

## CHAPTER 5: LAND USE AND ECONOMIC DEVELOPMENT



# LAND USE AND ECONOMIC DEVELOPMENT

## TABLE OF CONTENTS

Introduction .....	5.0-1
Purpose.....	5.0-2
Relationship to Other General Plan Elements .....	5.0-3
Related Plans, Agencies and Programs .....	5.0-4
Issues and Considerations.....	5.0-6
Planning Boundaries and Sphere of Influence.....	5.0-6
Demographic Trends and Projections.....	5.0-7
Economic Development .....	5.0-12
Housing .....	5.0-13
Land Use Designations and Standards.....	5.0-19
Land Use Opportunities and Constraints .....	5.0-25
Issues this Element Addresses .....	5.0-39
Goals, Policies and Actions .....	5.0-39

## TABLES

Table 5.1	Population Trends and Projections for Pinole .....	5.0-8
Table 5.2	2000–2005 Demographic Profile for City of Pinole and Contra Costa County .....	5.0-8
Table 5.3	Contra Costa County 2009 Income Ranges.....	5.0-14
Table 5.4	Housing Needs Allocation, 2007–2014 .....	5.0-14
Table 5.5	Three Corridors Specific Plan Areas .....	5.0-24
Table 5.6	Existing Land Use Acreage .....	5.0-24
Table 5.7	Three Corridors Specific Plan Area Acreage.....	5.0-30

## FIGURES

Figure 5.1	Pinole City Limits and Sphere of Influence.....	5.0-9
Figure 5.2	Pinole's Ethnic Composition in 2000 .....	5.0-11
Figure 5.3	Pinole Sphere of Influence Neighborhoods and Land Use Designations.....	5.0-15
Figure 5.4	Pinole Vacant Land .....	5.0-17
Figure 5.5	Draft General Plan Land Use Map .....	5.0-27
Figure 5.6	San Pablo Specific Plan Project Area .....	5.0-31
Figure 5.7	Pinole Valley Specific Plan Project Area .....	5.0-33
Figure 5.8	Appian Way Specific Plan Project Area.....	5.0-35
Figure 5.9	Resource Areas and View Corridors.....	5.0-37



# LAND USE AND ECONOMIC DEVELOPMENT

## VISION STATEMENT

The City will be a memorable destination and provide a balanced mix of housing, jobs, commercial activities and services, as well as cultural and civic amenities. Pinole will foster an integrated mix of uses that are connected by lively streets and contiguous open space areas.

Pinole will have walkable neighborhoods, each with a center of activity.

## INTRODUCTION

Pinole is a bedroom community with small-town character and modern amenities. The small-town character that makes Pinole a desirable place to live and visit is rooted in Pinole's Old Town area, where most major civic facilities are located, and established residential neighborhoods. More modern services can be found in development projects such as the Kaiser Medical Office Building and redeveloped Pinole Valley Shopping Center. Established neighborhoods and new development are linked together by community greenways, paths, roads and park facilities. Regional shopping centers located adjacent to Interstate 80 attract visitors from throughout western Contra Costa County and make Pinole an accessible and attractive place for

people to work, shop and conduct business. The goals, policies and actions in the Land Use and Economic Development Element are intended to maintain Pinole's historic roots and small-town character, while providing the framework for the city to grow as a dynamic place with a balanced mix of land uses and a strong sense of identity that complements historic patterns and trends.

It is anticipated that Pinole will have minimal growth in the future. This growth will likely be modification of uses and infill development. Pinole does not anticipate expanding its Sphere of Influence (SOI) or annexing any land into the city in the foreseeable future. As required by Measure C and Measure J, the General Plan will address how future growth will impact community services and facilities in the Growth Management Element (Chapter 4), Community Services and Facilities Element (Chapter 8) and Circulation Element (Chapter 7).

The Land Use and Economic Development Element provides goals, policies and actions that achieve the following objectives:

1. Concentrate new development on Pinole's primary transportation corridors. By growing inward and along corridors that can accommodate transit, bicycles and pedestrians, the General Plan seeks to build on the city's historic land use patterns and improve the standard of living through the provision of additional high-quality services and shopping. The General Plan also looks to provide a logical and convenient interface between land uses to minimize the vehicular travel distances between residences, employment, services, shopping and recreational spaces.
2. Support economic development to improve the jobs/housing balance, attract catalyst businesses and ensure an economically sustainable community.

# LAND USE AND ECONOMIC DEVELOPMENT

3. Protect ridgelines, community buffers, the San Pablo Bay shoreline, creeks, waterways and other environmental resources.
4. Retain and preserve existing businesses, particularly those which provide job opportunities and living wages for residents of Pinole.
5. Preserve open space by concentrating development densities and creating opportunities for urban agricultural areas. Urban agricultural areas provide opportunities for community gardening and specialty crop production. Preserved private open space and urban agriculture areas could also create opportunities for recreation and education.
6. Guide waterfront development to include enhanced public access, increased public recreational uses, Bay Trail connections, reuse of the RV Park property, and available area for the wastewater treatment plant expansion and Pinole Creek restoration.



## PURPOSE

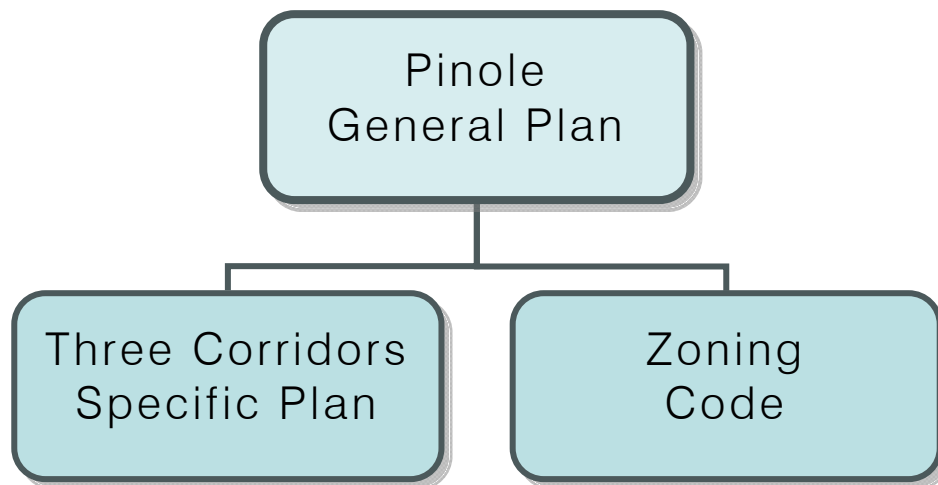
The Land Use section of this element provides the central framework for the General Plan and serves as a compass to guide the public, planners, decision-makers and city staff on the desired pattern of development in Pinole. It describes both existing and future land use activity and how the city should grow, and identifies the distribution, location and intensity of all land use types throughout the city. Text, maps and diagrams establish the blueprint for future land uses within the city and describe how these uses are integrated with the other General Plan elements and policies.

The Economic Development section provides information that is vital and relevant to the desired pattern of land uses. This section attempts to identify the City's strengths and weaknesses as it seeks to provide a full range of employment, housing, commercial, industrial and entertainment options to residents. The element establishes goals, policies and actions to improve the City's prosperity, maintain regional competitiveness, ensure accessibility to assets, and set fair and equitable policies for development.

# LAND USE AND ECONOMIC DEVELOPMENT

Both sections of this element express a vision for the future where sustainable development and land use practices provide for the needs of existing residents and businesses while preserving choices for future generations.<sup>1</sup>

The Land Use and Economic Development Element of the General Plan will be implemented by the Zoning Code and by subsequently adopted Specific Plans. The General Plan provides broad policy direction related to land use, while the Specific Plans and Zoning Code provide property-specific standards that implement the Land Use and Economic Development Element.



General Plan land use designations establish the type and intensity of land use that is desirable for identified areas of a city. Because Specific Plans and the Zoning Code must be consistent with the General Plan, land use designations are usually written to accommodate a broad range of uses and development intensities so that the City has the flexibility to implement desired projects.

## RELATIONSHIP TO OTHER GENERAL PLAN ELEMENTS

The Land Use and Economic Development Element relates directly to all other elements of the General Plan. Land use planning takes into consideration balanced housing needs and housing choices identified in the Housing Element. The distribution, location and proximity of land uses to one another and to circulation systems directly impact the accessibility and economic vitality of the city; and policies related to lot coverage, density and building form directly impact the character of a

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*While it is the Land Use Element that primarily addresses issues of land use, several other elements, particularly the Community Character, Circulation, Housing, and Natural Resources and Open Space elements, are also concerned with some of the important aspects that contribute to Pinole's unique "sense of place."*

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<sup>1</sup> Sustainable development practices refer to the use of architectural and planning methods that address the needs of the present without compromising the ability of future generations to meet their own needs. Specific examples include the use of solar panels for energy conservation, placing jobs near housing to reduce vehicle trips, and infill development in urban areas to reduce the consumption of agricultural land. Policies related to sustainability are identified with a 🌱 symbol.

# LAND USE AND ECONOMIC DEVELOPMENT

community. The Economic Development portion of this element is supported by the Land Use section through policies related to density, intensity and infill of underutilized properties, redevelopment and reinvestment, and the creation of a vibrant economy in Pinole, specifically in the areas of Old Town, San Pablo Avenue, Appian Way and Pinole Valley Road. Both sections of the element cover how the City will guide development for the next 20 years.

Natural and man-made hazards, development constraints, conservation policies that affect the potential siting of land uses, open space policies, and policies that integrate parks and open space into development are all addressed in both the Natural Resources and Open Space Element and the Health and Safety Element. Land use classifications and development standards in the Land Use and Economic Development Element create a physical form related to the community design principles and aesthetic policies of the Community Character Element. The Community Character Element also sets forth policy direction creating an identity for Pinole that makes it a distinctive place in the region and supports economic development activities.

The Community Services and Facilities Element relates to this element through examination of available community services, public facilities and public services, and then providing for comprehensive infrastructure and service systems now and for the projected future needs of the community.

A circulation plan is established in the Circulation Element to accommodate increased traffic from the planned development outlined in the Land Use and Economic Development Element. The Circulation Element contains policies related to improving circulation and access between land uses in order to support economic development and to reduce greenhouse gas emissions.

The Sustainability Element expresses a vision for the future where sustainable development and conservation practices provide for the needs of existing residents and businesses while preserving choices for future generations. Of particular importance to the Pinole community are the preservation and enhancement of Pinole Creek and its watershed, access and use of the shoreline along San Pablo Bay, protection of the ridgelines around Pinole and connection to the Bay Trail in Pinole. Finally, the other General Plan elements ensure that the infrastructure, services and environmental quality standards necessary for development are available to accommodate planned land uses.

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*The Land Use Element addresses the desired pattern of existing and future development to achieve the City's long-range goals for physical development.*

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Where the overlap can be identified, cross-references are provided to alert the reader to specific sections of the related elements.

## **RELATED PLANS, AGENCIES AND PROGRAMS**

A number of land use plans and programs have a direct bearing on the Land Use and Economic Development Element. Critical among them are the general plans for Contra Costa County and the cities of Hercules, Richmond and San Pablo, the West County Action Plan, the Bay Trail and Water Trail plans promulgated by the Bay Conservation and Development Commission, and the Pinole Redevelopment Plan. Because the cities of Pinole and Hercules are linked by Interstate 80, San Pablo Avenue and the Bay Trail, as well as railroad lines; share the lower portion of the Pinole Creek Watershed and San Pablo Bay; and



# LAND USE AND ECONOMIC DEVELOPMENT

currently still share a common wastewater treatment facility, the land use decisions in one city have the potential to impact circulation and public services in the other.

**City of Pinole Capital Improvement Program (CIP).** The City's CIP is a five-year capital plan that is updated annually to prioritize and schedule capital projects that implements policies and objectives including economic development, housing, infrastructure, parks and open space, and citywide beautification.

**The San Francisco Bay Trail Plan.** Adopted in 1987, Senate Bill 100 directed the Association of Bay Area Governments (ABAG) to develop a plan to create a recreational corridor that became the Bay Trail. The plan for the Bay Trail proposes development of a regional hiking and bicycling trail around the perimeter of San Francisco and San Pablo bays. The plan prepared by ABAG pursuant to Senate Bill 100 mandated that the Bay Trail provide connections to existing park and recreation facilities, create links to existing and proposed transportation facilities, and be planned in such a way as to avoid adverse effects on environmentally sensitive areas. As of 2009, approximately 240 miles of the alignment — over half of the Bay Trail's ultimate 400-mile length — have been completed. Though the goal of the San Francisco Bay Trail Plan is to secure continuous access around San Francisco Bay, the Bay Trail does not presently provide continuous access through Pinole.

