

TRANSPORTATION ELEMENT

INTRODUCTION

A city is both defined and constrained by the network of highways, roads, railroads, sidewalks, trails, and transit services that move its residents and goods throughout the city. Mobility within Union City is relatively good compared to many surrounding cities. The General Plan provides for the development of new roadway connections and the widening and improvement of existing roadways to serve new development. However, the overall goals of the Transportation Element are to enhance the regional accessibility of Union City through major transit improvements and to provide alternatives to automobile travel with particular emphasis on the reduction of single-occupant auto trips. As Union City looks to the future, one key objective will be to prepare a Transit First policy to respond to the increasing traffic congestion that is inevitable with increased densities and growth.

The Transportation Element establishes the goals, policies and programs for automobile travel (streets and highways), public transit, bicycle and pedestrian travel, parking, and goods movement (truck and rail).

CIRCULATION DIAGRAM AND STREET STANDARDS

This section of the Transportation Element describes the existing street and roadway system and improvements proposed to the system.

EXISTING ROADWAY SYSTEM AND PROPOSED IMPROVEMENTS

The roadway system in Union City can be defined by the functional classification of roadways. The roadway types range from freeways to six-lane arterials to two-lane local streets. The Circulation Diagram for Union City is shown on Figure TR-1.

The only freeway in Union City is Interstate 880, which runs north-south as an eight-lane freeway through the center of the city. The freeway system in Union City is largely built out. There are no new freeways or interchanges planned within the city limits.

The only new highway projects are the State Route (SR) 84 extension proposed to be constructed on the eastern side of the City near the Union City/Fremont city limits as shown in Figure TR-1, and the proposed widening of SR 238 (Mission Boulevard) to six lanes. The SR 84 extension project is a new four- to six-lane parkway that, when completed, will extend from Mission Boulevard to I-880 in Fremont and to the Dumbarton Bridge. Also planned is an extension of 11th Street from Decoto Road to the proposed SR 84. These connections will provide important alternatives for through traffic in the Decoto Road corridor. SR 84 is planned to have a grade separation at the former Southern Pacific Railroad line and BART/Union Pacific Railroad line, and will provide regional access to the BART station area. This roadway will clearly strengthen the development potential of the Station District.

As shown on Figure TR-1, the main arterial streets in Union City are Mission Boulevard (SR 238), Decoto Road, Alvarado-Niles Road, Whipple Road, Union City Boulevard, Dyer Street, Central Avenue, and

Alvarado Boulevard. All other streets in Union City are classified as collector streets or residential streets as shown on Figure TR-1.

Table TR-1 identifies the major roadways (arterials) in Union City, including for each the existing number of lanes, the existing daily traffic (ADT), and the approximate daily capacity. Vehicle capacity is determined by factors such as the number of lanes, the number and types of intersections, the frequency of driveways and roadway geometric constraints.

The City plans for minor widening and intersection improvements on arterial roads in Union City along with three proposed extensions: 11th Street, Dyer Street, and Lowry Road. Intersection improvements are also planned for Mission Boulevard (SR 238), Decoto Road, Alvarado-Niles Road, Whipple Road, and Union City Boulevard. The City is proposing to improve access in the western part of Union City by constructing the Whipple Road overcrossing. There are also several new traffic signals that are being planned for installation along various roadways in Union City. Intersection improvements should include but not be limited to 1) pedestrian friendly light timing (3 ft. per second), 2) signal preemption for buses, police, fire, ambulance, and 3) sound cues for visually impaired people.

TABLE TR-1				
MAJOR ROADWAYS (ARTERIALS)				
Roadway	Average Daily* Traffic (ADT)		Number of lanes	Comments on Roadway Capacity
	Location	Vol.		
Alvarado Blvd.	Near Dyer St	27,000	4	Generally has ample capacity.
Alvarado-Niles Rd.	Near Decoto Road	37,000	4	Generally has ample capacity. Intersection capacity problems at several locations.
Central Ave.	Near Whipple Road	9,000	2	Generally has ample capacity
Decoto Rd.	Near Alvarado-Niles	35,000	4	Capacity limitations near Alvarado-Niles Rd. Will be improved once Route 84 is implemented.
Dyer St.	Near Alvarado-Niles	25,000	4	Traffic growth occurring near Union Landing area. Capacity limitations near I-880 interchange.
Mission Blvd. (Route 238)	Near Decoto Road	44,000	4	Generally has ample capacity within Union City. Capacity problems in areas outside City Limits.
Union City Blvd.	Near Hayward City Limit	46,000	4-6	Once planned improvements are in place there will be ample capacity in Union City. Capacity limitations in Hayward on Hesperian Boulevard. (PC-revised-4/5/01)
Whipple Rd.	Near Mission Blvd	15,000	2-4	Generally has ample capacity. Some capacity limitations can be severe during peak hours near the I-880 interchange. (Public comment-revised-4/5/01)
* ADT as of September 2000.				

ROADWAY CLASSIFICATION AND STANDARDS

The City's roadway network is designed to support the land use development reasonably anticipated under the Land Use Element of the General Plan and to reserve adequate right-of-way for development beyond 2020. The General Plan seeks to maintain the City's relatively good traffic flow and operating conditions while allowing for future growth in the area. The City's most important policy tool for ensuring that roadways are properly upgraded and maintained is the roadway classification system and its associated standards.

Roadways serve two functions that conflict from a design standpoint: to provide mobility and to provide property access. High and constant speeds are desirable for mobility, while low speeds are more desirable for property access and pedestrian safety, particularly in residential areas. A functional classification system provides for specialization in meeting the access and mobility requirements of the development that would be permitted under the General Plan. Local streets emphasize property access; arterials emphasize high mobility for through traffic; and collectors attempt to achieve a balance between both functions. The hierarchy of the functional classifications in the City consists of freeways, state highways, arterials, primary collectors, industrial roadways, residential collectors, and minor residential streets as described below and illustrated in Figure TR-2.

Freeways

Freeways, such as Interstate 880, are very limited access, high speed travelways that are included in the State and Federal highway systems. Freeway design standards are established by the California Department of Transportation. Freeway access is limited to designated interchanges and no direct access is permitted for any use.

