



**NOTICE AND AGENDA  
CITY OF UNION CITY**

**CITY COUNCIL /**

**SPECIAL MEETING AND WORK SESSION**

**Tuesday, August 15, 2017  
6:00 PM**

**Council Chamber  
34009 Alvarado Niles Road  
Union City CA**

- 1. CALL TO ORDER**
  - 1.a. Roll Call**
- 2. ORAL COMMUNICATIONS - Comments limited to items on the Special Meeting Agenda**
- 3. STUDY SESSION**
  - 3.a. Parks and Open Space Study Session**
- 4. ADJOURNMENT**

Posted: August 10, 2017

/s/ Carol Dutra-Vernaci  
Carol Dutra Vernaci  
Mayor



## Agenda Item

### ATTACHMENTS:

| Description   | Type         |
|---|--------------|
| ▣ Staff Report - Parks and Open Space Study Session   | Staff Report |
| ▣ Attachment 1 - 2015 General Plan Background Report, Parks and Recreation                        | Attachment   |
| ▣ Attachment 2 - Parks and Private Recreation Area 2002 General Plan Policies                     | Attachment   |
| ▣ Attachment 3 - Natural and Historical Resources Element, Open Space Policies, 2002 General Plan | Attachment   |
| ▣ Attachment 4 - 1999 Parks and Recreation Master Plan  | Attachment   |



## Agenda Item

**DATE:** 8/15/17

**TO:** HONORABLE MAYOR AND CITY COUNCIL

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

**SUBJECT:** PARKS AND OPEN SPACE STUDY SESSION

Staff is requesting that the City Council review the current citywide parks, open space, and recreation framework and policies, and provide direction to staff regarding their vision, goals and/or priorities. Staff is also requesting direction to update the 1999 Parks and Recreation Master Plan as a next step in the planning process.

### **BACKGROUND**

In 1999 the City completed the Parks and Recreation Master Plan (Attachment 4), which provided a foundation for park planning that was broadly incorporated into the 2002 General Plan Youth, Family Seniors, and Health Element, *Section E. Parks and Private Recreation Areas* (Attachment 2). Many of the policies have been executed, such as building a skate park and indoor gym. Some policies continue to be implemented on an ongoing basis, such as partnering with New Haven Unified School District to share specific facilities. Still, other policies have not been fully realized, but may continue to be a priority for the City, such as building a swimming facility or interpretive center.

The 2002 General Plan also includes broad goals and policies for open space in the Natural and Historical Resources Element (Attachment 3). The goals and policies for open space tend to be oriented towards natural resources, such as biological or water resources; however, some of the goals and policies broadly overlap with parks and recreation. Open space can provide for passive recreation (trails), visual relief from the urban landscape (hillside, bay lands, Alameda Creek and parks), and functionally serve to separate incompatible land uses (separation of industrial from residential, such as Dry Creek).

In 2015, the City completed a Background Report for the 2040 General Plan Update (Attachment 1). The Background Report concludes that the City has a park land deficit based on the goal of three acres per 1,000 population. However, because the Background Report is an analysis of City-owned and operated resources, it did not include New Haven Unified School District (NHUSD) facilities that the City may share, East Bay Regional Park District (EBRPD) lands within the City (i.e. Garin/Dry Creek Pioneer Park), or other publicly-owned lands that are used as park land and open space (i.e. Alameda Creek trail and bay lands).

This study session will:

- a) Review basic park, recreation, and open space resources within the City;
- b) Provide an overview of how City park land is acquired (dedication or purchase);
- c) Provide an overview of the financial resources to maintain and improve park land; and
- d) Identify future potential park land opportunities.

The study session will allow the City Council to: 1) ask questions to clarify information presented, 2) request additional information, 3) provide feedback on any aspects of park planning for Union City, and 4) begin articulating their vision, goals and priorities for future park planning.

## **DISCUSSION**

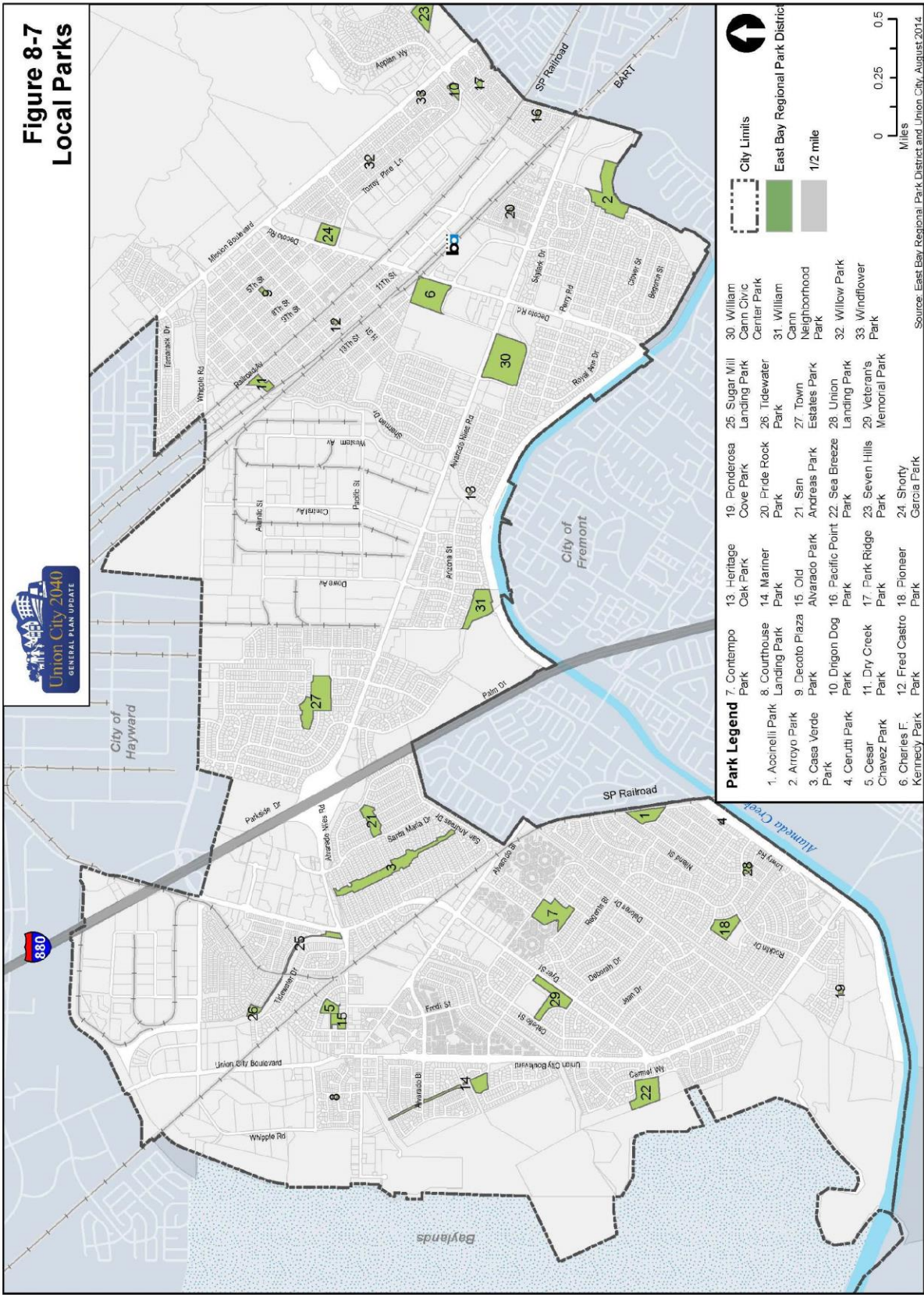
### **Park, Recreation, and Open Space Resources**

Key findings from the General Plan Background Report include:

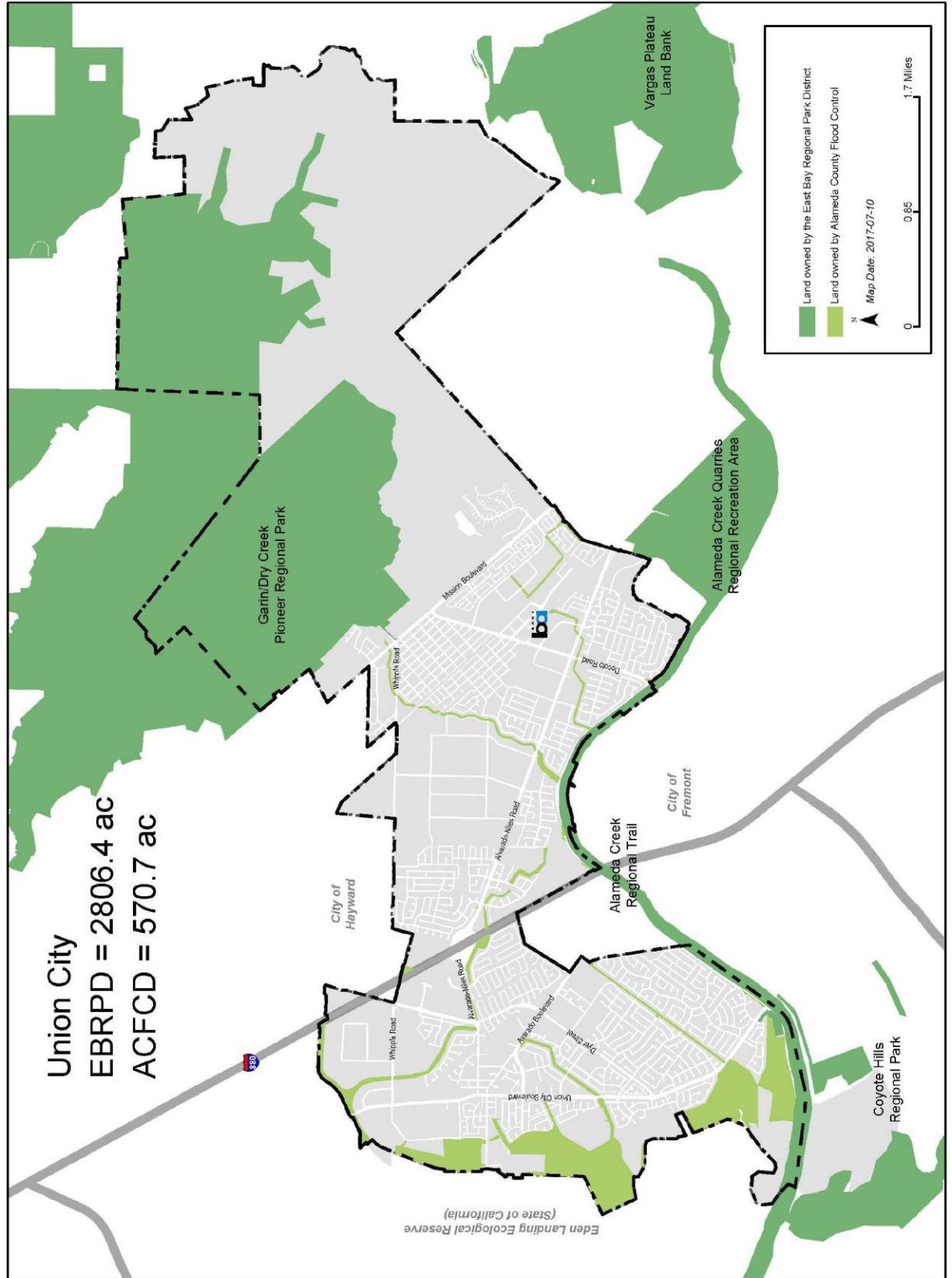
- Union City oversees 33 park facilities within the city limits and provides over 135 acres of local parkland. See Exhibit 1 below for an overview of these facilities.
- Although Union City is characterized by mostly urban development, the city contains a variety of parks, sports fields, community facilities, trails, and open space areas.
- Union City parks range from small mini-parks to larger community parks. The smaller mini-parks are used to address limited or unique recreational needs and provide low-use recreational facilities such as picnic sites and play equipment. The larger community parks provide recreational opportunities for more active uses and include court areas, multi-use sports fields, and performance areas.
- Union City Community and Recreational Services Department offers recreational activities; age group activities; cultural programs; environmental, educational, and interpretive programs; day camps; and several seasonal events.
- The City's Subdivision Ordinance (Title 17 of the Union City Municipal Code) established a standard of three acres of parkland for every 1,000 residents, which new development must provide or pay an in-lieu fee. This standard ensures that new development provides adequate parkland to serve the present and future needs of the residents of the subdivision.
- Utilizing the park ratio of three acres for every 1,000 residents that is applied to new development and based solely on City-owned and operated resources, the current ratio is 1.92 acres per 1000 residents, which is a deficit of approximately 77 acres. This number is expected to increase to 111 acres (equivalent to 1.65 acres per 1000 population) by 2040, based on projected population growth.
  - If the City includes potentially shared NHUSD fields and outdoor facilities (62 acres), the park land ratio increases to approximately **2.8 acres per 1,000 population**.
  - If the City includes both school district lands and publicly-accessible EBRPD lands (1,675 acres) within Union City, the park land ratio increases to approximately **26 acres per 1,000 population**.
  - If the City includes the school district lands, **all** of the EBRPD lands (2,806 acres of accessible and inaccessible lands), and Alameda County Flood Control District lands (570 acres), the park land and open space increases to **50 acres per 1,000 population**. See Exhibit 2 for an overview of publicly-owned open space.



Exhibit 1



# Exhibit 2 LAND OWNED BY THE EAST BAY REGIONAL PARK DISTRICT/ALAMEDA COUNTY FLOOD CONTROL



## Park Land Acquisition

Park land is acquired by the City in two basic manners:

- 1) *Park land dedication.* Residential subdivisions (ownership housing) can pay an in-lieu park land fee or provide park land. Both the fee and the dedication of land is based on a formula in the subdivision ordinance. Dedication of land is required at a ratio of three acres per 1000 population that is expected to live in the new subdivision. For example, if a subdivision was expected to house 1000 people, the subdivision would be required to provide 3 acres. Historically, the City had large tracts of land that were built out as single-family home subdivisions. This has been the primary manner by which Union City acquired new parks. For example, Accinelli Park resulted from the large subdivision of the Accinelli farm lands.
- 2) *Park land acquisition.* The City can also purchase or lease park land at a negotiated price or fair market value. Outright acquisition of land is used less frequently because of the direct cost to the City. The City does have a long-term lease agreement with the Liberty Park homeowners association for the rear parking lot at the sports center. Funds for park land acquisition can include the general fund, park in-lieu fund, or the park facilities fee.

The *park facilities fee* is a fee that is assessed on apartments. Apartments do not pay the park in-lieu fee because the land is not *subdivided*. This fee can only be used for park land acquisition and park planning purposes. The park facilities fee is a recent fee that was established when the Station District began to redevelop. The fee was set fairly low at \$2,540 per unit so that it did not stifle high-density development. This fee is considered an impact fee and requires a nexus study. The fee is set to rise by CPI on an annual basis.

Under the current General Plan, future rental projects include Windflower 2, and a small portion of the Caltrans property, and possible infill sites in Old Alvarado and Decoto.

Union City is almost built out. Future residential development will likely be limited to infill development and at a higher density than the historic single-family home subdivisions. As a result, infusion of money from fees to acquire park land or have land dedicated will come at a slower pace and in smaller amounts, and the maintenance of park land will continue to increase in cost as the facilities age.

## Financial Resources to Maintain and Improve Park Land

Park land in Union City is maintained and improved by a variety of funding sources. These sources include:

- 1) *General fund.* The general fund is unrestricted and can be used in any manner to acquire, maintain and improve parks.
- 2) *Park in-lieu fee.* Park in lieu fee, which is paid when residential land *subdivides*, is very flexible and can be used to acquire, maintain, and improve parks. The City will seek a park in-lieu fee from a subdivision when the project is so small or restricted that a public park may not be viable. For example, the Soares Ranch townhouse site was 3.3 acres. Any dedication of land would have resulted in a very small park that would have limited utility for the public. The City sought the park in-lieu fee and received over \$2.4 million dollars to reinvest into other City parks.
- 3) *Community facilities districts.* A Community Facilities District is a special tax that is assessed on new residential development for a specific purpose. The taxes that are collected are restricted. The City uses this mechanism on new residential developments to pay their fair

share cost of city services. This has included monies to pay for the ongoing maintenance and improvements of parks. For example, the Soares Ranch property was recently annexed into a Community Facilities District to help support city services, including park maintenance.

- 4) *Landscape and lighting district.* The landscape and lighting district is a citywide parcel tax that is used to maintain the City's landscape and lighting. The City uses a portion of these funds to maintain park lands. This parcel tax has not increased on a per parcel basis since its adoption in 1997. It may modestly increase year-over-year because of new land subdivisions. Any rate increase would require a 2/3 voter approval.
- 5) *Measure BB.* Measure BB, a ½ cent sales tax approved by Alameda County voters in 2014, funds transportation projects within the County including bicycle and pedestrian facilities. The City has utilized these funds for trails and walkways within the City's parks.

From time-to-time, the City will have access to other one-time park funding resources. For example, the City benefitted from Measure WW funds that were used to reinvest into the City's parks. Other, one-time sources of grant funding have also been used for park improvements, but these funds can be unpredictable.

Park maintenance costs have continued to rise as a result of aging facilities and increased labor costs. The current budget identifies \$3,325,000 per year, or \$24,448 per acre. Year over year, the City maintain more park land, open space, and facilities with finite financial resources. If the City desires to expand City-owned park land to achieve the goal of three acres per 1000 population, or upgrade current park land to be more flexible (more artificial turf fields and nighttime lighting, for example), then significant new funding sources will need to be created.

### **Future Park Land Opportunities**

There are two elements the Council may wish to consider for future park land opportunities and priorities.

First, the Council should consider what type of new park (or parks) are a priority for the community. For example, parks can be classified by size and use:

| <b>Park Types/Classification</b>  | <b>Examples</b>   |
|---|---|
| <ul style="list-style-type: none"><li>• Mini parks/pocket park</li><li>• Neighborhood parks</li><li>• Community parks</li><li>• Sports parks/complexes* or special use parks</li><li>• Natural resource areas</li><li>• Urban parks</li></ul> | <p>Heritage Oak Park<br/>Veterans Memorial Park<br/>Kennedy Park<br/>Shorty Garcia (small)<br/>Garin/Dry Creek Pioneer Regional Park<br/>East Plaza</p> |

*\*A sports complex is designed to accommodate multiple fields for baseball, soccer or other structured sports. Typically, large parking lots, restrooms, seating, and eating facilities are required. Union City does not have a sports "complex." The City does maintain parks that cater to specific sports.*

Second, the Council should consider possible locations for park expansion that should be evaluated further. Staff has reviewed the land use opportunities and identified the following areas:

**Masonic Home Flatlands:** This property is within the Hillside Area Plan and existing policies identify it for possible park use. This land could be used for a wide variety of park types because the land area is so large; however, the property is privately owned and is not for sale.



**Caltrans Property:** This property is owned by Caltrans and will be used for the right-of-way for the East-West Connector. When the roadway is completed, the remnant lands will be sold for development. Under the current residential zoning, the City will get some land dedicated for a park. Depending on the City's priorities for new parks, the City may wish to consider acquiring more land directly from Caltrans for an expanded park that could provide for more active uses, such as sports fields, if that is a priority.

**Alameda County Flood Control Properties:** ACFCD owns approximately 570 acres in Union City. Much of this land is on the western boundary of the City. ACFCD has indicated to staff that they are not interested in selling the land. ACFCD actively uses the land for dredge spoils and expect to need portions of the land for future wetland mitigations. There may be a possibility that in the future, some of this land would be used for the planned Bay Trail.

**East Bay Regional Park District:** EBRPD continues to expand their holdings in the Union City hillsides. These remote lands may become available to the public through expansion of the Ridge Trail and other trails.

**Turk Island:** Turk Island Landfill is currently identified in the General Plan as an open space opportunity that should be explored. Over the years, staff has become aware of the limitations and liabilities that would arise from using a closed landfill as a park. The liability and maintenance costs of this option are prohibitive and staff would NOT recommend the City continue to consider this as a park option.

**Research and Development Campus Lands:** A portion of this 80-acre located northeast of the core Station District area is being considered for *possible* residential development through the General Plan update process. If some portion of this land is re-designated for residential use, there is opportunity for development of new parkland or recreation facilities. Due to the more urban and industrial nature of the area, a typical residential park may not be appropriate. Since the land is within ½ mile of BART, the public "park" space may be more urban in nature, such as a plaza. Pedestrian walking paths may also be an alternative. This area does not lend itself to sports fields or larger parks, unless the City is willing to pay fair market value.

**Horner/Veazy Lands:** The City owns a parcel of land in the Horner/Veazy area that was acquired when the redevelopment agency existed. At the time, the City considered assembling land in the area for redevelopment. Now, this small parcel of land has been targeted for a possible trail head/parking for access to the future Bay Trail. This is only a concept at this time.

### **Conclusion / Next Steps**

Staff is requesting that the City Council review the current citywide parks, open space, and recreation framework and policies, and provide direction to staff regarding parks and recreation planning. The requested feedback will inform updates to existing General Plan policies related to parklands and open space and provide a broad framework to guide future park planning efforts. It is recommended that an update to the Parks and Recreation Master Plan be considered as a next step to further study the park and recreation needs of the community and opportunities for additional park and recreation facilities within the City. It is anticipated that Park Facilities fees would be used for cover the cost. If the City Council provides direction to update the Parks and Recreation Master Plan, staff will begin an RFP process and come back to the Council to approve the contract and scope for the work.

### **FISCAL IMPACT**

There is no fiscal impact as a result of this study session.

## **RECOMMENDATION**

Staff is seeking that the City Council articulate a framework (vision, goals and/or priorities) that would guide staff in future planning efforts for parks, open space, and recreation investments. The Council's feedback could then be expanded and incorporated into the General Plan. Staff is further seeking the Council to provide direction to update the 1999 Parks and Recreation Master Plan.

### **Prepared by**

Joan Malloy, Economic and Community Development Director  
Carmela Campbell, Planning Manager

### **Submitted by**

Joan Malloy, Economic and Community Development Director

## **Attachments**

### **Description:**

2015 General Plan Background Report, Parks and Recreation  
Parks and Private Recreation Area 2002 General Plan  
Natural and Historical Resources Element, 2002 General Plan  
1999 Parks and Recreation Master Plan

### **Type:**

Attachment 1  
Attachment 2  
Attachment 3  
Attachment 4

## SECTION 8.9 PARKS AND RECREATION

### Introduction

This section describes the various park facilities and recreational opportunities within Union City. This section also includes an analysis of current (2015) and future (2040) local parkland needs.

### Major Findings

- Although Union City is characterized by mostly urban development, the city contains a variety of parks, sports fields, community facilities, trails, and open space areas.
- Union City operates over 30 parks within the city limits and provides over 136 acres of local parkland.
- Union City parks range from small mini-parks to larger community parks. The smaller mini-parks are used to address limited or unique recreational needs and provide low-use recreational facilities such as picnic sites and play equipment. The larger community parks provide recreational opportunities for more active uses and include court areas, multi-use sports fields, and performance areas.
- Union City Department of Leisure Services offers recreational activities; age group activities; cultural programs; environmental, educational, and interpretive programs; day camps; and several seasonal events.
- The City's Subdivision Ordinance (Title 17 of the Union City Municipal Code) established a standard of three acres of parkland for every 1,000 residents, which new development must provide or pay an in-lieu fee. This standard ensures that new development provides adequate parkland to serve the present and future needs of the residents of the subdivision.
- Within Union City there are currently (2015) about 136 acres of local parkland, which is below the standard listed in the Subdivision Ordinance (3.0 acres per 1,000 residents).
- Between 2014 and 2040 the city will need over 100 acres of additional parkland to serve the projected population.

### Existing Conditions

Union City maintains 30 park facilities that are open for year-round use. The larger parks include Veteran's Memorial Park, Contempo Park, and Kennedy Park. These parks provide many developed facilities including ball fields, tennis courts, and basketball courts. The City also offers small, neighborhood parks that contain children play areas, fitness circuits, horseshoes, and play fields. In addition, several regional parks, and the San Francisco Bay National Wildlife Refuge are near or within Union City.

