

Section 1

General Plan Introduction

1.1 General Plan Authority and Purpose

All cities and counties in California are required by State law to prepare and adopt a general plan that meets detailed content requirements. The Pinole General Plan is intended to do much more than merely meet the legal requirements; it is intended to be a statement of how the citizens of Pinole view their community, how they see the future, and, most importantly, how they intend to deal with the planning, development, facilities and service issues facing the community.

The California Government Code specifically defines the purpose and content of general plans. Primarily, State law requires that the general plan be an integrated, internally consistent document containing analysis and data supporting the proposed objectives, policies, standards and actions of the plan. The Pinole General Plan is the City's foremost policy document with respect to its physical and economic development. The following excerpts are from the California Government Code.

“Each planning agency shall prepare and the legislative body of each county and city shall adopt a comprehensive, long-term general plan for the physical development of the county or city, and of any land outside its boundaries which in the planning agency’s judgment bears relation to its planning. Chartered cities shall adopt general plans which contain the mandatory elements specified in Section 65302.” (§65300)

“In construing the provisions of this article, the Legislature intends that the general plan and elements and parts thereof comprise an integrated, internally consistent and compatible statement of policies for the adopting agency.” (§65300.5)

“The general plan shall consist of a statement of development policies and shall include a diagram or diagrams and text setting forth objectives, principles, standards, and plan proposals. The plan shall include the following elements:

- (a) A land use element;*
- (b) A circulation element;*
- (c) A housing element;*
- (d) A conservation element;*
- (e) An open space element;*
- (f) A noise element; and*
- (g) A safety element” (§65302)*

Within the context of the mandatory requirements for the preparation and content of general plans, local conditions are the primary focus with respect to the ultimate content of the general plan. State law recognizes the need to balance local conditions with the detailed requirements of

State law as follows: “The general plan shall address each of the elements specified in Section 65302 to the extent that the subject of the element exists in the planning area. The degree of specificity and level of detail of the discussion of each such element shall reflect local conditions and circumstances.”

The broad purpose of the General Plan is to express policies which will guide decisions on future development and resource conservation in a manner consistent with the quality of life desired by Pinole residents. The goals in the General Plan are achieved in three ways: (1) policies and standards provide the bases for zoning, land subdivision, design, historic preservation and other regulations; (2) findings of consistency with policies must be made when approving projects to assure that day-to-day decisions on development applications and capital improvements are consistent with the General Plan; and (3) implementing programs are identified when specific follow-up actions are needed.

To assist local governments in meeting their general plan responsibilities, California Government Code Section 65040.2 directs the Office of Planning and Research (OPR) to adopt and periodically revise Guidelines for the preparation and content of local general plans. While OPR’s General Plan Guidelines are advisory, they represent the official interpretation and explanation of the requirements of California general plan law and establish a means to check the adequacy of local general plans.

1.2 Organization of the General Plan

The Pinole General Plan articulates the goals of the citizens of Pinole regarding their community, and identifies policies and implementing programs addressing many specific issues, such as standards for development and redevelopment of land, preservation of open space, provision of affordable housing to maintain diversity in the community, conservation of natural resources, protection of the waterfront, improvement of the circulation system, control of noise and protection of life and property from natural or man-made hazards. Additionally, the Plan evaluates standards for the provision of local services.

The Pinole General Plan is structured around ten separate, but highly interrelated sections (or elements). Each section is intended to convey information on different topics depending on what the reader is interested in. While there is inherent overlap in many of the issues covered in the separate elements, redundancy is minimized to avoid potential inconsistencies and to make the Plan easier to use. Specific sections of the General Plan are described below.

1. **General Plan Introduction.** This section introduces the reader to the structure and purpose of the General Plan and State law requirements for general plans.
2. **General Plan Summary.** The General Plan Summary briefly describes the history of Pinole, summarizes key regional and local trends affecting future conditions in the planning area, and describes the major goals and key policy and implementing program features of the General Plan.
3. **Land Use and Economic Development Element.** Land Use and Economic Development identifies where and how residential, commercial, office, industrial, recreational and institutional activities can take place. Standards for building intensity and density, and policies covering the appearance of structures in relation to the built and natural environment and the historical heritage of the community are also included.
4. **Community Services and Facilities Element (to be added).** This element will address current and future needs for services and facilities provided by the City and other agencies.
5. **Circulation Element.** The Circulation Element addresses the interrelationship between land use and circulation by setting forth recommendations regarding the needed improvements. Topics include Pinole's Street system, trails, transit and the City's participation in regional transportation planning solutions.
6. **Housing Element.** Most of the Housing Element was first adopted in 1991 consistent with State law requirements. It identifies the potential for new housing and protects existing housing and neighborhoods by addressing the needs of the City's diverse population. Housing policies also address the need for low-and moderate-income housing and housing for special need groups in the community.
7. **Open Space and Environmental Protection Element.** Open Space and Environmental Protection encompasses two State mandated elements: Open Space and Conservation. It identifies and protects key natural environmental assets, including open space, vegetation and wildlife resources, waterfront resources, views, and air and water quality.

**General Plan Goals, Policies,
Programs and Maps**

- *Goals: Goals are ideals or desired future conditions to strive for or the desired state of things. The Plan has a minimal number of overall goals in order to succinctly state the vision of the community. In addition, each element includes more specific goals related to discrete topics.*

- *Policies: Policies establish a recognized community position, standards or a measure that will be employed in regard to a particular issue. General Plan policies are set forth both as written text and as policy maps or diagrams, such as the Land Use Plan. The text and maps are complimentary; the Written policies set forth the basic approach to be taken while the policy maps show the intended spatial application of the written policies*

- *Programs: Programs are an ongoing organized series of actions or measures, separate from normal day-to-day activities, that the City is committed to undertaking following adoption of the Plan. A discrete number of programs are identified in the General Plan to provide a realistic list for follow-up action.*

- *Maps: The maps and the policy text of the General Plan are complimentary; the written policies set forth the basic approach to be taken while the maps show the intended spatial application of the written policies. Land use map amendments or text amendments will be included as an appendix to the General Plan document. Future land use decisions must be consistent with Land use maps, text and future amendments.*

8. Health and Safety Element.

Hazards must be considered in order to assure adequate protection of public health and safety. Health and safety topics include seismic and geologic hazards, flooding, fire hazards and noise. Services and facilities necessary to protect the community will be covered in the Community Services and Facilities Element. Standards that adequate services and facilities must meet are included in the City's Growth Management Element.

9. Growth Management. Element Most of the Growth Management Element was first adopted in 1992 in compliance with the requirements of the Contra Costa County voter-approved Measure C. It provides policies and standards that must be maintained for various services and facilities.

10. Implementing Program Priorities. The Implementing Program Priorities section groups all of the General Plan programs into priority categories so that budgeting and staffing decisions can be made each year in the context of the needs expressed in the General Plan. Priority listings are intended to be updated annually.

General Plan Appendices. General Plan Appendices contained in this document include: (A) Land Use Categories definitions that are graphically shown on the Land Use Plan maps; (B) Noise Contour Distances that are graphically shown on the Noise Contour map; and (C) Glossary of Key Terms. Separate background reports listed in the Table of Contents are available at the Pinole Community Development Department that provide additional information.

The complete Pinole General Plan is comprised of this document and the background reports identified in the Table of Contents. The background reports include data, inventories, projections and other information related to the Pinole planning area and provide a basis for policy formulation contained in the General Plan. In addition, reports have been prepared summarizing comments from community workshops and Special Policy Group meetings conducted as part of the Plan's preparation.

An Environmental Impact Report (EIR) has been prepared pursuant to the California Environmental Quality Act (CEQA) assessing the potential environmental impacts of the Draft General Plan and alternatives. The EIR and the General Plan strive to evaluate the cumulative impact of development on environmental conditions, need for services and facilities, and other issues so that the overall "quality of life" in the community can be protected and enhanced.

1.3 Public Participation in Creating the Plan

The City encourages a high degree of public awareness and involvement in the consideration of planning issues and policy alternatives. The City was assisted in preparation of the General Plan by special policy groups, composed of interested members of the public representing a broad spectrum of community interests. The Planning Commission also reviewed background and policy direction reports on General Plan issues (see the Table of Contents).

The General Plan is also based on inter-jurisdictional cooperation and assistance to the fullest extent possible. Through noticing, interviews and review of the Draft General Plan and EIR, the General Plan has been coordinated with various City departments, other planning jurisdictions,

the West Contra Costa Unified School District (WCCUSD), East Bay Regional Park District (EBRPD), East Bay Municipal Utilities District (EBMUD), and other utilities. On a broader scale, preparation of the General Plan has been coordinated with regional, state and federal agencies.

1.4 Implementation of the General Plan

Implementation programs are important to achieving the goals of the Plan. They are listed in each section and prioritized in the Implementing Program Priorities section. The list of program priorities recognizes two concerns: (1) there are limited staff and budget resources to undertake all possible programs; and (2) there are many programs which are desirable to implement the Plan but they are of lesser immediate importance. “Higher Priority” programs are determined based on the goals of the community and whether they address immediate health and safety needs, pressing development issues, or legal requirements which must be fulfilled.

