



DATE: **DECEMBER 1, 2011**

TO: **PLANNING COMMISSION**

FROM: **JOAN MALLOY, ECONOMIC & COMMUNITY DEVELOPMENT
DIRECTOR**

SUBJECT: **STUDY SESSION FOR PEDESTRIAN AND BICYCLE MASTER PLAN
UPDATE**

BACKGROUND

In October 2006, the City Council adopted the City's first Pedestrian and Bicycle Master Plan. In order to be eligible for certain types of grant funding, including the Caltrans's Bicycle Transportation Account (BTA), the plan must be updated every five years. The previous plan was completed by Alta Planning and Design in consultation with City staff. Due to budget constraints, the majority of the current update was prepared in-house by City staff with a limited amount of assistance from Alta. The plan has been updated to reflect current information as well as pedestrian and bicycle facilities that have been constructed since 2006. A copy of the plan is attached to this staff report and labeled Attachment 1. The plan can also be accessed on-line from the City's home page (www.unioncity.org).

The Union City Bicycle and Pedestrian Advisory Committee (BPAC), formed in 2004, reviewed and provided input on the 2006 plan. A BPAC meeting will be held on December 6 to solicit input from the BPAC and the community.

The plan is broken down into several chapters and appendices that are summarized below.

- **Chapter 1 – Introduction:** Chapter 1 sets the context for the plan including an overview of how the plan satisfies the bicycle plan requirements established by the State. This chapter also includes an overview of applicable General Plan policies.
- **Chapter 2 – Existing Conditions:** This chapter provides a description of existing conditions within the City relevant to the plan. This chapter includes: a description of Union City's land use context; a list of major employers including those that provide bicycle racks and showers, an overview of existing pedestrian and bicycle facilities within the City; a summary of bicycle and pedestrian facility expenditures, a synopsis of public transit opportunities and existing conditions for children walking and bicycling to school.

- **Chapter 3 – Planning and Policy Context:** This chapter provides an overview of planning and policy documents from Union City, Alameda County, East Bay Regional Park District, adjacent jurisdictions, and miscellaneous transportation agencies.
- **Chapter 4 – Needs Analysis:** This chapter reviews the relationship between bicycle and pedestrian activity, commute patterns, and demographics. The chapter also analyzes the potential air quality benefits associated with build-out of the pedestrian and bicycle networks. An overview of pedestrian and bicycle collision data is included as well as an overview of pedestrian and bicyclists needs. A summary of the City’s community outreach efforts is also included.
- **Chapter 5 – Recommended Improvements:** This chapter contains the pedestrian and bicycle network maps showing existing and proposed facilities. It also contains an overview of the project prioritization methodology that ranked all of the proposed projects into three classifications: high-priority; mid-term and long-term. This chapter presents recommended high- priority pedestrian and bicycle projects. The high-priority projects are presented on individual sheets in a narrative and graphical format to assist in implementation and grant seeking. The mid-tem and long-term projects are listed in a tabular form in Chapter 7. An overview and associated recommendations for programmatic considerations is also included that address bicycle support facilities, encouragement and education programs and maintenance of bicycle and pedestrian facilities.
- **Chapter 6 – Safe Routes to School:** This chapter provides an overview of the Safe Routes to School (SR2S) program. SR2S refers to a variety of programs aimed at promoting walking and bicycling to school and improving traffic safety around school areas mainly through education and engineering measures. This chapter also includes an overview of proposed improvements at eight Union City schools to increase the safety of children walking and bicycling to school. The 2006 version included an analysis of four schools including: Alvarado Elementary and Middle Schools, Cabello Elementary School, and Bernard-White Middle School. The 2011 update incorporates four additional schools that include: Cesar Chavez Middle School, Kitiyama Elementary School, Pioneer Elementary School and Searles Elementary School. These schools were identified in consultation with the City, New Haven Unified School District, and Transform through the Safe Routes to Schools Alameda County Partnership in 2010. Transform is a non-profit organization that deals with transportation and land use issues.
- **Chapter 7 – Implementation:** This chapter provides an overview of the implementation process. Chapter 7 contains tables that provide a summary of the individual projects including their location, type and cost. There is one table for each of the three prioritization categories (i.e. high-priority, mid-term and long-term) and one additional table that includes the Safe Routes to School projects. Section 7.4 provides an overview of regional, state and federal funding sources available for bicycle and pedestrian projects.

