



CITY OF  
**HAYWARD**  
HEART OF THE BAY

**COUNCIL ECONOMIC  
DEVELOPMENT COMMITTEE**

**APRIL 6, 2015**

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**COUNCIL ECONOMIC DEVELOPMENT COMMITTEE  
REGULAR MEETING**

**Monday, April 6, 2015  
Conference Room 2A  
4:00 PM**

**CALL TO ORDER**

**ROLL CALL**

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**PUBLIC COMMENTS:** *(The Public Comment section provides an opportunity to address the City Council Committee on items not listed on the agenda. The Committee welcomes your comments and requests that speakers present their remarks in a respectful manner, within established time limits, and focus on issues which directly affect the City or are within the jurisdiction of the City. As the Committee is prohibited by State law from discussing items not listed on the agenda, your item will be taken under consideration and may be referred to staff.)*

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1. Industrial Real Estate Market Update (**Oral Report**)
2. Implementation of Parking Fees at the Hayward BART Station – Impacts and Next Steps

**[Report](#)**

3. Approval of Minutes for Regular Meeting on February 2, 2015

**[Minutes](#)**

**COMMITTEE MEMBER ANNOUNCEMENTS/REFERRALS/AND FUTURE AGENDA ITEMS**

**ADJOURNMENT**

**NEXT REGULAR MEETING**

**MONDAY, MAY 4, 2015, 4:00 P.M.**

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

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HAYWARD CITY HALL, 777 B STREET, HAYWARD, CA 94541  
[HTTP://WWW.HAYWARD-CA.GOV](http://www.hayward-ca.gov)

April 6, 2015



**DATE:** April 6, 2015

**TO:** Council Economic Development Committee

**FROM:** Director of Public Works- Engineering & Transportation

**SUBJECT:** Implementation of Parking Fees at the Hayward BART Station – Impacts and Next Steps

### **PURPOSE OF REVIEW**

The purpose of this review is to provide a brief summary of the results of time-limit restrictions and parking enforcement in downtown Hayward. This review will also allow the CEDC to provide feedback on the process, policies and management strategies prior to the April 21<sup>st</sup>, 2015 City Council meeting.

### **BACKGROUND**

In the fall of 2014, Hayward staff was notified that BART would commence with implementation of paid parking at the Hayward station. At the time, it was one of only three stations in the BART system that did not charge for parking. City staff, with less than two months' notice, mobilized to develop interim strategies to prevent the downtown parking supply from being oversaturated by BART riders. The interim strategies included: 1) Creating uniform time restrictions; 2) Implementation of new time restricted parking in selected residential areas of downtown; and 3) Enforcement of both the on- street and off- street downtown parking restrictions by Maintenance Services Department staff.

Before implementation of “interim” parking management strategies, City staff engaged in an outreach campaign to notify downtown businesses of the proposed changes in policy. In addition, a mass mailing to downtown residents and merchants was initiated soliciting input from the downtown community. A subsequent Public Information Meeting was held in October and attended by thirty-five to forty downtown merchants and residents. Staff then presented the proposed strategies to Council during a work session on November 18, 2014.

Prior to the notification by BART, the Metropolitan Transportation Commission (MTC) began a two-year initiative to analyze regional parking policy approaches and develop/demonstrate local parking strategies by the creation of a new regional parking database. The Parking Pricing Regional Analysis Program addresses several issues such as: 1) What would be the transportation, environmental, and financial impacts of a charge placed on parking spaces?; and 2) Under what conditions might cities want to enact or enforce various parking pricing policies?

The City of Hayward was successfully selected to be a part of this comprehensive evaluation of parking pricing and policy in the Bay Area.

## DISCUSSION

In response to the BART policy change, City staff directed the MTC consultant team (CDM Smith) to conduct a study of existing parking conditions in order to anticipate potential changes in demand within on- and off-street parking resources nearby and adjacent to the Hayward BART station. Their analysis describes parking conditions before (August 2014) and after (February 2015) pricing implementation.

Preliminary observations prior to the implementation of parking fees by BART showed a gradual spillover from the BART facilities into the downtown area. Both on-street and off-street parking facilities directly adjacent to the BART station (including the City Hall garage) were near capacity during peak periods. On-street parking restrictions were being frequently disregarded. Routine turn-over needed for people traveling to and shopping in downtown was not occurring.