Most of the programs identified in the General Plan will require some type of follow-up action; either further study, ordinance adoption, special funding consideration or other public review. Detailed standards, environmental impacts or administrative procedures concerning each program will be evaluated at that time.

1.5 Future Review and Amendment of the General Plan

Any interested citizen may submit a request to have an amendment to the General Plan considered. State law restricts the number of amendments that may be made to four each calendar year, although each amendment may encompass a series of individual changes to the plan. Plan amendments are considered by the Planning Commission, which makes a recommendation to the City Council. Since General Plan Amendments are legislative actions, the final decision is made by the Pinole City Council following a public hearing. The City Council has broad discretion to approve or deny proposed amendments, subject to their being deemed to be in the public interest. Amendments which have been adopted by the City Council shall be published as follows:

Policy and Text Changes: Changes to the policies and other text of the Plan will be published on pages which may be inserted in the appropriate locations as replacement pages or additional pages in the applicable element. The effective date of the last adopted amendment will be referenced on the pages with changes or additions;

Map Changes: Amendments to the land use plan maps and other policy and informational maps will be published on pages which may be inserted in the document; periodic revisions of the original document maps will incorporate all of the changes which have accumulated since the previous revision. The date of the amendment will be noted on the map for each area amended.

Programs in the plan are time-referenced, although, program priorities must be evaluated within the overall context of the City budget. The General Plan recommends that an annual review of the General Plan occur at the beginning of each year tied to the budget cycle. This review will evaluate the status of General Plan implementing programs in order to establish each year’s work priorities within the framework of other City needs. Modifications to the timeframes or priorities will not require a General Plan Amendment. A comprehensive review and revision of the Plan will be undertaken at least every five years, following the first such review in 1999.

Section 2

General Plan Summary

2.1 Overall Vision for the City of Pinole

The City of Pinole General Plan carries forward many long-standing City goals and policies for protecting the fragile natural environment and the existing character of the community. The purpose of keeping the General Plan up-to-date is to effectively respond to changing conditions that may affect the quality of life in Pinole and to establish an explicit and consistent policy foundation for zoning and other implementing ordinances, design review, capital improvements, development review and other implementing actions.

A major focus of the General Plan is to preserve the quality of life in the City's residential neighborhoods and to continue to provide quality services and facilities. Historically, the Pinole General Plan has focused on protecting residential neighborhoods by discouraging street extensions and connections to the City of Hercules or Contra Costa County and limiting major through traffic from neighborhoods. Guiding land use and circulation policies in the General Plan state that residential areas should be separated from the vehicular traffic with controlled, safe points of intersection, and that residential areas shall be protected from intrusions of incompatible land uses and vehicular traffic. Little additional development is expected to occur in Pinole's single family neighborhoods.

At the same time, the General Plan recognizes the benefits of economic development in providing the City with revenues for to fund City services and to provide jobs and shopping. Fifteen years ago, much of the City's revenue came from property tax and the state and federal government. Today and in the future, the maintenance and improvement of public services will depend increasingly on revenues from the commercial sector. With changes in local government financing and the increasing cost of liability insurance, legal requirements, equipment, personnel, and capital improvements (sewer, drainage improvements, street maintenance. etc.), it is becoming more difficult to maintain existing expenditure levels and the level of service.

The City's ability to provide services and facilities is in part shaped by requirements and standards in the existing General Plan. The Growth Management Element states that all new development will be approved only if service standards are met or if facilities proposed in the Seven Year Capital Improvement Program (CIP) can improve the City's ability to provide the minimum established service level. In addition, the Plan states that "new development shall generate adequate public revenues to support the services and amenities which the community determines necessary to maintain the existing quality of life. New development shall justify itself in terms of public revenues generated."

Pinole has been very aggressive in pursuing major capital improvements such as San Pablo Avenue reconstruction, the Atlas Road Interchange and other major street projects, new park developments including Bay Front, Pinole Valley and Fernandez Parks, and the Public Safety Building and Senior Center. Increases in population are expected to increase the demand for police, fire, seniors and parks/recreation services and facilities.

2.2 History of Pinole

In addition to the natural setting, Pinole is noted for its architectural heritage and historic past. Native American settlement of the West Contra Costa shoreline began at least 5,000 years ago. The Pinole region was the territory of the Huchiun Indians, whose territory extended from Berkeley to somewhere between Rodeo and Crockett. The recorded history of Pinole dates back to the early 1700s when a Spanish commandant, Don Pedro Fages, led an exploration through Contra Costa. With a small band of soldiers and an Indian guide, Don Pedro Fages left Monterey and traveled northward until he reached the area known today as Pinole. According to legend, the soldiers ran out of provisions on their march and found a village of Indians who gave them food. This food consisted of a form of meal, made from acorns, seeds, and wild grain, which they called “pinole” (derived from the Aztec word “pinolli” meaning ground and toasted grain or seeds.) Thus, the soldiers named their camp “El Pinole,” and Pinole received its name.

In 1823, Don Ignacio Martinez, commandant of the Presidio of San Francisco, received a land grant from the Mexican government. This land grant comprised over 17,000 acres and was known as “El Pinole.” The following year, in 1824, Don Ignacio Martinez built his first adobe hacienda in Pinole Valley about three miles from San Pablo Bay on what is now Pinole Valley Park.

By the 1850s, Bernardo Fernandez started a trading facility at the bay and built the historic Fernandez Mansion which still stands today at the end of Tennent Avenue. From these early beginnings, a small but thriving community grew to the city we know as Pinole. Many of these early structures still stand as reminders of Pinole’s colorful past.

One of the earliest Anglo-American settlers in Contra Costa County was Dr. Samuel J. Tennent, who married Rafaela, the daughter of Ignacio Martinez. In 1851, the Tennents built their home, about a half mile out the Valley Road (Pinole Valley Road today) from the Tennent Avenue Creek Bridge, of lumber, that was shipped from Maine. Tennent, through his wife Rafaela, owned much of the acreage in the area.

With the advance of the Southern Pacific Railroad through the wharf area in 1878, the way became open for the California Powder Works to move into the adjacent waterfront they called Hercules. The company built both the plant and its houses and became the largest producer of dynamite in the world by the turn of the century. During World War I it manufactured more TNT than any other plant in the country. The town of Pinole became the service center for the plant, and the success of the plant had a direct relationship with the development of Pinole. Twenty of the homes built by the company for worker housing have been rehabilitated and relocated to an historic district receiving area adjacent to the Pinole City limits.

Edward M. Downer came to Pinole in late 1889 and went to work in 1890 as a dispatcher and station agent at the Southern Pacific train depot at the end of Tennent Avenue near the waterfront. During the last ten years of the Nineteenth Century and the early part of the Twentieth, he was one of the most influential and prominent business figures in Pinole and the surrounding areas including Rodeo, Crockett, Port Costa, Richmond, El Cerrito and Albany. This was due to the chain of banking houses which he and his family established in these cities and to his civic efforts and successes all through these areas.

The history and architectural character of Pinole was very much influenced by the commercial

activity that took place here, including the Gold Rush, agricultural shipping (about 1854 to 1885), railroad shipping, California Powder Works Company (1879 to the 1970s), the growth in automobile travel, World War II - 1940s, and construction of I-80. The Old Town area of Pinole is unique. Despite rapid growth since the 1950s, Pinole's downtown has retained a great deal of historic and architectural character. A large number of historic residences, primarily Queen Anne and Italianate cottages, remain in good condition, and many of the old commercial buildings still remain.

2.3 Overview of Local and Regional Conditions

The City of Pinole is located in the San Francisco Bay Area, on the shores of San Pablo Bay in West Contra Costa County, as shown on map GP-I. I-80, which traverses the City, connects the San Francisco/Oakland metropolitan area with Sacramento and points 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 the City and connects with I-680.

All of the communities within the West County Planning Area have an interest in area-wide land use and transportation planning, economic development and policies related to environmental protection, open space, services and other issues. Surrounding communities include the unincorporated areas of MonTaraBay, Rancho Road and El Sobrante, and the cities of Richmond and Hercules. Pinole, El Cerrito, Richmond, Hercules, 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 major regional shopping center for West County is located in the "Hilltop" area of northern Richmond, about two miles south of Pinole. North Richmond includes housing units and a large business park, and is becoming a major growth center for the whole West County area. Just north of Pinole is Hercules, which has experienced rapid residential growth in recent years.

Population Trends

Major factors that are expected to affect conditions in Pinole over the next 15 years include:

- (1) **Minimal increase in population, but greater increase in households, with households being slightly smaller.** There was a 32% increase in population between 1970-1990 with little increased ability to provide services due to Proposition 13 and other revenue shifts. There will be increases in households and population with a continuing need to provide services. Population is expected to grow in the Pinole Planning Area by 3,231 people between 1990 and 2010 (a 12% increase). The number of households is expected to increase by 1,317 between 1990-2010 (a 14% increase). The average household size is projected to decrease from 2.86 in 1990 to 2.79 persons/household in 2010.
- (2) **Aging population and about the same number of families with young children.** The number of seniors is expected to increase over the next twenty years to between 12%-15% of the population in Pinole. The increasing longevity of people and the increasing number of seniors in the population in Contra Costa County and Pinole will create additional need for specialized services for older residents, increased service demands, and demand for police, fire, senior services and parks/ recreation services and facilities. Almost 48% of all households in the City in 1990 had children under 18 years of age, and

over 21% of these were headed by a single parent. The number of pre-school age children (age 5 and under) in Pinole in 1990 was 1,493, or 8.5% of the population.

