



City of Union City Strategic Plan

FY 2019-20 through FY 2024-25

Midpoint Update

September 2021



**UNION
CITY**

Prepared for the City of Union City by Management Partners



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City Council



**Mayor
Carol Dutra-Vernaci**



**Councilmember
Emily Duncan**



**Councilmember
Jaime Patino**



**Councilmember
Pat Gacoscos**



**Councilmember
Gary Singh**

Message from the City Manager



To the Mayor and City Council, Community Members and City Staff:

We are pleased to present this midpoint update of our Strategic Plan. The City’s Strategic Plan covers fiscal years 2019-20 through 2024-25 and serves as a roadmap for Union City’s promise as a place where our inclusive community can prosper, and innovation grows.

Since adoption of the Strategic Plan, significant changes have occurred. These include the pandemic, social unrest, financial uncertainty along with the success of a critical tax measure, and other factors. With this midpoint update, the City Council has established five top priorities for FY 2021-22 and FY 2022-23.

Through a team effort, we have updated our Strategic Plan. The update process started with early input from each member of Council, information from departments, a strategic planning workshop held on August 5, 2021, and preparation of this new Strategic Plan document.

Respectfully,
Joan Malloy
 City Manager
 September 2021

EXECUTIVE TEAM

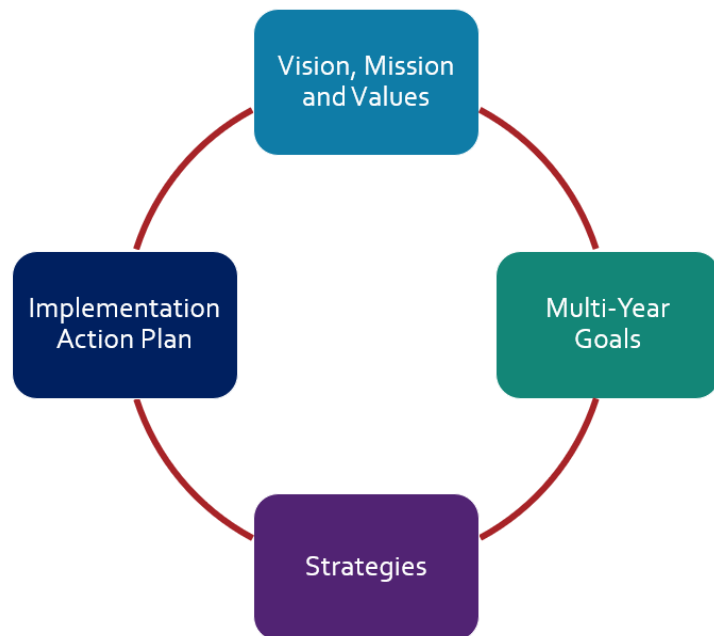
- Joan Malloy, City Manager
- Mark Evanoff, Deputy City Manager
- Lauren Sugayan, Assistant to the City Manager
- Jackie Acosta, Finance Director
- Carmela Campbell, Economic and Community Development Director
- Lilybell Nakamura, Chief Human Resources Officer
- Mario Vallejo, Chief Technology Officer
- Marilou Ayupan, Public Works Director
- Jared Rinetti, Police Chief

Strategic Plan Overview

*The strategic plan is a **living document**, featuring a comprehensive framework that is **adjusted based on the current needs of the community.***



Strategic Plan Framework



Mission, Vision and Values



In this midpoint update, the mission, vision and values have been modified to further reflect the priority that diversity, equity and inclusion have for our city government.

Mission

Our mission is to create and provide effective, valued services that foster high quality of life and economic vitality for the community.

Citywide Vision

To be a vibrant, inclusive and prosperous community where residents and businesses thrive, and innovation grows.

Organizational Vision

To foster an environment where City employees are inspired, recognized and thrive.

Values

Sustainability

Plan for the long term in all that we do to ensure financial, environmental, and community well-being.

