



DATE: February 25, 2026
TO: Council Infrastructure & Airport Committee
FROM: Director of Public Works
SUBJECT: Draft Speed Management Plan

RECOMMENDATION

That the Council Infrastructure & Airport Committee (CIAC) reviews and provides feedback on the Draft Final Speed Management Plan (CIP Project No. 06943) and recommends to City Council for adoption.

SUMMARY

The Safe System Approach for Speed Management is a Federal Highway Administration (FHWA) approved road safety framework that involves proactively identifying locations where operating speeds are high compared to desired target speeds. The City's Speed Management Plan uses this approach to achieve safer speeds and prioritize projects for areas with excessive speeding in Hayward.

The City began working on the Speed Management Plan on December 16, 2024. Staff updated CIAC and received feedback on the plan's development on June 25, 2025. Since then, additional Technical Advisory Committee (TAC) and Stakeholder Advisory Committee (SAG) meetings were conducted. Three chapters were added to the draft plan: Speed Reduction Toolbox, Speed Reduction Corridors, and Institutionalizing Safe Speeds.

Staff are seeking feedback from CIAC on the Draft Final Plan and recommendation for formal adoption by City Council.

FISCAL IMPACT

This item will not impact Measure C or the General Fund. The Speed Management Plan is primarily funded by the grant from the USDOT SS4A program (\$187,000). City Council has previously authorized allocation of \$235,000 from Fund 460, Transportation System Improvement, to complete this Plan, including \$49,000 in City matching funds: Fund 213 – Measure BB (Pedestrian & Bicycle) (\$25,000) and Fund 410 – Route 238 Corridor Improvement (\$24,000).

BACKGROUND

City Council adopted the Local Road Safety Plan (LRSP) on June 27, 2023, which assesses and identifies locations and strategies to improve road safety throughout the City. Along with identifying the City's High Injury Network, the LRSP recommends a set of strategies and countermeasures to address and prevent severe injury and fatal collisions. Council also committed to Vision Zero by 2050, a goal of eliminating fatalities and severe injuries on the City's roadways by 2050.

Action Item 2 of the LRSP recommends the near-term action of pursuing Safe Streets and Roads for All (SS4A) grant funding. Launched by the U.S. Department of Transportation in 2022, the purpose of the SS4A grant program is to improve roadway safety by significantly reducing or eliminating roadway fatalities and serious injuries through safety action plan development and refinement and implementation focused on all users. The program provides funding to develop the tools to help strengthen a community's approach to roadway safety and save lives while meeting the needs of diverse local, Tribal, and regional communities.

Recognizing the effort needed to achieve Vision Zero by 2050, the City applied for supplemental planning funds from SS4A to develop a comprehensive approach to reduce speeds (Speed Management Plan) and conduct a set of corridor-specific safety plans focused on the City's High Injury Network. The Speed Management Plan will help address the LRSP focus area of unsafe speeding and aggressive driving, which play a significant role in generating serious injuries and fatalities.

The Safe System Approach for Speed Management is an FHWA approved road safety framework that involves proactively identifying locations where operating speeds are high compared to target speeds. Target speeds can be based on various factors including road and land use context, impact statistics, safety goals, and other factors. This framework builds on the Safe System Approach identified in the City's LRSP by using a five-stage approach, which the City will use to develop the Speed Management Plan to achieve safer speeds and prioritize projects for areas with excessive speeding. The five stages are: establishing a vision and building consensus for speed management, collecting and analyzing speed and safety data, prioritizing locations for speed management, selecting speed management countermeasures, and conducting ongoing monitoring, evaluation, and adjustment.

On October 27, 2023, the City was awarded the full amount of the \$3,252,000 requested in its application to the SS4A grant program. On February 6, 2024¹, City Council adopted a resolution accepting the funding and allocated \$813,000 in City matching funds. On November 19, 2024², the City awarded \$210,000 to Fehr & Peers to develop the Speed

¹ <https://hayward.legistar.com/LegislationDetail.aspx?ID=6504747&GUID=E1C46D84-F953-4AAA-BB3F-E51DB7873759&Options=&Search=>
² <https://hayward.legistar.com/LegislationDetail.aspx?ID=7024311&GUID=1BD5004A-ABB2-40B9-9D57-884F4A65C3A1&Options=&Search=>

Management Plan. The consultant contract with Fehr & Peers was executed on December 4, 2024.