**The San Francisco Bay Area Water Trail.** Adopted in 2005, the San Francisco Bay Area Water Trail Act establishes the San Francisco Bay Area Water Trail to link access to the waters of the San Francisco Bay and Suisun Marsh that are available for navigation by human-powered boats and beachable sail craft, and to provide for diverse water-accessible overnight accommodations. The act requires the Bay Conservation and Development Commission (BCDC), in collaboration with the State Coastal Conservancy and ABAG, to establish and coordinate a collaborative partnership with other interested parties in the development of a plan to establish the Water Trail. The Pinole access point to the Water Trail is in Bayfront Park.

**The West Contra Costa County Action Plan.** Action Plans are a requirement of the Measure J Growth Management Program administered by the Contra Costa Transportation Authority (CCTA). The primary purpose of the Action Plans, which are developed by regional transportation subcommittees of the CCTA (WCCTAC serves this function in Pinole), is to establish policies for managing the traffic impacts from new development on regional routes. The 2000 update of the West County Action Plan document identifies San Pablo Avenue and Appian Way as routes of regional significance through Pinole, supports changes in how traffic flows are managed on Interstate 80, and establishes several new Traffic Service Objectives (TSOs) that mostly relate to alternative modes such as ferry usage, bicycling and walking.

**West Contra Costa Transit Authority Short Range Transit Plan (SRTP).** The SRTP is a planning tool to help the CCTA in the development and provision of transit services in the cities of Pinole and Hercules and in unincorporated areas of Rodeo, Crockett, Port Costa, Tara Hills, Montalvin Manor and Bayview in western Contra Costa County.

**East Bay Regional Park District (EBRPD) Master Plan.** The Master Plan defines the vision and mission of the Park District and sets priorities each decade for the District to manage its land holdings and operations that include 65 regional parks, over 100,000 acres of open space,

# LAND USE AND ECONOMIC DEVELOPMENT

and 1,100 miles of trails within Contra Costa and Alameda counties including portions of Pinole. The policies set forth by the Master Plan help guide the stewardship and development of current and future parks in such a way to maintain a balance between the need to protect and conserve natural resources while offering recreational use of parklands.

**The Contra Costa County, Richmond, Hercules and San Pablo General Plans.** These general plans establish land use and circulation improvements for adjacent jurisdictions. Land use in the City of Pinole has the potential to influence, and be impacted by, policies, programs and actions that are implemented by these general plans. In particular, planned developments in Hercules and the unincorporated community of El Sobrante could increase traffic volumes through the City of Pinole and, in the case of Hercules, create opportunity for alternative forms of transit at a planned ferry terminal and rail station.

**Economic Development Strategy.** Adopted in 1999, the Economic Development Strategy establishes goals and strategic themes to support economic prosperity, identifies six opportunity zones where economic development should occur and establishes an implementation process for achieving the identified goals. Though intended as a five-year strategic plan, many of the goals and implementation ideas remain valid in 2010 and influence Pinole land use decisions.

**Five-Year Implementation Plan.** The Pinole Redevelopment Agency is required to adopt a Five-Year Implementation Plan that will guide the agency in implementing programs and projects that eliminate blight and satisfy affordable housing obligations. The Implementation Plan provides valuable insight into the Agency's economic development priorities.

## ISSUES AND CONSIDERATIONS

### PLANNING BOUNDARIES AND SPHERE OF INFLUENCE

The City of Pinole occupies a land area of approximately 5.45 square miles with a Planning Area of approximately 13.3 square miles. State law requires a municipality to adopt a general plan that addresses physical development within the city or county and for "any land outside its boundaries which in the planning agency's judgment bears relation to its planning" (California Government Code Section 65300). The Planning Area boundary (the study area for the General Plan Update) reflects the City's current Sphere of Influence. A Sphere of Influence (SOI) or Planning Area is a boundary that includes incorporated and unincorporated areas. These areas are related to the City's current and future land use planning and growth.

The SOI for the City of Pinole includes all lands within the incorporated city limits, as well as additional lands just beyond the city limit line. There are four such areas in the SOI but beyond the city limits:

- **Montalvin Manor:** Lands just beyond the southwestern city limit near San Pablo and bordered on the south by Richmond Parkway.
- **El Sobrante:** Lands just beyond the south city limit near the unincorporated area of El Sobrante.

# LAND USE AND ECONOMIC DEVELOPMENT

- **Tara Hills:** Lands beyond the southwestern city limit located south of San Pablo Avenue. A portion of Tara Hills is located within the city limits; the balance is located in the county.
- **Bayview:** Lands just beyond the western city limit between the railroad and the Bay.

The City provides emergency services to the four unincorporated areas within the Sphere of Influence. The city limits and SOI are shown in **Figure 5.1**. The neighborhoods in the SOI and their proposed land use designations are shown in **Figure 5.3**. The General Plan promulgates annexation criteria to identify circumstances under which the City may wish to consider annexing adjoining lands.

Contra Costa County has proposed redevelopment of the area encompassing Montalvin Manor, which is currently in the City's SOI. The City should play an active role in the redevelopment planning for Montalvin Manor in order to determine whether this area should be annexed to the City of Pinole or removed from the SOI. Among the issues the City should consider is the possibility of creating an open space buffer at the southern boundary of the city to provide an urban separator between the city and the new development.

## DEMOGRAPHIC TRENDS AND PROJECTIONS

Demographic information is based in large part on 2000 U.S. Census information that does not reflect more recent changes in economic conditions or changes in Pinole. During preparation of the General Plan, the nation experienced a severe recession. Accordingly, demographic information contained in the General Plan likely overstates employment and understates poverty and unemployment in 2010 and does not accurately depict changes that resulted from the closure of Doctors Hospital in 2006 or the opening of the Kaiser Medical Office Building in 2009. Though demographic information derived from the U.S. Census and ABAG projections may not depict conditions at the time the General Plan was prepared, data from these sources remains useful for monitoring trends and conditions over time and as a tool for planning into the future.

### Population

After experiencing rapid growth in the 1950s, '60s and '70s, population growth in Pinole slowed in the 1980s and '90s and is expected to average growth of less than 1 percent per year for the foreseeable future. The City of Pinole's population changes and expected future trends are summarized below in **Table 5.1**. The most notable increases occurred during the 1950–1970 period, when the city grew from 1,147 to 13,266 residents, a 1,240 percent increase in just 20 years. After 1970, population growth became more moderate, growing at 10 to 20 percent every decade. The population grew even more slowly in recent years, with the slower pace projected to characterize growth into the future. In part, this is the result of the city attaining buildout conditions with comparatively little available vacant land for new development. Though land use changes that increase development densities would create incentives for higher growth rates, these rates would be tempered by the fact that most properties are already developed. Infill redevelopment of sites would likely occur as the cost of maintaining and modernizing aging properties make redevelopment to higher densities a more attractive alternative to continued maintenance.

# LAND USE AND ECONOMIC DEVELOPMENT

**Table 5.1**  
**Population Trends and Projections for Pinole**

Year	Population
– 1940	– 934
– 1950	– 1,147
– 1960	– 6,064
– 1970	– 13,266
– 1980	– 14,253
– 1990	– 17,460
– 2000	– 19,039
– 2005	– 19,300
– 2008	– 19,629
– 2010	– 20,100
– 2015	– 20,300
– 2020	– 20,700
– 2025	– 21,200
– 2030	– 21,800

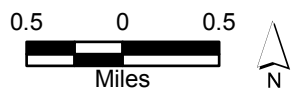
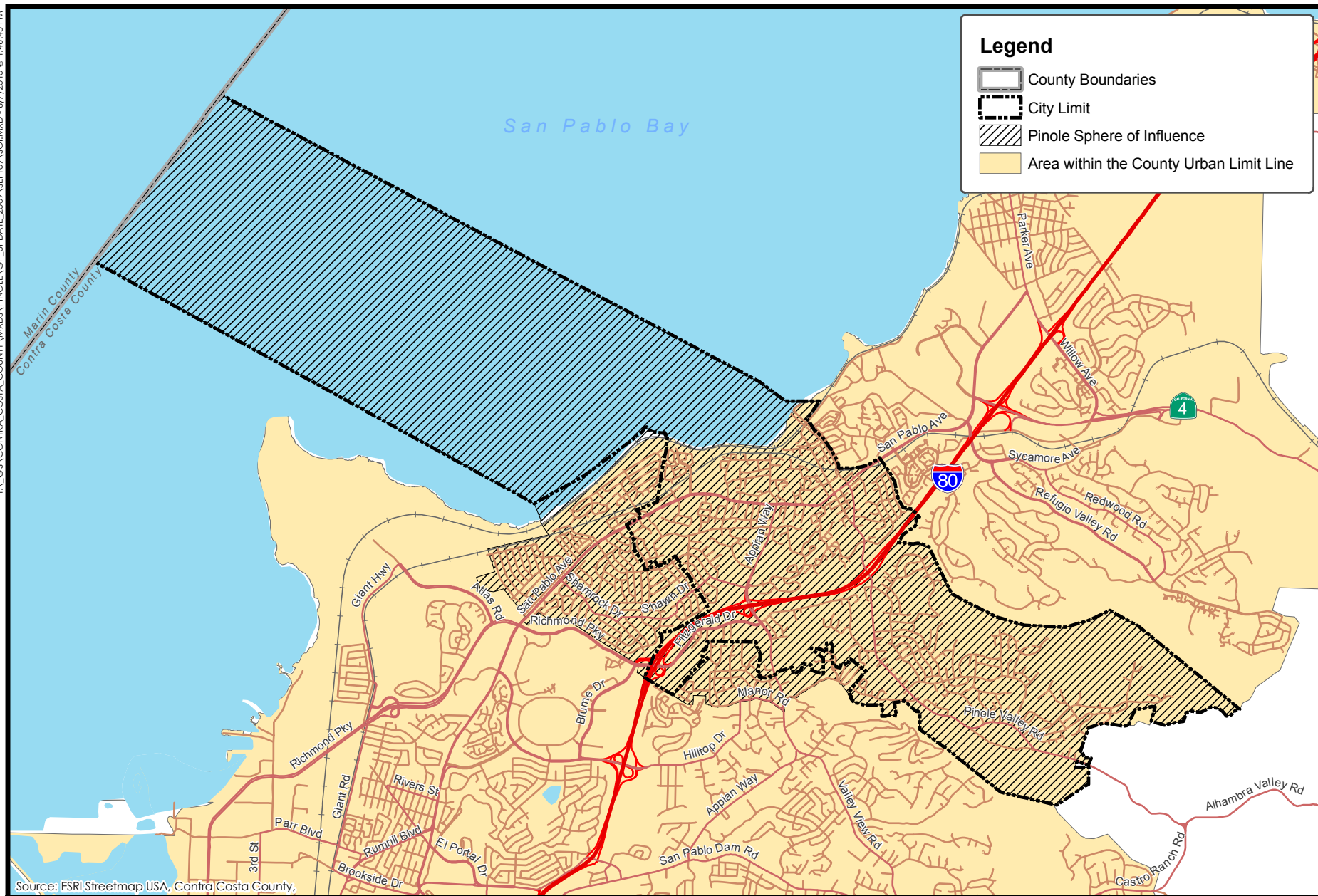
*Sources: U.S. Department of Labor, 2006; U.S. Census Bureau 1940–2000; ESRI, 2008; ABAG, Projections 2007*

**Table 5.2** indicates that the density within the city limits, Pinole’s urban core, is reflected in the city’s population density of 3,615 persons per square mile when compared to the overall lower density average of 1,396 persons per square mile in Contra Costa County as a whole.

