PINOLE
California

GENERAL PLAN UPDATE

November 2010

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CHAPTER 1: INTRODUCTION TO THE GENERAL PLAN

INTRODUCTION TO THE GENERAL PLAN

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INTRODUCTION TO THE GENERAL PLAN

GUIDING PRINCIPLES

Sustainability and Stewardship

Community Tapestry

Fiscal Responsibility and Economic Health

PLANNING CONTEXT

The City of Pinole's last comprehensive update of the General Plan was more than 10 years ago. Since then, the General Plan has been periodically reviewed and updated to reflect changing conditions and to remain timely and useful. The City wanted to ensure that the General Plan reflects current concerns and remains legally adequate. This General Plan represents years of efforts on the part of residents and businesses in the community working to maintain and improve the City of Pinole's quality of life.

COMMUNITY LOCATION AND CHARACTERISTICS

Located 20 miles northeast from San Francisco, the City of Pinole is situated on the shores of San Pablo Bay in West Contra Costa County (see **Figure 1.1**). Pinole is well connected to Contra Costa County and the rest of the Bay Area (San Francisco/Oakland) by State Route 4 and Interstates 80 and 680.

The City of Pinole was incorporated in 1903 and occupies a land area of approximately 5.45 square miles and a total area of 13.3 square miles in the western portion of Contra Costa County, including portions of San Pablo Bay. With a current population of 19,629, Pinole is a bedroom community within the San Francisco/Oakland employment centers. Pinole straddles Interstate 80 and includes areas overlooking San Pablo Bay in the northern part of the city. The city is characterized by regionally serving retail services along Interstate 80, a historic downtown area, gently rolling hills and steep hillsides on the north and south, and established residential neighborhoods.

Surrounding communities around Pinole include the unincorporated areas of Montalvin Manor, Rancho Road and El Sobrante and the cities of Richmond and Hercules. The City of Pinole is largely built out but includes opportunities for infill mixed-use development in a strategically located area near the Berkeley/Oakland and San Francisco employment centers.

Pinole's existing land use pattern is generally a mix of residential neighborhoods and commercial and business centers combined with parks and open spaces. Several distinct areas characterize the city and surrounding area, including:

- Historic Old Town area north of Interstate 80 that contains historic residences built for individuals who worked in Pinole or at the Hercules Powder Plant during the city's formative years as well as a commercial and business core that contains important civic and recreational facilities.

- Pinole Vista and Pinole Ridge Shopping Center, a regionally serving shopping district along Fitzgerald Avenue between the Richmond Parkway and Appian Way exits of Interstate 80.

- Pinole Valley, an area that includes community serving retail, Pinole Valley High School, and residential areas with access provided primarily by Pinole Valley Road.

GENERAL PLAN INTRODUCTION

California state law requires every city and county to adopt a general plan for its future development. A general plan serves as a blueprint that "guides the physical development of the city and any land outside its boundaries which bears relation to its planning" (Government Code Section 65302). Also referred to as the "constitution for future development," the general plan expresses the community's development goals and symbolizes public policy relative to the distribution of future land uses, both public and private.

A general plan typically has four defining features:

1. **General:** As the name suggests, the general plan provides the broad community-wide vision and policy guidance for future development of the city.

2. **Comprehensive:** The general plan addresses a broad range of physical, social, economic and environmental factors affecting the community, including land use, circulation, public facilities and other topics.

3. **Internal Consistency:** The concept of internal consistency holds that no direct policy conflicts can exist, either textual or diagrammatic, between the components of an otherwise complete and adequate general plan. Different policies must be balanced and reconciled within the plan.

4. **Long Range:** The general plan provides long-term vision and goals for the community and includes policies and actions to achieve that vision.

In order for a general plan to be effective, it must remain current by reflecting changing community sentiments and changing legal requirements. State law does not specify rigid requirements or timing for updating a general plan (other than for the housing element); however, it does establish that the responsibility for determining whether a general plan is up to date and accurate rests with each jurisdiction.

The current General Plan for the City of Pinole was adopted in 1995, with the exception of the Housing Element that was last updated in 2003. Since that time, Pinole has experienced many physical, demographic and economic changes, resulting in new opportunities and challenges for the City. The existing General Plan is being updated in order to reflect current community sentiments and the changes in land use, growth patterns and demographic and economic conditions.

The City of Pinole General Plan will be used to inform citizens, decision-makers and other interested groups of the policies that will guide development-related decisions in the community. The General Plan will serve as a guide to future land use and economic development through its goals, policies and actions.

Figure 1.1
Regional Location

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INTRODUCTION TO THE GENERAL PLAN

GENERAL PLAN VISION

Strive to make Pinole a sustainable community where the citizens act as stewards for the environment, the economy, and the social equality of the community, preserving Pinole's historic past, while maintaining a healthy economy for all members of the community now and in the future.

GENERAL PLAN VISION

In the course of preparing the General Plan, the community described their vision for Pinole. This Vision Statement and the Guiding Principles are expressed in several land use choices the City has put in place throughout this General Plan. Notable among the many policies and programs contained in this document are five key topics that emerged:

1. Sustainability – This General Plan contains a separate Sustainability Element, one of the first of its kind in the state. The City has conducted a Greenhouse Gas Audit and is preparing to direct land use, government and citizen actions to help reduce automobile dependence, promote reuse and recycling, and conserve community resources.

2. Priority Development Areas – The City seeks to create more compact, less automobile-dependent, future land use along the San Pablo Avenue and Pinole Valley Road corridors to support, and be served more efficiently by, public transit.

3. Economic Development – Specific area planning for the three primary travel corridors through Pinole will help the City pursue an improved jobs/housing balance, encourage new development and provide a wider range of employment opportunities, commercial services, and housing opportunities over time. The City's Three Corridors Specific Plan identifies opportunities to more actively use existing vacant and previously developed properties.

4. Recreation and Resources – San Pablo Bay and San Francisco Bay as a whole and the Pinole Creek Watershed are not only rich in habitat, they also provide recreation and circulation opportunities for Pinole. The General Plan seeks to support ongoing efforts to restore Pinole Creek, bridge the existing gap in the San Francisco Bay Trail, and support recreational activity. The General Plan also seeks to create additional recreation facilities and connections throughout the city.

5. Housing – Recognizing that the City will need diverse housing opportunities for people who work in Pinole and the region, the General Plan seeks to establish a land use framework that ensures adequate workforce housing.

GENERAL PLAN OBJECTIVES

- **Improve public safety and delivery of public services.**
- **Encourage new residential and commercial development to concentrate activity within existing urbanized areas with sufficient densities to support transit service, and encourage development of improved bicycle and pedestrian facilities.**
- **Improve the safety and attractiveness of new development and the viability of a variety of transportation modes.**
- **Promote programs to reduce drive-alone commute trips during rush hour.**
- **Enhance sustainable practices in the city.**

GENERAL PLAN ELEMENTS

The goals, policies and actions of this General Plan are collectively intended to achieve the community vision and guide future decisions related to land use and development. This General Plan helps to ensure that important land use decisions will take into account a full range of topics that affect the quality of life and the environment of Pinole.

Many issues will become apparent during implementation of this General Plan; some can be foreseen now, while others are less clear and will need to be dealt with as part of the ongoing process of implementing the plan. For example, our efforts to address climate change currently focus on minimizing our contribution to greenhouse gases. As science continues to contribute more to the knowledge about the impacts of climate change, we will need to address impacts that are relevant to the City of Pinole, which may include changes in sea level, water supplies or energy needs.

In this situation, as in others that may arise, Pinole must respond to change and to internal and external factors in proactive ways, identifying issues before they become crises and developing innovative ways to respond on its own and in cooperation with other local and regional governmental agencies. As a result, this General Plan presents a policy framework that can and should be adjusted or adapted as needed over time.

COMMUNITY CHARACTER

The Community Character Element contains goals, policies and actions related to aesthetics, views, arts and culture, historic resources, noise, odors and education. Collectively, the goals, policies and actions ensure that the character of Pinole will be retained and enhanced land use compatibility will be considered in conjunction with future development reviews.

GROWTH MANAGEMENT

The intention of growth management is to establish level of service standards for managing the growth of Pinole as well as traffic and performance standards for fire, police, parks, sanitary facilities, water, and flood control. When combined with goals, policies and actions, these standards will establish a long-range program that will match the demands for public facilities generated by new development with plans and capital improvement programs to ensure that there are adequate facilities to serve anticipated development. The content of the Growth

Management Element is dictated by the requirements of the Contra Costa County Transportation Authority (CCTA), and this element follows a specific format required by that agency. The element also serves as a means for the CCTA to determine whether the City is in compliance with policies that support the receipt of Measure J funding.

LAND USE AND ECONOMIC DEVELOPMENT

The Land Use and Economic Development Element contains goals and policies that will guide existing and future land use development to create a strong identity for Pinole and maintain a high quality of life. This element is designed to help achieve the City's long-range goals of encouraging development along the primary transit corridors to provide a wider range of employment, housing, retail/service and entertainment options to residents. The element establishes goals, policies and actions to improve the City's economic conditions, maintain regional competitiveness, and achieve a healthy jobs/housing balance to attract targeted businesses and make Pinole a more financially self-sustaining community.

HOUSING

The Housing Element contains strategies aimed at addressing current housing needs and increasing the supply of housing available to people at all income levels. The Housing Element contains a detailed housing needs assessment and goals, policies and actions designed to address the community's housing needs. The element recognizes that limited land is available for new single-family housing development but opportunities exist for more compact residential development along transit corridors to ensure new housing is affordable to the existing workforce and in particular to low-income households and special needs populations such as the elderly, disabled and homeless.

CIRCULATION

This element seeks to ensure that Pinole will have a multimodal transportation system that prevents sprawl and its attendant impacts. The Circulation Element contains goals and policies related to the transportation system, including the extent and condition of the roadway and trail system and desired service levels as well as alternative modes of travel. This element also contains circulation maps, which show the existing and desired major transportation facilities within Pinole.

Collectively, the maps, goals, policies and actions in this element help to ensure that residents and visitors to Pinole will have transportation choices. Roads will provide the highest level of service feasible while supporting transit and energy-efficient modes (e.g., walking and bicycling) as safe, attractive and efficient alternatives to automobile use by:

- Encouraging new residential and commercial development to concentrate along primary transportation corridors at sufficient densities to support transit and bicycle and pedestrian facilities.

- Increasing the safety and attractiveness of alternative transportation modes and development of bicycle lanes and facilities.
- Implementing programs to reduce drive-alone commute trips during rush hour.

COMMUNITY SERVICES AND FACILITIES

The Community Services and Facilities Element addresses capital facilities and service programs that are necessary to adequately serve the city. The element sets forth goals, policies and implementing actions that will be required to ensure adequate emergency, water, education, cultural, health-related, utility, transportation, parks and recreation, solid waste, wastewater and storm drain facilities and programs to serve existing and planned future development.

HEALTH AND SAFETY

The Health and Safety Element seeks to minimize Pinole's risks from natural and man-made hazards, while maximizing the City's emergency preparedness. Health and safety issues include air quality, noise, health care, man-made and natural hazards, neighborhood policing, fire services and flooding. The Health and Safety Element contains goals, policies and actions that identify viable solutions to minimize the risk of death and injury, property damage, economic hardship and social displacement resulting from fires, floods, earthquakes, landslides and other hazards. This element also addresses safety and hazards related to groundwater contamination and the potential release of hazardous materials into the community. The City is actively participating in County-led emergency preparedness planning for the region.

NATURAL RESOURCES AND OPEN SPACE

The Natural Resources and Open Space Element contains goals, policies and actions related to the protection of open space for recreation and other purposes, with an emphasis on publicly accessible open space. Collectively, the maps, goals, policies and actions contained within this element ensure that Pinole's natural resources and open spaces are increasingly protected and made accessible to residents and visitors, with trails and bikeways connecting the population to nature-based parks, environmental education facilities and regional trails.

SUSTAINABILITY

While the General Plan will incorporate sustainable practices in all elements, the Sustainability Element will provide the repository for all sustainable goals, policies and actions and will create a framework within which the City can make land use choices to have a positive impact on climate change, minimizing reliance on oil and other fossil fuels, and reducing the consumption of natural resources. This element defines sustainability, identifies the existing sustainable practices in Pinole and identifies the actions Pinole can take to increase sustainability efforts.

ACHIEVING THE VISION

This General Plan is intended to express the community's vision and provide policymakers with the guidance they need to make wise decisions in support of that vision and accepted community values.

Ensuring that the vision expressed by this General Plan is achieved will require conscientious effort on the part of citizens and City officials. In order to organize this effort, the General Plan includes actions, or "next steps," in every element except the Housing Element, since that element contains its own implementation program and quantified objectives.

Monitoring progress during General Plan implementation will be important if the City is to achieve the community's vision, since the policies and actions in the General Plan will have to be monitored and periodically adjusted in order to be effective. As a result, the plan embraces the concept of adaptive management, whereby monitoring data is collected and used to determine which policies and practices are effective and which policies and practices should be adjusted or reconsidered. This process of periodic evaluation and adjustment is critical to the long-term success of this General Plan.

RELATIONSHIP TO OTHER PLANS, POLICIES AND REPORTS

As the General Plan discussions evolved, the City of Pinole recognized the need to comprehensively employ a variety of planning tools to ensure sound land use decisions for the future. In conjunction with the General Plan Update, the City also embarked on the preparation of a Specific Plan to govern land use, circulation, and economic development on portions of San Pablo Avenue, Pinole Valley Road and Appian Way as well as a comprehensive Zoning Code Update to make zoning regulations more useful to the community and incorporate performance-based standards. Ultimately, the General Plan is to be consistent with, and will be implemented by, a planning tool kit that includes the following.

CITY OF PINOLE HOUSING ELEMENT

California Government Code Sections 65580–65589.8 require that all municipalities adopt and implement a Housing Element as part of their General Plan, identify and review existing and projected housing needs, and form a plan for meeting those needs. The Housing Element is required to be updated every five years or as specified by state law.

The City of Pinole adopted its current Housing Element in May 2003. It contains all policies and actions as required by the State of California and is certified by the California Department of Housing and Community Development as complying with state legal requirements.

SPECIFIC PLAN

The Three Corridors Specific Plan implements the General Plan and guides development within the defined General Plan sub-areas of San Pablo Avenue, Pinole Valley Road and Appian Way. While the General Plan is the primary guide for growth and development in a community, the Specific Plan is able to focus on the unique characteristics of these areas to customize the

planning process and land use regulations to support economic development and create an identifiable sense of place.

CITY OF PINOLE ZONING CODE

The Zoning Code of the City of Pinole (Municipal Code Title 17) enacts land use regulations to create districts or zones that establish permitted and special uses within those zones. It also includes physical development standards and procedures for changing the status of land use.

Adoption of the General Plan will require amendments to the Zoning Code for consistency with the General Plan land use designations and various General Plan policies.

SUSTAINABILITY ELEMENT

As discussed above, the Sustainability Element will serve as a guiding document to identify ways in which the City can have a positive impact on, and adapt to the inevitable effects of, climate change, such as reducing greenhouse gas emissions and reducing other negative impacts on natural resources. Sustainable policies throughout the General Plan will be marked with a leaf symbol.

WEST COUNTY ACTION PLAN

The cities of Pinole, El Cerrito, Richmond, Hercules and San Pablo and Contra Costa County comprise the planning jurisdictions in the West County Planning Area as defined in the Contra Costa County General Plan. The County General Plan addresses future travel needs in Pinole and the West Contra Costa County/Interstate 80 travel corridor through Regional Transportation Planning and Growth Management.

DOCUMENT ORGANIZATION

As mandated by state law, the City of Pinole General Plan contains the seven required elements to form a comprehensive set of planning policies (Government Code Section 65302). In addition, the Land Use Element contains policies to comply with the requirements of the Contra Costa County voter-approved Measure C and a Sustainability Element to respond to community input. The General Plan is organized into ten separate but interrelated sections and includes an Introduction and a Summary section as identified below.

1. General Plan Introduction
2. General Plan Vision and Summary
3. Community Character
4. Growth Management
5. Land Use and Economic Development
6. Housing

7. Circulation
8. Community Services and Facilities
9. Health and Safety
10. Natural Resources and Open Space
11. Sustainability

Within each chapter, an introduction is provided to identify the general purpose of the chapter. The regulatory framework for the chapter is provided, and then specific issue areas are discussed. Each chapter includes goals, policies and actions for the issue areas addressed by that chapter.

DEFINING USE OF GOALS, POLICIES AND ACTIONS

The Pinole General Plan includes nine elements that are supported by goals, policies and actions to guide future land use decisions and are located at the end of each chapter. These components of the General Plan are defined and shown in the following diagram. Each of the components, in descending order, provides more detail about how the City of Pinole will achieve the components above it.

GOAL

A broad statement reflecting community values, community intents, and ideal future vision. It describes in general terms a desired future condition and acts as a general direction setter.

⇓

POLICY

A clear and specific statement that guides decision making in order to support the achievement of a goal. In some instances, a policy may be specific enough so as to include a clear sense of how implementation will occur.

⇓

ACTION

An action, program or procedure that carries out a General Plan policy. Each policy typically has one or more corresponding actions.

An example of this format is provided below, using the Land Use and Economic Development Element.

GOAL LU.1 Preserve and enhance the existing 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.

USING AND INTERPRETING THIS GENERAL PLAN

The General Plan is intended to be used by a broad range of persons, including:

- The City Council and Planning Commission in decision-making activities;
- City staff in developing programs and projects;
- The development community in preparing development proposals; and
- Residents and citizens interested in the future of Pinole and the City's policies.

When using this General Plan, the following basic rules should be kept in mind:

- Only those statements specifically listed as "Goal" are to be interpreted as stating the City's goals. Only those statements specifically listed as "Policy" or "Action" are to be interpreted as statements of City policy. Narrative descriptions and discussions not preceded by a Goal, Policy, or Action designation are provided for information and background only. Narrative and/or discussion items may assist decision-makers with the interpretation of policies but do not themselves establish City policy.
- Unless specifically defined by policy, the standard definitions of words and terms shall be used. The Glossary to this General Plan provides definitions of many commonly used planning terms; these definitions may be used as a starting point in resolving disputes about the meanings of words in goals or policies.

- General plans ordinarily do not state specific mandates or prohibitions. Rather they state policies and set forth goals. Introductory statements in the General Plan stress the flexibility of the policies described and the ability of decision-makers to balance competing policies when necessary. Thus the General Plan states that the classifications for development serve as a guide for zoning, and zoning regulations, while they must be consistent with the plan, need not be identical to it. The policies allow for flexibility and require interpretation by staff and the decision-makers.

- Some information in this General Plan (e.g., population figures) is expected to become outdated in the normal course of events. Where this information is critical to the interpretation of goals or policies, the most up-to-date information should be used, including the Background Report.

AMENDMENTS TO THIS GENERAL PLAN

Recognizing the need for the General Plan to remain up to date and reflective of local issues and policies, state law allows the City to amend the General Plan to ensure that it is consistent with the conditions, values, expectations and needs of the community. The General Plan may be amended only by action of the City Council or by voter-approved initiative.

Periodic updates to the Housing Element are required by state law (generally every five years), but there is no required regular update for any other portion of the General Plan.

IMPLEMENTATION OF THIS GENERAL PLAN

This General Plan is not intended to be a step-by-step guidebook for its own implementation. It is not intended to answer every question which will be faced by the City over the lifetime of the plan. Future work will be needed to fully implement this General Plan. This work, shown in the form of “actions,” is listed in each element and in the Implementation section of this General Plan (to be added when the final General Plan is prepared). Some of these actions may occur in the short term; others will require more time and resources and may not be completed for some time.

Many of the goals, policies, and actions in this General Plan are achieved through zoning, which regulates public and private development. The City is responsible for ensuring that its Zoning Code and this General Plan are in conformity. In most instances, this will mean that land is designated in the General Plan and zoned for similar uses with similar development standards (i.e., similar densities). Where zoning and General Plan land use designations are not identical, policies of this General Plan should be consulted carefully for guidance.

CHAPTER 2: VISION AND SUMMARY

VISION AND SUMMARY

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VISION AND SUMMARY

GUIDING VISION

Sustainability and Stewardship

Community Tapestry

Fiscal Responsibility and Economic Health

The goals, policies and actions of this General Plan are collectively intended to achieve this community vision and guide future decisions related to land use and development. This General Plan ensures that every important land use decision will be scrutinized and assessed for its potential to affect the quality of life and the environment we live in.

Many issues will become apparent during the implementation of this General Plan. Some can be foreseen now, while others are less clear and will need to be dealt with as part of the ongoing process of implementing the plan. For example, our efforts to address climate change currently focus on minimizing our contribution to greenhouse gases. As science continues to contribute more to the knowledge about the impacts of climate change, we will need to address impacts that are relevant to Pinole, which may include changes in the level of the Bay, water supplies or energy needs.

In this situation, as in others that may arise, Pinole must respond to change and to internal and external factors in proactive ways, identifying issues before they become crises and developing innovative ways to respond on its own and in cooperation with other local and regional governmental agencies. As a result, this General Plan presents a policy framework that can and should be adjusted or adapted as needed over time.

COMMUNITY CHARACTER

A community is defined as an entity that exhibits similar behavior patterns among groups of individuals. These patterns create interaction within local organizations and social activities that meet the social and economic requirement of a population. Concepts such as quality of life, small-town character, neighborhood and community take on a psychological definition consisting of shared norms or attitudes expressed through individuals' identification with a specific area or interest such as religion, ethnicity or income.

Physical characteristics such as landmarks, gateways, entryways, streets, buildings, and parks and open space are expressions of physical and natural features that also shape the community's character. The image of a community is not static — it will change as the community grows or changes.

The built environment, the surrounding natural environment, and the perceptions and experiences of residents and visitors increase the relevance of a community's character. Individual neighborhood settings also hold an important image that when grouped together produce a unified identity for the community as a whole. Careful planning can provide direction and guidance for development, the results of which will preserve community identity while planning for growth.

The Community Character Element of the General Plan is best defined as an element that will preserve, enhance and strengthen Pinole's feel of "sense of place" and unique identity. This element intends to incorporate that feel in existing facilities, buildings and features as well as in

new growth and development in Pinole, to influence the future physical form of the community by guiding the quality and character of future development, and to protect the existing natural and built environment that define Pinole's character. It also expresses 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.[1]

GROWTH MANAGEMENT

The Growth Management Element establishes policies to direct growth within Pinole and indicates how the City intends to participate in regional land use and transportation planning efforts. The Growth Management Element includes level of service standards and performance standards for traffic and the provision of public services (e.g., fire, police, parks, sanitary sewer facilities, water and flood control) in order to ensure that public facilities are provided to accommodate growth consistent with adopted standards. By adopting and implementing this element, the City of Pinole establishes a comprehensive, long-range program that will match the demands for public facilities and services generated by new development or redevelopment with plans, capital improvement programs and development mitigation programs to ensure facilities are provided at an appropriate time and level to serve new development. Specifically, the Growth Management Element seeks to:

1. Attain a new level of mutually beneficial communication and coordinated planning between Pinole and its neighboring jurisdictions, other public agencies and regional agencies.

2. Provide community facilities, commercial services and amenities easily accessible to and from residential neighborhoods.

3. Support further development of bicycle and pedestrian facilities.

4. Provide a safe, attractive and efficient circulation system that ensures convenient access to all residential, business and recreational areas by various modes of transportation.

5. Encourage future growth to locate along the primary travel corridors through the community and in areas that are or can easily be served by transit.

6. Guide future growth so that at "buildout" the community remains an attractive, uncrowded and pleasant place to live and work.

[1] 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

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 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.

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.

HOUSING

This element is being prepared separately, but will be incorporated into the final General Plan.

CIRCULATION

Traffic congestion and other circulation constraints are major considerations in determining appropriate land uses and responding to future conditions that will affect the quality of life in Pinole. The Circulation Element provides data concerning existing and future conditions as a factual basis for community goals, policies and actions for existing and proposed roadway improvements and other transportation needs.

Pinole's Circulation Element addresses such issues as regional traffic congestion, traffic impacts on neighborhoods, public transit, trails and parking. More than other elements, the Circulation and Land Use elements act in concert to help achieve a vision of sustainability for the city. This element expresses a vision for the future where diverse transportation options, in conjunction with thoughtful development, provide for the needs of residents and businesses.

COMMUNITY SERVICES AND FACILITIES

The Community Services and Facilities Element is an optional element under state law but is included in Pinole's General Plan to address important issues related to how new development under this General Plan will affect the City's ability to provide adequate community services and facilities. This element concerns the public infrastructure and facilities that support community functions and allow for the growth of the community. Operational and programmatic issues are considered, but this chapter is primarily concerned with the provision of capital facilities.

The primary tools for implementing the Community Services and Facilities Element are infrastructure and facilities master plans (i.e., water, wastewater, storm drainage, parks) and the five-year Capital Improvement Program (CIP).

Specifically, this element addresses the following service and facility topics:

- Civic/Community
- Police
- Fire
- Parks, Trails, Open Space and Recreational
- Water
- Wastewater
- Stormwater
- Solid Waste and Recycling

- Community Health
- Education
- Roads
- Energy and Communication

This General Plan aims to build partnerships between the City and other public agencies that provide services to the City of Pinole.

HEALTH AND SAFETY

The Health and Safety Element seeks to recognize and remedy both present and anticipated concerns about the ongoing well-being of the city's residents, workforce and visitors. The goals, policies and actions identify viable solutions to minimize the potential risk of death, injuries, property damage, and economic hardship and social displacement resulting from fires, floods, earthquakes, landslides and other hazards. Additionally, this element addresses safety and hazards related to surface and groundwater contamination, the potential release of hazardous materials into the community, and general issues related to health care and police and fire protection services. By identifying these hazards and the appropriate abatement provisions, the Health and Safety Element will effectively reduce the potential for loss of life, property damage, and economic and social disruption from catastrophic events.

This element combines the noise, water and air quality analysis required by the State to be included in the Health and Safety Element and guides land use patterns in a way that minimizes the exposure of city residents to excessive natural and man-made hazards. The goal of the element's noise section is to identify the major sources of noise in the city and discuss the City's role in ensuring comfortable and safe noise levels throughout the community.

This element addresses air quality issues by establishing a framework for working with other communities in the region and the Bay Area Air Quality Management District (BAAQMD) to improve air quality in the Bay Area. The element's air quality section underscores the effects on air quality brought about by land use patterns and the resulting transportation behavior. The goals, policies and actions outlined in this element focus on improving air quality through embracing regional coordination, "smart growth" land use concepts, transportation demand management, energy conservation, encouraging cleaner industries and vehicles, and public education.

This element also addresses water quality issues. The element describes local efforts to satisfy the federal Clean Water Act and describes efforts to require on-site stormwater treatment in conjunction with new development to satisfy ongoing Regional Water Quality Control Board permit requirements.

Finally, this element addresses the significance of health care accessibility and affordability in Pinole. This element will outline health care that serves various sectors of the population, as well as the types of health care facilities that serve Pinole. In addition, attention will be given to initiatives that the City or related agencies have begun or are in the process of developing to increase accessibility to health care for the entire population.

By addressing all the components mentioned above, the City can maintain high levels of service while implementing necessary programs and capital improvements to ensure the community's well-being.

NATURAL RESOURCES AND OPEN SPACE

The Natural Resources and Open Space Element, a legally required element, is included in this General Plan to address and establish policies addressing the issues of natural resource conservation and open space preservation within the city limits. Pinole's natural resources and open spaces are some of the city's greatest assets. They serve to strengthen community identity, create a sense of place, and enhance Pinole's quality of life. This element addresses resource conservation concerns within Pinole, including enhancement of the environment through resource conservation and preservation of biological resources. Policies addressing water and energy conservation are included in the Community Services and Facilities Element. This element identifies the need to protect and preserve existing open space and natural recreational areas, as well as the need to maintain those areas and create additional open space and natural recreation areas for the enjoyment of residents and the protection of the environment. Of particular importance to the Pinole community are the preservation and enhancement of the Pinole Creek and Watershed, access and use of the shoreline along San Pablo Bay, protection of the ridgelines around Pinole and the addition of a portion of the Bay Trail in Pinole. The goals, policies and actions in this element will foster the preservation of Pinole's many valuable natural resources, including wildlife, habitat, water resources, soils and mineral resources.

SUSTAINABILITY

The role of local governments is becoming increasingly important in combating climate change through setting policies for future community actions. The Pinole General Plan incorporates sustainable policies and programs throughout all elements of the plan. The Sustainability Element creates a framework within which the City will link these elements and identify programs to implement sustainable policies and practices to improve the quality of life and public health, increase energy efficiency and reduce waste by utilizing more sustainable and compact development patterns, encourage alternative forms of transportation, and establish programs to minimize the waste stream and improve water quality.

Pinole places high value on civic and economic self-sufficiency and maintaining a mix of housing options to allow Pinole seniors to "age in place" without leaving their community and support system, and to allow Pinole's youth to remain in the community as they start families.

The Sustainability Element supports land use patterns and programs that will enhance opportunities to improve ecological conditions, enhance the local economy and provide equal job, housing, education, recreation and transportation opportunities. The Sustainability Element is also the General Plan chapter that most allows Pinole to address local climate change issues by setting goals and policies to guide Pinole's efforts to reduce greenhouse gas (GHG) emissions, encourage renewable energy sources, expand local use of green technology, and

educate Pinole's residents on how they can live fully while preserving Pinole for future generations.

Below is a visual representation of the concept of sustainability in Pinole. The overarching themes of fiscal health, community tapestry and environmental stewardship shape the goals, policies and actions in this element, as well as the General Plan.

CHAPTER 3: COMMUNITY CHARACTER

COMMUNITY CHARACTER

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COMMUNITY CHARACTER

VISION STATEMENT

Pinole has set a major goal to preserve, enhance and strengthen community identity.

The City will preserve its small-town feel; create itself as a memorable destination with a full range of entertainment and recreation opportunities; promote connections between neighborhood and commercial districts.

Pinole will maintain and celebrate its rich cultural heritage and diversity through cultural art and preservation of locally significant sites, buildings and history.

INTRODUCTION

A community is defined as an entity that exhibits similar behavior patterns among groups of individuals. These patterns create interaction within local organizations and social activities that meet the social and economic requirement of a population. Concepts such as "quality of life," "small-town character," "neighborhood" and "community" take on a psychological definition consisting of shared norms or attitudes expressed through individuals' identification with a specific area or interest such as religion, ethnicity or income.

Physical characteristics such as "landmarks," "gateways," "entryways," "streets," "buildings," and "parks and open space" are expressions of physical and natural features that also shape the community's character. The image of a community is not static — it will change as the community grows or changes.

The built environment, the surrounding natural environment, and the perceptions and experiences of residents and visitors increase the relevance of a community's character. Individual neighborhood settings also hold an important image that when grouped together produce a unified identity for the community as a whole. Careful planning can provide direction and guidance for development, the results of which will preserve community identity while planning for growth.

PURPOSE

The Community Character Element addresses the preferred character of Pinole with respect to the natural and built environment.

The Community Character Element of the General Plan is best defined as an element that will preserve, enhance and strengthen Pinole's feel of "sense of place" and unique identity. This element intends to incorporate that feel in existing facilities, buildings and features as well as in new growth and development in Pinole, to influence the future physical form of the community by guiding the quality and character of future development, and to protect the existing natural and built environment that define Pinole's character. It also expresses a vision for the future where "sustainable development"[1] and land use practices provide for the needs of existing residents and businesses while preserving choices for future generations.

[1] 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.

COMMUNITY CHARACTER

The Community Character Element seeks to identify and protect locally important sites, buildings and memorabilia that reflect the history of the community. It also seeks to honor the people of Pinole by promoting the inclusion of cultural arts into the fabric of the community as a component that contributes to the overall quality of life for residents, workers and visitors. The element provides goals, policies and implementation actions designed to recognize and preserve the history of the area and celebrate the diversity of the city's population.

Finally, developers should take advantage of Pinole's primary circulation corridors when looking to locate future projects. While maintaining Pinole's established building massing and scale, this element will also attempt to focus future development in certain priority development areas. Future development in Pinole should be guided toward transit- and pedestrian-oriented designs that are more compact.

While it is the Community Character Element that primarily addresses issues of community identity, several other elements, particularly the Land Use and Economic Development, 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.

RELATIONSHIP TO OTHER GENERAL PLAN ELEMENTS

The goals, policies and implementation actions in the Community Character Element highlight and complement those in other elements of this General Plan, including Growth Management (Chapter 4), Land Use and Economic Development (Chapter 5), Housing (Chapter 6), Circulation (Chapter 7), Natural Resources and Open Space (Chapter 10) and Sustainability (Chapter 11).

The Community Character Element is an optional element that is not required by state law within a general plan. The City of Pinole has included the Community Character Element in order to address the wide range of aspects, including design and green building concepts, that contribute to local character in a more unified and coherent manner than would be possible if these topics were only scattered throughout the General Plan.

This element also addresses some State-mandated topics, including preservation of historic and cultural resources of the community. Where the overlap can be identified, cross-references are provided to alert the reader to specific sections of the related elements.

RELATED PLANS AND PROGRAMS

The Community Character Element relates to several other local, regional and state plans and programs, which are listed in detail in the **Appendix**.

ISSUES AND CONSIDERATIONS

Pinole is defined by its natural and man-made features. The natural setting includes the Bay shoreline, open spaces, Pinole Creek and other watersheds, and a hillside topography. The physical setting is primarily defined by the transportation and circulation corridors that divide the city into zones, a cohesive "Old Town," and other commercial and residential development in the community. These natural and physical features are described in greater detail below.

COMMUNITY CHARACTER

NATURAL SETTING

In many respects, Pinole is a city of visual contrasts. Pinole's varied geography includes marshlands along San Pablo Bay, Pinole Creek running through the city, and valleys separated by small ridgelines within the city boundaries. The marshlands along the Bayshore and steep ridgelines have placed certain limitations on development.

Bayshore

The Pinole shoreline is developed with a sewage treatment plant, Union Pacific Railroad's "Cal-P" main line (with more than 30 Amtrak trains a day) and Burlington Northern Santa Fe's (BNSF) line. Pinole is located in an area that transitions naturally from San Pablo Bay, through lowlands, and then to hillsides that increase in slope to the Briones Hills. Consequently, the city has an abundance of open space and preserved areas that provide both recreational and environmental benefits and challenges to potential development. Pinole's many residential neighborhoods are nestled among the hillside topography.

The Pinole shoreline presents a complex land use challenge due to the existence of significant infrastructure (e.g., sewage disposal facility and railroads) in an area that has played a vital role in the history of Pinole and that contains high natural resource value. As the City makes plans to preserve and/or expand necessary infrastructure, enhance recreation opportunities, preserve natural resources and honor Pinole's heritage, there is a tremendous opportunity for the City to create a cohesive image for the waterfront.

An example of Pinole open space

Open Space

Open space provides a critical visual and physical connection to the natural environment and habitat for a rich diversity of plant and animal species and is an integral part of Pinole's landscape and community character. A great deal of Pinole's open space is found along the San Pablo Bay shoreline and along the steep ridgelines throughout the city.

Issues of open space are further addressed in the Natural Resources and Open Space Element (Chapter 10), which defines, describes and maps a variety of types of open space in Pinole.

Pinole Creek

Pinole Creek has greatly influenced development in the City of Pinole. Issues regarding Pinole Creek are addressed in the Land Use and Economic Development Element (Chapter 5), Health and Safety Element (Chapter 9), Natural Resources and Open Space Element (Chapter 10), and Sustainability Element (Chapter 11).

The Pinole Creek Vision Plan and Pinole Creek Greenway Master Plan set forth more information about the creek and its future. The Pinole Creek Restoration Project outlines development 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 San Francisco Bay Area Water Trail backbone.

Pinole Creek

Watersheds

The Pinole Creek watershed covers approximately 15 square miles of west Contra Costa County, extending from the headwaters in the Briones Hills to the outfall at San Pablo Bay north of Point Pinole. Approximately 30 percent of the watershed is owned and managed by the East Bay Municipal Utilities District (EBMUD). Though these holdings are located outside of the City of Pinole, their use and management are crucial to the City's water quality, resource enhancement and flood protection objectives. Recent discussions have included the possible use of the EBMUD property for possible mitigation land banking and floodwater diversion basins.

Topography

Physical development in the City of Pinole is substantially influenced by topographic conditions that include a fairly steep shoreline, distinct valleys that are separated by small ridgelines, and a comparatively level alluvial plane at the mouth of Pinole Creek. Originally, development occurred primarily in Pinole's valleys and commercial activity was most prevalent in Old Town, adjacent to San Pablo Bay and Pinole Creek. Beginning in the late 1950s, residential and commercial development expanded into surrounding uplands.

PHYSICAL SETTING

The City of Pinole is located in the San Francisco Bay Area, on the shores of San Pablo Bay in west Contra Costa County. Interstate 80, which traverses the city, connects the San Francisco and Oakland metropolitan areas with Sacramento and other communities to the east. Pinole is linked to central Contra Costa County and the cities of Martinez, Concord and Pleasant Hill by State Route 4, which begins just north of Pinole and connects with Interstate 680. San Pablo Avenue serves as one of the main arterials through Pinole and intersects with Tennent Avenue and Appian Way.

Pinole development

COMMUNITY CHARACTER

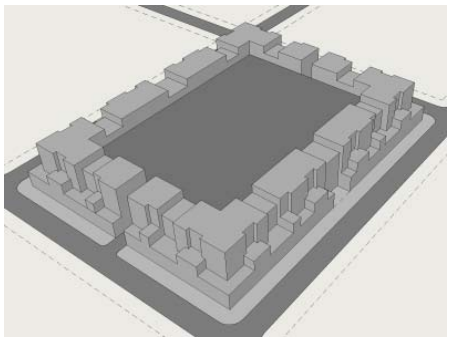
Pinole's physical character is largely influenced and characterized by the city's topographical diversity and the major arterial roads that extend throughout the city.

The City of Pinole is defined in large part by its physical development. The general layout and extent of Pinole began to emerge almost 100 years ago. Residential development through the late 1950s further defined this development pattern, and with commercial center development in the 1960s and more recently with Pinole Vista Shopping Center, the city now stands largely built out.

Downtown Pinole

Old Town Pinole still maintains its historic and small-town feel and is characterized by older buildings with unique architecture and commercial and residential uses. Old Town Pinole hosts the majority of historic buildings in the city. Today, Old Town Pinole still serves as the downtown area of the city and includes the Senior Center, Youth Center, Fire and Police Department offices/station, Fernandez Park, City Hall and the Bank of Pinole building, as well as several other community services and facilities.

The pedestrian experience in Old Town Pinole is enhanced by shops, restaurants and retail fronting onto the street, thereby providing a street façade. By increasing landscaping, shade trees and pedestrian facilities (for example, benches, gathering places and fountains) and promoting physical connections between activities and uses that bring activity to the street, Pinole can ensure that Old Town remains a vibrant pedestrian center. San Pablo Avenue, a highly traveled arterial, extends through Old Town and carries a high volume of traffic. Until automobile circulation is modified to slow vehicles through Old Town, San Pablo Avenue will hinder pedestrian movement.



Example of terraced mixed-use building type with varied rooflines and common space or parking on the interior

In contrast, other commercial development, including major regional shopping centers Pinole Vista, Pinole Vista Crossing, Pinole Valley, and Appian 80, was developed relatively recently and is located near the Interstate 80/Appian Way interchange.

The community has expressed a great deal of interest in preserving and augmenting Old Town Pinole. As further examined below in the Goals, Policies and Implementation Actions section and in the Three Corridors Specific Plan, Old Town Pinole can be enhanced by adding:

- Enhanced design guidelines to guide new development and reuse of existing buildings that provide:
  - Incorporated principles of Crime Prevention Through Environmental Design (CPTED) and sustainability (also see Chapter 11, Sustainability Element);
  - Varied rooflines, building forms, and overall massing and scale of buildings with visually engaging designs.

- Circulation systems that are designed to avoid conflicts between vehicular, bicycle and pedestrian traffic.
- Enhanced pedestrian systems that provide:
  - Visual elements to draw attention to the presence and safety of pedestrians;
  - Buffering landscape areas.
- Site amenities that complement retail and cultural activities.
- Coordinated design around transit options.
- Gateway elements at key roadways.

Diversity in natural and built environments helps define the character of Pinole.

Residential and Commercial Development

The wide range of residential development in the city includes low-density residential neighborhoods in the southern and western portions of the city, as well as a mix of single- and multi-family residential units in the more central portions.

The City of Pinole has loosely defined neighborhoods to reflect their diversity in terms of size, density, characteristics and land use mix. 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. These residential neighborhoods are characteristically more rural and lower in density.

Pinole offers residential development that in one location is suburban and rural in its feel, with landscaped hillsides and low-density residential neighborhoods, while other areas are characterized by modern homes and a distinctly more urbanized feel. The city also varies in its scale and types of commercial development, with the large, modern appearance of the major shopping districts as well as the commercial district with a historic feel in the Old Town. In many respects, it is this diversity in the built and natural environments that helps define the character of Pinole.

Victorian style home

The Residential Design Criteria and Guidelines were adopted by the City of Pinole in 2007 to implement the goals and policies of the existing General Plan. Specifically, these guidelines implement the City's existing General Plan land use policies relevant to urban design, pedestrian circulation, neighborhood and community identity, and residential, mixed-use and commercial project design. The Design Criteria and Guidelines supplement the Zoning Code development standards and are used by the City to evaluate design review applications for qualifying residential and residential mixed-use projects.

In the future, as described in the Three Corridors Specific Plan and utilizing sustainable (Chapter 11) practices, Pinole will further explore mixed-use development.

Light Pollution

Light pollution refers to all forms of unwanted light in the night sky caused by unnecessary use of artificial light. Specific categories of light pollution include light trespass, glare, clutter, over-illumination and sky glow. Excessive light and glare can be visually disruptive to humans and nocturnal animal species and are also indicative of a high level of energy consumption. Light pollution becomes an issue of increasing concern as new development creates additional outdoor lighting installed for safety and other reasons.

Architectural Styles

Architectural styles help create a distinct identity for a single development, a neighborhood or an entire community. Old Town Pinole, along San Pablo Avenue, contains a variety of architectural styles that mirror the community's historical development and development pattern. Land uses in this district consist of a mixture of commercial, residential, public/institutional and open space. The distinct architectural styles present within Old Town Pinole are described in detail below.

Commercial buildings with historic designs that characterize Old Town Pinole are located on San Pablo Avenue between Tennent Avenue and Valley Avenue. Built in the early twentieth century, they include two-story masonry structures, false front-type wood frame structures, and stucco or plaster structures. Newer buildings (1960–1990) are more modern masonry, wood-sided or stucco structures and do not add to the character and quality demonstrated by the older buildings.

Main historical residential design themes in the city include Queen Anne Cottages, Hip Roof Cottages and Bungalows.

Colonial Revival style home

Queen Anne style home

The Bank of Pinole building along San Pablo Avenue depicts a neoclassical architectural style. The limestone building façade consists of two grand Ionic columns, a grand portico and an arched glass entrance.

Residential buildings represent a diverse mix of architectural styles, spanning several decades. The main historical residential design themes can be characterized as follows:

- Queen Anne Cottages (1880–1905): Queen Anne Cottage homes along San Pablo Avenue illustrate a unique evolution of the style from a rural farmhouse with earlier Italianate Cottage features (tall narrow windows and hip roof) to the Queen Anne Cottages of the 1890s. Scaled-down classical columns characterize later versions of these homes as porch supports.

- Hip Roof Cottages (1870–1910): The Italianate Hip Roof Cottages have subtle stylistic details (tall narrow windows and a small flat area at the roof peak) that establish the age of these buildings. Porch design and detail features varied according to what was available for decoration at the local lumberyard when the cottages were built.

- Bungalows (1915–1930): The Bungalow or Craftsman Bungalow was the predominant housing style between 1915 and 1930. These narrow rectangular houses have low-pitched gable or hipped roofs and small front porches enclosed by screens.

Other residential styles include Classical Revivals, Farmhouse/Ranch Style homes, Prairie Style Bungalows and Second Empire French.

Craftsman Bungalow style homes

View from Oak Ridge development

Post-War Era

After World War II (WWII), several factors — the lack of new housing, continued population growth, and six million returning veterans eager to start families — combined to produce the largest building boom in the nation's history, almost all of it concentrated in the suburbs. From 1944 to 1946, single-family housing starts increased eight-fold from 114,000 to 937,000. The greatest periods of growth in Pinole occurred after WWII, during a period of time when mortgages backed by the Federal Housing Administration supported more and more new residential development on the edges of American cities. During this time, the curvilinear subdivision layout became institutionalized as the building industry came to support national regulations that would standardize local building practices and reduce unexpected development costs. This form of development, in seamless repetition, would create the post-WWII suburban landscape.

View of Silver Creek development

Architects of this period adapted the traditional housing of southwest ranches and *haciendas* and Spanish Colonial revival styles to a suburban house type suited for middle-income families. This ranch-style house was typically built of natural materials such as adobe or redwood and was oriented to an outdoor patio and gardens that ensured privacy and intimacy with nature. The Ranch house in various configurations continued as the dominant suburban house well into the 1960s.

Though comparatively new, the buildings constructed during this era contribute a great deal to the character of Pinole. Though many of the buildings that were constructed in the 1950s, '60s and '70s have been largely dismissed as architecturally insignificant, when considered as a whole they best define the character and context of Pinole outside of the Old Town area. When examined more closely, these developments also provide good examples of post-war tract development. As these subdivisions age, their significance within the historic context of Pinole will only increase, particularly in "The Valley."

Ranch style house in Silver Creek development

The Oak Ridge development located at the end of Henry Avenue and the Silver Creek development provide good examples of hillside quality 1970s architecture.

COMMUNITY CHARACTER

The residential design guidelines adopted for Pinole were intended to protect the character of these and similar developments from new development that could otherwise detract from the established character of the post-war communities. Specifically, development patterns were resulting in proposals to construct homes that had a height, mass and bulk that was substantially larger than the traditional post-war tract homes.

760 San Pablo Avenue

It is worth noting that more recent developments have provided good examples of how modern architecture and site planning could result in projects that respect and enhance the character of Pinole. Beginning in the late 1990s, commercial and residential projects that provide good examples of development the City would like to encourage include the Senior Center and Youth Center, the Del Monte shopping center, and buildings at the Pinole Shores Drive and San Pablo Avenue intersection and Meadow and San Pablo avenues intersection.

815 San Pablo Avenue

2503 & 2529 San Pablo Avenue

910–940 San Pablo Avenue

The **Appendix**, in Table 1, presents further details about the distinct architectural styles present within Pinole.

Circulation Systems

Major arterials that extend through the city boundaries include San Pablo Avenue and Interstate 80 (running east-west) and Tennent Avenue, Pinole Valley Road and Appian Way (running north-south). These arterial roads and the freeway direct much of Pinole's physical form and design.

Interstate 80 (I-80) bisects Pinole east to west, providing regional access to San Francisco City and County, Alameda County, Contra Costa County, Solano County and points beyond to the east. It serves as the "front door" to the city and acts as a dividing force in Pinole, separating the northern half of the city from the southern half.

Major arterials in Pinole include San Pablo Avenue, Interstate 80, Tennent Avenue, Pinole Valley Road and Appian Way.

San Pablo Avenue is located north of Interstate 80 and extends east-west through the City of Pinole. It serves as Pinole's downtown "Main Street" and is characterized by a diverse mixture of land uses. San Pablo Avenue in downtown Pinole lacks adequate landscaping but has pedestrian-friendly features like curb cuts, adequate pedestrian crossings and other traffic calming methods. But the heavy traffic along San Pablo Avenue makes pedestrian movement difficult.

Pinole Valley Road and Tennent Avenue are major arterials in the city and serve as one of the main linkages that connect Old Town Pinole, residential and commercial uses, and the highway commercial strip.

Architectural styles help identify a neighborhood character.

These major corridors are of significant concern, particularly in the areas of safety, access, walkability and more efficient traffic movement. The Community Character, Land Use and Economic Development (Chapter 5), Circulation (Chapter 7), and Sustainability (Chapter 11) elements of the General Plan, along with the Three Corridors Specific Plan, all highlight policies that prioritize and promote:

View of a Pinole street

- Efficient circulation;
- Walkability and connectivity through design control;
- Balanced mix of uses;
- Pedestrian improvements; and
- Bikeways and trail corridors in the above-mentioned areas.

HISTORIC AND CULTURAL RESOURCES SETTING

Much of Pinole's charm and character is derived from its rich architectural heritage. Its historic resources are irreplaceable assets that contribute to the special and unique character of the city and are a source of identity and pride for its residents. In recognition of the importance of these resources to its community image, Pinole has made a major commitment to preserve these cultural and historic resources, in both the public and private sector.

Fernandez Mansion

Pinole comprises a diverse mix of people from all walks of life. Pinole is more racially diverse than both Contra Costa County and the rest of the San Francisco Bay Area. Non-white races constitute 34.5 percent of the population in Contra Costa County and 41.9 percent of the population in the San Francisco Bay Area, whereas they made up 45.6 percent of the population of Pinole as of 2008. These diverse populations enhance the city by sharing their traditions and customs with the rest of the community.

Adequately serving a diverse population is a key goal of the General Plan. It includes providing the services and information necessary to having an informed and engaged public, including reaching out to different segments of the population. The City is actively engaged in providing information that facilitates continued public involvement in civic activities.

The culture of the community is also established in the visual and performing arts. The Pinole Playhouse serves as the community theatre and is used by the City of Pinole School of Performing Arts and the Pinole Community Players. Providing opportunities for the enjoyment of the visual and performing arts is a vital component of building a city and helps to establish the quality of life in the community.

Pinole has a wealth of cultural and historic resources, including Native American sites, historic period sites and buildings, artifacts, and memorabilia, associated with locally historic events like incorporation. While there are only a few sites and buildings in the city that meet the criteria for designation as a State Historic Resource or State Historic Landmark, many other buildings are of a significant historic value to the community. The following list includes some of the structures that are important to the community. It is intended that this list will be updated with additional sites as the community identifies them.

- **Bank of Pinole (2361 San Pablo Avenue)** is listed on the National Register of Historic Places. The building was purchased by the Redevelopment Agency in 1995 and seismically upgraded for new commercial uses.

- **Bernardo Fernandez House (100 Tennent Avenue)** is listed on the Contra Costa Inventory of Historic Places and the National Register of Historic Places.

- **The Downer Home (2711 San Pablo Avenue)** has been determined as eligible but is not yet listed.

- **Pinole Waterfront at the base of Tennent Avenue** played an important role in the development of Pinole and contains structures of historic significance.

When these individual properties are viewed from an elevated vantage point on San Pablo Avenue as it approaches Old Town from either direction, they convey a strong sense of character. From this perspective, Old Town can be viewed as a unique, cohesive center for community activity, commerce and recreation. The Old Town area provides a visible, tangible heart to the City of Pinole with its many historic and cultural resources.

ISSUES THIS ELEMENT ADDRESSES

The Community Character Element establishes the framework for how the City will look, feel and function that applies to the type, location and character of both private and public development projects for new and existing areas of Pinole. The element also provides goals, policies and implementation actions designed to recognize and preserve the history of the area and celebrate the diversity of the city's population.

View of Pinole from Hercules

The primary issues that this element attempts to solve are listed below and were identified during the preparation of this General Plan and the Three Corridors Specific Plan.

- Defining Pinole as a unique place with an identity that distinguishes it from surrounding communities and makes it a distinctive place in the region.

- Ensuring that new development and redevelopment contribute to a sense of place and identity for Pinole.

- Focusing future development in priority development areas.

- Establishing a balanced mix of uses that improves connections and facilitates walking or cycling.

- Establishing more livable and sustainable transit- and pedestrian-oriented neighborhoods where residents can walk to commercial services and recreational amenities.

- Maintaining and developing Old Town Pinole to become a vibrant, historic downtown area with a mix of uses and central gathering places for daytime and nighttime activities.

- Preserving and integrating into development proposals the natural resources that are an important feature of the community.
- Developing a public art program that contributes to the quality of life in the community and enhances the built environment.
- Establishing a place to display and appreciate historical memorabilia of the city, with an emphasis on educating the public about Pinole's rich history.
- Formulating ways in which the public can be involved in the identification, preservation and celebration of cultural and historic resources in and around the city.
- Establishing resource protection policies for Pinole's natural resources such as ridgelines and wetlands.

GOALS, POLICIES AND IMPLEMENTATION ACTIONS

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

- Goal CC.1: Maintain Pinole's unique qualities and sense of place to preserve the established historic and small-town character of the city.
- Goal CC.2: Emphasize and enhance the visual and physical connection between Pinole's natural environment and the community's quality of life.
- Goal CC.3: Support the development and retention of local-oriented services in Old Town Pinole and other commercial areas, and encourage and support the local economy.
- Goal CC.4: Promote a greater awareness of and sensitivity toward Pinole's historical heritage.
- Goal CC.5: Enhance the quality of life in Pinole by acknowledging the cultural diversity and by promoting, preserving and sustaining the cultural and performing arts.

COMMUNITY CHARACTER

GOAL CC.1 Maintain Pinole's unique qualities and sense of place to preserve the established historic and small-town character of the city.

Figure CC.1.1a:
Ground-floor retail with an active façade facing the street enhances pedestrian experience

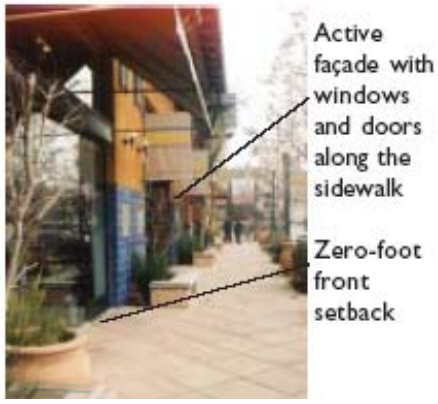
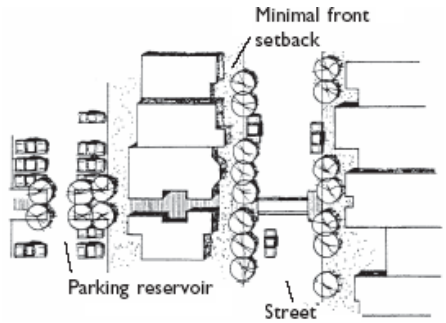


Figure CC1.1b:
Buildings are placed at the perimeter of the block with parking behind



POLICY CC.1.1 All new development and redevelopment shall adhere to the basic principles of high-quality urban design and architecture including, but not limited to, human-scaled design, pedestrian orientation, and interconnectivity of street layout, siting buildings to highlight important intersections, entryways, focal points and landmarks.

Action CC.1.1.1 Enforce Pinole's Residential Design Criteria and Guidelines to ensure that quality design is required as a condition of approval. Ensure new development is compatible with the scale and character of the neighborhoods and the architectural styles in Pinole's community. Continue to use Design Review Guidelines to review residential and mixed-use projects for consistency with Pinole's design goals.

Action CC.1.1.2 Adopt and enforce the design guidelines to guide improvements, renovations and future development in the San Pablo Avenue, Pinole Valley Road and Appian Way Three Corridors Specific Plan areas to be consistent with the vision and urban design principles developed for the areas in the Specific Plan document.

Action CC.1.1.3 Establish and enforce Commercial and Industrial Design Criteria and Guidelines to ensure that quality design is required as a condition of approval. Ensure new development is compatible with the scale and character of the neighborhoods and the architectural styles in Pinole, and embrace concepts of transit- and pedestrian-oriented development and sustainability.

Action CC.1.1.4 To preserve opportunities for comprehensive planning, design and coordinated development of larger commercial and industrial properties, the City discourages subdivision of large commercial and industrial properties until a long-range master plan is approved for the long-term use of the property.

POLICY CC.1.2 Require all new development to incorporate high-quality site design, architecture and planning to enhance the overall quality of the built environment in Pinole and create a visually interesting and aesthetically pleasing town environment.

Action CC.1.2.1 The City should establish an enhanced, expedited design review process at staff level for new development projects (both public and private), regardless of project size within the primary circulation corridors. As part of the design review process, require development projects to use quality materials that are long-lasting to ensure a sense of permanence for each project. New development projects should be approved only if they meet detailed design guidelines approved by the City Council.

Action CC.1.2.2 Regulate signs through a planned sign program. Require master sign plans for all new commercial centers. Establish, implement and enforce sign design guidelines for all types of development.

POLICY CC.1.3 To enhance a sense of arrival and create a strong appealing image that promotes community identity, the City shall develop community entry features at key gateways or city entries along Interstate 80. Entryways shall incorporate landscaping, trees, structural architectural elements, signage and public art.

Action CC.1.3.1 Review improvement plans for inclusion of design elements. Make sure street lamps, signs, etc. are consistent with the theme of the neighborhood and the design guidelines in order to visually integrate the community.

Action CC.1.3.2 Establish a gateway program to create a sense of entry at key locations (such as at the intersection of San Pablo Avenue and Tennent Avenue in Old Town Pinole and at Appian Way near I-80) throughout the city and promote wayfinding throughout the community. Use creative designs that respond to the character and history of the city to establish a sense of place, including gateway signage, streetscape design, site landscaping and other features. Incorporate community landmarks and focal points (including public art and other design features such as fountains and monuments) into community and neighborhood parks, linear pathway intersections and commercial areas in the existing downtown core and neighborhoods. Users should feel a sense of arrival and be welcomed to the city.

POLICY CC.1.4 The historic and urban character of Old Town Pinole shall be revitalized through the density and intensity of new construction, as well as through the use of building materials, architecture and other design elements that reflect the city's past.

Action CC.1.4.1 Adopt the Three Corridors Specific Plan or other design controls for Old Town Pinole that require the use of building materials, architectural features and other design elements for new construction and building renovations that reflect the historic buildings in Old Town Pinole.

Action CC.1.4.2 Create incentives for mixed-use development projects that reflect the city's past, with commercial, retail and restaurant uses on the ground floor and residential and office uses on upper levels in Old Town Pinole. Encourage minimal building setbacks and parking on streets and in the rear of buildings. Continue the encouragement of shared parking for mixed-use buildings as described in the Zoning Ordinance.

Figure CC.1.4.2a:
Façade Articulation

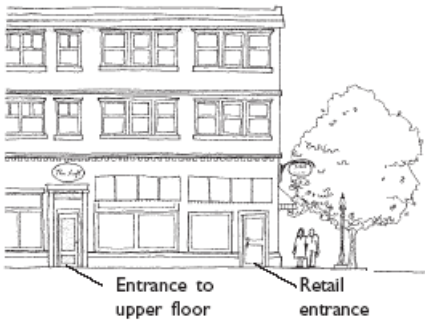
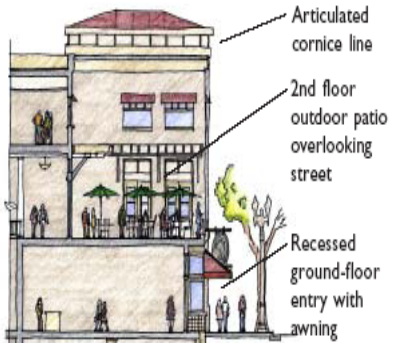


Figure CC.1.4.2b:
The entrances to different uses are clearly demarcated



Action CC.1.4.3 Ensure development of "opportunity sites" with high-quality mixed-use or high-density housing.

Action CC.1.4.4 Enhance Pinole's image and quality of life through investment in the Old Town, neighborhoods, commercial districts, parks, open spaces, community facilities and services, and create a high level of perceived safety and a business-friendly government.

POLICY CC.1.5 Encourage project compatibility, interdependence and support with neighboring uses, especially between commercial and mixed-use centers and the surrounding residential neighborhoods. Uses should relate to one another with pedestrian connections, transit options, shared parking, landscaping, public spaces, and the orientation and design of buildings.

Action CC.1.5.1 Through the design review process, ensure that development in Pinole is oriented toward the maintenance and upkeep of the city's unique character.

Action CC.1.5.2 Continue to support the code enforcement program to ensure private properties are maintained in accordance with community standards.

Action CC.1.5.3 Utilize the Zoning Code provisions to identify appropriate solutions to create compatibility between existing neighborhoods and new developments.

GOAL CC.2 Emphasize and enhance the visual and physical connection between the city's natural environment and the community's quality of life.

POLICY CC.2.1 Provide visual and physical connections between the natural environment and the built environment through careful site design, building placement, architectural features that allow views of Pinole's unique environment such as ridgelines or the San Pablo Bay shoreline, public access to open space such as via the Bay Trail, and the use of native vegetation in the urban environment such as for landscape buffers for sidewalk areas and street trees.

Action CC.2.1.1 Create a connected network of open spaces in Pinole that are accessible to the community for outdoor recreation and other use and enjoyment as a key aspect of local community character.

Action CC.2.1.2 Promote and provide an integrated pedestrian and bicycle network that links open spaces and other destination points within Pinole.

Action CC.2.1.3 Enhance existing priority development areas, commercial corridors, trails and significantly sized public spaces that preserve and take advantage of vistas. Many of Pinole's existing open space areas are on or near existing ridgelines with scenic views. Ensuring that trails connect these spaces enhances scenic opportunities.

Action CC.2.1.4 Determine new connections, public spaces and improvements needed along pedestrian and bike paths, and add new trails. Prioritize completion and connection of the Bay Trail through Pinole.

Note: *Please see the Community Services and Facilities Element (Chapter 8) for more information on trails in Pinole.*

Action CC.2.1.5 Review improvement plans and construction drawings for consistency with Policy CC.2.1 related to the use of native vegetation and design features that highlight natural features and views.

POLICY CC.2.2 Preserve natural resources within the built environment, including trees, marshes, creeks and hillsides.

Action CC.2.2.1 Require public and private improvement plans to be reviewed by a qualified biologist/arborist if a project site contains biological resources or trees.

Action CC.2.2.2 Require mitigation for removal of important trees that function as habitat for protected raptors and protected tree species in Pinole.

Action CC.2.2.3 Consider a tree planting and preservation program that will encourage sensitive site planning, the retention of existing trees, the planting of new trees (especially native species) and the replacement of trees that are removed.

Action CC.2.2.4 Consider offering density bonuses and other incentives to developers that preserve native resources within new development projects.

Action CC.2.2.5 Continue implementation of the Pinole Creek Vision Plan, Pinole Creek Greenway Master Plan and Pinole Creek Restoration Plan.

Action CC.2.2.6 Establish required setbacks for development located in or near sensitive areas such as wetlands, Pinole Creek or along Pinole's many ridgelines.

POLICY CC.2.3 Provide rules and regulations for lighting within Pinole in order to promote a safe and pleasant nighttime environment, to protect and improve safe travel, to prevent nuisances caused by unnecessary light, to protect the ability to view the night sky and to promote energy conservation.

Action CC.2.3.1 Adopt light and glare zoning code regulations for residential development that incorporate best practices and the California Energy Commission updated lighting standards.

Action CC.2.3.2 Adopt light and glare code regulations for commercial development that incorporate best practices and encourage energy conservation.

Action CC.2.3.3 The Illuminating Engineering Society Publication, RR-89, indicating the illumination intensity and uniformity requirements should be utilized for lighting located within Pinole.

Activity	Average Maintained Foot-Candles
Roadways, residential	0.2
Roadways, commercial	0.9
Parking lots, residential	0.9
Vehicular traffic	0.5
Pedestrian safety and security	0.8
Parking lots, commercial	
1. Medium activity lots	
Vehicular traffic	1.0
Pedestrian safety and security	2.4
2. High activity lots	
Vehicular traffic	2.0
Pedestrian safety and security	3.6
Walkways and bikeways	0.5
Building entrances and exits	5.0
Material storage areas	
Active	20.0
Inactive	1.0

Action CC.2.3.4 All outdoor lighting fixtures shall be designed, shielded, aimed, located and maintained to shield adjacent properties and to not produce glare onto adjacent properties or roadways.

Note: *Please see the Natural Resources and Open Space Element (Chapter 10) for more information on preserving natural resources and open space in Pinole.*

GOAL CC.3 Support the development and retention of local-oriented services in Old Town Pinole and other commercial areas, and encourage and support the local economy.

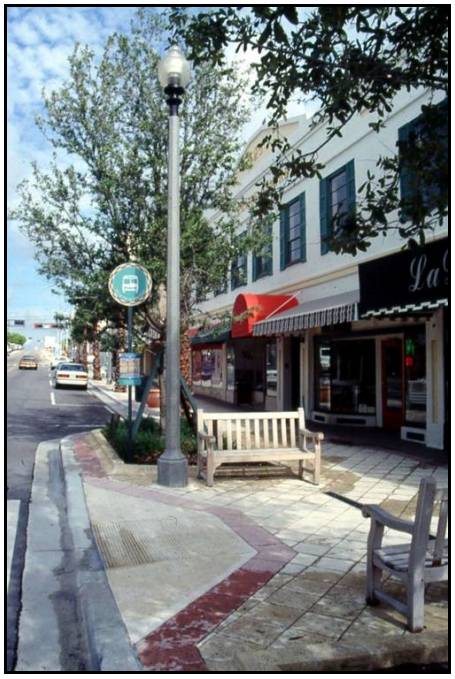
POLICY CC.3.1 The City shall encourage a combination of retail, office, public spaces and entertainment uses in Old Town Pinole that serve the daily and occasional needs of residents and employees and make Old Town Pinole economically diverse and financially successful.

Action CC.3.1.1 As set out in the Three Corridors Specific Plan, foster mixed-use development with multi-family residential and commercial uses in Old Town Pinole to provide a range of housing opportunities for the community.

Action CC.3.1.2 Work with project proponents to locate retail uses within residential projects in appropriate locations and at the appropriate scale to serve local and community retail needs.

Action CC.3.1.3 Implement the Three Corridors Specific Plan that identifies appropriate land uses, incentives, development standards and design provisions.

Action CC.3.1.4 Support the development of specialty food stores and restaurants in Old Town Pinole to meet the needs of the region's diverse population, be a catalyst for future development and meet the needs of the growing number of visitors to the area.



An example of a mixed-use downtown area with zero required setbacks, pedestrian amenities, on-street parking and transit options

Action CC.3.1.5 Implement the Three Corridors Specific Plan to establish a program to provide pedestrian amenities such as wider sidewalks, seating options, highly visible crosswalks, landscape buffers and curb bulbouts.

Action CC.3.1.6 Provide more transit options in the Old Town area.

Action CC.3.1.7 Consider implementing suggestions in the Three Corridors Specific Plan to narrow travel lanes and narrow San Pablo Avenue from four lanes to two through Old Town Pinole to be more pedestrian-friendly and to improve safety and visibility for the community.

Note: *Please see the Circulation Element (Chapter 7) for more discussion of ways to improve circulation and walkability through Old Town Pinole.*

POLICY CC.3.2 Support locally owned businesses with the goals of promoting a strong business base, encouraging joint marketing and improving the City's business climate. Encourage residents and employees to obtain their goods and services locally.

Action CC.3.2.1 Work with the Pinole Redevelopment Agency to establish programs and incentives that can be used to attract desirable new businesses and develop performance criteria to ensure that the benefits generated are in line with the incentives provided. Offer incentives to business owners and property owners for improving the appearance of aging shopping centers and retail space.

Action CC.3.2.2 Continue to utilize the City of Pinole website to attract attention to Pinole's redevelopment and economic development efforts. Create and maintain an economic development Web page on the City's website with pertinent economic and demographic information as well as profiles of key development sites and vacant buildings available for new businesses.

Action CC.3.2.3 Promote and support specialty businesses and ethnically diverse enterprises throughout the city.

Action CC.3.2.4 Improve and expand the shopping opportunities in Pinole by expanding efforts and continuing to assist store owners and smaller merchants with rehabilitation and marketing through Pinole's Commercial Rehabilitation Program.

Action CC.3.2.5 Re-examine existing and ongoing redevelopment efforts in Pinole. Take advantage of existing redevelopment projects that are not fully leased to determine whether new uses should be established.

GOAL CC.4 Promote a greater awareness of and sensitivity toward Pinole's historical heritage.

POLICY CC.4.1 Establish, support and fund programs that enhance Pinole's sense of community and identity, such as the collection of oral histories, genealogical research, and the acquisition of collections of historic artifacts, photographs, memorabilia or other information relevant to the history of the city.

POLICY CC.4.2 Establish and promote programs that identify, maintain and protect buildings, sites or other features of the landscape possessing historic or cultural significance.

Action CC.4.2.1 Pursue recognition of eligible historic properties by the National Register of Historic Places and California Register of Historical Resources, and consider a variety of ways to identify and document historic buildings and properties throughout the city.

Action CC.4.2.2 Maintain an up-to-date inventory of existing historic resources, including artifacts, structures, sites, areas and natural phenomena. Map the location of historic districts and historic and natural resources.

Action CC.4.2.3 Establish a program to identify historical structures, places and events in recognition of their status. This program may include the use of signs, monuments, public art and interpretive exhibits.

Action CC.4.2.4 Cultural resources studies (i.e., archaeological and historical investigations) shall be required for all applicable discretionary projects, in accordance with CEQA regulations, for areas not previously surveyed and/or that are sensitive for cultural resources. The studies should identify cultural resources (i.e., prehistoric sites, historic sites, and historic buildings/structures) in the project area, determine their eligibility for inclusion in the California Register of Historical Resources, and provide feasible and appropriate measures for the protection of any historical resources or unique archaeological resources to maximum extent feasible. Cultural resources studies should be completed by a professional archaeologist or architectural historian that meets the Secretary of the Interior's Professional Qualifications Standards in archaeology.

Action CC.4.2.5 Should any cultural resources such as structural features, unusual amounts of bone or shell, artifacts, or architectural remains be encountered during development activities, work shall be suspended within 50 feet of the discovery and the City of Pinole Community Development Department shall be immediately notified. At that time, the City will coordinate any necessary investigation of the discovery with an appropriate specialist (e.g., archaeologist or architectural historian). The

project proponent shall be required to implement any mitigation necessary for the protection of cultural resources.

The City of Pinole and the project applicant shall consider mitigation recommendations presented by a qualified archaeologist or other appropriate technical specialist for any unanticipated discoveries. The City and the project applicant shall consult and agree upon implementation of a measure or measures that the City and project applicant deem feasible and appropriate. Such measures may include avoidance, preservation in place, excavation, documentation, curation, data recovery, or other appropriate measures.

Action CC.4.2.6 If human remains are discovered, all work must halt within 50 feet of the find, the City of Pinole Community Development Department shall be notified, and the County Coroner must be notified according to Section 5097.98 of the California Public Resources Code and Section 7050.5 of California's Health and Safety Code. If the remains are determined to be Native American, the coroner will notify the Native American Heritage Commission and the procedures outlined in CEQA Section 15064.5(d) and (e) shall be followed.

Action CC.4.2.7 Should any potentially unique paleontological resources (fossils) be encountered during development activities, work shall be suspended within 50 feet of the discovery and the City of Pinole Planning Department shall be immediately notified. At that time, the City will coordinate any necessary investigation of the discovery with a qualified paleontologist. The project proponent shall be required to implement any mitigation necessary for the protection of paleontological resources.

The City and the project applicant shall consider the mitigation recommendations of the qualified paleontologist for any unanticipated discoveries. The City and the project applicant shall consult and agree upon implementation of a measure or measures that the City and project applicant deem feasible and appropriate. Such measures may include avoidance, preservation in place, excavation, documentation, curation, data recovery, or other appropriate measures.

POLICY CC.4.3 The City shall take all possible precautions to ensure that no action by the City results in the loss of the irreplaceable archaeological record present in Pinole's planning jurisdiction and shall work with the County toward that end.

Action CC.4.3.1 Establish review procedures for development projects that recognize the history of the area in conjunction with state and federal laws.

Action CC.4.3.2 Establish a Historic Preservation Ordinance to provide for the appropriate development and maintenance of historic resources and their environment.

POLICY CC.4.4 Establish programs to display historical information and take advantage of opportunities to educate the public about Pinole's history.

Action CC.4.4.1 Consider establishing a historic center (e.g., museum or cultural center) to collect, display, maintain and share information about Pinole's heritage.

GOAL CC.5 Enhance the quality of life in Pinole by acknowledging the cultural diversity and by promoting, preserving and sustaining the cultural and performing arts.

POLICY CC.5.1 Celebrate the city's cultural diversity through public art, cultural centers and community events for the benefit and enjoyment of all residents.

Action CC.5.1.1 Support and encourage organizations that are responsible for coordinating cultural events, parades and festivals, coordinating and communicating with cultural and ethnic communities and other activities as determined by the City Council.

Action CC.5.1.2 Ensure that design guidelines provide adequate flexibility to accommodate development projects that include design features and cultural identity to celebrate the different cultures that make up Pinole.

Action CC.5.1.3 Encourage and invite cultural groups and organizations to participate/plan/operate citywide events and to showcase the city's cultural diversity at these events.

POLICY CC.5.2 Develop programs and facilities that promote the cultural and performing arts in Pinole.

Action CC.5.2.1 Showcase artwork in public venues such as City Hall, public libraries and other places throughout the community.

The Pinole Public Library with existing public mural

POLICY CC.5.3 Encourage the provision of art in public places as a way to increase the quality of life in Pinole.

Action CC.5.3.1 Consider utilizing the Community Services Commission or establishing another organization that is responsible for establishing a public art program, directing the use of public funds for art in public places, encouraging the use of art in private development projects, and administering other cultural and artistic programs for the city as deemed appropriate by the City Council.

Action CC.5.3.2 Promote the incorporation of monuments, plaques, signs or artwork identifying Pinole's diverse history into development projects, at existing community facilities such as the Senior Center, and on pedestrian and bicycle trails.

CHAPTER 4: GROWTH MANAGEMENT

GROWTH MANAGEMENT

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GROWTH MANAGEMENT

VISION STATEMENT

Pinole will play an active role in promoting coordinated regional land use and transportation planning, while promoting sound local land use choices that support infill development along circulation corridors that are served by existing infrastructure and transit.

INTRODUCTION

PURPOSE

The Growth Management Element establishes policies to direct growth within Pinole and indicates how the City intends to participate in regional land use and transportation planning efforts. The Growth Management Element includes level of service standards and performance standards for traffic and the provision of public services (e.g., fire, police, parks, sanitary sewer facilities, water and flood control) in order to ensure that public facilities are provided to accommodate growth consistent with adopted standards. By adopting and implementing this element, the City of Pinole establishes a comprehensive, long-range program that will match the demands for public facilities and services generated by new development or redevelopment with plans, capital improvement programs and development mitigation programs to ensure facilities are provided at an appropriate time and level to serve new development. Specifically, the Growth Management Element seeks to:

1. Attain a new level of mutually beneficial communication and coordinated planning between Pinole and its neighboring jurisdictions, other public agencies and regional agencies.
2. Provide community facilities, commercial services and amenities easily accessible to and from residential neighborhoods.
3. Support further development of bicycle and pedestrian facilities.
4. Provide a safe, attractive and efficient circulation system that ensures convenient access to all residential, business and recreational areas by various modes of transportation.
5. Encourage future growth to locate along the primary travel corridors through the community and in areas that are or can easily be served by transit.
6. Guide future growth so that at buildout the community remains an attractive, uncrowded and pleasant place to live and work.

The Growth Management Element also expresses 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.[1]

[1] 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.

GROWTH MANAGEMENT

GOVERNMENT CODE AUTHORITY

While a Growth Management Element is not a State-mandated general plan element, the Growth Management Element of the Pinole General Plan is adopted pursuant to the authority granted to local jurisdictions by Section 65303 of the Government Code of the State of California, which states:

> *The general plan may include any other elements or address other subjects which, in the judgment of legislative body, relate to the physical development of the county or city.*

The content of the Growth Management Element is dictated by the requirements of the Contra Costa County Transportation Authority (CCTA), and this element follows a specific format required by that agency. The element also serves as a means for the CCTA to determine whether the City is in compliance with policies that support the receipt of Measure J funding.

RELATIONSHIP TO OTHER GENERAL PLAN ELEMENTS

The Growth Management Element is not intended to supersede the goals or policies of the other elements of the General Plan. When other elements of the General Plan are updated, it may be appropriate to amend the Growth Management Element to ensure an internally consistent and comprehensive set of City goals, policies and actions.

Chapter 5: The land use framework for implementing the Growth Management Element policies and the Urban Limit Line (Figure 5.1) are established by the Land Use and Economic Development Element.

Chapter 6: Consistent with the requirements of Measure J, the City of Pinole has an adopted Housing Element that meets the requirements of the California Department of Housing and Community Development (HCD).

Chapter 7: The Circulation Element establishes level of service standards that govern traffic operations in Pinole.

Chapter 8: The Community Services and Facilities Element establishes performance standards for public services and facilities that are used to evaluate the effect of new development in Pinole.

Chapter 10 The Natural Resources and Open Space Element discusses man-made hazards, development constraints, conservation policies that affect the potential siting of land uses and open space policies.

Chapter 11: The Sustainability Element discusses ways for Pinole to incorporate more green practices, including ways affecting how Pinole will grow.

GROWTH MANAGEMENT

BACKGROUND

Local Requirements

In November 2004, voters approved Measure J, extending the Contra Costa County Transportation Improvement and Growth Management Program (Measure C, 1988) by 25 years. That action established a 0.5 percent countywide sales tax through the year 2034 that will be used to address existing major regional transportation problems. To qualify for its share of the sales tax, the City of Pinole will:

1. Adopt a Growth Management Element as part of the General Plan;
2. Adopt a development mitigation program (adopted by Resolution 2008-92 on June 17, 2008);
3. Provide diverse housing options for people who live and work in Pinole (refer to Chapter 6, Housing Element);
4. Participate in cooperative multi-jurisdictional planning (Pinole continues to be an active participant on the West Contra Costa Transportation Advisory Committee);
5. Maintain the adopted Urban Limit Line (ULL) (adopted by Resolution 2007-12 on February 6, 2007);
6. Implement a five-year Capital Improvement Program (the 5-year CIP is updated annually); and
7. Adopt a Transportation Systems Management Ordinance or Resolution (adopted by Ordinance 2006-06 on June 20, 2006).

Measure J requires that tax revenues be dedicated to transportation projects in Contra Costa County and to the implementation of a Growth Management Program by all the cities and the County. Specifically, Measure J provides funding for three categories of transportation projects:

1. Transportation projects identified in Measure J;
2. Paratransit programs; and
3. Transportation projects funded by Local Street Maintenance and Improvement or “Return-to-Source” funds.

Return-to-Source funds are revenues derived from the additional sales tax that are distributed to participating general purpose governments in Contra Costa County. The system of distribution is based on a formula which includes the jurisdiction’s population and the miles of streets and highways within the jurisdiction. Measure J requires that in order to receive Return-to-Source funds, participating jurisdictions prepare a Growth Management Element. This element satisfies the requirement for the City of Pinole and is consistent with the standards established by Measure J and the Contra Costa County General Plan.

PLANNING FOR GROWTH

As discussed in the Background Report, the Pinole population is projected to grow by about 2,761 people between 2000 and 2030 (an almost 13 percent increase).[2] The number of households is expected to increase by 1,317 between 2000 and 2030 (a 16 percent increase). The average household size in the Pinole Planning Area is projected to decrease from 2.91 persons per household in 2000 to 2.82 in 2030. The City of Pinole is planning for growth to occur primarily along San Pablo Avenue, Appian Way and Pinole Valley Road. By concentrating development on these corridors and coordinating policy and capital improvement planning with neighboring jurisdictions and other transit agencies, the City seeks to:

1. Ensure a healthy jobs/housing balance;
2. Accommodate the housing needs of people who live and work in Pinole;
3. Accommodate the City's share of regional growth while maintaining acceptable traffic circulation standards; and
4. Participate in regional planning efforts.

Jobs/Housing Balance

For purposes of the Growth Management Element, jobs/housing balance is defined as the reasonable opportunity for people to live and work within the Planning Area. Three components of jobs/housing balance were analyzed:

1. The number of jobs as a percentage of the number of employed residents (i.e., total jobs/total employed residents);
2. Average household income and the implicit relationship between income and the ability to pay housing costs; and
3. The amount of vacant land by current zoning designation.

Maintaining a reasonable jobs/housing balance is important because it:

1. Reduces the need for residents to use regional transportation infrastructure;
2. Reduces the amount of household income that must be used for transportation costs;
3. Has positive environmental impacts, because of overall reduction in commute trips;
4. Reduces the amount of time residents must spend commuting and allows the use of that time for leisure activities; and

[2] ABAG, *Projections 2007.*

5. Is important to the overall health and vitality of the community, by creating greater opportunities for community involvement and interaction.

Housing Needs

For Pinole, the regional housing need is determined by the Association of Bay Area Governments (ABAG), based upon an overall regional housing need number established by the State. In accordance with state law, ABAG has determined the fair share of the regional housing need that must be planned for during the 2007 to 2014 planning period. State law also requires that the allocation of regional housing needs consider the need for housing across all income levels. These income categories, as defined by the State, are:

- Very Low: up to 50 percent of median income
- Low: between 50 and 880 percent of median income
- Moderate: between 80 and 120 percent of median income
- Above Moderate: above 120 percent of median income

Pinole's allocation for the 2007–2014 period is 323 total housing units, of which 180 must be affordable. The breakdown of required affordable units is 83 (26 percent) must be affordable to very low-income households, 49 (15 percent) affordable to low-income households, and 48 (15 percent) affordable to moderate-income households. The allocation for above moderate-income households is 143 (44 percent) housing units.

Most of the vacant or redevelopable sites that are designated in the General Plan for single-family or multiple-family use within the Pinole Planning Area are small infill lots that are already served by necessary infrastructure and are within the existing service areas of the City's Police and Fire departments.

Traffic Capacity

Pinole has participated in the development of the West County Traffic Model and Action Plan and has developed specific standards for traffic level of service based on the model and on the subregional Action Plan for Routes of Regional Significance. Measure J, which extended Measure C through the year 2034, established two basic categories of routes: (1) routes of regional significance and (2) basic routes.

Routes of regional significance in Pinole are Interstate 80, San Pablo Avenue and Appian Way. In west Contra Costa County, the Action Plan for Routes of Regional Significance is developed by the West Contra Costa Transportation Advisory Committee (WCCTAC).

Actions to improve basic routes are addressed at the local level through the development of other General Plan implementation programs and the City's Capital Improvement Program (CIP). The City has established traffic level of service (LOS) standards in the Circulation Element (Chapter 7). Currently, all roadways meet City standards.

The Circulation Element also projects future traffic conditions through the year 2030. According to projected volumes, only a few intersections and road segments will eventually function at LOS F, which is the lowest level of service and indicates “breakdown conditions.” Increases in daily volumes in segments along San Pablo Avenue, Appian Way and Pinole Valley Road will begin to exceed the capacity of the roadways. The increase in daily volumes can be attributed to growth in Pinole as well as in the adjacent areas, such as Hercules, San Pablo and the unincorporated county. Solutions for the LOS F street sections will need to be developed.

While there may be improvements at some intersections and road segments that could improve the level of service, constraints in Old Town Pinole make it difficult to increase traffic capacity without detracting from important community attributes. Traffic improvements that would widen San Pablo Avenue in Old Town, or support vehicular circulation at the expense of pedestrian circulation, have the potential to change the historic character of Old Town Pinole, damage the economic vitality of the area and potentially decrease public safety and enjoyment. For those reasons, the City favors acceptance of LOS F as the traffic circulation threshold for the Old Town section of San Pablo Avenue.

The West County computerized traffic model, developed in conjunction with CCTA, the five west Contra Costa County cities and the local transit agencies, can be used to analyze existing and anticipated traffic levels impact on basic and regional routes. The model integrates transportation demands in the cities of El Cerrito, Hercules, Pinole, Richmond and San Pablo, and the surrounding unincorporated areas, including Bay Area-wide through traffic along the major travel corridors. Refer to the Circulation Element (Chapter 7) for a discussion of existing and anticipated circulation conditions.

West County Action Plan

The West County Action Plan is a program of improvements to be carried out by the members of the West Contra Costa County Transportation Advisory Committee (WCCTAC) to improve and maintain the network of regional routes in west Contra Costa County. The five west county cities, the County, Bay Area Rapid Transit (BART), WestCAT and the other transit agencies combine their efforts to ensure that traffic and transit facilities can handle the needs of the community into the future.

The Action Plan is required as part of the Growth Management Program and is prepared by CCTA, in consultation with WCCTAC, to reflect a regional view of transportation needs and issues, and ultimately, implementing actions and projects for regional routes of significance. Projects are funded and carried out through local capital improvement programs, Return–to-Source funding and Measure J project funding.

SERVICE CAPACITY CONSIDERATIONS

There are a number of conditions and infrastructure considerations that affect service capacity in Pinole. Some of the most important issues (e.g., traffic, sewage disposal and the provision of emergency services) will require coordinated efforts with adjoining communities and regional planning agencies. The following trends and inter-jurisdictional considerations are fundamental to Pinole’s growth management planning.

1. **Regional growth has occurred at a much higher rate than growth in Pinole and has impacted transportation infrastructure at a disproportionately high rate.**

   Based on ABAG Projections 2007, the Planning Area of Pinole grew at a much slower rate in the last decade than did Contra Costa County and neighboring Solano County (see **Table 4.1–Regional Population Comparison**). The Pinole Planning Area includes unincorporated portions of the county that abut Pinole.

Table 4.1
Regional Population Comparison

	2000	2010	% Change
Pinole Planning Area	30,806	32,300	5%
Contra Costa County	948,816	1,061,900	12%
Solano County	394,542	455,200	15%
Bay Region	6,783,762	7,412,500	9%

Source: ABAG, Projections 2007

   Accordingly, growth in surrounding communities has placed a much higher demand on transportation infrastructure than has growth in Pinole. This condition has resulted in increased congestion at Interstate 80 ramps in Pinole and has contributed to traffic congestion on surface streets as motorists seek alternative routes to a congested interstate. While Pinole has the ability to influence local traffic conditions, participation in regional planning efforts is critical for ensuring adequate transportation improvements to serve the City of Pinole.

2. **Wastewater treatment capacity is shared between the cities of Pinole and Hercules.**

   Wastewater treatment capacity at the Pinole/Hercules Water Pollution Control Plant (WPCP) is currently shared between the cities of Hercules and Pinole. In the last decade, growth in the City of Hercules has generated greater demand for new service connections than has growth in Pinole, and this trend is expected to continue into the future (see **Table 4.2–Local Population Comparison**). Service limitations, however, are a function of peak flows during periods of wet weather. Aging infrastructure in Pinole contributes substantially to wet weather flow as the result of inflow and infiltration. It is worth noting that a little over half of the Pinole Planning Area is served by the WPCP. Accordingly, the absolute population numbers contained in **Table 4.2** are less informative for planning purposes than the percentage of change over time.

Table 4.2
Local Population Comparison

	2000	2010	Population Change	% Change	2030	Population Change	% Change
Pinole Planning Area	30,806	32,300	1,494	5%	35,100	4,294	14%
Hercules	19,497	23,900	4,403	23%	28,700	9,203	47%

Source: ABAG, Projections 2007

The Pinole/Hercules WPCP needs to upgrade in order to accommodate existing wet weather peak period flows. Any future WPCP upgrade should also be designed to accommodate projected growth in the cities of Pinole and Hercules. Growth management policies should establish appropriate mechanisms for addressing existing infrastructure needs, accounting for future projected growth and assigning available capacity. Please see the Community Services and Facilities Element (Chapter 8) for more information.

3. **The growth rate of local employment opportunities exceeds the growth rate in the number of employed residents, providing local work for Pinole Planning Area residents.**

   Between 2000 and 2030, based solely in the number of jobs and employed residents in the city, the ratio of employed residents to jobs is expected to improve in Pinole from 2.6 to 2.3 employed residents per job. The number of employed residents is expected to increase by 3,596 over the next 30 years, while the number of local jobs is expected to increase by 2,410.

4. **Housing and commercial development is anticipated to occur slowly and incrementally over the next 30 years.**

   Most large land holdings in Pinole have been developed. With few exceptions, growth in Pinole is expected to occur on small infill lots that can accommodate housing and mixed-use development. Exceptions to this condition exist in redevelopment opportunities at the Appian 80 Shopping Center, Gateway West, and Doctors Hospital, and at industrial properties located at the west end of San Pablo Avenue.

5. **The high cost of market-rate housing, in conjunction with an increase in lower-paying employment opportunities, reinforces the need to provide diverse housing opportunities to households at all income levels.**

   While the number of jobs is expected to increase, many will be at salary levels that are below what is needed to afford market-rate housing in Pinole. While Pinole remains comparatively affordable for the San Francisco Bay region, proximity to employment centers, an attractive small-town character and an advantageous climate are expected to perpetuate increasing demand in a community with limited supply and generate higher housing costs. Job growth in Pinole has been primarily in the services industries, jobs with traditionally lower earning potential. This combination will make it difficult to provide housing

opportunities for people who work in the community unless services and infrastructure are capable of accommodating increased housing production.

ISSUES THIS ELEMENT ADDRESSES

This element provides goals, policies and actions that address the following issues:

- Encouraging cooperative transportation and land use planning between Pinole and its neighbors and regional agencies.
- Ensuring that appropriate funding mechanisms are in place to pay for facilities and services that are required to meet the demand generated by growth.
- Encouraging growth in areas where infrastructure and transportation, including transit services, are available.

GOALS, POLICIES AND ACTIONS

- Goal GM.1: Support cooperative transportation, land use and public service planning in Contra Costa County.
- Goal GM.2: Ensure that new development pays for the facilities required to meet the demands generated by development.
- Goal GM.3: Support land use patterns that make efficient use of the transportation system and enhance public safety.
- Goal GM.4: Encourage infill and redevelopment in areas that are already served by utilities, infrastructure and public services.

GOAL GM.1 **Regional Planning.** Support cooperative transportation, land use and public service planning in Contra Costa County.

POLICY GM.1.1 **West Contra Costa County Planning Activities.** Achieve efficient public service delivery by coordinating with affected jurisdictions and agencies concerning public and private developments.

Action GM.1.1.1 **Regional Planning.** Work with regional planning agencies (e.g., Metropolitan Transportation Commission, Association of Bay Area Governments, Contra Costa Transportation Authority, West Contra Costa Transportation Advisory Committee, Bay Conservation and Development Commission, and Bay Area Air Quality Management District) and transit providers (e.g., WestCAT, AC Transit, and Bay Area Rapid Transit) to address regional land use, transportation and environmental issues.

Action GM.1.1.2 **LAFCO.** Work with the Local Agency Formation Commission (LAFCO) to periodically review the efficacy of public services and take advantage of opportunities to defray City costs without sacrificing services.

Action GM.1.1.3 **WCCTAC.** Work with WCCTAC to develop and update the Action Plan for Routes of Regional Significance, to establish Multimodal Transportation Service Objectives (MTSOs), and to coordinate planning for projects and programs of regional importance.

Action GM.1.1.4 **CCTA.** Continue to help maintain the Contra Costa Transportation Authority's travel demand modeling system by providing information on proposed improvements to the transportation system and planned and approved development within Pinole.

Action GM.1.1.5 **Emergency Preparedness.** Continue to participate in regional emergency preparedness planning efforts and in shared emergency services and mutual aid opportunities.

Action GM.1.1.6 **Hercules.** Endeavor to work with the City of Hercules to address wastewater disposal issues and opportunities to ensure compliance with operating permits, to provide sewage disposal to accommodate anticipated growth, and to remedy existing facilities deficiencies.

Action GM.1.1.7 **CCTA**. Continue to maintain the adopted voter-approved Urban Limit Line according to the Principles of Agreement developed by the Contra Costa Transportation Authority.

GOAL GM.2 **Development Mitigation.** Ensure that new development pays for the facilities required to meet the demands generated by development.

POLICY GM.2.1 **Plan for Public Facility and Service Needs.** Future development shall be planned based on public facility and service capacity, community-wide needs, sound citywide and neighborhood planning, and public improvement programming.

Action GM.2.1.1 **Service Standards.** Periodically monitor, review and update Pinole's service standards to maintain fire, police, parks, sewer, water, and flood control services within Pinole. The following standards will be used to guide decision making through the development review process.

Parks and Recreation

Parks: 3.0 acres of neighborhood or regional parks, or 5.0 acres of dedicated open space per 1,000 residents.

Fire

Pinole will endeavor to maintain capital facilities, equipment and staffing sufficient to maintain the following service level:

1. **First Engine Company:** 5-minute response time for emergency calls 90 percent of the time.

2. **Water Requirements:** 3,500 gallons per minute (gpm) minimum on initial response assignment.

Police

Pinole will strive to maintain capital facilities, equipment and staffing to maintain a 5-minute response time for emergency calls.

Sanitary Facilities

Pinole will continue to work with Hercules and the West County Wastewater District to monitor, manage and maintain Pinole's wastewater collection and treatment system and to upgrade as necessary to meet permit requirements and capacity needed for current flow amounts and projected future growth.

Water

Verification by East Bay Municipal Utility District (EBMUD) that adequate water supply and quality can be provided shall be required for approval of new development.

Flood Control

1. **Capacity:** Flood protection facilities should be designed to contain a 100-year flood event, as determined by the Federal Emergency Management Agency (FEMA).

2. **Climate Change:** Flood protection improvements should anticipate the probable effect of climate changes as they relate to sea level.

3. **Upstream Improvements:** Coordinate with EBMUD to plan for a detention/diversion basin south of the city to meter peak period flows in Pinole Creek.

POLICY GM.2.2 **Costs of New Development.** Ensure that any new development within, and adjacent to the City pays its share of the costs associated with the provision of facilities for fire, police, schools, parks, sanitary facilities, water, and flood control necessitated by it, by attaching project-specific mitigation requirements as conditions of approval.

Action GM.2.2.1 **Regional Development Mitigation Program.** Participate in the development and implementation of a regional or subregional development mitigation program based on any nexus established through the Action Plan process.

Action GM.2.2.2 **Growth Management Fees.** Continue participating in the regional development mitigation program to establish fees, exactions, assessments or other mitigation measures to fund regional and subregional transportation improvements. The City will update and collect applicable fees to mitigate impacts of developments on the local and regional transportation system.

Action GM.2.2.3 **Growth Management Capital Projects.** Include capital projects, generally showing complete project cost and intended project phasing, in Pinole's annual Capital Improvement Program which are necessary to:

1. Extend services to new development.
2. Maintain traffic standards established in the General Plan.
3. Address the City's responsibilities under the adopted West Contra Costa Action Plan.
4. Maintain standards for fire, police, parks, sewer, water, and flood control established in Pinole's Growth Management Element. *(Note: See Measure J program relating to Capital Improvement Program.)*

Action GM.2.2.4 **Development Review.** Participate in regional review of development proposals that have the potential to impact regional facilities, resources and services.

1. Circulate environmental documents to surrounding jurisdictions for review and comment.
2. Submit to the West Contra Costa County Technical Advisory Committee proposed revision(s) to the West County Action Plan to mitigate impacts associated with proposed General Plan amendments over the threshold specified in the adopted West County Action Plan.
3. Participate in the conflict resolution process established by the CCTA in the Growth Management Implementation Documents as a means of resolving disputes between neighboring jurisdictions related to the Action Plan and other Measure C/J transportation-related issues.
4. Ensure that all new development bears a fair share cost of mitigating impacts on the City's ability to provide essential services.

POLICY GM.2.3 **Development Costs.** Services and capital improvements necessary to serve new development should be installed and funded by the project.

Action GM.2.3.1 Where feasible, development should provide improvements necessary to ensure adequate service to the project and create an adequate mechanism for ensuring ongoing funding for necessary services.

Action GM.2.3.2 Where improvements are needed to serve multiple projects or existing development, the City will maintain a development mitigation program to collect the proportionate share of a development's contribution to capital and service costs associated with regional and local facilities and services needed to support the development. The development mitigation program may include, but not be limited to:

a. Development Impact Fees;

b. User Fees;

c. Quimby Act Fees or other Park and Recreation Fees;

d. Transportation Management Fees; and

e. Connection Fees.

GOAL GM.3 **Efficient Transportation.** Support land use patterns that make efficient use of the transportation system and enhance public safety.

POLICY GM.3.1 **Transportation Management.** Make more efficient use of the regional and subregional transportation system.

Action GM.3.1.1 **Transportation System Management.** Update the Transportation System Management (TSM) ordinance to reflect General Plan policies.

Action GM.3.1.2 **Transportation Demand Management.** Adopt Transportation Demand Management practices that can be applied in new development projects.

POLICY GM.3.2 **Multimodal Transportation.** Establish service standards for multiple modes of transportation that are focused on moving people rather than solely on moving automobiles.

Action GM.3.2.1 **Traffic Operations.** Apply the traffic operation standards (level of service) established in the Circulation Element.

Action GM.3.2.2 **Exceptions.** Maintain traffic operation standards at intersections except where:

1. Operations exceed adopted standards but which are expected to meet standards following implementation of projects in the adopted five-year Capital Improvement Program.

2. Alternative modes of transportation are available (e.g., bicycle lanes and facilities, bus transit and shuttle service).

3. Projects result in housing that is affordable to people who work and live in Pinole.

Action GM.3.2.3 **Alternative Modes of Transportation.** Work with regional transportation agencies to develop circulation standards that:

1. Emphasize the movement of people, not solely automobiles, as the performance objective.

2. Adjust service standards to include trips accommodated by bicycle routes and facilities, pedestrian connections and transit service.

POLICY GM.3.3 **Provide Adequate Transportation Facilities and Services.** Provide adequate transportation facilities while maintaining neighborhood integrity. The following considerations are aimed at reducing traffic on residential streets and improving available transportation alternatives:

a. Through-traffic should be discouraged as much as possible from residential streets.

b. New commercial development should be focused along arterial corridors.

c. Transit services that are accessible to children, adults, senior citizens and people with disabilities should be located within half a mile of schools, public facilities and shops.

d. Commuters should have easy access to the BART system.

e. A shuttle bus, especially for seniors, at regular intervals throughout the city, as well as hiking and biking trails, is desirable.

f. Maintenance of AC Transit, BART feeder and WestCAT services.

Action GM.3.3.1 **Bus Service.** Coordinate with WestCAT and AC Transit to strategically expand commute and local bus services in Pinole. Transit service planning should consider the following:

1. Loop service along primary circulation corridors.

2. Enhanced access to major employment centers or transit hubs to minimize the number of transfers associated with trips.

Action GM.3.3.2 **Carpools and Transit.** The City will develop a plan to make more efficient use of the regional and subregional transportation system that includes the following considerations.

1. Improved access to commuter bus service by enhancing access to nearby park-and-ride facilities or by providing a park-and-ride facility in Pinole to support commuter bus service.

2. Promoting the use of carpools and vanpools.

POLICY GM.3.4 **Coordinate Transportation.** Coordinate capital improvements and transit services to support medium- and high-density commercial and residential development along San Pablo Avenue, Appian Way and Pinole Valley Road with multiple modes of transportation.

Action GM.3.4.1 **Circulation Corridors.** Adopt the Three Corridors Specific Plan for the San Pablo Avenue, Appian Way and Pinole Valley Road corridors to include bicycle, pedestrian and transit facilities and services and convenient vehicle access.

POLICY GM.3.5 **West Contra Costa County Transportation Planning Activities.** Participate in regional transportation planning, particularly with the West Contra Costa Transportation Advisory Committee (WCCTAC).

POLICY GM.3.6 **Trips Within the Community.** Place a higher priority on facilitating trips with origins or destinations within the community than on efforts to provide improvements for through trips.

Action GM.3.6.1 **Discourage Trip Diversion.** Discourage use of San Pablo Avenue through Old Town as a bypass for Interstate 80 through street designs and improvements that slow traffic.

Action GM.3.6.2 **Route of Regional Significance.** Consider designating Fitzgerald Avenue as a route of regional significance that could replace or supplement Appian Way as the north-south route of regional significance in Pinole.

POLICY GM.3.7 **Mobility-Impaired.** Support efforts to provide safe and convenient transportation systems for all citizens of Pinole, particularly mobility-impaired individuals.