Economic Development Trends

Increases in jobs in the future will exceed the expected increase in residents, which will improve the jobs/housing balance. Most of the projected jobs will be at salary levels below what is needed to afford market rate housing in Pinole. Most of the new employment, 1,000 to 1,300 jobs will result from the completion of the Pinole Vista Shopping Center. More jobs will be created with the redevelopment of San Pablo Avenue, Old Town, Pinole Valley Road South, and expansion at Doctor's Hospital. The following are key economic development considerations:

- (1) **Significant amount of job growth and better jobs/housing balance.** The increase in jobs in the future will exceed expected increase in residents, which will improve the jobs/housing balance. Due to increasing local jobs, the number of employed residents per job is expected to decrease from 2.7 to 2.3 employed residents/job between 1990 and the year 2010.
- (2) **Reduced office/industrial demand.** The San Pablo Avenue corridor, as well as the City as a whole, except for medical offices near Doctors Hospital, will have less office/industrial demand than was estimated when the Specific Plan was adopted in 1986. Most of the regional offices/industrial uses will locate at Hilltop, along Richmond Parkway or in Hercules. A persistent vacancy in existing second tier office facilities in West County will be slow to fill.
- (3) **Steady retail demand.** There are plans for the development of regional shopping facilities at Pinole Vista Shopping Center. Retail demand in Contra Costa County are doing well due to population growth around Pinole and as a result of Pinole's location on the heavily traveled I-80 corridor through West County.
- (4) **Neighborhood shopping undergoing a transition.** The vacancy rate in some neighborhood shopping areas has increased. Centers with higher vacancy rates may need to look to alternative land uses, such as residential or mixed use (commercial and residential), and must assess their future markets to tailor retailing to demand.
- (5) **Land Assembly and Parking Constraints.** The primary constraint to developing or redeveloping San Pablo Avenue will be the high cost and time requirements for land assembly. A constraint to enhancing activity in Old Town is the lack of capital and adequate parking. Redevelopment Agency participation and the provision of common parking facilities may be needed to assemble land and to provide additional parking.

Traffic Issues

Traffic capacity has become a limiting factor to growth throughout Contra Costa County and in many other parts of the Bay Area. The major impact of traffic on the future character of Pinole will come from development outside the City and as a result of pass-through and spillover traffic along the I-80 corridor. While local City streets are generally in good condition, the development of sufficient capacity and programs to handle the huge volume of through traffic on I-80, San Pablo Avenue and connecting arterials will be difficult and must be addressed through regional

solutions. The City of Pinole adopted a Growth Management Element in 1992 in compliance with Measure C and has participated in the development of other implementing measures in coordination with other west county jurisdictions and various transportation agencies.

Community concerns expressed at General Plan workshops identified the need to evaluate the cumulative effects of regional growth, particularly in terms of traffic impacts. Success in addressing traffic problems will depend on inter-jurisdictional coordination, the availability of sufficient funding and implementation of highway and transit improvements and Transportation Demand Management (TDM) trip reduction programs.

Other Land Use Planning Considerations

Overall, the housing stock in Pinole is in good condition, consistent with its age and upkeep. The exceptions are scattered homes and apartment complexes and a few areas adjacent to Old Town. Adoption of a neighborhood preservation ordinance to address neighborhood standards and code enforcement will have the greatest impact on maintaining the character of the neighborhoods. While real estate values have leveled off or even dropped in recent years, the 9,600 housing units in Pinole's Planning Area should continue to maintain their value into the foreseeable future. Other planning considerations include:

- (1) **Future commercial and residential growth will be limited to several key areas.** Most employment growth will occur at Pinole Vista Shopping Center. Improvements are also expected to occur along San Pablo Avenue. No significant changes to existing residential areas are anticipated and no further large housing developments are projected.
- (2) **Need for affordable housing.** Only about 37% of Pinole households have an annual income high enough to purchase the average priced home in Pinole. Although residential development opportunities are limited, there is a potential to provide affordable housing through infill and mixed use development, especially along the San Pablo Avenue corridor. Housing for people who work in Pinole will maintain the quality of life and keep commute trips to a minimum.
- (3) **Annexation of unincorporated areas (MonTaraBay and Rancho Road/El Sobrante) is not cost effective under currently planned land uses.** Unincorporated areas are developed mostly with older single family residential uses. Key revenues — property and sales tax — are lower, on average than within the City. Without the potential for redevelopment or the negotiation of a more favorable property tax split with the County than might be anticipated, annexation of these areas would not be cost effective. The City would be hard pressed to provide proper levels of municipal services to annexed areas without a reduction of services to current residents.

2.4 General Plan Goals and Key Policy Features

The City of Pinole is largely built out. Most opportunities for development will be infill construction of housing and commercial development, primarily along San Pablo Avenue. Community concerns raised at the General Plan workshops include maintaining the safety level in the community, maintaining and enhancing Pinole as a good community for children, and providing safe walking to school. Other local issues of concern include speeding on residential

streets and moving traffic through Pinole so that traffic does not jam up in Pinole or divert onto neighborhood streets. Many people also identified the need to evaluate the cumulative effects of regional growth, particularly in terms of traffic impacts. People commenting at community workshops recognize the benefits of Pinole's location and easy freeway access and there appears to be general support for programs, such as sales tax initiatives that increase regional funding of highway and transit improvements.

The existing San Pablo Avenue Specific Plan has been incorporated into the General Plan to simplify consideration of land use issues along San Pablo Avenue. Appendix A contains Land Use Categories definitions for the different types of land uses shown on the Land Use Plan maps (Maps GP-5 and GP-6). Broad categories include commercial, industrial, residential, public and other land uses.

Overall, very few changes have been made to the land uses designated on the Land Use Plan maps. The areas designated for Low Density Residential (single family) and Open Space have been preserved. The major changes shown on the maps include: Redesignating Montalvin Manor, within the unincorporated area of Pinole, for High Density Residential; adding a Mixed Use land use category to allow for commercial and residential land uses to be combined; and designating some property for waterfront commercial development within the San Pablo Bay Conservation Area land use.

It is crucial to the long-term health of the City that the General Plan reflects the specific goals of the community and that these goals are kept in the forefront as projects and implementing programs are approved and carried out. For example, the General Plan must be sufficiently specific to respond to changes in traffic conditions and new issues facing the City and region over the next 15 years. In addition, the General Plan must respond to the detailed requirements of State law, Measure C and other regional planning initiatives. The goals from each element of the General Plan are listed on the following pages.

Land Use and Economic Development Goals

- LU1 **PROTECT COMMUNITY CHARACTER.** Preserve and enhance the natural resources, high quality residential neighborhoods and commercial areas, and the small-town (semi-rural) character of Pinole.
- LU2 **PLANNING COORDINATION.** Assure the City takes an active leadership role coordinating planning with its neighboring jurisdictions and other public agencies.
- LU3 **HISTORIC PRESERVATION AND COMMUNITY DESIGN.** Preserve the historic resources and ensure high quality site planning and design.
- LU4 **RESIDENTIAL NEIGHBORHOODS.** Preserve and strengthen the identity and quality of life of Pinole's residential neighborhoods.
- LUS **ENVIRONMENTALLY SENSITIVE SITES.** Assure any development of environmentally sensitive sites protects important natural resources and recognizes hazard constraints.

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- LU6 **WATERFRONT ENHANCEMENT.** Protect and enhance the natural resources of the San Pablo Bay waterfront for the enjoyment of Pinole residents.
 - LU7 **ECONOMIC DEVELOPMENT.** 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.
 - LUS **COMMERCIAL ACTIVITY AREAS.** Concentrate commercial development and mixed use activity areas so as to provide needed services and tax revenues while not detracting from the overall character of the community.

Community Services and Facilities Goals (to be added)

Circulation Goals

- C1 **CIRCULATION SYSTEM DESIGN.** Develop, improve and maintain a circulation system which provides efficient and safe access for private vehicles, commercial vehicles, public transit, emergency vehicles, pedestrians, bicyclists, and equestrians, while protecting the quality of Pinole’s residential neighborhoods and commercial activity areas.
- C2 **REGIONAL TRANSPORTATION PLANNING.** Coordinate with neighboring jurisdictions and other public and regional agencies in the provision of adequate circulation, and the development of balanced housing and employment opportunities to reduce trips in and out of the region.
- C3 **LOCAL STREET IMPROVEMENTS.** Provide and maintain a safe, attractive and efficient circulation system that ensures ongoing convenient access to all residential, commercial and community areas and to neighboring jurisdictions.
- C4 **TRANSIT.** Support the provision of public transit services and alternative programs such as Transportation Demand Management (TDM) to provide a viable alternative to single occupant automobile travel for all citizens and a convenient means of transportation to the “transit dependent” population.
- C5 **FUNDING OF IMPROVEMENTS AND MAINTENANCE.** Provide for adequate funding for regional and local infrastructure maintenance, transit and transportation improvements to assure implementation in a timely manner.
- C6 **PARKING.** Ensure adequate off-street parking is provided for in all new projects and designed for safe and effective circulation, and that existing parking ordinances and enforcement are reflective of community needs and safety.