**Table 5.2**  
**2000–2005 Demographic Profile for City of Pinole and Contra Costa County**

	City of Pinole	Contra Costa County
– 1990 Population	– 17,460	– 803,732
– 2000 Population	– 19,039	– 948,816
– 2005 Population	– 19,700	– 1,023,400
– Percentage Change (1990–2005)	– 12.83%	– 27.33%
– Land (Square Miles)	– 5.45	– 733
– Population Density per Square Mile (2005)	– 3,615	– 1,396

*Source: 1990 and 2000 Census; ABAG, Projections 2007*



**Figure 5.1**  
Pinole City Limit and Sphere of Influence



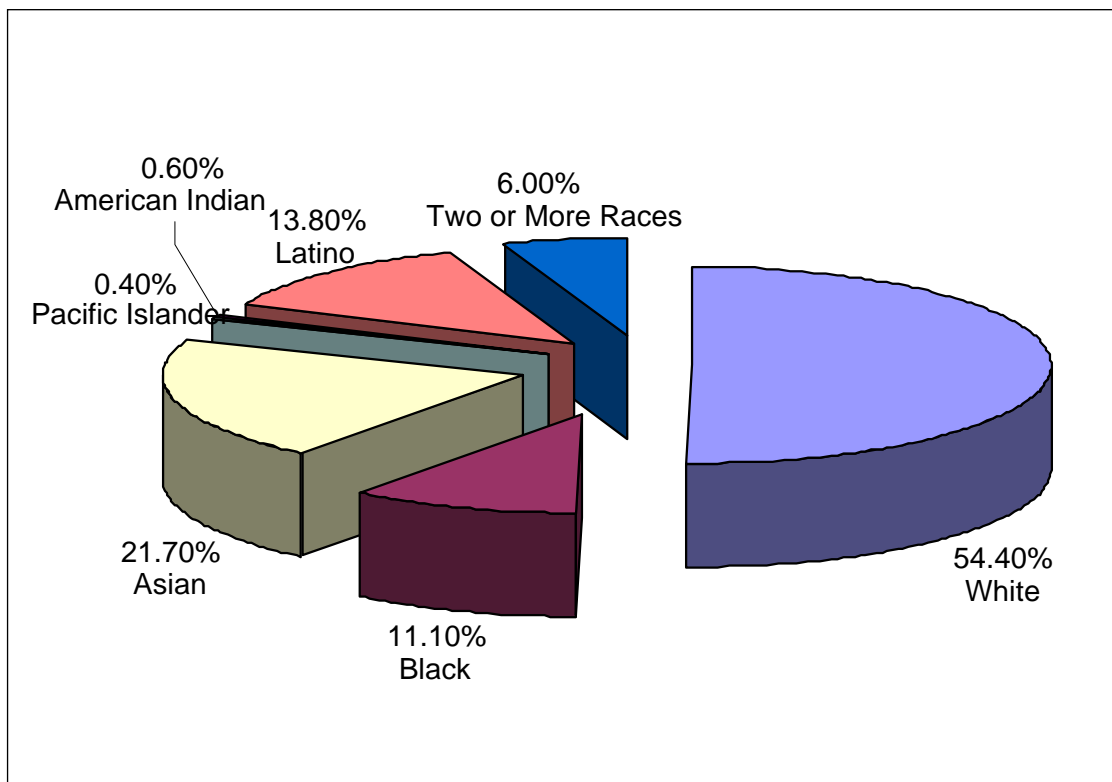
# LAND USE AND ECONOMIC DEVELOPMENT

## Demographics

### Ethnicity

The percentages of Pinole's population indicate that the City of Pinole is more racially diverse than both Contra Costa County and the rest of the San Francisco Bay Area. According to the 2000 Census, non-white races constituted 34.5 percent of the population in Contra Costa County and 41.9 percent of the population in the San Francisco Bay Area versus 45.6 percent in Pinole.

**Figure 5.2**  
**Pinole's Ethnic Composition in 2000**



Source: U.S. Census, 2000

### Employment Trends

According to ABAG, Pinole had 6,200 jobs in 2000. The majority of employment is in the service sector — almost 62 percent of the total — which includes health, educational, recreational, financial and professional service jobs. The second largest sector is retail, accounting for almost 24 percent of jobs. Employment in the health industry has fluctuated due to the closure of Doctors Hospital in 2006 and the opening of the Kaiser Medical Office Building in 2009.

Projections of job growth in the service sector between 2000 and 2030 show significant growth. By 2030, Pinole is projected to have 6,050 service jobs, a 57 percent total growth in service



# LAND USE AND ECONOMIC DEVELOPMENT

jobs. Other sector jobs are projected to have minor growth between 2000 and 2030. In Pinole, overall job growth is projected to grow at a steady 1.1 percent per year pace from 2000 to 2030.

## Poverty Rate

In 2000, 5.0 percent of the City of Pinole's population was below the poverty line (approximately 954 individuals).

## Unemployment

In 2000, the unemployment rate in the City of Pinole was 2.0 percent of the population (293 people), which was 3.0 percent of the civilian labor force.

## **ECONOMIC DEVELOPMENT**

Based on available economic information, historic development patterns and the built-out nature of Pinole, the City anticipates:

- Slow growth in coming decades.
- Future job growth that will be concentrated in service sectors.
- Long-term prospects for the residential market will remain comparatively strong due to the proximity of Pinole to major employment centers, while the rental market prospects remain modest.
- Retail centers likely need the attention of redevelopment, while office opportunities are good and the supply of industrial centers is adequate.

Pinole has opportunities for growth, particularly in the three major commercial corridors of San Pablo Avenue, Pinole Valley Road and Appian Way. The City should adopt a planning document for those three corridor areas to establish mixed-use and infill development opportunities to revitalize these corridors, enhance Old Town Pinole and encourage transit-oriented development while preserving the character of Pinole. Further discussion of the opportunities along these corridors can be found later in this chapter.

## **Redevelopment Agency**

The Redevelopment Agency is approaching the operating limits of the Planning Area. Consequently, the Agency is exploring opportunities to more actively manage Agency assets to optimize revenues to the City for capital projects and programs, including possible extension of the operating limits. While the Agency remains active, it will continue to facilitate development and provide investment in the City to:

- Retain business;
- Attract new business; and
- Create an attractive atmosphere.



# LAND USE AND ECONOMIC DEVELOPMENT

To accomplish these goals, the Agency will continue to implement programs to revitalize the business climate, rehabilitate structures, assist people with housing, encourage active participation and private investment by property owners, and create job opportunities which would not otherwise occur. The Redevelopment Agency provides the following programs:

- Commercial Rehabilitation Program – Provides zero- and low-interest loans for façade and other improvements to buildings and commercial sites within the project area.
- Business Relocation and Job Incentive Program – Provides assistance to any new business coming to Pinole's Redevelopment Area or any existing business in Pinole that is acquiring property in the Redevelopment Area and expanding jobs.
- First Time Homebuyer Program – Offers up to \$100,000 of down payment assistance to qualified borrowers within the project area.
- Residential Rehabilitation Program – Offers grants and low-interest loans to low-income homeowners within the redevelopment area.
- Affordable Housing Partnerships – Explores means for acquiring and developing properties for rental and ownership housing opportunities at below-market rates.

## HOUSING

The following information is discussed in greater detail in the Housing Element of the General Plan. This summary is provided because housing needs are an important consideration when examining land use options.

### Housing Stock

The city's housing units increased to 6,888 units in 2000 (from 6,463 housing units in 1990). The majority of housing units are single-family detached. Multi-family housing units increased more than any other type of housing unit between 1990 and 2000. The California Department of Finance estimates that, as of January 1, 2009, there were 6,990 housing units in the City of Pinole.

### Housing Needs

The Association of Bay Area Governments (ABAG) established Pinole's regional fair share of housing needs for 2007 through 2014 for various types of housing and income groups. Two of the objectives of allocating regional housing needs to local agencies are to increase the supply of housing and to consider the housing needs of persons at all income levels. Income levels are considered based on region-wide distribution of household income and existing concentrations of poverty within the region.

For the purpose of evaluating housing affordability, housing need and eligibility for housing assistance, income levels are defined by guidelines adopted each year by the California Department of Housing and Community Development (HCD). For Contra Costa County, the median income for a family of four in 2009 was \$89,300. HCD has defined the following income

# LAND USE AND ECONOMIC DEVELOPMENT

categories for Contra Costa County, based on the median income for a household of four persons:

**Table 5.3**  
**Contra Costa County 2009 Income Ranges**

Income Category	Applicable Income Range (% of Median Income)
– Extremely low	– 30% and below (\$0 to \$26,800)
– Very low	– 31% to 50% of median income (\$26,801 to \$44,650)
– Low	– 51% to 80% of median income (\$44,651 to \$66,250)
– Moderate	– 81% to 120% of median income (\$66,251 to \$89,300)
– Above moderate	– 120% or more of median income (\$89,301 or more)

Pinole's regional fair share of housing needs for 2007 through 2014 is described in **Table 5.4**.

**Table 5.4**  
**Housing Needs Allocation, 2007–2014**

	Income Group				Total
	Very Low <50% of County Median	Low <80% of County Median	Moderate <120% of County Median	Above Moderate >120% of County Median	
– Pinole	– 83	– 49	– 48	– 143	– 323

Source: ABAG Projections 2007

In addition to accommodating overall housing needs, the City of Pinole is also responsible for planning housing for special needs groups, including seniors, female-headed households, people living with physical and mental disabilities, people with HIV/AIDS or other illnesses, large families, farmworkers and homeless persons.

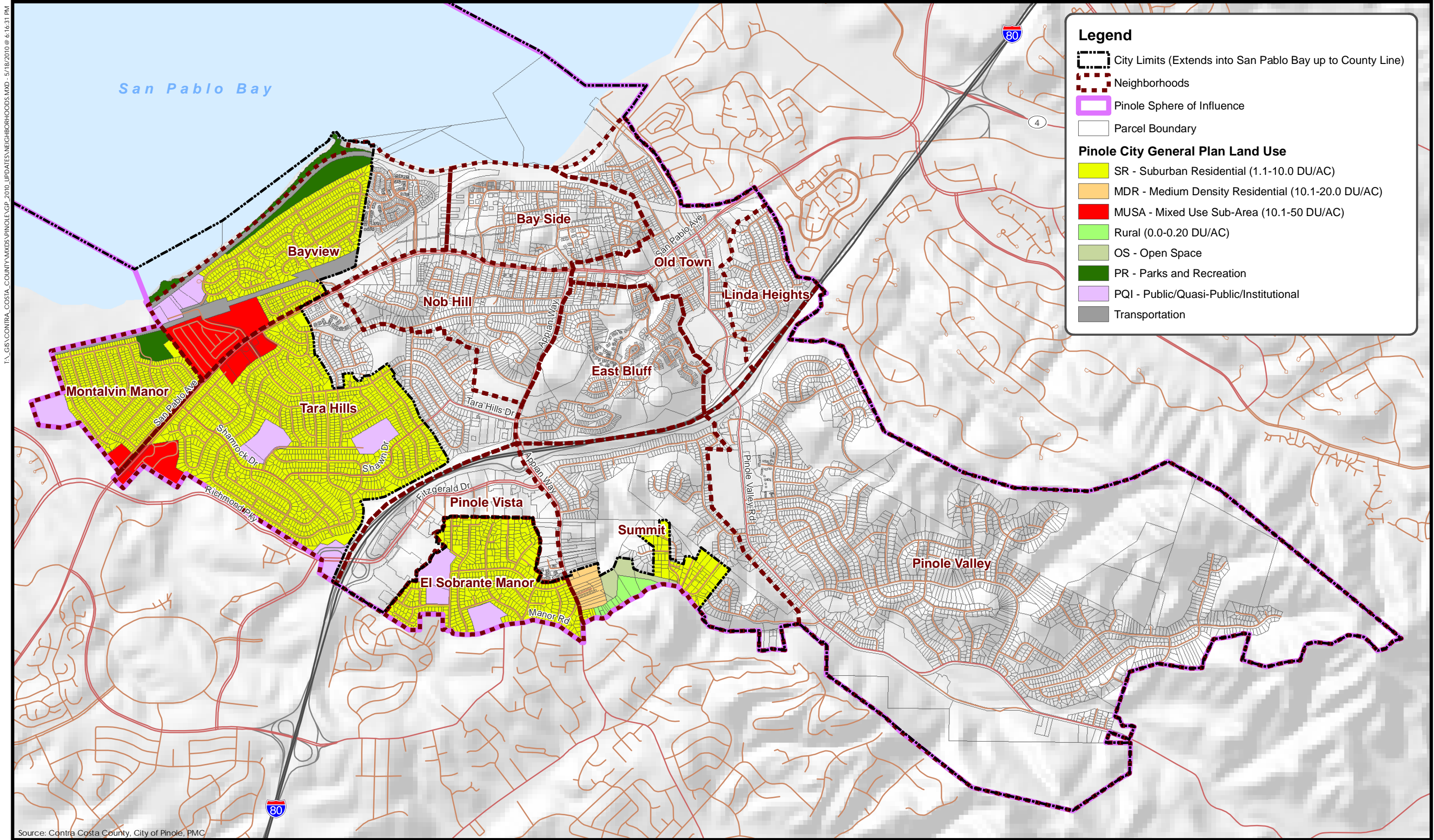
## Housing Opportunities and Constraints

Land and development costs are high in Pinole due to the limited supply of vacant land. In addition, the high land cost, increasing cost of constructing new housing, site constraints, availability of community services, and allowable densities all work to inhibit housing opportunities.

