

LAND USE ELEMENT

INTRODUCTION

With its great regional access, a variety of housing stock, and tremendous opportunities for new job growth, Union City has become a vital part of Silicon Valley. Union City has several districts that can be redeveloped to meet the various strategic dimensions necessary for Union City to achieve such a goal. This Land Use Element focuses particularly on five planning districts -- the Station District, Central Technology Center, Alvarado Technology Center, Union Landing, and International Market Place District. Generally, these areas are underutilized and have obsolete uses or offer unique opportunities to enhance the services and quality of places for the community.

Other areas of the City that are specifically addressed in the Land Use Element include Mission Boulevard, Union City Boulevard, Horner/Veasby Street, the Caltrans property and the Hillside Area. These sites are seen as key areas that will develop or redevelop through the life of the General Plan.

Within the regional setting, Union City has several physical constraints that present unique challenges in planning for future growth within the community. These constraints include sensitive wetland habitat along the western city limits, steep topography on the eastern side of the City (roughly half the area of the City), and limited available land. Infill and redevelopment have emerged as the primary means for accommodating future growth. Therefore, the focus of this element is on working within those physical constraints to enhance the best qualities of the existing districts within the community.

The Land Use Element is divided into two major parts. The first major part describes the City's Land Use Diagram, the land use designations that appear on the diagram, and related development standards. This section prescribes the locations of various land uses and sets out standards for future development and redevelopment. The second major part sets out goals, policies, and implementation programs. The diagrams, designations, standards, goals, policies, and programs in this element set the basic framework to guide the type, location, intensity, and quality of future development and the protection of Union City's natural and built environment.

LAND USE DIAGRAM AND STANDARDS

The most familiar part of any general plan is the map, or land use diagram, showing the types and locations of existing and future development that the plan envisions. In order to accurately interpret the development implications of the various designations shown on the diagram, the reader must understand the intent of and the standards for each designation. The following sub-sections first describe how the standards are expressed generally, then outline the standards for each of the designations shown on Union City's General Plan Land Use Diagram.

LAND USE DIAGRAM

The Land Use Diagram designates land uses for the entire Planning Area. State planning law requires that the general plan cover all territory with the boundaries of the adopting city or county as well as “any land outside its boundary which in the planning agency’s judgment bears relation to its planning” (Government Code Section 65300). To carry out this directive, most cities formally delineate a “planning area” boundary in their general plans. For the purposes of the Union City General Plan, Union City’s Planning Area is coterminous with the City’s existing city limits.

Figure LU-1 shows the Union City General Plan Land Use Diagram. A full-scale copy of the map is available at the Union City Community Development Department.

LAND USE INTENSITY STANDARDS

State planning law requires general plans to establish “standards of population density and building intensity” for the various land use designations in the plan (Government Code Section 65302(a)). To satisfy this requirement, the General Plan includes such standards for each land use designation appearing on the Land Use Diagram. These standards are stated differently for residential and non-residential development. Following are explanations of how these standards operate.

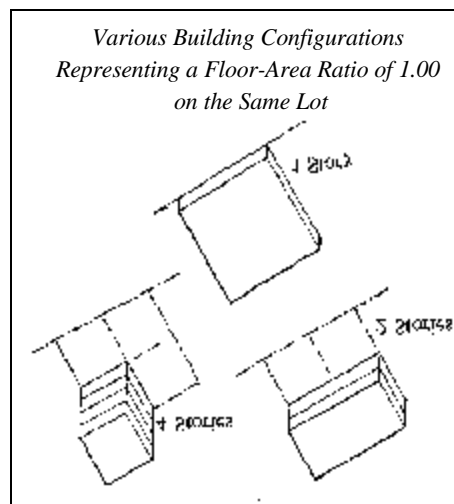
Residential Uses

Standards of development density for residential uses are stated as the allowable range of dwelling units per gross acre. The term “gross acre” includes all land (including streets and rights-of-way) designated for a particular residential use, while net acreage excludes streets and rights-of-way. In urban areas, net acreage is normally 20 to 25 percent less for a given area than gross acreage. In rural areas and open space areas, the difference between net and gross can be as low as five percent. Net acreage is the standard typically used in zoning, while gross acreage is more commonly used in general plan designations.

Standards of population density for residential uses can be derived by multiplying the maximum allowable number of dwelling units per gross acre by the average number of person per dwelling unit assumed for the applicable residential designation. Citywide in 2000, there were approximately 3.63 persons per dwelling unit.

Non-Residential Uses

Standards of building intensity for non-residential uses such as commercial and industrial development are stated as maximum *floor-area*



ratios (FARs). A floor-area ratio is the ratio of the gross building square footage on a lot to the net square footage of the lot (or parcel).

For example, on a lot with 10,000 net square feet of land area, an FAR of 1.00 will allow 10,000 square feet of gross building floor area to be built, regardless of the number of stories in the building (e.g., 5,000 square feet per floor on two floors or 10,000 square feet on one floor). On the same 10,000-square-foot lot, an FAR of 0.50 would allow 5,000 square feet of floor area, and an FAR of 0.25 would allow 2,500 square feet. The diagram to the right shows graphically how various building configurations representing an FAR of 1.00 could cover a lot.

LAND USE DESIGNATIONS

The General Plan includes 16 residential, commercial, industrial, and other land use designations that depict the types of land uses that will be allowed throughout the City. Table LU-1 identifies all of the designations along with their corresponding development intensity standards.

The land use designations are implemented largely through zoning. Table LU-2 shows which zoning districts are deemed compatible, conditionally compatible, or incompatible with the various General Plan land use designations.

Land Use Designations

Residential

Residential - 3 to 6 Dwelling Units per Acre (3-6)

The purpose of this designation is to provide areas for single family detached residential uses and activities normally associated with single family neighborhoods. Where found appropriate, innovative single family design alternatives are encouraged. This low density residential designation is the preferred residential land use designation for the City. As a result, it is the "anchor" land use in areas where adequate urban services are available and the City envisions future residential development. The lot size range for this designation is 6,000 to 10,000 square feet.

Residential - 6 to 10 Dwelling Unit per Acre (6-10)

The purpose of this designation is to provide areas for a variety of moderate intensity single family uses including detached, semi-attached and attached single family housing, mobile home parks, and zero lot line developments. Activities consistent with the prevailing single family character of the area are also appropriate in this designation. This designation is applied in areas of predominantly single family character where a greater diversity of housing type is intended. The lot size range for this designation is 3,500 to 6,000 square feet.

Residential - 10 to 17 Units per Acre (10-17)

The purpose of this designation is to provide areas intended for moderate density residential use patterns including duplexes and multifamily dwellings of greater intensity. This designation is located in transitional areas between higher intensity uses and lesser intensity single family areas. The site area per dwelling unit for this designation is as small as 2,400 square feet.

Residential - 17 to 29 Dwelling Units per Acre (17-29)

The purpose of this designation is to allow for multifamily housing at densities greater than other residential designations. This designation is intended to allow for those structural forms that promote higher density living styles. As a result, this designation is located in areas where a mixture of higher intensity activities is desired. It is typically applied near major transportation routes and facilities, and near core shopping areas. This designation also serves as a transitional land use between single family and higher intensity non-residential areas. The site area per dwelling unit for this designation is as small as 1,500 square feet.

Residential - 29 to 60 Dwelling Units per Acre (R29-60)

This designation is intended to allow high-rise, high density housing where there public transit is readily available. Where applied, development densities shall not be less than 29 units per acre. The site area per dwelling unit for this designation is as small as 726 square feet.

Commercial**Station Mixed Use-Commercial (CSMU)**

The purpose of this designation is to define an area of visual prominence through high intensity development. In order to promote Union City's identity, high aesthetic, and design standards are necessary to make the area attractive to people as a place to shop, work, and, where appropriate, live. The designation is primarily commercial in nature and is intended to promote retail and office opportunities. High density residential land use between 45 and 80 units per acre is also appropriate where it will promote, in a coordinated manner with the commercial development, the purpose of this designation.

This designation is applied to the immediate vicinity of the intermodal facility because the opportunity to connect with regional and subregional transportation providers would support a higher density of uses. The site area per dwelling unit is 544 square feet for residential and the minimum parcel size is 5,000 square feet for commercial. The floor area ratio (FAR) for buildings in this area is between 1.0 and 4.0 (with an average of 2.0), and increasing density as the parcels near the BART station.

Retail Commercial (CR)

The purpose of this designation is to provide areas for retail outlets and services demanded by either neighborhood, community, or subregional/regional markets. Office uses may be an

appropriate land use activity in order to provide an efficient use of Retail Commercial areas. Uses should be appropriate to the type of market being served. Neighborhood commercial centers emphasize those uses which provide convenience goods and services for the surrounding residential area. Retail commercial centers serving community-wide or regional needs include uses which may either be neighborhood oriented activities grouped together on a larger scale or uses that demand a larger market area. Specialty-oriented retail commercial areas contain specialized uses that require a market area larger than the community to prosper. The retail commercial designation is therefore oriented toward freeways, major arterials, and neighborhood areas. Retail commercial activities should be located and designed to minimize impacts on surrounding residential areas. In the Old Alvarado district and along Mission Boulevard, residential uses located above first floor retail would be acceptable to create a mixed-use development. In the Alvarado-Niles Road/Decoto Road area, office uses above the first floor would be acceptable. Minimum area of this designation is 5,000 square feet for neighborhood activities, 10 acres for community commercial activities, and 2 acres for specialty commercial activities. The minimum parcel size for this designation is 5,000 square feet. The floor area ratio (FAR) for buildings in this area is between 0.20 and 1.00.

Visitor and Thoroughfare Commercial (CVT)

The purpose of the Visitor and Thoroughfare Commercial designation is to provide areas for commercial activities oriented to serve the traveling public. It is intended to be located near freeway interchanges and high capacity major arterials in such a fashion as to provide safe and convenient access and minimize conflicts with nearby residential land uses. Permitted uses include, but are not limited to, hotels, motels, restaurants, service stations, and convenience stores. The minimum area for this designation is one acre. The minimum parcel size for this designation is 5,000 square feet. The floor area ratio (FAR) for buildings in this area is between 0.35 and 2.00.