POLICY GM.3.8 **Public Transit.** Encourage the development of a safe, efficient and reliable transit system, in coordination with the West Contra Costa Action Plan, to provide a convenient alternative to driving.

GOAL GM.4 **Compact Development and Service Areas.** Encourage infill and redevelopment in areas that are already served by utilities, infrastructure and public services.

POLICY GM.4.1 **Planning for Present and Future Community Needs.** Plan for, provide and maintain a level of public infrastructure facilities and services that adequately serves the present and future needs of the community.

POLICY GM.4.2 **Regional Jobs/Housing Balance.** Consistent with the Land Use and Economic Development Element of the Pinole General Plan, encourage reasonable opportunity for people to live and work within west Contra Costa County.

Action GM.4.2.1 **Housing Element Programs.** In accordance with the General Plan's Housing Element, provide housing opportunities in a variety of structure and tenure types for all economic sectors and compositions of households to maintain a jobs/housing balance as a method of potentially reducing commute trip lengths.

CHAPTER 5: LAND USE AND ECONOMIC DEVELOPMENT

LAND USE AND ECONOMIC DEVELOPMENT

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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.

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.

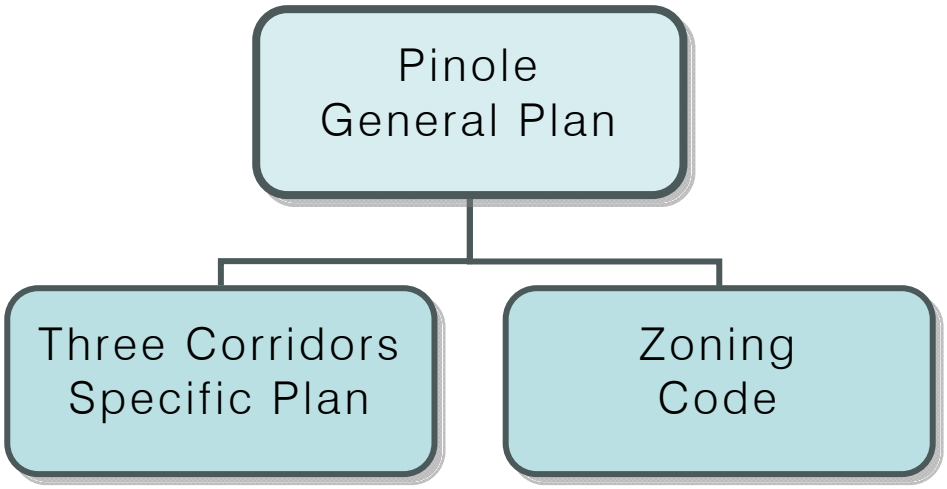
PURPOSE

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.

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.[1]

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.

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."

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

[1] 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.

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.

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

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

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,

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.

- **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.

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

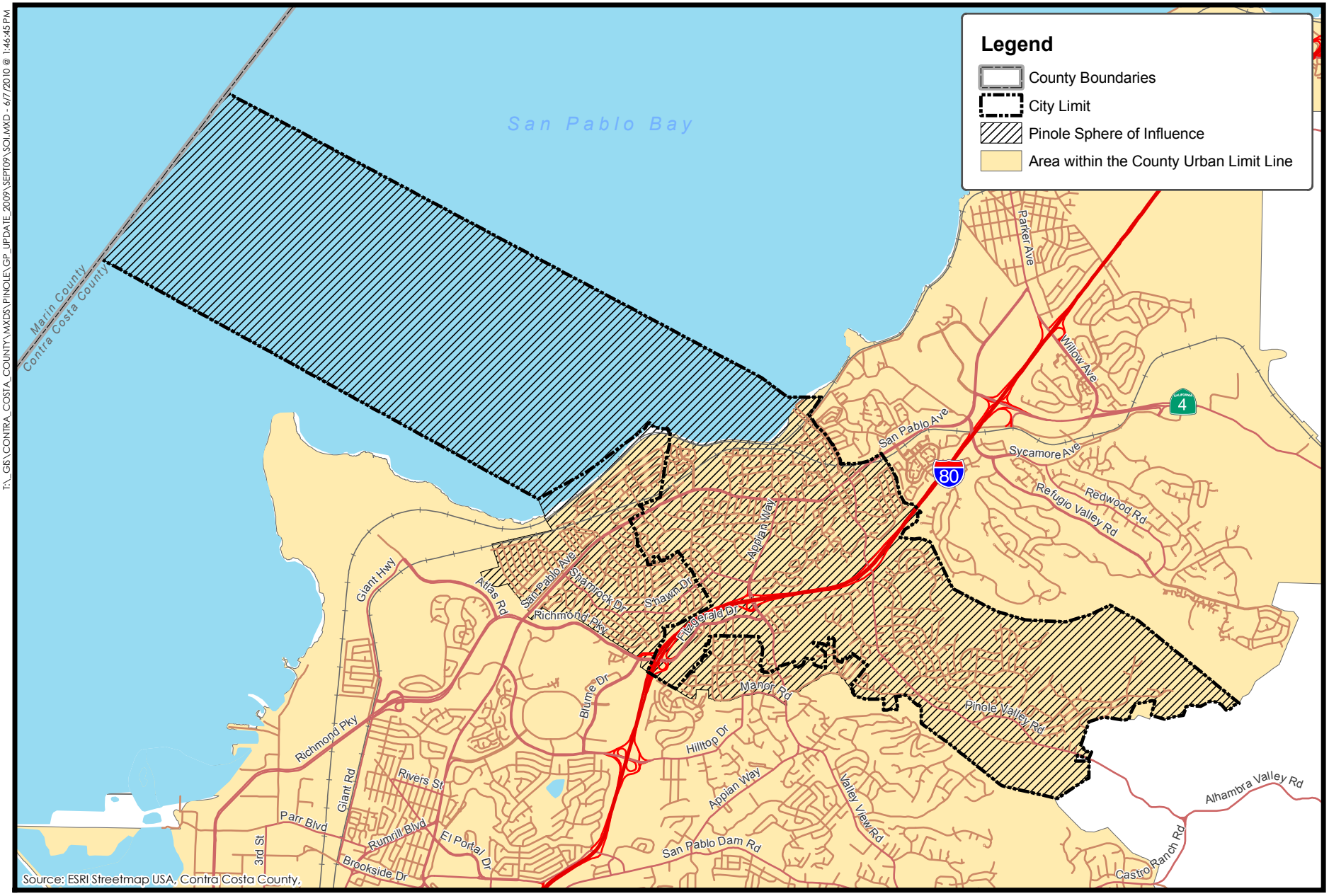


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Figure 5.1
Pinole City Limit and Sphere of Influence

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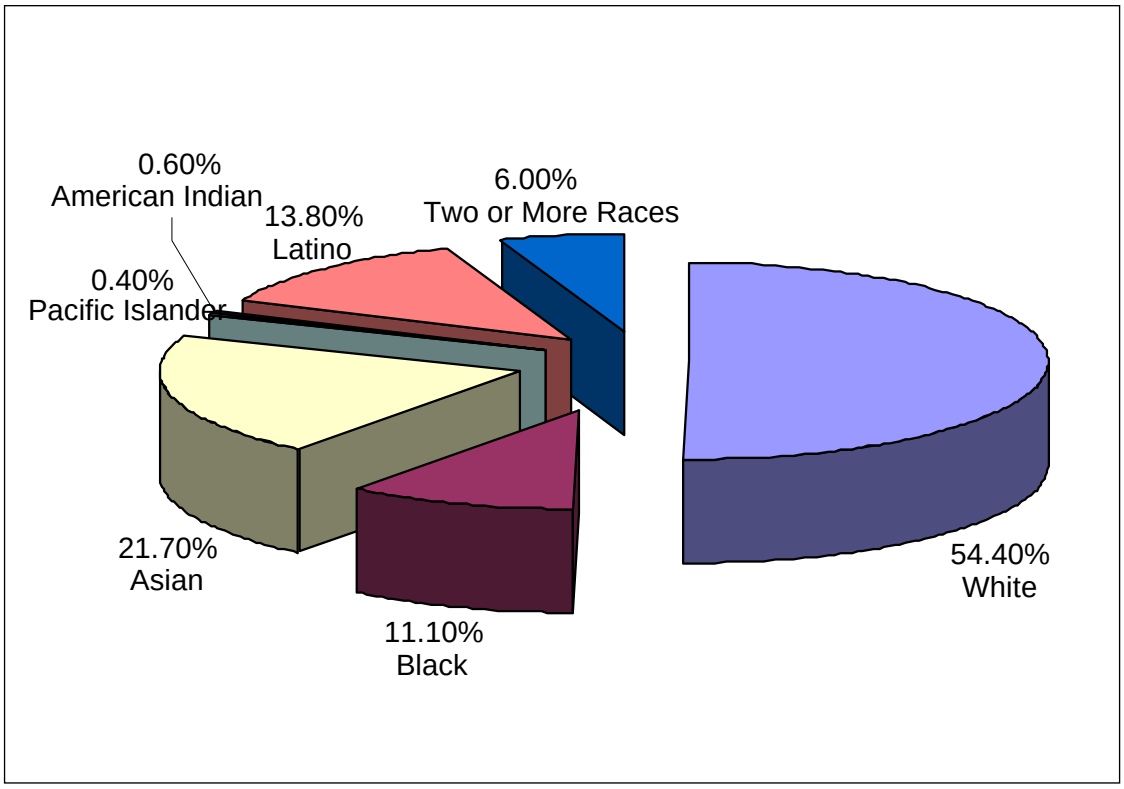
Demographics

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

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.

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

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				
	Very Low <50% of County Median	Low <80% of County Median	Moderate <120% of County Median	Above Moderate >120% of County Median	Total
– 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**).

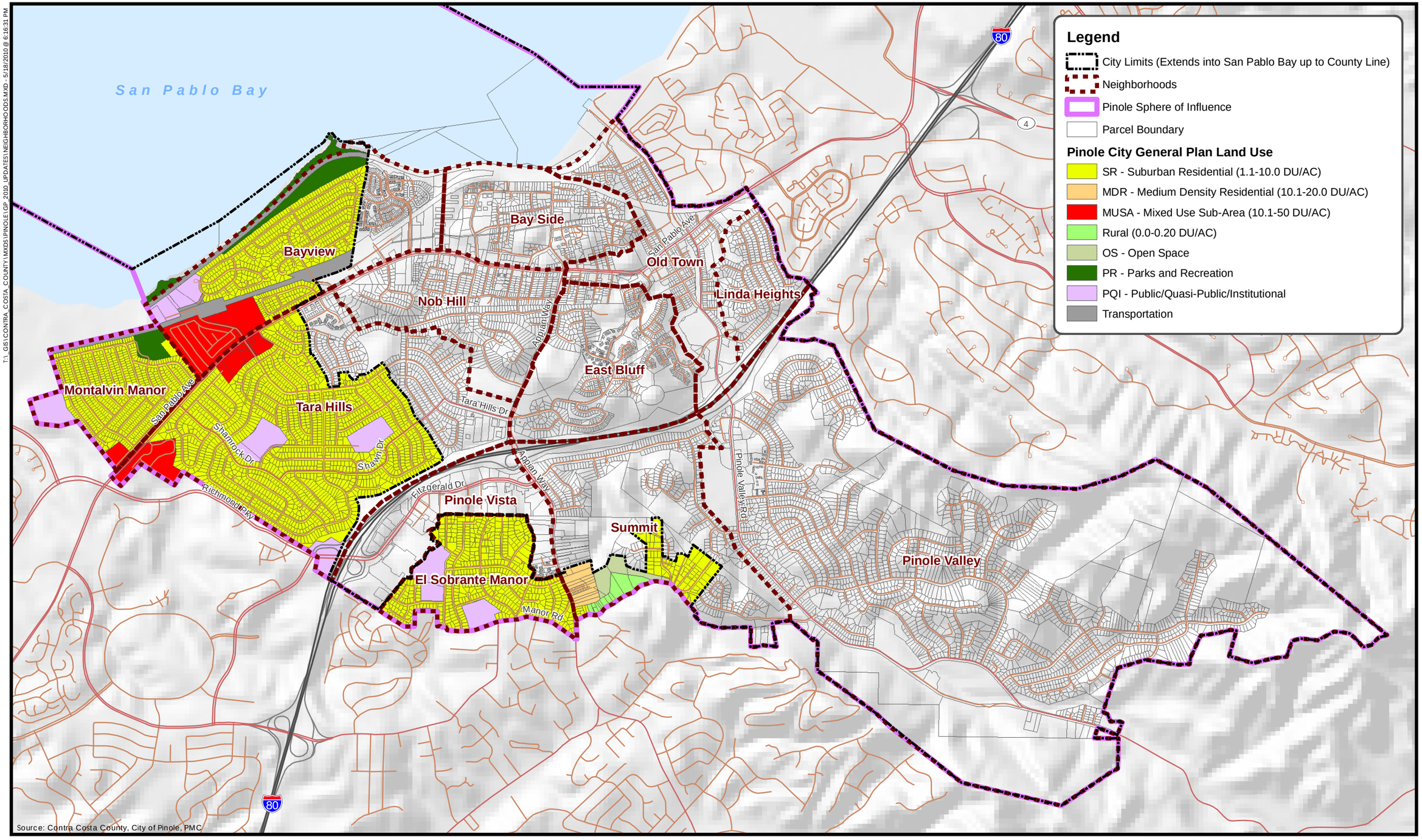


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Figure 5.3
Pinole Sphere of Influence Neighborhoods
and Land Use Designations

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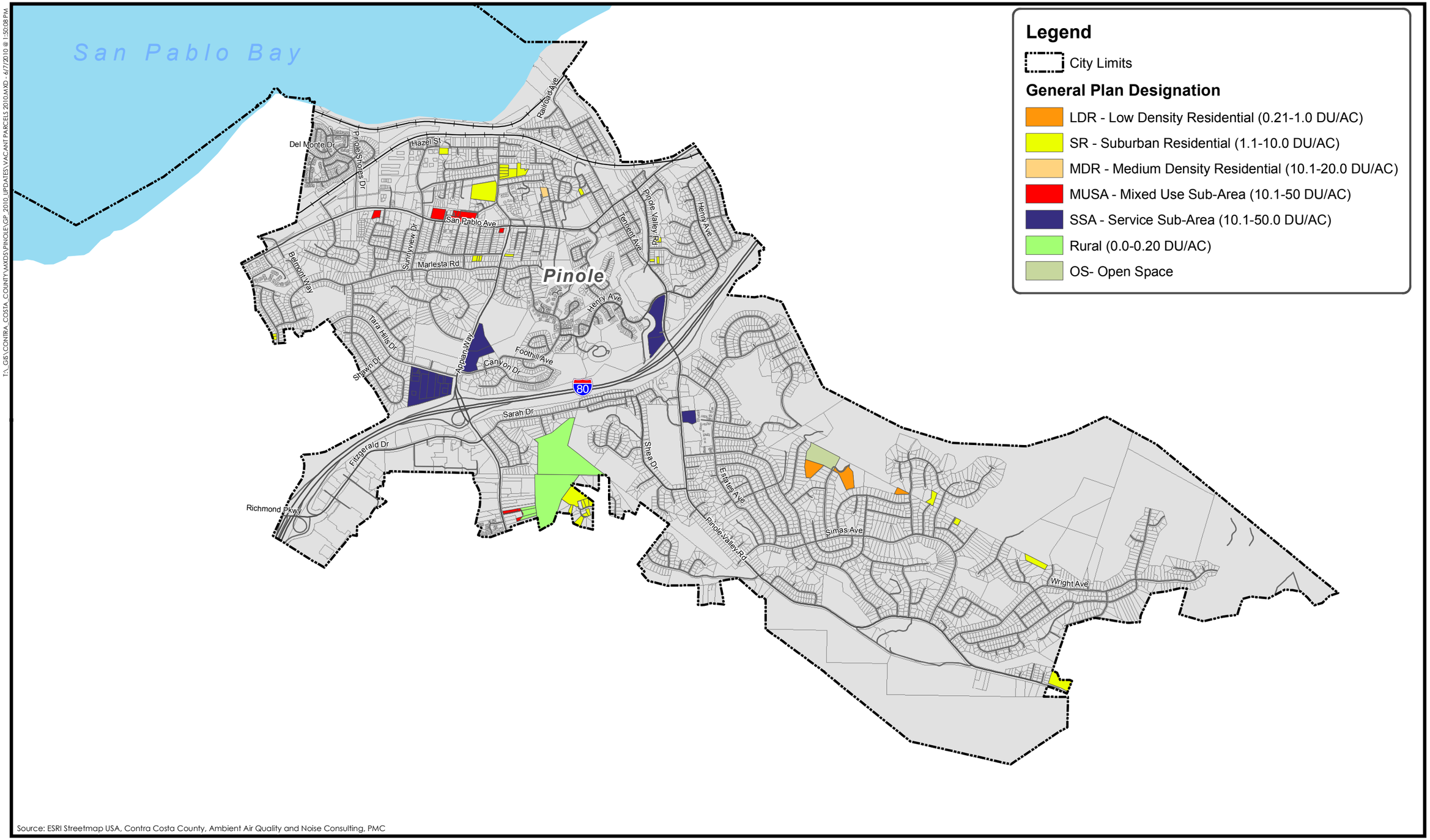

Source: ESRI Streetmap USA, Contra Costa County, Ambient Air Quality and Noise Consulting, PMC

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Figure 5.4
Pinole Vacant and Underdeveloped Land

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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

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.

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

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.

- 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.

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
– **Grand Total**	– **3,587.08**	– **1.00**

Source: PMC, 2010

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.

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.

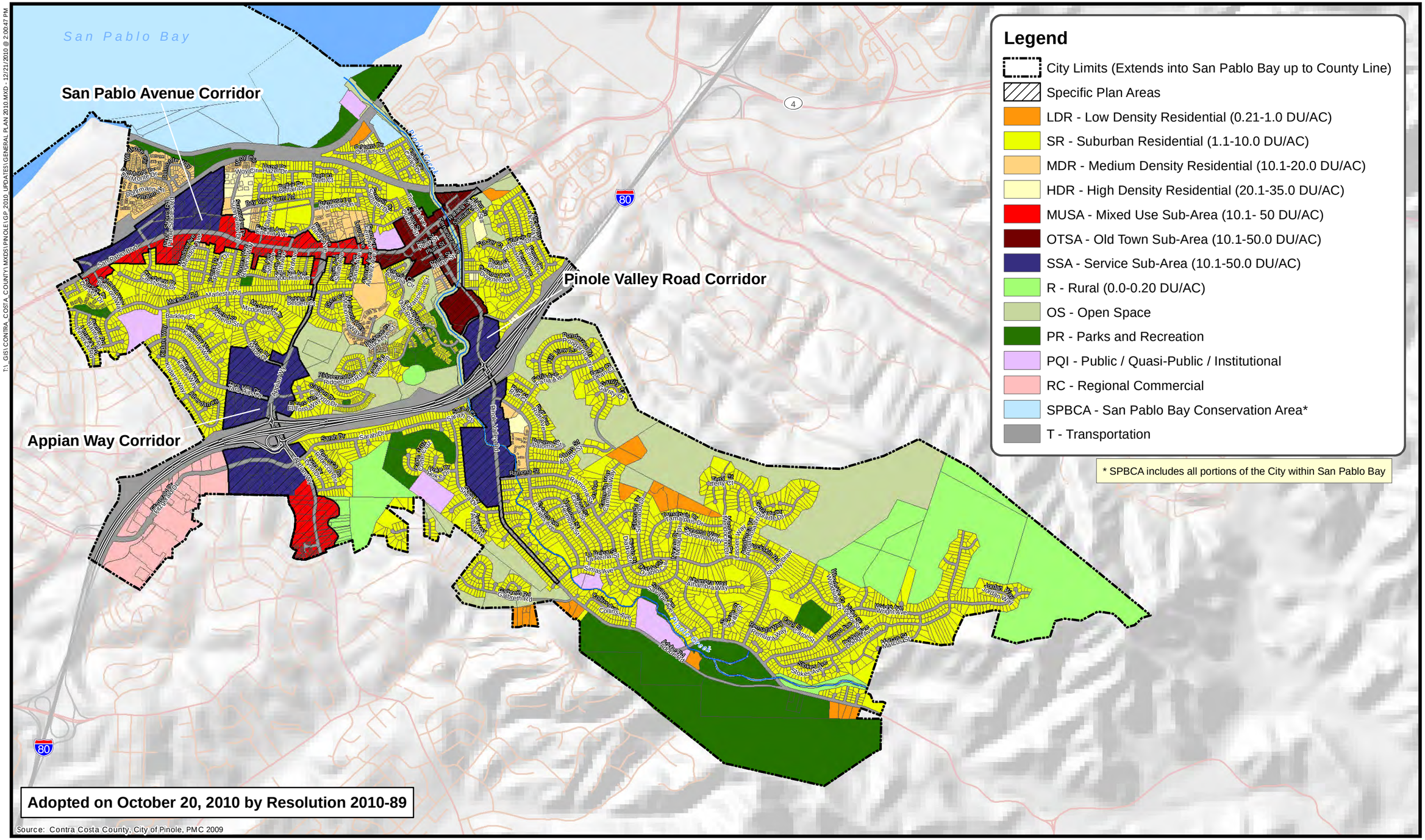

Figure 5.5
General Plan Land Use Map

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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.

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.

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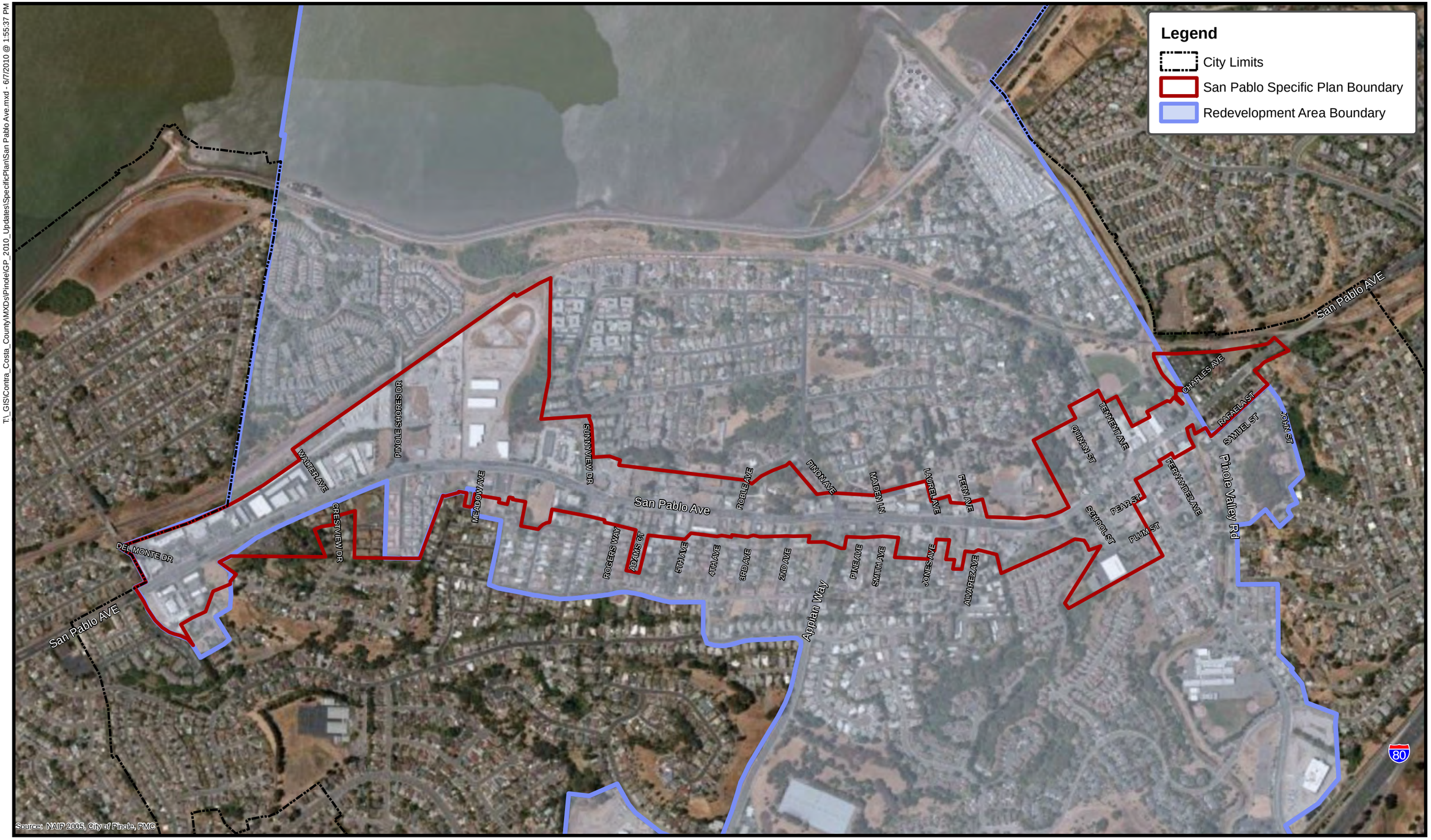

350 0 350
Feet

N

Figure 5.6
San Pablo Avenue Specific Plan Project Area

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N

Figure 5.7
Pinole Valley Road Specific Plan Project Area

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Figure 5.8
Appian Way Specific Plan Project Area

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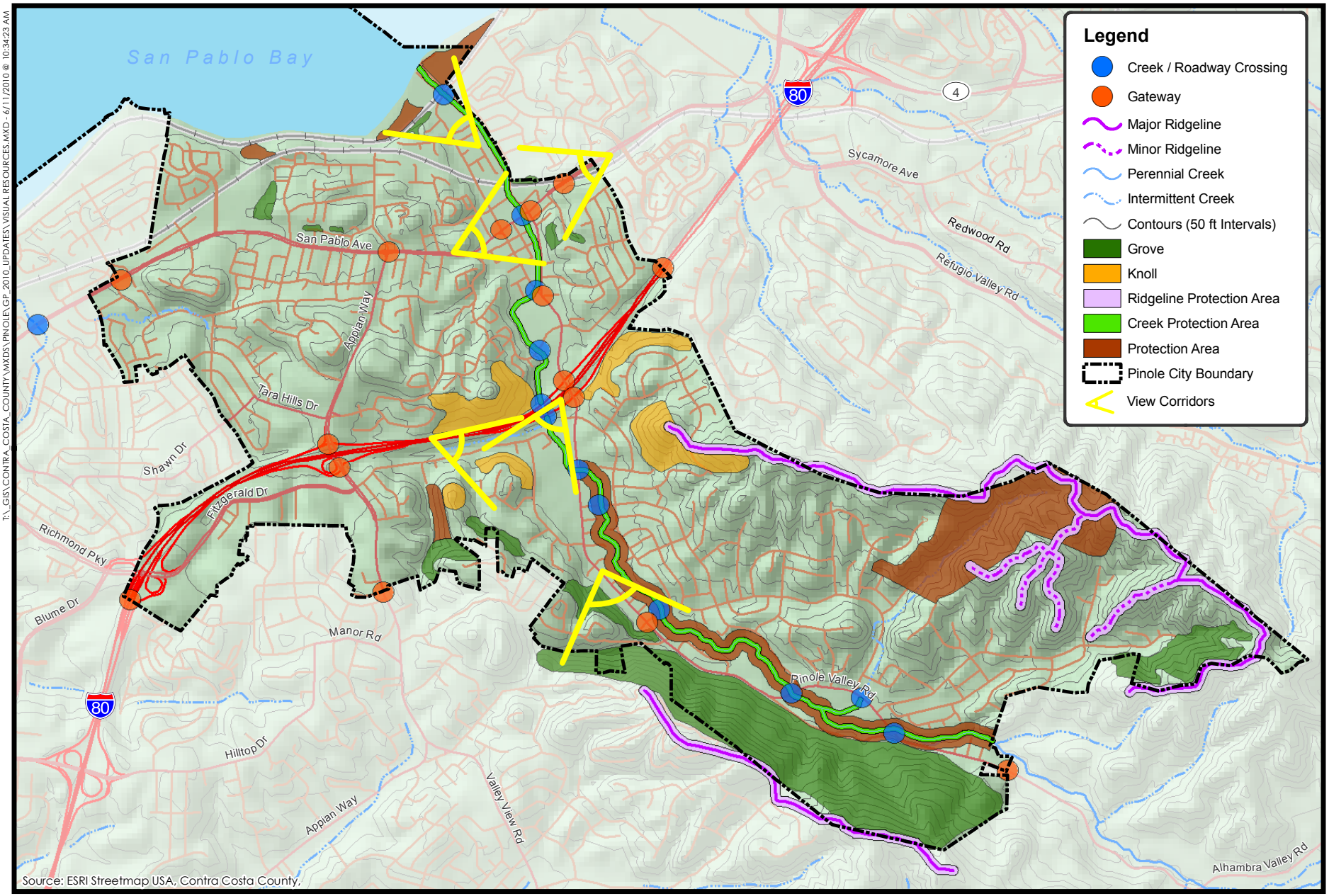

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Figure 5.9
Resource Areas and View Corridors

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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.I: 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.

- 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.

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.

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

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.

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.

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

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.

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.

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.

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

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.

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;

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.

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.

CHAPTER 6: HOUSING

HOUSING

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HOUSING

EXECUTIVE SUMMARY

The purpose of the Housing Element is to ensure that a quality, safe, and affordable supply of housing is available for current and future residents of Pinole. In pursuing this goal, the Element focuses on achieving a balance between maintaining the existing character of Pinole and providing housing for low- and moderate-income households and those with special needs.

The Housing Element is a part of the Pinole General Plan. It is the only Element that must be updated every five years and is subject to review and certification by the State of California through its Department of Housing and Community Development (HCD). The State has the authority to extend this five-year cycle as it has done previously. The preceding Pinole Housing Element was adopted in 2003, and covered the period through June 30, 2009. This updated Element, in accordance with the schedule set by the State, covers a period that began on June 30, 2009 and ends on June 30, 2014. Many of the targets identified in the Housing Plan measure production on a timeframe of 2007 through 2014. This reflects a desire to match and measure production relative to the Regional Housing Needs Allocation (RHNA).

The Element must show that the City can accommodate its fair share of the Bay Area Region's housing need over the current planning period. Pinole's fair share for the 2007-2014 planning period, as determined by the Association of Bay Area Governments, is 323 units, 180 of which must be affordable. As of March 2010, 70 units had been built or approved in Pinole. Of those, thirteen were affordable.

As established by State law, the major components of the Housing Element are: 1) an assessment of Pinole's housing needs; 2) an analysis of constraints and opportunities; 3) an evaluation of housing accomplishments; and 4) a Housing Plan that establishes specific goals, policies, and programs for meeting needs and objectives. The following are highlights from each of those components.

HOUSING NEEDS

- Pinole's population and household composition remain largely unchanged over the past decade. The most significant change is the increase in Pinole's senior population.
- There is a significant concentration of low income households among seniors, those under 34 years of age, and renters.
- Pinole continues to serve as a bedroom community for larger employment venues throughout the region.
- The Housing Element addresses State requirements to allow emergency shelters by right in at least one zoning district.
- The Housing Element plans for the replacement of assisted housing units at risk of conversion to market rate.

HOUSING CONSTRAINTS

- Market forces, such as the availability of land, land values, and development costs, constrain the production of housing.
- The recent economic downturn and mortgage crisis have led to additional constraints in the housing market.
- City resource availability is greatly reduced as a result of the recent economic downturn and State takeaways may constrain the City and Redevelopment Agency's ability to assist in housing development.
- As a whole, the City's development standards, practices and fees are comparable to those of other cities and are not a significant constraint to housing development.

HOUSING OPPORTUNITIES

- The 33.68 acres of single and multi-family residential designated sites as identified in the Housing Inventory in this Element are not adequate to meet the remaining Regional Housing Needs Allocation needs.
- The City has identified additional opportunities for residential development on sites included in the draft Specific Plan for San Pablo Avenue, Pinole Valley Road, and Appian Way. The draft Specific Plan is anticipated for adoption in 2010, and its adoption will rezone the opportunity sites for future residential development included in Housing Opportunities (Section 4).
- The City's infrastructure has adequate capacity to handle the amount of growth anticipated during the planning period.

HOUSING ACCOMPLISHMENTS

- Pinole created more units than its overall need for 288 units during the 1999-2006 planning period.
- Since 1999, the Pinole Redevelopment Agency has provided more than 20 First Time Home Buyer loans (more than 75 since 1995) and nearly 170 Residential Rehabilitation loans and grants to low- and moderate-income households.
- Over 160 affordable housing units were created between 1999 and June 2006 with contributions from the Redevelopment Agency; through projects like Pinole Senior Village, Pinole Grove, and Alvarez Court, the Pinole Redevelopment Agency continues to be instrumental in increasing the supply of affordable housing for special needs populations.
- The City has facilitated the production of mixed-use and infill housing projects through parking reductions and shared parking standards.

HOUSING GOALS

- The City should monitor housing accomplishments in order to respond effectively to housing needs.

- The City should strive to protect the character and heritage of Pinole through conserving existing housing and encouraging high quality new construction.
- The City should ensure that there are adequate services and facilities to meet the needs of Pinole's current and future population.
- The City should strive to provide or facilitate a mix of housing types and prices that meet the City's housing needs.
- The City should support energy-efficient design and building practices in order to reduce housing utility expenses, minimize adverse environmental impacts, and provide for sustainability.

Although the Housing Element tends to focus on the affordability and availability of housing for low- and moderate-income households and other special needs groups, the Element also strives to address the housing needs and related policy issues for the entire community. Accordingly, this Element focuses on protecting the existing character of Pinole through high quality design, strategies such as mixed-use, infill and second unit development, and reliance on parcels that were already designated for residential land uses. Through this Housing Element, Pinole has planned to accommodate its remaining RHNA with the identification of vacant sites designated for residential development as well as Housing Opportunity Sites that will be designated for mixed use or high density residential development with the adoption of the draft Corridor Specific Plan for San Pablo Avenue, Pinole Valley Road, and Appian Way.

HOUSING

VISION STATEMENT

The City will work to ensure that a quality, safe and affordable supply of housing is available for current and future residents.

Pinole will focus on achieving a balance between maintaining its existing housing supply and community character along with providing housing to serve the needs of low- and moderate-income households and those with special needs.

INTRODUCTION

The City's previous Housing Element was adopted in 2003 and was certified by the California Department of Housing and Community Development (HCD) as complying with State law. The Element helps meet the requirements for Measure J, the Contra Costa County voter-approved Transportation Improvement and Growth Management Program. Measure J establishes a process engaging all jurisdictions to cooperatively manage the impacts of growth in Contra Costa County. The Growth Management Element of the Pinole General Plan, also a Measure J requirement, ties the level of service for fire, police, traffic, water, sewer and parks to the development potential under the Land Use and Economic Development Element. The intent is to plan for adequate services and facilities to accommodate the development potential necessary to achieve the objectives of the Housing Element.

The primary obstacle to providing more affordable housing to very low and low-income households is the availability of funding to provide units at prices affordable at those income levels, particularly in light of the fact that Pinole is nearly built out and few parcels are available to accommodate multi-family housing, which is the most cost-effective means of providing affordable housing for lower income households. Programs in the Housing Element, including the City's inclusionary requirements, use of Redevelopment Housing Set Aside funds, and other actions of the Pinole Redevelopment Agency, aim to establish opportunities to encourage redevelopment and overcome these issues.

The Housing Element's approach to housing issues in Pinole is expressed in three ways. The first is in the form of goals sought by the community. The second, and more specific approach of the Housing Element, are the policy statements. Third are Implementation Actions, through which Quantified Objectives, or short-range targets to achieve the goals, are established. The Implementation Actions are the most dynamic part of the Housing Element and are comprised of specific tasks that the City or other identified entities will undertake to implement policies and move closer to the community's housing goals. Where appropriate under each policy is a notation identifying related program actions. The Housing Plan (Section 6) describes these actions in more detail and lists program target dates, as required by State law.

HOUSING ELEMENT REQUIREMENTS

Overview of State Law Requirements

Every jurisdiction in California must have a General Plan. The General Plan serves as the 'constitution' for development in the City. It is a long-range planning document that describes goals, policies and programs to guide development decision-making. Once the General Plan is adopted, all development-related decisions must be consistent with the Plan. If a development proposal is not consistent with the General Plan, it must be revised or the Plan itself must be amended. The current Pinole General Plan was adopted in 1995, and the Housing Element was adopted as part of a larger General Plan Update at that time. An updated Housing Element was adopted in 2003 in accordance with State Law. Along with the required updates to the 2003 Housing Element, the City of Pinole is in the draft review phase of a Corridor Specific Plan for San Pablo Avenue, Pinole Valley Road, and Appian Way and is concurrently undertaking a comprehensive General Plan and Zoning Ordinance update, all anticipated for adoption in 2010.

Every community's General Plan must, by law, contain seven 'elements' that address defined sets of issues. The State-mandated elements of the General Plan include Land Use, Circulation, Housing, Conservation, Open Space, Noise and Safety. In Contra Costa County, all jurisdictions are also required to have a Growth Management Element.

State law establishes requirements for all portions of the General Plan. However, for the Housing Element, the State requirements tend to be more specific and extensive than for other elements. Jurisdictions must annually review the General Plan and revise all elements on a regular basis to ensure that they reflect community sentiments and satisfy legal requirements. State law requires that housing elements be reviewed and updated at least every five years following a State-initiated regional housing needs allocation process.

The mandatory process of updating Housing Elements is initiated by the State through the "Regional Housing Needs Allocation" (RHNA) process. The State of California's Housing and Community Development Department works with regional Councils of Government (COGs) to determine the amount of housing needed within the region. The Association of Bay Area Governments (ABAG) is the San Francisco Bay Area region's COG. The determination of housing need is based on existing need and estimated population growth. Need is determined for households in all income categories: very-low, low, moderate, and above-moderate incomes. New in this Housing Element cycle, cities are also required to address the needs of extremely low income households.

Once the total regional need is determined, ABAG works with local governments and others to allocate the total need to individual cities and counties. Local governments are then required to plan where and how the allocated housing units will be developed within their communities. The most recent Regional Housing Needs Allocation was adopted by ABAG on May 15, 2008 covering the 2007-2014 planning period. This Housing Element outlines how Pinole plans to accommodate its "fair share" of this need.

State law specifically details the information housing elements must contain: (1) "an assessment of housing needs and an inventory of resources and constraints relevant to meeting these needs;" (2) "a statement of the community's goals, quantified objectives, and policies

relative to the maintenance, preservation, improvement, and development of housing;" and, (3) "a program which sets forth a schedule of actions during the planning period...to implement the policies and achieve the goals and objectives." For each action or program, this 'Five Year Action Plan' must identify the agency responsible, the time frame for implementation, and the number of units planned to be constructed, rehabilitated or conserved, or number of households that will be assisted, as a result of the program.

Most importantly, State law requires that the Housing Element must: (1) identify adequate sites with appropriate zoning densities and infrastructure to meet the community's need for housing (including its need for low and very low income households, mobile homes, farm worker housing and homeless shelters); and (2) "address, and where appropriate and legally possible, remove governmental constraints" to housing development.

A community's General Plan to be internally consistent. This means that the Housing Element, although subject to special requirements and a different schedule of updates, must function as an integral part of the overall General Plan, with consistency between it and the other General Plan elements. The City of Pinole is also currently undertaking a General Plan Update and General Plan policies and actions will be concurrently reviewed with the Housing Element Update to ensure internal consistency.

STATE REVIEW

State law requires that every new or updated housing element be submitted to HCD to ensure compliance with the State's minimum requirements. This "certification" process is unique among the General Plan elements.

Housing Element updates or amendments are submitted twice to HCD for review and comment: once during development of the Housing Element or subsequent amendment (in draft form), and again after adoption of the Housing Element or amendment by the local jurisdiction. The first review period requires 60 to 90 days and must take place prior to adoption by the Pinole City Council. During the first review, HCD submits comments back to the City regarding compliance of the element with State law requirements and HCD guidelines. Modifications to the Draft Housing Element in response to these comments are appropriate prior to adoption of the Housing Element by the City Council. The second review requires 90 days and takes place *after* adoption. It is after the second review that written findings regarding compliance are submitted to the City. Throughout the process, the City works with staff at HCD to ensure the draft Element meets State requirements and serves the needs of current and future residents.

DATA SOURCES

Various sources of information were used to prepare the Housing Element. The US Census on Population and Housing remains the most comprehensive source of data available on population and housing trends, and was widely used throughout the element. Additional data sources consulted include:

- Demographic and housing data provided by the Association of Bay Area Governments and the State Department of Finance;

- Housing market information, such as home sales, rents, and vacancies from the West County Association of Realtors and Claritas, Inc.;
- Building permit and zoning information from the City of Pinole Community Development Department;
- Special needs housing and services data, including homeless services, from Contra Costa County; and
- Surveys administered to the local senior population and outreach to community organizations to assess current housing needs.

Where available, updated figures for 2009 as reported by the State Department of Finance have been utilized. Other statistics draw from the most recent figures reported by the U.S. Census Bureau, including the 2000 Census and the 2007 American Community Survey. Future projections are based on data provided by the Association of Bay Area Governments. Where available, this data is supplemented with current market data and local secondary sources of information.

EVALUATION AND PUBLIC PARTICIPATION

The City began the Housing Element update process with an evaluation of the effectiveness of its existing Housing Element, which was adopted by the City and certified by HCD in 2003. The overarching conclusion of this evaluation was that the Housing Element was effective in working toward the City's goals (see Section 5, Housing Accomplishments).

Changes within the organization and ongoing efforts to draft and update a number of planning documents, including a Specific Plan for the City's primary commercial corridors, a General Plan update, and a Zoning Ordinance update have caused the City to fall behind its targets for implementing a number of previously identified code updates. With this in mind, the City's intent in preparing this draft element was primarily to reassess its housing needs and constraints while retaining many of its existing goals and orientation towards the provision of housing and the completion of planning document updates. Additionally, tight finances and limited staff resources will force the City to prioritize housing-related projects and services in the near term. However, the City's top priority remains working toward providing safe and adequate housing at all levels of affordability.

The City recognizes the importance of engaging the community and organizations and service providers representing the entire City, including lower income households, in developing, adopting, and implementing an effective housing element. As a result, the City worked to engage the community through the drafting and adopting of this Housing Element. In preparation of the draft version of this document, opportunities were provided for local residents and agencies to help formulate the City's housing goals, policies, and programs. Prior to the development of the draft housing element, City Staff met with a number of local organizations and agencies to assess housing needs for special housing needs groups and to solicit feedback on housing policies and objectives. Specifically, City Staff met with local special needs

providers and local and County advisory boards to learn more about housing needs and trends for special needs housing groups, including seniors and people with disabilities.

The community was regularly notified of the status of the update process through the City Manager's Weekly Report and input was solicited through these articles as well as through updates to the City's website where a dedicated housing element update page was updated frequently and included draft documents, an updated timeline including meeting dates, and staff contact information. In order to broaden outreach and gather additional information about housing needs and trends, the City developed a Housing Needs Survey. Both a general Housing Needs Survey and a Senior Housing Needs Survey were circulated in fall 2009. The Surveys were distributed directly to more than 1,200 local seniors and via email and the City's website to the community at large. Responses from the surveys were reviewed and considered in formulating both the Housing Needs Assessment and in developing housing goals and objectives included in this Element.

A subcommittee of the Planning Commission reviewed the first draft of this Housing Element in detail through a series of meetings with Staff. The City's Planning Commission, acting as the Steering Committee for the General Plan update, reviewed the draft element at two publicly noticed meetings before recommending the draft be submitted for review by the State Department of Housing and Community Development (HCD). Concurrent with submission for HCD review, the draft Element along with information about the update process and a request for comments was sent to a number of local agencies and stakeholder groups (see Appendix A for a complete listing) for comment concurrently with submission to the State Department of Housing and Community Development (HCD). In addition, information about the update process was sent to the property owner of each parcel designated as part of an Opportunity Site (**Table 6.38**). Staff received comments from a few local agencies, including the East Bay Municipal Utility District and (EBMUD) and Pacific Gas and Electric (PG&E), and fielded questions from a number of property owners, whose interest ranged from a desire for clarification, to questions about how changes would affect processing of future plans at the property, and support for the allowance for higher densities. Each comment and conversation was logged and considered during the revision phase of the update process.

The City solicited additional input through meetings of its Economic Development and Housing Advisory Committee (EDHAC), additional Planning Commission Hearings, and other forms of outreach subsequent to receiving initial comments from the State. In April 2010, a Revised Draft Housing Element with changes reflecting community sentiments and HCD feedback was submitted to HCD. Additional workshops were held at publicly noticed meetings of the EDHAC and Planning Commission following submittal of the Revised Draft Housing Element.

Prior to final adoption of the Housing Element, publicly noticed workshops were held at meetings of the EDHAC and the Planning Commission in order to solicit additional input on the Revised Draft Housing Element prior to presenting the document for adoption. A public hearing was held before the Planning Commission on June 14, 2010, and the Planning Commission voted to recommend that the City Council adopt the Revised Draft Housing Element and approve the related environmental documents to satisfy requirements of the California Environmental Quality Act (CEQA). On July 6, 2010, the City Council held a public hearing and

voted to adopt the Housing Element. Both the Planning Commission and City Council hearings were noticed in the West County Times and the City's webpage prior to the hearing dates.

RELATIONSHIP TO OTHER GENERAL PLAN ELEMENTS

There is a high degree of interrelationship among the various elements of the Pinole General Plan. For example, the Land Use Element provides for the types, density/intensity, design, and distribution of residential land uses, whereas the Housing Element addresses the manner in which existing housing will be conserved and new housing opportunities will be provided where the Land Use Element permits development.

The City is currently undertaking a comprehensive General Plan update along with the development of a Specific Plan for the San Pablo Avenue, Pinole Valley Road, and Appian Way corridors and a Zoning Ordinance update. This Housing Element is anticipated to be adopted prior to the adoption of the General Plan update, Specific Plan, and Zoning Ordinance update; however, this Housing Element is drafted with the intent to ensure consistency between the elements and prescribe changes necessary to meet housing needs and legal requirements. Further, this Housing Element anticipates implementation of the draft Corridor Specific Plan for San Pablo Avenue, Pinole Valley Road, and Appian Way.

The City will ensure consistency between the Housing Element and the other General Plan elements as well as consistency between the General Plan, Specific Plan, and Zoning Ordinance. Whenever other elements of the General Plan are amended in the future, the City will review the Housing Element to ensure consistency between the elements. In addition, as outlined in HIA-4 the City will conduct an internal consistency review as part of the annual General Plan implementation report.

HOUSING NEEDS ASSESSMENT

The Housing Needs Assessment presents and analyzes Pinole's demographic, socioeconomic, housing characteristics, and related market data to determine the nature and extent of housing needs for current and future residents.

This assessment recognizes that as a result of Pinole's location within the nine-county San Francisco Bay area, the City is influenced by its regional position. The Bay Area's economy, diverse neighborhoods and communities, vast open spaces, and moderate climate have contributed to Pinole's rapid growth over the past few decades. In addition, trends and patterns of regional growth and development have placed constraints on Pinole's ability to support the additional housing and infrastructure necessary to sustain substantial further growth.

The data sources used to compile the Housing Needs Assessment include the 2000 Census, the 2007 American Community Survey (ACS) conducted by the U.S. Census Bureau for Contra Costa County, the California State Department of Finance, the California Employment Development Department, and the Department of Housing and Urban Development. Where available, this data is supplemented with current market data and local secondary sources of information.

Much consideration was given to providing complete and accurate data given the time lapse since the last comprehensive census was conducted by the U.S. Bureau, which is generally regarded as the most complete information source for much of the information that this Housing Element is required by law to report. Where possible, 2009 figures as reported by the State Department of Finance are cited to provide current population and housing data. In most other cases, the data reported in this Element comes from the 2000 Census. Anecdotal and other information sources are used to supplement this information. Projections cited in this Element come from the Association of Bay Area Governments (ABAG).

It also bears mention that during the preparation of this Housing Element, the current national and global economic conditions, including a rapid increase in unemployment and the foreclosure and credit crises, have led to substantial economic uncertainty that may have yet undetermined impacts on the data presented that may not yet be reflected in available data. Discussions on potential impacts are provided wherever possible. Notable trends in population, housing, and employment are shown below in **Table 6.1** and detailed in the following sections as they relate to Pinole's future housing needs.

Table 6.1
Bay Area, Contra Costa and Pinole Planning Area Projections

Bay Area Regional Total	2000	2005	2010	2015	2020	2025	2030	2035
Population	6,783,762	7,096,100	7,412,500	7,730,000	8,069,700	8,389,600	8,712,800	9,031,500
Households	2,466,020	2,583,080	2,696,580	2,819,030	2,941,760	3,059,130	3,177,440	3,292,530
Average Household Size	2.69	2.69	2.69	2.69	2.69	2.69	2.69	2.69
Mean Household Income	$104,000	$97,400	$102,100	$107,600	$113,500	$119,700	$126,200	$133,100
Employed Residents	3,452,117	3,225,100	3,511,600	3,774,900	4,080,900	4,353,400	4,655,500	5,016,500
Jobs	3,753,460	3,449,640	3,693,920	3,979,200	4,280,700	4,595,170	4,921,680	5,247,780
Contra Costa County	**2000**	**2005**	**2010**	**2015**	**2020**	**2025**	**2030**	**2035**
Population	948,816	1,023,400	1,061,900	1,107,300	1,157,000	1,208,200	1,255,300	1,300,600
Households	344,129	368,310	385,400	405,420	425,480	446,590	466,430	485,240
Average Household Size	2.72	2.75	2.73	2.70	2.69	2.68	2.67	2.66
Mean Household Income	$100,500	$98,400	$103,400	$109,000	$115,100	$121,400	$128,000	$135,100
Employed Residents	461,992	459,600	495,300	533,300	580,100	621,900	662,400	717,600
Jobs	371,310	379,030	403,100	436,970	472,910	510,930	551,530	591,650
% of Bay Area Population	14.0%	14.4%	14.3%	14.3%	14.3%	14.4%	14.4%	14.4%
City of Pinole	**2000**	**2005**	**2010**	**2015**	**2020**	**2025**	**2030**	**2035**
Population	19,039	19,700	20,100	20,300	20,700	21,200	21,800	22,400
Households	6,743	6,920	7,200	7,370	7,550	7,780	8,060	8,340
Average Household Size	2.91	2.93	2.89	2.87	2.85	2.83	2.82	2.80
Mean Household Income	$80,800	$78,700	$83,700	$89,800	$96,300	$102,900	$109,400	$116,300
Employed Residents	14,634	13,900	14,730	15,530	16,540	17,300	18,150	19,320
Jobs	5,570	5,840	6,130	6,500	6,850	7,210	7,560	8,070
% of County Population	2.0%	1.9%	1.9%	1.8%	1.8%	1.8%	1.7%	1.7%

POPULATION CHARACTERISTICS

Population characteristics, such as size, age, race/ethnicity, and employment influence the amount and type of housing needed within a community.

Population

Although the population in Contra Costa County continues to increase (from 948,816 in 2000 to 1,060,435 in 2009), Pinole's population has seen little change over the past decade. According to the 2000 Census, Pinole's population was 19,394. A 2009 estimate from the California Department of Finance (DOF) places Pinole's current population at 19,383. This is an increase of 123 residents from the DOF's 2008 estimate of 19,260. Comparing 2009 population figures with those reported by the 2000 Census, Pinole's population has remained virtually constant over the past nine years.

Age

Pinole's current and future housing needs are determined in part by the age characteristics of its residents, as each age group typically has distinct housing needs and preferences. For instance, a higher proportion of young adults generally indicate a need for rental units and first-time homebuyer or first move-up opportunities, including condominiums, town homes, and single-family homes. Middle age residents are usually at the peak of their earning power and typically occupy larger homes. Senior residents in Pinole are generally homeowners who have resided in their single-family homes for an extended period of time. As these seniors continue to age, programs will need to address the ability of seniors on fixed incomes to make repairs and accommodations necessary to remain in their homes as well as the cost and availability of move-down and specialized residential developments, such as senior apartments and assisted living facilities.

Table 6.2 shows the age distribution of Pinole residents and how it has changed since 1990. While Pinole remains a family-oriented community, as evidenced by the large populations in the 35 to 54 and 0 to 19 age categories, its senior population (55+) increased more than any other age group. Historically, Pinole has had a lower percentage of seniors than the County as a whole, but this is no longer the case. From 1990 to 2000, Pinole's senior population increased by more than forty percent to 4,405, or 23 percent of the population. In comparison, the County's senior population increased by 23 percent to 107,272, or 11 percent of the population. Although updated Census information to confirm changes in population distribution from 2000 forward is not available at this time, it appears as though the senior population in Pinole continues to grow as evidenced by low vacancy rates at local senior housing facilities and increasing use of the Pinole Senior Center.

Table 6.2
Age Characteristics 1990 - 2000

Age Groups	1990		2000		% change
	Persons	Percent	Persons	Percent	
0 – 19	4,788	27%	5,241	28%	9%
20 – 34 years	3,879	22%	3,100	16%	-20%
35 – 54 years	5,255	30%	6,293	33%	20%
55 – 64 years	1,815	10%	1,949	10%	7%
65+	1,723	10%	2,456	13%	43%
Total	17,460	100%	19,039	100%	9%

Source: 1990 and 2000 U.S. Census

In order to obtain more current information about the age and housing needs of Pinole's residents, a General Housing Needs Survey and a Senior Housing Needs Survey were conducted during the summer and fall of 2009. Data obtained from these surveys supplement a number of the items examined in this Housing Needs Assessment and support the conclusion that Pinole's age characteristics indicate a continued need for first-time homebuyer and move-up opportunities to accommodate families, as well as move-down or specialized housing to accommodate the growing senior population.

Race

The racial and ethnic composition of Pinole has diversified in recent decades. As **Table 6.3** demonstrates, white residents comprised the largest racial group in 2000. However, the share of the white population decreased 17 percent between 1990 and 2000, while the population of all other groups except American Indian increased. The most notable increase was in the "other" category, as the 2000 Census allowed persons to identify themselves as members of more than one racial group. Such changes may have implications for Pinole's future housing needs, as different racial and ethnic groups often have different household characteristics, income levels, and cultural practices. As Pinole's population continues to diversify, different types of housing will be needed to accommodate its changing needs.

Table 6.3
Race and Ethnicity 1990 - 2000

Racial/Ethnic Groups	2000		% change 1990 to 2000
	Persons	Percent	
White	10356	54%	-17%
Asian & Pacific Islander	4204	22%	36%
Hispanic Origin	2618	14%	53%
Black/African American	2115	11%	71%
American Indian	108	1%	-31%
Other	2256	12%	286%
Total	**19,039**	**100%**	

Source: 2000 U.S. Census

Employment

Employment has an important impact on housing needs. Availability of jobs and income levels determine the type and size of housing a household can afford. Employment growth in a particular region also typically results in an increase in housing demand, particularly in areas like Pinole that function for many as a "bedroom community" where most people live but work elsewhere. Pinole's central location within the San Francisco Bay Area places residents in close proximity to a large number of employment centers in Contra Costa and Alameda Counties as well as in San Francisco.

Contra Costa County has one of the largest job growth rates among Bay Area counties, with job base growth driven in large part by the need to provide services for a growing population. Additionally, white-collar jobs throughout the county have increased due to the decentralization of office-related employment from the region's top employment centers, including San Francisco. Because many residents of Pinole work outside the City, regional employment trends are a relevant indicator of employment trends affecting Pinole. This trend is expected to continue into the future. Despite the current economic downturn, ABAG projects that over the next twenty years, approximately 1.2 million jobs will be created in the Bay Area; 148,430 of which are expected to be in Contra Costa County.

Residents in Pinole are employed throughout the region, including some of the largest employment centers in Contra Costa and Alameda Counties. The following **Tables 6.4 and 6.5** display the largest employers in Contra Costa and Alameda Counties as published by the Employment Development Department. Although these figures are not available specifically for Pinole, these centers' close proximity lend themselves to be attractive sources of employment for Pinole residents. The Chevron Corporation has the largest number of employees and is located approximately 30 miles from Pinole, with a large refinery complex located in Richmond, within ten miles of Pinole.

Table 6.4
Largest Employers—Contra Costa County

Employer	Industry	Location
500-999 Employees		
Bank of the West	Banks	Walnut Creek
Bio-Rad Laboratories	Laboratory Analytical Instruments (MFRS)	Hercules
Concord Naval Weapons Station	Federal Government—National Security	Concord
Muirlab	Laboratories—Medical	Walnut Creek
PMI Mortgage Insurance Company	Insurance--Mortgage	Walnut Creek
Richmond City Offices	Government Offices—City, Village, & TWP	Richmond
San Ramon Regional Med Ctr	Hospitals	San Ramon
Shell Martinez Refinery	Oil Refiners (MFRS)	Martinez
Shell Oil Products Co.	Service Stations—Gasoline & Oil	Martinez
Sutter Delta Medical Ctr	Hospitals	Antioch
Tesoro Petroleum	Oil Refiners (MFRS)	Pacheco
US Veterans Medical Center	Hospitals	Martinez
VA Outpatient Clinic	Physicians & Surgeons	Martinez
1,000-4,999 Employees		
Chevron Global Downstream LLC	Petroleum Products (WHLS)	San Ramon
Contra-Costa Regional Medical Ctr	Government Offices—County	Martinez
Doctor's Medical Center	Hospitals	San Pablo
John Muir Health	Hospitals	Walnut Creek
John Muir Medical Center	Hospitals	Concord
John Muir Physical Rehab	Rehabilitation Services	Concord
Kaiser Permanente Medical Ctr	Health Plans	Martinez/Walnut Creek
St. Mary's College of CA	Schools—Universities & Colleges Academic	Moraga
USS Posco Industries	Steel Mills (MFRS)	Pittsburg
5,000-9,999 Employees		
Chevron Corp	Oil Refiners (MFRS)	San Ramon

Source: Employment Development Department, 2009

Table 6.5
Largest Employers—Alameda County

Employer	Industry	Location
1,000-4,999 Employees		
Alta Bates Medical Center, Incorporated	Hospitals	Berkeley
Alta Bates Summit Medical Center	Hospitals	Oakland
Bay Area Rapid Transit	Marketing Programs & Services	Oakland
Bayer Corporation	Drug Milles (MFRS)	Berkeley
Berkeley Coin and Stamp	Coin Dealers Supplies & Etc.	Berkeley
Children's Hospital and Research	Physicians & Surgeons	Oakland
East Bay Water	Transit Lines	Oakland
Fairmont Hospital	Hospitals	San Leandro
Kaiser Permanente Hospital	Hospitals	Hayward
Kaiser Permanente Medical Center	Hospitals	Oakland
Lawrence Berkeley National Lab	Physicians & Surgeons	Berkeley
Novartis Vaccines & Diagnostic	Pharmaceutical Preparation (MFRS)	Emeryville
Permanente Medical Group	Physicians & Surgeons	Hayward
Residential & Student Services/Programs	Giftwares-Manufacturers	Berkeley
Transportation Department—California	State Government—Transportation Programs	Oakland
UC Berkeley Extension	School-Universities & Colleges Academic	Berkeley
Waste Management, Inc.	Garbage Collection	Oakland
5,000-9,999 Employees		
Clorox Technical Center	Specialty Cleaning/Sanitation (MFRS)	Pleasanton
Grocery Outlet	Grocers-Retail	Berkeley
Lawrence Livermore National Lab	Laboratories-Testing	Livermore
New United Motor Manufacturing	Automobile & Truck Brokers	Fremont
Praedium, Inc.	Real Estate	Pleasanton
10,000+ Employees		
Western Digital Corporation	Computer Storage Devices (MFRS)	Fremont
Oracle	Pleasanton	Computer-Software Developers
University of California, Berkeley	School-Universities & Colleges Academic	Berkeley

Source: Employment Development Department, 2009

Table 6.6 displays the fastest growing occupations in the Oakland-Fremont-Hayward Metropolitan Division (MD) according to the Employment Development Department. The income groups are categorized according to the State income limits for Contra Costa County. The fastest growing occupations in this region are personal and home care aides. This occupation falls into the very-low income category (based on a four person household income). Furthermore, seven of the ten fastest growing occupations in the region fall at or below the low-income category. This suggests that the jobs that will be available through 2016 are likely not going to provide adequate income for households to afford market-rate housing, indicating a need for affordable housing throughout the Oakland-Fremont-Hayward MD.

Table 6.6
Oakland-Fremont-Hayward Metropolitan Division Projections of Employment

Occupation Group	Estimated Employment (2006)	Estimated Employment (2016)	Numeric Change	Annual Salary[1]	Income Group[2]
Personal and Home Care Aides	16,650	25,190	8,540	$24,470	Very Low
Registered Nurses	17,220	20,260	3,040	$93,646	Above Moderate
Combined Food Preparation and Serving Workers, Including Fast Food	13,920	16,670	2,750	$18,168	Extremely Low
Computer Software Engineers, Applications	7,890	10,460	2,570	$96,353	Above Moderate
Home Health Aides	3,960	5,500	1,540	$21,867	Very Low
Network Systems and Data Communications Analysts	3,460	4,580	1,120	$76,675	Moderate
Medical Assistants	3,830	4,520	690	$34,276	Low
Veterinary Technologists and Technicians	680	1,310	630	$40,670	Low
Cleaners of Vehicles and Equipment	3,180	3,780	600	$19,008	Extremely Low
Social and Human Service Assistants	2,940	3,530	590	$41,942	Low

Source: California Employment Development Department, 2009
[1] *Annual salary is figured by multiplying hourly wage by 2,080.*
[2] *Based on a four-person households income*

Despite the anticipated increase in regional employment over the next twenty years, a primary objective of the City's economic development policy will be to focus on efforts that improve Pinole's jobs-housing balance and create new opportunities for more people to both live and work in the community. The January 2009 opening of a Kaiser Permanente medical office in Pinole not only brought approximately 150 jobs for workers with a variety of skills to the community, but has also brought an increased interest in Pinole as a viable location for other medical service providers. The City will continue to work to attract these centers of employment and service.

Based on the 2000 Census, a total of 9,705 Pinole residents were in the labor force, with the unemployment rate estimated at 2.0 percent. However, the city currently faces a substantially higher unemployment rate as a result of the recent economic downturn. Although current projections are based on countywide data and Pinole's actual rate of unemployment may differ from these figures, unemployment in Contra Costa County for June 2009 was 10.7%.

HOUSEHOLD CHARACTERISTICS

The distribution of household type, income level, and cost burden are key factors in determining the type of housing needed by residents of Pinole. This section details the various household characteristics determining housing needs.

Household Type

A "household" is defined by the U.S. Census as any person or group of people occupying a housing unit; for Census purposes, those not living in households are classified as living in group quarters (i.e., nursing homes, dormitories, and similar institutions). Accordingly, a household can be anything from a single person living alone, to a family related by marriage or blood, or a group of unrelated persons sharing living quarters. Households are further categorized as "family households" and "nonfamily households" depending on the relationship between the householder and the other individuals residing in the housing unit. Persons living in retirement or convalescent homes and other group living quarters are not considered households. Household characteristics are important indicators of the type and size of housing needed in a community.

According to 2009 Department of Finance reports, 19,165 of Pinole's 19,383 residents are members of a household (218 reside in group quarters). Households in Pinole have an average of 2.76 persons, just larger than the countywide average of 2.71 persons per household. As shown in **Table 6.7**, the majority of the 6,837 households in Pinole are family households, despite a decrease from 79 percent in 1990 to 75 percent in 2000. The majority of these family households are married couples without children, followed by married couples with children under 18 years of age. The percentage of non-family households increased from 21 to 25 percent between 1990 and 2000.

Table 6.7
Household Composition

Household Type	2000	
	Number	Percentage
Total Households	6,837	100%
Family Households	**5,148**	**75%**
Married Couple Households	3,980	77%
Female Householder, with children <18	388	8%
Male Householder, with children <18	104	2%
Non-Family Household	**1,689**	**25%**

Source: California Department of Finance, 2009

Household Income

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 is $89,300. HCD has defined the following income categories for Contra Costa County based on the median income for a household of *four persons*:

Table 6.8
Contra Costa County 2009 Income Ranges

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

Source: California Department of Housing and Community Development, 2009

Table 6.9 shows the maximum annual income level for each income group adjusted for household size for Contra Costa County. The maximum annual income data is then utilized to calculate the maximum affordable housing payments for different households (varying by income level) and their eligibility for federal housing assistance.

Table 6.9
Maximum Household Income Level by Household Size, 2009

Household Size	Maximum Income Level				
	Median	Extremely Low	Very Low	Low	Moderate
1-Person	$62,500	$18,750	$31,250	$46,350	$75,000
2-Person	$71,450	$21,450	$35,700	$53,000	$85,700
3-Person	$80,350	$24,100	$40,200	$59,600	$96,450
4-Person	$89,300	$26,800	$44,650	$66,250	$107,150
5-Person	$96,450	$28,950	$48,200	$71,500	$115,700
6-Person	$103,600	$31,100	$51,800	$76,850	$124,300
7-Person	$110,750	$33,250	$55,350	$82,150	$132,850
8-Person	$117,900	$35,400	$58,950	$87,450	$141,450

Source: California Department of Housing and Community Development, 2009

Ability to Pay

Table 6.10 displays the monthly income limits by household size for each of the five income groups (based on HCD's annually set income limits). The monthly income limits are used to calculate maximum affordable monthly rents as well as the maximum affordable purchase prices for homes. For example, a 2-person household earning a combined monthly income of no more than $1,788 per month is considered an extremely low-income household. This household can afford a maximum monthly rent of $536 or purchase a home for a maximum of $63,400. The rental and sales price figures represent an affordable housing amount (30 percent of monthly income).

Table 6.10
Housing Affordability in Pinole, 2009

Income Group	Housing Affordability Levels			
	1-Person	2-person	3-Person	4-Person
Extremely Low				
Annual Income Limit	$18,750	$21,450	$24,100	$26,800
Monthly Income	$1,563	$1,788	$2,008	$2,233
Monthly Rent	$469	$536	$603	$670
Max. Sales Price	$54,170	$63,400	$72,424	$81,655
Very Low				
Annual Income Limit	$19,550	$21,450	$24,100	$26,800
Monthly Income	$2,604	$2,975	$3,350	$3,721
Monthly Rent	$781	$893	$1,005	$1,116
Max. Sales Price	$96,873	$112,092	$127,476	$142,695
Low				
Annual Income Limit	$46,350	$53,000	$59,600	$66,250
Monthly Income	$3,863	$4,416	$4,967	$5,521
Monthly Rent	$1,159	$1,325	$1,490	$1,656
Max. Sales Price	$148,520	$171,205	$193,808	$216,534
Moderate				
Annual Income Limit	$75,000	$85,700	$96,450	$107,150
Monthly Income	$6,250	$7,142	$8,038	$8,929
Monthly Rent	$1,875	$2,142	$2,411	$2,679
Max. Sales Price	$246,439	$283,030	$319,785	$356,336

Source: 2009 Income Limits, Department of Housing and Community Development, April 2009. Monthly mortgage calculation: http://www.realtytrac.com/vcapps/calculator_popup.asp?calc=AF
Note:

- *Affordable housing cost for renter-occupied households assumes 30% of gross household income, not including utility cost.*
- *Affordable housing sales prices are based on the following assumed variables: 10% down payment, 30-year fixed rate mortgage at 5.25% annual interest rate.*

Housing Cost and Affordability

The analysis of housing affordability requires consideration of trends in household income in comparison to trends in housing prices and rents in order to quantify the incidence of overpayment for housing costs—the "affordability gap"—between local wages and salaries and the cost of local housing.

The cost of housing is directly related to the extent of housing problems faced by lower- and moderate-income households in a community. If housing costs are high relative to household

income, correspondingly the incidence of housing cost burden and overcrowding will be high. The following sections summarize the cost and affordability of housing to Pinole residents.

Sales Cost

A result of current economic conditions, and consistent with regional and statewide trends, home prices in Pinole peaked between 2005 and 2006 and have been steadily falling over the past three years. According to information published by DataQuick, the median home price in Pinole in June 2009 was $263,500, a decrease of 31.6% from the previous year. Additional data reveals a median price per square foot of $234 for housing in Pinole, a 37.2% drop from the $373 median price in 2007.

According to the National Association of Realtors, during June 2009, the City of Pinole had 35 single-family homes for sale ranging in price from $139,000 to $1,200,000. There was one duplex for sale listed at $540,000. There were no multifamily properties or mobile homes for sale in Pinole. There was also a limited number of two-bedroom and five bed-room units listed for sale (**Table 6.11**).

According to a mortgage affordability calculator, a prospective buyer with an income equivalent to that of the Area Median Income (AMI) for a family of four in Contra Costa County ($89,300) could afford a maximum purchase price of $277,028. This assumes the buyer is paying 10 percent down, has a 5.25 percent interest rate, and has no other debt payments. It is assumed that a household of four would purchase a three-bedroom home, the average price of which is $275,942 in Pinole, indicating that housing is currently affordable to median-income households.

Table 6.11
Residential Sales Prices, Pinole, 2009

Type	Number Available	Low	High
Single-family Homes	35	$139,000	$1,200,000
5 Bedrooms	2	$275,000	$1,200,000
4 Bedrooms	7	$500,000	$314,900
3 Bedrooms	24	$139,000	$399,000
2 Bedrooms	2	$175,000	$199,000
Duplex	1	$540,000	$540,000
Condominiums	9	$71,500	$165,000

Source: Sales Survey, April 2009

Vacancy Rates

Vacancy rates are a useful indicator of the housing market's overall health and ability to accommodate new residents within the existing housing stock. **Table 6.12** summarizes vacancy rates by tenure for Pinole according to the 2000 Census. According to the California Department of Finance, Pinole has 7,032 housing units; the U.S. Census reports 82 vacant units.

Table 6.12
Vacancy Rates by Tenure

Housing Type	Total Units	% of Total Vacant Units
Total Vacant Units	85	100%
For rent only	27	31.8%
For sale only	19	22.4%
Rental/Sold—not occupied	11	12.9%
Seasonal/occasional use	8	9.4%
Other	20	23.5%

Source: 2000 U.S. Census

The actual vacancy rate is likely higher than the Census estimates due to the recent increase in foreclosure activity. Although Pinole has not suffered from home foreclosures to the same extent as some locations within Contra Costa County, rising foreclosures have affected Pinole. According to a report released by the U.S. Census Bureau on July 24, 2009, national vacancy rates were 10.6% for rental housing and 2.5% for ownership housing for the second quarter of 2009. These numbers represent a nationwide increase in vacancy rates.

Rental Housing

According to the 2000 Census, 74.7% of housing units in Pinole are owner-occupied and 25.3% of housing units are renter-occupied. Census figures indicate that 1.2% of housing units are vacant, and of those 31% are available for rent. A low vacancy rate can influence and drive rental rates upward.

Table 6.13 shows the results of a rental survey completed in June 2009 to identify locally available rental units. The monthly median rent was $1,782 for single-family homes and $1,323 for units in multi-family structures. Although three-bedroom homes had the greatest number of listings for single-family home rentals, there were only two 3-bedroom apartments available for rent at the time of the survey. One-bedroom apartments had the greatest availability among multi-family units available for rent. For both single-family and multi-family homes, three-bedroom units were the cheapest per bedroom at an average of $605 per room for single-family homes and $542 for multi-family units. There were no condominiums for rent at the time of the rental survey.

This rental survey was completed over a two month period and included information gathered through phone interviews, internet searches, and local newspaper listings. This analysis is a "snapshot" in time, which gives a sample of housing rental costs and is not representative of the entire rental housing market.

Table 6.13
City of Pinole Rental Costs (June 2009)

Unit Type	# of Units	Average Rent	High Rent	Low Rent
Single Family				
1 Bed	0	-	-	-
2 Bed	0	-	-	-
3 Bed	18	$1,816	$2,300	$1,600
4 Bed	3	$1,747	$1,995	$1,345
5 Bed	*0*	-	-	-
Condominium				
1 Bed	0	-	-	-
2 Bed	0	-	-	-
3 Bed	0	-	-	-
Apartments				
Studio	0	-	-	-
1 Bed	6	$1,020	$1,195	$899
2 Bed	2	$1,323	$1,350	$1,295
3 Bed+	2	$1,625	$1,650	$1,600
Rooms for Rent	4	$461	$475	$450

Source: PMC Rental Survey, June 2009

Overpayment

A household is considered to be overpaying for housing or cost-burdened if it spends more than 30 percent of its gross income on housing, including utilities, taxes, and insurance. Because household incomes and sizes vary, the price that is considered "affordable" for each household also varies. For example, a large family with one income is able to afford a different type of housing than a dual-income household with no children.

Table 6.14 displays the number of residents in Contra Costa County overpaying for ownership units and rental units. The table demonstrates to what extent households are overpaying for housing cost by their income category and whether or not they were overpaying (30-34 percent of household income) or severely cost-burdened (35+ percent of household income). Twenty-seven percent of all households were overpaying for housing cost in 2000, and of those overpaying, 18 percent were severely cost-burdened. Of the 1,223 renter-occupied units severely cost-burdened, 315 units were occupied by those earning less than $20,000 annually.

Table 6.14
Total Households Overpaying by Income

Income Range	Total Households	% of Total Households	30-34% of Household Income	% of Households	35+% of Household Income	% of Households
Owner-Occupied Units						
$0- $10,000	115	2%	0	0%	68	6%
$10,001-$19,999	189	4%	21	11%	101	5%
$20,000-$34,999	424	8%	9	2%	130	31%
$35,000-$49,999	669	13%	66	10%	165	25%
$50,000+	3,679	73%	352	10%	195	5%
Subtotal	5,076	100%	448	9%	659	13%
Renter-Occupied Units						
$0- $10,000	147	2%	0	0%	119	81%
$10,001-$19,999	221	3%	5	2%	196	89%
$20,000-$34,999	368	5%	94	26%	149	40%
$35,000-$49,999	314	5%	26	8%	84	27%
$50,000+	684	10%	40	6%	16	2%
Subtotal	1,734	26%	165	10%	564	33%
Total Households (occupied units)	**6,810**	**100%**	**613**	**9%**	**1,223**	**18%**

Source: 2000 U.S. Census

The Comprehensive Housing Affordability Strategy (CHAS), which was developed by the Department of Housing and Urban Development (HUD) to assist jurisdictions in writing their consolidated plans, has special tabulation data based on the 2000 Census. According to this data (**Table 6.15**), there were 510 owner households and 597 renter households earning less than 50 percent of the Median Family Income (MFI) in the City in 2000. Of these, 207 owner households and 307 renter households fell into the extremely low-income category (incomes less than 30 percent of MFI).

Table 6.15
Housing Problems for All Households in Pinole

	Total Renters	Total Owners	Total Households
Household Income <=30% MFI	307	207	514
% with any housing problems	*94%*	*83.6%*	*90%*
% Cost Burden >30%	*91%*	*83.6%*	*88%*
% Cost Burden >50%	*81%*	*59.9%*	*73%*
Household Income >30% to <=50% MFI	290	303	593
% with any housing problems	*77%*	*45%*	*60%*
% Cost Burden >30%	*76%*	*45%*	*60%*
Household Income >50% to <=80% MFI	270	524	794
% with any housing problems	*47%*	*53%*	*51%*
% Cost Burden >30%	*34%*	*48%*	*43%*

Source: 2000 CHAS Data

Overcrowding

As a result of unaffordable housing costs, many lower income households rent smaller apartments or live with friends or relatives to make housing more affordable. This may lead to overcrowding conditions in housing units, which are defined by the Department of Housing and Urban Development (HUD) as more than 1.01 persons per room (excluding bathrooms, kitchens, and hallways). Units with more than 1.51 persons per room are considered severely overcrowded. Other factors leading to overcrowding may include very low rental vacancy rates, and increases in the average household size.

Overcrowding is a concern because it can lead to health and safety issues. According to the 2000 Census, 8 percent of households in Pinole were living in overcrowded conditions (**Table 6.16**). Although data is not available to quantify the recent incidence of overcrowded conditions, it is likely that overcrowding in Pinole has modestly increased over the past two years and may continue to rise slightly as a result of the economic downturn which has led to increased unemployment along with the mortgage crisis and increased foreclosure rates.

Table 6.16
Household Tenure by Persons per Room

Persons Per Room	Households	Percentage
Owner Occupied		
1.00 or less	4,859	96%
1.01 to 1.50	178	4%
1.51 or more	39	<1%
Total	**5,076**	**100%**
Renter occupied		
1.00 or less	1,555	90%
1.01 to 1.50:	94	5%
1.51 or more	85	5%
Total	**1,734**	**100%**

Special Needs Housing
Due to special needs or circumstances related to income, family or household characteristics, age, and disability, certain groups have historically had greater difficulties finding quality affordable housing. They also often have a higher prevalence of special circumstances leading to housing problems such as lower incomes, higher housing cost burdens, and overcrowding. State law therefore requires that the housing needs of these groups, in particular senior households, single-parent households, persons with physical and mental disabilities, large families, farm workers, and homeless individuals, be evaluated.

To meet the community's special housing needs, Pinole must be creative and look to new ways of increasing the supply, diversity, and affordability of specialized housing stock. As there is a range of services and considerations for housing designed to meet special needs, beginning with independent living (owning or renting), to assisted living (licensed facilities), supportive housing, transitional housing, and finally emergency shelter, the City must encourage and balance these specialized housing types. In addition, the vast majority of special needs housing is service enriched with the goal of offering services to help individuals with special needs maintain independent living whenever possible.

Seniors
In 2000, there were 4,405 senior citizens in the City of Pinole. One quarter were renters and three-quarters were home owners. A little over half of the seniors living in rental units fall into the low-income range and 20 percent of seniors living in owner-occupied units fall into the low-income category (**Table 6.17**). This indicates that there is a high need among senior renters for affordable housing.

In order to supplement aging Census data, the City conducted a survey of senior housing needs in summer 2009. This survey was distributed to more than 1,200 households comprised of one or more seniors. The majority of survey respondents were seniors over the age of 75. Most Pinole seniors who responded have lived in Pinole for twenty or more years and most own the single family homes in which they reside. Respondents indicate a strong desire to remain in their own homes as long as possible. Most senior households are small, with one to two members, and most are on fixed incomes that place them in the moderate or lower income category. Survey responses indicate a strong preference toward remaining in Pinole and

securing housing which features single floor living spaces, a high degree of safety and security, and proximity to transit.

Table 6.17
Elderly Households by Income and Tenure

Income Level	Senior Renter Households		Senior Owner Households	
	Number	Percentage	Number	Percentage
Extremely Low 0 to 30%	307	18%	207	4%
Very Low 31% to 50%	290	17%	303	6%
Low 51% to 80%	270	16%	524	10%
Moderate/Above Moderate 81% and Above	841	49%	4,046	80%
Total Elderly Households	1,708	100%	5,080	100%

Source: CHAS Data, 2000

Senior Housing

Senior households have special housing needs primarily due to three major concerns: physical disabilities/limitations, income, and health care. Various programs and specialized housing types can address the needs of seniors. These may include supportive services, rental subsidies, shared housing, and housing rehabilitation assistance.

Typical housing types that meet the needs of seniors include smaller attached or detached housing for independent living (both market rate and below market rate); second units; shared housing; age-restricted subsidized rental developments; congregate care facilities; licensed facilities; and skilled nursing homes.

The increased need for senior housing may have the following implications:

- Senior projects will compete with non-age-restricted family and worker housing for Pinole's limited supply of land;
- Many seniors can become "trapped" in large houses due to upkeep expenditures and house payment increases that would result from moving into a smaller housing unit;
- The housing stock may deteriorate, as senior households on fixed incomes have limited resources for home improvements to maintain or rehabilitate older housing; and
- It may become necessary to require licensed facilities in Pinole to be classified as residential uses that must provide inclusionary housing units or beds.

The Contra Costa County Advisory Council on Aging has adopted Best Practice Development Guidelines for Multi-Family Senior Housing projects. These guidelines provide a framework to help guide the planning, design, and review of new senior housing developments in the County, and serve as a tool for local community groups, architects, planners, and developers.

There are three senior facilities in Pinole: Pinole Grove Senior Housing, a 70-unit senior facility offering residents one- and two-bedroom apartments; Bay Park Retirement Apartments offering

studio, one- and two-bedroom independent living suites; and the Pinole Senior Village (also known as the Pinole Assisted Living Facility) with 41 assisted living apartments in The Terraces. The Gardens, which is a separate community within the Pinole Senior Village, is a secured community with 31 studio apartments designed especially for seniors with memory loss and Alzheimer's. Both Pinole Grove Senior Housing and Pinole Senior Village offer units affordable to moderate and lower income seniors secured by affordability covenants.

Social and supportive services for seniors are available in Contra Costa County through various agencies and organizations. These include the County Area Agency on Aging, Older Adults Clinics, the Alzheimer's Disease Research Center, Health Insurance Counseling and Advocacy Program, and John Muir Senior Services Program. In addition, Pinole has an extremely active Senior Center dedicated to providing seniors with a full range of activities and services to support seniors' physical, emotional, and social growth and education.

Single Parent (Female-Headed) Households

As a result of their relatively lower incomes and higher living expenses, single-parent households are more likely to have difficulty finding affordable, decent, and safe housing. These households often require special consideration when seeking affordable housing that provides services to help balance the demands of work and home life. Often single-parent households are headed by females, who will be the focus of this analysis.

Both ownership and rental units are often not affordable relative to the incomes of many people in this population category. According to 2000 Census data, there were 908 female-headed households in Pinole (representing 14 percent of all households). Although the percentage of female-headed households rose significantly during the 1970s and 1980s, the percentage of these households appears to have leveled between 1990 and 2000.

Of the 908 female-headed households in 2000, 466 (51 percent) were family households with children under 18 years of age (7 percent of all households). Female-headed family households need affordable housing proximate to day care, recreation programs, schools, and services. Despite fair housing laws, discrimination against children may make it more difficult for this group to find adequate housing.

Working Families with Children

For both single and dual-parent households, the availability of affordable options for childcare in close proximity to homes and jobs is important for families with young children. A number of organizations throughout the County, including the Contra Costa Child Care Council, the Contra Costa County Office of Education, and the Contra Costa County Local Planning Council for Child Care and Development Needs Assessment provide information about child care options, including city-specific data and provider information as well as other indicators of child care demand and supply.

A 2006 study jointly commissioned by First 5 Contra Costa Children and Families Commission, the Contra Costa County Office of Education, the Contra Costa County Loan Planning Council for Children and Development, and the Contra Costa Child Care Council indicates a shortage of child care opportunities throughout the County as well as in Pinole. The 2006 Child Care Shortage for the City and County is included in **Table 6.18**. Although over the next ten years

the County's population of school age children is expected to decrease, projections indicate that a shortage will still exist throughout the County and in Pinole in 2015.

The Zoning Ordinance includes provisions for home day care with the intent to make it easier for small day care providers to run businesses out of their home in order to increase the supply of quality, affordable day care services in proximity to where households live and work. In residential zoning districts, home day care centers of not more than twelve children are permitted by right. In addition, the Zoning Ordinance includes a provision that allows for a home day care of more than twelve but less than twenty children at one time through the Conditional Use Permit process.

Table 6.18
Child Care Shortage at 2006

City/Area	Birth to 24 months or Infant	2 to 5 or Preschool	Subtotal, 0 to 5 Years	6 to 9 of School Age	10 to 12 or School Age	Subtotal, 6 to 12 Years	Total, 0 to 12 Years
Pinole	**53**	**458**	**510**	**341**	**160**	**501**	**1,011**
Contra Costa County Total	**484**	**644**	**1,128**	**8,572**	**4,338**	**12,910**	**14,038**

Source: *Final Report: A Profile of Child Care Needs in Contra Costa County 2006 to 2015*, released October 2006.

People Living with Physical and Mental Disabilities

Physical, mental, and/or developmental disabilities may prevent a person from working, restrict one's mobility, or make it difficult to care for oneself. Thus, disabled persons often have special housing needs related to potential earning capacity, the lack of accessible affordable housing, and higher than average health care costs associated with their disability. Some individuals may suffer from disabilities that require around the clock care or living in a supportive or institutional setting.

In 2000, there were approximately 3,121 persons over the age of 16 in Pinole with sensory or physical disabilities. Of those, 39 percent were seniors. Based on all available data, it is estimated that about 5 percent of the new units constructed in the City should be available for the physically disabled (estimated 305 households). As the population ages, the provision of accessible housing will become increasingly necessary.

Persons with disabilities typically live on fixed incomes and need a wide range of housing types, depending on the type and severity of their disability as well as personal preference and lifestyle. Housing designed "barrier-free," with accessibility modifications, on-site services, mixed income diversity, proximity to services and transit, and group living opportunities represents a range of considerations and accommodations that are important in serving this need group. Incorporating barrier-free design in all new multifamily housing is especially important to provide the widest range of choices.

A number of community care facilities exist in Pinole to serve individuals with disabilities. The Contra Costa County Consortium 2005-2009 Consolidated Plan includes a section devoted to

Community Care Facilities. **Table 6.19** summarizes the services available at licensed facilities in Pinole.

Table 6.19
Licensed Community Care Facilities

Type of Facility	Number of Facilities in Pinole	Capacity (beds)
Small Family Home[1]	0	0
Group Home[2]	1	6
Adult Day Care[3]	2	70
Elderly Residential[4]	5	170
Total		**246**

Notes:
1. Small family homes provide care to children in licensee's own home.
2. Group homes provide specialized treatment for persons under the age 18.
3. Adult day care facilities provide care for adults with various disabilities or disorders.
4. Elderly residential facilities provide care for persons age 60 and above.

Source: Contra Costa County Consolidated Plan

Additional considerations related to housing for physically disabled people should be considered in conjunction with infrastructure and public improvements. These include: (1) flat sites where curb cuts and building access can be provided (site design); and (2) handicapped dwelling conversion (or adaptability) in new construction.

Large Households

Large households are defined as those consisting of five or more members. Large households are considered a special needs group because it may be difficult for these households to secure adequately sized, affordable housing. In order to balance affordable housing along with other financial responsibilities, large households tend to reside in smaller dwelling units, which may lead to overcrowding.

In 2000, 11 percent (843) of Pinole's 6,295 households were "large." Of those, 78 percent (658) lived in owner-occupied units, while 22 percent (185) lived in rental housing. Large households tend to have more difficulty purchasing housing both due to the financial constraints of supporting a larger household and because adequately sized (large) housing units are rarely affordable. The situation is further complicated by the reality that rental units with three or more bedrooms are not common, and large affordable rental units are even less common. This can lead to overcrowded housing conditions.

The City is working towards ensuring that appropriate and affordable housing is available for large families. In 2008, the Redevelopment Agency acquired two homes in the Maiden Lane development and recorded affordability covenants on the properties. At four and five bedrooms each, the units are appropriately sized for larger families and in 2009 were sold as affordable ownership housing units with restrictions that ensure they remain affordable for families at the moderate income level for at least the next forty-five years.

Agricultural (Farm) Worker Housing

State law requires that housing elements evaluate the needs of agricultural (farm) worker housing in the local jurisdiction. Traditionally, agricultural workers are defined as persons whose primary incomes are earned through permanent or seasonal agricultural labor. Based on

current ABAG projections, there are currently no jobs in the agricultural or natural resources industries and none are projected over the next 25 years. Therefore, there is no regional need for additional farm worker housing in Pinole. The 2000 U.S. Census showed that four Pinole residents were employed in farming occupations. This low number, and the fact that these individuals are employed in specialized wholesale and horticulture businesses, indicates that there are no localized needs for seasonal or other types of farm worker housing.

Homeless Individuals and Families

Homeless individuals and families have perhaps the most immediate housing need of any special needs group. They also have one of the most difficult sets of housing needs to meet, due to both the diversity and complexity of the factors that lead to homelessness, and to community opposition to the siting of housing that serves homeless clients.

The County Health Services Department develops plans and programs to assist homeless individuals throughout Contra Costa County. In 2004, the County adopted the "Ending Homelessness in Ten Years: A County-Wide Plan for the Communities of Contra Costa County" (Ten Year Plan) Through the Plan, the County adopted a strategy which works to immediately house homeless individuals and families as opposed to moving them through a series of temporary housing solutions. In addition, the County Homeless Continuum of Care Advisory Board (CoCB) developed a Five Year Plan, which is a good source of information on homelessness and available programs.

The Ten Year Plan estimated 15,000 people in Contra Costa County experience at least one night of homelessness annually, and that on any given night 4,800 people are living on the streets or in temporary accommodations, such as an emergency shelter. In addition, many others are at risk of becoming homeless, such as the nearly 17,000 extremely low-income households in the county who are paying overpaying for housing.

It is difficult to determine an exact count of homeless individuals in any one jurisdiction due to the sometimes transient nature of homeless people; however, a January 30, 2008 County homeless report found 38 homeless people in Pinole. A more recent count conducted by the Contra Costa Health Services Department found one homeless man in Pinole on the morning of their January 28, 2009 homeless count, although this number understates the extent of homelessness in Pinole as it does not account for individuals in shelters or other temporary housing. Information from the Pinole Police Department in August 2009 indicates that officers have regular contact with less than a half dozen homeless individuals living in Pinole.

As elsewhere in the nation, homelessness is usually the end result of multiple factors that converge in a person's life. The combination of loss of employment, inability to find a job because of the need for retraining, and the high housing costs in this county lead to some individuals and families losing their housing. For others, the loss of housing is due to chronic health problems, physical disabilities, mental health disabilities, or drug and alcohol addictions along with an inability to access the services and long-term support needed to address these conditions.

The CoCB Plan identified three primary causes of homelessness, including a shortage of affordable housing, lack of access to support services, and low incomes. Together with the

Contra Costa Office of Homeless Programs, the CoCB held a series of community meetings between October and January 2001 to identify unmet service and housing needs and obtain feedback about ongoing programs. Many of the needs identified at that time are still relevant today. The needs for all segments of the homeless population included the following:

- *Affordable Housing*: Rental units in the County are not affordable to people with extremely low incomes, such as those who depend on General Assistance, Temporary Assistance to Needy Families, or Social Security income. Over 2,000 households are on the waiting list for Section 8 vouchers administered by the Contra Costa County Housing Authority. In addition, many households cannot save the money required to move into an apartment (i.e., first and last months' rent plus security deposit).
- *Employment at a Living Wage:* The high cost of housing makes it difficult to find housing that is affordable for those performing minimum wage jobs.
- *Dignity*: Participants expressed their desire to be treated with respect when accessing services.
- *Transportation:* Lack of transportation makes it difficult for people to get to jobs as well as services.
- *Early Intervention: Timely Prevention and Emergency Services:* Providers stressed the importance of identifying people at risk of homelessness early and then providing services to them immediately.
- *Community Education, Involvement and Advocacy*: Providers and community members felt that community education is an important way to increase the public's understanding of homelessness and build support for programs that prevent and alleviate homelessness.

Although homelessness exists in Pinole, in most cases, local homeless individuals rely on regional programs and services, which are available in close proximity to Pinole. In June 2009, the Bay Area Homeless Alliance identified a total of 112 programs associated with homelessness including 12 homeless drop-in centers. The following **Table 6.20,** adapted from information compiled by the Contra Costa Interagency Council on Homelessness, includes facilities and services for a variety of homeless persons in west county jurisdictions with close proximity to Pinole.

Table 6.20
Homeless Facility Inventory

Facility Name	Location	Groups Served	Total Year-Round Beds
Interim Housing (Emergency Shelters)			
Bay Area Crisis Nursery	Richmond	Single men & women	20
Calli House Youth Shelter	Richmond	Transition-age youth	6
Concord & Brookside Adult Interim Housing	Concord and Richmond	Single men & women	175
Emergency Shelter	Richmond	Families with children	75
Family Emergency Shelter	Concord	Families with children	30
Rescue Mission	Richmond	Families with children	150
Transitional Housing			
Appian House: Youth	Richmond	Transition-age youth	6
Pride and Purpose House	Richmond	Children	6
Project Independence	Richmond	Mixed	25
San Joaquin II	Richmond	Families with children	20
Transitional Housing	Richmond	Mixed	44
Permanent Housing			
Alvarez Court	Pinole	HIV/AIDS	19
Casa Barrett	West County	HIV/AIDS	6
Garden Parks Apartments	Pleasant Hill	HIV/AIDS, Small families	28
Idaho Apartments	Richmond	Single men & women	28
Maple House	Concord	Single men and women	5
Mary McGovern House	Concord	Single men and women	6
Walter's Way House	Concord	Single men and women	12
West Richmond Apartments	Richmond	Single men and women	4

To help meet the special needs of the homeless, the Contra Costa Crisis Center operates a 24-hour homeless hotline that connects homeless individuals and families to resources available in the County. Through the Center, homeless persons are given emergency motel vouchers, provided free voice mail boxes, and referred to local service programs, including housing assistance, job training, substance abuse treatment, counseling, and emergency food, health care, and other vital services.

In an effort to support homeless services despite limited funding availability, Pinole provides financial support to facilities and service providers in the area, particularly the Greater Richmond Interfaith Program (GRIP). The City will continue to prioritize its limited resources to support affordable housing solutions affordable to those with extremely-low, very-low, and low incomes,

particularly those whom may experience homelessness or be at risk of losing access to permanent housing.

Emergency shelters are defined by the California Health and Safety Code Section 50801 as "housing with minimal supportive services for homeless persons that is limited to occupancy of six months or less by a homeless person. No individual or household may be denied emergency shelter because of an inability to pay." State law requires that the City identify zones where emergency shelters are permitted by right and do not require the provision of a conditional use or other discretionary permit. Currently, the City does not have a zone that permits emergency shelters by right; however, the City is concurrently undergoing a comprehensive General Plan and Zoning Ordinance update anticipated for adoption in 2010. As further evaluated in Section 3 (Housing Constraints), the City has identified the Office Industrial Mixed Use (OIMU) Zone in the proposed Specific Plan Service Sub-Area as appropriate to accommodate emergency shelters by right to serve Pinole's homeless population. Through Housing Implementation Action 20 (HIA-20: Housing for the Homeless), the City will ensure that the adopted Zoning Ordinance reflects this requirement within one year of the adoption of this Housing Element.

HOUSING STOCK CHARACTERISTICS

As of 2009, the City of Pinole and Contra Costa County have a similar make-up of housing units. As shown in **Table 6.21**, Department of Finance figures from January 1, 2009, show that 81 percent of homes in Pinole are single-family homes. This is slightly higher than the County, which has 75 percent single-family homes. Pinole's vacancy rate is 1.22 percent; while the County's vacancy rate is almost double that at 3.02 percent. This may be an indication of a need for additional housing units as the population increases.

Table 6.21
Number and Type of Housing Dwelling Units

Housing Type	City of Pinole		Contra Costa County	
	Number	Percentage	Number	Percentage
Detached	5,172	74%	266,199	67%
Attached	498	7%	31,120	8%
Total Single-Family	5,670	81%	297,319	75%
2-4 Units	366	5%	26,066	7%
5+ Units	981	14%	68,174	17%
Total Multi-Family	1,347	19%	94,240	24%
Mobile Homes/other*	15	<1%	7,628	2%
Total Units	**7,032**	**100%**	**399,187**	**100%**
Vacancy Rate	**1.22%**		**3.02%**	

Source: 2000 Decennial U.S. Census. State Department of Finance, 2009
**"Other" includes boat, RV, van, etc.*

Housing age is an important indicator of housing condition within a community as housing is subject to gradual deterioration over time. As a general rule in the housing industry, structures older than 30 years begin to show signs of deterioration and require reinvestment to maintain their quality. Unless properly maintained, homes older than 50 years often require major renovations to remain in good condition. If not properly and regularly maintained, housing can

deteriorate and discourage reinvestment, thereby depressing neighboring property values and impacting the quality of life in a neighborhood. Maintaining and improving housing quality is an important goal for the City.

Table 6.22 displays the age of Pinole's occupied housing stock by tenure as of 2009. Nearly half of Pinole's housing stock was built between 1960 and 1979. Seventeen percent of the housing was built between 1980 and 1989, which will be 30 years old in the next decade.

Table 6.22
Age of Housing

Year Structure Built	Percentage of Total
Built 1999 to 2009*	2%
Built 1995 to 1998	2%
Built 1990 to 1994	9%
Built 1980 to 1989	17%
Built 1970 to 1979	20%
Built 1960 to 1969	27%
Built 1950 to 1959	16%
Built 1940 to 1949	2%
Built 1939 or earlier	4%
Total	**100%**

2000 U.S. Census, State Department of Finance, 2009

Housing Conditions Survey

In order to better assess current housing conditions, the City undertook a windshield housing survey, taking inventory of 6,186 of Pinole's 7,032 units. This August 2009 survey assesses the conditions of housing within the incorporated area of the City of Pinole and provides updated information about the current state of housing throughout the City. According to the survey results, the majority of units are in either sound condition or in need of minor repairs.

City staff used the following set of definitions to categorize housing conditions:

- **Sound** – A unit that appears new or well maintained and structurally intact. The foundation should appear structurally undamaged and there should be straight roof lines. Siding, windows, and doors should be in good repair with good exterior paint condition. Minor problems such as small areas of peeling paint and/or other maintenance items are allowable under this category. Costs for necessary repairs to the structure are less than $10,000.
- **Minor** – A unit that shows signs of deferred maintenance or which needs repair or replacement of only one major component, such as a roof. Costs for necessary repairs to the structure range from $10,000 through $25,000.
- **Moderate** – A unit in need of replacement of one or more major components and other repairs, such as roof replacement, painting, and window repairs. Costs for necessary repairs to the structure range from $25,000 to $50,000.

- **Substantial** – A unit that requires replacement of several major systems and possibly other repairs (e.g., complete foundation work, roof structure replacement and re-roofing, as well as painting and window replacement). Costs for necessary repairs to the structure range from $50,000 to $75,000.
- **Dilapidated** – A unit suffering from excessive neglect, where the building appears structurally unsound and maintenance is non-existent and is not fit for human habitation in its current condition, may be considered for demolition or at minimum. For these units, major rehabilitation will be required. Costs for necessary repairs to the structure are greater than $75,000.

Table 6.23 summarizes the overall condition of all homes surveyed in the City. Approximately eighty-five percent of the homes were found to be in sound condition or in need of minor repairs. Roughly thirteen percent of the homes surveyed were found to be in moderate condition. Approximately 1.5 percent of the homes surveyed fell into the substantial category. These homes require many repairs and replacements that often include structural needs (i.e., roofs or foundations). Less than one percent were found to be dilapidated properties.

Table 6.23
Pinole Housing Conditions

Condition	Percentage
Sound	68.6%
Minor	16.0%
Moderate	13.0%
Substantial	1.5%
Dilapidated	0.9%
Total	**100%**

Pinole Community Development Department 2009 Housing Conditions Survey

Housing Tenure

According to the 2000 Census, as shown in **Table 24** below, over 75 percent or 5,076 of the 6,810 occupied housing units in Pinole continue to be owner-occupied, while 26 percent or 1,734 are renter occupied. These numbers differ slightly from the County as a whole, where only 69 percent of the units are owner-occupied and 31 percent are renter-occupied.

Table 6.24
Housing Tenure

Tenure of Units	City of Pinole		Contra Costa County	
	Number	Percentage	Number	Percentage
Owner-Occupied	5,076	76%	238,449	69%
Renter-Occupied	1,734	26%	105,680	31%
Total Occupied	**6,810 ***	**100%**	**344,129**	**100%**

** Note: 6,810 units reflect total **occupied** units. Source: 2000 U.S. Census*

Assisted Units at Risk of Conversion

Assisted housing developments at risk of conversion are affordable, multifamily rental housing projects receiving government assistance under federal, state, and/or local programs that are eligible to change to market-rate projects due to termination of rent subsidies or expiration of other use restrictions. A list of all affordable units with covenanted affordability restrictions in place is included in **Appendix B**. Due to the potential impact of the loss of these units on a community's ability to provide affordable housing, Housing Element law requires all jurisdictions

to include a study of all low-income housing units which may at some future time be lost to the affordable inventory by the expiration of some type of affordability restrictions.