### Park Facilities

The Union City Leisure Services Department oversees the over 30 parks within the city. Figure 8-7 shows the location of local parks in Union City and Table 8-6 lists the local park facilities by name, location, on-site facilities, and acreage. As the table below shows, there is a total of 136.34 acres of local parkland in the city.

| <b>TABLE 8-6</b><br><b>UNION CITY LOCAL PARK FACILITIES</b><br><b>Union City, California</b><br><b>2015</b> |                                |  |              |
|---|--------------------------------|--|--------------|
| <b>Park Name</b>  | <b>Address</b>                 | <b>Facilities</b>  | <b>Acres</b> |
| <b>Local Parks</b>  |                                |  |              |
| Accinelli Park  | 33104 Navarro Drive            | 3 picnic tables, 1 BBQ grill, restrooms, soccer field. Capacity: 30      | 4.11         |
| Arroyo Park and Tennis Courts   | 35199 Perry Road               | Tennis courts, 4 picnic tables, 1 BBQ grill, restrooms. Capacity: 40     | 11.53        |
| Casa Verde Park   | 3161 San Juan Place            | 4 picnic tables, 2 BBQ grills, Capacity: 40                              | 11.76        |
| Cerutti Park  | 4569 Novato Street             | Children's play structure  | 0.12         |
| Cesar Chavez Park   | Granger Avenue & Randall Court | Seating area   | 2.25         |
| Contempo Park   | 32300 Meteor Drive             | Baseball field, 10 picnic tables, 3 BBQ grills, bathrooms. Capacity: 100 | 8.18         |
| Courthouse Landing Park   | 30791 Barron Way               | Children's play structure; seating area                                  | 0.22         |
| Decoto Plaza Park   | 500 E Street                   | Children's play structure  | 0.47         |
| Drigon Dog Park   | 34666 7 <sup>th</sup> Street   | Small and large dog park   | 1.24         |
| Dry Creek Park  | 1009 Westgard Street           | 8 picnic tables, 2 BBQ grills. Capacity: 80                              | 2.29         |
| Fred Castro Park  | Tenth Street & G Street        | Children's play structure  | 0.23         |
| Heritage Oak Park   | 2505 Trailside Way             | Children's play structure  | 0.14         |
| Kennedy Community Park  | 1333 Decoto Road               | Picnic tables, BBQ grills, bathrooms.                                    | 10.5         |
| Mariner Park  | 31430 Dorado Drive             | Children's play structure, walking path                                  | 4.88         |
| Old Alvarado Park   | 3871 Smith Street              | Picnic tables, basketball court  | 2.05         |
| Pacific Point   | 35991 Copper Street            | Children's play structure  | 0.324        |
| Park Ridge Park   | 34773 Chesapeake Drive         | Children's play structure  | 0.43         |
| Pioneer Park  | 4838 Blythe Street             | Children's play structure  | 4.68         |
| Ponderosa Cove Park   | 34750 Williams Way             | Seating area   | 0.23         |
| Pride Rock Park   | 1882 Flagstone Drive           | Children's play structure  | 0.28         |



**TABLE 8-6  
UNION CITY LOCAL PARK FACILITIES**

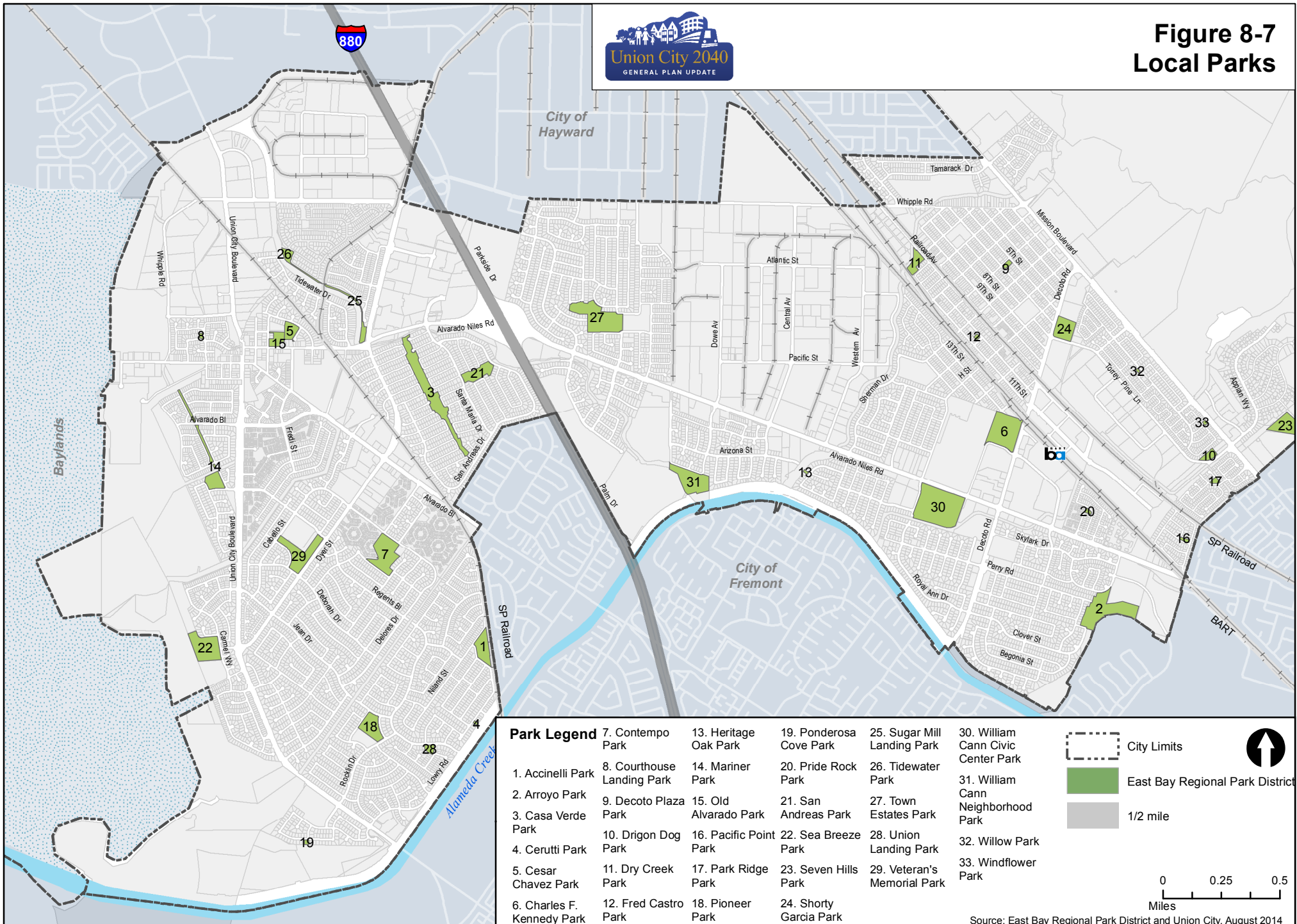
Union City, California  
2015

| Park Name                                | Address                        | Facilities  | Acres         |
|--|--------------------------------|---|---------------|
| San Andreas Park                         | 31312 Santa Cruz Way           | Children's play structure   | 3.9           |
| Sea Breeze Park                          | 32600 Carmel Way               | Baseball field, 5 picnic tables, 2 BBQ grills, bathrooms. Capacity: 50    | 7.71          |
| Seven Hills Park                         | 384 Florence Street            | 6 picnic tables, 3 BBQ grills, bathrooms. Capacity: 60                    | 5.29          |
| Shorty Garcia Park                       | 33940 7 <sup>th</sup> Street   | 2 Soccer fields, 2 picnic tables, one BBQ grill, bathrooms. Capacity: 20  | 4.48          |
| Sugar Mill Landing Park                  | Meridien Circle & Mallorca Way | Children's play structure; basketball court                               | 1.93          |
| Tidewater Park                           | 30694 Tidewater Drive          | Children's play structure   | 1.79          |
| Town Estates Park                        | 2438 Andover Drive             | 2 Baseball fields, 8 picnic tables, 3 BBQ grills, bathrooms. Capacity: 80 | 11.64         |
| Union Landing Park                       | 33000 Regents Boulevard        | Children's play structure   | 0.85          |
| Veteran's Memorial Park and Tennis Court | 4525 Dyer Street               | Tennis courts, 10 picnic tables, 3 BBQ grills, bathrooms. Capacity: 100   | 7.19          |
| William Cann Civic Center Park           | 34009 Alvarado-Niles Road      | 2 picnic tables, 2 BBQ grills; skate park. Capacity: 20                   | 17.8          |
| William Cann Neighborhood Park           | 33001 Marsh Hawk Road          | 8 picnic tables, 2 BBQ grills, bathrooms. Capacity: 80                    | 7.57          |
| Willow Park                              | 120 Blue Spruce Lane           | Picnic tables, Children's play structure                                  | 0.11          |
| Windflower Park                          | 34533 Windflower Lane          | Children's play structure   | 0.17          |
| <b>Total acreage of local parks</b>      |                                |   | <b>136.34</b> |

Sources: Union City 2014 Fall Activity Guide, August 15, 2014. Union City Leisure Services Department website, August 15, 2014. Mintier Harnish, June 11, 2015.

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# Figure 8-7 Local Parks



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### Parks Standard

The City's Subdivision Ordinance (Title 17 of the Union City Municipal Code) established a standard of three acres of parkland for every 1,000 residents, which new development must provide or pay an in-lieu fee. This standard ensures that new development provides adequate parkland to serve the present and future needs of the residents of the subdivision.

### Parks Needs Analysis: 2015 and 2040

#### 2015 Analysis

Table 8-7 shows the current (2015) parkland acreage within Union City and the City park standard. As the table shows, Union City currently (2015) does not have enough local parks to meet the standard identified in the City's Municipal Code. Within Union City there is currently (2015) 136.34 acres of local parkland. The City needs 213 acres in order to achieve the park standard resulting in a deficit of approximately 77 acres.

Based on the projected population growth and the City park standard, the city needs an additional 111 acres of parkland to meet the standard in the year 2040 including approximately 30 acres to accommodate the anticipated growth.

| <b>TABLE 8-7</b><br><b>UNION CITY PARKS STANDARD VERSUS ACTUAL ACREAGE PROVIDED</b><br>Union City, California<br>2015 |            |                 |   |                |                         |
|---|------------|-----------------|---|----------------|-------------------------|
| Year  | Population | Acres per 1,000 | Acres Needed to Achieve Standard <sup>1</sup> | Existing Acres | Additional Acres Needed |
| 2014  | 71,155     | 1.92            | 213.465                                       | 136.34         | 77.125                  |
| 2040 (projected)  | 82,500     | 1.65            | 247.5   | 136.34         | 111.16                  |

<sup>1</sup> Park Standard: 3.0 acres per 1,000 population

<sup>2</sup> Based on a 2014 population of 71,155 provided by the California Department of Finance.

<sup>3</sup> Based on a 2040 population projection of 82,500 provided by the Association of Bay Area Governments.

Source: California Department of Finance, August 19, 2014. Union City Municipal Code 17.30.030. Association of Bay Area Governments; Mintier Harnish, 2015.

### Recreation Programs

Leisure Services Department offers a wide variety of programs for children, teens, adults, and seniors that encompass art, dance, music, and sports and fitness including aquatics. The Leisure Services Department also provides preschool and day care for young children (ages 3 to 5) and after school care and camps for middle school students. The programs are conducted at a variety of locations including the Union City Sports Center, Kennedy and Holly Community Centers, the Union City Public Library and at some New Haven Unified School District facilities. Day camp programs are offered at several facilities including William Cann Neighborhood Park, the Kennedy Community Center, and the Holly Community Center. Table 8-8 provides an overview of some of the recreational programs that were offered by the Union City Leisure Services Department for the Fall 2014 session. For more information on the recreational programs offered in Union City, see Chapter 4: Community Health and Quality of Life – Youth, Families, and Seniors section.

**TABLE 8-8**  
**UNION CITY DEPARTMENT OF LEISURE SERVICES: RECREATIONAL PROGRAMS**  
Union City, California  
Fall 2014

| Program Type      | Category/Description                                  | Ages                   | Location   |
|-------------------|---|------------------------|--|
| Adult Sports      | Men's Basketball League                               | 18+                    | Sports Center  |
| Adult Sports      | Coed Volleyball Mixer Nights                          | 16+                    | Sports Center  |
| Adult Sports      | Adult Soccer Pickup Games                             | 18+                    | Shorty Garcia Field  |
| Adult Sports      | Drop-in Table Tennis                                  | All                    | Sports Center  |
| Adult Sports      | Family Badminton Nights                               | All                    | Sports Center  |
| Adult Sports      | Golf lessons  | 16+                    | Fremont Park, Fremont  |
| Aquatics          | Swim Instructions                                     | 3+                     | Dan Oden Swim Complex  |
| Club Une          | Homework help for middle school students              | 11+                    | Chavez and Alvarado Middle Schools   |
| Day Camps         | Day Camps   | 3-16                   | Holly Center; Kennedy Center; Ruggieri Center; Sports Center                         |
| Fee Classes       | Fee Classes   | All                    | Throughout   |
| Literacy Program  | Literacy Program                                      | Infant, Toddler        | Throughout   |
| Senior Activities | Ballroom dance, hula, Zumba                           | 55+                    | Ruggieri Senior Center   |
| Special Needs     | Special Olympics                                      | People w/special needs | Union City Clubhouse   |
| Teen and Youth    | Games, ping pong, pool table, TV, field trips, crafts | Teen                   | William C. May Jr. Teen Center   |
| Tennis Programs   | Tennis classes  | Youth, teen, adult     | Veterans Memorial Tennis Courts, Arroyo Park Tennis Courts, Logan High Tennis Courts |
| Tots              | Newborn and infant classes                            | Newborn; infant        | Throughout   |



**TABLE 8-8**  
**UNION CITY DEPARTMENT OF LEISURE SERVICES: RECREATIONAL PROGRAMS**  
Union City, California  
Fall 2014

| Program Type | Category/Description                              | Ages | Location                          |
|--------------|---|------|-----------------------------------|
| Youth Sports | San Jose Earthquakes Development Camp; Volleyball | 5-13 | Shorty Garcia Park; Sports Center |

Sources: Union City Leisure Services Department: Programs website, August 19, 2014.

## Regional Parks and Open Space

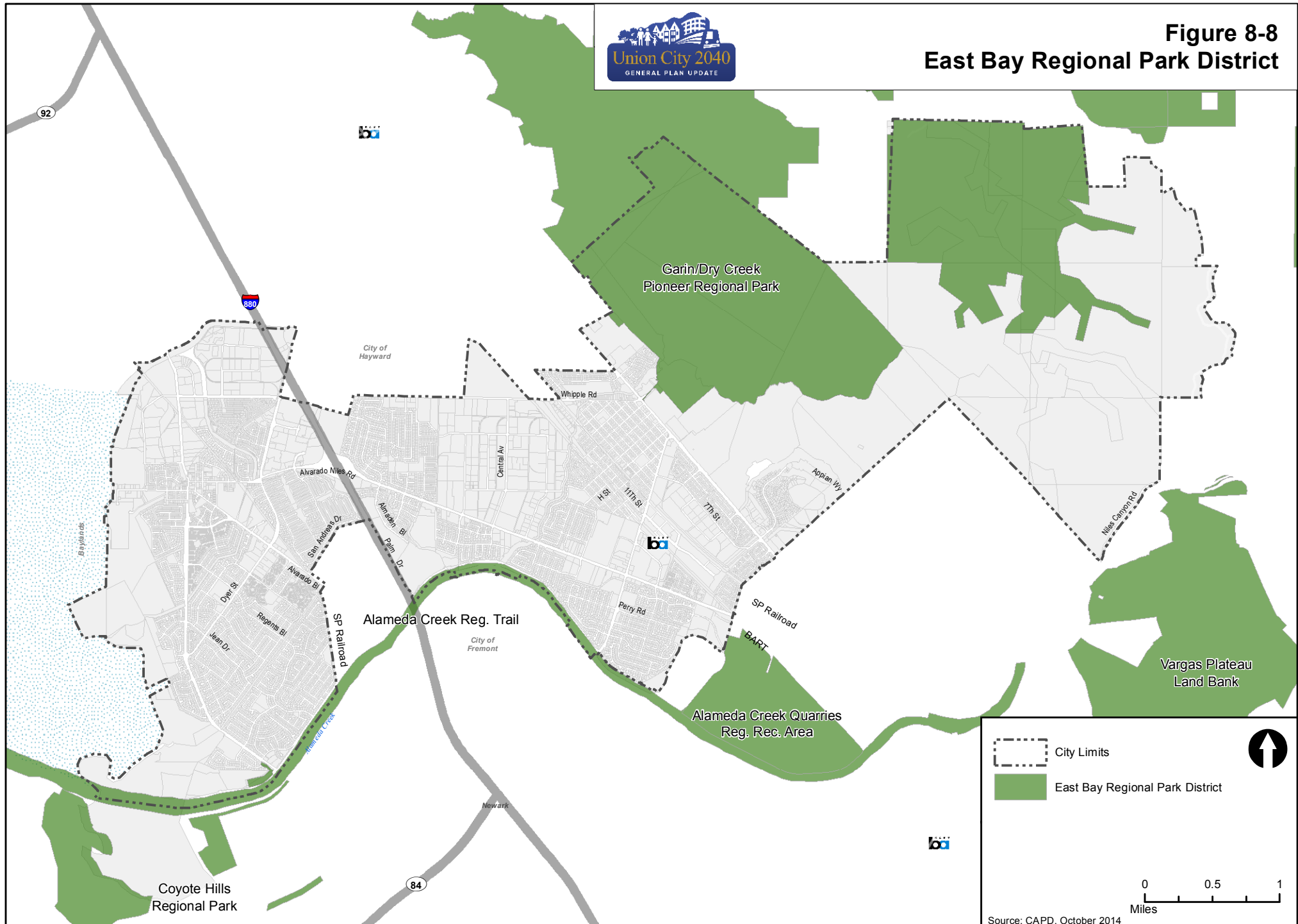
The East Bay Regional Park District is a system of public parks and trails in Alameda and Contra Costa Counties on the eastern side of the San Francisco Bay. East Bay Regional Park District manages over 114,000 acres, 65 regional parks, recreational areas, wilderness, shorelines, preserves, and land bank areas. There are three regional parks, one Land Bank, and one national wildlife refuge within five miles of the city: Coyote Hills Regional Park, Garin/Dry Creek Pioneer Regional Park, the Quarry Lakes Regional Park, and the Vargas Plateau Land Bank. Coyote Hills Regional Park is located less than one mile from the city's southwesterly boundary; parts of the Garin/Dry Creek Pioneer Regional Park lie within the City's hillside area; Quarry Lakes Regional Park lies just outside the city limits to the southeast; and Vargas Plateau Land Bank is south of Niles Canyon Road, just outside the city limits (see Figure 8-8). The regional parks are host to wildlife species such as raptors, California black rail, bank swallow, and the endangered salt marsh harvest mouse. Recently (2014) the East Bay Regional Park District prepared plans to construct the first phase of public access to Vargas Plateau, including a 25-car parking area and trails. The Park is expected to open in late 2015. The second phase will include the construction of camping facilities and other public use improvements, such as roads and staging areas. However the second phase will take years to implement.

The San Francisco Bay National Wildlife Refuge (SFNWR) lies approximately five miles southwest of the city limits and includes habitat such as coastal salt marshes. The salt marsh harvest mice, as well as other salt marsh species are found at the SFNWR. In addition, the San Francisco Bay salt ponds are located directly west of the city limits in the Eden Landing Ecological Reserve. The area is currently being restored through the South Bay Salt Pond Restoration Project. Adjacent to these ponds and the city are salt and tidal marshes. These alkali and tidally influenced wetlands are habitat for a variety of species including the endangered California clapper rail and California least tern.

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**Figure 8-8  
East Bay Regional Park District**



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### Regulatory Setting

**State Public Park Preservation Act (California Public Resource Code Section 5400 – 5409).** The State Public Park Preservation Act is the primary instrument for protecting and preserving parkland in California. Under the Act cities and counties may not acquire any real property that is in use as a public park for any non-park use unless compensation or land, or both, are provided to replace the parkland acquired. This ensures a no net loss of parkland and facilities.

**Quimby Act (1975).** The Quimby Act allows cities and counties to adopt park dedication standards/ordinances requiring developers to set aside land, donate conservation easements, or pay fees towards parkland.

**Union City Municipal Code Chapter 17, Article 30.030, Regulations for dedication of land, payment of fees, or both, for park and recreation land in subdivisions (1984).** Chapter 7, Article 30.030 of the Union City Municipal Code sets park land dedication and Quimby fees. Union City's current (2014) park land dedication requirement is 3 acres of parkland for every 1,000 residents.

### Key Terms

The following key terms used in this chapter are defined as follows:

**Land Bank.** Property acquired by a Park District that is often unsuitable for immediate public use, due to factors like a lack of public road access, the need to eliminate unsafe conditions, the need to protect natural or man-made resources, or the need to acquire contiguous land.

**Local Park.** A combination playground and park area designed primarily for non-supervised, non-organized recreation activities.

**Open Space.** Undeveloped land primarily left in its natural environment with recreation uses as a secondary objective. Open space may or may not have public access. This type of land often includes wetlands, steep hillsides, or other similar spaces.

**Regional Park.** A spacious land area with natural features and sufficient land area to support outdoor recreational opportunities.

### References

Department of Leisure Services: Fall 2014 Activity Guide, Union City. <http://www.ci.union-city.ca.us/departments/leisure-services/activity-guide>, August 2014.

Department of Leisure Services: Programs website, Union City. <http://www.ci.union-city.ca.us/departments/leisure-services/yfs/programs>, August 2014.

Union City Municipal Code 17.30.030. <http://qcode.us/codes/unioncity/>, August 2014.

- YFSH-D.3 The City shall develop through the Fire Department a new program combining fire protection, medical emergency response, and community- based health services in conjunction with the Alameda County Emergency Medical Services

Responsibility:

9 Fire Department

Time Frame:

9 FY 02-03, 03-04

- YFSH-D.4 The City shall create a brochure through the Union City Historical Museum to promote Union City's history.

Responsibility:

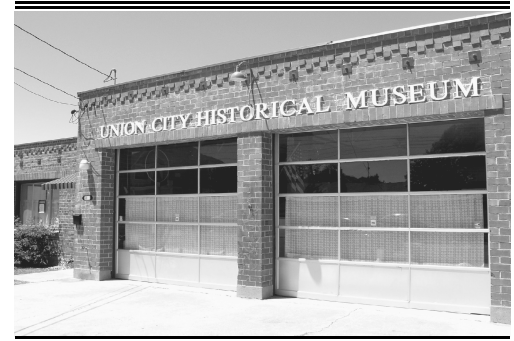
9 Community Development  
Department

9 City Manager's Office

9 Union City Historical Museum

Time Frame:

9 FY 02-03



*Union City Historical Museum in Old Alvarado on Smith Street*

## E. PARKS AND PRIVATE RECREATION AREAS

Union City's recreational opportunities are provided by both public and private entities and include a variety of recreational programs and facilities for citizens of all ages.

The City's urbanized area contains a variety of parks, sports fields, community facilities, trails, and open space areas. The City maintains a system of 25 parks that range from small mini-parks to larger community parks. The smaller mini-parks are used to address limited or unique recreational needs and provide low-use recreational facilities such as picnic sites and play equipment. The larger community parks provide recreational opportunities for more active-uses and include court areas, multi-use sports fields, and performance areas.

Recreational programs within the Planning Area are also provided by a variety of private organizations and facilities including local churches, homeowners associations, apartment complexes, and private health clubs or recreation centers. Examples of these facilities include the Church of Jesus Christ of Latter Day Saints on Alvarado-Niles Road, which owns and manages a small Little League-sized baseball diamond, and the El Dorado and Contempo housing complexes, which maintain small house pools.