Office Commercial (CO)

The purpose of the Official Commercial designation is to provide areas for professional and administrative services and offices. Uses permitted under this designation generally include the following: medical offices and clinics; law firms; accountant offices; insurance, real estate, and financial; governmental offices; social services; and non-profit organizations. Retail commercial activities that compliment or are accessory to the primary uses of the designation are also appropriate. Because of the potential intensity of uses, this designation should be located on major arterials, oriented away (by design or location) from residential areas. The minimum area for this designation is one-half acre. The minimum parcel size for this designation is 5,000 square feet. The floor area ratio (FAR) for buildings in this area is between 0.30 and 1.50.

Industrial

General Industrial (MG)

The purpose of the General Industrial designation is to provide space for a broad range of heavier industrial uses. Typically the designation is applied where large land acreage is

available. It is also applied where the impacts associated with unsightliness, noise, odor, and traffic, and the hazards associated with certain industrial uses, will not impact on residential, commercial, other less intense use areas, or on such uses as schools and transportation facilities, such as BART. General Industrial area uses are assumed to have *moderate* nuisance characteristics. Hazardous materials manufacturing or distribution is undesirable in this area. Performance standards are applied to ensure minimum potential for adverse effects, that any unavoidable adverse effects are contained on-site, and that the general objective of a high standard of property and use maintenance will be met throughout the City. The minimum parcel size for this designation is one acre in size. The maximum floor area ratio (FAR) for buildings in this area is 0.75.

Light Industrial (ML)

The purpose of the Light Industrial designation is to provide space for manufacturing and industrial uses which evidence no or very low nuisance characteristics. The designation is applied to areas where nuisance characteristics of noise, odor, traffic generation, unsightliness, or hazardous materials manufacturing or storage are undesirable. Light Industrial areas typically include high quality industrial park developments. Rail and truck facilities serve many light industrial uses. Also located in these areas are non-industrial uses which support or are adjunct to industrial uses and which are compatible with the primary industrial use. Non-industrial uses may include administrative, sales, service, and educational uses. All outdoor areas will have landscaping and screening. Further, other performance standards are applied to ensure minimum potential for adverse effects, that any unavoidable adverse effects are contained on-site, and that the general objective of a high standard of property and use maintenance will be met throughout the City. The minimum parcel size for this designation is 20,000 sq. ft. The maximum floor area ratio (FAR) for buildings in this area is 1.0.

Special Industrial (MS)

The purpose of the Special Industrial designation is to provide space for the lightest industrial operations and non-manufacturing uses that support nearby manufacturing that exhibit virtually no nuisance characteristics. Non-manufacturing uses include educational, administrative, sales and service activities. This designation provides for a smaller scale of uses, on smaller sites than would typically be found in Light Industrial designated areas. In Special Industrial designated areas nuisance characteristics of noise, odor, traffic generation, unsightliness or hazardous materials storage or handling are avoided, and almost all uses will be conducted entirely within enclosed buildings.

This designation typically includes small scale, high quality industrial park developments. It is often applied as a buffer adjacent to major thoroughfares where large landscaped setbacks are provided and as a transition area between higher intensity industrial uses and residential, commercial or other lower intensity uses. Performance standards will be applied to eliminate, or minimize to the extent reasonably possible, any potential for adverse effects, and to ensure that the general objective of a high standard of property and use maintenance will be met throughout the City. The minimum parcel size for this designation is 20,000 sq. ft. The maximum floor area ratio (FAR) for buildings in this area is 1.0.

Research and Development Campus (RDC)

The designation is intended to provide a flexible range of activities which either have very low or no nuisance characteristics. Prototypes for this designation would be "flex" space that can be adapted to office, research and development, and service/sales uses. In addition, it allows for manufacturing uses consistent with the Light Industrial designation. This designation is applied where a master plan intends to intensify industrial development over a period of years. The minimum parcel size for this designation is five acres. The minimum floor area ratio (FAR) for buildings in this area is 0.40. Buildings must be a minimum of two stories with two floors that can be fully occupied upon completion of construction. Applications for the development of sites within a 2000 foot radius of the BART station must include a master plan that demonstrates how the FAR can be intensified up to a minimum of 0.5, and preferably up to 0.65, as market demand warrants. The maximum floor area ratio (FAR) for buildings in this area is 2.0.

Resource**Open Space (OS)**

The purpose of this designation is to conserve lands that should remain as open space for passive and active recreation uses, resource management, flood control management and public safety. Uses that would typically be appropriate in this land use designation include but are not limited to public parks, playgrounds, golf courses and driving ranges, parkways, vista areas, wetlands, wildlife habitats and outdoor nature laboratories; stormwater management facilities; and buffer zones separating urban development and ecologically sensitive resources.

Agricultural (A)

The purpose of this designation is to conserve lands that should remain as open space because of their value for agricultural production. Uses that would typically be appropriate in this land use designation include but are not limited to agricultural activities and other low intensity open space type uses. The minimum parcel size for this designation is 20 acres.

Public/Institutional**Civic Facility (CF)**

This designation is applied to the City's major public buildings and facilities owned by City, County, State, Federal, or other public agencies that serve the general public. Uses include but are not limited to wastewater treatment facilities, water tanks, electrical substations, public educational facilities, community centers, libraries, museums, government offices and courts (e.g., Civic Center), transit facilities and stations, and public safety facilities (e.g., police and fire stations).

Private Institutional (PI)

The purpose of this designation is to provide appropriate locations for private institutional uses. Uses include but are not limited to cemeteries, churches, private educational facilities, private non-profit and service organizations, and continuing care retirement communities.

Areas designated as Institutional on the Caltrans property on Alvarado-Niles Road, and on the Accinelli/Cerruti property on Lowry Road are “floating zones.” Final location of the institutional use can be modified as part of the development applications for these properties. Land for institutional uses is identified in the Horner/Veasby Street area through policy statements. The minimum acreage that must be maintained for institutional uses in these specific areas is as follows:

Accinelli/Cerruti Property (APN: 543-201-4-2 and 5-2):	8 acres
Caltrans Property:	5 acres
Horner/Veasby Streets:	5 acres

TABLE LU-1					
UNION CITY GENERAL PLAN LAND USE DESIGNATIONS AND DEVELOPMENT INTENSITY STANDARDS					
Land Use Designation	Label	Residential Intensity (in gross acres)	Non-residential Intensity Floor Area Ratio (FAR)	Minimum Area for Designation	Site Area/Parcel Size Range
Residential					
Residential - 3 to 6 units/acre	R 3-6	3-6 units/acre	n/a	n/a	6,000 to 10,000 sq. ft.
Residential - 6 to 10 units/acre	R 6-10	6-10 units/acre	n/a	n/a	3,500 to 6,000 sq. ft.
Residential - 10 to 17 units/acre	R 10-17	10-17 units/acre	n/a	n/a	2,400 sq. ft. minimum
Residential - 17 to 29 units/acre	R 17-29	17-29 units/acre	n/a	n/a	1,500 sq. ft. minimum
Residential - 29 to 60 units/acre	R 29-60	29-60 units/acre	n/a	n/a	726 sq. ft. minimum
Commercial					
Station Mixed Use	SMU	45-80 units/acre	1.0 - 4.0	n/a	544 sq. ft. minimum (res), 5,000 sq. ft. (com)
Retail Commercial	RC	n/a	.20 - 1.00	5,000 sq. ft. = (neighborhood) 2 acres = (community commercial), 2 acres = (specialty commercial)	5,000 sq. ft. minimum
Visitor and Thoroughfare Commercial	CVT	n/a	.35 - 2.0	1 acre	5,000 sq. ft. minimum
Office Commercial	CO	n/a	.30 - 1.5	0.5 acre	5,000 sq. ft. minimum
Industrial					
General Industrial	MG	n/a	.75 (max.)	n/a	1 acre minimum
Light Industrial	ML	n/a	1.0 (max.)	n/a	20,000 sq. ft. minimum
Special Industrial	MS	n/a	1.0 (max.)	n/a	20,000 sq. ft. minimum
Research and Development Campus	RDC	n/a	.40 to .65 (min.) 2.0 (max.)	5 acres	5 acres
Resource					
Open Space	OS	n/a	n/a	n/a	n/a
Agricultural	A	1 unit/20 acres	n/a	n/a	20 acres

TABLE LU-1					
UNION CITY GENERAL PLAN LAND USE DESIGNATIONS AND DEVELOPMENT INTENSITY STANDARDS					
Land Use Designation	Label	Residential Intensity (in gross acres)	Non-residential Intensity Floor Area Ratio (FAR)	Minimum Area for Designation	Site Area/Parcel Size Range
Public/Institutional					
Civic Facility	CF	n/a	n/a	n/a	n/a
Private Institutional	PI	n/a	n/a	n/a	n/a

LAND USE GOALS, POLICIES, AND IMPLEMENTATION PROGRAMS

The goals, policies, and implementation programs of this section are organized according to the following categories, each of which relates to a key set of related issues pertaining to land use and development in Union City.

- # General Land Use and Community Development
- # Station District
- # Central Technology Center and Alvarado Technology Center
- # Union Landing
- # International Market Place District
- # Mission Boulevard
- # Union City Boulevard
- # Horner/Veasby Street
- # Caltrans Property
- # Hillside Area
- # Administration and Implementation

A. GENERAL LAND USE AND COMMUNITY DEVELOPMENT

Goal To grow in an orderly pattern consistent with the economic, social, and environmental needs of Union City.

LU-A.1

Policies

LU-A.1.1 The City shall promote and support the development of a healthy balance of residential, commercial, open space, institutional, and industrial businesses within the city.

LU-A.1.2 The City shall promote infill development and reuse of underutilized parcels, consistent with maintaining or enhancing the positive qualities of the surrounding neighborhoods.