### Interim strategy observations:

The preliminary analysis indicates that interim strategies were able to contain the spill over impacts that staff anticipated would occur with implementation of the BART parking fees. There was a noticeable reduction of BART patron parking in the City Hall parking structure. Occupancy decreased in the City Hall garage from 64% to 54% from August 2014 to February 2015. Occupancy in the Cinema Place garage structure increased from 37% to 51% most likely due to enforcement efforts throughout the downtown.

Excluding the City Hall garage, most municipal lots in downtown remain below a 55% occupancy threshold with the exceptions of Lot 3, Lot 11, and the Five Flags lot that were all above the 85% practical capacity threshold. Parkers appear to be observing time restrictions in the municipal lots, as periods of high demand are limited to either the mid-day or evening time periods, but not all day. Occupancy in the Cinema Place garage structure increased from 37% to 51% during the two analysis periods, most likely due to staff not currently enforcing time restrictions in that facility.

It is worth noting that the occupancy of the BART parking facilities, with the exception of the disabled parking lot, remained in the 97% to 100% occupancy range post implementation of fees. Continued growth in the economy may help explain why no drop off in demand has occurred at the BART facilities post implementation of fees.

Overall, on-street occupancy changed very little from August 2014 to February 2015. While on-street demand remained steady throughout the study area, demand within the BART Catchment area decreased during weekdays: in the AM period, occupancy decreased from 62% to 50% ; in the Midday period, occupancy decreased from 73% to 55% . Due to increased efforts by City staff to enforce time limits, this suggests that long-term parkers are no longer utilizing on-street facilities within two blocks of the BART Station.

During the peak period, demand along C Street just southwest of the BART Catchment area has increased. Additionally, demand has increased along Filbert Street between Burbank and A Street during the Midday period. This suggests some demand shifting further into residential

areas during the Midday period. Observations and feedback from residents show a slight migration of BART riders parking in the residential areas southwest of the BART station not currently covered by time restrictions.

Reactions from residents to the interim policies have been mixed. City staff is monitoring areas where residents have asked staff to implement time restricted parking in their neighborhood. Long-term strategies addressing permit parking for downtown residents are forthcoming.

Feedback from the business community indicates an appreciation for the time restrictions in the downtown relative to the on-street parking supply. The turn-over of on-street parking is conducive to business patrons finding available parking. However, the availability of merchant and employee parking in the downtown has been a challenge. Staff convened an internal working group force to address this and other interim parking challenges. Based on feedback from the business community, staff has made available parking in the municipal lots in the downtown for merchants and their employees in this interim period. Evaluation of a permit system for employees of downtown businesses is underway and staff expects to recommend some options to Council in the near term.

## **NEXT STEPS**

Apart from interim strategies, long-term comprehensive parking policies will be critical to the growth and development of the downtown. In order to identify these strategies and to make the best use of available resources, City staff has proposed hiring the consultant group currently conducting the regional parking assessment for MTC. On April 21, the City Council will consider authorization of a contract between CDM Smith and the City of Hayward to conduct a more focused analysis that will result in the development of long-term strategies and policies. CDM Smith will be tasked with expanding their scope to conduct a more focused analysis of parking supply and demand in downtown Hayward. Based on their analysis, a final report detailing a set of comprehensive parking strategies and policies will be presented to the Council for consideration by either November or December of this year.

Community input will be essential to identify the parking issues and to develop a plan that meets the downtown community's needs. Outreach strategy will include online and paper surveys, public meetings and direct engagement with the City's business associations. The public outreach process will inform residents and gather feedback on business concerns about availability of parking for both customers and employees.

The proposed Hayward Parking Study will evaluate parking conditions before and after BART station parking and City regulatory changes. Specifically, the study will look at:

- 1) A re-parking and turnover analysis highlighting areas where individuals are parking for longer periods of time as well as where individuals are re-parking to avoid time limit regulations.
- 2) Parking demand and management study, focusing on time restrictions, pricing as a tool for demand management, residential permits, and off-street business permits.
- 3) A survey to gather input and feedback from community members and businesses as well as presentation at one public meeting that addresses parking issues and educates residents and businesses about parking management tools and how they could be used to benefit the community.