An inventory of vacant lands in Pinole demonstrates that land zoned for residential development does not provide adequate opportunity for the City to address their regional share of housing production. To create additional housing potential, the City has identified housing opportunity sites containing approximately 30. Together with existing vacant land, these opportunity sites will be used to address Pinole's regional share of housing needs for 2007 through 2014 (**Figure 5.4**).



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Source: Contra Costa County, City of Pinole, PMC

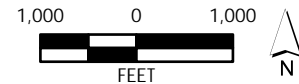
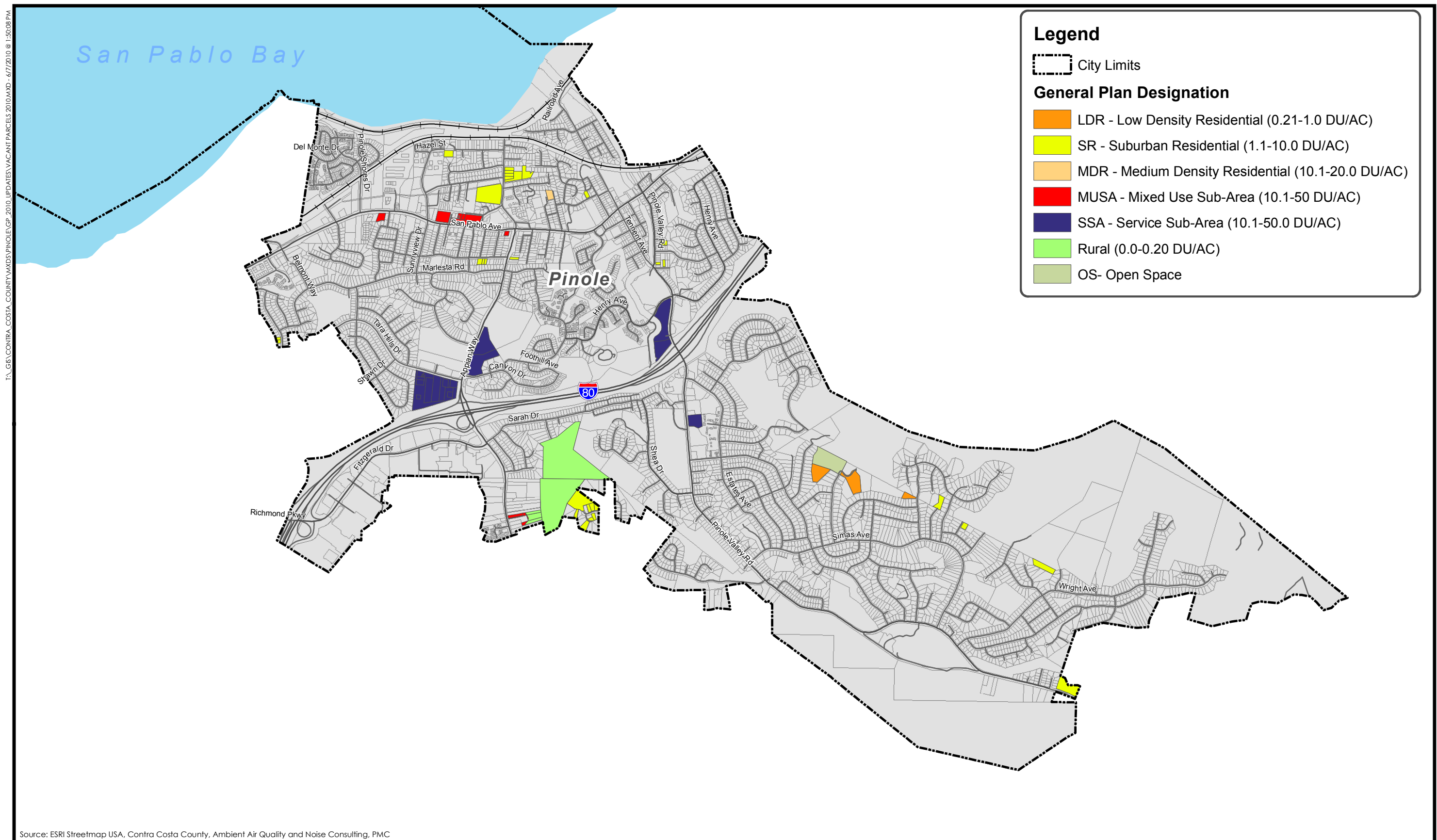


Figure 5.3  
Pinole Sphere of Influence Neighborhoods  
and Land Use Designations

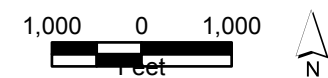




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Source: ESRI Streetmap USA, Contra Costa County, Ambient Air Quality and Noise Consulting, PMC



**Figure 5.4**  
Pinole Vacant and Underdeveloped Land  
**PMC**



# LAND USE AND ECONOMIC DEVELOPMENT

Please see Chapter 2.0 (Demographics and Fiscal Conditions) in the Background Report for more information on demographics and economic conditions in Pinole and the surrounding area. See the General Plan Housing Element (Chapter 6) for more information on housing conditions in Pinole.

Redevelopment Agency programs to support first-time homebuyers, inclusionary requirements, and long-term affordability preservation create most of the opportunities in Pinole for diverse workforce housing. Through this General Plan, the City is modifying land use densities and standards to create additional housing opportunities, predominantly along the primary transportation corridors.

## LAND USE DESIGNATIONS AND STANDARDS

### Land Use Designations

The following land use designations establish a range of residential and nonresidential uses and development intensity/density levels for the City of Pinole Planning Area. The land use designations also include brief descriptions of the essential characteristics and intent of each category. The land use designations establish general use categories that will be further refined and implemented through a Redevelopment Plan, Specific Plan and/or the Zoning Code.

#### Commercial Land Uses

1. *RC - Regional Commercial*. Intended for large regional shopping centers serving the West County market area. Uses may include large retailers such as furniture, appliance, auto and hardware stores, department stores, toy stores, offices, hotels and restaurants. This designation would apply to areas along Interstate 80 that are not within the Three Corridors Specific Plan Area described below. An example is the Pinole Vista Shopping Center. Maximum Floor Area Ratio (FAR): 0.40.

#### Residential Land Uses

2. *LDR - Low Density Residential (0.21 to 1 dwelling unit per acre)*. Includes sites located adjacent to open space areas or near environmental resources where a development transition from suburban to rural land use is desirable. This designation is typical of sites where larger lot sizes are appropriate to ensure flexible siting and design to maintain scenic and environmental resources.
3. *SR - Suburban Residential (1.1 to 10 dwelling units per acre)*. Provides for single-family development that is typical of most residential areas of the city. This is the single largest residential category. One dwelling unit per parcel, with the potential for a secondary dwelling unit. Other uses which may be considered potentially compatible with single-family neighborhoods include, but are not limited to, religious facilities, daycare and group care facilities, schools, cemeteries and home occupations subject to compliance with City standards.
4. *MDR - Medium Density Residential (10.1 to 20 dwelling units per acre)*. Intended for attached dwelling units, typically two or three stories, which include on-site usable open

# LAND USE AND ECONOMIC DEVELOPMENT

space. Medium Density Residential land use would include town homes, apartments, condominiums and planned unit developments.

5. *HDR - High Density Residential (20.1 to 35 dwelling units per acre)*. Provides for higher-density multi-family areas, typically two or three stories, usually located near transit corridors or arterial roadways and located in close proximity to commercial services.

## Public and Other Land Uses

6. *Rural (0.0 to 0.20 dwelling units per acre)*. Includes sites where development shall be clustered to preserve at least 90% of the property in a natural condition and predominantly free of development in order to protect visual and environmental resources. This designation is typical for sites that are characterized by steep slopes, contain environmental resources, have visual significance in the community, are integral to riparian systems, or which have been identified as having limited development potential due to service delivery constraints. These parcels also create opportunities for urban agriculture uses, including agricultural parks and specialty crop farming. Other uses, such as telecommunications facilities, solar collectors, and wind energy conversion systems, may be considered provided they are designed to preserve the natural landscape. These areas help preserve remaining natural landscapes. In certain areas of the city, they can also provide open space buffers between Pinole and neighboring communities, serve as fire breaks, provide connections between neighborhoods and recreational areas, and may provide an educational resource.
7. *PQI - Public/Quasi-Public/Institutional*. Reserved for uses which are public-serving in nature, including religious institutions, City and other government offices, publicly owned recreation facilities, and fire and police facilities. This designation also includes facilities owned and/or operated by public utilities to serve the public with electricity, gas, water and communications.
8. *PR - Parks and Recreation*. Includes public parks, City-owned conservation lands, and private open space or recreation facilities. This designation is intended for improved open space lands whose primary purpose is recreation and includes all local and regional parks. Wherever possible, school sites shall be combined with public park and recreation facilities.
9. *OS - Open Space*. Reserved for undeveloped lands which are vacant of structures and improvements and which are primarily maintained in their natural condition and designated as open space. In some cases, maintained pathways or access routes, which enhance access to the open space areas, may be considered suitable for this designation.
10. *SPBCA - San Pablo Bay Conservation Area*. Reserved for the portion of the Pinole Planning Area that extends into San Pablo Bay and the land immediately adjacent to San Pablo Bay. This is primarily an open space designation with a few other possible uses such as for expansion of the Pinole-Hercules Water Pollution Control Plant, railroad corridors, passenger rail stations, recreation facilities such as the Bay Trail, or flood protection improvements. In addition, very limited commercial development which is directly related to, and enhances the public use of, the waterfront may also be allowed.



# LAND USE AND ECONOMIC DEVELOPMENT

Appropriate commercial uses may include limited food establishments, marine-related recreational uses, marine-related retail, offices and marina berths. City uses such as water pollution control, corporation yard and parks are also allowed uses. Maximum FAR: 0.25.

11. *Transportation.* Designated transportation corridors that accommodate movement of goods and services through the city, regional trips and transit service. The designation includes Caltrans rights-of-way, railroad corridors which provide transportation (portions of the railroad corridor not required for transportation purposes may be considered for other uses), San Pablo Avenue, Appian Way, portions of Pinole Valley Road, and other mass transit rights-of-way.

## Three Corridors Specific Plan Area Land Uses

The three primary commercial corridors in Pinole include portions of San Pablo Avenue, Pinole Valley Road and Appian Way that provide an opportunity to concentrate future development, improve transit service by encouraging transit-oriented development projects, create more mixed-use development, and encourage redevelopment and substantial new economic investment over time. Where creation of a Specific Plan is recommended by the General Plan, broad land use categories with flexible development standards are established as follows:

12. *SSA - Service Sub-Area (10.1 to 50.0 dwelling units per acre).* The Service Sub-Area is intended to maintain and enhance existing land uses while providing land use flexibility and incentives to encourage new private investment and additional development. Each service sub-area has a different emphasis as summarized below and as described in greater detail in the Specific Plan:

**San Pablo Avenue:** Preserve land for manufacturing and industrial uses, particularly “green industry”. A limited amount of general office, retail and residential uses may be permitted where they will not conflict with the principal industrial uses in the area.

**Pinole Valley Road:** Maintain and increase existing employment opportunities and encourage new housing opportunities while accommodating commercial uses that serve residents through mixed use development. This is a transitional area that serves residential neighborhoods in Pinole Valley and serves as a gateway immediately south of the historic Old Town.

**Appian Way:** Maintain and enhance the regional gateway area into Pinole and capitalize on freeway access to upgrade existing development and attract a desirable mix of commercial services and residential uses.

