



SUBJECT

Draft Hayward Bicycle and Pedestrian Master Plan

RECOMMENDATION

That the Planning Commission reviews and provides feedback on the draft Hayward Bicycle and Pedestrian Master Plan (BPMP). No formal action by the Commission is required.

SUMMARY

This is a work session on the proposed Hayward Bicycle and Pedestrian Master Plan (BPMP), which replaces the City's 2007 Bicycle Master Plan and sets forth new goals and objectives that provide a universally accessible, safe, convenient, and integrated transportation network that promotes walking and biking. To date, extensive public outreach has been completed to prepare the BPMP and staff is now requesting feedback from the Planning Commission on the public Draft.

BACKGROUND

Although the City continues to implement multiple projects that enhance multi-modal infrastructure, a bicycle-pedestrian master plan will provide a blueprint for staff to implement projects as part of a coordinated strategy. The proposed plan will build upon the Complete Streets Policy adopted in 2013 and support the transportation and land use policies identified in the *Hayward 2040 General Plan*. It will also recommend best ways to seamlessly incorporate and integrate the BPMP's proposed bicycle and pedestrian facilities into Capital Improvement Program (CIP) projects and new developments. In 2017, the City hired Kittelson & Associates to assist with updating the 2007 Bicycle Plan.

On October 25, 2017, the Council Infrastructure Committee (CIC) held a work session to review and provide feedback on the proposed scope of work for the Plan update. Per the recommendations of the Committee, staff modified scope of work to include the following additional tasks: 1) develop an interactive project website that will enable staff to provide periodic updates and allow public to comment on specific locations/areas; 2) include up to three walk/bike audits at select locations to gather specific input; and 3) establish a Technical Advisory Committee (TAC), comprised of key stakeholders and members of the community. A public engagement plan was also developed as part of the scope of work and was initiated early in the development process.

On March 12, 2018, the Council Sustainability Committee (CSC) held a work session to review and provide feedback on the proposed Vision and Goals of the Plan as well as provide feedback on the updated public engagement portion of the BPMP update. The CSC determined that these

proposed recommendations aligned with the goals identified in the *Hayward 2040 General Plan's* Mobility Element and support the purpose of the Complete Streets strategy to build streets that are safe, comfortable, and convenient for travel for everyone, regardless of age or ability, including motorists, pedestrians, bicyclists, and public transportation riders.

On May 16, 2019, staff returned to CIC and requested feedback on key recommendations being proposed, including the proposed bicycle facility recommendations, designated pedestrian priority areas, and draft policies and programs. The Committee expressed support of the recommendations proposed and appreciated the visual illustrations being included in the Plan.

Technical Advisory Committee. To create a public engagement strategy that fosters a community-driven approach related to goals, policies and objectives, staff created a Technical Advisory Committee (TAC) that consists of representatives from various City departments including Public Works, Planning, Economic Development, Maintenance Services, Police, and Fire; and also includes key stakeholders within the Hayward community, including AC Transit, BART, Caltrans District 4, City of San Leandro, City of Union City, Alameda County Public Works, Alameda County Transportation Commission, Bike East Bay, Hayward Unified School District, HARD, Chamber of Commerce, United Merchants Downtown Hayward, and the Community Resources for Independent Living (CRIL). The role of the TAC is to offer perspective and feedback from diverse groups that would be impacted by the multimodal improvements recommended in the BPMP. The five TAC meetings have already taken place with the final one being held remotely through video conference on May 29, 2020.

TAC Meeting	Date
#1	6/12/18
#2	10/19/18
#3	4/9/19
#4	10/22/19
#5	5/29/20

Public Outreach. As part of the public engagement strategy, the City's consultants and Public Works staff held several pop-up events throughout the City where members of the public could provide comments and feedback regarding improvements and express concerns about the existing network. The pop-up events were held over a one-year period between 2018 and 2019 and coincided with other local events that were well attended by members of the public.

Pop-Up Event	Date
Summer Movies on the Plaza	6/29/18
All-American Festival	6/30/18
Downtown Hayward Street Party	7/19/18
Earth Day Festival	4/26/19
Bike to Work Day	5/9/19

In addition to the pop-up events, staff also coordinated three (3) Bike-Walk Audits around the City, which were well attended. The audits provided an assessment of several locations related to bicycle and pedestrian safety and accessibility and the presentations were provided in both English and Spanish. The dates and location of each audit is listed below.