Professionalism

Deliver high-quality services to members of the community while investing in employee development.

Accountability/Integrity

Serve in the best interests of the community as responsible stewards of public resources, with trust and transparency.

Belonging

The City strives to instill a sense of belonging for all our community of residents, workers and visitors.

Respectfulness

Show respect, fairness and equity in our jobs, each other and the community we serve.

Multi-Year Goals



This Strategic Plan has five multi-year goals. Each goal has a set of strategies for implementation. The following pages show the strategies by goal.

Multi-Year Goals

Goal A. Financial Stability and Sustainability

Foster fiscal health through disciplined long-term planning, cost control, heightened efficiency, increased revenue and cost recovery.

Goal B. Governance and Organization Effectiveness

Produce high-quality services to the community through a commitment to local government best practices and employee development, support and retention.

Goal C. Economic, Community Development and Public Safety

Institute forward-thinking business, land use development, housing, social services, and public safety strategies that promote community growth and innovation.

Goal D. Environmental Sustainability and Infrastructure

Create a healthy, sustainable community and maintain and improve the City's infrastructure.

Goal E. Communication and Outreach

Build strong connections with community partners, residents and employees.

Highlights of Accomplishments

The Council established five top priorities for FY 2020-21 during its August 2020 strategic planning retreat. The key accomplishments associated with each of their priorities are shown in the following table. Implementation of other strategies identified in the Strategic Plan is on schedule, and there have been significant accomplishments since adoption of the Strategic Plan. The full list of strategies is provided within each Goal section of this Strategic Plan.

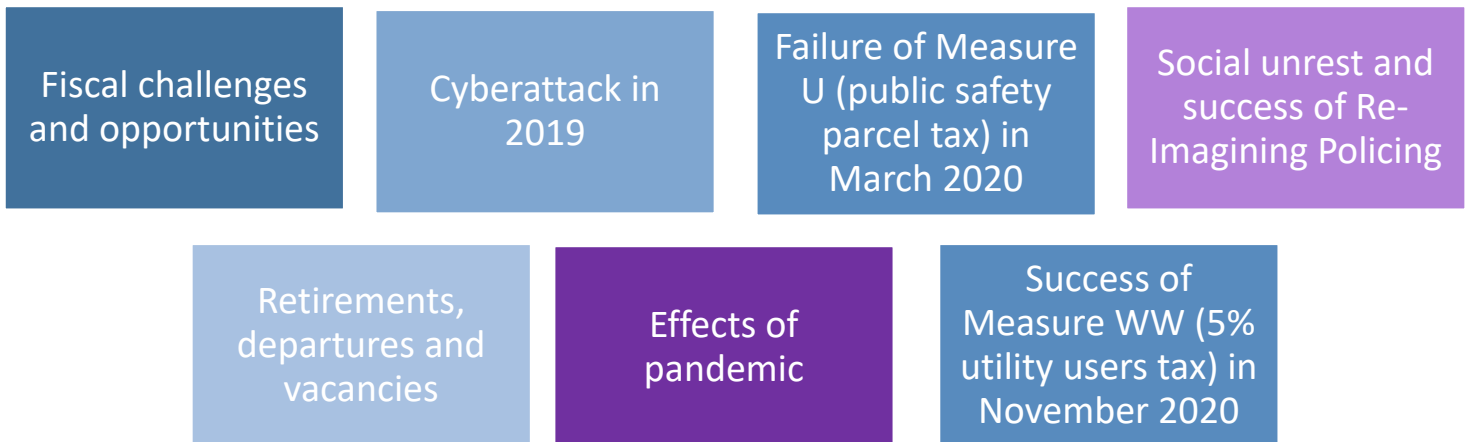
Council’s FY 2020-21 Priorities	Accomplishments
<ul style="list-style-type: none"> Address the City’s financial shortfalls, loss of revenue due to COVID-19 	<ul style="list-style-type: none"> Passage of Measure WW Union Landing rezoned to support the opening of cannabis retail
<ul style="list-style-type: none"> Respond to concerns raised by community members during Black Lives Matter discussions 	<ul style="list-style-type: none"> Re-Imagine Policing initiative Human Relations Commission studying diversity, equity and inclusion
<ul style="list-style-type: none"> Attract businesses and assist existing ones 	<ul style="list-style-type: none"> Funding to help stabilize existing small businesses during COVID-19 Mass outreach effort during COVID-19 to connect them to resources Union Landing PBID renewed
<ul style="list-style-type: none"> Develop a plan to reduce the costs and increase revenue for Community and Recreation services 	<ul style="list-style-type: none"> CRS operations and programs were analyzed to reduce costs or improve cost recovery. In March 2021, the City Council authorized increasing fees across most CRS programs to improve cost recovery; in August the Council authorized increasing sports field rates from a 9% recovery rate to an approximately 30% recovery rate.
<ul style="list-style-type: none"> Recover from cyberattack 	<ul style="list-style-type: none"> Financial infrastructure is fully restored; financial data recovery efforts completed; insurance claim completed; HR system not restored.