- C7 PEDESTRIAN AND BICYCLE CIRCULATION AND TRAILS.** Develop and maintain a comprehensive pedestrians bicycle, hiking and equestrian circulation network and trails system which connects open space, activity areas and recreation areas, provides linkages to regional trails and open space, offers safe recreation opportunities, and provides an alternative to automobile travel.

Housing Goals

- HI HOUSING DESIGN.** Encourage the development of housing which protects the existing “semi-rural” character of Pinole through good design.
- H2 ADEQUATE SERVICES AND FACILITIES.** Provide adequate services and facilities to meet the needs of the city’s current and future population.
- H3 EXISTING HOUSING AND COMMUNITY HERITAGE.** Protect and conserve existing housing and community heritage.
- H4 HOUSING NEEDS.** Within the overriding context of maintaining 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.

Open Space and Environmental Protection Goals

- OS1 PRESERVE NATURAL RESOURCES.** Preserve natural resources which provide important habitat, ecological or archeological value, and maintain clean air and water quality.
- OS2 PROTECT VISUAL RESOURCES.** Enhance the City of Pinole’s character by protecting key visual resources.
- OS3 PROVIDE RECREATION OPPORTUNITIES.** Provide for a wide variety of recreational activities in open space areas, parks, and school grounds within the City of Pinole, balanced with the protection of important habitat.
- OS4 OPEN SPACE PRESERVATION AND MANAGEMENT.** Maintain and effectively manage an integrated pattern of open space areas.

Health and Safety Goals

- HS1 COMMUNITY HEALTH AND SAFETY.** 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.
- HS2 PROTECTION FROM NATURAL AND MAN-MADE HAZARDS.** Protect the community from the risk of flood damage and minimize hazards of soil erosion, weak

and expansive soils, potentially hazardous soils materials, other hazardous materials, geologic instability and seismic activity.

- HS3 **PREPARE FOR EMERGENCY SITUATIONS.** Ensure government agencies, citizens and businesses are prepared for an effective response and recovery in the event of emergencies or disasters.
- HS4 **NEW DEVELOPMENT NOISE STANDARDS.** 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 level above acceptable standards.
- HS5 **REDUCE EXISTING OBJECTIONABLE NOISE SOURCES.** Eliminate or reduce noise from existing objectionable noise sources.

Growth Management Goals

- GMI **COORDINATED REGIONAL PLANNING.** Attain a level of mutually beneficial communication and coordinated planning among the City of Pinole and its neighboring jurisdictions and other public and regional agencies in the provision of adequate services and facilities, and housing and employment opportunities.
- GM2 **ADEQUATE COMMUNITY AND COMMERCIAL SERVICES AND FACILITIES.** Provide community services and facilities and commercial services and amenities which are accessible from all residential neighborhoods.
- GM3 **PROVIDE SAFE, ATTRACTIVE AND EFFICIENT CIRCULATION.** Provide a safe, attractive and efficient circulation system that ensures ongoing convenient access to all residential, commercial and community areas and to neighboring jurisdictions.
- GM4 **GUIDE, CONTROL AND MONITOR FUTURE GROWTH.** Guide, control and monitor future growth to ensure that the goals and values of the citizens of Pinole as expressed in the General Plan are maintained and enhanced.

Implementing Program Priorities Goals

- IP1 **GENERAL PLAN IMPLEMENTATION.** The City will take an active leadership role in assuring the implementation of General Plan programs.
- IP2 **PUBLIC PARTICIPATION.** Encourage public review and effective participation in all aspects of the planning process.
- IP3 **UP-TO-DATE PLANNING.** Maintain and periodically revise and update the City's General Plan to reflect current community goals and policies.

2.5 Primary Implementing Programs

As the foremost policy document for the City of Pinole, the General Plan establishes policy direction and standards for land use and other issues and provides the basis for the maps and text in the Zoning Ordinance, subdivision requirements, capital and service improvement programming, and other important community decisions. Achieving consistency among these plans is an important reason for keeping the entire General Plan up to date.

Zoning is the primary instrument for implementing the General Plan because it provides very detailed standards and requirements for each of the land use districts. Each parcel of land in the community is included in one of those districts. Updating the Pinole Zoning Ordinance to be consistent with the General Plan is an important task to be done in a timely manner after General Plan adoption. Written regulations, consistent with the General Plan, establish standards for minimum lot size, building height and setback limits, lot coverage, lot to building floor area ratio, parking, and other development parameters within each land use zone (the land use categories of the General Plan as shown on the Land Use Plan maps GP-5 and GP-6 are defined in Appendix A). Other key implementing programs include:

- (1) **West County Action Plan.** Participate in regional transportation planning and growth management to provide coordinated, long-range actions addressing future travel needs in the City and the West Contra Costa County/I-80 travel corridor.
- (2) **Pinole Redevelopment Agency.** Provide funding for local improvements, commercial retail development and affordable housing within the Redevelopment Project Area through the unique powers of the Redevelopment Agency, and as projected in the Redevelopment Agency's capital budget, which is part of the City's Seven-Year Capital Improvement Program (CIP), with special attention to improvements in Old Town and along San Pablo Avenue.
- (3) **Monitor Pinole Vista Development.** To ensure that this area remains economically viable, continue to play a role in the design, marketing, development and enhancement of Pinole Vista through the implementation and monitoring of development and ground lease agreements at Pinole Vista.
- (4) **Code Enforcement Program.** Adopt a code enforcement program to ensure that private properties are maintained in accordance with community standards.
- (5) **Community/Civic Center Study.** Adopt and implement the Community/Civic Center Feasibility Study and, if approved for construction, include in the Seven-Year Capital Improvement Program (CIP).
- (6) **Geotechnical Review Procedures.** Update City guidelines establishing geotechnical review procedures, including but not limited to, the content of geologic feasibility reports, design level geotechnical reports, and the credentials of the authors of such reports

Section 3

Land Use and Economic Development Element

3.1 Introduction

The Land Use and Economic Development Element of the General Plan is a long-range guide to the development of all lands within the Pinole Planning Area. As with other parts of the General Plan, the overriding goal is to maintain the quality of life in Pinole, with access to high quality services and shopping.

While general land use designations are defined and mapped in the General Plan (see Appendix A and maps GP-5 and GP-6), the specific standards of development by use category must be established in an updated Zoning Ordinance which is consistent with the Land Use and Economic Development Element. This task will be completed following City Council adoption of the General Plan.

3.2 Land Use and Economic Development Element Requirements

A land use element has been required as part of local general plans since 1955. The element must establish a pattern for land use and set clear standards for the density of population and the intensity of development for each of the proposed land uses. Pinole's Land Use and Economic Development Element must also bring together many community development, natural environment and health and safety concerns into a comprehensive and coordinated statement of how these issues will be addressed. The citation below is from the California Government Code concerning land use element requirements.

“A land use element which designates the proposed general distribution and general location and extent of uses of the land for housing, business, industry, open space, including agriculture, natural resources, recreation, and enjoyment of scenic beauty, education, public buildings and grounds, solid and liquid waste disposal facilities and other categories of public and private uses of land. The land use element shall include a statement of the standards of population density and building intensity recommended for the various districts and other territory covered by the plan. The land use element shall also identify areas covered by the plan which are subject to flooding and shall be reviewed annually with respect to such areas.”

3.3 Demographic Trends and Projections

To provide a context for evaluating growth and demographic trends that may affect the City, demographic data are summarized for the Bay Region, Contra Costa County, West County and the entire Pinole Planning Area. The Pinole Planning Area includes the City of Pinole and the unincorporated areas in the county to the east and south stretching to El Sobrante ridgeline, Pinole/Hercules ridgeline and the City of Richmond limits.

As shown below, between 1970 and 1990 the population in the City of Pinole increased 32%, from 13,266 to 17,460. By comparison, the population in the entire West Contra Costa County

area, which includes the cities of Pinole, El Cerrito, Hercules, Richmond and San Pablo and unincorporated areas, increased by 11%. The population in the entire nine county Bay Area region grew by 28% over the same period.

Increases in Population (1960-1990)

Jurisdiction or Area	1960	1970	1980	1990
Pinole	6,064	13,266	14,233	17,460
Hercules	310	252	5,963	16,892
Richmond	71,834	79,043	74,676	84,344
San Pablo	19,687	21,461	19,750	21,612
West County	170,163	188,602	184,151	212,600
Contra Costa County	409,030	555,803	656,380	803,732
Contra Costa County Department of Community Development				

Over the 1990 to 2010 time period, the population in the Bay Area is projected to grow another 25%. The population in Contra Costa County is projected to grow 37% over the same period. The tables on the next two pages show projections for population, jobs and households for Contra Costa County and the Pinole Planning Area.