The law requires that the analysis and study cover a five-year and a ten-year period, coinciding with updates of the Housing Element. All assisted units at risk of conversion are units which have received funding from the Pinole Redevelopment Agency. A checklist in **Appendix A** provides a summary of other available funding programs.

According to the California Housing Partnership Corporation, there are no government-assisted rental properties in the City of Pinole that may be at risk of opting out of programs that keep them affordable to very low- and low-income households over the five-year Housing Element Period (2009–2014). However, a small number of affordability covenants and deed restrictions typically used by the Pinole Redevelopment Agency to maintain the affordability of city-assisted affordable housing may be at risk of conversion. Redevelopment housing funds have been historically utilized in the renovation of a number of multi-family housing complexes in Pinole. The affordability covenants recorded against the property in return for the subsidy work to ensure that these units are available to moderate and lower-income households in the long term.

A number of the Agency's affordability covenants recoded before the Legislature's 2001 revision of minimum thresholds for affordability were adopted are now nearing their expiration dates. **Table 6.25** summarizes the affordable units at risk of conversion over the five-year Housing Element Period (2009-2014) and the ten-year planning horizon.

Table 6.25
Units at Risk of Conversion

Project Name	Total Units	Assisted Units at Risk	Funding Source	Expiration of Affordability
2009-2014:				
885 Fifth Avenue	4	1 (low-income)	RDA-assisted	2014
1965 San Pablo Avenue	5	1 (low-income)	RDA-Assisted	2014
2014-2019:				
2548 San Pablo Avenue	4	4 (moderate-income)	RDA-Assisted	Life of Project Area (currently 2017)
815 San Pablo Avenue	4	2 (moderate-income)	RDA-Assisted	2017
1520 San Pablo Avenue	4	3 (moderate-income); 1 (low-income)	RDA-Assisted	2015
950 Appian Way	3	1 (moderate-income); 1 (low-income); 1 (very-low income)	RDA-Assisted	2015
2529 San Pablo Avenue	2	1 (moderate-income)	RDA-Assisted	2015
2395 San Pablo Avenue (Pear Street Bistro)	4	3 (moderate-income); 1 very-low income	RDA-Assisted	2017
530 Sunnyview Drive (Bayside Apartments)	148	71 (moderate-income); 22 (very-low income)	RDA-Assisted	2017

Preservation and Replacement Resources

To maintain the existing affordable housing stock, the City must either preserve the existing affordable units or replenish the affordable housing inventory with new units. Depending on the circumstances of at-risk projects, a number of options may be pursued to preserve or replace the units. Preservation options may include: 1) transfer the project to non-profit ownership; 2) provide rental assistance to tenants using non-federal funding sources; 3) purchase of affordability covenants, and 4) construct new replacement units. With regard to replacement, the most direct option is the development of new assisted multi-family housing units.

1. *Transfer of Ownership.* Transferring ownership of an at-risk project to a non-profit housing provider is generally one of the most cost effective means of ensuring that the at-risk units remain affordable for the long-term. By transferring property ownership to a non-profit, affordability restrictions can be secured for fifty-five years and the project would become eligible for a greater range of governmental assistance. Some potential non-profit entities with which the City might partner are listed below.

- ACLC, Inc
- Affordable Housing Associates
- Alameda County Allied Housing Program
- BRIDGE Housing Corporation
- C. Sandidge and Associates
- Christian Church Homes of Northern California, Inc.
- Community Housing Developers, Inc.
- Community Housing Development Corp.
- Community Housing Opportunities Corporation
- Contra Costa Community Development Department
- East Bay Asian Local Development Corporation
- Eden Housing, Inc.
- Eskaton Properties Inc.
- Foundation for Affordable Housing, Inc.
- Kendra Care Incorporated
- Matinah Salaam
- Northern California Land Trust, Inc.
- O.P.E.N. Inc.
- Oakland Community Housing, Inc.
- Pacific Community Services, Inc.
- Phoenix Programs Inc.
- Resources for Community Development
- Richmond Neighborhood Housing Service Inc.
- Rubicon Programs, Inc.
- Rural California Housing Corp
- Satellite Housing Inc.
- Senior Housing Foundation
- Vallejo Neighborhood Housing Services, Inc.

2. *Rental Assistance.* Rental subsidies using non-federal (State, local, or other) funding sources can be used to maintain affordability of at-risk units. These rent subsidies could be structured to mirror the federal Section 8 program through which the Department of Housing and Urban Development (HUD) pays the difference between what tenants can pay (30 percent of household income) and what HUD estimates to be the fair market value of the unit. The feasibility of this option is dependent on the availability of non-federal funding sources necessary to make subsidies available as well as the willingness of property owners to accept rental vouchers if they can be provided.

3. *Purchase Affordability Covenants.* Provide an incentive package to property owners to maintain the project as affordable housing. Incentives could include Redevelopment Agency funding for improvements and writing down the interest rate on a remaining loan balance in exchange for securing guaranteed affordable units. The feasibility of this depends upon whether the complex is too highly leveraged as well as upon the availability of funds to invest large sums.

4. *Construction of Replacement Units.* The construction of new low-income housing units is a means of replacing the at-risk units should they be converted to market-rate units. The cost of developing housing depends on a variety of factors, including density, size of the units (i.e., number of bedrooms), location, land costs, and type of construction. There has been no recent construction of multi-family rental housing in Pinole from which to derive accurate construction costs for rental residential units. A recent County estimate is $300,000 (including land costs) per residential unit. The feasibility of this option depends on having community support, adequately sized parcels for development and developers interested in producing affordable rental housing.

At-Risk Affordable Rental Housing: 2009-2014

885 Fifth Avenue is a four-unit housing complex in Pinole. In exchange for assistance through the Redevelopment Agency's Multi Family Residential Rehabilitation Program, the development allocates one two-bedroom unit affordable for a low-income household. The affordability restriction on the unit is set to expire in 2014.

1965 San Pablo Avenue is a five-unit housing complex in Pinole. In exchange for assistance through the Redevelopment Agency's Multi Family Residential Rehabilitation Program, the development allocates one unit affordable for a low-income household. The affordability restriction on the unit is set to expire in 2014.

The analysis below provides options for preserving and/or replacing the two low-income affordable units at 885 Fifth Avenue and 1965 San Pablo Avenue.

Preservation and Replacement Options: To retain the existing affordable housing stock, the City must preserve or replace the two units of low-income affordable housing at risk of conversion to market-rate between 2009 and 2014. The identified preservation options are evaluated below as they relate to these units.

1. *Transfer of Ownership.* Transferring property ownership to a non-profit housing organization to secure long-term low-income restrictions would not be a viable option for the replacement of these units. Because it is not possible to acquire only one single affordable unit in each project, the nine units comprising both projects would have to be acquired in whole. It is not likely that both property owners would agree to sell, nor is it likely that a qualified non-profit housing organization would be interested in taking on two separate, small housing projects.
2. *Rental Assistance.* The feasibility of this alternative is highly dependent on the availability of non-federal funding sources to maintain affordability along with the willingness of property owners to accept voucher payments. Currently, market rate rents in Pinole are generally affordable at the moderate-income level or below.
3. *Purchase Affordability Covenants.* This option would require working with each property owner to determine necessary improvements to the site and other means through which the City or Redevelopment Agency could contribute to the health of the project while securing long-term affordability. This option gives some flexibility for both parties to come to terms on a mutually beneficial agreement.

4. *Construction of Replacement Units.* Based on recent County estimates it would cost approximately $600,000 to develop two new affordable units. In addition to cost, the feasibility of this option would depend on finding a qualified developer to take on a project of this size as affordable housing developers tend to need to develop larger projects in order to make the project financially feasible. The Redevelopment Agency has explored options for smaller affordable projects and will continue to pursue this option.

At-Risk Affordable Rental Housing: 2015-2019

2548 San Pablo Avenue is a mixed-use project in a converted Queen Anne Victorian in Old Town Pinole with four apartment units. In exchange for assistance from the Redevelopment Agency, the development allocates all four units to remain affordable at the moderate-income level through the life of the Redevelopment Agency (currently 2017).

815 San Pablo Avenue is a mixed-use project featuring two studio apartments and two two-bedroom apartment units. In exchange for construction loan financing from the Redevelopment Agency, two of the units are required to remain affordable at the moderate-income level through 2017.

1520 San Pablo Avenue is a fourplex with affordability restrictions in place requiring one unit be affordable at the low-income level and three units remain affordable at the moderate-income level. The affordability requirements were put in place in exchange for upgrades completed through the Redevelopment Agency's Multiple Family Residential Rehabilitation Program are set to expire in 2015.

950 Appian Way is a triplex with affordability requirements in place. In exchange for assistance through the Redevelopment Agency's Multiple Family Residential Rehabilitation Program, covenants require one very-low, one low, one moderate-income unit at the property. The affordability covenants are set to expire in 2015.

2529 San Pablo Avenue is a mixed-use development with two housing units. Affordability requirements are in place on one unit, which is covenanted to remain affordable at the moderate-income level through 2015 as a result of Redevelopment Agency assistance in the rehabilitation of the building to its current use.

2395 San Pablo Avenue is a mixed-use development featuring four units of housing above the Pear Street Bistro in Old Town Pinole. As a result of Redevelopment Assistance in the construction of the building, one unit is covenanted to remain affordable at the very-low income level and three units are covenanted to remain affordable at the moderate-income level. The affordability covenants are set to expire in 2017.

530 Sunnyview Drive is the 148 unit Bayside Apartment complex in Pinole. In exchange for a Redevelopment Agency loan for rehabilitation, affordability covenants require seventy-one units affordable at the moderate-income level and twenty-two units affordable at the very-low income level. The affordability covenants are set to expire in 2017.

Preservation and Replacement Options: To retain the existing affordable housing stock, the City must preserve or replace the 24 very-low income units, 1 low-income unit, and 85

moderate-income units (110 total units) at risk of conversion to market-rate between 2015 and 2019. The identified preservation options are evaluated below as they relate to these units.

1. *Transfer of Ownership.* Transferring property ownership to a non-profit housing organization to secure long-term low-income restrictions is an option best suited for units in a complex of a certain size. As a whole, this isn't a viable option for the replacement of many of these units which are part of small housing and mixed-use developments. In addition, this option is complicated by the fact that it is not possible to acquire only the affordable unit(s) in each project, thus all 178 units in the various developments would have to be acquired in whole. It is not likely that all property owners would agree to sell, nor is it likely that a qualified non-profit housing organization would be interested in taking on a number of separate, small housing projects. Thus, this is not the best strategy for preserving all at-risk units. However, it may be a viable option for preserving (and possibly expanding) affordability at 530 Sunnyside Drive in the event that the 148 unit complex could be acquired by a qualified non-profit.
2. *Rental Assistance.* The feasibility of this alternative is highly dependent on the availability of non-federal funding sources to maintain affordability along with the willingness of property owners to accept voucher payments. Currently, market rate rents in Pinole are generally affordable at the moderate-income level or below. Given the uncertainty of the current economic climate, there is no certainty that this type of funding would be available between 2015 and 2019.
3. *Purchase Affordability Covenants.* This option would require working with each property owner to determine necessary improvements to their property and other means through which the City or Redevelopment Agency could contribute to the health of the project while securing long-term affordability. This option gives some flexibility for both parties to come to terms on a mutually beneficial agreement.
4. *Construction of Replacement Units.* Based on recent County estimates it would cost approximately $33,000,000 to develop 110 new affordable units ($300,000 each). In addition to cost, the feasibility of this option would depend on finding a qualified developer to take on the project and the ability to find a site within the largely built-out City of Pinole large enough to accommodate a project of this size.

The City will continue to monitor rents of at-risk affordable units and will be prepared to work with the owners to examine the options for preserving affordability outlined here. It is likely that for the two units at-risk of conversion in the next five years (885 Fifth Avenue and 1965 San Pablo Avenue), the best option to maintain the same number of affordable units will be to capture replacement units through a new project, which can be structured to provide additional affordable units. For the units at-risk of conversion between 2014 and 2019, the preservation and replacement strategy should pursue both the purchase of affordability covenants and construction of replacement units. Where feasible, the City should aim to place affordable units under management familiar with affordable housing requirements.

In this new era of financial uncertainty, loss of affordable units through the foreclosure process is now a potential threat that previously seemed unlikely. The City continues to monitor these, and all units in the affordable housing portfolio, to ensure that existing affordability covenants are protected.

REGIONAL HOUSING NEEDS

Future Need

Future housing needs refer to Pinole's "fair share" of the projected future housing need in the region in which it is located. For Pinole and other Bay Area jurisdictions, the regional housing need is determined by the Association of Bay Area Governments (ABAG), based upon an overall regional housing need number established by the State. In accordance with state law, ABAG has determined the fair share of the regional housing need that must be planned for by each Bay Area jurisdiction during the 2007 to 2014 planning period.

State law also requires that the allocation of regional housing needs consider the need for housing across all income levels and "seek to reduce the concentration of lower income households in cities or counties which already have disproportionately high proportions of low income housing." That need is divided into the five income categories of housing affordability based on HCD's median income for a family of four:

- *Extremely Low -Income* Below 30 percent of the median income
- *Very Low -Income* 30 - 50 percent of the median income
- *Low Income* 50 - 80 percent of the median income
- *Moderate Income* 80 -120 percent of the median income
- *Above Moderate Income* 120 percent and above of the median income

Table 6.26 summarizes the housing needs by income level for Pinole. In addition, **Table 6.27** summarizes future regional needs for all jurisdictions in Contra Costa County. Pinole's allocation for the 2007-2014 period is 323 total units, 83 (26 percent) affordable to very low-income households; 49 (15 percent) affordable to low- income households; 48 (15 Percent) affordable to moderate- income households; and 143 (44 percent) affordable to above moderate-income households. Through this Housing Element, the City is required to demonstrate the availability of adequate sites to accommodate these projected new units. This requirement is further discussed in Section 4: Housing Opportunities.

Table 6.26
Pinole Regional Housing Needs (2007-2014)

Extremely Low[1]	Very Low	Low	Moderate	Above Moderate	Total
42	83	49	48	143	323
	26%	**15%**	**15%**	**44%**	

Source: ABAG, 2007-2014

[1] *Assumes 50 percent of unit allocation will be for extremely low-income households.*

Table 6.27
Contra Costa County Regional Housing Needs Allocation (2007-2014)

Location	Very Low[1]	Low	Moderate	Above Moderate	Total
Antioch	516	339	381	1,046	2,282
Brentwood	717	435	480	1,073	2,705
Clayton	49	35	33	34	151
Concord	639	426	498	1,480	3,043
Danville	196	130	146	111	583
El Cerrito	93	59	80	199	431
Hercules	143	74	73	163	453
Lafayette	113	77	80	91	361
Martinez	261	166	179	454	1,060
Moraga	73	47	52	62	234
Oakley	219	120	88	348	775
Orinda	70	48	55	45	218
Pinole	**83**	**49**	**48**	**143**	**323**
Pittsburg	322	223	296	931	1,772
Pleasant Hill	160	105	106	257	628
Richmond	391	339	540	1,556	2,826
San Pablo	22	38	60	178	298
San Ramon	1,174	715	740	834	3,463
Walnut Creek	456	302	374	826	1,958
Unincorporated	815	598	687	1,408	3,508
County Total	6,512	4,325	4,996	11,239	27,072

Source: ABAG, 2007-2014

1 Assumes 50 percent of unit allocation will be for extremely low-income households.

HOUSING CONSTRAINTS

The provision of adequate and affordable housing opportunities is an important goal of the City. However, a variety of factors can constrain the development, maintenance, and improvement of housing. This section describes these constraints, including private market forces, governmental codes and regulations, as well as the physical and natural environment, and analyzes the impact on the production and preservation of housing.

MARKET CONSTRAINTS

Land costs, construction costs, and market financing contribute to the cost of housing development and can potentially hinder the production of new housing. Median home prices and the local and regional real estate market also influence the availability and affordability of housing. Although constraints such as these are largely driven by market forces, the local jurisdiction may have some leverage in instituting policies and programs that minimize the effects of these constraints. This section analyzes constraints brought about by market forces as well as the activities that the City may undertake to mitigate their effects.

1. **Vacant Land**

Vacant land within the City of Pinole is limited. Since the demand for housing in the City is very high (January 2009 vacancy rate: 1.22%), the value of potential residential land has increased over the past decade and has become a substantial factor in the cost of providing housing. There is only a small quantity of vacant land and much of it is burdened with development constraints and may not be well-suited for development. Redevelopment of existing underdeveloped land may be possible, but is also a costly undertaking. Other contributors to the cost of land are allowable densities, location, site constraints, availability of community services, attractiveness of the neighborhood and any restrictions on development.

2. **Development Costs**

The cost of constructing housing has also risen significantly in recent years. Current statewide construction costs average $125 per square foot; however, construction costs in Pinole tend to be above the state average and currently range between $190 and $220 per square foot. Based on a development cost estimate from February 2009, an estimated cost of development for a single family home in Pinole is $200 per square foot. This cost estimate includes construction of custom design features and some high quality finishes and is based on a three-unit development project; actual construction costs will vary significantly based upon the quality of the materials used, the size of the unit and the lot, the location, as well the number and quality of amenities incorporated in the design. Construction costs for an average multiple family unit are generally about 20-25% less per square foot.

A reduction in the number of amenities and quality of building materials (above a minimum threshold to ensure compliance with building codes and health and safety regulations), could result in lower prices. In addition, options such as prefabricated factory-built housing could provide for lower priced housing through reduced construction and labor costs. Construction costs are also related to the number of units built at one time; as the number increases, costs generally decrease as builders benefit from economies of scale. Developments in Pinole will

likely not benefit from economies of scale due to the generally small size of parcels available for development.

3. **Home Financing**

The availability of financing directly impacts a person's ability to purchase or improve a home. During the early to mid-2000s (2003, 2004, 2005), lenders provided an increasing number of subprime loans, and, in response to high housing costs, many lenders provided mortgages of up to 95% of the value of the home, rather than the traditionally allowed 80%. In 2006 and 2007, borrowers began to default on those loans. In 2008, lenders significantly tightened their lending standards. Currently, in mid-2009, lending standards remain tight. Underwriting criteria continue to be stringent and borrowers typically must have at least 20% of the purchase price for a down payment and must have a high credit score to obtain competitive financing. Although it is currently difficult for all but the most credit worthy borrowers to secure a mortgage loan, funds are available and mortgage rates remain low.

Federal, state, and local housing programs, particularly first-time homebuyer programs and similar mortgage assistance programs, can be a useful tool for providing help with down payment and closing costs, which can be significant obstacles to home ownership for lower income and minority groups. In 2008, Pinole revised the down payment assistance program offered through the Redevelopment Agency and contracted with a consultant specializing in affordable housing to administer the program. Additionally, the consultant provides prospective buyers with information about assistance outside the Agency's program and educates buyers about the home purchase and ownership process. To date, the Program has seen some success in helping eligible households achieve homeownership.

A number of entitled developments in Pinole have seen a delay in construction starts, including mixed-use projects in Old Town Pinole and in the Specific Plan corridors. This is due in part to increased difficulty in obtaining construction financing as well as developers' desire to wait until both the housing and commercial markets have begun to recover from the recent economic downturn.

GOVERNMENTAL CONSTRAINTS

The City of Pinole is empowered with the authority to regulate the location, timing, density, and type of residential development that occurs within the City. This authority is asserted in several ways, including land use controls, site improvements requirements, fees and exactions, permit processing procedures, and other factors that may influence the development, maintenance, and improvement of housing. While intended to protect the interests of residents, property owners and businesses, local regulations can result in potential barriers to the production of housing. Like all local jurisdictions, the City of Pinole has a number of procedures, fees, and regulations it requires any developer to follow. Additionally, like any agency, the City is also constrained by resource availability and other factors beyond its control. Below is a summary of key issues:

Resource Availability

The City of Pinole receives funding for its operations and special projects from a variety of sources, a number of which have taken hard hits during the current financial crisis. Revenues are down as a result of dramatic decreases in sales tax. In addition, lower property values have lead to a drop in the tax increment received by the Redevelopment Agency. Collectively, these reductions in revenues, along with takeaways during the previous and current fiscal years in order to help balance the State budget, have hampered the City's ability to complete anticipated projects. In order to meet the current $4,287,407 Supplemental Educational Revenue Augmentation Fund ("SERAF") payments due to the state over the next two years, the Redevelopment Agency will have to borrow from its housing fund. As a result, the Agency's ability to fund housing projects will be severely limited, and will continue to be until other levels of government cease utilizing local government as a funding source for their financial shortfalls.

Land Use Controls

The City of Pinole sets forth policies to guide new development and the use of land within the city limits through its General Plan. These policies, in conjunction with the Zoning Ordinance, control the amount and distribution of land allocated for different uses with the City and how this land can be developed.

The General Plan specifically identifies four residential land use designations, two single family and two multiple family, that are summarized in **Table 6.28**. Together these designations provide for a range of development densities from less than one dwelling unit per acre up to 25 dwelling units per acre. Mixed Use and Planned Development zoning have also been used to accommodate residential use throughout Pinole.

The City is currently undertaking a comprehensive Zoning Ordinance Update along with drafting a Specific Plan for its commercial corridors, including San Pablo Avenue, Pinole Valley Road, and Appian Way. Wherever possible, these documents will aim to improve the clarity with which land use regulations are conveyed. Additionally, these planning documents will recommend a revised set of land use categories with altered permitted densities. These proposed densities are included in the analysis of Opportunity Sites discussed in Section 4 of this Element.

Table 6.28
Adopted Residential Land Use Categories

General Plan Land Use	Zoning Consistent	Density (du/acre)	Residential Types
Suburban/Rural	S/R	< 1/acre	Single family dwellings in areas with hilly terrain
Low Density	R1	1-7 acre	Single family dwellings in subdivided areas
Medium Density	R2, R3	8 -15/ acre	One and two-story family dwellings, up to 4 units
High Density	R4	16-25/acre	Group dwelling units and apartments

Source: City of Pinole General Plan and Zoning Ordinance

Development Standards

The City's Zoning Ordinance implements the development policies set forth in the General Plan by providing greater specificity on development standards such as densities, height, parking and setbacks. As with other cities, Pinole's development standards and requirements are intended to protect the long-term health, safety and welfare of the community while implementing the goals and policies of the General Plan. **Table 6.29** summarizes the most pertinent of these standards for single and multiple family residential zoning districts.

The Zoning Code also dictates what types of housing may be located in the City, and in what locations. As shown in **Table 6.29**, Pinole's zoning standards provide for a diversity of housing types to meet the needs of all economic and special need segments of the community.

Table 6.29
Residential Development Standards

	Suburban/Rural	Low Density	Medium Density		High Density
	S/R	R1	R2	R3	R4
Min. Lot Size (sq ft)	65000	6000 (interior lot) 7500 (corner lot)	6000	6000	6000
Min. Lot Width (ft)	140	60 (interior) 75 (corner)	60	60	60
Max. Building Coverage	N/A	35%	40%	40%	60%
Front Setback (ft)	25	20	20	20	20
Side Setback (ft)	25	5	20% lot width	20% lot width	20% lot width
Rear Setback (ft)	20	20% lot depth	20	20	20
Maximum Height (stories/ft)	2/35	2/35	2/35	2/35	4/50
On-site Parking (uncovered /covered spaces per unit)*	2/1	1-2 units 2/1 3+ units 2/2	Studio .3/1 1 bed .8/1 2+ beds 1.3/1	Studio .3/1 1 bed .8/1 2+ beds 1.3/1	Studio .3/1 1 bed .8/1 2+ beds 1.3/1

*Mixed use developments (i.e. developments combining residential land uses with commercial or industrial land uses have a reduced parking requirement due to parking use overlaps.
Source: City of Pinole General Plan and Zoning Ordinance.

The Pinole Municipal Code (Section 17.24) establishes parking standards for various types of housing and other uses in the community. These standards, shown in **Table 6.29**, are typical of other communities in the Bay Area, but can pose a problem in areas where there is the opportunity for infill development. An attempt was made to reduce this constraint on mixed-use office/commercial residential projects through the introduction of reduced parking requirements for such projects (see HIP-9). Parking requirements for mixed-use development projects (i.e., commercial/residential) are calculated using a formula that acknowledges the parking overlap between the two uses. These types of projects typically require 25% less parking than single

use developments. In addition, for any infill project, the City can allow shared parking so long as the parking is within 300 feet of the project. Furthermore, to encourage the development of second units, the City allows uncovered, tandem parking on all second units (see HIA-13).

Table 6.30 describes housing types by permitted uses. The processing requirements for the uses will be reviewed as part of the Zoning Ordinance update, which is currently underway. The City has also adopted Residential Design Guidelines to aid in development review process by communicating City expectations prior to application submission.

Table 6.30
Housing Types Permitted by Zoning District

	S/R	R1	R2	R3	R4
Single Family Detached	P	P	P	P	P
Single family Attached			P	P	P
Multiple Family (3+)				P	P
Second Units	CP	CP	CP	CP	CP
Mobile Homes					
Manufactured Homes	P	P	P	P	P
Transitional Housing		CP	CP	CP	CP
Emergency Shelter*				CP	CP
Residential Care Facility (<7 beds)	P	P	P	P	P
Residential Care Facility (7+ beds)			CP	CP	CP

P = Permitted CP = Conditionally Permitted

*New regulations (Government Code §665583(a)(4)(A)) require the City identify a zone or zones where emergency shelters are permitted by right. Although the Zoning Ordinance does not currently permit emergency shelters by right in any zone, the Ordinance will be amended within one year of the adoption of this Housing Element. See Housing Needs section 6.2 for more information.

Source: City of Pinole Zoning Ordinance.

As with many suburban communities, Pinole provides additional flexibility in density, unit size, parking, and open space requirements through its Planned Development (PD) zoning. Specifically, PD zoning (Section 17.20.130 of the Pinole Municipal Code) allows flexibility to modify development standards for: (1) siting; (2) mixed land use; (3) mixed housing types; (4) minimum building setbacks and lot size; and (5) maximum building height.

Traffic capacity has become a limiting factor throughout Contra Costa County and in many other parts of the Bay Area. However, Pinole, as part of the Measure J initiative and West County Traffic Model, has developed specific standards for traffic level of service and standards for the provision of other facilities and services.

In general, Pinole's zoning and development standards are comparable to many other communities in the Bay Area and, therefore, do not pose an unnecessary constraint to housing or burden to developers.

Site Improvements

Site improvements are an important component of new development and include the infrastructure needed to serve the development. On-and off-site improvements are required by the City as conditions of approval to provide sewer and water service to a project site, transportation improvements, and other infrastructure. For an average project, improvements typically include curbs, gutters, and sidewalks along project frontage. More expensive improvements can become necessary when the project creates significant traffic impacts or the site includes special environmental resources, mitigation of slide hazards, inadequate downstream drainage, or other special conditions.

Specific standards are set forth in Chapter 16.20, General Regulations and Design, and Chapter 16.24, Improvements, in the City of Pinole Municipal Code. These requirements are based on standards set forth in the Contra Costa County Standard Plans. These standards establish minimum street widths and rights-of-ways, and curb, gutter, sidewalk, and grading requirements. **Table 6.31** summarizes these roadway design standards.

Table 6.31
Roadway Design Standards

Roadway Type	Right-of-Way	Curb to Curb	Sidewalk Area
Major Streets	80’	64’	8’
Secondary Streets	60’	40’	8’
Minor Streets	50’	38’	8’
One-Way Streets	32’	20’	8’

Source: Pinole Public Works Department, City of Pinole Municipal Code Chapters 16.20-16.24

Pinole's requirements are fairly standard when compared with other cities in Contra Costa County. Therefore, although it is likely that the costs for the construction of on-site and off-site improvements do have an impact on housing supply and affordability, the requirements are not excessive compared with nearby jurisdictions and are necessary to provide safe transportation access and utility system connections. Whenever possible, the City’s Redevelopment Agency has used tax increment funds to defray the costs of area-wide capital improvements so that project-specific development requirements do not make individual projects infeasible.

Permit Processing

Permitted Uses are those uses allowed without discretionary review, except for design review, in designated areas, as long as the project complies with all development standards, including the City’s residential design guidelines. Ministerial review and approval may be granted for home additions or remodeling to accommodate the needs of persons with disabilities, provided building code and basic health and safety needs are met. This ministerial design review and plan check process expedites processing times. Design Review and Conditional Use Permits (CUP) are approved by the Planning Commission. Typical findings of the CUP include determining that the project is consistent with the General Plan, the use is compatible with surrounding uses, address basic public health and safety issues, and provide regulatory guidelines for issues such as construction, landscaping, parking, and similar requirements.

The time required to process a project varies greatly from one project to another and is directly related to application completeness, the size and complexity of the proposal, the type of environmental review required, and the number of actions or approvals needed to complete the process. **Table 6.32** outlines the typical processing time for applications in the entitlement process. Knowledge of what entitlements are necessary before completing a project is necessary in order to grasp the length of time necessary to complete the planning process.

City staff conducts preliminary reviews in order to assist project sponsors at no cost to the applicant prior to application submittal. This allows staff and the prospective applicant to identify important project issues early in the development review process. Further, the City has also prepared residential design review guidelines to clarify City expectations for proposed new residential development in order to assist applicants prior to application submittal. Small residential modifications and additions are only subject to ministerial review and involve short processing time; these approvals may be issued within a week or less. A small residential construction project consistent with the General Plan and zoning designation involving a design review request is normally processed between six to twelve weeks from the date of application completeness. The most complicated projects involving multiple entitlements can take longer especially if a project site includes environmental constraints resulting in significant environmental impacts. Whenever possible, the City processes all project applications concurrently in order to maximize the efficiency of processing, and save both time and cost for both the City and the developer.

Currently, every new residential project within the City is required to complete the Design Review process and is subject to a Planning Commission hearing. **Table 6.32** shows the typical permit process for a multi-family and single-family development that is consistent with the City's General Plan and Zoning Ordinance and Residential Design Guidelines. The major difference between the two is the type of discretionary approvals that may be required; multi-family projects in the R-3 and R-4 zones meeting the requirements set forth in the Zoning Ordinance do not require a use permit and are subject only to application completeness review, environmental review, and design review; all single-family subdivisions require tentative and final map approvals. A project that is not consistent with the City's zoning and land use regulations could require additional approvals, such as a Rezoning, General Plan Amendment, or a Variance when warranted.

The average length of time for discretionary approvals is four months for a multifamily development and five to six months for a single family subdivision. A General Plan Amendment or Rezoning could add another 30 days to the process as each require City Council approval. By their nature, larger, more complex projects impose a lengthier review process, largely due to the environmental review process. The amount of time required to complete environmental review of a project depends greatly on the size, scope, and location of the project, the environmental issues under review, and the extent of public comment received.

Table 6.32
Typical Permit Processing Time by Project Type*

	Single Family		Multi-family		Subdivision	
Planning Application Received						
	Completeness Review	Up to 30 days	Completeness Review	Up to 30 days	Completeness Review	Up to 30 days
	Ministerial Approval (home addition)	Up to 30 days				
	Environmental Review	1 week	Environmental Review	1-12 months	Environmental Review	1-12 months
Planning Commission Noticing & Hearing						
	Design Review	6-8 weeks	Design Review	20-30 days	Preliminary Development Plan	6-8 weeks
			Use Permit (only if necessary)		Design Review	
					Subdivision Map	
					Final Development Plan	
City Council Hearing						
					Final Subdivision Map (consent)	20-30 days
Building Permit Process						
	Plan Check	4-6 weeks	Plan Check	4-6 weeks	Plan Check	4-6 weeks
***Estimated* Total Processing Time**	**3-4 months**		**4 months – 1+ year**		**6 months – 1+ year**	

**** Note:*** *Times listed are averages based on typical submittals. Actual processing times vary greatly based on the complexity of the project and the quality and completeness of the submittal. In some instances, the Building Plan Check and the Design Review applications may be processed concurrently.*

Because processing time can act as a constraint to the development of housing, procedures have been implemented to expedite processing through plan review and Planning Commission hearings. For example, City Staff encourages pre-application meetings with property owners and developers. These meetings give City Staff the opportunity to explain the permitting process, discuss submittal requirements and design standards, and complete a preliminary plan review. Staff also encourages early communication between developers and neighborhood groups on specific development applications. These procedures have been extremely successful in identifying key project issues and appropriate project modifications prior to plan submittal. This reduces the amount of time it takes for both plan review and the Planning Commission hearing process.

In order to facilitate development, the City of Pinole has successfully worked to streamline the project approval process. Previously, the development review process in Pinole was made up of two connected approval processes: the Design Review Board Hearing and the Planning Commission Hearing. The Design Review Board, which was advisory to the Planning Commission and focused on architectural character and design review, was disbanded in 2008 and this function became part of the Planning Commission responsibilities. The Planning Commission is now the sole body that conducts design review based on standards set forth in the Zoning Ordinance and General Plan. Eliminating the Design Review Board has reduced permit processing times for applications. In addition, the City adopted Residential Design Review Guidelines in 2007. The design guidelines describe the City's design expectations for residential project submittals and are provided to applicants prior to application submittal or early in the submittal process to expedite review and save application processing costs for applicants.

Additional actions currently under consideration to continue to expedite the process for developers while ensuring a thorough review process. The Draft Specific Plan for the City's three major transportation corridors—San Pablo Avenue, Appian Way, and Pinole Valley Road—together with the comprehensive Zoning Ordinance update are intended to streamline future development review by providing developers with a better idea about the types of development the City is seeking and by identifying opportunity sites where development is strongly encouraged. The environmental review that will be completed prior to the adoption of the Specific Plan (Program EIR) is anticipated to help streamline future site specific environmental reviews for many of the infill development areas included in the Specific Plan. Additionally, HIA-27 calls for the City to develop a Green Building Ordinance to promote the use of renewable energy, improve air and water quality, and conserve water and other natural resources. This, along with the other implementation programs cited in Goal 5, Energy-Efficiency, Conservation, and Sustainable Residential Development, could include provisions to expedite processing for qualifying energy-efficient projects.

Development Fees

Costs associated with the permit process may act as a constraint to the development of affordable housing. Line item permit costs are related to City-controlled fees such as processing, inspection and installation services, as well as non-City fees such as school impact fees and utility connection fees. Fees can vary depending on site conditions, location and the type and design of development, the need for environmental review, the quality of project submittals, and local resident review. **Tables 33 and 34** demonstrate typical charges for development of new multiple and single-family residential developments.

A balance between increased fees and encouragement of suitable housing development is a key issue for the City. In the case of affordable housing, the Redevelopment Agency can use its Housing Set Aside funds to help offset the cost of City-controlled fees.

Open Space Contributions

Open space contributions are standard conditions of approval for larger projects to assure the long-term livability, health, safety and welfare of the project and neighborhood. Planned

Development (PD) zoning has been used to preserve open space while allowing increased density on the developed portion of the property. As implemented in past approvals, this requirement does not usually pose a constraint to housing and often acts as a way for a project to gain neighborhood acceptance.

Inclusionary Housing Requirements

California's Health and Safety Code stipulates that 15% of all units constructed or substantially rehabilitated within a redevelopment area by a public or private entity other than a redevelopment agency must be affordable. Of those units, no less than 40% (or 6% of the total) must be made available to very low-income households.

This requirement is effective in increasing the supply of affordable housing within Pinole's redevelopment area, but can act as a constraint in the development of market rate housing projects and in particular smaller, infill projects. However, there are means that the City may explore to address this constraint. These may include offering incentives through the Redevelopment Agency such as lower cost financing, construction of off-site units and other improvements, or housing in-lieu fees.

Uniform Building Code and Enforcement

Pinole uses several uniform codes, including the 2007 California Building Code (CBC), the 2007 California Electrical Code (CEC), the 2007 California Plumbing Code (CPC), the 2007 California Mechanical Code (CMC), and the 2007 California Fire Code, as the basis for its building standards and code enforcement procedures. Each of these codes establishes standards and requires inspections at various stages of construction to ensure code compliance.

Enforcement of these building codes and standards does not constrain the production or improvement of housing in the City. Rather, code enforcement efforts help to maintain the condition of the City's current housing stock and remove blight throughout the City.

Table 6.33
Estimate of Development Fees for 10-Unit Multi-Family Development

Planning Fees		per development	fee amount
Design Review Fees (New Commercial, > 5,000 sq. ft.)	Flat		$ 4,045.00
General Plan Amendment	Flat		5,698.00
Zone Change Application	Flat		5,499.00
Use Permit	Flat		750.00
		Subtotal	$ 15,992
Plan Check, Permit & Inspection Fees		per unit	fee amount
Building Permit Fee	Based on valuation	$ 4,059.00	$ 40,590.00
Building Plan Check Fee	65% of bldng permit fee	2,638.00	26,380.00
Title 24 Energy Compliance Plan Check Fee	10% of bldng permit fee	405.00	4,050.00
Strong Motion Instrumentation Fee (SMIP)	.0001 x valuation	16.90	169.00
Electrical Permit Fee	Base fee*	44.26	442.60
Electrical Plan Check Fee	25% of permit fee	11.07	110.70
Plumbing Permit Fee	Base fee*	44.26	442.60
Plumbing Plan Check Fee	25% of permit fee	11.07	110.70
Mechanical Permit Fee	Base fee*	44.26	442.60
Mechanical Plan Check Fee	25% of permit fee	11.07	110.70
State Fees (CA Building Standards)		7.00	70.00
Copying and Imaging Fees		171.00	1,710.00
		Subtotal	$ 74,075.60
Impact and Infrastructure Fees		per unit	fee amount
General Plan Update Fee		$ 507.00	$ 5,070.00
Transportation (Measure J)	Flat per unit	294.53	2,945.30
Police	Flat per unit	870.42	8,704.20
Fire Protection	Flat per unit	1,112.31	11,123.10
Public Facilities & Equipment	Flat per unit	1,500.98	15,009.80
Wastewater	Flat per unit	1,480.95	14,809.50
Drainage	Flat per unit	66.29	662.90
Parks and Recreation	Flat per unit	6,071.05	60,710.50
Administration Fee	3% City Development Impact Fees	341.90	3,419.00
Sub regional Transportation Mitigation Program (STMP)	Per unit	1,648.00	16,480.00
GIS Data Update Fee (County)	Flat fee per unit	25	250.00
		Subtotal	$ 139,184.30
		Total Fees	**$ 229,251.90**
		Total/Unit	**$22,925.19**

Source: City of Pinole Community Development Department
* Fee based on valuation incorporated in Building Permit Fee.
Assumptions: Each unit has 1100 square feet of living space, and 200 square feet of carport space, for a total square footage of 1300 square feet. The valuation for each unit is $169,000 or $130 per square foot. PG&E, Water (EBMUD), and School Fees (WCCUSD) paid directly to the Agencies.

Table 6.34
Estimate of Development Fees for 10-Unit Single Family Subdivision

Planning Fees		per unit	fee amount
Preliminary Development Plan	Deposit		$ 1,000.00
General Plan Amendment	Flat		5,698.00
Zone Change Application	Flat		5,499.00
Tentative Map	Deposit		2,500.00
Final Map	Flat		2,852.00
Use Permit	Flat		75.00
Major Subdivision (More than 5 units)	Flat		
Mailing	Flat		100.00
Signage	Flat		150.00
		Subtotal	$ 17,874
Plan Check, Permit & Inspection Fees		per unit	fee amount
Building Permit Fee	Based on valuation	$ 8,385.36	$ 83,853.60
Building Plan Check Fee	65% of bldng permit fee	5,450.48	54,504.80
Title 24 Energy Compliance Plan Check Fee	10% of bldng permit fee	838.54	8,385.40
Strong Motion Instrumentation Fee (SMIP)	.0001 x valuation	35.00	350.00
Electrical Permit Fee	Base fee*	44.26	442.60
Electrical Plan Check Fee	25% of elec. permit fee	11.07	110.70
Plumbing Permit Fee	Base fee*	44.26	442.60
Plumbing Plan Check Fee	25% of permit fee	11.07	110.70
Mechanical Permit Fee	Base fee*	44.26	442.60
Mechanical Plan Check Fee	25% of permit fee	11.07	110.70
State Fees (CA Building Standards)		14.00	140.00
Copying and Imaging Fees		171.00	1,710.00
		Subtotal	$ 150,603.70
Impact and Infrastructure Fees		per unit	fee amount
General Plan Update Fee		$ 1,050.00	$ 10,500.00
Transportation (Measure J)	flat per unit	414.83	4,148.30
Police		1,148.95	11,489.50
Fire Protection		1,468.25	14,682.50
Public Facilities & Equipment		1,981.29	19,812.90
Wastewater		1,954.85	19,548.50
Drainage		1,104.82	11,048.20
Parks and Recreation	flat per unit	8,013.78	80,137.80
Administration Fee		482.60	4,826.00
Subregional Transportation Mitigation Program (STMP)		2,595.00	25,950.00
GIS Data Update Fee (County)		25.00	250.00
		Subtotal	202,393.70
		Total Fees	$ 370,871.40
		Total/Unit	$ 37,087.14

Source: City of Pinole Community Development Department
Assumptions: Each unit has 1800 square feet of living space, and 500 square feet of carport space, for a total square footage of 2300 square feet. The valuation for each unit is $350,000 or $150 per square foot. PG&E, Water (EBMUD), and School Fees (WCCUSD) paid directly to the Agencies.

Governmental Constraints on Housing for Persons with Disabilities

As noted in the Special Needs Section of the Housing Needs Assessment, persons with disabilities often have specialized housing needs. These may be related to accessibility of dwelling units; access to transportation, employment, and commercial services; and alternative living arrangements that include on-site or nearby supportive services. This section analyzes potential and actual governmental constraints on the development of housing for persons with disabilities and demonstrates the City's effort to remove such constraints.

The zoning ordinance does not currently have special processes for individuals with disabilities to make requests for reasonable accommodation with respect to zoning, permit processing, or building laws outside of the standard process for all planning and building applications seeking exemption from one or more requirements through the variance or conditional use permit process. Therefore, the City has recently taken some steps to remove constraints for persons with disabilities to make improvements to meet their needs. These include:

- Loan and grant funding through the Redevelopment Agency's Residential Rehabilitation Program for income-qualifying households to make improvements to their homes, including ADA retrofit improvements;
- Licensed group home facilities with six or fewer persons are allowed by right in all residential zones. In addition, group homes are conditionally permitted in combining zones, such as Mixed Use and Planned Development zones through the residential component of their zoning. For group homes for which a conditional use permit is required (7 or more beds), a public hearing would be held and residents within 300 feet of the proposed home would be notified;
- July 2009 modifications to the City's Zoning Ordinance streamlined the Design Review process for property owners seeking minor design changes in an effort to upgrade their properties by allowing for administrative approval of certain upgrades. Included in the list of administrative review are ramps and other modifications to accommodate individuals with disabilities.
- In the previous Housing Element implementation cycle, the City constructed two new multi-family housing developments designed to provide housing for persons with disabilities (Alvarez Court and the Pinole Assisted Living Center). These facilities provide housing for individuals with a range of physical and mental disabilities. Further, to date the City has not denied an application for a project providing housing for persons with disabilities.

Procedures for Ensuring Reasonable Accommodations

As noted above, the City does not have an adopted reasonable accommodation ordinance. Currently, streamlined processing is utilized for property owners seeping minor design changes such as ramps and other modifications to increase accessibility. This Housing Element includes HIA-18, Reasonable Accommodation Procedure. Through this implementation program, the City commits to develop formal procedures for reasonable accommodation for housing for persons with disabilities in accordance with fair housing and disability laws.

Efforts to Remove Regulatory Constraints for Persons with Disabilities

The State has removed any City discretion for review of small group homes for persons with disabilities (six or fewer residents). The City does not impose additional zoning, building code, or permitting procedures other than those allowed by state law. There are no City initiated constraints on housing for persons with disabilities caused or controlled by the City.

The City reviews all proposed development applications for ADA compliance and, through the plan check process, works to ensure that all ADA standards are met. The City ensures that new housing developments comply with California building standards (Title 24 of the California Code of Regulations) and federal requirements for accessibility. The City meets the requirements of the Uniform Building Code, the Americans with Disabilities Act, and the California Community Care Facilities Act.

Zoning and Other Land Use Regulations

As defined in 17.16 of the Municipal Code, the City's Zoning Ordinance provides a broadened definition of family that includes occupancy standards specific to unrelated adults residing as a single housekeeping unit, as is common in small group homes for persons with disabilities. In addition, the Zoning Ordinance allows for reduced parking requirements for housing for persons with disabilities (14.24.090). Further, the City permits group homes of all sizes in R-4 zoning district. With the exception of monitoring compliance with building code requirements, which are also governed by the state, the City has no authority to approve or deny group homes of six or fewer people. The City does not restrict occupancy of unrelated individuals in group homes, and, in permitted zones, permits housing for special needs groups without regard to distances between such uses or the total number of uses in the City.

As part of the comprehensive zoning ordinance update now underway, the City will conduct a review of its zoning laws, policies, and practices for compliance with fair housing law. The City will make appropriate updates to correct any zoning or land-use regulatory practices that conflict with fair housing law or discriminate against persons with disabilities.

GOVERNMENTAL CONSTRAINTS ON EMERGENCY SHELTERS

California Health and Safety Code Section 50801 defines emergency shelters as "housing with minimal supportive services for homeless persons that is limited to occupancy of six months or less by a homeless person. No individual or household may be denied emergency shelter because of an inability to pay." The City of Pinole Zoning Code does not currently allow emergency shelters by right in any zone.

Pursuant to recent changes in State law (SB 2), jurisdictions with an unmet need for emergency shelters are now required to identify a zone(s) where emergency shelters will be allowed as a permitted use without a conditional use permit. The identified zone must have sufficient capacity to accommodate the shelter need, and, at a minimum, provide capacity for at least one year-round shelter. Permit processing, development, and management standards for emergency shelters must be objective and facilitate their development.

As discussed in the homeless section of the Housing Element Needs Assessment (Section 2), the City of Pinole Police Department estimates the City's visible homeless population at around six individuals, and a homeless count conducted by the Contra Costa Health Services Department found one homeless man in Pinole on January 28, 2009. However, comparing these numbers to the January 2008 Contra Costa County Homeless Report, which found 38 homeless people in Pinole, it is likely that the more recent figures understate the extent of homelessness in the City. While there are a number of homeless shelters and services proximate to the City (see **Table 6.20** for a complete listing), there is currently no emergency shelter in Pinole to address the needs of homeless adults and families.

Pursuant to SB 2, the City of Pinole conducted a review of the City and determined the proposed Three Corridor Specific Plan Office Industrial Mixed Use Zone is most conducive to provision of an emergency homeless shelter by right. This proposed zone encompasses Pinole's primary manufacturing and light industrial uses, which tend not to be "heavy" in nature. This area allows for the following types of uses: manufacturing and industrial uses, particularly "green industry," including automobile and truck repair, auto sales, building materials, nurseries, contractor's storage yards, wholesaling, warehousing, light manufacturing, and research and development industries as well as limited office, retail, and residential uses.

The proposed Office Industrial Mixed Use Zone is located along the north side San Pablo Avenue and stretches from just west of Sunnyview Drive to just east of Belmont Way. Parcels within this zone are serviced by transit (bus service) and are centrally located between the Old Town and regional shopping areas proximate to Interstate-80. Elementary, junior, and high schools are located within two miles of this area.

As evidenced by the extent of homelessness in Pinole discussed in the Needs Assessment section of this Element, a shelter with a relatively small number of beds could provide adequate development potential to serve Pinole's need for an emergency shelter. Based on the current estimates of the City's homeless population included in this Element, an emergency shelter with the capacity to accommodate twenty to thirty beds would be realistic in the City. A review of the Office Industrial Mixed Use zone identifies approximately two vacant acres within two parcels and an additional approximately three and a half underutilized acres on three parcels as identified in the draft Specific Plan for San Pablo Avenue. The larger of the two vacant sites is owned by the City's Redevelopment Agency, and each identified site is adjacent to at least one other vacant or underutilized site, allowing for the reasonable possibility of parcel assembly to accommodate a larger project.

The Contra Costa County Housing Element cites an existing 100 bed homeless shelter in Concord that is approximately 16,000 square feet, or 160 square feet per bed. Utilizing this standard, which is typical for the region, each of the identified vacant and underutilized sites in the Office Industrial Mixed Use Zone is large enough to accommodate an emergency shelter to meet Pinole's needs. **Table 6.35** provides information about the vacant and underutilized sites, including the development potential by square feet per bed for a twenty and thirty bed shelter for each site. As demonstrated in the table, each of these sites provide more adequate land area to accommodate at least a 20 to 30 bed emergency shelter with sufficient space to develop a shelter with a higher capacity.

The City has included a program in this Housing Element (HIA-20) to amend the zoning ordinance to allow emergency housing by right in the proposed Office Industrial Mixed Use Zone subject to the same development and management standards as other permitted uses in the zone. In addition, the following topics will be utilized to regulate future emergency shelters to enhance compatibility:

- A maximum number or beds or persons permitted to be served nightly by the facility will be specified;
- Off-street parking based on demonstrated need, but not to exceed parking requirements for other residential or commercial uses in the same zone will be applied;
- The size and location of exterior and interior onsite waiting and client intake areas will be specified;
- The provision of onsite management will be required;
- The proximity of other emergency shelters to one another, provided that emergency shelters are not required to be more than 300 feet apart;
- The maximum length of stay will be specified;
- Lighting requirements will be applied;
- Onsite security requirements during hours that the emergency shelter is in operation will be required.

Table 6.35
Vacant and Underutilized Sites in Office Industrial Mixed Use Zone

APN	Address	Size	Status	Emergency Shelter Development Potential*	Development Potential Notes
402-220-021	651 Pinole Shores Drive	1.30 acres (56,628 sq. ft.)	Vacant	Potential Gross Building Area: 28,314 sq. ft. 1,416 sq. ft./bed for 20 bed shelter; 944 sq. ft./bed for a 30 bed shelter	Owned by Pinole Redevelopment Agency Little or No Constraints to Development: site is vacant, relatively flat, no known contamination, ready utility and roadway access. Adjacent to 402-220-004
402-220-019	San Pablo Avenue	.647 acres (28,067 sq. ft.)	Vacant	Potential Gross Building Area: 14,092 sq. ft. 705 sq. ft./bed for 20 bed shelter; 470 sq. ft./bed for a 30 bed shelter	Little or No Constraints to Development: site is vacant, relatively flat, no known contamination, ready utility and roadway access. Adjacent to 402-220-018
402-220-004	760 San Pablo Avenue	0.97 acres (42,253 sq. ft.)	Underutilized	Potential Gross Building Area: 21,127 sq. ft. 1,056 sq. ft./bed for 20 bed shelter; 704 sq. ft./bed for a 30 bed shelter	Current Use: Single 2,000 square foot commercial building on parcel built in 1968. Minor Constraints to Development: site is relatively flat and predominantly vacant. One small commercial building on nearly one acre (occupied by auto and landscape related retail uses). Property owner has expressed interest in redevelopment. Adjacent to 402-220-021
402-220-018	NA	0.913 acres (42,253 sq. ft.)	Underutilized	Potential Gross Building Area: 21,127 sq. ft. 1,056 sq. ft./bed for 20 bed shelter; 704 sq. ft./bed for a 30	Current Use: Bus storage area for the West Contra Costa Transit Authority. Minor Constraints to Development: site is flat

				bed shelter	with no permanent structures—paved for bus storage. Adjacent to 402-194-001
402-194-001	601 Walter Avenue	1.52 acres (66,211 sq. ft.)	Underutilized	Potential Gross Building Area: 33,106 sq. ft. 1,655 sq. ft./bed for 20 bed shelter; 1,104 sq. ft./bed for a 30 bed shelter	Current Use: Bus storage area and offices for the West Contra Costa Transit Authority. Parking lot and 15,370 sq. ft. office building built in 1992 on parcel. Minor Constraints to Development: site is flat with one permanent structure used as an office building for the West Contra Costa Transit Authority. Adjacent to 402-220-018; shared ownership
**Development potential calculated utilizing the standard permissible Floor Area Ration (FAR) of .50 for the zone; additional development incentives could allow a FAR of up to 1.0. Current regional industry standards call for 160-200 square feet per bed for emergency shelters. As shown by the square footage per bed for a shelter of adequate size to meet Pinole's needs, each proposed site has the potential to provide for an emergency shelter to meet Pinole's needs.*					

HOUSING OPPORTUNITIES

ABILITY TO MEET THE REGIONAL HOUSING NEEDS ALLOCATION

The planning period for the current Housing Element cycle is from 2007 through 2014. The Regional Housing Needs Allocation (RHNA) for Pinole for this cycle includes 323 housing units. Housing units built and or approved after January 1, 2007, may be counted towards satisfying Pinole's current regional housing need numbers. Since January 2007, Pinole has built or approved 70 units, with thirteen of these units affordable to very-low, low-, or moderate income households. Having met 19% of the RHNA objective, Pinole plans to continue to work towards satisfying its remaining RHNA, particularly focusing on the targets for affordable housing production. Construction of the remaining RHNA units may continue to be an issue as the current economic downturn has significantly delayed or cancelled construction starts and has had a chilling effect on proposed residential development projects.

To show the development capacity to meet the remaining RHNA of 253 units, a detailed analysis of sites suitable for residential development was conducted. This section provides information about the sites identified in this Housing Element. In addition to credits from units that have been built and approved and existing vacant sites currently zoned for residential development, the City has identified housing opportunity sites located within the districts covered by the proposed Corridor Specific Plan for San Pablo Avenue, Pinole Valley Road, and Appian Way. These sites are located along the City's main commercial and transportation corridors and are good candidates for higher density mixed use and residential infill development. Together, the identified vacant and housing opportunity sites can yield nearly 500 new housing units, meeting and exceeding the City's RHNA.

HOUSING UNITS CONSTRUCTED OR APPROVED

As shown in **Table 6.36**, Pinole has built or approved a mix of single family and multifamily units along with a number of second units. The income-restricted units recently built or currently approved but not yet built reflect at least the minimum number of required affordable units.

Table 6.36
RHNA Housing Needs vs. Built or Approved Construction 2007 - Present

Project	# of Units	Notes	Status	Affordable	Very Low	Low	Moderate	> Moderate	Total
Maiden Lane	8	Single Family	Completed	Market Rate				8	
Maiden Lane	2	Single Family	Completed	Covenanted			2		
Felice Circle	21	Single Family	Completed	Market Rate				21	
Felice Circle	11	Second Units	Completed	Market Rate				11	
Felice Circle	6	Second Units	Completed	Covenanted			6		
1771 Primrose Lane	1	Second Unit	Completed	Market Rate				1	
208 North Rancho Place	1	Single Family	Completed	Market Rate				1	
3300 Pinole Valley Road	1	Single Family	Completed	Market Rate				1	
945 Jones Avenue	1	Single Family	Completed	Market Rate				1	
2810 Tara Hills Drive	1	Single Family	Completed	Market Rate				1	
213 North Rancho Place	1	Single Family	Completed	Market Rate				1	
4900 Pinole Valley Road	1	Single Family	Completed	Market Rate				1	
2537 ½ Downer Street	1	Single Family	Completed	Market Rate				1	
2532 Brandt Court	1	Single Family	Completed	Market Rate				1	
1698 El Torro Way	1	Single Family	Completed	Market Rate				1	
647 Tennent Avenue	2	Multi Family	Completed	Market Rate				2	
647 Tennent Avenue	1	Multi Family	Completed	Covenanted	1				
2100 San Pablo Avenue Heritage Park	3	Single Family	Under Construction	Covenanted	1	1	1		
Dalessi	1	Multi Family	Approved	Market Rate				1	
Dalessi	1	Multi Family	Approved	Covenanted			1		
1989 Ebson Court	1	Second	Approved	Market Rate				1	

		Unit							
2504 Galbraith (Gallia Property)	2	Single Family	Approved	Market Rate				2	
2504 Galbraith (Gallia Property)	1	Second Unit	Approved	Market Rate				1	
TOTALS	**70**				**2**	**1**	**10**	**57**	**70**
RHNA					**83**	**49**	**48**	**143**	**323**
Built or Approved Units					**2**	**1**	**10**	**57**	**70**
Remaining Needs					**81**	**48**	**38**	**86**	**253**

Source: Pinole Community Development Department

AVAILABILITY OF SITES FOR HOUSING

The City has developed an inventory of vacant and non-vacant sites that are suitable for future residential development. This land inventory was developed using a number of sources, including the City's GIS database, Assessor's data, and field surveys completed by City Staff. The analysis includes a listing of individual sites by general plan designation and zone as well as site size, infrastructure capacity, constraints, and a conservative estimate of development capacity. Vacant land available for residential development is primarily located on individual parcels designated for single family development throughout the City; housing opportunity sites are located along the City's commercial corridors of San Pablo Avenue, Pinole Valley Road, and Appian Way.

Currently in Pinole there are a total of 33.68 vacant acres zoned for residential use with an estimated dwelling unit potential of 67 units (**Table 6.37**). The majority of vacant sites are designated Single Family Suburban Rural or Single Family Low Density in the Land Use Element and are infill lots of 1 acre or less. Pinole's supply residentially zoned sites is not adequate to meet the remaining Regional Housing Needs Allocation (RHNA) of 253 units: 81 units for very-low households, 48 units for low households, 38 units for moderate households, and 86 units for above moderate households. Although housing starts are down in the Bay Area, and projections indicate that they will remain depressed into the near future, the City does need to continue to plan for housing development to meet its RHNA targets.

To address the remaining RHNA, the City has reevaluated development potential on vacant residential parcels in order to allow residential uses or increased densities to accommodate 262 units yet to be approved or constructed, as prescribed by HIA-6. Due to the City's small supply of developable land, the focus for potential sites will shift to sites designated for mixed and multiple family use in the Specific Plan for San Pablo Avenue, Pinole Valley Road, and Appian Way. This will accommodate a greater number of units per acre, which is generally better suited for affordable housing. Pinole's past mixed-use projects, having met with great success

and community wide acceptance, create a favorable environment that would encourage future development of similar type projects. Mixed-use development is further encouraged in the draft Specific Plan for San Pablo Avenue, Pinole Valley Road, and Appian Way. This planning document, anticipated to be adopted in 2010, identifies opportunity sites for infill mixed use development along the City's commercial corridors in close proximity to transit and other amenities.

Although a number of parcels currently allow for residential density levels of greater than 25 units per acre, not all of the available multi-family site parcels have zoning conditions that are in alignment with their General Plan designations. To minimize any potential barriers this may cause, the City is in the process of undertaking a comprehensive General Plan update and Zoning Ordinance Update, both anticipated for adoption in 2010. These efforts will ensure consistency between the General Plan and Zoning designations.

Currently, there is no land adequately zoned for the development of lower income housing based on the standards set forth in Government Code Section 65583.2(c)(3)(B) that designate a minimum density of twenty units per acre for housing for lower-income households in a suburban jurisdiction such as Pinole. Potential actions to allocate sites to meet State requirements for lower income sites are also addressed in this section. As prescribed by HIA-6, through the adoption of the proposed Corridor Specific Plan for San Palo Avenue, Pinole Valley Road, and Appian Way, the City will execute the necessary zoning updates within one year of the adoption of this Housing Element to address this deficiency.

Sites designated for potential housing development in the Housing Sites Inventory (**Table 38**), are analyzed based on their development potential. Along with site size, location, General Plan designation, zoning, and current use, the analysis includes an additional constraints category. Site constraints range from little or none to major constraints that may severely reduce development potential at a site. The constraints categories consider the following in their analysis:

Site Constraints: A severely constrained subject site may feature extensive constraints that must be addressed in order to develop housing. These may include topographic issues such as steep hillsides, sensitive environmental or biological resources, slope stability concerns, Brownfield contamination concerns, and/or requiring consolidation of more than two parcels under different ownership to assemble the site as proposed. A less constrained site may display many of the same issues to a lesser degree. Typical minor constraints that must be addressed in order to develop or redevelop site for housing may include demolition of existing underutilized or deteriorating structures, and/or consolidation of two or less parcels under different ownership to assemble the site.

Little or No Constraints: A site that features little or no constraints generally has few issues impeding its development. Such sites are typically vacant and relatively flat with no known contamination, ready utility and roadway access, and single site ownership.

The following Housing Sites Inventory includes a site identification number which corresponds to the maps in Figures 1A and 1B, with APN, size, zoning and general plan designation, existing use, potential housing capacity, and potential site constraints.

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Table 6.37
Housing Sites Inventory: Vacant Sites

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Table 6.37
Housing Sites Inventory: Vacant Sites

Site Identifier	Parcel Number	Acres	*General Plan Capacity* General Plan Designation	Allowable Density (DUAC)	*Zoning Capacity* Existing Zoning	Zoning Allowable Density	Conservative Site Capacity Estimate	Current Use	Lot Consolidation Opportunity	Site Constraints
Vacant Sites										
1	430-260-001	0.24	LDR	1-7	R1	Min lot size[1]	1	Vacant	No	Little/No
2	430-260-012	0.34	LDR	1-7	R1	Min lot size	1	Vacant	No	Little/No
3	430-260-013	0.26	LDR	1-7	R1	Min lot size	1	Vacant	No	Little/No
4	430-260-015	2.92	LDR	1-7	R1	Min lot size	3	Vacant	No	Little/No
5	430-260-022	0.58	LDR	1-7	R1	Min lot size	1	Vacant	No	Little/No
6	430-260-026	0.23	LDR	1-7	R1	Min lot size	1	Vacant	No	Little/No
7	430-260-028	0.24	LDR	1-7	R1	Min lot size	1	Vacant	No	Little/No
8	430-260-031	0.27	LDR	1-7	R1	Min lot size	1	Vacant	No	Little/No
9	401-135-003	0.24	LDR	1-7	R1	Min lot size	1	Vacant	No	Little/No
10	401-100-046	0.23	LDR	1-7	R1	Min lot size	1	Vacant	No	Little/No
11	401-193-003	0.17	LDR	1-7	R1	Min lot size	1	Vacant	No	Little/No
12	402-166-030	0.60	MU (High Density)	16-25	MU		9	Vacant	No	Little/No
13	360-540-001	0.62	SR	<1	PD		1	Vacant	No	Little/No
14	360-540-004	7.54	SR	<1	PD		7	Vacant	No	Little/No
15	360-540-005	2.77	SR	<1	PD		2	Vacant	No	Little/No
16	360-663-030	0.79	SR	<1	PD		1	Vacant	No	Little/No
17	360-442-019	0.34	LDR	1-7	R1	Min lot size	1	Vacant	No	Little/No
18	360-382-030	1.32	LDR	1-7	R1	Min lot size	2	Vacant	No	Little/No
19	402-090-002	0.14	LDR	1-7	R1	Min lot size	1	Vacant	No	Little/No
20	402-090-001	0.29	LDR	1-7	R1	Min lot size	1	Vacant	No	Little/No
21	402-040-044	0.10	MU HDR/NC	16-25	PD		2	Vacant	No	Little/No
22	403-500-020	0.14	LDR	1-7	R1	Min lot size	1	Vacant	No	Little/No
23	403-500-021	0.14	LDR	1-7	R1	Min lot size	1	Vacant	No	Little/No
24	402-021-012	5.85	LDR	1-7	R1	Min lot size	6	Vacant	No	Little/No

[1] Note: Density for R1, SR vacant sites is based on minimum lot size. The minimum site area is 6,000 square feet for a single-family dwelling on an interior lot and 7,500 square feet for a single family dwelling on a corner lot. The minimum lot area is 65,000 square feet for Suburban/Rural Residential Districts (SR). Sites 29, 30, and 31 are smaller than the min. lot size, but are typical of the neighborhoods in which they are located and, with Planning approval, could accommodate a single family residence.

Site Identifier	Parcel Number	Acres	General Plan Capacity General Plan Designation	Allowable Density (DUAC)	Zoning Capacity Existing Zoning	Zoning Allowable Density	Conservative Site Capacity Estimate	Current Use	Lot Consolidation Opportunity	Site Constraints
25	401-080-055 401-080-056 401-080-057	0.29 0.29 0.29	LDR	1-7	R1	Min lot size	3	Vacant	Yes	Site Constraints: Access and utility easements on site.
26	401-080-058 401-080-059 401-080-060	0.29 0.96 0.95	LDR	1-7	R1	Min lot size	4	Vacant	Yes	Site Constraints: Access and utility easements onsite,
27	402-013-060 402-013-061	0.58 0.18	LDR	1-7	R1	Min lot size	1	Vacant	Yes	Little/No
28	401-094-016	0.66	MDR	8-15	R-4		5	Vacant	No	Little/No
29	360-231-001	2.50	LDR	1-7	R1	Min lot size	3	Vacant	No	Little/No
30	401-193-006	0.11	LDR	1-7	R1	Min lot size	1	Vacant	No	Little/No
31	401-192-014	0.11	LDR	1-7	R1	Min lot size	1	Vacant	Yes	Little/No
32	401-192-015	0.11	LDR	1-7	R1	Min lot size	1	Vacant	Yes	Little/No
TOTAL							**67**			

Table 6.38
Housing Sites Inventory: Corridor Specific Plan Housing Opportunity Sites

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Table 6.38
Housing Sites Inventory: Corridor Specific Plan Housing Opportunity Sites

		General Plan Capacity / Current Zoning Capacity			Zoning Capacity *at adoption of proposed Specific Plan for San Pablo Avenue, Pinole Valley Road, and Appian Way*[1]					
Site Identifier	**Parcel Number**	**Acres**	**General Plan Designation/ Zoning**	**Allowable Density (DUAC) GP/Zoning**	**Proposed Zoning**	**Zoning Allowable Density**	**Zoning Realistic Capacity**	**Current Use**	**Lot Consolidation Opportunity**	**Site Constraints**
Appian Way Proposed Corridor Specific Plan Housing Opportunity Sites										
33	402-282-001	0.48	Regional Commercial/ C1	0/0	CMU and HDR *Zone at least 2.5 acres HDR at 20.1 to 30.0 DUAC. Zone remainder CMU at 20.1 to 30 DUAC (with limit of 49% of CMU for residential).*	CMU: 20.1-30 DUAC (up to 49% of site) HDR: 20.1-30 DUAC	**5**	Aging strip commercial shopping center with national grocery and pharmacy tenants, banking, and neighborhood serving retail. Some vacancies at site. Current site coverage approximately 18%. Substantial portion of the site is surface parking; opportunities for infill or rebuild. Close proximity to Interstate 80.	Yes	**Site Constraints:** Lot consolidation
	402-282-002	0.431					4			
	402-282-020	0.67					6			
	402-282-019	0.29					3			
	402-282-017	1.00					10			
	402-282-018	2.07					20			
	402-282-005	1.84					18			
	402-282-006	0.33					3			
	402-282-007	0.05					0			
	402-282-008	0.03					0			
	402-282-009	0.23					2			
	402-282-010	0.41					4			
	402-282-013	4.93					48			
	402-282-014	0.18					2			
	402-282-016	0.02					0			
		12.961					***Total Units: 125***[2]			

[1] Zoning designations and dwelling unit capacities will be adopted with the Specific Plan for San Pablo Avenue, Pinole Valley Road, and Appian Way.

Proposed Zoning/Dwelling Unit Potential based on Specific Plan Designations.

Very High Density Residential (VHDR) zones allow up to 100% of site acreage to be developed as residential with 35.1 dwelling units per acre (DUAC). Proposed Site Unit Potential for VHDR computed as 35 DUAC for 100% of site area.

Commercial Mixed Use (CMU) zones allow up to 50% of site acreage to be developed as residential with 20 to 30 dwelling units per acre (DUAC). Proposed Site Unit Potential for CMU computed as 20 DUAC for 50% of site area.

Residential Mixed Use (RMU) zones allow up to 100% of site acreage to be developed as residential with 20 to 30 dwelling units per acre (DUAC). Proposed Site Unit Potential for RMU computed as 10 DUAC for 100% of site area. RMU unit potential does not count towards meeting RHNA at the very low- and low-income levels.

High Density Residential (HDR) zones allow up to 100% of site acreage to be developed as residential with 20 to 30 dwelling units per acre (DUAC). Proposed Site Unit Potential for HDR computed as 20 DUAC for 100% of site area.

Office Professional Mixed Use (OPMU) allow up to 50% of site acreage to be developed as residential with 20 to 30 dwelling units per acre (DUAC). Proposed Site Unit Potential for OPMU computed as 20 DUAC for 50% of site area.

Site Identifier	Parcel Number	Acres	General Plan Capacity / Current Zoning Capacity: General Plan Designation/ Zoning	General Plan Capacity / Current Zoning Capacity: Allowable Density (DUAC) GP/Zoning	Zoning Capacity *at adoption of proposed Specific Plan for San Pablo Avenue, Pinole Valley Road, and Appian Way*[1]: Proposed Zoning	Zoning Capacity *at adoption of proposed Specific Plan for San Pablo Avenue, Pinole Valley Road, and Appian Way*[1]: Zoning Allowable Density	Zoning Capacity *at adoption of proposed Specific Plan for San Pablo Avenue, Pinole Valley Road, and Appian Way*[1]: Zoning Realistic Capacity	Current Use	Lot Consolidation Opportunity	Site Constraints
34	401-240-017	4.17	Major Institution—Medical / PA Professional and Administrative	0	CMU and RMU *Zone 401-240-017 CMU; Zone 401-240-018 RMU*	20.1-30 DUAC	41	Medical Office Building (currently vacant) built in 1962. Both parcels under same ownership.	Yes	Little/No
	401-240-018	3.60					72			
		7.77					***Total Units: 113***			
Pinole Valley Road Corridor Specific Plan Housing Opportunity Sites										
35	360-010-021	1.77	Neighborhood Commercial/ C1	0	HDR	20.1-30 DUAC	***35***	Underdeveloped site on Pinole Valley Road currently used as a church. Approximately 5% site coverage; two buildings in average repair. Backs to three-story multi-family housing.	No.	Little/No
36	401-410-014	2.22	Neighborhood Commercial/ C1	0	CMU	20.1-30 DUAC	22	Vacant	Yes Adjacent to site 36	Little/No
	401-410-015	0.76					7			
	401-410-016	1.46					14			
		4.44					***Total Units: 43***			
37	404-410-005	2.23	Neighborhood Commercial/ C1	0	OPMU	20.1-30 DUAC	***21***	Aging structure housing bowling alley. Substantial on-site surface parking.	Yes Adjacent to site 36	Little/No
San Pablo Avenue Corridor Specific Plan Housing Opportunity Sites										
38	402-023-007	1.05	MU High Density Residential - Neighborhood Commercial / C2 Central	15-25 / 0	VHDR (Very High Density Residential)	35.1-50.0 DUAC	37	5,710 sq. ft. office building built in 1984. Two-story building with surface parking. Condition is average for building of this age.	Yes	Site Constraints: Lot consolidation
	402-023-002	0.34					12	14,810 sq. ft. vacant		

[2] Individual parcel unit count and resulting total unit count for site 33 based on calculation at dwelling unit potential for 100% of the site as CMU. Proposed zoning calls for 2.5 acres HDR at site, which would allow for additional residential capacity at the site.

Site Identifier	Parcel Number	Acres	General Plan Capacity / Current Zoning Capacity General Plan Designation/ Zoning	Allowable Density (DUAC) GP/Zoning	Zoning Capacity *at adoption of proposed Specific Plan for San Pablo Avenue, Pinole Valley Road, and Appian Way*[1] Proposed Zoning	Zoning Allowable Density	Zoning Realistic Capacity	Current Use	Lot Consolidation Opportunity	Site Constraints
			Business					commercial lot.		
	402-023-008	0.65					23	1,176 sq. ft. single family house on 6,804 square foot lot built in 1934. There may be slope stability issues affecting the home's foundation.		
	402-023-006	0.17					6	2,211 sq. ft. single family house on 7,560 square foot lot built in 1957. There may be slope stability issues affecting the home's foundation.		
	402-023-009	0.25					9	10,836 sq. ft. bank-owned vacant residential lot.		
	402-022-001	1.45					51	972 sq. ft. single family house in poor condition built in 1901 on a 31,625 square foot (largely) vacant residential lot. The lot is currently used for storage on non-operable cars and debris.		
	NA (Madrone Ave. between Encina Ave and San Pablo Ave.)	0.23					8			
		4.14					***Total Units: 146***			
Total							***483***			

Additional Sites Analysis
In addition to vacant sites already designated for residential development, the inventory identifies a number of sites included in the proposed Corridor Specific Plan for San Pablo Avenue, Pinole Valley Road, and Appian Way. The Corridor Specific Plan is in the final stages of draft review, and the inclusion of high density residential and mixed use sites in the Specific Plan corridors can yield enough new housing units to exceed the City's RHNA through 2014. To show the potential for residential development to meet the remaining RHNA, a site by site inventory and analysis of the most suitable sites for development in Pinole was conducted (**Table 6.38** above). This section provides detailed information about the Corridor Specific Plan Housing Opportunity sites identified in this Housing Element.

Consistent with the goals and policies identified in this Housing Element, the Corridor Specific Plan is tailored to foster livable pedestrian and transit-oriented corridors. These sites were identified as suitable based on location, expressed interest in redevelopment by property owners and developers, intensity of existing development, access to utilities, and public services as well as the condition of the existing buildings and uses. The density of the identified sites is designed to facilitate the development of housing affordable to lower-income households.

Corridor Specific Plan Opportunity Sites
All of the sites identified in the inventory of sites are located within one of the City's three commercial corridors and are included in the Corridor Specific Plan. The Corridor Specific Plan for San Pablo Avenue, Pinole Valley Road, and Appian Way, which is currently under final draft revisions and is anticipated for adoption in 2010, provides for the expansion of housing options in Pinole by encouraging compact, pedestrian and transit-oriented mixed use and high density residential development along the commercial corridors.

Appian Way Proposed Corridor Specific Plan Opportunity Sites

- ***Site 33:*** Site 33 is located within the Appian Way Corridor at the intersection of Appian Way and Tara Hills Drive near the Appian Way interchange along Interstate 80. The site is home to a commercial shopping center featuring grocery and pharmacy anchor tenants as well as a number of neighborhood serving commercial uses, including banking, retail, and food establishments. The center was developed in the 1960s and consistent with development patterns popular at that time, features extensive surface parking, and some of the buildings onsite are beginning to show signs of age. A few portions of the site remain undeveloped. Given the location and the current development intensity at the site, the City estimates a potential for at least 125 new residential units at this site. The site is within the City's Redevelopment Project area. Community Redevelopment law requires that 15 percent of all new housing units within redevelopment areas must be affordable to very low, low, or moderate-income households, further ensuring the development of affordable housing at the site. Although the site is comprised of fifteen separate parcels, the majority of the property is under a single ownership.
- ***Site 34:*** Site 34 is located within the Appian Way Corridor at Canyon Drive. The site was developed for medical use in 1962 and is the former home of Doctors Hospital. The site is currently without a tenant. Surface parking covers approximately one third of the site. The Corridor Specific Plan anticipates the site for commercial and residential mixed

use development with an estimated capacity for at least 113 new residential units at the site. The site is also within the City's Redevelopment Project Area, further ensuring the affordability of potential residential development at the site.

Pinole Valley Road Proposed Corridor Specific Plan Opportunity Sites

- ***Site 35:*** Site 35 is located within the Pinole Valley Road Corridor along Pinole Valley Road near the Pinole Valley High School. The site is just south of the recently revitalized Pinole Valley Shopping Center and directly across from a small commercial center. The site is currently home to a church. With only two small structures on the parcel, site coverage is approximately five percent. The site backs to three story attached residential development, making this a good candidate site for higher density mixed use development. The City estimates a conservative residential development capacity of at least 35 new housing units at the site.
- ***Site 36:*** Site 36 is located within the Pinole Valley Road Corridor, just north of Interstate 80 and across from the Kaiser Medical Offices. The vacant site is designated for Commercial Mixed Use in the Corridor Specific Plan and is owned by the City's Redevelopment Agency. A medical office user expressed interest in the site during more certain economic times; however, no plans for use of the site have been submitted for City review. The City's analysis estimates that 43 new residential units could be achieved at the site. In addition, the site is within the City's Redevelopment Project Area; therefore, the affordability of a portion of any future residential units is guaranteed by California Community Redevelopment Law. Site 36 is adjacent to site 37, and the parcels could be assembled to accommodate a larger scale project.
- ***Site 37:*** Site 37 is located within the Pinole Valley Road Corridor, just north of Interstate 80 and across from the Kaiser Medical Offices. The site is adjacent to the Pinole Valley Road interchange and features transit access. The site is under single ownership. Site 37 was developed in 1980 and is currently occupied by a bowling alley. A large portion of the site is currently used for surface parking. The City's analysis estimates that at least 21 new residential units could be achieved at the site. Site 37 is adjacent to site 36, and the parcels could be assembled to accommodate a larger scale project.

San Pablo Avenue Proposed Corridor Specific Plan Opportunity Sites

- ***Site 38:*** Site 38 is located along the San Pablo Avenue Corridor, just west of Old Town Pinole. The site is designated for Very High Density Residential development in the Corridor Specific Plan. Each of the six parcels that make up the site are currently under separate ownership and the site features a wide range of uses. These uses are detailed by parcel in Table 38 and include an office building, vacant and storage lots, and single family homes in various states of repair. The site's location along San Pablo Avenue makes it a prime candidate for redevelopment, and the lot consolidation incentives described in this Housing Element may be utilized to assist in the process. The site provides development opportunity for at least 144 new residential units.

Table 6.39 summarizes the combined development potential of the vacant land zoned for residential development alongside the development potential of the Specific Plan sites proposed

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to be rezoned for high density residential and mixed use with the adoption of the draft Corridor Specific Plan for San Pablo Avenue, Pinole Valley Road, and Appian Way. Taken together, these sites have more than adequate development potential to accommodate housing to meet the RHNA needs. The City anticipates adoption of the Corridor Specific Plan in 2010, and as outlined in HIA-6, commits to rezone the identified opportunity sites for residential development to meet the City's RHNA within one year of the adoption of this Housing Element. The 297 unit development capacity surplus further demonstrates the City's commitment to provide adequate sites for residential development, and a commitment to plan for future residential development; allocating a surplus of sites will help encourage development should market or private developer conditions make development of one or more of the identified sites infeasible before 2014.

Table 6.39
Land Available for Development: Vacant Residential and Corridor Specific Plan Sites

	Very Low	Low	Moderate	Above Moderate	Total
RHNA	**83**	**49**	**48**	**143**	**323**
Built/Approved	**2**	**1**	**10**	**57**	**57**
Remaining Need[1]	**81**	**48**	**38**	**86**	**253**
Remaining Need	**81**	**48**	**38**	**86**	**253**
Vacant Residential Capacity (Minimum)[2]			**3**	**64**	**67**
Specific Plan Residential Capacity[3] (Minimum)	**81[6]**	**48[4]**	**38**	**316**	**483**
Surplus Capacity					**297**

Figures 1A (map of Pinole north of Interstate 80) **and 1B** (map of Pinole south of Interstate 80) map the locations of the Vacant Residential and proposed Residential Opportunity Sites; specific sites may be referenced via the number in the "Site Identifier" for each site.

[1] See Table 36 for details on built/approved units 2007 to present

[2] Existing residential capacity calculated to provide for moderate or above moderate units as no vacant sites are zoned to accommodate 20 or greater dwelling units per acre. 3 moderate units are calculated based on 15% of the unit potential in vacant residential zones within the Redevelopment Project Area (15% of 23 units possible from development of sites 9, 12, 21, 24, 25, 26, 27).

[3] All Corridor Specific Plan Housing Opportunity Sites are proposed at 20 or more dwelling units per acre, and, therefore, can meet the needs of all affordability groups as prescribed by State law. Therefore, the units are distributed across the income levels based on the remaining need, with the excess allocated to "above moderate."

[4] Per State Housing Law, at least 50% of the RHNA for lower-income households must be accommodated on sites designated for residential use only. The remaining residential need for lower income households is 129; therefore, the City must plan for at least 65 residential units on sites designated exclusively for residential development at 20 or more dwelling units per acre. Corridor Specific Plan Housing Opportunity Sites 35 and 38 are designated for exclusively residential use at the appropriate densities. These sites provide for at least 180 dwelling units.

Figure 1A:
Housing Sites North of Interstate-80

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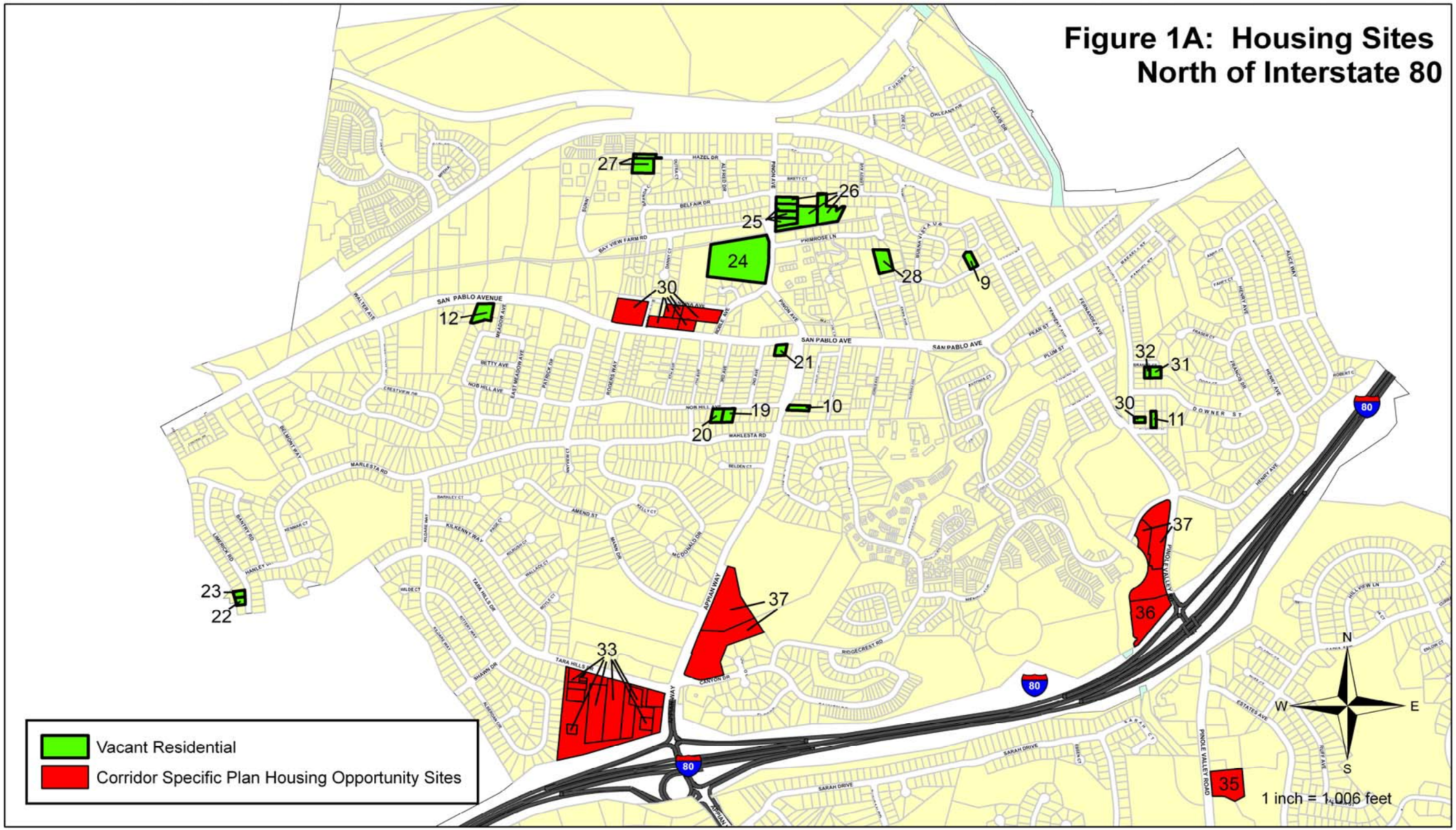
Figure 1A: Housing Sites
North of Interstate 80
Vacant Residential
Corridor Specific Plan Housing Opportunity Sites
1 inch = 1,006 feet
N
S
E
W
SAN PABLO AVENUE
SAN PABLO AVE
MARLESTA RD
APPIAN WAY
PINOLE VALLEY ROAD
80
9
10
11
12
19
20
21
22
23
24
25
26
27
28
30
31
32
33
35
36
37

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Figure 1B:
Housing Sites South of Interstate-80

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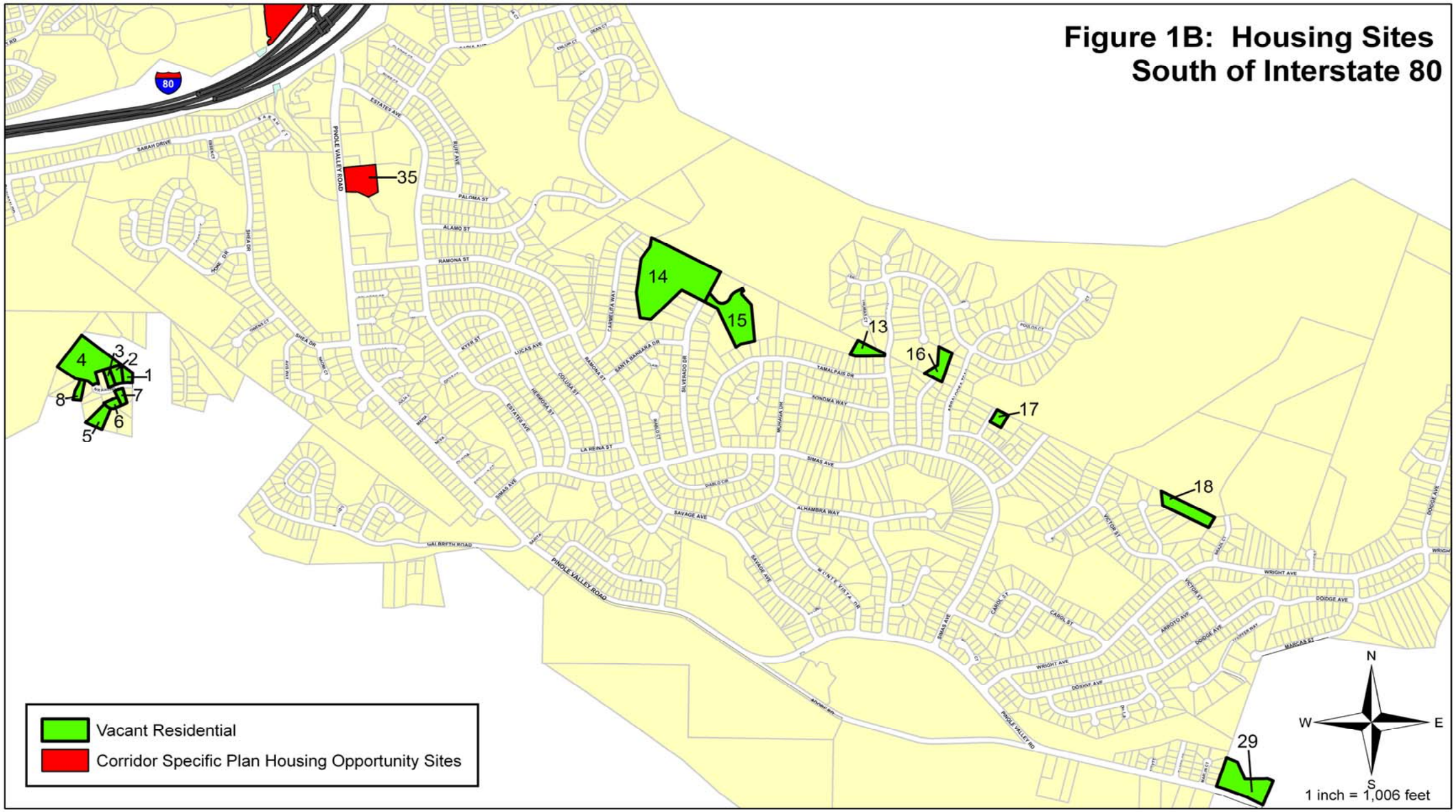
Figure 1B: Housing Sites
South of Interstate 80
Vacant Residential
Corridor Specific Plan Housing Opportunity Sites
1 inch = 1,006 feet
N
S
E
W
80
35
14
15
13
16
17
18
29
1
2
3
4
5
6
7
8
PINOLE VALLEY ROAD
ESTATES AVE
PALOMA ST
ALAMO ST
RAMONA ST
SARAH DRIVE
SHILA DR
KYER ST
LUCAS AVE
COLUSA ST
HERMOSA ST
LA REINA ST
SANTA BARBARA DR
SILVERADO DR
TAMALPAIS DR
SONOMA WAY
SIMAS AVE
ALHAMBRA WAY
SAVAGE AVE
GALBRETH ROAD
CAROL ST
VICTOR ST
ARROYO AVE
WRIGHT AVE
DODGE AVE
MARCAS ST

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CURRENT HOUSING PROJECTS

The City currently has no active planning applications for residential projects yet to be approved. As mentioned elsewhere in this Element, the recent economic downturn and credit crisis in conjunction with the City's lack of vacant parcels suitable for larger developments has significantly impacted housing development projects. The City is continuing to move forward with the Specific Plan process for the commercial corridors and the General Plan and Zoning Ordinance Update in order to remove as many barriers as possible from potential housing development projects.

INFRASTRUCTURE

All vacant or underutilized land currently available for development in the City of Pinole has the infrastructure necessary for development.

Water Sewer Gas Electric & Phone Service
East Bay Municipal Utility District (EBMUD) provides water service and the Pinole Sewer District and West County Wastewater Sewer District provide sewage services to the City. Currently there is adequate capacity available within EBMUD and both sewer districts to handle all future development within the Pinole Planning Area. The installed lines that provide gas distribution, electric circuit and telephone service are also adequate to handle all future development within the Pinole Planning Area.

Solid Waste
Richmond Sanitary Service provides solid waste disposal. Although West Contra Costa County landfill recently reached its capacity level, the Keller Canyon landfill will continue to meet the needs of the current residents of Pinole as well as any anticipated future growth during the current planning period.

Public Schools
Schools within the Pinole Planning Area previously served part of the Hercules' school population, and thus Pinole schools were operating above capacity for all grade levels. To help alleviate this situation, an elementary and combined middle and high school were constructed in Hercules. The opening of these schools provided for additional capacity in the Pinole schools that will allow for growth resulting from future development in the Pinole Planning Area.

Fire Protection
The City of Pinole provides fire protection for all but a small portion of the Pinole Planning Area located in the vicinity of EBMUD's reservoir off Rancho Road. The City's two fire stations currently allow for a 5-minute response time to any location in the City.

Police Protection
The number of sworn personnel is 32 and is within the accepted 1 per 1,000 population. With the development of the remaining land within the City, the demand for personnel will increase. The cost of providing additional personnel could affect the cost of new housing in the form of increased fees or special assessments.

FINANCIAL RESOURCES

There are a wide variety of resources provided through federal, state and local programs to support affordable housing development and related programs and services. While the number and variety of programs is considerable, it is essential to note that *the availability of funding through these programs is inadequate compared to the need that exists.* As a result, there is considerable competition for the program funds that are available, and development projects will need to draw upon multiple resources to be financially feasible. Local government resources, which have historically played a less important role in supporting housing development, now play a fairly significant role by making local developments more competitive for federal and state financing.

When developments are able to demonstrate a financial commitment and contribution from local sources—especially if coupled with regulatory support through policies such as fast track processing, fee subsidies, and/or density bonuses—they are better able to leverage funding from other "outside" sources. Additionally, all funding sources require separate reporting and data collection. When multiple funding sources are used, as is most often the case, additional burdens are placed on developers to track the information required and report on a timely basis.

Federal Resources

Federal housing assistance takes many forms. The single largest (and often least recognized) federal program is the mortgage interest tax deduction. The California Housing Plan (2000) reports that federal assistance for affordable housing was only $17.2 billion nationwide in 1996. This assistance was primarily used to maintain and operate the existing supply of affordable housing. Outlays for new construction were considerably lower.

California localities receive federal subsidies for affordable housing through a number of programs. Federal programs often change in terms of program details, application procedures, and amount of subsidy dollars available. For detailed descriptions, current subsidy levels, and up-to-date application procedures, refer to program literature available on-line from the US Department of Housing and Urban Development (http://www.hud.gov). Some of the largest programs, based on current funding levels, are described in **Appendix E**.

State Resources

State agencies play an important role in providing housing assistance by allocating federal housing funds and/or making loans available to affordable housing developments. The three principal agencies involved are the State Treasurer's Office, the California Housing Finance Agency (CalHFA), and the California Department of Housing and Community Development (HCD).

Programs for housing assistance change frequently and detailed descriptions of programs, application procedures and amounts of subsidy available are provided by the concerned agencies. The major sources of state housing assistance are detailed in **Appendix E**.

LOCAL RESOURCES

As noted in the introduction to this section, local government resources have historically played a less important role in supporting housing development, but now play a fairly significant role by

making local developments more competitive for federal and state financing. When developments are able to demonstrate a financial commitment and contribution from local sources, they are better able to leverage funding from other outside sources. Local resources, which included mortgage credit certificates, home ownership programs, and perhaps most importantly redevelopment powers, are detailed in **Appendix E.**

OPPORTUNITIES FOR ENERGY CONSERVATION

Since the deregulation of energy companies in 1998, the price of energy has skyrocketed, making energy costs an often substantial portion of housing costs. Effective energy conservation measures built into or added to existing housing can help residents manage their housing costs over time and keep lower income households affordably housed.

Homes built after 1975 use about half as much energy as homes built before then as a result of stricter California energy conservation standards. Minimizing energy used for space and water heating as well as air conditioning can significantly increase the affordability of housing. Most residential structures can be retrofitted with conservation measures that provide nearly the energy savings achieved in recent new construction. Many can also be retrofitted with passive design measures, such as the addition of a solarium or south-facing windows in conjunction with a heat storage mass.

Conservation can also be achieved through a number of cost-effective energy saving programs offered through local energy providers (PG&E), the State of California, and the federal government. For example, PG&E offers the “Energy Partners” program that provides income-qualified customers an energy audit and free energy education, weatherization measures and energy-efficient appliances to reduce gas and electric usage. In addition, State and federal appliance standards now require manufacturers to produce and sell appliances according to specified energy-consumption performance criteria, and the Energy Crisis Intervention Program, funded by the State Department of Economic Opportunity, helps low income residents pay delinquent energy bills to avoid interruption of service.

The City itself has promoted energy conservation by making information regarding energy conservation available to the public. In addition, the guidelines for the Agency’s Residential Rehabilitation Program were changed to allow funding to be used for energy conservation improvements. The City is also exploring and encouraging energy efficiency through goal 5 of this Housing Element, Energy-Efficiency, Conservation, and Sustainable Residential Development and related Housing Implementation Programs HIA-25 through HIP-27. Finally, the City is already encouraging energy conservation in new and existing buildings through:

(1) Application of State residential building standards that establish energy performance criteria for new residential buildings (Title 24 of the California Administrative Code); and

(2) Appropriate land use policies and development standards that reduce energy consumption, such as promoting more compact, walkable neighborhoods with housing close to transit, jobs, community facilities and shopping; encouraging infill development; planning and zoning for multi-use and higher density development; permitting common walls and cluster

development; and promoting passive and active solar design elements and systems in new and rehabilitated housing.

Through these and other conservation measures the City seeks to help minimize the percentage of household income that must be dedicated to energy costs as well as the use of nonrenewable resources.

Section 5: Housing Accomplishments

The City of Pinole's current Housing Element was adopted in 2003. The 2003 Housing Element goals were identified as follows:

- **MONITOR HOUSING NEEDS:** Work together to achieve the City's housing goals and monitor accomplishments in order to respond to housing needs effectively over time.
- **PROTECT EXISTING CHARACTER AND HERITAGE:** Protect and enhance the integrity and distinctive character and heritage of Pinole by encouraging the development of high quality, well-designed housing and conserving existing housing.
- **PROVIDE ADEQUATE SERVICES AND FACILITIES:** Provide adequate services and facilities to meet the needs of the City's current and future population.
- **HOUSING NEED:** Within the context of retaining existing community character and providing adequate services and facilities, maintain the current social diversity that exists in Pinole by providing a mix of housing types and prices that meet the City's fair share of regional housing needs and its specific housing needs as identified in the Housing Element.

Each of these goals featured a series of policies and identified implementation plans that outlined how the goals would be accomplished. The progress achieved through the implementation programs provides evidence that the goals and policies of the element have been effective in addressing Pinole's housing needs and have provided a foundation for several community-based housing activities. In addition, having the housing element in place provided the City additional leverage to capture funding from outside sources to further its housing goals.

PROGRAM ACCOMPLISHMENTS: PRODUCTION OF HOUSING & AFFORDABLE HOUSING

A total of 75 housing units were created in Pinole between 2003 and 2007[5]. Of these, 9 units were sold or covenanted and rented as affordable to very-low, low-, or moderate-income households. These units represent the City's commitment to ensuring that at least 15% of the units in each development within the Redevelopment Project Area are affordable with covenants restricting and ensuring their affordability.

The City's Redevelopment Agency has played a critical role in the production of Pinole's affordable units, providing various financial incentives to both private and non-profit developers.

[5] According to the California State Department of Finance E-5 Report, in 2003 there were a total of 6,917 housing units in Pinole and in 2007 there were a total of 6,992 housing units in Pinole.

These incentives included loans, grants, short-term financing, public-private partnerships and land write-downs.

EVALUATION & EFFECTIVENESS OF ELEMENT

The review and evaluation of the previous Housing Element found that the 2003 goals continue to remain appropriate. With some minor modifications and additions, these goals carry forward in this Housing Element. **Appendix D** includes a complete evaluation of the 2003 Housing Element Implementation Programs. As outlined in **Appendix D**, the progress made through the 2003 Housing Element Implementation Programs was found to be effective, and remaining tasks continue to be relevant goals that the City will continue to work toward meeting. In addition, the evaluation identifies areas that could be better addressed through new policies and programs, which are incorporated in Section 6, Quantified Housing Objectives and Housing Plan, of this Element. Therefore, the majority of policies and implementation programs are carried forward in the updated Housing Element.

QUANTIFIED HOUSING OBJECTIVES & HOUSING PLAN

QUANTIFIED HOUSING OBJECTIVES

This Housing Element includes quantified objectives for the number of units that can be reasonably be expected to be rehabilitated, conserved or constructed during the next five years. The quantified objectives expected to be met through Housing Element programs are estimated based on past program performance, construction trends, land availability and anticipated future program funding. These objectives reflect current economic conditions and the dramatic decrease in housing starts between 2008 and 2010; for example, only one housing unit was constructed in Pinole in 2009. Assumptions for specific programs are summarized in the Housing Programs section under each program.

Summary of Quantified Objectives

Units to be Rehabilitated (2007-2014)	
Extremely Low Income Ownership Units	5
Very Low Income Ownership Units	10
Low Income Ownership Units	10
Moderate Income Ownership Units	10
Total Ownership Units	*35*
Extremely Low Income Rental Units	0
Very Low Income Rental Units	5
Low Income Rental Units	5
Moderate Income Rental Units	5
Total Rental Units	*15*
Total Units Rehabilitated	**50**
Units Anticipated to be Constructed (2007 -2014)	
Extremely Low Income Units Anticipated to be Constructed	**4**
Very Low Income Units Anticipated to be Constructed	**4**
Low Income Units Anticipated to be Constructed	**5**
Moderate Income Units Anticipated to be Constructed	**4**
Above Moderate Units Anticipated to be Constructed	**8**
Total Units Anticipated to be Constructed	**25**
Units Built or Approved, 2007-2010	70 (57 above mod., 10 mod., 1 low, 2 v.low)

HOUSING PLAN

The primary challenge of the Housing Element is to properly manage local housing needs while ensuring that new housing will “fit-in” with the character, quality, environmental constraints, and resources of the community. Questions to help with this assessment include:

- **What Kind of Housing Do We Need?** What types of housing fit with our workforce housing needs, household characteristics, and ability to pay for housing?
- **Where Can We Appropriately Put New Housing?** Where in our city can additional residential units be accommodated, especially for very low, low, and moderate income households?