- **Appendix A, B and C** – Appendices A, B and C contain pedestrian, bicycle and trail (off-road) design guidelines. These guidelines are utilized by City staff when designing pedestrian and bicycle facilities.
- **Appendix D – Public Outreach:** This appendix contains a meeting announcement and meeting minutes from a public workshop that was held during the development of the plan in 2006.
- **Appendix E – Cost Documentation:** This appendix provides summary background documentation to support the cost estimates provided in the plan.
- **Appendix F – Commute Forecasts:** This appendix provides a summary of the commute forecasts utilized in the needs analysis in Chapter 4.
- **Appendix G** – Glossary: This appendix contains a glossary of terms utilized in the plan.

DISCUSSION

As stated previously, the plan was updated to reflect current information as well as incorporate changes to the pedestrian and bicycle network that have occurred since 2006. The following is an overview of the changes.

- **Chapter 1 – Introduction:** Chapter 1 sets the context for the Plan. Table 1-1, *Caltrans BTA Requirements*, was updated to be consistent with new State requirements. Page numbers were also updated to show where the information could be found in the plan. A paragraph was added to the end of the chapter that discusses an update to General Plan Figures TR-5, *Existing and Proposed Bicycle Network*, and TR-6, *Existing and Proposed Pedestrian Network*, in 2009 to reflect projects that had been built out. These revisions have been incorporated into the updated network maps in the plan (Figure 5-2 and 5-3). A section was also added that provides an overview of the 2011 update.
- **Chapter 2 – Existing Conditions:** This chapter provides a description of existing conditions within the City of Union City relevant to the plan. Staff updated demographic information relating to population and household units. Table 2-1 was updated to reflect the City's major employers. The City's top three major employers, New Haven Unified School District, Southern Wine and Spirits and Wal-Mart, were consistent between 2006 and 2011 but the remainder of the list varied. Table 2-4, *Provision of Bicycle Racks and Showers at Major Employers*, was updated accordingly. Table 2-3, *Existing Bicycle Facilities*, was also updated to include the bicycle facilities that were constructed since 2006. Section 2.3.6.3, *Union City Bicycle Parking Facilities*, was updated to include information regarding the City's bicycle parking requirements that were added to the Union City Zoning Ordinance in 2007. The summary of bicycle and pedestrian facility expenditures was also modified to reflect expenditures through 2010.
- **Chapter 3 – Planning and Policy Context:** This chapter provides an overview of planning and policy documents from Union City, adjacent jurisdictions and other miscellaneous agencies. A subsection regarding the City's recently adopted Climate

Action Plan and its relationship to the master plan was added. A status update was provided for the cities of Fremont, Newark and Hayward regarding their pedestrian and/or bicycle master plans. Updates were also provided regarding the Alameda Countywide Bicycle Plan, MTC Regional Bicycle Plan, ABAG Bay Trail Plan and the East Bay Regional Park District Master Plan, which all have either been updated or are in the process of being updated.

- **Chapter 4 – Needs Analysis:** This chapter reviews the relationship between bicycle and pedestrian activity, commute patterns, demographics, air quality and collisions. The percentage of people walking and bicycling to work generally stayed the same (1 and .5 percent, respectively). The chapter includes an analysis of the current number of people bicycling and walking to work as well as a projection of people walking and bicycling to work in the year 2020 and the associated air quality benefits. Bicycle and pedestrian collision data was updated to reflect the last five years. Chapter 4 was also updated to include a discussion regarding an American with Disabilities Act (ADA) Transition Plan prepared for the City. This plan is included in Appendix F.

The public outreach section was updated to reflect the proposed outreach activities associated with this update. These include a Planning Commission Study Session, BPAC meeting, and Planning Commission and City Council hearings. Copies of the plan are available at City Hall as well the Union City Library. The plan is also available for download on the City's website. Content regarding the upcoming meetings and the availability of the plan has been added to the City's website and cable television station. A press release was also provided to the Bay Area News Group and the Tri-City voice regarding the update.