The Pinole Planning Area is projected to grow over the next twenty years by 3,231 people - from 27,069 people in 1990 to 30,300 people in the year 2010 (a 12% increase). The number of households in the planning area is projected to increase about 14% by the year 2010 (from 9,473 to 10,840). Currently, the City comprises approximately 65% of the population and 68% of the housing units in the entire Pinole Planning Area. The average household size is projected to decrease slightly. The trend toward decreasing household size is due to increasing life expectancy, lower birth rate and more people Living alone.

Contra Costa County Jobs and Housing Projections

Category	1980	1990	2000	2010
Population	656,380	803,732	968,700	1,104,700
Households	241,534	300,288	358,800	414,020
Average Household Size	2.69	2.64	2.67	2.64
Employed Residents	307,476	409,351	482,400	565,000
Jobs	201,237	305,140	342,160	430,120
Employed Residents/Job	1.5/1	1.3/1	1.4/1	1.3/1
Source: Association of Bay Area Governments, 1994				

Pinole Planning Area Jobs and Housing Projections

Category	1980	1990	2000	2010
Population	24,334	27,069	29,000	30,300
Households	8,051	9,473	10,220	10,840
Average Household Size	3.02	2.86	2.83	2.79
Employed Residents	11,979	13,592	14,100	14,700
Jobs	3,448	5,020	6,070	6,460
Employed Residents/Job	3.5/1	2.7/1	2.3/1	2.3/1
Source: Association of Bay Area Governments, 1994				

The median age in Pinole is about the same as it is in West County and Contra Costa County. The median age in the Bay Area is projected to increase from 33.1 years in 1990 to 34.9 years by the year 2010, with the number of people age 65 or older increasing by 34%. The median age in Contra Costa County is projected to increase from 33.6 years in 1990 to 35.1 years in the year 2010, with the number of people age 65 or older increasing by 49%.

3.4 Land Use and Economic Development Goals

- LU1 **PROTECT COMMUNITY CHARACTER.** Preserve and enhance the natural resources, high quality residential neighborhoods and commercial areas, and the small-town (sent-rural) character of Pinole.
- LU2 **PLANNING COORDINATION.** Assure the City takes an active leadership role coordinating planning with its neighboring jurisdictions and other public agencies.
- LU3 **HISTORIC PRESERVATION AND COMMUNITY DESIGN.** Preserve the historic resources and ensure high quality site planning and design.
- LU4 **RESIDENTIAL NEIGHBORHOODS.** Preserve and strengthen the identity and quality of life of Pinole's residential neighborhoods.
- LU5 **ENVIRONMENTALLY SENSITIVE SITES.** Assure any development of environmentally sensitive sites protects important natural resources and recognizes hazard constraints.
- LU6 **WATERFRONT ENHANCEMENT.** Protect and enhance the natural resources of the San Pablo Bay waterfront for the enjoyment of Pinole residents.
- LU7 **ECONOMIC DEVELOPMENT.** 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.

LU8 COMMERCIAL ACTIVITY AREAS. Concentrate commercial development and mixed use activity areas so as to provide needed services and tax revenues while not detracting from the overall character of the community.

3.5 Land Use and Economic Development Policies

GOAL LU1 PROTECT COMMUNITY CHARACTER. PRESERVE AND ENHANCE THE NATURAL RESOURCES, HIGH QUALITY RESIDENTIAL NEIGHBORHOODS AND COMMERCIAL AREAS, AND THE SMALL-TOWN (SEMI-RURAL) CHARACTER OF PINOLE.

LU1.1 Variety of Land Uses. Maintain 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.

	Primary Implementing Programs
LU1P-1	General Plan Land Uses
LU1P-2	Pinole Zoning Ordinance

LU1.2 General Plan Land Uses and the Zoning Ordinance. Require all proposed projects to be consistent with the General Plan and other applicable development standards established by the City's Zoning Ordinance.

	Primary Implementing Programs
LU1P-1	General Plan Land Uses
LU1P-2	Pinole Zoning Ordinance

LU1.3 Civic Beautification. Establish 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.

	Primary Implementing Programs
LU1P-4	Pinole Redevelopment Agency
LU1P-6	Code Enforcement Program
LU1P-14	Civic Beautification Programs
LU1P-12	Design Review Guidelines and Procedures
OSIP-10	Landscape and Sound wall Design Standards
OSIP-11	Street Tree Master Plan
OSIP-12	Signature Plantings

HIP-5 Rehabilitation Loan Programs and Fair Housing Laws

LU1.4 **Code Enforcement and Property Maintenance.** Preserve the quality of the environment through active code enforcement and property maintenance programs.

Primary Implementing Programs
LIJIP-6 Code Enforcement Program
LUIP-7 Graffiti Control Program
LUIP-18 Neighborhood Volunteers
LUIP-19 Neighborhood Mediation
HIP-5 Rehabilitation Loan Programs and Fair Housing Laws

GOAL LU2 PLANNING COORDINATION. ASSURE THE CITY TAKES AN ACTIVE LEADERSHIP ROLE COORDINATING PLANNING WITH ITS NEIGHBORING JURISDICTIONS AND OTHER PUBLIC AGENCIES.

LU2.1 **Coordination with Other Agencies.** Continue to coordinate planning review of development proposals with appropriate federal, state, regional and local public agencies.

Primary Implementing Programs
LUIP-10 Contra Costa County General Plan
LUIP-11 Other Agency Approvals
LUIP-37 MonTaraBay Annexation Implementation

LU2.2 **West Contra Costa County Service Delivery.** Achieve efficient community service delivery by coordinating with West County jurisdictions and agencies.

Primary Implementing Programs
LUIP-10 Contra Costa County General Plan
LUIP-11 Other Agency Approvals
LUIP-37 MonTaraBay Annexation Implementation
LUIP-39 Integrated Resource Recovery Facility
LUIP-40 Recycling Programs
LUIP-42 Sewer Line Inventory
LUIP-43 Library Service
LUIP-44 Child Care Needs
LUIP-45 EBMUD System Plans
LUIP-46 Water Conservation Techniques
LUIP-47 Water Reuse Ordinance

LU2.3 **Planning Area and Sphere of Influence.** Coordinate land use planning decisions within Pinole’s Sphere of Influence (SOI) or Planning Area with other jurisdictions (see map GP-2).

- Primary Implementing Programs
- LUIP-10 Contra Costa County General Plan
- LUIP-11 Other Agency Approvals
- LUIP-37 MonTaraBay Annexation Implementation

LU2.4 **Annexation Criteria.** Annexation of areas outside the current City limits should be dependent on resident interest, the cost/revenue implications of specific annexation proposals and ability to provide City services to the area.

- Primary Implementing Programs
- LUIP-37 MonTaraBay Annexation Implementation

LU2.5 **Rancho Road Area Land Use.** Retain the designation of the majority of this area as Low Density Residential. Retain the commercial designation along Appian Way, with development at a smaller scale and act as a transition between the lower intensity development south of the City limits and the higher intensity development near Fitzgerald Drive. (See also Policy LU8.3).

- Primary Implementing Programs
- LUIP-I General Plan Land Uses
- LUIP-10 Contra Costa County General Plan
- LUIP-11 Other Agency Approvals

LU2.6 **MonTaraBay Land Use.** Retain Neighborhood Commercial and General Commercial land uses along San Pablo Avenue near the Pinole city limits and at the intersection of San Pablo Avenue and Tara Hills Drive, and retain low-density residential densities in Montalvin Manor.

- Primary Implementing Programs
- LUIP-I General Plan Land Uses
- LUIP-10 Contra Costa County General Plan
- LUIP-11 Other Agency Approvals
- LUIP-37 1 MonTaraBay Annexation Implementation

LU2.7 **Briones Hills Preserve Land Use.** Continue to support the agreement for the Briones Hills Preserve that established this area as an agricultural preservation area in 1987.

Primary Implementing Programs
LUIP-10 Contra Costa County General Plan
LUIP-11 Other Agency Approvals
LUIP-37 MonTaraBay Annexation Implementation

GOAL LU3 HISTORIC PRESERVATION AND COMMUNITY DESIGN. PRESERVE THE HISTORIC RESOURCES AND ENSURE HIGH QUALITY SITE PLANNING AND DESIGN.

LU3.1 **Site Planning and Design.** Ensure high quality site planning, architecture and landscape design for all new development, renovation or remodeling.

Primary Implementing Programs
LUIP-2 Pinole Zoning Ordinance
LUIP-3 Grading and Subdivision Ordinances
LUIP-12 Design Review Guidelines Procedures
LUIP-13 Hillside Development Guidelines
LUIP-15 Historic Preservation Ordinance
LUIP-35 Redevelopment of Old Town Properties
OSIP-5 Shoreline Corridor Overlay Zone.
OSIP-8 Scenic Easements
OSIP-9 Ridgeline Preservation Ordinance
OSIP-13 Tree Preservation Ordinance
OSIP-14 Critical Public Views and Ridgelines

LU3.2 **Design Review.** Require design review and approval by the City of significant public and private development proposals, including those for individual residences. Proposed projects should address the following issues:

- a. Preserve the architectural character and scale of neighborhoods.
- b. Assure the design and scale of the project is in relation to surrounding properties including exterior colors and materials.
- c. Minimize impacts on waterfront and ridgeline views.
- d. Minimize impacts on privacy and sun access of adjacent properties.
- e. Minimize impacts of excessive noise, glare or hazardous materials.
- f. Screen unsightly uses including trash and loading dock areas, roof top equipment, and ventilating systems.
- g. Incorporate setbacks, open space, and landscaping into project design.