4) Strategies for using both residential and business permits for parking demand management as well as an outline for implementing each permit type.

5) A technology review to identify and evaluate permit, enforcement, and payment parking technologies that would create a more efficient parking management system for downtown visitors and employees.

Long-term parking programs, including potential costs and revenue, will be detailed and presented to the community and Council.

*Prepared by:* Fred Kelley, Transportation Manager

*Recommended by:* Morad Fakhrai, Director of Public Works – Engineering & Transportation

Approved by:



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Fran David, City Manager



**COUNCIL ECONOMIC DEVELOPMENT COMMITTEE**

**MEETING MINUTES – February 2, 2015**

**CALL TO ORDER:** Mayor Halliday called the regular meeting to order at 4:01 p.m.

**ATTENDANCE:**

Committee Member	Present 2/2/15	All Meetings Year to Date		Meetings Mandated By Resolution	
		Present	Absent	Present	Absent
Michael Ly	✓	5	0	4	0
Didacus-Jeff Joseph Ramos	✓	5	0	4	0
Navneet Ratti	✓	4	1	3	1
Anjanette Scott	✓	4	1	3	1
Mayor Halliday (Chair)	✓	5	0	4	0
Council Member Jones	✓	5	0	4	0
Council Member Mendall	✓	5	0	4	0

**OTHERS IN ATTENDANCE:**

Fran David, City Manager; Kelly McAdoo, Assistant City Manager; Council Member Sara Lamnin; David Rizk, Development Services Director; Sara Buizer, Planning Manager; Linda Ajello, Assistant & Associate Planner; Micah Hinkle, Economic Development Manager; Paul Nguyen, Economic Development Specialist; Ramona Thomas, Economic Development Specialist; and Suzanne Philis, Senior Secretary

Shea Properties Representatives: Landon Browning, Vice President of Acquisitions; Elizabeth Cobb, Vice President of Commercial Development; Steve Schafemacker, and Jeff Melrose.

**PUBLIC COMMENTS**

None.

## **1. ECONOMIC DEVELOPMENT CATALYST SITE CONCEPT REVIEW – SHEA PROPERTIES – INDUSTRIAL FLEX SPACE (EDEN SHORES)**

Elizabeth Cobb, one of the four representatives from Shea Properties, gave the presentation noting the 14.6 acre site was currently zoned Business Park and was located at the corner of Industrial Boulevard and Marina Drive.

Regarding future market demand for industrial space, Council Member Jones asked how Hayward compared to surrounding areas. Shea representatives explained that demand for industrial/manufacturing space was increasing in surrounding cities, including Hayward, as businesses were pushed out of city centers.

Because Shea's proposal would require changing the current Business Park zoning, Council Member Jones asked about future demand under that zoning. Ms. Cobb stated that vacancy rates for allowed uses under the Business Park zoning were consistent throughout the area at around 11%, going up to 25%. When asked about office development, Shea reps noted that demand was down; low rents made new development unprofitable; and any demand was usually for office located next to public transit and general amenities.

Ms. Cobb outlined the proposal noting it called for four buildings, with the larger two potentially demised to house two tenants each, of Class A light industrial/manufacturing space, with office/mezzanine space upfront for administrative and sales services. She said use of the fourth, smaller building was still being determined. Shea Properties would be seeking entitlement this year with construction beginning in 2016.

Council Member Jones asked if tenants had been identified. Ms. Cobb said the goal was to identify tenants upfront, but right now the project was on spec.

Member Scott asked if Shea Properties owned the land and Landon Browning, Vice President of Acquisitions, said an offer had been made and they were working with the seller to finalize a purchase agreement.

Member Ly asked how long construction would take and was told approximately nine months.

Member Ratti asked if light industrial was different from R&D and he asked if both could be considered. Ms. Cobb said the fourth building could be used as a flex R&D space and noted parking criteria would drive the use.

Council Member Mendall asked if Class A and industrial flex were two different things and Shea representatives explained that all the buildings would be Class A regardless of use. They noted that the Class A label pertained to the quality of the building not the type of building.