13. *OTSA - Old Town Sub-Area (10.1 to 50.0 dwelling units per acre).* The Old Town Sub-Area will maintain and enhance the residential, commercial and mixed-use character, scale and style of Old Town Pinole. All types of commercial and residential uses as either a single use or in combination with other allowable commercial and residential uses are allowed within this area, at intensities that preserve the character of Old Town Pinole. The designation is intended to encourage ground-floor, pedestrian-friendly retail

# LAND USE AND ECONOMIC DEVELOPMENT

sales and service uses with upper floors of office and/or residential uses. Commercial activity can include a range of retail activity from neighborhood convenience stores and community shopping centers to regionally oriented specialty stores and office uses, including administrative, professional, medical and dental offices. Residential uses may include single-family and multi-family residential uses. The designation allows limited, small-scale specialty manufacturing uses, such as arts and crafts, woodworking, and assembly processes, when they include retail sales on-site and are located in areas that are compatible with surrounding uses.

14. *MUSA - Mixed-Use Sub-Area (10.1 to 50.0 dwelling units per acre)*. The Mixed-Use Sub-Area encourages mixed residential and commercial development that is united by transit and pedestrian improvements, parks and public spaces. This land use designation allows all types of commercial and residential uses as either a single use or in combination with other allowable commercial and residential uses at densities and intensities that support transit service. The designation is intended to encourage ground-floor, pedestrian-friendly retail sales and service uses with upper floors of office and residential uses. Commercial activity can include a range of retail activity from neighborhood convenience stores and community shopping centers to regionally oriented specialty stores and office uses, including administrative, professional, medical and dental offices. Residential uses may include single-family and multi-family residential uses.

## Development Densities and Intensities

The density and intensity ranges for the above Three Corridors Specific Plan Area land use categories are as shown in **Table 5.5**. Residential and mixed-use projects shall comply with both the floor area ratio (FAR) requirements and the density requirements, except that the FAR for projects built pursuant to State-mandated density bonuses may be increased beyond the City's specified limits if necessary to accommodate the increased density required by law.

The FAR provides a measurement of the maximum amount of building that may be developed on a site; it does not provide any specifications about how tall a building is or otherwise how it is shaped or how it looks. The FAR is not intended to define the character of a building or the quality of buildings within a neighborhood; such issues will be addressed through zoning and design standards that specify height, bulk, coverage and setbacks of buildings, and the form guidelines within the Three Corridors Specific Plan which contain more definitive formulas of how buildings are shaped and how they relate to each other and to streets and open spaces. More qualitative standards addressing architectural style, materials and other details are established through the guidelines contained within the Three Corridors Specific Plan.

For purposes of interpreting the land use densities and intensities expressed for each land use category above and as described in **Table 5.5** below, the following definitions apply:

- Density is the number of permanent residential dwelling units per total gross acre of land in the development site. Baseline development intensities allow up to 35 dwelling units per acre and a floor area ratio of up to 2.0.

# LAND USE AND ECONOMIC DEVELOPMENT

- Floor area ratio (FAR) is the gross floor area divided by the total gross area of the development site.
- The City may offer incentives for projects that provide community benefit. Incentives include density bonuses, FAR bonuses and other benefits that the City may grant in return for special benefits provided by the development project to a particular neighborhood or the city as a whole for transit-oriented development (TOD), particularly in Priority Development Areas (PDAs). This includes, but is not limited to, projects with three or more of the following features. Examples of community benefits include:
  - Residential developments with mixed-income workforce housing that includes long-term affordability covenants to assure at least 20 percent of the units on site remain affordable to lower-income households
  - Residential or nonresidential developments with on-site child care
  - LEED-certified gold or higher green building developments
  - On-site recreation facilities available to the public
  - Developments that include 50 or more employment opportunities for existing residents
  - Developments which include substantial public art features
  - Developments that provide a bus turnout or other features that directly benefit transit riders or transit providers
  - Construction of off-site infrastructure improvements to correct pre-existing deficiencies
  - Substantial financial contributions that enable the City to complete high-priority capital projects listed in the most recent City Capital Improvement Program
  - Other features that provide substantial benefits and address unmet needs of the neighborhood or City as a whole
- The City may zone property to allow development up to the maximum density or FAR allowed with TOD incentives to encourage development of sites that provide TOD opportunities in accordance with PDA objectives.

# LAND USE AND ECONOMIC DEVELOPMENT

**Table 5.5**  
**Three Corridors Specific Plan Areas**

Sub-Area	Density (du/acre)		Intensity (FAR)	
	Normal	With TOD Incentives*	Normal	With TOD Incentives
– Mixed-Use	– Up to 35	– Up to 50	– Up to 2.0	– Up to 3.0
– Old Town	– Up to 35	– Up to 50	– Up to 2.0	– Up to 2.5
– Service	– Up to 35	– Up to 50	– Up to 2.0	– Up to 3.0

\*The maximum densities allowed by state density bonuses are to be included within the maximum density established for TOD incentives.

Development incentives may be granted for a project where the project promotes TOD objectives or other City objectives as identified in a Specific Plan, the Redevelopment Plan, an approved planned development (PD), or through any other similar planning document adopted for the area. Incentives may include increased density, reduced parking, greater building height or other deviations from regular zoning standards. In exchange for such incentives, the City will require desirable features, such as exceptional design, innovative use of green building practices, creative design of off-street parking, enhancements to public amenities, environmental benefits such as creek restoration, affordable housing, transit-oriented development, and similar benefits to the community.

**Table 5.6**  
**Existing Land Use Acreage**

Land Use Designation	Values	
	Sum of Acres	Percentage of Total
– Low Density Residential	– 48.72	– 0.01
– Residential Sub-Area	– 24.78	– 0.01
– Suburban Residential	– 1,097.04	– 0.31
– Medium Density Residential	– 97.36	– 0.03
– High Density Residential	– 19.32	– 0.01
– Mixed Use Sub-Area	– 183.54	– 0.05
– Old Town Sub-Area	– 31.92	– 0.01
– Service Sub-Area	– 40.16	– 0.01
– Regional Commercial	– 67.75	– 0.02
– Open Space	– 392.82	– 0.11
– Parks and Recreation	– 295.73	– 0.08
– Rural	– 409.55	– 0.11
– Public/Quasi-Public/Institutional	– 101.44	– 0.03
– San Pablo Bay Conservation Area	– 231.98	– 0.06
– Transportation	– 544.97	– 0.15
– <b>Grand Total</b>	– <b>3,587.08</b>	– <b>1.00</b>

Source: PMC, 2010

# LAND USE AND ECONOMIC DEVELOPMENT

## LAND USE OPPORTUNITIES AND CONSTRAINTS

This General Plan contains goals, policies and implementation actions that:

1. Anticipate redevelopment or revitalization of existing retail centers, notably at Appian 80 and Fitzgerald Drive.
2. Concentrate new development along the primary transportation corridors.
3. Protect visually prominent, environmentally sensitive property for Rural Residential use.
4. Balance resource protection, public service needs, public access, and recreation within the San Pablo Bay Conservation Area.
5. Protect and enhance Pinole Creek.
6. Preserve the physical form that defines Pinole.

## Shopping Centers

Pinole's large regional shopping centers are currently adequately serving the needs of Pinole and west Contra Costa County. However, as these properties age, the role of these shopping centers and the "highest and best use" of the properties on which they are located are likely to change.

As the trends toward environmental sustainability increase and our reliance on the automobile decreases, it is likely that improved transit options and opportunities will present themselves as viable options in Pinole. The existing shopping centers present key opportunity sites for transit hubs/access points. First, they are existing destination points that could be easily built upon and improved. Second, these shopping centers are located on some of the largest centrally located parcels in the city and therefore provide substantial opportunity for development through their size alone. Third, the existing design of Pinole's single-story shopping centers with large expanses of surface parking renders the land underutilized.

The City should explore the potential for improving transit connectivity at these sites, evaluate the market conditions to determine what densities and uses these sites could support, and lay the groundwork to allow a future overhaul of these shopping centers once the market conditions and transit providers can support high-density mixed-use developments to better utilize these centrally located properties.

## Preservation of Resources

Several properties in the community have topographic conditions, visual prominence and/or resource value that should be protected. Properties that are steeply sloped, highly visible, have the potential for landslide and/or contain areas of environmental sensitivity should be protected from development activities.

# LAND USE AND ECONOMIC DEVELOPMENT

## Rural Properties

In general, the Pinole properties that need additional protection have been designated as Open Space and/or Suburban/Rural Residential in the General Plan. The Rural land use designation modifies the development potential of certain properties to allow no more than 1 housing unit per 5 acres (0.2 dwelling units per acre) and provides greater design control over future development in order to avoid potential environmental impacts by:

- Requiring development to be clustered on the most accessible, least visible portions of the property;
- Preserving highly visible portions of the property as community separators and neighborhood buffers;
- Establishing desirable separations between environmental resources and future development.

The visual and resource value of lands designated as Rural Residential is such that residential densities should be lower than called for in the 1995 General Plan. These lands create the opportunity for urban agriculture uses which should be preserved for larger land holdings. These properties also serve as community separators, potential fire breaks and visual buffer areas. Other General Plan goals, policies and actions seek to direct development so that it is clustered on the most accessible, geologically stable and least visible portions of the site to maximize community separators, views and other resource protection and to support urban agriculture uses.

## San Pablo Bay Conservation Area

High priority shall be given to protection of the natural features of biologically sensitive and visually prominent lands with this land use designation. This designation is primarily an open space designation where the water-oriented environment of Pinole will be enhanced by encouraging development proposals that include very limited water-oriented commercial activities and include design features that protect and restore natural resources while providing improved public access.

## The Bay Trail

As discussed further in the Community Services and Facilities Element, the Bay Trail is a planned recreational corridor that is intended to circumnavigate San Francisco Bay. Though the City has acquired parcels to contribute to the Bay Trail, there still exists a significant gap in the trail along the San Pablo Bay shoreline in Pinole from Point Pinole Regional Shoreline to Rodeo in west Contra Costa County. It is a priority that this gap be closed.

For more information on parks and trails, please see the Community Services and Facilities Element. For more information on open space, please see the Natural Resources and Open Space Element.