Entrance to the Lincoln Alvarado Business Park

LU-A.1.3 The City shall establish incentives (e.g., streamlined permitting, specific plans, public-private partnerships) to encourage the private sector to develop infill sites.

LU-A.1.4 The City shall encourage project sites to be designed to increase the convenience, safety, and comfort of people using public transportation, walking, or cycling.

City of Union City

Land Use Element

- LU-A.1.5 The City shall monitor technological advances that may affect planning (e.g., advances in the use of electric cars, trains, changes in communications systems (i.e., cable access, wireless, etc)) and take the lead in planning for changes that may affect land use.
- LU-A.1.6 The City shall require development project design to reflect and consider natural features, noise exposure of residents, visibility of structures, circulation, access, and the relationship of the project to surrounding uses. Residential densities, building intensities, and lot patterns will be determined by these and other factors.
- LU-A.1.7 The City shall monitor county employment and housing development trends to evaluate their impact on the city’s jobs/housing balance.
- LU-A.1.8 The City shall plan and design neighborhoods that foster a sense of identity while promoting the effective and efficient provision of city services such as police protection and fire suppression.
- LU-A.1.9 The City shall accommodate the space needs of faith organizations through appropriate zoning.
- LU-A.1.10 The City shall develop a formula for granting a bonus in density or intensity of use for commercial, industrial, and residential projects (of specific sizes) that provide child care facilities.
- LU-A.1.11 The City shall encourage the siting of child care, disabled, mentally disabled, and elderly facilities compatible with community needs, land use and character, and encourage such facilities to be located near employment centers, homes, schools, community centers, recreation facilities and transit hubs.
- LU-A.1.12 The City shall encourage major restaurants to include meeting rooms that could be used for community meetings, parties, and other similar activities.

Goal To create land use patterns that promote the residential character of the community including quality housing development, and balanced, harmonious land use types.

Policies

- LU-A.2.1 The City shall continue to encourage high-quality upscale residential development by promoting opportunities to construct upscale, single-family homes allowing a mix of housing types and densities.
- LU-A.2.2 The City shall ensure that residential communities are designed with high-quality amenities by:

- a. Taking advantage of proximity to those resources to enhance public access and understanding of the natural environments where not detrimental to the natural resources;
- b. Planning to minimize residents' exposure to nuisances from noise, odors, heavy traffic, and unappealing views;
- c. Encouraging enhanced educational opportunities by locating school facilities near resources or sites that offer unique learning experiences, such as proximate to an outdoor nature laboratory, a wildlife sanctuary, etc.; and
- d. Providing neighborhood parks of sufficient size to adequately meet the recreational needs of residents.



Single family home in Old Alvarado area

LU-A.2.3 The City shall raise and enforce current standards on all rental properties in the community.

LU-A.2.4 The City shall design street patterns, community facilities, and open areas which are easily observable and promotes lawful and wholesome activities in neighborhoods.

LU-A.2.5 The City shall promote crime prevention through neighborhood and residential design.

LU-A.2.6 The City shall encourage the development of housing for elderly, disabled, and low-income households where compatible with surrounding land uses and where site conditions and service capabilities permit. Sites considered especially appropriate for these uses are those accessible to transit, commercial, and medical services.



Vintage Court senior apartments

LU-A.2.7 The City shall permit recreational uses, educational uses, faith organizations, and daycare and congregate living facilities in residentially-designated areas when they meet the standards for development that protect neighborhood character.

LU-A.2.8 The City shall continue to require the planting of street trees in all new residential developments to enhance the quality of life and character of the neighborhoods.

Goal To promote the character of the Old Alvarado and Decoto neighborhoods, and
LU-A.3 preserve and protect these neighborhoods as distinct areas of the community.

Policies

LU-A.3.1 To maintain the affordable housing stock, the City shall target its efforts to upgrade rental properties in the Decoto and Old Alvarado neighborhoods.

LU-A.3.2 The City should continue to preserve historic structures, conserve and protect the existing housing stock, provide adequate new housing, and avoid incompatible land uses in the Decoto and Old Alvarado neighborhoods.

LU-A.3.3 The City should require that new residential development in the Decoto and Old Alvarado neighborhoods be designed consistent with the scale and style of existing homes in the immediate area of the development.



Existing homes in Old Alvarado

LU-A.3.4 The City shall landscape and beautify the entrance to the Decoto neighborhood along Whipple Road. This should include the removal of unsightly structures that detract from the neighborhood ambiance.

LU-A.3.5 The City shall provide for landscape buffers along Decoto Road and Whipple roads, and along the railroad rights-of-way to increase neighborhood aesthetics.

LU-A.3.6 The City shall emphasize commercial revitalization and development in Old Alvarado while retaining its “Old California Town” character.

LU-A.3.7 The City shall preserve the single-family character and historic structures of the Decoto and Old Alvarado neighborhoods.

Goal To empower neighborhoods to identify problems and develop solutions to
LU-A.4 address local needs.

Policies

LU-A.4.1 The City shall maintain and improve neighborhoods through the use of systematic code enforcement, regulatory measures, cooperative neighborhood improvement programs and other available incentives. The City shall focus on neighborhoods identified as high priority.

- LU-A.4.2 The City shall continue to solicit active neighborhood participation in addressing neighborhood problems such as graffiti, vandalism, and poor property maintenance.
- LU-A.4.3 The City shall seek to eliminate incompatible land uses or blighting influences from residential neighborhoods through targeted code enforcement and other available regulatory measures.
- LU-A.4.4 The City shall require the preparation and adoption of specific plans and encourage broad public participation in the planning for large areas of undeveloped land or areas with special infrastructure or financing considerations.

Goal To encourage attractive, well-located commercial development to serve the
LU-A.5 needs of Union City residents, workers, and visitors.

Policies

- LU-A.5.1 The City shall promote high quality design, visual attractiveness, and consider location , adequately sized sites, views, wind direction, sun orientation, and appearance of spaciousness when building high rise buildings. Sufficient off-street parking, bike lanes, and a convenient circulation system shall also be considered for commercially-designated areas of the city.
- LU-A.5.2 The City shall seek to improve the character and viability of commercial areas and allow for a range of goods and services convenient to Union City residents and workers through planning and zoning incentives.
- LU-A.5.3 The City shall encourage automobile-oriented uses to locate parking away from the street (e.g., reverse frontage commercial centers).
- LU-A.5.4 The City shall require major new commercial projects to be designed to support mass transit and alternative modes of transportation.
- LU-A.5.5 The City shall discourage isolated and sprawling commercial activities along major roadways and instead reinforce the vitality of existing commercial centers such as Station District, Union Landing, and International Market Place.
- LU-A.5.6 As the area around the intermodal facility develops/redevelops, the City shall ensure that the existing automotive services near the BART station are relocated and accommodated in alternative locations convenient to transit.
- LU-A.5.7 The City shall encourage the development of additional commercial recreational uses and short term, accessory childcare uses in neighborhood shopping centers.

Goal To designate adequate land for and promote development of industrial uses to meet the present and future needs of Union City residents for jobs and to maintain the revenue stream for municipal services.

LU-A.6

Policies

- LU-A.6.1 The City shall pursue an aggressive marketing and business retention effort to attract the development of job-intensive, high-tech office, and high tech industrial tax revenue generating businesses.
- LU-A.6.2 The City shall encourage the conversion of existing warehousing and distribution facilities to job-intensive, light industrial and research and development uses.
- LU-A.6.3 The City shall require that industrial development avoids or minimizes creating substantial pollution, noise, glare, odor, or other significant activity that would negatively affect adjacent uses and other areas of the city.
- LU-A.6.4 The City shall require new industrial projects to be designed to support transit and alternative modes of transportation, including bicycling and walking.
- LU-A.6.5 The City shall encourage industrial development that includes the following features:
- a. Attractive building frontages that are readily visible from the public street;
 - b. Variation in the roofline;
 - c. Articulation in the walls (insets, projections, canopies, wing walls, trellis);
 - d. Large parking areas with tree coverage separated into a series of smaller parking areas with the use of landscaping and the location of buildings;
 - e. Outdoor service areas, loading bays and outdoor storage areas that are not readily visible to the public;
 - f. Attractive landscaping (e.g., berms) to enhance the business by softening buildings and parking areas; and
 - g. Public art.
- LU-A.6.6 The City should encourage industrial parking areas to be sited away from the street.

Goal To achieve maximum jurisdictional and agency coordination in all aspects of
LU-A.7 physical and social planning.

Policies

LU-A.7.1 The City shall coordinate growth and development with surrounding jurisdictions, the Local Agency Formation Commission (LAFCO), Congestion Management Agency (CMA), transit providers (Capital Corridor, etc.) and other regional agencies as appropriate to promote common goals.

LU-A.7.2 The City should continue to coordinate with special districts such as the Alameda County Water District, Union Sanitary District, and East Bay Regional Park District, as part of the land use decision-making process.

Implementation Programs

LU-A.1 The City shall continue capital improvement and housing rehabilitation programs to upgrade circulation and housing in the Old Decoto and Alvarado neighborhoods.

Responsibility:

- 9 City Council
- 9 Community Development Department
- 9 Community Redevelopment Agency

Time Frame:

- 9 Ongoing

LU-A.2 The City shall target neglected residential properties through the Neighborhood Preservation and Housing Rehabilitation Programs. The City shall work with the property owners to bring these properties into compliance with City codes.

