DATE: October 6, 2026

TO: Mayor and City Council

FROM: Director of Public Works

SUBJECT: Public Safety Center: Receive Project Updates and Provide Feedback on Staff Recommendations and a Presentation on Public-Private Partnership

RECOMMENDATION

That the City Council receive an update on the Public Safety Center Project including programming, design, site selection, and a presentation on a Public-Private Partnership delivery method, and provide feedback and direction on staff recommendations and next steps.

SUMMARY

The existing Hayward Police Station no longer meets the space, operational, staffing, and security requirements for the Hayward Police Department (HPD). A new Public Safety Center (PSC) is needed to fulfill the requirements.

On April 15, 2025[1], City Council authorized the City Manager to execute a professional services agreement with LPA, Inc., for site assessment and conceptual design services. Their services concluded with a final study report[2]. On February 25, 2026[3], staff presented to the Council Infrastructure and Airport Committee (CIAC) on the completed programming, conceptual design and site assessment. On August 26, 2026[4], staff presented to the CIAC a project update including the recommended site.

To keep the project momentum, there is the desire to proceed with the entitlement process, such as land use updates, environmental studies and further development on the project delivery method and possible financing structure. In order to start that process, the site of the new PSC needs to be decided. After receiving feedback on the site selection from City Council, staff will continue the project momentum by moving forward with entitlement and other predevelopment work, as budget allows. The work session will also include a

[1] https://hayward.legistar.com/LegislationDetail.aspx?ID=7299982&GUID=DF8B1F9A-341E-4100-90C3-DA2FA465512E&Options=&Search=
[2] HaywardPublicSafetyCenter_FINAL.pdf
[3] https://hayward.legistar.com/Calendar.aspx#docaccess-1e3de375e660a6ce1ac2074ad384e7cb
[4] https://hayward.legistar.com/Calendar.aspx#docaccess-0aa7675da00b85d3a1dd9fbf8f3dfba5

presentation from industry experts affiliated with the Association for the Improvement of American Infrastructure to discuss and explore a Public-Private Partnerships (P3) as a potential alternative delivery method for the PSC project.

FISCAL IMPACT

In FY 2025, City Council appropriated $625,000 in Measure C Capital Fund (Fund 406) for the PSC site assessment, conceptual design and staff time. There is approximately $45,000 remaining in that project for staff to continue with in-house entitlement work and seek expert advice on the P3 delivery method that is being considered for this project.

Staff estimates that an additional $600,000 will be needed to continue the entitlement work including environmental studies and engage consultants for support related to entitlement, project delivery method and project financing structure options to further develop this project. Staff is evaluating Measure C and other fund balances to provide a future recommendation to Council on what the City can afford.

BACKGROUND

Built in 1975, the existing facility at 300 West Winton Avenue has surpassed its useful life. It is undersized, poorly configured, and lacks the essential security separations required for modern police stations. Operational and space-related deficiencies include:

- Insufficient operational spaces for staff and no public meeting spaces
- Inadequate separation of public, secure, and restricted circulation zones
- Limited public waiting, queuing, and interview areas
- Insufficient juvenile interview and detention facilities
- Inadequate file storage
- Inefficient departmental layouts, with key functions located at inefficient distances from each other
- Outdated holding and booking facilities for detainees

Building system deficiencies include:

- Need for more energy-efficient mechanical and electrical systems
- Required ADA upgrades
- Building issues, including leaks into sensitive technology rooms
- Antiquated sewer and plumbing systems
- Multiple temporary, portable structures used for police functions
- Lack of exterior standoff distances for security and blast threats
- Inadequate site parking for departmental and staff vehicles
- Inadequate square footage for today's needs

The building has been modified over the years, including an addition for office space and a Communications Center, and further remodeling is now impractical. Small or incremental

expansions would exacerbate inefficiencies and compromise security. Given these challenges, constructing a new facility is the best solution to meet the HPD's evolving needs.