Highlights of Other Accomplishments

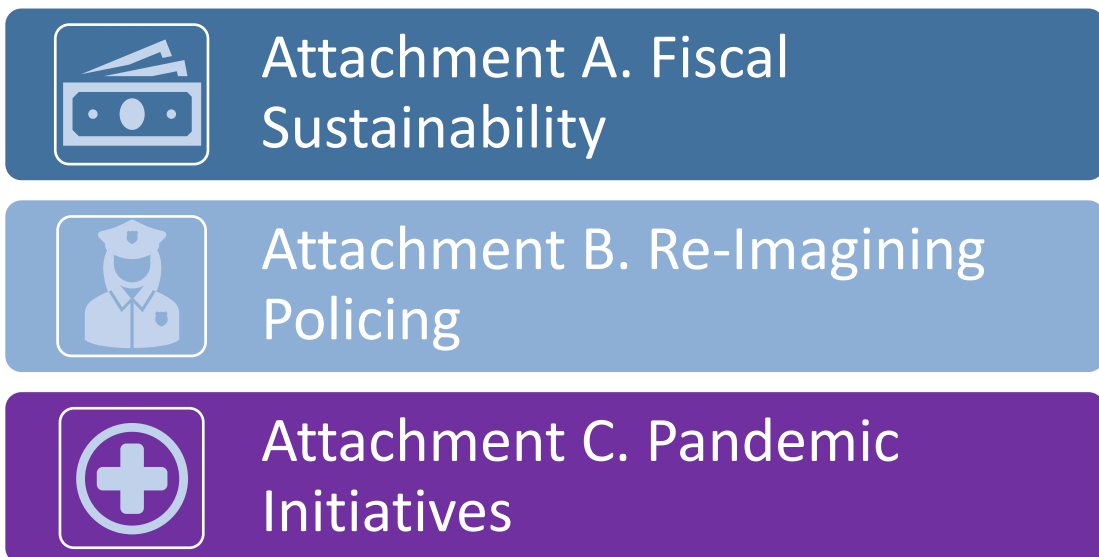
- Maintained services to the community during COVID-19 and provided regular updates to the community
- Passage of Measure WW (Utility Users Tax)
- Created Police and Community Engagement Committee to initiate re-imagine policing process
- Established cannabis as new revenue source
- Reduced fire service costs
- Advanced major projects: Station District and Quarry Lakes Parkway
- Renovated Contempo Park
- Established and continued community food distribution
- Adopted Council norms, and board and commission norms and guidelines

Major Factors Since Adoption of Strategic Plan

Significant changes have occurred since the Strategic Plan was adopted by the City Council in 2019. These factors have been considered in this midpoint update. Key factors are shown below.