State Highways

State Highways are intended to have limited access and moderate to high travel speeds. In Union City the only State Highways are Mission Boulevard (SR 238) and proposed SR 84. The right-of-way for Mission Boulevard is 120 feet with six-foot sidewalks provided. Limited direct access to industrial, commercial, and high-density residential uses are permitted as approved through a site plan review. Major cross street intersections are signalized with multiple turn lanes. Otherwise, there is right-turn only access restrictions or left-turn staging in the median at occasional collector streets. SR 84 will be a four to six lane divided roadway with separate turn lanes and traffic signals at major intersections. As with Mission Boulevard, SR 84 would have limited access to industrial, commercial, and residential uses.

Arterials

Arterials are moderate-speed through streets which have various configurations. Average daily traffic on an arterial usually ranges over 10,000 vehicles per day. Arterials will usually have four to six travel lanes with separate left-turn lanes. The right of way for these streets should range from 84 to 110 feet. Access to an arterial should be primarily accomplished through primary collector and residential collector streets. Limited direct access to industrial, commercial, and high density residential uses are permitted as approved through a site plan review.

Primary Collectors

Primary collector streets are intended to transfer traffic from collector and minor residential streets to an arterial. Average daily traffic on a primary collector will usually average less than 10,000 vehicles per day. They normally have a two-lane configuration with six-foot sidewalks and a right-of-way of 68 feet. Primary collector streets should provide direct linkages to neighborhood shopping areas. Direct access for low-density residential, commercial, and industrial uses and developments should be permitted consistent with adopted improvement standards.

Industrial Roadways

Industrial roadways are intended to provide access to industrial uses and developments and to transfer traffic from collector streets to arterials. Average daily traffic on industrial roadways will usually average less than 10,000 vehicles per day. They normally have a two-lane configuration with five foot sidewalks and a right-of-way of 64 feet. Direct access should be permitted consistent with adopted improvement standards.

Residential Collectors

Residential collector streets are intended to carry moderate volumes of traffic from local streets to primary collectors and arterials. Average daily traffic on a residential collector normally averages 500 - 4,000 vehicles per day. They normally have a two-lane configuration with five-foot sidewalks and a right-of-way of 60 feet. Direct access should be permitted consistent with adopted improvement standards.

Minor Residential Streets

Minor residential streets are intended to serve as low capacity streets primarily serving low density residential uses. Average daily traffic on a minor residential street averages less than 1,000 vehicles per day, although most local street average less than 500 vehicles per day. Minor residential streets should have a two-lane configuration with a right-of-way of 56 feet, although narrower rights-of-way should be permitted in certain circumstances such as cul-de-sacs or other places where property constraints exist. Direct access should be permitted consistent with adopted improvement standards.

Table TR-2 and Figure TR-2 shows the functional hierarchy of streets and street standards for each functional class in Union City, and Table TR-3 list the roadways falling within each functional class, except for minor residential streets.

Typical City Street Standards

The City uses the Caltrans specifications for all basic street standards. These typical dimensions are as follows:

- Street lane widths - 11-14 feet
- Striped bicycle lane - 5 feet minimum
- On-street parking - 7 feet minimum
- Sidewalks - 5 feet minimum

TABLE TR-2						
UNION CITY						
HIERARCHY OF STREETS AND STREET STANDARDS						
Description	Minor Residential	Industrial	Collectors		Arterial	Freeway
			Resid.	Primary		
<i>Right-of-Way</i>	56 feet	64 feet	60 feet	68 feet	84 to 110 feet	150+ feet
<i>Travel Lanes</i>	2	2	2	2	4+	4+
<i>Left-Turn Lanes</i>	No	No	No	Sometimes	Usually	
<i>Speed Limit</i>	25 mph	25-35 mph	25-30 mph	25-35 mph	40-55 mph	55-65 mph
<i>Level-of-Service Standard</i>	C	C	C	D	D	D
<i>Average Daily Traffic (ADT)</i>	Generally under 500	1,000 – 5,000	500 – 4,000	3,000 - 10,000	10,000 – 35,000	30,000 – 72,000
<i>Access</i>	Individual lot access. Wherever possible they should not link directly with arterials.	Individual lot access.	Individual lot access. Links neighborhoods with schools, parks, shopping centers and arterials.		Limited individual lot access. Encourage joint driveways and access-ways to reduce driveways.	Grade-separated interchanges

Note: Standards for state routes were not included because the standards for such roadways vary extensively. A state route could include a narrow two-lane highway or a major arterial, such as Mission Boulevard.

TABLE TR-3 UNION CITY PLANNING AREA ROADWAY CLASSIFICATIONS		
Functional Classification	Roadway Segment	
<i>Freeways</i>	<i>Interstate 880</i>	
State Highways	State Route 238 (Mission Boulevard) and State Route 84 (proposed)	
Arterials	Alvarado Boulevard Alvarado-Niles Road Central Avenue Decoto Road	Dyer Street Smith Street Union City Boulevard Whipple Road
Primary Collectors	Ahern Avenue Almaden Boulevard Amaral Street Appian Way Arizona Street Bettencourt Way Cabello Street Clover Street Deborah Drive Delores Drive Ellen Way Fredri Street (Smith Street to Alvarado Boulevard) Gregory Avenue	“H” Street Hop Ranch Road Horner Street Jean Drive Marcia Drive Medallion Drive (Alvarado Niles Road to Palm Drive) Regents Boulevard Royal Anne Drive Santa Maria Drive (Alvarado-Niles Rd to San Ramon Court) Skylark Drive Smith Street Union Square Veasy Street
Industrial	Atlantic Street Bradford Street Daggett Avenue Dowe Avenue Eigenbrodt Way Faber Street Kohoutek Way Lewis Avenue Lewis Street	Liston Way Pacific Street Seventh Street (Decoto Road from Appian Way) Tara Court Transit Avenue Volpey Way Western Avenue
Residential Collectors	“A” Street Alice Way Amaral Court Andover Drive Ascot Way Astor Street “B” Street Bainbridge Way Balmoral Street Begonia Street Brenda Way Brier Street Brooklyn Street Bulmer Street “C” Street Canary Court	Huntwood Avenue “I” Street Imperial Place Iris Way Ithaca Street “J” Street Jacklynn Drive Jennifer Drive Joyce Way Kimberly Street Laura Way Lily Street Lisa Drive Lois Way Loretta Way Louise Lane