Union City completed a Parks and Recreation Master Plan in 1999. Included in the master plan is a detailed inventory of existing facilities. The City maintains parks with a wide range of outdoor facilities such as sports fields, tennis courts and playgrounds, and community facilities (such as City Hall, Kennedy, Holly, Teen Workshop, Teen Center, and the Senior Center). As the community continues to grow, the pressure on existing community facilities will also grow. Over time, the City will need to find ways to maximize the existing facilities, and build or acquire new facilities to address the needs of the population.

|                 |  |
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| <b>Goal</b>     | To provide parks and facilities that serve the diverse needs of the city's growing population. |
| <b>YFSH-E.1</b> |  |

### Policies

- YFSH-E.1.1 The City shall anticipate the city's growth and strive to meet growing recreational needs of residents and their neighborhoods through the acquisition of land for the addition of new parks and recreation facilities.
- YFSH-E.1.2 The City shall continue to base its planning on three acres for each 1,000 residents to be devoted to neighborhood and community park and recreation purposes.
- YFSH-E.1.3 The City shall commit to increasing the number and /or size of neighborhood and /or citywide parks.
- YFSH-E.1.4 The City should consider Turk Island as a possible park or recreational site.
- YFSH-E.1.5 The City should work with appropriate regional and local agencies to expand recreational uses west of Union City Boulevard.
- YFSH-E.1.6 The City shall construct an indoor gym.
- YFSH-E.1.7 The City shall build a skate park.
- YFSH-E.1.8 The City shall provide, evaluate, and plan for the development of a youth center, community pool, park restrooms, indoor gyms, arts facilities, libraries, child care centers, community centers, interpretive centers, and additional outdoor facilities to meet the growing needs of the community.
- YFSH-E.1.9 The City shall continue to plan for development of new trails and bike paths and the completion of existing facilities.
- YFSH-E.1.10 The City shall actively pursue methods to finance the development of new facilities through park-in-lieu fees, grants, and residential impact fees.
- YFSH-E.1.11 The City shall prepare a capital improvements program for parks acquisition and development.
- YFSH-E.1.12 The City shall pursue possible partnerships with other agencies and/or community organizations, such as faith-based organizations, to maximize accessibility of recreational facilities.
- YFSH-E.1.13 The City shall support the construction of a performing arts center and make it available for community use.



*Old Alameda Creek trail near Almaden Boulevard*

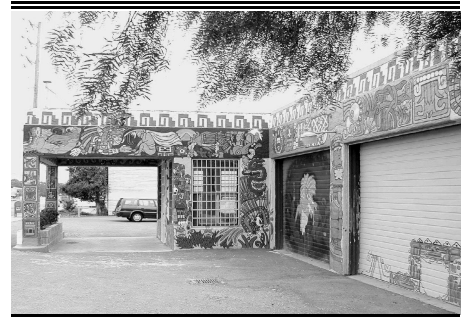
- YFSH-E.1.14 The City shall explore creating an additional dog park on the west side of town.
- YFSH-E.1.15 The City shall assess whether existing park sites are adequate in meeting resident demand and when appropriate, identify future parks sites.

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| <b>Goal</b>     | To ensure that programs reflect the needs of the community and facilities |
| <b>YFSH-E.2</b> | will be available to all residents.                                       |

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- YFSH-E.2.1 The City shall provide recreational programs that are appropriate to a wide variety of ages and cultural groups.
- YFSH-E.2.2 The City shall promote cultural understanding and awareness by creating activities that reflect the cultural diversity of the Union City community.
- YFSH-E.2.3 The City shall plan to add an arts program component.
- YFSH-E.2.4 The City shall strive to make all residents aware of its parks, programs, and facilities.
- YFSH-E.2.5 The City shall act as an information and referral source for parks and leisure services in order to provide its residents with as many choices as possible.
- YFSH-E.2.6 The City shall continue to make all programs available regardless of participants ability to pay through scholarships, fee waivers, program cost underwriting and other available methods.
- YFSH-E.2.7 The City shall provide recreation programs accessible to those with disabilities as mandated by State and Federal regulations.
- YFSH-E.2.8 The City shall strive to develop community-wide indoor/outdoor sports facilities to meet the community's needs, including seniors and the disabled. The facilities need not be centralized on one site.
- YFSH-E.2.9 The City shall use its Revolving Enterprise Fund (REF) to expand and grow fee-based programs.
- YFSH-E.2.10 The City shall collaborate with schools to use facilities to accommodate expanding programs.
- YFSH-E.2.11 The City shall continue to support the Sports Advisory Committee that will help deal with all issues related to Union City sports.
- YFSH-E.2.12 The City shall coordinate programs with transit service to ensure access, especially for youth and seniors.



*Mural at Teen Center, Mission Boulevard*

- YFSH-E.2.13 The City shall create a set of priorities for improvements based on a periodic needs assessment and on resident requests as part of the Parks and Recreation Master Plan review process.

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|                 |   |
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| <b>Goal</b>     | To establish collaborations with other agencies and private and non-profit organizations. |
| <b>YFSH-E.3</b> |   |

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### Policies

- YFSH-E.3.1 The City shall help residents gain access to programs and facilities throughout Union City.
- YFSH-E.3.2 The City shall expand its efforts of collaboration with the New Haven Unified School District to better serve youth and the neighborhoods in which schools are located.
- YFSH-E.3.3 The City shall work with the NHUSD to develop parks adjacent to new schools and expand public access to the District gyms and swimming facilities.
- YFSH-E.3.4 The City shall provide recreational and supervisory training to community and cultural groups to improve the quality and quantity of their recreation programs.
- YFSH-E.3.5 The City shall develop new collaborations with local artists and cultural groups through the development of a cultural arts program and facility.
- YFSH-E.3.6 The City shall pursue partnerships with other agencies to provide additional parkland in and adjacent to the city.
- YFSH-E.3.7 The City shall work with faith-based organizations in the community to expand services to youth.

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| <b>Goal</b>     | To ensure on-going maintenance of parks throughout Union City. |
| <b>YFSH-E.4</b> |  |

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### Policies

- YFSH-E.4.1 The City shall review maintenance standards regularly to ensure compliance with mandated safety regulations.
- YFSH-E.4.2 The City shall adopt a set of guidelines that recognizes the life span of various park components and creates a time line for replacement.
- YFSH-E.4.3 The City shall strive in the budget process to allocate funds for capital improvements, operations and maintenance, to accommodate City standards for parks and community facilities.
- YFSH-E.4.4 The City shall adopt a facilities and equipment maintenance and replacement policy that addresses the need to protect the City's investment in parks and buildings.

**Implementation Programs**

- YFSH-E.1 The City shall develop a five-year implementation strategy (including , but not limited to capital improvements for park acquisition and development) that is updated in the budget process.

Responsibility:

9 Leisure Services Department

9 Community Development Department

Time Frame:

9 FY 02-03

- YFSH-E.2 The City shall continue to update the community reference section to the Leisure Services Activity Guide.

Responsibility:

9 Leisure Services Department

Time Frame:

9 On-going

- YFSH-E.3 The City shall add the transit map and schedule to the Leisure Services Activity Guide.

Responsibility:

9 Leisure Services Department

9 Community Development Department

Time Frame:

9 FY 02-03

- YFSH-E.4 The City shall produce a trail and bike route map for public distribution.

Responsibility:

9 Leisure Services Department

9 Community Development Department

Time Frame:

9 FY 02-03

- YFSH-E.5 The City shall produce a park and facility amenities map for public distribution.

Responsibility:

9 Leisure Services Department

9 Community Development Department

Time Frame:

9 FY 02-03



*Playground at William Cann Civic Center Park*



YFSH-E.6 The City shall explore possible funding sources to acquire more parkland to meet the goal of three acres per 1,000 residents.

Responsibility:

9 Leisure Services Department

Time Frame:

9 On-going

YFSH-E.7 The City shall monitor the ongoing maintenance of the Turk Island landfill and prepare a plan for eventual acquisition and development of the property for active and/or passive recreation.

Responsibility:

9 Leisure Services Department

Time Frame:

9 On-going

YFSH-E.8 The City shall construct a gymnasium.

Responsibility:

9 Leisure Services Department

Time Frame:

9 FY 02-03

YFSH-E.9 The City shall build a skate park.

Responsibility:

9 Leisure Services Department

Time Frame:

9 FY 02-03

YFSH-E.10 The City shall construct a youth center at a location central to the users. The City should evaluate placing the facility adjacent to the proposed gymnasium.

Responsibility:

9 Leisure Services Department

Time Frame:

9 FY 04-05

YFSH-E.11 The City shall explore expanding swimming opportunities by building an indoor swimming facility.

Responsibility:

9 Leisure Services Department

Time Frame:

9 FY 04-05

YFSH-E.12 The City shall construct an interpretive center adjacent to the wetlands in the 511 Area.

Responsibility:

9 Leisure Services Department

Time Frame:

9 FY 04-05

## F. HEALTH CARE FACILITIES AND SERVICES

Union City is served by regional and local medical providers. Regional providers include Kaiser Permanente in Hayward and Union City, St. Rose Hospital in Hayward, and Washington Hospital in Fremont. There are several organizations that serve the Tri-city area. Some of these are the Tri-City Health Center, the University of the Pacific Dental Care Center, the Tiburcio Vasquez Health Center, and Tri-Cities Children's Center Early Intervention and Teen Parent Infant Care. Alameda County also operates a wide variety of health care services that include all levels of mental health and medical care that are available for Union City residents. Additionally, the City provides some limited health care screening through the Ralph and Mary Ruggieri Senior Center and the Union City fire stations. Some faith-based organizations are also establishing facilities to meet the growing need for day care and long-term care for seniors.



*Kaiser Permanente on Union City Boulevard*

Union City also has a total of 30 state licensed community care facilities. These facilities are located within residential homes and provide 24- hour care for adults and elderly patients. These facilities offer an alternative to other institutional settings.

The largest care facility in Union City is the Masonic Home, a continuing care retirement facility licensed by the State Department of Social Services. This facility provides three levels of care: independent, assisted living and skilled nursing care. There are a total of ten buildings serving the 225 residents. Residents must be members of the Masons.

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|-----------------|---|
| <b>Goal</b>     | To facilitate the provision of accessible and affordable health care to all |
| <b>YFSH-F.1</b> | Union City residents.   |

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### Policies

YFSH-F.1.1 The City shall support efforts by the private and the non-profit sector to provide expanded health services in Union City. The provision of hospital services within the Kaiser Permanente campus on Union City Boulevard should be encouraged.

## NATURAL AND HISTORICAL RESOURCES ELEMENT

### INTRODUCTION

Union City is surrounded by a diverse and unique mix of natural resources ranging from beautiful hills to salt marshes and meandering creeks. These resources are fundamental in defining the character and future growth patterns of Union City. In addition, the city has a network of recreational and historical resources. It is critical that these resources are recognized and preserved for the purposes of educating the public and retaining the character of Union City.

The purpose of this Element is to protect and enhance the natural and historical resources that make Union City a unique place. This element includes a summary of existing conditions and a description of the goals, policies, and implementation measures designed to address the following subjects: biological resources, water resources, historic resources, and open space preservation.

Information on water supply and storm drainage is contained in the Public Facilities and Services Element.

### A. BIOLOGICAL RESOURCES

Union City has a variety of plant and wildlife that includes 12 special status plant species and 13 special status wildlife species. The species can be found along the wetland areas on the western fringe of the city, along the eastern hillsides, and among habitat interwoven through urban development.

Along Dry Creek on the Meyers property (now East Bay Regional Park land) and near Whipple Road, in the northern part of the planning area, and along the small creek that runs near Smith Street and Dyer Street, there is riparian habitat (e.g., oaks, box elder, and willows). Other areas of riparian habitat (e.g., elderberry shrubs, pepper trees, box elders, and willows) border a small drainage east of I-880. These communities are also considered sensitive natural communities by the California Department of Fish and Game (DFG).



*Gates to the Meyer property on May Road,  
above Mission Boulevard*

Freshwater marshes consisting of young willows and cattails occur near Alvarado-Niles Road and the Alameda Creek area. Freshwater marshes and wetlands have water at or near the surface, have soils differing from those of adjacent uplands, and vegetation adapted to wet conditions. Often, freshwater wetlands can be important waterfowl habitat. Terns are among the wildlife present at this location. On Dry Creek, wildlife such as robins can be observed. Swallows are present under bridges along this creek, where they potentially nest. Wetlands are subject to Corps jurisdiction under section 404 of the Clean Water Act (CWA). In addition, DFG has adopted a no-net-loss policy for wetlands.

Areas of non-freshwater marsh are located in the western part of the city boundary, near salt evaporators. Swallows, terns, stilts, and red-winged blackbirds are a few of the species found in this habitat. In the northwestern part of the Planning Area, there are salt-influenced seasonal wetlands, with vegetation such as pickleweed. Pickleweed is considered potential habitat for the Federally-endangered salt marsh harvest mouse. Other salt-influenced wetlands are found in the northwestern portion of the City's Planning Area.

The eastern part of the Planning Area is characterized by non-native annual grasslands. Non-native grasslands can host threatened species and species of special concern, such as the burrowing owl, the red-legged frog and the Alameda whipsnake.

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| <b>Goal</b>    | To protect, restore, and enhance important biological habitats and their associated plant, wildlife, and fish species throughout Union City and to educate people as to this need. |
| <b>NHR-A.1</b> |  |

Policies

NHR-A.1.1 The City shall define the following as sensitive habitat areas: riparian woodland and scrub, freshwater marsh/wetland areas, non-freshwater marsh/wetland areas, and grassland areas.

NHR-A.1.2 The City shall maintain information on biological resources in the Planning Area, including maps that identify the locations of environmentally-sensitive habitats and special status species as reported to the City or available from information published by regulatory agencies. This information shall be used by the City to inform and guide review of proposed development.

NHR-A.1.3 On sites that have the potential to contain critical or sensitive habitats, or special-species, or are within 100 feet of such areas, the City shall require the project applicant to survey the site by a qualified biologist at the proper time of year. A report of the findings of this survey shall be submitted to the city as part of the application process. Appropriate mitigation measures will be incorporated into the project as necessary to protect the resources.



West side of Turk Island

- NHR-A.1.4 On sites with the potential to contain wetland resources, the City shall require that a wetland delineation be prepared using the protocol defined by the U.S. Army Corps of Engineers. The applicant shall submit a report on the findings of this survey to the City as part of the application process. Appropriate mitigation measures will be incorporated into the project as necessary to protect the resources.
- NHR-A.1.5 Any proposal that would create new parcels or lots shall demonstrate that the resulting parcels/lots provide adequate building space outside of critical biological areas and areas inhabited by special-status species.
- NHR-A.1.6 The City shall cooperate actively in regional efforts to restore wetlands ecology and stream and river resources.
- NHR-A.1.7 The City shall cooperate with other public agencies and organizations to acquire conservation easements on privately-owned lands in order to preserve important wildlife corridors and to provide protection of State or Federal special-status species and the habitats they occupy and use.
- NHR-A.1.8 The City shall work to inform and educate the public about the natural resources in the city and the steps that can be taken to help protect, enhance, restore, and enjoy these resources.
- NHR-A.1.9 The City shall help residents understand, value, preserve and restore the unique features within the city that are part of the Bay ecology.
- NHR-A.1.10 The City shall design and develop an environmental education center to serve area residents.
- NHR-A.1.11 The City shall create compatible points of access for the public to view and understand the importance of the ecosystems of the hills and wetlands.
- NHR-A.1.12 The City shall provide signage and strategically locate fences to prevent humans and dogs from adversely affecting wetlands.
- NHR-A.1.13 The City shall continue to require a burrowing owl study on all development projects that incorporate vacant, unpaved parcels, or parcels adjacent to possible owl habitat.
- NHR-A.1.14 The City shall encourage the Alameda County Flood Control District to enhance the viability of habitat areas along the city's creek system by restoring the natural vegetation and cleaning up trash and debris in coordination with.
- NHR-A.1.15 The City shall commit to preservation of significant natural resources including wetlands, bay shores, plant, animal, and fish habitats.



*Naturalized Old Alameda Creek near Almaden Boulevard*

## Implementation Programs

- NHR- A.1 The City shall develop a creek restoration program in coordination with the Alameda County Flood Control District to enhance the viability of habitat areas along the city's creek system by restoring the natural vegetation and cleaning up trash and debris.

Responsibility:

9 Public Works Department

9 Community Development Department

Time Frame:

9 FY 03-04

## B. WATER RESOURCES

Within Union City, groundwater resources are used to supply 75 percent of the water used in the City. This groundwater comes from a single groundwater basin called the Niles Cone. It is critical that the City protects this vital resource from contamination and that the City protects the watershed areas that recharge this groundwater basin. In addition to groundwater resources, it is also imperative that the City protect surface water from sedimentation and other contaminants.

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| <b>Goal</b>    | To protect and enhance the natural qualities of Union City's groundwater, surface water, and streams, and to ensure sufficient water supplies of good quality for all beneficial uses. |
| <b>NHR-B.1</b> |  |

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### Policies

- NHR-B.1.1 The City shall work with Alameda County Flood Control in an effort to ensure protection of the natural conditions along stream and creek corridors.

- a. In areas already disturbed, efforts should be made to restore the natural character to the extent possible.
- b. The development of trails along the corridors should be encouraged, and streamside rest areas should be provided that include indigenous streamside vegetation.



*Dry Creek channel with pedestrian path beyond*

- c. New projects for flood and erosion control should be designed to preserve the natural creekside condition where possible. Alteration of streambeds and adjacent vegetation is to be permitted only as a means of erosion or flood control as permitted by the City and in such a manner as to enhance the area within the city.

- NHR-B.1.2 The City shall require that an erosion control plan be prepared and approved prior to the issuance of a grading permit. This plan shall be prepared in keeping with standards for non-point source pollutants applied by the Regional Water Quality Control Board.
- NHR-B.1.3 The City shall take or encourage actions to protect the Niles Cone water-bearing aquifers. Particular attention shall be paid to the use of recharge wells, salt water barriers, and importation of water necessary to maintain the water levels at surface elevations adequate to prevent salt water intrusion. Efforts should ensure maximum opportunity for surface runoff to recharge groundwater basins, including the use of checkdams, ponding, or retention basins, where compatible with policies for stream and creek protection.
- NHR-B.1.4 The City shall evaluate public and private development projects, including golf courses, to determine the effects of the projects on on-site and downstream drainage patterns and associated ecological systems. Larger projects may require on-site detention or retention facilities, or other permanent filtration systems to maintain existing storm flows and velocities in natural drainage systems and allow for enhanced infiltration.
- NHR-B.1.5 Within its authority, the City shall ensure that flood control facilities built in natural areas be designed to use "soft" channel structures (i.e., avoid lined channels and culverts) that maintain to the greatest extent possible natural vegetation and infiltration.
- NHR- B.1.6 The City shall ensure, through review and inspection, that erosion control is being handled correctly on construction sites.
- NHR-B.1.7 The City shall encourage the use of state-of-the-art treated effluent to water parks, school grounds, and golf courses.
- NHR-B.1.8 The City shall evaluate proposed projects to ensure that impermeable surfaces are minimized.
- NHR-B.1.9 The City shall encourage the use of earthen drainage swales to manage on-site drainage and permeable surfaces for walkways and private driveways and patios.

### Implementation Programs

- NHR-B.1 The City shall continue to update and review the water conservation standards for landscaping activities, such as nighttime watering and acceptable irrigation systems.

Responsibility:

9 Public Works Department

Time Frame:

9 On-going

- NHR-B.2 The City shall explore the possibility of using reclaimed water to irrigate new commercial developments and new areas with large landscaped areas (such as parks and golf courses). In areas where reclaimed water can be provided in the future, the City shall require landscape irrigation to be installed so that the system could be used with reclaimed water (i.e., dual piping).

Responsibility:

9 Community Development Department

9 Public Works Department

Time Frame:

9 On-going

- NHR-B.3 The City shall ensure, through review and inspection, that erosion control is being handled correctly on construction sites.

Responsibility:

9 Community Development Department

9 Public Works Department

Time Frame:

9 On-going

## **C. ARCHEOLOGICAL AND HISTORICAL RESOURCES**

Union City has a number of historic properties that provide an important link in reconstructing the City's past. The City completed an inventory (i.e., Union City Cultural Resources Survey) of historical resources. The City has begun the process of designating certain sites as local historic properties.

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| <b>Goal</b>    | To protect, to the extent possible, the City's significant archeological and historical resources. |
| <b>NHR-C.1</b> |  |

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### **Policies**

- NHR-C.1.1 The City should continue to encourage and provide support for the Union City Historical Museum.
- NHR-C.1.2 The City shall continue to work with the Union City Historical Museum to identify historical resources in the Planning Area and incorporate these sites into the Landmark and Historic Preservation Overlay Zone.
- NHR-C.1.3 The City shall encourage the preservation of public landmarks.
- NHR-C.1.4 The City shall use appropriate State and Federal standards in evaluating the significance of historical resources found in the city.



*Old St. Anne's church in  
Old Alvarado*



NHR-C.1.5      The City shall support public and private efforts to preserve, rehabilitate, and continue the use of historic structures and sites.

NHR-C.1.6      The City shall support efforts to protect and recover archeological resources.

### **Implementation Programs**

NHR-C.1      The City shall maintain and publish a historical resource inventory.

Responsibility:

**9**      Community Development Department

Time Frame:

**9**      On-going

NHR-C.2      The City shall establish construction standards for the protection of historical resources during development and allow the use of State Historic Building Code provisions for designated properties.

Responsibility:

**9**      Community Development Department

Time Frame:

**9**      On-going

NHR-C.3      The City shall develop standards for monitoring of mitigation measures established for the protection of historical resources prior to development.

Responsibility:

**9**      Community Development Department

Time Frame:

**9**      On-going

NHR-C.4      The City shall apply the Landmark and Historic Overlay Zone to noteworthy resources.

Responsibility:

**9**      Community Development Department

**9**      Union City Historical Museum

Time Frame:

**9**      On-going

NHR-C.5      Prior to issuance of any permit to modify a structure that is within the city's Landmark and Historic Overlay Zone, the applicant shall have the building and surrounding area evaluated for significance in relation to State and Federal guidelines.

Responsibility:

**9**      Community Development Department

Time Frame:

**9**      On-going

- NHR-C.6 When archaeological resources are uncovered during site excavation, grading, or construction, work on the site will be suspended until the significance of the features can be determined by a qualified archaeologist. If significant resources are determined to exist, the archaeologist shall make recommendations for protection or recovery of the resource.

Responsibility:

9 Community Development Department

Time Frame:

9 On-going

## D. OPEN SPACE PRESERVATION

For the purposes of the General Plan, open space is defined as all of the space above the surface of the earth or water which is not occupied by structures or man-made impervious surfaces. Open space, therefore, is three-dimensional. Its boundaries are defined by land forms, prominent vegetation, and buildings and other structures. The concept of three-dimensionality is important in Union City where the open space experiences vary from the eastern hillsides to the flatlands of the Bay plain. The policies in this section call for protecting and enhancing open spaces within the Planning Area and the quality of views to and from them.



*Kennedy Park*

---

|                |  |
|----------------|--|
| <b>Goal</b>    | To provide for a continuous system of open spaces for the preservation, enhancement and protection of open space land. |
| <b>NHR-D.1</b> |  |

---

### Policies

- NHR-D.1.1 The City shall integrate, wherever possible, the local open space system with the open space systems of nearby communities and the region.
- NHR-D.1.2 The City shall maintain open space areas to guide the form of urban development and to establish open space between incompatible land uses.
- NHR-D.1.3 The City shall provide adequate open space within existing and proposed urban use areas and relate the open space to those areas so as to enhance living conditions in the entire city.
- NHR-D.1.4 The City shall establish priorities for the acquisition and protection of open space.
- NHR-D.1.5 The City shall explore various methods for protecting open space resources including, but not limited to, regulation, full acquisition, transfer of development rights, and less than fee purchase.

NHR-D.1.6 The City shall identify areas to be maintained as open space and relate such areas to the open space plans and proposals of adjacent jurisdictions.

NHR-D.1.7 The City shall provide a legal basis for retaining open spaces through means that will be economically feasible for public and private interests.

NHR-D.1.8 The City shall evaluate all development projects in terms of open space qualities. All identified significant open space resources (i.e., habitat for wildlife and rare, threatened, or endangered plant species, etc.) will, where feasible, be protected or avoided through conditions of approval and project design. Removal of vegetation should be minimized, and replanting required to maintain soil stability, prevent erosion, and maximize regeneration.



*Hillsides of east Mission Boulevard*

- a. Existing wildlife habitats should be protected in a natural and undeveloped state as part of open space areas and as a means of preserving and attracting wildlife. Depleted habitats adaptable to restoration should also be included as open space.
- b. Only limited development will be allowed within designated open space areas. Development of an open space area will be permitted only in select areas and will be limited to facilities needed in conjunction with low density recreational areas or select public facilities.