As these issues emerged, the City immediately responded. Three attachments to this Strategic Plan provide additional information on several of these:



Top Council Priorities



In August 2021, the City Council identified its priorities for FY 2021-22 and FY 2022-23.

The Council’s top five priorities for these two years are shown below, categorized by goal.

The full list of strategic plan activities is contained in subsequent pages of this document.

At its August 5, 2021 strategic planning retreat, the City Council determined that continuing the reopening process after COVID-19 was an underlying priority that would be part of many goals and strategies.

<p>Goal A: Financial Stability and Fiscal Sustainability</p>	<p>Generate more tax revenue needed for long-term fiscal sustainability.</p>
<p>Goal B. Governance and Organization Effectiveness</p>	<p>Staff recruitment, retention and succession planning.</p>
<p>Goal C. Economic, Community Development and Public Safety</p>	<p>Improve and streamline the development process.</p>
<p>Goal C. Economic, Community Development and Public Safety</p>	<p>Address homelessness.</p>
<p>Goal C. Economic, Community Development and Public Safety</p>	<p>Build staffing and technology infrastructure to develop the Station District, construct Quarry Lakes Parkway and prepare for future housing development.</p>

Goal A. Financial Stability and Sustainability

Foster fiscal health through disciplined long-term planning, cost control, heightened efficiency, increased revenue and cost recovery.

The table below contains the strategies associated with Goal A and the implementation years.

Strategies	Implementation Years				
	Ongoing	FY 2021-22	FY 2022-23	FY 2023-24	Completed
Goal A: Financial Stability and Sustainability					
Strategies					
1. Develop a comprehensive fiscal sustainability model to address the General Fund’s long-term structural deficit.	x	x			
2. Determine the level of authorization for the utility users’ tax and develop an informational plan.					Complete
3. Reduce costs associated with the City’s fire contract with Alameda County by pursuing discussions regarding a new emergency services model.	x		x	x	
4. Develop a plan to reduce the costs and increase revenue for Community and Recreation Services.					Complete
5. Implement the City’s cannabis program to attain the anticipated revenue in new revenue with a commitment to adapting where necessary in light of evolving Statewide trends.	x	x	x	x	
6. Conduct routine evaluations of city fees and update as needed.	x	x			
New Strategies Added August 2021					
1. Study and prepare for placement of a revenue measure for the November 2022 election that addresses the expiration of the half-cent sales tax; or, prepare for \$6 million in service cuts.		x	x		
2. Determine the feasibility of a revenue ballot measure for November 2024 and/or November 2026 that could consider a new landscape and lighting district (indexed to CPI) and/or a tax to fund a new City Hall/ library.		x	x		
3. Study the benefits and opportunity to update the City’s business license tax for voter consideration.		x	x	x	

Goal B. Governance and Organization Effectiveness

Produce high-quality services to the community through a commitment to local government best practices and employee development, support and retention.

The table below contains the strategies associated with Goal B and the implementation years.

Strategies	Implementation Years				Completed
	Ongoing	FY 2021-22	FY 2022-23	FY 2023-24	
Goal B: Governance and Organization Effectiveness					
<i>Strategies</i>					
1. Align the provision of critical city services and Strategic Plan implementation with current staffing levels.		x	x	x	
2. Establish professional development plans for each employee to optimize staff resources, support their growth and demonstrate commitment to employees' careers through a mentoring program and cross-training assignments.		x	x		
3. Implement a new system of electing councilmembers by district and establish protocols for governance.	x		x		
4. Prioritize the results of the Management Audit and develop an implementation strategy.					<i>Complete</i>
5. Create a formal exit interview process to learn the reasons employees leave and obtain useful feedback for organizational improvements.	x				
6. Establish meaningful ways to recognize outstanding employee performance.			x		
7. Review and update as needed the City's personnel policies to ensure they reflect best practices in diversity and inclusion.	x	x			
8. Conduct a market study of competitive salary and benefits to support recruitment and retain talented staff.		x	x		
9. Identify mandated/non-mandated functions and changes needed in each department to ensure proper balance based on available resources and align services to staff resources.				x	
10. Develop institutional knowledge "capture" techniques to document processes and procedures in anticipation of retirements and other turnover.				x	
11. Develop and implement a marketing plan to aid in ensuring key positions are filled, including the use of targeted recruitment incentives (such as hiring bonuses) for difficult-to-hire positions.	x	x	x		
12. Increase staff efficiency and responsiveness by improving the design of and access to self-service options.	x	x	x	x	