Bike-Walk Audits	Date
South Hayward Tennyson Road Corridor	9/21/18
Downtown Hayward	12/1/18
Hesperian Boulevard – Chabot College	1/24/19

Additional public comments and feedback were also solicited online via the City’s website. The project created a webpage that provided status updates and includes an online interactive WikiMap. Events and links to the WikiMap were also advertised through various social media platforms, including the July 2018 issue of the *Hayward Stack*.

Summary of Public Feedback Received. Input from both the in-person and online feedback were layered to create a set of maps showing where participants wanted to focus bicycle and pedestrian improvements. In general, over 300 comments identified that the key corridors needing bicycle and/or pedestrian improvements were Mission Boulevard, A Street, Winton Avenue/D Street, Harder Road, Tennyson Road, and Industrial Parkway.

Input from the in-person events varied slightly from the online engagement and highlight an interest in new opportunities in downtown Hayward while improving comfort and safety along critical corridors like Industrial Parkway, Tennyson Road, Huntwood Avenue, and Santa Clara Street. Additionally, many participants discussed the Interstate 880 freeway interchanges as a major barrier to east/west access through Hayward. Regional bikeway connectivity was supported through improvements near the potential East Bay Greenway, the San Francisco Bay Trail, and to California State University East Bay. Pedestrian comfort and crossing improvements were identified primarily along downtown corridors and on Jackson Street.

Online input focused on major high vehicle traffic corridors including Mission Boulevard, A Street, Hesperian Boulevard, Winton Avenue, and D Street. A Street in particular was requested to include pedestrian improvements as this route provides access between BART, Downtown Hayward, and the Amtrak station. Similar to the in-person input, there was a heavy focus on downtown Hayward and Tennyson Road. Figure 10 shows a heatmap summary of the areas where community members felt improvements were needed (in-person and Wikimap feedback layered together on a single map).

On January 22, 2020, staff returned to the CIC to present feedback on the draft BPMP. Per the recommendations of the Committee, staff modified portions of the draft to include more information on the proposed hiring additional transportation staff to be responsible for the City’s needs related to alternative modes of travel, specifically focusing on bicycle and pedestrian facilities, and to identify a policy when single or directional curb ramps for pedestrians should be implemented. The CIC appreciated the information on the various funding opportunities and supported the idea of implementing a Traffic Impact Fee (TIF) for transportation.

In May 2020, links to the draft Plan were posted on the project webpage and also included in the May 2020 issue of *Leaflet* and the June 2020 issue of *Hayward Stack*.

DISCUSSION

Plan Update: The overall approach and objective for the updated BPMP has been structured into four phases by grouping similarly oriented tasks. These phases include:

1. Existing Conditions Analysis:
Create a foundation for the plan by understanding the existing conditions. As part of this process, existing bicycle and pedestrian counts, collision data, US Census data, and the California Household Travel Survey will be analyzed to develop baseline data. This phase initiated a public engagement process that provided an effective and efficient way of gathering community input.
2. Needs Analysis:
Create a Level of Traffic Stress (LTS) map to overlap the existing facilities map to determine gaps in the network and develop recommendations to address goals and needs of the existing network.
3. Project and Program/Policy Recommendations and Prioritization:
Develop criteria to evaluate and prioritize the identified improvements. Prepare cost estimates and identify potential funding sources for the projects.
4. Documentation:
Develop a concise, graphically rich, and user-friendly summary document for formal City approval.

The draft Plan includes goals, policies and objectives for bicycle and pedestrian travel in the City of Hayward to promote alternative travel modes and further expand and prioritize the facility network. The draft Plan is summarized below:

1. Executive Summary
2. Introduction
 - The Introduction touches base on the purpose of the plan, the benefits of biking and walking, the barriers to biking and walking, and the Community Involvement Plan.
3. Vision and Goals
 - Chapter Three focuses on the Plan's vision and goals, while identifying performance measures so we may determine if goals are being met
4. Existing Conditions
 - The Existing Conditions outlines the current state of biking and walking in Hayward with a map of the City's existing bicycle and pedestrian facilities
5. Project Recommendations
 - This chapter discusses the methodology of identifying project recommendations and their prioritization. Project recommendations and Priority maps and Recommendations maps are detailed here.
6. Program and Policy Recommendations
 - The priority recommendations related to policies, programs, and practices include infrastructure and operations, evaluation and planning, funding

opportunities, project implementation, education programs, and enforcement are included in this chapter.