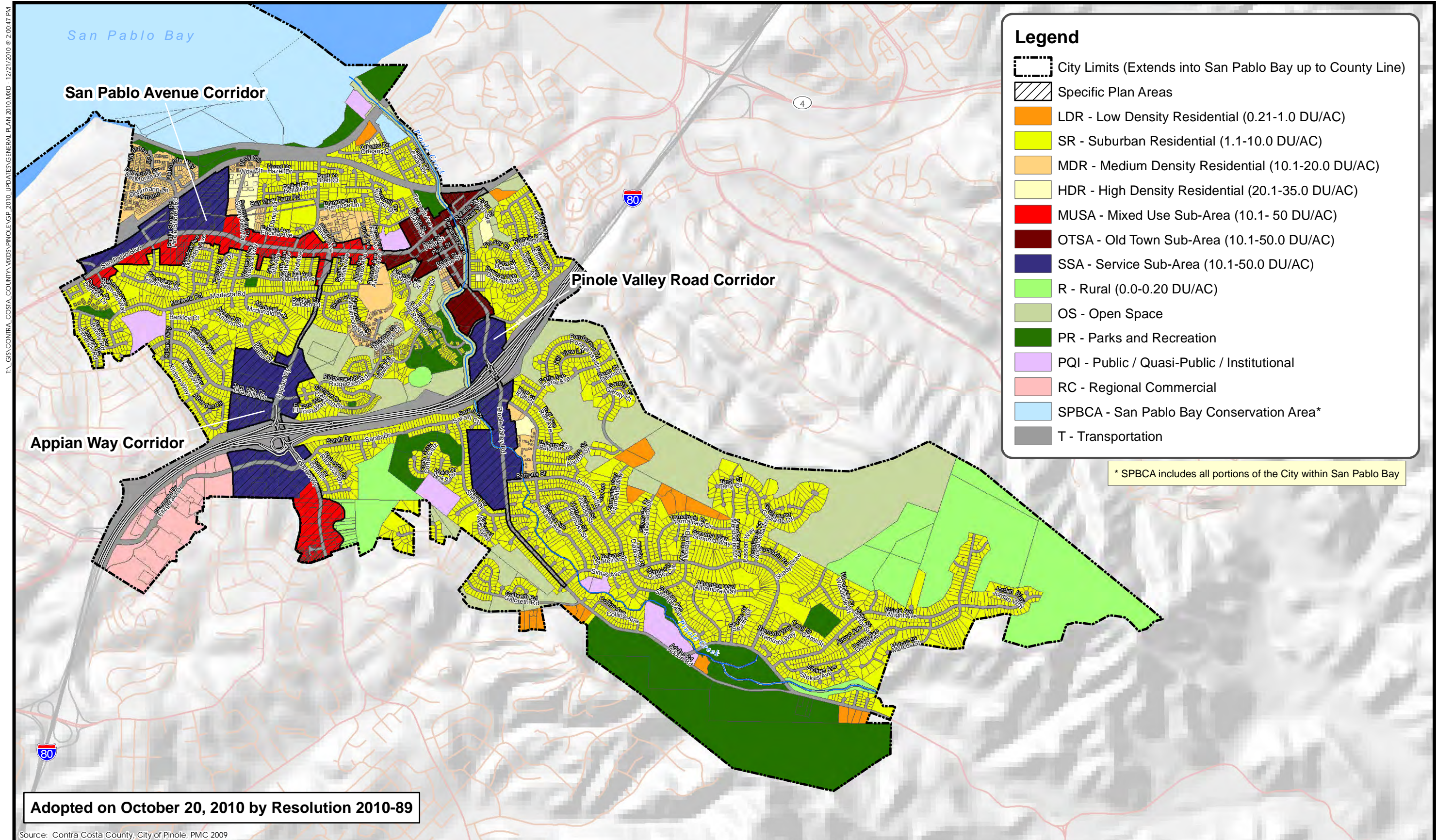


Figure 5.5  
General Plan Land Use Map







# LAND USE AND ECONOMIC DEVELOPMENT

## **Pinole Creek Restoration**

Since 1965, when the U.S. Army Corps of Engineers channelized a portion of Pinole Creek to help provide flood protection, few improvements have been made to the creek. Many species and their habitats have been threatened by the changes the corps made to the creek and by impacts from later development. The Pinole Creek Restoration Project plans to restore high-quality riparian habitat, provide additional flood protection and improve water quality in Pinole Creek. This project will also enhance recreation by connecting Old Town Pinole to the Bay Trail by means of a multipurpose path and will provide a launch for non-motorized boats at the mouth of the creek as part of the Bay Water Trail backbone.

## **Railroads**

As discussed further in the Circulation Element and Health and Safety Element, there is opportunity for the City to improve transit opportunities in Pinole by exploring the establishment of a railroad stop within Pinole and to establish the areas around railroad crossings as quiet zones.

## **Sustainability and Green Building**

Concerns about energy consumption, air and water quality, climate change and related issues have caused the City of Pinole to actively promote development and construction practices that are sustainable and to use green building techniques. Pinole is striving to achieve tangible reductions in greenhouse gas emissions and create a more sustainable community to help combat global climate change through adoption of a General Plan Sustainability Element.

## **Pinole's Physical Form**

The city's physical form is largely influenced by great topographic diversity and by the major transportation corridors that extend through the city's boundaries. Pinole's varied geography includes the marshlands around San Pablo Bay, Pinole Creek, and hillsides throughout the city. The marshlands have largely limited development along the Bay shoreline. The major transportation corridors include the Union Pacific and Burlington Northern Santa Fe railroads, San Pablo Avenue and Interstate 80 (extending east-west), and Tennent Avenue, Pinole Valley Road and Appian Way (extending north-south). Interstate 80 is a regionally significant corridor, the most traveled route through the city, and consequently most of the regional health services and retail shopping centers are clustered near this interstate highway. The railroad corridors that provide freight and passenger service through the community have also created a barrier that constrains the San Pablo Bay coastline within the city.

Gently rolling hills are scattered throughout Pinole, and steeper hills parallel each other and extend north and south. As a result of the hilly topography, residential streets weave around the hills and residential neighborhoods perch on top of and cling to hillsides. These neighborhoods are located south of San Pablo Avenue and west of Appian Way, between the Bayshore and San Pablo Avenue, and south of Interstate 80 in Pinole Valley.

# LAND USE AND ECONOMIC DEVELOPMENT

## Pinole's Circulation Corridors

In addition to the regional access provided by Interstate 80 and the railroads, the City of Pinole has three primary circulation corridors:

- San Pablo Avenue
- Pinole Valley Road
- Appian Way

The San Pablo Avenue and Pinole Valley Road corridors intersect in Old Town Pinole and have been designated by ABAG as Priority Development Areas (PDA). The Appian Way corridor contains several developed but aging or underutilized properties, Doctors Hospital and Appian 80. There are many opportunities for revitalization in all three corridors and many reasons to focus future growth and development in certain planned areas. In order to meet the required Regional Housing Needs Allocation (RHNA) targets, Pinole will need to plan for additional residential growth and development in the coming years. Pinole will also need to improve its jobs/housing balance. Developing more housing in PDAs, along with amenities and services to meet the day-to-day needs of residents, helps a community to encourage a pedestrian-friendly environment where it is also easier to be served by transit.

Another reason to encourage development within PDAs is that by focusing development in areas that are already largely developed, other areas of open space or which contain sensitive resources are left free from development.

**Table 5.7** depicts the Three Corridors Specific Plan area overlay total acreage.

**Table 5.7**  
**Three Corridors Specific Plan Area Acreage**

Study Area	Acres
Three Corridors Specific Plan Area Overlay District	349 total acres

**Figures 5.6, 5.7 and 5.8** depict the area boundaries within which concentrated development is recommended.

## Resource Zone Map

There are areas within Pinole that contain sensitive resources, as described above. This General Plan particularly discusses Pinole Creek, the area within the San Pablo Bay Conservation Area, and the visual resources and ridgelines found throughout the city, including "Protected Areas". **Figure 5.9** depicts these areas. Protected areas contain a combination of riparian, oak-bay woodland, and/or salt marsh habitat that are likely to be governed by General Plan policies related to resource protection. The Goals, Policies and Actions section contains several policies to suggest how the City should protect these resources.





Figure 5.6  
San Pablo Avenue Specific Plan Project Area









Source: NAIP 2005, City of Pinole, PMC

Figure 5.7  
Pinole Valley Road Specific Plan Project Area







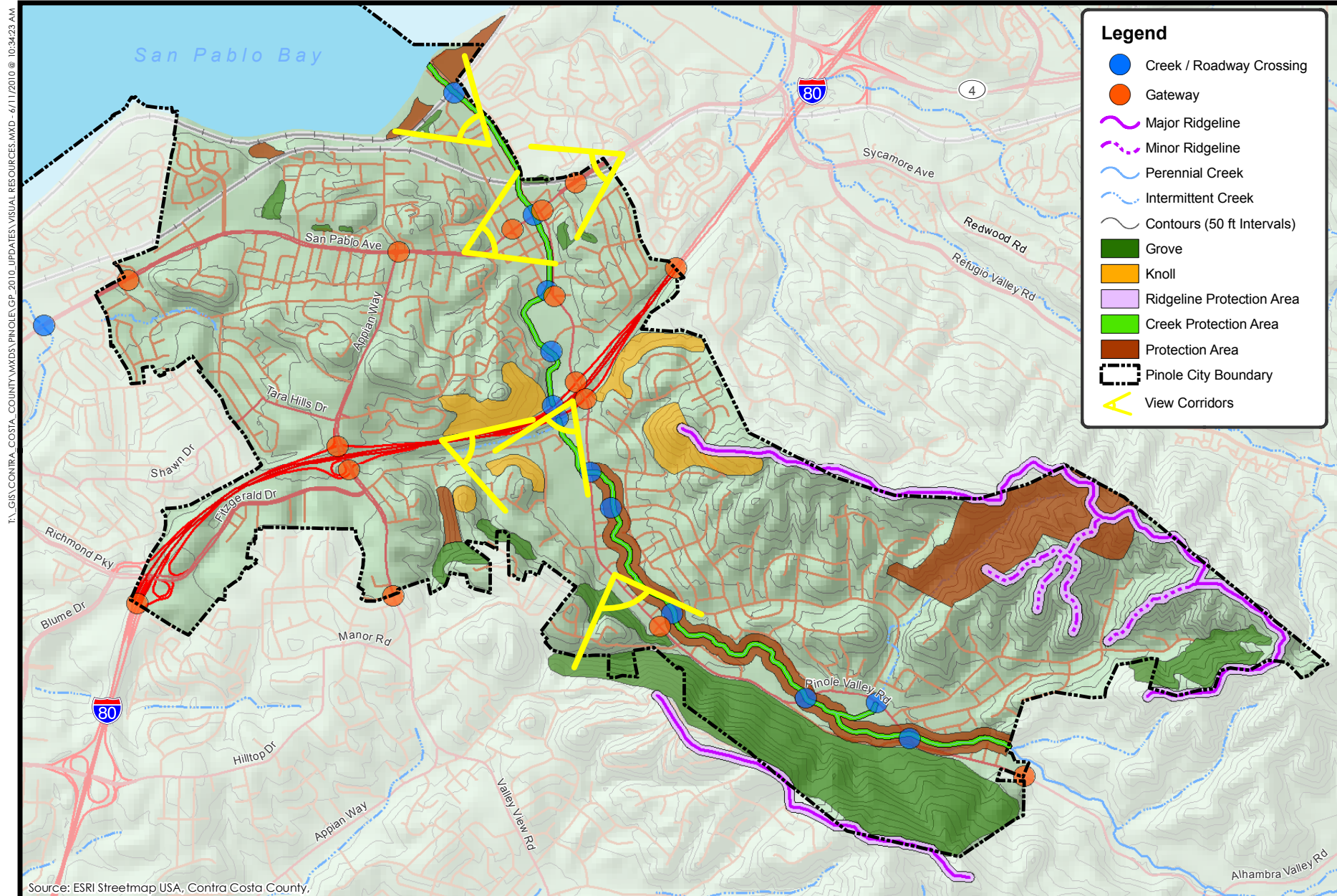


Figure 5.8  
Appian Way Specific Plan Project Area









**Figure 5.9**  
Resource Areas and View Corridors  
**PMC**



# LAND USE AND ECONOMIC DEVELOPMENT

## ISSUES THIS ELEMENT ADDRESSES

This element provides goals, policies and actions that address the following issues, many of which were raised at public meetings during research to prepare for the update of the General Plan:

- Focusing new development along the three main transportation corridors and in Old Town Pinole.
- Ensuring attractive, high-quality, walkable, safe and transit-oriented development.
- Preserving Pinole's historic resources and unique character.
- Ensuring a mix of land uses that enhance the Pinole community now and into the future.
- Conserving and maintaining Pinole's open space and natural resources.
- Encouraging sustainable development.
- Improving air quality through land use and circulation patterns to encourage alternative transportation modes.
- Maintaining livability within neighborhoods.
- Creating more choices for multiple forms of transportation and strengthening pedestrian and bicycle mobility.
- Improving the jobs/housing balance and overall economy in Pinole.
- Enhancing Pinole as a destination for commercial, cultural and recreational activities.

## GOALS, POLICIES AND ACTIONS

The goals of this element are as follows and are listed subsequently with corresponding policies and actions.

- Goal LU.1: Preserve and enhance the natural resources, high-quality residential neighborhoods and commercial areas, and small-town (semi-rural) character of Pinole.
- Goal LU.2: Assure the City takes an active leadership role coordinating planning with neighboring jurisdictions and other public agencies.
- Goal LU.3: Preserve historic resources and ensure high-quality site planning and design.
- Goal LU.4: Preserve and strengthen the identity and quality of life of Pinole's residential neighborhoods.

# LAND USE AND ECONOMIC DEVELOPMENT

- Goal LU.5: Assure any development near environmentally sensitive sites protects important natural resources and recognizes hazard constraints.
- Goal LU.6: Protect and enhance the natural resources of the San Pablo Bay waterfront for the enjoyment of Pinole residents.
- Goal LU.7: Balance housing and employment opportunities to reduce trips in and out of the region and encourage commercial development which maintains and enhances the quality of the city's commercial areas, provides services for residents and broadens the tax base of the community to provide needed revenues for public services.
- Goal LU.8: Concentrate commercial development and mixed-use activity areas within the Fitzgerald Drive, San Pablo Avenue, Pinole Valley Road and Appian Way corridors.

**GOAL LU.1** Preserve and enhance the natural resources, high-quality residential neighborhoods and commercial areas, and small-town (semi-rural) character of Pinole.