NHR-D.1.9 The City shall protect major visual features, such as ridgelines and valley sides in the eastern hillsides and the critical wetland areas at the western end of the city through regulation or public acquisition of fee title or lesser interest.

NHR-D.1.10 The City shall require new development to incorporate nearby and distant open space views into the project design. Landscaped open space shall be included in new developments, including in commercial and industrial areas and along streets and trails. Use of drought-tolerant landscaping shall be encouraged in site development review. Specimen trees and significant stands of existing trees will be protected to the extent possible in the design of new development.

NHR-D.1.11 The City shall designate areas that are potentially hazardous to public health and safety, in relation to the development of occupied structures, as open space. Areas that fall into this category include:

- a. Areas of geologic instability.
- b. The 960-foot buffer area between Union Sanitary District Treatment Plant and the residential development east of the treatment plant.
- c. The Turk Island Landfill

The following uses will be allowed in such areas:

- a. Agriculture;
- b. Open space;
- c. Flood control management;
- d. Passive recreation in a natural or near-natural state;
- e. Active recreation areas where public health and safety can be adequately protected for the types of uses proposed.

NHR-D.1.12 When in the public interest, the City will seek funds for the acquisition of open space, either in fee or as an easement, from Federal, State, and other governmental sources, as well as private sources. Where appropriate, conservation or open space easements will be required of new development in order to protect unique natural features or other environmentally significant resources identified during CEQA review, such as steep hillsides, natural stream courses, or unique plant or animal community or habitats.

NHR-D.1.13 The City shall strive to separate incompatible uses in new developments with open space. Incompatible uses include residential and industrial uses. Open space may be in the form of a park, landscaped greenbelt, or natural corridor.

NHR-D.1.14 In designated open space areas, the man-made structures shall be subordinate to and not conflict with the quality of the open space. The City shall prohibit inappropriate uses of open space (i.e., off-road motorized vehicles) to prevent environmental damage and preserve the quality of the open space. Further, grading, tree removal or other disturbance within designated open space areas shall only be permitted when plans for such activities have been approved by the City and found necessary for protection or enhancement of the open space, or to provide for safe and enjoyable public use of the open space resource.



*Hillsides as seen from Mission Boulevard*

NHR-D.1.15 The City shall provide a variety of open spaces including open space for public use and enjoyment and for the protection of agricultural and wildlife habitats and scenic vistas. The following are aspects of this policy:

- a. Within the limits of availability of land, an equitable geographical distribution of open space throughout the city should be provided for the benefit of all residents of the city.

- b. Land areas of outstanding natural scenic qualities and outstanding views of natural or man-made significance shall be protected. The open space plan includes areas of irreplaceable natural and man-made resources, including areas of topographical, geologic, or historical significance.
- c. Relative to increasing demands per capita for park areas, recreational areas, and natural areas in or near population centers of the city, selected portions of easily accessible open space should be utilized for leisure time facilities.
- d. Observation areas with outstanding vistas are to be included as permanent elements of the open space plan and be coordinated with hiking trails.

NHR-D.1.16 The City shall protect open space from intrusion by public projects.

- a. Planned open space is to be protected from intrusion by massive public works projects such as freeways and utility systems wherever possible. When protection is not possible, such projects shall be designed to permit compatible recreational development.
- b. Public utilities should be consolidated and located to avoid scenic areas. Wherever feasible, power and pipe utility lines should be consolidated to prevent further severance of the open space. Utility lines and pipelines in open space areas should be located so as to permanently avoid marring areas of outstanding beauty.

NHR-D.1.17 The City shall permit amendments from agricultural designations especially upon demonstration that the agricultural use is no longer economically viable, and that the new uses proposed meet the overall goals and objectives of the General Plan.

### **Implementation Programs**

None identified beyond existing programs.



Union City  
Park and Recreation  
**MASTER PLAN**



Union City  
Park and Recreation  
**MASTER PLAN**

June 1999

**CITY COUNCIL**

Mark Green, Mayor  
Ben Elias, Vice Mayor  
Carol Dutra-Vernaci  
Manny Fernandez  
Richard Valle

Mark Lewis, City Manager

**PARK AND RECREATION COMMISSION**

John R. Tester, Chair  
Daniel Rivera, Vice Chair  
Julian Hinojoza  
Gina Lewis  
Bruce Stanley

**STAFF**

Valerie Crawford, Director, Leisure Services/Transit  
Larry Cheeves, Director, Public Works

**CONSULTANTS**

Mary Burns, Burns & Associates  
Yuki A. Kawaguchi, Cartography and Graphic Design

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## INTRODUCTION

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In 1997 the City of Union City began a process to determine the park and recreation needs of the City for the 21st Century. The City Council directed a Recreation and Open Space Action Team to develop and lead a process to update the Open Space Element of the City's General Plan, which underwent its last major revision in 1986. Ultimately, the process will lead to recommended policies, goals and standards that will be included in the City's General Plan.

The process began with the establishment of an interdepartmental Action Team Co-chaired by Valerie Crawford, Director of Leisure Services and Jon Holan, former Planning Manager for the Community Development Department. The Action Team included:

- Larry Cheeves, Public Works Director
- Farooq Azim, Engineer II, Public Works Department
- Phil Sachs, Public Works Superintendent
- Aaron Posey, Maintenance II, Buildings & Grounds, Public Works Department
- Eugene Gordillo, Maintenance I, Buildings & Grounds, Public Works Department
- Joan Malloy, Associate Planner, Community Development Department
- Ed Perry, Supervisor of Gardening, New Haven Unified School District
- Scott Ferris, Recreation Supervisor, Leisure Services Department

In July 1997, the City Council approved a process that included:

- A Park and Recreation survey conducted by Strategy Research Institute of 600 area residents.
- An inventory of all recreation, park and open spaces in the city and surrounding communities, both public and private.
- A citizen involvement process that included meetings conducted by Action Team members with each of the eleven school site councils, the Park and Recreation Commission, the Senior Commission, the Human Relations Commission and the City Council.

In June of 1998, Mary Burns, of Mary Burns & Associates was hired to assist the Action Team with the completion of the master planning process. She worked with the Team to create a comprehensive background document which was presented for review to the Park and Recreation Commission, the Senior Commission, the Planning Commission and the City Council. Comments and suggestions were incorporated into the document. The background document was then edited down to a much leaner draft Park and Recreation Master Plan. After environmental review, the draft Master Plan was brought back to the Park and Recreation Commission and City Council in early 1999 for adoption. Once approved, staff evaluated the goals, policies and standards appropriate for inclusion in the City's General Plan. Amendments to the General Plan will be brought to the Commission and Council for review and approval. The background document will continue to be available to supplement the Master Plan.

## **BACKGROUND**

In order to make informed decisions about what the probable leisure activities and park needs of residents of Union City will be, long range planning techniques suggest assessment of current conditions and review of various trends and projections that are relevant to this field. The sections that follow include information gathered from various sources, such as the Association of Bay Area Governments, the National Recreation and Park Association, the California Park and Recreation Society, the Citizen Survey conducted by Strategy Research Institute (SRI) in 1997, assessments conducted by staff and data gathered by the consultant.

## **HISTORY**

Union City is located in south Alameda County between the East Bay hills and the San Francisco Bay. Before Union City existed, the area was identified by the communities of Decoto and Alvarado. Each community had limited recreation and sporting opportunities to offer its residents. Soccer, semi-professional baseball, and softball leagues existed under the guidance of the Athletic Club on Whipple Road, and the Stockman's Bar League was formed so that adults could compete in baseball.

Upon its incorporation as a city in January 1959, Union City experienced steady expansion in geographic acreage, commerce, and population. Population growth was characterized by the establishment of young families, with the mean age of residents less than 26 years of age. Hence, the City established as a priority the organization of quality recreational services for its citizens. Initially, the New Haven Unified School District (NHUSD) held the responsibility of providing services to its students. The school district and the Catholic Youth Organization (CYO) provided the majority of recreation programs for the city's youth, including football, softball, swimming, soccer, and basketball. In 1962 the City Council passed a five-cent tax levy for the District to run onsite recreation programs for children.

The first recreational effort outside of school programming occurred when the City leased the Joseph E. Lewis Memorial Park, a 10 acre facility on H Street, from the school district to establish a little league team and build a snack shop for

its use. Shortly afterwards, youth football, softball, and soccer leagues were formed and run by volunteers on the Memorial Park site. Although the programs were considered high quality, the City still did not own property to offer non-sport recreation opportunities for its citizens.

In response to Union City's lack of non-sport recreation opportunities for its citizens, the City Council established a "Planning Ahead Program" to formulate future park sites and accompanying roads. On July 6, 1964 the Park and Recreation Commission was formed specifically to advise the Council on coordinating recreation services and developing future park sites. The Commission's first members were Jess Martinez, Fred Castro, Leonard Silva, Robert Smith and Myron Tejada. Throughout the years the makeup of the Commission has changed, but the initial mission has remained the same: to provide Union City residents with safe, quality recreation facilities and programs.

The first task of the Parks and Recreation Commission was to propose a parks bond issue to develop land acquired through the Land Dedication Ordinance (revised in 1984 by Ord. 235-84). This ordinance required housing developers to dedicate land or money (designated as Park Dedication Fees) based on the number of residents housed per unit. The first attempt to pass the bond did not receive the 66% majority vote, and upon permission from the City Council to propose the bond a second time, the members of the Commission petitioned area residents door-to-door. The bond issue was passed in 1968, and the City purchased land with Park Dedication Fees to build its first three city parks: Alvarado Park (on Smith Street), Seven Hills Park (on Florence Street), and Westview Estates (later named Town Estates and located on Andover Drive).

Charles (Chuck) Kennedy, a retired Recreation Specialist from the United States Navy was the first Director of Recreation. William May was appointed Recreation Superintendent. Upon Kennedy's death, May was appointed Director of Recreation, a position he held until 1992. The next several years were a period of rapid growth for the Recreation Department. The City purchased the Holly House from the Holly Sugar Company to serve as a community center on Smith Street and in 1971 dedicated the 11 acre Kennedy Community Center and Park as the primary center for the City's leisure activities and programs. Leisure Services programs grew to include after school recreation, tot-time, youth employment and swim programs. An extensive trail system was also developed with Park Dedication fees.

Realizing the growing need for open space, the city adopted the Open Space Element of its General Plan in 1973 (later revised by Ord. 235-84). The purpose of the Open Space Element is to establish basic goals and policies relating to the preservation and enhancement of open space (Open Space Element p.1). The Element specifically discussed Union City's policy towards future and current regional parks, community parks, and neighborhood parks and how to best manage the joint use of school facilities and Union City's ever-increasing trail system. At the time of this discussion the following community and neighborhood parks existed in Union City: Charles F. Kennedy Park, Alvarado Park, Arroyo Park, Casa Verde Park, Seven Hills Park, and Town Estates Park. To better serve the needs of the community, the following parks were also under review:

## *1. Introduction*

Civic Center Park, Hall Ranch Park, Hop Ranch Road Park (later named William Cann Memorial Park), Contempo Park, and Memorial Park.

The earliest use of the term "Leisure Services" was in 1974, when the department was considered the Leisure Services Division of the Community Development Department. In 1975 two department heads were created: a Finance Director and a Director of Leisure Services. The City had as its objective a desire to place an emphasis on human and social service to its residents. The Department of Leisure Services was staffed with three full-time members.

Although the City's Parks and Leisure Services Departments saw a significant period of growth from Union City's incorporation in 1959 to 1982, many programs were hard hit by the June 1978 property tax reform bill, Proposition 13. Leisure Services was forced to cancel the entire summer recreation program and used creative financing to survive the next years. In 1983 the Holly Community Center was built with Park Dedication Fees and grant funds. The Center was expanded in 1988 with Measure AA (East Bay Regional Park District Bond Measure) funds to include space for seniors and teens.

By 1990, Union City's population had grown to 53,800, a 36 percent increase over population figures from 1980. The City had also grown to include a wide range of ethnic and cultural groups. In spite of the dramatic growth, the Leisure Services Department budget remained modest.

The year 1992 was particularly bad for the country, the state, and the City. A financial recession was gripping the state and the 1992 state budget called for across the board cuts in expenditures. To make up the state shortfall, the Legislature began taking property tax that had been going to cities and using it to fund state programs. Union City, and other cities, had up to that time been heavily dependent on property tax to fund city services. The State take-away had a dramatic and devastating effect on Union City. All City departments were cut and jobs were eliminated. Leisure Services lost the director position and had its budget cut from \$1,000,000 to \$650,000. Because of these cuts, almost all part-time positions were eliminated and the department did not directly support any of the senior programs. Tom Tynes was appointed to act as the Leisure Services Director in addition to his role as Assistant City Manager. The remaining staff worked to keep the centers open and the programs operating after this very demoralizing blow.

During this time of belt tightening, the Department was forced to collaborate with other agencies to provide programs. For example the City collaborated with the Child and Family Community Services agency to build a Head Start program at Decoto Plaza Park. This collaborative spirit has served the Department well and remains an important component of program planning today.

In 1995 long-time City Manager Karen Smith resigned and was replaced by Mark Lewis. Mr. Lewis recreated the position of Leisure Services Director and in 1996 hired Valerie Crawford to fill the position and begin rebuilding the Department.

The years between 1996 and 1999 have seen the Leisure Services Department grow and flourish. This Master Plan contains additional information about programs, facilities and parks. Some of the highlights of the last few years include:

- Construction of a new Senior Center and the creation of a "Senior Village" concept with the addition of senior housing and expanded senior programming.
- Working with the Police Department to expand Community Policing with the creation of two Community Resource Centers and the attendant recreation programs in each.
- Expanding Marsh Hawk Day Camp and the Summer Park and Playground Program and adding vacation and holiday camps.
- Becoming the sole operator in the summer of the Dan Oden Swim Complex on the Logan Campus; expanding the swim program to two more pools; and collaborating with Fremont Area Swim Team to create the AquaColts, a competitive swim team.
- Hiring a program coordinator to develop youth sports; instituting a youth sports coaches training program for all teams using City and School District fields and facilities; providing additional opportunities for youth sports.
- Developing a Youth Committee to advise and work on youth programming.
- Operating the after school program for middle school students.
- Creating Summer Concert Series along with Farmers' Market.

## DEMOGRAPHICS

Data regarding demographics is normally based on census figures. However, Union City has grown significantly since the last census conducted in 1990. Ethnic data included below is based on the 1990 figures. Information has been gathered from other sources, including the California Department of Finance and the Association of Bay Area Governments (ABAG) as contained in a recent assessment, Projections 98. Once 2000 Census data is available, the City will reevaluate and analyze the projections described in the following sections.

**POPULATION BY ETHNICITY**

| <b>Ethnicity</b> | <b>Percentage</b> |
|------------------|-------------------|
| Asian            | 37.70%            |
| White            | 27.40%            |
| Hispanic         | 25.40%            |
| Black            | 8.90%             |
| Other            | 0.60%             |
| Total            | 100.00%           |

Source: Claritas, Inc., Los Angeles, California

## 1. Introduction

Age is another important consideration in planning for long term leisure service and park needs.

### TWENTY YEAR PROJECTIONS BY AGE OF POPULATION

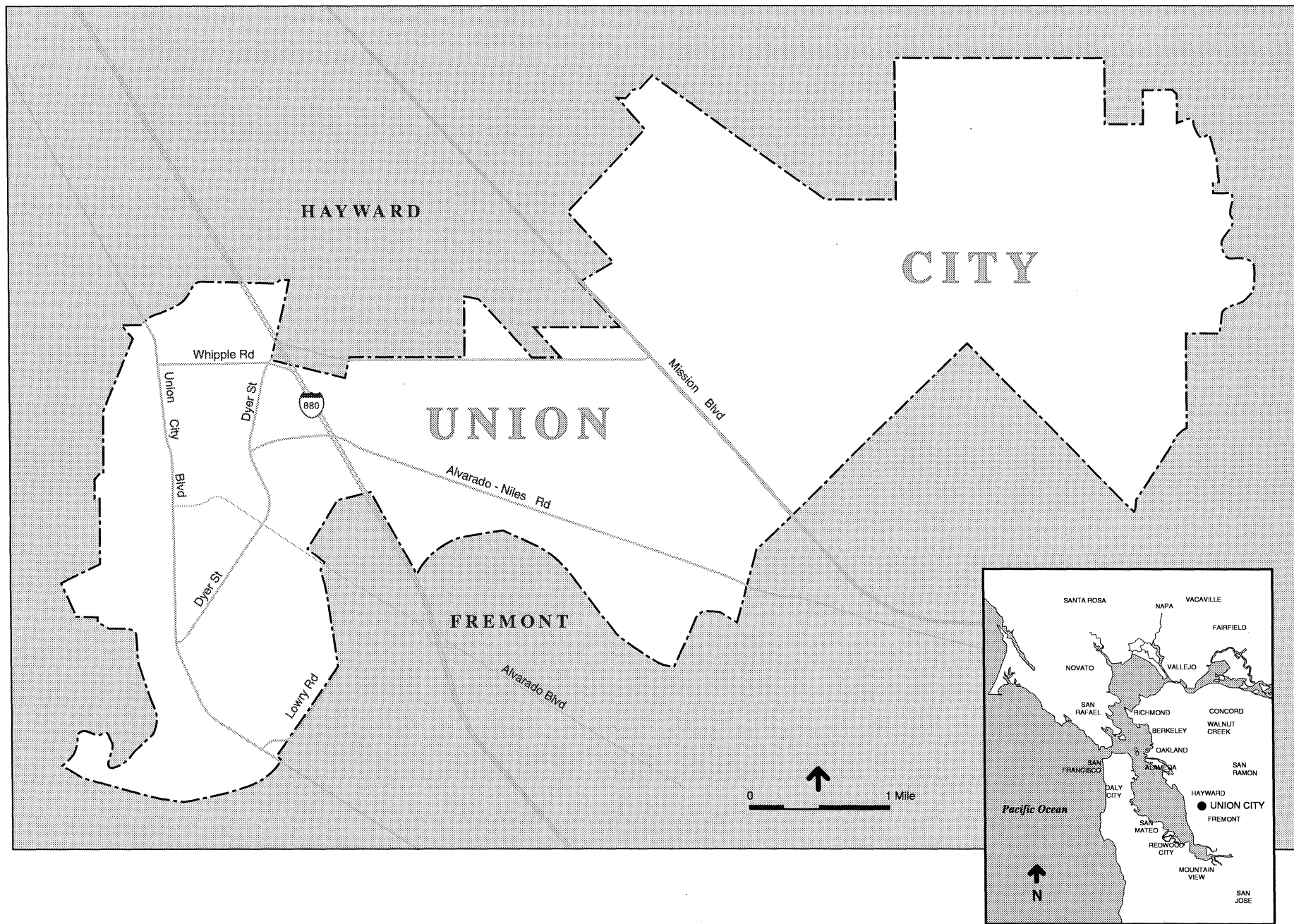
| Age/Year     | 1990          | 2000          | 2010          | 2020          |
|--------------|---------------|---------------|---------------|---------------|
| Under 5      | 4,574         | 5,172         | 5,214         | 5,190         |
| 5 - 19       | 13,506        | 14,432        | 16,494        | 15,669        |
| 20 - 44      | 24,053        | 24,130        | 25,129        | 25,433        |
| 45 - 64      | 9,385         | 14,957        | 18,902        | 18,534        |
| 65+          | 4,135         | 5,496         | 8,366         | 13,274        |
| <b>Total</b> | <b>55,653</b> | <b>64,187</b> | <b>74,105</b> | <b>78,100</b> |

Note: The above figures are based on Census Tract projections. Union City shares tracts with adjacent cities which accounts for the slight variance in total population figures.

Other issues to be considered in analyzing the unique character of Union City are factors influencing growth in the area. ABAG's projections show a large "deficit" in demand for housing versus allowable growth. The recently adopted Union City Hillside Policies ratified by voters, restrict the number of units that can be built. Future development will largely be in-fill and redevelopment. This has serious implications for adequate planning to preserve sufficient space for new parks and recreation facilities to meet the needs of the expected growth in population.



## Regional Location







## UNION CITY FACILITIES



An important starting point to predict future recreation needs is an inventory of existing facilities. Professional standards recommend a variety of types of parks and recreation facilities to serve the needs of diverse users and populations. According to the National Recreation and Park Society, such classifications include:

### NATIONAL GUIDELINES FOR PARKS

| Classification                    | General Description   | Location Criteria  | Size Criteria  |
|-----------------------------------|---|--|--|
| Mini-Park                         | Used to address limited, isolated or unique recreational needs.   | Less than 1/4 mile distance in residential setting.  | Between 2,500 sq. ft. and one acre in size.  |
| Neighborhood Park                 | Neighborhood Park is the basic unit of the park system and serves as the recreational and social focus of the neighborhood. Focus is on informal active and passive recreation. | 1/4 to 1/2 mile distance and interrupted by no residential roads and other physical barriers.                                  | One to ten acres in size, with 5 to 10 acres as optimal.   |
| School-Park                       | Location of park adjacent to school sites. This may serve the requirements of other classes of parks such as neighborhood, community, sports complex and special use.           | Determined by location of school district property.  | Variable depends on location.  |
| Community Park                    | Serves broader purpose than neighborhood park. Focus is on meeting community-based recreation needs, as well as preserving unique landscapes and open spaces.                   | Determined by the quality and suitability of the site. Usually serves two or more neighborhoods and is 1/2 to 3 mile distance. | As needed to accommodate desired uses. Usually between 30 and 50 acres.                          |
| Natural Resource Areas            | Land set aside for preservation of significant natural resources, remnant landscapes, open space and visual aesthetics/ buffering.  | Resource availability and opportunity.   | Variable.  |
| Sports Complex                    | Consolidates heavily programmed athletic fields and associated facilities to larger and fewer sites strategically located throughout the community.                             | Strategically located community-wide facilities.   | Determined by projected demand. Usually a minimum of 25 acres with 40 to 80 acres being optimal. |
| Special Use                       | Covers a broad range of parks and recreation facilities oriented toward single-purpose use.   | Variable – dependent on specific use.  | Variable   |
| Private Park/ Recreation Facility | Parks and recreation facilities that are privately owned, yet contribute to the public park and recreation system.  | Variable – dependent on specific use.  | Variable   |

## 2. Union City Facilities

In addition to the Park and Open Space Classifications, the Guidelines describe a series of classifications for pathways.

### NATIONAL GUIDELINES FOR TRAILS

| Classification     | General Description   | Description of Type   |
|--------------------|---|---|
| Park Trail         | Multipurpose trail located within greenways, parks and natural resource areas. Focus is on recreational value and harmony with natural environment. | May be separate/single purpose or multi-use, paved or natural material, depending on policy/use patterns. |
| Connector Trails   | Multipurpose trails that emphasize safe travel for trail users to and from parks, other trails or to link the community.                            | See above.  |
| On-street Bikeways | Paved segments of roadways that serve as a means to safely separate bicyclists from vehicular traffic.  | Shared portions of the roadway that provide separation between motor vehicles and bicyclists.             |

\* Park, Recreation, Open Space And Greenway Guidelines, NRPA, 1996

### UNION CITY PARKS

| Park Name                  | Developed Acres | Total Acres   | Classification                |
|----------------------------|-----------------|---------------|-------------------------------|
| Alvarado/César Chávez      | 4.28            | 4.28          | Neighborhood/Community        |
| Arroyo                     | 3.51            | 5.01          | Neighborhood                  |
| Casa Verde                 | 11.92           | 11.92         | Neighborhood                  |
| Charles F. Kennedy         | 10.46           | 10.46         | Community                     |
| Contempo                   | 9.21            | 9.21          | Neighborhood                  |
| Courthouse                 | 0.22            | 0.50          | Mini                          |
| Decoto Road*               | 9.00            | 9.00          | School/Neighborhood Park      |
| Decoto Plaza               | 0.56            | 0.56          | Mini                          |
| Dyer Street Wetlands*      | 8.00            | 8.00          | Neighborhood                  |
| Fred Castro                | 0.23            | 0.23          | Mini                          |
| Greenbelt-7th and Mission* | 2.65            | 2.65          | Mini                          |
| Hall Ranch                 | 6.62            | 7.13          | School/Neighborhood Park      |
| Heritage Oak               | 0.18            | 0.12          | Mini                          |
| Higgins Lumber*            | 0.23            | 0.23          | Mini                          |
| Mariner                    | 4.35            | 4.35          | Neighborhood                  |
| Pioneer                    | 4.00            | 4.00          | School Park                   |
| Pride Rock                 | 0.26            | 0.26          | Mini                          |
| San Andreas                | 5.58            | 5.58          | Neighborhood                  |
| Seven Hills                | 3.42            | 10.70         | Neighborhood/Natural Resource |
| Sugar Mill                 | 1.77            | 1.77          | Mini                          |
| Town Estates               | 6.10            | 11.10         | School/Neighborhood Park      |
| Union Landing              | 0.85            | 0.85          | Mini                          |
| Windflower                 | 0.18            | 0.18          | Mini                          |
| Wm. Cann Civic Center      | 7.20            | 7.20          | Special Use                   |
| Wm. Cann Memorial          | 3.71            | 3.71          | Neighborhood                  |
| <b>Total</b>               | <b>84.25</b>    | <b>119.00</b> |                               |

\* Parks not yet named.