TABLE TR-3		
UNION CITY PLANNING AREA		
ROADWAY CLASSIFICATIONS		
Functional Classification	Roadway Segment	
<i>Residential Collectors</i>	Carmen Way Cherry Blossom Way Cherrywood Drive Claremont Street Colgate Drive Condor Court Condor Drive Coronation Drive Corum Court Crest Court Crown Court "D" Street Daisy Street Dalton Way Darlene Way Devonshire Street Douglas Street Downing Place "E" Street Edith Way Eighth Street Eleventh Street Elizabeth Way "F" Street Farrol Court Fifteenth Street Fifth Street Fourteenth Street ("F" Street to "I" Street) Fourth Street Fredi Street (Alvarado Boulevard to Queen Anne Drive) "G" Street Galaxy Drive Gina Way Glenbrook Street Hartford Drive Hartnell Street Hollyhock Street	Medallion Drive (Whipple Road to Sheffield Lane) Meteor Drive Michelle Way Monarch Place Muir Wood Drive Ninth Street Partridge Way Pelican Drive Remington Drive Rochelle Drive Rose Way Ruth Way San Andreas Drive Sandra Court Santa Maria Drive (San Ramon Ct to San Andreas Dr.) Second Street Seventh Street ("A" Street to Decoto Road) Sheila Court Sheila Way Sherman Drive Sixth Street Skylark Court Smith Street Springwood Drive Starling Drive Swan Court Syracuse Avenue Tamarack Drive Tenth Street Third Street Thirteenth Street ("F" Street to "J" Street) Trefry Court Twelfth Street Valiant Way Vallejo Street Watkins Street

TRANSPORTATION POLICIES

Throughout this section, the terms *circulation* and *transportation* refer to the movement of people by all modes of travel.

A. STREET AND HIGHWAY SYSTEM

The existing street system provides the primary means of movement and transportation in and through Union City. The existing roadway system in Union City ranges from freeways to six-lane arterials to two-lane local streets. The roadway system is intended to provide safe, efficient accessibility for residents and businesses while maintaining traffic safety and keeping through traffic from using smaller local streets in residential areas.

This section includes goals, policies, and programs that are intended to improve and maintain the citywide network of arterial and collector streets.

Goal	To establish a safe, convenient, and efficient roadway system that minimizes
TR-A.1	peak hour traffic congestion.

Policies

TR-A.1.1 The City shall prepare and adopt a Transit First policy to encourage and promote the use of public transit and provide alternatives to single-occupancy vehicles.

TR-A.1.2 The City shall monitor traffic flow problems and shall, to the extent feasible, improve capacity through improvements such as traffic signals, intersection widening, lane configurations, and basic traffic controls.

TR-A 1.3 The City shall continue to implement its policy that traffic Levels of Service (LOS) will not exceed mid-range LOS D at all signalized intersections on arterial and collector streets, with the exception of intersections on major regional routes, including I-880, Mission Boulevard (SR 238) and the Route 84/Decoto Road corridor. Levels of Service are described in Table TR-4.

TR-A.1.4 The City shall periodically review the need for rail-street grade crossings, and shall construct grade separated crossings, such as on Whipple Road, Dyer Street, Decoto Road and Alvarado Boulevard as deemed necessary and financially feasible.



Union City bus at the BART station

- TR-A.1.5 The City shall continue its Pavement Management Program to maintain the integrity of the road system.
- TR-A.1.6 The City shall establish truck routes that will minimize noise impacts and safety hazards on the community. The City shall require all new projects in the Central Technology Center to use Whipple Road as a truck route. The City shall discourage the use of Alvarado-Niles Road as a truck route (see Figure TR-3).
- TR-A.1.7 The City shall identify preferred routes for truck service to businesses that are convenient and in conformance with A.1.6 above.
- TR-A.1.8 The City shall annually review emergency vehicle access on “designated” private property (areas required to provide fire and emergency vehicle access) and ensure property management maintains these access routes.

SEE TABLE TR-4 ON NEXT PAGE

TABLE TR-4

LEVEL OF SERVICE DEFINITIONS FOR SIGNALIZED INTERSECTIONS

The **CRITICAL MOVEMENT ANALYSIS METHODOLOGY**¹, which is described in Transportation Research Board's Circular 212, defines Level of Service (LOS) for signalized intersections in terms of the ratio of critical movement traffic volumes to an estimate of the maximum capacity for critical volume at an intersection. For the Critical Movement Methodology the LOS for intersections is determined by the ratio of critical movement volume to critical movement capacity (volume-to-capacity ratio = V/C) for the entire intersection. The **1997 HIGHWAY CAPACITY MANUAL**² methodology for analyzing signalized intersections measures the performance by the control delay per vehicle in seconds. Six categories of LOS are defined, ranging from **LOS "A"** with minor delay to **LOS "F"** with delays averaging more than 80 seconds during the peak hour.

<i>Level of Service</i>			<i>Description</i>
LOS "A"	V/C Range Average Stop Delay (seconds)	0.00 - 0.60 0.0 - 10.0	Free flow (relatively). If signalized, conditions are such that no vehicle phase is fully utilized by traffic and no vehicle waits through for more than one red. Very slight or no delay.
LOS "B"	V/C Range Average Stop Delay (seconds)	0.61 - 0.70 10.1 - 20.0	Stable flow. If signalized, an occasional approach phase is fully utilized; vehicle platoons are formed. Slight delay.
LOS "C"	V/C Range Average Stop Delay (seconds)	0.71 - 0.80 20.1 - 35.0	Stable flow or operation. If signalized, drivers occasionally may have to wait through more than one red indication. Acceptable delay.
LOS "D"	V/C Range Average Stop Delay (seconds)	0.81 - 0.90 35.1 - 55.0	Approaching unstable flow or operation; queues develop but quickly clear. Tolerable delay.
LOS "E"	V/C Range Average Stop Delay (seconds)	0.91 - 1.00 55.1 - 80.0	Unstable flow or operation; the intersection has reached capacity Congestion and intolerable delay.
LOS "F"	V/C Range ³ - Measured - Forecast Average Stop Delay (seconds)	1.00 or less 1.01 or more > 80	Forced flow or operation. Intersection operates below capacity. Jammed.