Responsibility:

- 9 Community Development Department

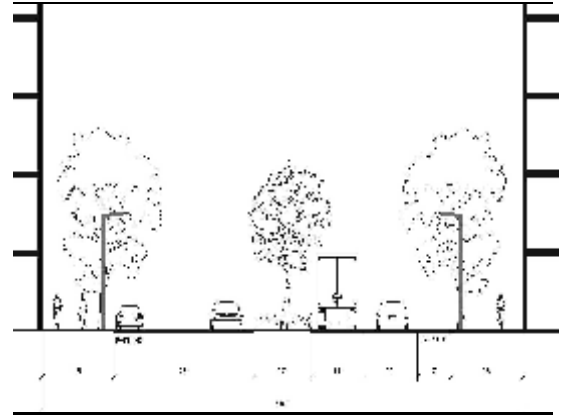
Time Frame:

- 9 On going

B. STATION DISTRICT

The Economic Development Strategy calls for mixed-use investment around the existing BART station and future intermodal facility. The Station District area contains over 175 acres of land that could develop to its maximum capacity during the life of the General Plan. The Station District refers to those lands within the DIPSA bounded by Seventh Street, Alvarado-Niles Road, Decoto Road and the city of Fremont. Of this, as much as 100 acres could be committed for development in the next few years casting the future of the area for Union City's foreseeable future. Nowhere else in the Western United States is there the same potential to leverage the synergy between a burgeoning regional economy, regional accessibility, and available land.

The City envisions the creation of a mixed-use district with an emphasis on a town center/central business district with residential, commercial, office and research and development uses serving as an important regional employment center. This District will be designed to provide strong pedestrian connections, ground floor retail, open space, high density office, research and development, light industrial, and high density residential uses.



Section of Eleventh Street through the core of the Station District

Goal To create an environment surrounding the intermodal facility that is mixed use and transit-oriented and which has good connectivity with the rest of the city while integrating well with the surrounding neighborhoods.

LU-B.1

Policies

- LU-B.1.1 The City shall ensure that the planning for the Station District complements the goals of transit providers.
- LU-B.1.2 The City shall ensure that the intermodal facility is the nucleus of a vibrant, transit-oriented mixed-use district that is a community and regional destination.
- LU-B.1.3 The City shall ensure that the Station District includes opportunities for light industrial, office, commercial, high-density mixed-income residential, ground floor retail, and community uses.
- LU-B.1.4 The City shall ensure that the Station District land uses and urban design maximize transit use and minimize automobile dependence.
- LU-B.1.5 The area surrounding the intermodal facility shall have strong public space integrated with ground floor retail commercial uses.
- LU-B.1.6 The City shall ensure that the Station District includes inviting parks, plazas, and community gathering places that complement the intermodal facility and the surrounding land uses.
- LU-B.1.7 The Station District should be pedestrian-friendly with a design that minimizes the impact of parking on the quality of the streetscape and the neighborhood.
- LU-B.1.8 The City shall ensure that the intermodal facility provides amenities including but not limited to phones, public restrooms, and information kiosks.

- LU-B.1.9 The range of uses and design of the circulation systems in the Station District should minimize the disruption of existing traffic in Union City.

- LU-B.1.10 The circulation, public spaces, and land uses of the Station District should be integrated with the surrounding neighborhoods.

- LU-B.1.11 The City shall support the siting of a childcare center serving children 0-5 years in the Station District to meet the needs of nearby businesses, residents, and public transportation users.

- LU-B.1.12 The City shall work with State and local agencies to remove the unused rail spurs and consolidate main lines.

- LU-B.1.13 The City shall explore developing community facilities that include such uses as a performing arts center, convention facilities, and meeting facilities.

- LU-B.1.14 The City shall set aside 40,000 square feet of building space for childcare and social service in the core area of the Station District near the BART station.

- LU-B.1.15 The City shall allocate adequate resources to implement the Intermodal Station District and Transit Facility Plan’s public infrastructure, coordinate among transit agencies and seek additional grant funding for the area.

Goal To establish landscape and other buffer zones between potentially
LU-B.2 incompatible uses.

Policies

- LU-B.2.1 The City shall design and implement improvements to Seventh Street south of Decoto Road with recognition that the street should be retained as a service connection for the Decoto Industrial Park to SR 84.

- LU-B.2.2 The City shall design and implement improvements to the Eleventh Street corridor so that it has a residential neighborhood boulevard character.

- LU-B.2.3 The City shall ensure that within the Station District there is sufficient right-of-way for all new roadways to provide landscaping along the roadsides and, where appropriate, within median strips, bike lanes, pedestrian ways, and other amenities.

Goal	To attract local-serving businesses to the area to support and balance residential uses in the Station District.
LU-B.3	

Policies

LU-B.3.1 The City shall promote local-serving businesses as a component of commercial expansion in the Station District so that new residents will have the choice to meet their daily shopping needs within the district.

LU-B.3.2 The City shall support the intermixing of local and larger market area uses to increase the potential vitality and economic viability of the Station District retail uses.

Goal	To encourage and support the timely redevelopment of the Station District as an area of high quality commercial, office, research and development (R&D), light industrial, residential and service commercial industries and uses, with appropriate associated uses, such as transportation links, parks, schools, etc.
LU-B.4	

Policies

LU-B.4.1 The City shall promote opportunities for consolidation of lands so that preferred land uses can be developed in the short, rather than long term.

LU-B.4.2 The City shall support efforts for timely development of circulation and other needed infrastructure improvements to eliminate bottlenecks that limit opportunities for achieving basic land use objectives. Where appropriate (e.g., the flood control system) provide for joint recreational use of public utility lands and areas.

LU-B.4.3 The City shall encourage and support early development of sales tax generating uses.

LU-B.4.4 The City shall provide open space and recreational facilities as necessary to enhance the planned built environment and meet the needs of the planned population.

LU-B.4.5 The City shall encourage the timely clean-up of contaminated sites.

LU-B.4.6 The City shall ensure that residential development occurs concurrently with or following other types of development to create a mixed-use district identity and infrastructure.

LU-B.4.7 Should the service stations at Alvarado-Niles Road and Decoto Road be displaced, the City shall plan for appropriate nearby zones to accommodate the uses.

Goal To encourage a variety of densities and types of residential uses in the area to help achieve City housing goals, ensure proper relationships to adjoining lands, and to support existing and future commercial uses within and nearby the Station District.

Policies

- LU-B.5.1 The City shall locate high density/mixed-income residential uses close to the intermodal facility.
- LU-B.5.2 Where necessary, the City shall provide a transition from existing or planned lower density residential uses to new office, light industrial, and service commercial areas and/or retail commercial use areas. Land use intensity/density should be highest adjacent to the intermodal facility and transition to lower intensity/density land use toward the edge of the Station District.
- LU-B.5.3 The City shall provide a sufficient variety of housing development to accommodate different family sizes including a sufficient number of rental and for sale units for larger families.

Goal To provide, or ensure the provision of, affordable housing in concert with the goals, policies, and standards of the adopted Union City Housing Element and Redevelopment Area requirements.

Policies

- LU-B.6.1 The City shall require all new development to comply with the affordable housing requirements of the Housing Element and the Redevelopment Plan.
- LU-B.6.2 The City shall allow for phased development of affordable housing if necessary to ensure the economic viability of the project and the other objectives of this plan.
- LU-B.6.3 The City shall locate affordable housing throughout the city and not concentrate it in selected neighborhoods.

Goal To guide all new development in the Station District in such a way as to ensure harmony with existing and potential uses both within the Station District and in adjacent neighborhoods.

Policies

- LU-B.7.1 Where appropriate, the City should ensure that new development is integrated with adjoining uses by creating connections and minimizing the separation that results from the road corridors, rail lines, and flood control channels in the area. However, there should be distinct visual separation and noise buffering between new residential uses and existing industrial uses that are to be preserved under the terms of the DIPSA Specific Plan.

- LU-B.7.2 The City shall strive to relocate old industrial uses in the Station District that act as a deterrent to new development in the area.
- LU-B.7.3 Landscaping, design, a walkway system and other elements should be used to integrate new uses with existing uses. Cohesive links should be established between neighborhoods. In particular, a safe pedestrian link should be developed between the Guy Emanuele School and the Decoto neighborhood northwest of Decoto Road.
- LU-B.7.4 The City shall require that all new development proposals include detailed plans for integrating new construction and uses with existing and planned uses on adjoining sites. In particular, residential development proposals shall include measures to ensure that new development is compatible with existing industrial uses. New residential development shall be designed to include buffering between new and existing uses. Existing industrial uses shall not be required to participate in such buffering or otherwise be adversely affected by the addition of residential uses. However, should existing industrial uses choose to expand, they shall comply with the normal design and site development review requirements of the City.

Goal To balance residential, commercial and light industrial land uses so as to achieve a high quality of life for the Station District and minimize adverse impacts on the greater community.

Policies

- LU-B.8.1 The intermodal facility shall be designed and linked to reduce the need for area residents to use private automobiles for daily work, shopping and service needs.
- LU-B.8.2 The City shall create opportunities for mixed uses within the Station District so that people can live close to work, shopping, and service activities.
- LU-B.8.3 The City should ensure that Station District land uses are in balance with citywide uses to help ensure that Union City will be a complete community, serving the diverse needs of its residents.

Goal To increase and diversify local employment opportunities, and retain existing and accommodate new light industrial uses that are compatible with City objectives for safety, environmental quality, visual quality, and revenue enhancement.

Policies

- LU-B.9.1 The City shall view existing industrial businesses as part of the mixed use program that is essential for growth and development envisioned in this district.
- LU-B.9.2 The City shall work with leaders of the Station District business community to establish and implement a program for achieving appropriate business diversity and providing for the long term support of successful and compatible business activities.

Goal To encourage timely removal of any existing industrial operations that cause significant risk to existing or planned land uses, and when necessary financially support timely clean-up of sites contaminated by wastes from previous hazardous materials users.

Policies

- LU-B.10.1 In those instances where an existing use cannot be modified to eliminate characteristics that conflict with existing or planned uses, the City should, as feasible, support relocation of the business.
- LU-B.10.2 The City should give high priority to using redevelopment funds where needed to remove incompatible uses.
- LU-B.10.3 Efforts should be made, within the provisions of existing Federal and State regulations, to force operators and/or property owners to clean-up their own sites to acceptable levels of safety. Public funds should be used only when other financial support is not available and when it is determined that timely redevelopment of the area cannot proceed without public investment.

Implementation Programs

- LU-B.1 The Redevelopment Agency shall provide capital improvement in the DIPSA area as provided in the DIPSA Specific Plan.