## CITY OF UNION CITY RECREATIONAL FACILITIES & PROGRAMS

Union City is the home of many wonderful parks, sport fields, community facilities, and a variety of recreation programs for citizens of all ages. Whether Union City residents are participating in a gymnastics class at the Holly Center, picnicking in beautiful Kennedy Park, taking swim lessons at Dan Oden Swim Complex on the James Logan High School Campus, enjoying an American Little League game at Hall Ranch Park or participating in summer day camp at William Cann Neighborhood Park, residents have a multitude of recreation facilities and programs to enjoy.

### FACILITY INVENTORY

|                       | Kennedy | Holly | Teen Workshop | Teen Center | Senior Center |
|-----------------------|---------|-------|---------------|-------------|---------------|
| Tot Time              | ✓       | ✓     |               |             |               |
| Tot Playground        | ✓       | ✓     |               |             |               |
| Elementary Program    | ✓       | ✓     |               |             |               |
| Middle School Program |         | ✓     | ✓             | ✓           |               |
| Teen Program          |         |       | ✓             | ✓           |               |
| Youth Work Experience | ✓       |       | ✓             |             |               |
| Adult Fee Classes     | ✓       | ✓     |               |             | ✓             |
| Youth Fee Classes     | ✓       | ✓     |               |             |               |
| Volunteer Program     |         | ✓     |               |             | ✓             |
| Social Hall           | ✓       | ✓     |               |             | ✓             |
| Stage                 |         | ✓     |               |             | ✓             |
| Meeting Rooms         | ✓       | ✓     |               |             | ✓             |
| Classrooms            | ✓       | ✓     |               |             | ✓             |
| Gym (mini)            |         | ✓     |               |             |               |
| Dance Studio          |         | ✓     |               |             |               |
| Kitchen               | ✓       | ✓     |               | ✓           | ✓             |
| Dining Room           |         | ✓     |               |             | ✓             |
| Rental Facility       | ✓       | ✓     |               |             | ✓             |
| Adjacent Park         | ✓       |       |               |             |               |

### TRAILS

Union City provides residents with a network of bike routes, pathways and trails throughout the City. The bike routes are on designated city streets. The trails generally follow the flood control channels and pass through many neighborhoods – close to homes, mobile home parks, apartments and businesses. Residents use these trails for recreational activities as well as for short neighborhood trips. All trails are shown on the map on pages 12 and 13.



### UNION CITY LIBRARY

The Library in Union City is a branch of the Alameda County Library System and is located next to City Hall at William Cann Civic Center overlooking the pond. Currently the library is open 41 hours a week. The library has a community room available to groups and offers users access to books and periodicals from the entire county system. The Union City branch has a 12,000 item Spanish language collection, a Filipiniana collection, and smaller collections in Chinese, Japanese, Hindi, Punjabi, Korean, and Vietnamese. The library has an active Friends group and welcomes volunteers.

## 2. Union City Facilities



### UNION CITY PARKS AND RECREATIONAL ENHANCEMENTS

|                                 | Arroyo | Casa Verde | César Chávez | Contempo | Decoto Road* | Dyer St. Wetland* | Hall Ranch |
|---------------------------------|--------|------------|--------------|----------|--------------|-------------------|------------|
| Picnic Sites                    |        | 3          | 2            |          |              | 4                 | 3          |
| Tables                          |        | 8          | 11           | 4        |              |                   | 11         |
| BBQ                             |        | 6          | 9            | 1        |              | 4                 | 4          |
| Drinking Fountains              | 2      |            | 4            | 3        |              | 2                 | 4          |
| Benches/Bleachers               | 2      | 4          | 11           | 7        |              |                   | 6          |
| Restrooms                       | 1      | 1          | 1            | 1        |              | 1                 | 1          |
| Play Equipment (6-12 years)     | 1      | 2          | 1            | 1        |              |                   | 1          |
| Tot Lots (2-5 years)            | 1      | 1          | 1            |          |              | 1                 | 1          |
| Outdoor Volleyball              |        | 1          | 1            |          |              |                   |            |
| Outdoor Basketball              | 2      | 3.5        | 1            | 3        |              |                   | 1          |
| Multi-Use Courts ***            |        | 1          | 1            |          |              |                   |            |
| Tennis Courts                   | 4      |            |              |          |              |                   | 6          |
| Multi-Use Fields ****           | 1      | 2          | 1            | 1        |              | 1                 | 1          |
| Open Space                      | 2      | 2          | 2            | 1        |              | 1                 | 2          |
| Soccer                          |        |            |              |          | 3            | 1                 |            |
| Baseball                        |        |            |              | 1        |              | 1                 | 1          |
| Softball (60') / Little League  | 2      | 1          |              | 2        |              | 1                 | 1          |
| Amphitheater / Performance Area |        |            |              |          |              |                   |            |
| Bike Racks                      | 2      |            | 2            | 2        |              | 1                 | 1          |
| Parking Lots                    |        |            |              | ✓        | ✓            | ✓                 |            |
| Security Lighting               |        | ✓          | ✓            | ✓        |              | ✓                 | ✓          |

\* Parks not yet named.

\*\* Total enhancements for Courthouse, Fred Castro, Greenbelt 7th & Mission, Heritage Oaks, Pride Rock, Sugarmill, Union Landing, and Windflower mini parks.

\*\*\* Multi-use courts include tetherball, four square hopscotch, etc.

\*\*\*\* Multi-use fields include fields that can accommodate a variety of organized activities and are not designed for a specific sport activity.



### NEW HAVEN UNIFIED SCHOOL DISTRICT ENHANCEMENTS

|                             | Alvarado Elementary | Cabello Elementary | Decoto Elementary | Pioneer Elementary | Searles Elementary |
|-----------------------------|---------------------|--------------------|-------------------|--------------------|--------------------|
| Drinking Fountains          | ✓                   | ✓                  | ✓                 | ✓                  | ✓                  |
| Play Equipment (6-12 years) | 1                   | 1                  | 1                 | 1                  | 1                  |
| Tot Lots (2-5 years)        | 1                   | 1                  | 1                 | 1                  | 1                  |
| Outdoor Volleyball          |                     |                    |                   |                    |                    |
| Outdoor Basketball          |                     | 2                  | 2                 | 0.5                | 2                  |
| Multi-use Courts ***        | ✓                   | ✓                  | ✓                 | ✓                  | ✓                  |
| Tennis Courts               |                     |                    |                   |                    |                    |
| Multi-Use Fields****        | 1                   | 1                  | 1                 | 1                  | 1                  |
| Sports Fields               |                     |                    |                   |                    |                    |
| Softball (60')              |                     |                    | 1                 |                    |                    |
| Baseball (90')              |                     |                    |                   |                    |                    |
| Track                       |                     |                    |                   |                    |                    |
| Football                    |                     |                    |                   |                    |                    |
| Soccer                      |                     |                    |                   |                    |                    |
| Gyms                        |                     |                    |                   |                    |                    |
| Pools                       |                     |                    |                   |                    |                    |
| Indoor Stages               | 1                   | 1                  | 1                 | 1                  | 1                  |
| Bike Racks                  | ✓                   | ✓                  | ✓                 | ✓                  | ✓                  |
| Park Lots                   | ✓                   | ✓                  | ✓                 | ✓                  | ✓                  |

\* Facility located in Hayward.

\*\* Designates lighted facility.

\*\*\* Multi-use courts include tetherball, four square, hopscotch, etc.

\*\*\*\* Multi-use fields include fields that can accommodate a variety of organized activities and are not designed for a specific sport activity.

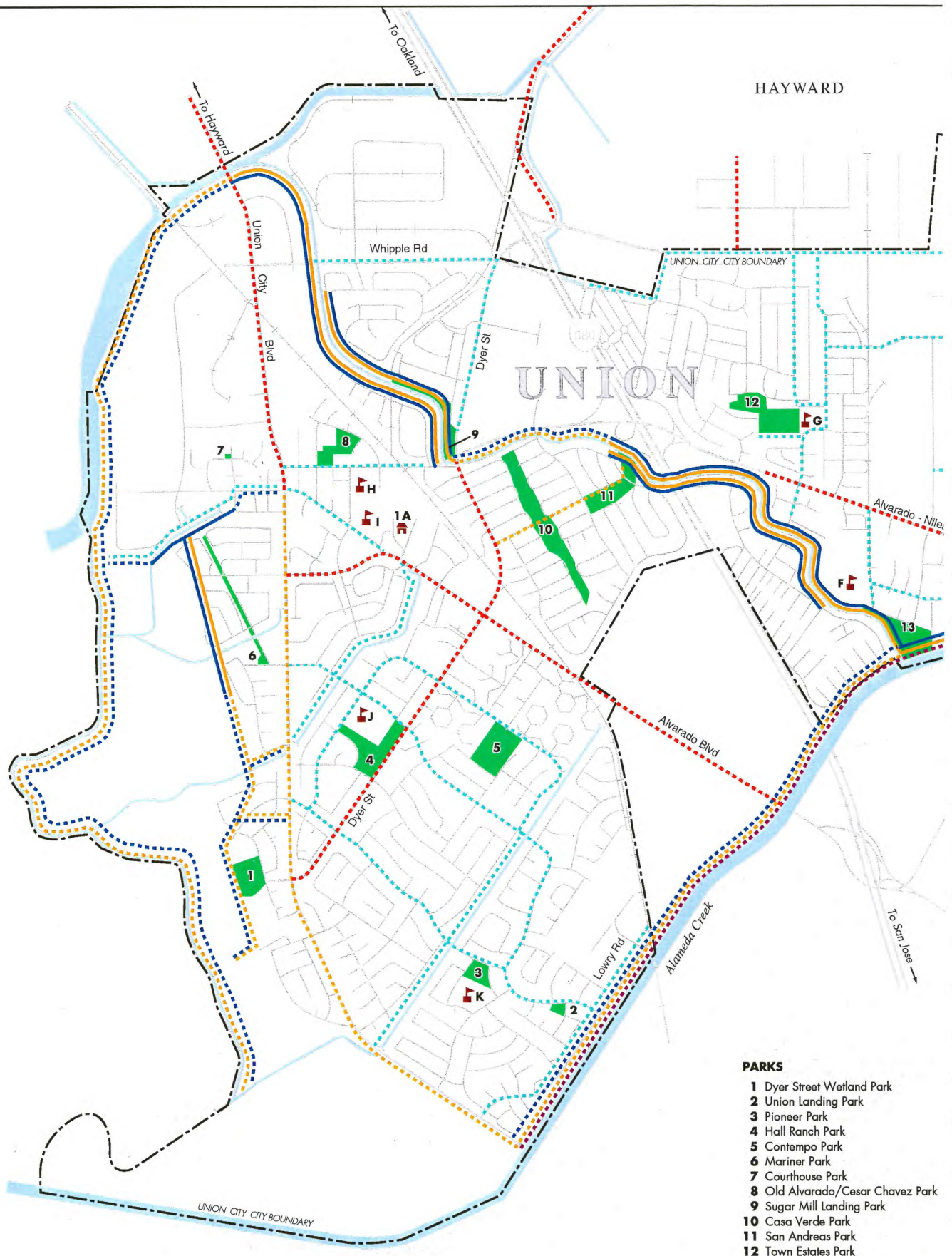
B Designates bleachers.

## 2. Union City Facilities

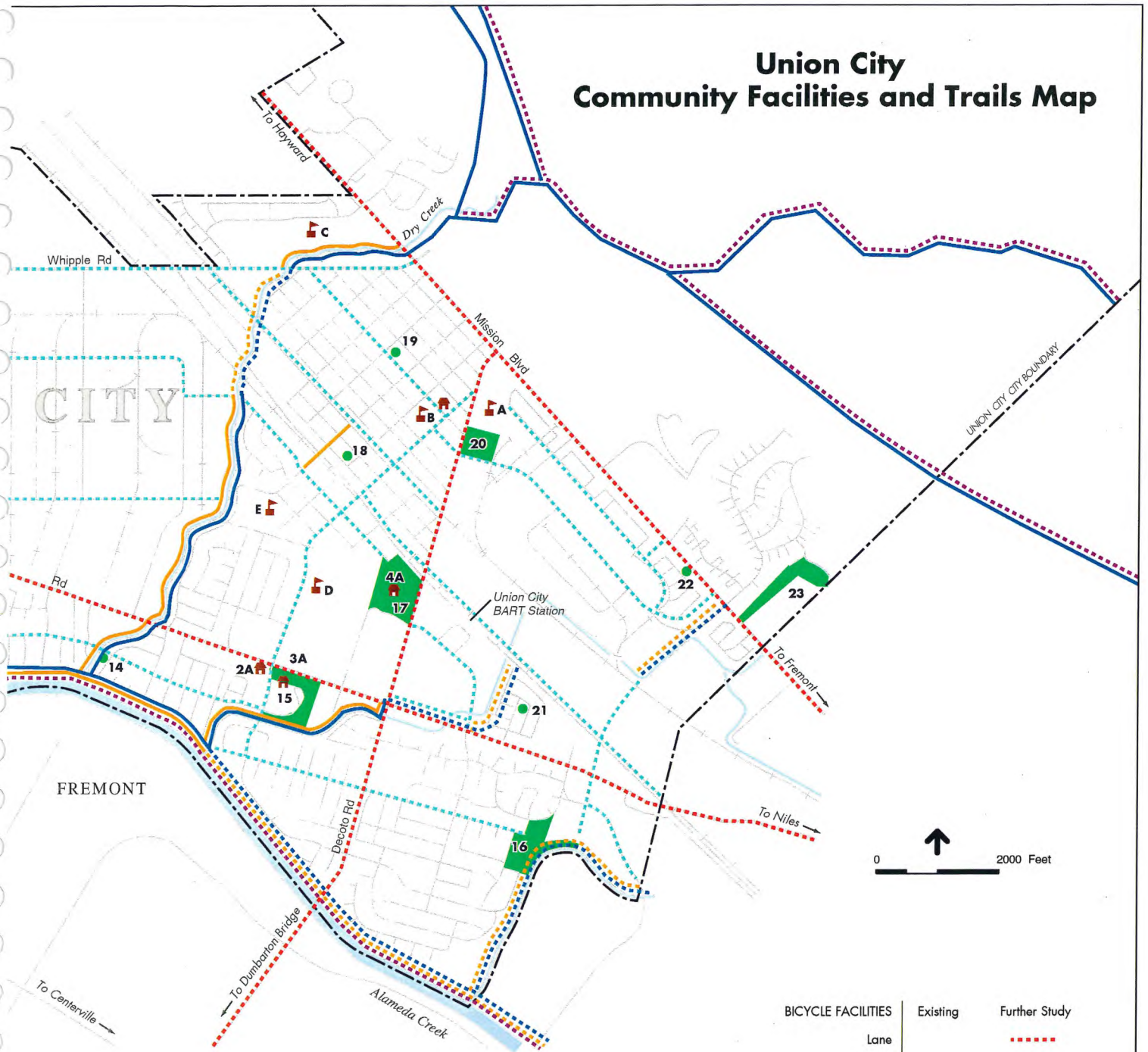
| Kennedy | Mariner | Mini Parks** | Pioneer | San Andreas | Seven Hills | Town Estates | WmCann Civic Ctr. | WmCann Neigh. Pk. |
|---------|---------|--------------|---------|-------------|-------------|--------------|-------------------|-------------------|
| 7       | 1       | 3            |         | 1           | 1           | 3            |                   | 5                 |
| 22      | 6       | 4            | 2       | 2           | 8           | 9            | 9                 | 8                 |
| 13      | 6       | 3            |         | 2           | 2           | 6            | 7                 | 3                 |
| 2       | 3       | 1            |         |             | 1           |              | 2                 | 3                 |
| 2       | 7       | 22           | 2       | 4           |             | 4            |                   |                   |
| 1       |         |              |         |             | 1           | 1            |                   | 1                 |
| 1       | 1       | 8            |         | 1           | 1           | 1            | 1                 | 2                 |
| 2       | 1       | 7            |         |             |             |              | 1                 |                   |
|         | 1       |              |         |             | 1           |              |                   |                   |
| 1       | 1       |              |         |             | 1           | 1            |                   |                   |
|         | 1       |              |         |             | 1           | 1            |                   |                   |
|         |         |              | 1       | 1           | 1           | 3            |                   |                   |
| 4       | 2       |              | 1       | 2           | 1           | 2            | 1                 | 1                 |
|         |         |              |         |             |             | 1            |                   |                   |
|         |         |              |         |             |             | 2            |                   |                   |
| 1       |         |              | ✓       |             |             |              |                   |                   |
| 2       | ✓       |              |         |             | 1           |              | 1                 | 2                 |
| ✓       |         |              |         |             | ✓           |              | ✓                 | ✓                 |
| ✓       |         | 2            |         | ✓           | ✓           |              | ✓                 | ✓                 |

| Hillview Crest Elementary* | Barnard White Middle | Alvarado Middle | César Chávez Middle | El Rancho Verde High* | J. Logan High |
|----------------------------|----------------------|-----------------|---------------------|-----------------------|---------------|
| ✓                          | ✓                    | ✓               | ✓                   | ✓                     | ✓             |
| 1                          |                      |                 |                     |                       |               |
| 1                          |                      |                 |                     |                       |               |
|                            | 3                    |                 | 3                   |                       | 3             |
| 1.5                        | 7                    | 4               | 8                   | 1.5                   | 7             |
| ✓                          | ✓                    | ✓               | ✓                   |                       |               |
|                            | 6                    | 2               | 6                   |                       | 10            |
| 1                          | 1                    | 1               | 1                   |                       | 1             |
|                            |                      |                 |                     |                       |               |
| 1                          | 1                    | 2               | 3                   |                       | 2+1**B        |
|                            | 1                    | 1               |                     | 1                     | 1+1**B        |
|                            | 1                    | 1               | 1                   |                       | 1**B          |
|                            | 1                    | 2               | 2                   |                       | 1**B          |
|                            | 2                    | 2               | 2                   |                       | 1**B          |
|                            | 1                    | 1               | 1                   | 1                     | 2             |
|                            |                      |                 |                     |                       | 1             |
| 1                          | 1                    | 1               | 1                   | 1                     | 1             |
| ✓                          | ✓                    | ✓               | ✓                   |                       | ✓             |
| ✓                          | ✓                    | ✓               | ✓                   | ✓                     | ✓             |





# Union City Community Facilities and Trails Map



- 13 William Cann Memorial Park
- 14 Heritage Oak Park
- 15 William Cann Civic Park
- 16 Arroyo Park
- 17 Kennedy Park
- 18 Fred Castro Park
- 19 Decoto Plaza Park
- 20 Decoto Road Park
- 21 Pride Rock Park
- 22 Windflower Park
- 23 Seven Hills Park

## SCHOOLS

- A Guy Emanuele Elementary School
- B Decoto Elementary School
- C Barnard White Middle School
- D Logan High School
- E Searles Elementary School
- F Cesar Chavez Middle School
- G Tom Kitayama Elementary School
- H Alvarado Elementary School
- I Alvarado Middle School
- J Cabello Elementary School
- K Pioneer Elementary School

## COMMUNITY CENTERS

- 1A Holly Community Center
- 2A Ralph and Mark Ruggieri Senior Center
- 3A City Hall / Library
- 4A Kennedy Community Center

## BICYCLE FACILITIES

Existing

Further Study

Lane

Route

Trail

## OTHER

Equestrian Trail

Hiking Trail

## SYMBOLS

School

Community Center

Park

Wetlands



### **PRIVATE FACILITIES**

There are several privately owned recreational facilities in Union City. The Church of Jesus Christ of Latter Day Saints on Alvarado-Niles Road owns a Little League-sized baseball diamond. The General Assembly Church on Central Avenue has a lighted football/soccer field, a gymnasium and a weight room. Our Lady of the Rosary on Sixth Street has an elementary sized gymnasium. The El Dorado and Contempo housing complexes both house small pools. Appendix I contains an inventory of these facilities.





## REGIONAL CONTEXT

In planning for development of park and recreation facilities, cities need to evaluate the larger regional context. The Bay Area and Alameda County are rich in a variety of park and recreational opportunities. The following table lists the East Bay Regional Parks closest to Union City.



### REGIONAL PARKS

|                               | Garin / Dry Creek | Ardenwood | Coyote Hills |
|-------------------------------|-------------------|-----------|--------------|
| Swimming                      |                   |           |              |
| Picnicking                    | ✓                 | ✓         | ✓            |
| Reserved Group Picnicking     | ✓                 | ✓         | ✓            |
| Visitor Center                | ✓                 | ✓         | ✓            |
| Fishing                       | ✓                 |           |              |
| Paved Bike/Walk Trails        | ✓                 |           | ✓            |
| Hiking/Riding Trails          | ✓                 |           | ✓            |
| Special Recreation Activities |                   | ✓         |              |
| Boat Rentals                  |                   |           |              |
| Boat Launch Ramp              |                   |           |              |
| Family Camping                |                   |           |              |
| Reserved Group Camping        | ✓                 |           | ✓            |
| Backpack Camping              |                   |           |              |
| Public Transportation         | ✓                 | ✓         |              |
| Disabled Accessible           | ✓                 | ✓         | ✓            |

Note: Quarry Lakes, the East Bay Regional Park bordering Union City, is not complete as of the date of this publication.

### OTHER SPECIAL FACILITIES

While there are a number of other special use facilities available in adjacent communities that are occasionally used by Union City residents, attention is called to the Fremont Sports Complex which accommodates teams from Union City. It is located at 1110 Stevenson Boulevard and has the following amenities:

- Ten Soccer Fields (eight full length and two junior)
- Eighteen Tennis Courts (nine lighted)
- Tennis Pro Shop
- Six Softball Fields (four lighted)
- Snack Bar and Offices
- One Outdoor Sand Volleyball Court
- Golf Range

Hayward plans to build a sports complex bordering Union City in 2002.



## RECREATION PROGRAMS

### LEISURE SERVICES DEPARTMENT PROGRAMS

The City of Union City offers a variety of programs for individuals, families, working parents, and low income groups.

