

Sustainable Transportation Policies for Cities with Details for Hayward

Ideas from Nelson Nygaard revised and added to by Sherman Lewis, December 2009

Sustainable Transportation Policy (STP)

1. **City Sustainable Transportation Policy.** Approve a comprehensive STP incorporating the concepts below, with program description, personnel, budget, and expenditure priorities.
 - a. **Policy.** Approve an STP Ordinance and STP Resolution implementing policies described below.
 - b. **Coordinator.** Appoint a Sustainable Transportation Coordinator to manage and promote the STP.
 - i. The STP Coordinator would manage and coordinate the STP for the city.
 - ii. The STP Coordinator would manage the Sustainable Transportation Fund.
 - c. **Fund.** Establish a “Sustainable Transportation Fund” (STF).
 - i. Fund the City STF account by revenues from parking permits, fees and fines, parking and traffic impact fees, Proposition 1C grants, and other sources.
 - ii. Use the income for ecopass, safety, walking, biking, and transit improvements.
 - iii. Report income and expenditures monthly on the city STP web site and audit annually with city accounts.
 - d. **Information and monitoring.** The STP Coordinator would
 - i. report on annual trip and mode split based on available monitoring for City travel and on the ACCMA Midcounty Model as part of a Climate Action Program.
 - ii. Develop information on ST modes of travel in Hayward: BART, AC, shuttles, Greyhound, Amtrak, car share, taxi stands, and, for parking, location, real-time availability, and pricing.
 - iii. Consolidate ST information on a map with insets of features of walkable areas, e.g., downtown.
 - iv. Survey local people—transit riders, pedestrians, drivers, businesses, apartment owners, renters, homeowners—about how best to improve sustainable transportation.
 - e. **Website.** Establish a city website with the STP.
 - f. **Marketing.** Market sustainable transportation information.
 - i. Provide laminated maps and cheap paper maps at motels, transit stops, supermarkets, shopping malls, libraries, City Hall, post offices, Chamber of Commerce, gas stations, large work sites, etc.
 - ii. Put the map and information on the web site with links to each provider’s website, as well as to businesses, hotels, etc.
 - iii. Improve way finding signs in central locations.
 - iv. Establish Sustainable Transportation Centers—information kiosks to market Hayward’s sustainable transportation programs, disseminate information on way-finding, and provide visitor assistance.
 - (1) Locate first kiosk on wide sidewalk northeast of Hayward BART station entrance.

Sustainable Transportation Policies for City Operations

2. **Sustainable transportation** for City operations and property.
 - a. Institute parking cash-out for city employees.

- b. Provide an ecopass (a pass allowing the user to ride transit without paying a fare) for all travel on city business.
- c. Charge a market rate fee for use of city-owned parking (in or next to city-owned buildings, primarily for city use, as distinct from public street and city-owned lots and garages for the general public).

Car Sharing

3. **Car sharing**

- a. Create, with BART, CSUEB Hayward, Chabot, the Chamber of Commerce, and industrial employers, an initial small subscriber package that would underwrite a minimum level of utilization.
- b. The package would include guarantees that a car share company could obtain secure accessible spaces for no fee, based on commitments from parking operators and the City.
- c. Require new development to have a car share space where needed.

Parking Management

[Already mentioned above:

- d. Fund a City STF account with revenues from parking fees, ...
- e. Institute parking cash-out for city employees.
- f. Charge a market rate for use of city-owned parking.]