- **How Can We Effectively Work Together?** What can local governments do – in collaboration with community organizations, other agencies, non-profits, and for-profit developers – to encourage the construction of needed workforce and special needs housing?
- **How Can We Effectively Help Special Needs Groups?** What can be done to assist those households with special needs such as the elderly, homeless, physically or emotional disabled, and others?

This section sets forth a framework for implementing the housing element. There are many external factors affecting housing needs in Pinole and the City's ability to meet that need. Balanced with these housing needs is the challenge of (1) meeting our allocation of regional housing needs; (2) finding appropriate sites for housing when there is a limited amount of developable land in Pinole that is suitable for housing, especially for multiple family housing; and, (3) ensuring a "fit" of new housing with our long-standing commitment to maintain community character and environmental quality.

In recognition of the aforementioned conditions and challenges, this Housing Element includes goals, polices, and implementing programs (see **Appendix G** for summary of programs) that identify the housing goals the City will try to achieve, both alone and in partnership with other agencies, and how the City will work to achieve them.

GOALS, POLICIES, AND ACTIONS[6]

GOAL H.1 **MONITOR HOUSING NEEDS.**
Work together with interested parties to achieve the City's housing goals and monitor accomplishments in order to respond to housing needs effectively over time.

POLICY H.1.1 **MAINTAIN ACTIVE CITY LEADERSHIP.** Provide an active leadership role in helping attain the objectives of the City's Housing Element by following through on the actions prescribed in the Housing Element in a timely manner and monitoring progress annually.

POLICY H.1.2 **ASSURE PUBLIC PARTICIPATION.** Encourage and support early public participation in the development and review of City housing policy from all economic segments of the community, including encouraging neighborhood level planning and working with community group and other interest groups. Encourage developers of any major project to have neighborhood meetings with residents early in the process to undertake early problem solving and facilitate more informed, faster and constructive development review.

[6] 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.

POLICY H.1.3 **COORDINATE WITH WEST COUNTY JURISDICTIONS.** Work cooperatively to plan for the satisfaction of regional housing needs, including the development of affordable housing units for all economic segments.

ACTION H.1.1 **CONDUCT AN ANNUAL HOUSING ELEMENT REVIEW.** Provide for annual review of the Housing Element, with opportunities for public input and discussion, in conjunction with State requirements for a written review by April 1 of each year (per Government Code Section 65583(3)). As part of the Annual Housing Element Review, the City will conduct a General Plan internal consistency review (HIA-1).[7]
TARGET: Ongoing (annually)
RESPONSIBLE ENTITY: Pinole Community Development Department

ACTION H.1.2 **EXPLORE HOUSING DEVELOPMENT PARTNERSHIPS.** The City shall seek out opportunities to work with other public agencies by identifying housing grant funding opportunities to encourage and implement improvements and expansion of housing supply and work with developers by creating a developer interest list and periodically assessing development needs to encourage new residential development to provide affordable housing (HIA-2).
TARGET: Ongoing.
RESPONSIBLE ENTITY: Pinole Community Development Department

ACTION H.1.3. **PERIODICALLY REVIEW RESIDENTIAL DEVELOPMENT REQUIREMENTS.** Consider designating sites meeting appropriate criteria for higher density housing. Planning should utilize the following when monitoring the effectiveness of established development standards to help address housing needs.

- Use of Specific Plans to expedite processing for infill and affordable housing developments.
- For key housing opportunity sites, provide development standards and design objectives to streamline the development review process for projects that are consistent with applicable Specific Plans and the General Plan.
- Identify the mix of uses, minimum density standards, density bonuses, or a percentage of affordable units.
- Provision of clear guidelines and incentives for the development of housing in conformance with current state laws and to identify specific ways to streamline processing for subsequent development proposals. (HIA-3)

TARGET: Ongoing (as necessary)
RESPONSIBLE ENTITY: Pinole Community Development Department

[7] This Housing Element was updated and adopted in advance of the remaining chapters of the Pinole General Plan. In an effort to standardize the document formatting, the Housing Element goals, policies, and actions have been numbered in accordance with the format adopted for the balance of the adopted General Plan. The action items as numbered at adoption are included in parenthesis following each action item.

ACTION H.1.4 **ZONING ORDINANCE UPDATE.** Update the Pinole Zoning Ordinance to be consistent with the General Plan to ensure consistency with the elements of the updated General Plan, including this Housing Element. (HIA-4)
TARGET: Within one year of adoption of this Housing Element.
RESPONSIBLE ENTITY: Pinole Community Development Department, Pinole City Council

GOAL H.2 **PROTECT EXISTING CHARACTER AND HERITAGE.**
Protect and enhance the integrity and distinctive character and heritage of Pinole encouraging the development of high-quality, well-designed housing and conserving existing housing.

POLICY H.2.1 **PROTECT NEIGHBORHOOD INTEGRITY THROUGH DESIGN.** Enhance neighborhood identity and sense of community by designing new housing to have a sensitive transition of scale and compatibility in form with the surrounding neighborhood.

POLICY H.2.2 **ENCOURAGE SENSITIVITY TO NATURAL FEATURES.** Define and implement design controls for development which respond to the community's preservation, image, and open space goals. Continue review of residential development, especially in areas of seismic, geologic, slope stability, flooding concern or proximity to underground pipelines, to address safety concerns related to natural features.

POLICY H.2.3 **PROMOTE HIGH QUALITY DESIGN.** Provide stable, safe, and attractive neighborhoods through high quality architecture, site planning, and amenities that: (1) reduce the perception of bulk; (2) recognize existing street patterns; (3) enhance the sense of place; (4) minimize the visual impact of parking and garages; and (5) use quality building materials.

POLICY H.2.4 **MAINTAIN EXISTING HOUSING AND NEIGHBORHOOD AMENITIES.** Maintain Pinole's lifestyle characteristics by encouraging the maintenance of existing housing stock, and in particular housing with historic value, and preserving the amenities of existing neighborhoods.

POLICY H.2.5 **SUPPORT SENIORS AND INDIVIDUALS WITH SPECIAL NEEDS.** Develop programs to assist lower income seniors and disabled individuals to live independently, age in place, and maintain their homes.

ACTION H.2.1 **APPLY DESIGN REVIEW GUIDELINES.** Apply the Zoning Ordinance Residential Design Guidelines to new residential projects in order to evaluate projects in the context of existing neighborhoods and continue to maintain an objective process that clearly communicates community expectations in the Design Review process. (HIA-5)
TARGET: Ongoing
RESPONSIBLE ENTITY: Pinole Community Development Department

ACTION H.2.2 **ADEQUATE SITES TO MEET REGIONAL FAIR SHARE OF HOUSING GROWTH.** The City shall provide for a variety of housing types with densities ranging from one to seven units per acre in low-density residential areas and up to fifty dwelling units per acre in very high density residential and mixed use areas along portions of the City's transportation corridors included in the proposed Specific Plan for San Pablo Avenue, Pinole Valley Road, and Appian Way, with the incorporation of density bonuses available consistent with State law.

In support of this Housing Element, the City developed a parcel-specific inventory of sites suitable for future residential development, including vacant sites currently designated under the City's General Plan and housing opportunity sites designated in the City's proposed Corridor Specific Plan for San Pablo Avenue, Pinole Valley Road, and Appian Way (Section 4: Housing Opportunities, Table 38).

The sites designated in the Corridor Specific Plan areas are for higher-density residential and mixed-use development, located along transit routes, and are proximate to key commercial and transportation centers. The residential sites analysis included in Section 4 of this Housing Element demonstrates the City's ability to meet its RHNA allocation. The combination of these sites identified in Table 38 as suitable for future residential development provide the following number of acres per zoning district:

Zoning	Acres	Sites Included
Suburban Rural (SR)	11.72	13, 14, 15, 16
R1	20.6	1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 11, 17, 18, 19, 20, 22, 23, 24, 25, 26, 27, 29, 30, 31, 32
Mixed Use (MU)	0.7	12, 21
High Density Residential (HDR)	4.27	33, 35
Very High Density Residential (VHDR)	4.14	38
Residential Mixed Use (RMU)	3.6	34
Commercial Mixed Use (CMU)	19.07	33, 34, 36
Office Professional Mixed Use (OPMU)	2.23	37

These zoning categories have been identified as suitable for future residential development based on the development standards in place or proposed for the district and their ability to facilitate the development of housing to meet the needs of Pinole's current and future residents. This

mix of single family and high density residential as well as mixed use along the City's main commercial and transportation corridors will encourage the development of housing to for households at all income levels. The zoning designations identified here permit residential uses by right at the densities described in Table 38. Proposed standards for the RMU, CMU, and OPMU zones require a minimum of 20 dwelling units per acre, and the VHDR zone requires a minimum of 35 units per acre. Each site identified from the proposed Corridor Specific Plan and in the VHDR zone will accommodate a minimum of 16 units per site. As demonstrated in Table 38, more than half of the regional housing need for lower-income households can be accommodated on sites designated for residential use only.

The City will undertake the following to ensure adequate sites are identified and utilized to provide opportunities for future housing development:

- Adopt the proposed Corridor Specific Plan for San Pablo Avenue, Pinole Valley Road, and Appian Way within one year following the adoption of this Housing Element.
- Rezone at least the minimum number of acres necessary to accommodate the remaining Regional Housing Needs Allocation. This is anticipated to be accomplished through the adoption of the Corridor Specific Plan and will be completed within one year of adopting this Housing Element. The sites that will be utilized to meet the RHNA are identified and analyzed in Table 38.
- Implement the Corridor Specific Plan and other Planning and Land Use documents that further the City's ability to encourage the development of housing at all levels of affordability.
- Continue to provide appropriate land use designations consistent with regional housing needs for mixed use and infill development near transit and other amenities.
- Maintain an updated inventory of available sites for housing development to provide for developers in conjunction with information about other development incentives for affordable units. (HIA-6)

TARGET: Ongoing; see specific actions outlined above.
RESPONSIBLE ENTITY: Pinole Community Development Department, Pinole City Council

ACTION H.2.3

REHABILITATION LOAN PROGRAMS. Continue to support rehabilitation loan subsidy programs. The City will improve citizen awareness of rehabilitation loan subsidy programs offered by the Agency and the County. Specific actions should include: (a) housing pamphlets on the programs available at City Hall; (b) contact with neighborhood groups and

associations; (c) posting of notices in specific neighborhoods, as needed; (d) providing special presentations to community groups periodically; and (e) providing public information through articles in the local newspaper and with cable TV public service announcements. The City will also focus building code enforcement tied to the availability of rehabilitation loans for specific areas.

The Program Administrator should work closely with Contra Costa County to promote similar residential rehabilitation assistance programs such as the Neighborhood Preservation Program.

Targets for these programs as established in this Housing Element include:

- Residential Rehabilitation Loan Program: 5 extremely low income units, 10 very low income units, 10 low income units, and 10 moderate income units rehabilitated between 2007 and 2014;
- Rental Rehabilitation Program: 5 very low, 5 low, and 5 moderate-income rental units rehabilitated between 2007 and 2014.

In addition, the City will annually review the Five-Year Capital Improvement Program (CIP) to ensure funds are allocated to help the City make progress on quantified objectives. (HIA-7)
TARGET: Ongoing, with annual reviews commencing in 2010
RESPONSIBLE ENTITY: Pinole Community Development Department, Pinole Redevelopment Agency
FUNDING SOURCE: Pinole Redevelopment Agency, Contra Costa County

GOAL H.3 **PROVIDE ADEQUATE SERVICES AND FACILITIES.**
Provide adequate services and facilities to meet the needs of the city's current and future population**.**

POLICY H.3.1 **PLAN FOR PUBLIC FACILITY AND SERVICE NEEDS.** Future development shall be planned based on public facility and service capacity, community-wide needs, sound Citywide and neighborhood planning and public improvement programming.

POLICY H.3.2 **IDENTIFY ECONOMIC IMPACTS.** Promote the development of new housing that is in harmony with the natural environment and justified economically from the standpoint of the City's ability to provide services.

POLICY H.3.3 **ENCOURAGE SELF-SUPPORTING DEVELOPMENT.** Define and implement a strategy that encourages future development to be self-supporting in the services, capital improvements and amenities it requires.

POLICY H.3.4 **ENCOURAGE NEW PEDESTRIAN-ORIENTED DEVELOPMENT.** Encourage new development and redevelopment that places residences in close proximity to a variety of services and facilities.

POLICY H.3.4 **PROVIDE ADEQUATE TRANSPORTATION FACILITIES AND SERVICES.** Provide adequate transportation alternatives which improve accessibility of residential neighborhoods to the community and beyond, while maintaining neighborhood integrity. The following are specific policies to reduce traffic on residential streets and improve available transportation alternatives:

- Encourage a variety of transportation modes to serve existing neighborhoods.
- Plan new commercial development around the use of certain arterial corridors and in close proximity to new residential development.
- Foster pedestrian oriented neighborhoods.
- Maintain and improve AC Transit and WestCat services, including the implementation of BART Express Service.

POLICY H.3.5 **PROVIDE OTHER NEEDED SERVICES.** Provide convenient recreational, civic, and commercial facilities to support the residential qualities of Pinole, including:

- Maintain the existing code enforcement program.
- Ensure that all new residential development contributes its fair share for the ongoing provision of required public services and amenities, including public safety and community facilities.
- Use redevelopment to stimulate additional commercial development in order to strengthen the City's ability to provide public services.
- The City should continue to operate in the most efficient and cost-effective ways to provide services.
- Provide specific residential recreational and park standards in an updated Open Space Element.
- The City shall support and encourage the development of adequate childcare facilities to serve the needs of working families.

ACTION H.3.1 **OPEN SPACE CONTRIBUTIONS.** Require open space contributions for all housing subdivisions. (HIA-8)
TARGET: Ongoing
RESPONSIBLE ENTITY: Pinole Community Development Department

ACTION H.3.2 **FEE STRUCTURE EVALUATION.** Periodically review the City's current development impact fees to ensure that new development contributes its fair share of the costs for the provision of services and facilities. (HIA-9)
TARGET: Ongoing

RESPONSIBLE ENTITY: Pinole Community Development Department.

GOAL H.4 **HOUSING NEED.**
Within the context of retaining existing community character and providing adequate services and facilities, maintain the current social diversity that exists in Pinole by providing a mix of housing types and prices that meet the City's Fair Share of Regional Housing Need and its specific housing needs as identified in the Housing element**.**

POLICY H.4.1 **PROVIDE A CHOICE OF HOUSING**. Provide a mix of sizes and housing types to meet the needs of Pinole's diverse population. Specific examples include traditional single family homes, second units, mixed use developments, infill development, accessible housing, and transitional and emergency housing. Opportunities must be available for lower, moderate, and above-moderate income households reflecting available job opportunities in close proximity to Pinole. Available housing choices should also strive to minimize transportation needs.

POLICY H.4.2 **PROVIDE EQUAL HOUSING OPPORTUNITIES.** Encourage the provision of adequate housing for all persons regardless of income, age, sex, race, or ethnic background, consistent with the Fair Housing Act.

POLICY H.4.3 **PRESERVE EXISTING AFFORDABLE HOUSING.** Monitor and maintain the supply of existing affordable housing to ensure that it remains affordable.

POLICY H.4.4 **SUPPORT THE DEVELOPMENT OF AFFORDABLE HOUSING.** Maintain appropriate land use regulations and other development tools to encourage development of affordable housing opportunities throughout the City.

ACTION H.4.1 **GENERAL PLAN LAND USES.** Incorporate the policies of the Corridor Specific Plan for San Pablo Avenue, Pinole Valley Road, and Appian Way into the General Plan. Evaluate General Plan land use designations and plan programs annually to ensure they are consistent with the City's overall goals and review the entire General Plan within five years. (HIA-10)
TARGET: Within one year following the adoption of this Housing Element and at least every 5 years following.
RESPONSIBLE ENTITY: Pinole Community Development Department

ACTION H.4.2 **HOUSING CONSTRUCTION**. Construct or encourage the construction of housing units throughout the City through use of the following mechanisms:

- **Mixed Use Housing Incentives.** Encourage mixed residential-commercial uses in areas consistent with the Land Use Plan, and in particular along portions of the San Pablo Avenue, Pinole Valley Road, and Appian War corridors to increase housing opportunities through the following and other means, if appropriate: (1) increased densities; (2) use

of Pinole Redevelopment Agency funds; (3) prioritized development project review and processing; and (4) flexibility in parking and development standards

- **Redevelopment Agency Powers.** Utilize redevelopment powers to reduce the costs and expedite the construction or rehabilitation of low and moderate income housing through actions such as combining parcels for development and writing down land costs. Twenty percent of the Redevelopment Agency's tax increment will be set aside and used each year for development or rehabilitation of housing affordable to low and moderate-income households.

- **Rental Housing Site Assembly and Development.** City shall contact affordable housing builders and provide information about sites to facilitate development of affordable rental housing. Based on development interest, the City shall explore possible assistance including priority processing, and land assembly assistance within the Redevelopment Project Areas.

- **Affordable Housing Incentives.** Support the use of the following incentives for well-designed rental and ownership projects in the Pinole Redevelopment Project Area which provide a minimum of 15% of total units affordable to low and moderate income households for 45 and 55 years respectively:

a. *Density bonuses.* Provide density bonuses consistent with the State Density Bonus Law (Government Code Section 65915).

b. *Flexibility in development standards.* Allow flexibility in applying development standards (e.g., parking, floor area, setback, height standards).

c. *Prioritized Development Review.* Affordable housing development should receive the highest priority and efforts should be made by staff and decision-makers to: 1) provide technical assistance to potential affordable housing developers; 2) consider project funding and timing needs in the processing of applications; and 3) provide the fastest turnaround time possible in determining application completeness.

- **Require Affordable Housing in Market Rate Residential Projects Located in the Redevelopment Area.** 15% of the units located in new residential developments within the Redevelopment Project Area must be affordable, and of those units, 40% must be affordable to very low-income households. The City's intent is the construction of units on-site. If this is not practical, the City will consider other alternatives of equal value, such as in-lieu fees, construction of units off-site, donation of a portion of the property for future non-profit housing development, etc.

- **Housing for Extremely Low Income Households.** Based on funding availability, the City shall explore development assistance for

multifamily and supportive housing to meet the needs of extremely low income households. The City shall continue to contact extremely low income housing service providers within West Contra Costa County to determine the best way to facilitate development of housing for this income group. The City will annually contact developers to assist in development where feasible by prioritizing available funding, assisting and supporting new applications, providing priority processing, considering fee deferrals or subsidies and design modifications, and facilitating site acquisition. (HIA-11)
TARGET: Ongoing to provide for the construction or approval of at least 2007 and 2014.
RESPONSIBLE AGENCY: Pinole Community Development Department, Pinole Redevelopment Agency, non-profit and for-profit housing developers.
FUNDING SOURCE: Pinole Redevelopment Agency

ACTION 4.4.3

PARCEL CONSOLIDATION. The City will play an active role in facilitating lot consolidation, particularly as it relates to parcels listed in the Sites Inventory in Section 4 of this Housing Element. The lot consolidation procedure will be included in the City's Municipal Code and be made available to the public and discussed with developers during the preliminary review process. Lot consolidation requests made in order to facilitate development of affordable housing will be processed administratively. Incentives offered for lot consolidation will include allowing higher densities for larger parcels once consolidated, flexibility in development standards, and expedited processing. (HIA-12)
TARGET: Ongoing, with the lot consolidation procedure to be included in the Municipal Code within one year of the adoption of this Housing Element.
RESPONSIBLE ENTITY: Pinole Community Development Department

ACTION 4.4.4

SECOND UNIT ORDINANCE. The City will provide information to the public on the ordinance at City Hall and on its website. In addition, the City will review the Second Dwelling Unit Ordinance in regard to development requirements to encourage the development of well-designed secondary housing units in established residential areas.
TARGET: Construction of 15 new second units between 2007 and 2014.
RESPONSIBLE ENTITY: Pinole Redevelopment Agency; Pinole Community Development Department; Homeowners. (HIA-13)

ACTION 4.4.5

HOMEBUYER PROGRAMS. Continue to promote and monitor the Agency's First Time Homebuyer Program. Specific actions should include: (a) pamphlets on the programs available at City Hall; (b) contact with neighborhood groups and associations; (c) posting of notices in specific neighborhoods, as needed; (d) providing special presentations to community groups periodically; and (e) providing public information

through articles in the local newspaper and with cable TV public service announcements. (HIA-14)
TARGET: 15 units between 2007 and 2014
RESPONSIBLE ENTITY: Pinole Community Development Department; Pinole Redevelopment Agency; Lending Institutions
FUNDING SOURCE: Pinole Redevelopment Agency

ACTION 4.4.6 **Below Market Rate (BMR) Regulations**. Implement and monitor rental (55 years) and resale (45 years) restrictions for low-and moderate-income units assisted or constructed by the Redevelopment Agency to assure that these units remain at an affordable price level as they are developed, occupied, and transferred. (HIA-15)
TARGET: Ongoing.
RESPONSIBLE ENTITY: Pinole Community Development Department; Pinole Redevelopment Agency.

ACTION 4.4.7 **TECHNICAL ASSISTANCE TO HOUSING DEVELOPERS.** The City and its Redevelopment Agency will provide technical assistance to developers to encourage provision of affordable housing that are consistent with City goals. Assistance could include provision of information about available funding sources, pre-application planning meetings, expedited development review and processing, and facilitation of neighborhood meetings. (HIA-16).
TARGET: Ongoing.
RESPONSIBLE ENTITY: Pinole Community Development Department; Pinole Redevelopment Agency.

ACTION 4.4.8 **ACCESSIBLE UNITS FOR THE PHYSICALLY DISABLED**. The City will facilitate programs and projects that meet Federal, State and local requirements to provide accessibility for the physically disabled in residential units and will promote affordable accessible housing for the physically disabled. The City will encourage accessible units in all new projects; additionally, where outside funding is involved, the City will ensure compliance with funding agency requirements for units accessible to the physically disabled. The City will provide technical assistance to assure proposed units meet Building Code requirements. (HIA-17)
TARGET: 5% of the units built or approved between 2007 and 2014 should be adaptable for the physically disabled.
RESPONSIBLE ENTITY: Pinole Community Development Department; Building Division.

ACTION 4.4.9 **ADOPT AND IMPLEMENT REASONABLE ACCOMMODATION PROCEDURES.** The City will adopt formal procedures for providing reasonable accommodation for housing for persons with disabilities in accordance with fair housing and disability laws through the Zoning Ordinance Update. The Reasonable Accommodation Procedures will allow for building modifications to accommodate the needs of persons with

disabilities to be reviewed administratively by City Staff. Once adopted, Community Development Department Staff will implement the Ordinance. (HIA-18)
TARGET: Adopt Ordinance within 12 months of adoption of Housing Element; Implementation will be ongoing.
RESPONSIBLE ENTITY: Pinole Community Development Department

ACTION 4.4.10

HOMELESS ASSISTANCE. Annually contribute a portion of Redevelopment funds to non-profit agencies involved in providing housing for the homeless. (HIA-19).
TARGET: Ongoing.
RESPONSIBLE ENTITY: Pinole Redevelopment Agency.
FUNDING SOURCE: Pinole Redevelopment Agency.

ACTION 4.4.11

HOUSING FOR THE HOMELESS. As part of the Governmental Constraints analysis for this Housing Element, the following revisions to the City's Zoning Ordinance were identified to better facilitate the provision of housing to address the needs of homeless and extremely low income households:

- Add transitional housing and supportive housing within the Code's definition section, and list as permitted uses subject only to those restrictions that apply to residential or commercial uses in the same zone.

- Include emergency shelters as a permitted use not requiring discretionary action in the proposed Office/Industrial Mixed Use Zone within the San Pablo Avenue Specific Plan Service Sub-Area.

Emergency shelters will be subject to the same development and management standards as other permitted uses un the Specific Plan Service Sub-Area, as summarized in the Housing Constraints section of this Housing Element. As stated in the Housing Constraints evaluation, the City will develop written, objective standards for emergency shelters to regulate the following as permitted under SB 2:

- The maximum number of beds/persons permitted to be served nightly;
- Off-street parking based on demonstrated need, but not to exceed parking requirements for other residential or commercial uses in the same zone;
- The size/location of exterior and interior onsite waiting and client intake areas
- The provision of onsite management;
- The proximity of other emergency shelters, provided that emergency shelters are not required to be more than 300 feet apart;
- The length of stay;
- Lighting;
- Security during hours that emergency shelter is in operation. (HIA-20)

TARGET: Within twelve months of adoption of the Housing Element.

RESPONSIBLE ENTITY: Community Development Department.

ACTION 4.4.12 **PREVENTION OF HOUSING DISCRIMINATION.** The City will take actions to prevent discrimination in the housing market and provide information on fair housing laws. Staff will distribute fair housing pamphlets provided by fair housing organizations at the public information counter at City Hall and at the Pinole Senior Center as well as on the City's website. Staff will continue to refer all fair housing complaints to Housing Rights Incorporated, a local fair housing advocacy firm or other groups that provide comparable service. (HIA-21)
TARGET: Ongoing.
RESPONSIBLE ENTITY: Pinole Community Development Department.

ACTION 4.4.13 **DEVELOP MULTI-FAMILY SITES AT MEDIUM AND HIGH DENSITIES.** The City will strive to maintain the supply and availability of multifamily housing sites for affordable housing by requiring minimum densities through the Zoning Ordinance update. (HIA-22)
TARGET: Ongoing.
RESPONSIBLE ENTITY: Pinole Community Dev**el**opment Department.

ACTION 4.4.14 **CONSERVATION OF AFFORDABLE HOUSING UNITS.** Pinole's supply of affordable housing units is largely made of multifamily units with affordability covenants in place that ensure affordability at a specific income level for a set period of time following the provision of financial assistance to the project, generally through the Pinole Redevelopment Agency. A number of the covenants were recorded prior to changes in State law that took effect in 2001 requiring minimum thresholds for affordability and are now nearing their expiration dates. The City will take appropriate steps to ensure that the units with covenants close to expiration are conserved or replaced and will remain affordable to moderate and lower-income households. *Note: The specific units at risk of conversion are detailed in Table 6.25*. (HIA-23)
TARGET: Through 2014: 2 low-income units; between 2015 and 2019: 85 moderate-rate units, 2 low-income units, and 24 very-low income units.
RESPONSIBLE ENTITY: Pinole Community Development Department, Pinole Redevelopment Agency.

ACTION 4.4.15 **EXPLORE OPTIONS FOR SENIOR ASSISTANCE PROGRAMS.** Explore program revisions and potential new programs aimed at providing assistance to seniors that would allow them to live independently and age in their homes. The potential assistance program(s) may be an offshoot of or include revisions to the existing Residential Rehabilitation Loan Program, which provides grants and low-interest loans to qualifying households. (HIA-24)
TARGET: 2011.
RESPONSIBLE ENTITY: Pinole Community Development Department, Pinole Redevelopment Agency.

GOAL H.5 **ENERGY-EFFICIENCY, CONSERVATION, AND SUSTAINABLE RESIDENTIAL DEVELOPMENT.**
Support energy-efficient design and building practices in order to reduce housing utility expenses, minimize adverse environmental impacts, and provide for sustainability.

POLICY H.5.1 **REDUCE ENERGY CONSUMPTION.** Reduce energy and water consumption in residential buildings by balancing energy-efficient design and water conservation features with cost-effective construction.

ACTION H.5.1.1 **ENERGY & WATER CONSERVATION.** Support and publicize energy and water conservation programs, such as PG&E's SmartAC, ClimateSmart, and Energy Partners Program, which provide assistance for energy conservation improvements as well as EBMUD Residential Conservation Rebates and Programs. In cooperation with PG&E, EBMUD, and other utility providers, the City will promote citizen awareness of energy conservation programs in concert with rehabilitation loan programs. Further, the City will implement water efficient landscaping requirements for new residential development. (HIA-25)
TARGET: 15 very-low and low-income units provided energy conservation improvements under the Residential Rehabilitation Program between 2007 and 2014.
RESPONSIBLE ENTITY: Pinole Community Development Department; PG&E; Building Division; Pinole Redevelopment Agency.
FUNDING SOURCE: Pinole Redevelopment Agency, PG&E.

ACTION H.5.1.2 **Energy Efficiency.** Investigate sliding-scale building permit fees with rebates and/or expedited permit review for high-performance green buildings and higher fees for conventional residential construction. (HIA-26)
TARGET: 2011.
RESPONSIBLE ENTITY: Community Development Department.

ACTION H.5.1.3 **Green Building Ordinance.** Develop a Green Building Ordinance to promote use of renewable energy, improve air and water quality, and conserve water and other natural resources. (HIA-27)
TARGET: 2011.
RESPONSIBLE ENTITY: Community Development Department.

GLOSSARY

ABOVE MODERATE INCOME HOUSEHOLDS: Households earning over 120% of the median household income for the County as published annually by the State Department of Housing and Community Development. As of April 2009, a family of four in Contra Costa County earning more than $107,150 per year was considered above moderate income.

ACCESSIBLE HOUSING: Units accessible and adaptable to the needs of the physically disabled.

AFFORDABLE HOUSING: Housing capable of being purchased or rented by a household with very low, low, or moderate income, based on a household's ability to make monthly payments necessary to obtain housing. Housing is considered affordable when a household pays less than 30% of its gross monthly income (GMI) for housing including utilities. Although housing may be affordable to households earning moderate or lower income, affordable housing as referred to in this Housing Element must have covenants or other restrictions in place to ensure its continued affordability.

EMERGENCY SHELTER: Housing with minimal supportive services for homeless persons that is limited to occupancy of six months or less by a homeless person. No individual or household may be denied emergency shelter because of an inability to pay.

EXTREMELY LOW INCOME: Households earning less than 35% of the median household income for the County as published annually by the State Department of Housing and Community Development. As of April 2009, a family of four in Contra Costa County earning less than $26,800 was considered extremely low income.

FAMILY HOUSEHOLD: For Census purposes, a family household includes a householder and one or more other people living in the same household who are related to the householder by birth, marriage, or adoption. All people in a household who are related to the householder are regarded as members of his or her family. A family household may contain people not related to the householder, but those individuals are not included as part of the householder's family in census tabulations. Not all households contain families since a household may be comprised of a group of unrelated people or of one person living alone.

GROUP QUARTERS: For Census purposes, the group quarters population includes all people not living in households. Two general categories of people in group quarters are recognized: (1) the institutionalized population, which includes people under formally authorized, supervised care or custody in institutions such as correctional facilities, nursing homes, and juvenile institutions and (2) the noninstitutionalized population, which includes all people who live in group quarters other than institutions, such as college dormitories, military quarters, and group homes.

HOUSEHOLD: For Census purposes, a household includes all the persons who occupy a housing unit. People not living in households are classified as living in group quarters.

HOUSING UNIT: A house, apartment, mobile home, group of rooms, or a single room that is occupied (or if vacant, is intended for occupancy) as separate living quarters. Separate living quarters are those in which the occupants live and eat separately from any other persons in the

building and which have direct access from the outside of the building or through a common hall. The occupants may be a single family, one person living alone, two or more families living together, or any other group of related or unrelated persons who share living arrangements.

HOUSEHOLDER: For Census purposes, one person in each household is designated as the householder. In most cases, the householder is the person, or one of the people, in whose name the home is owned or rented. Households are classified by type according to the sex of the householder and the presence of relatives. Two types of householders are distinguished: family householders and nonfamily householders. A family householder is a householder living with one or more individuals related to him or her by birth, marriage, or adoption. The householder and all of the people in the household related to him or her are family members. A nonfamily householder is a household living alone or with nonrelatives only.

HOUSEHOLD INCOME: Income is defined as wages, salaries, pensions, social security benefits, and other forms of cash received by a household. Non-cash items, such as Medicare and other medical insurance benefits, are not included as income.

HOUSEHOLD SIZE: For Census purposes, household size is based on the number of people in occupied housing units. All people occupying the housing unit are counted, including the householder, and lodgers, roomers, boarders, and so forth.

HOUSING AFFORDABILITY: The generally accepted measure for determining whether a person can afford housing means spending no more than 25%-33% of one's gross household income on housing costs, which includes utilities, principal and interest.

LOW INCOME HOUSEHOLDS: Households earning 50-80% of the median household income for the County as published annually by the State Department of Housing and Community Development. As of April 2009, a family of four in Contra Costa County earning between $44,651 and $66,250 per year was considered low income.

MEDIAN HOUSEHOLD INCOME: The middle point at which half of the households earn more and half earn less. Income limits are updated annually by the U.S. Department of Housing and Urban Development (HUD) for Contra Costa County. For many State and local programs, State Department of Housing and Community Development income regulations must be used. HCD income regulations are similar to those used by HUD. As of April 2009, the median household income for a family of four in Contra Costa County was $89,300.

MODERATE INCOME HOUSEHOLDS: Households earning 80-120% of the median household income for the County as published annually by the State Department of Housing and Community Development. As of April 2009 a family of four in Contra Costa County earning between $66,251 and $107,150 per year was considered moderate income.

NONFAMILY HOUSEHOLD: Householder living alone or with nonrelatives only.

PERSONS PER HOUSEHOLD: The statistical average number of persons in a household.

REGIONAL HOUSING NEEDS: A quantification by a Council of Government (COG), such as the Association of Bay Area Governments (ABAG), or by HCD of existing and projected housing need, by household income group, for all localities within a region.

SENIOR HOUSING: Defined by California Housing Element law as projects developed for, and put to use as, housing for senior citizens. This Housing Element defines senior citizens as persons at least 55 years of age.

SUPPORTIVE HOUSING: Defined by California Housing Element law as housing linked to onsite or offsite services occupied by a target population and with no limit on the length of stay for program participants (Health and Safety Code §53260).

TRANSITIONAL HOUSING: Defined by California Housing Element law as rental housing for stays of at least six months but where rental units are re-circulated to another program recipient after a set period (Health and Safety Code §50675.2)

VERY LOW INCOME HOUSEHOLDS: Households earning less than 50% of the median household income for the County as published annually by the State Department of Housing and Community Development. As of April 2009, a family of four in Contra Costa County earning less than $44,650 per year was considered very low income.

APPENDIX A. FUNDING SOURCES FOR AFFORDABLE UNITS AT RISK OF CONVERSION

Following are some of the programs that may be expiring:

- Prepayment of Department of Housing and Urban Development (HUD) mortgages: Section 221(d)(3), Section 236, Section 202, and Section 811, and Farmers Home (RHS) Section 515/516 subsidies to tenants and/or owners.

- Low-income use restrictions on Section 236(j)(1) projects are for the full 40-year mortgage term. However, owners have the option to repay the remaining mortgage at the end of the first 20 years.

- FHA-insured mortgages under the Section 221(d)(4) program have no binding use restrictions. The affordability of these projects is governed by the Section 8 contracts maintained on the projects which are now approved on a year-to-year basis.

- Opt-outs and expirations of project-based Housing Choice contracts – The Housing Choice Voucher program is a federally funded program that provides for subsidies to the owner of a prequalified project for the difference between the tenant's ability to pay and the contract rent. Opt-outs occur when the owner of the project decides to opt out of the contract with HUD by prepaying the remainder of the mortgage. Usually, the likelihood of opt-outs increases as the market rents exceed the contract rents.

- Other – Expiration of the low-income use period of various financing sources, such as Low-Income Housing Tax Credit (LIHTC), bond financing, density bonuses, California Housing Finance Agency (CHFA), Community Development Block Grant (CDBG) and HOME funds, and redevelopment funds. Generally, bond financing properties expire according to a qualified project period or when the bonds mature. Density bonus units expire in either 10 or 30 years, depending on the level of incentives. Also, properties funded through the Redevelopment Agency generally require an affordability term of 20 years.

Subsidy Program	Federal Resources	State and Local Resources	Program Not Used	Units Not At Risk in 10-Year Inventory
FEDERAL PROGRAMS				
HUD Programs: Eligible to Opt Out of Subsidy Contract				
Section 8 Project-Based Rental Assistance			X	
Section 8 New Construction				X
Section 8 Substantial or Moderate Rehabilitation				X
Section 8 Property Disposition (Subsidy to save troubled projects)			X	
Section 8 Loan Management Set-Aside (LMSA)			X	
Section 101 Rent Supplements			X	
HUD Programs Eligible to Prepay:				
Section 213 Cooperative Housing Insurance			X	
Section 221(d)(3) BMR Mortgage Insurance			X	
Section 236 Interest Reduction Payment			X	
Section 202 Elderly & Disabled or 202 Elderly			X	
Section 811 Disabled				X
FmHA Section 515 Rural Rental Housing (Now Rural Housing Services)			X	
STATE & LOCAL PROGRAMS				
Community Development Block Grant (CDBG)				X
Redevelopment Agency Programs[8]		X		
State & Local Mortgage Revenue Bond Programs			X	
Local In-Lieu or Inclusionary Programs				X
Density Bonus/Direct Assistance			X	

[8] See discussion in Section 6.2: Assisted Units at Risk of Conversion for complete discussion of preservation and reuse options.

APPENDIX B. COVENANTED AFFORDABLE UNITS

Project Name	Total Units	Assisted Units	Expiration of Affordability
2009-2014:			
885 Fifth Avenue	4	1 low-income	2014
1965 San Pablo Avenue	5	1 low-income	2014
2014-2019:			
2548 San Pablo Avenue	4	4 moderate-income	Life of Project Area (currently 2017)
815 San Pablo Avenue	4	2 moderate-income	2017
1520 San Pablo Avenue	4	3 moderate-income; 1 low-income	2015
950 Appian Way	3	1 moderate-income; 1 low-income; 1 very-low income	2015
2529 San Pablo Avenue	2	1 moderate-income	2015
2395 San Pablo Avenue (Pear Street Bistro)	4	3 moderate-income; 1 very-low income	2017
530 Sunnyview Drive (Bayside Apartments)	148	71 moderate-income; 22 very-low income	2017
2020 and Beyond:			
1813 Marlesta (East Bluff Apartments)	144	73 moderate-income; 42 low-income; 29 very low-income	2053
800 John Street (Pinole Grove Senior Housing)	70	36 moderate-income; 34 very low-income	2043
2401 San Pablo Avenue	24	14 moderate-income; 2 very low-income	2056
760 Alvarez Avenue (Alvarez Court Apartments)	19	11 moderate-income; 8 very low-income	2055
2850 Estates Avenue (Pinole Assisted Living Center/ Pinole Senior Village / PALC)	91	55 moderate-income; 10 very low-income	2055
312, 336, 424, 448, 460, 360 Felice Circle (DeNova Homes)	38	6 moderate-income	2061
647 Tennent Avenue	3	1 very low-income	2063
609 Maiden Lane	1	1 moderate-income	2053
620 Maiden Lane	1	1 moderate-income	2053

APPENDIX C. FINANCIAL RESOURCES

Federal Resources

(a) *Community Development Block Grant Program (CDBG).* CDBG is the largest federal housing-related program for affordable housing. It is a "pass-through" program that allows local governments to use federal funds to alleviate poverty and blight. CDBG funds are used for a variety of housing efforts including activities aimed at reducing costs for private development (helping fund site acquisition, improvement, and other soft costs); housing acquisition and rehabilitation through short and long-term loans, grants or loan guarantees; direct payment of rent or mortgage and housing counseling services; and fair housing activities. CDBG funds are best used in combination with other subsidy sources or to provide pre-development funding to initiate housing development. CDBG funds are used to help support implementation of the Contra Costa Homeless Continuum of Care Plan, providing programs and services for homeless individuals and families, people at-risk of homelessness, and other special needs groups.

(b) *HOME Investment Partnership Act.* HOME, like CDBG, is a formula-based block grant program. HOME funds must be spent only on housing and are intended to provide incentives for the acquisition, construction and rehabilitation of affordable rental and home ownership. HOME requires local governments to provide matching funds, though the matching ratio depends on the specific uses to which HOME funds are to be applied. The federal-to-local matching ratio for tenant assistance is currently 4-to-1, while the match for rental construction is 2-to-1. HOME funds in West Contra Costa are channeled through the Contra Costa County HOME Investment Partnership program.

(c) *Section 8 Assistance.* Although this long-standing federal assistance program is not expected to increase in size or scope, it remains an important program for helping to fill the gap between household income and housing costs. Section 8 assistance in Pinole is administered by the Contra Costa County Housing Authority.

(d) *Low Income Housing Tax Credits (LIHTC).* The LIHTC program is a large federal and state housing subsidy program that provides substantial financing for the development of affordable housing. It provides tax credits to the private sector for the construction or acquisition and rehabilitation of very affordable rental housing. These tax credits are crucial to the success of affordable housing developers, who sell credits directly to corporations and private investors or receive the equity from one of a number of investment entities now making tax credits available.

To be eligible for a tax credit, 20% of the units in a housing development must rent to very low income households earning less than 50% of area median incomes, or 40% of the units must rent for incomes under 60% of the median. California law also requires that developments retain these levels of affordability for at least 55 years.

Both federal and state tax credit programs are administered by the State Treasurer's Office through the California Tax Credit Allocation Committee (CTCAC), which allocates the available credits to projects statewide. TCAC administers two LIHTC programs: the

9% (for projects with no federal subsidy) and the 4% credit programs (for projects with federal subsidies and more than 50% of financing through tax-exempt bonds). The 9% credit program, which has limited funds and is highly competitive, awards credits based on a combination of formula and competition so that those meeting the highest housing priorities have first access to credits. The 4% program has no funding limit but is available only with projects that have an allocation of Mortgage Revenue Bonds. It also has limited funds, but is less competitive than the 9% program. Funds raised from the sale of 4% credits typically cover 20-30% of project costs. Generally the maximum credit allocation is the amount needed to fill the financing shortfall, and the amount needed is determined at least thrice: at the time of application, at the time of allocation, and when placed-in-service.

To be successful, tax credit projects require an additional subsidy which can include no or low-cost land, local government contributions, or density bonuses and other concessions. While the utilization of the tax credits depends primarily on the project's developer, local government must work with the developer to identify other strategies and subsidy sources that are appropriate with tax credits and provide the additional subsidies usually required to make them work. Collaboration between the developer and the local government often with the help of a professional specializing in tax credits and other financial tools is the key to a successful tax credits program.

Other programs that are offered through federal agencies include *Housing for Persons with AIDS (HOPWA)*, the Emergency Shelter Grant (ESG), the *Elderly Housing Program (Section 202)*, the *Housing for the Disabled Program (Section 811)*, and a variety of FHA administered rental programs. Like Section 8, most of these programs are not projected to increase in size or scope in the foreseeable future.

State Resources

(a) *The California Debt Limit Allocation Committee (CDLAC).* CDLAC, an agency within the Treasurer's Office, is responsible for overseeing private bond issuances.

(b) *The California Tax Credit Allocation Committee (CTCAC).* CTCAC, also an agency within the Treasurer's Office, is responsible for allocating federal and state tax credits that are crucial to the construction and rehabilitation of affordable housing developments. See the discussion of Low Income Housing Tax Credits on the preceding page.

(c) *California Housing Finance Agency (CHFA).* CHFA offers a variety of programs to fund new construction and resale of single-family housing for first-time homebuyers. The 501(c)(3) Preservation Mortgage Program, for example, allows the mortgage to be used as acquisition financing for projects that employ tax-exempt bonds and tax credits. CHFA also provides permanent financing for new apartments and subsidizes certain projects through its Housing Assistance Trust, a flexible source of state funds that can offer deferred loans to cover negative cash flows in projects where at least half of the units are for low-income households.

(d) *Department of California Housing and Community Development (HCD).* HCD is responsible for administering federal funds for non-entitlement jurisdictions and for various State programs funded through housing bonds. In the past decade there have been no new housing bonds. However, with passage of the Multifamily Housing Assistance Program, a substantial source of funds will be made available to assist in the construction of new rental housing.

HCD's Clearinghouse for Affordable Housing and Community Development Finance is an excellent source of information on over 200 housing programs offered by the federal and state government, private lenders and foundation grants. It can be accessed on-line at http://www.hcd.ca.gov/clearinghouse. The database specifies applicants and counties served by each program. It can be searched by types of assistance (which includes construction/rehabilitation loans, down-payment assistance, rental subsidies or predevelopment/interim finance); and activities funded (which includes acquisition, preservation of affordable housing, new-for sale housing, purchase assistance, rehabilitation of apartments, group homes and transitional housing amongst others).

Local Resources

(c) *Redevelopment.* Redevelopment is a process created to assist city and county government in eliminating blight from a designated area, and to achieve desired development, reconstruction, and rehabilitation goals for the community. Redevelopment is one of California's most effective ways to breathe new life into deteriorated and blighted areas plagued by a variety of social, physical, environmental and economic conditions which act as a barrier to new investments by private enterprise. Redevelopment, under the California Community Redevelopment Law, is one of the last available processes which has the authority, scope, and financial means to provide the necessary stimulus to reverse deteriorating trends, remedy blight, and create a new image for many communities. Redevelopment is considered to be necessary in many communities because:

a. deteriorating areas cannot pay their own way;

b. deteriorating areas become centers of poverty and crime;

c. there are no natural barriers to blight;

d. deterioration results in an economic drain on the community; and

e. a deteriorating area results in a negative image which can affect property values and development elsewhere in the community.

Redevelopment law requires redevelopment agencies to use at least twenty percent of their funds (Low and Moderate Income Housing Fund) to create affordable housing for people of low or moderate incomes. Pinole has a very active Redevelopment Agency that has been very successful in maintaining and increasing the supply of affordable housing in the community. For example, redevelopment law requires the Agency to

make and keep affordable 30% of all housing units that it develops or substantially rehabilitates. The Pinole Redevelopment Agency has accomplished this through affordability covenants and the monitoring of units on an annual basis. In addition, 15% of all units constructed or substantially rehabilitated in the project area by entities other than the Agency must be made affordable, and of those 40% must be made affordable to those with very low incomes. To date, this requirement has been met through the collection of in-lieu fees that are then used to supplement the Agency's own Housing Fund.

The following table details how the Agency's funds will be spent over the current planning period.

Pinole Redevelopment Agency Projected Housing Budget 2009-2014

SOURCE: *City of Pinole Capital Improvement Plan for Fiscal Years 2009/10 through 2013/14: Revised Appropriations for Capital Projects and Debt Service for Fiscal Year 2009-2010*

	FISCAL YEAR	2009-2010	2010-2011	2011-2012	2012-2013	2013-2014	TOTAL
	BEGINNING CARRYOVER BALANCE	$4,040,334					**$4,040,334**
	REVENUE						
R1	Tax Increment	$1,735,246	$1,769,951	$1,805,350	$1,841,457	$1,878,286	**$9,030,290**
R2	Loan Payments	20,492	20,492	20,492	20,492	20,492	**$102,460**
R3	2401 San Pablo Ave Fernandez Corner		2,219,000				**2,219,000**
R4	Bond Proceeds Remaining from 2004	2,050,256					**2,050,256**
R5	2850 Estates Pinole Senior Village						
R6	Investment Earnings	50,000	50,000	50,000	50,000	50,000	**250,000**
R7	Maiden Lane Property Sales	$760,000					**760,000**
	Total Revenue	**$4,615,994**	**$4,059,443**	**$1,875,842**	**$1,911,949**	**$1,948,778**	**$14,412,006**
	EXPENSES						
E1	Administration (3% growth)	$471,504	$478,573	$492,930	$507,718	$522,950	**$2,473,675**
E2	Payments to State "SERAF"	3,555,411	731,996				**4,287,407**
E3	Bond Debt Service	1,231,263	1,120,502	1,122,135	1,121,725	1,123,880	**5,719,505**
	Total Expenses	**$5,258,178**	**$2,331,071**	**$1,615,065**	**$1,629,443**	**$1,646,830**	**$12,480,587**
	CIP PROJECTS						
H-1	600 - 648 Tennent Avenue	$0	$380,000	$0	$0	$0	**$380,000**
H-2	First Time Home Buyer Program	500,000	500,000	500,000	500,000	500,000	**2,500,000**
H-	Residential	200,000					

3	Rehabilitation Program		200,000	200,000	200,000	200,000	**1,000,000**
H-4	Heritage Park Cottages	500,000	1,000,000				**1,500,000**
H-5	2101 San Pablo Avenue Development Assistance for Agency Identified Opportunity Sites						
H-6	New Housing Programs Feasibility Studies for Acquisition, Disposition and Development of Opportunity Sites						
H-7	New Development and Rehabilitation Site Improvements, Project Development, Development Assistance, Acquisition and Disposition of Agency Owned Properties	100,000					**100,000**
H-8	811 San Pablo Avenue Below Market Rate Housing Program (BMR)		100,000				**100,000**
H-9		5,000	10,000				**15,000**
H-10							
H-11							
H-12							
	Total Project Expenditures	**$1,305,000**	**$2,190,000**	**$700,000**	**$700,000**	**$700,000**	**$5,595,000**
	NET HOUSING FUNDS	**(1,947,184)**	**(461,628)**	**(439,223)**	**(417,494)**	**(398,052)**	**(3,663,581)**
	RUNNING BALANCE	**2,093,150**	**1,631,522**	**1,192,299**	**774,805**	**376,753**	**376,753**

APPENDIX D. EVALUATION OF HOUSING PROGRAMS

Evaluation and Review of Housing Programs		
2003 Implementation Program	***Accomplishments***	*Comments*
(HIP-1) Housing Element review and Update. After adoption of the current Housing Element Draft, the City will revise its Housing Element, consistent with State Law requirements and requirements of Measure C by 2006. The City may also update the Housing Element concurrently with other elements of the General Plan to assure internal consistency and to incorporate significant data as appropriate from the 2000 Census. The Housing Element Update will also review the effectiveness of the City's Housing Element, progress in implementation and the appropriateness of goals, objectives, and policies.	• The City's existing Housing Element was adopted in June 2003 and was found to be in compliance with State law. • For the current Housing Element Cycle, State law required Bay Area jurisdictions to have an approved Housing Element Update by July 1, 2009. The City is currently out of compliance but is moving forward with the Housing Element Update in order to minimize the amount of time out of compliance and to meet Measure J (Measure C replacement) requirements. • A Comprehensive General Plan Update, including a Housing Element Update and Review, was initiated in 2006. In 2007, the City undertook the development of a Specific Plan for San Pablo Avenue, Pinole Valley Road, and Appian Way. During this time, the General Plan update was placed on hold. A Draft Specific Plan is now under review, and the General Plan update process has been reinitiated.	• Program will continue in the updated housing element. • Updated program will be consistent with the requirements of Measure J by 2010. • Housing Element update preceding the update and adoption of the other elements of the General Plan in order to meet state and local requirements.
(HIP-2) Conduct an Annual Housing Element Review. Provide for annual review of the Housing Element, with opportunities for public input and discussion, in conjunction with State requirements for a written review by July 1 of each year (per Government Code Section 65583(3)).	• The Housing Element Annual Review was filed with the Department of Housing and Community Development and the State Department of Finance on April 1, 2009 and April 1, 2010.	• Program will continue in the updated housing element.
(HIP-3) Update the General Plan. In preparing the General Plan update, consider designing sites meeting appropriate criteria for higher density zoning. Land use plans should consider the following: • Use of environmental assessments to expedite processing for infill and affordable housing developments. • For key housing opportunity sites/areas,	• A Comprehensive General Plan Update and Zoning Ordinance Update was initiated in 2006. In 2007, the City undertook the development of a Specific Plan for San Pablo Avenue, Pinole Valley Road, and Appian Way. During this time, the General Plan and Zoning Ordinance updates were placed on hold. The General Plan update process was reinitiated in late 2008.	• Program will continue in the updated housing element. • Action on these policy documents, including completion of the General Plan Update, is scheduled for 2010 and 2011.

Evaluation and Review of Housing Programs		
2003 Implementation Program	***Accomplishments***	*Comments*
identification of specific housing use and design objectives, and then incorporation of fast track process provisions for subsequent projects that are consistent with the plan. • Identification of the mix of uses, minimum density standards, density bonuses, or a percentage of affordable units (sites should be rezoned at sufficient densities to create incentives for housing production within the 5-year time frame of the housing element). • Preparation of an area-wide environmental baseline data and assessment of development impacts under maximum development scenarios as a way to assess area-wide impacts and required mitigation. • Establishment of objectives and commitments in the General Plan so that project-specific review can focus on site-specific issues such as design. • Linkage of plans to be consistent with CEQA exemptions and expedited review, consistent with CEQA Section 15332. • Provision of clear guidelines and incentives for the development of housing in conformance with current state laws and to identify specific ways to streamline processing for subsequent development proposals.	• The draft Specific Plan includes land use designations for new housing sites as well as higher residential densities. • The General Plan Update, Zoning Ordinance Update, and Specific Plan will be analyzed in a Program Environmental Impact Report.	• Updates to the Housing Element of the General Plan will be completed in advance of the General Plan Update and are anticipated to be adopted by the City Council and forwarded to the State Department of Housing and Community Development in 2010.
(HIP-4) Adopt Criteria for Use in Design Review. Develop 'design guidelines' or more general 'design principles' that will establish consistent development review criteria for use by applicants, the community, staff and decision-makers, and evaluate projects in the context of existing neighborhoods. The intent is not to create new barriers to housing, but to make the process more objective by including working definitions and criteria for community expectations in the design review process.	• The City adopted Residential Design Criteria and Guidelines in November 2007. The Residential Design Criteria provide clear expectations for applications as well as a framework for staff and decision-makers to evaluate design review applications for new residential construction. The Criteria address site planning; neighborhood compatibility for mass, height, and scale; building design: architectural style and form; privacy and solar access; and special considerations for hillside lots. Also included are design component findings required for approval of mixed use development. • The City modified the Zoning Ordinance in July 2009 to streamline the Design Review process for	• Program will continue in the updated housing element through the Comprehensive Zoning Ordinance Update, along with HIP-5, HIP-11, HIP-18, HIP-19, and HIP-20.

Evaluation and Review of Housing Programs		
2003 Implementation Program	***Accomplishments***	*Comments*
	property owners seeking minor design changes in an effort to upgrade their properties. Administrative review and approval is available for the following minor modifications: • Exteriors including but not limited to awnings, trellis details, and window changes; • Repainting of commercial structures involving new color schemes for a single building complex of 4, 000 sq. ft. or less; • Commercial re-roofing; • Mechanical roof screens; • Business sign replacement where the use does not change and the proposed signage is installed in the same location as the existing signage; • New parking lot configuration plans of ten (10) or fewer parking spaces; • Landscape plans showing minor changes including but not limited to plant/tree replacement on commercial properties, replacement of new vegetation to match previously approved plans, inclusion of decorative garden features (i.e. trellis, benches, etc) and new landscaping for a single family residential home; • Single-family residential additions and accessory structures; • Ramps or other improvements to accommodate individuals with disabilities	
(HIP-5) Amend Single Family Zoning Regulations Evaluate amendments to single family residential zoning standards to achieve higher densities without dramatically changing the visual characteristics of the area or the area's livability. These amendments should focus on urbanized areas with services, and could include: • Establishment of requirements which would ensure that single family parcels	• Single family zoning regulations will be evaluated as part of the upcoming Zoning Ordinance update.	• Program will continue in the updated housing element, combined with HIP-4, HIP-11, HIP-18, HIP-19, HIP-20.

Evaluation and Review of Housing Programs		
2003 Implementation Program	***Accomplishments***	*Comments*
that could be legally divided into two or more parcels are divided in a matter that does not preclude future development at the minimum parcel size of the district. • Allowance, in limited circumstances, of the conversion of single family homes to multiple units (duplexes, triplexes or fourplexes) if only minor modifications, such as additional entries, are made to the exterior of the structure.		
(HIP-6)-Rehabilitation Loan Programs Continue to support rehabilitation loan subsidy programs. The City will improve citizen awareness of rehabilitation loan subsidy programs offered by the Agency and the County. Specific actions should include: (a) housing pamphlets on the programs available at City Hall; (b) contact with neighborhood groups and associations; (c) posting of notices in specific neighborhoods, as needed; (d) providing special presentations to community groups periodically; and (e) providing public information through articles in the local newspaper and with cable TV public rehabilitation loans for specific areas. *Targets for these programs include:* • *Residential Rehabilitation Loan Program: 40 very low income units, 20 low income units, and 40 moderate income units rehabilitated between 1996 and June 2006 (assumes that the Pinole Planning Area continues to receive same percentage of the funds);* • *Rental Rehabilitation Program: 10 low income rental units rehabilitated between 1999 and June 2006.*	• To date, the Residential Rehabilitation Program has provided more than $500,000 in loans and grants for rehabilitation of 169 homes within the Redevelopment Project Area. • Staff continues to publicize the Residential Rehabilitation Loan Program and currently provides information about the Program as prescribed in HIP-6. • The number of loans and grants extended through the Residential Rehabilitation Loan Program far exceeded targets. Between 1996 and June 2006, loans were funded for 53 very low income units and 40 low income units. Three additional loans/grants were approved for low income units between July 2006 and June 2008; One additional loan/grant for a moderate income unit was approved between July 2006 and June 2008.	• Program will continue in the updated housing element with appropriate modifications to the Program targets.
(HIP-7) Energy Conservation Support and publicize energy conservation programs, such as PG&E's Energy Partners Program, which provides assistance for energy conservation improvements. In cooperation with PG&E, the City will promote citizen awareness of energy conservation programs in concert with rehabilitation loan programs. *Target: 15 very low and low income units provided energy conservation improvements under the Residential*	• PG&E continues to offer the Energy Partners Program and the City continues to make literature available about existing energy conservation programs at City Hall to promote citizen awareness. • Certain residential rehabilitation projects that include efforts to improve energy efficiency are eligible for the Residential Rehabilitation Loan Program.	• Program will continue in updated housing elements with appropriate modifications to increase energy awareness and conservation measures through a new Goal H-5: Energy-Efficiency, Conservation, and Sustainable

Evaluation and Review of Housing Programs		
2003 Implementation Program	***Accomplishments***	*Comments*
Rehabilitation Program between 1999 and June 2006.	• Improvements made under the Residential Rehabilitation Program have resulted in more than thirty units receiving increased energy efficiency in the form of insulation, replacement of inefficient windows, water heaters, and home heating systems as well as the replacement of older roofs and similar upgrades.	Residential Development, as implemented by HIP-22, HIP-23, and HIP-24.
(HIP-8) Open Space Contributions Require open space contributions for all housing subdivisions.	• Open Space Contributions are not currently required for housing subdivisions; however, Development Impact Fees are charged for new housing development. • This issue will be addressed further during the Comprehensive General Plan Update	• Program will continue in the updated housing element.
(HIP-9) Housing Construction Construct or encourage the construction of housing units throughout the City, and in particular along San Pablo, through use of the following mechanisms: • **Mixed Use Housing Incentives.** Encourage mixed residential-commercial uses in areas consistent with the Land Use Plan, and in particular in Old Town and along San Pablo Avenue, to increase housing opportunities through the following and other means, if appropriate: (1) increased densities; (2) use of Pinole Redevelopment Agency funds; (3) allowances for ground-floor retail; (4) inclusionary requirements; and (5) flexibility in parking and development standards. • **Redevelopment Agency Powers.** The Pinole Redevelopment Agency will use its unique powers to reduce the costs and expedite the construction or rehabilitation of low and moderate income housing through actions such as offsetting development fees, combining parcels for development, writing down land costs, etc. Twenty percent of the Redevelopment Agency's tax increment will be set aside and used each year for development or rehabilitation of housing affordable to low and moderate-income	• Mixed Use Housing Incentives are evaluated in the Draft Specific Plan for San Pablo Avenue, Appian Way, and Pinole Valley Road. • The Redevelopment Agency continues to use its unique powers to reduce the costs and expedite the construction and rehabilitation of low and moderate-income housing by utilizing the twenty-percent set aside housing fund to help developers finance construction and improvements for affordable housing. • Over 160 affordable housing units were created between 1999 and June 2006 with contributions from the Redevelopment Agency. • More than 323 housing units were approved and/or constructed in Pinole between 1999 and June 2006.	• The City continues its commitment to construct or encourage the construction of housing units throughout the City. • In this Housing Element Cycle, the City commits to provide adequate land for the development of the remaining RHNA targets (HIP-5).

Evaluation and Review of Housing Programs		
2003 Implementation Program	***Accomplishments***	*Comments*
households. • **Affordable Housing Incentives.** Support the use of the following incentives for renter and ownership projects in the Pinole Redevelopment Project Area which provide a minimum of 15% of total units affordable to low and moderate income households for 45 and 55 years respectively: **a.** Density bonuses. Consistent with the State Density Bonus Law (Government Code Section 65915) offer density bonuses of at least 25% for projects that at least: 1) 20% of the units for lower-income households; or 2) 10% of the units for very low income households; or 3) 50% of the units for seniors. **b.** Flexibility in development standards. Allow flexibility in applying development standards (e.g. parking, floor area, setback, height standards). **c.** Prioritized Development Review. Affordable housing development should receive the highest priority and efforts should be made by staff and decision-makers to: 1) provide technical assistance to potential affordable housing developers; 2) consider project funding and timing needs in the processing of applications; and 3) provide the fastest turnaround time possible in determining application completeness. • **Require Affordable Housing in Market Rate Residential Projects Located in the Redevelopment Area.** 15% of the units located in new residential development within the Redevelopment Project Area must be affordable, and of those units, 40% must be affordable to very low-income households. The City's primary intent is the construction of units on-site. If this is not practical, the City will consider other alternatives of equal value, such as in-lieu fees, construction of units off-site, donation of a portion of the property for future non-profit housing development, etc.		

Evaluation and Review of Housing Programs		
2003 Implementation Program	***Accomplishments***	*Comments*
Target: The construction or approval of at least 288 units between 1999 and June 2006.		
(HIP-10) Repayment of Deferred Housing Set Aside Funds Make up deferral of Redevelopment Agency Housing Set Aside funds from tax increment financing.	• Complete. $1,207,308 of Deferred Housing Set Aside Funds repaid to the General Fund with proceeds from the 2004 bond issuance.	• Delete. Deferred Housing Set Aside Funds have been repaid and the required twenty percent of tax increment generated from the Project Area is annually deposited into the Housing Set Aside Fund.
(HIP-11) Second Unit Ordinance The City will provide information on the ordinance at City Hall and on its website, and consider the development of demonstration projects. In addition, the City will review and modify the Second Dwelling Unit Ordinance in regard to development requirements including: • Establishment of second units as a permitted "use by right" when the single family lot, primary structure and second unit meet all of the zoning and building development standards established for the zoning district in which they are located, and adequate traffic safety and parking is available. • Review of parking requirements and impact fees to encourage the creation of second units and reduce constraints. Fee waivers should be used when a second unit will provide long-term very low or low income housing. Off-site or reduced parking should be considered within one-quarter mile of a transit route. *Target: Amendment of the ordinance by December 2003. 5 new second units between 1999 and June 2006.*	➢ In 2007, 17 second units were constructed at the Serita by De Nova Homes Development, six of which are required by covenant to be rented at a price affordable to moderate-income households. ➢ Evaluation of the Second Unit Ordinance will be completed as part of the Zoning Ordinance Update to ensure compliance with current legal requirements.	➢ Program will continue in the updated housing element, combined with HIP-4, HIP-5, HIP-18, Hip-19, HIP-20.
(HIP-12) Homebuyer Programs Continue to support the Agency's First Time Homebuyer Program and the East Bay Delta Lease to Purchase Program. Specific actions should include: (a) pamphlets on the programs available at City Hall; (b) contact with neighborhood groups and associations; (c) posting of notices in specific neighborhoods, as needed; (d) providing special	• The East Bay Delta Lease to Purchase Program is no longer operational. All First Time Homebuyer loans are currently financed through the Redevelopment Agency's Program. • Brochures and program information are available at City Hall and on the City's website. The program is also publicized in the Community Guide	• Program will continue in updated housing element.

Evaluation and Review of Housing Programs		
2003 Implementation Program	***Accomplishments***	*Comments*
presentations to community groups periodically; and (e) providing public information through articles in the local newspaper and with cable TV public service announcements. *Target: 15 units between 1999 and June 2006.*	and information and presentations are provided to interested community organizations as requested. • The First Time Homebuyer Program policies were updated in 2008. Notable policy changes include: funding loans for homes located anywhere in the City; providing funding tiers based on household income; shortened deferral policies; and more stringent borrower eligibility criteria (debt-to-income ratio, minimum credit score). • Between 1999 and June 2006, the Agency provided First Time Home Buyer loans to 17 households for a total of $498,787 of financing assistance.	
(HIP-13) BMR Regulations Develop and implement resale (45 years) and rental (55 years) restrictions for low- and moderate-income units assisted or constructed by the Redevelopment Agency to assure that these units remain at an affordable price level as they are developed, occupied, and turned over. Encourage the monitoring of federal and state subsidized projects by continuing to work with the Contra Costa Housing Authority.	• The Agency continues to assist in the development and monitoring of affordability controls to ensure units remain affordable for households at the very low-, low-, and moderate-income levels. Its current portfolio includes 560 rental units with affordability controls in place in its portfolio. • A new policy for the sale of Below Market Rate (BMR) units was adopted in 2008. The policy requires that ownership BMR units have resale restrictions in place that guarantee affordability for 55 years. Rental affordability covenants are recorded for a minimum of 55 years. • The Agency currently has two single family housing units in its portfolio BMR resale restrictions for moderate-income households. The Agency is currently constructing three BMR units (Heritage Park) to be sold to very low, low, and moderate-income households in 2010.	• Program will continue in updated housing element.
(HUP-14) Technical Assistance to Housing Developers The City and its Redevelopment Agency will provide technical assistance to	• The City makes every effort to provide technical assistance to developers to encourage the development of affordable housing.	• Program will continue in updated housing element.

Evaluation and Review of Housing Programs		
2003 Implementation Program	***Accomplishments***	*Comments*
developers to encourage provision of affordable housing that are consistent with City goals. Assistance could include planning meetings, expedited plan review and permitting, and facilitation of neighborhood meetings.	Planning and Redevelopment staff work with developers to ensure that they understand their obligations to provide affordable housing and how the City and the Agency can help facilitate the process.	
(HIP-15) Accessible Units for the Physically Disabled The City will facilitate programs and projects that meet Federal, State and local requirements to provide accessibility for the physically disabled in residential units and will promote affordable accessible housing for the physically disabled. The City will encourage accessible units in all new projects; additionally, where outside funding is involved, the City will ensure compliance with funding agency requirements for units accessible to the physically disabled. The City will provide technical assistance in structuring the accessible units to best fit City needs and any additional program funding criteria. *Target: 5% of the units built or approved between 1999 and June 2006 should be adaptable for the physically disabled.*	• The City continues to enforce all local, state, and federal accessibility requirements during the ongoing development review process. • Modifications to the Zoning Ordinance adopted in July 2009 allow for administrative review of ramps and other improvements designed to accommodate individuals with disabilities.	• Program will continue in updated housing element.
(HIP-16) Housing for the Homeless Contribute a portion of the Housing Set Aside fund to nonprofit agencies involved in providing housing for the homeless. An example would be Shelter Incorporated. Focus efforts on finding opportunities to provide housing for families at risk. *Target: Annually*	• The Community Assistance Program (CAP) was instituted in 2007 to create a fund through which this type of donation could be made. CAP's 2008 donation was made to the Greater Richmond Interfaith Program, a program providing services for the homeless, in the amount of $6,000.	•
(HIP-17) Prevention of Housing Discrimination The City will take all appropriate actions when necessary to prevent discrimination in the housing market and provide information on fair housing laws. The Community Development Department shall be the responsible City department for referring questions concerning affordable housing and hair housing to appropriate departments or agencies. Staff will distribute fair housing pamphlets provided by agencies and coordinate with other groups. Information will also be made available on the City's website.	• This policy continues to be implemented. The Community Development Department continues to field questions and provide information about affordable housing and fair housing. No formal complaints of housing discrimination have been received.	• Homeless needs are addressed in HIP-16 (Homeless Assistance) and HIP-17 (Housing for the Homeless) in the updated housing element.
(HIP-18) Develop Multi-Family Sites at	• No formal policies are in place to	• Program will continue

Evaluation and Review of Housing Programs		
2003 Implementation Program	***Accomplishments***	*Comments*
Medium and High Densities The City will strive to protect the supply and availability of multifamily housing sites for affordable housing preventing the development of medium and higher density sites with lower densities. To that end, the Zoning Ordinance should be modified to include minimum densities. *Target: December 2003*	require that multi-family sites be developed at prescribed densities. • This issue will be evaluated and further addressed in the Specific Plan, General Plan Update and Zoning Ordinance Update.	in the updated housing element, combined with HIP-4, HIP-5, and HIP-11.
(HIP-19) Develop Reasonable Accommodation Policies and Procedures The City will further analyze existing land use controls, building codes and permit and processing procedures to determine the constraints they impose on the development, maintenance, and improvement of housing intended for persons with disabilities. Based on its findings, the City will develop a policy for reasonable accommodation in the application of zoning laws and permitting by persons with disabilities. The policy shall include a procedure for requesting accommodations, timelines for processing requests and appeals, criteria for determining whether a requested accommodation is reasonable and ministerial approval for minor requests. *Target: December 2003*	• The City modified the Zoning Ordinance in July 2009 to streamline the Design Review process for property owners seeking minor design changes in an effort to upgrade their properties. Administrative review and approval is now available for ramps or other improvements to accommodate individuals with disabilities. • A formal, comprehensive Reasonable Accommodation Policy has not been adopted, and accommodations are currently addressed through existing appeal processes. This issue will be evaluated further and addressed in the General Plan Update and Zoning Ordinance Update.	• Program will continue in the updated housing element, combined with HIP-4, HIP-5, HIP-11, HIP-18, HIP-20.
(HIP-20) Multi-Family Use Permit Ordinance The issuance of use permits for multi-family developments in all residential zones shall be reviewed to determine if this is a redundant step in the review process. Changes to the zoning ordinance will be implemented as appropriate to streamline the review process. *Target: December 2004*	• No changes have been made to the Multi-Family Use Permit Ordinance. Recent efforts have focused on ensuring that the zoning ordinance provides clear expectations and streamlined processing for design review. The Ordinance will be evaluated as part of the Specific Plan and Comprehensive Zoning Ordinance Update.	• Program will continue in the updated housing element, combined with HIP-4, HIP-5, HIP-11, HIP-18, HIP-19.

APPENDIX E. HOUSING IMPLEMENTATION PROGRAMS

Program		# of Units	Target Date	Responsible Entity	Funding Source
HIA-1	Conduct an Annual Housing Element Review		Ongoing (annually)	Community Development Department	
HIA-2	Explore Housing Development Partnerships		Ongoing	Community Development Department	
HIA-3	Periodically Review Residential Development Requirements		Ongoing (as necessary)	Community Development Department	
HIA-4	Zoning Ordinance Update		Within 1 year of adoption of Housing Element	Community Development Department Pinole City Council	
HIA-5	Apply Design Review Guidelines		Ongoing	Community Development Department	
HIA-6	Adequate Sites to Meet Regional Fair Share of Housing Growth	323	Ongoing (specific targets included in text)	Community Development Department Pinole City Council	
HIA-7	Rehabilitation Loan Programs	35 residential, 15 rental rehabilitation loans	Ongoing	Community Development Department Pinole Redevelopment Agency	Pinole Redevelopment Agency Contra Costa County
HIA-8	Open Space Contributions		Ongoing	Community Development Department	
HIA-9	Fee Structure Evaluation		Ongoing	Community Development Department	
HIA-10	General Plan Land Uses		Within 1 year of adoption of Housing Element	Community Development Department	
HIA-11	Housing Construction	323	Ongoing; complete by 2014	Community Development Department, Pinole Redevelopment Agency, Non-profit and for-profit housing developers	Pinole Redevelopment Agency
HIA-12	Parcel Consolidation		Ongoing; lot consolidation procedure to be incorporated in Muni Code within 1 year of	Community Development Department	

			adoption of Housing Element		
HIA-13	Second Unit Ordinance	15	Ongoing	Community Development Department, Pinole Redevelopment Agency Homeowners	Pinole Redevelopment Agency
HIA-14	Homebuyer Programs	15	Ongoing	Community Development Department Pinole Redevelopment Agency Lending Institutions	Pinole Redevelopment Agency
HIA-15	Below Market Rate (BMR) Regulations		Ongoing	Community Development Department Pinole Redevelopment Agency	Pinole Redevelopment Agency
HIA-16	Technical Assistance to Housing Developers		Ongoing	Community Development Department Pinole Redevelopment Agency	Pinole Redevelopment Agency
HIA-17	Accessible Units for the Physically Disabled	5% of units built or approved units	Ongoing	Community Development Department	
HIA-18	Adopt and Implement Reasonable Accommodation Procedures		Adopt within 1 year of adopting Housing Element; implementation ongoing	Community Development Department	
HIA-19	Homeless Assistance		Ongoing	Pinole Redevelopment Agency	Pinole Redevelopment Agency
HIA-20	Housing for the Homeless		Within 12 months of adoption of the Housing Element	Community Development Department	
HIA-21	Prevention of Housing Discrimination		Ongoing	Community Development Department	
HIA-22	Develop Multi-Family Sites and Medium and High Densities		Ongoing	Community Development Department, PG&E, Pinole Redevelopment Agency	
HIA-	Conservation of	Through	Ongoing	Community Development	

23	Affordable Housing Units	2014: 2 low-income units		Department Pinole Redevelopment Agency	
HIA-24	Explore Options for Senior Assistance Programs		2011	Community Development Department Pinole Redevelopment Agency	Pinole Redevelopment Agency
HIA-25	Energy & Water Conservation	15 units	Ongoing	Pinole Community Development Department PG&E Pinole Redevelopment Agency	Pinole Redevelopment Agency
HIA-26	Energy Efficiency		2011	Community Development Department	
HIA-27	Green Building Ordinance		2011	Community Development Department	

APPENDIX F. HOUSING OPPORTUNITY SITE OWNERSHIP

The following table provides ownership information as of April 1020 for the Housing Opportunity Sites identified for potential rezoning in the Housing Opportunities section of this Housing Element. Please see **Table 38** for additional information about identified Housing Opportunity Sites. The Map Reference Numbers correspond to the parcels identified in **Figures 1A and 1B**.

Map Ref. No.	APN	Location	Owner
33	402-282-001 402-282-020	1599 Tara Hills Dr. (Part of 1201-1577 Tara Hills Drive, 2301 Appian Way—Appian-80 Shopping Center)	Armen Serebrakian
33	402-282-002	1565 Tara Hills Dr. (Part of 1201-1577 Tara Hills Drive, 2301 Appian Way—Appian-80 Shopping Center)	Tara Hills Drive Limited Partners
33	402-282-019 402-282-017	1501 Tara Hills Drive (Part of 1201-1577 Tara Hills Drive, 2301 Appian Way—Appian-80 Shopping Center)	Hillsboro Properties ARCO Building Company
33	402-282-018	1421 Tara Hills Drive (Part of 1201-1577 Tara Hills Drive, 2301 Appian Way—Appian-80 Shopping Center)	Dorothy Jean Goldstone/TE
33	402-282-005 402-282-007 402-282-008 402-282-009 402-282-013	1401 Tara Hills Drive 1211 Tara Hills Drive 1213 Tara Hills Drive 1221 Tara Hills Drive Tara Hills Drive (no address) (Part of 1201-1577 Tara Hills Drive, 2301 Appian Way—Appian-80 Shopping Center)	Hillsboro Properties
33	402-282-006 402-282-016	1201 Tara Hills Drive Tara Hills Drive (no address) (Part of 1201-1577 Tara Hills Drive, 2301 Appian Way—Appian-80 Shopping Center)	Thomas G. Paulson, II/TE
33	402-282-014	1271 Tara Hills Drive (Part of 1201-1577 Tara Hills Drive, 2301 Appian Way—Appian-80 Shopping Center)	John H. and Lynne F. P. Johnson
36	401-410-014 401-410 -015 401-410-016	1400 Pinole Valley Road (Gateway West)	Redevelopment Agency of the City of Pinole
37	404-410-005	1580 Pinole Valley Road (Bowling Alley)	Diana K. Draper Carole L. Salas
34	401-240-017 401-240 -018	2149 Appian Way (Doctor's Hospital Site)	Pinole Medical Development Company

38	402-023-007 402-023-002	600 Roble 1230 San Pablo Avenue 1106-1230 San Pablo Avenue, 600 Roble (Painters Union)	Edward K. Hemmat
38	402-023-008	1165 Encina	Gene Ortega
38	402-022-001	1072 San Pablo Avenue	Mary Noonan
38	402-023-009	1167 Encina	REO (National City Bank)
38	402-023-006	1169 Encina	Enrique Leon, Laura Mendez
35	360-010-021	2885 Pinole Valley Road Pinole Valley Community Church	American Baptist Church

CHAPTER 7: CIRCULATION

CIRCULATION

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CIRCULATION

VISION STATEMENT

Pinole will maintain and improve a well-planned, multimodal circulation system. The City will promote accessible, economically viable and environmentally sound transportation options that meet the needs of residents, employers, employees and visitors for safe, convenient and efficient travel by a variety of methods.

INTRODUCTION

This element of the General Plan describes the existing transportation conditions in the City of Pinole. It describes the various modes in the existing transportation system, the existing traffic volumes on area roadways, and current levels of service. Relevant planning documents and policies and planned roadway improvements for the area are also described.

A Circulation Element has been required as part of local general plans since 1955. Guidelines adopted by the California Office of Planning and Research emphasize the need to develop a "balanced, multimodal transportation system." Cost efficiency and protection of environmental quality, including air quality, require attention to non-auto transportation facilities and careful coordination with the Land Use and Economic Development Element (Chapter 5). Section 65302(b) of the Government Code summarizes state law requirements:

> *A circulation element consisting of the general location and extent of existing and proposed major thoroughfares, transportation routes, terminals, and other local public utilities and facilities all correlated with the land use element of the plan.*

PURPOSE

Traffic congestion and other circulation constraints are major considerations in determining appropriate land uses and responding to future conditions that will affect the quality of life in Pinole. The Circulation Element provides data concerning existing and future conditions as a factual basis for community goals, policies and implementing actions for existing and proposed roadway improvements and other transportation needs.

Pinole's Circulation Element addresses such issues as regional traffic congestion, traffic impacts on neighborhoods, public transit, trails and parking. More than other elements, the Circulation and Land Use elements act in concert to help achieve a vision of sustainability for the city. This element expresses a vision for the future where sustainable options of transportation, in conjunction with thoughtful development, provide for the needs of existing residents and businesses while preserving choices for future generations.

RELATIONSHIP TO OTHER GENERAL PLAN ELEMENTS

Chapter 4: The Growth Management Element encourages future growth to locate along the primary travel corridors through the community and in areas that are or can easily be served by transit.

Chapter 5: The Land Use and Economic Development Element establishes land use designations that guide future Pinole growth and demands on the circulation system.

Chapter 8: The Community Services and Facilities Element sets policies for the future maintenance of the road network in Pinole.

Chapter 10: The Natural Resources and Open Space element addresses pedestrian trails and linkages for Pinole.

Chapter 11: The Sustainability Element encourages transit options for Pinole and guides future growth to Pinole's transit corridors. This element also addresses greenhouse gas (GHG) reductions that may be realized by reducing automobile trips.

ISSUES AND OBJECTIVES

LOCAL AND REGIONAL REQUIREMENTS

A number of agencies and pieces of legislation govern the growth and maintenance of regional and local transportation systems. The Metropolitan Transportation Commission (MTC) is the regional organization responsible for prioritizing transportation projects.

In November 2004, voters approved Measure J, extending the Contra Costa County Transportation Improvement and Growth Management Program (Measure C, 1988) by 25 years. Measure C is enacted by the Contra Costa Transit Authority (CCTA). Full details of pertinent Measure J requirements can be found in the Growth Management Element. Below are highlights of Measure J that relate to the Circulation Element.

Measure J continues a 0.5 percent countywide sales tax through the year 2034 that will be used to address existing major regional transportation problems. To qualify for its share of the sales tax, the City of Pinole will:

1. Adopt a development mitigation program (adopted by Resolution 2008-92 on June 17, 2008);

2. Provide diverse housing options for people who live and work in Pinole (refer to Chapter 6 – Housing Element);

3. Participate in cooperative multi-jurisdictional planning (Pinole continues to be an active participant on the West Contra Costa Transportation Advisory Committee);

4. Maintain the adopted Urban Limit Line (ULL) (adopted by Resolution 2007-12 on February 6, 2007;

5. Implement a five-year capital improvement program (the 5-year CIP is updated annually); and

6. Adopt a Transportation Systems Management Ordinance (adopted by Ordinance 2006-06 on June 20, 2006).

CIRCULATION

Pinole has an adopted Growth Management Element as part of its General Plan, as required by Measure J. In addition, Measure J requires that tax revenues be dedicated to transportation projects in Contra Costa County and to the implementation of a Growth Management Program by all the cities and the County. Specifically, Measure J provides funding for three categories of transportation projects:

1. Transportation projects identified in Measure J;
2. Paratransit programs;
3. Transportation projects funded by Local Street Maintenance and Improvement or "Return-to-Source" funds.

Pinole has met and will continue to meet all Measure J requirements.

The West Contra Costa Transportation Advisory Committee (WCCTAC) is one of four Regional Transportation Planning Committees in Contra Costa County, and the committee of which Pinole is a member. The Regional Transportation Planning Committees were created to manage the 1988 Measure C 1/2 cent transportation sales tax projects and programs, as well as its extension, Measure J, approved by Contra Costa voters in 2004. In addition to managing revenues from Measures C and J, WCCTAC also administers the subregional transportation mitigation fee program (STMP) and participates in defining and implementing policies, programs and projects to improve local and regional transportation and air quality.

PINOLE'S EXISTING CIRCULATION SYSTEM

The roadway network in Pinole is made up of Interstate 80 (I-80), operated by the California Department of Transportation, arterials, collectors, and local streets. Roadways in Pinole also support pedestrian and bicycle facilities, though there are some deficiencies in those areas that are discussed below. Two railroad lines run along the San Pablo Bay shoreline and support both passenger (Amtrak) and freight rail service (Union Pacific and Burlington Northern Santa Fe). This circulation network connects to neighboring jurisdictions which offer access to ferry service, passenger rail service, and the Bay Area Regional Transit (BART) system. Routes of regional significance in Pinole are I-80, San Pablo Avenue, and Appian Way. The Background Report contains more details of Pinole's transportation services and facilities.

Transit Systems

Transit systems provide a motorized alternative to private vehicles. As discussed in the Sustainability Element (Chapter 11), local governments are taking on responsibility for combating climate change. This is done primarily through reducing greenhouse gas (GHG) emissions, a large portion of which are caused by automobile transportation. By reducing vehicle miles traveled and single-occupancy vehicle use, and encouraging the use of other transit options, Pinole can meet GHG reduction targets, meet state government requirements for reducing GHG emissions, contribute to efforts to combat climate change and become more sustainable.

Bus Service

Bus service in Pinole is provided by the West Contra Costa Transit Authority (WestCAT) and the Alameda Contra Costa Transit Authority (AC Transit). Bus service facilities run primarily along Pinole's main transportation corridors: San Pablo Avenue, Pinole Valley Road and Appian Way.

Passenger Rail Service

The San Francisco Bay Area Rapid Transit District (BART) provides regional transit service to Alameda, San Francisco, Contra Costa and San Mateo counties. There is currently no BART service in Pinole. However, WestCAT operates the J bus route, which connects to the BART station at El Cerrito del Norte. In addition, the Orinda BART station is approximately 12 miles from the city and the Richmond BART station is approximately 6 miles from the city.

Amtrak operates passenger rail service for three routes that traverse western Contra Costa County. While there is no station in Pinole, the closest stations are an Amtrak station at the Richmond BART station (approximately 6 miles) and the Martinez station (approximately 9 miles), and there are plans to build a ferry and Amtrak station in neighboring Hercules. Two of Amtrak's routes that stop in Richmond are intrastate services, the Capitol Corridor serving Sacramento/San Jose and the San Joaquin serving Oakland/Bakersfield. The other route is the California Zephyr, an interstate service serving Emeryville/Chicago. The Coast Starlight route, which serves Los Angeles and Seattle, also shares the existing track.

Freight Rail Service

The Union Pacific and Burlington Northern Santa Fe railroads operate freight services that pass through Pinole. The Union Pacific tracks are located along the San Pablo Bay shoreline, which limits possible public access to the shoreline. Amtrak passenger trains share these tracks with the freight trains.

BICYCLING FACILITIES AND PROGRAMS

Pinole currently has few designated bicycle facilities. Reasons for this include disconnection, lack of signage, lack of roadway crossing aids, topography, and lack of bicycle lanes, and road width issues make it difficult to encourage the use of bicycles as a more sustainable transportation alternative.

Bicyclists need parking facilities to access various places and services. Bicycle rack parking is located at City Hall and Fernandez Park. According to the Contra Costa Countywide Bicycle and Pedestrian Plan, Pinole requires adequate bike parking facilities at transportation centers, public parks and buildings, recreational facilities, commercial centers, and large multi-family residential projects. Other facilities that may enhance the bicycle system include directional signage indicating points of interest and mileage, water fountains, bicycle loops and bicycle showers at private facilities, and bike boxes at intersections to facilitate high-volume left turns.

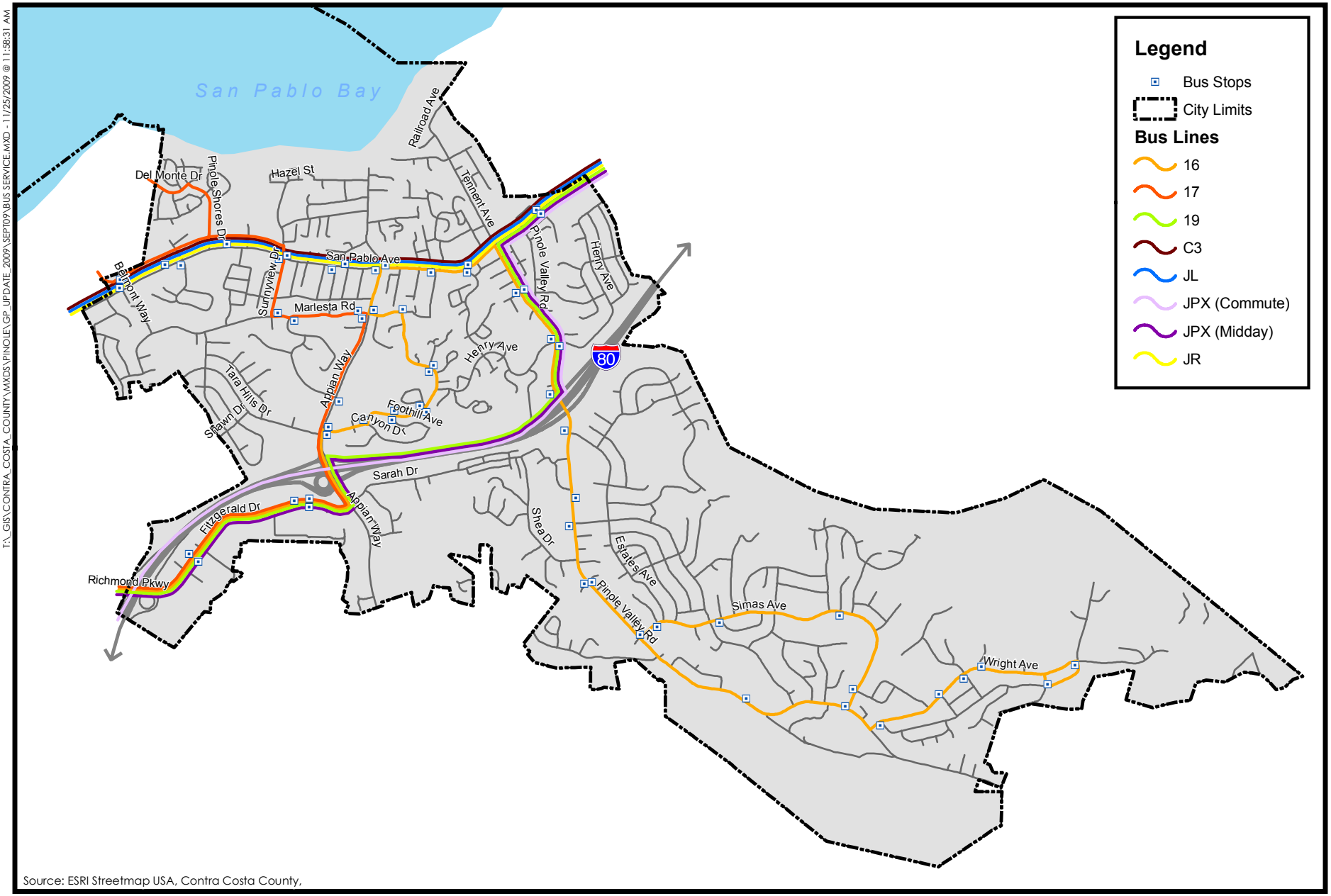

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Figure 7.1
WestCAT and AC Transit Bus Service

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PEDESTRIAN SYSTEMS

Due to the age of existing infrastructure, many sidewalks in Pinole are too narrow to meet the Americans with Disabilities Act (ADA) standards and have utility poles and other obstructions in the pedestrian pathway. Certain sidewalks in Pinole also are too narrow to facilitate convenient pedestrian travel. Most signalized intersections have marked crosswalks on all roads and pedestrian-activated signals. Intersections close to I-80 prohibit pedestrian crossing across some road segments, though some pedestrians cross in spite of these prohibitions. Only one intersection has audible crossing signals (San Pablo Avenue at Sunnyview Drive) and none have audible actuation. Marked crosswalks are also generally found at unsignalized intersections on some legs. Pedestrian curb ramps are located at most intersections except at some T-intersections; however, many ramps are steep and are not optimally positioned to lead into the crosswalk. Additionally, many existing pedestrian ramps lack high-contrast textured markings that optimally delineate the pedestrian and vehicle areas of the intersection.

The city's multi-use paths along Pinole Creek and in Bayfront Park at the Bay Trail provide recreational and transportation opportunities to walkers. The Pinole Creek Trail provides connections to several activity centers, but the Bay Trail must still be completed along the Bay shoreline as discussed in the Community Services and Facilities Element (Chapter 8) and Natural Resources and Open Space Element (Chapter 10). Disconnection, inadequate signage and width issues for bicyclists are equally problematic for pedestrians. Additionally, pathway connections from Tennent Avenue and Railroad Avenue to the Bay Trail are unpaved and unsigned. Neighborhood access to the Pinole Creek Trail is provided at Prune Street but discouraged at Plum Street. The Old Town area also includes convenient transit stops along portions of San Pablo Avenue and Tennent Avenue that are easily accessible to pedestrians.

OTHER TRANSPORTATION SYSTEMS

AIRPORTS

The closest airports to Pinole are Oakland International Airport, which is 27 miles away, and San Francisco International Airport, which is 34 miles away. Buchanan Field is a local airport that does not currently support commercial airline service and is located in Concord, approximately 15 miles east of Pinole.

PARKING

Parking in Pinole is generally readily available except in Old Town, though off-street parking lots and metered on-street parking have not been used as a method to manage parking demand.

EXISTING TRANSPORTATION PROGRAMS

TRAFFIC CALMING PROGRAM

Neighborhoods wishing to install or remove speed humps on local or collector streets within residential areas may submit an application to the Public Works Department. According to the adopted residential traffic calming policy approved by the City Council on April 21, 2009, the

installation or removal of speed humps requires approval from 65 percent of the property owners within a defined area determined by the Public Works Department

TRANSPORTATION DEMAND MANAGEMENT PROGRAM

Developed because of the growth management requirement of Measure C, a transportation demand management program, 511 Contra Costa, was created to promote alternatives to the single-occupant vehicle, such as carpooling, vanpooling, telecommuting, biking, transit and walking in Contra Costa County. The program has three offices in the county. Pinole is represented by the office located in San Pablo.

EAST BAY SMART CORRIDOR PROGRAM

The City of Pinole is a partner of the East Bay SMART Corridors program, the goals of which are to "better manage congestion and incidents along regional routes, improve transportation mobility, efficiency and safety, and to provide timely, multi-modal transportation information to agency transportation managers and to the public"[1] along three major arterial corridors including the San Pablo Avenue corridor, which runs through Pinole.

I-80 INTEGRATED CORRIDOR MOBILITY PROJECT

The I-80 Integrated Corridor Mobility (I-80 ICM) project is sponsored by the Alameda County Congestion Management Agency, WCCTAC, CCTA, California Department of Transportation (Caltrans), MTC, local agencies including the City of Pinole and local transit agencies in Alameda and Contra Costa counties. The I-80 ICM project's goal is to enhance the current transportation network along I-80 and its parallel arterials, such as San Pablo Avenue, by building an integrated system that would improve the safety and mobility of all users.

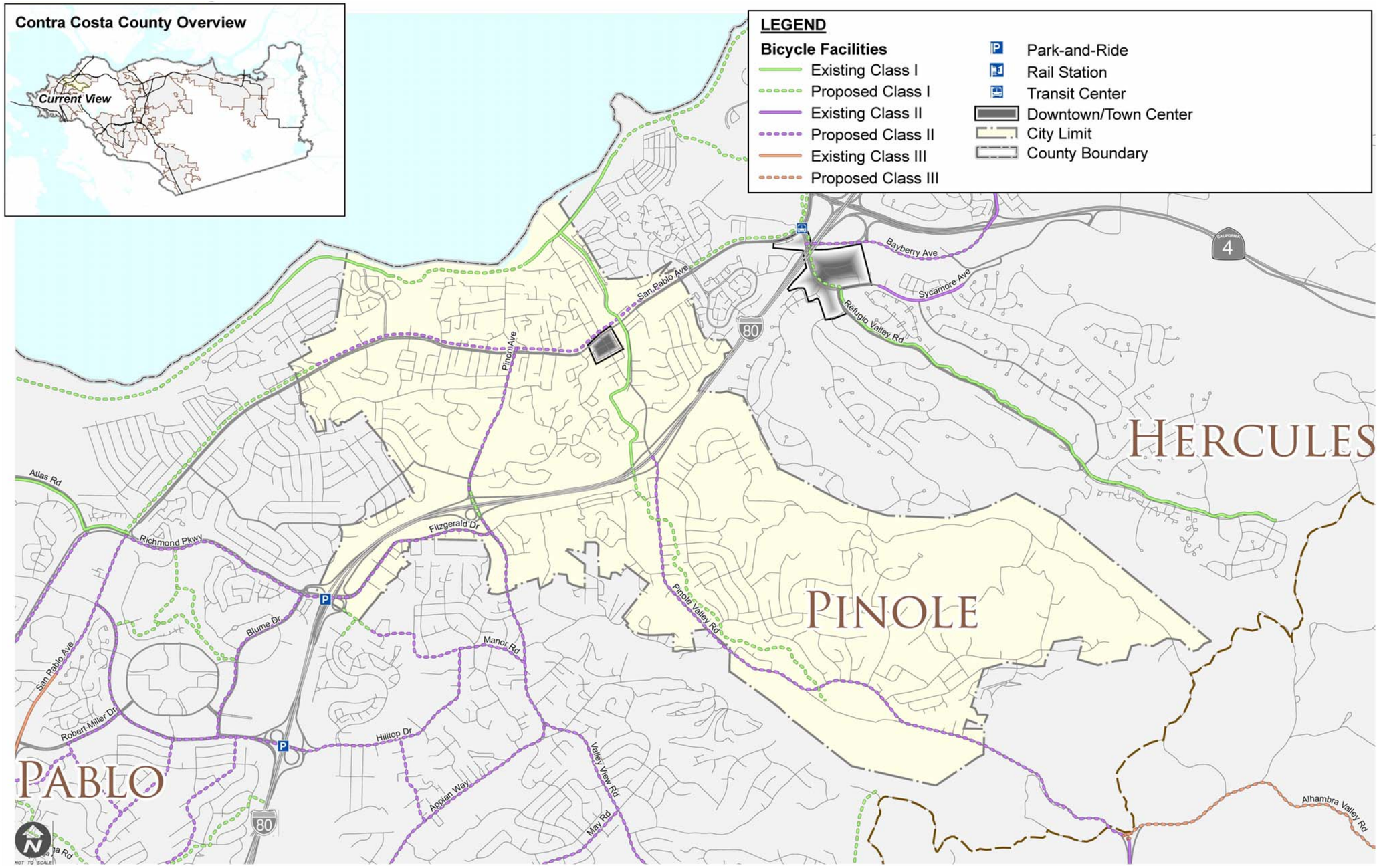
FOCUS

FOCUS, short for the Focusing Our Vision initiative, is a regional planning initiative undertaken by the Association of Bay Area Governments (ABAG) and the MTC in coordination with the Bay Area Air Quality Management District (BAAQMD) and the Bay Conservation and Development Commission (BCDC) to support regional development patterns that are compact and transit-oriented.

As part of the FOCUS program, all three of Pinole's major corridors have been designated as potential or planned Priority Development Areas (PDA). PDAs are eligible for capital infrastructure funds, planning grants and technical assistance.

Designation of PDAs in Pinole expresses the City's priorities for managed growth and sustainability. This is one way the City is continuing to work with regional agencies to accommodate growth and plan future development in a more sustainable manner.

[1] East Bay Smart Corridor Program, 2007. http://www.smartcorridors.net/about.php



Source: Contra Costa County Countywide Bicycle and Pedestrian Plan 2009

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Figure 7.2
Bicyclists Lanes and Roadways

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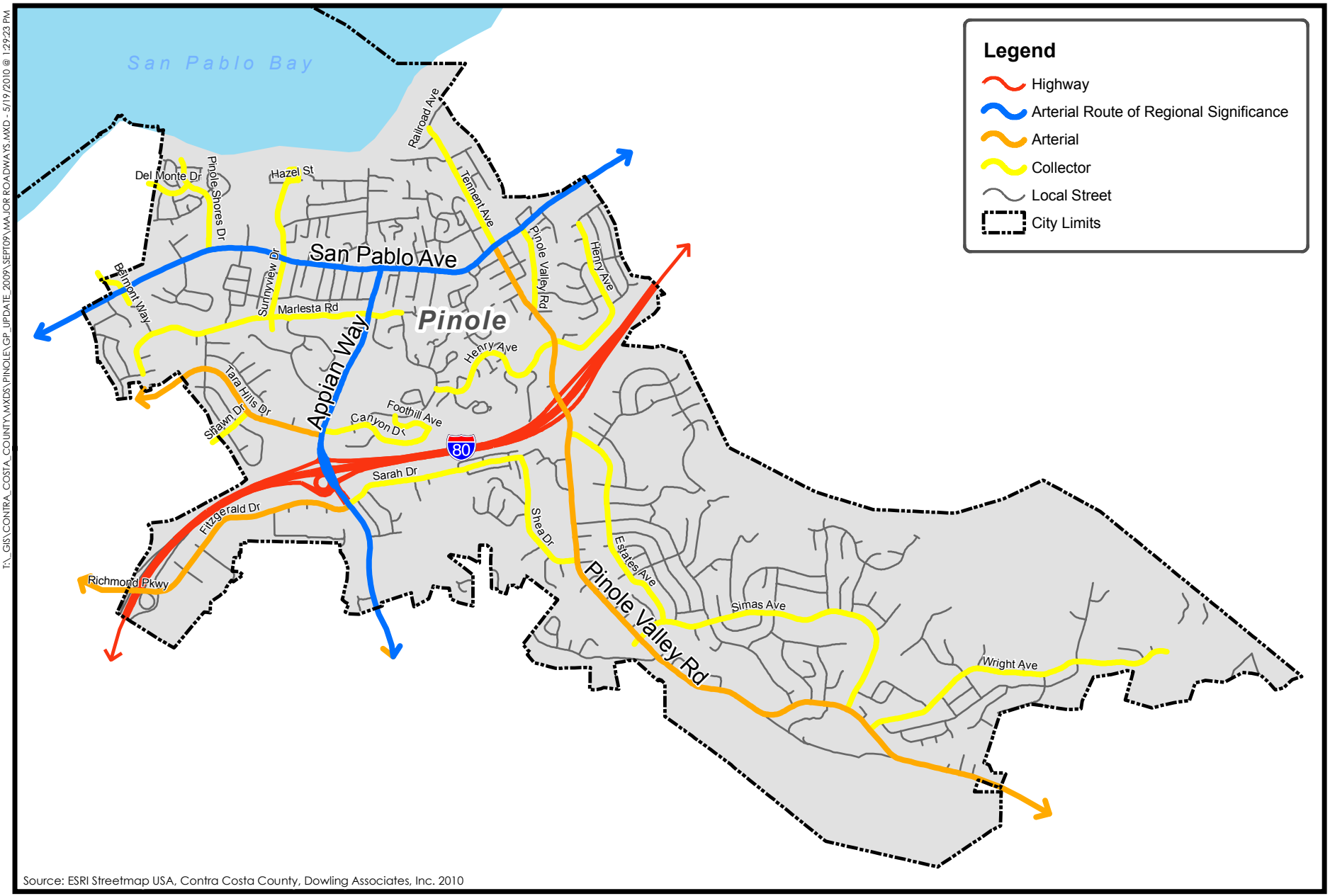

Source: ESRI Streetmap USA, Contra Costa County, Dowling Associates, Inc. 2010

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Figure 7.3
Major Roadways

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Regional agencies are working with cities to provide technical assistance and grants and to facilitate development within PDAs. Future funding opportunities are anticipated in partnership with state agencies and other sources to focus regional development within PDAs as part of a long-term strategy to accommodate future growth in a more sustainable manner.