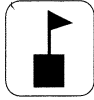
UNION CITY LEISURE SERVICES PROGRAM MATRIX



| Program                        | Category/Description  | Ages     | Season                                       | Location  |
|--------------------------------|---|----------|--|---|
| Tot Time                       | Pre-school  | 3-5      | Year Round                                   | Holly/Kennedy   |
| Youth Classes                  | Misc. Fee Classes:<br>Arts and Crafts<br>Cooking<br>Music and Dance<br>Sports<br>Drop-in                              | 6-14     | Year Round                                   | Holly/Kennedy   |
| After School Park & Playground | Sport Classes   | 7-12     | Year Round                                   | Misc. Park and School Sites                                 |
| Elementary After School Sports | Day Camp  | 5-8      | School Year                                  | 7 Elementary Schools  |
| Marsh Hawk Day Camp            | Day Camp  | 6-12     | Summer<br>Spring Vacation<br>Winter Vacation | William Cann<br>Kennedy Center<br>Holly Center              |
| Sports Camp                    | Day Camp  | 8-14     | Summer<br>Spring Vacation<br>Winter Vacation | Kennedy Center  |
| Afternoons with Club Une       | Middle School<br>Extended Day   | 9 - 13   | School Year                                  | 3 Middle Schools  |
| Adventures with Club Une       | Special Events<br>College Tours<br>Halloween Carnival<br>Summer Carnival<br>Camping Trips<br>Club Une Activity Nights | 9-18     | Year Round                                   | Holly/Kennedy Centers                                       |
| Youth Committee                | Community Activities  | 9-18     | Year Round                                   | Holly/Teen Center   |
| Youth Basketball               | Sports League   | 6-16     | Summer                                       | NHUSD Gyms  |
| Youth Baseball                 | Instructional Sports  | 8-13     | Summer                                       | Hall Ranch<br>Old Alvarado/<br>Cesar Chavez<br>Town Estates |
| Seniors: Services              | Misc. Services:<br>Transportation<br>Health Care<br>Meal Program  | Seniors  | Year Round                                   | Ralph and Mary Ruggieri Senior Center                       |
| Seniors: Activities/Classes    | Misc. Classes:<br>Exercise<br>Arts and Crafts<br>Computer   | Seniors  | Year Round                                   | Ralph and Mary Ruggieri Senior Center                       |
| Seniors: Events/Excursions     | Special Events:<br>Luncheons<br>Day Trips<br>Holiday Celebrations   | Seniors  | Year Round                                   | Ralph and Mary Ruggieri Senior Center                       |
| Facility Rentals               | Park, Classroom, and Party Hall Rental  | All Ages | Year Round                                   | Holly, Kennedy, Ralph and Mary Ruggieri Senior Centers      |

## **NEW HAVEN UNIFIED SCHOOL DISTRICT PROGRAMS**

### **Elementary Schools**



An extended day program operates at all Union City elementary schools. This program offers before (7-9 A.M.) and after (3:15 to 6:15 P.M.) school day care to all students. This program is a combination of arts and crafts, sports, tutorials and free play time.

### **High School**

James Logan High School serves more than 4,000 students. Athletically, the school competes on a Division 1 level in all California Interscholastic Federated sports. These sports not only include traditional sports such as basketball, football, baseball and soccer, but also such sports as gymnastics, golf and bowling. In addition, James Logan High School offers its student body more than 75 after school clubs such as French, drama, animation, multi-cultural, Asian and roller hockey.

## **OTHER YOUTH ORGANIZATIONS**

Union City is home of the Union City American Little League (33 teams), Union City National Little League (36 teams), Union City Girls Softball League (12 teams), Union City Youth Soccer League (70 teams), Union City Colts Football and Cheerleaders (8 teams), the Mission Valley Track Club (50 participants), Catholic Youth Organization (CYO) (24 teams), National Junior Basketball, Hayward, Union City Chapter (35 teams) and the Union City Police Activities League (PAL).

## **COLLEGES & SPECIAL SCHOOLS**

In addition to the programs provided by the City of Union City's Leisure Services Department, there are a number of schools and private or non-profit organizations that provide recreation programs. The inventory in Appendix 2 contains a list of such programs. These programs add to the mix of opportunities available for residents of Union City. As part of the Master Planning process, staff has analyzed the opportunities from all sources in order to identify where gaps may exist that the City should address over the next 20 years.





## OTHER RELEVANT ISSUES

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In addition to analysis of what open space and recreation opportunities exist in the Union City Area, the City has considered a variety of other relevant issues that are important to its overall planning priorities for the next 20 years.

### HISTORIC AND CULTURAL RESOURCES INVENTORY

The City of Union City is currently conducting an inventory of historic and cultural resources. This inventory is expected to be completed in Summer 1999. While most of the properties being considered for the inventory are under private ownership, some of the known sites are owned or operated by community groups or public agencies. The sites provide a link to the past, while the facilities are used to provide needed social services to the community. Significant sites include:

- Holly House, which is owned by the Filipino Community of Alvarado and Vicinity, is located at 3939 Smith Street in Old Alvarado. The facility provides housing for very low income seniors and is operated by Eden Housing. It also serves as a meeting place for the non-profit Filipino organization.
- Two homes and associated grounds, previously owned by the Meyers Sisters, are located east of Mission Boulevard on May Road. Currently owned by East Bay Regional Parks, the property is managed as a historic facility and will be open for public use in the future.
- The Masonic Temple, located east of Mission Boulevard, provides housing and long-term care for retired Masons and their families.
- A historic marker along Union City Boulevard identifies Old Alvarado as the first County Seat of Alameda County. While there is no building or facility on this site, the marker is a public resource.

### AREAS OF OUTSTANDING SCENIC BEAUTY

Areas of outstanding scenic beauty are important for park and recreation considerations. As the 1997 Park and Recreation Survey indicated, passive recreation activities rated high. Developing facilities that have access to these scenic areas can provide opportunities for these passive activities. Further,

maintaining these areas also enhances the passive recreation values of existing park facilities which have visual access to these areas.

Union City's location on the Bay plain and in the hills offers several areas of scenic beauty. These areas include the wetlands west of Union City Boulevard in the 511 Area, the Union City hillside and that portion of Niles Canyon which is within Union City.

### **Wetlands**

The western portion of Union City bounded by wetland areas, in particular that portion west of Union City Boulevard and south of Horner Street, is known as the 511 Area Specific Plan and comprises about 900 acres. It provides a scenic view of natural habitat that is part of the bay ecology. Further, higher elevations in the area, such as the Turk Island landfill, provide excellent views of Turk Island and San Francisco Bay.

### **Hillside Area**

The Hillside Area includes the undeveloped area located east of Mission Boulevard in Union City. Nearly one half of the City's 18 square miles is within this area and is subject to the voter approved Hillside Area Plan restricting development. It provides an important scenic backdrop to the community. Residents have indicated its importance as an area which provides visual relief from the urbanized portion of the community. Seven Hills Park is located in the Hillside Area and has an open space connection with the larger, undeveloped area. Dry Creek Regional Park, operated by the East Bay Regional Park District, and Niles Canyon are also within the Hillside area.

## **TRANSPORTATION**

Many jurisdictions now recognize the connection between parks, recreation and transportation. Access to facilities and parks by public transit is an important consideration, particularly when planning to serve a city-wide constituency. Children and seniors can be far less mobile than the general population and may have to rely on transit to get to parks or recreation facilities. Consideration must also be given to complying with the Americans with Disabilities Act requirements. Trails can be used for many types of recreation, but can also serve to get people to work or as connectors for those choosing a multi-modal form of commuting such as bike and BART.

The City owned and operated Union City Transit (UCT) system is an important component in connecting people with parks. The current system has 13 buses, with ten buses in operation at any given time on five fixed routes. UCT also operates paratransit service during the same days and hours as fixed route service.

### **Other Transportation**

Union City has a BART station and is served by AC Transit. Work has been done to create an intermodal transit center near the BART station that would connect

trains, BART and buses. The Master Plan recommends more bike routes and trails with linkages to public transit, making it easier for people to commute without cars.

This dense infrastructure of transit options makes it easy for Leisure Service programs to move patrons around the City or on field trips. Leisure Services works closely with the Transit Division to encourage use of public transit, especially the UCT.

## **RECREATIONAL USE IN NATURAL AREAS**

A potentially important component in a community's recreational program is to provide recreational activities in natural areas. "Natural areas" include larger areas which provide an undisturbed or nearly undisturbed native environment. The 1997 Park and Recreation Survey indicated interest in providing areas for passive recreation. Walking and hiking, bird watching, education trips and picnicking are some examples of activities which could occur in natural areas. These natural areas provide opportunities for passive as well as more active pursuits.



## STANDARDS

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### PARKLAND STANDARDS

Repeated polls nationally and on a local level show that a primary reason that people decide to locate and stay in an area is because of the “quality of life.” If parks, recreation and open spaces are community indicators in that assessment, then leisure services and park maintenance agencies must be recognized in terms of the economic benefits they have on that community.

In many businesses and professions, national standards are set by which smaller entities or jurisdictions can measure their performance against a national average. For many years, the National Recreation and Park Association (NRPA) periodically conducted a nationwide assessment and recommended standards of acres per thousand residents. The last such assessment, published in 1986, recommended 10 acres per 1000 residents. In recognition of the difficulty communities face with a “cookie cutter” approach to establishing standards, NRPA’s handbook, Park, Open Space and Greenway Guidelines, 1996 recommends an individualized approach to planning.

To allow for individual cities’ characteristics, NRPA recommends establishment of a “Level of Service (LOS)” guideline that can be adapted to the unique needs of that area. The LOS is defined by NRPA as “an expression of the individual essential ingredients needed to provide the level of park and recreation services desired by customers in a community.” However, these should be:

- Practical and achievable. Aspirational targets should be tempered with the reality of the local situation.
- Provide for an equitable allocation of park and recreational resources throughout a community. There must be equal access for all citizens.
- Reflect the real time demand of the citizens for park and recreational opportunities.



Additional considerations include:

- Large natural, open spaces should not be included in the numerical assessments, but should take into account the unique characteristics (such as wetlands, flood plains, etc.) of that jurisdiction.
- Flexibility is essential to long term planning for park and recreation needs to allow for changes in the population and interests of users over the next 20 years.
- Priority should be given to identifying current underserved areas of the City and planning for anticipated increases in the population, so that property can be acquired before it is used for other purposes.
- Components in the system have an expected life cycle and require periodic upgrades and replacement.
- Recognize the need for adequate maintenance in order to support a high quality recreation experience.

### Surrounding Area

State law allows cities to require the set-aside of three acres of neighborhood and community parks per 1000 residents when considering approval of new residential development (Quimby Ordinance). Many cities use this standard as a goal to be attained for existing populations.

In looking at goals or standards of acreage per 1,000 residents in surrounding communities, the following comparisons may be of use. This information was gathered and calculated by the City of San Jose in 1997 as part of a planning process designed to compare only acreage of neighborhood and community parks (n/c parks).

**EXISTING ACREAGE PER 1,000 RESIDENTS IN SURROUNDING COMMUNITIES  
BASED ON NEIGHBORHOOD AND COMMUNITY PARKS**

| City            | 1990 Census | 1997 Neighborhood/<br>Community Park Acres | Acreage/<br>1000 Residents |
|-----------------|-------------|--|----------------------------|
| Campbell        | 36,048      | 44   | 1.22                       |
| Cupertino       | 40,263      | 118  | 2.93                       |
| Fremont         | 173,339     | 767  | 4.42                       |
| Hayward (HARD)* | 220,000     | 820  | 3.73                       |
| Pleasanton      | 50,553      | 188  | 5.70                       |
| San Mateo       | 85,486      | 138  | 1.61                       |
| Sunnyvale       | 117,229     | 155  | 1.32                       |
| Walnut Creek    | 60,569      | 145  | 2.39                       |
| San Jose        | 782,248     | 898  | 1.15                       |
| Union City      | 53,800      | 115  | 2.13                       |

\* Hayward Area Park and Recreation District encompasses 64 square miles, including Hayward, Castro Valley, San Lorenzo, parts of San Leandro and unincorporated areas of Mount Eden, Cherryland, Ashland, etc.



Another helpful comparison is to look at the same cities and include areas of school grounds that are devoted to recreation.

**EXISTING ACREAGE PER 1,000 RESIDENTS IN SURROUNDING COMMUNITIES  
ADDING SCHOOL DISTRICT ACREAGE**

| City           | Neighborhood/<br>Community Park<br>Acreage, including<br>school sites | Levels of Service<br>w/school acres<br>included | Service Level Objectives<br>(from Quimby Ordinance)             |
|----------------|---|---|---|
| Campbell       | 80  | 2.22/1000                                       | 3 acres/1000 (subdivisions);<br>4 acres/1000 (non subdivisions) |
| Cupertino      | 200   | 4.97/1000                                       | 3 acres/1000  |
| Fremont        | 787   | 4.54/1000                                       | 5 acres/1000  |
| Hayward (HARD) | 910   | 4.14/1000                                       | 5 acres/1000  |
| Pleasanton     | n/a   | n/a   | 5 acres/1000  |
| San Mateo      | n/a   | n/a   | 2 acres/1000 (Quimby);<br>6 acres/1000 N/C acres combined       |
| Sunnyvale      | 345   | 2.94/1000                                       | 1.25 acres/1000   |
| Walnut Creek   | 165   | 2.72/1000                                       | 5 acres/1000  |
| Union City     | 169*  | 2.83/1000                                       | 3 acres/1000  |

\* This includes 54 acres of turf area and athletic fields under the jurisdiction of New Haven Unified School District, but does not include acreage that includes courts or paved play areas.

## FACILITY STANDARDS

While the most recent NRPA guidelines for development suggest that each community prepare its own analysis of use patterns for particular types of facilities, the tables below describe the guidelines contained in the 1983 publication for comparison purposes. An example of how recreation use patterns change is the demand for soccer. In 1983, soccer was not nearly as popular as it is today. Some adjustment may need to be made to account for the increased popularity of this sport.



For purposes of these charts, information is included about facilities owned and administered by the New Haven Unified School District (NHUSD). The District serves approximately the same population as the City. Several sports leagues utilize NHUSD facilities for games and practices. Also, the Leisure Services Department programs the school district gymnasiums during certain hours of the week. With the inclusion of the school district facilities, Union City compares favorably with the NRPA guidelines.

**SPORTS FACILITIES SPACE REQUIREMENTS – NRPA GUIDELINES, 1983**

| Facilities                  | Space Requirements   |
|-----------------------------|--|
| Basketball Courts           | Youth: 2,400 - 3,000 sq. ft.; High School: 4,000 - 7,000 sq. ft. |
| Tennis Courts               | 6,000 sq. ft.  |
| Volleyball Courts           | 4,000 sq. ft.  |
| Baseball                    | Official: 3.0 - 3.85 acres; Little League: 1.2 acres             |
| Softball                    | 1.5 - 2.0 acres  |
| Football                    | 1.5 acres  |
| Soccer                      | 1.7 - 2.1 acres  |
| Multi-use Hardcourt         | 9,840 sq. ft.  |
| Community Recreation Center | 10 - 15 acres  |
| Gymnasium                   | Varies   |

**RECOMMENDED NUMBERS OF FACILITIES PER POPULATION AND ACTUAL FACILITIES**

| Facility                    | Recommended Pop. Served by Each | City Population | Recommended No. of Facilities | Actual Facilities |      |       |
|-----------------------------|---------------------------------|-----------------|-------------------------------|-------------------|------|-------|
|                             |                                 |                 |                               | Total             | City | NHUSD |
| Basketball Courts           | 3,000                           | 65,400          | 20.8                          | 52                | 15   | 37    |
| Tennis Courts               | 2,000                           | 65,400          | 31.3                          | 20                | 10   | 10    |
| Volleyball Courts           | 5,000                           | 65,400          | 12.5                          | 13                | 4    | 9     |
| Baseball                    | 5,000                           | 65,400          | 12.5                          | 9                 | 4    | 5     |
| Softball                    | 5,000                           | 65,400          | 12.5                          | 11                | 6    | 11    |
| Football                    | 25,000                          | 65,400          | 2.5                           | 6                 | 0    | 6     |
| Soccer                      | 10,000                          | 65,400          | 6.3                           | 7                 | 5    | 7     |
| Multi-use Fields            | —                               | 65,400          | —                             | 15                | 15   | 0     |
| Multi-use Hardcourt         | 10,000                          | 65,400          | 6.3                           | 11                | 5    | 6     |
| Community Recreation Center | 10,000                          | 65,400          | 6.3                           | 3                 | 3    | 0     |
| Gymnasium                   | —                               | 65,400          | —                             | 6                 | 0    | 6     |

**MAINTENANCE STANDARDS**

Although there are no “industry standards” for parkland maintenance, the staffs of the City and the New Haven School District reviewed materials provided by other jurisdictions and their own maintenance records of the last several years, to develop an assessment of the major maintenance work tasks. They described the level of service based on “high, medium and low” standards and an analysis of what the current level of service is at the time of this report. This information is included in Appendix 3.



## UNION CITY OPEN SPACE AND RECREATION IN THE FUTURE

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### VISION STATEMENT

A vision statement sets the stage for what the City hopes to achieve in the future. The vision will provide a foundation on which the policies, goals and priorities can then be measured.

*The City of Union City provides for its residents a vibrant system of parks, open spaces and recreation facilities that create places for its diverse community to gather, play and develop lifelong habits of fitness and health. The facilities create opportunities for residents and workers to enjoy a broad spectrum of activities for all ages, abilities and cultures. A respect for and interest in the natural environment and recognition for the City's unique features help guide decisions in environmentally sensitive areas. A recognition that Union City is part of a unique Bay Area ecosystem drives a policy of cooperation with other agencies and jurisdictions to address issues of regional interest.*

*A system of trails, bikeways and corridors provides opportunities for walking, hiking, bicycling and skating and also provides a way of connecting communities and neighborhoods. The open space system provides opportunities for community celebrations. Smaller neighborhood-based parks provide places where neighbors can come together with their families.*

*All parks and facilities are safe, attractive and well maintained. The employees of the system recognize the value of customer service and the importance of partnerships with public, private and non-profit agencies. The City promotes opportunities for volunteers and community participation and plans for the needs of the residents of the City in the 21st Century.*



## PARK, RECREATION AND OPEN SPACE POLICIES

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### LAND USE POLICIES



#### Parks

##### Goal Statement:

*Parks in Union City shall be of a size and type that serve the diverse needs of the City's growing population.*

##### **Background**

The results from the 1997 Parks and Recreation Survey, and the community meetings that followed the completion of the survey, reinforce the importance of planning for parks now to maintain the quality and availability of City parks into the future.

The survey demonstrated that 49 percent of residents use parks and recreational facilities at least once a month. Forty-eight percent of those surveyed identified the desire to develop more large multi-use parks, while 34 percent wanted more neighborhood parks. When asked to rank the type of facilities needed in the City's park system, more natural open space, picnic areas and walking and jogging trails ranked just behind the desire for more restrooms and playgrounds. This ranking identifies the community's desire to increase the amount of usable parkland and open space available to the residents in the City.

In addition, increasing population projections make it prudent to plan for acquisition of additional parkland while the City still has vacant land available. Staff also reviewed existing parks and proposed future park sites. In the future, the City may wish to target certain neighborhoods for park development.

##### Recommendations:

##### The City will:

- Anticipate the City's growth and strive to identify, evaluate and meet the recreational needs of residents and their neighborhoods.



- Prepare for the estimated increase in population by identifying where such growth is likely to occur and acquire land needed in those areas as appropriate.
- Continue to set as a goal three acres of park land, including school grounds, for each 1,000 residents. Explore possible funding sources to acquire more parkland to meet the goal of three acres per 1,000 residents.
- Commit to increasing the number and/or size of neighborhood and/or City-wide parks.
- Collaborate with New Haven Unified School District or other public agencies to provide additional parkland.
- Develop a five year implementation strategy that is updated in the budget process.

### ***Inventory of Undeveloped Parcels in Union City***

Land in Union City is developing at a rapid rate and undeveloped parcels in the non-hillside areas are limited. This list identifies undeveloped land in Union City. It does not imply that these parcels are available for acquisition, or that park facilities would be the most appropriate use of these lands. These are simply parcels that are not yet developed and are of a suitable size and location to provide for an adequate park. In the case of residential properties, it may be appropriate to use only a portion of the property for a park. All but one of these parcels are currently in private or State ownership. There would also need to be changes in the present zoning of most of these parcels if a park is to be placed there.

#### **UNDEVELOPED LAND IN UNION CITY**

| <b>Property</b>  | <b>Present Zoning/Use</b>                 | <b>Approx. Size</b> |
|--|---|---------------------|
| Property belonging to East Bay Community Foundation - East side of Mission between Whipple and Decoto Roads                            | Agriculture                               | Up to 35 acres      |
| Whipple Road Parcel between Union Pacific Railroad tracks and BART tracks  | Industrial/Vacant                         | 8 acres             |
| Masonic Home property along Mission Blvd. between Daggett and O'Connell  | Agriculture                               | Up to 25 acres      |
| Remnant Parcel created by the Route 84 south of Alvarado-Niles and west of Osprey  | Open Space/<br>Agriculture                | 5 to 25 acres       |
| Turk Island Landfill - west of Union City Blvd. and north of Dyer Street   | 511 Area/Open Space                       | Up to 30 acres      |
| PG&E right-of-way and buffer zone west of Mission Blvd. and north of Seventh Street  | Public Facilities - City of Union City    | Appr. 3 acres       |
| Future park site in industrial area west of Railroad Avenue and north of D Street  | Residential and Open Space/<br>Industrial | Up to 8 acres       |
| Properties owned by Alameda Co. Flood Control and Water Conservation District west of Union City Blvd., between Lowry and Dyer Streets | 511 Area/<br>Open Space                   | Up to 50 acres      |
| Property at northern terminus of Appian Way  | Residential/Vacant                        | Up to 5 acres       |
| Property at the northern terminus of Tamarck - East Bay Regional Park District   | Agricultural                              | 5 to 7 acres        |
| McKesson Vacant industrial site  | Open Space/Vacant                         | Appr. 8 acres       |
| Property annexed from Fremont at Lowery Road   | Agriculture                               | Up to 40 acres      |

## Facilities

### Goal Statement:

*Facilities will be developed that serve the needs of Union City's growing community.*



### Background

The master planning process addresses many areas, one of which is the need and desire for additional facilities in parks and on school grounds. During both the survey and community meeting process, residents expressed their ideas on the type of recreation facilities needed. High on the priority list were playgrounds, picnic areas, jogging trails, basketball courts, park restrooms, soccer and baseball fields, indoor gyms, a sports complex and an arts facility.

### Recommendations:

#### The City will:

- Provide, evaluate and plan for the development of additional facilities such as park restrooms, indoor gyms, arts facilities, libraries, community centers and outdoor facilities to meet the growing needs of the community.
- Actively pursue methods to finance the development of facilities.
- Pursue possible partnerships with other agencies to provide facilities to meet the needs of the community.
- Increase budget for capital improvements, operations and maintenance, to accommodate City standards.
- Adopt a replacement policy that addresses the need to protect the City's investment in facilities.

## Trails

### Goal Statement:

*Trails will be provided to meet the needs of residents for recreation and alternate transportation routes and to connect to regional trails systems.*



### Background

Changing recreation patterns show a growing interest in individual activities that can accommodate diverse work and leisure schedules. Increased interest in fitness and the environment have positioned trails as an important recreation and fitness activity.

Regional efforts have been underway for a number of years to create a Bay Trail and Bay Area Ridge Trail, each entailing some 400 miles of dedicated rights of way. Both have made significant progress toward completion.

The Bay Trail will eventually traverse the shoreline to the west of the City. This regional trail will connect the Hayward Shoreline with Coyote Hills Regional Park

and the Don Edwards National Wildlife Refuge in Fremont. The completed Bay Trail will encircle the entire Bay through all nine Bay Area counties. The present alignment of the Bay Trail is along Union City Boulevard. Opportunities exist for eventual construction of the Bay Trail along the flood control channels at the western boundary of the City.

The Bay Area Ridge Trail will eventually traverse the hills to the east of the City. This regional trail will connect Garin Regional Park in Hayward to Mission Peak Regional Preserve in Fremont. When completed, the Bay Area Ridge Trail, like the Bay Trail, will encircle the entire bay through all nine Bay Area counties. The alignment for the Bay Area Ridge Trail through Union City is in the Hillside Area and connects with the properties acquired by the East Bay Regional Park District (EBRPD) from the Gelderman Trust. Further property acquisition or trail easement agreements are required before EBRPD completes the trail through the City.

There are opportunities for connector trails between the Bay Trail and the Bay Area Ridge Trail using our current City trail system. Alameda Creek Trail on the southern boundary of the City will eventually provide a direct connection between these regional trails. The existing trail network along Dry Creek and Old Alameda Creek, with some modifications and improvements, should also be considered a potentially significant connector trail between the bay and the hills, other trails and routes to destinations such as schools, shopping, transportation or work

Recommendations:

The City will:

- Work to improve its internal trail system.
- Actively support regional efforts to create the Bay Trail and Bay Area Ridge Trail.
- Identify opportunities to design and dedicate connectors between regional trails and City trails.
- Plan for trail connections to regional transportation systems to support intermodal transportation opportunities.
- Identify bike routes throughout the City.
- Connect all trails to transit routes, work centers and schools wherever possible.

