the BART Catchment Area. Parking occupancy peaks during the weekday between 12:00 PM and 1:00 PM, where overall occupancy for the Plan Area is 45 percent (See Figure 3.2).



Crosswalk on B Street south of Foothill Boulevard

Figure 3.2 Peak Period (Weekday 12 PM) Parking Occupancy, December 2017

3.2 MOBILITY VISION

Downtown mobility and accessibility can be improved with street network modifications that complete bicycle and pedestrian connections and prioritize transit on key transit corridors. This section describes the Plan's multimodal approach to transportation and outlines a strategy for implementation that includes short-term, mid-term, long-term, and final buildout components, considering connections among various modes of transportation, including walking, bicycling, public transit, and automobile.

In addition, the City recently adopted the Alameda County Central County Complete Streets Design Guidelines (2016). The guidelines demonstrate how to implement complete streets for each street type, for different modal priorities, and for varying contexts.

The Hayward 2040 General Plan serves as the foundation to guide the design of multimodal thoroughfares (i.e., streets, passages, and trails) that result in the creation of "complete streets." Relevant General Plan policies are included in this Chapter for easy reference.

3.2.1 Street Modifications

As shown on Figure 3.3, and pages 3-8 and 3-9, the Plan proposes a range of improvements for street design and streetscape enhancements that prioritize a multi-modal transportation system and encourages more walking, bicycling, and transit use. These improvements include completing work in progress, such as the Main Street Complete Streets project, road diets, converting one-way streets to two-way, adding bike lanes, and more pedestrian amenities. Most of the improvements depend on securing necessary funding, additional design work, additional community outreach, environmental analysis, and coordination with other City efforts like the Bike and Pedestrian Master Plan update.

To provide a framework for implementation, the major elements have been grouped into four phases discussed below. Detailed pedestrian and bike enhancements have also been identified. Many of the pedestrian and bicycle improvements are located in the short-term category. However, improvements can be implemented as funding becomes available.

- **Short-term (under 5 years)** – The short-term improvements include projects that have a significant amount of design complete and identified funding, such as the Main Street Complete Streets project; high-priority improvements, such as bike lanes on Mission Boulevard and a lane reduction and bike lane on Foothill Boulevard; and relatively lower cost recommendations, such as a road diet and bike lane on 2nd Street. Other improvements include a mid-block pedestrian crossing on Foothill Boulevard between City Center Drive and Hazel Avenue as well as other intersection improvements to shorten crossing distance and improve pedestrian connections.
- **Mid-term (5 to 10 years)** – The major infrastructure improvements in the mid-term include converting some one-way streets to two-way streets (B Street, C Street, and 1st Street), realigning channelized turn pockets to shorten crossing distance and reduce turning speeds, and extending bike lanes on Mission Boulevard from Five Flags (Intersection of Foothill Boulevard, Mission Boulevard, and Jackson Street) to Industrial Parkway. Converting some streets back to two-way streets is a big step and supports the Plan's emphasis on slowing auto speeds, providing better pedestrian connections, improving livability, and increasing economic activity. Further, two-way streets create more route options for motor vehicles, which supports the City's Emergency Access goal to develop a roadway system that includes multiple alternative routes to ensure the mobility in the event of emergencies.¹
- **Long-term (11 to 15 years)** – The long-term improvements include converting A Street to a two-way street between Mission and Foothill Boulevards and reconstructing the intersection at Foothill Boulevard, Mission Boulevard and D Street to support future two-way movements on Foothill and Mission Boulevards.
- **Final Vision Buildout (15+ years)** – The long-term vision of the Plan includes converting Foothill and Mission Boulevards to two-way streets and constructing a roundabout at their intersection. The roundabout is envisioned to provide space for plazas, fountains, and events (see Chapter 2 for more details on this area).

¹ Hayward 2040 General Plan, Goal M-4.5: Emergency Access, <https://www.hayward2040generalplan.com/goal/M4>

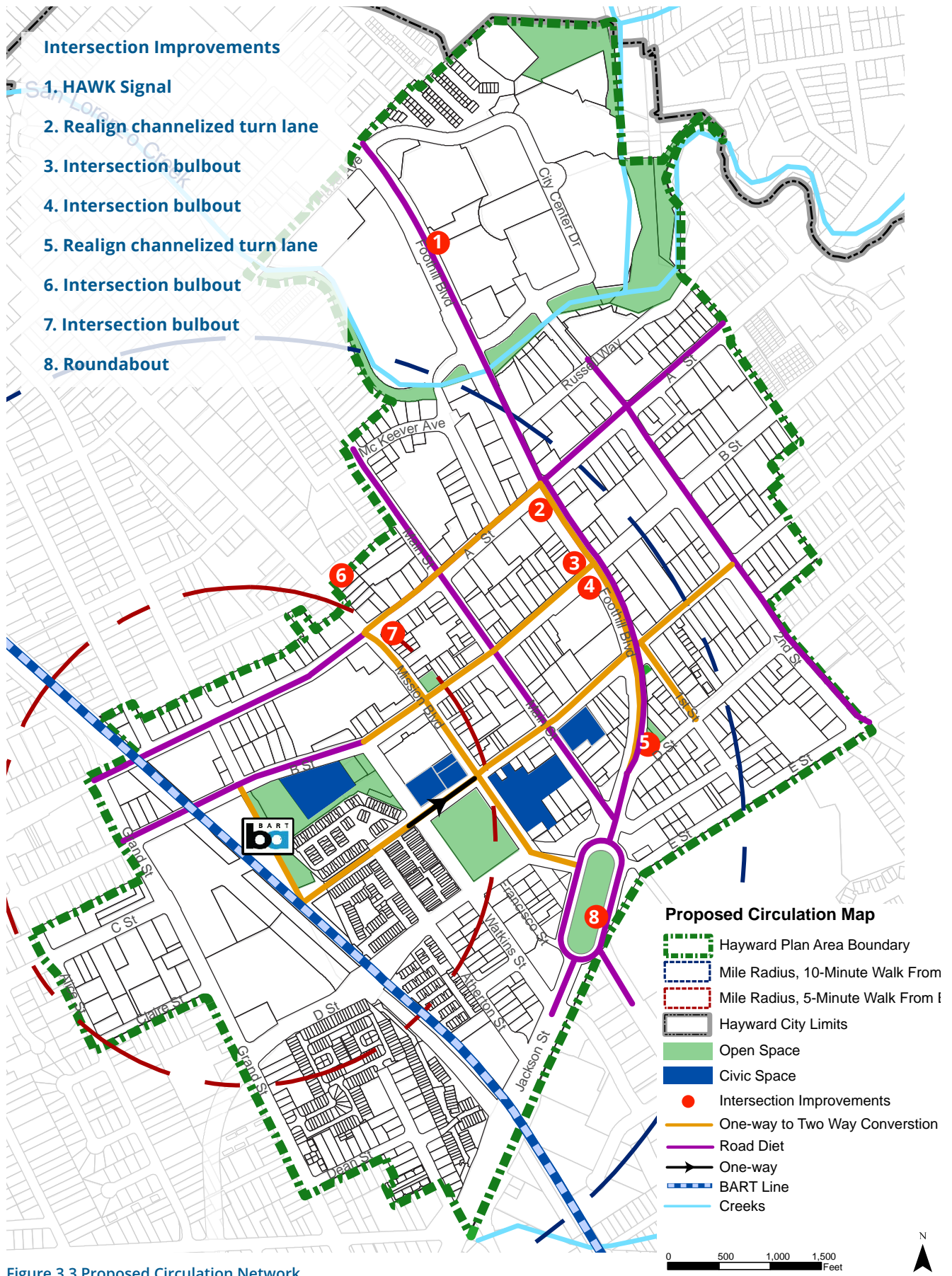


Figure 3.3 Proposed Circulation Network

PUBLIC REALM ENHANCEMENTS

Intersection Improvements*



Bulbouts. Painted bulbouts at corners, other temporary installation.



High-intensity Activated Crosswalk (HAWK) Pedestrian Signal on Foothill



Pedestrian Improvements. Parklets, lighting, benches (work with businesses to target locations)



Bicycle Improvements. Sidewalk bike racks, bike corrals at select parking spaces

*See Figure 3.3 for proposed locations

MAJOR ROADWAY ELEMENTS

Main St. Complete Streets project between McKeever Ave and D St. (funded construction estimated Fall 2020)

Foothill Blvd single lane reduction and one-way protected bike lane (northbound between D St. and City Center Dr.)

2nd St. road diet and bike lane within the Plan Area

Mission Blvd southbound bike lanes on both sides of roadway (between A St. and D St.)

B St. 2-way conversion (between Watkins St. and Foothill Blvd)

C St. 2-way conversion (between Mission Blvd and 2nd St.)