Goal C. Economic, Community Development and Public Safety

Institute forward-thinking business, land use development, housing, social services, and public safety strategies that promote community growth and innovation.

The table below contains the strategies associated with Goal C and the implementation years.

Strategies	Implementation Years				Completed
	Ongoing	FY 2021-22	FY 2022-23	FY 2023-24	
Goal C: Economic, Community Development and Public Safety					
Strategies					
1. Analyze the feasibility of transforming warehouses to attract high-value industrial and commercial uses for the benefit of the community.	x	x	x	x	
2. Facilitate the build out of the greater Station District Area through the construction of the Quarry Lakes Parkway, completion of the pedestrian rail crossing, and implementing the recommendations of the Southern Alameda County Regional Rail Integration Study to make the Station District a passenger rail hub served by ACE and Dumbarton Rail.	x	x	x	x	
3. Develop a multi-departmental approach to address homelessness through coordination with staff, community organizations and Alameda County.	x	x	x	x	
4. Work with the Union Landing Property Owner’s Association to ensure Union Landing remains a destination for shoppers through property improvements, on-going property maintenance, and a continued focus on public safety.	x	x	x	x	
5. Promote housing development for all income levels in the community by updating the zoning ordinance to include objective standards for new multi-family residential development in order to streamline the review of applications for housing developments, and update the Housing Element, to facilitate the development of affordable housing.	x	x	x		
6. Update the Economic Development Strategic Plan to meet the City’s financial goals and build regional partnerships.		x			
7. Collaborate with commercial brokers on retail and commercial opportunities for new businesses and identify factors that will encourage high revenue-producing businesses to lease vacant properties.	x	x	x	x	

Strategies	Implementation Years				
	Ongoing	FY 2021-22	FY 2022-23	FY 2023-24	Completed
8. Prioritize and expedite major land use development applications.	x	x	x	x	
9. Update the short-range transit plan that includes an evaluation of providing services to the business district and the New Haven Unified School District.	x	x			
10. Strengthen the Community Emergency Response Team program through the Alameda County Fire Department, per agreement with the County.	x	x	x	x	
11. Complete the General Plan update, the Station District Specific Plan and the Hillside Specific Plan.		x	x	x	<i>General Plan Completed</i>
12. Provide employee training for emergency preparedness and conduct disaster response drills.	x	x	x	x	
13. Align public safety services with community needs based on a data driven decision-making approach (i.e., emergency medical services, restoration of terminated police programs, etc.).	x	x	x	x	
14. Update the police department strategic plan to include reimagine policing initiatives.	x	x			
15. Continue to review development permitting processes to streamline service and improve efficiency and develop a communication plan to disseminate modifications to staff and customers.		x			
16. Assess the feasibility of using a private provider to add high-speed internet with the goal of reducing Union City ISP costs and enhancing internet speed for businesses and residents.				x	
17. Create a plan for leveraging the social services resources in Union City and the County to make efficient use of all limited resources.			x	x	
18. Review the police dispatch services agreement and conduct a feasibility study to evaluate bringing dispatch services in-house.				x	
19. Develop a space needs assessment to evaluate police and other city departments' facility needs.				x	
<i>New Strategies Added August 2021</i>					
1. Facilitate the development of entitlements and closing on the sale of the Gateway property to generate revenue to fund the construction of Phases 3 and 4 of the Quarry Lakes Parkway.	x	x	x	x	
2. Continue providing support to City residents and businesses related to COVID-19 recovery.	x	x	x	x	
3. Increase fines for illegal fireworks, develop and implement a public communication campaign about fireworks, consider banning the sale and deployment of all fireworks if the threat to community safety is not significantly reduced during the 4 th of July season.		x			

Goal D. Environmental Sustainability and Infrastructure

Create a healthy, sustainable community and maintain and improve the City's infrastructure.