**Wetlands**

Goal Statement:

*The City will work with regional entities to restore historic wetlands.*

**Background**

Beginning in the mid 1800's, large areas of San Francisco Bay marshes and mudflats were filled, drained and diked for ports, rail lines and roads. Subsequent filling provided land for agriculture, duck clubs and grazing. Eventually, land was filled for salt production.



It is estimated that in the 1800's the bay contained over 190,000 acres of tidal marshes. Today, only about 40,000 acres remain, much of that in a degraded condition.

In 1987 Congress passed the Clean Water Act's National Estuary Program. Since that time a variety of public agencies and environmental organizations have been working to establish a strategy to stabilize and improve the San Francisco Bay ecosystem. In June of 1998, a draft report, San Francisco Bay Estuary Baylands Ecosystem Goals, was circulated for public review. That report suggests the following from the Alameda Flood Control Channel to Highway 92:

The objectives for this segment are to establish two large complexes of managed saline ponds and restore the remaining area to tidal marsh. Restoration should ensure a continuous corridor of tidal marsh along the bay shore. "Enhanced and improved management to support wildlife, including small mammals" is also recommended.

Like the regional trail system, the wetlands project provides Union City with an opportunity to protect a unique feature, enable the people to use a public resource and provide an educational opportunity for its citizens and regional residents.

#### Recommendations:

The City will:

- Help residents understand, value, preserve and restore the unique features within the City that are part of the Bay ecology.
- Commit to preservation of significant natural resources, including wetlands, bay shores, plant, animal, and fish habitats.
- Cooperate actively in regional efforts to restore wetlands ecology and stream and river restorations.
- Design and develop an environmental education center to serve area residents.
- Create compatible points of access for the public to view and understand the importance of the ecosystem.
- Provide signage and strategically locate fences to prevent humans and dogs from adversely affecting wetlands.

## **PROGRAM POLICIES**

### **Levels of Service**

Goal Statement:

*Levels of service will be provided that are appropriate to age and cultural groups.*



### **Background**

Recommendations were generated from the results of the 1997 Parks and Recreation Survey, the community meetings that followed and through studies of

the current demographics and projected demographics based on the 1990 census and the Association of Bay Area Governments (ABAG) projections.

The survey demonstrated that when residents are asked what types of programs the City should provide, programs for teens, youth and seniors were most often ranked as the top priority. The survey also found that the development of programs is as important to the residents as the development of new park facilities. Forty-eight percent of the residents surveyed stated that they participated in recreation programs or classes at least once a year.

The survey also reflected the diverse ethnic makeup of Union City residents. While 41 percent of the residents polled identified themselves as Caucasian, the remaining 59 percent identified themselves as Hispanic (20%), African American (7%), Asian (23%) or other ethnicity (9%). City staff received feedback from the community meetings stating that there was a desire to see more cultural and ethnic programs developed.

Additionally, staff reviewed the census data for population breakdown with regard to age. In 1990, 30 percent of the population was under the age of 18, while 12 percent was over the age of 65. Over the course of the next 20 years, the proportion of the population under the age of 18 is expected to diminish to approximately 27 percent. The senior population will continue to grow to about 17 percent of the total population.

Recommendations:

The City will:

- Adapt its existing programs and create new programs to better serve youth (ages 6-12), teens (ages 13-19) and seniors.
- Promote cultural understanding and awareness by creating activities that reflect the cultural diversity of the Union City community.
- Expand successful programs that are currently operating at capacity in order to meet community needs.
- Expand summer day camp.
- Coordinate programs with transit service to ensure access for youth and seniors.
- Use Revolving Enterprise Fund (REF) to expand and grow fee based programs.
- Increase collaboration with schools to use facilities to accommodate expanding programs.
- Explore need for new facilities.
- Plan to add an arts program component based on input from community meetings and survey.

## Marketing

### Goal Statement:

*A communication strategy will be developed to improve residents' awareness of programs and facilities available to them.*



### Background

In collecting data about the open space and leisure services programs available in the Union City area, it is clear that a rich mix of facilities and opportunities are available to City residents. However, in the 1997 Parks and Recreation Survey, 38 percent of the residents were either "unsure or uninformed" about public parks and recreation facilities within the City. Although the question was not posed, it is assumed that they might also be uninformed about other amenities available in the area. In addition, an inventory conducted of services and facilities available pointed out a wide array of programs offered by other public agencies, the private sector, and non-profit groups.

Data provided by the California Park and Recreation Society about the changing role of the park and recreation profession, suggested that leisure service agencies are increasingly taking on the role of broker of recreation services and information and referral provider.

### Recommendations:

#### The City will:

- Strive to make all residents aware of its parks, programs and facilities.
- Act as an information and referral source for parks and leisure services in order to provide its residents with as many choices as possible.
- Add a community reference section to Leisure Services Activity Guide
- Produce a trail and bike route map for distribution.
- Produce a park and facility amenities map for distribution.

## Transportation

### Goal Statement:

*A transportation alternatives plan for access to programs, community and regional facilities will be developed.*



### Background

Access to programs and facilities is often difficult for certain populations, especially children, seniors and those with special needs. This is particularly a problem with city-wide or specialty facilities that do not exist in every neighborhood. Transportation is needed to facilities and programs bordering Union City.

Growing interest in healthy lifestyles has heightened interest in alternative forms of transportation such as bicycles and in-line skates. Efforts should be made to link these modes of transportation with BART and Union City Transit.

Recommendations:

The City will:

- Recognize the important linkage of recreation, open space and transportation goals.
- Seek ways to provide access to speciality programs and facilities so lack of transportation does not become a barrier to participation.
- Seek to provide safe linkages and transfer points to encourage intermodal transportation.
- Increase transportation alternatives as the population increases.
- Expand transit service hours to meet demand.
- Increase resident awareness of available transportation alternatives by expanding marketing efforts.
- Expand transportation instruction programs to serve more residents.
- Further improve UC Transit links with regional transportation systems.

**Availability**

Goal Statement:

*Programs and facilities will be available to all residents*

**Background**

In order to expand program opportunities, the City has begun a fee-for-service cost recovery approach for some activities. Members of the public and staff are concerned that such fees may mean that some residents may no longer be able to participate in recreation programs because they will not have the financial capability to pay for the cost of services. This is of special concern for children, seniors, persons with special needs and large family users. The City has recognized this issue by establishing the Support Our Kids (SOK) scholarship to provide financial assistance for youth in need. Additionally, the City Council has allocated funds to provide assistance to families who cannot afford to pay for the middle school after school program, Afternoons with Club Une.

Recommendations:

The City will:

- Recognize that program fees can create barriers to participation and will seek to provide access to programs through scholarships, fee waivers and program cost underwriting.
- Continue its proactive efforts to make all programs accessible by providing information about available scholarship alternatives.

- Identify residents unable to afford standard fees.
- Research alternative funding for the SOK program.

## Collaboration

Goal Statement:

*The City will seek to establish collaborations with other agencies and private and non-profit organizations.*



### Background

Cities in many areas of the country have struggled with declining revenues and an inability to provide all of the services that residents may desire. City staff can only produce a finite amount of park and leisure services. Increasing pressure has been put on public agencies to utilize their facilities to better service the public. Emphasis on having non-profits and the private sector replace some services previously provided by public agencies and the recognition that some of these agencies are eligible for funding not available to the public sector, have created a new role for government. Public agencies, particularly in the human service areas, are becoming much more sophisticated about leveraging public dollars and developing a strong commitment to collaboration with other public and non-profit agencies. As California Park and Recreation Society points out, a new role for park and recreation professionals is that of broker of services.

In addition, trends in education are pointing to better collaboration between schools and leisure service agencies in such things as siting of schools adjacent to parks and access to schools by recreation agencies to provide services directly and in collaboration with non-profit providers.

### Recommendations:

The City will:

- Recognize that collaboration is a valuable way to make more facilities and programs available to its residents.
- Assume the leadership role in helping residents gain access to programs and facilities throughout Union City.
- Expand its efforts of collaboration with the New Haven Unified School District to better serve youth and the neighborhoods in which schools are located.
- Work with the NHUSD to develop parks adjacent to new schools.
- Develop a new Sports Advisory Committee that will help deal with all issues related to Union City youth sports.
- Develop a plan with NHUSD to expand public access to gyms and swimming facilities.
- Provide recreational and supervisory training to community and cultural groups to improve the quality and quantity of their recreation programs.

- Develop new collaborations with local artists and cultural groups through the development of a cultural arts program and facility.
- Expand the City's Community Policing Program to include an officer directly assigned to Leisure Services.
- Work with churches in the community to expand services to youth.

## MAINTENANCE POLICIES

### Maintenance Impact



#### Goal Statement:

*The City will establish and fund standards of maintenance that provide safe, clean and attractive parks throughout Union City.*

#### Background

While the survey showed a high level of approval of most aspects of park maintenance, some problems were highlighted during the community meetings that suggest certain improvements in park maintenance. In addition, staff review during the master planning process points to the fact that many components of park features have certain life-spans. Just as homeowner must invest in maintenance to protect their investment, so too should public agencies adopt a replacement policy that allows public facilities to be maintained in a safe and prudent manner.

Other issues such as the purchase and development of new parks and facilities may also affect the levels and standards of maintenance.

#### Recommendations:

##### The City will:

- Recognize the connection between well maintained parks and open spaces to the quality of life enjoyed by its residents.
- Recognize that increased parks, facilities and levels of use affect the standards of maintenance.
- Develop a maintenance impact analysis as new facilities come on line or the population increases.
- Protect the significant investment made in public facilities by requiring on-going maintenance.
- Evaluate the need for addition labor to meet standards.
- Review maintenance standards regularly to ensure compliance with mandated safety regulations.

## Replacement

### Goal Statement:

*The City will provide funding and a method for the replacement of deteriorated park and facilities infrastructure.*



### Background

All aspects of parks and facilities, such as landscapes, irrigation, walkways, play equipment, carpets, air conditioning and painting, need to be replaced periodically to maintain them in a safe and usable condition. Preventive maintenance and a replacement schedule help curtail expensive repairs and down time of facilities.

#### Recommendations:

##### The City will:

- Recognize the importance of a preventive maintenance and replacement schedule for parks and facilities.
- Acknowledge that a higher level of use accelerates the deterioration of infrastructures.
- Protect the significant investment made in public facilities by actively pursuing a policy of infrastructure replacement.
- Adopt a set of guidelines that recognizes the life span of various park components and creates a time line for replacement.

## Improvement

### Goal Statement:

*The City will identify and make needed improvements to existing park and recreation facilities.*



### Background

The master planning process was designed to address the needs of current residents as well as plan for future requirements. Both the survey and community meeting process solicited ideas about improvements to existing parks. High on the priority list were play areas for children, additional restrooms, and the creation of a skate park.

#### Recommendations:

##### The City will:

- Seek to make improvements requested by residents as part of the master planning process.
- Recognize the necessity of reinvesting in existing facilities to provide a quality recreation experience.
- Create a set of priorities for improvements based on periodic needs assessment.



#### *8. Park, Recreation and Open Space Policies*

- Improve play lots to provide safe and attractive areas for children to improve motor skills and social skills.
- Install additional restrooms as needed.



## **HOW TO USE THE MASTER PLAN**

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This Master Plan is designed to give guidance to the City for decision making over the next five to 20 years. It is recommended that programs be reviewed every five years, after gathering data about changes in demographics and trends in recreation use patterns. Review of maintenance issues should take place as new facilities come on line, or every five to ten years to assess condition and infrastructure issues. The land use sections are designed to guide decision making for the next ten to 20 years.

The Leisure Services Department will prepare a strategic plan based on the Master Plan every three to five years. This plan will deal with the more specific and detailed plans needed to operate the Department on a day-to-day basis. The Park and Recreation Commission will continue to master plan individual parks using the needs identified in the Master Plan as a guideline for making decisions about what amenities to include in future parks.

The Public Works Department and the Leisure Services Department will prepare Capital Improvement Plans based on input from the community and the Park and Recreation Commission.



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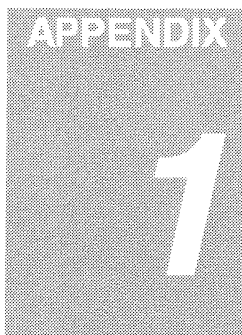
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# **PRIVATE RECREATION FACILITIES**

## PRIVATE RECREATION FACILITIES

|   | Fields | Basketball | Sauna | Spa | Pools | Rec Rooms     | Gyms | Tennis | Fitness | Tot Lots | Picnic |
|---|--------|------------|-------|-----|-------|---------------|------|--------|---------|----------|--------|
| <b>Churches</b>                             |        |            |       |     |       |               |      |        |         |          |        |
| General Assembly                            | 1      |            |       |     |       |               |      |        |         |          |        |
| Our Lady of the Rosary                      | 1      | 1          |       |     |       |               | 1    |        |         |          |        |
| Latter Day Saints                           | 1      |            |       |     |       |               | 1    |        |         | 1        |        |
| Southern Alameda County Buddhist Church     |        |            |       |     |       |               | 1    |        |         |          |        |
| <b>Homeowners Associations</b>              |        |            |       |     |       |               |      |        |         |          |        |
| Liberty Park Homeowners Association         | 1      | 5          |       |     |       |               |      |        |         | 1        | 3      |
| Union City Townhouse Assn., 4444 Castillo   |        | 2          |       |     | 1     | 1             |      |        |         | 5        |        |
| Meridian Court, Lambro Assn. Serv.          |        | 5          |       |     | 1     |               |      |        |         | 1        | 3      |
| Contempo Homeowners, 4180 Gemini Dr.        |        |            |       |     | 2     | 1             |      |        |         | 9        |        |
| Sugar Springs, 1684 Decoto Rd., #217        |        | 1          |       |     | 1     |               |      | 2      |         |          | 1      |
| The Mission Village Assn., 101 Aurora Plaza |        |            |       |     |       |               |      |        |         |          |        |
| Villa Alvarado, Lambro Association Services |        |            |       | 1   | 1     |               |      |        |         |          |        |
| <b>Apartment Complexes</b>                  |        |            |       |     |       |               |      |        |         |          |        |
| Adriana Village, 3755 Alvarado Blvd.        |        |            |       |     | 1     |               |      |        |         |          |        |
| Park Center Apts., 2175 Decoto Road         |        |            |       |     | 2     |               |      |        |         |          |        |
| Dry Creek Apts., 33300 Mission Blvd.        |        | 5          |       | 1   | 2     | 1             |      |        |         |          |        |
| Greenhaven Apts., 31770 Alvarado Blvd.      |        |            |       | 1   | 1     | 1             |      |        |         |          |        |
| Los Robles Apts., 32300 Almaden Blvd.       |        |            |       |     |       | 1             |      |        |         |          |        |
| Medallion Apts., 2500 Medallion Dr.         |        |            |       | 1   | 1     | 1             |      |        |         |          |        |
| Mission Sierra Apts., 34864 Mission Blvd.   |        |            |       |     | 1     |               |      |        |         |          |        |
| Parkside Apts., 1501 Decoto Rd.             |        |            |       |     | 1     |               |      |        |         |          |        |
| Parkway Green Apts., 2501 Medallion         |        |            |       |     | 1     |               |      |        |         |          |        |
| Skylark Apts., 34655 Skylark Dr.            |        |            |       | 1   | 1     | 1             |      |        |         |          |        |
| Summerhill Place Apts., 3900 Homer St.      |        |            |       |     | 1     |               |      |        |         |          |        |
| Verandas Apts., 33 Union Square             |        |            | 1     | 1   | 1     | 1             |      |        |         |          |        |
| West View Park Apts., 2600 Decoto Rd.       |        |            |       |     |       |               |      |        |         |          |        |
| <b>Health Clubs/Private Recreation</b>      |        |            |       |     |       |               |      |        |         |          |        |
| Radisson                                    |        |            | 1     | 1   | 1     | Mtg Room      |      | 1      | 1       |          |        |
| Linda Evans                                 |        |            |       |     |       |               |      |        | 1       |          |        |
| Island Athletic Center                      |        |            |       |     |       |               |      |        | 1       |          |        |
| Wellex                                      |        |            |       | 1   | 1     | Mtg Room      |      |        |         |          |        |
| Joanne Brown Dancers                        |        |            |       |     |       | Activity Area |      |        |         |          |        |
| Chol's Martial Arts                         |        |            |       |     |       | Activity Area |      |        |         |          |        |
| Manila Tae Kwon Do-Kmac                     |        |            |       |     |       | Activity Area |      |        |         |          |        |
| Rick's Rendezvous (ballroom)                |        |            |       |     |       | Activity Area |      |        |         |          |        |

APPENDIX

# 2

## **COLLEGES AND UNIVERSITIES**

**RECREATION PROGRAM AT AREA COLLEGES AND UNIVERSITIES**

|                        | <b>Location</b> | <b>Youth Programs</b> | <b>Competitive Sports</b> | <b>Team Sports</b> | <b>Individual Sports &amp; Recreation</b> | <b>Arts</b> | <b>Music</b> |
|------------------------|-----------------|-----------------------|---------------------------|--------------------|---|-------------|--------------|
| Ohlone College         | Fremont         | X                     | X                         | X                  | X   | X           | X            |
| Chabot College         | Hayward         |                       | X                         | X                  | X   | X           | X            |
| California State Univ. | Hayward         | X                     | X                         | X                  | X   | X           | X            |
| School for the Deaf    | Fremont         | X                     |                           | X                  | X   | X           |              |



APPENDIX

3

## **PARK MAINTENANCE STANDARDS**

**PARK MAINTENANCE STANDARDS**

| Description                         | Low Standard                | Medium Standard               | High Standard               | Current Union City Standard |
|-------------------------------------|-----------------------------|-------------------------------|-----------------------------|-----------------------------|
| Litter pick-up and general cleaning | Once per week               | Twice per week                | Every day                   | Low Standard                |
| Site inspections                    | Once per week               | Once per day                  | Twice per day               | Medium Standard             |
| Mowing                              | 14 day average              | 9 day average                 | 5 day average               | Low Standard                |
| Training                            | None                        | 3 month schedule              | Monthly schedule            | Medium Standard             |
| Tree Work                           | None                        | Yearly                        | Monthly                     | High Standard               |
| Sprinkler Repair                    | As needed                   | Monthly                       | Weekly                      | Medium Standard             |
| Weed Control                        | Weed coverage more than 80% | Weed coverage less than 40%   | Weed coverage less than 10% | Low Standard                |
| Vandalism & Graffiti                | Once per month or more      | Within 5 days                 | Within 24 hours             | High Standard               |
| Edging of Turf & Ground Cover       | 3 times per month or more   | 9 week average                | Once a month                | Medium Standard             |
| Equipment Service                   | 3 times per month or more   | Monthly                       | Weekly                      | Medium Standard             |
| Hedge Trimming                      | Yearly if at all            | 3 month schedule              | Monthly                     | Medium Standard             |
| Fertilization and Aeration          | None                        | Yearly or once within 2 years | Twice yearly                | Medium Standard             |
| Sports Field Maintenance            | Pre-season                  | Pre, Mid, Post Season         | Monthly during season       | Low Standard                |
| Restroom Cleaning                   | Weekly                      | Daily                         | Twice daily                 | Medium Standard             |

Note: Maintenance standard are meant only as a guideline. Safety and protection to your investments will dictate many of your activities.

## APPENDIX

# 4

## SURVEY HIGHLIGHTS

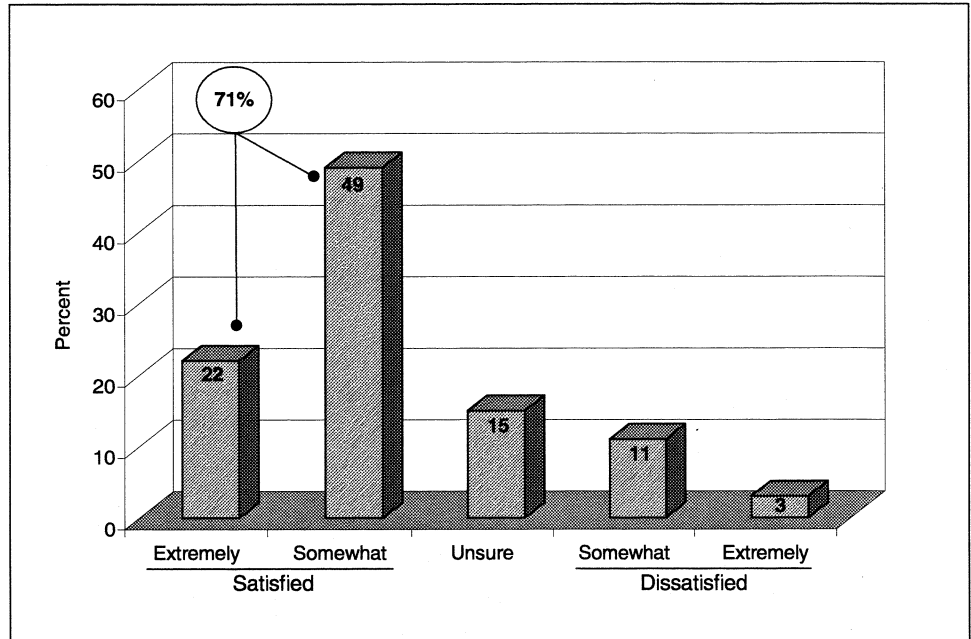
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This section contains data from the 1997 Park and Recreation Survey. The particular graphs were chosen because they provide information pertinent to the Master Plan.

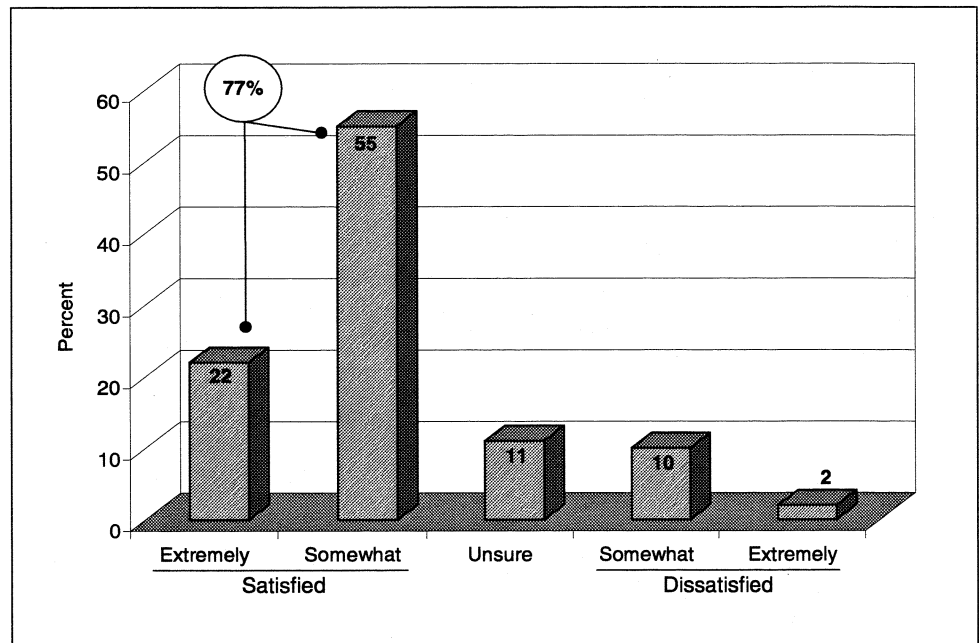
The complete 1997 Park and Recreation Survey is available from the Leisure Services Department.