¹Source: Transportation Research Board, "Planning Level Methodology - Signalized Intersections", *Circular 212*, Washington D.C., January, 1980

²Source: Transportation Research Board, "Highway Capacity Manual, Special Report 209, Third Edition", Washington D.C., December 1997.

³While forecast demands can exceed maximum capacity, actual measured volumes theoretically cannot. Since traffic inefficiencies arise at capacity demand conditions, the calculated V/C ratios for LOS "F" conditions can be substantially below a V/C of 1.00.

- TR-A.1.9 The City shall support the timely construction of the Route 84 extension as a partially depressed and at-grade parkway through the Station District to Mission Boulevard in order to resolve current circulation deficiencies, improve the area's regional access and visibility, and stimulate the market for region-serving retail, light industrial/service commercial, and office uses.

- TR-A.1.10 The City shall ensure that the design of Route 84, 7th Street, and 11th Street is completed in such a manner that the industrial uses in the Station District can gain direct access to the facility with minimum disturbance to other uses in the area.

- TR-A.1.11 The City shall develop contingency plans for early development of an east-west link through the Station District should the Route 84 construction be delayed.

- TR-A.1.12 The City shall petition railroad operators to consolidate all rail traffic within one right-of-way and abandon the eastern (former Southern Pacific) line to remove barriers that limit circulation and flexibility in the Station District and Decoto.

- TR-A.1.13 The City shall control the number of direct access points to Route 84, Mission Boulevard, Decoto Road, Union City Boulevard, Alvarado Boulevard, Dyer Street, Whipple Road and Alvarado-Niles Road to maintain traffic flow and minimize potential for accidents.

- TR-A.1.14 The City shall allow for gaps in the medians to provide safe street crossings to access transit stops when determined safe by the City Engineer.

- TR-A.1.15 All new traffic signals should be equipped with audible signal devices, traffic signal timing and coordination, and signal emergency vehicle preemption. The City shall investigate new technologies which will improve movement of pedestrians, bicyclists, public transit and emergency vehicles.

- TR-A.1.16 The City shall work collaboratively with the city of Hayward to improve, beautify and widen Whipple Road to enhance its capacity to serve as the major east-west truck route.

Goal	To keep the transportation system in balance with the land uses in Union
TR-A.2	City (New)

Policies

- TR-A.2.1 The City shall work with the City of Fremont, Caltrans, and the Alameda County Transportation Agency (ACTA) to complete the Route 84 extension between I-880 and Mission Boulevard.

- TR-A.2.2 The City shall work with ACTA, Caltrans, and the Cities of Fremont and Hayward on future planning and funding for Mission Boulevard (State Route 238) and the potential for six travel lanes, emphasizing the need for traffic signal system improvements.

- TR-A.2.3 The City shall work with the Redevelopment Agency to plan for the extension of Dyer Street as shown on Figure TR-1.

- TR-A.2.4 The City shall endeavor to improve Union Landing circulation for bicycles, pedestrians, autos and public transit.

- TR-A.2.5 The City shall identify and implement improvements to provide efficient traffic circulation and access in the vicinity of the International Marketplace.

- TR-A.2.6 The City shall prepare a circulation plan for the Station District to promote bicycle and pedestrian travel and facilitate movement through the area.

- TR-A.2.7 The City shall work with businesses in Union City to implement demand reduction strategies.

- TR-A.2.8 The City shall establish a transportation impact fee for all new and redevelopment projects to ensure fair share contributions to transportation improvements and continue to explore other funding sources to assist large-scale capital projects

- TR-A.2.9 The City shall develop a transportation demand management (TDM) program for the Station District to discourage the use of single-occupancy vehicles and encourage the use of transit.

Goal To protect neighborhood integrity and livability and improve safety by
TR-A.3 minimizing through traffic in residential neighborhoods.

Policies

- TR-A.3.1 The City shall perform neighborhood traffic studies where needed to identify traffic calming measures for potential implementation to improve pedestrian and traffic circulation as needed.

- TR-A.3.2 The City shall prepare a strategy with the NHUSD that involves engineering, education and enforcement to improve pedestrian and traffic safety.

Implementation Programs

- TR-A.1 The City shall prepare a circulation plan for the Station District to promote pedestrian travel and facilitate traffic access to the area. The circulation plan shall include a traffic study to review the circulation and parking needs of the overall area and specifically focus on Decoto Road, Alvarado-Niles Road and Union Square. The study shall incorporate bus circulation, pedestrian circulation and bicycle circulation to determine the best method to accommodate these modes of transit and minimize conflicts among autos, buses, bicyclists and pedestrians.

Responsibility

- 9 Public Works Department
- 9 Community Development Department
- 9 City Council

Time Frame

- 9 FY 02-03

TR-A.2 The City shall develop a transportation demand management (TDM) program for the Station District to discourage the use of single-occupancy vehicles over time and encourage the use of transit. The TDM program should include such elements as parking pricing, rideshare programs, parking cash-out programs, transit incentives, share-over-time parking, car/vanpool preferential parking, spillover parking management strategies, and on-site employee services such as dry cleaning, banking, etc.

Responsibility

- 9 Community Development Department
- 9 City Council

Time Frame

- 9 FY 02-03, 03-04

TR-A.3 The City shall conduct an AB1600 nexus study to establish a transportation impact fee to ensure fair share contributions to transportation improvements that may include, but are not limited to streets, public transit, bicycles and pedestrian improvements.

Responsibility:

- 9 City Council
- 9 Public Works Department
- 9 Union City Transit

Time Frame:

- 9 FY 02-03, 03-04

TR-A.4 The City shall undertake individual neighborhood transportation studies to identify the need for bicycle, pedestrian, safety and traffic calming improvements.