**POLICY LU.1.1** Increase land use diversity along the San Pablo Avenue, Pinole Valley Road and Appian Way corridors; reduce residential density on large land holdings designated for Suburban Residential land use; and maintain other land use designations for a variety of residential, commercial, light industrial, recreational, open space and public purposes which (1) protect environmental resources; (2) provide a mix of housing types, densities and tenure; (3) ensure that a variety of commercial and industrial goods, services and employment opportunities are available; and (4) offer a range of recreational and public facilities to meet the needs of residents.

**Action LU.1.1.1** Adopt and implement the Three Corridors Specific Plan for the San Pablo Avenue, Pinole Valley Road and Appian Way corridors.

**POLICY LU.1.2** Require all proposed projects to be consistent with the General Plan and other applicable development standards established by the Specific Plan(s) or the City's Zoning Code.

**Action LU.1.2.1** Adopt a Zoning Code Update to implement the General Plan.

**POLICY LU.1.3** Establish and implement a continuing program of civic beautification, gateway or entryway enhancement, tree planting, maintenance of homes and streets, and other measures which will promote an aesthetically desirable environment and attractive neighborhood areas.

**Action LU.1.3.1** Continue to identify civic beautification projects and programs to implement the General Plan and include them in the Capital Improvement Program.

# LAND USE AND ECONOMIC DEVELOPMENT

**Action LU.1.3.2** Implement the existing Residential Design Criteria and Guidelines for residential development, and create design guidelines for Old Town Pinole and hillside development.

**POLICY LU.1.4** Preserve the quality of the environment through code enforcement and property maintenance programs.

**Action LU.1.4.1** Maintain the existing code enforcement program.

**Action LU.1.4.2** Maintain existing graffiti control and removal programs.

**Action LU.1.4.3** Support community policing efforts and encourage neighborhood volunteers to assist with outreach and education through the neighborhood watch program and other community-based activities.

**Action LU.1.4.4** Maintain the rental inspection program.

**POLICY LU.1.5** Identify opportunities to achieve desired land uses and physical improvements in and around Old Town Pinole.

**Action LU.1.5.1** Ensure that Specific Plans are coordinated to preserve and enhance the character and function of the area that includes Old Town Pinole.

**POLICY LU.1.6** Establish required setback areas around sensitive resources or reduce development intensity on constrained sites to prevent development impacts.

**Action LU.1.6.1** Currently the Zoning Code identifies ridgelines as:

- Ridgeline, major: A long narrow chain of hills identified in the open space element . . .
- Ridgeline, minor: A short narrow chain of hills which connects to a “major ridgeline” identified in the open space element . . .

Update the Zoning Code to require setbacks from sensitive resources such as ridgelines, riparian areas and identified geologic hazard areas. Such setbacks could include standards similar to the following:

- Ridgelines: 300 feet vertical and 100 feet horizontal from the ridgeline
- Riparian: 50 feet from the tree canopy or from the centerline of the creekbed if no canopy exists

**Action LU.1.6.2** Consider assigning lower density/intensity land use designations, such as the Rural Land Use Designation, to properties that are steeply sloped, geologically unstable, or contain other environmental constraints.

# LAND USE AND ECONOMIC DEVELOPMENT

**GOAL LU.2** Assure the City takes an active leadership role coordinating planning with neighboring jurisdictions and other public agencies.


**POLICY LU.2.1** Continue to coordinate planning review of development proposals with appropriate federal, state, regional and local public agencies (e.g., WCCTAC, BCDC, EBRPD, ABAG).

**POLICY LU.2.2** Coordinate land use planning decisions within Pinole's Sphere of Influence (SOI) or Planning Area with other jurisdictions (see Figure 5.1).

**POLICY LU.2.3** Annexation of areas outside the current city limits should be dependent on resident interest, the cost/revenue implications of specific annexation proposals and the ability to provide City services to the area.

**Action LU.2.3.1** Consider property annexation where it would:

- Encourage orderly growth and development through logical and timely boundary changes.
- Promote long-term and efficient delivery of local services and the assignment of appropriate local political responsibility for those services.
- Provide for the orderly implementation of the adopted Sphere of Influence.
- Implement the adopted General Plan.
- Result in boundaries that follow existing natural or man-made features such as streams, lakes, natural terrain, railroad tracks and roadways.
- Ensure economically feasible provision of services with available revenues.

 **Policy LU.2.4** Continue to support the agreement for the Briones Hills Preserve that established this area as an agricultural preservation area in 1987.

**Policy LU.2.5** The City should work with the school district to support adequate educational and recreational facilities within Pinole to preserve these facilities for the future educational needs of the community based on long-range anticipated demographic changes. Should properties become surplus, the City should work with the district to plan for effective reuse of any surplus school sites. Any private redevelopment or use of surplus public school sites should be consistent with the type of use and density of surrounding neighborhood development. It may be in the community's interest to retain public education, recreation and childcare facilities. To accomplish this, a density transfer from



# LAND USE AND ECONOMIC DEVELOPMENT

a portion of the site retained in public recreation or childcare use can be considered.

**GOAL LU.3** Preserve historic resources and ensure high-quality site planning and design.

**Policy LU.3.1** Old Town Pinole should continue to be an important historic resource to the City of Pinole.

**Action LU.3.1.1** Develop and adopt design guidelines to preserve, complement and enhance the historic resources in Old Town Pinole.

**Policy LU.3.2** Ensure high-quality site planning, architecture and landscape design for all new residential development, renovation or remodeling.

**Action LU.3.2.1** Continue to implement the adopted Residential Design Criteria and Guidelines.

**Policy LU.3.3** Require design review of commercial and industrial projects to ensure compatibility with adjacent or nearby land uses, including intensity, access, internal circulation, visual characteristics, noise, odors, fire hazards, vibrations, smoke, discharge of wastes and nighttime lighting.

**Action LU.3.3.1** Develop and adopt Commercial and Industrial Design Review Criteria and Guidelines.

**Action LU.3.3.2** Update the Zoning Code to reflect Commercial and Industrial Design Review policies and procedures.

**Policy LU.3.4** Identify and protect sites and structures of architectural, historical, archaeological and cultural significance, including significant biological resources. Require new development in historic areas to complement the character of nearby historic structures. (See also the Community Character Element.)

**Action LU.3.4.1** Formulate design guidelines that include standards to protect and enhance the historic character and historic buildings of Old Town Pinole.

**Action LU.3.4.2** Consider adopting an ordinance to protect significant biological resources, establish an appropriate means of assessing and conserving the resource, and identify methods of mitigating impacts to habitat.

**GOAL LU.4** Preserve and strengthen the identity and quality of life of Pinole's residential neighborhoods.

**Policy LU.4.1** Ensure all new development, renovation or remodeling preserves and strengthens Pinole's residential neighborhoods by requiring projects to be harmoniously designed and integrated with the existing neighborhood.

# LAND USE AND ECONOMIC DEVELOPMENT

**Action LU.4.1.1** Continue to implement the adopted Residential Design Criteria and Guidelines.

**Action LU.4.1.2** Adopt appropriate guidelines to ensure that hillside development is sited and designed appropriately to protect visual resources and avoid unnecessary site disturbance and geologic risks.

**Policy LU.4.2** Maintain the character and long-term viability of the city's residential areas by ensuring that residential projects are well designed and consistent with site and area resources and constraints. The following guidelines shall provide a starting point for establishing project-specific densities, as shown on the Land Use Map:

- a) Low End of the Density Range/Below the Maximum Allowable Density: The low end of the range is appropriate for sites with challenging development constraints, such as those with restrictive easements, irregular shape, proximity to important open space or natural resources, other physical or service delivery access challenges, or ongoing safety concerns.
- b) High End of the Density Range: The high end of the range is allowable when site development constraint issues (see Policy LU.4.3 and other General Plan elements) can be mitigated through some or all of the following:
  - 1. Creative solutions to building location and/or design.
  - 2. Preservation of views or vistas.
  - 4. Creation of usable open areas for public and/or private enjoyment.
  - 5. Provision of pedestrian/bicycle pathways and facilities for links to existing or proposed routes.
  - 6. Preservation of wildlife resources.
  - 7. Conservation of energy resources (through solar siting, clustering, etc.).
  - 8. Clustering to reduce paving, grading runoff, and changes in vegetation cover.
  - 9. Additional landscaping area is provided to enhance the natural qualities of the site.
  - 10. On-site recreational facilities are provided for the enjoyment of project residents.




# LAND USE AND ECONOMIC DEVELOPMENT

11. Traffic, noise or visual effects of the higher-density development would not significantly affect adjacent or nearby residences or the overall streetscape.

12. Proximity to transportation facilities.

13. Provision of affordable housing.

**Action LU.4.2.1** Large undeveloped properties with the Rural Residential land use designation should have a zoning designation allowing no more than 1 unit per 5 acres in order to protect important visual, community and environmental resources.

 **POLICY LU.4.3** Cluster development at higher densities to protect natural resources and address site development constraint issues, including archaeological sites, access, traffic, emergency services, water and sewer availability, creek and tree protection, steep slopes, potential geologic hazards, grading impacts, view protection and protection of open space resources. (See also Goal LU.8 below.)

**Action LU.4.3.1** Adopt guidelines to ensure that hillside development is sited and designed to avoid site constraints and natural resources, protect trees and preserve visual resources.

**Action LU.4.3.2** Create flexibility in the development standards for environmentally sensitive sites so that development is designed to preserve important resources and avoid potential geologic hazards.

**POLICY LU.4.4** Strive to provide access to a developed park or park-like recreational area within a one-half-mile radius of residential neighborhoods. (See also the Community Services and Facilities Element.)

**Action LU.4.4.1** Create an inventory of existing parks and underserved neighborhoods.

**Action LU.4.4.2** Prepare a park and recreation master plan to serve Pinole neighborhoods.

**Action LU.4.4.3** Establish a funding mechanism for making park improvements.

**GOAL LU.5** Assure any development near environmentally sensitive sites protects important natural resources and recognizes hazard constraints.

 **POLICY LU.5.1** Designate any undeveloped ridgelines and hillsides as Low Density Residential, Rural, or Open Space. The following are specific policies:

a) Address site development constraints, including potential slope stability problems, protection of open space resources and ridgelines, the need for


# LAND USE AND ECONOMIC DEVELOPMENT

access easements, water availability above the 400-foot elevation, and accessibility.

- b) Cluster development on portions of property to protect existing natural resources and view corridors as well as to minimize the environmental impacts of any new development.
- c) Locate and design structures and other improvements so as to minimize cut and fill areas that will impact public views, safety and surrounding uses, and avoid locating building profiles (silhouettes) above the ridgeline when viewed from public streets and designated public access areas.
- d) Consider existing access areas and easements for permanent public access to the ridge trail during future development.
- e) Consider these properties for acquisition as open space.

**Action LU.5.1.1** Development within the ridgeline resource areas (Figure 5.9) should be sited and designed to preserve visual resources and neighborhood/community separators.

**Action LU.5.1.2** Large undeveloped properties with the Rural Residential land use designation should have a zoning designation allowing no more than 1 unit per 5 acres in order to protect important visual, community and environmental resources.

 **POLICY LU.5.2** Proposed development shall adhere to the following policies:

- a) Address site development constraints and resources, including archaeological sites, access, riparian protection, tree protection, steep slopes, ridgelines, wetlands, potential geologic hazards, and protection of views and open space resources.
- b) Consider clustering all development in areas that are most geologically stable and accessible.
- c) Protect resources on the site, including the riparian corridors, visible knolls and heavily wooded areas.
- d) Protect drainage channels, the steepest slopes and wildlife corridors (since they provide habitat and trail links), and locate development to minimize crossing drainage areas.
- e) Evaluate the visual impacts of development.


 **POLICY LU.5.3** Retain the Open Space designation to protect the resource and recreation values of Pinole Creek.

# LAND USE AND ECONOMIC DEVELOPMENT

**Action LU.5.3.1** Establish a creek protection ordinance to govern land use along Pinole Creek that takes into account resource and flood protection issues. Standards may be different for existing and new development. For the portion of the creek located north of Interstate 80, the protection zone should extend 50 feet outward from the centerline of the creek. For upstream parcels, the City should establish standards that respect existing development patterns, particularly where the creek is located on private property. Within this zone, riparian resource protection, public access and recreational activity should be the primary use.