7. Implementation Strategy

- The Implementation Strategy includes information on cost estimates and how these may be included into other projects for cost efficiency, recommended near-term and long-term investments, and the various types of funding sources

8. Conclusion

Although the draft Plan incorporates best practices in bicycle and pedestrian travel and reflects numerous opportunities for public feedback, staff is now requesting feedback from the Planning Commission on the proposed Plan. Specifically, Chapter Five of the draft Plan includes a comprehensive list of programs and policy recommendations; and the draft Bicycle Facilities Map includes recommendations for new or upgrades to the bicycle network in the City. A copy of the draft Plan is included as Attachment II.

POLICY CONTEXT AND CODE COMPLIANCE

Hayward 2040 General Plan. The Bicycle and Pedestrian Master Plan will result in supporting mobility goals established as part of the *Hayward 2040 General Plan*, providing for a balanced multi-modal system of transportation facilities and services in Hayward.

As proposed, the Plan will provide a comprehensive framework that will guide, prioritize, and implement a network of quality bicycle and pedestrian facilities to improve mobility, connectivity, public health, physical activity, and recreational opportunities throughout the City. By applying best practices, the Plan will increase transportation options, reduce environmental impacts of the transportation system, and enhance the overall quality of life for residents. The goal of the project is to develop convenient transportation alternatives to motor vehicles for residents, visitors, shoppers, and commuters. The resulting reduction in single occupancy vehicles will reduce vehicle miles traveled and greenhouse gases.

Strategic Initiatives. When the project was originally initiated in 2017, the update supported the Council's Complete Streets Strategic Initiative. The purpose of the Complete Streets strategy is to build transportation networks that are safe, comfortable, and convenient for everyone regardless of age or ability, including motorists, pedestrians, bicyclists, and public transportation riders. This item supports the following goals and objectives:

- Goal 1: Prioritize Safety for all Modes of Travel
- Objective 1: Reduce speeding and aggressive driving behavior through four E's (i.e. Education, Enforcement, Empowerment, and Engineering.
- Goal 2: Provide Complete Streets that balance the diverse needs of users of the public right-of-way.
- Objective 1: Increase walking, biking, transit usage, carpooling, and other sustainable modes of transportation by designing and retrofitting streets to accommodate all modes.

Strategic Roadmap. This project currently supports the Council's Strategic Priority of Improve Infrastructure. Specifically, this item relates to the implementation of the following project(s):

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|---------------------|---|
| Project 8, Part 8b. | Implement the Bicycle and Pedestrian Master Plan; Add 10 lane miles of bike lanes per year. |
| Project 8, Part 8c. | Implement the Bicycle and Pedestrian Master Plan; Assess Safe Routes to School |
| Project 8, Part 8d. | Implement the Bicycle and Pedestrian Master Plan; Implement Safe Routes to School |

ENVIRONMENTAL REVIEW

Pursuant to the California Environmental Quality Act of 1970, Public Resources Code §21000, et seq., as amended and implementing State CEQA Guidelines, Title 14, Chapter 3 of the California Code of Regulations (collectively, "CEQA"), the proposed Amendments do not constitute a "project" within the meaning of Public Resources Code Section 21065, and CEQA Guidelines Sections 15061(b)(3) and 15378 because there is no potential that it will result in a direct or reasonably foreseeable indirect physical change in the environment and because it has no potential for either a direct physical change to the environment, or a reasonably foreseeable indirect physical change in the environment.

NEXT STEPS

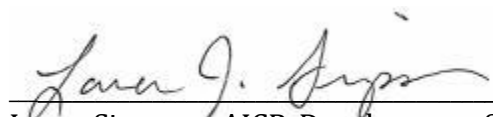
Following Planning Commission feedback, staff will forward the proposed feedback to the Consultants for finalizing the Bicycle and Pedestrian Master Plan to present to the City Council for a public hearing on September 1, 2020.

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