Responsibility:

- 9 City Council
- 9 Community Development Department
- 9 Public Works Department

Time Frame:

- 9 As needed

TR-A.5 The City shall prepare and adopt a Transit First policy to encourage and promote the use of public transit and provide alternatives to single-occupancy vehicles. Various methods to consider as part of the policy statement to expedite transit service on designated streets and encourage greater transit use include but are not limited to the following:

- # Creation of exclusive bus lanes;
- # Restriction of automobile turning movements that conflict with transit vehicles;
- # Synchronization of traffic signals to the speed of transit vehicles rather than automobiles;
- # Use of signal preemption devices for transit vehicles;
- # Bus stop improvements such as benches and shelters; and
- # Optimization of bus stop locations and design, considering factors such as bus operations and passenger safety.

Responsibility:

- 9 City Council
- 9 Union City Transit
- 9 Community Development Department
- 9 Public Works Department

Time Frame:

- 9 FY 02-03, 03-04

TR-A.6 The City shall prepare a strategy in cooperation with the NHUSD that involves engineering, education and enforcement to improve pedestrian and traffic safety.

Responsibility:

- 9 City Manger’s Office
- 9 Public Works Department
- 9 Union City Police Department

Time Frame:

- 9 FY 02-03, 03-04

B. PUBLIC TRANSIT AND RAIL SYSTEM

Union City is served by three bus transit systems, Union City Transit (UC Transit), AC Transit, and the Dumbarton Express. UC Transit, as well as the other bus services in the area, are closely tied to the Union City BART station. All UC Transit routes, except Route 5, begin and end at the BART station. Over a third of UC Transit’s system wide boardings occur at that location.

Three rail lines run through Union City (the Mulford line west of I-880 and the Union Pacific and former Southern Pacific line east of I-880) and provide service to industrial customers. The Capitol Corridor passenger rail travels through Union City on the former Southern Pacific line but does not stop.

The transit system should provide convenient transfers between UC Transit and other modes of travel. Several improvements are planned for UC Transit, including a proposed transit center at Union Landing to replace the current transfer point at Alvarado Boulevard and Dyer Street. This transit center will provide service for UC Transit, AC Transit and paratransit.



Elevated BART tracks on Decoto Road

There are several planned transit improvements for both rail and bus services in the Station District. The bus transfer facility is proposed to be expanded to 19 bus bays for use by AC Transit, UC Transit and other bus service providers. Facilities will also be provided for paratransit, shuttles, taxis, and auto dropoff and pickup.

The Capitol Corridor passenger rail service (Amtrak) is proposed to have a station adjacent to BART on either the former Southern Pacific line or the Union Pacific line. This would be a significant asset to the City, and one of very few BART/Amtrak connections in the Bay Area. Dumbarton Rail, the Altamont Commuter Express (ACE), and the Silicon Valley Rapid Transit Commuter Rail could also make rail connections at BART. Lastly, the California High-Speed Rail Authority has begun its environmental review process to identify appropriate routes for a bullet-type train between the Bay Area and the Los Angeles area. Two of the possible alignments run through the Station District near the intermodal facility area.

Given Union City's geographic location between the East Bay and Silicon Valley and the cluster of existing and proposed transit providers, the City has a unique opportunity to become an important regional transit hub. Building an intermodal facility will assist in making this idea a reality. The construction of SR 84 as a four to six-lane parkway through eastern Union City will provide strong regional access to the Station District and future transit improvements around BART.

This section includes goals and policies intended to improve and increase the number of existing transit routes, the frequency of service, and the overall level-of-service. The future transit services and facilities in Union City are shown on Figure TR-4.

Goal	To provide an efficient, convenient public transportation system for residents and workers in Union City.
TR-B.1	

Policies

TR-B.1.1 The City shall implement administrative changes, route revisions, operational changes and other recommendations presented in the bi-annual UC Transit Short-Range Transit Plan, and

other transit issues as conditions change. Union City Transit has improvements planned for the fixed-route bus fleet, bus stops, and the City’s Corporation Yard.

TR-B.1.2 The City shall continue to participate in the provision of paratransit service which offers service to elderly and disabled residents of Union City in compliance with the Americans with Disabilities Act (ADA).

TR-B.1.3 The City shall construct and maintain a transit center at Union Landing.

TR-B.1.4 Where feasible, the City shall expand and/or modify transit service hours, routes, schedules, and headway to meet demand.

TR-B.1.5 The City shall facilitate the transfer of passengers between buses, BART and rail modes.

TR-B.1.6 The City shall ensure that there are strong transit connections (bus and rail) based on demand to the five primary planning districts (i.e., Station District, Union Landing, International Market Place, Central and Alvarado Technology Centers) to enhance economic development.

TR-B.1.7 The City shall participate with Metropolitan Transportation Commission (MTC), Alameda County Transportation Authority, (ACTA), the County Congestion Management Agency (CMA), and other regional transportation agencies to develop and coordinate regional transportation.

TR-B.1.8 The City shall work with local transit providers to increase access to transit for youth, seniors and the disabled, employees, Kaiser patients, and the economically disadvantaged.

TR-B.1.9 The City shall work with UC Transit to ensure that information on bus routes/schedules is easily accessible to all residents, businesses, visitors and employees.

TR-B.1.10 The City shall require new development to consider transit access in the design of the overall project.

TR-B.1.11 Fare increases for disabled people and seniors shall be evaluated relative to the total cost of living increases for disabled people and seniors.

TR-B.1.12 The City shall improve UC Transit links with regional transportation systems.

TR-B.1.13 The City shall work with New Haven Unified School District to ensure the location of future schools are located along primary transit corridors.



Union City Transit buses

TR-B.1.14 The City shall explore the feasibility of establishing a business improvement district in Union Landing with business owners to fund a shuttle service within Union Landing.

TR-B.1.15 The City shall work with the city of Newark and San Mateo County Transportation Authority to support the Dumbarton Commuter Rail.

TR-B.1.16 The City shall implement transit improvements recommended in the Union City Short Range Transit Plan to reduce congestion on arterial roadways.

Goal	To promote Union City as a major transit hub through development of a regional intermodal facility.
TR-B.2	

Policies

TR-B.2.1 The City shall take the lead in facilitating development of a regional intermodal facility centered on the existing BART station. The intermodal facility should be a vibrant center of activity with a regional presence that encourages increased transit ridership.

TR-B.2.2 The intermodal facility should be an architectural landmark for the City of Union City and transit providers. It should heighten and improve the experience of using public transit for patrons.