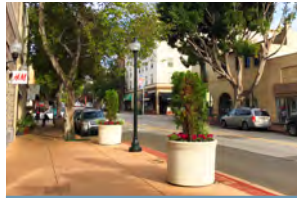
Realign channelized turn pockets (at Foothill Blvd and A St. and Foothill Blvd and D St.)

**Short Term
Under 5 Years**

**Mid Term
5-10 Years**



Additional Bike and Pedestrian Improvements. Identify areas for additional bike amenities and pedestrian improvements based on increased foot traffic and bicycle activity



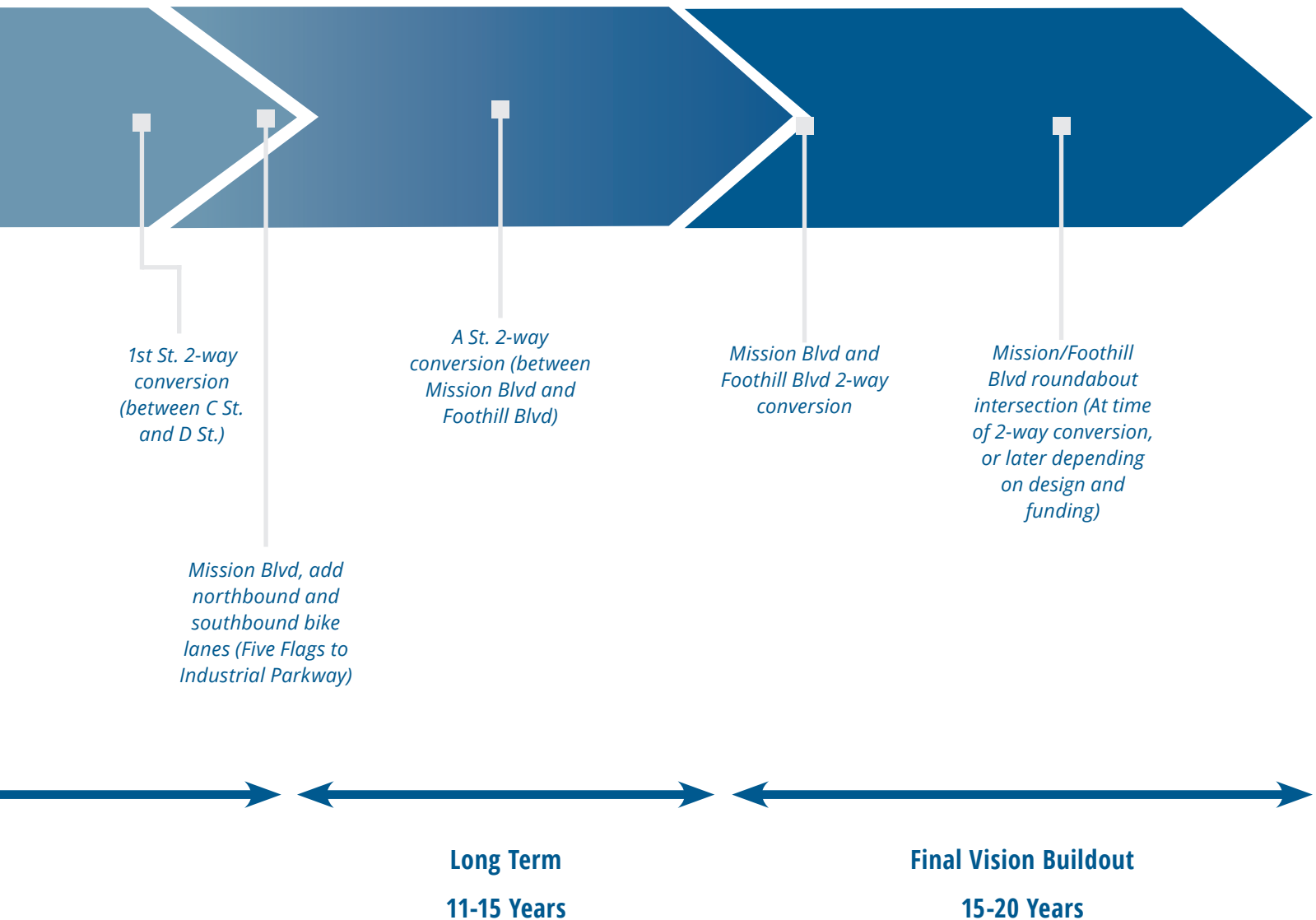
Greening. Greening on Foothill Blvd with additional tree wells and planting strips



Median. Median island reconstruction to support 2-way movements in and around Foothill Blvd/Mission Blvd/D St. intersection



Open Space. Plazas, event space and programming of open space



Relevant General Plan Policies for the Circulation Network

Policy LU-4.4 Design Strategies for Corridor Developments. *The City shall encourage corridor developments to incorporate the following design strategies:*

Widen and improve public sidewalks to accommodate street trees, pedestrian- scaled lighting, and streetscape furniture. When sidewalks cannot be widened within the public right-of-way, the City shall encourage developers to extend sidewalk improvements on private property to create room for improvements.

Place buildings and outdoor gathering and dining spaces along or near the public sidewalk of the corridor.

Policy LU-4.11 Streetscape Enhancements. *The City shall strive to improve the visual character of corridors by improving streetscapes with landscaped medians, and widened sidewalks that are improved with street trees, pedestrian-scaled lighting, underground utilities, landscaping, and street furniture and amenities.*

Policy M-1.2 Multimodal Choices. *The City shall promote development of an integrated, multimodal transportation system that offers desirable choices among modes including pedestrian ways, public transportation, roadways, bikeways, rail, and aviation.*

Policy M-1.3 Multimodal Connections. *The City shall implement a multimodal system that connects residents to activity centers throughout the city, such as commercial centers and corridors, employment centers, transit stops/stations, the airport, schools, parks, recreation areas, and other attractions.*

Policy M-5.5 Streetscape Design. *The City shall require that pedestrian-oriented streets be designed and maintained to provide a pleasant environment for walking including shade trees; plantings; well-designed benches, trash receptacles, and other furniture; pedestrian-scaled lighting fixtures; wayfinding signage; integrated transit shelters; public art; and other amenities.*

Policy M-3.10 Motorists, Bicyclists, and Pedestrian Conflicts. *The City shall develop safe and convenient bikeways and pedestrian crossings that reduce conflicts between pedestrians, bicyclists, and motor vehicles on streets, multi-use trails, and sidewalks.*

Policy M-1.4 Multimodal System Extensions.

The City shall require all new development that proposes or is required to construct or extend streets to develop a transportation network that complements and contributes to the City's multimodal system, maximizes connections, and minimizes barriers to connectivity.

Policy M-1.7 Eliminate Gaps. *The City shall strive to create a more comprehensive multimodal transportation system by eliminating "gaps" in roadways, bikeways, and pedestrian networks, increasing transit access in underserved areas, and removing natural and man-made barriers to accessibility and connectivity.*

Policy M-3.1 Serving All Users. *The City shall provide safe, comfortable, and convenient travel along and across streets to serve all users, including pedestrians, the disabled, bicyclists, and motorists, movers of commercial goods and users and operators of public transportation.*

Policy M-3.2 Non-Auto Needs. *The City shall consider the needs of transit riders, pedestrians, people in wheelchairs, cyclists, and others in long-range planning and street design.*

Policy M-3.3 Balancing Needs. *The City shall balance the needs of all travel modes when planning transportation improvements and managing transportation use in the public right-of-way.*

Policy M-4.8 Priority Development Areas. *The City shall improve access to and circulation within the Downtown City Center, Cannery Transit Neighborhood, South Hayward BART Mixed-Use Corridor and Urban Neighborhood, and Mission Boulevard Mixed-Use Corridor Priority Development Areas, consistent with adopted plans.*

Policy M-1.6 Bicycling, Walking, and Transit Amenities. *The City shall encourage the development of facilities and services, (e.g., secure term bicycle parking, street lights, street furniture and trees, transit stop benches and shelters, and street sweeping of bike lanes) that enable bicycling, walking, and transit use to become more widely used modes of transportation and recreation.*

Policy M-1.1 Transportation System. *The City shall provide a safe and efficient transportation system for the movement of people, goods, and services through, and within Hayward.*

3.2.2 Pedestrian and Bicycle Improvements

As stated in the Introduction of this Chapter, Downtown streets should be attractive public spaces that are safe and comfortable for people walking and bicycling. Emphasizing complete streets, defined as a transportation facility that is planned, designed, operated, and maintained to provide safe mobility for all users, including bicyclists, pedestrians, transit vehicles, and motorists by the California Department of Transportation, helps to achieve many community goals related to circulation and quality of life. The proposed pedestrian enhancements and bikeway network will also improve access to transit stops and stations. The proposed bikeway network improvements will change a 10-minute walk from BART to the edge of Downtown into a 3-minute bike ride. Key elements of pedestrian and bicycle improvements are discussed below.