The table below contains the strategies associated with Goal D and the implementation years.

Strategies	Implementation Years				
	Ongoing	FY 2021-22	FY 2022-23	FY 2023-24	Completed
Goal D: Environmental Sustainability and Infrastructure					
Strategies					
1. Continue the build-out of the City's Bicycle and Pedestrian network with an emphasis on closing gaps, addressing safety concerns, and increasing connectivity to the Station District.	x	x	x	x	
2. Implement the City's capital improvement plan (see separate document).	x	x	x	x	
3. Develop a citywide information technology strategic plan and establish an IT committee to prioritize investments, implementation and staff training.		x	x	x	
4. Evaluate development impact fees for new development infrastructure: Decoto Industrial Park Study Area (DIPSA), Transportation Impact Fee, Fire, Parks Facilities Fee, Railroad Preemption Fees.		x			
5. Review and update the tree protection program.	x	x	x		
6. Conduct a tree inventory to determine a yearly maintenance plan for city-owned trees.	x	x	x	x	
7. Update the Climate Action Plan.				x	
8. Convert the UC Transit fleet to electric.	x	x	x	x	
9. Create and implement a plan to maintain and upgrade the City's buildings.	x	x	x	x	
10. Develop a ten-year parks operations, maintenance and capital improvement plan.	x	x	x	x	
11. Coordinate with City departments, commercial and residential customers to implement the requirements of state organics and food recovery legislation.	x	x	x	x	
New Strategies Added August 2021					
1. Prepare RFP for Franchise Agreements for solid waste and recycling collections with emphasis on selecting vendors with resources to implement organics legislation.			x	x	
2. Enable a robust cyber security and information technology disaster recovery service.		x			

Goal E. Communication and Outreach

Build strong connections with community partners, residents and employees.

The table below contains the strategies associated with Goal E and the implementation years.

Strategies	Implementation Years				
	Ongoing	FY 2021-22	FY 2022-23	FY 2023-24	Completed
Goal E: Communication and Outreach					
Strategies					
1. Conduct outreach and community education about the City services, financial resources, areas of cost, and impacts of failed ballot measures on city services.	x	x	x	x	
2. Improve the delivery of and employee and community access to the annual State of the City Address.	x	x	x	x	
3. Create and implement a plan for conveying progress and outcomes from the City's Strategic Plan to employees and the community at large.	x	x	x	x	
4. Enhance the role boards and commissions play in communicating the City's interests through training and routine engagement.	x	x	x	x	
5. Build a customer relations plan for public works and code enforcement.	x		x		
6. Launch the newly formed Sales Tax and Utility Users' Tax Oversight Committee, support their efforts to review tax revenues and expenditures, and make reports to the City Council and community at-large.		x	x	x	
7. Enhance community and digital engagement to improve ease of access to and the quality of information, emphasizing information of particular interest to businesses and residents.	x	x	x	x	
8. Develop an outreach strategy aligned with the City's brand guidelines aimed at heightening the profile of the City within the community and region.	x	x	x	x	
New Strategies Added August 2021					
1. Develop and implement a diversity, equity and inclusion approach to citywide communications and outreach.	x	x	x	x	
2. Collaborate with the Arts and Culture Commission and Bay Area Rapid Transit (BART) to place murals on the Kennedy Park BART pillars.		x	x		

Progress Updates



City staff communicates progress on a regular basis to the City Council, employees, and community through updates and reports posted on the City webpage. Our methods include:

- Identify how items that are presented to the City Council align with the Strategic Plan. This is a current practice and will continue.
- Provide semi-annual updates on the Council's top priorities for FY 2021-22 and FY 2022-23.
- Prepare an annual update on the status of the entire Strategic Plan.
- Ensure alignment of budget with Strategic Plan.
- Provide separate reports on the Council's priority items as well as other Strategic Plan items that are scheduled for FY 2021-22 and FY 2022-23 as a way of providing more in-depth information.