## Satisfaction With Public Parks and Recreation Facilities

Number of Parks and Recreation Facilities



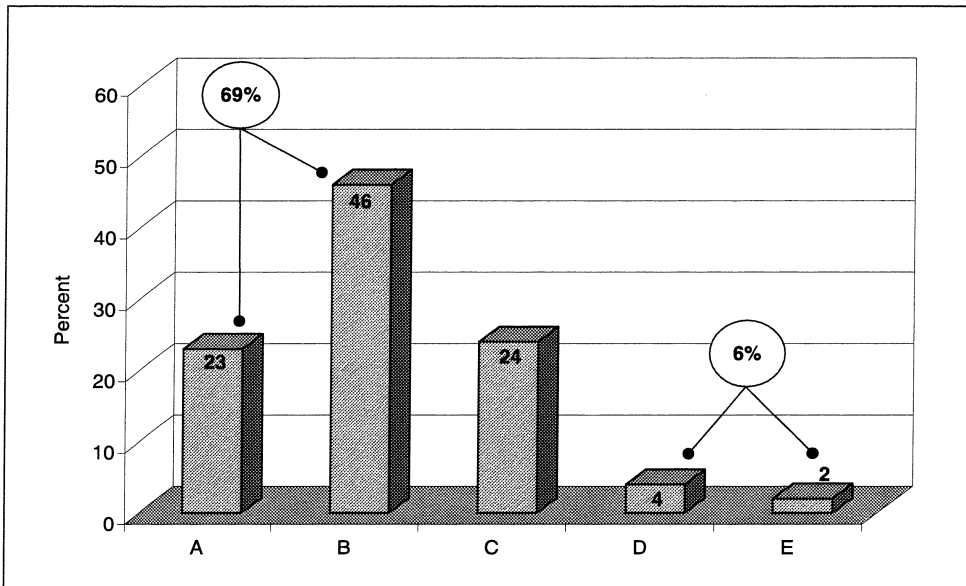
## Quality of Parks & Recreation Facilities



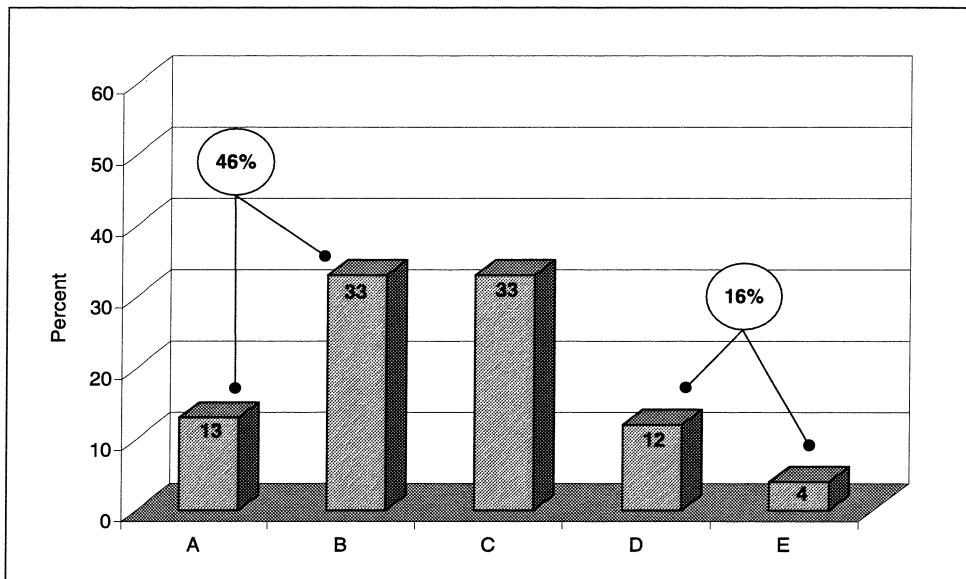
## Rate the Maintenance and Level of Security and Safety of the Union City Parks and Recreation Facilities

Using a traditional grading scale with "A" for excellent, "B" for good, "C" for average, "D" for below average or poor and "F" for very poor or failure, how would you grade the...

### Ongoing Maintenance of Park and recreation facilities?

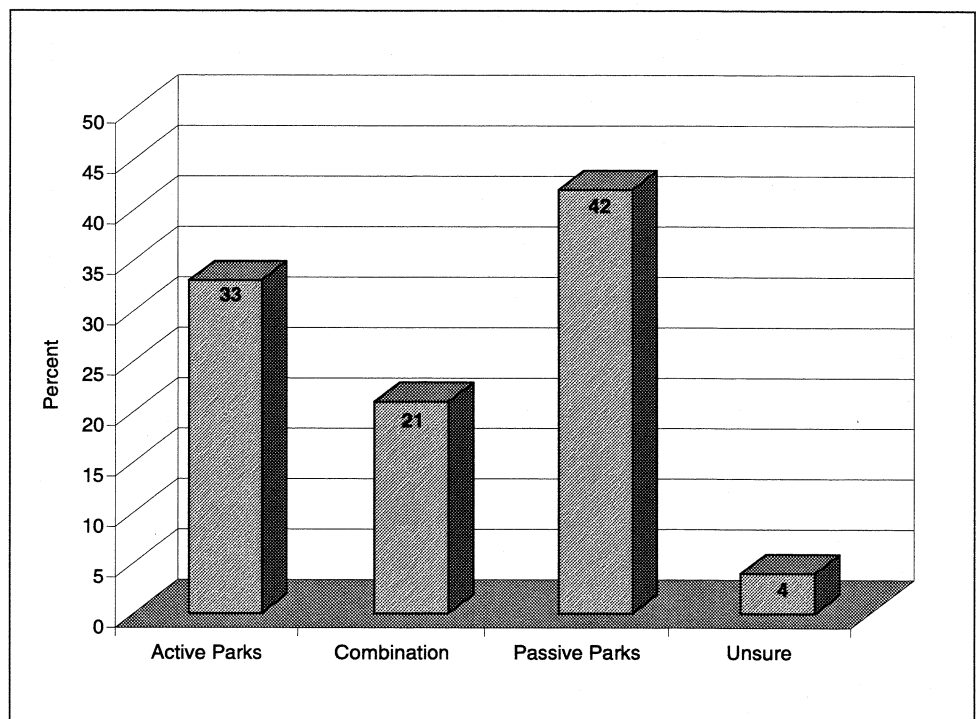


### Overall level of security and safety for park and recreation users?



### Type of Park Preferred Active vs. Passive

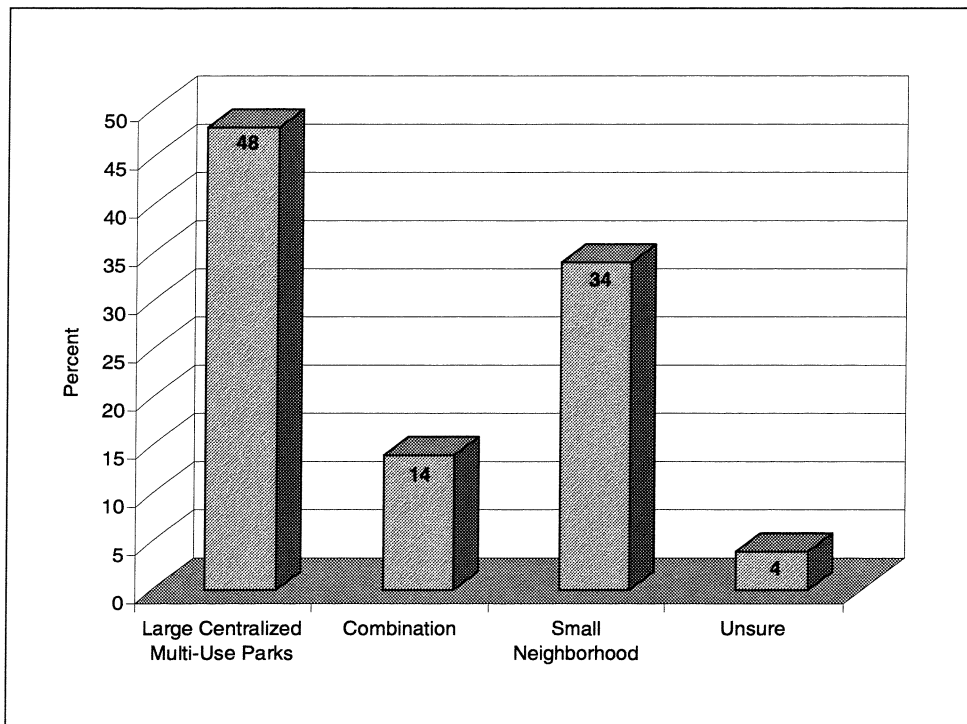
The City of Union City is currently working on a long range plan for Union City parks and recreation. *Based on your own understanding of the current needs, as a resident of Union City would you **prefer more emphasis be placed** on the development of “**passive parks**” that include athletic fields or organized sports programs? Or would you **prefer more emphasis be placed** on the development of “**passive parks**” with such facilities as a few picnic tables, walking trails, and open grass areas?*



### Type of Park Preferred

#### Large Centralized Multi-Use Parks or Smaller Neighborhood Limited Parks

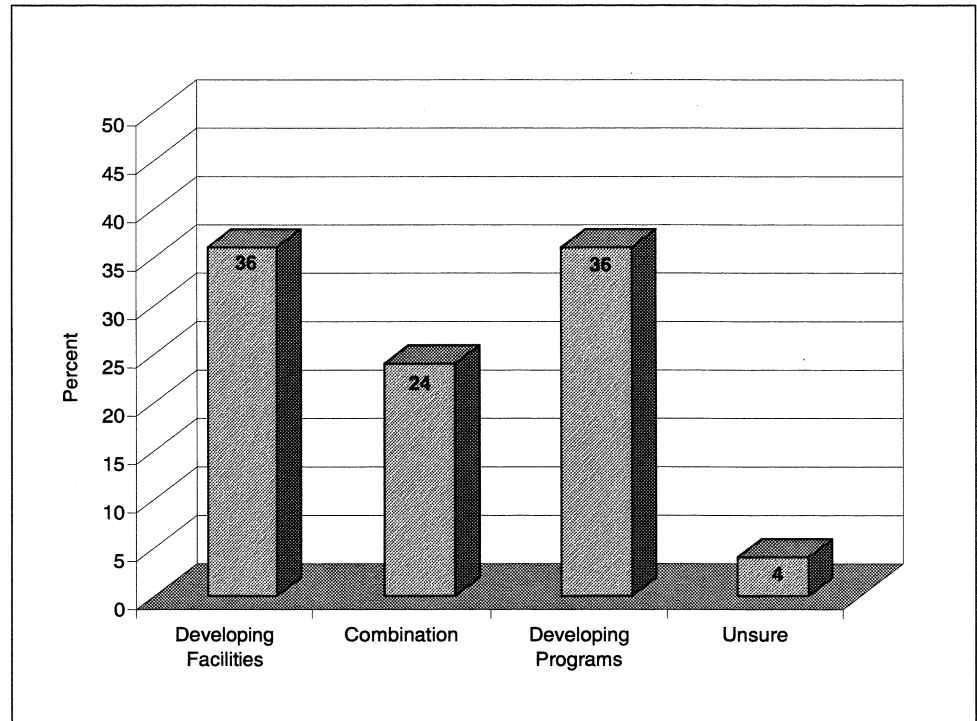
The City of Union City is currently working on a long range plan for Union City parks and recreation. *Based on your own understanding of the current needs,* would you prefer more emphasis be placed on the ***development of larger centralized multi-use parks***, including sports fields, picnic areas, playgrounds, walking trails, open grassy areas, restrooms, etc.; or would you prefer more emphasis on the ***development of smaller neighborhood limited use parks***, with only one to two of the above mentioned features or amenities?





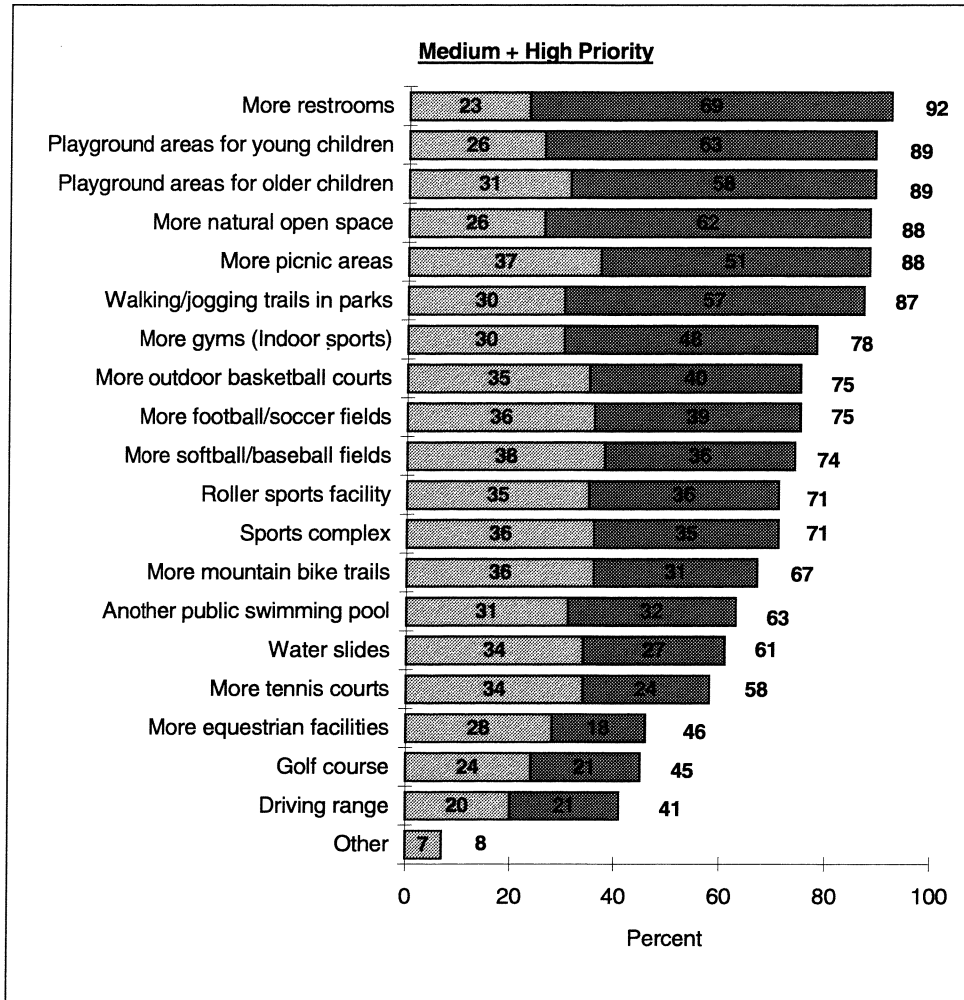
### Type of Development Preferred Facilities vs. Programs, Activities & Classes

The City of Union City is currently working on a long range plan for Union City parks and recreation. *Based on your own understanding of the current needs, would you prefer more emphasis be placed on the **development of park areas and recreation facilities**, for example, playgrounds, sport fields, gymnasiums, tennis courts, etc., or would you prefer more emphasis on the **development of more recreation programs, activities and classes**?*



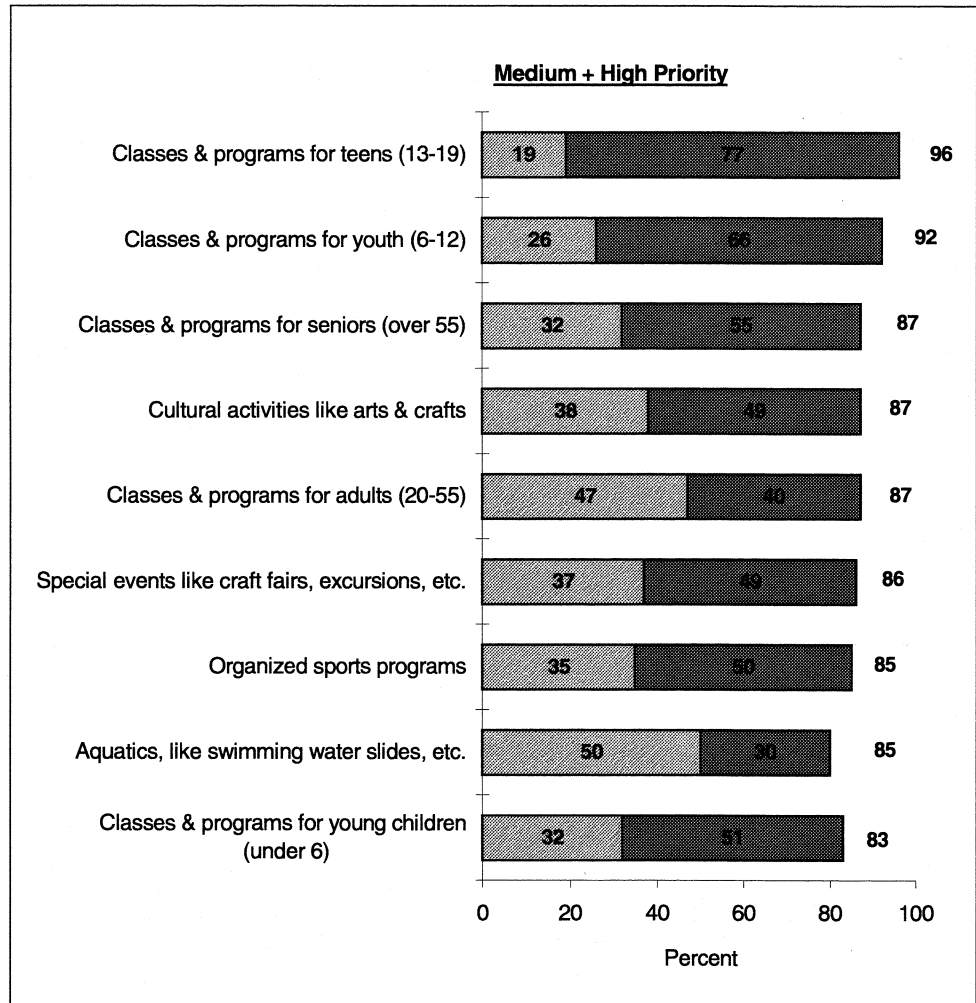
## Preference of Facilities That Might Be Added to the Union City Park System

I am going to read a list of Recreation and Park facilities that might be added to the Union City Parks system in the future as part of the LONG RANGE plan for local parks and recreation. I would like to ask you opinion about the current need to add the type of facility mentioned.



## Preference of Programs That Might Be Added to the Union City Park System

I am going to read a list of recreation programs. For each item please tell me whether or not you believe the item should be considered a high priority, a medium priority, or low priority in the City's future plans.



## Descriptive Data of Survey Sample

**Number of Respondents: 600**

### ***Length of Residency***

|                |     |
|----------------|-----|
| 0 to 5 years   | 27% |
| 6 to 10 years  | 19% |
| 11 to 25 years | 40% |
| Over 25 years  | 14% |

### ***No. Children Under 18***

|               |     |
|---------------|-----|
| 0 children    | 51% |
| one child     | 18% |
| two children  | 19% |
| three or more | 12% |

### ***Age***

|          |     |
|----------|-----|
| 18 to 30 | 24% |
| 31 to 40 | 24% |
| 41 to 50 | 23% |
| 51 to 65 | 18% |
| Over 65  | 11% |

### ***Children Tennagers***

|                   |     |
|-------------------|-----|
| No Teens          | 75% |
| One or more teens | 25% |

### ***Gender***

|        |     |
|--------|-----|
| Male   | 48% |
| Female | 52% |

### ***Education***

|                  |     |
|------------------|-----|
| Less high School | 6%  |
| High School      | 30% |
| Some College     | 32% |
| College Graduate | 25% |
| Graduate         | 7%  |

### ***Home Ownership***

|      |     |
|------|-----|
| Own  | 70% |
| Rent | 30% |

### ***Ethnicity***

|                  |     |
|------------------|-----|
| Caucasian        | 41% |
| Hispanic         | 20% |
| African American | 7%  |
| Asian            | 23% |
| Other            | 9%  |

### ***Side of Freeway Reside***

|        |     |
|--------|-----|
| West   | 42% |
| East   | 47% |
| Unsure | 11% |

### ***Income***

|                  |     |
|------------------|-----|
| Under \$25,000   | 16% |
| \$25,001-50,000  | 37% |
| \$50,001-75,000  | 27% |
| \$75,001-100,000 | 13% |
| Over \$100,000   | 7%  |

### ***Registered to Vote***

|     |     |
|-----|-----|
| Yes | 76% |
| No  | 24% |

## DESCRIPTION OF TRAIL IMPROVEMENTS AND NEW CONNECTIONS

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### TRAILS

A special working group was convened to develop options for trails within Union City. A description of the following connections lays out an optimal plan to complete a trails system for Union City residents. The trails map on pages 12 and 13 reflect these descriptions.

Connections to complete the Bay Trail and Bay Area Ridge Trail through the Union City area.

- Connect Dry Creek Trail on the east of Mission Blvd. and along the north side of Dry Creek to the High Ridge Trail in Garin/Dry Creek Regional Park.
- Provide crossing at Mission Blvd. below grade through an enlarged culvert being considered for flood control. Enhance culvert to safely accommodate pedestrian, cycling and equestrian access across Mission Blvd. Because of the use of flood control culvert for this crossing, seasonal closings will be required during storms.
- Provide an "at grade" crossing of Whipple Road near Barnard-White Middle School.
- Open section of flood control channel for trail use between Whipple Road and Railroad Ave.
- Provide grade crossing of SP railroad tracks for trail access to Railroad Ave.
- Provide bridge crossing of Dry Creek west of Railroad Ave. for connections to existing trail.
- Provide *interim* trail route using city streets. From Railroad Ave. turn right on E Street, left on 11th Street, right on F Street, crossing both BART and the UP Railroad, right on 13th Street, continue to existing trail at Dry Creek.

- Provide *permanent* separated grade crossing of both BART and UP Railroad close to Dry Creek to connect the trail and to also connect to a possible future park site identified in this area near Dry Creek.
- Improve trail under freeway between William Cann Park and San Andreas Park.
- Extend trail through San Andreas and Casa Verde Parks to neighborhood streets on interim basis. Left on San Carlos, right on Dyer, cross Alvarado-Niles Road and Smith to Sugar Mill Landing. Provide safe crossings at this intersection for access from the trail to the proposed Transit Center and the shopping center/theater complex in Union Landing.
- Provide bike racks at Union Landing.
- Provide an eventual permanent trail from San Andreas Park along existing flood control levy to Dyer Street.
- Existing trail from Sugar Mill Landing to Union City Blvd. also provides for connection to regional trails as well as connections to employment centers, the proposed Transit Center and to Union Landing. Provide safe, signalized crossing of Whipple Road at Kohoutek.

#### Alternatives for Bike Routes and Transportation Connections

- Implement bike/pedestrian paths for planned improvements to State Highway 84.
- Enhance signage and striping for existing bike routes on major arterial streets of Whipple Road, Mission Blvd., Decoto Road, Alvarado-Niles Road, Alvarado Road and Union City Blvd.
- Improve Bike Route system in neighborhoods (see below).
- Extend bike routes to include all of Whipple Road, encourage City of Hayward to designate section of Whipple Road to Industrial Parkway SW as bike route.

#### Connections to BART and proposed Intermodal Station

- Extend trail from City Center along Old Alameda Creek beyond Decoto Road to Union Square. Signalized crossings provided for this trail at Decoto and Alvarado-Niles Road and Union Square and Alvarado-Niles Road.
- Provide bike route for future extension of 11th Street to Highway 84.
- Provide connection between extension of 11th Street along flood control channel, Alameda Flood Control M Channel, to Union Square, under BART and UP Railroad Trail to connect to BART and Intermodal Station.



- Provide bike route along Myrtle Lane in the DIPSA area between Guy Emanuel Elementary School and 7th Street with connections to Mission Blvd. at Daggett and Hollyleaf Lane.
- Create a Central Bay Industrial Park Bike Route that connects to BART along 13th Street with creek crossing at Lewis Street. Bike Route extends to both Pacific and Atlantic and provides loop connection at Dowe. Connects Whipple Road at Central Ave.
- Neighborhood Trails and Community Connections.
- The City recognizes the value of connecting neighborhoods as an important way to build community. It will do so by creating a series of neighborhood trails.
- Improve and expand Bike Route network in the City by providing neighborhood bike routes and community connectors.
- Improve route on 6th Street between Whipple and Decoto School.
- Provide route from Decoto School to Mission Blvd.
- Provide route from Charles Kennedy Park to Dry Creek Bridge at Lewis Street along 13th Street.
- Provide bridge crossing for Dry Creek to complete the trail along Arizona Street from Hop Ranch Road to City Center.
- Extend bike path along Perry Road from Dry Creek to Arroyo park further east to Quarry Lakes Road leading to Quarry Lakes Regional Park.
- Provide bike route connection between Whipple Road and Kitayama School on Liston Way and Pecan Street.
- Provide trail connection between Union City Blvd. and the future Bay Trail along existing trail near Horner and Bulmer Streets, continuing west along Benston Road, around the U.S.D. Treatment Plant to the shoreline trail.