Responsibility:

- 9 City Council
- 9 Community Development Department

Time Frame:

- 9 Ongoing

- LU-B.2 The City shall ensure that adequate resources are allocated to implement the Intermodal Station District and Transit Facility Plan’s public infrastructure, coordinate among transit agencies and seek additional grant funding for the area.

Responsibility:

- 9 City Council
- 9 City Manager’s Office
- 9 Community Development Department

Time Frame:

- 9 Ongoing

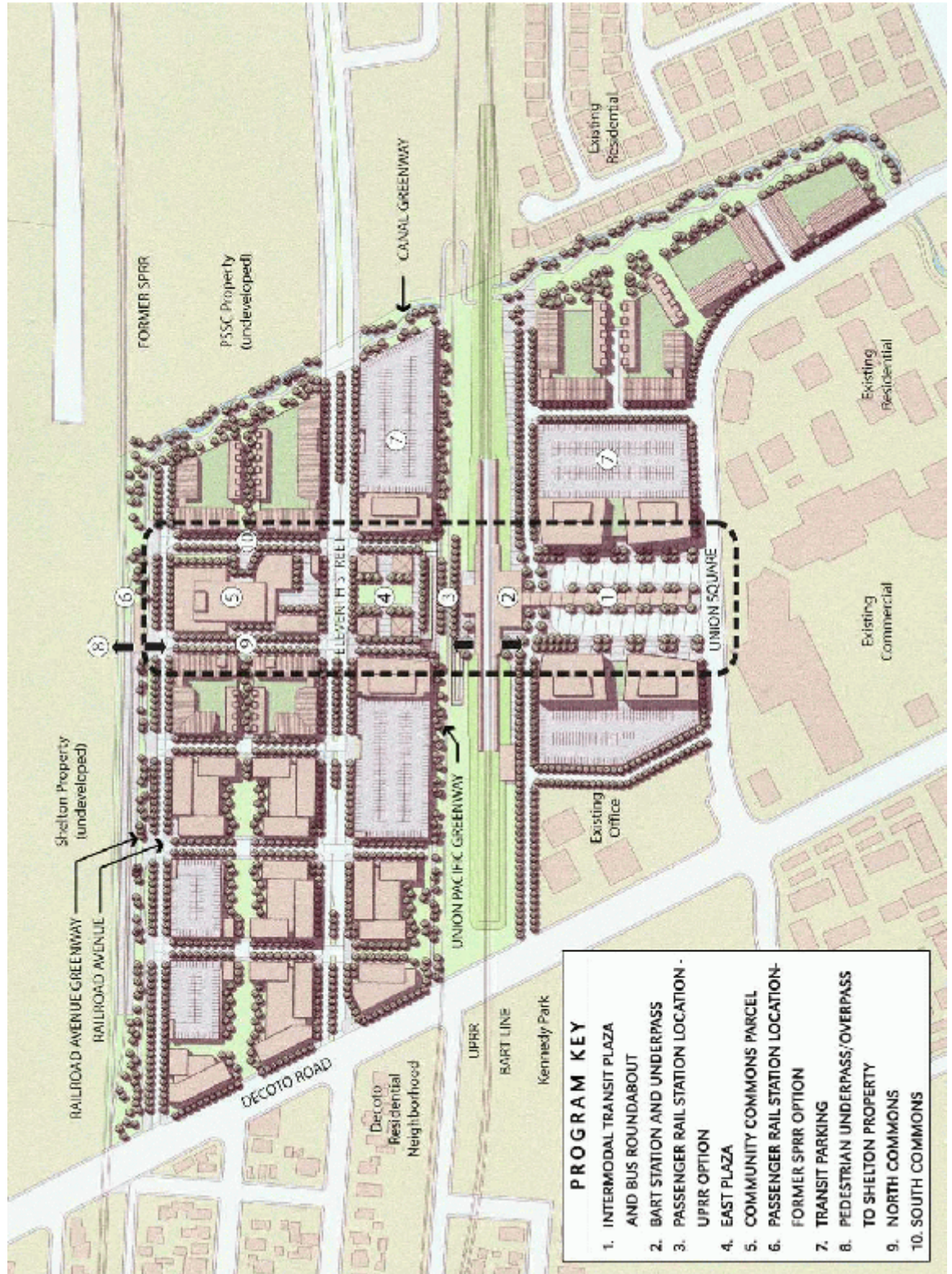


Figure LU-2
Station District Core Area Concept Plan

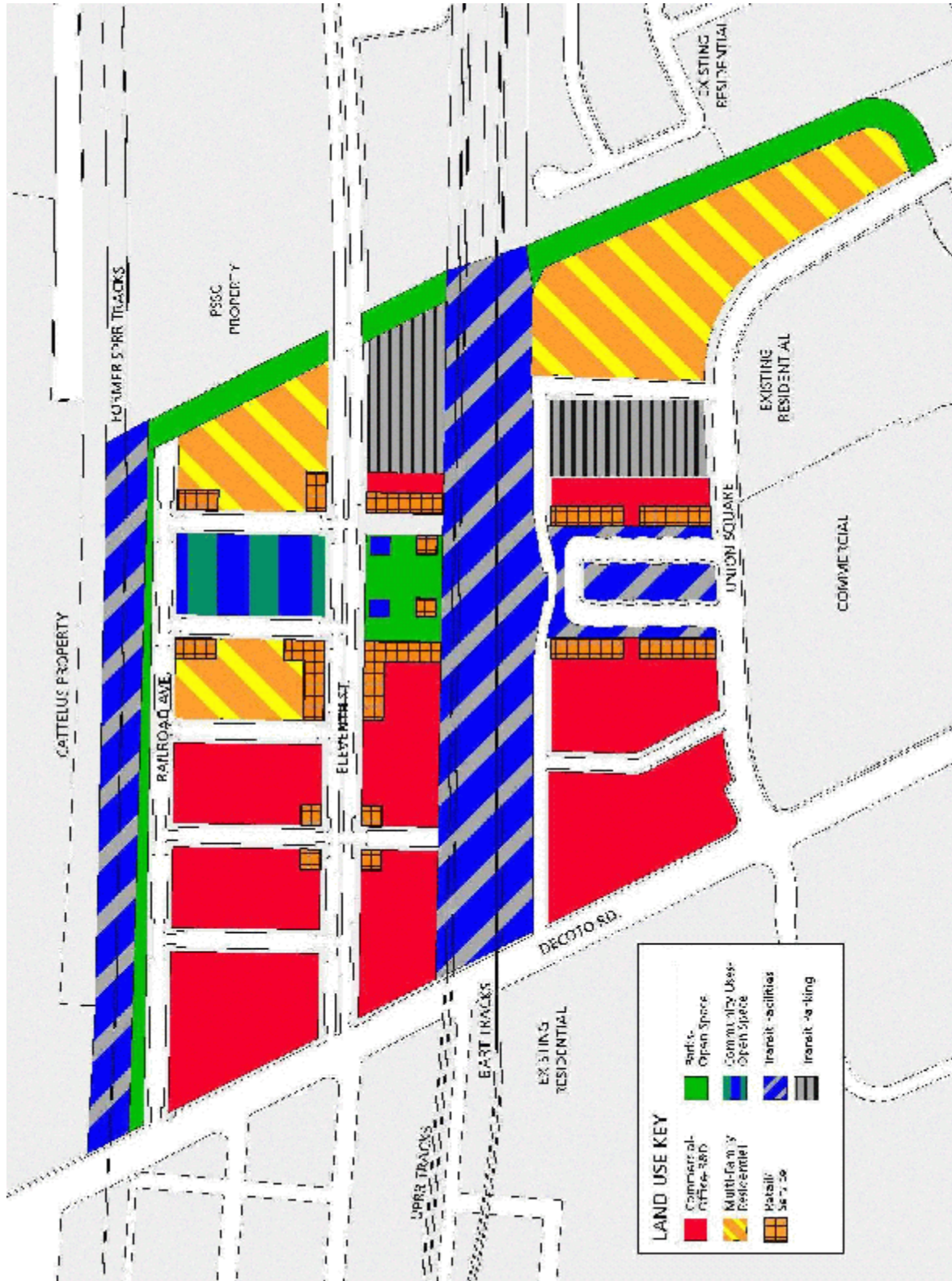


Figure LU-3
Station District Core Area Land Use Diagram

**C. CENTRAL TECHNOLOGY CENTER AND
 ALVARADO TECHNOLOGY CENTER**

The Economic Development Strategy recommends increasing the tax base, density, and quality of jobs in the Central Bay Industrial Park. Currently, this 468-acre area is comprised primarily of warehouse uses. There are about 5.9 million square feet developed at an average FAR of 0.35.

Similarly, the Alvarado Technology Center (formally known as the Alvarado Business Park) offers tremendous opportunities for employment intensification and a stronger tax base. The Alvarado Technology Center has approximately 4 million square feet of building area, with approximately 3.5 million square feet of warehousing and light manufacturing.

The City's intention is to encourage conversion of existing warehouses to light industrial and research and development uses. The goal is to create new Silicon Valley addresses -- the Central Technology Center and Alvarado Technology Center. The City would increase employment without loss of square footage, encourage higher quality development, and provide a social and business focus desirable for the next generation technology centers. It would require a concerted effort by the City to work with property owners.

Goal	To actively pursue an incentive approach that will encourage the conversion
LU-C.1	of existing warehouses to light industrial and research and development uses that will ultimately create new Silicon Valley addresses in Union City.

Policies

- LU-C.1.1 The City shall pursue an aggressive marketing and business retention effort to attract the development of job-intensive, high-tech industrial uses.
- LU-C.1.2 The City shall pursue converting existing warehousing and distribution facilities to light industrial and research and development uses.
- LU-C.1.3 The City shall actively recruit a community college small scale satellite facility to locate in the Central Technology Center to support the needs of local businesses by providing a better prepared workforce.
- LU-C.1.4 The City shall investigate alternative solutions such as structured parking, shared parking or the creation of a parking district to address parking problems that may be created by intensification of employment in the technology centers.
- LU-C.1.5 The City shall analyze the traffic impacts of new development within the Central Technology Center.