Throughout the year, City staff will seek feedback about implementation from Council, so there is an ongoing dialogue and clear direction provided about the priorities, goals, and strategies identified in the strategic plan.



Conclusion

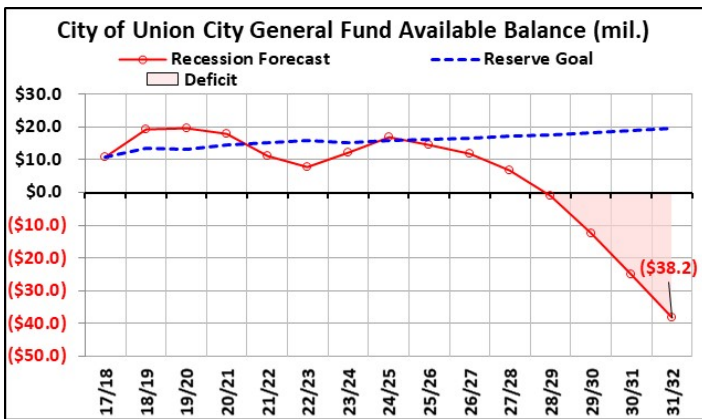


Our Strategic Plan is designed to guide the work and future of the City of Union City. The Strategic Plan and this midpoint update reflect the guidance of the City Council and input from our professional staff. City staff and officials are committed to continuing collaboration with the community, city staff, and elected officials in achieving the goals in this Strategic Plan.

Thank you to everyone who contributed to creating this Strategic Plan and those who are dedicated to its success.

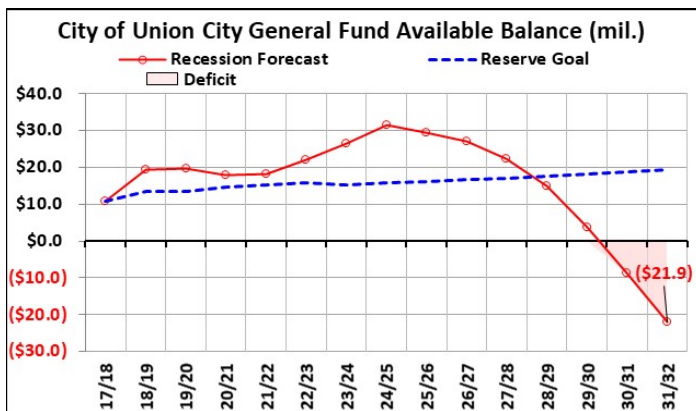
Attachment A. Fiscal Sustainability

The City of Union City’s Measure AA (½ cent sales tax) is set to expire in April 2025, and Measure WW (utility user tax) is scheduled to expire in December 2028. Without Measure AA renewal, fiscal sustainability is only expected for the next three years, and reserves will be fully depleted by FY 2027-28. Without these revenue sources, significant reductions in both services and staffing will be required, simply because sufficient funds will be unavailable to sustain the services we are now providing to the community.



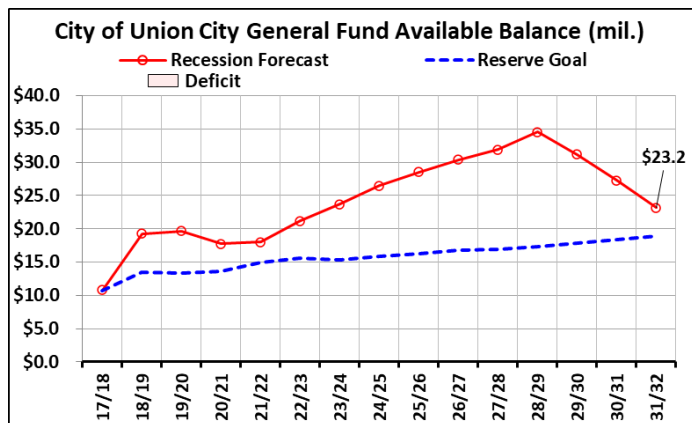
Baseline Budget
Without
ARPA Funds or
Measure AA