Pedestrian Improvements

Many of the recommendations in Figure 3.3 are designed to slow traffic and improve the pedestrian experience through proposed changes to the roadways. These include: the Main Street Complete Streets project, the 2nd Street road

diet, recommended short-term improvements on Foothill Boulevard to slow traffic, converting one-way streets to two-way streets to slow traffic and make crossing the street easier, a HAWK pedestrian signal on Foothill just north of City Center Drive, and improving intersections with bulb outs and realigning channelized turn pockets.

However, in addition to the street and intersection improvements, the Plan calls for enhanced pedestrian amenities in the sidewalk zone to create an important transition between the street and the buildings. Typically, in urban environments the sidewalk area has three zones known as the frontage zone, pedestrian through zone, and the furniture zone as shown in Figure 3.4. In the furniture zone, the Plan recommends pursuing funding for outdoor seating, lighting, trash receptacles, and landscaping (see Program CD 7). The Plan also call for pedestrian passages on large sites, working with property owners to rehabilitate shop fronts, and pedestrian oriented frontages on new or significantly remodeled buildings. Because the sidewalks are generally adequate, the Plan focuses on providing parking and bike lane buffers between sidewalks and travel lanes and maintaining current sidewalk widths (see Appendix B for proposed street cross sections).



Figure 3.4 Sidewalk Zones

Source: NACTO Urban Street Design Guide

Bikeway Improvements

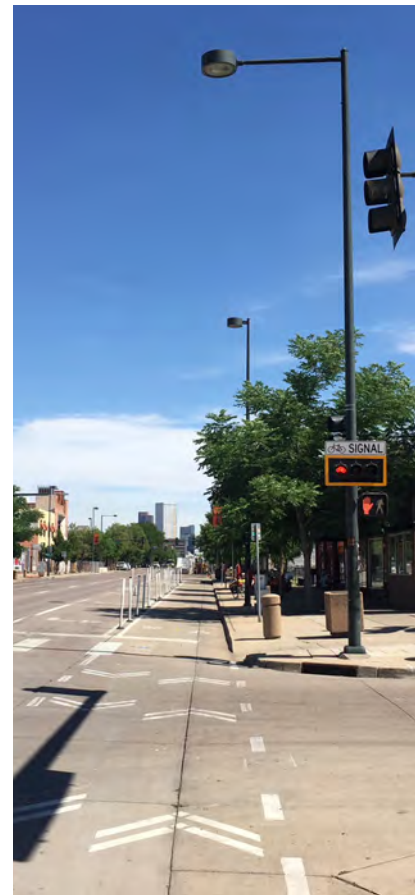
Creating a successful bikeway network requires more than just adding bike lanes. A great bikeway network is a system of linked bikeways that provide a consistent, low-stress user experience, regardless of whether the person is bicycling on a local residential street or in the Downtown commercial core. The type of bikeway needed depends on the roadway's characteristics, such as traffic volumes and speeds. Protected bike lanes provide the highest level of safety and include a physical barrier, such as bollards, a curb, or planters that separate the bike lane from the motor vehicle lane. They are typically located on streets with higher traffic volumes and speeds.

By removing travel lanes and reconfiguring streets, as described in the street modifications proposed in Section 3.2.1, the City can add additional bikeways to its Downtown street network, including bike lanes on Main Street, Mission Boulevard, Foothill Boulevard, 2nd Street, A Street, and C Street. As roadways become more multi-modal, amenities such as short-term and long-term bicycle parking and fix-it stations should be prioritized on streets with major destinations and with the highest number of people bicycling.

The City is currently updating the Bike and Pedestrian Master Plan. The update builds upon the 2007 Bicycle Master Plan to identify opportunities to improve and enhance bicycle and pedestrian infrastructure in Hayward. Upon adoption, the Master Plan will propose bicycle and pedestrian network improvements. City Staff is coordinating these two planning efforts.



Examples of bikeway improvements



Relevant General Plan Policies for the Pedestrian Network

Policy LU-2.3 Downtown Pedestrian Environment. *The City shall strive to create a safe, comfortable, and enjoyable pedestrian environment in the Downtown to encourage walking, sidewalk dining, window shopping, and social interaction.*

Policy M-5.1 Pedestrian Needs. *The City shall consider pedestrian needs, including appropriate improvements to crosswalks, signal timing, signage, and curb ramps, in long range planning and street design.*

Policy M-5.2 Pedestrian System. *The City shall strive to create and maintain a continuous system of connected sidewalks, pedestrian paths, creekside walks, and utility greenways throughout the City that facilitates convenient and safe pedestrian travel, connects neighborhoods and centers, and is free of major impediments and obstacles.*

Policy M-5.7 Safe Sidewalks. *The City shall develop safe and convenient pedestrian facilities that are universally accessible, adequately illuminated, and properly designed to reduce conflicts between motor vehicles and pedestrians.*

Policy M-5.3 Access to Transit. *The City shall enhance and maintain sidewalk and other pedestrian improvements for access to key transit stops and stations for seniors and other persons with special needs.*

Policy M-5.4 Sidewalk Design. *The City shall require that sidewalks, wherever possible, be developed at sufficient width to accommodate pedestrians including the disabled; a buffer separating pedestrians from the street and curbside parking; amenities; and allow for outdoor uses such as cafes.*

Policy M-5.6 Safe Pedestrian Crossings. *The City shall strive to improve pedestrian safety at intersections and mid-block locations by providing safe, well-marked pedestrian crossings, bulb-outs, or median refuges that reduce crossing widths, and/or audio sound warnings.*

Relevant General Plan Policies for the Bicycle Network

Policy M-6.2 Encourage Bicycle Use. *The City shall encourage bicycle use in all neighborhoods, especially where short trips are most common.*

Policy M-6.3 Appropriate Bikeway Facilities. *The City shall provide bikeway facilities that are appropriate to the street classifications and type, traffic volume, and speed on all right-of-ways.*

Policy M-6.5 Connections between New Development and Bikeways. *The City shall ensure that new commercial and residential development projects provide frequent and direct connections to the nearest bikeways and do not interfere with existing and proposed bicycle facilities.*

Policy M-6.6 Bike Safety for Children. *The City shall support infrastructure and programs that encourage children to bike safely to school.*

Policy M-6.7 Conversion of Underused Facilities. *The City shall convert underused rights-of-way along travel lanes, drainage canals, and railroad corridors to bikeways wherever desirable and financially feasible.*

Policy M-6.8 Bicycle Wayfinding. *The City shall encourage bicycling by providing wayfinding and signage that directs bicyclists to bike routes and to civic places, cultural amenities, and visitor and recreational destinations.*

3.2.3 Transit Network & Facility Improvements

Streets with transit should support dependable transit operations through design measures that prioritize maintaining the speed, reliability, and on-time performance of buses. The Alameda County Central Complete Streets Design Guidelines (2016), which support the City's 2040 General Plan Goal M-3 Complete Streets Policy, identifies the following first and second transit-priority streets in the Plan Area:

First Modal Priority Streets

- Mission Boulevard, north of A Street
- Main Street, between A Street and C Street
- Watkins Street, B Street to Fletcher Lane

Second Modal Priority Streets

- Atherton Street, between C Street and D Street
- B Street, between Watkins Street and Grand Street
- B Street, east of Foothill Boulevard
- 1st Street, between D Street and E Street

The Complete Streets Design Guidelines includes best practices for pedestrian and bicycle access and preferred designs for transit priority streets, such as:

- Bus stops should be placed on the far side of the intersection to reduce the time buses waiting for traffic signals, conflicts with right-turning vehicles, and waiting for pedestrians crossings in front of buses.
- Bus stops should have a minimum four-foot of sidewalk clearance in front of the bus shelter, which should be located on a sidewalk with a 10-foot minimum width.
- Bus bulbs eliminate delays to buses from pulling in and out of traffic; they also create designated waiting space for passengers outside of the sidewalk zone.

Alameda County Transportation Commission (ACTC) is exploring short, medium, and long-range transit options as part of the East 14th Street/ Mission and Fremont Boulevard Multimodal Corridor Project, which is currently in progress. The corridor traverses several jurisdictions in Alameda County, including Downtown Hayward. The project will identify specific transit-priority improvements (e.g., queue jump lanes, signal priority, and enhanced bus stops) and pedestrian and bicycle improvements. This Plan identifies Mission Boulevard as a transit-priority street. However, the conceptual street designs presented in this Plan may need to be changed, depending on the results of the Multimodal Corridor Project, which takes a more in-depth look at the corridor's needs.