Council Member Mendall acknowledged the trend of locating office space near transit options and amenities and encouraged Hayward to consider downtown when building office space. He confirmed the proposed building would be tilt up and noted Hayward already had a lot of that style, but most didn't look as nice and was told that quality was what made the proposed buildings Class A.

Member Ramos asked if the fourth or "blue" building could be designated as incubator space and Ms. Cobb explained that Shea Properties would be seeking a Planned Development zoning so the space could be used in different ways. Shea representative said they would find a tenant first and then build to suit this special

purpose building. Member Ramos pointed out that incubator space could potentially generate businesses that grow and stay in Hayward while one tenant would end further growth. Ms. Cobb pointed out they spaces were designed to be flexible. It was clarified that while Hayward had plenty of industrial/flex space, very little of it was Class A and that was what was in demand. Council Member Mendall confirmed that the lack of Class A buildings in Hayward was true across all uses. Mr. Browning mentioned that the last new industrial development was built around 2004.

Mayor Halliday expressed concern that changing the zoning would allow for warehouse-only use and said having a warehouse component along with manufacturing and some office was preferable. Shea representatives reassured her that they were seeking tenants with a mixed use. The Mayor indicated that the land use designation would need to be clarified to state these priorities. City Manager Fran David agreed that warehouse uses differed dramatically and clarification of acceptable uses was needed.

Mayor Halliday also expressed concern with interfacing the use with nearby residential properties, but commented that overall, the proposal was what the City had originally been looking for at that location.

Council Member Jones said the proposal was consistent with the City's vision for job creation and cautioned that warehouse space was not. Shea Representatives commented that fulfillment distribution centers employed a significant amount of workers and it was wrong to equate warehouse space with low employment numbers.

Mayor Halliday asked for next steps and staff indicated a probable work session with City Council to discuss the proposal as part of a Planned Development District.

## **2. UPDATE ON HIGH SPEED HAYWARD**

Economic Development Manager Hinkle gave the update demonstrating on a map green lines indicating the slowest internet speed; blue lines, a mid-level speed sufficient for small businesses; and black lines, the fastest speed available and most desirable. He noted that Hayward currently had very little black fiber already in the ground and was looking to create a conduit loop that businesses could tap into.

Member Ly, Vice President and General Manager of Sugar Bowl Bakery on Sabre Street in Hayward, noted the internet service he had access to at his business was exponentially more expensive than the service he received at home and exponentially slower. When he explored running wire to increase speeds at the business the cost was around \$100,000.

ED Manager Hinkle pointed out that years ago companies like Comcast ran cable in residential areas so people could watch TV and, at that time, industrial parks didn't have a similar need. Now everyone was playing catch up, he said, not just Hayward. He explained the proposal was to partner with private fiber providers and complete a loop to serve the industrial areas.

Member Ratti, referring to a map of the proposed loop, noted that much of the industrial was still left with without service. ED Manager Hinkle explained that the loop, approximately nine miles of new conduit, would be the backbone and other service lines would connect to it to complete "the last mile" to the individual buildings or businesses.

ED Manager Hinkle mentioned the U.S. Department of Commerce had a 50% matching grant available that could be used for infrastructure including a fiber loop.

Council Member Mendall asked why the City was looking to partner with San Leandro Lit and/or the Zayo Group when the last he'd heard talks had switched to other providers. City Manager David explained that the City was continuing to work with AT&T and Comcast, but noted these companies had their own problems. She mentioned that the stops and starts associated with San Leandro Lit were based on the lack of a single source of funding. She said the City also had questions about who would light the fiber and provide service and San Leandro Lit had given multiple answers. City Manager David said the Zayo Group had a decent business model, and could implement it, but their intentions were unclear.

City Manager David noted the City had discovered there was more fiber in the ground than previously known.

Council Member Mendall said the fiber in the ground was old and he encouraged the City to focus on creating an infrastructure, pursuing the grant, and investing the City's money to do so.

Council Member Jones agreed that creating the fiber infrastructure was as important as new streets and suggested pressuring the state to help develop a funding source. He also wondered why fiber providers hadn't offered to amortize the cost to long-time businesses via their monthly bills.