The new PSC should include the following features:

- Police Headquarter
- Temporary holding facilities
- Indoor shooting range
- Increased services for the Youth and Family Services Bureau
- Animal services relocated to new PSC
- Crime Scene Technician Lab integrated to new PSC
- Some satellite campuses tasks relocated to new PSC

The space needs were projected to accommodate staffing growth through the year 2050 resulting in:

- 91,000 gross square feet (gsf) essential services building (Public space, Space for Admin & all PD divisions, crime lab, dispatch, jail and shared staff areas)
- 30,000 gsf non-essential services building (K9, Special Response Unit, Property & Evidence, Indoor Range)
- 29,000 gsf animal services building
- 100-yard outdoor range
- Tactical Simulation Building
- Parking

The two locations have been identified as possible sites for the new PSC and these locations are as follows:

- An 8-acre portion of the former California Air National Guard (CANG) site: This site is located at 1525 West Winton Avenue and Tuskegee Airmen Drive. Eight acres have been designated at the eastern half of the 16.8-acre CANG site for the possible future location of the PSC

- The former City Hall Building Site: This site is located at 22300 Foothill Blvd between Foothill Blvd and City Center Drive. The site is approximately 3.5 open acres. The former City Hall building was demolished in 2020. The parking structure on the south side of the property which is another 2.3 acres remains and can potentially be refurbished and reused for PSC parking. There is approximately a total of 5.82 acres at ground level

The site selection process included an evaluation of the features and characteristics of each site.

CANG site:

- 8.1 acres or possibly more, if needed
- Easy access to I-880

- Adjacent to Fire Station 6 & Fire Training Center and at the Hayward Executive Airport
- Expansion opportunity

City Center site:

- 5.8 acres
- In Downtown and ease for community access
- Close proximity to City Hall
- However, adjacent to Hayward Fault and in close proximity to residential development

Project cost estimates were prepared for two sites consistent with the programming and space needs outlined above:

CANG site:

Buildings & Parking Structure	$212 million
Site Work, including outdoor range and tactical simulation building	$53 million
Soft Cost	$72 million
Project Total	$337 million

City Center site:

Buildings & Parking Structure	$242 million
Site Work, without outdoor range and tactical simulation building*	$30 million
Soft Cost	$80 million
Project Total	$352 million

With $200M for this project as identified but unfunded capital needs, the original programming and space needs were re-evaluated. This included prioritizing programming to reduce programming scope or to be done in a future phase. They include:

Reduced programming

- Public Spaces - reduction of the public lobby space and removal of one of the community meeting rooms
- Workstations- spaces reduced where functionality would not be compromised
- Property & Evidence- a reduction in the number of workstations, drying cabinets, and evidence lockers
- Firearms Training - indoor firearms range, originally planned to be 50 yards, was reduced to a 25-yard range. The 100yd outdoor range is included in the PSC at the CANG site with a four lane 50yd outdoor range planned for a future phase.
- Special Response Unit - The unit's dedicated briefing room was removed from the scope with the assumption the unit could use the patrol briefing room when needed
- Temporary holding cell - a reduction in storage space, kitchen size, and number of cells. This reduced the maximum capacity of the jail from 49 people to 35 people
- Communications Center - a reduction in the size of the break room, and the number of dispatch consoles was reduced from 16 to 14

- Vehicle Exam – reduction of the exam bay from 2 to 1
- Youth & Family Services Bureau - Reductions include the removal of the overflow counseling rooms, the waiting room, and the dedicated breakroom

Programming in future phase

- Animal Services- not included in PSC with the option to be included in a later phase or located in an alternative site
- The tactical simulation building is removed to a future phase
- K-9 - HPD does not currently have a K-9 program.

With the above reduction or prioritized programming, the project cost at the CANG site is estimated at $247M and at the City Center site is estimated at $259M.

DISCUSSION

The CANG site is determined to be better suited for the development of the new PSC. One of the major considerations is the availability of site area and the potential for expansion will permit flexibility to meet future needs. Construction cost is another factor that makes the CANG site more attractive. Due to the smaller site footprint at the City Center site, construction costs increase because the required building area would necessitate a five-story building, versus a three-story building at the larger CANG site. During the August 26, 2026 CIAC meeting, staff discussed these and other factors recommending the CANG site and received the Committee's endorsement. Proceeding with the CANG site will allow the next steps:

CANG zoning

The former CANG site is zoned Air Terminal – Aviation Commercial (AT-AC) with a Public Quasi-Public (PQP) General Plan land use designation and currently does not permit public facility use like the PSC at this site. Staff recommend a zone text amendment to update the zoning district to include public facilities such as police stations. The intention is to expand the list of permitted uses within the AT-AC District, which is fully aligned with the PQP general plan designation. This approach will allow the project to proceed without requiring precise area identification or detailed site/architectural plans at this stage. Initiating a zone text amendment allows the City to proceed with coordination and review by the Airport Land Use Commission, the Federal Aviation Administration (FAA) and eventually a public hearing with the Planning Commission and City Council.