A Hayward bus shelter



Passenger Terminal at Downtown Hayward BART station



Downtown Hayward BART station

Operational Recommendations

The City should continue to work with private developers and AC Transit to explore additional service that supports recommendations from the City's shuttle feasibility study.

AC Transit is working to improve Line 97, one of the 11 high ridership routes in the service area, with Transit Signal Priority (TSP) technology at all signalized intersections, including those on Hesperian Boulevard in Hayward, to reduce bus wait times at red lights. The Intelligent Signal System at signalized intersections on the Line 97 route will also adjust their signal timing based on actual traffic patterns in real time. The system can be updated to adjust to traffic demands as conditions change frequently.

The City should also work with the developers of the Lincoln Landing and the Maple & Main projects (both of which are required to either contribute to a City-operated shuttle or provide their own shuttle service to the downtown BART station) and developers of future downtown projects to improve downtown transit.

BART Station Access

The concept for the BART Opportunity Site (See Chapter 2) at the BART Station includes relocating the designated bus bays to the west side of the station, while retaining some passenger pickup and drop-off access on the east side of the station. Overall, bus access to this BART station should include the following:

- Integrating bus stops on existing streets adjacent to the station, where feasible, to avoid the delays and congestion of using a bus intermodal;
- Designating bus, shuttle, and passenger pickup/drop-off on both sides of the BART station and both sides of the nearby streets; and
- Maintaining adequate designated curb space for non-transit passenger loading (e.g., for taxis, ride hailing services, and passenger drop off).

Relevant General Plan Policies for the Transit Network

Policy M-7.1 Transit System. *The City shall support a connected transit system by improving connections between transit stops/stations and roadways, bikeways, and pedestrian facilities.*

Policy M-7.2 Agency Coordination. *The City shall coordinate with AC Transit, BART, Amtrak and other transit providers to meet the travel needs of Hayward residents, students, visitors, and businesses.*

Policy M-7.3 Transit Service Expansion. *The City shall collaborate with BART and AC Transit to expand short- and long-term opportunities to expand services (e.g., extend rapid bus service from Bayfair to the South Hayward BART Station), pursue a hydrogen fueling station for both buses and personal vehicle use, and improve transit stations by expanding amenities at stations.*

Policy M-7.4 Transit Links. *The City shall encourage improved transit links from the BART and Amtrak stations to major activity centers within the city (e.g., Downtown, the Industrial Technology and Innovation Corridor, Southland Mall, Chabot College, and California State University East Bay).*

Policy M-7.5 Transit Needs. *The City shall work with transit providers to identify transit needs and develop options for providing expanded service to underserved areas in the city.*

Policy M-7.6 Safe System. *The City shall work with AC Transit, BART, and Amtrak to maintain a safe, clean, comfortable, and rider-friendly waiting environment at all transit stops within the City.*

Policy M-2.4 Regional Transit Options. *The City shall work with adjacent communities, AC Transit, BART, and Amtrak to assess transit options and provide facilities and services that efficiently move local and regional transit riders through Hayward.*

Policy M-7.7 Transit Information. *The City shall work with AC Transit to coordinate routes and service times and to post routes and schedules at bus stops.*

Policy M-7.8 Service Disruptions. *The City shall advise AC Transit of proposed changes in street networks which may affect bus service.*

Policy M-7.9 Development Impacts on Transit. *The City shall require developers of large projects to identify and address, as feasible, the potential impacts of their projects on AC Transit ridership and bus operations as part of the project review and approval process.*

Policy M-7.10 New Facilities. *The City shall work with transit providers to incorporate transit facilities into new private development and City project designs including incorporation of transit infrastructure (i.e., electricity, fiber-optic cable, etc.), alignments for transit route extensions, and new station locations.*

Policy M-7.11 Shuttle Service. *The City shall evaluate the need for shuttle service citywide and support public and private efforts and activities to bridge gaps in existing transit service.*

Policy M-7.12 Paratransit. *The City shall continue to support paratransit services to meet the transportation and mobility needs of all Hayward residents with special needs.*

Policy M-7.13 Taxi Service. *The City shall promote the continued operation of taxi services, including the provision of a dedicated taxi stand at the Downtown Hayward BART Station, on-street loading spaces (where appropriate), incremental improvements in gas mileage, and improved access for passengers with disabilities.*

Policy M-4.6 Transit Arterials. *The City shall consider improvements on arterials with transit service to preserve bus operating speeds.*

3.3 PROPOSED STREET DESIGN

The Alameda County Central County Complete Streets Design Guidelines (2016) informed the proposed street designs for Downtown Hayward. However, the Guidelines anticipate that city engineers and planners will need to apply technical expertise and professional judgment in final street designs. As such, this Plan's proposed designs sometimes differ from the Guidelines, because they are tailored to the specific circumstances, existing and proposed land uses and public spaces, and limited rights-of-way. See Appendix B for proposed street designs.

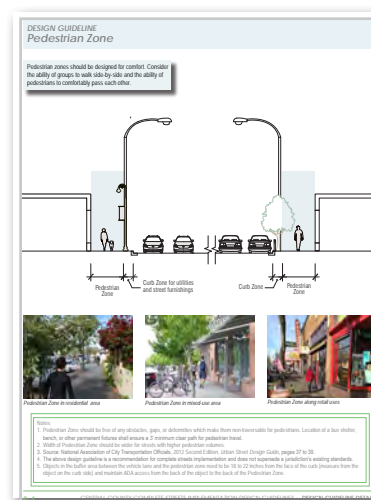
The Plan recommends 10-foot travel lanes depending on the right-of-way, which draw upon the conclusions of National Cooperative Highway Research Program (NCHRP) Report 783, the FHWA's updated design guidance, and other recent safety research. The NCHRP Report 783 arrived at the following conclusions regarding safety:

- "Chapter 12 (Urban and Suburban Arterials) of the HSM [2010 AASHTO Highway Safety Manual] does not include a CMF [Crash Modification Factor] for lane width on urban and suburban arterials."
- "Recent research by Potts et al. (23, 24) under NCHRP Project 03-72 found no difference in safety performance for urban and suburban arterials in lane widths ranging from 10 to 12 feet, with only limited exceptions that could represent random effects."
- "On roadways with speeds of 45 mph or less, there are often good reasons for using narrow lanes as a flexibility measure to obtain other benefits: shorter pedestrian crossing distances, inclusion of turn lanes, medians, bicycle lanes, etc."
- In summary, the report concludes, on urban and suburban arterial streets, "Lane width does not appear to affect crash frequency or severity."

Another critical issue is the selection of appropriate design speeds. In the complex environment of city streets – particularly in walkable, transit-oriented districts where a high level of pedestrian activity is both expected and encouraged – adopting a proactive design approach that explicitly focuses on decreasing speeds may be the single most consequential intervention in reducing pedestrian injury and fatality. Design speeds for all streets within the Plan Area should be selected using the concept of target speed. Target speed is the speed that the designer intends for drivers to go, rather than operating speed. The maximum target speed for urban arterial streets should be 35 mph, while the maximum target speed for urban collector or local streets should be 30 mph.

Complete Streets

*Complete streets are planned, designed, operated, and maintained with **all travelers** in mind, including people of all ages and abilities who **walk, drive, bicycle, use transit, travel with mobility aids, or haul freight**. By simply making room for non-auto modes, complete streets **encourage walking, biking, and transit use**, leading to many beneficial secondary impacts (e.g., better air quality, lower rates of obesity, etc.).*



Examples of Street Type Illustrations from the Central County Complete Streets Guidelines

Performance Criteria

Performance criteria are a critical factor in any transportation impact analysis, because they establish quantitative criteria for evaluating progress toward the City's policy goals. Performance measures are used for purposes such as:

- Improve efficiency of system operations;*
- Manage a given road or corridor;*
- Prioritize funding;*
- Measure impact of new development;*
- Impose development fees; and*
- Report on achievement of various goals.*

3.3.1 Performance Metrics

Currently, the performance criteria for roadways set forth in the City's General Plan Mobility Element includes the use of LOS. The use of LOS to evaluate downtown streets is problematic, partially because LOS identifies driver delay as a negative impact, but also because LOS does not take into account delays to transit passengers or people bicycling and walking. As a result, the use of LOS as a performance measure for downtown streets often encourages projects to focus on reducing delays for single-occupant vehicle drivers, often at the expense of other modes.

Projects within the Plan Area should be exempt from LOS standards. Projects within the Plan Area should instead be evaluated using vehicle miles traveled per capita (VMT per capita) as a primary metric for evaluating transportation impacts. Several California cities, such as Oakland and San Francisco, have already adopted policies replacing LOS with VMT per capita, and their policies can provide a useful model for Hayward.