- 4. **Deregulation.** Eliminate all regulatory requirements like zoning requiring any general parking. Some exceptions can be made for taxis, handicapped where not served by transit, and car share/car rental.
- 5. **Employee parking cash out.**
 - a. Require employers to charge their opportunity cost for employee parking (opportunity cost is the lost income from other uses, either short-term such as parking fees or longer term such as revenue from new buildings). (May require statutory authority.)
 - b. Use funds from these charges to cash out employees who don't park.
 - c. Support development of surplus parking to useful buildings, accessed sustainably, which would also support economic development and give land owners a reason to cash out. (Does not require new authority.)
 - d. Support marketing of alternative modes to employees with education and incentives.
- 6. **"Unbundled" parking costs.** By ordinance, require all new development to "unbundle" the cost of parking from the cost of the other uses, by creating parking markets.
- 7. **Parking markets.**
 - a. Parking markets charge for parking based on the willingness to pay, allow shared use, and can free land for more productive uses. The general concept is to treat all parking equally regardless of some assumed primary use, to charge for parking based on demand, and to make payment easy. Different situations require specific adjustments to be practical.
 - b. Parking markets are not based on monetary costs or full economic costs. Monetary costs include land value, capital costs, and operating costs, and parking in the US has

AGENDA ITEM 8
Submitted by Sherman Lewis

been so subsidized for so long that what people are willing to pay is usually below monetary costs. Economic costs for parking are even higher, including full life cycle costs, nature services, and external costs. The economic costs of parking are so high people would not pay, and land use and alternative modes would meet mobility needs.

- c. Markets area are small, such as neighborhoods, Transit Oriented Development (TOD), block faces, parking lots, and parking structures.
- d. If local parking demand is in excess of 85% of supply, and for new development, charge for parking based on willingness to pay. Increase rates where parking is over 85% occupied. Decrease rates where parking is underutilized. The 85% criterion allows for fluctuation of demand and assures that anyone can usually find a space even when demand rises above normal.
- e. The price level should generally achieve 85% occupancy but never below \$1 per day. If drivers are not willing to pay \$1, it is a sign the land should be used for something worthwhile.
- f. Residents, commuters, and other users could pay a premium to lease specific spaces for up to three months, with renewal one month before end of term and with some limit on how much the fee for the new lease could increase. Over a year or so the lease rate would come to reflect the more dynamic daily rate, but would still have a premium for the certainty of a specific space.
- g. In central areas, special arrangements could lease some parking for car share and car rental, so long as consistent with local parking charges.
- h. Others would pay on a daily basis using easy-pay systems.
 - i. In highest demand areas, install networked multi-space pay stations and occupancy sensors (embedded wires that detect a parked vehicle) to improve customer friendliness,
 - ii. Payment methods should be convenient, using pay stations, credit cards, in-car meters, or stored value cards like FasTrak.
 - iii. The daily fee system needs to have no time limit and thus eliminate fines for over-parking. The fee is based only on time used.
 - iv. The only fines and towing would be for cars trying to evade the system altogether. Parking management should have, or have quick access to, an electrocart for moving illegally parked cars to pickup points for towing.
- i. Surplus income would be used to benefit the area paying the fees, such as ecompass, safety, walking, biking and transit improvements.
- j. Those using each area (residents, businesses, shoppers, transit users) would participate in deciding use of funds generated by that area.
- k. The pay station - occupancy sensors would also be used for revenue management, occupancy monitoring, and pricing.
- l. Parking markets apply equally to private parking and achieve shared use and greater income to the land owner. It may be necessary for a public agency to lease private parking to support shuttles. Lease fees could come from ecompass payments, parking charges and other STF sources.
- m. Parking markets would be managed directly (or indirectly if a local parking management firm exists) using the STF. The manager would monitor occupancy and turn-over by sub-area to adjust prices every few months.

8. Parking markets at shopping centers.

- a. Gradually convert shopping center parking (privately owned for use by shoppers) into a parking market profitable for center owners.