PINOLE'S FUTURE CIRCULATION CONDITIONS

Future traffic conditions for Pinole are projected using the CCTA Travel Demand Model. Level of service (LOS) is a measure of effectiveness by which traffic engineers measure auto and truck service on existing or planned roadways. The definitions of the LOS measures are:

A. Traffic flowing freely

B. Generally unimpeded traffic flow

C. Slower but stable flow with minor delays

D. Reduced speeds and increased delays

E. Slow speeds and significant delays

F. Stop-and-go traffic, high level of delay

According to projected volumes, the future auto traffic conditions in Pinole will generally function at acceptable LOS, with only two intersections and four road segments that will eventually function at LOS E or LOS F. Please see **Figure 7.4**. While most of Pinole's roadway system will continue to function within acceptable levels, increases in daily volumes in segments along San Pablo Avenue, Appian Way and Pinole Valley Road will slowly begin to exceed the capacity of the roadway. Since increase in daily volumes is minimally due to growth in Pinole, the increase in daily volumes can mostly be attributed to growth adjacent areas, such as Hercules, San Pablo and the unincorporated county, as well as the lack of alternate transportation options. Another cause of the degradation in operations can be attributed to the diversion of through traffic from the congested I-80 onto local streets. The anticipated growth in both the San Francisco Bay Area and the Sacramento region is expected to result in increased demand on the I-80 corridor.

Traffic improvements that would widen San Pablo Avenue in Old Town in order to avoid LOS F, or support vehicular circulation at the expense of pedestrian circulation, have the distinct potential to change the historic character of Old Town Pinole, damage the economic vitality of the area, and potentially decrease public safety and enjoyment. The viability of the City being able to purchase additional public right-of-way in that area is not feasible.

For these reasons, and with the overarching theme of sustainability in mind, the City has chosen to adopt policies to enhance bicycle, pedestrian and public transit options.

As part of the ongoing effort to encourage future development along the three main transportation corridors in Pinole (San Pablo Avenue, Pinole Valley Road and Appian Way), the

City will adopt the Three Corridors Specific Plan. This Specific Plan provides new land use designations, design standards and transit opportunities for the three corridors. One of the development projects that the Specific Plan encourages is the narrowing of San Pablo Avenue through Old Town Pinole. The road would be narrowed down to two lanes, a bike lane added, and pedestrian facilities enhanced, which would slow down traffic, discourage the use of San Pablo Avenue as a bypass for I-80, and encourage economic activity in the Old Town area.

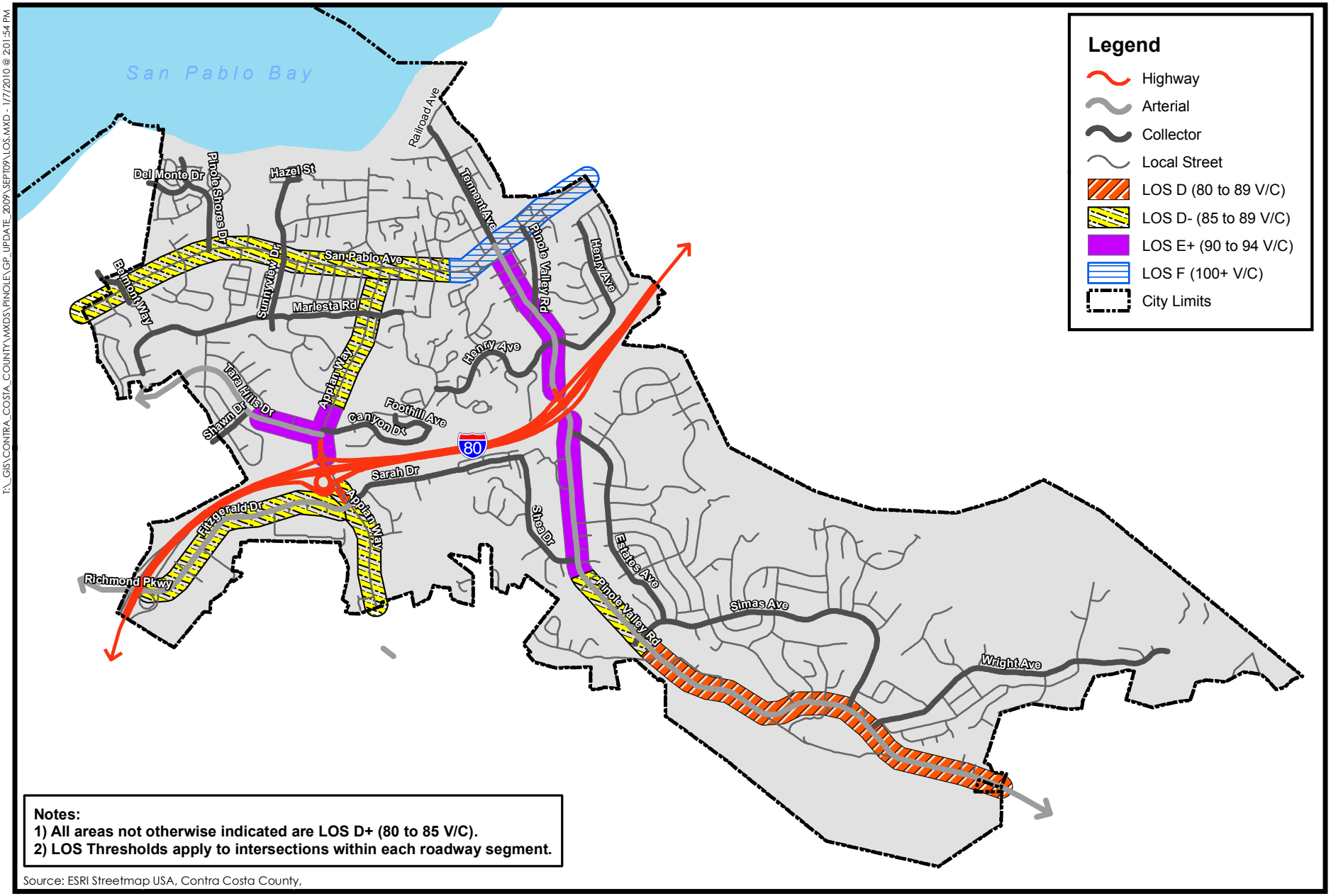
The City will encourage economic development in Old Town that supports this area as a destination and the vibrant cultural heart of the community and discourage the use of San Pablo Avenue in Old Town as a bypass for I-80. Old Town will continue to be served by shared parking facilities and on-street parking as specified in the Zoning Code in order to preserve the character of Old Town. Please see **Figure 7.5** for a map of the Old Town Parking District. In addition, the City will encourage road improvements that increase pedestrian safety, especially in areas such as Old Town where there are destinations easily accessed by pedestrians. To this end, the City will support vehicle LOS F as the traffic circulation threshold for the Old Town section of San Pablo Avenue.

It should be noted that several planning efforts are under way to address regional traffic issues that may improve the LOS in Old Town. They include (1) the I-80 Corridor Study by the Sacramento Area Council of Governments, ABAG, the MTC, and the Solano Transportation Authority; and (2) the I-80 Integrated Corridor Mobility Project. Further, the WCCTAC (West Contra Costa Transportation Advisory Committee) Action Plan includes objectives to help alleviate congestion along the I-80 corridor and could reduce the traffic impacts on the local streets in Pinole. The City will continue to work with regional agencies toward improving transportation conditions in Pinole.

ISSUES THIS ELEMENT ADDRESSES

This element provides goals, policies and actions that address the following issues, many of which were raised at public meetings for the Three Corridors Specific Plan, as well as during research to prepare for the update of the General Plan. Some areas of Pinole's circulation system that are addressed in the goals, policies and actions are:

- Expanding and enhancing the pedestrian trail system in Pinole.
- Concentration of future development and circulation improvements around Pinole's three primary transportation corridors: San Pablo Avenue, Pinole Valley Road and Appian Way (also see the Land Use and Economic Development Element (Chapter 5) and the Sustainability Element (Chapter 11)).
- Improvements to Pinole's bicycle facilities.
- More walkable streets with wider sidewalks, pedestrian buffers, and more signalized crossings with higher visibility and actuation.
- Maintain level of service (LOS) standards for traffic operations, except in Old Town, where the City will work with CCTA to reduce the threshold to LOS F.



Notes:
1) All areas not otherwise indicated are LOS D+ (80 to 85 V/C).
2) LOS Thresholds apply to intersections within each roadway segment.

Source: ESRI Streetmap USA, Contra Costa County,

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Figure 7.4
LOS Thresholds

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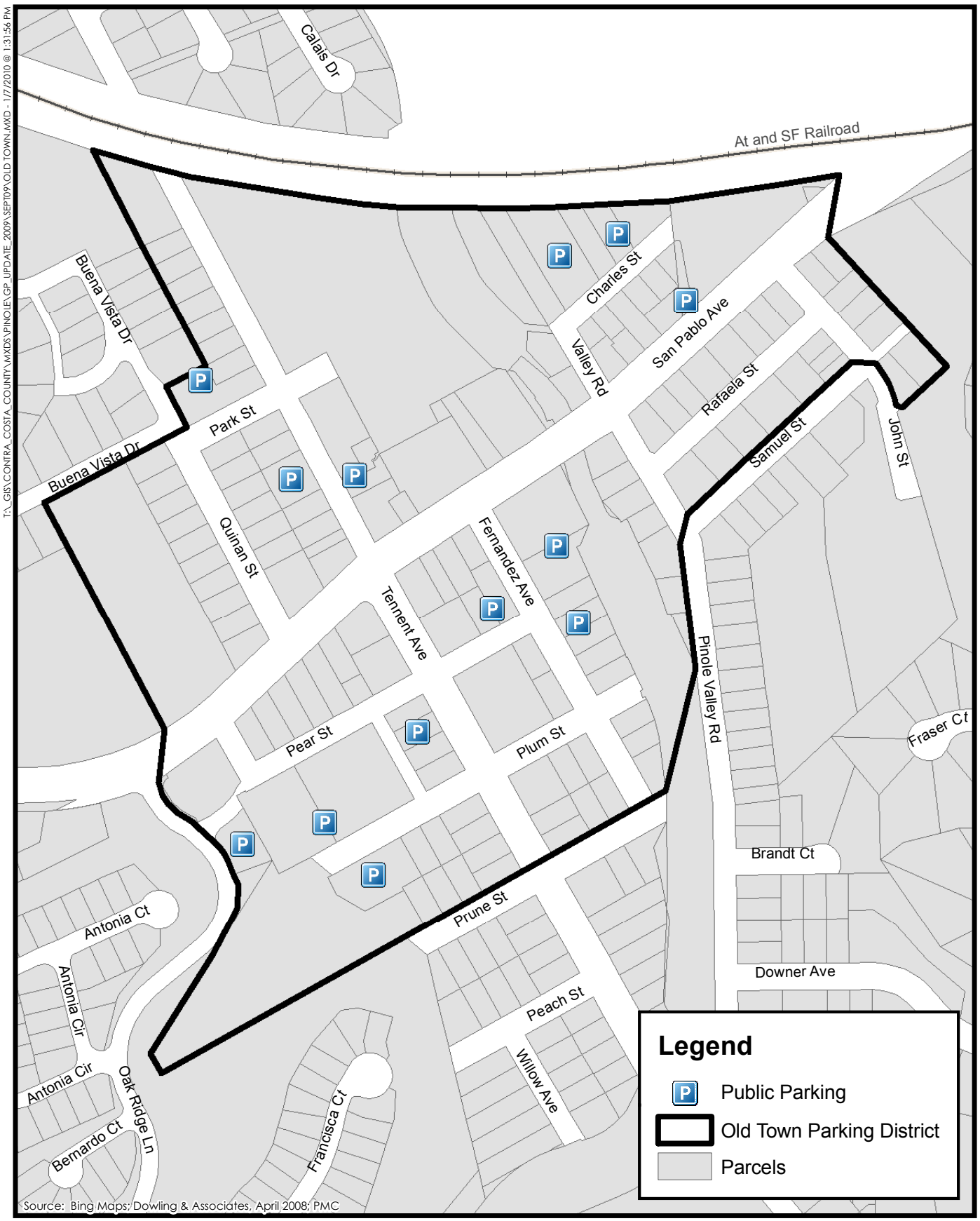

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Figure 7.5
Old Town Parking District

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- Plan for future growth and meet Measure J requirements (see Background Report and the Growth Management Element (Chapter 4)).
- Keep Pinole accessible for all members of the community.

GOALS, POLICIES AND ACTIONS

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

- Goal CE.1: Reduce vehicle miles traveled and encourage the use of public transit.
- Goal CE.2: Achieve a coordinated regional and local transportation system that minimizes traffic congestion and efficiently serves users.
- Goal CE.3: Provide timely input and effective means (as appropriate) of programming street and highway improvements to maintain the objective peak hour level of service without detrimentally impacting community character or commercial activity.
- Goal CE.4: Establish programs to support sidewalk, trail and street enhancements, where feasible.
- Goal CE.5: Provide adequate parking and loading facilities while encouraging alternative means of transportation.
- Goal CE.6: Reduce the amount of peak hour automobile congestion on city streets, as appropriate.
- Goal CE.7: Support bicycle use as a mode of transportation by enhancing infrastructure to accommodate bicycles and riders.
- Goal CE.8: Provide a safe network of well-maintained pedestrian walkways throughout Pinole that encourages walking as a form of non-motorized transportation.

GOAL CE.1 Reduce vehicle miles traveled and encourage the use of public transit.

POLICY CE.1.1 Encourage strategic growth that concentrates future development along Pinole's three primary transit corridors (San Pablo Avenue, Appian Way and Pinole Valley Road).

Action CE.1.1.1 Adopt and implement the Three Corridors Specific Plan.

Action CE.1.1.2 Adopt a Resolution of Support for the designation of Appian Way, San Pablo Avenue and Pinole Valley Road as Preferred Development Areas (PDAs).

Action CE.1.1.3 Apply for grants and other funding, as appropriate to implement the PDAs.

POLICY CE.1.2 Coordinate development of the circulation system with sustainable land use planning.

Action CE.1.2.1 Give priority to projects that will contribute to a reduction in vehicle miles traveled per capita, while maintaining economic vitality and sustainability.

Action CE.1.2.2 Require development to provide bus, bicycle, pedestrian and alternative fuel vehicle facilities, as appropriate.

Action CE.1.2.3 Provide safe and convenient access for pedestrians and bicyclists, wherever feasible.

Policy CE.1.3 Encourage development that is sensitive to both local and regional transit measures and that promotes the use of alternative modes of transportation.

Action CE.1.3.1 Consult with transit providers during review of development proposals.

Action CE.1.3.2 Include facilities that support alternative modes of transportation (pedestrian, bicycles, public transit, electric vehicles, etc.) where feasible.

POLICY CE.1.4 Encourage maximum utilization of the existing public transit system and alternate modes of transportation in Pinole.

Action CE.1.4.1 Study the feasibility of increasing public transit frequency in areas currently served, and continue evaluating the possibility of expanding service to areas currently without service.

Action CE.1.4.2 Include links to public transit resources, bike trails maps, pedestrian trails maps and carpool/van pool information on the City's website.

Action CE.1.4.3 Pursue extension of rapid bus service to Pinole and enhance transit facilities that serve Pinole users.

Action CE.1.4.4 Support provision of wayfinding signage and markers for transit stops and multi-use trails.

POLICY CE.1.5 Encourage transit facilities that will provide good access to major public facilities and employment centers in the city.

Action CE.1.5.1 Enhance existing and provide additional bus shelters and other amenities that support transit use, where feasible and appropriate.

POLICY CE.1.6 Encourage transit services between major employment centers in each area of the city and surrounding communities.

Action CE.1.6.1 The City shall continue to work cooperatively with local and regional transit with transportation agencies and other jurisdictions such as BART, WCCTAC, Transit Providers, West County Jurisdictions, CCTA, Railroads, to maximize connectivity to existing or proposed transit stations within the GPU Planning Area.

Action CE.1.6.2 Work with WestCAT, AC Transit and other transit providers to support expanded transit lines and increased frequency of service on major transit arterials.

GOAL CE.2 Achieve a coordinated regional and local transportation system that minimizes traffic congestion and efficiently serves users.

POLICY CE.2.1 Local circulation system improvements should be consistent with the goals and objectives stated in the Metropolitan Transportation Commission (MTC) Regional Transportation Plan.

Action CE.2.1.1 Work with local and regional jurisdictions in the preparation of regional and State-mandated regional plans.

Action CE.2.1.2 Work with WCCTAC to develop and update the Action Plan for Routes of Regional Significance, to establish Multimodal Transportation Service Objectives (MTSOs), and to coordinate planning for projects and programs of regional importance.

Action CE.2.1.3 Work with emergency service providers to ensure the transportation system facilitates efficient service delivery and protects public safety.

POLICY CE.2.2 Identify needed improvements to the highway/interstate facilities in the city and in order to aid Caltrans in implementing necessary programs on the state highway system and its interchanges/intersections with local roadways.

Action CE.2.2.1 Work with Caltrans and adjacent jurisdictions to improve the operational performance of I-80 and local transit corridors designated Priority Development Areas (San Pablo Avenue, Appian Way and Pinole Valley Road).

Action CE.2.2.2 Work with Caltrans in analyzing the performance of freeway interchanges located in the General Plan area and seek appropriate improvements.

Action CE.2.2.3 Improve the principal arterial gateways to Pinole to facilitate the movement of traffic flowing into and out of the city.

GOAL CE.3 Provide timely input and effective means (as appropriate) of programming street and highway improvements to maintain the objective peak hour level of service without detrimentally impacting community character or commercial activity.

POLICY CE.3.1 Apply the traffic service objectives indicated on Figure 7.4 [of the Circulation Element] for the identified roadways. LOS (level of service) and volume to capacity (V/C) thresholds are defined as follows:

Level of Service A (50 to 59 V/C): Indicates a relatively free flow of traffic, with little or no limitation on vehicle movement or speed.

Level of Service B (60 to 69 V/C): Describes a steady flow of traffic, with only slight delays in vehicle movement and speed. All queues clear in a single signal cycle.

Level of Service C (70 to 79 V/C): Denotes a reasonably steady, high-volume flow of traffic, with some limitations on movement and speed, and occasional backups on critical approaches. LOS C+ = 70 to 75 V/C. LOS C- = 75 to 79 V/C.

Level of Service D (80 to 89 V/C): Denotes the level where traffic nears an unstable flow. Intersections still function, but short queues develop and cars may have to wait through one cycle during short peaks. LOS D+ = 80 to 85 V/C. LOS D- = 85 to 89 V/C.

Level of Service E (90 to 99 V/C): Describes traffic characterized by slow movement and frequent (although momentary) stoppages. This type of congestion is considered severe, but is not uncommon at peak traffic hours, with frequent stopping, long-standing queues, and blocked intersections. LOS E+ = 90 to 94 V/C.

Level of Service F (100+ V/C): Describes stop-and-go traffic characterized by traffic jams and stoppages of long duration. Vehicles at signalized intersections usually have to wait through one or more signal changes, and "upstream" intersections may be blocked by the long queues.

Action CE.3.1.1 Work with WCCTAC and CCTA to revise the Action Plan level of service standard for San Pablo Avenue within Old Town to LOS F and for Appian Way between Mann Drive and I-80 to LOS E as well as new MTSO's that reflect non-motorized LOS to create a more pedestrian-friendly environment and facilitate pedestrian and bicycle access and circulation.

Action CE.3.1.2 Project applicants shall provide a traffic study forecasting traffic impacts, identifying deficient roadways and intersections, and providing an implementation plan for needed improvements to the satisfaction of the Public Works Director/City Engineer.

Action CE.3.1.3 The City shall develop a Roadway/Trail Master Plan to improve the sidewalk, bike trail, pedestrian trail and roadway system, as necessary for buildout of the General Plan.

POLICY CE.3.2 Maintain roadway network at or above established LOS thresholds.

POLICY CE.3.3 All projects shall pay their fair share of the cost for project impacts on the circulation network in order to ensure that established levels of service are met.

Action CE.3.3.1 Establish a mechanism for collecting appropriate fees from development projects that will offset negative impacts on LOS thresholds.

Action CE.3.3.2 Adopt traffic impact fees that are based upon peak hour trip generation.

POLICY CE.3.4 Reduce traffic congestion at key intersections throughout the city, as appropriate and in line with the overall sustainability goals of the City.

Action CE.3.4.1 Construct necessary improvements to intersections to ensure that the applicable levels of service mentioned in Policy CE.3.1 are achieved.

GOAL CE.4 Establish programs to support sidewalk, trail and street enhancements, where feasible.

POLICY CE.4.1 Pinole will coordinate local transportation plans and programs with the CCTA to ensure eligibility for state and federal funding.

POLICY CE.4.2 Pinole will coordinate local funding with the Regional Transportation Plan (RTP) to ensure eligibility for maximum available funding under the Regional Transportation Improvement Plan (RTIP).

POLICY CE.4.3 The City will assess transit and multimodal impact fees on new developments to fund public transportation infrastructure, bicycle infrastructure, pedestrian infrastructure and other multimodal accommodations, as appropriate.

Action CE.4.3.1 Study multimodal impact fees to determine an appropriate amount and means of assessing them.

POLICY CE.4.4 Prioritize transportation funding to support public transit and other non-auto modes of transportation.

Action CE.4.4.1 Before funding transportation improvements that increase roadway capacity and vehicle miles traveled, the City will evaluate the feasibility and effectiveness of funding projects that support alternative modes of transportation and reduced vehicle miles traveled, including transit and bicycle and pedestrian access.

Action CE.4.4.2 Roadways experiencing or forecast to experience worse than applicable level of service conditions (unstable or forced traffic flows) shall be improved, unless economic conditions, community character issues or

public health, safety or welfare factors are such that needed improvements would be detrimental to other City goals and objectives.

POLICY CE.4.5 Inventory sidewalk conditions to identify opportunities for enhancements to the circulation system and to help prioritize repair and maintenance activities as funding becomes available.

GOAL CE.5 Provide adequate parking and loading facilities while encouraging alternative means of transportation.

POLICY CE.5.1 Provide off-street parking to employees; however preferential parking at several locations in the city shall be made available to vanpools, carpools, alternative fuel vehicles and other transit users, where feasible and appropriate.

Action CE.5.1.1 Continue to encourage shared parking facilities for both private businesses and public agencies.

Action CE.5.1.2 Continue to maintain the Old Town parking district as described in **Figure 7.5**.

POLICY CE.5.2 Reserve on-street parking in commercial areas for short-term users.

Action CE.5.2.1 Consider as needed the use of timed/metered parking to discourage long-term parking in Old Town, provided resources are available for enforcement.

POLICY CE.5.3 Work with various government agencies to provide secure parking at park-and-ride lots and transit stations.

POLICY CE.5.4 Establish parking policies and requirements that support alternative modes of transportation.

Action CE.5.4.1 Allow reduction of minimum on-site parking requirements for development that includes exceptional features that support multiple modes of transportation.

Action CE.5.4.2 Encourage shared parking programs in mixed-use and transit-oriented development areas.

GOAL CE.6 Reduce the amount of peak hour automobile congestion on city streets, as appropriate.

POLICY CE.6.1 Encourage the use of carpooling and vanpooling to maintain an acceptable LOS on city streets and I-80.

Action CE.6.1.1 Designate a certain percentage of parking spaces for ride-sharing vehicles.

Action CE.6.1.2 Require the development of Transportation Management Associations (TMA) for large employers and commercial/industrial complexes. These TMAs would develop plans to encourage their employees to use some form of collective transportation to commute to and from work. These plans should not only include information regarding rideshare lists and available transit, but may also include provision of transit passes, preferential parking and other incentives to participating employees.

POLICY CE.6.2 Implement transportation demand management strategies in conjunction with land uses in order to prevent future traffic congestion in the city.

Action CE.6.2.1 Coordinate with ride-sharing programs to provide up-to-date lists of potential riders and to educate the public on commuting options.

Action CE.6.2.2 Encourage the development of employer-funded vanpool and shuttle bus services to new employment centers.

Action CE.6.2.3 Encourage employer provision of information on alternative modes of transit.

Action CE.6.2.4 Encourage employers to offer flextime arrangements to their employees in order to reduce the percentage of trips made during peak hours.

Action CE.6.2.5 Work with schools to encourage carpooling and a flexible class schedule in order to reduce the percentage of trips made during peak hours.

Action CE.6.2.6 Establish and apply minimum carpool requirements for all nonresidential developments.

POLICY CE.6.3 Strive to achieve a 30 percent reduction in the total number of peak period employee trips.

Action CE.6.3.1 Encourage and utilize shuttles to serve neighborhoods, employment centers and major destinations.

Action CE.6.3.2 Work with existing shuttle service providers to coordinate their services with other forms of transit, special events and work centers.

Action CE.6.3.3 Encourage home offices, live/work sites and satellite work centers in appropriate locations.

Action CE.6.3.4 Encourage telecommuting options through public outreach and with new and existing employers, as appropriate.

Action CE.6.3.5 Explore the potential for creation of a transportation assessment district to help fund transportation improvements and repairs throughout the city.

Action CE.6.3.6 Explore the creation of a network of park-and-ride facilities to support and encourage the use of regional transit.

Action CE.6.3.7 Identify and correct gaps in the pedestrian travel network, whenever feasible.

Action CE.6.3.8 Work with WestCAT and AC Transit to construct additional bus turnouts along the following Pinole Roadways: San Pablo Avenue, Pinole Valley Road, Appian Way, and Fitzgerald Drive.

GOAL CE.7 Support bicycle use as a mode of transportation by enhancing infrastructure to accommodate bicycles and riders.

POLICY CE.7.1 Enhance the city's bikeway network through the use of Class I, II and III bikeways.

Action CE.7.1.1 Develop street design and bikeway design standards to address all street users, autos, public transit, bicycles and pedestrians of all ages and abilities.

Action CE.7.1.2 Prepare and regularly update a Pinole bikeways map and make it available on the City's website.

Action CE.7.1.3 Provide safe access to public transportation and other non-motorized uses through construction of dedicated bicycle paths.

POLICY CE.7.2 Establish standards for new development and redevelopment projects to support bicycle use.

Action CE.7.2.1 Establish engineering standards for pedestrian and bicycle facilities.

Action CE.7.2.2 Require provision of adequate, convenient and secure bike parking in conjunction with private development.

Action CE.7.2.3 Provide public bike parking as funding is available.

Action CE.7.2.4 Require projects to include bicycle facilities, as appropriate.

POLICY CE.7.3 Establish a network of multi-use paths to facilitate safe and direct off-street bicycle and pedestrian travel.

Action CE.7.3.1 Where feasible, provide bike racks along these trails at safe, lighted locations.

Action CE.7.3.2 Pursue enhanced funding for bicycle and pedestrian facilities and access projects.

Action CE.7.3.3 Adopt bicycle parking standards that encourage and facilitate bicycle travel.

Action CE.7.3.4 Minimize bicycle/pedestrian/motor vehicle conflicts by providing proper trail, street and intersection design and separation.

POLICY CE.7.4 Establish bicycle safety as a priority through ongoing public education.

Action CE.7.4.1 Assist in the development and dissemination of public education programs to promote bicycle safety.

GOAL CE.8 Provide a safe network of well-maintained pedestrian walkways throughout Pinole that encourages walking as a form of non-motorized transportation.

POLICY CE.8.1 Require development to provide pedestrian walkways that are safe, interconnected and accessible by all members of the community

Action CE.8.1.1 As feasible, ensure that all intersections in areas with pedestrian usage are signalized with curb ramps, bulbouts, high-contrast crosswalks and pedestrian actuation, and other safety measures.

Action CE.8.1.2 Where feasible, use landscaping or physical barriers on high-capacity arterials to separate vehicles and pedestrians.

POLICY CE.8.2 Encourage the community to take advantage of Pinole's pedestrian facilities and recreational opportunities and increase non-motorized modes of transportation.

POLICY CE.8.3 Design access ways to school facilities that will ensure public safety.

Action CE.8.3.1 In conjunction with the public school system and other appropriate public facilities and programs, assist in developing public education programs to promote pedestrian safety.

Action CE.8.3.2 Ensure that all intersections near schools are signalized with curb ramps, high-contrast crosswalks and pedestrian actuation, where feasible.

Action CE.8.3.3 Actively support the Safe Routes to Schools program, including making use of available funding and technical assistance.

POLICY CE.8.4 Encourage the location of basic shopping and services within walkable distances to residential areas.

Action CE.8.4.1 Use strategic planning to establish land use patterns that encourage mixed-use, walkable development.

CHAPTER 8: COMMUNITY SERVICES AND FACILITIES

COMMUNITY SERVICES AND FACILITIES

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COMMUNITY SERVICES AND FACILITIES

VISION STATEMENT

Pinole will provide services that are responsive to community needs and to ensure that the citizens of Pinole have access to their city government officials and services, as well as other local and regional services that affect the community.

Pinole will maintain and improve facilities and infrastructure, as funding is available, to continue providing a high level of service to all areas of the community and accommodate planned growth.

INTRODUCTION

While Pinole is fortunate to have well-maintained City facilities that support community services, existing infrastructure is of an age that requires investment in maintenance and modernization to extend the life of the facilities and to respond to community needs. Financial constraints, aging infrastructure and expanding regulatory obligations have combined to make the continued provision of City services one of the primary challenges facing Pinole.

The services that are considered in this element include those housed in City Hall, the Public Safety Building, parks and recreational facilities (including the Senior Center and Youth Center), and the Pinole/Hercules Water Pollution Control Plant. This element also discusses services and facilities provided by other agencies, including schools, library, health care, domestic water supply, solid waste disposal, energy and communication. The facilities that are discussed in this element include the infrastructure, equipment and buildings that support these public and quasi-public services.

The facilities discussed in this element include the infrastructure, equipment and buildings that support the governmental functions provided by the City of Pinole.

For each community service area, the General Plan sets forth the goals, policies and implementing actions that will be required to maintain adequate facilities to accommodate both current needs and anticipated demand from new growth. Some of the services and facilities discussed in this element are managed by organizations and agencies (e.g., schools, libraries) that are not controlled by the City of Pinole. Nevertheless, the General Plan expresses the City's objectives for the operation, maintenance and expansion of both City and non-City facilities and services.

The General Plan land use designations create the potential for additional development in Pinole. The Community Services and Facilities Element establishes the framework to ensure that necessary capital improvements and operational changes are made to provide adequate services to future potential development. Of the services and facilities discussed in this element, sewage disposal and the provision of emergency services are the two that will require the greatest facilities improvements and operational changes to respond to existing service demand and accommodate future growth.

PURPOSE

The Community Services and Facilities Element is an optional element under state law but is included in Pinole's General Plan to address important issues related to how new development

under this General Plan will affect the City's ability to provide adequate community services and facilities. This element concerns the public infrastructure and facilities that support community functions and allow for the growth of the community. Operational and programmatic issues are considered, but this chapter is primarily concerned with the provision of capital facilities. It also expresses 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.[1]

The primary tools for implementing the Community Services and Facilities Element are infrastructure and facilities master plans (i.e., water, wastewater, storm drainage, parks) and the five-year Capital Improvement Program (CIP).

Specifically, this element addresses the following service and facility topics:

- Civic/Community
- Police
- Fire
- Parks, Trails, Open Space and Recreational Facilities
- Community Health
- Education
- Water
- Wastewater
- Stormwater
- Solid Waste and Recycling
- Roads
- Energy and Communication

Please see the Background Report for important background information about each of the above topics.

This General Plan aims to build partnerships between the City and other public agencies that provide services to the City of Pinole.

RELATIONSHIP TO OTHER GENERAL PLAN ELEMENTS

Chapter 3: The Community Character Element contains goals and policies to maximize preservation of Pinole's historic resources, including Pinole's public buildings, and integration and interaction with Pinole's education facilities, services and programs.

Chapter 4: The Growth Management Element plans the future growth of Pinole, which will have impacts on Pinole's ability to provide community services and facilities.

[1] 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.

Chapter 7: Bicycle and pedestrian facilities are discussed in the Circulation Element.

Chapter 9: The Health and Safety Element further examines Pinole's emergency response capabilities.

Chapter 10: Open space trails are discussed in the Natural Resources and Open Space Element.

Chapter 11: The Sustainability Element discusses ways for Pinole's City operations to become more sustainable and for Pinole to incorporate more green building practices, including ways affecting community services and facilities.

ISSUES AND CONSIDERATIONS

As discussed in greater detail in this element, a number of improvements will be needed to maintain quality service into the future. The following list identifies some of the more important service and facility issues to be addressed in Pinole:

1. Expand and upgrade the Pinole/Hercules Water Pollution Control Plant to avoid wet weather discharge into San Pablo Bay through the shallow water outlet.
2. Implement operational changes and provide building and equipment upgrades to ensure sustainable fire protection services into the future.
3. Complete the Bay Trail connection through Pinole.
4. Implement the Pinole Creek Vision Plan and Pinole Creek Greenway Master Plan.
5. Expand park area to provide adequate facilities for Pinole residents.
6. Develop a plan to satisfy Corporation Yard needs for the future.
7. Maintain County library services and facilities in the city.
8. Reinvest in existing infrastructure to maintain, and extend, its useful life.
9. Continually upgrade communication systems, and support an emergency notification system to communicate with the community during hazardous events.

CIVIC AND COMMUNITY FACILITIES

Civic and community facilities include public buildings that house the various functions and services provided by the City of Pinole: City Hall; public safety (police and fire) stations; the library; recreational structures, such as pools, recreation centers and theaters; health-related facilities; corporation or maintenance facilities; and large capital equipment items with long-term usage, such as fire engines and street maintenance vehicles. In general, civic and community facilities in Pinole are appropriately sized and designed to support their intended use and have

benefited from active maintenance. Existing facilities, however, are approaching an age where they are depreciating more quickly than capital is being invested to maintain them. Maintaining older infrastructure (e.g., sewer, roadway and storm drain systems) and extending its useful life is critical to Pinole's future.

Future Civic and Community Facility Needs

The members of the community, and the departments that provide services in Pinole, have identified the following service goals and objectives that may require modifications to existing facilities.

- Pinole should make public buildings and facilities more sustainable by adding solar panels to City facilities.
- The City should make community services accessible to all areas of the community by providing transportation connections between areas and services or by bringing community services and facilities to underserved areas of the community.
- Pinole should upgrade all public buildings to current security standards.
- The City should maintain a functional Emergency Operations Center (EOC) in a state of readiness. This may require creation of a dedicated EOC that is not shared by other users.
- The City should dedicate land for a Corporation Yard that provides adequate space for current and future storage and operational needs.

Pinole's Public Safety Building at 880 Tennent Avenue

POLICE

Police Facilities and Services

The Pinole Police Department shares the Public Safety Building with the Pinole Fire Department. From this base of operations, the Police Department patrols all areas within the city limits of Pinole, responds to and investigates crime, responds to all calls on school property and assists with animal control problems. Pinole Police regularly provide emergency "first in" response to East Bay Regional Parks areas and are also responsible for responding to criminal activity on Interstate 80.

The West Bay Communications Center (Pinole dispatch) currently dispatches police services for the cities of Pinole and Hercules. At times, police officers are dispatched to areas outside their jurisdiction to assist other agencies.

Future Police Facility Needs

The Pinole Police Department expects to continue providing police services to the geographic area they presently serve, but may, due to fiscal constraints, have to reduce service levels and eliminate programs. Several police facilities and programs require an update, including the following:

- Expansion of and improved access to the secured patrol parking area at the Public Safety Building.
- Expansion of the Property/Evidence Room and enhanced facilities to ensure safe storage of material.
- Upgrades and/or changes to the computer-aided dispatch and records management system.
- Equipment upgrades to participate in the East Bay Regional Communication System (EBRCS), a Joint Powers Authority (JPA) established to improve inter-agency emergency communication. Pinole is presently an active member of EBRCS.

FIRE

Fire Facilities and Programs

The City of Pinole Fire Department maintains Station 73, the primary station located in the Public Safety Building adjacent to City Hall in Old Town, and Station 74, located on Pinole Valley Road. Fire and medical dispatch is handled by the Contra Costa County Regional Fire Communications Center in Pleasant Hill. The Emergency Operations Center (EOC) is a shared community meeting room located off the lobby of the Public Safety Building and is used to coordinate and manage large-scale emergency response efforts.

The City of Pinole Fire Department provides full fire and rescue services, fire suppression, medical advanced life support, rescue and hazardous materials response. The Fire Department promotes disaster preparedness, fire prevention and safety in the city by providing free services and safety devices, public outreach (schools, businesses) and public education and/or training courses (safety demonstrations including child car seat safety and earthquake preparedness), maintenance (station upgrades, etc.) and biannual commercial inspections.

Pinole shares responsibility for fire and emergency medical services with Contra Costa County Consolidated Fire Protection District (Con Fire) and Rodeo/Hercules as part of a regional group called Battalion 7. In response to a 9-1-1 call, the Battalion 7 fire engine closest to the emergency is dispatched, regardless of jurisdictional boundaries. This program has reduced response times and assures that adequate numbers of engines automatically respond to each emergency without additional requests for aid.

Figure 8.1 shows the Pinole Fire Department Boundary and Service Area as recently determined by the Contra Costa County Local Agency Formation Commission.

Please see the Background Report for more details on specific public safety facilities, and please see the Health and Safety Element (Chapter 9) for more information on Pinole's response to emergency situations.

Future Fire Facility Needs

The Contra Costa County Local Agency Formation Commission (LAFCO) produced a Municipal Service Review (MSR) which, when examined in conjunction with Pinole's city budget, found that the current level of service from the fire department is unsustainable. This finding has prompted the City to consider various service options to improve staffing efficiencies and to address funding challenges associated with maintaining two fire stations. To maintain exceptional fire services, the City will need to establish a multifaceted approach to fire protection that includes the following:

1. Operational planning that critically examines existing and anticipated needs and resources within the region and that takes advantage of opportunities that may result from consolidation of services, overlapping service areas and shared emergency service responsibility in and around Pinole. Operational changes could include:

    - Maintaining the Pinole Fire Department as an independent department;
    - Consolidating the Pinole Fire Department with the Rodeo/Hercules Fire Protection District, with Con Fire, or with both together;
    - Entering into an agreement to share a fire station with other service providers; and/or
    - Establishing alternative staffing models.

2. Fire facilities planning to optimize fire protection in Pinole by ensuring personnel and apparatus are strategically located to maximize coverage. Facility planning could include:

    - Consolidating fire services within one station; and/or
    - Construction of new facilities in a location that more efficiently serves all neighborhoods in Pinole as well as immediately surrounding areas.

3. Improved open space management to reduce wildfire risks and match maintenance expectations and obligations. Open space management options could include:

    - Changing ownership arrangements so that open space would be managed by a land trust, other public organizations or private entities; and/or
    - Improved, all-weather access through open space to improve access to and from Hercules and El Sobrante to shorten response times and improve mutual aid.

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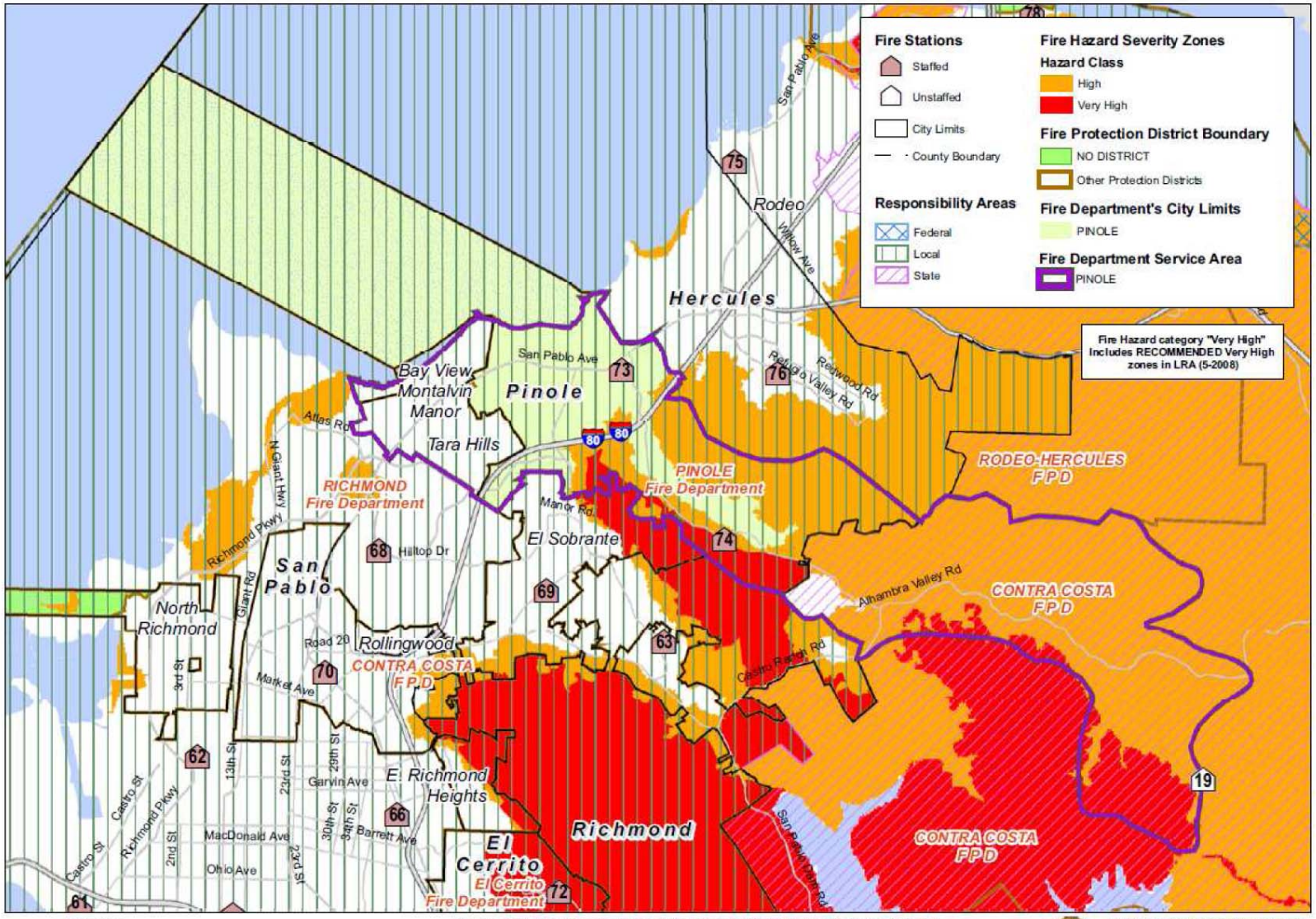

Source: Contra Costa County Local Agency Formation Commission, Municipal Service Review: Fire and Emergency Medical Service Providers, August 12, 2009

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Figure 8.1
Pinole Fire Department Boundary and Service Area

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PARKS, TRAILS AND RECREATIONAL FACILITIES

Recreation Facilities and Programs

Pinole has a very active and successful Recreation Department. The Pinole Recreation Department's primary service area is the City of Pinole, but all programs accept nonresidents. Nonresident participants come from all areas surrounding Pinole.

Pinole's recreation facilities include:

- Pinole Youth Center
- Tiny Tots
- Pinole Senior Center
- Pinole Tennis Courts
- Pinole Swim Center
- School of Performing Arts
- Pinole Playhouse (Memorial Hall), a 100-person theater
- Pinole Sports & Fitness Center (operated in collaboration with West Contra Costa Unified School District)
- The Farmers Market
- Community events such as Summer Sounds in the Park, Outdoor Cinema, and the Holiday Tree Lighting Festival

The Recreation Department also provides facilities for Pinole's parks such as play equipment, ball fields, picnic areas and basketball courts.

Please see the Background Report for more details on specific Recreation Department facilities.

Parks Facilities and Programs

The City has approximately 358 acres of land that are occupied by thirteen parks, including one regional park, four community parks, and five neighborhood parks. The City also has six school sites with park areas totaling an additional 16.5 acres (see table below). Open space areas are discussed in the Natural Resources and Open Space Element (Chapter 10).

Park	Acreage
Bayfront Park	92 acres
Fernandez Park	7 acres
Pinole Valley Park	197 acres
Pinole Valley Adobe Grove & Dog Parks	34 acres
Amber Swartz Park	4 acres
Canyon Drive Park	.5 acres
Louis Francis Park	2.5 acres
Meadow Park	1.5 acres
Pinon Park	.5 acres
Wilson Point East Bay Regional Park	64.5 acres
Hugh Young Park	1 acre
Sarah Drive Park	11 acres
View Park	2.5 acres
Total	**358 acres**

School	Acreage
Collins Elementary	2 acres
Ellerhorst Elementary	1.5 acres
Shannon Elementary	3 acres
Elizabeth Stewart School	1 acre
Pinole Middle School	1.5 acres
Pinole Valley High School	7 acres
Total	16.5 acres

Source: City of Pinole Recreation Department, March 2010

Trails Facilities and Programs

The City of Pinole maintains local pedestrian and hiking trails for recreational use by residents and visitors. The San Francisco Bay Trail runs along the northern edge of the city adjacent to San Pablo Bay and is maintained by the East Bay Regional Parks District. The Pinole Creek Trail provides access to San Pablo Bay and the Bay Trail from properties abutting Interstate 80 to the south.

Please see the Natural Resources and Open Space Element (Chapter 10) for more information on Pinole's open space trails.

Future Parks, Trails and Recreation Facility Needs

The Pinole Recreation Department expects to expand in the future as school enrollment increases. They will likely be adding additional fitness and sports activities plus on-site after-school programs at almost all Pinole schools. In order to accommodate some of these expanded services, additional facilities will need to be added to some schools. Because almost 75 percent of the department budget is recovered from fees paid for services and by fundraising activities, budget constraints will not limit Recreation Department services as much as those of other City departments. Since 2001, the Recreation Department has continued to grow and expand in response to a strong community desire for active and safe recreation programs.

Park facilities will need to expand in the future. Pinole currently has approximately 1.8 acres of parks for every 1,000 residents, while the National Recreation and Parks Association recommends having 2.5 acres of parks per 1,000 residents and the California Quimby Act recommends 3 to 5 acres per 1,000 residents. Areas of the city are underserved and do not have a park within walking or bicycling distance.

A number of trail improvements should be implemented during the life of the General Plan, including the following:

- The trail along Pinole Creek should be connected to East Bay Municipal Utility District (EBMUD) watershed lands by a continuous trail from the city's Bayshore to the city's ridges. One route could begin at Pinole Valley High School, extend to Duncan Canyon, cross Rancho Road and run alongside either Galbreth Road or Pinole Valley Road to connect with Adobe Road in Pinole Valley Park.

- Completion of the Bay Trail along the San Pablo Bay shoreline in Pinole remains a priority project.

- Implementation of the Pinole Creek Vision Plan and the Pinole Creek Greenway Master Plan would result in enhanced recreation trails and access to environmental resources within Pinole.

- Goals, policies and actions also include provisions for the development of new hiking trails and the creation of new protected public open space for passive recreation.

HEALTH-RELATED FACILITIES

Hospital Facilities and Programs

The John Muir Medical Center, Walnut Creek campus, is the only trauma center for Contra Costa County and parts of Solano County. Oakland Children's Hospital provides trauma services for children, and Doctors Medical Center in San Pablo provides the nearest emergency room services. Contra Costa Regional Medical Center in Martinez (a County-owned hospital), Los Medanos Community Hospital in Pittsburg, John Muir Medical Center campuses in Walnut Creek and Concord, and Doctors Medical Center in San Pablo are the primary medical service providers for Contra Costa County. There are also several hospitals, County health centers, and public health clinics located in and around the rest of the county. Those health care facilities

located in close enough proximity to Pinole to provide many primary health care services include the Richmond Health Center, the North Richmond Center for Health, the Martinez Family Practice Center and the Martinez Specialty Center.

Medical Support Facilities and Programs

Pinole's Fire Department provides emergency medical response service to the city and has an automatic aid agreement with Con Fire and the Rodeo-Hercules Fire District. Other medical support options include Kaiser medical offices in Pinole (no emergency room care), Kaiser offices in Richmond, and the County facility in Martinez. Some trauma victims are transported to John Muir Medical Center in Walnut Creek by air or ground. All air transport of trauma patients is routed to the John Muir Medical Center. Ground-transported trauma cases are routed either to the John Muir Medical Center for acute trauma or to Doctors Medical Center for other emergency medical attention.

The Pinole Fire Department is not the patient transport provider for the City of Pinole. American Medical Response (AMR) currently provides countywide emergency transport. Typical emergency medical services involve first response by paramedics followed by AMR ambulance response. AMR units are positioned to provide time-efficient response in West Contra Costa County. It is not uncommon for Fire Department paramedics to assist or maintain patient care in emergencies and administer care during ambulance transport.

Pinole has a high number of medical offices including doctors, dentists and other medical professionals that help serve the medical needs of the city. Many of these facilities were built around the now closed Doctors Hospital. While these facilities do not provide emergency services, they provide valuable medical care services to the community.

Senior Services Facilities and Programs

Pinole has several facilities and programs for local seniors. The Senior Village of Pinole offers opportunities for independent and assisted living for adults. The Pinole Senior Center is a very popular program and facility, as described in the Background Report, and provides social, educational, recreational, health, nutritional, and consumer services and activities. Bay Park is a retirement residence and a facility for seniors.

Future Health-Related Facility Needs

Pinole will continue to encourage the location and growth of health-related facilities in the city. Pinole will also take advantage of opportunities to reuse the existing Doctors Hospital site for medical purposes when considering redevelopment options for this site.

Ellerhorst Elementary School in Pinole

EDUCATIONAL FACILITIES

School Facilities and Programs

Public elementary, middle and high schools in Pinole are governed by the West Contra Costa Unified School District (WCCUSD). The WCCUSD has adequate capacity, particularly in Pinole. There are also private schools and preschools throughout Pinole.

Future Educational Facility Needs

Current enrollment and projected population growth shows that the school district currently has the capacity to handle any future student population in Pinole. Due to declining enrollment and budget constraints, the WCCUSD is closing school sites in the district. While Pinole schools will remain open for the foreseeable future, the City should develop contingency plans for reuse of school sites should closure take place. The City will continue to collaborate with the West Contra Costa County Unified School District in planning for quality school sites and facilities for Pinole's youth in grades kindergarten through 12.

The City will also continue to advocate for safe transportation and circulation at school sites (also see the Circulation Element, Chapter 7). Currently, there are safety concerns with travel to and from school sites, particularly the high school. Traffic on heavily traveled roads and a lack of clearly marked crosswalks and bicycle lanes create conditions that may inhibit safe pedestrian and bicycle travel going to and from the schools.

Library Facilities and Programs

There is one library in the City of Pinole. The Pinole Library is a branch of, and is operated by, the Contra Costa County library system. Located on Pinole Valley Road, the library was renovated in 2002.

Future Library Facilities Needs

Though the library is operated by the County, the City has contributed funds for capital improvement projects and maintenance in order to defray County costs of library operation. The City cannot maintain this practice indefinitely, and the County continues to struggle to maintain existing levels of service. The library administration has expressed an interest in leasing library space in another location as a way to avoid the maintenance costs associated with ownership.

WATER SERVICE

Water Supply Facilities and Programs

The City of Pinole obtains its water supply from the East Bay Municipal Utility District (EBMUD), which serves western and central Contra Costa County (see the Background Report). Please see **Figure 8.2** for an illustration of the EBMUD water supply system.

Water Treatment and Distribution Facilities and Programs

The City of Pinole's water is treated at the EBMUD Sobrante treatment plant. Water is filtered, disinfected and subject to fluoridation and corrosion control.

EBMUD's Laboratory Services Division is a full-service environmental laboratory, which performs water quality analysis throughout each day to ensure the safety of drinking water.

The district's capital improvement program for the water system primarily involves maintaining infrastructure, constructing water supply improvements and regulatory compliance strategies. The capital improvement program is expected to provide adequate capacity for future growth in Pinole.

The Pinole/Hercules Water Pollution Control Plant in Pinole

WASTEWATER SERVICE

Wastewater Facilities and Programs

The City of Pinole Public Works Department and West County Wastewater District (WCWD) maintain the City's sewer system, as shown in **Figure 8.3**. The City of Pinole is responsible for the collection and treatment of wastewater flows to their lift stations and treatment plant, the Pinole/Hercules Water Pollution Control Plant (WPCP). The Pinole/Hercules WPCP is owned and operated by a Joint Powers Authority comprising the cities of Pinole and Hercules. The facility treats wastewater from both cities to secondary standards prior to discharge to San Pablo Bay. There are two operational discharge outfalls (deepwater and shallow water). The deepwater outfall is shared with the Rodeo Sanitary District and is permitted by the Regional Water Quality Control Board (RWQCB). The shallow water outfall is not permitted but has been used during wet weather conditions when influent flows exceed the capacity of the deepwater outfall.

Currently, the Pinole/Hercules WPCP is permitted (as the plant was updated in the 1980s) to treat 4.06 million gallons per day (mgd) average dry weather flow and 10.3 mgd peak wet weather flow, but the plant has experienced wet weather flows of almost 20 mgd, which exceed permitted capacity (see **Tables 8.1a, b** and **c**). During the WPCP upgrade in the 1980s, the assumed total solids loading was 165 parts per million (ppm). Under peak wet weather conditions, it has sometimes been necessary to blend flows and discharge through the unpermitted shallow water outfall. The RWQCB has ordered WPCP upgrades to correct this condition. This condition means that the Pinole/Hercules WPCP sometimes has trouble serving existing development in Pinole and Hercules and would certainly have trouble supporting new development. Should this situation not be addressed, there is likely to be an imposed limit on future growth in the community.

WCWD is responsible for collection and treatment of flows tributary to their lift stations and treatment plant. Approximately 0.4 square miles in Pinole lie within the WCWD (see **Figure 8.4**).

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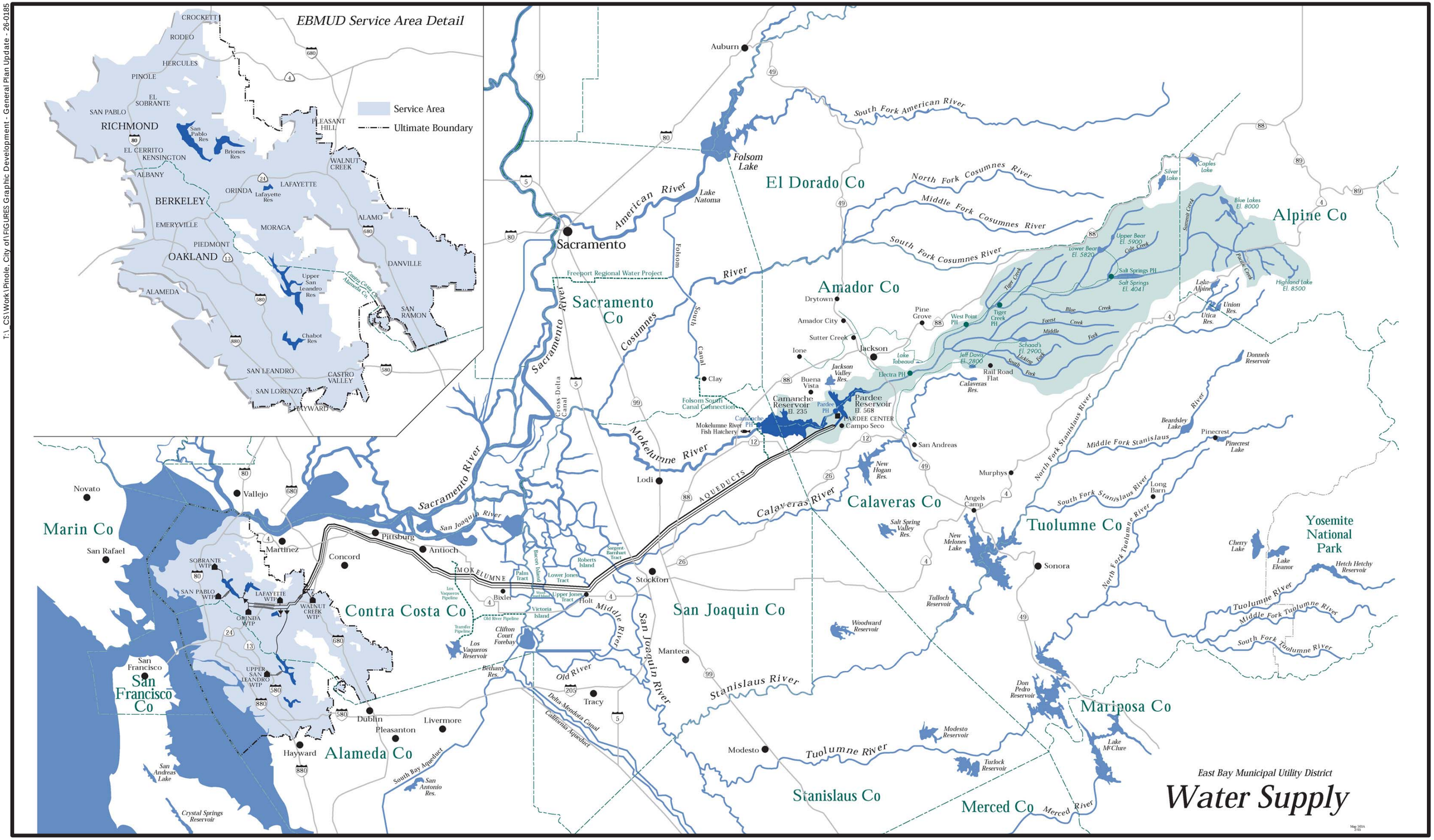

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FIGURE 8.2
CITY OF PINOLE - EBMUD WATER SUPPLY SYSTEM

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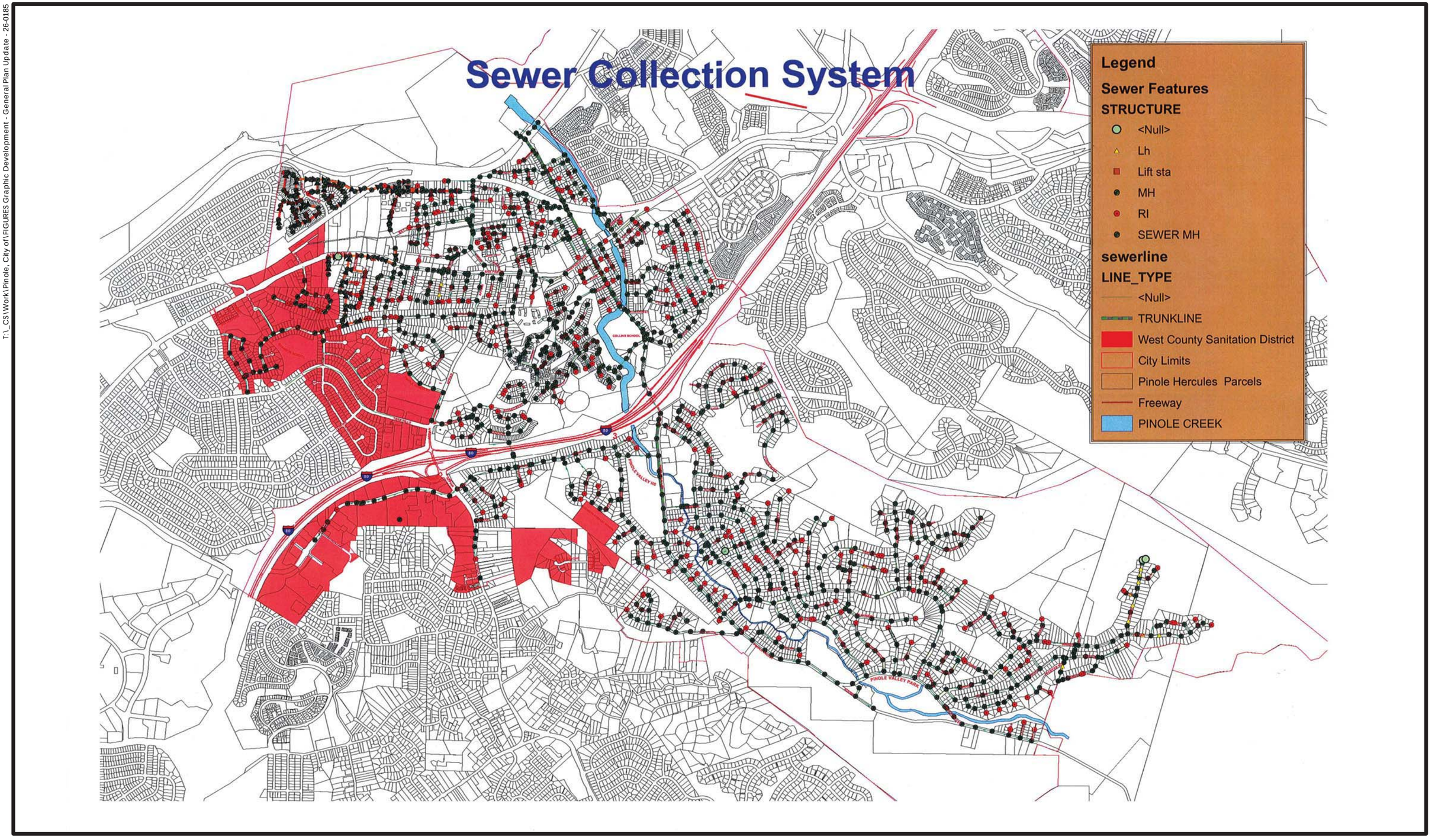

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FIGURE 8.3
CITY OF PINOLE - SEWER COLLECTION SYSTEM

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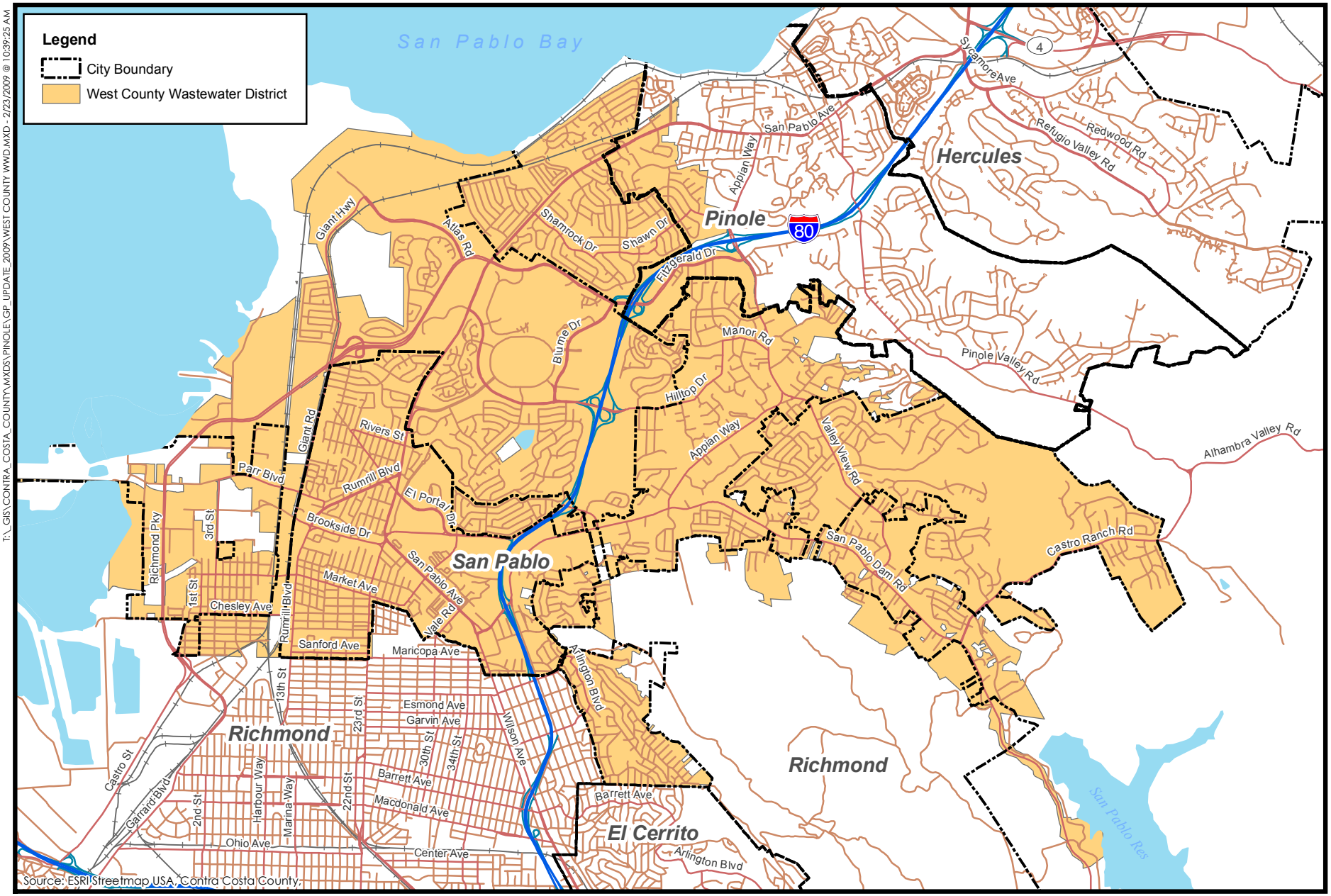

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FIGURE 8.4
WEST COUNTY WASTEWATER SERVICE AREA

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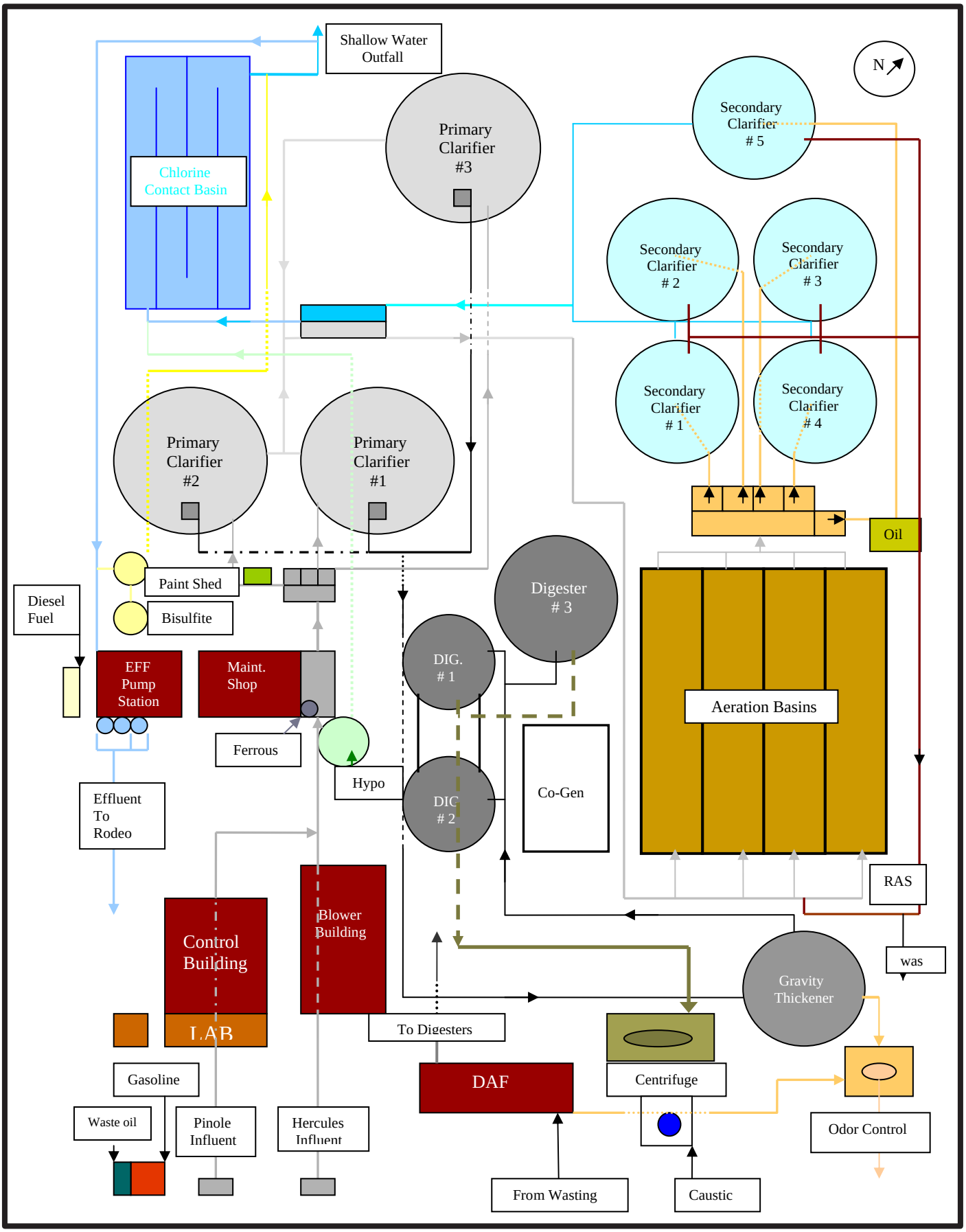

FIGURE 8.5

CITY OF PINOLE - DIAGRAM OF THE PINOLE / HERCULES WATER POLLUTION CONTROL PLANT

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Table 8.1a
Actual Flow Data

	Currently	As Designed
Dry Weather Flow	3.0 mgd	4.06 mgd
Wet Weather Flow	20+ mgd	10.3 mgd
Total Solids Loading	325 ppm	165 ppm

Source: JPA staff report, January 28, 2009

Table 8.1b
Dry Weather Flow

Dry Weather Flow	Hercules	Pinole	Combined
Current flows at WPCP	1.60 mgd	1.40 mgd	3.00 mgd
Anticipated growth through the year 2030	0.63 mgd	0.30 mgd	0.93 mgd
Total	2.23 mgd	1.70 mgd	3.93 mgd

Source: JPA staff report, January 28, 2009

Since the greatest anticipated 2030 flow amount is anticipated to be 3.93 mgd, which is below the existing capacity of 4.06 mgd, the average dry weather capacity of the WPCP will not need to be expanded at this time.

Table 8.1c
Solids Loading

	Concentration in Parts per Million
Design (as improved in WPCP upgrades made in 1980s)	167 ppm
Combined	325 ppm
Pinole	400 ppm
Hercules	240 ppm

Source: JPA staff report, January 28, 2009

Table 8.1c shows that the plant improvements that were made in the 1980s significantly underestimated solids loading. This imbalance in processing solids has reduced the actual capacity of the WPCP from 4.06 mgd to 3.2 mgd. Improving the WPCP's ability to process solids, such as by the use of clarifiers and aeration basins, will improve the capacity of the plant.

Future Wastewater Service Facility Needs

The WCWD has adequate capacity to continue providing services within their small portion of Pinole's service area.

The WPCP needs to be upgraded to accommodate wet weather flows, to improve solids processing and to ensure there is adequate capacity for future growth in Pinole and Hercules. In addition to capacity issues at the plant, there are other issues related to the collection system and treatment process that the City should encourage the Joint Powers Authority (JPA) to address.

- The City's sewer system has a significant amount of inflow and infiltration that may be reduced by lining older, leaking pipes and eliminating sources of inflow.

- Future sea level rise due to climate change could impact the Bay shoreline and particularly the area in and around the Pinole/Hercules WPCP. Preliminary estimates from the San Francisco Bay Conservation and Development Commission (BCDC) estimate that the sea level could increase by as much as 55 inches by 2100. Though this is an evolving issue and the actual change in sea level and the areas that will be impacted are uncertain, the potential for an increase should be taken into consideration when designing improvements at the WPCP.

- Pinole will work collaboratively with the City of Hercules to evaluate, select, design and implement improvements to the WPCP. Improvements may include some of the following:

  - Upgrade from secondary to tertiary treatment and install a new, permitted outfall in Pinole Creek for discharge of tertiary-treated effluent. Abandon the two existing outfalls.

  - Install a new, larger capacity pipeline and outfall at the Rodeo Sanitary District.

  - Upgrade the existing deepwater outfall and include the addition of a smaller tertiary facility to handle increased wet weather flows.

  - Decommission and dismantle the existing Pinole/Hercules WPCP and divert all existing flows to the WCWD facilities.

  - Divert all flows from the City of Hercules to the WCWD facilities while the City of Pinole flows would continue to be treated at the Pinole/Hercules WPCP, which would then need only minor facility upgrades (such as to the deepwater outfall pipeline).

  - Install a primary effluent flow equalization tank near the Pinole/Hercules WPCP and make other minor improvements to the Pinole/Hercules WPCP such as a larger pipeline to the deepwater outfall. The improvements need to increase the capacity of the Pinole/Hercules WPCP and allow for flows over that capacity to receive primary treatment before delivery to the flow equalization facility.

  - Upgrade infrastructure at the WPCP to support continued operations, including installation of a fire hydrant.

The JPA has narrowed upgrade options for the WPCP to three choices:

1. Secondary treatment of flows at the WPCP and constructing a new land outfall line to the deepwater outfall in Rodeo;

2. Secondary treatment at the WPCP, constructing an underground tank to be used during wet weather events, and constructing a new land outfall line to the deepwater outfall in Rodeo; or

3. Diverting all flows from Hercules to the WCWD facilities while only the City of Pinole's flows would be treated at the WPCP.

The first option, improving the outfall line, was submitted to the RWQCB as the chosen WPCP improvement plan on June 1, 2009.

STORM DRAINAGE AND FLOODING

Flooding in Pinole generally occurs as the result of either:

- Storm runoff originating within the Pinole Creek watershed and flooding lowlands because drainage channels and pipes are poorly maintained or inadequately sized to transport surface water to San Pablo Bay.

- The lower reach of Pinole Creek is filled with water from both storm runoff and a high tide. Under these conditions, storm runoff may exceed channel capacity and overtop the creek banks. The elevation of the water surface in the Bay varies depending on the tide and wind and wave effects.

For more information regarding flooding hazards in the city, please see the Health and Safety Element (Chapter 9). **Figure 8.6** illustrates the City of Pinole's storm drain collection system.

Future Storm Drain and Watershed Facility Needs

Damaged, poorly maintained or inadequately sized storm drains in the city result in localized flooding during the rainy season and will need to be repaired or replaced.

The Pinole Creek flood protection improvements were not designed to accommodate a 100-year storm event. This condition could be exacerbated by changes in sea level. Because there are limited opportunities to improve flood protection at the outfall, the City is working with the Contra Costa Flood Control District and the East Bay Municipal Utility District to identify opportunities to create an upstream detention basin in order to meter peak wet weather flows and reduce the potential for downstream flooding. The Pinole Creek Watershed Vision Plan and Pinole Creek Greenway Master Plan include restoration of the lower flood control channel to improve creek habitat while providing flood protection and recreation enhancements.

The City should develop a management plan and/or implementation strategy to implement the Contra Costa Clean Water Program and the National Pollutant Discharge Elimination System (NPDES) permit.

Road Facilities and Operations

The City of Pinole owns 6 arterial streets, 19 collector streets, and a large number of local streets. As the owner, Pinole is responsible for the design, construction, repair and maintenance of roads to ensure safe and efficient use of public streets. To fulfill this obligation, the Public Works Department administers surfacing and maintenance programs, including street sweeping, and coordinates with utility companies, neighboring cities, transit service providers and Caltrans to ensure circulation issues are properly coordinated.

Future Roadway Facilities and Operational Needs

Growth in the region and in surrounding communities will continue to place a burden on the city's road network. This growth will likely result in the need for roadway expansion to maintain levels of service and an increased demand for road maintenance.

SOLID WASTE AND RECYCLING

Solid Waste Collection and Disposal Facilities and Programs

Richmond Sanitary Services (RSS) provides weekly solid waste collection and disposal services to residents and businesses in Pinole.

The West Contra Costa Integrated Waste Management Authority (WCCIWMA) is a joint powers agency made up of the cities of El Cerrito, Hercules, Pinole, Richmond, and San Pablo and Contra Costa County and oversees the solid waste services for these cities and areas.

Solid waste from Pinole is transported to the Portero Hills Landfill in Suisun City in Solano County (25 miles away) for disposal. The WCCIWMA has a contract with Portero Hills Landfill through 2014, at which point the contract will be renegotiated. The estimated remaining capacity of the Portero Hills Landfill is 38.1 percent.

Richmond Sanitary Service provides weekly solid waste and recycling collection to Pinole.

Recycling and Green Waste Facilities and Programs

The California Integrated Waste Management Act of 1989 (Assembly Bill 939) required each city and county to divert 50 percent of its waste stream from landfill disposal by the year 2000. RSS provides biweekly curbside recycling and green waste services for residents in Pinole, as part of the Contra Costa County Waste Reduction and Recycling program. RSS is obligated by contract to continue services through the year 2011. The city's diversion rate is within the state goal.

RSS delivers recyclables to the West Contra Costa Integrated Waste Management Authority Integrated Resource Recovery Facility (IRRF) in North Richmond. WCCIWMA has general oversight of the facility and sets rates for facility operations, recyclables processing and marketing. Household hazardous waste is also managed by the WCCIWMA.

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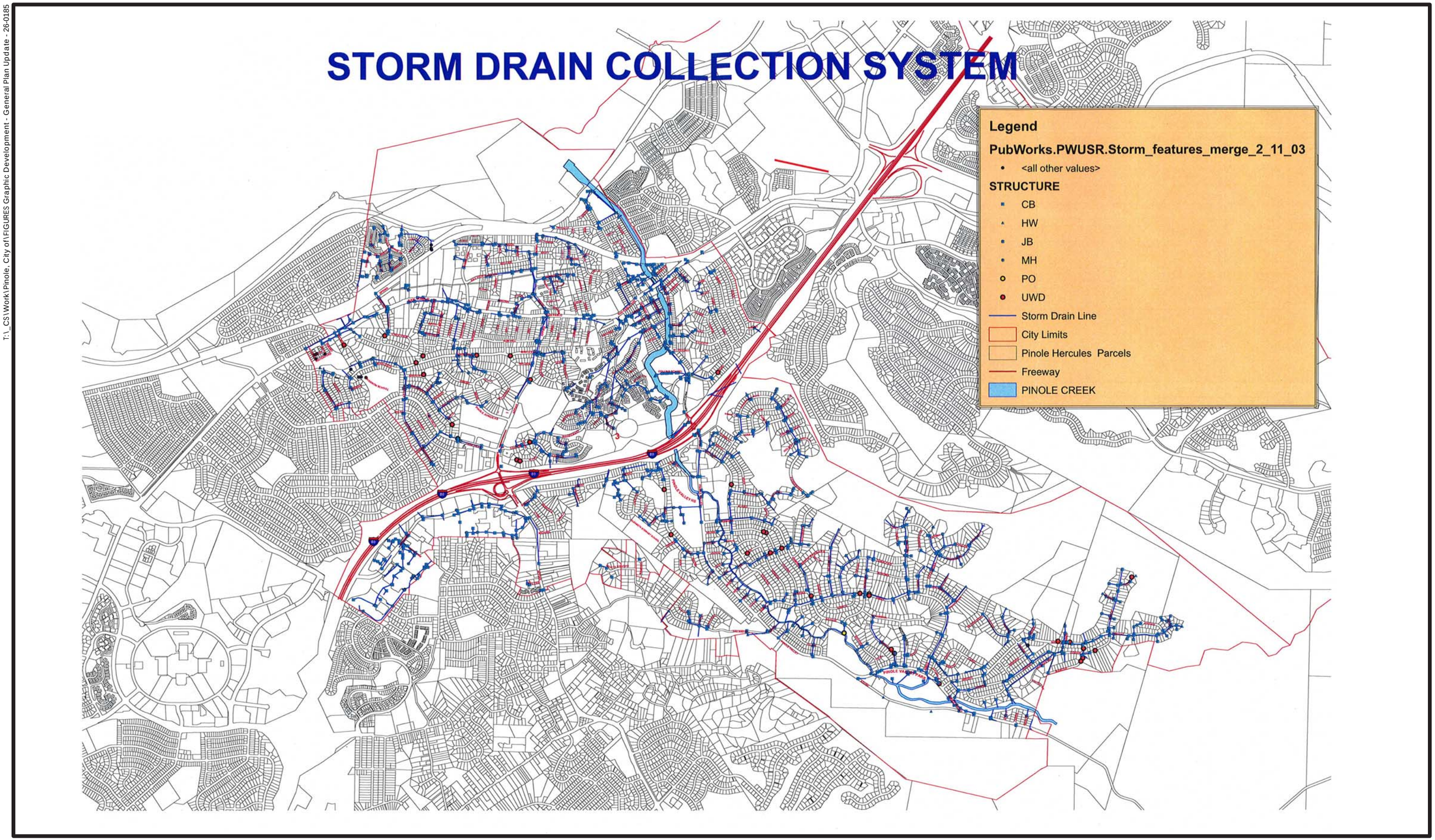

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FIGURE 8.6
CITY OF PINOLE - STORM DRAIN COLLECTION SYSTEM

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Future Solid Waste and Recycling Facility Needs

Pinole currently has several programs to encourage recycling and other sustainable behaviors, such as the community-wide swap meet and electronic waste recycling program. For more information regarding waste and recycling, please see the Sustainability Element (Chapter 11).

ENERGY AND COMMUNICATION SYSTEMS

The City of Pinole operates a noncommercial community access cable television station and maintains a City website to facilitate the exchange of community information. The City also maintains a fiber optic network of facilities as a deterrent to crime and to assist with police investigations.

The City of Pinole does not presently own or operate energy production facilities but is beginning to install solar power generators to reduce demand for gas and electric power.

Electrical and Gas Facilities and Programs

Pacific Gas and Electric (PG&E) provides electricity and natural gas to the City of Pinole. The majority of energy that PG&E provides the City is renewable (57 percent), and the remaining energy sources are gas (42 percent) and coal (1 percent).

With the city approaching buildout, it is likely that PG&E will have no difficulty in maintaining this service.

Alternative Energy and Energy Efficiency Facilities and Programs

The City Council reduced the fees for a solar electric permit in Pinole to $300 per residence in March 2008 to encourage solar energy installations.

General Plan policies promote citizen awareness of energy conservation programs and seek to improve energy conservation through the Residential Rehabilitation Program.

PG&E has numerous programs to promote energy efficiency, many of which are free to public agencies. PG&E's Energy Partners Program provides assistance for energy conservation improvements.

A number of programs have evolved at the state and national level (e.g., the American Reinvestment and Recovery Act and the Energy Efficiency and Conservation Block Grants Program) that have the potential to support energy conservation in Pinole. For more discussion of energy efficiency programs, please see the Sustainability Element (Chapter 11).

Telephone, Telecommunications, and Television Facilities and Programs

AT&T Communications provides local telephone service to the city, and cable television service is provided through Comcast. It is a goal of the General Plan to continue to provide the ability to maintain these services to meet the needs of city residents and businesses in the future.

The Pinole community public access broadcasting cable TV station broadcasts to Pinole, Hercules, Crockett, Rodeo, Tara Hills and parts of El Sobrante. This operation is administered by the Recreation Department and is housed in the Youth Center.

Both the City of Pinole and Contra Costa County have experienced a dramatic increase in demand for telecommunications products and services in the last decade as this industry has emerged to provide a new form of customer phone and related services.

Future Energy and Communication Facilities and Program Needs

The City of Pinole plans to take advantage of technological advancements to maintain open, transparent, efficient communication. While technology advances at a pace that makes it difficult to identify the City's facility and programming needs into the future, Pinole will increase storage capacity and operating efficiency and take advantage of visual technological enhancements in order to convey information of community interest, improve civic services and business transactions, and defray City costs.

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:

- Making efficient use of available City resources to strategically maintain and upgrade facilities.
- Establishing standards and objectives for maintaining excellent, sustainable emergency services.
- Maintaining and expanding City parks and park facilities.
- Expanding and enhancing the trail system in Pinole.
- Upgrading wastewater collection and treatment facilities and operations to meet all permit requirements and provide adequate service to the service area, including future anticipated development, in a sustainable, efficient and environmentally sensitive way.
- Developing a plan to satisfy the City's current and future Corporation Yard needs.
- Maintaining accessible library services and facilities in the city.
- Improving energy efficiency in City operations.

GOALS, POLICIES AND ACTIONS

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

- Goal CS.1: Provide safe, attractive and efficiently designed infrastructure and sustainable facilities to serve the public.
- Goal CS.2: Ensure and maintain a high level of public safety in the community.
- Goal CS.3: Provide adequate and high quality recreational opportunities for the community.
- Goal CS.4: Ensure the provision of adequate and high-quality educational facilities to serve the community.
- Goal CS.5: Provide safe, economical and dependable water service.
- Goal CS.6: Provide adequate, economical and dependable wastewater collection service and treatment.
- Goal CS.7: Minimize flooding.
- Goal CS.8: Provide safe, sanitary and environmentally acceptable solid waste management and recycling services.
- Goal CS.9: Provide economical and dependable community services while conserving energy resources.
- Goal CS.10: Provide safe, efficient roadway infrastructure to support multiple modes of transportation and to meet existing and future circulation needs.
- Goal CS.11: Provide reliable communication and information management services to provide timely, easily accessible information about City actions, activities, programs and services.

GOAL CS.1 Provide safe, attractive and efficiently designed infrastructure and sustainable facilities to serve the public.

POLICY CS.1.1 The City will strive to provide safe, attractive and efficiently designed facilities for public and quasi-public organizations.

Action CS.1.1.1 Continue to upgrade the Public Safety Building to ensure adequate parking and evidence storage.

Action CS.1.1.2 Develop and implement a plan to update safety features on public buildings, including necessary security upgrades to the Emergency Operations Center.

Action CS.1.1.3 Conduct a study of the feasibility of establishing new neighborhood community centers or outreach services in areas not presently served.

Action CS.1.1.4 The City shall increase the energy efficiency and hazard resistance of public buildings.

POLICY CS.1.2 The City will collect development fees at a sufficient level to finance those public building and facility needs created and/or contributed by new development.

POLICY CS.1.3 The City will endeavor to provide convenient access to community facilities and services to all areas of the community.

Action CS.1.3.1 Explore the possibility of providing mobile City services and satellite offices.

Action CS.1.3.2 Explore the possibility of developing a community shuttle service that would transport community members to and from City facilities.

Action CS.1.3.3 Ensure that all public buildings and facilities are compliant with accessibility standards and meet the access needs of physically challenged individuals.

Action CS.1.3.4 The City shall periodically prepare and update the Recreation Park and Facility Master Plan to monitor the condition of recreation facilities and to ensure community needs are adequately addressed.

POLICY CS.1.4 Incorporate Crime Prevention Through Environmental Design (CPTED) principles in projects and improvements.

Action CS.1.4.1 Review Structure Designs. Involve law enforcement agencies in review of the design of new and rehabilitated buildings, including lighting and landscaping, to identify ways to increase resident safety.

POLICY CS.1.5 The City will strive to provide convenient and secure options for storage, organization and operation of City property.

Action CS.1.5.1 Conduct a study to determine the needs Pinole has for a Corporation Yard and where the best location for said yard will be.

GOAL CS.2 Ensure and maintain a high level of public safety in the community.

POLICY CS.2.1 The Police Department will strive to provide on-scene response to emergency incidents in the city within 5 minutes.

Action CS.2.1.1 Explore alternative funding options to increase police services to the community.

POLICY CS.2.2 The Police Department will work in partnership with citizens and community organizations to expand community-based crime prevention programs.

Action CS.2.2.1 The City will work with criminal justice agencies and community groups to support programs that offer information about community policing, reporting of child and adult abuse and neglect, and other crime prevention techniques.

Action CS.2.2.2 The City will support efforts to strengthen and expand neighborhood watch programs and encourage businesses to participate in these programs.

Action CS.2.2.3 Work with law enforcement agencies and community groups to promote cleanup, graffiti removal and other neighborhood beautification efforts.

POLICY CS.2.3 The Fire Department or assisting fire services providers will strive to provide on-scene response to emergency incidents in the city within 5 minutes 90 percent of the time as funding is available.

Action CS.2.3.1 Continue working with members of Battalion 7 and other emergency services providers to optimize the allocation of resources and most efficiently provide mutual aid in Pinole and surrounding communities.

Action CS.2.3.2 Explore organizational and facility changes that could support the continuation of services in a more cost-effective manner.

Action CS.2.3.3 Implement organizational changes and necessary capital improvements through the annual budget and Capital Improvement Program, and explore alternative funding opportunities to support such changes.

Action CS.2.3.4 The City will encourage public education regarding fire prevention, safety and first aid medical procedures.

Action CS.2.3.5 The Fire Department will strive to provide on-scene response to emergency incidents in the city within 5 minutes 90% of the time.

Action CS.2.3.6 The City will develop a Fire Safety Operations Assessment that identifies and compares different approaches to the provision of emergency

services and identifies needed facilities and an appropriate organizational structure to provide cost-effective fire and emergency medical services.

Action CS.2.3.7 In order to continue to provide fire service, the City shall solidify funding for fire services by seeking an extension of the City's Utility Tax. If the City's Utility Tax is not renewed, alternative funding sources shall be researched to ensure adequate funding for City fire services.

POLICY CS.2.4 The City will develop an Open Space Management Plan to identify alternative means of managing open space areas for fire protection and to improve access to, and through, open space areas.

Action CS.2.4.1 Examine alternative open space ownership structures that could reduce the City's fire safety maintenance obligations.

Action CS.2.4.2 Examine opportunities to create all-weather emergency vehicle access through open space in order to shorten response times and improve mutual aid between Pinole, Hercules and El Sobrante.

POLICY CS.2.5 The City, its citizens, businesses and services will be prepared for effective response and recovery in the event of emergencies or disasters.

Action CS.2.5.1 Work with public safety and health and human services agencies countywide to maintain interagency and public communications systems that will provide mutual aid and be reliable during and following an emergency.

Action CS.2.5.2 Establish educational materials and offer seminars in schools and other civic and neighborhood locations to teach citizens how to prepare for emergencies.

Action CS.2.5.3 Work with neighborhood groups and other civic organizations to establish councils that will conduct a variety of disaster-preparedness functions, including emergency response training and removal of vegetation around buildings in areas prone to high or very high fire hazard.

Action CS.2.5.4 Locate and design emergency buildings and vital utilities, communication systems and other public facilities so that they can remain operational during and after an emergency or disaster.

Action CS.2.5.5 Develop Evacuation Plans. Work with agencies that provide emergency preparedness, response and recovery services to formulate definitive plans and procedures for evacuation of hazard-prone areas.

Action CS.2.5.6 The City will continue to work with regional partners on the development and implementation of and necessary updates to a hazard mitigation plan

to help protect the public in the event of likely natural and man-made hazard events.

POLICY CS.2.6 The City will continue to fund the repair, maintenance and expansion of facilities to respond to evolving service needs.

Action CS.2.6.1 Prepare an inventory of the Corporation Yard facility and service needs and identify alternative locations for housing the Corporation Yard.

Action CS.2.6.2 Make needed improvements to the Public Safety Building as funds become available. Improvements include, but are not limited to, security upgrades, expansion of the Property/Evidence Room, and expansion of, and reconfigured access to, the secure parking area.

Action CS.2.6.3 Upgrade the Emergency Operations Center (EOC) to maintain a state of readiness, which may require setting aside dedicated space for the EOC.

Action CS.2.6.4 The City will create an ongoing maintenance fund for all public facilities with a focus on preventative maintenance to reduce long-term costs.

GOAL CS.3 Provide adequate and high quality recreational opportunities and programs for the community.

POLICY CS.3.1 Continue to provide a variety of recreational opportunities that serve and represent all aspects of the community.

Action CS.3.1.1 The City will utilize the Recreation Park and Facility Master Plan to identify areas that are underserved by recreation facilities and identify opportunity sites that may satisfy existing and projected park and recreation needs.

Action CS.3.1.2 The City will work with community organizations, nonprofit and civic groups, and local schools to provide high-quality recreation programs that address the recreation needs of all ages and cultural interests of the community.

Action CS.3.1.3 The City will seek available funding opportunities to support recreation in Pinole and to leverage available City and Redevelopment Agency financial resources.

POLICY CS.3.2 Educate the public on all of Pinole's possibilities for the use of leisure time.

Action CS.3.2.1 Utilize available media outlets, including but not limited to print, radio, television, and internet to inform the public on community opportunities to use Pinole's recreation options.

Action CS.3.2.2 Explore possibilities with the school district and local medical offices to offer educational programs on health and well-being that combine with utilization of Pinole's recreation options.

POLICY CS.3.3 Expand and organize a multi-use trail system.

Action CS.3.3.1 Complete a map of Pinole's trail system and offer copies to the community.

Action CS.3.3.2 Develop and implement a plan to close the gap in the Bay Trail along Pinole's shoreline.

Action CS.3.3.3 Participate in the San Francisco Bay Area Water Trail.

Action CS.3.3.4 Implement the trail improvements identified in the Pinole Creek Greenway Master Plan.

Action CS.3.3.5 Work with the East Bay Regional Parks District to extend trail connections from San Pablo Bay to southern ridgelines in and adjacent to Pinole.

Action CS.3.3.6 Explore alternative funding options to acquire land to expand Pinole's trail system.

Action CS.3.3.7 Where possible, secure rights to public access and incorporate trail improvements in development proposals.

POLICY CS.3.4 The City shall strive to provide a minimum of 3 acres of land for a neighborhood or regional park for every 1,000 residents or 5.0 acres of dedicated open space for every 1,000 residents.

Action CS.3.4.1 Prepare and implement a Recreation Facility Master Plan to ensure that the amount of available recreation space is adequate to meet ongoing recreation service needs over time.

Action CS.3.4.2 Future park sites should be planned for neighborhoods that do not currently have a park within walking or bicycling distance.

Action CS.3.4.3 Review of development proposals shall be organized in conjunction with the Recreation Department in order to designate sites for new parks and recreation facilities.

Action CS.3.4.4 Consider allowing incentives such as density bonuses for development projects that provide parks and/or recreational open space.

Action CS.3.4.5 Implement a program to acquire recreational open space areas and permanently protect the land from other future development.

Action CS.3.4.6 Utilize community facilities districts, Mello-Roos and/or lighting districts to provide funding for ongoing maintenance and operation of parks and recreation facilities.

Action CS.3.4.7 The City shall seek out opportunities to work with other government agencies, local land trusts, and other stakeholder groups and organizations to expand park and recreation opportunities within or in close proximity to Pinole.

GOAL CS.4 Ensure the provision of adequate and high-quality educational facilities to serve the community.

POLICY CS.4.1 The City will assist the West Contra Costa Unified School District to ensure mitigation of impacts on school facilities from new growth within Pinole.

POLICY CS.4.2 The City will cooperate with the West Contra Costa Unified School District to obtain funds from other sources to provide high-quality public educational facilities.

POLICY CS.4.3 The City will seek opportunities to improve connections between school facilities and the community.

Action CS.4.3.1 Develop and implement a program to increase vehicle, bicycle and pedestrian safety and provide safe routes to each Pinole school.

Action CS.4.3.2 The City shall work with the West Contra Costa Unified School District and private education providers to maximize transportation options to and from schools that reduce greenhouse gas emissions and ensure safe routes to schools for all students.

POLICY CS.4.4 Assist the West Contra Costa Unified School District with identifying suitable future uses for any school sites determined to be no longer suitable by the district.

POLICY CS.4.5 The City will continue to support the County to ensure that high-quality library facilities and services remain in the city.

Action CS.4.5.1 Provide optimum daily access to library services.

Action CS.4.5.2 Provide quality library services in a cost-effective manner.

Action CS.4.5.3 Examine options for grants and other alternative funding to increase library services.

Action CS.4.5.4 Encourage community groups and organizations to interact and include library services in their programs.

Action CS.4.5.5 Use technology to optimize the development and delivery of library resources and services.

Action CS.4.5.6 Continue to provide a strong central library with extension services and facilities for people who do not have reasonable access to the main library.

Action CS.4.5.7 Cooperate with other public and private agencies to improve library services.

Action CS.4.5.8 Assist the County and library with exploring alternative sites for the library in Pinole.

GOAL CS.5 Provide safe, economical and dependable water service.

POLICY CS.5.1 The City will make improvements to the water supply system to maintain system capability and reliability.

POLICY CS.5.2 The City will continue to promote the conservation of water by all users.

Action CS.5.2.1 The City shall investigate establishing new guidelines requiring water use restrictions for irrigation systems and use of drought-resistant and native plants in landscaping.

GOAL CS.6 Provide adequate, economical and dependable wastewater collection service and treatment.

POLICY CS.6.1 The City shall continue to make capital improvements to the wastewater collection and treatment system to maintain system capability and reliability.

Action CS.6.1.1 The City shall ensure that all parts of the wastewater collection system are maintained in adequately safe condition.

Action CS.6.1.2 The City shall implement treatment plant improvements as necessary to ensure that all permit requirements are met and the system is adequate to accept and treat all flows.

Action CS.6.1.3 The City will continue to implement a program to inspect and repair the City's sewer collection system to reduce both infiltration and inflow.

Action CS.6.1.4 New sewer collection and transmission systems shall be designed and constructed to minimize potential inflow and infiltration, and the existing collection system will be upgraded to reduce inflow and infiltration.

POLICY CS.6.2 The City will strive to provide sufficient capacity at the Pinole/Hercules Water Pollution Control Plant to serve anticipated demand in the service area.

Action CS.6.2.1 The Pinole Public Works Department shall be given the opportunity to review and make recommendations on all new development proposals to ensure there is adequate capacity to serve the project.

Action CS.6.2.2 The City will strive to prepare a capital replacement plant management report and update as needed to implement Goal CS.6.

Action CS.6.2.3 The City will strive to update the Water Pollution Control Plant to improve the plant's ability to process solids to solve the imbalance in solids processing that has reduced the actual capacity of the plant.

Action CS.6.2.4 All future development shall demonstrate that there is sufficient sewer/wastewater treatment capacity to accommodate the proposed development and that the required sewer/wastewater infrastructure is in place before issuance of Certificate of Occupancy. Furthermore, all on-site and off-site sewer conveyance systems shall be in place prior to the issuance of Certificate of Occupancy and all financing shall be assured to the satisfaction of the City.

POLICY CS.6.3 The City will assure that all improvements to the sewer system necessitated by the approval of new projects are proportionately financed by the project sponsor.

POLICY CS.6.4 The City shall promote beneficial uses of wastewater biosolids and effluent.

POLICY CS.6.5 Encourage public and private wastewater dischargers to minimize contamination of surface water and groundwater.

Action CS.6.5.1 The City will strive to minimize the use of hypochlorite in the treatment of wastewater and explore other feasible treatment options.