3.4 PARKING & TRANSPORTATION DEMAND MANAGEMENT

The Plan's guiding principles for parking and Transportation Demand Management (TDM) are based on the premise that development of the downtown will require an integrated and comprehensive package of parking and TDM strategies to stimulate economic development and support a vital and growing Downtown. In alignment with the City's General Plan and based on input from the community, the following are guiding principles for parking and transportation demand management in the Plan Area:

- Prioritize, support and facilitate employers' efforts to participate in TDM programs that reduce employee parking demand and single occupancy vehicle travel within the Downtown.
- Make Downtown parking user-friendly – easy to access, easy to understand.
- Improve Downtown parking policies and management to facilitate the efficient use of existing supplies and support Downtown vitality.
- Better understand current and future parking supply and demand, in order to thoughtfully plan for long-term parking and transportation needs.
- Identify sustainable funding to ensure that Downtown public parking is self-supporting.

3.4.1 Parking & Transportation Demand Management Improvements

This section recommends strategies to improve the way that downtown parking facilities and TDM programs and services are managed, regulated, and funded. The goals of the Parking and TDM strategies are described in this section and work within the framework of the City's General Plan.

The strategies described in this Subsection are designed to help make it physically possible and financially feasible to fully realize the long-term vision of the Plan. Some strategies may not need to be implemented in the short-term (e.g., the next one to two years), but will be vital in the mid- to long-term. The Plan includes 17 strategies organized in five main categories, as shown in Table 3.A.

TABLE 3.A PARKING IMPLEMENTATION STRATEGY		
Category	Strategy	Timeframe
1. Regulating Private Developments	1A. Establish a Mobility-Friendly In-Lieu Fee Policy	Short-Term
	1B. Update Minimum Parking Standard	Short-Term
	1C. Require Unbundling of Parking Costs	Short-Term
	1D. Update Bicycle Parking Standards	Short-Term
	1E. Require Parking Cash-out	Short-Term
2. Improving Transportation Choices	2A. Establish TDM Program including a Commuter Benefits Program (M-8.2 & 8.5) and the Regional TDM Program and TDM Checklist (M-8.8)	Short to Mid-Term
	2B. Establish Carshare and Bikeshare Programs and Facilitate Adoption with Large City Employers	Short to Mid-Term
	2C. Establish a Transportation Management Association	Mid-Term
3. Managing City-Owned Lots & Garages	3A. Establish a Downtown Business Permit Parking Program (BPP)	Short-Term
	3B. Set Lot & Garage Fees That Ensure Availability & Make City-owned Lots & Garages Self-supporting	Mid to Long-Term
	3C. Assess Highest & Best Use of City-Owned Lots & Garages	Short-Term
4. Managing Curb Parking	4A. Time Limits with Active Enforcement	Short-Term
	4B. Establish Downtown Residential Permit Parking (RPP) Program	Short-Term
	4C. Active Parking Enforcement	Short-Term
	4D. Improve Parking Wayfinding Signage	Short to Long-Term
	4E. Set Performance-based Prices for Curb Parking	Long-Term
	4F. Consider Establishing Residential Parking Benefit Districts	Short to Mid-Term
5. Commercial and Passenger Loading	5A. Reduce Congestion on Downtown Roadways by Designating Appropriate Curb Allocation and Management Approaches for Commercial and Passenger Loading Activities	Mid-Term

1. Regulating Private Development

1A. Establish a Mobility-Friendly In-Lieu Fee Policy

Objectives: Establish an In-lieu fee policy to support infill development, and investment in mobility improvements in Downtown.

Recommendations: Update/amend the City in-lieu fee policy to provide guidance regarding fee setting and fund allocation in the Central Parking District.

1. Fees must be set at a level to encourage active participation by developers and to collect enough funds to do something substantive with those funds.
2. Funds must be set aside for a dedicated purpose, to seed an enterprise fund for the mobility improvements recommended in the Plan Area.

1B. Update Minimum Parking Standards

Objectives: Remove barriers to desired types of new Downtown development and create a healthy market for parking, where parking spaces are bought, sold, rented, and leased like any normal commodity.

Recommendations: Amend the Code to remove minimum parking requirements (for small projects) and reduce minimum parking requirements for

projects in areas with high transit accessibility within the Plan Area. (Note: This is implemented in the Downtown Code. See Chapter 6).

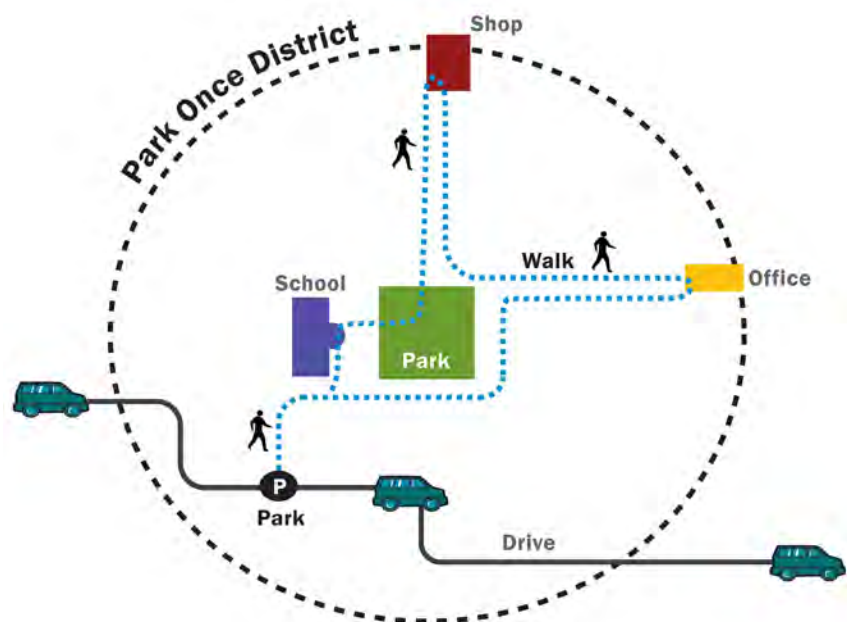
Discussion: For Hayward to realize its goals for the ongoing revitalization of Downtown, the City's parking policies must support those goals.

Minimum parking requirements have emerged as one of the biggest obstacles to many cities' efforts to encourage new residential and commercial development in their transit-oriented districts. Moreover, minimum parking requirements work at cross purposes to virtually all of Hayward's other adopted goals for the Plan Area.

The one useful purpose that minimum parking requirements do currently serve is to prevent spillover parking, the phenomenon of commuters filling up all of the parking spaces on a destination's streets and then spilling over into adjacent areas. However, as the recommendations of the Plan come into effect, time limits and/or performance-based prices for the curb parking in the commercial areas will ensure that ample vacancies exist on the street. In the adjacent residential neighborhoods, the mechanism of Residential Permit Parking and/or Residential Parking Benefit Districts will ensure that unwanted spillover parking is prevented there as well. Once these two key policies have been implemented, imposing minimum parking requirements becomes superfluous.

Parking Requirements

UCLA professor Donald Shoup explains, "Parking requirements cause great harm: they subsidize cars, distort transportation choices, warp urban form, increase housing costs, burden low-income households, debase urban design, damage the economy, and degrade the environment... [O]ff-street parking requirements also cost a lot of money, although this cost is hidden in higher prices for everything except parking itself."



"Park Once" District Concept

1C. Require Unbundling of Parking Costs from the Cost of Other Goods & Services

Objectives: Increase housing affordability and choice and reduce parking demand and motor vehicle trips.

Recommendation: Require that new projects unbundle the cost of parking from the cost of other goods and services.

Discussion: Many residential and commercial leases in buildings that include off-street parking include the cost of those spaces in the total cost of the lease. Unbundling the cost of parking means separating out the cost of parking from the cost of living or working space, by charging separately for parking. To accomplish this, the City can require that new residential and commercial projects with common parking areas unbundle the full cost of parking from the cost of the property itself, by identifying parking costs as a separate line item in the lease and to allow tenants to lease as few parking spaces as they wish.

1D. Update Bicycle Parking Standards

Objectives: Meet current bicycle parking demand, encourage additional bicycle use, and reduce auto travel for all types of trips (e.g., recreational, commuting, school, etc.).

Recommendation: Amend the City's Code to adopt the Association of Pedestrian and Bicycle Professionals (APBP) recommended minimum bicycle parking standards as a standard for new Downtown projects and include minimums for both short-term and long-term bicycle parking.