	Primary Implementing Programs
LUIP-3	Grading and Subdivision Ordinances
LUIP-12	Design Review Guidelines and Procedures
LUIP-13	Hillside Development Guidelines
LUIP-15	Historic Preservation Ordinance
LUIP-20	Neighborhood Meetings
LUIP-21	Environmentally Sensitive Sites
OSIP-5	Shoreline Corridor Overlay Zone
OSIP-9	Ridgeline Preservation Ordinance
OSIP-14	Critical Public Views and Ridgelines

LU3.3 **Design Review of Commercial and Industrial Projects.** 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.

	Primary Implementing Programs
UIP-12	Design Review Guidelines and Procedures
LUIP-15	Historic Preservation Ordinance
LUIP-20	Neighborhood Meetings
OSIP-5	Shoreline Corridor Overlay Zone
OSIP-14	Critical Public Views and Ridgelines

LU3.4 **Design Review of Residential Projects.** Require design review of residential projects to ensure compatibility with adjacent or nearby land uses, including architectural style, scale, mass, bulk, color, materials, lot coverage and setbacks. Design review should ensure new residential projects are protected from the impacts of undesirable traffic, noise, or other intrusions when proposed near existing commercial or industrial uses.

	Primary Implementing Programs
LUIP-3	Grading and Subdivision Ordinances
LUIP-12	Design Review Guidelines and Procedures
LUIP-13	Hillside Development Guidelines
LUIP-15	Historic Preservation Ordinance
LUIP-20	Neighborhood Meetings
LUIP-21	Environmentally Sensitive Sites
OSIP-5	Shoreline Corridor Overlay Zone
OSIP-9	Ridgeline preservation Ordinance
OSIP-14	Critical Public Views and Ridgelines

LU3.5 **Historic Preservation.** Identify and protect sites and structures of architectural, historical, archaeological, and cultural significance, including significant trees and other plant materials. Require new development in historic areas to complement the character of nearby historic structures.

	Primary Implementing Programs
LUIP-4	Pinole Redevelopment Agency
LUIP-15	Historic Preservation Ordinance
LUIP-16	Historic Building Receiving Area
LUIP-17	Archaeological Resources
LUIP-21	Environmentally Sensitive Sites
OSIP-13	Tree Preservation Ordinance

GOAL LU4 RESIDENTIAL NEIGHBORHOODS. PRESERVE AND STRENGTHEN THE IDENTITY AND QUALITY OF LIFE OF PINOLE’S RESIDENTIAL NEIGHBORHOODS

LU4.1 **Quality of Pinole’s Residential Neighborhoods.** Assure 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.

	Primary Implementing Programs
LUIP-2	Pinole Zoning Ordinance
LUIP-3	Grading and Subdivision Ordinances
LUIP-12	Design Review Guidelines and Procedures
LUIP-13	Hillside Development Guidelines
LUIP-19	Neighborhood Mediation
LUIP-20	Neighborhood Meetings

LU4.2 **Residential Densities.** Maintain the character and long-term viability of the City’s residential areas by assuring 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:** The low end of the range is appropriate for “problem” sites, such as those with restrictive easements, difficult shape, proximity to important open space or natural resources, or other physical or infrastructure problems.

- b. **High End of the Density Range:** The high end of the range is allowable when site development constraint issues (see Policy LU4.3 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.
 - (3) Creation of usable open areas for public and /or private enjoyment.
 - (4) Provision of pedestrian /bicycle pathways for links to existing or proposed routes.
 - (5) Preservation of wildlife resources.
 - (6) Conservation of energy resources (through solar siting, clustering, etc.).
 - (7) Clustering to reduce paving, grading runoff, and changes in vegetation cover.
 - (8) Additional landscaping area is provided to enhance the natural qualities of the site.
 - (9) On-site recreational facilities are provided for the enjoyment of project residents.
 - (10) Traffic, noise, or visual effects of the higher density development would not significantly affect adjacent or nearby residences, or the overall streetscape.
 - (11) Proximity to transportation facilities.
 - (12) Provision of affordable housing.

Primary Implementation Programs

LUIP-1	General Plan Land Uses
LUIP-2	Pinole Zoning Ordinance
LUIP-3	Grading and Subdivision Ordinances
LUIP-21	Environmentally Sensitive Sites
CIP-8	Traffic Studies
CIP-9	Regional Impacts
HIP-12	Transportation Mitigation
HIP-13	Mixed Use Housing Incentives
HSIP-3	Redevelopment Agency (Housing)
HSIP-3	Geotechnical Review Procedure
HSIP-6	Use of Noise Standards

LU4.3 **Development Constraints.** 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.

	Primary Implementing Programs
LUIP-2	Pinole Zoning Ordinance
LUIP-3	Grading and Subdivision Ordinances
LUIP-12	Design Review Guidelines and Procedures
LUIP-13	Hillside Development Guidelines
LUIP-21	Environmentally Sensitive Sites
OSIP-1	Habitat Protect on Ordinance
OSIP-8	Scenic Easements
OSIP-9	Ridgeline Preservation Ordinance
OSIP-13	Tree Preservation Ordinance
OSIP-14	Critical Public Views and Ridgelines

LU4.4 **Conflicts Between Residential and Non-Residential Uses.** Eliminate, to the greatest extent possible, noise, traffic and other conflicts between residential and non-residential land uses.

	Primary Implementing Programs
LUIP-1	General Plan Land Uses
LUIP-2	Finale Zoning Ordinance
LUIP-41	Potential Odor Impacts

LU4.5 **Parklands Establishment.** Strive to provide each residential neighborhood with access to a developed park or park-like recreational area within one-quarter mile distance.

	Primary Implementing Programs
LUIP-1	General Plan Land Uses
LUIP-5	Capital Improvement Program (CIP)
LUIP-8	Comprehensive Fee Study
CIP-23	Trail Master Plan
CIF-24	Trails Dedication and Easements
CIP-25	Acquisition and Development
HIP-3	Open Space Contributions (Housing)
OSIP-15	Potential Park and Open Space Areas
OSIP-16	Open Space Funding
OSIP-I7	Park Dedication Fees
OSIP-18	Open Space Preservation Actions

GOAL LU5 ENVIRONMENTALLY SENSITIVE SITES. ASSURE ANY DEVELOPMENT OF ENVIRONMENTALLY SENSITIVE SITES PROTECTS IMPORTANT NATURAL RESOURCES AND RECOGNIZES HAZARD CONSTRAINTS.

LU5.1 Doidge and Wright Avenues. Retain the Suburban-Rural and Open Space designation along the ridgelines and on the eastern and western sides of the area. 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 limited access from two long dead-end streets (Doidge and Wright).
- b. Cluster development on large lower density single-family estate lots.
- 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 building profiles (silhouettes) being located 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 in future development of this area.
- e. Evaluate secondary access potential off Hamilton Court and Vincent Drive.
- f. Consider these properties for acquisition as open space.

	Primary Implementing Programs
LUIP-3	Grading and Subdivision Ordinances
LUIP-13	Hillside Development Guidelines
LUIP-20	Neighborhood Meetings
LUIP-21	Environmentally Sensitive Sites
LUIP-17	Critical Public Views and Ridgelines Assessment
OSIP-9	Ridgeline Preservation Ordinance
OSIP-14	Critical Public Views and Ridgelines

LU5.2 Duncan Canyon. Retain the Low Density, Suburban-Rural and Open Space designation for this site. The following are specific policies:

- a. Address site development constraints and resources, including archaeological sites, access, creek protection, tree protection, steep slopes, potential geologic hazards, and protection of views and open space resources.
- b. Consider splitting the site into two clustered developments with access from Appian Way and North Rancho Road.
- c. Protect resources on this site, including the creek, the knoll near the northeast corner of site, and the heavily wooded area adjacent to the creek on both sides of the canyon.

- d. Reconfigure the open space designation to include the drainage channel, the steepest slopes and a wildlife corridor (since it provides a habitat and trail link), leaving the residential designation where access is possible without crossing the drainage.
- e. Evaluate the visual impacts of development on the knoll near the northeast corner of the site.