GOAL CS.7 Minimize flooding.

POLICY CS.7.1 The City will ensure that the storm drain system has adequate capacity to minimize street flooding and, where feasible, shall expand the capacity of the system to control storm flows.

Action CS.7.1.1 The City will prepare a storm drain master plan to inventory existing facilities and identify system constraints and infrastructure needs.

POLICY CS.7.2 The City will require new developments to minimize the amount of off-site drainage by retaining stormwater for on-site percolation, provide adequate drainage facilities for remaining off-site flows, maintain natural drainage channels, and avoid alteration of off-site drainage courses.

POLICY CS.7.3 The City will work with the East Bay Municipal Utility District to create a flood water diversion area to reduce the potential for downstream flooding.

Action CS.7.3.1 The City will continue to work together with the East Bay Municipal Utility District and Contra Costa Flood Control District and other regional partners to develop detention basins in the upper reaches of the Pinole Creek watershed to benefit biological resources and reduce flooding hazards.

POLICY CS.7.4 The City will continue implementing the Pinole Creek Vision Plan and Pinole Creek Greenway Master Plan to optimize resource protection and recreation opportunities while reducing the potential for flooding.

Action CS.7.4.1 The City will continue to work with the Contra Costa Flood Control District and other regional partners to establish a long-term funding source for Pinole Creek flood control maintenance and habitat restoration efforts.

GOAL CS.8 Provide safe, sanitary and environmentally acceptable solid waste management and recycling services.

POLICY CS.8.1 The City will continue to encourage efforts to reduce, recycle and compost as many materials as possible to minimize demand for future waste disposal facilities.

Action CS.8.1.1 Continue to work with the West Contra Costa Integrated Waste Management Authority in order to meet or exceed the waste diversion requirements from AB 939 or subsequent legislation to reduce waste entering the landfill by increasing the diversion rate.

Action CS.8.1.2 Encourage Pinole residents, businesses and industries to reduce the use of non-biodegradable and non-recyclable materials, including reduced use of packaging and use of reusable, rather than disposable, products.

Action CS.8.1.3 New construction sites, as required by State Law, shall provide for the salvage, reuse or recycling of construction and demolition materials.

Action CS.8.1.4 Public buildings will incorporate on-site storage facilities for recycled materials.

POLICY CS.8.2 Educate the public and provide opportunities to utilize waste reduction techniques.

Action CS.8.2.1 Distribute public education materials on solid waste source reduction, recycling and composting, and the proper handling of household hazardous waste.

Action CS.8.2.2 Increase opportunities for safe disposal or recycling of electronic waste (e-waste) and hazardous waste by residents and businesses in Pinole.

Action CS.8.2.3 Continue community-wide efforts, such as the regular area swap meets, to minimize waste.

POLICY CS.8.3 The City will continue to reduce litter to the maximum extent possible.

GOAL CS.9 Provide economical and dependable community services while conserving energy resources.

POLICY CS.9.1 The City will seek opportunities to improve the energy efficiency of facilities and operations.

Action CS.9.1.1 Continue to encourage the use of solar energy, both active and passive, in the orientation and design of all new construction projects.

Action CS.9.1.2 Continue efforts to convert public buildings to solar power wherever possible.

Action CS.9.1.3 Where possible, the City will replace vehicles in the motor pool with energy-efficient vehicles or vehicles that use alternative forms of energy.

GOAL CS.10 Provide safe, efficient roadway infrastructure to support multiple modes of transportation and to meet existing and future circulation needs.

POLICY CS.10.1 The City will continue to communicate with adjoining jurisdictions and regional agencies regarding coordination of the region's transportation planning and maintenance and improvement of transit options.

Action CS.10.1.1 The City will continue to actively participate on the West Contra Costa Transportation Advisory Committee (WCCTAC).

Action CS.10.1.2 The City will work with WestCAT, AC Transit and other transit providers to support expanded transit lines and increased frequency of service on major transit arterials.

POLICY CS.10.2 The City will update, where possible, the existing roadway network to enhance pedestrian, bicycle and transit circulation while maintaining safe vehicular circulation.

Action CS.10.2.1 The City will continue to update the pavement management program to ensure roadway infrastructure is adequately maintained.

Action CS.10.2.2 The City will prepare a citywide sidewalk conditions inventory and incorporate necessary improvements in the Capital Improvement Program to ensure safe pedestrian access throughout the community.

Action CS.10.2.3 The City will systematically construct new sidewalks at locations determined through the sidewalk condition inventory and the Transportation and Pedestrian Safety (TAPS) Advisory Committee.

GOAL CS.11 Provide reliable communication and information management services to provide timely, easily accessible information about City actions, activities, programs and services.

POLICY CS.11.1 The City will maintain public access cable television to support communication in Pinole and to surrounding communities.

Action CS.11.1.1 The City will utilize public access television to regularly share information and broadcast important City events.

POLICY CS.11.2 The City will optimize Internet communication and other available media communication methods as a sustainable way to provide and receive information from Pinole citizens and as a means of conducting City business in an open, transparent and efficient fashion.

Action CS.11.2.1 The City will maintain an easily navigable website and post useful information about available City services, events and programs.

Action CS.11.2.2 The City will make strategic equipment purchases to keep pace with evolving technology and ensure efficient, accessible communication.

POLICY CS.11.3 The City will continue its efforts to transition from paper to various electronic media to address limited storage capacity, improve information retrieval efficiency and save financial resources.

Action CS.11.3.1 The City will expand the range of information and services accessible exclusively through the Internet as technology evolves to improve efficiency and conserve financial resources.

Action CS.11.3.2 The City will provide links on its website to information from other organizations that benefits the public and addresses frequently asked questions.

POLICY CS.11.4 The City will strive to ensure reliable communications systems during natural and man-made emergencies.

Action CS.11.4.1 The City will seek improved information management and communications technologies to improve service delivery and conserve financial resources.

POLICY CS.11.5 The City will use fiber optic communications to enhance public services and provide visual communication to improve security throughout the city.

Action CS.11.5.1 The City will prepare a Fiber Optic System Master Plan to ensure that needed infrastructure is planned for, and ultimately installed, throughout the city.

Action CS.11.5.2 The City will establish public/private partnerships to share fiber optic technology and defray City expenses from installing and operating a fiber optic network.

CHAPTER 9: HEALTH AND SAFETY

HEALTH AND SAFETY

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HEALTH AND SAFETY

VISION STATEMENT

Pinole will be a community that is prepared to cope with natural and man-made hazards. The City will anticipate the health and safety issues of air quality, water quality, noise, flooding hazard, earthquake hazard, fire hazard, and access to emergency health care services and other safety issues comprehensively to protect residents, workers and visitors within the community. The City will emphasize proper planning, innovative design, appropriate improvements, ongoing hazard preparedness education and civic responsibility to maximize long-term safety in Pinole. Quality design can increase actual and perceived safety by creating defensible space and increasing activity in and enjoyment of public places.

INTRODUCTION

A community's health and safety is influenced by many man-made and naturally occurring assets and hazards. While community assets are critical to residents' well-being, this section focuses primarily on the threats to community health and safety.

Threats to health and safety include air and water quality degradation, excessive noise, inadequate health care access, seismic risks, hazardous materials, crime, fire risk and flooding. The City's response to these issues will determine its success in maintaining and attracting residents and businesses. Pinole will address health and safety issues comprehensively, to ensure an enjoyable, safe and healthy environment for the residents, workforce and visitors to Pinole.

Among the issues the General Plan seeks to address are:

1. Enhancing flood protection by implementing the Pinole Creek Greenway Master Plan and exploring opportunities for floodwater detention in the upper reaches of the watershed.

2. Creating a railroad quiet zone through Pinole and protecting sensitive land uses from new background and construction noise.

3. Ongoing participation in local and regional emergency preparedness planning efforts.

4. Seeking to improve air quality through more compact development patterns and efforts to reduce vehicle emissions.

5. Seeking to improve San Pablo Bay, aquifer, and surface water quality in Pinole.

6. Maintaining exceptional emergency services with dwindling financial resources.

7. Addressing health and safety issues related to the transportation of hazardous materials through Pinole by truck, rail and pipeline.

8. Addressing health and safety issues related to natural hazards including wildland fire and earthquakes.

HEALTH AND SAFETY

PURPOSE

The Health and Safety Element seeks to recognize and remedy both present and anticipated concerns about the ongoing well-being of the city's residents, workforce and visitors. The goals, policies and actions identify viable solutions to minimize the potential risk of death, injuries, property damage, and economic hardship and social displacement resulting from fires, floods, earthquakes, landslides and other hazards. Additionally, this element addresses safety and hazards related to surface and groundwater contamination, the potential release of hazardous materials into the community, and general issues related to health care and police and fire protection services. By identifying these hazards and the appropriate abatement provisions, the Health and Safety Element will effectively reduce the potential for loss of life, property damage, and economic and social disruption from catastrophic events.

The Health and Safety Element addresses issues that will ensure the community's well-being from man-made and naturally occurring hazards.

This element combines the noise, water and air quality analysis required by the State to be included in the Health and Safety Element, and guides land use patterns in a way that minimizes the exposure of city residents to excessive natural and man-made hazards. The goal of the element's noise section is to identify the major sources of noise in the city and discuss the City's role in ensuring comfortable and safe noise levels throughout the community.

This element addresses air quality issues by establishing a framework for working with other communities in the region and the Bay Area Air Quality Management District (BAAQMD) to improve air quality in the Bay Area. The element's air quality section underscores the effects on air quality brought about by land use patterns and the resulting transportation behavior. The goals, policies and actions outlined in this element focus on improving air quality through embracing regional coordination, "smart growth" land use concepts, transportation demand management, energy conservation, encouraging cleaner industries and vehicles, and public education.

This element also addresses water quality issues. The element describes local efforts to satisfy the federal Clean Water Act and describes efforts to require on-site stormwater treatment in conjunction with new development to satisfy ongoing Regional Water Quality Control Board permit requirements.

Finally, this element addresses the significance of health care accessibility and affordability in Pinole. This element will outline health care that serves various sectors of the population, as well as the types of health care facilities that serve Pinole. In addition, attention will be given to initiatives that the City or related agencies have begun or are in the process of developing to increase accessibility to health care for the entire population.

By addressing all the components mentioned above, the City can maintain high levels of service while implementing necessary programs and capital improvements to ensure the community's well-being.

Relationship to Other General Plan Elements

The Health and Safety Element works in conjunction with several of the other General Plan elements. Most specifically, it relates to the Community Services and Facilities Element to ensure the timely provision of public services and infrastructure, the Land Use and Economic Development Element and Community Character Element to promote safety through design, and the Sustainability Element which links land use, environmental protection and economic development to ensure a healthy community. The four health issues addressed in this element (air quality, water quality, noise, and health services) relate to other General Plan elements as described below.

Air quality, particularly as it relates to greenhouse gas (GHG) emissions, is a critical global issue that Pinole intends to address at a local level. Air quality is tied to the Land Use and Economic Development Element through policies related to land use patterns and density, and policies that encourage infill development to reduce air pollution. There are also ties to the Circulation Element as circulation systems around Pinole contribute greatly to GHG emissions.

Water quality is an important safety concern since the amount of impervious surface limits natural filtration, increases stormwater flows and urban runoff in the community, and causes the accumulation of contaminants in water bodies in Pinole. The water quality component is tied to the Land Use and Economic Development Element through policies related to land use patterns and density, and policies that encourage infill development in already urbanized areas. This component also relates to the Sustainability Element and efforts to protect natural resources in the Natural Resources and Open Space Element.

The noise component relates to several other elements in the General Plan, including the Land Use and Economic Development Element, Community Character Element, and Circulation Element. The Land Use and Economic Development Element and Community Character Element establish land use patterns and development/design policies to ensure land use compatibilities that include potential noise issues. The Circulation Element identifies the City's roadway network that is used in projecting transportation noise sources.

The health services component relates particularly to the Community Services and Facilities Element because the City's ability to provide adequate community services and facilities is dependent on ensuring adequate public infrastructure and facilities to accommodate new development under the General Plan.

Related Plans and Programs

The Health and Safety Element relates to several other plans and programs and the agencies who administer them, including the Federal Emergency Management Agency (FEMA), the California Emergency Management Agency (CalEMA) and the Pinole Emergency Operations Plan (EOP). The full list of related plans and programs and information about each is located in the **Appendix**. Many of the policies, programs and actions contained in the General Plan will be implemented through the City's Capital Improvement Program (CIP).

ISSUES AND CONSIDERATIONS

SAFETY SETTING

A responsive public health and safety system is critical to Pinole's future. Police and fire services must serve all areas of the community with an equal and adequate level of service.

The City actively promotes programs to protect its residents and property from noise nuisances, seismic and geologic hazards, flooding, air quality, and man-made hazards. The City maintains an Emergency Operations Plan and is working with Contra Costa County to prepare a regional Emergency Response Plan to support and direct public safety actions during times of emergency. Together, these plans and programs help make Pinole a safe community in which to live, work and recreate. The following discussion summarizes the safety issues for Pinole. Additional details can be found in the General Plan Environmental Impact Report and in the Background Report.

Seismic and Geologic Hazards

The Pinole Planning Area is located at the northwest end of the East Bay Hills, next to San Pablo Bay. While large portions of Pinole exhibit generally stable soils and geologic conditions, steeply sloped hillsides and mud deposits along Pinole Creek and San Pablo Bay experience instability during heavy rains or seismic events (see **Figure 9.1**).

The Planning Area is located approximately 1.5 miles to 3.9 miles northeast of the Hayward Fault and the Rodgers Creek/Healdsburg fault zone underneath San Pablo Bay (see **Figure 9.2**). The Planning Area is also located about 18 to 20 miles northeast of the San Andreas fault zone. The Green Valley-Concord fault trend is located approximately 12 miles east of the Planning Area. Though the San Andreas fault system, which forms the boundary between the North American and Pacific plates, is the principal source of earthquakes in California, given its proximity to Pinole, the Hayward Fault poses the greatest seismic threat to the city.[1]

Ground movement, soil liquefaction and landslides in susceptible areas can be expected to result in damage during a seismic event. The City's 1995 General Plan identifies the primary geologic and geotechnical concerns in Pinole as slope stability, earthquake ground shaking and fault ground rupture.

Fault ground rupture is a concern during a seismic event. Ground rupture is a visible breaking and displacement of the earth's surface along the trace of the fault, which may be of the order of several meters in the case of major earthquakes. Ground rupture is a major risk for large engineering structures

Given its proximity to Pinole, the Hayward Fault poses the greatest threat to the city.

[1] The North American Plate is a tectonic plate covering most of North America, Greenland and parts of Siberia and Iceland. It extends eastward to the Mid-Atlantic Ridge and westward to the Chersky Range in eastern Siberia. The North American Plate meets the Pacific Plate along the western coastline of California. The tectonic boundary between these two plates forms the San Andreas Fault. All land west of the fault on the Pacific Plate is moving slowly to the northwest, while all land east of the fault is moving southwest (relatively southeast as measured at the fault) under the influence of plate tectonics.

such as dams, bridges and nuclear power stations. According to data obtained by the United States Geologic Survey (USGS) and released to the public in 1999, there is a 70 percent likelihood of a 6.7 magnitude or greater earthquake between 2000 and 2030. The USGS has emphasized the need for the heavily urbanized East Bay to be prepared should a major earthquake strike.

Geologic Hazards

Geologic hazard concerns identified in the 1995 General Plan's Safety Background Report include ground subsidence and settlement, erosion, slope stability and foundation conditions. Details on each are given in the Background Report.

Regional landslide mapping has indicated the presence of extensive slope stability hazards in Pinole, with the hazard typically more pronounced on steeper slopes. The hazards can include relatively large, loose debris flows. **Figure 9.1** shows geologic hazards that include landslide hazard classifications for portions of Pinole and in the City's Sphere of Influence. Recently, slope stability has been a prevalent issue in the city. In April 2006, a large landslide was induced by heavy rainfall on Interstate 80 between Pinole Valley Road and Appian Way, closing the westbound No. 4 lane for a few months.

Seismic Hazards

Seismic hazard concerns identified in the 1995 General Plan's Safety Background Report include fault ground rupture, greatest potential secondary seismic events, and moderate to low potential secondary seismic events.

Figure 9.2 depicts faults (both certain and concealed) and the Alquist-Priolo Fault Zone in the region.

Damage to buildings and utilities in Pinole is likely to be on those sites underlain by deep, loose compressible deposits.

A major earthquake may also trigger an industrial disaster. The City's EOP identifies this possibility as a particular concern for western Contra Costa County and Pinole. Western Contra Costa County contains a high concentration of petroleum and chemical industries. As a result, large quantities of potentially explosive, flammable and poisonous materials are being stored, processed and transported in the county and through Pinole. Because industrial structures and transport facilities may sustain significant damage in a major earthquake, the EOP establishes protocols for addressing potential failures.

The City's EOP includes the possible impacts on housing, population, transportation, medical services, communication, utilities, and facilities and buildings in Pinole in the case of a major earthquake. The Background Report contains more information on seismic hazards.

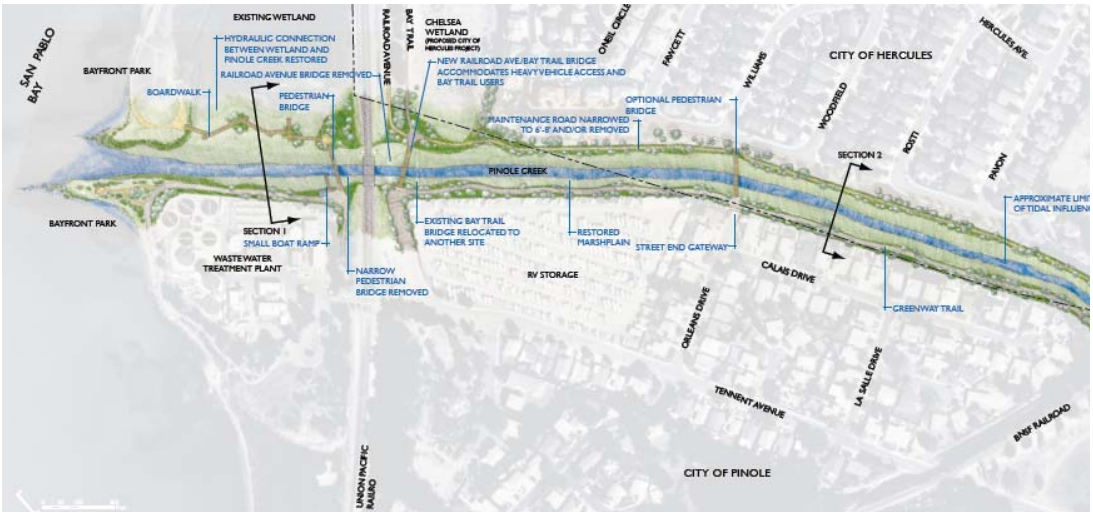
Flooding Hazards

Flooding hazards were identified in the 1995 General Plan's Safety Background Report. Flood hazards result from localized flooding and standing water that occur during brief, intense storms when runoff exceeds storm drain capacity. The potential for flooding also exists at locations along Pinole Creek. Creek flows along Pinole Creek would not be contained within the existing creek bank during a 100-year storm event. The creek channel was designed to carry projected flows from a 50-year storm event. Consequently, the City has worked with the Contra Costa County Flood Protection District to explore two approaches to enhancing flood protection: (1) increasing channel capacity in the lower reaches of the creek and (2) reducing stormwater flows in the creek by diverting stormwater to a detention basin in the upper reaches of the watershed. Maintenance of the channel is essential to successful flood protection. The Flood Protection District does not have a dedicated source of funding to maintain Pinole Creek. Flood protection could be improved by identifying potential funding sources to correct this condition.

Localized flooding and standing water may occur during brief, intense storms.

Figure 9.3 illustrates the City's flood hazards, including areas in the 100-year flood zone and areas between the 100-year and 500-year flood zones. It is anticipated that existing flood maps will be changing to include additional areas of floodways.

Areas of possible impacts due to flooding in Pinole include the Pinole-Hercules Water Pollution Control Plant (WPCP) and the freeway underpass at Interstate 80 and Pinole Valley Road. The WPCP is impacted by flooding of the creek when tidal surge and heavy rain runoff occurs. The ability for the facility to vent/drain is hampered by these conditions.



Pinole Creek Greenway Master Plan, Restoration Design Group, LLC, 2007

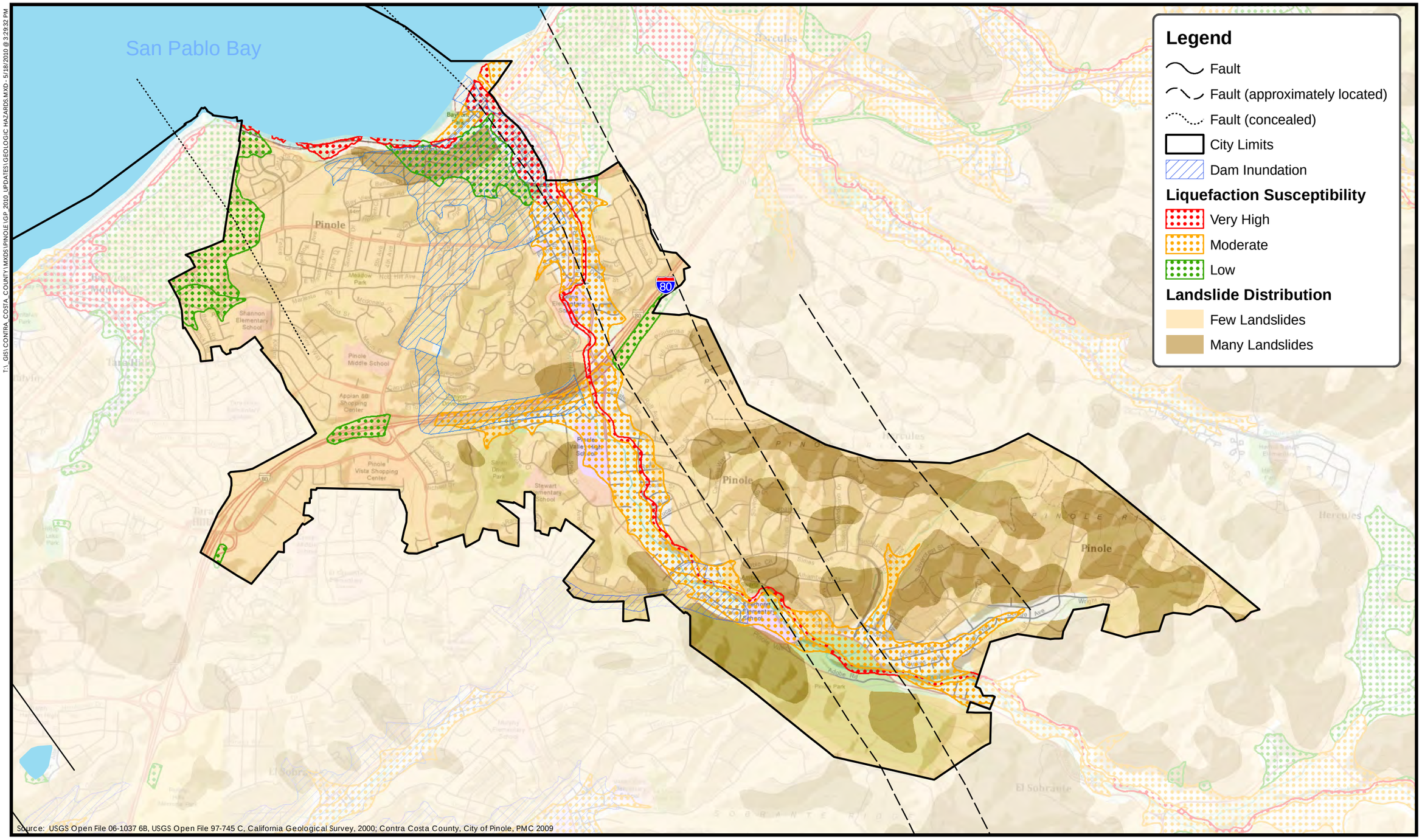


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Figure 9.1
Potential Geologic Hazards

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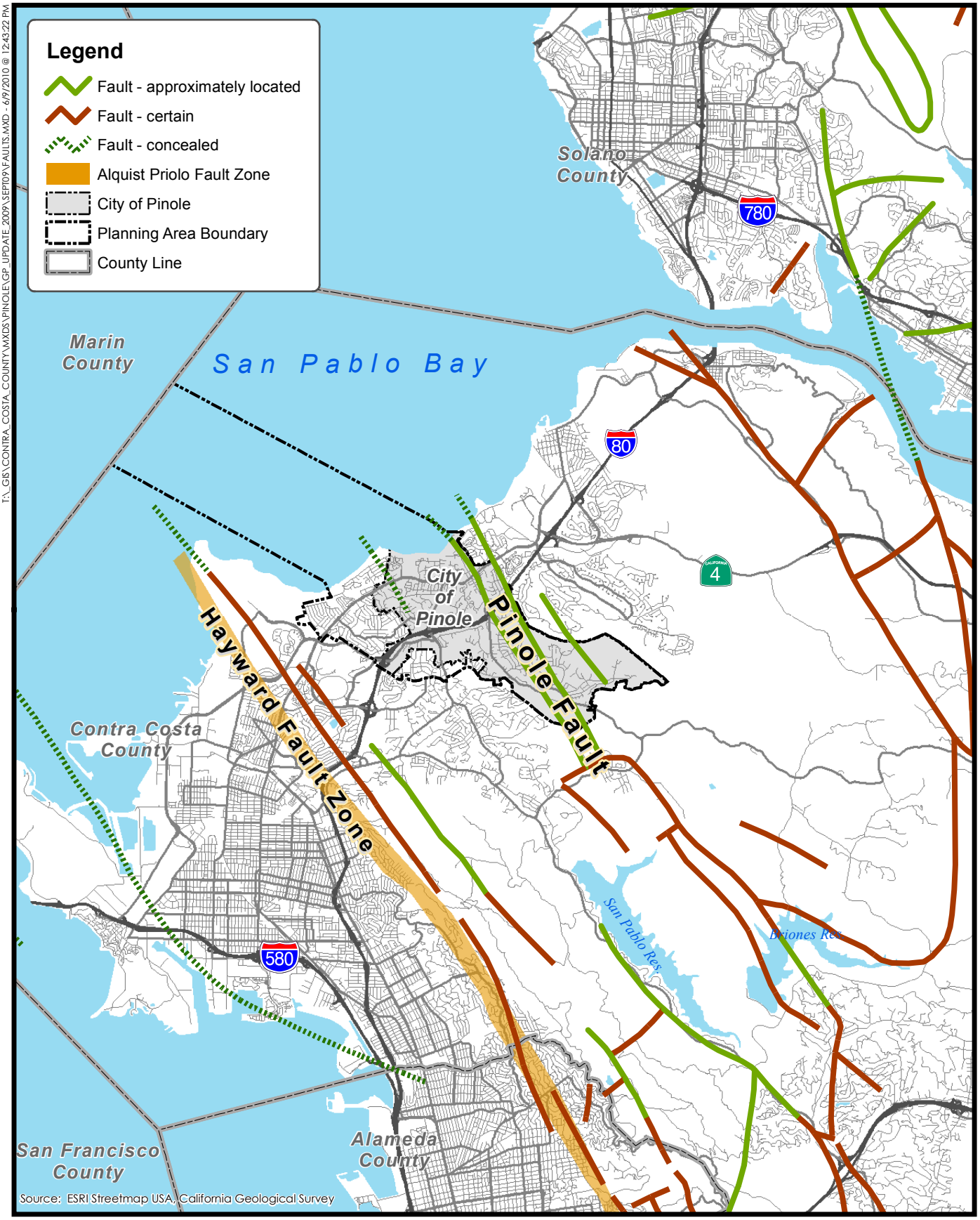

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Figure 9.2
Faults Hazard Map

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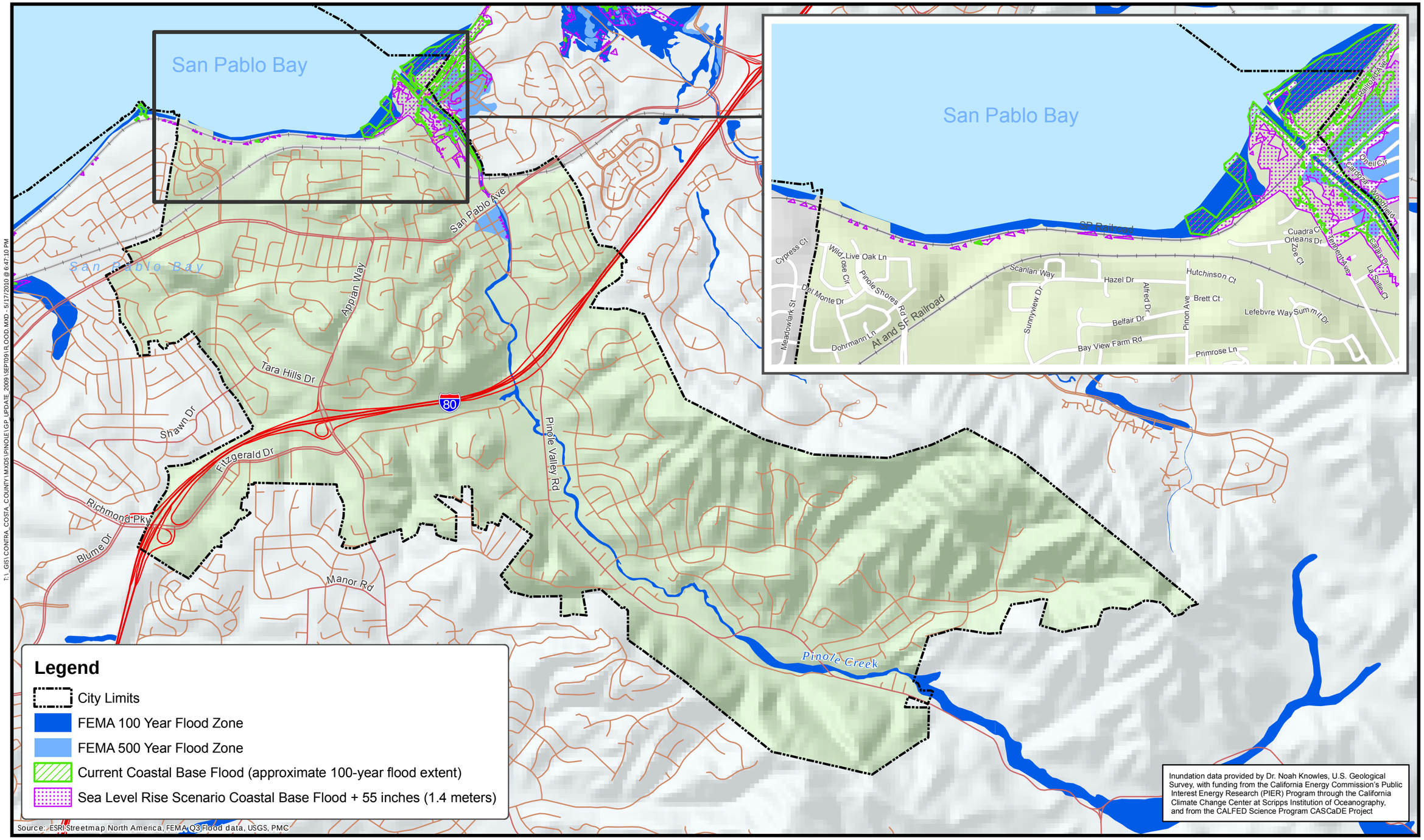

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Figure 9.3
Flood Map

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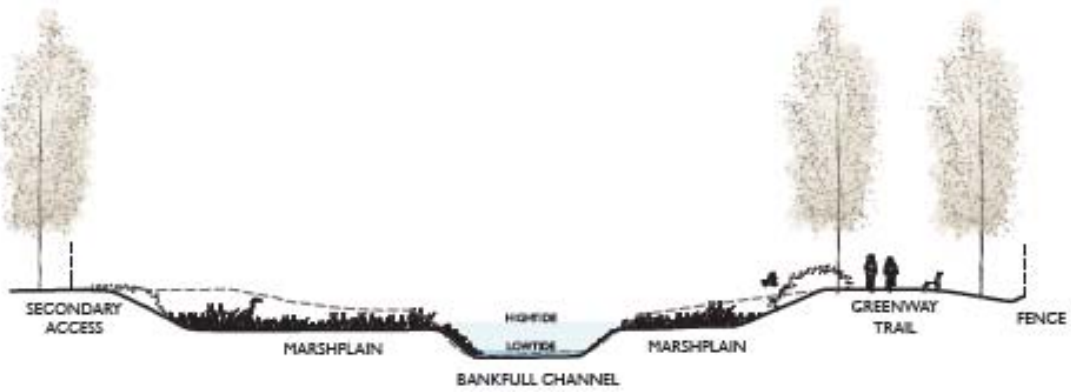
The Pinole Creek Watershed Vision Plan includes a proposed lower flood control channel restoration project that aims to improve creek habitat while enhancing flood protection. The flood control channel restoration design has been submitted to the U.S. Army Corps of Engineers for potential implementation under the Section 1135 program, which allows the Corps to revisit and restore prior projects that have had detrimental resource impacts. The Pinole Creek Greenway Master Plan seeks to improve the level of flood protection, as well as habitat quality and diversity, while improving opportunities for recreation.

Wildland fire is a persistent threat to residential neighborhoods in the hillside areas in Pinole.



Pinole Creek Greenway Master Plan, Restoration Design Group, 2007

The Pinole Emergency Operations Plan (EOP) addresses flooding in the city. The EOP was updated and adopted in May 2006. The Background Report contains more information on flood hazards in the City of Pinole.

Wildland Fire Hazards

In January 2009, the Pinole Fire Department received notification of the adjusted "Very High Fire Hazard Severity Zone" (VHFHSZ) from the California Department of Forestry and Fire Protection (CalFire). The review and reclassification of certain areas that are prone to wildfire was done under authority of California Government Code Sections 51175–51189 as a means to address the wildfire threat statewide. Once in place, this designation places certain restrictive building codes on development in the area. For the City of Pinole, the reclassified area involves the Sobrante Ridge boundary of the city from Duncan Canyon south through the slopes above Pinole Valley Park. Only a few buildable parcels are actually encompassed in the fire zone within the city limits, although many homes are adjacent to this zone.

Management, maintenance and use restriction issues will evolve as the City designates the new classification of the area by ordinance. The VHFHSZ is shown in **Figure 9.4**, which shows fire hazard areas in the city's regions. Additionally, moderate fire severity areas are located directly south of the city's southern border. This issue is

also discussed in the Natural Resources and Open Space Element (Chapter 10).

Vegetation management exists with interjurisdictional and interdepartmental cooperation. In general, the Fire Department manages open space boundary issues and requires a 30-foot abated separation between flammable vegetation and any property. Additional distances may be required depending upon the slope or other factors.

The Fire Department also maintains the fire roads and fire breaks in the city's open space areas and patrols the open space with assistance from the Pinole Police Department. Please see the Community Services and Facilities Element (Chapter 8) for more information about public safety services in Pinole.

East Bay Municipal Utility Division (EBMUD) maintains a Fire Management Plan which includes the Pinole Valley watershed basin located within Pinole's Sphere of Influence. EBMUD provides fire suppression and protection services on watershed lands. See the Land Use and Economic Development Element (Chapter 5) for a discussion and diagram of Pinole's Sphere of Influence, and the Community Services and Facilities Element for further discussion of EBMUD.

Hazardous Materials and Waste

Hazardous materials consist of any substance which has the potential to cause injury and can include flammable liquids and gases, poisons, corrosives, explosives, radioactive materials, and medical supplies and wastes. In Pinole, hazardous materials are transported over highways, in underground pipelines and by rail. Such materials are also often found in locations that have a long history of development, such as the City of Pinole. When these materials are found, there is a responsibility to clean them up and/or mitigate the effects of the materials on the environment.

The storage and cleanup (remediation) of hazardous sites is largely regulated by a series of federal, state and local agencies, including the U.S. Environmental Protection Agency (EPA), the California Environmental Protection Agency (Cal EPA) and the California Department of Toxic Substance Control. The latter maintains a list of hazardous wastes and substances. The Contra Costa County Health Department, Hazardous Materials Division specifically administers permitting and land use related to hazardous materials in the City of Pinole. The Fire Department works within the recently adopted County Hazardous Materials Plan.

The storage and transportation of hazardous materials to and from nearby refineries in the cities of Richmond, Rodeo and Martinez has the potential to impact Pinole and degrade air and water quality in the community.

The State of California identified 23 hazardous materials sites in Pinole as of February 2009, including underground storage tanks (USTs), leaking underground fuel tanks (LUFTs), and abandoned or leaking pipelines; 19 sites involved LUFTs. **Figure 9.5** includes the location of hazardous sites in the City of Pinole as of 2009. The primary risk they pose is leaking of gasoline and diesel fuel hydrocarbons and related compounds into the soil and groundwater. Six previously identified sites have undergone successful remediation, which usually involves removal of the LUFT and any contaminated soil. Several of the remaining LUFTs in the city have undergone interim remediation.

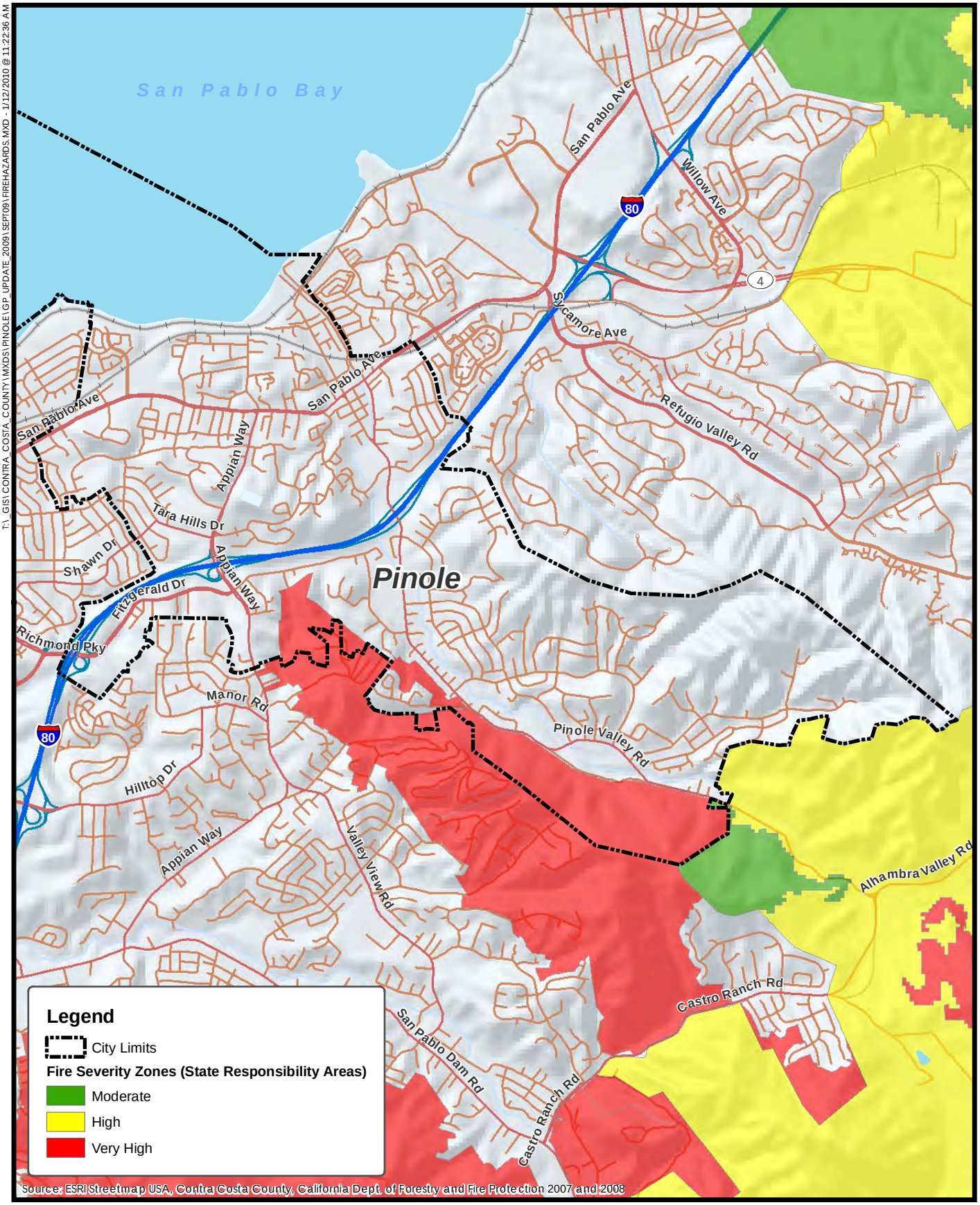


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Figure 9.4
Wildland Fire Hazard Map

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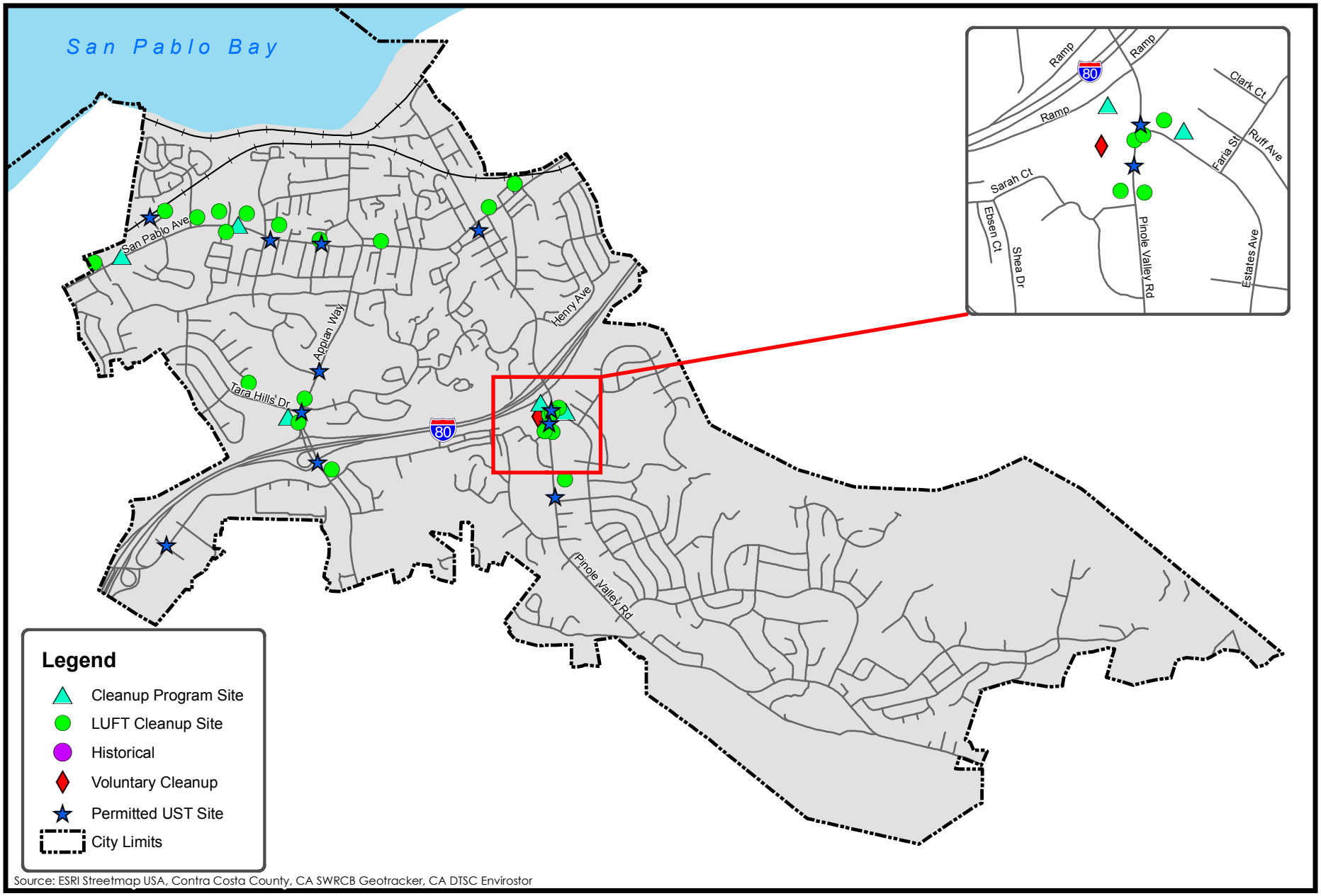

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Figure 9.5
Hazardous Materials Sites

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Law Enforcement

Police protection services in the City of Pinole are provided by the City's Police Department, which is responsible for services related to the enhancement and maintenance of public safety in Pinole. These services include preventing and controlling conduct that is threatening to life and property, aiding individuals who are in danger of physical harm, protecting constitutional guarantees, facilitating the movement of people and vehicles, assisting those who cannot care for themselves, resolving conflict, identifying potential problems in the community, creating a feeling of security in the community, and developing and implementing strategies and programs which enhance delivery of police services to the community. Law enforcement services are explored more thoroughly in the Community Services and Facilities Element (Chapter 8).

Fire Protection

The City of Pinole Fire Department provides fire protection services within the city limits and has long-term contracts to serve several county unincorporated neighborhoods adjacent to the city. The Fire Department's mission is to provide for the safety and welfare of the public through preservation of life, property and the environment. The Fire Department promotes disaster preparedness, fire prevention and safety in the city by providing free services and safety devices, public outreach (schools, businesses) and public education and/or training courses (safety demonstrations including child car seat safety and earthquake preparedness), maintenance (station upgrades, etc.) and biannual inspections (commercial occupancies). Fire protection services are explored more thoroughly in the Community Services and Facilities Element.

Emergency Preparedness

In 2006, the City of Pinole updated and adopted an Emergency Operations Plan (EOP). The goal of the EOP is to effectively and efficiently organize and coordinate the City's response to major emergencies. The EOP is designed to be implemented and exercised prior to an emergency. The plan identifies four phases of emergency management: preparedness, mitigation, response, and recovery.

The Emergency Operations Plan aims to organize and coordinate the City's response to major emergencies.

To ensure preparedness for an emergency, the EOP identifies the responsibilities of the following departments in an emergency situation: Fire, Police, Public Works, Finance, the City Manager's Office, the Community Development Group, Administrative Services, and the Emergency Operations Center. These departments, as directed by the EOP, are responsible for developing and maintaining standard operational procedures.

The City's "Mutual Aid System" is the system which allows for the mobilization of resources to and from emergency response agencies, local governments, operational areas, regions and the state, with the intent of providing adequate resources to requesting agencies. The City of Pinole is in the Contra Costa County Operational Area, which is in the OES Coastal Region (administratively) and Fire/Rescue Region II, and requests mutual aid through this region. The City's EOP describes Pinole's Mutual Aid System extensively.

The City's EOP is consistent with the Emergency Operation Plans of Contra Costa County and the State of California's Disaster and Civil Defense Master Mutual Aid Agreement. The Master Mutual Aid Agreement details that all of the resources and facilities of the State, its various departments and agencies, and all its political subdivisions, municipal corporations, and other public agencies be made available to prevent and combat the effect of disasters which may result from such calamities as flood, fire, earthquake, pestilence, war, sabotage and riot. The agreement also states that it is desirable that each of the parties should voluntarily assist each other in the event of disaster with fire, police, medical and health, communication, and transportation services and facilities.

In addition to the EOP, the City of Pinole is participating with Contra Costa County, neighboring cities and special districts to prepare a Natural Hazards Mitigation Plan (NHMP) to address regional emergency preparedness.

For more information on the City's emergency preparedness, please see the Background Report.

Homeland Security

Homeland security is of growing concern in the United States and therefore homeland security is an important aspect of the City of Pinole's health and safety. The City's Emergency Operations Plan addresses national security issues related to the city. The EOP identifies sites in Contra Costa County that may be subject to attack. These sites include the large petroleum refineries and other industry, local, state or federal government facilities, power and communications facilities, other utilities, dense population areas and major transportation centers such as BART stations.

California has published a Terrorism Response Plan (1998) and Contra Costa County has developed a Terrorism Annex to the Operational Area EOP (1999). The Terrorism Working Group was developed in Contra Costa to address terrorism response planning.

HEALTH SETTING

Air Quality

Pinole is located in western Contra Costa County, which is part of the nine-county San Francisco Bay Air Basin and the Northern Alameda and Western Contra Costa Counties Climatological Subregion. This subregion stretches 20 miles from the Richmond area through Oakland to San Leandro. Its western boundary is defined by the San Francisco Bay and its eastern boundary by the Oakland-Berkeley Hills. The hills are a significant barrier to air flow since they have an approximate ridgeline height of 1,500 feet.

The air pollution potential of areas close to the marine air is minor, due to frequent ventilation and less influx of high pollutant concentrations from upwind sources. However, the occurrence of light winds (mainly during the night and early morning) may set the scene for occasional elevated pollutant levels. Pinole is downwind and surrounded by air pollution sources, notably the Chevron Refinery, that could intensify pollutant levels.

Air Pollutants of Concern in the Bay Area and Pinole

Most of the federal ambient air quality standards are met in the Bay Area. However, as of February 2009, the Bay Area was designated as a nonattainment area for the federal 8-hour ozone standard. The more stringent state standards for ozone and particulate matter (PM_{10} and $PM_{2.5}$) are exceeded.

Several air quality monitoring stations are located in the proximity of Pinole including:

- Richmond – 7th Street
- Richmond – Point Richmond
- Rodeo – Third Street
- San Pablo – Rumrill

Greenhouse Gases

In the City of Pinole, climate change could impact air quality and increase health problems. The State of California is undertaking programs and policies to decrease its greenhouse gas (GHG) emissions. Please see the Background Report for more information on those policies, such as Assembly Bill (AB) 32, the Global Warming Solutions Act of 2006.

The EPA's U.S. Inventory of Greenhouse Gas Emissions and Sinks demonstrates that electricity, transportation and industrial sectors account for most of the anthropocentric emissions of criteria pollutants and GHG emissions between 1990 and 2004.[2] A draft GHG emissions inventory for the City of Pinole was submitted to the City in January 2009. In addition, the Bay Area Air Quality Management District recently produced the Source Inventory of Bay Area Greenhouse Gas Emissions by county. Neither the California Air Resources Board (CARB) nor BAAQMD maintain an inventory of any GHG emissions by city.

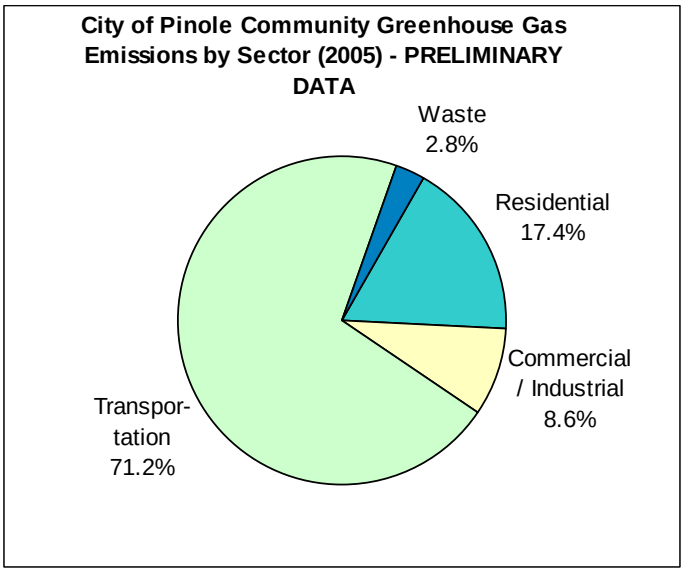
Climate change could impact air quality and water resources and increase health problems in Pinole.

Greenhouse Gas Inventory

The City of Pinole is developing a GHG inventory to calculate emissions caused by activities within Pinole's boundaries. This inventory quantifies GHGs from municipal and community activities, including energy consumption, vehicle miles traveled and waste production, and provides a baseline against which future emissions reductions can be measured. A preliminary analysis shows that the community of Pinole, including government operations, emitted approximately 159,369 metric tons of carbon dioxide equivalent (CO2e) in 2005. The

[2] Environmental Protection Agency, the U.S. Inventory of Greenhouse Gas Emissions and Sinks: 1990–2004, April 2006.

transportation sector is the largest emitter (71 percent), producing approximately 113,452 metric tons of CO2e in 2005. Emissions from the residential, commercial and industrial sectors accounted for a combined 26 percent of the total, and the remaining 3 percent was the result of emissions from waste sent to landfills in 2005. This GHG inventory will inform Pinole's efforts to reduce GHG emissions and prepare for the effects of global climate change while at the same time ensuring local planning and environmental documents are compliant with state legislation such as AB 32 and Senate Bill (SB) 97.



GHG reduction in Pinole will be challenging due to the high percentage of emissions from transportation as the result of high traffic volumes on Interstate 80 through Pinole. These trips are the result of land use changes in surrounding communities and will not significantly change as the result of land use changes in the City of Pinole.

Other Air Quality Issues

Other air quality issues of concern in the Bay Area include nuisance impacts of odors and dust. In Pinole, surrounding refineries, particularly the downwind refinery in Richmond, emit odors and particulate matter that can impact Pinole. BAAQMD has enacted an odorous substances control program as part of its effort to control the use and emission of odorous substances and nuisance dust in the Bay Area.

Sensitive Receptors and Pollution Sources

BAAQMD defines sensitive receptors as facilities where sensitive receptor population groups (children, the elderly, the acutely ill and the chronically ill) are likely to be located. These land uses include schools, retirement homes, convalescent homes, hospitals and medical clinics. Such sensitive receptors are spread through most parts of Pinole.

The BAAQMD inventory lists no major emitting facilities for criteria pollutants in Pinole. The current inventory does, however, identify dry cleaners and gas stations as sources of toxic air contaminants (TACs) in Pinole. None of the sources of TACs in Pinole are considered as facilities with health risks requiring public notification under BAAQMD's Air Toxics Hot Spots Program. Larger industrial uses located at the west end of San Pablo Avenue store materials that can become airborne and contribute to a degradation of air quality in the vicinity of these properties and result in nuisance.

Water Quality

Federal and state laws govern water quality and regulate the major sources of water pollution. The laws are implemented regionally through the San Francisco Bay Regional Water Quality Control Board (RWQCB). The Pinole Planning Area is drained primarily by the Pinole Creek and Garrity Creek watersheds. The quality of surface water and groundwater is affected by land uses and activities in these watersheds, as well as by underlying geologic conditions.

Cities are required to implement Stormwater Management Plans (SWMP) with performance standards and controls to reduce pollutants in stormwater discharge. The City of Pinole has, and will continue to promulgate, policies and standards that govern water quality and watershed protection issues to control surface runoff.

The City East Bay Municipal Utility District (EBMUD) provides domestic water service to the City of Pinole.

Noise

Major noise sources in the City of Pinole are vehicular and rail noise.

The ambient noise environment in Pinole is defined primarily by traffic on Interstate 80, which runs northeast to southwest through the community.[3] The ambient noise environment is also influenced by two existing rail transportation lines located at the northern edge of the community. At locations removed from Interstate 80 and the railroads, the ambient noise environment tends to be defined by local traffic and typical neighborhood noise sources. No significant noise-producing commercial or industrial activities are identified in the City of Pinole.

Roadways and Railroads

The major noise sources in the City of Pinole are vehicular and rail traffic. The level of vehicular noise generally varies with the volume of traffic, the number of trucks or buses, the speed of traffic and the distance from the roadway. Noise generated by vehicular traffic in Pinole is greatest along Interstate 80 and San Pablo Avenue. Two rail lines traverse the city, the Burlington Northern Santa Fe (BNSF) and the Union Pacific. There are no significant sources of aircraft or industrial noise in the City of Pinole. The noise contours are shown on **Figure 9.6**.

The General Plan includes policies that would support a request to designate railroad quiet zones around crossings in the city. Quiet zones would relieve the railroad of a requirement to signal the train's approach to crossings by blowing the train whistle. This signal, particularly late at night and early in the morning, can be disruptive to adjoining properties. To ensure public safety, the City should consider enhancing traffic controls at the Tennent Avenue crossing.

Non-Transportation Noise Sources

Industrial noise sources (auto repair, wrecking yards, equipments lots, etc.) are generally significant only in industrial areas. However, there are locations where undeveloped properties or current noise-sensitive areas abut industrial activities. Commercial, recreational and public service facility activities can also produce noise that affects adjacent sensitive land uses.

[3] The "ambient" noise level can be defined as the all-encompassing noise level associated with a given noise environment.

From a land use planning perspective, there are two goals for controlling fixed-source noise: to prevent the introduction of new noise-producing uses in noise-sensitive areas and to prevent encroachment of noise-sensitive uses upon existing noise-producing facilities. The first goal can be achieved by applying noise performance standards to proposed new noise-producing uses. The second goal can be met by requiring that new noise-sensitive uses in proximity to noise-producing facilities include mitigation measures to ensure compliance with those noise performance standards.

Some general types of existing fixed noise sources in the City of Pinole are general service commercial and light industrial uses, parks and school playing fields, and airplane flyovers.

Site-specific noise analyses would be performed where noise-sensitive land uses are proposed in proximity to these (or similar) noise sources, or where similar sources are proposed to be located near noise-sensitive land uses. Please see the Background Report for more details.

Temporary Noise

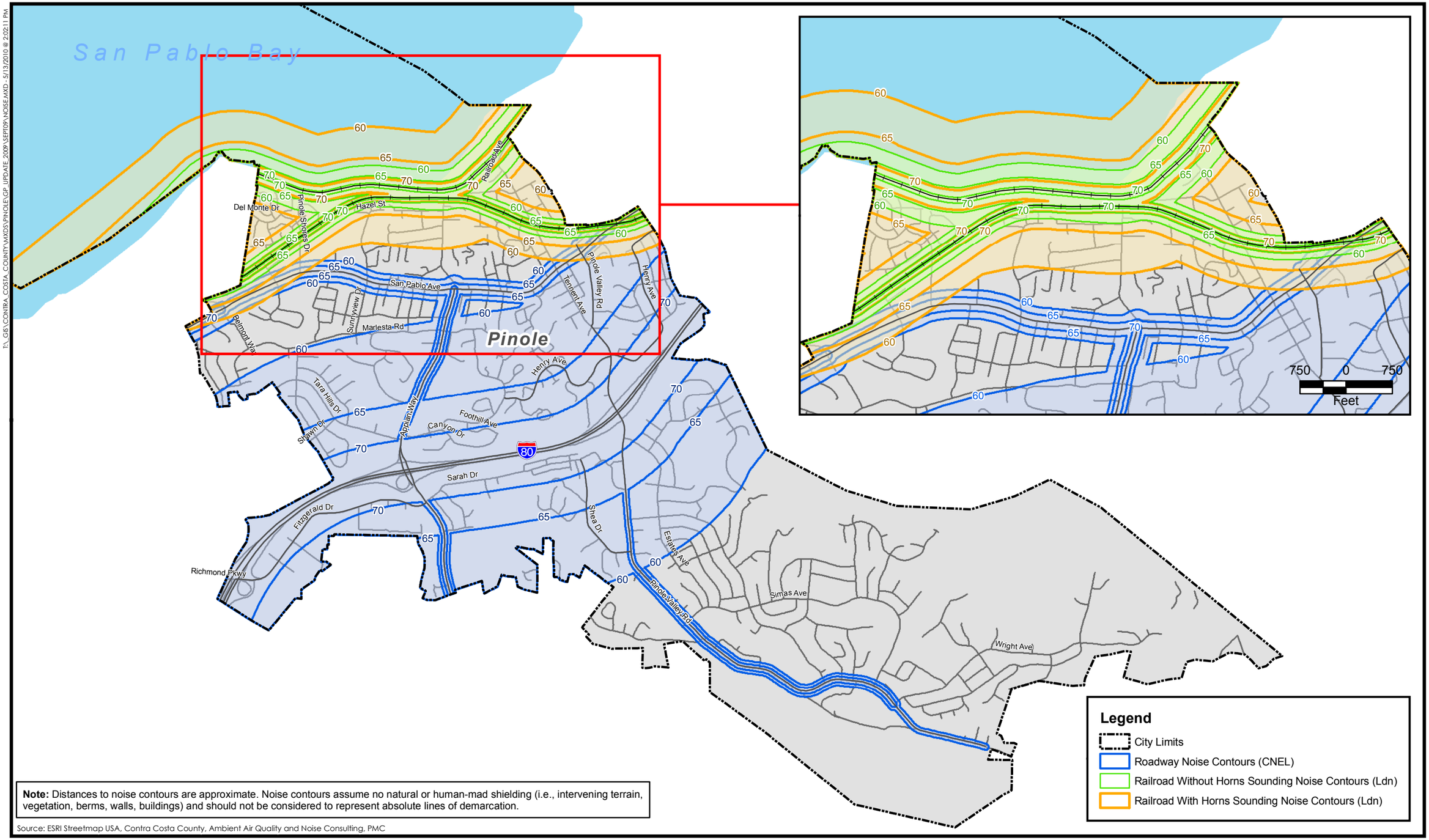
Other noise generators in Pinole tend to be temporary and/or transitory and may be associated with special events and non-stationary sources, including emergency vehicles. By their nature, such short-term and transitory noise events are typically tolerable, but the City of Pinole continues to look for opportunities to minimize noise from such sources. For example, the City seeks to minimize noise associated with emergency vehicles by establishing control at signalized intersections in order to minimize the length of time that vehicles using sirens are stationary.

Health Services

There are no hospitals or urgent care centers in the City of Pinole.

New Kaiser medical offices were built in the City of Pinole along Pinole Valley Road just north of Interstate 80. The facility opened January 12, 2009. The Pinole campus of Doctors Hospital closed prior to 2005, though there is a possibility of a medical center being located in the building in the future. A significant portion of the city's jobs are in the medical and health field, so it would benefit both the employment sector and the health and safety of the city's residents to have another medical use established in the Doctors Hospital building or elsewhere in the city.

Issues with health care facilities and services are addressed in greater detail in the Community Services and Facilities Element (Chapter 8), which describes the health services available to the residents of Pinole.



Note: Distances to noise contours are approximate. Noise contours assume no natural or human-mad shielding (i.e., intervening terrain, vegetation, berms, walls, buildings) and should not be considered to represent absolute lines of demarcation.

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

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Figure 9.6
Future Noise Contours

PMC®

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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:

- Taking further actions to prevent flooding along Pinole Creek and improve stormwater drainage when possible, and measures to minimize damage from flooding and drainage issues when preventive actions are insufficient.
- Managing geologic and seismic hazards through rehabilitation and renovation of older buildings, and using inspection as a way to ensure new structures will be safe in the event of any likely geologic or seismic hazards.
- Improving traffic and pedestrian safety and taking measures to prevent accidents.
- Preparing to respond to major emergencies that could threaten the community and its citizens.
- Creating procedures to decrease the likelihood of harm to humans or the ecosystem in the event of a release of toxic or hazardous materials.
- Preventing further groundwater contamination while cleaning existing contaminated areas to minimize harm to humans and the ecosystem.
- Providing adequate police and fire protection in all areas of the city.
- Addressing both real and perceived safety concerns in the community through design of public and private projects, as well as enhanced activities and services.
- Reversing increases in regional air pollution, reducing local greenhouse gas emissions, and achieving attainment for ozone levels at both the federal and state standards.
- Improving visibility of scenic vistas.
- Making Pinole a healthier community in which to live.
- Creating opportunities to decrease the number of vehicle miles traveled, length of trips, and traffic congestion.
- Improving air quality through land use and circulation patterns to discourage fossil fuel-powered transport.
- Improving water quality through land use and site design controls to reduce surface water pollutant discharge.

- Creating more choices for multiple forms of transportation and strengthening pedestrian and bicycle mobility.
- Reducing noise from vehicle traffic, especially in residential areas.
- Controlling noise from industrial uses and aggregate operations.
- Maintaining livability in more compact neighborhoods.

GOALS, POLICIES AND ACTIONS

- Goal HS.1: Minimize the potential for loss of life, injury, damage to property, economic and social dislocation, and unusual public expense due to natural and man-made hazards.
- Goal HS.2: Protect the community from the risk of flood damage and improve surface water quality.
- Goal HS.3: Minimize hazards of soil erosion, weak and expansive soils, potentially hazardous soils materials, other hazardous materials, geologic instability and seismic activity.
- Goal HS.4: Ensure that government agencies, citizens and businesses are prepared for an effective response and recovery in the event of emergencies or disasters.
- Goal HS.5: Support land use patterns and densities that lessen air and water quality impacts.
- Goal HS.6: Support multiple forms of transportation and a circulation system design that reduces vehicle trips and emissions.
- Goal HS.7: Ensure that all new development meets or exceeds state and federal water quality standards.
- Goal HS.8: Ensure all new development complies with the noise standards established in the Pinole Health and Safety Element, and prevent all new noise sources from increasing the existing noise levels above acceptable standards.
- Goal HS.9: Eliminate or reduce noise from existing objectionable noise sources.
- Goal HS.10: Ensure that environmental and public service conditions are adequate to support a healthy community.

GOAL HS.1 Minimize the potential for loss of life, injury, damage to property, economic and social dislocation, and unusual public expense due to natural and man-made hazards.

POLICY HS.1.1 Permit development only in those areas and with design features that mitigate potential danger to the health, safety and welfare of the residents.

Action HS.1.1.1 Maintain detailed hazard maps for use in development review.

Action HS.1.1.2 Maintain and implement the Emergency Operations Plan (EOP), including necessary training, emergency preparedness drills and community education.

Action HS.1.1.3 Adopt a Very High Fire Hazard Severity Zone (VHFHSZ) ordinance to implement regulations.

Action HS.1.1.4 Apply Crime Prevention Through Environmental Design (CPTED) principles when planning for public and private improvements.

Action HS.1.1.5 Maintain and expand where feasible the network of surveillance cameras in the community to discourage and help investigate criminal activity based on Police Department advice and experience.

POLICY HS.1.2 Require appropriate studies to assess identified hazards and ensure that impacts are adequately mitigated.

Action HS.1.2.1 Regulate new pipeline development through the Use Permit process. Require new development to screen, protect or underground all utilities and provide underground connections to improve public safety as well as the city's appearance.

Action HS.1.2.2 Evaluate ongoing fire protection and emergency medical service delivery in the community, and identify sites for potential relocation of existing fire stations on the General Plan Land Use Map to improve service coverage and decrease response times.

POLICY HS.1.3 Create programs and practices that provide information and education to the citizens of Pinole related to hazards, emergency preparedness and other safety issues.

GOAL HS.2 Protect the community from the risk of flood damage and improve surface water quality.

POLICY HS.2.1 Implement the Pinole Creek Vision Plan, Greenway Master Plan, and Restoration Project.

Action HS.2.1.1 Work with creek restoration stakeholders to implement the Pinole Creek Vision Plan and Greenway Master Plan during review of specific development proposals.

Action HS.2.1.2 Continue to seek funding to implement the Pinole Creek Vision Plan, Greenway Master Plan, and Restoration Project.

Action HS.2.1.3 Establish land use controls for properties that abut Pinole Creek in order to minimize potential conflicts between flood, resource protection and recreational goals. Adopt new development regulations that require applicants for new development projects to adhere ot pertinent local, state, and federal agency requirements. City development regulation for properties that abut the Creek shall specify appropriate land uses and ensure that new projects will take into account issues including flow velocity, sediment load, and volume within Pinole Creek.

POLICY HS.2.2 Work with the Contra Costa County Flood Control District and other property owners in the Pinole Creek watershed, particularly the East Bay Municipal Utility District (EBMUD), to establish a diversion basin that could reduce stormwater flows during severe storm conditions.

Action HS.2.2.1 Establish a land use designation for land to be set aside for detention basin purposes and seek out opportunities to establish detention basins to better protect the community from flooding hazards.

POLICY HS.2.3 Continue implementing a Clean Water Program to reduce surface water discharge through project design (e.g., reduce water runoff by minimizing impervious surfaces, use green areas for drainage) and to monitor compliance with the National Pollution Discharge Elimination Systems (NPDES) permit program and the Clean Water Act.

POLICY HS.2.4 Continue to monitor studies that identify anticipated changes in sea level and create appropriate standards and improvements to minimize flood risks.

Action HS.2.4.1 Create a long-range plan to govern the San Pablo Bay waterfront and any other areas that may be impacted by changes in sea level.

Action HS.2.4.2 The City of Pinole shall work with the Bay Conservation and Development Commission (BCDC) to implement strategies to adapt to Bay-related impacts of climate change. The City shall work with BCDC to develop a vulnerability analyses for its shoreline and to address shoreline management issues that cross jurisdictional boundaries.

Action HS.2.4.3 The City will continue to implement the Municipal Code flood protection standards for development within a FEMA-designated Special Flood Hazard Area and will coordinate with FEMA and other agencies in the

evaluation and mitigation of future flooding hazards that may occur as a result of sea level rise.

Action HS.2.4.4 The City shall pursue funding for adequate protection from sea level rise and continued subsidence and construction in areas threatened by sea level rise and/or settlement.

POLICY HS.2.5 Establish appropriate capital improvements and management programs to reduce wet weather sewer treatment demand and avoid discharge to the shallow water outfall.

Action HS.2.5.1 Require project applicants to investigate and report on project impacts on stormwater runoff and the wastewater treatment plant and ensure that project-specific impacts are mitigated.

Action HS.2.5.2 Seek funding to upgrade facilities to reduce inflow and infiltration and treat runoff.

GOAL HS.3 Minimize hazards of soil erosion, weak and expansive soils, potentially hazardous soils materials, other hazardous materials, geologic instability and seismic activity.

POLICY HS.3.1 Require geotechnical studies for development proposals. Such studies should determine the actual extent of geotechnical hazards, optimum location for structures, the advisability of special structural requirements, and the feasibility and desirability of a proposed facility in a specified location.

Action HS.3.1.1 Continually update the geologic hazard map with new information provided by geotechnical studies.

POLICY HS.3.2 Require soils and geologic review of development proposals in accordance with City procedures to assess potential seismic hazards, liquefaction, land sliding, mud sliding, erosion, sedimentation, hydromodification and settlement in order to determine whether these hazards can be adequately mitigated.

POLICY HS.3.3 Require that all geologic hazards be adequately addressed and mitigated through project development. Development proposed in areas of potential geological hazards should not be endangered by, nor contribute to, the hazardous conditions on the site or on adjoining properties.

POLICY HS.3.4 Assure existing and new structures are designed to protect people and property from seismic hazards. Evaluate new development on sites which may have involved hazardous materials prior to development approvals.

Action HS.3.4.1 Update the Building Code and other codes as necessary to address earthquake, fire and other hazards, and support programs for the identification, abatement or mitigation of existing hazardous structures.

Action HS.3.4.2 Implement actions to address safety issues related to unreinforced masonry buildings in coordination with historic preservation policies and programs.

Action HS.3.4.3 Ensure that sites in Pinole which are contaminated with hazardous substances are cleaned through decontamination of soils, treatment, and filtration of groundwater.

POLICY HS.3.5 Require proper handling, storage, disposal and cleanup of hazardous materials to prevent leakage, potential explosions, fires or the escape of harmful gases and to prevent individually innocuous materials from combining to form hazardous substances, especially at the time of disposal.

Action HS.3.5.1 Work with Contra Costa County and other regional partners to implement the County Hazardous Waste Management Plan and notify the public about locations and opportunities to properly dispose of household hazardous materials.

Action HS.3.5.2 Use the Conditional Use Permit and Encroachment Permit process to ensure pipeline safety when construction occurs. New developments should screen, protect or underground all gas, electric and communication lines, screen facilities (e.g., transformers) as safety and conditions require, and provide underground connections when feasible, to improve public safety and the city's appearance.

Action HS.3.5.3 A comprehensive investigation of hazardous materials storage tanks should be undertaken for specific sites when development is proposed. The potential hazard of any tanks or former tank sites found should then be evaluated using California EPA and local regulatory guidelines, and sites shall be remediated as needed.

Action HS.3.5.4 At the time of new development, any known or discovered hazardous material should be cleaned up and any impacts mitigated as required by the governing law.

POLICY HS.3.6 Support measures to responsibly manage hazardous waste to protect public health, safety and the environment, and support state and federal safety legislation to strengthen requirements for hazardous materials transport.

POLICY HS.3.7 Limit development and require appropriate control measures in conjunction with proposed development in areas susceptible to erosion.

Action HS.3.7.1 Consider adoption of a habitat protection ordinance that would identify and protect areas of biological value, including streams, creeks and wetlands. The ordinance would include setbacks from creeks, guidelines for avoidance of filling of creeks or wetlands and destruction of riparian

vegetation, standards for compensation of habitat loss and requirements for mitigation, monitoring and habitat enhancement plans. The ordinance would also cover implementation and enforcement of specific criteria to ensure that safety, natural resources and aesthetic values of Pinole Creek, other creeks and major drainages are protected and enhanced.

Action HS.3.7.2 Establish riparian and stream restoration programs that include stormwater treatment, erosion control measures, stream cleanup projects and revegetation plans for denuded areas. These programs may also result in the removal of invasive, non-native vegetation that would be replaced with native plant materials to stabilize slopes and enhance wildlife habitat.

GOAL HS.4 Ensure that government agencies, citizens and businesses are prepared for an effective response and recovery in the event of emergencies or disasters.

POLICY HS.4.1 Continue to provide essential emergency public services during natural catastrophes.

Action HS.4.1.1 Maintain and implement the Emergency Operations Plan (EOP), including periodic training exercises.

Action HS.4.1.2 Continue working with Contra Costa County and other concerned agencies to adopt a regional Emergency Response Plan (ERP).

Action HS.4.1.3 The City Fire Department staff shall review newly proposed or modified roadway designs (e.g., median modifications and speed humps) to ensure that they do not significantly impair movement of emergency vehicles and equipment.

Action HS.4.1.4 Locate and design emergency buildings and vital utilities, communication systems and other public facilities so that they remain operational during and after an emergency or disaster.

Action HS.4.1.5 Establish an emergency warning/notification system in Pinole to notify the public during a natural or man-made disaster. Provide a public communication system to help advise the public about how best to respond during the recovery phase of a disaster and notify the community when safety has been restored.

Action HS.4.1.6 The City shall increase the number of individuals that receive Citizen Emergency Response Training to increase emergency preparedness within the city and encourage greater self-reliance during and after a natural or man-made hazard event.

POLICY HS.4.2 Undertake disaster preparedness planning in cooperation with other public agencies and appropriate public interest organizations.

Action HS.4.2.1 Publicize disaster plans and promote resident awareness and caution regarding hazards, including soil instability, earthquakes, flooding and fire. Maintain detailed hazard maps for use in development review.

Action HS.4.2.2 Develop and adopt a pre-disaster ordinance for post-disaster recovery and reconstruction that includes provisions for debris clearance, damage assessment, demolitions, re-occupancy and building moratorium criteria, fee waivers and deferrals, and expedited permitting procedures for repair and reconstruction.

Action HS.4.2.3 Coordinate with local, regional, state and federal agencies regarding a potential rise in sea level.

POLICY HS.4.3 Incorporate technological enhancements in new and substantially remodeled structures and facilities to support and improve emergency services.

Action HS.4.3.1 Develop a fiber optic network plan that can provide visual access for emergency services providers and assist with crime prevention and the monitoring of critical public facilities (e.g., storm drain and flood protection facilities).

Action HS.4.3.2 Incorporate necessary improvements into new and substantially remodeled structures to ensure that emergency service providers are able to transmit and receive radio communications within structures.

GOAL HS.5 Support land use patterns and densities that lessen air and water quality impacts.

POLICY HS.5.1 Promote strategic land use patterns for businesses that reduce the number and length of motor vehicle trips and that encourage multiple forms of transportation for employees and patrons.

Action HS.5.1.1 Support the location of ancillary employee services, including child care, restaurants, banking facilities and convenience markets, at major employment centers for the purpose of reducing mid-day vehicle trips.

POLICY HS.5.2 Encourage mixed-use developments that put residences in close proximity to services, employment, transit, schools and civic facilities/services.

Action HS.5.2.1 Encourage compact, transit-oriented development within one-quarter to one-half mile of transit stations and transit service stops along transit corridors.

Action HS.5.2.2 Continue to work with transportation and transit agencies and organizations to improve transit service and encourage increased ridership.

Action HS.5.2.3 Adopt and implement the Three Corridors Specific Plan for commercial corridors along San Pablo Avenue, Pinole Valley Road and Appian Way, establishing mixed-use development land use designations and design guidelines that encourage walkable communities, improved bicycle facilities and improved public transit facilities.

POLICY HS.5.3 Improve land use planning to minimize air and water quality pollution.

Action HS.5.3.1 Change zoning and land use policies to limit land use conflicts between residential areas and sources of diesel pollution.

Action HS.5.3.2 Reduce pollution from construction equipment.

Action HS.5.3.3 Work with federal, state and local agencies coordinate decisions that respect each agency's goals.

Action HS.5.3.4 Evaluate creation of an environmental justice ordinance and ensure community outreach to incorporate environmental justice principles into new project development review.

Action HS.5.3.5 Adopt a green building ordinance to reduce construction waste, improve water conservation and reduce reliance on nonrenewable resources. This ordinance should identify practices that can be employed in the design, construction and operation of projects that will protect air and water quality in Pinole.

Action HS.5.3.6 The City shall update the Zoning Code to identify the location of existing odor sources within Pinole.

Action HS.5.3.7 When new development that would be a source of odors is proposed near residences or sensitive receptors, either adequate buffer distances shall be provided (based on recommendations and requirements of the BAAQMD CEQA Air Quality Guidelines) or filters or other equipment/solutions shall be provided to reduce the potential exposure to acceptable levels. Potential mitigation associated with this policy requirement will be coordinated with any required permit conditions from BAAQMD.

When new residential or other sensitive receptors are proposed near existing sources of odors, either adequate buffer distances shall be provided (based on recommendations and requirements of the BAAQMD CEQA Air Quality Guidelines) or filters or other equipment/solutions shall be provided to the source to reduce the potential exposure to acceptable levels.

GOAL HS.6 Support multiple forms of transportation and a circulation system design that reduces vehicle trips and emissions.

POLICY HS.6.1 Promote and encourage walking and bicycling as viable forms of transportation to services, shopping and employment.

Action HS.6.1.1 Include street design features that facilitate biking and walking trips in both new and established areas.

Action HS.6.1.2 Require all new development to be designed to enable easy pedestrian and bicycle access and circulation.

POLICY HS.6.2 Reduce greenhouse gas emissions.

Action HS.6.2.1 Create partnerships of community groups, businesses and agencies to develop strategies to reduce air and water pollution.

Action HS.6.2.2 The City of Pinole should create a model for other large employers in the city that makes use of programs to reduce single-occupant vehicle trips, support the use of alternative fuels and encourage alternative modes of transportation. Such programs could include:

- Creating rideshare/carpooling incentives for employees who commute together.
- Replacing City-owned vehicles with alternative fuel vehicles.
- Ensuring that necessary infrastructure is in place (e.g., showers, bike racks, shared automobile leasing stations) and available to employees and visitors who rely on such facilities to support alternative modes of transportation.

Action HS.6.2.3 Perform additional outdoor air monitoring and enforce mandated truck and bus routes.

Action HS.6.2.4 Wherever possible, use low impact design (LID), green barriers and sound barriers to reduce sound impacts and greenhouse gas emissions, and require on-site stormwater pretreatment. In particular, all new development in close proximity to Interstate 80 and Pinole Creek should include a landscape buffer between Interstate 80 and development areas to improve air quality.

GOAL HS.7 Ensure that all new development meets or exceeds state and federal water quality standards.

POLICY HS.7.1 Support regional, state and federal clean water programs

Action HS.7.1.1 Enforce the National Pollution Discharge Elimination System (NPDES) permit regulations.

Action HS.7.1.2 Prohibit development in areas that are particularly susceptible to erosion and sediment loss.

Action HS.7.1.3 Provide public information about water quality and best management practices.

Action HS.7.1.4 Implement the Stormwater Management Plan.

POLICY HS.7.2 Where appropriate, maximize infiltration of rainwater into the soil.

Action HS.7.2.1 Ensure that impervious surfaces created in new development and redevelopment is designed to optimize infiltration.

Action HS.7.2.2 Minimize or eliminate direct connections between impervious surfaces and storm drains.

POLICY HS.7.3 Reduce the transport of runoff and surface pollutants off site.

Action HS.7.3.1 Provide regular maintenance and monitoring of stormwater collection and treatment facilities to ensure that they are operating effectively.

Action HS.7.3.2 Regularly inspect commercial, industrial and public facilities to ensure proper connections to the sanitary system and avoid illicit discharge.

POLICY HS.7.4 Preserve natural water bodies and drainage systems in a natural condition wherever possible.

Action HS.7.4.1 Limit disturbance of natural water bodies and drainage systems to only those activities related to public recreation and circulation or to activities designed to enhance environmental conditions.

Action HS.7.4.2 Participate in local and regional restoration projects to improve water quality in the watersheds.

POLICY HS.7.5 Reduce pollutant loading in the wastewater system.

Action HS.7.5.1 Apply best management practices to sanitary sewer system discharges.

Action HS.7.5.2 Establish protocol for reducing the use of pesticides in City parks and other public spaces maintained by the City.

POLICY HS.7.6 Establish appropriate capital improvements and management programs to reduce wet weather sewer treatment demand and avoid discharge to the shallow water outfall.

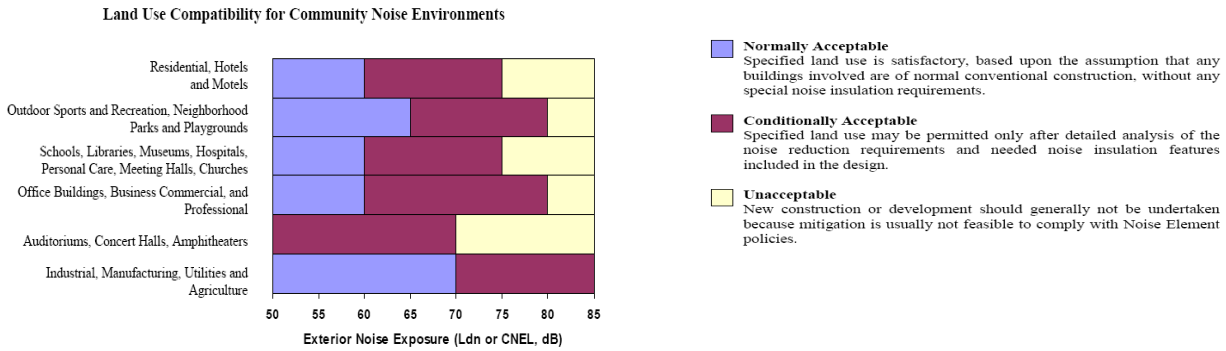
Action HS.7.6.1 Require project applicants to investigate and report on project impacts on the wastewater treatment plant and assure that the project mitigates for any impacts.

Action HS.7.6.2 Seek funding to upgrade facilities in order to reduce inflow and infiltration.

Action HS.7.6.3 Establish a sewer lateral rehabilitation program that requires property owners to inspect and rehabilitate sewer laterals at the time property is sold.

GOAL HS.8 Ensure all new development complies with the noise standards established in the Pinole Health and Safety Element, and prevent all new noise sources from increasing the existing noise levels above acceptable standards.

POLICY HS.8.1 New development projects should meet acceptable exterior noise level standards. The normally acceptable noise standards for new land uses are established in Land Use Compatibility for Community Exterior Noise Environments (as shown below).



Action HS.8.1.1 Adopt a noise ordinance with noise level performance standards, including maximum allowable noise exposure, ambient versus nuisance noise, method of measuring noise, and enforcement procedures.

Action HS.8.1.2 Review development proposals to assure consistency with noise standards. Require new development of noise-creating uses to conform to the City's noise level standards.

Action HS.8.1.3 Require a combination of design features to reduce noise impacts on adjacent properties through the following and other means, as appropriate:

- Screen and control noise sources such as parking, outdoor activities and mechanical equipment.

- Increase setbacks for noise sources from adjacent dwellings.
- Modify building designs and site planning to reduce noise exposure through a combination of sound attenuation (e.g., sound-rated windows and ventilation systems, insulation, physical and landscape buffers) and site planning (e.g., increased separation and private open area buffers) to reduce noise exposure.
- Control hours of operation, including deliveries and trash pickup, to minimize noise impacts.
- Require additional landscaping to assist with buffering where feasible.

Action HS.8.1.4 New development of noise-sensitive land uses will not be permitted in areas exposed to existing or planned transportation noise sources that exceed the levels specified in Policy HS.8.1, unless the project design includes measures to reduce exterior and interior noise levels to those specified in Policy HS.8.1 of the proposed General Plan Update.

Action HS.8.1.5 Require the use of temporary construction noise control measures including the use of temporary noise barriers, temporary relocation of noise-sensitive land uses, or other appropriate measures as mitigation for noise generated during construction of public and/or private projects.

POLICY HS.8.2 Ensure that proposed nonresidential land uses likely to exceed the City's standards do not create noise disturbances in existing noise-sensitive areas.

Action HS.8.2.1 Require an acoustical analysis as part of the environmental review process when noise-sensitive land uses are proposed in areas where current or projected exterior noise levels exceed the City's standards.

Action HS.8.2.2 Require that any potential noise impacts identified during the acoustical analysis be mitigated in the project design to the maximum extent feasible.

Action HS.8.2.3 Prepare and periodically update a map of citywide noise-sensitive areas.

POLICY HS.8.3 Work with the railroads and adjoining communities to seek quiet zone status for rail lines through Pinole.

POLICY HS.8.4 Require site-specific noise studies for noise-sensitive projects which may be affected by railroad noise, and incorporate noise attenuation measures into the project design to reduce any impacts.

GOAL HS.9 Eliminate or reduce noise from existing objectionable noise sources.

POLICY HS.9.1 Noise created by commercial or industrial sources associated with new projects or developments should be controlled so as not to exceed the noise level standards set forth in the table below (Maximum Allowable Noise Exposure for Stationary Noise Sources), as measured at any affected residential land use.

Action HS.9.1.1 Adopt the following allowable noise standards:

Maximum Allowable Noise Exposure for Stationary Noise Sources[1]

	Daytime [5] (7 AM to 10 PM)	Nighttime [2, 5] (10 PM to 7 AM)
Hourly L_{eq}, dB [3]	55	45
Maximum Level, dB [3]	70	65
Maximum Level, dB – Impulsive Noise [4]	65	60

1. *As determined at the property line of the receiving land use. When determining effectiveness of noise mitigation measures, the standards may be applied on the receptor side of noise barriers or other property line noise mitigation measures.*
2. *Applies only where the receiving land use operates or is occupied during nighttime hours.*
3. *Sound level measurements shall be made with "slow" meter response.*
4. *Sound level measurements shall be made with "fast" meter response.*
5. *Allowable levels shall be raised to the ambient noise levels where the ambient levels exceed the allowable levels. Allowable levels shall be reduced 5 dB if the ambient hourly Leq is at least 10 dB lower than the allowable level.*

POLICY HS.9.2 Require new noise sources to use best available control technology (BACT) to minimize noise emissions.

Action HS.9.2.1 Noise control techniques used should be what most effectively mitigates the noise impacts of the development. Such measures may include building setbacks, building orientation and noise barriers. If a noise barrier is required for mitigation of exterior noise levels, it should be constructed of tight-fitting, massive materials (1-inch-thick wood, stucco, masonry, etc.) and should be of sufficient height to interrupt line of sight between the source and receiver. Line of sight should be determined by drawing a straight line between the effective heights of the noise source and receiver.

POLICY HS.9.3 Work with the railroad companies to reduce existing rail noise in Pinole.

Action HS.9.3.1 Establish a quiet zone designation at the railroad crossings in Pinole. Work with railroad companies to determine and install required safety devices to acquire the designation.

GOAL HS.10 Ensure that environmental and public service conditions are adequate to support a healthy community.

POLICY HS.10.1 Ensure resources and programs are available for the health needs of the entire community, including children and senior citizens.

Action HS.10.1.1 The City should continue to work with local health care providers to ensure the availability of adequate levels of health care services and facilities.

Action HS.10.1.2 To the extent practical, the City shall support the efforts of public and private providers to make available the full range of medical care to all segments of the population.

Action HS.10.1.3 Identify health services that are not readily available in the community and seek to improve access to these services over time.

Action HS.10.1.4 The City should consult with area medical service providers to consider the establishment of urgent care facilities or other appropriate medical service facilities in outlying areas of the community.

Action HS.10.1.5 The City should encourage the development of medical center or hospital uses in the Doctors Hospital building.

POLICY HS.10.2 Ensure that adequate access to healthy foods and access to recreation and open space are available to help prevent obesity.

Action HS.10.2.1 Improve conditions for walking and bicycling in neighborhoods surrounding schools. Install crosswalks, colored pavement, curb bulbouts and other improvements to ensure safety for pedestrians and bicyclists.

Action HS.10.2.2 Collaborate with school districts to form joint use of facilities agreements for use of pools and sports/recreation facilities.

Action HS.10.2.3 Encourage and support efforts by schools to help shape curriculum at schools and improve access to information related to nutrition and exercise.

Action HS.10.2.4 Ensure that educational facilities are located in areas that will encourage walking and physical activity to promote student health.

Action HS.10.2.5 Help schools set up community gardens by identifying land adjacent to schools that can be used as a garden or by making City staff available to assist the school in starting a garden.

Action HS.10.2.6 Explore using zoning regulations to help create a healthier environment for children by limiting or restricting the number of fast-food outlets near schools.

POLICY HS.10.3 Encourage availability of healthy and sustainable food for residents of Pinole through active community participation.

Action HS.10.3.1 Encourage establishment of community gardens or agricultural parks on vacant properties, designated open space and rural lands, and in suitable locations on public property to increase the availability of locally grown fresh produce in the community.

POLICY HS.10.4 Support and encourage educational programs and practices that improve public health, and work cooperatively with the medical community to support healthy lifestyles, including improved diets, exercise, smoking cessation and diabetes prevention and treatment, in order to support a healthy community.

Action HS.10.4.1 Integrate healthy life choices into City recreation programs for all age groups.

Action HS.10.4.2 Participate in programs, events and ongoing outreach efforts that disseminate information about maintenance of physical and mental health and illness prevention.

Action HS.10.4.3 Continue to encourage physical activity and provide a broad range of recreational activities in the community.

CHAPTER 10: NATURAL RESOURCES AND OPEN SPACE

NATURAL RESOURCES AND OPEN SPACE

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NATURAL RESOURCES AND OPEN SPACE

VISION STATEMENT

Pinole has set a major goal to preserve, enhance and strengthen natural resources and open space.

The built environment will be sensitive and complementary to Pinole's natural resources. Ridgelines, creek corridors, trees, open space areas, and the bay-front will enhance the City's community character and quality of life.

Open space will complement both the City's natural assets and the city and regional parks.

INTRODUCTION

Natural resources and open space areas within Pinole provide the opportunity for humans to interact with nature in an urban setting. Ensuring appropriate management and protection of the City's numerous natural resources, including biological, water, and visual resources, will positively contribute to Pinole's environmental health and quality of life for residents. This element provides the framework within which the City will manage existing natural resources and open spaces to ensure long-term sustainability while exploring new opportunities for conservation and preservation.

The Natural Resources and Open Space Element address issues of open space preservation and natural resource conservation

Recreation facilities, Parks and Trails are addressed in the Community Services and Facilities Element (Chapter 8).

PURPOSE

The Natural Resources and Open Space Element, a legally required element, is included in this General Plan to address and establish policies addressing the issues of natural resource conservation and open space preservation within the City limits. Open space in Pinole includes lands that are formally designated as open space by the General Plan, and lands that are designated for Parks and Recreation by the General Plan but are largely undeveloped. Pinole's natural resources and open spaces are some of the City's greatest assets. They serve to strengthen community identity, create a sense of place, and enhance Pinole's quality of life. This Element addresses resource conservation concerns within Pinole, including enhancement of the environment through resource conservation and preservation of biological resources. Policies addressing water and energy conservation are included in the Community Services and Facilities Element. This Element identifies the need to protect and preserve existing open space and natural recreational areas, the need to maintain those areas and create additional open space and natural recreation areas for the enjoyment of residents and the protection of the environment. It also expresses a vision for the future where "sustainable develop-

Open space land is any parcel or area of land or water which is essentially unimproved and devoted to an open space use… and which is designated on a local, regional or state open space plan as: (1) Open space for the preservation of natural resources, (2) Open space used for the managed production of resources. (3) Open space for outdoor recreation, or (4) Open space for public health and safety…

ment"[1] and conservation practices provide for the needs of existing residents and businesses while preserving choices for future generations. Of particular importance to the Pinole Comnity is the preservation and enhancement of the Pinole Creek and Watershed, access and use of the Shoreline along San Pablo Bay, protection of the ridgelines around Pinole and the addition of a portion of the Bay Trail in Pinole. The goals, policies, and implementation actions in this Element will foster the preservation of Pinole's many valuable natural resources, including life, habitat, water resources, soils, and mineral resources.

RELATIONSHIP TO OTHER GENERAL PLAN ELEMENTS

The goals, policies and implementation actions in the Natural Resources and Open Space Element highlight and complement those in other elements of this General Plan:

Chapter 3: The Community Character Element contains goals and policies to maximize preservation of Pinole's identity, public buildings, services and programs.

Chapter 5: The Land Use and Economic Development Element contains goals and policies related to 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

Chapter 7: The Circulation Element addresses pedestrian trails, linkages for Pinole and movement throughout the community.

Chapter 8: The Community Services and Facilities discusses open space trails in Pinole Chapter

Chapter 9: The Health and Safety Element contains goals and policies related to water quality.

ISSUES AND CONSIDERATIONS

During public workshops and discussions with the Steering Committee and City Staff, many issues were raised regarding Natural Resources and Open Space. The goals, policies and implementation actions in this Element attempt to address these issues.

1. Existing public access to Pinole Creek and the Shoreline is limited. Efforts to restore Pinole Creek, implement the Bay Water Trail launch and the San Francisco Bay Trail will help to maximize recreational opportunities in Pinole's natural areas.

2. Long-term strategic protection of resources, including additional open spaces, is needed to ensure that Pinole's high quality of life is maintained. Additional coordination with re-

[1] 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.

NATURAL RESOURCES AND OPEN SPACE

While it is the Natural Resources and Open Space Element that primarily addresses issues of biological, visual, and water resources, several other Elements, particularly the Sustainability, Land Use and Economic Development, Community Services and Facilities, Health and Safety, Growth Management and Community Character Elements are also concerned with the community's open space and natural resources.

gional and state-wide conservation organizations and agencies is needed to ensure long-term protection.

3. The Pinole Creek Restoration project provides plans for needed riparian habitat protection and restoration. Cooperation with other agencies and organizations will be needed to accomplish creek restoration goals. Additional opportunities for riparian habitat protection and restoration should be explored and implemented.

4. Existing creek and San Pablo Bay setbacks (100 feet from bayshore and 50 feet from creek) need to be expanded to protect and mitigate against the impact of new development near sensitive resources.

5. Ridgelines should be protected from development so they may serve the residents of Pinole as recreational and open space resources, community buffers and visual resources.

6. Pinole's wetlands are threatened by impacts from development.

7. Open space areas are challenged by lack of adequate funding to assure that they are properly maintained.

8. Both passive and active recreation needs should be addressed in open space areas.

NATURAL RESOURCES SETTING

Located on the edge of San Pablo Bay, Pinole's natural resources include the San Pablo Bay shoreline, creeks and ridges. These open spaces provide environmental protection and conservation to numerous biotic resources. Pinole's open space is dispersed throughout the City, but is also fragmented and discontinuous. A more contiguous system of protected open space and habitat for natural communities is a desirable outcome of this General Plan.

View of Pinole Creek

PLANT AND ANIMAL HABITAT

The geography and climate of Pinole result in a number of distinct habitat types, ranging from tall riparian forest and well established coast live oak-bay forest to open grassland and salt marsh. A total of 8 habitat types exist within the plan area including annual grasslands, saline emergent wetlands (salt marsh), coastal oak woodland, and coastal scrub (see **Figure 10.1**). The Characteristics of these observed plant and animal habitats can be found in the Background Report. The acreages of habitat types mapped within the City are detailed in **Table 10.1**.

Special-Status Species' Habitats and Wetlands in Pinole

Because the vegetation of Pinole ranges from highly disturbed annual grassland to coastal oak woodland and saline emergent wetland (salt marsh), it is likely that the City supports one or more of the special-status species known to occur in the region.

The steep slopes of the surrounding hillsides appear to be well drained and are not likely to support wetlands or other features which would fall under the jurisdiction of the U.S. Army Corps of Engineers. The lower slopes and valley floor are largely developed and landscape does not appear to support any areas where water is ponded or where jurisdictional features may occur. Pinole Creek, which drains through the middle of the city, is a perennial creek and is likely to support wetlands or other jurisdictional features along the channel and its tributaries.

Threatened and Endangered Species

The California Department of Fish and game have determined that the San Pablo Bay watershed is home to more than ten threatened or endangered species. The San Pablo Bay watershed (Reference Number 18050002) is grouped in the highest category, Priority I (Impaired), by the State of California. The San Pablo Bay watershed is home to over 10 threatened or endangered species.

Invasive Species

The City of Pinole is home to several invasive species. Invasive plant species such as giant reed (*Arundo donax*), Scotch broom (*Cytisus scoparius*), yellow star thistle (*Centaurea solstitialis*), Himalayan blackberry (*Rubus discolor*) and many others are established in segments of Pinole Creek.

Table 10.1
Existing Habitats Found within the City of Pinole

Habitats Mapped In the City of Pinole	Acreage of Each Habitat Type Mapped in the City of Pinole (acres)
Annual Grassland	716.71
Saline Emergent Wetland (Salt Marsh)	9.69
Estuarine (Tidal Flats)	57.87
Coastal Scrub	9.52
Coastal Oak Woodland	498.76
Perennial Creek (Pinole Creek)	31.96
Open Water (San Pablo Bay Conservation Area)	157.22
Urban	1,964.61
Total Acreage Delineated	3,489.55

Source: PMC, Baseline Biological Report, 2006

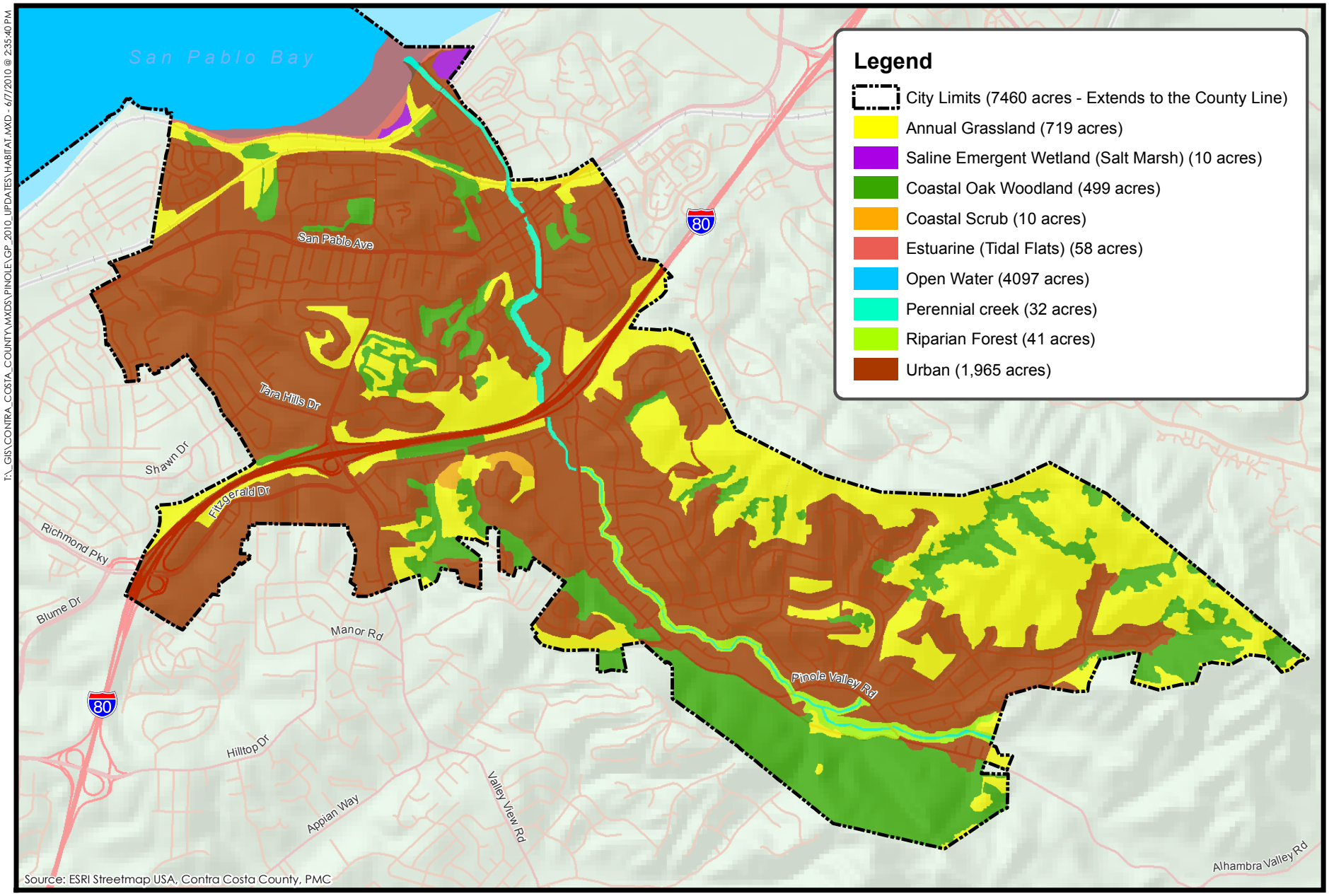

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Figure 10-1
Habitat Map

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Soils Resources

There are 23 mapped soil series within the City of Pinole. These soil units can be seen on the map presented as **Figure 10.2**. The soils themselves are described in the Background Report.