Discussion: The APBP Bicycle Parking Guidelines provide recommended minimum bicycle parking standards, with ratios based upon the size of the land use (e.g., bicycle parking spaces required per 1,000 square feet of office space). The guidelines also provide best practices on guidelines for bicycle parking design and installation. (Note: This is implemented in the Downtown Code. See Chapter 6).

1E. Require Parking Cash-Out

Objectives: Subsidize all employee commute modes equally and create incentives for commuters to carpool, take transit, and bike or walk to work.

Recommendations: Require all new and existing employers that provide subsidized employee parking to offer their employees the option to cash out their parking subsidy.

Discussion: Many employers in Hayward provide free or reduced price parking for their employees as a fringe benefit. Under a parking cash-out requirement, employers will be able to continue this practice on the condition that they offer the cash value of the parking subsidy to any employee who does not drive to work.

2. Improving Transportation Choices

2A. Establish a Downtown TDM Program including a Commuter Benefits Program (M-8.2 & 8.5) and the Regional TDM Program and TDM Checklist (M-8.8)

Objectives: Increase transit ridership and provide incentives for employees and residents to reduce parking demand by implementing a TDM program. The program will support employee's alternative commute options by providing benefits such as deeply-discounted group transit passes, a Guaranteed Ride Home program, and rideshare matching to all Downtown residents and employees.

Recommendations: Build upon the existing TDM program as outlined in the General Plan, for the Plan Area. The City can require employers and residential developments in the Plan Area to provide funding to purchase passes for their buildings' employees and residents to help fund a deep-discount group transit pass program and other TDM benefits for all downtown employees and residents. In the long term, the City may consider dedicated Parking District revenues for this use. Elements of a TDM Plan should at a minimum include elements listed from General Plan 2040:

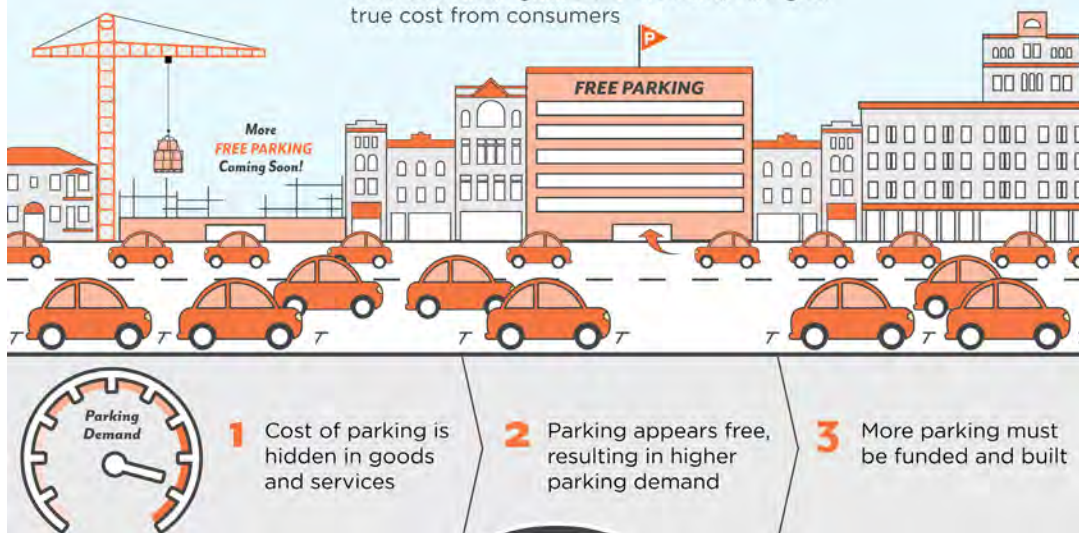
- Commuter Benefits Program
- Employer Checklist of TDM Programs
 - Discounted Transit Passes
 - Guaranteed Ride Home
 - Carpool/Vanpool/Rideshare matching
 - Parking Cash-Out
 - Bikeshare memberships
 - Bike safety education

What is “unbundled” parking?

Traditionally, parking costs are included in the sale or rental price of offices and housing. This is called “bundled” parking, and though the cost of this parking is hidden, it is never free. Consumers are passed on the cost of parking in the form of higher costs for goods, services, and rents. Another problem is that those who cannot afford a car, do not drive, or drive less, subsidize parking costs for those that do. One way to combat issues resulting from bundled parking is to reveal the true price of parking to the consumer by “unbundling” it. This allows people to make informed decisions about their parking needs, and the opportunity to save money by choosing to not park, or park less.

Bundled Parking

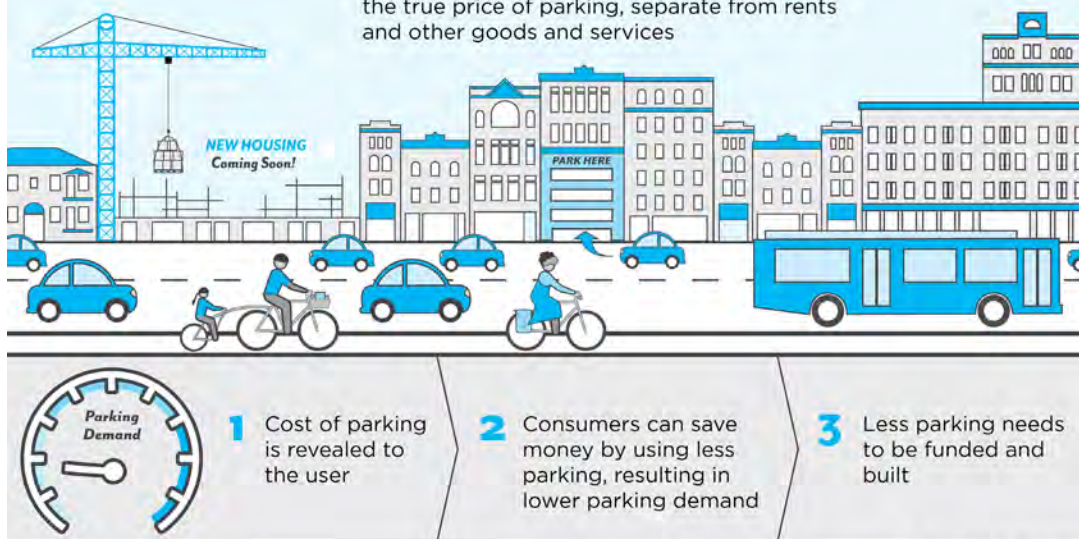
The cost of parking “bundled” into price of rents and other goods and services, hiding its true cost from consumers



VS

Unbundled Parking

The cost of parking is “unbundled” to reveal the true price of parking, separate from rents and other goods and services



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2B. Establish Carshare and Bikeshare Programs and Facilitate Adoption with Large City Employers

Objectives: Encourage carsharing and bikesharing operators to establish permanent operations within the Plan Area, thereby allowing residents and employees to have access to shared cars and bikes when needed.

Recommendations: Encourage the establishment of a permanent carsharing service with one or more shared vehicle “pods” strategically located within the Plan Area. In order to help establish carsharing services in the area, the City should evaluate the results of the 2018/2019 carsharing pilot and consider the following strategies:

1. Require that large projects offer carsharing operators a limited number of parking spaces free of charge.
2. Require new projects to pay into a carshare startup fund.
3. Partially or fully subsidize operations costs for a specified term.
4. Provide other incentives, such as offering convenient and visible curb spaces to carsharing providers for locating carsharing “pods.”

Recommendations: Encourage the establishment of either a docked based bikesharing service with a network of shared bike stations strategically located within the Plan Area, or a dockless service that provides self-locking bikes for share throughout the service area. In order to help establish bikesharing in the area, the City should consider the following strategies:

1. **Identify/procure bike system operator**
 - a. Formalize responsibilities with a Service Level Agreement.
 - b. Develop Performance Metrics.
2. **Design bikeshare system**
 - a. Refine bikeshare locations and siting.
 - b. Work with operator to develop implementation plan.

2C. Establish a Transportation Management Association

Objectives: Effectively manage and market TDM programs for downtown in order to cost-effectively reduce parking demand, while providing better transportation choices to Downtown employers, employees, and residents.

Recommendations: Establish a Transportation Management Association (TMA) or similar entity that is responsible for the management and promotion of transportation programs. Fund this organization and its programs using a combination of parking revenues and/or other dues, fees, assessments, grants, and public transportation funds, in order to establish a full menu of transportation programs for the benefit of all area employers and residents.

Discussion: A TMA is typically a nonprofit, member-based organization that provides transportation services in a particular area, formed to address the transportation needs and challenges of a particular destination with a distinct geographic boundary, such as a central business district. TMAs address parking and circulation through employee commute programs, trip planning, information about various travel options, and other tools. A TMA for the Plan Area would be an efficient mechanism to deliver the various TDM measures that the City and other community organizations may provide. The TMA would also function as a point of coordination for employers and organizations that deploy their own TDM programs, and also provide information to residents and visitors looking to learn more about their transportation options.