	Primary Implementing Programs
LUIP-3	Grading and Subdivision Ordinances
LUIP-13	Hillside Development Guidelines
LUIP-20	Neighborhood Meetings
LUIP-21	Environmentally Sensitive Sites
LUIP-17	Critical Public Views and Ridgelines Assessment
QSIP-9	Ridgeline Preservation Ordinance
OSIP-14	Critical Public Views and Ridgelines

LU5.3 **Marsten Ranch Estate Parcels.** Retain the Suburban-Rural designation and scenic easements to limit development to a defined area on these parcels. The following are specific policies:

- a. Minimize the visual impacts of developing the knolls adjacent to Shady Draw through careful site and building design.
- b. 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 building profiles (silhouettes) being located above the ridgeline when viewed from public streets and designated public access areas.
- c. Reevaluate development potential of Lot 126 to determine if it is incompatible with the preservation of the Shady Draw natural Resources.

	Primary Implementing Programs
LUIP-3	Grading and Subdivision Ordinances
LUIP-13	Hillside Development Guidelines
LUIP-20	Neighborhood Meetings
LUIP-21	Environmentally Sensitive Sites
LUIP-17	Critical Public Views and ES Ridgelines Assessment
OSIP-9	Ridgeline Preservation Ordinance
OSIP-14	Critical Public Views and Ridgelines

LU5.4 **Trailer Storage Site.** Consider redesignating a portion of this site for Parks and Recreation and/or Open Space for use as a staging area for the Bay Trail and parking for Bayfront Park so that existing parking can be relocated and the park expanded if an alternative site can be found within the City to relocate the

vehicles currently parked on this site. Specific policies are:

- 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 multi-family housing on a portion of this site.
- f. Consider using this site as a rail-stop for commuter railroad between the Bay Area and Sacramento.
- g. Consider acquisition of this site for recreational purposes.

	Primary Implementing Programs
LUIP-3	Grading and Subdivision Ordinances
LUIP-4	Pinole Redevelopment Agency
LUIP-13	Hillside Development Guidelines
LUIP-20	Neighborhood Meetings
LUIP-21	Environmentally Sensitive Sites
OSIP-9	Ridgeline Preservation Ordinance
OSIP-14	Critical Public Views and Ridgelines
LUIP-36	Water-Oriented Use Study

LU5.5 **Garrity Creek.** Redesignate this site as Medium Density Residential and Open Space. The following are specific policies:

- a. Address site development constraints, including noise from San Pablo Avenue and the railroad, potential for flooding and creek setbacks for maintenance and habitat protection.
- b. Protect and enhance Garrity Creek by requiring creek setbacks, and creek restoration as part of any proposed development.
- c. Consider this site for affordable housing because of its location and access.
- d. Cluster development to protect natural resources and address site development constraint issues.
- e. Consider this property for acquisition as open space.

	Primary Implementing Programs
LUIP-17	Archaeological Resources
LUIP-20	Neighborhood Meetings
LUIP-21	Environmentally Sensitive Sites

LU5.6 **Silverado Parcel.** Retain the Suburban-Rural and Open Space designation on this site. The following are specific policies:

- a. Address site development constraints, including the open space values of the site, the geologic condition of the property, grading impacts, visual impacts, protection of the privacy of existing homes, and the limited availability of water above the 400-foot elevation.
- b. 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 building profiles (silhouettes) being located above the ridgeline when viewed from public streets and designated public access areas.
- c. Protect the prominent knoll which comes off Pinole Ridge and the oak trees located near the top of the knoll.

Primary Implementing Programs
LUIP-3 Grading and Subdivision Ordinances
LUIP-13 Hillside Development Guidelines
LUIP-20 Neighborhood Meetings
LUIP-21 Environmentally Sensitive Sites

LU5.7 **Bundy Property.** Designate this site as Open Space with a portion as Suburban/Rural Residential. Open Space allows agricultural uses, open range, pasture land or tree farming and single family residential as an accessory use. The following are specific policies:

- a. Address site development constraints, including Pinole Creek, which bisects and occupies most of the property, the steep slopes rising to the backs of the residential lots to the north, slope stability problems, and the need for access and maintenance/drainage easements.
- b. Require creek setbacks.
- c. Consider subdividing the portion of the property with the existing house and designating it as Suburban-Rural.

Primary Implementing Programs
LUIP-3 Grading and Subdivision Ordinances
LUIP-20 Neighborhood Meetings
LUIP-21 Environmentally Sensitive Sites
OSIP-1 Habitat Protection Ordinance
HSIP-3 Geotechnical Review Procedure

LU5.8 **Old Reservoir Site.** Retain the Open Space designation on this site, which allows agricultural uses, open range, pasture land or tree farming. The following are specific policies:

- a. Address site development constraints, including topography, high visibility from I-80 and Pinole Valley Road, deed restrictions, and traffic.
- b. Consider scenic easement protection or donation of the property to the City.
- c. Evaluate re-use potential of the reservoir.
- d. Consider alternative land uses of this site.

Primary Implementing Programs
LUIP-3 Grading and Subdivision Ordinances
LUIP-13 Hillside Development Guidelines
LUIP-20 Neighborhood Meetings
LUIP-21 Environmentally Sensitive Sites
OSIP-14 Critical Public Views and Ridgelines

LU5.9 **Pinole Creek.** Retain the Open Space designation to protect the resource and recreation values of Pinole Creek.

Primary Implementing Programs
LUIP-3 Pinole Zoning Ordinance
LUIP-4 Pinole Redevelopment Agency
LUIP-5 Capital Improvement Program (CIP)
OSIP-1 Habitat Protection Ordinance
OSW-2 Riparian and Stream Restoration Programs
OSIP-3 Environmental Education Programs

LU5.10 **Use of 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 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.

Primary Implementing Programs
LUIP-1 General Plan Land Uses
LUIP-2 Pinole Zoning Ordinance
LUIP-38 Closed School Sites (Zoning)

GOAL LU6 WATERFRONT ENHANCEMENT. PROTECT AND ENHANCE THE NATURAL RESOURCES OF THE SAN PABLO BAY WATERFRONT FOR THE ENJOYMENT OF PINOLE RESIDENTS.

LU6.1 San Pablo Bay Conservation Area. Retain the designation for the land immediately adjacent to the Bay as San Pablo Bay Conservation Area, which is primarily an open space designation. Enhance the water-oriented environment of Pinole by encouraging development proposals which may include water-oriented commercial activities and design features. Such uses could include marinas, restaurants, boat rentals and repair facilities, boat slips, uses typically associated with a marina, and recreational activities. All proposals shall incorporate public open space and provide public access to open space areas.

Primary Implementing Programs
LUIP-1 General Plan Land Uses
LUIP-2 Pinole Zoning Ordinance
LUIP-12 Design Review Guidelines and Procedures
LUIP-35 Waterfront Planning Coordination
LUIP-36 Water-Oriented Use Study

LU6.2 Waterfront Parks, Pedestrian Pathways and Recreation Areas. Provide waterfront parks, pedestrian pathways and recreation areas that are accessible and attractive for use by Pinole residents.

Primary Implementing Programs
LUIP-35 Waterfront Planning Coordination
LUIP-36 Water-Oriented Use Study
CIP-23 Trail Master Plan
CIP-29 Bay Trail
OSIP-5 Shoreline Corridor Overlay Zone
OSIP-7 Open Space/Recreation Standards
OSIP-15 Potential Park and Open Space Areas

LU6.3 Wetland Mitigation. Consider waterfront areas for mitigation of the loss of wetlands in other locations.

Primary Implementing Programs
LUIP-35 Waterfront Planning Coordination
LUIP-36 Water-Oriented Use Study
OSIP-1 Habitat Protection Ordinance
OSIP-5 Shoreline Corridor Overlay Zone

GOAL LU7 ECONOMIC DEVELOPMENT. 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.

LU7.1 Commercial and Industrial Land Use Needs. Provide sufficient land for commercial and industrial uses to allow for development that provides basic goods and services to Pinole residents.

Primary Implementing Programs
LUIP-1 General Plan Land Uses
LUIP-2 Pinole Zoning Ordinance

LU7.2 Economic Development Needs. 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.

Primary Implementing Programs
LUIP- 4 Finale Redevelopment Agency
LUIP-25 Community Reinvestment Act (CRA)
LUIP-26 Commercial /Retail Rent Subsidies
LUIP-28 Start-Up Business Assistance
LUIP-29 Market and Trade Information
LUIP-30 Local Business Needs Studies
LUIP-32 Pinole Vista Development

LU7.3 Jobs/Housing Balance. 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. To achieve and maintain such a balance, the City and Redevelopment Agency should encourage and support, through policies and programs, mixed use projects which provide both housing and employment opportunities, and the development of affordable housing.

Primary Implementing Programs
LUIP- 1 General Plan Land Uses
LUIP- 2 Finale Zoning Ordinance
LUIP- 4 Pinole Redevelopment Agency
GMIP-1 Measure C and Growth Management Initiatives

- LU7.4 **Mixed Residential/Commercial Projects.** 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. Provide sufficient parking for residents, employee, and customers.
 - 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.

	Primary Implementing Programs
LUIP-1	General Plan Land Uses
LUIP-2	Pinole Zoning Ordinance
LUIP-4	Pinole Redevelopment Agency
HIP-12	Mixed Use Housing Incentives
HIP-22	Old Town and San Pablo Avenue Housing

- LU7.5 **Adequacy of Public Infrastructure and Services.** 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.