- **Chapter 5 – Recommended Improvement:** This chapter includes the bicycle and pedestrian network maps, an overview of high-priority project and provides recommendations for programmatic considerations. The network maps and high-priority project sheets were updated to reflect projects that were constructed since 2006. In some cases, the project sheets were updated to reflect if a portion of the project was constructed. According to Public Works staff, the City has built out 21% of the identified pedestrian and bicycle network. The following is a list of projects that were built out since 2006:
 - **Alvarado-Niles Road:**
 - Intersection improvements at Mann Ave., Union Square, Dyer St. / Smith St. , Meyers Dr., H St. / Royal Ann Dr., and Western Ave.
 - Bicycle lane improvements at Dyer St. and Smith St
 - **Intermodal Station District / BART Improvements:**
 - Bicycle lane striping and loop detectors at signalized intersections on 11th Street
 - Creation of new pedestrian and bicycle access points with sidewalks and bike lanes off of Union Square and Decoto Road
 - Installation of signalized intersection at BART entrance and Union Square

- Construction of a new 800-foot bus canopy along the entire frontage of the BART Station to provide all-weather protection for bus patrons and pedestrians
- Elimination of BART parking along Decoto Road to allow use of existing bicycle lanes
- Creation of new, signalized crossings on Decoto Road to the BART Station at Station Way
- Construction of 11th Street with broad sidewalks for pedestrians and bike lanes
- Construction of the East Plaza and the bus loop road on the east side of BART to provide access to the BART/Intermodal Station for pedestrians and bicyclists
- Construction of the Pedestrian Promenade between Blocks 3 and 4 of the Intermodal Station District
- **Decoto Road Intersections:**
 - Intersection improvements at 5th St., 7th St. , and 9th St.
- **Dyer Street:**
 - Intersection improvements at Whipple Rd. and Alvarado Blvd.
 - New Bike lanes from Courthouse Dr. to Alvarado Blvd.
- **Meyers Drive:**
 - Sidewalk and intersection improvements
- **Mission Boulevard:**
 - Bicycle lane striping from Decoto Rd. to Fremont border
- **San Carlos Way/San Luces Way/San Ramon Court/San Andreas Drive:**
 - Installed bike route
- **Smith Street:**
 - Bike lane improvements
- **Whipple Road:**
 - Bike lane installation from Union City Blvd. to Kohoutek Way
 - Intersection improvements at Railroad Ave
- **Chapter 6 – Safe Routes to School:** This chapter provides an overview of the Safe Routes to School (SR2S) program. There were no modifications to the proposed improvements for the four schools analyzed in the 2006 plan. The 2011 update incorporates four additional schools including: Cesar Chavez Middle School, Kitiyama Elementary School, Pioneer Elementary School and Searles Elementary School. The majority of the recommended improvements are striping and signage projects.

- **Chapter 7 – Implementation:** This chapter provides an overview of the implementation process. Table 7-1, *Recommended High-Priority Projects*, was updated to reflect the projects that had been completed. Table 7-1 was also updated to indicate if specific projects had been partially completed for purposes of tracking. The cost estimates shown in all of the tables are in 2006 dollars. Due to the similarity between 2006 and 2011 costs, the update did not include any revised cost estimates. The similarity in costs between years is mainly due to the current economic downturn that is keeping construction costs low. In addition, cost estimates were not updated for projects that had been partially completed. It should be noted that the cost estimates are highly conceptual, since there is no feasibility or preliminary design completed, and that Public Works prepares their own cost estimate for projects that they are building. Table 7-4, *Safe Routes to School*, was updated to include the projects associated with the four additional schools.
- **Appendix A, B and C – Appendices A, B and C** address pedestrian, bicycle and trail design guidelines. Appendix A and B have been updated to reflect current requirements, including American with Disability Act regulations, and best management practices for design of pedestrian and bicycle facilities.
- **Appendix D – Public Outreach:** This appendix contains a meeting announcement and meeting minutes from a public workshop that was held during the development of the plan in 2006. This section will be updated to reflect outreach activities for the current update.
- **Appendix E – Cost Documentation:** This appendix provides summary background documentation to support the cost estimates provided in the plan. No updates are proposed to this appendix.
- **Appendix F – Commute Forecasts:** The contents of Appendix F, regarding commute forecasts, was deleted since this information is contained in Chapter 4 and was repurposed to house the two feasibility studies that were prepared for Union City Boulevard and the BART-Shelton connection and the ADA Transition Plan.
- **Appendix G – Glossary:** This appendix contains a glossary of terms utilized in the plan. No updates are proposed to this appendix.

The BPAC will be reviewing and providing feedback on the draft plan at a public meeting on December 6 at 5:00 pm here at City Hall. Comments from the meeting will be forwarded onto the Planning Commission for their consideration. A public hearing with the Planning Commission is tentatively scheduled for December 15, 2011.

RECOMMENDATION

It is recommended that the Planning Commission review the draft Pedestrian and Bicycle Master Plan and provide feedback.

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Attachment 1: Draft City of Union City Pedestrian and Bicycle Master Plan