OPEN SPACE SETTING

Open spaces, trails, and natural resources provide active and passive recreation opportunities for residents and visitors. Providing a protected open space network for the future of Pinole is a cornerstone of sustainable community development. Pinole's existing open spaces include lands held by the City of Pinole as parkland and trails, and lands held by the East Bay Regional Park District as regional parklands. These lands provide City residents with an array of recreational opportunities, complemented by City-owned and maintained neighborhood parks.

Part of the Bay Trail in Pinole

The City intends to add to its open space system over time to accommodate future recreation needs and protect natural resources as opportunities arise and long-term land management and maintenance partnerships can be formed.

Please refer to the Community Services and Facilities Element (Chapter 8) for a full discussion on parks, trails and recreational facilities.

Existing Open Space

Residents of Pinole benefit from substantial open space and natural resources in various forms of ownership. The City itself has large holdings, while other parcels are held by homeowners associations, the West Contra Costa Unified School District, and the Contra Costa County Flood Control District, EBMUD, as well as private landowners. There is also an extensive array of regional open space lands in and adjacent to the City. These, combined with marsh and wetland sites along San Pablo Bay add to the availability of recreational open space in Pinole.

Despite the abundance of parks and open space in and adjacent to the City, the current system is fragmented and does not function as an integrated community-wide open space and recreation system or contiguous wildlife habitat. Policies contained in this Plan provide an organizing framework for Pinole's open space resources.

Regional Open Space Preserves

City-Owned Unimproved Parkland

Residents in Pinole use existing open space areas to walk, appreciate the area's natural beauty, hike, bird-watch, jog, and to socialize with friends.[2] There are several unimproved park and open public space areas in the City of Pinole. These preserves cover approximately 343.5 acres in the City limits (see **Table 10.2**).

Table 10.2
Unimproved Parks and Open Public Space Areas in Pinole

Park	Acreage
Bayfront Park	92.0
Pinole Valley Park	197.0
Pinole Valley Adobe Grove & Dog Parks	34.0
Amber Swartz Park	4.0
Wilson Point East Bay Regional Park	64.5
Hugh Young Park	1.0
Sarah Drive Park	11.0
Total	**343.5**

Source: City of Pinole Recreation Department, March 2010

Additional land has been preserved in Pinole Valley Park and the Crown Ridge Subdivision (Marsten Ranch).

The Fire and Public Works Departments are jointly responsible for the maintenance of open space and parks in Pinole. The Fire Department's maintenance responsibilities include vegetation control for fire prevention and safety. The Public Works Department is responsible for all other maintenance activities.

The Recreation and Facility Master Plan identifies three park categories, including undeveloped parks. Undeveloped parks are defined as open space with no amenities. The Recreation Park and Facility Master Plan does not provide standards, guidelines or management plans for the undeveloped parks. Without standards, guidelines or management plans for undeveloped parks, Pinole's City-owned open spaces may not be permanently protected. Additionally, the lack of management plans makes it difficult for the City to appropriately balance the competing needs of natural resources, people and varying recreational uses in open spaces. Policies contained in this element provide a framework for beginning to protect open spaces independent of other City park lands, and balance the needs of habitat *and* people on open space lands.

[2] June, 2007 General Plan Update Survey for Pinole Parks and Open Space.

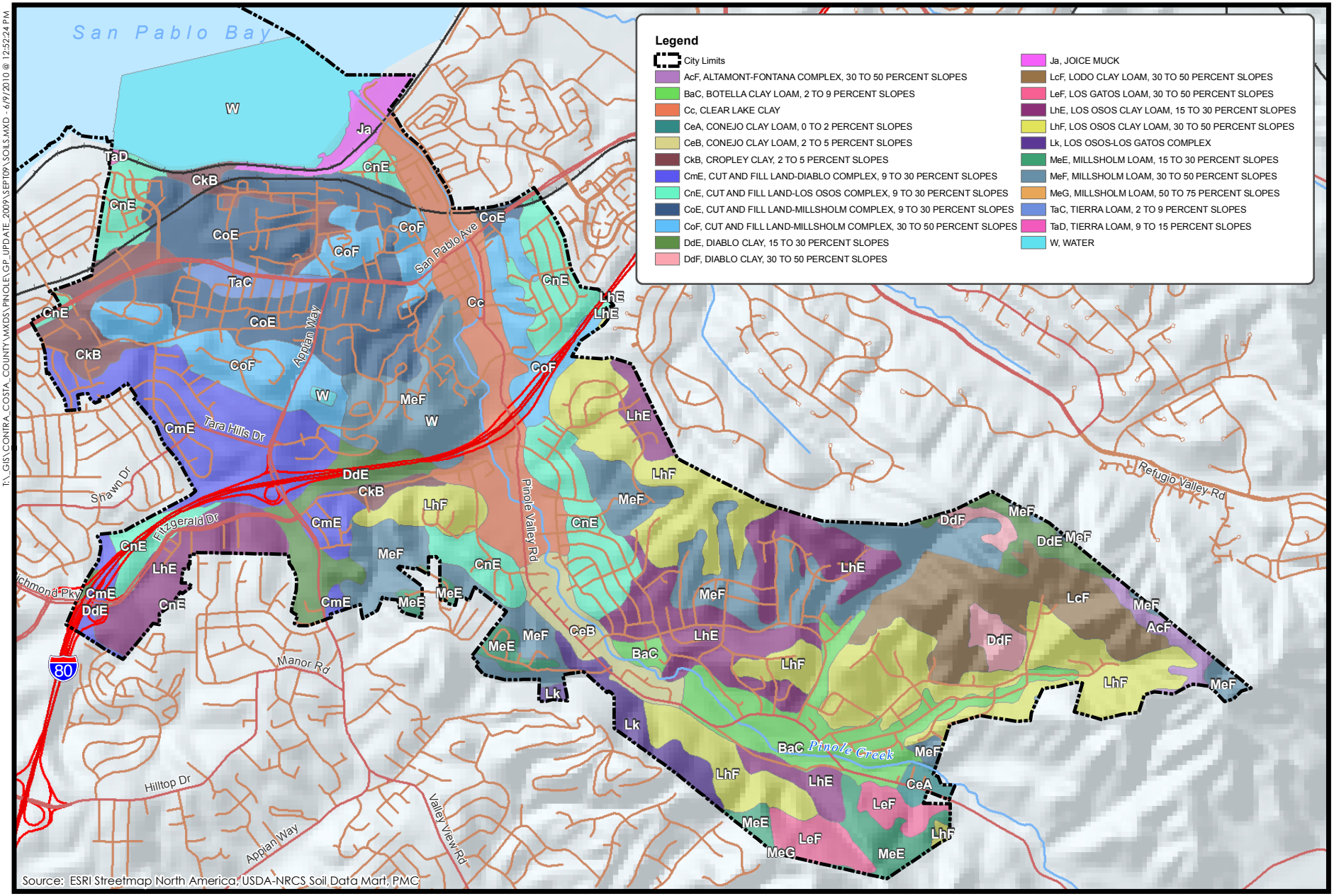

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Figure 10.2 Soils

Soils Map

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Figure 10.3
North West Region of the East Bay Regional Park District

Source: http://www.ebparks.org/parks#se accessed 2/16/09)

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Regional and Local Trails

City of Pinole Trails

Residents in Pinole use the City's trails to run, bike, walk, and to find solitude. The City of Pinole Recreation Department maintains both regional and local pedestrian and hiking trails for recreational use by residents and visitors. Pinole's paved pedestrian trails include:

- Pinole Creek Trail (from I-80 to Bayfront Park);
- Portions of the Bay Trail (1/6 of a mile) located at the end of Pinole Shores Drive;
- (1/4 of a mile) around Bayfront Park; and
- Sarah Drive Trail (1/6 of a mile) leading to Hoke Court and Stewart Elementary School.

The City of Pinole Recreation Department does not maintain an inventory or map of trails in unimproved parks, but plans to prepare an inventory of trail facilities and develop a list of trails with a map of and directions to each trail.

Trails, including the San Francisco Bay Trail, are discussed further in the Circulation Element, (Chapter 7) and the Sustainability Element (Chapter 11)

VISUAL RESOURCES

The diverse open space system in Pinole contributes to the community's unique visual qualities. The City's San Pablo Bay shoreline, creeks (particularly Pinole Creek), ridgelines and other areas, as well as the historic qualities of Old Town, are focal points recognizable from many locations in the City. Preservation of existing and future open space areas will ensure the continuation of the City's unique visual qualities.

The Community Character Element (Chapter 3) discusses built visual resources in Pinole and their contribution to the community's character.

GOALS, POLICIES, AND IMPLEMENTATION ACTIONS

What follows are the goals corresponding policies and implementation actions of this element.

GOALS

- Goal OS1: Ensure the preservation of natural resources by determining appropriate land use and compatibility with natural resources and open space.
- Goal OS2: Sustain, protect, and enhance natural communities, including special-status plants, special status wildlife, and comply with all applicable Federal, State and local regulatory and trustee agencies.
- Goal OS3: Protect, preserve, and restore open spaces.
- Goal OS4: Provide a network of trails linking open spaces and recreation opportunities.
- Goal OS5: Provide community stewardship of open spaces.
- Goal OS6: Protect scenic visual resources that help define and distinguish Pinole as a unique and desirable community.
- Goal OS7: Secure adequate funding for on-going open space preservation and stewardship.
- Goal OS8: Ensure Excellent Water Quality and Secure Water Supply for Human and Natural Communities.

POLICIES AND IMPLEMENTATION ACTIONS

GOAL OS.1 Ensure the preservation of natural resources by determining appropriate land use and compatibility with natural resources and open space.

POLICY OS.1.1 Habitat Preservation. The City shall protect and preserve open space and remaining natural areas. Preserve oak/woodland, riparian vegetation, creeks, fisheries, saltwater and freshwater marsh, native bunchgrass grasslands, wildlife corridors and sensitive nesting sites. Loss of these habitats should be fully offset through creation of habitat of equal value. Compensation rate for habitat re-creation shall be determined by a qualified biologist in consultation with resource agencies.

Action OS.1.1.1 Develop a Habitat Protection plan that includes an inventory of resources, and identifies measures that may be undertaken to protect the resource, including:

a. Resource protection; and

b. Creating restoration objectives.

Action OS.1.1.2 The City will continue pursuing Riparian and Stream Restoration Programs, particularly as they relate to implementation of the Pinole Watershed Vision Plan, Pinole Creek Master Plan, and Pinole Creek Demonstration Project.

Action OS.1.1.3 Prepare an Open Space Plan that includes an inventory of existing open space lands and identifies Open Space management goals and objectives.

Action OS.1.1.4 Require a minimum 100-foot setback from the top of creek banks (Pinole Creek, Catty Creek, Duncan Canyon/Cole Creek, Shady Draw, Faria Creek, and Roble Creek) for development and associated above-ground infrastructure. Analyze the adequacy of a 100-foot setback as a part of project and environmental review, and require a larger setback where necessary to mitigate project impacts.

Action OS.1.1.5 The City shall require biological resources evaluation for discretionary projects in areas identified to contain or possibly contain plant and/or wildlife species designated by state and federal agencies as rare, threatened, or endangered. This evaluation shall be conducted prior to the authorization of any ground disturbance.

For proposed projects in which plant and/or wildlife species designated by state and federal agencies as rare, threatened, or endangered are found, the City shall require feasible mitigation of impacts to those species that ensure that the project does not contribute to the decline of the affected species such that their decline would impact the viability of the species. Such mitigation measures may include providing and permanently maintaining similar quality and quantity of replacement habitat, enhancing existing habitat areas, or paying fees towards to an approved habitat mitigation bank. Replacement habitat may occur either on-site or at approved off-site locations. Feasible mitigation shall be determined by the City after the U.S. Fish and Wildlife Service (USFWS) and the California Department of Fish and Game (CDFG) are provided an opportunity to comment. Mitigation shall emphasize a multi-species approach to the maximum extent feasible. This may include development or participation in a habitat conservation plan.

POLICY OS.1.2 Agency Cooperation. Work with Federal, State and local regulatory and trustee agencies to promote the long-term sustainability of local natural resources.

Action OS.1.2.1 The City will continue to communicate with resource agencies on Fish and Wildlife issues and potential impacts. This consultation will include early consultation with the U.S. Fish and Wildlife Services and the California Department of Fish and game as part of environmental review for development proposals.

Action OS.1.2.2 The City will involve Federal, State and local agencies in the formulation of resource protection and habitat restoration plans.

POLICY OS.1.3 Hillsides, Ridgelines, and View Corridors. Retain and protect sensitive hillside and ridgeline habitat, tree groves, and view corridors as shown on **Figure 10.4**.

Action OS.1.3.1 Explore the possibility of establishing guidelines or development standards to retain ridgelines as community separators and to preserve the visual attributes of Pinole's hillsides.

Action OS.1.3.2 Ensure that new development protects visually prominent existing physical features within Pinole.

POLICY OS.1.4 Protect and Mitigate Wetlands. All projects shall avoid impacts where feasible. If not feasible, projects shall mitigate impacts to wetlands consistent with Federal and State Policies to ensure there is no net loss in a regional context. Protect wetlands through careful environmental review of proposed development applications. The City shall recognize the U.S. Army Corps of Engineers as the designated permitting agency that regulates wetlands.

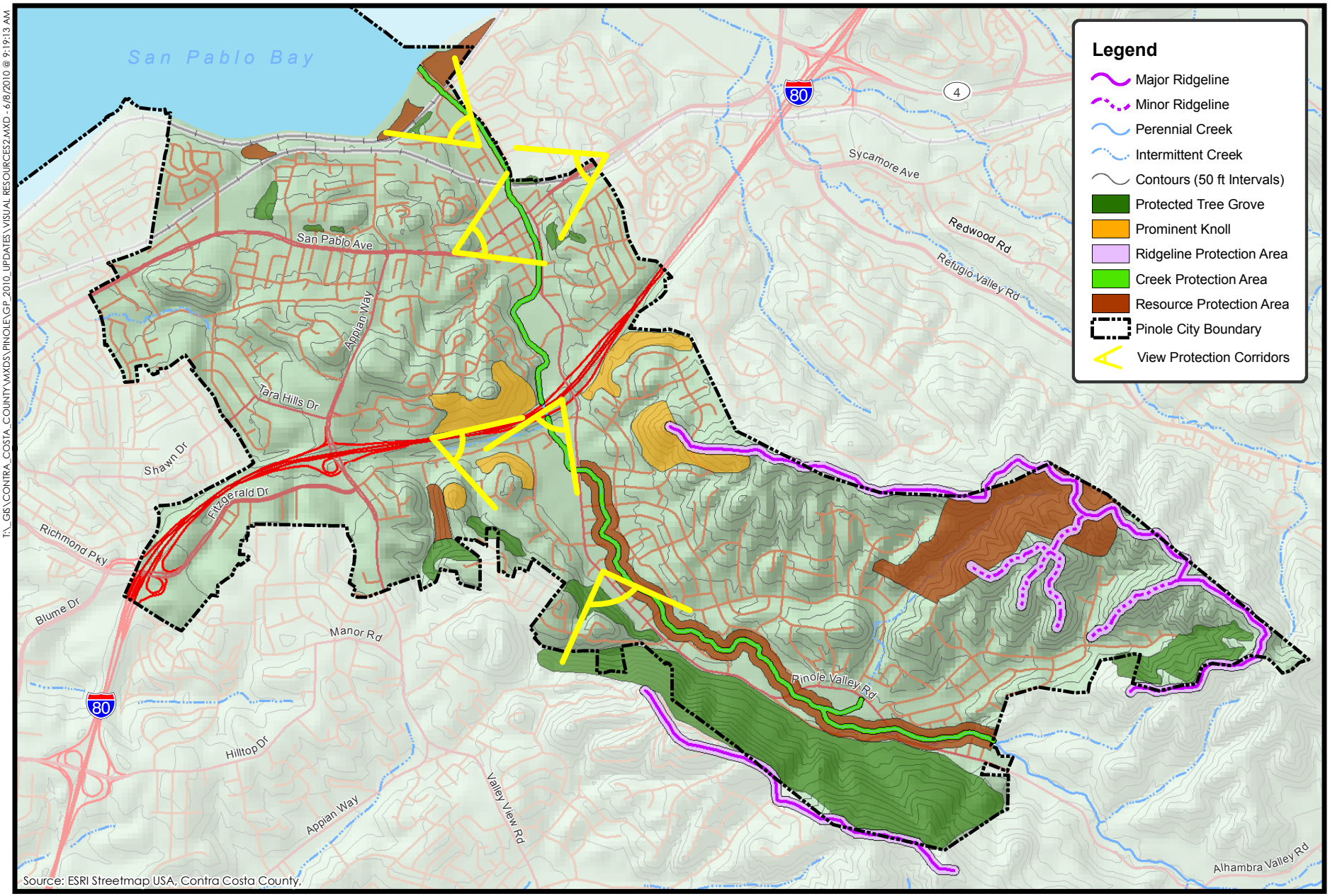

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Figure 10.4
Pinole Visual Resources

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Action OS.1.4.1 Consider developing a Wetland inventory that identifies the location and extent of wetlands within the City of Pinole.

Action OS.1.4.2 Explore establishing development standards that can be used to avoid and protect wetland resources.

Action OS.1.4.3 Continue to coordinate with Federal and State Agencies to ensure that necessary permits are issued for work in or near to identified wetlands.

Action OS.1.4.4 Continue to employ mitigation measures to reduce potential wetland impacts to a less than significant level.

Action OS.1.4.5 Continue to incorporate passive surface runoff management into project design in order to protect water quality and preserve natural drainage functions.

Action OS.1.4.6 Continue efforts to restore natural waterway functions within the Pinole Watershed.

POLICY OS.1.5 Integrated Management. Work toward integrated management of tidal areas and drainages within the City limits.

Action OS.1.5.1 Require new developments to minimize the amount of off-site drainage, maintain natural drainage channels, and avoid alteration of off-site drainage courses and impacts on downstream resources and tidal areas.

POLICY OS.1.6 Access to Wetlands. Provide appropriate access to wetlands.

Action OS.1.6.1 Explore developing guidelines and standards that will ensure visual access to Pinole wetlands while establishing limits on physical access in order to protect wetlands resources.

POLICY OS.1.7 Transitional Zones. The City will condition or modify development approvals to ensure that natural transitions along the edges of different habitat types are preserved and enhanced because of their importance to wildlife. Maintain proper buffers between sensitive habitat and conflicting land uses. Habitat types of particular concern are those along the margins of riparian corridors, marshlands, and oak woodlands. Preserves and areas with special conservation status must have compatible surrounding land uses.

Action OS.1.7.1 Establish development standards that protect upland areas surrounding riparian habitat, and buffer areas adjacent to oak woodlands and other resources. These policies may include:

a. Creek setbacks;

b. Ridgeline separation; and

c. Tree protection measures.

POLICY OS.1.8 Habitat Restoration. The City shall implement a re-vegetation plan which aims to identify and prioritize areas planned for habitat restoration. Areas planned for restoration may provide special-status species habitat, connectivity of wildlife corridors, transitional zones in between natural areas and incompatible land uses, or expansion of ecological functions such as flood management and water quality.

Action OS.1.8.1 Support restoration objectives for local habitat types identified in regional environmental planning documents. Where reasonably possible, attempt to restore lost or damaged habitat.

Action OS.1.8.2 Establish riparian and stream restoration programs that include erosion control measures, stream clean-up projects, and revegetation plans for denuded areas.

GOAL OS.2 Sustain, protect, and enhance natural communities, including special-status plants, special status wildlife, and comply with all applicable Federal, State and local regulatory and trustee agencies.

POLICY OS.2.1 Protection of Native Vegetation. Protect, preserve and create the conditions that will promote the preservation of significant trees and other vegetation, particularly native to California and the region.

Action OS.2.1.1 Periodically evaluate the tree preservation zoning regulations to ensure that adequate tree protection is provided.

Action OS.2.1.2 The City will continue to implement tree protection programs to preserve significant trees or groves of trees as part of the City's heritage.

POLICY OS.2.2 Invasive Species. The City shall attempt to prevent further expansion of invasive species and protect against noxious weeds through public education and development review of projects that occur adjacent to natural areas. These efforts shall include requiring the planting of native vegetation that supports native terrestrial and aquatic animal species.

POLICY OS.2.3 Invasive Species. Consider adopting guidelines and standards to help protect against the continued spread of invasive species; seek out opportunities to replace invasive, non-native vegetation with native vegetation on public property; and support efforts that enhance habitat by replacing invasive, non-native vegetation with native California plant species over time within the City.

Action OS.2.3.1 The City shall work with local agencies to develop an approach to controlling the spread of non-native invasive species and reducing their extent on both

public and private land, including developing an invasive species removal program.

Action OS.2.3.2 New development should incorporate native vegetation into landscape plans and discourage the use of invasive, non-native plant species.

Riparian Areas

POLICY OS.2.4 Riparian Areas and Creek Setbacks. Lands adjacent to riparian areas shall be protected as public or private permanent open space through dedication or easements. Riparian vegetation outside the setback should also be protected. Riparian areas within the City include but are not limited to: (1) Pinole Creek (2) Catty Creek (3) Duncan Canyon/Cole Creek; (4) Shady Draw; (5) Faria Creek and (6) Roble Creek and shall be protected from further degradation and enhanced during review of adjacent proposed development.

Action OS.2.4.1 Continue implementing the Pinole Creek Watershed Vision Plan and pursue related riparian and stream restoration programs.

Action OS.2.4.2 Establish minimum separation between creeks and adjoining development.

POLICY OS.2.5 Riparian Habitat Restoration. Require restoration or replanting of riparian vegetation to the extent feasible, projects shall mitigate impacts to wetlands consistent with Federal and State policies to ensure that there is no lest loss in a regional context.

POLICY OS.2.6 Riparian Mitigation. Impacts to riparian habitats shall be mitigated at a no net loss of existing function and value based on field survey and analysis of the riparian habitat to be impacted.

POLICY OS.2.7 Integrated Creek Management. The City will encourage and cooperate with Contra Costa County and other responsible agencies to plan and implement an integrated management plan for the long-term conservation and restoration of the riparian corridor along the Pinole Creek

Wildlife Corridors

POLICY OS.2.8 Maintain and Improve Wildlife Movement Corridors. Continuous wildlife habitat, including corridors free of human disruption, shall be preserved and where necessary created by interconnecting open spaces, wildlife habitat and corridors.

POLICY OS.2.9 Wildlife Movement Corridor Mitigation. The City will condition development permits in accordance with applicable mitigation measures to ensure that important corridors for wildlife movement and dispersal are protected. Features of particular importance to wildlife include riparian corridors, wetlands, bay

shorelines, and protected natural areas with cover and water. Linkages and corridors shall be provided to maintain connections between habitat areas.

Action OS.2.9.1 Consider adopting an Open Space Management Plan that includes criteria to ensure free movement of wildlife throughout the City.

GOAL OS.3 Protect, preserve, and restore open spaces.

POLICY OS.3.1 Continuous Open Space Planning. Plan for connectivity of open spaces and wildlife habitat and corridors using species area plans, neighborhood plans, subdivision maps or other applicable planning processes, consistent with Open Space Guidelines.

POLICY OS.3.2 Regional Planning. Coordinate with Contra Costa County and adjoining jurisdictions, federal and state agencies to assure regional connectivity of open space and wildlife corridors.

POLICY OS.3.3 Cluster Development. Encourage cluster development and other creative site planning techniques to preserve open space, trails and visual, habitat, recreation and archaeological resources.

POLICY OS.3.4 Conserve Sensitive Resources. The City shall direct development away from "sensitive biological resource" areas, unless effective mitigation measures can be implemented.

Action OS.3.4.1 The City shall adopt policies to conserve and enhance the City's biological resources in a manner which facilitates orderly development and reflects the sensitivities and constraints of these resources.

POLICY OS.3.5 Buffers for Sensitive Resources. When activities close to open space resources within or outside the urban area could harm these resources, the City will require buffers between the activities and the resources. The City will actively encourage individuals, organizations and other agencies to follow this policy. Buffers associated with new development shall be on the site of the development, rather than on neighboring land containing the open space resource. Buffers provide distance in the form of setbacks, within which certain features or activities are not allowed or conditionally allowed. Buffers shall also use techniques such as planting and wildlife-compatible fencing. Buffers shall be adequate for the most sensitive species in the protected area, as determined by a qualified professional and shall complement the protected area's habitat values. Buffers shall be required in the following situations:

- Between urban development – including parks and public facilities – and natural habitat such as creeks, wetlands, rocky outcrops and grassland features to address noise, lighting, storm runoff, spread of invasive, non-native species, and access by people and pets.

- Between agricultural operations and natural habitat, to address noise, chemical use, sediment transport, and livestock access.

Action OS.3.5.1 Consider establishing creek setbacks in order to ensure adequate separation between development and riparian resources, and to preserve opportunities for public access to, and along creek corridors.

POLICY OS.3.6 Minimize Environmental Impacts. Encourage development patterns which minimize impacts on the City's biological, visual, and cultural resources, and integrate development with open space areas.

Action OS.3.6.1 Continue to employ mitigations to reduce potential impacts to wetland resources to a less than significant level.

Action OS.3.6.2 Establish standards to protect wetlands resources within the City of Pinole.

POLICY OS.3.7 Preserve Natural Features. Retain sensitive habitat areas in their natural state, where possible, and protect from inappropriate development and landscaping. New development shall incorporate natural features present on the site such as a creek, steep topography or natural vegetation, where feasible, unless appropriate mitigation measures can be incorporated.

Action OS.3.7.1 Continue to notify and consult early with the California Department of Fish and Game and the Army Corps of Engineers, BCDC and any other trustee agencies when development projects are proposed in locations where there may be impacts to fish and wildlife and their habitats.

Action OS.3.7.2 Require applicants to provide an environmental assessment in compliance with CEQA provisions for development proposed on sites that may contain sensitive biological or wetland resources. Require the assessment to be conducted by a qualified professional to determine the presence of any sensitive resources, to assess the potential impacts, and to identify measures for protecting the resource and surrounding habitat.

Action OS.3.7.4 Development projects shall be modified to avoid impacts on sensitive resources, or impacts shall be mitigated by providing on-site or (as a lowest priority) off-site replacement.

POLICY OS.3.8 Protect Listed and Non-listed Special-status Species. Limit development in areas which support listed and non-listed special-status species. If development of these areas must occur, any loss of habitat should be fully compensated on-site. If off-mitigation is necessary, it should occur within the Pinole planning area whenever possible, and must be accompanied by plans and a monitoring program prepared by a qualified biologist.

POLICY OS.3.9 Biological Resource Evaluation. The City shall require a biological resources evaluation for private and public development projects in areas identified to contain or possibly contain listed plant and/or wildlife species based upon the City's biological resource mapping provided in the General Plan EIR or other technical materials. This evaluation shall be conducted prior to the authorization of any ground disturbance.

POLICY OS.3.10 Mitigation for Special-status Species. For those areas in which special-status species are found or are likely to occur or where the presence of species can be reasonably inferred, the City shall require mitigation of impacts to those species. Mitigation shall be designed by the City in coordination with the U.S. Fish and Wildlife Service (USFWS) and the California Department of Fish and Game (CDFG), and shall emphasize a multi-species approach to the maximum extent feasible. This may include development or participation in a habitat conservation plan.

Action OS.3.10.1 Protect Biodiversity. Continue to protect areas known to support a high degree of biological diversity and that may contain species known to be rare or protected under the State or Federal Endangered Species Act. These include the City's tidal wetlands, freshwater wetlands and riparian forest.

Education

POLICY OS.3.11 Environmental Education. Promote community involvement with development of increased environmental awareness and encourage the development of public environmental education.

Action OS.3.11.1 Develop Environmental Education Programs with schools and other agencies to help environmental awareness, through informational signage, school programs, restoration and clean-up workdays, and events.

POLICY OS.3.12 Balance Recreation and Habitat Needs in Open Space. Provide for a variety of recreational activities in open space areas within the City of Pinole while ensuring the protection of important habitat through environmental education and development of Open Space Management Plan

POLICY OS.3.13 Public Use and Access to Open Space. Clearly delineate public access areas from those areas to be protected from human disturbance through adequate signage and enforcement of regulations through environmental education and development of Open Space Management Plans

POLICY OS.3.14 Open Space Preservation and Management. Maintain and effectively manage an integrated pattern of open space areas for preservation of natural resources, visual resources, and for recreational use. The City may consider passing a habitat protection ordinance that would identify and protect areas of biological value, including streams, creeks and wetlands as well as include

setbacks from creeks, guidelines for avoidance of filing of creeks or wetlands and destruction of riparian vegetation, standards for compensation of habitat loss (as established by a qualified biologist), and requirements for mitigation, monitoring and habitat enhancement plans..

Action OS.3.14.1 Preservation through the Development Review Process. Maximize open space preservation through the private development review process and other approaches that minimize ongoing City costs and liability exposure and still achieve City open space goals.

GOAL OS.4 Provide a network of trails linking the public to open spaces and recreation opportunities.

POLICY OS.4.1 Coordinate with other City-wide and regional trail planning efforts to establish a comprehensive network of trails through and Open Space Plan in Pinole

A trail in Pinole

Action OS.4.1.1 The City shall work with trail users and interested parties to create a trail map showing existing trails in and around Pinole.

GOAL OS.5 Provide community stewardship of open spaces.

POLICY OS.5.1 Encourage community engagement in open space stewardship through community events and education partnerships.

Action OS.5.1.1 Identify and support opportunities for installation of Interpretive Signage Plan and distribution of education materials that increase public awareness of local natural resources and how human and other animal populations can coexist.

Action OS.5.1.2 Support efforts that encourage low-impact, passive recreational and educational uses in marsh and tidal land areas within the Pinole Planning area.

POLICY OS.5.2 Coordinate with local educational institutions to encourage environmental education efforts to protect natural resources.

GOAL OS.6 Protect scenic visual resources that help define and distinguish Pinole as a unique and desirable community.

POLICY OS.6.1 Protect Existing Visual Resources. Protect the City of Pinole's character by protecting key visual resource areas.

Action OS.6.1.1 Make use of land dedications and scenic easements to preserve visual resources.

Action OS.6.1.2 Establish guidelines or standards to preserve ridgelines as community separators and to preserve Pinole's open hillsides as a visual resource.

POLICY OS.6.1 Scenic Resources. To further the image of Pinole, preserve significant knolls, stands of trees, rock outcrops and ridgelines within the city through scenic easements, where feasible, and ridgeline preservation measures.

POLICY OS.6.2 View Protection. Preserve prominent views of scenic resources and the bay, and consider visual access and view corridors when reviewing development proposals through requirement of scenic easements, where feasible, and ridgeline preservation policies.

Action OS.6.2.1 Require assessment of critical public views and ridgelines as part of the project review process to assure that projects protect natural resources through proper site planning, building design and landscaping.

POLICY OS.6.3 Open Space Separators. Maintain a continuous open space separator between Pinole and the cities of Hercules (Pinole Ridge), and El Sobrante/ Richmond (El Sobrante Ridge) through scenic easements and view protection measures.

POLICY OS.6.4 Major and Minor Ridgelines. Preserve major and minor ridgelines. Where possible, properties shall provide for a ridgeline setback of 400 feet horizontally from major ridgelines, 100 feet from minor ridgelines and a vertical setback of 100 feet from both.)

POLICY OS.6.5 Ridgeline Protection. Natural contours and vegetation on ridgelines shall be maintained. Locate and design structures and other public and private improvements so as to minimize cut and fill areas that will impact public views, safety and surrounding uses, and avoid building profiles (silhouettes) being located above the ridgeline when viewed from public streets and designated public access areas.

GOAL OS.7 Secure funding for ongoing open space preservation and stewardship.

POLICY OS 7.1 Funding for Maintenance. Pursue efforts and partnerships that help provide for a sustainable open space system through adequate funding for maintenance and management of open space

Action OS.7.1.1 Apply for grant opportunities that support open space enhancement, restoration, and protection objectives.

Action OS.7.1.2 Explore opportunities to provide funding for maintenance of existing publicly owned open space area.

GOAL OS.8 Conserve and enhance excellent water quality and secure water supply for human and natural communities.

POLICY OS.8.1 Manage and encourage water sustainably through planning, conservation, reclamation and recycling.

Action OS.8.1.1 The City will collaborate with local, regional and state water suppliers and water resource managers to comprehensively plan for a sustainable water supply.

Action OS.8.1.2 Will coordinate water resource management planning with other conservation planning efforts, such as open space and park planning, and creek restoration.

Action OS.8.1.3 Continue to work with the East Bay Municipal Water District to create a master plan for reclaimed water infrastructure (a “purple pipe” system) in Pinole.

Action OS.8.1.4 Participate in ongoing EBMUD water conservation programs to provide education and outreach materials and support water conservation efforts in Pinole.

Action OS.8.1.5 Continue to coordinate with wastewater system operators to identify and implement programs for the reuse of treated wastewater, particularly in landscaping and public facilities.

Action OS.8.1.6 Explore mechanisms with EBMUD to install infrastructure to transport existing or future supplies of reclaimed water (“purple pipe”) or pay an in-lieu fee equal to the cost of installation, to be used toward the implementation of the Citywide system.

POLICY OS.8.2 Low Impact Development. Integrate Low Impact Development (LID) practices in all new development to reduce, treat, infiltrate and manage runoff flows caused by storms, urban runoff and impervious surfaces.

Action OS.8.2.1 Pursue Municipal Code changes that support LID development.

POLICY OS.8.3 Groundwater Recharge. Encourage natural groundwater recharge and identify groundwater recharge opportunities to combine groundwater recharge with habitat protection and recreational land uses, as part of other conservation planning efforts such as open space and park planning and creek restoration, where appropriate.

POLICY OS.8.4 Groundwater Quality. Collaborate with local and regional water resource managers to identify and monitor areas where hazardous waste and other pollutants may negatively impact groundwater quality.

Action OS.8.4.1 Groundwater Quality Protection. Require appropriately designated filters adjacent to all manmade storm drainage channels.

POLICY OS.8.5 Prevent Water Pollution. Take actions to prevent water pollution, consistent with federal and state water policies and standards.

Action OS.8.5.1 Continue to employ pollution prevention techniques in all city operations and maintenance activities, consistent with Contra Costa County Clean Water Program regulations.

POLICY OS.8.6 Water for Riparian Communities. Protect water sources for water-dependent species and the health of riparian communities

Action OS.8.6.1 Continue on-going riparian protection and enhancement efforts as expressed in the Pinole Creek Watershed Vision Plan, and implement existing surface run-off protection programs.

POLICY OS.8.7 Interagency Water Resource Projects. Help implement interagency projects, such as expansion of wastewater treatment capacity, joint development of new treatment or distribution infrastructure, water exchanges, and reclaimed water sales with local, regional and state water suppliers and water resource managers to ensure a sustainable water supply.

Action OS.8.7.1 The City shall ensure that the intensity and timing of new development are consistent with the capacity of water supplies and protect groundwater and other water supplies by requiring all applicants for discretionary projects to demonstrate the availability of an adequate water supply prior to approval.

Action OS.8.7.2 Support efforts and partnerships that coordinate water resource management planning with other conservation planning efforts, such as open space and park planning, and creek restoration.

Action OS.8.7.3 Work cooperatively with applicable agencies to encourage water conservation by disseminating education and outreach materials and providing local water conservation incentives.

Action OS.8.7.4 Work cooperatively with other wastewater system operators to identify and implement projects that result in reuse of treated wastewater, particularly in landscaping and public facilities, consistent with public health requirements.

POLICY OS.8.8 Protect creeks and San Pablo Bay within the Planning Area by implementing stormwater pollution-prevention activities.

Action OS.8.8.1 Minimize public and private use of pesticides that may harm water quality within the Pinole Creek Watershed and Planning Area through education and outreach efforts.

Action OS.8.8.2 Implement a comprehensive municipal stormwater pollution-prevention program in compliance with requirements of the California Regional Water Quality Control Board's stormwater National Pollutant Discharge Elimination System (NPDES) permit.

Action OS.8.8.3 Avoid excessive grading and disturbance of vegetation and soils, retain native vegetation and significant trees, and maintain natural drainage patterns by requiring proposed development to conform to natural land forms, where feasible.

Action OS.8.8.4 Continue to work cooperatively with other agencies and community groups to comply with water quality regulations, reduce pollutants in runoff, and protect and enhance water resources in the Pinole Creek Watershed and the Planning Area.

Action OS.8.8.5 Reduce directly connected impervious area by limiting the overall coverage of paving and roofs, directing runoff from impervious areas to adjacent pervious areas, and selecting permeable pavements and surface treatments to enhance water quality.

Action OS.8.8.6 Require new development projects to incorporate facilities and measures to treat stormwater before discharge from the site. The facilities shall be included in required Stormwater Control Plans and sized to meet NPDES permit requirements. Projects shall protect water quality by incorporating Low Impact Development (LID) design to detain, treat, and infiltrate runoff by minimizing impervious area; such as use of pervious pavements and green roofs, disperse runoff to landscaped areas; and/or route runoff to rain gardens, cisterns, swales, and other small-scale facilities distributed throughout the project area.

Action OS.8.8.7 Support and participate in regional efforts to protect water quality and enhance recreation opportunities by preserving and restoring riparian and wetland habitat within the Planning Area and the Pinole Creek Watershed.

CHAPTER 11: SUSTAINABILITY

SUSTAINABILITY

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SUSTAINABILITY

INTRODUCTION

The role of local governments is becoming increasingly important in combating climate change through setting policies for future community actions. The Pinole General Plan incorporates sustainable policies and programs throughout all elements of the plan. The Sustainability Element creates a framework within which the City will link these elements and identify programs to implement sustainable policies and practices to improve the quality of life and public health, increase energy efficiency and reduce waste by utilizing more sustainable and compact development patterns, encourage alternative forms of transportation, and establish programs to minimize the waste stream and improve water quality.

Pinole places high value on civic and economic self-sufficiency and maintaining a mix of housing options to allow Pinole seniors to “age in place” without leaving their community and support system, and to allow Pinole’s youth to remain in the community as they start families.

The Sustainability Element supports land use patterns and programs that will enhance opportunities to improve ecological conditions, enhance the local economy, and provide equal job, housing, education, recreation, and transportation opportunities. The Sustainability Element is also the General Plan chapter that most allows Pinole to address local climate change issues by setting goals and policies to guide Pinole’s efforts to reduce greenhouse gas emissions (GHGs), encourage renewable energy sources, expand local use of green technology, and educate Pinole’s residents on how they can live fully while preserving Pinole for future generations.

Below is a visual representation of the concept of sustainability in Pinole. The overarching themes of fiscal health, community tapestry, and environmental stewardship shape the goals, policies, and actions in this element, as well as the General Plan.

SUSTAINABILITY

SUSTAINABILITY FOR PINOLE

- **A sustainable Pinole is a community where members meet their needs and express their greatest potential in the present and plan and act for the ability to maintain these ideals indefinitely.**
- **It is a place where people live, work and thrive in a healthy and vibrant community. In a sustainable Pinole,**
  - **the natural environment is protected and enhanced,**
  - **the community's small-town character and history is celebrated and preserved,**
  - **there is economic opportunity and security for businesses and economic variety for residents,**
  - **each member of the community's needs are provided for,**
  - **the community is visually and physically connected,**
  - **opportunities to play and relax are abundant,**
  - **arts are encouraged and promoted, and**
  - **decision making takes a whole-systems approach and includes the entire community.**
- **Having a sustainable Pinole is a journey rather than a destination. The immediate and long-term well-being of the city and its citizens is protected and enhanced while providing the highest quality of life possible.**

Since sustainability is at the core of the General Plan, sustainable policies are described within each element. To make sustainable policies easier to recognize, they are identified with a recognizable icon. The Sustainability Element describes existing City programs and policies that support sustainable land use and describe new goals, policies, objectives and programs that will keep Pinole sustainable in the future.

SUSTAINABILITY IN PINOLE

Given its small size and the built out nature of the community, Pinole is already practicing sustainable development in a variety of ways in order to optimize use of limited resources. Notable among the City's recent programs are:

- Partnership with the County and other sustainability partners
- Acceptance of the Pinole Creek Vision, Master Plan and Restoration Project.
- Consideration of alternative sewage disposal and treatment.
- Waste management through an e-waste program and City-sponsored community garage sales and/or other recycling events.

- Examination of opportunities to extend solar power to public buildings.

- Completion of a Greenhouse Gas Inventory to establish a baseline level of greenhouse gas (GHG) emissions within Pinole.

- PDAs. All three of Pinole's main corridors (San Pablo Avenue, Pinole Valley Road and Appian Way) have been designated as Potential Priority Development Areas (PDAs) by ABAG. As part of a region-wide planning effort, Pinole seeks to focus housing development along with amenities and services to meet the day-to-day needs of residents in a pedestrian-friendly environment served by transit.

Moderate Density Housing on a Multi-Modal Transportation Corridor

- Three Corridor Specific Plan – The City has prepared a draft plan for the three main commercial corridors in Pinole (as discussed further in the Land Use and Economic Development Element and Circulation Element) and will adopt a Specific Plan to promote more compact development along these corridors, mixed housing types, alternative design guidelines, enhancement of the cultural resource of Old Town Pinole, alternative modes of transportation and an improved jobs/housing balance.

- Stormwater Management – Pinole has joined the State of California and Contra Costa County in implementing programs that reduce impervious surfaces and clean stormwater runoff before it enters San Pablo Bay.

RELATIONSHIP TO OTHER GENERAL PLAN ELEMENTS

A Sustainability Element is not a State-mandated general plan element. The City of Pinole is the first community in Contra Costa County to prepare a sustainability element to help guide future land use within the City. The Sustainability Element of the Pinole General Plan is adopted pursuant to the authority granted to local jurisdictions by Section 65303 of the Government Code of the State of California, which states:

The general plan may include any other elements or address other subjects which, in the judgment of legislative body, relate to the physical development of the county or city.

Individual General Plan Elements must be consistent with each other. The General Plan Elements that must be coordinated with the Sustainability Element to ensure consistency include Land Use and Economic Development (density and location of land uses), Community Services and Facilities (energy, conservation, green building, etc.), Natural Resources and Open Space Element (man-made hazards, development constraints, and open space policies),

Health and Safety, Housing, and Circulation (movement through the community, including bicycle and pedestrian circulation).

SUSTAINABILITY

The City of Pinole has previously established many sustainable policies and programs which are detailed in the Background Report.

Pinole Senior Center

ISSUES AND OBJECTIVES

The following issues reflect the values important to the residents of Pinole, as well as address the areas of concern. Each issue area defines an objective that Pinole will use to set goals that will lead the City to become more sustainable.

- Social Sustainability: Fostering community participation (in the planning process and in the community itself), access to public resources/open space, physical access to the community (transportation), equal access to a variety of housing opportunities that are compatible with the City's workforce, fostering a vibrant community that draws a mix of people from different age groups, cultural backgrounds, and interests.

- Economic Sustainability: Access to a variety of local jobs, fostering local green businesses and products (reduces need for transportation of goods that consumes fossil fuels), reliance on local businesses to serve local needs, promotion of home-based businesses, and community-supported agriculture.

- Environmental Sustainability: Protecting and conserving natural resources and habitats, promoting renewable energy, climate change mitigation and adaptation, reducing waste, promoting alternative energy sources, and ensuring a healthy ecosystem.

SOCIAL SYSTEMS

The City will support convenient and equal access to community services, diverse housing opportunities, and expanded awareness of and support for sustainable programs and practices that serve residents of all ages.

- Maintain a safe city for all residents of the community.

- Maintain excellent community services that meet the local government, recreation, and community facility needs of all residents.

- Provide workforce affordable housing that meets Pinole's share of regional needs, conserve existing housing and residential neighborhoods, provide housing opportunities for diverse population. Ensure that housing opportunities exist in Pinole for those working in the city limits.

- Public outreach to inform and develop community support for sustainability programs.

- Promote programs that assist seniors to "age in place."

SUSTAINABILITY

ECONOMIC SYSTEMS

The City will support creation and maintenance of a thriving business environment comprising a diverse mix of commercial, retail and professional services that is compatible with Pinole's residential character and natural environment.

- Encourage jobs/housing balance.
- Provide adequate housing for all income levels.
- Encourage the expansion of telecommunications infrastructure.
- Provide a fair and predictable land use planning process.
- Encourage green jobs and opportunities for green industry.
- Foster initiatives that positively affect the city's business climate and strengthen business operations in Pinole.
- Promote home-based businesses and live/work opportunities consistent with the zoning ordinance.
- Work to maintain diversity in economic sectors to withstand economic fluctuations and provide needed goods and services required to meet community needs.
- Identify sources of sustainable funding for ongoing community programs.

San Pablo Bay

ENVIRONMENTAL SYSTEMS

The City will maintain a sense of environmental responsibility which entails living in balance with the natural coastal, riparian and hillside environmental subsystems within Pinole. The city's rich and varied natural features, scenic vistas, ecosystems, and biodiversity should be protected from further intrusion, disruption, consumption and fragmentation.

Pinole's environmental responsibility covers several different areas: greenhouse gas emissions, water resources, solid waste, transportation, compact development, open space, environmentally sensitive lands.

- Promote sustainable energy, water, and resource use.
- Encourage energy-efficient "green buildings" as certified by the U.S. Green Building Council's LEED Program or equivalent certification.

- Expand the use of green practices in both the public and private sectors.
- Address the City's contribution to climate change while preparing for the potential impacts from climate change on the community.
- Establish a green building and environmentally preferable purchasing program for City operations and facilities.
- Support ongoing and expanded recycling efforts within the community.
- Reduce hillside erosion and threats to coastal ecosystem health, as discussed further in the Health and Safety Element (Chapter 9).

Greenhouse Gas Emissions. The City will manage its own operations to be as pollution-free as possible. The City will work with other agencies and organizations to help educate citizens in ways to reduce greenhouse gas emissions and employ best available practices in City operations. "Best available practices" means behavior and technologies that produce the least air pollutants for a desired outcome, considering available equipment, life-cycle costs, recycled material content, social and environmental side effects and the regulations of other agencies.

Sustainable Water Resources. The City will prudently manage water resources to sustain plant and animal life, support urban activities, and protect public health and safety. The City will manage water use and disposal to:

Water Efficient Gardening

- Pursue long-term reductions in the volume of discharge to the San Pablo Bay (Bay) through reuse of wastewater and the increase of Low Impact Development.
- Pursue long-term reductions of the mass discharge of each pollutant to the creeks and Bay through a combination of effluent reuse, pollutant decreases and stormwater pollutant decreases.
- Pursue long-term reductions of pollutant concentrations in the ecosystem (air, water and land) from the residuals generated by the water pollution control and treatment plants.
- Ensure a sustainable water supply to support the expected future growth of Pinole.
- Use natural systems to maintain and enhance environmental quality by having them perform such functions as cleaning air and water, and controlling storm water runoff.

Solid Waste. The City will promote efforts designed to reduce the amount of solid waste generated and ensure that generated waste is recycled or efficiently disposed of in an environmentally safe manner.

Transportation. The City will promote accessible, attractive, economically viable and environmentally sound transportation options that meet the needs of residents, employers, employees and visitors for safe, convenient and efficient travel by a variety of methods. This element will encourage concentration of future development along Pinole's three primary transportation corridors and will set a policy to replace the City's vehicle fleet with hybrid fuel and other viable alternative fuel vehicles.

Compact Development. The physical form of the city will support energy efficiency and the use of sustainable energy sources through more compact development and diverse housing opportunities to achieve more efficient use of public facilities and services, and land resources, and to improve the jobs/housing balance.

Open Space. The City will seek to conserve lands of scenic and recreational value and to use open space and parks to serve as community buffers between Pinole and its neighbors. Preserving open space and reforestation can also help Pinole offset greenhouse gas emissions.

Environmentally Sensitive Lands. The City will endeavor to conserve natural habitat, preserve connections between habitats, minimize impact to watershed functions including water quality and flood protection, and avoid natural hazards.

CLIMATE CHANGE

Though greenhouse gas emissions were discussed above in Environmental Systems, climate change has become such a priority for local governments that it is a separate issue area for Pinole to address. The City has set goals, policies, and implementation actions that guide Pinole's efforts to address climate change while also preparing the city for the adverse effects of climate change.

A large part of the City's response to climate change will be reducing the City's greenhouse gas (GHG) emissions from energy, waste, and transportation sources while embracing the expansion of the city's green infrastructure and green technology and industry. By addressing climate change and reducing GHG emissions, Pinole will become a more sustainable city. Reducing GHG emissions improves a city's air quality, improves public health, boosts the local economy, and reduces damage to the city's environmental systems.

AB 32, the Global Warming Solutions Act of 2006, codified the State's goal of reducing GHG emissions to 1990 levels by 2020. This act defined a number of milestones to be met by the State and vested principle authority in the California Air Resources Board (CARB). In addition, there are a number of other important statutes and regulations affecting GHG emissions and providing incentive funding to support climate change action efforts. The Background Report addresses the regulatory framework in more detail.

Potential Impacts

There are have been many studies in the past few years that have found that human activities are a major influence on climate change by changing the composition of the atmosphere and modifying the land surface. Increases of GHGs in the atmosphere result in an increase in

average global temperatures.[1] In 2006, climate modeling was performed by the California Energy Commission that determined possible future impacts of climate change in California. The results showed increasing smog and unhealthy air, hotter and more dangerous temperatures in the summer, less snowfall which means reduced water supplies, increasing numbers of wildfires, and a rise in sea level by as much as 3 meters by the end of the century. See the Health and Safety Element (Chapter 9) for more discussion on these impacts and their effects on Pinole.

Local Government Actions

In June, 2009, the California Air Pollution Control Officers Association (CAPCOA) prepared a report on ways for local governments to address climate change. They determined that there are five core areas of local government operations responsible for climate change. Those areas are energy use, waste and recycling, water delivery and wastewater treatment, transportation, and the built environment. Pinole has addressed those five core areas in the goals, policies, and implementation actions set in this Element and in the Community Character Element, Growth Management Element, Land Use and Economic Development Element, Circulation Element, Community Services and Facilities Element, and Natural Resources and Open Space Element.

GOALS, POLICIES AND IMPLEMENTATION ACTIONS IN OTHER ELEMENTS

All of the other General Plan Elements help enhance the sustainability of Pinole. As mentioned above, the specific policies that are considered sustainable are identified by the leaf symbol. In this General Plan, some of the major areas of sustainable development and policies that will affect and improve sustainable growth for Pinole for now and into the future are:

1. Create opportunities for more compact development along transportation corridors.
2. Promote alternative modes of transportation.
3. Preserve Industry and promote Green Industry.
4. Create opportunities for diverse housing types affordable to all income levels.
5. Protect open space, resources and sensitive habitats.
6. Protect and promote a healthy community.

These policies will support a sustainable community by reducing Pinole's dependence on non-renewable natural resources and its production of wastes, while improving livability and

[1] Model Policies for Greenhouse Gases in General Plans: A Resource for Local Government to Incorporate General Plan Policies to Reduce Greenhouse Gas Emissions. California Air Pollution Control Officers Association. June 2009.

promoting sustainable socio-economic and environmental well-being of Pinole and all its inhabitants.

GOALS, POLICIES AND IMPLEMENTATION ACTIONS

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

- Goal SE.1: Become a "Model City" that demonstrates how sustainable practices can be incorporated in the municipal, commercial and residential functions of a city.
- Goal SE.2: Create a nurturing and enriching environment where learning about sustainable practices begins from the earliest ages and is available to all community members, businesses and decision makers.
- Goal SE.3: The City will reduce its contribution to climate change and mitigate and adapt to the effects of climate change as appropriate.
- Goal SE.4: Optimize energy efficiency and renewable energy.
- Goal SE.5: Achieve a solid waste diversion of 75% of the waste stream by 2020.
- Goal SE.6: Integrate green building standards into all new and rehabilitated development.
- Goal SE.7: Air Quality will be maintained and improved for the City of Pinole and the Bay Area as a region and not decline below levels measured in the early 1990's.
- Goal SE.8: Utilize transit options and reduce vehicle miles traveled and single-occupancy vehicle use.
- Goal SE.9: Protect, preserve and enhance the natural resources of Pinole.

GOAL SE.1 Become a "Model City" that demonstrates how sustainable practices can be incorporated in the municipal, commercial and residential functions of a city.

POLICY SE.1.1 Coordinate sustainability efforts among all City Departments and all segments of society to form an active partnership in making a sustainable community a citywide responsibility.

Action SE.1.1.1 Align City mission statements, budgeting and operations with sustainability goals. Consider sustainability criteria in City policy, City purchasing, municipal operations and program decisions.

Action SE.1.1.2 Designate the Planning Commission to coordinate and accelerate organizational and community implementation of sustainable practices and to ensure integration of environmental, economic and social policies and programs.

Action SE.1.1.3 Report progress on sustainability goals regularly as part of the General Plan Annual Review.

Action SE.1.1.4 Regularly disseminate information about the City's sustainability efforts and plans on the City's website, in the newsletter and through other methods.

Action SE.1.1.5 Establish baselines of City operations such as the City's energy use, trash export, recycling, local food production, etc. in order to evaluate the City's progress toward reducing energy consumption and waste and set goals for future waste reduction targets.

Action SE.1.1.6 Promote a Green Rating System to be used for programs such as rating local businesses as "green businesses".

POLICY SE.1.2 Conduct public outreach to Pinole businesses to inform them about rebates and other financial incentives for using ENERGY STAR® or equivalent energy-efficient appliances, lighting, and heating equipment.

POLICY SE.1.3 Enhance the energy efficiency of all City facilities.

Action SE.1.3.1 Conduct energy audits for all public facilities, as feasible.

Action SE.1.3.2 Retrofit facilities for energy efficiency where feasible. Include items such as increased insulation, green or reflective roofs, and low-emissive window glass.

Action SE.1.3.3 Implement an energy tracking and management system for City departments and public facilities.

Action SE.1.3.4 Work with Public Works to install energy-efficient lighting retrofits and occupancy sensors on public facilities.

POLICY SE.1.4 Require all newly constructed, purchased, or leased municipal buildings or facilities meet minimum standards for green building as appropriate.

Action SE.1.4.1 Consider setting standards for green building for public facilities that include a minimum LEED certification and integrate solar design, heat-minimizing features such as cool paving, landscaping, pervious surfaces, and other appropriate techniques.

POLICY SE.1.5 Provide adequate resources to all City staff, including appropriate training, education, and support, to implement objectives and policies to reduce GHG emissions from City operations.

Action SE.1.5.1 Provide energy efficiency training, including opportunities to obtain LEED certification for relevant staff.

Action SE.1.5.2 Provide information on energy use and management to managers and others making decisions that influence energy use.

Action SE.1.5.3 Provide energy design review services to departments undertaking new construction or renovation projects to facilitate compliance with LEED standards.

GOAL SE.2 Create a nurturing and enriching environment where learning about sustainable practices begins from the earliest ages and is available to all community members, businesses and decision makers.

POLICY SE.2.1 Support the efforts of community groups, including the Pinole Valley High School Environmental Academy, to educate the public about sustainability and climate change.

Action SE.2.1.1 Assist in the creation of effective educational materials and outreach efforts relating to climate change.

Action SE.2.1.2 Support the Development and implementation of a program to present educational information to schoolchildren about climate change and behaviors that reduce GHG emissions and mitigate the effects of climate change.

Action SE.2.1.3 Acknowledge outstanding local efforts (private and public) that support the City's sustainability goals, including the reduction of GHG emissions.

Action SE.2.1.4 Consider establishing and/or sponsor competitions, or contests that promote climate protection, reducing GHG emissions, or fund-raising to support community climate protection programs.

Action SE.2.1.5 Support student participation in local efforts to combat or raise awareness about climate change and GHG emissions.

POLICY SE.2.2 Pinole should continue to encourage a vital economy that supports green businesses and green industry.

Action SE. 2.2.1 Through the Redevelopment Agency and education programs, create a "Green Jobs Incubator" to help create more green jobs and offer green job training opportunities.

Action SE.2.2.2 Join the Bay Area Green Business Program, a partnership of environmental agencies, professional associations, waste management agencies, utilities and a concerned public.

Action SE.2.2.3 Support and encourage conveniently located child care services with flexible hours.

GOAL SE.3 The City will reduce its contribution to climate change and mitigate and adapt to the effects of climate change as appropriate.

POLICY SE.3.1 Reduce greenhouse gas emissions from City operations and community sources by a minimum of 15 percent below current or baseline levels by the year 2020.

Action SE.3.1.1 Complete the in-progress Greenhouse Gas Emissions Inventory for Government Operations and the community (or Planning Area) consistent with State or other accepted protocol. The Inventory shall provide a business-as-usual forecast for GHG emissions for 2020 and 2030.

Action SE.3.1.2 Within 12 months of completion of a baseline GHG Inventory, initiate development of a Climate Action Plan that identifies how the City will achieve its 15% reduction target by 2020, at a minimum.

POLICY SE.3.2 Pinole will establish a coordinated, creative public outreach campaign, including publicizing the importance of reducing GHG emissions and steps community members can take to reduce their individual impacts.

Action SE.3.2.1 Encourage civic, educational, religious and neighborhood institutions to specifically address climate change.

Action SE.3.2.2 Implement neighborhood-based outreach efforts to combine and promote energy and water conservation, solid waste reduction, safety and livability.

Action SE.3.2.3 Use a variety of media and methods to promote climate awareness and GHG reduction, including TV, radio, using local celebrities as spokespeople, advertising in the local paper, collaborating with companies and agencies who have an impact on the local environment, and designing a climate change-themed webpage.

Action SE.3.2.4 Organize events and workshops to promote actions that reduce GHGs generated from energy, waste, and transportation. Topics could include backyard composting, office waste recycling, selecting and planting drought-tolerant plants, installing advanced irrigation systems, weatherizing, smart lighting, and conducting self-audits for energy use and efficiency.

Action SE.3.2.5 Pinole should either organize, or look to participate in, an annual Climate Protection Summit or Fair to educate the public on current climate science, projected local impacts, and local efforts and opportunities to reduce GHG emissions.

Action SE.3.2.6 Provide a "carbon footprint calculator" on the City's website for individuals and small businesses, and provide individually tailored assessments for complex organizations and entities.

Action SE.3.2.7 Work with City and County agencies to publicize greenhouse gas-reducing projects and actions through public education efforts.

POLICY SE.3.3 Pinole will mitigate climate change by decreasing heat gain from pavement and other hard surfaces associated with infrastructure (i.e. heat island effect).

Action SE.3.3.1 Reduce heating and cooling loads by promoting light-colored roofs and paving materials, planting trees, and increasing vegetative cover.

Action SE.3.3.2 Where possible, use parkway strips to allow shading of streets by trees.

Action SE.3.3.3 Require the use of shade trees on south- and west-facing sides of structures, where possible.

Action SE.3.3.4 Include low-water landscaping in place of hardscaping around transportation infrastructure and in parking areas.

Action SE.3.3.5 Where feasible, require the use of pervious pavement options.

Action SE.3.3.6 Where feasible, require the use of edible landscaping and low-water landscaping.

POLICY SE.3.4 Reduce GHG emissions by reducing vehicle miles traveled and by increasing or encouraging the use of alternative fuels and transportation technologies.

Action SE.3.4.1 Over time, replace the City's vehicle fleet with alternative fuel vehicles.

Action SE.3.4.2 Encourage carpools and transit use by City employees.

Action SE.3.4.3 Work with WCCTAC to develop and update the Action Plan for Routes of Regional Significance, establish Multimodal Transportation Service Objectives (MTSOs), and to coordinate planning for projects and programs of regional importance.

Action SE.3.4.4 Encourage businesses to provide employees with information on alternatives to single-occupancy driving (e.g., offer literature on the Transit 511 program to support carpooling).

Action SE.3.4.5 The City will ensure that new developments incorporate both local and regional transit measures into the project design.

Action SE.3.4.6 The City will give priority to projects that will result in reduction of vehicle miles traveled per capita while maintaining sustainability and economic vitality.

Action SE.3.4.7 The City will encourage the growth and enhancement of an interconnected transportation system that allows a shift in travel from private passenger vehicles to alternative modes, including public transit, ride sharing, bicycling, and walking.

Action SE. 3.4.8 Promote technological innovations to help reduce automobile, truck and other motorized equipment emissions.

GOAL SE.4 Optimize energy efficiency and renewable energy.

POLICY SE.34.1 Explore and promote opportunities for the City's use of sustainable energy sources (e.g. solar, wind, biomass, tidal energy generation, methane, geothermal, and hydropower).

Action SE.4.1.1 Utilize, where feasible, renewable energy and clean generation technologies such as solar, wind, biogas, tidal, cogeneration, and fuel cells to power City facilities using tax-free low-interest loans and other available financial options.

Action SE.4.1.2 Evaluate the feasibility of purchasing renewable energy certificates to reduce the City's contribution to greenhouse gas emissions.

Action SE.4.1.3 Designate suitable sites to prioritize their development for renewable energy generation.

Action SE.4.1.4 Adopt measures to protect the renewable energy use of the sites and their resources, such as utility easements, rights-of-way, and land set-asides.

POLICY SE.4.2 Explore opportunities for City-wide expansion of Programs and Facilities related to energy efficiency and conservation.

Action SE.4.2.1 Continue to identify and remove regulatory or procedural barriers to producing renewable energy in building and development codes, design guidelines, and zoning ordinances. Work with related agencies in areas such as fire, water, and health that may impact the use of alternative technologies. Actively participate in the development protocols for alternative energy storage such as biodiesel, hydrogen, and/or compressed air.

Action SE.4.2.2 Provide energy conservation information to the public.

Action SE.4.2.3 Provide information to planning and building staff and citizen review bodies regarding energy conservation and efficiency issues, including Pinole's energy conservation policies, and work with applicants to achieve energy conservation goals.

Action SE.4.2.4 Provide technical assistance to builders and developers to encourage sustainable and energy efficient building design.

POLICY SE.4.3 Pinole will promote and require renewable energy generation and co-generation where feasible and appropriate.

Action SE. 4.3.1 Require that new office/retail/commercial or industrial development, or major rehabilitation (e.g. additions of 25,000 square feet commercial, or 100,000 square feet industrial) incorporate renewable energy generation either on- or off-site to provide 15% or more of the project's energy needs.

POLICY SE.4.4 Identify opportunities for creating energy conservation and efficiency programs for application in Pinole facilities, residences, schools and local businesses.

Action SE.4.4.1 Utilize energy-efficient products for City equipment purchases where feasible.

Action SE.4.4.2 Continue to conduct energy audits of Pinole facilities and implement energy efficiency and retrofitting recommendations from those audits. Seek funding from available state sources and grant opportunities, as well as the CIP.

Action SE.4.4.3 Where feasible and appropriate, transition to LED/energy efficient lights in all City facilities and equipment.

Action SE.4.4.4 Set a target to meet a majority of the City's energy needs via renewable energy.

Action SE.4.4.5 Explore funding sources and mechanisms for energy efficiency improvements for residences. (ex: AB 811, which provides cities ways to fund energy efficiency improvements via assessments).

POLICY SE.4.5 Pinole will continue to promote and support and require, where appropriate, the development of solar energy.

Action SE.4.5.1 Require that, where feasible, all new buildings be constructed for easy, cost-effective installation of solar energy systems. This should include

requiring such features as optimal roof orientation, clear access without obstructions, and appropriate roof framing and wiring.

Action SE.4.5.3 Require that any building constructed in whole or in part with City funds incorporate passive solar design features such as daylighting and passive solar heating, where feasible.

Action SE.4.5.4 Pinole will protect active and passive solar design elements and systems from shading by neighboring structures and trees, as consistent with existing tree shading requirements.

POLICY SE.4.6 Pursue and provide economic incentives and creative financing for renewable energy projects, as well as other support for community members or developers seeking funding for such projects.

Action SE.4.6.1 Provide, where possible, grants, rebates, and incentives for renewable energy projects, including reduced fees and expedited permit processing.

Action SE.4.6.2 Pinole will provide, where feasible, creative financing for renewable energy projects, including subsidized or other low-interest loans, and the option to pay for system installation through long-term assessments on individual property tax bills.

Action SE.4.6.3 Pinole will pursue partnerships with other governmental entities and with private companies and utilities to establish incentive programs for renewable energy.

POLICY SE.4.7 Pinole will implement measures to support the purchase and use of renewable and alternative energy.

Action SE.4.7.1 Evaluate the feasibility and effectiveness of using Community Choice Aggregation as a model for providing renewable energy to meet Pinole's electricity needs, including potential partnerships with other jurisdictions.

GOAL SE.5 Achieve a solid waste diversion of 75% of the waste stream by 2020.

POLICY SE.5.1 Continue and expand programs to reduce solid waste generated from all sectors of the city. Programs may include recycling, reuse, source reduction and composting.

Action SE.5.1.1 Continue the City's e-waste recycling program.

Action SE.5.1.2 Improve and expand curbside recycling and other residential recycling services.

Action SE.5.1.3 Continue to improve internal City and County waste prevention practices.

Action SE.5.1.4 Expand City recycling of asphalt and other street material.

Action SE.5.1.5 Encourage continued commercial food-waste collection program.

Action SE.5.1.6 Develop an ordinance reducing construction-generated waste.

Action SE.5.1.7 Develop and implement a plan for City communications and facilities to eventually become primarily paperless.

POLICY SE.5.2 Support public awareness and participation in household waste management, control and recycling.

Action SE.5.2.1 Promote and expand recycling programs, purchasing policies, and employee education to reduce the amount of waste produced.

POLICY SE.5.3 Prior to reuse, former commercial and industrial sites will be cleaned up, according to relevant state and federal regulations.

POLICY SE.5.4 Reduce waste from construction activities.

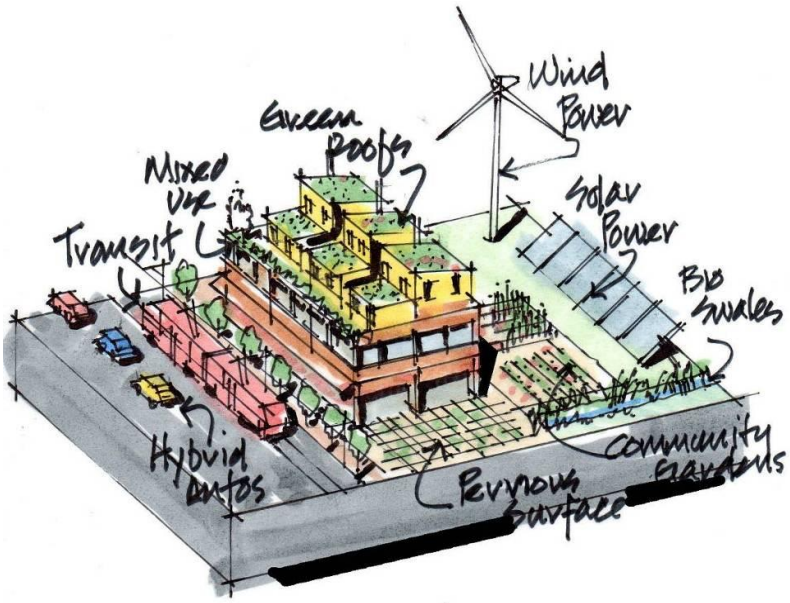
Action SE.5.4.1 Pinole will adopt a Construction and Demolition Waste Recovery Ordinance, requiring building projects to recycle or reuse a minimum percentage of unused or leftover building materials.

Action SE.5.4.2 Require all new development and major rehabilitation projects to recycle or salvage a majority of the non-hazardous construction and demolition debris.

Action SE.5.4.3 Establish clear and consistent guidelines for how and when used construction materials can be used in new or remodel construction.

POLICY SE.5.5 Enforce regulation of local and state laws regarding the production, use, storage and transportation of hazardous materials and waste.

POLICY SE.5.6 Development on sites with known contamination of soil and groundwater shall be regulated to ensure that construction workers, future occupants, and the environment as a whole are adequately protected from hazards associated with contamination.



GOAL SE.6 Integrate green building standards into all new and rehabilitated development.

POLICY SE.6.1 Develop local green building and energy efficiency standards.

Action SE.6.1.1 Explore a Green Building Ordinance to require green building standards be utilized such as the use of renewable energy, efforts to improve air and water quality, and to conserve natural resources. Other areas to consider addressing in the Ordinance include building orientation and shading, landscaping, solar orientation, and sustainable building materials.

Action SE.6.1.2 Investigate sliding-scale building permit fees with rebates and/or expedited permit review for high-performance green buildings and higher fees for conventional buildings.

Action SE.6.1.3 Develop a Green Streets program to encourage designs that enhance the City's ecological function, reduce stormwater discharge through the use of pervious surfaces where appropriate, add infiltration enhancements (e.g. planters, swales, and channels), and increase sidewalk planting areas to reduce the heat island effect in developed areas and provide room for additional trees and shrubs within public right-of-way areas.

POLICY SE.6.2 Explore the establishment of an energy plans examiner and a required field inspection of energy systems to ensure maximization of energy efficiency.

Action SE.6.2.1 Reduce energy consumption in buildings by balancing energy-efficient design with land use compatibility during the design review process.

POLICY SE.6.3 Promote opportunities to improve resource conservation practices in the local building and construction industry.

Action SE.6.3.1 The City of Pinole will ensure that contracts for roadway construction and repair shall utilize recycled and resource-efficient materials where feasible.

POLICY SE.6.4 Support markets for sustainable products through City procurement policies and procedures targeting the areas of construction, facilities maintenance and general office activities.

Action SE.6.4.1 Research and establish Environmental Preferable Purchasing policies that provide for resource conservation while ensuring cost effective purchases.

POLICY SE.6.5 Include environmentally sensitive design approaches that incorporate resource-conserving construction practices within Pinole's Design Guidelines.

POLICY SE.6.6 Collaborate with other local jurisdictions to share resources, and develop sustainable and resource efficient building policies and programs that are optimized for the region. This approach may include the following:

- Optional or incentive-based sustainable building provisions to encourage compliance.
- Conservation of natural resources when planning site development.
- Use of resource efficient building materials, including recycled-content materials.
- Promotion of water efficiency and conservation measures, including low-impact development strategies.
- Increased energy efficiency in building and site designs.
- Promotion of the use of renewable energy in new development proposals.
- Improved indoor air quality that includes the use of formaldehyde-free, non-toxic construction materials.

POLICY SE.6.7 Where feasible, install energy efficient and/or reflective roofing materials on existing or new City facilities.

GOAL SE.7 Air Quality will be maintained and improved for the City of Pinole and the Bay Area as a region and not decline below levels measured in the early 1990's.

POLICY SE.7.1 Continue working with the Bay Area Air Quality Management District and other regional agencies to:

1. Improve air quality through pollution prevention methods.
2. Ensure enforcement of air emission standards.
3. Reduce local and regional traffic (the single largest source of air pollution in the city) and support public transit improvements.
4. Promote regional air pollution prevention plans for business and industry.
5. Promote strategies to reduce particulate pollution from residential fireplaces and wood-burning stoves.
6. Locate parking appropriately and provide adequate signage to reduce unnecessary "circling" and searching for parking.
7. Promote anti-idling policies and programs.

Action SE.7.1.1 Apply BAAQMD-approved criteria air pollutant reducing *Basic Construction Mitigation Measures* to all future construction projects within the GPU Planning Area where feasible whether or not construction-related emissions exceed applicable *Thresholds of Significance*. These best management practices include the following:

1. All exposed surfaces (e.g., parking areas, staging areas, soil piles, graded areas, and unpaved access roads) shall be watered two times per day.
2. All haul trucks transporting soil, sand, or other loose material off-site shall be covered.
3. All visible mud or dirt track-out onto adjacent public roads shall be removed using wet power vacuum street sweepers at least once per day. The use of dry power sweeping is prohibited.
4. All vehicle speeds on unpaved roads shall be limited to 15 mph.
5. All roadways, driveways, and sidewalks to be paved shall be completed as soon as possible. Building pads shall be laid as soon as possible after grading unless seeding or soil binders are used.
6. Idling times shall be minimized either by shutting equipment off when not in use or reducing the maximum idling time to 5 minutes (as

required by the California airborne toxics control measure Title 13, Section 2485 of California Code of Regulations [CCR]). Clear signage shall be provided for construction workers at all access points.

7. All construction equipment shall be maintained and properly tuned in accordance with manufacturer's specifications. All equipment shall be checked by a certified mechanic and determined to be running in proper condition prior to operation.

8. Post a publicly visible sign with the telephone number and person to contact at the Lead Agency regarding dust complaints. This person shall respond and take corrective action within 48 hours. The Air District's phone number shall also be visible to ensure compliance with applicable regulations (BAAQMD, 2010).

POLICY SE.7.2 Support the expansion of tree planting and landscaping practices that encourage the use of trees, plants, and vegetation to improve air quality to enhance the scenic quality of the City.

Action SE.7.2.1 Establish tree planting targets in order to reduce or sequester greenhouse gas emissions, provide for energy efficiency, and to enhance the City's quality of life.

Action SE.7.2.2 Pursue funding for private and public park and street tree planting.

Action SE.7.2.3 Establish and maintain a Pinole tree planting guide to encourage tree planting, reduce long-term maintenance costs, reduce fire hazards, improve energy efficiency, and enhance the quality of the community over time.

Action SE.7.2.4 Develop landscape standards that require minimum planting and maintenance requirements for new and retrofit development and the use of native or drought-tolerant vegetation.

POLICY SE.7.3 Support efforts to comprehensively address air quality issues through education, regulation, and innovation.

ACTION SE.7.3.1 Increase public awareness of air quality problems, rules and solutions through use of City publications and networks.

ACTION SE.7.3.2 Reduce methane emissions released from waste disposal. Encourage recycling, decrease waste sent to landfills, require landfill methane recovery and promote methane recovery for energy production from other sources.

ACTION SE.7.3.3 Research and consider a set of standards that provide a set of voluntary measures to incorporate clean vehicles in private fleets and promote the use of clean alternative fuels.

ACTION SE.7.3.4 Continue to encourage innovative technologies and programs such as clean-fuel, electric and low-emission cars that reduce the air quality impacts of the automobile.

ACTION SE.7.3.5 Support alternate work schedules where feasible. Encourage employers to allow alternate work schedules for employees, telecommuting and other practices that reduce auto trips.

POLICY SE.7.4 In order to reduce vehicle miles traveled and traffic congestion, new development within 1,000 feet of an existing or planned transit stops should be designed to encourage the usage of public transit and minimize the dependence on the automobile through the application of site design guidelines.

Action SE.7.4.1 Develop a TDM program for Pinole that includes such improvements as bike parking, showers for employees, etc.

POLICY SE.7.5 Air quality will be maintained and improved by requiring project mitigation, such as Transportation Demand Management (TDM) techniques, where significant air quality impacts are identified.

POLICY SE.7.6 Air quality should not decline from levels experienced during the early 1990s, when the community's growth capacity was last re-examined.

GOAL SE.8 Utilize transit options and reduce vehicle miles traveled and single-occupancy vehicle use.

POLICY SE.8.1 Encourage alternatives to single-occupancy vehicle use, including using public transit, carpooling, teleworking, bicycling and walking.

Action SE.8.1.1 Publicize and participate in campaigns to promote options to single-occupancy vehicle travel.

Action SE.8.1.2 Pursue funding opportunities for projects that increase pedestrian accessibility to transit stops, neighborhood shopping areas, schools, religious facilities, and parks.

Action SE.8.1.3 Provide maps highlighting alternative modes of transportation and preferred routes for those modes.

Action SE.8.1.4 Explore parking pricing to all appropriate commercial areas to reduce single-occupancy vehicle use.

Action SE.8.1.5 Educate all employees on fuel-efficient driving practices, such as avoiding unnecessary idling.

Action SE.8.1.6 Explore providing City employees with transit subsidies for travel on business to improve air quality and reduce greenhouse gas emissions.

Action SE.8.1.7 Include sidewalks, separated sidewalks whenever possible, on both sides of all new street improvement projects, except where there are severe topographic or natural resource constraints.

Action SE.8.1.8 Whenever feasible, ensure transit stops are safe and sheltered, with clean benches and adequate lighting.

POLICY SE.8.2 Encourage development of a planning and zoning strategy to absorb all new growth in the city in areas that achieve transit-supportive densities through strategic development controls.

Action SE.8.2.1 Adopt a specific plan for Pinole's transit corridors.

Action SE.8.2.2 Ensure transportation centers are multi-modal to allow transportation modes to intersect.

POLICY SE.8.3 Encourage housing opportunities for all income levels to ensure that workers in Pinole can live in the City and reduce the need for outbound commuting for employment.

POLICY SE.8.4 Consider the creation of a citywide transportation business improvement district in which commercial property owners would fund a private transportation service, which would be operated by a nonprofit Transportation Management Association. The transportation service could operate a shuttle to provide essential connectivity to points within and outside Pinole while also helping to alleviate congestion.

POLICY SE.8.5 Work with WestCAT, AC Transit and other transit providers to support expanded transit lines and increased frequency of service on major transit arterials.

POLICY SE.8.6 Establish parking policies and requirements that capture the true costs of private vehicle use and support alternative modes of transportation.

Action SE.8.6.1 Encourage shared parking opportunities, such as movie theaters with primary parking needs in evenings and churches or other facilities with weekend-only parking needs.

Action SE.8.6.2 Consider reducing minimum parking requirements for new development.

Action SE.8.6.3 Continue to encourage shared parking programs in mixed-use and transit-oriented development.

Action SE.8.6.4 Consider using time limited/metered parking to discourage private vehicle use, especially at peak times.

Action SE.8.6.5 Require that new and fully renovated commercial and retail development provide preferential parking for electric vehicles and vehicles using alternative fuels.

POLICY SE.8.7 Work to improve Pinole's pedestrian and bicycle infrastructure and to meet the needs of all pedestrians bicyclists.

Action SE.8.7.1 Implement public transit-, bicycle- and pedestrian-oriented land use and design strategies in new development, as described in the Land Use and Circulation Elements of the General Plan to reduce the number of single-occupant trips in fossil-fueled vehicles.

Action SE.8.7.2 Consider establishing a "free bicycle" program with bicycles that the public may borrow for trips around Pinole.

Action SE.8.7.3 Require new commercial, multi-family residential, and mixed-use development to provide secure bicycle parking.

Action SE.8.7.4 The City will set a deadline by which it will be assured that all city parks, schools, commercial districts, and other high-volume trip destinations within Pinole provide secure bicycle parking.

Action SE.8.7.5 Establish and implement standards that meet or exceed state law for "complete streets" that foster equal access by all users in the roadway system. Include standards that address connection of bicycle and pedestrian access to other areas, safe road crossings, adequate and secure bike parking at public and private facilities, and street standards as is feasible for bicycle infrastructure.

Action SE.8.7.6 Apply for regional, state, and federal grants for bicycle and pedestrian infrastructure projects.

POLICY SE.8.8 Invite public involvement whenever possible to share information and invite input about transportation issues, projects, and processes.

POLICY SE.8.9 Implement traffic and roadway management strategies to improve mobility and efficiency and reduce associated emissions. (See Circulation Element).

POLICY SE.8.10 Support and promote the use of low- and zero-emission vehicles, alternative fuels, and other measures to directly reduce emissions from motor vehicles.

Action SE.8.10.1 Develop the necessary infrastructure to encourage the use of zero-emission vehicles and clean alternative fuels, such as development of electric vehicles charging facilities and alternative fueling stations.

Action SE.8.10.2 Encourage new construction to include vehicle access to properly wired outdoor receptacles to accommodate plug-in vehicles.

Action SE.8.10.3 Establish incentives for use of alternative fuel, electric, or gas-electric hybrid vehicles.

GOAL SE.9 Protect, preserve and enhance the natural resources of Pinole.

POLICY SE.9.1 Encourage policies to prudently manage water resources to sustain plant and animal life, support urban activities and protect public health and safety.

Action SE.9.1.1 Where feasible, institute a water conservation program for City of Pinole facilities; for example, installation of waterless urinals and low-flow sinks and showers.

Action SE.9.1.2 Encourage the use of recycled water and drought-resistant landscaping in Pinole facilities, public roadway landscape, and new development.

Action SE.9.1.3 Establish incentives for development projects that achieve a 20% reduction in water use over baseline of 1995.

Action SE. 9.1.4 Continue to comply with state and county C.3 requirements of limiting impervious surface area and reducing stormwater runoff and work to increase Low Impact Development throughout the City.

Action SE. 9.1.5 Continue to plan and implement upgrades or other options to improve solids processing, comply with permit requirements, and help prevent overflow and runoff into the Bay.

Action SE.9.1.7 Continue to require new development applicants to incorporate post-construction stormwater treatment systems and best management practices on the site.

Action SE.9.1.8 Require that stormwater treatment measures use Low Impact Development systems such as vegetation to treat pollutants in stormwater runoff (e.g., through rain gardens, bioretention areas and living roof systems).

POLICY SE.9.2 Protect open space and working landscapes.

Action SE.9.2.1 Conserve lands of scenic and recreational value.

Action SE.9.2.2 Use open space to define urban areas.

Action SE.9.2.3 Establish opportunities for urban agriculture uses and promote the public health and environmental benefits of consuming locally grown organic foods.

Action SE.9.2.4 Limit development on steep ridgelines and slopes. Establish required setback distances.

POLICY SE.9.3 Protect environmentally sensitive habitats, conserve natural habitat lands and preserve habitat connectivity.

Action SE.9.3.1 Designate environmentally sensitive natural resource areas as Open Space, Parks and Recreation, Rural, or San Pablo Bay Conservation Areas appropriate in the City's Land Use Element Map to help ensure long-term protection of natural resources within the City.

Action SE.9.3.2 Require biological studies in conjunction with development proposals within or near natural habitat lands, including land designated as Rural in the General Plan Land use Map (**Figure 5.5**).

Action SE.9.3.3 Avoid disturbance of sensitive biological resources in conjunction with new development, redevelopment, or other construction activities.

Action SE.9.3.4 Establish policies, programs, and funding mechanisms to create, develop, and preserve conservation areas and to discourage development in those areas. Impose mitigation fees for development on lands that would otherwise be in a conservation area and use funds generated to protect other areas from development.

POLICY SE.9.4 Establish programs and policies to increase water conservation and the use of recycled water.

Action SE.9.4.1 Conduct a water reclamation study for using reclaimed waste water for irrigation.

Action SE.9.4.2 Establish criteria and standards to permit the safe and effective use of gray water (on-site water recycling). Review, and appropriately revise, without compromising health or safety, other building code requirements that might prevent the use of such systems.

Action SE.9.4.3 Create an inventory of non-potable water uses within the jurisdiction that could be served with recycled water.

Action SE.9.4.4 Establish a water conservation plan that may include such policies and actions as reducing per capita water consumption, restricting landscape watering, performance standards for irrigation equipment and water fixtures, and requirements that increased demand from new construction be offset with reductions so that there is no net increase in water use.

Action SE.9.4.5 Implement a public outreach campaign to promote water conservation.

POLICY SE.9.5 Establish new policies that continue to encourage the maintenance and growth of Pinole's urban forest.

Action SE.9.5.1 Minimize removal of mature, healthy trees in conjunction with new development, as required by the tree protection ordinance.

Action SE.9.5.2 Establish programs and policies to ensure landscaping and forests are installed and managed to optimize their climate benefits.

Action SE.9.5.3 Pinole will install water-efficient landscapes and irrigation, including planting drought-tolerant plants and native species, covering exposed dirt with moisture-retaining mulch, using advanced technology such as moister-sensing irrigation controls, and promoting urban agriculture by installing edible landscapes that provide local food.

Action SE.9.5.4 Promote the planting of shade trees and establish shade tree guidelines and specifications that include recommendations for tree planting based on land use, recommendations for tree types based on size, branching patterns, whether deciduous or evergreen, whether roots are invasive, etc. Include recommendations for placement including distance from structures, density of planting, and orientation relative to structures and the sun.

CHAPTER 12: IMPLEMENTATION

IMPLEMENTATION

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IMPLEMENTATION

IMPLEMENTATION

Although the General Plan is a policy document, serving as the foundation for City decision-making, including ordinances and expenditures, it also includes a number of Actions that are intended to indicate how the City will implement the goals and policies in this Plan. To facilitate the implementation the General Plan, this section consolidates the implementation actions, identifies the agency that is primarily responsible for the action, and assigns relative time frames for implementation of the action. The implementation section will enable the City to more easily monitor the General Plan progress and prepare an annual report to the legislative body on the status of the plan and progress in its implementation.

Actions are included in all elements of the General Plan,[1] appearing immediately after the policy they implement.

This Implementation section repeats the Actions from each of the Plan's elements, assigns each a desired priority, and indicates who will be responsible for their implementation.

IMPLEMENTATION SCHEDULE

Each of the Actions listed below is provided with a guide to the general timeframe in which the City intends to begin working on the item. "Ongoing" items are those which are already being undertaken by the City or which are expected to continue throughout the General Plan's planning period or until they are no longer needed.

Guide to Schedule Notes
A – Generally will begin in 1-5 Years
B – Generally will begin in 5-10 Years
O – Ongoing

It should be noted that the schedule for the items refers to the *start* of implementation, not to *completion*. Completing some of the actions contemplated by this plan may occur quickly, while others may require several years.

In all cases, the City's ability to implement the actions in this Plan will depend on its ability to secure funding for staff time, studies, etc. Implementation priorities will be evaluated and adjusted as directed by the City Council. Modifications to the priorities or responsible parties will not require a General Plan Amendment.

RESPONSIBILITIES

The party or parties that are primarily responsible for implementing each Action, whether a specific City department or, in some cases, an outside agency, are also indicated where applicable.

[1] Except the Housing Element, which includes its own, separate implementation plan and quantified objectives.

Guide to Responsible Parties
CM/G – City Manager/General City Operations
CD – Community Development (Building, Planning and Redevelopment)
PW – Public Works
PD – Police Department
FD – Fire Department
REC – Recreation Department

COMMUNITY CHARACTER

Action CC.1.1.1 Enforce Pinole's Residential Design Criteria and Guidelines to ensure that quality design is required as a condition of approval. Ensure new development is compatible with the scale and character of the neighborhoods and the architectural styles in Pinole's community. Continue to use Design Review Guidelines to review residential and mixed-use projects for consistency with Pinole's design goals.

Timing: O
Responsibility: CD

Action CC.1.1.2 Adopt and enforce the design guidelines to guide improvements, renovations and future development in the San Pablo Avenue, Pinole Valley Road and Appian Way Three Corridors Specific Plan areas to be consistent with the vision and urban design principles developed for the areas in the Specific Plan document.

Timing: A (Adopt Guidelines), O (Enforce)
Responsibility: CD

Action CC.1.1.3 Establish and enforce Commercial and Industrial Design Criteria and Guidelines to ensure that quality design is required as a condition of approval. Ensure new development is compatible with the scale and character of the neighborhoods and the architectural styles in Pinole, and embrace concepts of transit- and pedestrian-oriented development and sustainability.

Timing: A (Establish Guidelines), O (Enforce)
Responsibility: CD

Action CC.1.1.4 To preserve opportunities for comprehensive planning, design and coordinated development of larger commercial and industrial properties, the City discourages subdivision of large commercial and industrial properties until a long-range master plan is approved for the long-term use of the property.

Timing: O
Responsibility: CD

Action CC.1.2.1 The City should establish an enhanced, expedited design review process at staff level for new development projects (both public and private), regardless of project size within the primary circulation corridors. As part of the design review process, require development projects to use quality materials that are long-lasting to ensure a sense of permanence for each project. New development projects should be approved only if they meet detailed design guidelines approved by the City Council.

Timing: A (Establish Guidelines)
Responsibility: CD

Action CC.1.2.2 Regulate signs through a planned sign program. Require master sign plans for all new commercial centers. Establish, implement and enforce sign design guidelines for all types of development.

Timing: O
Responsibility: CD

Action CC.1.3.1 Review improvement plans for inclusion of design elements. Make sure street lamps, signs, etc. are consistent with the theme of the neighborhood and the design guidelines in order to visually integrate the community.

Timing: O
Responsibility: CD, PW

Action CC.1.3.2 Establish a gateway program to create a sense of entry at key locations (such as at the intersection of San Pablo Avenue and Tennent Avenue in Old Town Pinole and at Appian Way near I-80) throughout the city and promote wayfinding throughout the community. Use creative designs that respond to the character and history of the city to establish a sense of place, including gateway signage, streetscape design, site landscaping and other features. Incorporate community landmarks and focal points (including public art and other design features such as fountains and monuments) into community and neighborhood parks, linear pathway intersections and commercial areas in the existing downtown core and neighborhoods. Users should feel a sense of arrival and be welcomed to the city.

Timing: A
Responsibility: CD

Action CC.1.4.1 Adopt the Three Corridors Specific Plan or other design controls for Old Town Pinole that require the use of building materials, architectural features and other design elements for new construction and building renovations that reflect the historic buildings in Old Town Pinole.

Timing: A
Responsibility: CD

Action CC.1.4.2 Create incentives for mixed-use development projects that reflect the city's past, with commercial, retail and restaurant uses on the ground floor and residential and office uses on upper levels in Old Town Pinole. Encourage minimal building setbacks and parking on streets and in the rear of buildings. Continue the encouragement of shared parking for mixed-use buildings as described in the Zoning Ordinance.

Timing: A (Create incentives), O
Responsibility: CD

Action CC.1.4.3 Ensure development of "opportunity sites" with high-quality mixed-use or high-density housing.

Timing: O
Responsibility: CD

Action CC.1.4.4 Enhance Pinole's image and quality of life through investment in the Old Town, neighborhoods, commercial districts, parks, open spaces, community facilities and services, and create a high level of perceived safety and a business-friendly government.

Timing: O
Responsibility: CM/G, CD, PD, FD

Action CC.1.5.1 Through the design review process, ensure that development in Pinole is oriented toward the maintenance and upkeep of the city's unique character.

Timing: O
Responsibility: CD

Action CC.1.5.2 Continue to support the code enforcement program to ensure private properties are maintained in accordance with community standards.

Timing: O
Responsibility: CD, PD

Action CC.1.5.3 Utilize the Zoning Code provisions to identify appropriate solutions to create compatibility between existing neighborhoods and new developments.

Timing: O
Responsibility: CD

Action CC.2.1.1 Create a connected network of open spaces in Pinole that are accessible to the community for outdoor recreation and other use and enjoyment as a key aspect of local community character.

Timing: O
Responsibility: CD, REC

Action CC.2.1.2 Promote and provide an integrated pedestrian and bicycle network that links open spaces and other destination points within Pinole.

Timing: O
Responsibility: CD, PW

Action CC.2.1.3 Enhance existing priority development areas, commercial corridors, trails and significantly sized public spaces that preserve and take advantage of vistas. Many of Pinole's existing open space areas are on or near existing ridgelines with scenic views. Ensuring that trails connect these spaces enhances scenic opportunities.

Timing: O
Responsibility: CD, REC

Action CC.2.1.4 Determine new connections, public spaces and improvements needed along pedestrian and bike paths, and add new trails. Prioritize completion and connection of the Bay Trail through Pinole.

Timing: A
Responsibility: REC, CD, PW

Action CC.2.1.5 Review improvement plans and construction drawings for consistency with Policy CC.2.1 related to the use of native vegetation and design features that highlight natural features and views.

Timing: O
Responsibility: PW

Action CC.2.2.1 Require public and private improvement plans to be reviewed by a qualified biologist/arborist if a project site contains biological resources or trees.

Timing: O
Responsibility: CD, PW

Action CC.2.2.2 Require mitigation for removal of important trees that function as habitat for protected raptors and protected tree species in Pinole.

Timing: O
Responsibility: CD

Action CC.2.2.3 Consider a tree planting and preservation program that will encourage sensitive site planning, the retention of existing trees, the planting of new trees (especially native species) and the replacement of trees that are removed.

Timing: A
Responsibility: CD, PW

Action CC.2.2.4 Consider offering density bonuses and other incentives to developers that preserve native resources within new development projects.

Timing: O
Responsibility: CD

Action CC.2.2.5 Continue implementation of the Pinole Creek Vision Plan, Pinole Creek Greenway Master Plan and Pinole Creek Restoration Plan.

Timing: O
Responsibility: CD, REC

Action CC.2.2.6 Establish required setbacks for development located in or near sensitive areas such as wetlands, Pinole Creek or along Pinole's many ridgelines.

Timing: A
Responsibility: CD

Action CC.2.3.1 Adopt light and glare zoning code regulations for residential development that incorporate best practices and the California Energy Commission updated lighting standards.

Timing: A
Responsibility: CD

Action CC.2.3.2 Adopt light and glare code regulations for commercial development that incorporate best practices and encourage energy conservation.

Timing: A
Responsibility: CD

Action CC.2.3.3 The Illuminating Engineering Society Publication, RR-89, indicating the illumination intensity and uniformity requirements should be utilized for lighting located within Pinole.

Timing: O
Responsibility: CD, PW

Action CC.2.3.4 All outdoor lighting fixtures shall be designed, shielded, aimed, located and maintained to shield adjacent properties and to not produce glare onto adjacent properties or roadways.

Timing: O
Responsibility: CD, PW

Action CC.3.1.1 As set out in the Three Corridors Specific Plan, foster mixed-use development with multi-family residential and commercial uses in Old Town Pinole to provide a range of housing opportunities for the community.

Timing: O
Responsibility: CD

Action CC.3.1.2 Work with project proponents to locate retail uses within residential projects in appropriate locations and at the appropriate scale to serve local and community retail needs.

Timing: O
Responsibility: CD

Action CC.3.1.3 Implement the Three Corridors Specific Plan that identifies appropriate land uses, incentives, development standards and design provisions.

Timing: A/B
Responsibility: CD

Action CC.3.1.4 Support the development of specialty food stores and restaurants in Old Town Pinole to meet the needs of the region's diverse population, be a catalyst for future development and meet the needs of the growing number of visitors to the area.

Timing: O
Responsibility: CD, CM/G

Action CC.3.1.5 Implement the Three Corridors Specific Plan to establish a program to provide pedestrian amenities such as wider sidewalks, seating options, highly visible crosswalks, landscape buffers and curb bulbouts.

Timing: A/B
Responsibility: CD

Action CC.3.1.6 Provide more transit options in the Old Town area.

Timing: A
Responsibility: CM/G, CD, PW, WestCAT Transit

Action CC.3.1.7 Consider implementing suggestions in the Three Corridors Specific Plan to narrow travel lanes and narrow San Pablo Avenue from four lanes to two through Old Town Pinole to be more pedestrian-friendly and to improve safety and visibility for the community.

Timing: A/B
Responsibility: PW, CD

Action CC.3.2.1 Work with the Pinole Redevelopment Agency to establish programs and incentives that can be used to attract desirable new businesses and develop performance criteria to ensure that the benefits generated are in line with the incentives provided. Offer incentives to business owners and property owners for improving the appearance of aging shopping centers and retail space.

Timing: A
Responsibility: CD, CM/G

Action CC.3.2.2 Continue to utilize the City of Pinole website to attract attention to Pinole's redevelopment and economic development efforts. Create and maintain an economic development Web page on the City's website with pertinent economic and demographic information as well as profiles of key development sites and vacant buildings available for new businesses.

Timing: O
Responsibility: CD, CM/G

Action CC.3.2.3 Promote and support specialty businesses and ethnically diverse enterprises throughout the city.

Timing: O
Responsibility: CM/G, CD

Action CC.3.2.4 Improve and expand the shopping opportunities in Pinole by expanding efforts and continuing to assist store owners and smaller merchants with rehabilitation and marketing through Pinole's Commercial Rehabilitation Program.

Timing: A
Responsibility: CD

Action CC.3.2.5 Re-examine existing and ongoing redevelopment efforts in Pinole. Take advantage of existing redevelopment projects that are not fully leased to determine whether new uses should be established.

Timing: A
Responsibility: CD

Action CC.4.2.1 Pursue recognition of eligible historic properties by the National Register of Historic Places and California Register of Historical Resources, and consider a variety of ways to identify and document historic buildings and properties throughout the city.

Timing: A/B
Responsibility: CD

Action CC.4.2.2 Maintain an up-to-date inventory of existing historic resources, including artifacts, structures, sites, areas and natural phenomena. Map the location of historic districts and historic and natural resources.

Timing: O
Responsibility: CD, PW

Action CC.4.2.3 Establish a program to identify historical structures, places and events in recognition of their status. This program may include the use of signs, monuments, public art and interpretive exhibits.

Timing: A/B
Responsibility: CD, REC, CM/G

Action CC.4.3.1 Establish review procedures for development projects that recognize the history of the area in conjunction with state and federal laws.

Action CC.4.3.2 Establish a Historic Preservation Ordinance to provide for the appropriate development and maintenance of historic resources and their environment.

Timing: A
Responsibility: CD

Action CC.4.4.1 Consider establishing a historic center (e.g., museum or cultural center) to collect, display, maintain and share information about Pinole's heritage.

Timing: A
Responsibility: CD, REC

Action CC.5.1.1 Support and encourage organizations that are responsible for coordinating cultural events, parades and festivals, coordinating and communicating with cultural and ethnic communities and other activities as determined by the City Council.

Timing: O
Responsibility: CM/G, REC

Action CC.5.1.2 Ensure that design guidelines provide adequate flexibility to accommodate development projects that include design features and cultural identity to celebrate the different cultures that make up Pinole.

Timing: O
Responsibility: CD

Action CC.5.1.3 Encourage and invite cultural groups and organizations to participate/plan/operate citywide events and to showcase the city's cultural diversity at these events.

Timing: O
Responsibility: CM/G, REC

Action CC.5.2.1 Showcase artwork in public venues such as City Hall, public libraries and other places throughout the community.

Timing: O
Responsibility: CM/G, REC

Action CC.5.3.1 Consider utilizing the Community Services Commission or establishing another organization that is responsible for establishing a public art program, directing the use of public funds for art in public places, encouraging the use of art in private development projects, and administering other cultural and artistic programs for the city as deemed appropriate by the City Council.