**Action LU.5.3.2** In areas where existing development abuts the creek, recreational use and public access adjacent to the resource are appropriate uses and activities. Where undeveloped properties abut the creek, siting and design of facilities should preserve and protect the natural resources, but public access and recreational activity are acceptable.

**GOAL LU.6** Protect and enhance the natural resources of the San Pablo Bay waterfront for public enjoyment.

 **POLICY LU.6.1** Retain the designation for the land immediately adjacent to the bay as San Pablo Bay Conservation Area, and expand the San Pablo Bay Conservation Area to include the Pinole/Hercules Water Pollution Control Plant and Bayfront Park. Primary use of the San Pablo Bay Conservation Area shall be for water-dependent uses (including water pollution control), recreation, public access, open space and resource protection. The City should formulate a plan for this area to meet the needs of connecting the Bay Trail, providing backbone facilities for the Bay Water Trail, expanding the Pinole-Hercules Water Pollution Control Plant, restoring Pinole Creek, and providing Pinole residents with waterfront uses. All proposals shall incorporate public open space and provide public access to open space areas.


**Action LU.6.1.1** Establish a waterfront planning strategy to coordinate between regulatory agencies, property owners and other stakeholders to maximize recreation, public access and flood protection while ensuring continued water pollution control and creating opportunities for water-dependent uses.


**POLICY LU.6.2** Consider rezoning this site to Open Space for parks and recreation and/or open space use. This site creates an opportunity to support water-dependent and recreational uses as a staging area for the Bay Trail and parking or Bayfront Park, or to support water pollution control plant expansion. Other uses may be appropriate for this site provided they address the following policies:

- a) Address site development constraints including noise from the railroad, potential for flooding and requirements for creek setbacks for maintenance and habitat protection.

# LAND USE AND ECONOMIC DEVELOPMENT


- b) Consider improving the appearance of the recreational vehicle storage, in the short term, through the use of screening and landscaping.
- c) Consider City or Redevelopment Agency assistance in finding alternative sites to relocate the vehicles parked on this site.
- d) Consider restoring a portion of the site as a wetlands area.
- e) Consider acquisition of this site for recreational purposes.
- f) Consider using a portion of this site for part of the Pinole Creek Restoration Project.
- g) Consider using this site for expansion of the Pinole-Hercules Water Pollution Control Plant.
- h) Ensure that activities do not create conflicts with natural resources.

 **POLICY LU.6.3** Provide waterfront parks, pedestrian pathways and recreation areas that are safe, accessible, and attractive for public use.

 **POLICY LU.6.4** Consider waterfront areas for mitigation of the loss of wetlands in other locations. Establish required setback areas for any development around wetlands and mitigation for any impacts or potential impacts.

**GOAL LU.7** Balance housing and employment opportunities to reduce trips in and out of the region and encourage commercial development which maintains and enhances the quality of the city's commercial areas, provides services for residents and broadens the tax base of the community to provide needed revenues for public services.

**POLICY LU.7.1** Provide sufficient land for commercial and industrial uses to allow for development that provides basic goods and services to Pinole residents.


 **POLICY LU.7.2** Provide for economic development which (1) maintains the City's ability to finance services and the construction and maintenance of public improvements; (2) offers local employment opportunities for Pinole residents to reduce inter-city commuting; and (3) assures the availability and diversity of resident-serving goods and services.

**Action LU.7.2.1** The Pinole Redevelopment Agency should establish a strategy for optimizing agency assets and resources as it approaches the operating limits of the Agency.

**Action LU.7.2.2** The City of Pinole should identify projects that respond to community needs and desires and that are supportable by the market, and identify sites that could accommodate such catalytic projects.

# LAND USE AND ECONOMIC DEVELOPMENT

**Action LU.7.2.3** The City should create a climate that supports existing businesses and shall periodically conduct a survey of local business needs to understand how that support might be best accomplished.

 **POLICY LU.7.3** Continue to strive for a balance between the number of jobs in the Pinole Planning Area and the number of housing units available for workers by encouraging and supporting policies and programs, mixed-use projects which provide both housing and employment opportunities, and the development of affordable housing.

**Action LU.7.3.1** Utilize the Three Corridors Specific Plan to identify sites that are appropriate for higher-density residential development and create greater opportunities for the creation of new jobs within mixed-use developments.

 **POLICY LU.7.4** Encourage affordable housing production by allowing mixed residential/commercial projects. Proposed mixed-use projects should:

- a) Provide commercial uses primarily for residents of the project in which the establishment is located and for adjacent residences.
- b) Limit commercial uses to the ground floor of a multi-story residential building or to single-story buildings.
- c) Limit commercial uses to those that are compatible with residential.
- d) Regulate signs through a planned sign program.
- e) Protect residential uses from the noise and traffic generated by commercial establishments with landscaping, open space and other design features.
- f) Develop a parking management strategy that balances parking demand with the objective encouraging public transportation and pedestrian/bicycle circulation to minimize vehicle trips. This may include on-site, off-site and shared parking to provide sufficient parking for residents, employees and customers within convenient walking distance of the destination.
- g) Provide an adequate amount of open space for use by any residents of the project. Such open space area should be designed to provide a private area for residents.
- h) Use sustainable, green building practices such as the use of solar power or swales to help with stormwater runoff.

**POLICY LU.7.5** Ensure that new and existing developments can be adequately served by municipal services and facilities in accordance with City standards. New



# LAND USE AND ECONOMIC DEVELOPMENT

projects which require construction or expansion of public improvements shall pay their fair share of the costs necessary to improve or expand infrastructure to serve them, including street improvements, parks, water storage tanks, sewer and water service, and other public services.

**POLICY LU.7.6** Consider the exchange or sale of City-owned land for private development if such development can meet City needs based on the following criteria:

- a) Revenue-generating potential of the land use.
- b) Preservation of open space or important natural habitats as part of the project design.
- c) Extent to which the project fulfills City needs for unmet commercial or public services, low- or moderate-income housing, recreation, or public facilities.
- d) Compatibility of proposed land use(s) with existing and proposed adjacent properties use(s).
- e) Public notice and review prior to sale of any publicly owned land.

**POLICY LU.7.7** Maintain an active role of the Redevelopment Agency in assembling land, providing financial assistance for improving properties, paying for public beautification improvements, providing marketing and promotion assistance for retail activities, protecting historic properties, and providing low- and moderate-income housing.


**POLICY LU.7.8** The City should explore opportunities to extend the operating limitation of the Redevelopment Agency. Should there be no extension, the City should develop a plan for the last five years of the Agency's operating limits in order to optimize use of existing agency assets and tax increment to support capital projects and housing development that eliminates blight and supports the development of affordable housing.

**POLICY LU.7.9** Ensure that new or expanded land uses are designed to be compatible with potential future uses of the railroad corridor as a more heavily used transit way through noise attenuation, setbacks and appropriate access. Evaluate surplus right-of-way to identify appropriate uses that would be compatible with being located near the railroad right-of-way.

**POLICY LU.7.10** Encourage development of hotels and motels in commercial areas, but require strict design and use controls that consider potential impacts on surrounding uses. Require adequate security, including security plans and contracts, adequate lighting, and other motel and hotel security features, to ensure safety for guests and the surrounding community.


# LAND USE AND ECONOMIC DEVELOPMENT

**GOAL LU.8** Concentrate commercial development and mixed-use activity areas within the Fitzgerald Drive, San Pablo Avenue, Pinole Valley Road, and Appian Way corridors.

 **POLICY LU.8.1** Encourage land uses that attract higher-density residential development to key San Pablo Avenue locations that support local-serving and specialty business. Expand the range of community and civic uses within the Old Town Sub-Area and encourage industrial uses in the Service Sub-Area at the west end of San Pablo Avenue that can serve local and regional demand for green industries and products. Utilize the San Pablo Avenue Mixed Use and Old Town Sub-Areas to encourage a balance of employment and housing opportunities with a variety of housing types and densities.

**Action LU.8.1.1** Utilize the Three Corridors Specific Plan to encourage attractive mixed-use development along San Pablo Avenue while retaining Pinole's important view corridors; providing a safe circulation plan that includes traffic calming measures, enhanced transit, bicycle, and pedestrian facilities as well as to encourage sustainable and green building environment.

**Action LU.8.1.2** Establish and enhance unique San Pablo Avenue regional and neighborhood gateway treatments at the shared boundary with the City of Hercules, at the shared boundary with unincorporated Contra Costa County near Dursey Drive, and at the intersections of San Pablo Avenue and Appian Way, San Pablo Avenue and Tennent Avenue, and San Pablo Avenue and Pinole Valley Road to visually enhance the portion of the corridor within Pinole over time. Based on funding availability and site conditions, decorative gateway features could include signage, enhanced landscaping, decorative paving, decorative lighting, and public art.

 **POLICY LU.8.2** Utilize the Three Corridors Specific Plan to continue to revitalize the Pinole Valley Road south of Interstate 80, encourage additional medical office use north of Interstate 80, and enhance Pinole Creek as a natural amenity that supports wildlife and provides a trail system connecting Pinole Valley High School and commercial uses adjacent to Interstate 80 with the Old Town area and with San Pablo Bay and the Bay Trail.

Continue to encourage the mixed-use nature of Pinole Valley Road while protecting the architectural integrity of existing historic buildings and connecting more recent development to the historic Old Town area. The strategies below shall be used to support this action:


- a) Further define and enhance existing regional and neighborhood gateway locations consistent with the Three Corridors Specific Plan;
- b) Ensure that the scale and massing of new development is compatible with Pinole's small-town character along this corridor;

# LAND USE AND ECONOMIC DEVELOPMENT

- c) New development shall provide enhanced pedestrian and bicycle mobility features that improve both connections within the corridor and connections to surrounding residential, commercial, recreational, and institutional uses.

**Action LU.8.2.1** Adopt and implement the Three Corridors Specific Plan for the Pinole Valley Road transportation corridor (Action LU.1.1.1) to include design guidelines that are appropriate for this area and still retain Pinole's character; a circulation plan that includes traffic calming measures, transit options, and improved bicycle and pedestrian facilities; and sustainable, green building policies.

**Action LU.8.2.2** Establish new and enhance existing unique Pinole Valley Road regional and neighborhood gateway treatments at the Interstate 80 interchange, at the intersection with Tennent Avenue and Pinole Creek, and at Simas Avenue to mark major transition points and visually enhance the corridor over time. Based on funding availability and site conditions, decorative gateway features could include circulation upgrades, monument walls, signage, enhanced landscaping, decorative paving, decorative lighting, and additional public art.

 **POLICY LU.8.3** Encourage development that provides jobs and new housing opportunities primarily through reuse of the former Doctors Hospital site and revitalizing existing retail and service commercial development by allowing a mix of uses and higher building intensities at the Appian 80 Shopping Center and in the areas south of Interstate 80. The intent of this policy is to support the following objectives:

- a) Capitalize on Appian Way's proximity to Interstate 80 as a convenient regional shopping area by upgrading existing development over time and attracting increasingly desirable commercial service providers.
- b) Improve vehicular and pedestrian circulation and safety over time in and around Pinole Junior High School, existing commercial areas, and at the Interstate 80 interchange.
- c) Improve streetscape design over time that establishes a more attractive and unique identity for the corridor within region.

**Action LU.8.3.1** Adopt and implement the Three Corridors Specific Plan for the Appian Way transportation corridor (Action LU.1.1.1) to include design guidelines that are appropriate for this area and still retain Pinole's character; a circulation plan that includes traffic calming measures, streetscaping, signage, transit options, and improved bicycle and pedestrian facilities; and sustainable, green building policies.

# LAND USE AND ECONOMIC DEVELOPMENT

- Action LU.8.3.2** Initiate a study of the market around the Appian Way shopping centers to determine the best way to continue in the future to maximize the economic opportunities in this area.
- Action LU.8.3.3** Initiate a transit study to determine how best to maximize potential opportunities to improve transit facilities and options in this area.
- Action LU.8.3.4** Require any new development to provide improved pedestrian facilities and to design their development to be as walkable as possible.
- Action LU 8.3.5** Develop unique Appian Way regional gateway monuments or design features at the Interstate 80 interchange and at the shared boundary with the El Sobrante unincorporated area as well as the neighborhood gateway at intersection with San Pablo Avenue to make the corridor both more attractive and distinctive for local and regional visitors. Based on funding availability and site conditions, decorative gateway features could include vehicular and pedestrian circulation upgrades, monument walls, signage, enhanced landscaping, decorative paving, decorative lighting, and additional public art.