LU-C.1.6 The City shall establish express transit connections from the Central Technology Center and the Alvarado Technology Center to the intermodal facility.

Implementation Programs

LU-C.1 The City shall update the zoning ordinance to facilitate the conversion of the Central Technology Center and the Alvarado Technology Center to more job-intensive uses.

Responsibility:

- 9 Community Development Department
- 9 Planning Commission

Time Frame:

- 9 FY 02-03

LU-C.2 The City shall work closely with local property owners and the business community to develop innovative parking solutions and develop ideas for a commercial service center.

Responsibility:

- 9 Community Development Department
- 9 Economic Development Coordinator

Time Frame:

- 9 Ongoing

D. UNION LANDING

Union Landing is a 104-acre area located between I-880 and Dyer Street, south of the Whipple Road I-880 interchange and north of the Alvarado-Niles Road I-880 interchange. As of November 2000, most of Union Landing had been committed to development. The project demonstrates how the City can work with large-scale projects to meet fiscal and commercial service objectives. Build-out as a regional shopping destination, this district will require an on-going commitment to quality reinvestment to keep the area fresh and competitive.



Shops at Century 25 center in Union Landing

In the past, the city has had a limited retail commercial base. Full buildout of this area will help enhance community identity, provide a greater balance between regional and community-oriented shopping opportunities, reduce a significant sales tax leakage out of the community, and improve the balance and amount of revenue sources for the City.

Goal
LU-D.1 To continue to encourage and support the development of Union Landing as the major retail center of the city and a retail center of regional and sub-regional significance.



Office Max development in Union Landing with freeway pylon sign in background

Policies

LU-D.1.1 The City shall require that Union Landing be primarily devoted to commercial uses and activities serving regional markets. These regional uses should be located in areas having the highest visibility and good access from I-880.

LU-D.1.2 The City shall ensure that community-serving development will not detract from the development of the regional and sub-regional development types or detract from other community centers established elsewhere in Union City.

LU-D.1.3 The City shall require development of a variety of retail and commercial uses in Union Landing to broaden the shopping base and maximize the opportunity for long-term economic success.

LU-D.1.4 In order to assure that all development and performance standards established for the applicable development type are met, the City shall require all new uses proposed for Union Landing to comply with the development types described in LU-D.7.1.

LU-D.1.5 The City shall construct a public plaza within Union Landing.

Goal
LU-D.2 To encourage the development of uses, features and conditions in Union Landing that will allow the area to become the major commercial and entertainment center of Union City, including opportunities for daytime and evening uses.



Pedestrian walkway in Union Landing

Policies

LU-D.2.1 The City shall require development in Union Landing to incorporate landscaped areas that can become the focus of appropriate activities. When practical, pedestrian areas should be linked together to encourage a leisurely shopping environment.

- LU-D.2.2 The City shall require the street system in Union Landing to focus on pedestrian links. All key entry points to the Union Landing District should be enhanced to attract people to the area.
- LU-D.2.3 The City shall encourage developers to adopt street names that reflect the heritage of Union City. The naming and signing in the area should help to set a positive image for the "Union City" name.
- LU-D.2.4 The City shall require that restaurants and commercial entertainment uses be located adjacent to pedestrian areas and linked by pedestrian ways. Commercial kiosks could be developed in the area for selling flowers, newspapers, snacks, that would enhance the area for pedestrians.
- LU-D.2.5 The City shall allow up to three free-standing fast-food restaurants only within the Community Commercial area in Union Landing and upon the issuance of a use permit. The end user should be a business not currently located in Union City.

Goal	To discourage uses, and avoid actions that would be detrimental to the
LU-D.3	achievement of Goals LU-D.1 and LU-D.2.

Policies

- LU-D.3.1 The City shall not permit uses in Union Landing that could jeopardize the viability of the desired commercial activities or that could detract from the goal of setting a positive image . In particular, the City shall *not* permit the following uses:
 - a. New or used car, truck, RV, outdoor sales lots and/or repair facilities, except when developed within an Auto Mall activity area;
 - b. Residential uses, unless they are located above the ground floor of a commercial development in which retail commercial, service and/or office uses comprise at least 70 percent of the total floor area of the building;
 - c. Any form of industrial use;
 - d. Free-standing fast-food restaurants, except those located in areas intended for Community Commercial pursuant to Policy LU-D.7.1.c;
 - e. Automobile service stations; and
 - f. "Strip center" type developments that caters to convenience retail normally found in neighborhood centers.
- LU-D.3.2 The City shall discourage temporary or interim uses unless it can be demonstrated that such uses are needed to achieve the long-term goal of a viable retail center.

LU-D.3.3 The City shall prohibit in Union Landing establishment of any major institutional or community facilities that require large land areas.

Goal To ensure, to the extent practical, that all new development in Union
LU-D.4 Landing will be economically viable, that it will generate revenues to the City in excess of City costs to service development, and that it will create new jobs within the city.

Policies

LU-D.4.1 The City shall require all proposals for development where the end user is not part of the application for development to provide data sufficient to demonstrate to City officials that:

- a. The developer has provided a written schedule for completing the project in a reasonable time period;
- b. Adequate long-term management of the project has been provided for vis-a-vis operating Covenants, Conditions and Restrictions (CC&R's) or other similar maintenance agreements; and
- c. The applicant/end user shall participate with the Alameda County Training and Employment Board.

LU-D.4.2 The City should approve projects based on its determination that the mix of uses can provide greater revenue than service costs and an "elastic" revenue stream to the City. That is, the mix of uses should be such that given changing economic times the income to the City can remain relatively constant, including fulfilling reasonable expectations with regard to income growth.

LU-D.4.3 The City should require that each development proposal where an end user is not an applicant be accompanied by a specific and professionally-prepared marketing plan. This plan should show how the developer intends to market the project to tenants, and market the tenants and activities to the public. Where the development is intended to include a free-standing fast-food restaurant, a use permit application shall only be accepted by the City when located in the Community Commercial area and the end-user has been identified.

Goal To encourage unified development of Union Landing to achieve coordinated
LU-D.5 improvements and interconnections between development types.

Policies

LU-D.5.1 The City shall require all public improvements required for a project to be constructed to the standards necessary to meet the needs for full development of the entire Union Landing.

LU-D.5.2 The City shall require that all public improvements needed to serve full development of the area be paid for proportionally by all area developers based on the implementation program LU-D.1.

- LU-D.5.3 If necessary to assemble enough land for a viable project, and/or eliminate existing undesirable uses, the City should apply its redevelopment powers, including eminent domain, to the extent possible. Such actions should only be taken if landowners refuse to cooperate.
- LU-D.5.4 When appropriate, the City should use its redevelopment powers to provide capital improvements and otherwise facilitate site development.

Goal To identify and, to the greatest extent possible, minimize the potential
LU-D.6 adverse effects of development in Union Landing on surrounding areas.

Policies

- LU-D.6.1 The City shall require traffic circulation, road widening, and other street improvements (especially to streets surrounding Union Landing) to have a minimum adverse effect on adjoining properties and neighborhoods.
- LU-D.6.2 The City should encourage all development projects to provide adequate private security services.
- LU-D.6.3 The City shall require all development to be designed to incorporate the best available technology for fire safety.
- LU-D.6.4 The City shall carefully consider the impacts of noise from I-880 in siting development and in the design of buildings.
- LU-D.6.5 The City shall require that the impacts of light and glare from new development on adjacent residential areas be minimized.
- LU-D.6.6 The City shall require that adequate finished grade elevations be provided to protect development from flood hazards.
- LU-D.6.7 The City shall seek to continuously improve parking and circulation within Union Landing, including, but not limited to, modifying parking lot circulation, exploring the need for a parking garage, and supporting valet parking in the theater center.

Goal To allow the development of various forms of commercial activities
LU-D.7 recognizing changing market conditions while organizing these activities into distinctive areas within Union Landing.

Policies

- LU-D.7.1 The City shall allow the following five types of commercial development in Union Landing:
 - a. Sub-Regional Commercial - Subregional commercial developments shall provide commercial acreage for large-scale general retailers and big-box retail centers designed to attract shoppers from a wide market

area, including from areas outside the City. . Subregional commercial developments shall be identified by the inclusion of one or more large-scale, single-tenant retail buildings of over one hundred thousand square feet in floor area. Subregional commercial developments shall have the ability to draw shoppers from multiple trade areas by providing a wide variety of products and merchandise not typically found in local neighborhood commercial establishments. Such variety may be achieved by the development of adjoining groups of two or more large-scale general retailers or big-box retail centers or through the development of a wide breadth of smaller, specialized retail stores that feature products with broad, multi-area appeal adjacent to a single or small collection of large-scale anchor stores. The sub-regional commercial development type should be organized in an area of at least 20 acres in size to provide for large-scaled and smaller retail uses developed within individual buildings. High quality design and architectural detail is expected from this type of development. It is critical that this form of development be situated in such a manner to take advantage of good visibility from I-880 as well as access from the freeway interchanges at Whipple and Alvarado-Niles Roads. Thus, this development type should be located either at the northern end of The Union Landing District or at the eastern end with good access to Dyer Street and/or Alvarado- Niles Road.