TR-B.2.3 The intermodal facility should be operationally functional, safe, and accessible for all transit providers and transit patrons.

TR-B.2.4 The intermodal facility, including the BART station, should be developed as a double-sided facility that provides clear, convenient, and improved access between the City, the surrounding district, and all transit modes.

TR-B.2.5 The design of the intermodal facility and the Station District should provide sufficient space for all transit modes and transit functions and meet all applicable transit design standards. Opportunities for shared uses and efficiencies should also be explored.



Union City BART station

TR-B.2.6 The design of the intermodal facility should include passenger and transit operator amenities, and incorporate opportunities for joint development or community services where appropriate.

TR-B.2.7 The design of the intermodal facility should anticipate the future expansion of transit services.

TR-B.2.8 The design of the intermodal facility should allow for flexible responses to evolving transit operations.

TR-B.2.9 The intermodal facility should include convenient access to shared parking that has minimal impact on the quality of the pedestrian environment.

- TR-B.2.10 The intermodal facility should provide pedestrians and cyclists with safe and direct connections to surrounding districts in order to minimize conflicts with automobiles and buses.
- TR-B.2.11 The Station District should be easily accessible to other neighborhoods in Union City, especially for pedestrians and bicycles.
- TR-B.2.12 The Station District should be designed to allow for improved access to the intermodal facility for transit providers and patrons.
- TR-B.2.13 The City shall ensure that the design of 11th Street and the proposed SR 84 extension support the land uses in the Station District.
- TR-B.2.14 The City should separate bus traffic, auto traffic and pedestrian traffic to the extent feasible at the intermodal facility to ensure safety and on-time performance.

Implementation Programs

- TR-B.1 The City shall implement the biannual Union City Transit Short-Range Transit Plan, including route revisions, administrative and operational changes, maintenance and other recommendations presented in the Plan.

Responsibility:

- 9 City Council
- 9 Union City Transit

Time Frame:

- 9 Ongoing

- TR-B.2 The City shall continue to coordinate the development of the public infrastructure at the intermodal facility and work with all appropriate agencies.

Responsibility

- 9 City Council
- 9 Union City Transit
- 9 Community Development Department
- 9 Public Works Department

Time Frame:

- 9 Ongoing

- TR-B.3 The City shall form an action team to explore the feasibility of establishing a business improvement district in Union Landing with business owners to fund a shuttle service within Union Landing.

Responsibility:

- 9 City Manger’s Office
- 9 Public Works Department
- 9 Community Development Department
- 9 Police Department
- 9 Union City Transit

Time Frame:

- 9 FY 02-03

C. PEDESTRIAN, BICYCLES, AND TRAILS

Union City’s network of sidewalks, trails, and on-street bikeways provide alternatives to automobile travel. Walking and bicycling trips help reduce pollution and traffic congestion, and when linked with transit can provide access to destinations within Union City and regional destinations beyond the City’s limits. Walking and biking facilities also provide recreational opportunities that encourage a healthy lifestyle and contribute to a healthy citizenry. This section includes goals and policies intended to enhance Union City’s bicycle and pedestrian networks, and to promote bicycling and walking as both means of transport and recreation.



Dry Creek bicycle and pedestrian path entrance on Arizona Street

Figures TR-5 and TR-6 show Union City’s existing and planned bicycle and pedestrian facilities, respectively. The goals and policies contained herein are intended to guide the future development of the City’s bicycle and pedestrian networks, and to ensure that the City’s facilities are integrated with regional bicycle and pedestrian facilities, as well as local and regional transit systems.

Goal	To create an institutional framework that supports bicycle and pedestrian travel through policy development, city staff and committee actions, and capital project implementation.
TR-C.1	

Policies

- TR-C.1.1 The City shall consider the needs of bicyclists and pedestrians in all future road construction or widening projects and development projects (reference policies CD-A.1.2, LU-A.6.4).
- TR-C.1.2 The City shall establish a Bicycle and Pedestrian Citizens Advisory Committee (BPAC) composed of at least three (3) members who live or work in Union City. The BPAC shall meet on an as-needed basis to review plans and funding applications and to prioritize bicycle and pedestrian projects.

- TR-C.1.3 The City shall prioritize and increase funding (including seeking grant funding) for bicycle and pedestrian projects.
- TR-C.1.4 The City shall prioritize and increase funding for the maintenance of existing and future bicycle and pedestrian facilities, and shall adopt guidelines for scheduled maintenance of such facilities.
- TR-C.1.5 The City shall develop bicycle and pedestrian design guidelines to be used in the development of all new bicycle and pedestrian facilities.
- TR-C.1.6 The City shall examine existing flood control levees, abandoned railroad spur and main line rights-of-way, and utility line rights-of-way as potential locations for bicycle and pedestrian facilities. (reference policy CD-B.2.3).
- TR-C.1.7 The City shall implement planned bicycle and pedestrian improvements to close gaps in the bicycle and pedestrian networks and create an interconnected system that links all facility types, including hiking trails, park trail, creek trails, and on-street bikeways.
- TR-C.1.8 The City shall ensure that bicycle and pedestrian facilities (including on-street bicycle facilities, secure bicycle parking, safe pedestrian crossings, and continuous sidewalks or paths) are included in the Intermodal Station District and the Union Landing District, and these districts are well-connected to neighboring areas by bicycle and pedestrian facilities (reference policies CD-B.3.1, CD-B.1.9, ED-B.1.3, LU-B.2.3, TR-A.2.4, TR-A.2.6).

Goal	To develop a comprehensive signed bicycle route network composed of
TR-C.2	Class I (paved off-street paths and multi-use trails), Class II (bicycle lanes), and Class III (shared-use roadways) facilities connecting all of Union City’s neighborhoods and adjacent communities.

Policies

- TR-C.2.1 The City shall develop a planned bicycle route network that conveniently and efficiently links residential neighborhoods, parks and open space areas, transit centers, schools, shopping areas, public facilities, major employment centers, and the regional bicycle network.
- TR-C.2.2 The City shall prioritize bicycle projects and seek funding opportunities in order to implement the planned bicycle route network.
- TR-C.2.3 The City shall integrate, wherever possible, its planned bicycle route network with the Alameda Countywide Bicycle network and existing bicycle facilities in Fremont and Hayward.
- TR-C.2.4 The City shall work with BART, AC Transit, and UC Transit to ensure the bicycle route network provides direct and convenient access to local and regional transit lines and that bicycles are provided access to transit vehicles whenever feasible.
- TR-C.2.5 The City shall give priority to bicycle improvements that connect neighborhoods and job centers to the proposed Intermodal Station.