Timing: A
Responsibility: CM/G

Action CC.5.3.2 Promote the incorporation of monuments, plaques, signs or artwork identifying Pinole's diverse history into development projects, at existing community facilities such as the Senior Center, and on pedestrian and bicycle trails.

Timing: O
Responsibility: CD, REC

GROWTH MANAGEMENT

Action GM.1.1.1 **Regional Planning.** Work with regional planning agencies (e.g., Metropolitan Transportation Commission, Association of Bay Area Governments, Contra Costa Transportation Authority, West Contra Costa Transportation Advisory Committee, Bay Conservation and Development Commission, and Bay Area Air Quality Management District) and transit providers (e.g., WestCAT, AC Transit, and Bay Area Rapid Transit) to address regional land use, transportation and environmental issues.

Timing: O
Responsibility: CM/G, CD, PW

Action GM.1.1.2 **LAFCO.** Work with the Local Agency Formation Commission (LAFCO) to periodically review the efficacy of public services and take advantage of opportunities to defray City costs without sacrificing services.

Timing: O
Responsibility: CM/G, CD

Action GM.1.1.3 **WCCTAC.** Work with WCCTAC to develop and update the Action Plan for Routes of Regional Significance, to establish Multimodal Transportation Service Objectives (MTSOs), and to coordinate planning for projects and programs of regional importance.

Timing: O
Responsibility: PW, CD

Action GM.1.1.4 **CCTA.** Continue to help maintain the Contra Costa Transportation Authority's travel demand modeling system by providing information on proposed improvements to the transportation system and planned and approved development within Pinole.

Timing: O
Responsibility: PW, CD

Action GM.1.1.5 **Emergency Preparedness.** Continue to participate in regional emergency preparedness planning efforts and in shared emergency services and mutual aid opportunities.

Timing: O
Responsibility: CM/G, FD, PW, CD

Action GM.1.1.6 **Hercules.** Endeavor to work with the City of Hercules to address wastewater disposal issues and opportunities to ensure compliance with operating permits, to provide sewage disposal to accommodate anticipated growth, and to remedy existing facilities deficiencies.

Timing: O
Responsibility: CM/G, PW

Action GM.1.1.7 **CCTA**. Continue to maintain the adopted voter-approved Urban Limit Line according to the Principles of Agreement developed by the Contra Costa Transportation Authority.

Timing: O
Responsibility: CD, CM/G

Action GM.2.1.1 **Service Standards.** Periodically monitor, review and update Pinole's service standards to maintain fire, police, parks, sewer, water, and flood control services within Pinole. The following standards will be used to guide decision making through the development review process.

Parks and Recreation

1. **Parks:** 3.0 acres of neighborhood or regional parks, or 5.0 acres of dedicated open space per 1,000 residents.

Fire

Pinole will endeavor to maintain capital facilities, equipment and staffing sufficient to maintain the following service level:

1. **First Engine Company:** 5-minute response time for emergency calls 90 percent of the time.

2. **Water Requirements:** 3,500 gallons per minute (gpm) minimum on initial response assignment.

Police

Pinole will strive to maintain capital facilities, equipment and staffing to maintain a 5-minute response time for emergency calls.

Sanitary Facilities

Pinole will continue to work with Hercules and the West County Wastewater District to monitor, manage and maintain Pinole's wastewater collection and treatment system and to upgrade as necessary to meet permit requirements and capacity needed for current flow amounts and projected future growth.

Water

Verification by East Bay Municipal Utility District (EBMUD) that adequate water supply and quality can be provided shall be required for approval of new development.

Flood Control

1. **Capacity:** Flood protection facilities should be designed to contain a 100-year flood event, as determined by the Federal Emergency Management Agency (FEMA).

2. **Climate Change:** Flood protection improvements should anticipate the probable effect of climate changes as they relate to sea level.

3. **Upstream Improvements:** Coordinate with EBMUD to plan for a detention/diversion basin south of the city to meter peak period flows in Pinole Creek.

Timing: O
Responsibility: CD, PW, PD, FD

Action GM.2.2.1 **Regional Development Mitigation Program.** Participate in the development and implementation of a regional or subregional development mitigation program based on any nexus established through the Action Plan process.

Timing: A (Develop), O (Implement)
Responsibility: CD, CM/G

Action GM.2.2.2 **Growth Management Fees.** Continue participating in the regional development mitigation program to establish fees, exactions, assessments or other mitigation measures to fund regional and subregional transportation improvements. The City will update and collect applicable fees to mitigate impacts of developments on the local and regional transportation system.

Timing: O
Responsibility: CD, PW, CM/G

Action GM.2.2.3 **Growth Management Capital Projects.** Include capital projects, generally showing complete project cost and intended project phasing, in Pinole's annual Capital Improvement Program which are necessary to:

1. Extend services to new development.
2. Maintain traffic standards established in the General Plan.
3. Address the City's responsibilities under the adopted West Contra Costa Action Plan.
4. Maintain standards for fire, police, parks, sewer, water, and flood control established in Pinole's Growth Management Element. (*Note: See Measure J program relating to Capital Improvement Program.)*

Timing: O
Responsibility: CM/G, PW

Action GM.2.2.4 **Development Review.** Participate in regional review of development proposals that have the potential to impact regional facilities, resources and services.

1. Circulate environmental documents to surrounding jurisdictions for review and comment.
2. Submit to the West Contra Costa County Technical Advisory Committee proposed revision(s) to the West County Action Plan to mitigate impacts associated with proposed General Plan amendments over the threshold specified in the adopted West County Action Plan.
3. Participate in the conflict resolution process established by the CCTA in the Growth Management Implementation Documents as a means of resolving disputes between neighboring jurisdictions related to the Action Plan and other Measure C/J transportation-related issues.
4. Ensure that all new development bears a fair share cost of mitigating impacts on the City's ability to provide essential services.

Timing: O (Items 1, 3, 4) A (Item 2)
Responsibility: CD, PW, CM/G

Action GM.2.3.1 Where feasible, development should provide improvements necessary to ensure adequate service to the project and create an adequate mechanism for ensuring ongoing funding for necessary services.

Timing: O
Responsibility: CD, PW

Action GM.2.3.2 Where improvements are needed to serve multiple projects or existing development, the City will maintain a development mitigation program to collect the proportionate share of a development's contribution to capital and service costs associated with regional and local facilities and services needed to support the development. The development mitigation program may include, but not be limited to:

a. Development Impact Fees;

b. User Fees;

c. Quimby Act Fees or other Park and Recreation Fees;

d. Transportation Management Fees; and

e. Connection Fees.

Timing: O
Responsibility: CM/G, CD, PW

Action GM.3.1.1 **Transportation System Management.** Update the Transportation System Management (TSM) ordinance to reflect General Plan policies.

Timing: A
Responsibility: PW, CD

Action GM.3.1.2 **Transportation Demand Management.** Adopt Transportation Demand Management practices that can be applied in new development projects.

Timing: A
Responsibility: PW, CD

Action GM.3.2.1 **Traffic Operations.** Apply the traffic operation standards (level of service) established in the Circulation Element.

Timing: O
Responsibility: PW, CD

Action GM.3.2.2 **Exceptions.** Maintain traffic operation standards at intersections except where:

1. Operations exceed adopted standards but which are expected to meet standards following implementation of projects in the adopted five-year Capital Improvement Program.

2. Alternative modes of transportation are available (e.g., bicycle lanes and facilities, bus transit and shuttle service).

3. Projects result in housing that is affordable to people who work and live in Pinole.

Timing: O
Responsibility: PW, CD

Action GM.3.2.3 **Alternative Modes of Transportation.** Work with regional transportation agencies to develop circulation standards that:

1. Emphasize the movement of people, not solely automobiles, as the performance objective.

2. Adjust service standards to include trips accommodated by bicycle routes and facilities, pedestrian connections and transit service.

Timing: A
Responsibility: PW, CD

Action GM.3.3.1 **Bus Service.** Coordinate with WestCAT and AC Transit to strategically expand commute and local bus services in Pinole. Transit service planning should consider the following:

1. Loop service along primary circulation corridors.

2. Enhanced access to major employment centers or transit hubs to minimize the number of transfers associated with trips.

Timing: O
Responsibility: PW, CD

Action GM.3.3.2 **Carpools and Transit.** The City will develop a plan to make more efficient use of the regional and subregional transportation system that includes the following considerations.

1. Improved access to commuter bus service by enhancing access to nearby park-and-ride facilities or by providing a park-and-ride facility in Pinole to support commuter bus service.

2. Promoting the use of carpools and vanpools.

Timing: A
Responsibility: CM/G, PW, CD

Action GM.3.4.1 **Circulation Corridors.** Adopt the Three Corridors Specific Plan for the San Pablo Avenue, Appian Way and Pinole Valley Road corridors to include bicycle, pedestrian and transit facilities and services and convenient vehicle access.

Timing: A
Responsibility: CD

Action GM.3.6.1 **Discourage Trip Diversion.** Discourage use of San Pablo Avenue through Old Town as a bypass for Interstate 80 through street designs and improvements that slow traffic.

Timing: O
Responsibility: PW, CD

Action GM.3.6.2 **Route of Regional Significance.** Consider designating Fitzgerald Avenue as a route of regional significance that could replace or supplement Appian Way as the north-south route of regional significance in Pinole.

Timing: A
Responsibility: PW, CD

Action GM.4.2.1 **Housing Element Programs.** In accordance with the General Plan's Housing Element, provide housing opportunities in a variety of structure and tenure types for all economic sectors and compositions of households to maintain a jobs/housing balance as a method of potentially reducing commute trip lengths.

Timing: A/O
Responsibility: CD

LAND USE AND ECONOMIC DEVELOPMENT

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.

Timing: A (Adopt), O (Implement)
Responsibility: CD

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

Timing: A
Responsibility: CD

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.

Timing: O
Responsibility: PW, CM/G, CD

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.

Timing: O (Implement existing), A (Create)
Responsibility: CD

Action LU.1.4.1 Maintain the existing code enforcement program.

Timing: O
Responsibility: CD, PD

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

Timing: O
Responsibility: CM/G

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.

Timing: O
Responsibility: PD, CM/G

Action LU.1.4.4 Maintain the rental inspection program.

Timing: O
Responsibility: CM/G, CD, PD

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.

Timing: O
Responsibility: CD

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

Timing: A
Responsibility: CD

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.

Timing: A
Responsibility: CD

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.

Timing: O
Responsibility: CD

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

Timing: A
Responsibility: CD

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

Timing: O
Responsibility: CD

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

Timing: A
Responsibility: CD

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

Timing: A
Responsibility: CD

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.

Timing: A
Responsibility: CD

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.

Timing: A
Responsibility: CD

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

Timing: O
Responsibility: CD

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.

Timing: A
Responsibility: CD

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.

Timing: O
Responsibility: CD

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.

Timing: A
Responsibility: CD

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.

Timing: A
Responsibility: CD

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

Timing: A
Responsibility: REC

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

Timing: A/B
Responsibility: REC

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

Timing: A/B
Responsibility: REC, CM/G

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.

Timing: O
Responsibility: CD

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.

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.

Timing: O
Responsibility: CD

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.

Timing: A/B
Responsibility: CD, REC, PW

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.

Timing: O
Responsibility: CD, REC, PW

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.

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

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 using this site as a railroad stop for commuter railroad between the Bay Area and Sacramento.

f) Consider acquisition of this site for recreational purposes.

g) Consider using a portion of this site for part of the Pinole Creek Restoration Project.

h) Consider using this site for expansion of the Pinole-Hercules Water Pollution Control Plant.

i) Ensure that activities do not create conflicts with natural resources.

Timing: A/B
Responsibility: CD, CM/G

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.

Timing: A
Responsibility: CD, CM/G

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.

Timing: O
Responsibility: CD, CM/G

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.

Timing: O
Responsibility: CM/G, CD

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.

Timing: O
Responsibility: CD, CM/G

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.

Timing: A
Responsibility: CD, PW, CM/G

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.

Timing: A/B
Responsibility: CD, PW, CM/G

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.

Timing: A (Adopt), O (Implement)
Responsibility: CD, PW

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.

Timing: A/B
Responsibility: CD, PW, CM/G

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.

Timing: A (Adopt), O (Implement)
Responsibility: CD, PW

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.

Timing: A
Responsibility: CD, CM/G

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.

Timing: A
Responsibility: PW, CM/G, CD

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.

Timing: O
Responsibility: CD, PW

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.

Timing: A/B
Responsibility: CD, PW, CM/G

CIRCULATION

Action CE.1.1.1 Adopt and implement the Three Corridors Specific Plan.

Timing: A (Adopt), O (Implement)
Responsibility: CD, PW

Action CE.1.1.2 Adopt a Resolution of Support for the designation of Appian Way, San Pablo Avenue and Pinole Valley Road as Preferred Development Areas (PDAs).

Timing: A
Responsibility: CM/G

Action CE.1.1.3 Apply for grants and other funding, as appropriate to implement the PDAs.

Timing: O
Responsibility: CM/G, PW, CD

Action CE.1.2.1 Give priority to projects that will contribute to a reduction in vehicle miles traveled per capita, while maintaining economic vitality and sustainability.

Timing: O
Responsibility: CM/G, CD

Action CE.1.2.2 Require development to provide bus, bicycle, pedestrian and alternative fuel vehicle facilities, as appropriate.

Timing: O
Responsibility: CD, PW

Action CE.1.2.3 Provide safe and convenient access for pedestrians and bicyclists, wherever feasible.

Timing: O
Responsibility: PW, CD

Action CE.1.3.1 Consult with transit providers during review of development proposals.

Timing: O
Responsibility: CD

Action CE.1.3.2 Include facilities that support alternative modes of transportation (pedestrian, bicycles, public transit, electric vehicles, etc.) where feasible.

Timing: O
Responsibility: CD, PW

Action CE.1.4.1 Study the feasibility of increasing public transit frequency in areas currently served, and continue evaluating the possibility of expanding service to areas currently without service.

Timing: A (Study), O (Evaluate)
Responsibility: PW, CD

Action CE.1.4.2 Include links to public transit resources, bike trails maps, pedestrian trails maps and carpool/van pool information on the City's website.

Timing: A
Responsibility: CM/G

Action CE.1.4.3 Pursue extension of rapid bus service to Pinole and enhance transit facilities that serve Pinole users.

Timing: A (Pursue), O (Enhance)
Responsibility: PW, CM/G

Action CE.1.4.4 Support provision of wayfinding signage and markers for transit stops and multi-use trails.

Timing: O
Responsibility: PW, REC

Action CE.1.5.1 Enhance existing and provide additional bus shelters and other amenities that support transit use, where feasible and appropriate.

Timing: O
Responsibility: PW

Action CE.1.6.1 Coordinate the integration of local and regional transit with transportation agencies and other jurisdictions.

Timing: O
Responsibility: CM/G, PW

Action CE.1.6.2 Work with WestCAT, AC Transit and other transit providers to support expanded transit lines and increased frequency of service on major transit arterials.

Timing: O
Responsibility: CM/G, PW

Action CE.2.1.1 Work with local and regional jurisdictions in the preparation of regional and State-mandated regional plans.

Timing: O
Responsibility: CM/G, CD, PW

Action CE.2.1.2 Work with WCCTAC to develop and update the Action Plan for Routes of Regional Significance, to establish Multimodal Transportation Service Objectives (MTSOs), and to coordinate planning for projects and programs of regional importance.

Timing: A
Responsibility: CM/G, PW, CD

Action CE.2.1.3 Work with emergency service providers to ensure the transportation system facilitates efficient service delivery and protects public safety.

Timing: A
Responsibility: FD, CM/G

Action CE.2.2.1 Work with Caltrans and adjacent jurisdictions to improve the operational performance of I-80 and local transit corridors designated Priority Development Areas (San Pablo Avenue, Appian Way and Pinole Valley Road).

Timing: O
Responsibility: PW, CD

Action CE.2.2.2 Work with Caltrans in analyzing the performance of freeway interchanges located in the General Plan area and seek appropriate improvements.

Timing: O
Responsibility: PW, CM/G, CD

Action CE.2.2.3 Improve the principal arterial gateways to Pinole to facilitate the movement of traffic flowing into and out of the city.

Timing: A/B
Responsibility: PW

Action CE.3.1.1 Work with WCCTAC and CCTA to revise the Action Plan level of service standard for San Pablo Avenue within Old Town to LOS F.

Timing: A/B
Responsibility: PW, CD

Action CE.3.1.2 Project applicants shall provide a traffic study forecasting traffic impacts, identifying deficient roadways and intersections, and providing an implementation plan for needed improvements to the satisfaction of the Public Works Director/City Engineer.

Timing: O
Responsibility: PW, CD

Action CE.3.1.3 The City shall develop a Roadway/Trail Master Plan to improve the sidewalk, bike trail, pedestrian trail and roadway system, as necessary for buildout of the General Plan.

Timing: A/B
Responsibility: PW, CD, REC

Action CE.3.3.1 Establish a mechanism for collecting appropriate fees from development projects that will offset negative impacts on LOS thresholds.

Timing: A
Responsibility: PW, CM/G, CD

Action CE.3.3.2 Adopt traffic impact fees that are based upon peak hour trip generation.

Timing: A
Responsibility: PW, CM/G, CD

Action CE.3.4.1 Construct necessary improvements to intersections to ensure that the applicable levels of service mentioned in Policy CE.3.1 are achieved.

Timing: O
Responsibility: PW

ACTION CE.4.3.1 Study multimodal impact fees to determine an appropriate amount and means of assessing them.

Timing: A
Responsibility: PW, CM/G, CD

Action CE.4.4.1 Before funding transportation improvements that increase roadway capacity and vehicle miles traveled, the City will evaluate the feasibility and effectiveness of funding projects that support alternative modes of transportation and reduced vehicle miles traveled, including transit and bicycle and pedestrian access.

Timing: O
Responsibility: PW, CD

Action CE.4.4.2 Roadways experiencing or forecast to experience worse than applicable level of service conditions (unstable or forced traffic flows) shall be improved, unless economic conditions, community character issues or public health, safety or welfare factors are such that needed improvements would be detrimental to other City goals and objectives.

Timing: O
Responsibility: PW, CD

Action CE.5.1.1 Continue to encourage shared parking facilities for both private businesses and public agencies.

Timing: O
Responsibility: CD, PW, CM/G

Action CE.5.1.2 Continue to maintain the Old Town parking district as described in **Figure 7.5**.

Timing: O
Responsibility: CD

Action CE.5.2.1 Consider as needed the use of timed/metered parking to discourage long-term parking in Old Town, provided resources are available for enforcement.

Timing: A
Responsibility: CM/G, PD

Action CE.5.4.1 Allow reduction of minimum on-site parking requirements for development that includes exceptional features that support multiple modes of transportation.

Timing: O
Responsibility: CD

Action CE.5.4.2 Encourage shared parking programs in mixed-use and transit-oriented development areas.

Timing: O
Responsibility: CD

Action CE.6.1.1 Designate a certain percentage of parking spaces for ride-sharing vehicles.

Timing: O
Responsibility: CD

Action CE.6.1.2 Require the development of Transportation Management Associations (TMA) for large employers and commercial/industrial complexes. These TMAs would develop plans to encourage their employees to use some form of collective transportation to commute to and from work. These plans should not only include information regarding rideshare lists and available transit, but may also include provision of transit passes, preferential parking and other incentives to participating employees.

Timing: O
Responsibility: CD, PW

Action CE.6.2.1 Coordinate with ride-sharing programs to provide up-to-date lists of potential riders and to educate the public on commuting options.

Timing: O
Responsibility: CM/G

Action CE.6.2.2 Encourage the development of employer-funded vanpool and shuttle bus services to new employment centers.

Timing: O
Responsibility: CM/G, CD

Action CE.6.2.3 Encourage employer provision of information on alternative modes of transit.

Timing: O
Responsibility: CM/G

Action CE.6.2.4 Encourage employers to offer flextime arrangements to their employees in order to reduce the percentage of trips made during peak hours.

Timing: O
Responsibility: CM/G

Action CE.6.2.5 Work with schools to encourage carpooling and a flexible class schedule in order to reduce the percentage of trips made during peak hours.

Timing: O
Responsibility: CM/G

Action CE.6.2.6 Establish and apply minimum carpool requirements for all nonresidential developments.

Timing: A (Establish), O (Apply)
Responsibility: CD

Action CE.6.3.1 Encourage and utilize shuttles to serve neighborhoods, employment centers and major destinations.

Timing: O
Responsibility: PW, CM/G

Action CE.6.3.2 Work with existing shuttle service providers to coordinate their services with other forms of transit, special events and work centers.

Timing: O
Responsibility: PW, CM/G

Action CE.6.3.3 Encourage home offices, live/work sites and satellite work centers in appropriate locations.

Timing: O
Responsibility: CM/G, CD

Action CE.6.3.4 Encourage telecommuting options through public outreach and with new and existing employers, as appropriate.

Timing: O
Responsibility: CM/G

Action CE.6.3.5 Explore the potential for creation of a transportation assessment district to help fund transportation improvements and repairs throughout the city.

Timing: A/B
Responsibility: CM/G, PW

Action CE.6.3.6 Explore the creation of a network of park-and-ride facilities to support and encourage the use of regional transit.

Timing: A/B
Responsibility: CM/G, PW, CD

Action CE.6.3.7 Identify and correct gaps in the pedestrian travel network, whenever feasible.

Timing: O
Responsibility: PW, CD

Action CE.7.1.1 Develop street design and bikeway design standards to address all street users, autos, public transit, bicycles and pedestrians of all ages and abilities.

Timing: A
Responsibility: PW, CD

Action CE.7.1.2 Prepare and regularly update a Pinole bikeways map and make it available on the City's website.

Timing: A (Prepare), O (Update)
Responsibility: REC, PW, CM/G

Action CE.7.1.3 Provide safe access to public transportation and other non-motorized uses through construction of dedicated bicycle paths.

Timing: O
Responsibility: PW, REC, CM/G

Action CE.7.2.1 Establish engineering standards for pedestrian and bicycle facilities.

Timing: A
Responsibility: PW

Action CE.7.2.2 Require provision of adequate, convenient and secure bike parking in conjunction with private development.

Timing: O
Responsibility: CD

Action CE.7.2.3 Provide public bike parking as funding is available.

Timing: O
Responsibility: PW, CM/G

Action CE.7.2.4 Require projects to include bicycle facilities, as appropriate.

Timing: O
Responsibility: CD, PW

Action CE.7.3.1 Where feasible, provide bike racks along these trails at safe, lighted locations.

Timing: O
Responsibility: REC, PW

Action CE.7.3.2 Pursue enhanced funding for bicycle and pedestrian facilities and access projects.

Timing: O
Responsibility: PW, CM/G

Action CE.7.3.3 Adopt bicycle parking standards that encourage and facilitate bicycle travel.

Timing: A
Responsibility: PW

Action CE.7.3.4 Minimize bicycle/pedestrian/motor vehicle conflicts by providing proper trail, street and intersection design and separation.

Timing: O
Responsibility: PW, CD

Action CE.7.4.1 Assist in the development and dissemination of public education programs to promote bicycle safety.

Timing: O

Responsibility: PW, CM/G

Action CE.8.1.1 As feasible, ensure that all intersections in areas with pedestrian usage are signalized with curb ramps, bulbouts, high-contrast crosswalks and pedestrian actuation, and other safety measures.

Timing: O
Responsibility: PW

Action CE.8.1.2 Where feasible, use landscaping or physical barriers on high-capacity arterials to separate vehicles and pedestrians.

Timing: O
Responsibility: PW

Action CE.8.3.1 In conjunction with the public school system and other appropriate public facilities and programs, assist in developing public education programs to promote pedestrian safety.

Timing: O
Responsibility: PW, CM/G

Action CE.8.3.2 Ensure that all intersections near schools are signalized with curb ramps, high-contrast crosswalks and pedestrian actuation, where feasible.

Timing: O
Responsibility: PW

Action CE.8.3.3 Actively support the Safe Routes to Schools program, including making use of available funding and technical assistance.

Timing: O
Responsibility: CM/G, PW, CD

Action CE.8.4.1 Use strategic planning to establish land use patterns that encourage mixed-use, walkable development.

Timing: O
Responsibility: CD

COMMUNITY SERVICES AND FACILITIES

Action CS.1.1.1 Continue to upgrade the Public Safety Building to ensure adequate parking and evidence storage.

Timing: O
Responsibility: PD, FD

Action CS.1.1.2 Develop and implement a plan to update safety features on public buildings, including necessary security upgrades to the Emergency Operations Center.

Timing: A/B (Develop), O (Implement)
Responsibility: PW, PD, FD

Action CS.1.1.3 Conduct a study of the feasibility of establishing new neighborhood community centers or outreach services in areas not presently served.

Timing: A/B
Responsibility: CM/G, PW

Action CS.1.1.4 The City shall increase the energy efficiency and hazard resistance of public buildings.

Timing: O
Responsibility: PW, CM/G

Action CS.1.3.1 Explore the possibility of providing mobile City services and satellite offices.

Timing: A/B
Responsibility: CM/G, PW

Action CS.1.3.2 Explore the possibility of developing a community shuttle service that would transport community members to and from City facilities.

Timing: A/B
Responsibility: CM/G, PW

Action CS.1.3.3 Ensure that all public buildings and facilities are compliant with accessibility standards and meet the access needs of physically challenged individuals.

Timing: O
Responsibility: PW

Action CS.1.3.4 The City shall periodically prepare and update the Recreation Park and Facility Master Plan to monitor the condition of recreation facilities and to ensure community needs are adequately addressed.

Timing: A/B
Responsibility: REC

Action CS.1.4.1 Review Structure Designs. Involve law enforcement agencies in review of the design of new and rehabilitated buildings, including lighting and landscaping, to identify ways to increase resident safety.

Timing: O
Responsibility: PD, CD

Action CS.1.5.1 Conduct a study to determine the needs Pinole has for a Corporation Yard and where the best location for said yard will be.

Timing: A
Responsibility: PW, CM/G, CD

Action CS.2.1.1 Explore alternative funding options to increase police services to the community.

Timing: O
Responsibility: CM/G, PD

Action CS.2.2.1 The City will work with criminal justice agencies and community groups to support programs that offer information about community policing, reporting of child and adult abuse and neglect, and other crime prevention techniques.

Timing: O
Responsibility: PD, CM/G

Action CS.2.2.2 The City will support efforts to strengthen and expand neighborhood watch programs and encourage businesses to participate in these programs.

Timing: O
Responsibility: PD, CM/G

Action CS.2.2.3 Work with law enforcement agencies and community groups to promote cleanup, graffiti removal and other neighborhood beautification efforts.

Timing: O
Responsibility: PD, CM/G

Action CS.2.3.1 Continue working with members of Battalion 7 and other emergency services providers to optimize the allocation of resources and most efficiently provide mutual aid in Pinole and surrounding communities.

Timing: O
Responsibility: FD, CM/G

Action CS.2.3.2 Explore organizational and facility changes that could support the continuation of services in a more cost-effective manner.

Timing: A
Responsibility: FD, CM/G

Action CS.2.3.3 Implement organizational changes and necessary capital improvements through the annual budget and Capital Improvement Program, and explore alternative funding opportunities to support such changes.

Timing: O
Responsibility: FD, CM/G, PW

Action CS.2.3.4 The City will encourage public education regarding fire prevention, safety and first aid medical procedures.

Timing: O
Responsibility: FD, CM/G

Action CS.2.3.5 The Fire Department will strive to provide on-scene response to emergency incidents in the city within 5 minutes 95% of the time.

Timing: O
Responsibility: FD, CM/G

ACTION CS.2.3.6 The City will develop a Fire Safety Operations Assessment that identifies and compares different approaches to the provision of emergency services and identifies needed facilities and an appropriate organizational structure to provide cost-effective fire and emergency medical services.

Timing: A
Responsibility: FD, CM/G

Action CS.2.3.7 In order to continue to provide fire service, the City shall solidify funding for fire services by seeking an extension of the City's Utility Tax. If the City's Utility Tax is not renewed, alternative funding sources shall be researched to ensure adequate funding for City fire services.

Timing: O
Responsibility: FD, CM/G

Action CS.2.4.1 Examine alternative open space ownership structures that could reduce the City's fire safety maintenance obligations.

Timing: A/B
Responsibility: FD, CM/G

Action CS.2.4.2 Examine opportunities to create all-weather emergency vehicle access through open space in order to shorten response times and improve mutual aid between Pinole, Hercules and El Sobrante.

Timing: A
Responsibility: FD, CM/G

Action CS.2.5.1 Work with public safety and health and human services agencies countywide to maintain interagency and public communications systems that will provide mutual aid and be reliable during and following an emergency.

Timing: O
Responsibility: PD, FD, CM/G

Action CS.2.5.2 Establish educational materials and offer seminars in schools and other civic and neighborhood locations to teach citizens how to prepare for emergencies.

Timing: A (Establish), O (Offer)
Responsibility: PD, FD, CM/G

Action CS.2.5.3 Work with neighborhood groups and other civic organizations to establish councils that will conduct a variety of disaster-preparedness functions, including emergency response training and removal of vegetation around buildings in areas prone to high or very high fire hazard.

Timing: A
Responsibility: PD, FD, CM/G

Action CS.2.5.4 Locate and design emergency buildings and vital utilities, communication systems and other public facilities so that they can remain operational during and after an emergency or disaster.

Timing: O
Responsibility: PW, PD, FD

Action CS.2.5.5 Develop Evacuation Plans. Work with agencies that provide emergency preparedness, response and recovery services to formulate definitive plans and procedures for evacuation of hazard-prone areas.

Timing: A/B
Responsibility: PD, FD, CM/G, CD

Action CS.2.5.6 The City will continue to work with regional partners on the development and implementation of and necessary updates to a hazard mitigation plan to help protect the public in the event of likely natural and man-made hazard events.

Timing: O
Responsibility: FD, CD, PW, CM/G

Action CS.2.6.1 Prepare an inventory of the Corporation Yard facility and service needs and identify alternative locations for housing the Corporation Yard.

Timing: A/B
Responsibility: PW, CM/G, CD

Action CS.2.6.2 Make needed improvements to the Public Safety Building as funds become available. Improvements include, but are not limited to, security upgrades, expansion of the Property/Evidence Room, and expansion of, and reconfigured access to, the secure parking area.

Timing: A/B
Responsibility: PW, CM/G, PD

Action CS.2.6.3 Upgrade the Emergency Operations Center (EOC) to maintain a state of readiness, which may require setting aside dedicated space for the EOC.

Timing: A/B
Responsibility: PW, PD, CM/G

Action CS.2.6.4 The City will create an ongoing maintenance fund for all public facilities with a focus on preventative maintenance to reduce long-term costs.

Timing: A/B
Responsibility: CM/G

Action CS.3.1.1 The City will utilize the Recreation Park and Facility Master Plan to identify areas that are underserved by recreation facilities and identify opportunity sites that may satisfy existing and projected park and recreation needs.

Timing: O
Responsibility: REC, PW

Action CS.3.1.2 The City will work with community organizations, nonprofit and civic groups, and local schools to provide high-quality recreation programs that address the recreation needs of all ages and cultural interests of the community.

Timing: O
Responsibility: REC

Action CS.3.1.3 The City will seek available funding opportunities to support recreation in Pinole and to leverage available City and Redevelopment Agency financial resources.

Timing: O
Responsibility: CD, CM/G

Action CS.3.2.1 Utilize Pinole's website and e-mail blasts to inform the public on community opportunities to use Pinole's recreation options.

Timing: O
Responsibility: REC, CM/G

Action CS.3.2.2 Explore possibilities with the school district and local medical offices to offer educational programs on health and well-being that combine with utilization of Pinole's recreation options.

Timing: O
Responsibility: REC

Action CS.3.3.1 Complete a map of Pinole's trail system and offer copies to the community.

Timing: A
Responsibility: REC

Action CS.3.3.2 Develop and implement a plan to close the gap in the Bay Trail along Pinole's shoreline.

Timing: A/B
Responsibility: REC, CD, PW

Action CS.3.3.3 Participate in the San Francisco Bay Area Water Trail.

Timing: O
Responsibility: REC, CD, CM/G, PW

Action CS.3.3.4 Implement the trail improvements identified in the Pinole Creek Greenway Master Plan.

Timing: A/B
Responsibility: REC, PW, CD

Action CS.3.3.5 Work with the East Bay Regional Parks District to extend trail connections from San Pablo Bay to southern ridgelines in and adjacent to Pinole.

Timing: O
Responsibility: REC, PW, CD

Action CS.3.3.6 Explore alternative funding options to acquire land to expand Pinole's trail system.

Timing: O
Responsibility: REC, CM/G, PW

Action CS.3.3.7 Where possible, secure rights to public access and incorporate trail improvements in development proposals.

Timing: O
Responsibility: CD, REC

Action CS.3.4.1 Prepare and implement a Recreation Facility Master Plan to ensure that the amount of available recreation space is adequate to meet ongoing recreation service needs over time.

Timing: O
Responsibility: REC, PW, CD

Action CS.3.4.2 Future park sites should be planned for neighborhoods that do not currently have a park within walking or bicycling distance.

Timing: O
Responsibility: REC, CD, PW

Action CS.3.4.3 Review of development proposals shall be organized in conjunction with the Recreation Department in order to designate sites for new parks and recreation facilities.

Timing: O
Responsibility: CD, REC

Action CS.3.4.4 Consider allowing incentives such as density bonuses for development projects that provide parks and/or recreational open space.

Timing: O
Responsibility: CD, REC, CM/G

Action CS.3.4.5 Implement a program to acquire recreational open space areas and permanently protect the land from other future development.

Timing: A/B
Responsibility: REC, CM/G

Action CS.3.4.6 Utilize community facilities districts, Mello-Roos and/or lighting districts to provide funding for ongoing maintenance and operation of parks and recreation facilities.

Timing: O
Responsibility: REC, CM/G

Action CS.3.4.7 The City shall seek out opportunities to work with other government agencies, local land trusts, and other stakeholder groups and organizations to expand park and recreation opportunities within or in close proximity to Pinole.

Timing: O
Responsibility: REC, CM/G, CD, PW

Action CS.4.3.1 Develop and implement a program to increase vehicle, bicycle and pedestrian safety and provide safe routes to each Pinole school.

Timing: O
Responsibility: REC, PW, CM/G, CD

Action CS.4.3.2 The City shall work with the West Contra Costa Unified School District and private education providers to maximize transportation options to and from schools that reduce greenhouse gas emissions and ensure safe routes to schools for all students.

Timing: O
Responsibility: CM/G, PW, CD

Action CS.4.5.1 Provide optimum daily access to library services.

Timing: O
Responsibility: CM/G

Action CS.4.5.2 Provide quality library services in a cost-effective manner.

Timing: O
Responsibility: CM/G

Action CS.4.5.3 Examine options for grants and other alternative funding to increase library services.

Timing: O
Responsibility: CM/G

Action CS.4.5.4 Encourage community groups and organizations to interact and include library services in their programs.

Timing: O
Responsibility: CM/G, REC

Action CS.4.5.5 Use technology to optimize the development and delivery of library resources and services.

Timing: O
Responsibility: CM/G

Action CS.4.5.6 Continue to provide a strong central library with extension services and facilities for people who do not have reasonable access to the main library.

Timing: O
Responsibility: CM/G

Action CS.4.5.7 Cooperate with other public and private agencies to improve library services.

Timing: O
Responsibility: CM/G

Action CS.4.5.8 Assist the County and library with exploring alternative sites for the library in Pinole.

Timing: O
Responsibility: CM/G

Action CS.5.2.1 The City shall investigate establishing new guidelines requiring water use restrictions for irrigation systems and use of drought-resistant and native plants in landscaping.

Timing: A/B
Responsibility: CD, PW

Action CS.6.1.1 The City shall ensure that all parts of the wastewater collection system are maintained in adequately safe condition.

Timing: O
Responsibility: PW

Action CS.6.1.2 The City shall implement treatment plant improvements as necessary to ensure that all permit requirements are met and the system is adequate to accept and treat all flows.

Timing: O
Responsibility: PW

Action CS.6.1.3 The City will continue to implement a program to inspect and repair the City's sewer collection system to reduce both infiltration and inflow.

Timing: O
Responsibility: PW

Action CS.6.1.4 New sewer collection and transmission systems shall be designed and constructed to minimize potential inflow and infiltration, and the existing collection system will be upgraded to reduce inflow and infiltration.

Timing: O
Responsibility: PW

Action CS.6.2.1 The Pinole Public Works Department shall be given the opportunity to review and make recommendations on all new development proposals to ensure there is adequate capacity to serve the project.

Timing: O
Responsibility: PW, CD

Action CS.6.2.2 The City will strive to prepare a capital replacement plant management report and update as needed to implement Goal CS.6.

Timing: O
Responsibility: CM/G, PW

Action CS.6.2.3 The City will strive to update the Water Pollution Control Plant to improve the plant's ability to process solids to solve the imbalance in solids processing that has reduced the actual capacity of the plant.

Timing: O
Responsibility: CM/G, PW

Action CS.6.5.1 The City will strive to minimize the use of hypochlorite in the treatment of wastewater and explore other feasible treatment options.

Timing: O
Responsibility: PW

Action CS.7.3.1 The City will continue to work together with the East Bay Municipal Utility District and Contra Costa Flood Control District and other regional partners to develop detention basins in the upper reaches of the Pinole Creek watershed to benefit biological resources and reduce flooding hazards.

Timing: O
Responsibility: PW

Action CS.7.4.1 The City will continue to work with the Contra Costa Flood Control District and other regional partners to establish a long-term funding source for Pinole Creek flood control maintenance and habitat restoration efforts.

Timing: O
Responsibility: PW, CM/G

Action CS.8.1.1 Continue to work with the West Contra Costa Integrated Waste Management Authority in order to meet or exceed the waste diversion requirements from AB 939 or subsequent legislation to reduce waste entering the landfill by increasing the diversion rate.

Timing: O
Responsibility: PW

Action CS.8.1.2 Encourage Pinole residents, businesses and industries to reduce the use of non-biodegradable and non-recyclable materials, including reduced use of packaging and use of reusable, rather than disposable, products.

Timing: O
Responsibility: CM/G, PW

Action CS.8.1.3 New construction sites, as required by State Law, shall provide for the salvage, reuse or recycling of construction and demolition materials.

Timing: O
Responsibility: CD, PW

Action CS.8.1.4 Public buildings will incorporate on-site storage facilities for recycled materials.

Timing: O
Responsibility: PW

Action CS.8.2.1 Distribute public education materials on solid waste source reduction, recycling and composting, and the proper handling of household hazardous waste.

Timing: O
Responsibility: PW, CM/G, REC

Action CS.8.2.2 Increase opportunities for safe disposal or recycling of electronic waste (e-waste) and hazardous waste by residents and businesses in Pinole.

Timing: A
Responsibility: PW, CM/G, REC

Action CS.8.2.3 Continue community-wide efforts, such as the regular area swap meets, to minimize waste.

Timing: O
Responsibility: CM/G

Action CS.9.1.1 Continue to encourage the use of solar energy, both active and passive, in the orientation and design of all new construction projects.

Timing: O
Responsibility: PW (City buildings), CD (Private development)

Action CS.9.1.2 Continue efforts to convert public buildings to solar power wherever possible.

Timing: O
Responsibility: PW, CM/G

Action CS.9.1.3 Where possible, the City will replace vehicles in the motor pool with energy-efficient vehicles or vehicles that use alternative forms of energy.

Timing: O
Responsibility: PW, CM/G, PD, FD

Action CS.10.1.1 The City will continue to actively participate on the West Contra Costa Transportation Advisory Committee (WCCTAC).

Timing: O
Responsibility: PW, CM/G

Action CS.10.1.2 The City will work with WestCAT, AC Transit and other transit providers to support expanded transit lines and increased frequency of service on major transit arterials.

Timing: O
Responsibility: PW, CM/G

Action CS.10.2.1 The City will continue to update the pavement management program to ensure roadway infrastructure is adequately maintained.

Timing: O
Responsibility: PW

Action CS.10.2.2 The City will prepare a citywide sidewalk conditions inventory and incorporate necessary improvements in the Capital Improvement Program to ensure safe pedestrian access throughout the community.

Timing: A/B
Responsibility: PW, CM/G

Action CS.10.2.3 The City will systematically construct new sidewalks at locations determined through the sidewalk condition inventory and the Transportation and Pedestrian Safety (TAPS) Advisory Committee.

Timing: O
Responsibility: PW

Action CS.11.1.1 The City will utilize public access television to regularly share information and broadcast important City events.

Timing: O
Responsibility: CM/G, REC

Action CS.11.2.1 The City will maintain an easily navigable website and post useful information about available City services, events and programs.

Timing: O
Responsibility: CM/G

Action CS.11.2.2 The City will make strategic equipment purchases to keep pace with evolving technology and ensure efficient, accessible communication.

Timing: O
Responsibility: CM/G

Action CS.11.3.1 The City will expand the range of information and services accessible exclusively through the Internet as technology evolves to improve efficiency and conserve financial resources.

Timing: O
Responsibility: CM/G

Action CS.11.3.2 The City will provide links on its website to information from other organizations that benefits the public and addresses frequently asked questions.

Timing: O
Responsibility: CM/G

Action CS.11.4.1 The City will seek improved information management and communications technologies to improve service delivery and conserve financial resources.

Timing: O
Responsibility: CM/G

Action CS.11.5.1 The City will prepare a Fiber Optic System Master Plan to ensure that needed infrastructure is planned for, and ultimately installed, throughout the city.

Timing: A/B
Responsibility: CD, CM/G

Action CS.11.5.2 The City will establish public/private partnerships to share fiber optic technology and defray City expenses from installing and operating a fiber optic network.

Timing: O
Responsibility: CM/G

HEALTH AND SAFETY

Action HS.1.1.1 Maintain detailed hazard maps for use in development review.

Timing: O
Responsibility: CD, PW, PD, FD

Action HS.1.1.2 Maintain and implement the Emergency Operations Plan (EOP), including necessary training, emergency preparedness drills and community education.

Timing: O
Responsibility: PD, FD, CM/G

Action HS.1.1.3 Adopt a Very High Fire Hazard Severity Zone (VHFHSZ) ordinance to implement regulations.

Timing: A
Responsibility: FD, CM/G

Action HS.1.1.4 Apply Crime Prevention Through Environmental Design (CPTED) principles when planning for public and private improvements.

Timing: O
Responsibility: PD, CD

Action HS.1.1.5 Maintain and expand where feasible the network of surveillance cameras in the community to discourage and help investigate criminal activity based on Police Department advice and experience.

Timing: O
Responsibility: PD, PW, CM/G

Action HS.1.2.1 Regulate new pipeline development through the Use Permit process. Require new development to screen, protect or underground all utilities and provide underground connections to improve public safety as well as the city's appearance.

Timing: O
Responsibility: CD

Action HS.1.2.2 Evaluate ongoing fire protection and emergency medical service delivery in the community, and identify sites for potential relocation of existing fire stations on the General Plan Land Use Map to improve service coverage and decrease response times.

Timing: O
Responsibility: FD, PD, CM/G

Action HS.2.1.1 Work with creek restoration stakeholders to implement the Pinole Creek Vision Plan and Greenway Master Plan during review of specific development proposals.

Timing: O
Responsibility: CD

Action HS.2.1.2 Continue to seek funding to implement the Pinole Creek Vision Plan, Greenway Master Plan, and Restoration Project.

Timing: O
Responsibility: CM/G, CD, PW

Action HS.2.1.3 Establish land use controls for properties that abut Pinole Creek in order to minimize potential conflicts between flood, resource protection and recreational goals. This action could be accomplished by adopting a creek ordinance.

Timing: A/B
Responsibility: CD, PW

Action HS.2.2.1 Establish a land use designation for land to be set aside for detention basin purposes and seek out opportunities to establish detention basins to better protect the community from flooding hazards.

Timing: A/B
Responsibility: CD, PW

Action HS.2.4.1 Create a long-range plan to govern the San Pablo Bay waterfront and any other areas that may be impacted by changes in sea level.

Timing: A/B
Responsibility: CD, CM/G, PW

Action HS.2.5.1 Require project applicants to investigate and report on project impacts on stormwater runoff and the wastewater treatment plant and ensure that project-specific impacts are mitigated.

Timing: O
Responsibility: CD, PW, S

Action HS.2.5.2 Seek funding to upgrade facilities to reduce inflow and infiltration and treat runoff.

Timing: O
Responsibility: PW, CM/G

Action HS.3.1.1 Continually update the geologic hazard map with new information provided by geotechnical studies.

Timing: O
Responsibility: CD, PW

Action HS.3.4.1 Update the Building Code and other codes as necessary to address earthquake, fire and other hazards, and support programs for the identification, abatement or mitigation of existing hazardous structures.

Timing: O
Responsibility: CD, FD

Action HS.3.4.2 Implement actions to address safety issues related to unreinforced masonry buildings in coordination with historic preservation policies and programs.

Timing: O
Responsibility: CD

Action HS.3.4.3 Ensure that sites in Pinole which are contaminated with hazardous substances are cleaned through decontamination of soils, treatment, and filtration of groundwater.

Timing: O
Responsibility: PW, S, CM/G

Action HS.3.5.1 Work with Contra Costa County and other regional partners to implement the County Hazardous Waste Management Plan and notify the public about locations and opportunities to properly dispose of household hazardous materials.

Timing: O
Responsibility: CM/G, PW

Action HS.3.5.2 Use the Conditional Use Permit and Encroachment Permit process to ensure pipeline safety when construction occurs. New developments should screen, protect or underground all gas, electric and communication lines, screen facilities (e.g., transformers) as safety and conditions require, and provide underground connections when feasible, to improve public safety and the city's appearance.

Timing: O
Responsibility: PW

Action HS.3.5.3 A comprehensive investigation of hazardous materials storage tanks should be undertaken for specific sites when development is proposed. The potential hazard of any tanks or former tank sites found should then be evaluated using California EPA and local regulatory guidelines, and sites shall be remediated as needed.

Timing: O
Responsibility: CD

Action HS.3.5.4 At the time of new development, any known or discovered hazardous material should be cleaned up and any impacts mitigated as required by the governing law.

Timing: O
Responsibility: CD

Action HS.3.7.1 Consider adoption of a habitat protection ordinance that would identify and protect areas of biological value, including streams, creeks and wetlands. The ordinance would include setbacks from creeks, guidelines for avoidance of filling of creeks or wetlands and destruction of riparian vegetation, standards for compensation of habitat loss (as established by City of Pinole General Plan (1995) Open Space and Environmental Protection 7-9), and requirements for mitigation, monitoring and habitat enhancement plans. The ordinance would also cover implementation and enforcement of specific criteria to ensure that safety, natural resources and aesthetic values of Pinole Creek, other creeks and major drainages are protected and enhanced.

Timing: A/B
Responsibility: CD, PD, CM/G

Action HS.3.7.2 Establish riparian and stream restoration programs that include stormwater treatment, erosion control measures, stream cleanup projects and revegetation plans for denuded areas. These programs may also result in the removal of invasive, non-native vegetation that would be replaced with native plant materials to stabilize slopes and enhance wildlife habitat.

Timing: O
Responsibility: PW, CM/G, CD, REC

Action HS.4.1.1 Maintain and implement the Emergency Operations Plan (EOP), including periodic training exercises.

Timing: O
Responsibility: PD, FD, CM/G

Action HS.4.1.2 Continue working with Contra Costa County and other concerned agencies to adopt a regional Emergency Response Plan (ERP).

Timing: O
Responsibility: PD, FD, CM/G

Action HS.4.1.3 The City Fire Department staff shall review newly proposed or modified roadway designs (e.g., median modifications and speed humps) to ensure that they do not significantly impair movement of emergency vehicles and equipment.

Timing: O
Responsibility: CD, PD, FD, PW

Action HS.4.1.4 Locate and design emergency buildings and vital utilities, communication systems and other public facilities so that they remain operational during and after an emergency or disaster.

Timing: O
Responsibility: PW, CM/G, FD, PD, REC, CD

Action HS.4.1.5 Establish an emergency warning/notification system in Pinole to notify the public during a natural or man-made disaster. Provide a public communication system to help advise the public about how best to respond during the recovery phase of a disaster and notify the community when safety has been restored.

Timing: A/B
Responsibility: CM/G, PD, FD

Action HS.4.1.6 The City shall increase the number of individuals that receive Citizen Emergency Response Training to increase emergency preparedness within the city and encourage greater self-reliance during and after a natural or man-made hazard event.

Timing: O
Responsibility: CD

Action HS.4.2.1 Publicize disaster plans and promote resident awareness and caution regarding hazards, including soil instability, earthquakes, flooding and fire. Maintain detailed hazard maps for use in development review.

Timing: O
Responsibility: CM/G, CD

Action HS.4.2.2 Develop and adopt a pre-disaster ordinance for post-disaster recovery and reconstruction that includes provisions for debris clearance, damage assessment, demolitions, re-occupancy and building moratorium criteria, fee waivers and deferrals, and expedited permitting procedures for repair and reconstruction.

Timing: A/B
Responsibility: PD, FD, CM/G

Action HS.4.2.3 Coordinate with local, regional, state and federal agencies regarding a potential rise in sea level.

Timing: A/B
Responsibility: CD, CM/G

Action HS.4.3.1 Develop a fiber optic network plan that can provide visual access for emergency services providers and assist with crime prevention and the monitoring of critical public facilities (e.g., storm drain and flood protection facilities).

Timing: A/B
Responsibility: CD, CM/G, PW, PD

Action HS.4.3.2 Incorporate necessary improvements into new and substantially remodeled structures to ensure that emergency service providers are able to transmit and receive radio communications within structures.

Timing: O
Responsibility: CD, PD, FD

Action HS.5.1.1 Support the location of ancillary employee services, including child care, restaurants, banking facilities and convenience markets, at major employment centers for the purpose of reducing mid-day vehicle trips.

Timing: O
Responsibility: CD

Action HS.5.2.1 Encourage compact, transit-oriented development within one-quarter to one-half mile of transit stations and transit service stops along transit corridors.

Timing: O
Responsibility: CD, CM/G

Action HS.5.2.2 Continue to work with transportation and transit agencies and organizations to improve transit service and encourage increased ridership.

Timing: O
Responsibility: PW, CM/G

Action HS.5.2.3 Adopt and implement the Three Corridors Specific Plan for commercial corridors along San Pablo Avenue, Pinole Valley Road and Appian Way, establishing mixed-use development land use designations and design guidelines that encourage walkable communities, improved bicycle facilities and improved public transit facilities.

Timing: A
Responsibility: CD

Action HS.5.3.1 Change zoning and land use policies to limit land use conflicts between residential areas and sources of diesel pollution.

Timing: O
Responsibility: CD

Action HS.5.3.2 Reduce pollution from construction equipment.

Timing: O
Responsibility: CD, PW

Action HS.5.3.3 Work with federal, state and local agencies coordinate decisions that respect each agency's goals.

Timing: O
Responsibility: CM/G

Action HS.5.3.4 Evaluate creation of an environmental justice ordinance and ensure community outreach to incorporate environmental justice principles into new project development review.

Timing: A
Responsibility: CM/G, CD

Action HS.5.3.5 Adopt a green building ordinance to reduce construction waste, improve water conservation and reduce reliance on nonrenewable resources. This ordinance should identify practices that can be employed in the design, construction and operation of projects that will protect air and water quality in Pinole.

Timing: A/B
Responsibility: CD

Action HS.6.1.1 Include street design features that facilitate biking and walking trips in both new and established areas.

Timing: O
Responsibility: PW, CD

Action HS.6.1.2 Require all new development to be designed to enable easy pedestrian and bicycle access and circulation.

Timing: O
Responsibility: CD, PW

Action HS.6.2.1 Create partnerships of community groups, businesses and agencies to develop strategies to reduce air and water pollution.

Timing: O
Responsibility: CM/G

Action HS.6.2.2 The City of Pinole should create a model for other large employers in the city that makes use of programs to reduce single-occupant vehicle trips, support the use of alternative fuels and encourage alternative modes of transportation. Such programs could include:

- Creating rideshare/carpooling incentives for employees who commute together.
- Replacing City-owned vehicles with alternative fuel vehicles.
- Ensuring that necessary infrastructure is in place (e.g., showers, bike racks, shared automobile leasing stations) and available to employees and visitors who rely on such facilities to support alternative modes of transportation.

Timing: O
Responsibility: CM/G, PW

Action HS.6.2.3 Perform additional outdoor air monitoring and enforce mandated truck and bus routes.

Timing: O
Responsibility: CM/G

Action HS.6.2.4 Wherever possible, use low impact design (LID), green barriers and sound barriers to reduce sound impacts and greenhouse gas emissions, and require on-site stormwater pretreatment. In particular, all new development in close proximity to Interstate 80 and Pinole Creek should include a landscape buffer between Interstate 80 and development areas to improve air quality.

Timing: O
Responsibility: CD, PW

Action HS.7.1.1 Enforce the National Pollution Discharge Elimination System (NPDES) permit regulations.

Timing: O
Responsibility: PW, CD

Action HS.7.1.2 Prohibit development in areas that are particularly susceptible to erosion and sediment loss.

Timing: O
Responsibility: CD

Action HS.7.1.3 Provide public information about water quality and best management practices.

Timing: O
Responsibility: CM/G, S, PW

Action HS.7.1.4 Implement the Stormwater Management Plan.

Timing: O
Responsibility: PW

Action HS.7.2.1 Ensure that impervious surfaces created in new development and redevelopment is designed to optimize infiltration.

Timing: O
Responsibility: CD

Action HS.7.2.2 Minimize or eliminate direct connections between impervious surfaces and storm drains.

Timing: O
Responsibility: CD, PW

Action HS.7.3.1 Provide regular maintenance and monitoring of stormwater collection and treatment facilities to ensure that they are operating effectively.

Timing:
Responsibility:

Action HS.7.3.2 Regularly inspect commercial, industrial and public facilities to ensure proper connections to the sanitary system and avoid illicit discharge.

Timing: O
Responsibility: PW

Action HS.7.4.1 Limit disturbance of natural water bodies and drainage systems to only those activities related to public recreation and circulation or to activities designed to enhance environmental conditions.

Timing: O
Responsibility: REC, PW, CD

Action HS.7.4.2 Participate in local and regional restoration projects to improve water quality in the watersheds.

Timing: O
Responsibility: CD, PW, CM/G

Action HS.7.5.1 Apply best management practices to sanitary sewer system discharges.

Timing: O
Responsibility: PW

Action HS.7.5.2 Establish protocol for reducing the use of pesticides in City parks and other public spaces maintained by the City.

Timing: A
Responsibility: REC, PW

Action HS.7.6.1 Require project applicants to investigate and report on project impacts on the wastewater treatment plant and assure that the project mitigates for any impacts.

Timing: O
Responsibility: CD, S

Action HS.7.6.2 Seek funding to upgrade facilities in order to reduce inflow and infiltration.

Timing: O
Responsibility: CM/G, S

Action HS.7.6.3 Establish a sewer lateral rehabilitation program that requires property owners to inspect and rehabilitate sewer laterals at the time property is sold.

Timing: O
Responsibility: PW,CM/G

Action HS.8.1.1 Adopt a noise ordinance with noise level performance standards, including maximum allowable noise exposure, ambient versus nuisance noise, method of measuring noise, and enforcement procedures.

Timing: A/B
Responsibility: CD, PD

Action HS.8.1.2 Review development proposals to assure consistency with noise standards. Require new development of noise-creating uses to conform to the City's noise level standards.

Timing: O
Responsibility: CD

Action HS.8.1.3 Require a combination of design features to reduce noise impacts on adjacent properties through the following and other means, as appropriate:

- Screen and control noise sources such as parking, outdoor activities and mechanical equipment.
- Increase setbacks for noise sources from adjacent dwellings.
- Modify building designs and site planning to reduce noise exposure through a combination of sound attenuation (e.g., sound-rated windows and ventilation systems, insulation, physical and landscape buffers) and site planning (e.g., increased separation and private open area buffers) to reduce noise exposure.
- Control hours of operation, including deliveries and trash pickup, to minimize noise impacts.
- Require additional landscaping to assist with buffering where feasible.

Timing: O
Responsibility: CD (Private development), PW (Public buildings)

Action HS.8.2.1 Require an acoustical analysis as part of the environmental review process when noise-sensitive land uses are proposed in areas where current or projected exterior noise levels exceed the City's standards.

Timing: O
Responsibility: CD

Action HS.8.2.2 Require that any potential noise impacts identified during the acoustical analysis be mitigated in the project design to the maximum extent feasible.

Timing: O
Responsibility: CD

Action HS.8.2.3 Prepare and periodically update a map of citywide noise-sensitive areas.

Timing: O
Responsibility: CD

Action HS.9.1.1 Adopt the following allowable noise standards:

Timing: A
Responsibility: CD

Maximum Allowable Noise Exposure for Stationary Noise Sources[1]

	Daytime [5] (7 AM to 10 PM)	Nighttime [2, 5] (10 PM to 7 AM)
Hourly L_{eq}, dB [3]	55	45
Maximum Level, dB [3]	70	65
Maximum Level, dB – Impulsive Noise [4]	65	60

1. *As determined at the property line of the receiving land use. When determining effectiveness of noise mitigation measures, the standards may be applied on the receptor side of noise barriers or other property line noise mitigation measures.*
2. *Applies only where the receiving land use operates or is occupied during nighttime hours.*
3. *Sound level measurements shall be made with "slow" meter response.*
4. *Sound level measurements shall be made with "fast" meter response.*
5. *Allowable levels shall be raised to the ambient noise levels where the ambient levels exceed the allowable levels. Allowable levels shall be reduced 5 dB if the ambient hourly Leq is at least 10 dB lower than the allowable level.*

Action HS.9.2.1 Noise control techniques used should be what most effectively mitigates the noise impacts of the development. Such measures may include building setbacks, building orientation and noise barriers. If a noise barrier is required for mitigation of exterior noise levels, it should be constructed of tight-fitting, massive materials (1-inch-thick wood, stucco, masonry, etc.) and should be of sufficient height to interrupt line of sight between the source and receiver. Line of sight should be determined by drawing a straight line between the effective heights of the noise source and receiver.

Timing: O
Responsibility: CD

Action HS.9.3.1 Establish a quiet zone designation at the railroad crossings in Pinole. Work with railroad companies to determine and install required safety devices to acquire the designation.

Timing: B
Responsibility: CM/G, PW, CD

Action HS.10.1.1 The City should continue to work with local health care providers to ensure the availability of adequate levels of health care services and facilities.

Timing: O
Responsibility: CM/G, CD

Action HS.10.1.2 To the extent practical, the City shall support the efforts of public and private providers to make available the full range of medical care to all segments of the population.

Timing: O
Responsibility: CM/G, CD, FD

Action HS.10.1.3 Identify health services that are not readily available in the community and seek to improve access to these services over time.

Timing: O
Responsibility: CM/G, CD, FD

Action HS.10.1.4 The City should consult with area medical service providers to consider the establishment of urgent care facilities or other appropriate medical service facilities in outlying areas of the community.

Timing: O
Responsibility: CM/G, CD, FD

Action HS.10.1.5 The City should encourage the development of medical center or hospital uses in the Doctors Hospital building.

Timing: O
Responsibility: CM/G

Action HS.10.2.1 Improve conditions for walking and bicycling in neighborhoods surrounding schools. Install crosswalks, colored pavement, curb bulbouts and other improvements to ensure safety for pedestrians and bicyclists.

Timing: O
Responsibility: PW, CM/G, PD

Action HS.10.2.2 Collaborate with school districts to form joint use of facilities agreements for use of pools and sports/recreation facilities.

Timing: O
Responsibility: CM/G, REC

Action HS.10.2.3 Encourage and support efforts by schools to help shape curriculum at schools and improve access to information related to nutrition and exercise.

Timing: O
Responsibility: CM/G, REC

Action HS.10.2.4 Ensure that educational facilities are located in areas that will encourage walking and physical activity to promote student health.

Timing: O
Responsibility: CM/G, CD, School District

Action HS.10.2.5 Help schools set up community gardens by identifying land adjacent to schools that can be used as a garden or by making City staff available to assist the school in starting a garden.

Timing: O
Responsibility: CM/G, REC

Action HS.10.2.6 Explore using zoning regulations to help create a healthier environment for children by limiting or restricting the number of fast-food outlets near schools.

Timing: O
Responsibility: CD, CM/G

Action HS.10.3.1 Encourage establishment of community gardens or agricultural parks on vacant properties, designated open space and rural lands, and in suitable locations on public property to increase the availability of locally grown fresh produce in the community.

Timing: O
Responsibility: CM/G, REC, CD

Action HS.10.4.1 Integrate healthy life choices into City recreation programs for all age groups.

Timing: O
Responsibility: REC

Action HS.10.4.2 Participate in programs, events and ongoing outreach efforts that disseminate information about maintenance of physical and mental health and illness prevention.

Timing: O
Responsibility: CM/G, REC

Action HS.10.4.3 Continue to encourage physical activity and provide a broad range of recreational activities in the community.

Timing: O
Responsibility: REC

NATURAL RESOURCES AND OPEN SPACE

Action OS.1.1.1 Develop a Habitat Protection plan that includes an inventory of resources, and identifies measures that may be undertaken to protect the resource, including:

a. Resource protection; and

b. Creating restoration objectives.

Timing: A/B
Responsibility: CD

Action OS.1.1.2 The City will continue pursuing Riparian and Stream Restoration Programs, particularly as they relate to implementation of the Pinole Watershed Vision Plan, Pinole Creek Master Plan, and Pinole Creek Demonstration Project.

Timing: O
Responsibility: CD, PW, REC

Action OS.1.1.3 Prepare an Open Space Plan that includes an inventory of existing open space lands and identifies Open Space management goals and objectives.

Timing: A/B
Responsibility: CD, REC

Action OS.1.2.1 The City will continue to communicate with resource agencies on Fish and Wildlife issues and potential impacts. This consultation will include early consultation with the U.S. Fish and Wildlife Services and the California Department of Fish and game as part of environmental review for development proposals.

Timing: O
Responsibility: CD, PW

Action OS.1.2.2 The City will involve Federal, State and local agencies in the formulation of resource protection and habitat restoration plans.

Timing: A/B
Responsibility: CD, PW, REC

Action OS.1.3.1 Explore the possibility of establishing guidelines or development standards to retain ridgelines as community separators and to preserve the visual attributes of Pinole's hillsides.

Timing: A/B
Responsibility: CD

Action OS.1.3.2 Ensure that new development protects visually prominent existing physical features within Pinole.

Timing: O
Responsibility: CD

Action OS.1.4.1 Consider developing a Wetland inventory that identifies the location and extent of wetlands within the City of Pinole.

Timing: A/B
Responsibility: CD

Action OS.1.4.2 Explore establishing development standards that can be used to avoid and protect wetland resources.

Timing: A
Responsibility: CD, PW

Action OS.1.4.3 Continue to coordinate with Federal and State Agencies to ensure that necessary permits are issued for work in or near to identified wetlands.

Timing: O
Responsibility: CD, PW

Action OS.1.4.4 Continue to employ mitigation measures to reduce potential wetland impacts to a less than significant level.

Timing: O
Responsibility: CD, PW

Action OS.1.4.5 Continue to incorporate passive surface runoff management into project design in order to protect water quality and preserve natural drainage functions.

Timing: O
Responsibility: CD, PW

Action OS.1.4.6 Continue efforts to restore natural waterway functions within the Pinole Watershed.

Timing: O
Responsibility: CD, PW

Action OS.1.5.1 Require new developments to minimize the amount of off-site drainage, maintain natural drainage channels, and avoid alteration of off-site drainage courses and impacts on downstream resources and tidal areas.

Timing: O
Responsibility: CD

Action OS.1.6.1 Explore developing guidelines and standards that will ensure visual access to Pinole wetlands while establishing limits on physical access in order to protect wetlands resources.

Timing: A
Responsibility: CD, PW

Action OS.1.7.1 Consider establishing Habitat Protection Policies that protect upland areas surrounding riparian habitat, and buffer areas adjacent to oak woodlands and other resources. These policies may include:

a. Creek setbacks;

b. Ridgeline separation; and

c. Tree protection measures.

Timing: A
Responsibility: CD

Action OS.1.8.1 Support restoration objectives for local habitat types identified in regional environmental planning documents. Where reasonably possible, attempt to restore lost or damaged habitat.

Timing: O
Responsibility: CD, PW

Action OS.1.8.2 Establish riparian and stream restoration programs that include erosion control measures, stream clean-up projects, and revegetation plans for denuded areas.

Timing: A/B
Responsibility: CM/G

Action OS.2.1.1 Periodically evaluate the tree preservation zoning regulations to ensure that adequate tree protection is provided.

Timing: A/B
Responsibility: CD

Action OS.2.1.2 The City will continue to implement tree protection programs to preserve significant trees or groves of trees as part of the City's heritage.

Timing: O
Responsibility: CD, CM/G

Action OS.2.3.1 The City shall work with local agencies to develop an approach to controlling the spread of non-native invasive species and reducing their extent on both public and private land, including developing an invasive species removal program.

Timing: O
Responsibility: CM/G

Action OS.2.3.2 New development should incorporate native vegetation into landscape plans and discourage the use of invasive, non-native plant species.

Timing: O
Responsibility: CD

Action OS.2.4.1 Continue implementing the Pinole Creek Watershed Vision Plan and pursue related riparian and stream restoration programs.

Timing: O
Responsibility: CD, PW, CM/G

Action OS.2.4.2 Establish minimum separation between creeks and adjoining development.

Timing: A
Responsibility: CD

Action OS.2.9.1 Consider adopting an Open Space Management Plan that includes criteria to ensure free movement of wildlife throughout the City.

Timing: A/B
Responsibility: CD, CM/G, REC

Action OS.3.4.1 The City shall adopt policies to conserve and enhance the City's biological resources in a manner which facilitates orderly development and reflects the sensitivities and constraints of these resources.

Timing: A/B
Responsibility: CD, PW

Action OS.3.5.1 Consider establishing creek setbacks in order to ensure adequate separation between development and riparian resources, and to preserve opportunities for public access to, and along creek corridors.

Timing: A
Responsibility: CD

Action OS.3.6.1 Continue to employ mitigations to reduce potential impacts to wetland resources to a less than significant level.

Timing: O
Responsibility: CD, PW

Action OS.3.6.2 Consider establishing standards to protect wetlands resources within the City of Pinole.

Timing: A/B
Responsibility: CD

Action OS.3.7.1 Continue to notify and consult early with the California Department of Fish and Game and the Army Corps of Engineers, BCDC and any other trustee agencies when development projects are proposed in locations where there may be impacts to fish and wildlife and their habitats.

Timing: O
Responsibility: CD, PW

Action OS.3.7.2 Require applicants to provide an environmental assessment in compliance with CEQA provisions for development proposed on sites that may contain sensitive biological or wetland resources. Require the assessment to be conducted by a qualified professional to determine the presence of any sensitive resources, to assess the potential impacts, and to identify measures for protecting the resource and surrounding habitat.

Timing: O
Responsibility: CD

Action OS.3.7.4 Development projects shall be modified to avoid impacts on sensitive resources, or impacts shall be mitigated by providing on-site or (as a lowest priority) off-site replacement.

Timing: O
Responsibility: CD

Action OS.3.10.1 Protect Biodiversity. Continue to protect areas known to support a high degree of biological diversity and that may contain species known to be rare or protected under the State or Federal Endangered Species Act. These include the City's tidal wetlands, freshwater wetlands and riparian forest.

Timing: O
Responsibility: CD, PW

Action OS.3.11.1 Develop Environmental Education Programs with schools and other agencies to help environmental awareness, through informational signage, school programs, restoration and clean-up workdays, and events.

Timing: O
Responsibility: CD, PW, CM/G

Action OS.5.1.2 Support efforts that encourage low-impact, passive recreational and educational uses in marsh and tidal land areas within the Pinole Planning area.

Timing: A/B
Responsibility: CM/G, REC

Action OS.6.1.1 Make use of land dedications and scenic easements to preserve visual resources.

Timing: O
Responsibility: CD, CM/G, REC

Action OS.6.1.2 Establish guidelines or standards to preserve ridgelines as community separators and to preserve Pinole's open hillsides as a visual resource.

Timing: A/B
Responsibility:

Action OS.6.2.1 Require assessment of critical public views and ridgelines as part of the project review process to assure that projects protect natural resources through proper site planning, building design and landscaping.

Timing: O
Responsibility: CD

Action OS.7.1.1 Apply for grant opportunities that support open space enhancement, restoration, and protection objectives.

Timing: A/B
Responsibility: CM/G, CD

Action OS.7.1.2 Explore opportunities to provide funding for maintenance of existing publicly owned open space area.

Timing: A/B
Responsibility: CM/G, CD, PW, FD

Action OS.8.1.1 The City will collaborate with local, regional and state water suppliers and water resource managers to comprehensively plan for a sustainable water supply.

Timing: O
Responsibility: PW

Action OS.8.1.2 Will coordinate water resource management planning with other conservation planning efforts, such as open space and park planning, and creek restoration.

Timing: O
Responsibility: REC, CD

Action OS.8.1.3 Continue to work with the East Bay Municipal Water District to create a master plan for reclaimed water infrastructure (a “purple pipe” system) in Pinole.

Timing: O
Responsibility: PW, CM/G

Action OS.8.1.4 Participate in ongoing EBMUD water conservation programs to provide education and outreach materials and support water conservation efforts in Pinole.

Timing: O
Responsibility: CM/G, CD, PW

Action OS.8.1.5 Continue to coordinate with wastewater system operators to identify and implement programs for the reuse of treated wastewater, particularly in landscaping and public facilities.

Timing: O
Responsibility: PW

Action OS.8.1.6 Explore mechanisms with EBMUD to install infrastructure to transport existing or future supplies of reclaimed water ("purple pipe") or pay an in-lieu fee equal to the cost of installation, to be used toward the implementation of the Citywide system.

Timing: O
Responsibility: CD, PW

Action OS.8.2.1 Pursue Municipal Code changes that support LID development.

Timing: A/B
Responsibility: CD, PW

Action OS.8.4.1 Groundwater Quality Protection. Require appropriately designated filters adjacent to all manmade storm drainage channels.

Timing: O
Responsibility: CD, PW

Action OS.8.5.1 Continue to employ pollution prevention techniques in all city operations and maintenance activities, consistent with Contra Costa County Clean Water Program regulations.

Timing: O
Responsibility: PW

Action OS.8.6.1 Continue on-going riparian protection and enhancement efforts as expressed in the Pinole Creek Watershed Vision Plan, and implement existing surface run-off protection programs.

Timing: O
Responsibility: CD, PW

Action OS.8.7.1 The City shall ensure that the intensity and timing of new development are consistent with the capacity of water supplies and protect groundwater and other water supplies by requiring all applicants for discretionary projects to demonstrate the availability of an adequate water supply prior to approval.

Timing: O
Responsibility: CD, PW

Action OS.8.7.2 Support efforts and partnerships that coordinate water resource management planning with other conservation planning efforts, such as open space and park planning, and creek restoration.

Timing: O
Responsibility: CD, REC, PW

Action OS.8.7.3 Work cooperatively with applicable agencies to encourage water conservation by disseminating education and outreach materials and providing local water conservation incentives.

Timing: O
Responsibility: CM/G, CD, PW

Action OS.8.7.4 Work cooperatively with other wastewater system operators to identify and implement projects that result in reuse of treated wastewater, particularly in landscaping and public facilities, consistent with public health requirements.

Timing: O
Responsibility: PW

Action OS.8.8.1 Minimize public and private use of pesticides that may harm water quality within the Pinole Creek Watershed and Planning Area through education and outreach efforts.

Timing: O
Responsibility: CD, PW, CM/G

Action OS.8.8.2 Implement a comprehensive municipal stormwater pollution-prevention program in compliance with requirements of the California Regional Water Quality Control Board's stormwater National Pollutant Discharge Elimination System (NPDES) permit.

Timing: A
Responsibility: PW

Action OS.8.8.3 Avoid excessive grading and disturbance of vegetation and soils, retain native vegetation and significant trees, and maintain natural drainage patterns by requiring proposed development to conform to natural land forms, where feasible.

Timing: O
Responsibility: CD, PW

Action OS.8.8.4 Continue to work cooperatively with other agencies and community groups to comply with water quality regulations, reduce pollutants in runoff, and protect and enhance water resources in the Pinole Creek Watershed and the Planning Area.

Timing: O
Responsibility: CD, PW, CM/G

Action OS.8.8.5 Reduce directly connected impervious area by limiting the overall coverage of paving and roofs, directing runoff from impervious areas to adjacent pervious areas, and selecting permeable pavements and surface treatments to enhance water quality.

Timing: O
Responsibility: CD, PW

Action OS.8.8.6 Require new development projects to incorporate facilities and measures to treat stormwater before discharge from the site. The facilities shall be included in required Stormwater Control Plans and sized to meet NPDES permit requirements. Projects shall protect water quality by incorporating Low Impact Development (LID) design to detain, treat, and infiltrate runoff by minimizing impervious area; such as use of pervious pavements and green roofs, disperse runoff to landscaped areas; and/or route runoff to rain gardens, cisterns, swales, and other small-scale facilities distributed throughout the project area.

Timing: O
Responsibility: CD

Action OS.8.8.7 Support and participate in regional efforts to protect water quality and enhance recreation opportunities by preserving and restoring riparian and wetland habitat within the Planning Area and the Pinole Creek Watershed.

Timing: O
Responsibility: CD, REC, CM/G

SUSTAINABILITY

Action SE.1.1.1 Align City mission statements, budgeting and operations with sustainability goals. Consider sustainability criteria in City policy, City purchasing, municipal operations and program decisions.

Timing: O
Responsibility: CM/G, PW

Action SE.1.1.2 Designate the Planning Commission to coordinate and accelerate organizational and community implementation of sustainable practices and to ensure integration of environmental, economic and social policies and programs.

Timing: A
Responsibility: CM/G, CD

Action SE.1.1.3 Report progress on sustainability goals regularly as part of the General Plan Annual Review.

Timing: O
Responsibility: CD, CM/G

Action SE.1.1.4 Regularly disseminate information about the City's sustainability efforts and plans on the City's website, in the newsletter and through other methods.

Timing: O
Responsibility: CM/G, CD

Action SE.1.1.5 Establish baselines of City operations such as the City's energy use, trash export, recycling, local food production, etc. in order to evaluate the City's progress toward reducing energy consumption and waste and set goals for future waste reduction targets.

Timing: A
Responsibility: CM/G, PW, CD

Action SE.1.1.6 Promote a Green Rating System to be used for programs such as rating local businesses as "green businesses".

Timing: A
Responsibility: CM/G, CD

Action SE.1.3.1 Conduct energy audits for all public facilities, as feasible.

Timing: A
Responsibility: PW

Action SE.1.3.2 Retrofit facilities for energy efficiency where feasible. Include items such as increased insulation, green or reflective roofs, and low-emissive window glass.

Timing: O
Responsibility: PW, CM/G

Action SE.1.3.3 Implement an energy tracking and management system for City departments and public facilities.

Timing: A
Responsibility: PW, CM/G

Action SE.1.3.4 Where feasible, install energy-efficient lighting retrofits and occupancy sensors on public facilities.

Timing: O
Responsibility: PW, CM/G

Action SE.1.4.1 Consider setting standards for green building for public facilities that include a minimum LEED certification and integrate solar design, heat-minimizing features such as cool paving, landscaping, pervious surfaces, and other appropriate techniques.

Timing: A
Responsibility: PW, CM/G

Action SE.1.5.1 Provide energy efficiency training, including opportunities to obtain LEED certification for relevant staff.

Timing: O
Responsibility: CD, PW, CM/G

Action SE.1.5.2 Provide information on energy use and management to managers and others making decisions that influence energy use.

Timing: O
Responsibility: CM/G, PW

Action SE.1.5.3 Provide energy design review services to departments undertaking new construction or renovation projects to facilitate compliance with LEED standards.

Timing: O
Responsibility: CD, PW, CM/G

Action SE.2.1.1 Assist in the creation of effective educational materials and outreach efforts relating to climate change.

Timing: O
Responsibility: CM/G, CD

Action SE.2.1.2 Support the Development and implementation of a program to present educational information to schoolchildren about climate change and behaviors that reduce GHG emissions and mitigate the effects of climate change.

Timing: O
Responsibility: CM/G, CD

Action SE.2.1.3 Acknowledge outstanding local efforts (private and public) that support the City's sustainability goals, including the reduction of GHG emissions.

Timing: O
Responsibility: CM/G, CD

Action SE.2.1.4 Consider establishing and/or sponsor competitions, or contests that promote climate protection, reducing GHG emissions, or fund-raising to support community climate protection programs.

Timing: O
Responsibility: CM/G, CD

Action SE.2.1.5 Support student participation in local efforts to combat or raise awareness about climate change and GHG emissions.

Timing: O
Responsibility: CM/G, CD

Action SE. 2.2.1 Through the Redevelopment Agency and education programs, create a "Green Jobs Incubator" to help create more green jobs and offer green job training opportunities.

Timing: A/B
Responsibility: CD

Action SE.2.2.2 Join the Bay Area Green Business Program, a partnership of environmental agencies, professional associations, waste management agencies, utilities and a concerned public.

Timing: A
Responsibility: CM/G

Action SE.2.2.3 Support and encourage conveniently located child care services with flexible hours.

Timing: O
Responsibility: CM/G

Action SE.3.1.1 Complete the in-progress Greenhouse Gas Emissions Inventory for Government Operations and the community (or Planning Area) consistent with State or other accepted protocol. The Inventory shall provide a business-as-usual forecast for GHG emissions for 2020 and 2030.

Timing: A
Responsibility: CD, PW

Action SE.3.1.2 Within 12 months of completion of a baseline GHG Inventory, initiate development of a Climate Action Plan that identifies how the City will achieve its 15% reduction target by 2020, at a minimum.

Timing: A
Responsibility: CD, CM/G, PW

Action SE.3.2.1 Encourage civic, educational, religious and neighborhood institutions to specifically address climate change.

Timing: O
Responsibility: CM/G

Action SE.3.2.2 Implement neighborhood-based outreach efforts to combine and promote energy and water conservation, solid waste reduction, safety and livability.

Timing: O
Responsibility: CM/G, REC

Action SE.3.2.3 Use a variety of media and methods to promote climate awareness and GHG reduction, including TV, radio, using local celebrities as spokespeople, advertising in the local paper, collaborating with companies and agencies who have an impact on the local environment, and designing a climate change-themed webpage.

Timing: O
Responsibility: CM/G

Action SE.3.2.4 Organize events and workshops to promote actions that reduce GHGs generated from energy, waste, and transportation. Topics could include backyard composting, office waste recycling, selecting and planting drought-tolerant plants, installing advanced irrigation systems, weatherizing, smart lighting, and conducting self-audits for energy use and efficiency.

Timing: O
Responsibility: CM/G, REC

Action SE.3.2.5 Pinole should either organize, or look to participate in, an annual Climate Protection Summit or Fair to educate the public on current climate science, projected local impacts, and local efforts and opportunities to reduce GHG emissions.

Timing: A (Organize), O (Annual event)
Responsibility: CM/G, REC

Action SE.3.2.6 Provide a "carbon footprint calculator" on the City's website for individuals and small businesses, and provide individually tailored assessments for complex organizations and entities.

Timing: B
Responsibility: CM/G, CD

Action SE.3.2.7 Work with City and County agencies to publicize greenhouse gas-reducing projects and actions through public education efforts.

Timing: O
Responsibility: CM/G

Action SE.3.3.1 Reduce heating and cooling loads by promoting light-colored roofs and paving materials, planting trees, and increasing vegetative cover.

Timing: O
Responsibility: CD (Private development), PW (Public buildings)

Action SE.3.3.2 Where possible, use parkway strips to allow shading of streets by trees.

Timing: O
Responsibility: CD, PW

Action SE.3.3.3 Require the use of shade trees on south- and west-facing sides of structures, where possible.

Timing: O
Responsibility: CD (Private development), PW (Public buildings)

Action SE.3.3.4 Include low-water landscaping in place of hardscaping around transportation infrastructure and in parking areas.

Timing: O
Responsibility: CD (Private development), PW (Public buildings)

Action SE.3.3.5 Where feasible, require the use of pervious pavement options.

Timing: O
Responsibility: CD (Private development), PW (Public buildings)

Action SE.3.3.6 Where feasible, require the use of edible landscaping and low-water landscaping.

Timing: O
Responsibility: CD (Private development), PW (Public buildings)

Action SE.3.4.1 Over time, replace the City's vehicle fleet with alternative fuel vehicles.

Timing: O
Responsibility: CM/G, PW, PD, FD

Action SE.3.4.2 Encourage carpools and transit use by City employees.

Timing: O
Responsibility: CM/G

Action SE.3.4.3 Work with WCCTAC to develop and update the Action Plan for Routes of Regional Significance, establish Multimodal Transportation Service Objectives (MTSOs), and to coordinate planning for projects and programs of regional importance.

Timing: O
Responsibility: CM/G, PW, CD

Action SE.3.4.4 Encourage businesses to provide employees with information on alternatives to single-occupancy driving (e.g., offer literature on the Transit 511 program to support carpooling).

Timing: O
Responsibility: CM/G

Action SE.3.4.5 The City will ensure that new developments incorporate both local and regional transit measures into the project design.

Timing: O
Responsibility: CD

Action SE.3.4.6 The City will give priority to projects that will result in reduction of vehicle miles traveled per capita while maintaining sustainability and economic vitality.

Timing: O
Responsibility: CD, CM/G

Action SE.3.4.7 The City will encourage the growth and enhancement of an interconnected transportation system that allows a shift in travel from private passenger vehicles to alternative modes, including public transit, ride sharing, bicycling, and walking.

Timing: O
Responsibility: CM/G, CD, PW

Action SE. 3.4.8 Promote technological innovations to help reduce automobile, truck and other motorized equipment emissions.

Timing: O
Responsibility: CM/G

Action SE.4.1.1 Utilize, where feasible, renewable energy and clean generation technologies such as solar, wind, biogas, tidal, cogeneration, and fuel cells to power City facilities using tax-free low-interest loans and other available financial options.

Timing: O
Responsibility: PW, CM/G

Action SE.4.1.2 Evaluate the feasibility of purchasing renewable energy certificates to reduce the City's contribution to greenhouse gas emissions.

Timing: A
Responsibility: CM/G

Action SE.4.1.3 Designate suitable sites to prioritize their development for renewable energy generation.

Timing: A/B
Responsibility: CD

Action SE.4.1.4 Adopt measures to protect the renewable energy use of the sites and their resources, such as utility easements, rights-of-way, and land set-asides.

Timing: A/B
Responsibility: CD

Action SE.4.2.1 Continue to identify and remove regulatory or procedural barriers to producing renewable energy in building and development codes, design guidelines, and zoning ordinances. Work with related agencies in areas such as fire, water, and health that may impact the use of alternative technologies. Actively participate in the development protocols for

alternative energy storage such as biodiesel, hydrogen, and/or compressed air.

Timing: O
Responsibility: CM/G, CD, PW

Action SE.4.2.2 Provide energy conservation information to the public.

Timing: O
Responsibility: CM/G

Action SE.4.2.3 Provide information to planning and building staff and citizen review bodies regarding energy conservation and efficiency issues, including Pinole's energy conservation policies, and work with applicants to achieve energy conservation goals.

Timing: O
Responsibility: CM/G, CD

Action SE.4.2.4 Provide technical assistance to builders and developers to encourage sustainable and energy efficient building design.

Timing: O
Responsibility: CD

Action SE. 4.3.1 Require that new office/retail/commercial or industrial development, or major rehabilitation (e.g. additions of 25,000 square feet commercial, or 100,000 square feet industrial) incorporate renewable energy generation either on- or off-site to provide 15% or more of the project's energy needs.

Timing: O
Responsibility: CD

Action SE.4.4.1 Utilize energy-efficient products for City equipment purchases where feasible.

Timing: O
Responsibility: CM/G, PW

Action SE.4.4.2 Continue to conduct energy audits of Pinole facilities and implement energy efficiency and retrofitting recommendations from those audits. Seek funding from available state sources and grant opportunities, as well as the CIP.

Timing: O
Responsibility: PW, CM/G

Action SE.4.4.3 Where feasible and appropriate, transition to LED/energy efficient lights in all City facilities and equipment.

Timing: O
Responsibility: PW

Action SE.4.4.4 Set a target to meet a majority of the City's energy needs via renewable energy.

Timing: A
Responsibility: CM/G

Action SE.4.4.5 Explore funding sources and mechanisms for energy efficiency improvements for residences. (ex: AB 811, which provides cities ways to fund energy efficiency improvements via assessments).

Timing: O
Responsibility: CM/G, CD

Action SE.4.5.1 Require that, where feasible, all new buildings be constructed for easy, cost-effective installation of solar energy systems. This should include requiring such features as optimal roof orientation, clear access without obstructions, and appropriate roof framing and wiring.

Timing: O
Responsibility: CD (Private development), PW (Public buildings)

Action SE.4.5.3 Require that any building constructed in whole or in part with City funds incorporate passive solar design features such as daylighting and passive solar heating, where feasible.

Timing: O
Responsibility: CM/G, PW

Action SE.4.5.4 Pinole will protect active and passive solar design elements and systems from shading by neighboring structures and trees, as consistent with existing tree shading requirements.

Timing: O
Responsibility: CD

Action SE.4.6.1 Provide, where possible, grants, rebates, and incentives for renewable energy projects, including reduced fees and expedited permit processing.

Timing: O
Responsibility: CM/G, CD

Action SE.4.6.2 Pinole will provide, where feasible, creative financing for renewable energy projects, including subsidized or other low-interest loans, and the option to pay for system installation through long-term assessments on individual property tax bills.

Timing: O
Responsibility: CM/G

Action SE.4.6.3 Pinole will pursue partnerships with other governmental entities and with private companies and utilities to establish incentive programs for renewable energy.

Timing: O
Responsibility: CM/G

Action SE.4.7.1 Evaluate the feasibility and effectiveness of using Community Choice Aggregation as a model for providing renewable energy to meet Pinole's electricity needs, including potential partnerships with other jurisdictions.

Timing: O
Responsibility: CM/G

Action SE.5.1.1 Continue the City's e-waste recycling program.

Timing: O
Responsibility: CM/G

Action SE.5.1.2 Improve and expand curbside recycling and other residential recycling services.

Timing: A/B
Responsibility: CM/G

Action SE.5.1.3 Continue to improve internal City and County waste prevention practices.

Timing: O
Responsibility: CM/G

Action SE.5.1.4 Expand City recycling of asphalt and other street material.

Timing: A/b
Responsibility: CM/G, PW

Action SE.5.1.5 Encourage continued commercial food-waste collection program.

Timing: O
Responsibility: CM/G

Action SE.5.1.6 Develop an ordinance reducing construction-generated waste.

Timing: A
Responsibility: CD, CM/G

Action SE.5.1.7 Develop and implement a plan for City communications and facilities to eventually become primarily paperless.

Timing: A
Responsibility: CM/G

Action SE.5.2.1 Promote and expand recycling programs, purchasing policies, and employee education to reduce the amount of waste produced.

Timing: O
Responsibility: CM/G

Action SE.5.4.1 Pinole will adopt a Construction and Demolition Waste Recovery Ordinance, requiring building projects to recycle or reuse a minimum percentage of unused or leftover building materials.

Timing: A/B
Responsibility: CM/G, CD

Action SE.5.4.2 Require all new development and major rehabilitation projects to recycle or salvage a majority of the non-hazardous construction and demolition debris.

Timing: O
Responsibility: CD

Action SE.5.4.3 Establish clear and consistent guidelines for how and when used construction materials can be used in new or remodel construction.

Timing: A
Responsibility: CD

Action SE.6.1.1 Explore a Green Building Ordinance to require green building standards be utilized such as the use of renewable energy, efforts to improve air and water quality, and to conserve natural resources. Other areas to consider addressing in the Ordinance include building orientation and

shading, landscaping, solar orientation, and sustainable building materials.

Timing: A/B
Responsibility: CD

Action SE.6.1.2 Investigate sliding-scale building permit fees with rebates and/or expedited permit review for high-performance green buildings and higher fees for conventional buildings.

Timing: A
Responsibility: CD, CM/G

Action SE.6.1.3 Develop a Green Streets program to encourage designs that enhance the City's ecological function, reduce stormwater discharge through the use of pervious surfaces where appropriate, add infiltration enhancements (e.g. planters, swales, and channels), and increase sidewalk planting areas to reduce the heat island effect in developed areas and provide room for additional trees and shrubs within public right-of-way areas.

Timing: A
Responsibility: PW

Action SE.6.2.1 Reduce energy consumption in buildings by balancing energy-efficient design with land use compatibility during the design review process.

Timing: O
Responsibility: CD

Action SE.6.3.1 The City of Pinole will ensure that contracts for roadway construction and repair shall utilize recycled and resource-efficient materials where feasible.

Timing: O
Responsibility: PW

Action SE.6.4.1 Research and establish Environmental Preferable Purchasing policies that provide for resource conservation while ensuring cost effective purchases.

Timing: A
Responsibility: CM/G

Action SE.7.2.1 Establish tree planting targets in order to reduce or sequester greenhouse gas emissions, provide for energy efficiency, and to enhance the City's quality of life.

Timing: A
Responsibility: CD, PW

Action SE.7.2.2 Pursue funding for private and public park and street tree planting.

Timing: O
Responsibility: REC, PW, CM/G

Action SE.7.2.3 Establish and maintain a Pinole tree planting guide to encourage tree planting, reduce long-term maintenance costs, reduce fire hazards, improve energy efficiency, and enhance the quality of the community over time.

Timing: A/B
Responsibility: REC, CM/G

Action SE.7.2.4 Develop landscape standards that require minimum planting and maintenance requirements for new and retrofit development and the use of native or drought-tolerant vegetation.

Timing: A/B
Responsibility: CD

Action SE.7.3.1 Increase public awareness of air quality problems, rules and solutions through use of City publications and networks.

Timing: O
Responsibility: CD

Action SE.7.3.2 Reduce methane emissions released from waste disposal. Encourage recycling, decrease waste sent to landfills, require landfill methane recovery and promote methane recovery for energy production from other sources.

Timing: A
Responsibility: PW, CD

Action SE.7.3.3 Research and consider a set of standards that provide a set of voluntary measures to incorporate clean vehicles in private fleets and promote the use of clean alternative fuels.

Timing: A
Responsibility: PW, CM/G

Action SE.7.3.4 Continue to encourage innovative technologies and programs such as clean-fuel, electric and low-emission cars that reduce the air quality impacts of the automobile.

Timing: A
Responsibility: PW, CM/G

Action SE.7.3.5 Support alternate work schedules where feasible. Encourage employers to allow alternate work schedules for employees, telecommuting and other practices that reduce auto trips.

Timing: A
Responsibility: PW, CD

Action SE.7.4.1 Develop a TDM program for Pinole that includes such improvements as bike parking, showers for employees, etc.

Timing: A
Responsibility: PW, CD

Action SE.8.1.1 Publicize and participate in campaigns to promote options to single-occupancy vehicle travel.

Timing: O
Responsibility: CM/G, CD

Action SE.8.1.2 Pursue funding opportunities for projects that increase pedestrian accessibility to transit stops, neighborhood shopping areas, schools, religious facilities, and parks.

Timing: O
Responsibility: CM/G, REC

Action SE.8.1.3 Provide maps highlighting alternative modes of transportation and preferred routes for those modes.

Timing: A
Responsibility: CM/G, CD

Action SE.8.1.4 Explore parking pricing to all appropriate commercial areas to reduce single-occupancy vehicle use.

Timing: A
Responsibility: CD, CM/G

Action SE.8.1.5 Educate all employees on fuel-efficient driving practices, such as avoiding unnecessary idling.

Timing: O
Responsibility: CM/G, PW

Action SE.8.1.6 Explore providing City employees with transit subsidies for travel on business to improve air quality and reduce greenhouse gas emissions.

Timing: A
Responsibility: CM/G, CD

Action SE.8.1.7 Include sidewalks, separated sidewalks whenever possible, on both sides of all new street improvement projects, except where there are severe topographic or natural resource constraints.

Timing: O
Responsibility: PW, CD

Action SE.8.1.8 Whenever feasible, ensure transit stops are safe and sheltered, with clean benches and adequate lighting.

Timing: O
Responsibility: PW, CD

Action SE.8.2.1 Adopt a specific plan for Pinole's transit corridors.

Timing: O
Responsibility: PW, CM/G, CD

Action SE.8.2.2 Ensure transportation centers are multi-modal to allow transportation modes to intersect.

Timing: O
Responsibility: PW, CD, CM/G

Action SE.8.6.1 Encourage shared parking opportunities, such as movie theaters with primary parking needs in evenings and churches or other facilities with weekend-only parking needs.

Timing: O
Responsibility: CD, CM/G

Action SE.8.6.2 Consider reducing minimum parking requirements for new development.

Timing: A/B
Responsibility: CD

Action SE.8.6.3 Continue to encourage shared parking programs in mixed-use and transit-oriented development.

Timing: O
Responsibility: CD, CM/G

Action SE.8.6.4 Consider using time limited/metered parking to discourage private vehicle use, especially at peak times.

Timing: A
Responsibility: CM/G

Action SE.8.6.5 Require that new and fully renovated commercial and retail development provide preferential parking for electric vehicles and vehicles using alternative fuels.

Timing: O
Responsibility: CD

Action SE.8.7.1 Implement public transit-, bicycle- and pedestrian-oriented land use and design strategies in new development, as described in the Land Use and Circulation Elements of the General Plan to reduce the number of single-occupant trips in fossil-fueled vehicles.

Timing: O
Responsibility: CD

Action SE.8.7.2 Consider establishing a “free bicycle” program with bicycles that the public may borrow for trips around Pinole.

Timing: A/B
Responsibility: CM/G

Action SE.8.7.3 Require new commercial, multi-family residential, and mixed-use development to provide secure bicycle parking.

Timing: O
Responsibility: CD

Action SE.8.7.4 The City will set a deadline by which it will be assured that all city parks, schools, commercial districts, and other high-volume trip destinations within Pinole provide secure bicycle parking.

Timing: A
Responsibility: CD, PW, CM/G

Action SE.8.7.5 Establish and implement standards that meet or exceed state law for "complete streets" that foster equal access by all users in the roadway system. Include standards that address connection of bicycle and pedestrian access to other areas, safe road crossings, adequate and secure bike parking at public and private facilities, and street standards as is feasible for bicycle infrastructure.

Timing: A/B
Responsibility: PW, CD

Action SE.8.7.6 Apply for regional, state, and federal grants for bicycle and pedestrian infrastructure projects.

Timing: O
Responsibility: PW, CD, CM/G

Action SE.8.10.1 Develop the necessary infrastructure to encourage the use of zero-emission vehicles and clean alternative fuels, such as development of electric vehicles charging facilities and alternative fueling stations.

Timing: A/B
Responsibility: CM/G, CD, PW

Action SE.8.10.2 Encourage new construction to include vehicle access to properly wired outdoor receptacles to accommodate plug-in vehicles.

Timing: O
Responsibility: CD

Action SE.8.10.3 Establish incentives for use of alternative fuel, electric, or gas-electric hybrid vehicles.

Timing: O
Responsibility: CM/G, CD

Action SE.9.1.1 Where feasible, institute a water conservation program for City of Pinole facilities; for example, installation of waterless urinals and low-flow sinks and showers.

Timing: O
Responsibility: PW

Action SE.9.1.2 Encourage the use of recycled water and drought-resistant landscaping in Pinole facilities, public roadway landscape, and new development.

Timing: O
Responsibility: PW, CD

Action SE.9.1.3 Establish incentives for development projects that achieve a 20% reduction in water use over baseline of 1995.

Timing: A
Responsibility: CD, CM/G

Action SE. 9.1.4 Continue to comply with state and county C.3 requirements of limiting impervious surface area and reducing stormwater runoff and work to increase Low Impact Development throughout the City.

Timing: O
Responsibility: CD, PW

Action SE. 9.1.5 Continue to plan and implement upgrades or other options to improve solids processing, comply with permit requirements, and help prevent overflow and runoff into the Bay.

Timing: O
Responsibility: PW

Action SE.9.1.7 Continue to require new development applicants to incorporate post-construction stormwater treatment systems and best management practices on the site.

Timing: O
Responsibility: PW, CD

Action SE.9.1.8 Require that stormwater treatment measures use Low Impact Development systems such as vegetation to treat pollutants in stormwater runoff (e.g., through rain gardens, bioretention areas and living roof systems).

Timing: O
Responsibility: PW, CD

Action SE.9.2.1 Conserve lands of scenic and recreational value.

Timing: O
Responsibility: CD, REC

Action SE.9.2.2 Use open space to define urban areas.

Timing: O
Responsibility: CD

Action SE.9.2.3 Establish opportunities for urban agriculture uses and promote the public health and environmental benefits of consuming locally grown organic foods.

Timing: A/B
Responsibility: CM/G, CD, REC

Action SE.9.2.4 Limit development on steep ridgelines and slopes. Establish required setback distances.

Timing: O
Responsibility: CD

Action SE.9.3.1 Designate environmentally sensitive natural resource areas as Open Space, Parks and Recreation, Rural, or San Pablo Bay Conservation Areas appropriate in the City's Land Use Element Map to help ensure long-term protection of natural resources within the City.

Timing: O
Responsibility: CD

Action SE.9.3.2 Require biological studies in conjunction with development proposals within or near natural habitat lands, including land designated as Rural in the General Plan Land use Map (**Figure 5.5**).

Timing: O
Responsibility: CD

Action SE.9.3.3 Avoid disturbance of sensitive biological resources in conjunction with new development, redevelopment, or other construction activities.

Timing: O
Responsibility: CD, PW

Action SE.9.3.4 Establish policies, programs, and funding mechanisms to create, develop, and preserve conservation areas and to discourage development in those areas. Impose mitigation fees for development on lands that would otherwise be in a conservation area and use funds generated to protect other areas from development.

Timing: A/B
Responsibility: CD, CM/G

Action SE.9.4.1 Conduct a water reclamation study for using reclaimed waste water for irrigation.

Timing: A/B
Responsibility: PW

Action SE.9.4.2 Establish criteria and standards to permit the safe and effective use of gray water (on-site water recycling). Review, and appropriately revise, without compromising health or safety, other building code requirements that might prevent the use of such systems.

Timing: A/B
Responsibility: PW

Action SE.9.4.3 Create an inventory of non-potable water uses within the jurisdiction that could be served with recycled water.

Timing: A/B
Responsibility: PW

Action SE.9.4.4 Establish a water conservation plan that may include such policies and actions as reducing per capita water consumption, restricting landscape watering, performance standards for irrigation equipment and water fixtures, and requirements that increased demand from new construction be offset with reductions so that there is no net increase in water use.

Timing: A/B
Responsibility: PW

Action SE.9.4.5 Implement a public outreach campaign to promote water conservation.

Timing: A/B
Responsibility: CM/G

Action SE.9.5.1 Minimize removal of mature, healthy trees in conjunction with new development, as required by the tree protection ordinance.

Timing: O
Responsibility: CD

Action SE.9.5.2 Establish programs and policies to ensure landscaping and forests are installed and managed to optimize their climate benefits.

Timing: A/B
Responsibility: CD, PW, REC

Action SE.9.5.3 Pinole will install water-efficient landscapes and irrigation, including planting drought-tolerant plants and native species, covering exposed dirt with moisture-retaining mulch, using advanced technology such as moister-sensing irrigation controls, and promoting urban agriculture by installing edible landscapes that provide local food.

Timing: O
Responsibility: PW, CD, CM/G

Action SE.9.5.4 Promote the planting of shade trees and establish shade tree guidelines and specifications that include recommendations for tree planting based on land use, recommendations for tree types based on size, branching patterns, whether deciduous or evergreen, whether roots are invasive, etc. Include recommendations for placement including distance from structures, density of planting, and orientation relative to structures and the sun.

Timing: O
Responsibility: CD, PW