AGENDA ITEM 8
Submitted by Sherman Lewis

- b. Negotiate leases of shopping center parking spaces for use by park-and-ride in support rapid shuttles.
 - c. The shuttle stop would be located away from store entrances, so shuttle parkers would cluster at the stop and usually be distinct from store shoppers.
 - d. Payments would be adjusted based on number of spaces used and amount of shopping by shuttle riders.
 - e. Merchants would make more money than if the spaces were empty, both from lease fees and shuttle parkers coming in from the park-and-ride area to shop at the end of the work day.
 - f. If a shuttle works and parking gets scarce, expand park-and-ride leasing to benefit local merchants, transit riders, and land owners.
 - g. If demand justifies parking charges, allow store owners a way to allow their customers to avoid the charge if the owner wishes, but also exclude the owner from benefits of the parking market (detailed below).
9. **TOD parking markets.** Developers of TOD would require their buyers—Home Owner Associations (HOAs), housing agencies, and commercial investors in rentals and stores—to operate a parking market. All parking would be shared among all users using a combination of leasing and daily fees.
10. **Public parking markets on residential streets.**
- a. Create a parking market for a neighborhood, a Residential Parking Benefit District, where over 85% of parking spaces are occupied and most neighbors want it.
 - b. Use such Districts to prevent “spillover” parking in neighborhoods adjacent to institutions, commercial areas, and transit stops.
 - c. Most spaces would require a permit costing \$20 or so per year (or for longer intervals if possible) to cover costs of administration.
 - d. If demand at \$20 is in excess of spaces, raise the rate.
 - e. Have some non-permit public spaces, preferably charged, scattered in the neighborhood.
 - f. Expand resident permit program to neighborhoods needing them or wanting them.
11. **Public parking markets on shopping streets.**
- a. Create Commercial Parking Benefit Districts, parking markets for a shopping area using public streets, parking lots, and parking structures.
 - b. Identify a shopping area where parking is in excess of 85% of supply at peak demand
 - c. Institute a small fee when demand is highest and gradually raise the price to achieve a 15% vacancy rate.
 - d. The most convenient spaces would have the highest charge to encourage turnover of shoppers, to encourage employees to use less convenient parking during working hours, and to reflect demand.
12. **CSUEB Hayward parking market.**
- a. By city resolution find that how CSUEB Hayward charges for parking and uses parking revenues has an impact on sustainable transportation in Hayward.
 - b. Support use of CSUEB Hayward transportation fees and fines for a rapid shuttle from the campus to Hayward BART.
 - c. Work with CSUEB and local legislators to support alternative access to the campus.
 - d. Allow parking in public spaces in the downtown area, including BART, to facilitate use of the rapid shuttle to the campus.

- e. Support development of the corridor using limited parking, ecopass, and rapid shuttle to reduce significantly traffic in the corridor while improving access to the campus and downtown.
13. **Parking markets for new development.**
- a. Charge developers a parking and traffic impact fee to mitigate off-site impacts based on generalized nexus to their proposed parking, and require future owners to pay a monthly fee to mitigate for the traffic caused by the parking. The less parking, the lower the fees, down to zero parking, zero fees.
 - b. Nexus is based on estimated total vehicle miles traveled, longer peak-hour trips which congest freeways, and shorter trips which congest local travel and cause more air pollution per mile.
 - i. Pursue a nexus study to determine most appropriate assessment methodology and fee structure.
 - c. The fees would help pay for ecopass, based on efficient mitigation of traffic impacts.
 - d. The fee could be set to approximately 50% of the cost of constructing a parking space, so that structured parking, which cannot be converted to alternative use, would pay much more than surface parking, which can.
 - e. If the lack of parking could create a parking problem not managed by a parking market, require mitigation by the developer.

Transit

14. **New development.** Require new development to have transit information, and transit shelters where needed.
15. **Bus flow.** Confer with AC bus drivers about where congestion or parked cars often slow the bus down, and fix the problems with signal preference, right lane preference, parking regulations, and enforcement of traffic and parking regulations.
16. **Transit Priority Corridors.**
- a. Increase transit service on key corridors with existing high densities and traffic.
 - b. Use signal coordination, bus priority signalization, bus lanes, and curb extension in-lane stops, bus priority markings and signing, parking and turn restrictions where cars interfere with buses.
 - c. Create better bus shelters and signage based on the number of riders per stop using real-time information such as Next Bus or other technology.
17. **Ecopass.**
- a. Ecopass is a pass that allows free use of a transit system, such as a rapid shuttle. It is given to users of property that pay for operating costs. The properties may be businesses, homes, rentals, and job sites, and the users may shoppers, transit riders, residents, and workers. Different properties and users require different methods of giving ecopasses.
 - b. Require new development to provide ecopass for all tenants.
 - i. Require developers to pay an initial share of the capital costs of local shuttle service (up to about two miles). Other properties wanting ecopass would also be able to buy in, with partial return of capital to the initial funders based on a predetermined schedule.
 - ii. Require succeeding owners of developed property to pay a monthly fee for the operating costs of the shuttle. All new residents would pay through homeowner association (HOA) fees or rents.