- TR-C.2.6 The City shall explore innovative bicycle facility treatments when necessary to implement the planned bicycle route network (reference policy TR-A.1.15).
- TR-C.2.7 The City shall require secure bicycle parking for all new or modified public and private developments.
- TR-C.2.8 The City shall implement a program to install secure bicycle parking in public areas.
- TR-C.2.9 The City shall encourage the development of easily accessible and safe bike paths along the State Route 84 extension.
- TR-C.2.10 The City shall support as a priority project the construction of a bike path west of the 511 Area residential development.

Goal	To develop Union City’s local trail system and integrate local trails with regional trail systems whenever possible.
TR-C.3	

Policies

- TR-C.3.1 The City shall continue to improve its local trail system and ensure that all local trails meet the design requirements set forth in the bicycle and/or pedestrian design guidelines.
- TR-C.3.2 The City shall support regional efforts to implement trails (such as the Bay Trail and Bay Area Ridge Trail), and shall identify opportunities to connect local trails with regional trails.
- TR-C.3.3 The City shall seek opportunities to connect existing and planned trails to the bicycle route network.

Goal	To create a continuous pedestrian network that meets ADA standards and allows pedestrians to safely and conveniently access parks and open space areas, transit centers, schools, shopping areas, public facilities, major employment centers, and other significant destinations.
TR-C.4	

Policies

- TR-C.4.1 The City shall examine all signalized intersections and prioritize improvements at these locations, including crosswalk striping, pedestrian actuation, pedestrian countdown signals, signal re-timing, and audible pedestrian signals (reference policy TR-A.1.15).
- TR-C.4.2 The City shall examine pedestrian crossings and prioritize locations for pedestrian safety improvements.
- TR-C.4.3 The City shall prioritize locations for ADA improvements, including curb ramps, sidewalk gaps, and sidewalk obstructions.
- TR-C.4.4 The City shall examine and work with BART, AC Transit, and UC Transit to ensure that transit stops are accessible and safe for pedestrians, and include amenities such as weather shelters and lighting when possible.

- TR-C.4.5 The City shall prioritize safety in the design of sidewalk improvements along major arterials, including separating sidewalks from motor vehicle travel lanes where possible.
- TR-C.4.6 The City shall give priority to pedestrian improvements that connect neighborhoods and job centers to the proposed Intermodal Station.

Goal To develop educational and outreach materials and programs that
TR-C.5 promote safe bicycling and walking, particularly for children.

Policies

- TR-C.5.1 The City shall seek funding for and assist New Haven Unified School District in implementing a Safe Routes to School program to make it safer and more attractive for students to walk or bicycle to school, and shall encourage the NHUSD to implement bicycle and pedestrian improvement projects on school grounds, including secure bicycle parking.
- TR-C.5.2 The City shall develop bicycle and pedestrian safety information material in multiple languages, and distribute via the CityÆs website, printed materials, and through other media.
- TR-C.5.3 The City shall increase its participation in bicycle and pedestrian related events, such as Bike/Walk to Work Days and Weeks.
- TR-C.5.4 The City shall develop outreach materials, such as route maps, for new bicycle and pedestrian facilities to encourage their use.
- TR-C.5.5 The City shall work with transit providers operating in Union City to enhance and facilitate bicycle and pedestrian use of transit, and shall coordinate with transit providers to provide information that highlights facilities connecting bicycles and pedestrians with transit.
- TR-C.5.6 The City shall develop safety education programs aimed at motorists to improve awareness of the needs and rights of bicyclists and pedestrians.

Goal To ensure bicycle and pedestrian improvement projects are considered
TR-C.6 for funding.

Policies

- TR-C.6.1 The City shall consider bicycle and pedestrian projects during development of the City’s Capital Investment Plan.
- TR-C.6.2 The City shall maintain a list of priority bicycle and pedestrian improvement projects.

Implementation Programs

TR-C.1 The City shall complete a Bicycle and Pedestrian Master Plan that addresses opportunities for bicycle, pedestrian, and safe routes to school improvements, and details and prioritizes a list of improvement projects.

Responsibility:

- o City Council
- o Economic and Community Development Department
- o Public Works Department
- o Union City Transit

Time Frame:

- o FY 2004-05

TR-C.2 The City shall seek funding and work to implement bicycle and pedestrian improvement projects to complete the bicycle and pedestrian networks and support facilities.

Responsibility:

- o City Council
- o Economic and Community Development Department
- o Leisure Services Department
- o Public Works Department
- o Union City Transit

Time Frame:

- o FY 2005-10

TR-C.3 The City shall work with the Cities of Fremont and Hayward to ensure bicycle and pedestrian facilities are continuous between neighboring jurisdictions.

Responsibility

- o City Council
- o Public Works Department
- o Economic and Community Development Department

Time Frame:

- o FY 2005-10

TR-C.4 The City shall consult the Bicycle and Pedestrian Master Plan for design guidance when implementing bicycle or pedestrian improvement projects, and when implementing bicycle, pedestrian, or safe routes to school related events or programs.

Responsibility:

- o City Council
- o Leisure Services Department
- o Public Works Department

Time Frame:

- o FY 2005-10

D. PARKING

Parking is a necessary adjunct of development and a major consumer of land. This section includes goals, policies, and programs intended to encourage the provision of adequate parking, while encouraging shared parking and acknowledging the goals for increased use of alternative transportation modes. These goals and policies are also intended to protect neighborhoods from parking intrusion that may be caused by adjacent land uses.

Goal	To provide convenient, aesthetically designed off-street parking areas and
TR-D.1	sufficient loading areas in commercial and industrial areas.

Policies

TR-D.1.1 The City shall work with private developers to provide multiple-level structured parking wherever feasible. The City shall encourage joint use development in conjunction with parking structures.