Member Ly asked if most cities used public investment to lay fiber and ED Manager Hinkle explained that cities used fiber to control traffic signals and he agreed with Council Member Mendall that it was old and contained in small conduits. City Manager David commented that a single city couldn't lay fiber on its own and mentioned that cities on the peninsula had formed a Joint Powers Authority to first lay cable, then fiber.

Council Member Jones mentioned the state took away Hayward's ability to negotiate its own cable franchise agreement just as the internet was kicking in. City Manager David agreed the City had no control over costs.

Member Ly asked how businesses that were purchasing high-speed connections were getting it to the building and ED Manager Hinkle said AT&T was the only provider in certain areas. Member Ly asked if the backbone would make the hook-up cheaper and ED Manager Hinkle said yes and confirmed it also wouldn't take as long to establish the hook-up.

Mayor Halliday asked if Hayward was talking to other cities about working together and City Manager David said no and mentioned Union City had more fiber already in the ground because there had been more new development. Mayor Halliday suggested exploring talks with Newark, Fremont and Union City. The mayor wondered how long before the fiber would become obsolete and she suggested that might be the reason why some fiber companies were more careful about making the investment.

Mayor Halliday said the state had recently developed some economic and infrastructure tools cities could utilize to improve infrastructure and City Manager David agreed that was something to pursue.

### **3. ECONOMIC INDICATORS: LATEST UNEMPLOYMENT DATA**

Economic Development Specialist Nguyen explained that data like unemployment numbers could provide context on how Hayward was doing overall. His presentation compared unemployment numbers over the last 14 years noting in 2014 Hayward had an unemployment rate of 5.6% compared to 8.3% in 2013 and 12.5% at the height of the recession. Looking at the last 14 years, ED Specialist Nguyen noted current

unemployment levels were lower than they had been during the economic boom of the early 2000s. He noted Hayward's labor force (16 years or older and able to work) was the third largest in Alameda County, behind Oakland and Fremont. ED Specialist Nguyen explained that while Hayward had the second highest level of unemployment in the county behind Oakland, because of the size of our labor force, the percentage was consistent and Hayward was still out-performing the state.

Regarding the city being a regional draw for employment, ED Specialist Nguyen noted only 14% of Hayward residents worked in Hayward according to the 2011 U.S. Census, which meant approximately 85% of the workforce in Hayward came from somewhere else.

Member Ratti asked if we knew where people were coming from and ED Specialist Nguyen said the U.S. Census didn't include that information.

Council Member Jones pointed out that all those people coming and going had an impact on climate change. He also said the City needed to keep working on improving schools because a lot of people who work here would love to live here too, but wouldn't because of the schools.

Member Scott asked if Hayward businesses were asked or required to hire Hayward residents first and staff said no. City Manager David said that was very difficult to do while staying within the law, but noted the City did try to support Hayward businesses. Mayor Halliday said the City can't even require City workers to live in Hayward.

Member Ramos said two data points were missing: 1. What kind of jobs Hayward residents were leaving to perform and on the flipside, what jobs others were coming in to do; and 2. While the economy was bouncing back, the Federal government had indicated that only the 1% has benefitted; more people are back at work but they are working for half of what they did before the recession hit. ED Specialist Nguyen agreed; while unemployment numbers were easy to understand, the change in wages was the greater issue.

Member Ly said he was paying his workers more and was also hiring, but noted a higher level of sophistication was being asked of the top-paid employees and that demand was starting to trickle down to the lower-paid jobs. Member Ramos asked if workers were required to have those skills or were trained upon hiring. Member Ly explained that having the skill was best, but usually workers had to be trained. Member Ramos pointed out there was an opportunity to work with local schools and colleges to train students for those jobs.

ED Manager Hinkle said that was the biggest take away: the labor market was tightening and costs were going to increase in order to retain existing workers.

Council Member Mendall asked how Hayward's 14% of people who live and work here compared to other cities and staff said they had not specifically gathered that information, but had seen similar statistics in regional reports. Council Member Mendall said he would like to know and commented that Prop. 13 made it more difficult, and less likely, for people to move because they didn't want to lose their property tax rate. City Manager David said rent control also kept people from moving and she commented that because Hayward was so centrally located, workers could live here and drive many places, both for work and for pleasure.