- c. Facilitate existing developed property to buy into ecopass systems.
 - i. Anyone wishing to have an ecopass (institutions, employers, rental properties, homeowners, commerce) could buy in with a one-time capital contribution and a monthly payment, or could buy in gradually with a payment that covers a fair share of capital and operating costs.
 - ii. Some of the buy-in would go to initial funders based on a predetermined schedule.
 - iii. The STF could help fund shuttle capital and operating costs.
- d. Require employers to provide ecopasses to employees.

18. **Rapid Shuttles**

- a. Support rapid shuttles to South Hayward BART and between CSUEB and Hayward BART. [rapid shuttle is explained in more detail in another report]
- b. The shuttle for CSUEB Hayward would be funded by student parking permits, campus parking fines, faculty and staff negotiations, Quarry Village, and development on Mission from Carlos Bee Blvd. to Hayward BART.
- c. The shuttle for South Hayward would be paid for by the Prop 1C Infill Infrastructure Grant, BART, BART parkers, station area developers, and development along the Industrial, Mission, and Tennyson routes served by the shuttle.

Pedestrians

- 19. **New development.** Require connectivity (efficient walking routes, often accomplished by using small rectangular blocks and by avoiding dead ends), wide sidewalks, and landscaping supporting walking
- 20. **Pedestrian amenity and safety.** Study pedestrian - vehicle conflicts at South Hayward BART created by greatly increased "TOD" car traffic and revise traffic flow plans consistent with expected investment returns for the developer.
 - a. Design Dixon St. South of BART primarily for pedestrians, bicyclists, and transit.
- 21. **Crossing Safety.** Identify places where pedestrian injuries occur and improve crossing signals and markings, and install lights, islands, and flex stanchions (a round plastic cylinder about four feet high attached to pavement by a hinge and kept vertical by a spring).

Bicycles

- 22. **City operations.**
 - a. Provide bike racks and secure covered bike parking at all City buildings
 - b. Provide employee showers at most if not all City buildings.
- 23. Require new development to have bicycle parking meeting high standards.
- 24. **Bicycle Parking.**
 - a. Adopt city-wide policy for uniform bicycle parking. One type of bike rack is the post & ring @ ~\$300.
 - b. Supply and install bike racks at cost to developers, transit agencies, businesses, and the public.
 - c. Create visibility of bicycle parking by station agents at BART stations, and have access close to the fare gates to increase visibility. At the Hayward Station, a cleaning closet obscures the view of the bicycle parking area, and anyone can access the area unobserved. If there is room inside paid area, allow bike parking there. Hayward BART has unused space south of the bathrooms.
 - d. Make sure bicycle parking stays a little ahead of use at BART stations and on B St.
- 25. **Bike Stations.**

AGENDA ITEM 8
Submitted by Sherman Lewis

- a. Install a “comfort station” at BART stations, a place with some covered secure bike parking and bicycle repair if possible.
 - b. Support expansion over time consistent with increasing use of bicycles.
26. **Bike Ways.** Determine a single corridor of a half mile or more that has the density, destinations, and flatness most supportive of bicycling, and improve its cyclability.
- a. Create a bike way from the Meek Estate to Whipple Road using the west side of the old Union Pacific Railroad Right of Way.
 - b. Create a bike way from A St. to Whipple Rd. Using the old Southern Pacific Railroad Right of Way and Huntwood Ave.

The above policies, plus density and mixed use discussed elsewhere, all combine to achieve sustainable transportation. They significantly reduce parking demand and trips while increasing housing affordability and local shopping.