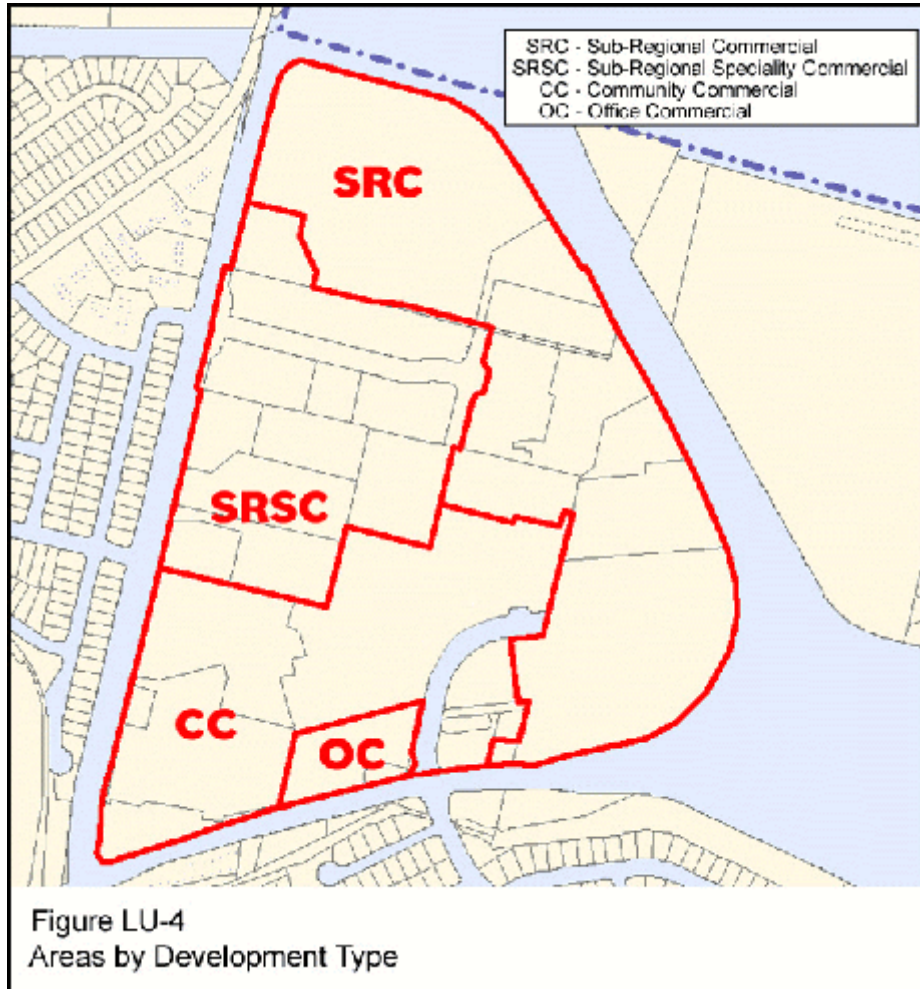
b. Sub-Regional Specialty Commercial -

Subregional specialty commercial developments shall provide a variety of specialized commercial uses which shall attract shoppers from a subregional market area, including from areas outside of the City. Subregional specialty commercial developments should provide a mix of retail in a development design that emphasizes pedestrian access, high-quality design and the promotion of subregional drawing power. Such drawing power may be created, in part, through the promotion of novel, unique, or uncommon products not normally found in local neighborhood commercial establishments. Single-use developments such as an indoor multiplex theater or hotel may also be considered under this development type provided that the project is located and designed in such a way as to complement adjacent pedestrian-oriented commercial development. This type of development, which should be clustered in an area of at least 15 acres, is intended for a variety of uses in an environment that emphasizes pedestrian access and high quality design. This development type needs to take advantage of good access from arterials such as Dyer Street or Alvarado-Niles Road. Freeway visibility is not as critical for this development type as for others. As a result, appropriate locations for this form of development would be either on the eastern, central or southern portion of The Union Landing District.

c. Community Commercial -

Community commercial development shall provide high-quality designed, pedestrian-oriented centers with uses serving the everyday needs of those who live or work in Union City. Such development should provide uses which complement rather than compete with other community centers in Union City. As a result, the City shall favor services and business types that would add to Union Landing's image as a premier regional or subregional center. This type of development shall be situated on the Syufy property at the intersection of Dyer Street and Alvarado-Niles Road, and extend up to the east side of Union Landing Boulevard including the gas station parcel, the transit center parcel and the In-N-Out fast

food restaurant. Other locations in The Union Landing District shall be developed for other development types specified in this policy.



d. Office Commercial -

This development type is intended to allow office buildings within a specific area so that office uses may contribute to the Union Landing District but not encroach into prime retail areas. An office cluster is identified at the corner of Union Landing Boulevard and Alvarado-Niles Road which will preserve the development opportunities for the regional, subregional and community commercial activity areas.

- LU-D.7.2 The City shall consider the use of "pad" commercial development. Pads are a form of development intended to provide opportunities for smaller, stand-alone commercial uses on individual parcels. Pads are typically located at the periphery of a development on parcels of two acres or less. This type of use is considered ancillary and should only be proposed in conjunction with a comprehensive development plan.
- LU-D.7.3 There should be no further spread of Community Commercial in Union Landing beyond the currently designated area.
- LU-D.7.4 To maintain flexibility and maximize the utilization of the area, the City shall require that ancillary types of development including office and "pad" commercial development be developed on no more than ten percent of the land area in Union Landing.
- LU-D.7.5 The City shall determine the appropriate development type on a project basis.
- LU-D.7.6 Where the initial project is a "stand alone" building for one use, the City shall require the applicant to demonstrate that the objectives and standards of the appropriate development type are met.

Implementation Programs

- LU D.1 The City shall prepare an improvement plan that addresses the financing and construction of improvements needed for the widening of Alvarado-Niles Road and Union Landing Boulevard.
- Responsibility:
 9 Community Development Department
 9 Public Works Department
 Time Frame:
 9 FY 02-03
- LU D.2 The City shall prepare an improvement plan that addresses a Union Landing plaza and parking structure.
- Responsibility:
 9 Community Development Department
 9 Public Works Department
 Time Frame:
 9 FY 02-03

E. INTERNATIONAL MARKET PLACE

The Economic Development Strategy identified the demand for additional commercial services in the western half of the city. During General Plan Update workshops, the community informed the City that they wanted to enhance the existing commercial centers, rather than build additional ones. The Four Corners area was identified as an opportunity site for increasing commercial services for the community and ethnic specialty foods.

The International Market Place (formally known as Four Corners) district includes parcels located on all four corners of Alvarado Boulevard and Dyers Street. There are 27.4 acres with 286,400 square feet of development zoned for community commercial uses. Densities reflect the standards of the 1970s suburbs with a low floor area ratio (0.24).

The City’s objective for the International Market Place emphasizes a commercial "density node" which will function as a community town center for Union City's west side. This would include a higher floor area ratio for commercial development and could increase the amount of commercial space by as much as 20,000 square feet. In addition, this area would add up to 20,000 square feet of public facility uses.



Shopping center on southeast corner of Dyer Street and Alvarado Boulevard

Goal	To redevelop the Four Corners commercial center as the new International Market Place with new commercial services and an emphasis on ethnic specialty foods.
LU-E.1	

Policies

- LU-E.1.1 The City shall pursue attracting new businesses and retaining existing businesses that specialize in ethnic specialty goods/foods which will create an “international” market atmosphere that reflects the ethnic diversity of Union City.
- LU-E.1.2 The City shall work with the Redevelopment Agency to redevelop the International Market Place as a commercial mixed-use town center for Union City’s west side.
- LU-E.1.3 The City shall provide for new commercial uses with an emphasis on retail and professional office uses.
- LU-E.1.4 The City shall support the development of public facilities, including a public meeting venue, in the International Market Place.
- LU-E.1.5 The City shall prepare a overall plan for the International Market Place that will address such issues as transit access, traffic circulation and pedestrian access among the four corners.

Implementation Program

LU E.1 The City shall prepare a plan for the International Market Place that will address such issues as transit access, traffic circulation, and pedestrian access between the four corners.

Responsibility:

9 Community Development Department

9 Public Works Department

Time Frame:

9 FY 02-03, 03-04

F. MISSION BOULEVARD

Mission Boulevard is a traditional community service area and gateway district to Union City. The area has served the Decoto neighborhood and passersby for several decades.

The area currently has about 66,000 square feet of development at a very low density/intensity. Overall objectives for the Mission Boulevard include intensifying community commercial services and enhancing the image of the district. The City's approach assumes there will be a proactive effort to increase the density and energy along Mission Boulevard. It assumes the area will be redeveloped as a mixed-use commercial and residential district with 35,627 square feet of new commercial space and approximately 120 new dwelling units.

Goal	To redevelop the area along Mission Boulevard from Decoto Road to the
LU-F.1	Hayward city limits to intensify the land use and provide opportunities for new commercial and residential development.

Policies

LU-F.1.1 To allow for new commercial and residential opportunities along Mission Boulevard, the City shall facilitate the relocation of the mobile home park.

LU-F.1.2 Where Mission Boulevard meets the Hayward-Union City city limit line, the City shall work with the Redevelopment Agency to make streetscape (e.g., public art) and landscape improvements that enhance the area's visual appeal and establish Mission Boulevard as a gateway to Union City.

LU-F.1.3 The City shall develop the Mission Boulevard area as a mixed-use commercial and residential district.

- LU-F.1.4 The City shall work with the Redevelopment Agency on an aggressive campaign to bring existing development up to code, remove blighted buildings, and keep the area free of trash and litter.
- LU-F.1.5 The City shall work with the Redevelopment Agency to make Mission Boulevard a safe, well-lighted pedestrian environment.
- LU-F.1.6 The City shall require buildings on Mission Boulevard be constructed to the front property line with commercial/retail uses on the first floor. Parking areas shall be located in the rear of the building to retain a commercial frontage. On-street parking shall be permitted on Mission Boulevard.
- LU-F.1.7 The City shall design and implement improvements to the Mission Boulevard corridor to enhance the entry character, reflect the historic or Mission style , and to landscape the boulevard to minimize the impression that this roadway is a dividing line in the city.
- LU-F.1.8 The City shall require residential developments along Mission Boulevard to provide entrances into the units/project that are off of Mission Boulevard. The units should have a courtyard focus and only be located above the first floor when directly adjacent to Mission Boulevard.

Implementation Program

- LU-F.1 The City shall award a contract to construct 120 affordable, residential units north of Whipple and to construct office, and commercial at the corner of Whipple Road and Mission Boulevard and Tamarack Drive and Mission Boulevard.