DISCUSSION

Work began on the Speed Management Plan on December 16, 2024. The project team, made up of City and Fehr & Peers staff, studied existing conditions and gathered relevant information over the first quarter of 2025. Relevant data analyzed included observed speed, posted speed limit, collision, land use, and roadway attribute data. In addition, the project created the TAC and the SAC. The TAC consists of internal stakeholders from various City departments, including the Police Department, Fire Department, and Development Services Department. The SAC consists of community-based organizations and stakeholders such as Bike Hayward, California State University East Bay, Hayward Unified School District, and La Familia. The TAC and SAC had their first outreach meetings on February 26, 2025, and March 21, 2025, respectively. Work continued throughout 2025 to develop the Target Speed Framework, Speed Reduction Toolbox, prioritization of projects, and policy recommendations. The Draft Speed Management Plan was completed in December 2025.

The Speed Management Plan is organized into five main sections:

Speeds in Hayward Today: Analysis of speed and crash data in the City.

Target Speed Framework: Setting desired speeds Citywide based on roadway and land use context.

Speed Reduction Toolbox: Countermeasures to apply where speeds exceed desired speeds.

Speed Reduction Corridors: Priority projects for implementation.

Institutionalizing Safe Speeds: Policy recommendations to institutionalize safe speeds.

Speeds in Hayward Today

The project team reviewed and surveyed existing spot speed and collision data that was available for the City. Between 2017-2022, unsafe speed was found to be the most cited contributing factor for injury collisions, accounting for 361 collisions, or 21% of all injury collisions. Unsafe speeds also made up the largest share of driver fatalities and severe injuries, accounting for 50 drivers being killed or severely injured in that period.

Using 85th percentile speed data from StreetLight, an aggregated GPS data company, the project team obtained additional speed data for October 2024, which allowed for an analysis that looked at speeding throughout the City at a level that was previously not possible from spot data. One of the key findings was that the City's arterials and collectors experience speeds over 40 mph while several major streets consistently exceed 40 mph across all time periods. In addition, segments operating over 35 mph make up approximately 25-40% of the roadway network but account for nearly 60-75% of all fatal and severe injury collisions.

Furthermore, it was found that the share of pedestrians and bicyclists that are killed or severely injured in collisions occurring where observed speeds are less than 35 mph is almost double the share of drivers/passengers that are killed or severely injured at the same speeds, emphasizing that people walking, biking, or rolling are disproportionately impacted by unsafe speeds.

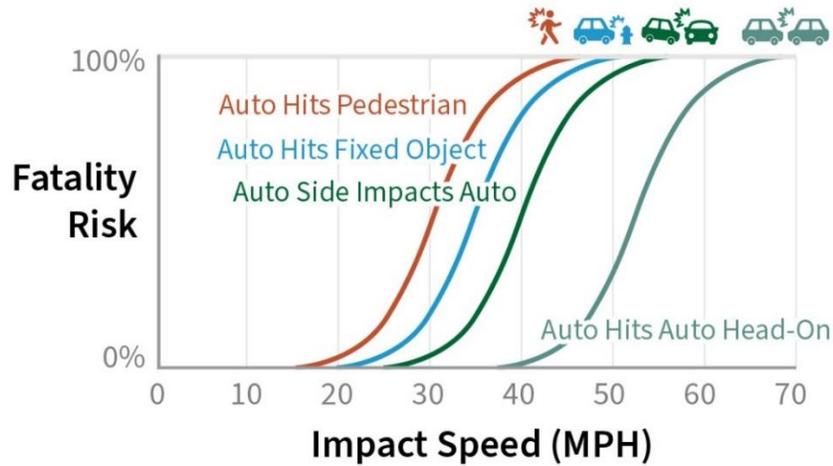
Target Speed Framework

Desired speeds were established Citywide using roadway context and the purpose of the street. Some streets are more focused on vehicle throughput with higher vehicle volumes and lower land use activity, while other streets are more focused on placemaking and economic activity with lower vehicle volumes and higher volumes of people walking and biking. The four street types are as follows:

- *Connector Streets* represent arterial and collector streets outside commercial areas with high traffic and lower land use activity. Many of the City's streets in the industrial area, such as Industrial Parkway and Whipple Road fit in this category.
- *Core Streets* represent arterial and collector streets inside commercial areas or near schools with high traffic levels and land use activity, such as Mission Boulevard and Jackson Street.
- *Place Streets* category are streets with lower traffic volumes and high land use activity, and they typically makeup streets inside Downtown and local streets inside commercial areas, such as B Street and Dixon Street.
- *Neighborhood Streets* are local streets outside commercial areas and make up the majority of the City's roadway network in lane miles. Neighborhood Streets are streets with low traffic levels and land use activity, typically in residential neighborhoods.

Target speeds for each street type were identified taking into account types of potential conflicts, particularly with vulnerable users (e.g. people walking, people biking, youth), and speeds at which collisions are likely to result in a severe injury or fatality (see Figure 1). The chart illustrates that there is significant risk of a fatal collision involving a pedestrian at speeds as low as 25 or 30 miles per hour (mph).

Figure 1. Risk of Fatality in a Collision based on Vehicle Speed



Source: Federal Highway Administration (FHWA)

The FHWA’s *A Safe System-Based Framework and Analytical Methodology for Assessing Intersections* suggest desired travel speeds based on the types of conflicts and was used to develop the Speed Management Plan target speed framework. All downtown streets, except for Foothill Boulevard, will use a 20 mph target speed. Table 1 shows the target speed for each street type. On many city roadway segments, the observed speeds exceeded the target speeds by 10 mph or more.

Table 1. Target Speeds

Street Type	Target Speed (mph)	Examples
Connector	35	Industrial Pkwy, Whipple Rd
Core	30 ¹	Mission Blvd, Jackson St, A St
Place	20 ²	B St, Dixon St
Neighborhood	15 ³	Calaroga Ave

Notes:

1. Target speed of 25 mph in front of schools.
2. Target speed of 25 mph on Foothill Boulevard.
3. Target speed of 25 mph in industrial areas.

The project team gathered feedback on the street types and target speeds from the TAC and the SAC in the months of May and June. Both advisory committees provided feedback that the excessive speeding shown in the data aligned with observations. The project team did not receive feedback about changing the proposed street types or target speeds. Some stakeholders had concerns with the difficulty of implementing effective countermeasures to manage speeds throughout the City, specifically pointing to resistant driver behavior and resident opposition to past traffic calming projects in the City.

On June 25, 2025, the project team presented the Target Speed Framework’s draft street types and target speeds to CIAC for feedback. CIAC gave positive feedback on the proposed

street types and target speeds with comments mainly focused on understanding how to minimize impact of cut-through traffic that could occur on other streets and ensuring that traffic calming improvements are spread around the City and not focused on one area.

Speed Reduction Toolbox

The toolbox of countermeasures in the Speed Management Plan contains recommended strategies and infrastructure treatments for reducing speeds. The purpose of the toolbox is to serve as a resource and reference for practitioners who will be implementing the Speed Management Plan. The tools are organized into two location categories: intersection strategies and street segment strategies, and within each location category, there are several different treatment types to manage speeds. Examples include intersection control, traffic signal operations, geometric features, pavement markings, roadway narrowing, and enforcement. Overall, the toolbox contains 44 different speed management countermeasures. These countermeasures can be used in combination to provide a comprehensive speed management implementation on a corridor. A detailed description of each countermeasure is included in Appendix B of the Speed Management Plan.