3. Managing City-Owned Lots and Garages

3A. Establish a Downtown Business Permit Parking Program (BPP)

Objectives: Encourage and support Downtown employees to park in off-street facilities rather than occupy high demand on-street parking and simplify the complex system of off-street time restrictions per the Downtown Parking Management Plan.

Recommendations:

- Establish a business permit parking program, where all permit holders can parking in any public city lot for an unlimited number of hours.
- Limit all of the City's off-street parking lots and structures (BART parking excluded) to four-hour parking. Employees with Business permits would also be allowed to park in these facilities, although in some cases permit parking would be limited to specific areas or spaces on-street.
- Allow business permits to be used in some on-street parking spaces (See Figure 3.6), and if employees choose to park on-street they would have to adhere to the posted time restrictions on that street.

3B. Set Lot & Garage Fees That Ensure Availability & Make City-Owned Lots & Garages Self-Supporting

Objectives: Efficiently manage demand for parking while accommodating customer, employee, and resident parking needs. Ensure that in each City-owned lot and garage, parking is well used but readily available. Generate sufficient revenue to make City-owned lots and garages financially self-supporting.

Recommendations:

1. Refrain from subsidizing automobile storage and use by requiring that City-owned lots and garages in Downtown be operated as an enterprise operation, which pays for itself through user fees.

2. Require that off-street parking enterprise operation support itself solely through lot and garage user fees without additional support from other taxpayer dollars or curb parking revenues. Increase permit fees gradually until this goal is reached.
3. Plan and budget for the long-term financial sustainability of this enterprise operation, including setting parking rates which are sufficient to provide for long-term facility maintenance, renovation, reconstruction, staffing, and pension liabilities.
4. Implement performance-based parking pricing with rates that vary by time of day and day of week. Specifically, raise or lower both monthly and hourly rates at each lot and garage as necessary to:
 - a. Avoid the need for wait lists and "lot full" signs; and
 - b. Raise all funds necessary to support the off-street parking enterprise operation.
5. Extend or contract lot and garage hours of operation as necessary, with the goal of ensuring that public and/or private parking is readily available within a reasonable walk of all significant destinations.
6. Improve parking signage and implement a real-time parking wayfinding system.

Cities with Performance-Based Parking Pricing

Cities that have adopted performance-based parking pricing (in some neighborhoods or citywide) include:

- | | |
|-----------------|------------------|
| • Berkeley | • Pittsburgh |
| • Boston | • Redwood City |
| • Glendale (CA) | • San Francisco |
| • Los Angeles | • Seattle |
| • New York | • Ventura |
| • Oakland | • Washington DC. |

3C. Assess Highest & Best Use of City-Owned Lots & Garages

Objectives: Determine whether parking, or another use, is the best use of each existing City parking facility.

Recommendations: Evaluate each City-owned parking facility within the Plan Area from an economic and land use planning perspective and consider whether parking is the highest and best use for each site.

Discussion: Given the City's goals for the Plan Area, the consistent underutilization of many off-street parking facilities, and the cost of maintaining and operating these facilities, the City should evaluate each City-owned parking facility to determine the maximum potential of these properties. Both the existing parking use and alternative land uses for each site should be evaluated, considering the following:

- Is this land use desirable, given City goals?
- Is this land use physically possible?
- Is this land use financially feasible?
- Does this land use result in the highest value to the public possible?



Parking Wayfinding Signage

Source: SFPark (Left); Rudy Herman (Right)

4. Managing Curb Parking

4A. Time Limits with Active Enforcement

Objectives: Provide adequate short-term on-street parking to visitors, incentivize off-street parking for long term and employee use per the 2018 Downtown Parking Management Plan.

Recommendations: Limit on-street parking in the Downtown core to 1-hour parking without the option for any permitted parking. This restriction will allow free parking for visitors making a short-trip to the Downtown. It will also incentivize employees of Downtown businesses to not park in highly-coveted on-street parking spaces and instead head for unrestricted free parking located at City lots and garages. Visitors seeking long-term parking will be incentivized to use one of the City lots or garages.

4B. Establish Downtown Residential Permit Parking (RPP) Program

Objectives: Prevent spillover in residential streets neighboring the downtown due to BART commuters and set Downtown parking limits in compliance with the 2018 Downtown Parking Management Plan.

Recommendations:

- Establish a two-hour time restriction with a Residential Preferential Permit (RPP) in the area surrounding Downtown. The new restrictions allow for free, short-term on-street parking for Downtown visitors, while allowing Downtown residents to have a place to park their car near.
- Limit on-street parking along west Grand Street and B Street to 2-hour parking with RPP and Outer Business Permit parking. The restriction will maintain on-street parking along Grand and B Street for Downtown visitors and provide a location for nearby residents to park their automobiles.
- Limit on-street parking in the area west of Grand Street to four-hour parking and RPP parking. The restrictions will provide the residential area with more opportunities for on-street parking and limit long-term parking by BART users.

4C. Active Parking Enforcement

Objectives: Increase enforcement and revenue collection efficiency, automate the collection of parking occupancy data, and reduce costs to improve the compliance of the parking program per the 2018 Downtown Parking Management Plan.

Recommendations: Improve parking enforcement, occupancy monitoring, and revenue collection. Procure license plate recognition (LPR) systems and integrate them with smart meters, pay-by-phone, parking access and revenue control systems (PARCS), and handheld citation units.

4D. Improve Parking Wayfinding Signage

Objectives: Help direct motorists to underused off-street lots and garages to more efficiently utilize existing parking per the 2018 Downtown Parking Management Plan.

Recommendations: Establish a coordinated system of on-street and off-street signage. Good wayfinding strategies help orient visitors, shoppers, and residents, pointing them to parking, shops, pedestrian and bicycle routes, and other important destinations. Clear signage can help direct motorists to underused off-street lots and garages.

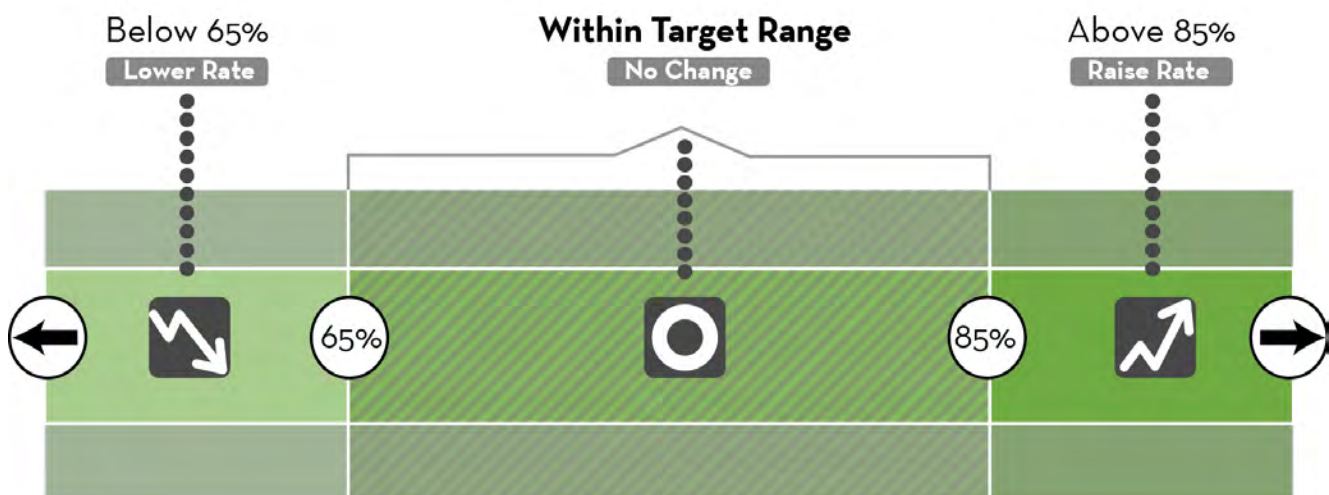
4E. Set Performance-Based Pricing for Curb Parking

Objectives: Efficiently manage demand for parking while accommodating customer, employee, and resident parking needs. Put customers first by ensuring that on each block and curb parking spaces are well-used but readily available.

Recommendations: Ensure curb parking is well-used and readily available by charging the right prices for parking. Establish a target occupancy rate of 66 percent to 85 percent for each block face, so that there will usually be at least one or two available spaces on every block face. On each block face, set the parking price at the lowest rate needed to achieve the target occupancy rate of 66 percent to 85 percent and remove time limits.