Responsibility:

9 Community Redevelopment Agency

Time Frame:

9 FY 02-03, 03-04

- LU-F.2 The City shall issue an RFQ to develop a mixed-use residential/commercial project between D Street E Street, 2nd Street and Mission Boulevard.

Responsibility:

9 Community Redevelopment Agency

Time Frame:

9 FY 01-02

G. UNION CITY BOULEVARD

The Union City Boulevard area between Old Alvarado and Whipple Road has about 55 acres of land, most of which is developed with warehouse and industrial uses. As of

November 2000, there was about 912,300 square feet of development in the area at an average floor area ratio of 0.32. There are approximately eight acres that are vacant.

The City intends to develop/redevelop this area as a street-oriented, light industrial, business district with more intensive uses. The City’s goal is to emphasize higher job density through warehouse conversion to flex space, infill commercial development, and design a more deliberate connection to Union City Boulevard as a business address. Development/redevelopment of this area has the potential to produce an additional 115,399 square feet of light industry/R&D through the conversion of warehouse to flex space and an additional 46,260 square feet of commercial through infill, both of which could create a total of 1,532 new jobs. The City would also like to create stronger linkages to Old Alvarado as a commercial service amenity/center.

Goal	To make a more deliberate connection to Union City Boulevard as a business address by emphasizing infill development and conversion to uses with high job density (i.e., flex space).
LU-G.1	

Policies

- LU-G.1.1 The City shall actively pursue infill opportunities for light industrial development in the northern Union City Boulevard corridor.

- LU-G.1.2 The City shall work with the Redevelopment Agency to encourage the conversion of warehouse uses to flex space to attract higher-paying, high-tech jobs.

Goal	To create stronger linkages to Old Alvarado as a commercial service amenity/center.
LU-G.2	

Policies

- LU-G.2.1 The City shall encourage retail and commercial uses to orient to the sidewalk and to maintain an active street frontage in the pedestrian-oriented parts of Old Alvarado.

- LU-G.2.2 The City shall encourage residential development in Old Alvarado behind the commercial frontage on the west side of Union City Boulevard south of Bettencourt Way to create a strong market for proposed retail activities.

- LU-G.2.3 The City should emphasize commercial revitalization and development in Old Alvarado while retaining its "Old California Town" character.

- LU-G.2.4 The City shall continue to utilize the existing Old Alvarado design guidelines.

- LU-G.2.5 The City shall construct a gymnasium on Union City Boulevard in the Old Alvarado District, south of Horner Street.

Implementation Programs

LU-G.1 The City shall continue capital improvement and housing rehabilitation programs to upgrade circulation and housing in Old Alvarado.

Responsibility:

- 9 City Manager’s Office
- 9 Community Development Department

Time Frame:

- 9 Ongoing

H. HORNER/VEASY STREET

The Horner/Veasly Street site, which lies within the Redevelopment Project Area, includes about 18 acres of vacant and underutilized land on the west side of Union City north of the Union Sanitary District Treatment Plant. Intensive residential uses are not appropriate for this site given its proximity to the treatment facility and to existing housing, and lack of public transit. The City intends to encourage light industrial development in the area.



New Union Sanitary District office building in the Horner/Veasly Street area

Goal	To develop the Horner/Veasly
LU-H.1	Street site as light industrial and allow some portion of the site to be used by faith organizations.

Policies

- LU-H.1.1 The City shall support the redevelopment of the area for light industrial use.
- LU-H.1.2 The City shall redesignate/rezone a portion of the site to accommodate faith organizations if environmental investigations reveal that the site is suitable for such development.

Implementation Program

None identified beyond existing programs.

I. CALTRANS PROPERTY

The 35-acre Caltrans Property is located south of Alvarado-Niles Road on the eastern end of the city. The City recognizes this site as an important future gateway and potential open space resource and would like to develop the site with residential and recreational uses. There is a tremendous opportunity to develop the park so that it could complement Quarry

Lakes and extend into Fremont. Some portion of the land would also be developed as single-family residential. The availability of the Caltrans property is dependent on the construction and configuration of Route 84 connections to Union City.

Goal	To create a community park site that serves as a gateway to Union City
LU-I.1	along Route 84.

Policies

- LU-I.1.1 The City shall make efforts to purchase the Caltrans property and expand Arroyo Park.
- LU-I.1.2 The City shall ensure that Arroyo Park is functionally linked to Quarry Lakes (in the city of Fremont) by park and open space areas along Alameda Creek.
- LU-I.1.3 The City shall strive to design the park so that it buffers residential uses from State Route 84 and provides recreation facilities to serve the neighborhood and the community as space allows.
- LU-I.1.4 The City shall allow single-family residential to develop on the remainder of the Caltrans property, if any, that is not utilized for park or SR 84.

J. HILLSIDE AREA

The Hillside Area, consisting of roughly 6,100 acres to the north and east of Mission Boulevard in Union City, and approximately 1,000 acres in an adjacent area in Fremont, is largely undeveloped and located at the edge of existing urban development. The area's development is guided and regulated by the *Hillside Area Plan*, adopted on July 25, 1995. The area includes the East Bay Regional Park District's Dry Creek Pioneer Regional Park. The Plan area within Union City was the subject of the City's Measure B, passed by Union City voters in 1989 which required the preparation of an Area Plan. The Plan implements the goals of Measure B which include the following: establishing a density limit for development; preserving the area's natural appearance; encouraging the continuation of agricultural uses; preserving critical natural ecological systems; protecting the watershed; identifying and preserving archaeological, historical, and cultural resources; providing a continuous flow of open space; encouraging cluster development that harmonious with the natural environment; providing high quality residential housing; providing adequate city services; providing general guidelines and standards for reviewing any development; requiring developers to pay their fair share of on-site and off-site costs; and ensuring traffic from new development does not overburden streets in the area.

The Area Plan is primarily a policy document with policies that guide land use, circulation, municipal service provision, and resource preservation in the Hillside area. The policies of this Plan were incorporated into the *Union City General Plan*.

The planning process for the Hillside Area is iterative, which means that several phases of planning will occur before development occurs in the area. Measure B requires that a Specific Plan be prepared prior to any development that takes place in portions of the

Hillside Area that were designated for agriculture at the time the Measure was adopted. At that time, some of the policies in this Area Plan may need to be re-evaluated in accordance with the additional level of detail that the Specific Plan process will include.

As a result, specific densities for development in the development areas and the environmental review for the Area Plan does not include site specific analysis of environmental factors. These steps will be completed during the future Specific Plan process.

Following the passing of Measure B, the people of the city of Union City voted for and passed another ballot measure—Measure II— in November 1996 that ensures that the development policies of the Hillside Area Plan may not be changed without a public debate and a vote of the people of Union City. The 53 development policies that appear in the Hillside Area Plan are protected from any amendment or appeal by the City Council. This measure seeks to prevent transitory short-term decisions that may jeopardize the original intent of the Hillside Area Plan, which is to protect the hillside area from environmentally-destructive hillside development.

Goal	To provide for the orderly development of the Hillside Area that protects and enhances the area’s natural resources.
LU-J.1	

Policies

LU-J.1.1 The City shall allow development of the Hillside Area according to the Hillside Area Plan policies listed in Appendix B.

K. ADMINISTRATION AND IMPLEMENTATION

The effectiveness of the General Plan ultimately depends on how it is implemented and maintained over time. State law requires that most actions of local governments affecting the physical environment be consistent with the general plan, and sets out guidelines for the plan’s monitoring, updating, and amendment.

The following section contains goals, policies, and implementation programs to ensure that the City of Union City maintains a high level of attention to the General Plan by providing for routine review and update of the Policy Document and Background Report and ensuring that other City regulations and ordinances are consistent with the General Plan.

Goal	To provide for the ongoing administration and implementation of the General Plan.
LU-K.1	

Policies

- LU-K.1.1 The City shall review and amend, as necessary, applicable ordinances and regulations to ensure consistency with the General Plan.
- LU-K.1.2 The City shall review the General Plan annually and amend it as deemed necessary.
- LU-K.1.3 The City shall not amend the General Plan more than four times per year. Each amendment, however, may include multiple changes. Any amendments requires Planning Commission and City Council public hearings.
- LU-K.1.4 The City shall conduct a major review of the General Plan, including the General Plan Policy Document and Background Report, every five years and revise it as deemed necessary.

Implementation Programs

- LU-K.1 The City shall review and amend, as necessary, applicable ordinances and regulations referenced herein to ensure consistency with the General Plan. These shall include the following:
- a. Zoning Ordinance
 - b. Subdivision Ordinance
 - c. Development standards
- Responsibility:
- 9 Public Works Department
 - 9 Community Development Department
- Time Frame:
- 9 FY 02-03, as necessary
- LU-K.2 The City shall implement the provisions of this General Plan through its ongoing project review process.
- Responsibility:
- 9 Planning Commission
 - 9 City Council
 - 9 Community Development Department
- Time Frame:
- 9 Ongoing
- LU-K.3 The Planning Commission shall review the General Plan annually, focusing principally on actions undertaken in the previous year to carry out the implementation programs of the Plan. The Planning Commission's report to the City Council shall include, as the Commission deems appropriate, recommendations for amendments to the General Plan. This review shall also be used to satisfy the requirements of Public Resources Code §21081.6 for a mitigation monitoring program.

Responsibility:

9 Planning Commission

9 Community Development Department

Time Frame

9 FY 02-03; annually thereafter

LU-K.4 The City shall conduct a major review of the General Plan, including the General Plan Policy Document and Background Report, every five years and revise it as deemed necessary.

Responsibility:

- 9 City Council
- 9 Planning Commission
- 9 Community Development Department

Time Frame:

- 9 FY 06-07; every five years thereafter

LU-K.5 The City shall investigate and implement, as appropriate, mechanisms to be used for funding the five-year update of the General Plan.

Responsibility:

- 9 City Manager's Office
- 9 Community Development Department

Time Frame:

- 9 Ongoing