Council Member Mendall said the City shouldn't fool itself into believing that the jobs created in Hayward would go to residents. City Manager David noted that unless the local educational system stayed current with the quality and the training required for these jobs, Hayward residents would get pushed out of the

very jobs the City was trying to create.

Council Member Mendall said another question was how to keep those 85% of workers coming into Hayward to stay in Hayward to shop and dine and get connected to the local economy.

Member Ramos said that was why he had asked for maps of the retail centers in Hayward. If Council and staff knew where the retail nodes were, he said, they would know how to attract people to those nodes and create the appropriate policies. He also commented that in the 30 years' worth of studies he'd read, the maps of workers coming and going all looked the same and in his experience, it was the price of housing that controlled people's movements.

#### **4. ECONOMIC DEVELOPMENT ACTIVITY UPDATE – STRATEGIC PLAN, SHOP HAYWARD, AND SOUTHLAND MALL**

Economic Development Manager Hinkle said the update to the Economic Development Strategic Plan would be presented at the next CEDC meeting in March and would focus primarily on the industrial job sector, who's here, and why. He said staff was currently going through 15,000 business records sorting and mapping by business cluster. ED Manager Hinkle said staff was doing the same exercise for retail centers.

Regarding Shop Hayward, Economic Development Specialist Ramona Thomas noted 180 gift bags were handed out to people who spent at least \$150 at local stores. Those businesses that provided coupons or freebies in the gift bags were still reporting sales based on the coupons and all had indicated they would participate again. She said this year a social media component was added for the second weekend and folks who tweeted or posted a photo of themselves in front a Hayward business also received a gift bag. ED Specialist Thomas noted a full report would be presented in March.

ED Manager Hinkle directed members' attention to the drawings provided by Southland Mall that were included in the packet and noted representatives had been working with the Planning Department on a pre-application that included a movie theater and remodeling of the mall. He noted representatives were not ready to make a formal presentation, but he wanted members to know about the activity.

Member Ramos asked if Economic Development had sufficient staffing to complete all the tasks they'd been given. ED Manager Hinkle said he was too new to know the full direction of the department and commented the newly-created Business Concierge Program was very successful, but also time-consuming. Member Ramos noted the EDSP had one more staff person allocated for 2015 and ED Manager Hinkle said filling the position would depend on the budget. Member Ramos pointed out that a successful Economic Development was the one thing that would pay the City back and he advocated for the additional staffing.

Mayor Halliday asked staff if the additional staff person was slated for calendar year 2015 or fiscal year 2015-2016. City Manager David said any staffing changes would come forward to Council as part of the 2016 budget and the Mayor confirmed that covered the period starting July 1, 2015.

Member Scott asked about proposed plans pertaining to Kohl's at Southland Mall and was told Kohl's had already closed. Mayor Halliday mentioned there was talk about splitting the store between two retailers and explained the elevator in Kohl's would be moved into the mall.

Council Member Mendall expressed support for new entertainment options.

Development Services Director Rizk said it was a pleasure to see Rouse Properties investing in the mall.

Regarding the earlier report on unemployment numbers and how to keep the 85% of workers coming into Hayward here to shop and dine, Member Ly suggested making contact with local HR departments and send event announcements to be forwarded to employees.

**5. APPROVAL OF MINUTES FOR REGULAR MEETING ON DECEMBER 1, 2014**

Council Member Mendall moved to approve the minutes of December 1, 2014, and Member Ly seconded the motion. Minutes were unanimously approved.

**COMMITTEE MEMBER ANNOUNCEMENTS AND REFERRALS**

Members discussed future Actions Items and several were added to the list.

Council Member Jones congratulated Member Ly for his Business Person of Year Award. Mayor Halliday promised to bring in the newspaper article that interviewed him and his family about the success of Sugar Bowl Bakery.

Mayor Halliday announced that she had been appointed to the East Bay Economic Development Alliance. Members suggested she use her connections to form an alliance to improve internet speeds.

**ADJOURNMENT:** The meeting was adjourned at 5:52 p.m.

<b>STAFF</b>	<b>ACTION ITEMS</b>
Public Works	Impacts from paid parking at Hayward BART station
Econ Dev	Improved marketing of City events
Econ Dev	Discuss effectiveness of concept meetings with Council (in one year)