Speed Reduction Corridors

The Speed Management Plan introduces the concept of Speed Reduction Corridors. Speed Reduction Corridors were identified as having a high discrepancy between observed speeds and target speeds. The plan defines speed reduction corridors as segments where observed speeds exceed target speeds by 10 mph or more across all time periods. Of the existing Speed Reduction Corridors, five priority Speed Reduction Corridors were selected by staff to have a preliminary conceptual plan developed. The five corridors were selected based on a combination of different street types, high speed discrepancy, and were either on the established High Injury Network and/or areas near schools or disadvantaged populations. The five corridors selected are listed below:

- Hesperian Boulevard between Turner Court and Sleepy Hollow Avenue
- Industrial Boulevard between Tennyson Road and Baumberg Avenue
- Huntwood Avenue between Tennyson Road and Schafer Road
- Calaroga Avenue between Peterman Avenue and Tennyson Road
- Santa Clara Street between Winton Avenue and Jackson Street

The Speed Management Plan includes preliminary conceptual plans for the corridor segments. They are not intended to be detailed design documents and could be subject to change. Each concept should be considered a standalone project, which would require its own planning, detailed design, and construction phases.

Institutionalizing Speed Management

The project team conducted a policy review to assess and evaluate how speed management could be institutionalized in the City of Hayward. Existing policies and programs were

compared to benchmark safety policies to assess the level of implementation and institutionalization of speed management practices in Hayward. From this policy review, six priority action categories to support safe speeds were developed to address the gaps found in the policy review. The six actions are listed below:

1. Stakeholder Collaboration
2. Training & Education
3. Policies & Procedures
4. Enforcement
5. Evaluation & Prioritization
6. Monitoring

Within each category, recommended speed management actions are included with an assigned lead department. In total, there are 18 recommended actions. The 18 actions are listed below in Table 2. Descriptions of each action are included in the plan.

Table 2. Recommended Actions

Recommended Action	Lead Department
1. Stakeholder Collaboration	
Safety Task Force	Public Works – Transportation Division
2. Training & Education	
Safe Systems Training	Public Works – Transportation Division
Safety Demonstration Projects	Public Works – Transportation Division
Traffic Collision Reports	Public Works – Transportation Division
3. Training & Education	
By-Right Safety Projects	Public Works – Transportation Division
Update Standard Details	Public Works – Engineering Division
Objective Design Standards	Public Works – Transportation Division
Update City’s General Plan	Public Works – Transportation Division
Context-Specific Speed Limits	Public Works – Transportation Division
Safety-Optimized Signal Timing	Public Works – Transportation Division
Update City Vehicle Procurement	City Manager’s Office
4. Enforcement	
Safe System-Aligned Enforcement	Police Department
Automated Speed Cameras	Police Department
Red Light Cameras	Police Department
5. Evaluation & Prioritization	
Speed Reduction Corridors Prioritization	Public Works – Transportation Division
Safe System Project Evaluation Framework	Public Works – Transportation Division
6. Monitoring	
Speed & Collision Data Collection & Reporting	Public Works – Transportation Division
Collision Investigation & Monitoring	Public Works – Transportation Division & Emergency Services

ECONOMIC IMPACT

The Speed Management Plan will develop strategies to reduce vehicle speeds in the City, which will help reduce the likelihood of serious injuries and fatalities. Vehicle crashes have a significant economic cost, both to those directly impacted and to other users of the transportation system. By helping to avoid these impacts, the Speed Management Plan will have a significant economic benefit for Hayward residents and visitors.

STRATEGIC INITIATIVES

This agenda item supports the Strategic Priority to Enhance Community Safety & Quality of Life and the Strategic Priority to Invest in Infrastructure. This item is not specifically related to a project identified in the Strategic Roadmap. Staff is bringing forward this new item to advance implementation of the City Council adopted LRSP.

SUSTAINABILITY FEATURES

The Speed Management Plan will help the City implement strategies to reduce vehicle speeds in the City which should reduce the incidence and severity of vehicle crashes.

PUBLIC CONTACT

The project team introduced the Speed Management Plan and the development of street types and target speeds to CIAC on June 25, 2025. The project team met with the TAC and SAC four times each throughout the development of the Speed Management Plan to receive comments and feedback.

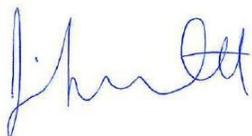
NEXT STEPS

The project team will incorporate CIAC feedback into the Draft Final Speed Management Plan, and pending recommendation by CIAC, bring it forth to City Council for final approval and adoption.

Prepared by: Byron Tang, Principal Transportation Engineer

Recommended by: Alex Ameri, Director of Public Works

Approved by:



Jennifer Ott, City Manager