TR-D.1.2 The City shall plan for the expansion of the parking facilities at the BART station and intermodal facility to accommodate reasonable future demand. The City shall plan for implementation of shared parking with other land uses in the Station District.

TR-D.1.3 The City shall promote shared parking arrangements and facilitate development of common parking facilities and structures through a parking district or similar provision in the Central Technology Center, the Alvarado Technology Center, Union Landing , the Station District, and whenever parking expansion is considered in impacted areas.

TR-D.1.4 The City shall minimize the visual impact of parking and improve the pedestrian experience at the street edge by locating parking areas behind buildings, using appropriate plant materials and using landscape mounds to screen parking lots and facilities.

TR-D.1.5 The City shall ensure that there is adequate off-street parking in local neighborhoods as they develop to avoid an overflow of parking on the street.

- TR-D.1.6 The City shall develop a parking/pedestrian improvement plan for the International Market Place District that will identify solutions to circulation/parking problems and reduce visual impacts through landscaping and change in building orientation.
- TR-D.1.7 The City shall review bus routes, stops, and level of service whenever a lack of parking is causing a problem.
- TR-D.1.8 The City shall establish motorcycle parking standards for large commercial developments.

Implementation Programs

- TR-D.1 The City shall implement additional parking in the vicinity of the intermodal facility to reasonably accommodate transit riders.

Responsibility:

9 Community Development Department

Time Frame:

9 As needed

TR-D.2 The City shall develop a parking improvement plan for the International Market Place District.

Responsibility:

9 Community Development Department

9 Public Works Department

Time Frame:

9 FY 02-03, 03-04

TR-D.3 The City shall develop a parking improvement plan that may include convenient transit stops and shared parking arrangements. The City shall facilitate the development of common parking facilities and structures through a parking district or similar provision in the Central Technology Center, the Alvarado Technology Center, Union Landing , the Station District, and whenever parking expansion is considered in impacted areas.

Responsibility:

9 Community Development Department

Time Frame:

9 As needed

E. LAND USE, TRANSPORTATION, AND DEMAND REDUCTION

Land use changes that emphasize mixed use development, pedestrian-friendly environments, and higher density around the major transportation facilities will provide a long-term benefit to the overall transportation environment. This section includes goals, policies, and implementation programs intended to emphasize the links between transportation and land use, housing, and economic development.

Goal	To coordinate transportation goals with those of the Land Use Element, the
TR-E.1	Housing Element, and the Economic Development Element.

Policies

TR-E.1.1 The City shall consider transportation impacts, transportation mitigation measures and developer transportation fees when reviewing all proposed land use projects.

TR-E.1.2 The City shall support mixed-use development, pedestrian-friendly environments, and higher density around the major transportation nodes.

TR-E.1.3 To improve its locational advantages as a business site, the City shall ensure that the Intermodal facility has strong transportation linkages to the Central Technology Center and Alvarado Technology Center. The City shall consider a wide range of linkage options such as bus, pedestrian trails, bicycle trails and shuttles that provide the most convenient and efficient way to reach the Central Technology Center and Alvarado Technology Center.

TR-E.1.4 The Station District land uses and design should minimize automobile dependence and maximize transit usage.

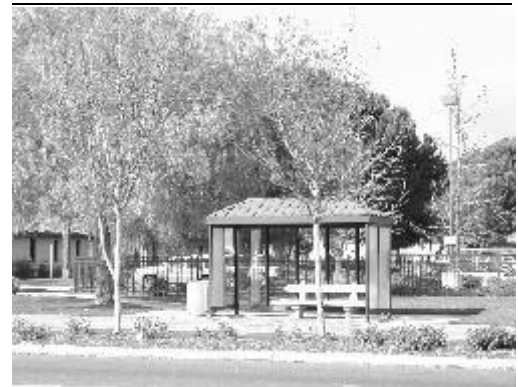
TR-E.1.5 The City shall support the maintenance of rail service to the Central Technology Center and the Alvarado Technology Center and encourage the railroads to repair and maintain the road beds at the crossings.

Goal To provide transit alternatives and incentives for employment areas to
TR-E.2 reduce dependence on single occupancy vehicles for peak hour travel.

Policies

TR-E.2.1 The City shall work with landowners and employers in existing and emerging employment centers to implement transportation demand reduction programs that may include, but are not limited to:

- # Parking management districts/shared parking;
- # Van and car pool programs;
- # Transit vouchers;
- # Shuttles to BART;
- # Bike lockers and showers;
- # Convenient and weather protected transit stops and shelters; and
- # Flexible work hours that start and end outside of the traditional work schedule.



Bus stop on Alvarado-Niles Road

TR-E.2.2 Union City Transit shall review the need for route modifications, based on demand, to connect employment centers with the intermodal facility at the BART station.

TR-E.2.3 The City shall provide development incentives to encourage transit-oriented development and demand reduction programs for emerging employment centers.

Implementation Programs

TR-E.1 The City shall develop comprehensive transportation demand reduction programs for each emerging and existing employment center, including but not limited to those measures listed in TR-E.2.1. These programs may be sponsored by the City, required as conditions of approval on projects, or be implemented through an AB1600 nexus study.

Responsibility:

- 9 City Manager’s Office
- 9 Community Development Department
- 9 Public Works Department
- 9 Union City Transit

Time Frame

- 9 FY 03-04, Ongoing

TR-E.2 Union City Transit shall review the need for route modifications, based on demand, to connect employment centers with the intermodal facility at the BART station.

Responsibility:

9 Union City Transit

Time Frame:

9 As needed

TR-E.3 The City shall prepare a Transit Vision, a long range plan encompassing all transportation needs. The transportation vision shall be coordinated with the land use and economic development elements.

Responsibility

9 City Council

9 Leisure Services and Union City Transit Department

9 Economic Development Department

9 Community Development Department

9 Public Works Department

Time Frame:

9 FY 03-04, 04-05, update every five years thereafter

TR-E.4 The City shall continue to prepare a Short-Range Transit Plan to plan ahead for expansion of transit system and routes, capital transportation improvements and equipment (i.e., buses) in order to provide better and more efficient transit service.

Responsibility

9 City Council

9 Union City Transit

Time Frame:

9 FY 02-03, update every two years thereafter