The City will incur approximately \$14 million in revenue losses through FY 24-25 because of the pandemic. Without receipt of the American Rescue Plan Act (ARPA) funds, the budget would require deficit spending and operate well below the reserve goal. The restoration of services would be curtailed.



Without
Measure AA
Renewal

The ARPA funds are instrumental to offset revenue losses and maintain fiscal stability. Specifically, the funds will be used for one-time resources towards such uses as maintenance of infrastructure, restoring services to pre-pandemic levels, and funding police and fire services that might otherwise need to be reduced.



With
Measure AA
Renewal

Without the renewal of Measure AA, fiscal stability provided by the ARPA funds will be short lived.

Attachment B. Re-Imagining Policing

The City Council formed the Policing and Community Engagement Committee in June 2020 to carry out the Obama Foundation's "Commit to Action" pledge signed by Mayor Carol Dutra-Vernaci. The pledge urged cities to **review police policies and practices, engage communities about them, report findings and reform them**. The committee identified **four key areas to re-imagine policing**, along with 11 associated strategies, which covered:

- **Accountability and Transparency**
- **Hiring and Training**
- **Mental Health and Social Services**
- **Community Policing**

City Council unanimously passed the recommendations and directed the Union City Police Department to further engage the community in the establishment of a Strategic Plan that encompasses the recommendations. Work teams were established and 17 meetings among these teams eventually produced 21 objectives and 36 strategies for the Police Department's Strategic Plan, which will be completed in Fall 2021.

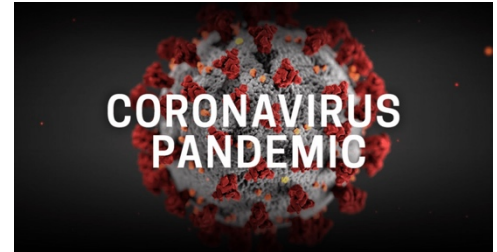


Attachment C. Pandemic Initiatives

When the COVID-19 pandemic occurred, the City of Union City Council and staff took immediate action to protect its community and employees.

The **Union City Emergency Operation Center** team was activated to focus on three main areas:

1. Ensuring employee health, safety, and well-being
2. Providing ongoing communications to businesses and residents
3. Assessing community needs



Highlights of activities that took place between March 2020 and July 2021 related to the pandemic are listed below.

- Federal reimbursement of **\$900,000** for emergency operations expenses during COVID-19.
- Resources and safety information translated into **four languages** provided to all residents and businesses through the deployment of a Joint Information Center.
- Donations in the form of **10,000 reusable cloth masks**, and other personal protective equipment provided to Union City from its Sister City Guro, South Korea and other agency partners.
- **Partnerships** with Bay Area Community Health and Predicine Lab allowed Union City to host continuous COVID-19 testing sites at three locations in our community.
- Numerous pop-up and temporary **vaccination sites** set up in partnership with the Alameda County Public Health Department and Bay Area Community Health.
- Over 11,000 lunches and bags of **groceries** distributed to seniors between March 2020 and May 2021 by Community and Recreation Services programs.
- \$50,000 was awarded by the East Bay Community Energy to Union City nonprofit organizations with established **food programs** serving vulnerable residents.
- \$285,000 has been distributed to **64 renter households** to provide financial relief (as of July 2021)
- \$294,000 in grants have been awarded to **32 small businesses** under the City's Road to Recovery Small Business Assistance Program (as of July 2021).