FAA release

When the CANG site was active, it was used for airport purposes. Prior to the development of the PSC, the FAA must review and approve the leasehold for non-aeronautical use. The reclassification process requires a detailed explanation from the City to justify FAA approval. Part of the release process includes an update to the Airport Layout Plan (ALP). Both the release and ALP update require review by several levels of the FAA, including their headquarters in Washington, D.C. The process typically takes 12 to 18 months. Staff are in the process of drafting the written request.

Environmental study

With the selection of the CANG site, work can begin with the initial study related to the California Environmental Quality Act (CEQA)/National Environmental Policy Act (NEPA) including the subsequent environmental studies needed. A request for proposal for this work will be issued to procure a consultant to perform the initial study to determine the environmental impacts and identify the level of environmental review.

Delivery method

While these entitlement works are underway, staff continue to evaluate the construction delivery method. The construction delivery method is the approach used to design and construct a project. It defines how the project team is structured, how contracts are established, and how responsibilities, risks, costs, and schedules are managed among the owner, designer, and contractor. Common to CIP projects in the City is the traditional delivery method, Design-Bid-Build, which has a highly linear schedule sequence from design to construction. From a schedule standpoint, alternative delivery methods fast-track projects by overlapping the design and construction phases allowing for more proactive risk-sharing and mitigation of potential delays or cost overruns. Other alternative delivery methods include Design–Build, Progressive Design-Build, Construction Manager at Risk, and P3. Selecting an appropriate construction delivery method ensures that the project is delivered efficiently, transparently, and in alignment with the goal for accountability, budget control, and timely completion. For this project, P3 delivery method is considered the most advantageous because it combines strong cost and schedule certainty with enhanced accountability and transparency coupled with the redevelopment potential at the CANG site.

Because the City has not done a project using P3, staff engaged Nossaman LLP for their expertise in this delivery method. One of the recommendations is performing a market sounding survey to get initial feedback from the design, construction and developer community regarding their interest with this project given the City's current financial uncertainty as well the timing of their involvement and their commitment level related to risks, costs, and exits at various phases of pre-development.

As a part of this work session, a panel facilitated by the Association for the Improvement of American Infrastructure (AIAI) through the U.S. Conference of Mayors will provide a P3 overview and any answer questions that Council may have on P3. The panel includes a representative from Nossaman, the legal P3 expert retained by the City.

ECONOMIC IMPACT

There will be many trade jobs involved in the eventual construction of the facility, which will be subject to the City's Community Workforce Agreement. Upon completion of the facility, this project will improve HPD's staff retention and support recruitment efforts.

STRATEGIC ROADMAP

This agenda item directly supports the Strategic Priority of Invest in Infrastructure.

Specifically, this item relates to the implementation of the following project:

Invest in City-Owned Facilities and Property
Project N17: Provide CIC a needs assessment/preliminary feasibility report on a new Police Building, including a funding mechanism.

SUSTAINABILITY FEATURES

This new facility will be reviewed by the Building Division for conformance with State and local requirements related to sustainability (i.e., California Building Code, California Energy Code, etc.) which require a certain level of energy efficiency, resource conservation, material recycling, etc. In alignment with City policies, the facility will be all electric (no natural gas infrastructure) and will include sufficient solar to be a zero net energy facility. The facility will also have electric vehicle (EV) charging with at least 20% of the parking spaces with either chargers installed or being EV capable. In addition, the building will be designed and constructed to meet Leadership in Energy and Environmental Design (LEED) standards for a Silver Certification, or better.

PUBLIC CONTACT

There is no public contact proposed for this item at this time. Input from interested community groups and residents will continue to be solicited during each phase.

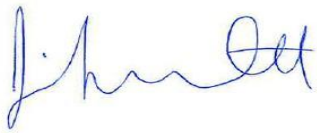
NEXT STEPS

After receiving feedback and approval from City Council on the site selection, staff will continue with the zone text amendment, update the ALP, work with FAA for the release of aeronautical to non-aeronautical use and begin CEQA/NEPA related work, as budget allows. Staff will also issue the request for information for the market sounding survey this month to gather information regarding P3 for further development of the PSC project. With this information, staff may return to the City Council for further direction on pursuing a P3 delivery method and solicit request of proposals for a financial consultant for their expertise and recommendation on the different options to finance this project.

Prepared by: Dave Hung, Acting Deputy Director of Public Works

Recommended by: Alex Ameri, Director of Public Works

Approved by:



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Jennifer Ott, City Manager