Discussion: What Are the Alternatives to Charging for Parking?

Rather than charging for parking to create vacancies in prime parking spaces, the City can set time limits and give tickets to violators. The “time limits and tickets” approach works, but has limitations, for example, enforcement of time limits is labor-intensive, and employees quickly become familiar with enforcement and move their cars regularly during the workday. For customers, strict enforcement can bring “ticket anxiety,” the fear of getting a ticket if one lingers too long. Overtime, as Downtown develops, becomes more popular, and parking demand intensifies, pricing the curb appropriately will prove to be the most effective solution to free-up on-street parking spaces.



*Parking Target Occupancy Rate
(Source: City of Seattle)*

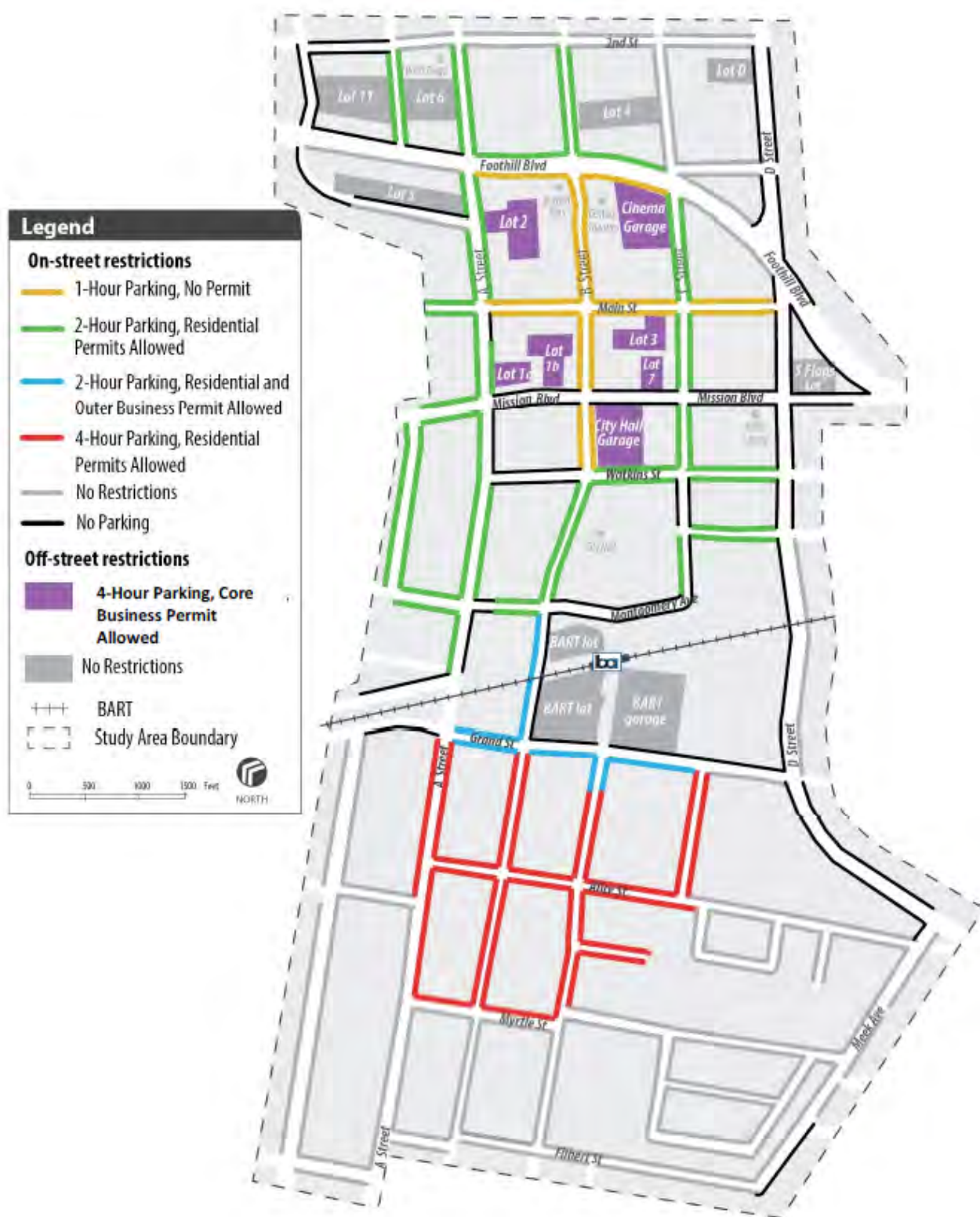


Figure 3.5 Adopted Parking Management Plan Restrictions, 2018.

4F. Consider Establishing Residential Parking Benefit Districts

Objectives: Prevent excessive spillover parking onto residential streets adjacent to commercial areas.

Recommendations: Work with residents to consider establishing Residential Parking Benefit Districts on residential streets adjacent to Downtown commercial blocks. Residential Parking Benefit Districts are similar to residential permit parking districts, but allow a limited number of commuters to pay to use surplus curb parking spaces in residential areas and return the resulting revenues to the neighborhood to fund public improvements.

5. Commercial and Passenger Loading

5A. Reduce Congestion on Downtown Roadways by Designating Appropriate Curb Allocation and Management Approaches for Commercial and Passenger Loading Activities.

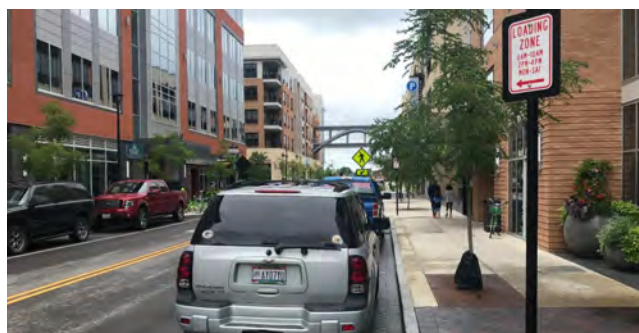
Recommendations: Effectively appropriate and manage limited curb space through the following strategies:

1. **Time Limited Loading Zones.** Time limited commercial loading zones are effective in reserving curb space for loading during specified time bands, particularly when curb parking is usually in lowest demand. However, it releases the curbs to regular vehicle parking during the times of highest demand usually 11 a.m. to 1 p.m. and 4 to 6 p.m.

2. **Off-Hours Delivery Program.** New York City DOT has developed the Off-Hours Delivery (OHD) Program which may be considered for the City of Hayward. The OHD off-hours hours were established from 7 p.m. to 6 a.m. in the efforts to decrease truck congestion and emissions. However, a similar program for Hayward will need to be tailored to meet the needs of the local business community.
3. **Passenger Loading/Package Delivery.** Short-term curb loading spaces may be appropriate for multifamily residential developments for use in both passenger loading and unloading and package delivery. The City of Santa Monica permits “three (3) minute passenger loading only” or “loading only” if curb parking is insufficient and loading activity exists to warrant reducing curb parking.



Downtown Detroit's unused All-Day Loading Zone.



Effective use of Dublin, Ohio's time-restricted loading zones.

Relevant General Plan Policies for Parking

Goal M-9 Parking. *Provide and manage a balanced approach to parking that meets economic development and sustainability goals.*

Policy M-1.8 Transportation Choices. *The City shall provide leadership in educating the community about the availability and benefits of using alternative transportation modes.*

Policy M-5-8 Parking Facility Design. *Ensure that new automobile parking facilities are designed to facilitate safe and convenient pedestrian access, including clearly defined internal corridors and walkways connecting parking areas with buildings and adjacent sidewalks and transit stops and adequate lighting.*

Policy M-8-1 Increase Vehicle. *Occupancy The City shall work with a broad range of agencies (e.g., Metropolitan Transportation Commission, BAAQMD, AC Transit, Caltrans) to encourage and support programs that increase vehicle occupancy including the provision of traveler information, shuttles, preferential parking for carpools/vanpools, transit pass subsidies, and other methods.*

Policy M-8.6 Car/Bike Share. *Programs The City shall assist businesses in developing and implementing car and bike sharing programs, and shall encourage large employers (e.g., colleges, Hayward Unified School District (HUSD)) and the BART stations to host car and bike sharing programs available to the public.*

Policy LU-4.4C Design Strategies for Corridor Developments. *The City shall encourage corridor developments to incorporate the following design strategies: locate parking lots to the rear or side of buildings or place parking within underground structures or above-ground structures located behind buildings.*

Policy LU-4.8 Shared Driveways and Parking Lots. *The City shall encourage adjoining properties along corridors to use shared driveways and shared parking lots to promote the efficient use of land, reduce the total land area dedicated to parking, and to create a more pedestrian-friendly environment by minimizing curb-cuts along the sidewalk.*