	Primary Implementing Programs
LUIP-5	Capital Improvement Program (CIP)
LUIP-8	Comprehensive Fee Study
LUIP-9	Revenue Generation Study

- LU7.6 **City-Owned and Controlled Lands.** 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.

Primary Implementing Programs
 LUIP- 4 Pinole Redevelopment Agency
 LUIP-20 Neighborhood Meetings
 LUIP-24 Sale of City Property

LU7.7 **Redevelopment Agency.** 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.

Primary Implementing Programs
 LUIP-4 Pinole Redevelopment Agency
 LUIP-20 Neighborhood Meetings

LU7.8 **Use of the Railroad Right-of-Way.** Ensure that new land uses will be designed to be compatible with potential future use of the railroad corridor as a more heavily used transit way through noise attenuation, setbacks, and appropriate access. Evaluate surplus right-of-way for appropriate uses are compatible with being located near the railroad right-of-way.

Primary Implementing Programs
 LUIP-22 Coordination with the Railroad
 CIP-5 West County Action Plan

LU7.9 **Motel and Hotel Uses.** Encourage development of hotels and motels in commercial areas, but require strict design and use controls that consider potential impacts on surrounding uses. Require a police security contract and adequate lighting for motel and hotel uses.

Primary Implementing Programs
 LUIP-2 Pinole Zoning Ordinance
 LUIP-6 Code Enforcement Program
 LUIP-12 Design Review Guidelines

GOAL LU8 COMMERCIAL ACTIVITY AREAS. CONCENTRATE COMMERCIAL DEVELOPMENT AND MIXED USE ACTIVITY AREAS SO AS TO PROVIDE NEEDED SERVICES AND TAX REVENUES WHILE NOT DETRACTING FROM THE OVERALL CHARACTER OF THE COMMUNITY.

LU8.1 Intensity of Commercial and Industrial Development. Assure the intensity of commercial and industrial development responds to site resources and constraints, traffic and access, potentially hazardous conditions, adequacy of infrastructure and City design policies. Regulate the intensity or scale of commercial and industrial areas through building height and floor area ratio (FAR) standards. The maximum FAR is not guaranteed, particularly in environmentally sensitive areas.

Primary Implementing Programs
LUIP-2 Pinole Zoning Ordinance
LUIP-12 Design Review Guidelines and Procedures

LU8.2 Pinole Vista. Develop Pinole Vista as the prime commercial area in the City designated for Regional Commercial uses. Continue development of the remaining acreage at the Pinole Vista Shopping Center to provide additional commercial uses, tax revenues and jobs. The following are specific policies:

- a. Support construction of the Atlas Interchange and Richmond Parkway to serve as an entrance to the City.
- b. Address traffic and security problems.
- c. Support the location of a BART station at Hilltop/Parkway and not within the Pinole Planning Area.
- d. Develop specific architectural design and/or landscaping standards to establish a unifying theme for this area.
- e. Continue to work with existing and new businesses.

Primary Implementing Programs
LUIP-27 Marketing/Promotion Information
LUIP-29 Market and Trade Information
LUIP-30 Local Business Needs Studies
LUIP-31 Security Commercial Centers
LUIP-32 Pinole Vista Development

LU8.3 Appian Way South. Retain the commercial designation along Appian Way and permit medium density residential, multi-family housing. Development of this area should be at a smaller scale and act as a transition between the lower intensity development south of the City limits and the higher intensity development near Fitzgerald Drive. The following are specific policies:

- a. Require the scale of development to be consistent with development elsewhere in the city.

- b. Limit medium density residential development to the east side of Appian Way.
- c. Complete the widening of Appian Way to 4 lanes as each property is redeveloped to mitigate high traffic volumes and restricted and dangerous driveway access to sites in this area.
- d. Evaluate under grounding of utilities.

Primary Implementing Programs

- LUIP-2 Pinole Zoning Ordinance
- LUIP-10 Contra Costa County General Plan
- LUIP-23 Neighborhood Retail Centers

LU8.4

Doctor’s Hospital/Appian 80. Redesignate existing neighborhood Commercial to Regional Commercial and retain the Major Institution/Medical designation. Define the specific uses permitted in the Major Institution/Medical designation to eliminate incompatible uses. The following are specific policies:

- a. Redesign the Tara Hills Drive/Appian Way intersection to improve circulation, parcel access and safety in this area. Consider using the Redevelopment Agency to assist in this project.
- b. Establish a cohesive look to the scale and design of buildings.
- c. Consider locating a Fire Station in this area to better serve this portion of the community.
- d. Require Doctor’s Hospital to prepare a master plan before allowing any future expansion, including an assessment of the demand for additional medical offices, and parking needs and whether to allow parking structures.

Primary Implementing Programs

- LUIP- 2 Pinole Zoning Ordinance
- LUIP-23 Neighborhood Retail Centers

LU8.5

Pinole Valley South. Retain the Neighborhood Commercial designation and consider mixed uses (possible Residential/Commercial designation) if, after an assessment of the economic viability of this area, it is determined that the shopping area as it exists is not viable. The following are specific policies:

- a. Ensure compatibility with existing scale and design quality.
- b. Support the location of a BART station at Hilltop/Parkway and not within the Pinole Planning Area.
- c. Protect and enhance Pinole Creek.

	Primary Implementing Programs
LUIP-2	Pinole Zoning Ordinance
LUIP-23	Neighborhood Retail Centers
LUIP-27	Marketing/Promotion Information
LUIP-29	Market and Trade Information
LUIP-30	Local Business Needs Studies
CIP-17	BART Alignment Study

LU8.6 **Pinole Valley North.** Retain the General Commercial designation and designate mixed use Residential/Commercial use for some of this area. The following are specific policies:

- a. Develop design guidelines to improve the area's attractiveness as an entrance to Old Town.
- b. Support the location of a BART station at Hilltop/Parkway and not within the Pinole Planning Area.
- c. Protect and enhance Pinole Creek.

	Primary Implementing Programs
LUIP-2	Pinole Zoning Ordinance
CIP-17	BART Alignment Study

LU8.7 **Overall San Pablo Avenue Development.** Encourage land uses and quality of design that build upon the distinct function and enhance the character of Old Town, Mid San Pablo Avenue and West San Pablo Avenue. The following are specific policies:

- a. Assure compatibility of land uses between each other and with surrounding residential neighborhoods.
- b. Enhance the visual continuity, attractiveness, pedestrian circulation and transition from each sub-area along San Pablo Avenue through attractive public improvements and quality site planning, building and landscape design.
- c. Avoid strip commercial development.
- d. Promote retail and housing developments that make better use of currently underutilized land and build on the strengths of San Pablo Avenue as a regional transportation route.
- e. Limit curb cuts and driveways onto San Pablo Avenue wherever possible to promote safety and efficient traffic flow, consistent with the desired character of each sub-area.
- f. Consider building heights to 3 stories provided they transition to surrounding areas to encourage lot consolidation and development of deteriorated properties.

	Primary Implementing Programs
LUIP-2	Pinole Zoning Ordinance
LUIP-4	Pinole Redevelopment Agency
LUIP-5	Capital Improvement Program (CIP)
LUIP-14	Civic Beautification Programs
CIP-5	West County Action Plan
CIP11	City Street Improvements
HIP-12	Mixed Use Housing Incentives
HIP-13	Redevelopment Agency (Housing)
HIP-22	Old Town and San Pablo Avenue Housing

LU8.8 **Old Town.** Protect and enhance Old Town’s character, its role as the downtown of Pinole, and as a place where people will congregate, by encouraging a mixture of land uses. The following are specific policies:

- a. Continue to locate City Hall, the Post Office and other public buildings in Old Town.
- b. Recognize the need for housing to support businesses and to create more activity in Old Town.
- c. Evaluate allowing common parking facilities, including assessing the role of the Redevelopment Agency in paying for these facilities or formation of a parking assessment district.
- d. Protect and enhance Pinole Creek.
- e. Develop architectural, landscaping, and historic preservation guidelines to protect the “Old Town” character.

	Primary Implementing Programs
LUIP-2	Pinole Zoning Ordinance
LUIP-4	Pinole Redevelopment Agency
LUIP-14	Civic Beautification Programs
LUIP-15	Historic Preservation Ordinance
LUIP-33	Redevelopment of Old Town Properties
LUIP-34	Community/Civic Center
CIP-13	Downtown Traffic Study
CIP-2I	Parking District In Old Town
HIP-12	Mixed Use Housing Incentives
HIP-13	Redevelopment Agency (Housing)
HIP-22	Old Town and San Pablo Avenue Housing

LU8.9 **Mid San Pablo Avenue.** Establish this area as a transition between Old Town and West San Pablo Avenue. Modify the present land use designations to allow office, retail, medium density residential, and mixed use residential/commercial uses. Allow some higher density residential uses in this area provided they do not impact adjacent residential neighborhoods.

	Primary Implementing Programs
LUIP-2	Pinole Zoning Ordinance
LUIP-14	Civic Beautification Programs
CIP-5	West County Action Plan
CIP-11	City Street Improvements
HIP-12	Mixed Use Housing Incentives
HIP-13	Redevelopment Agency (Housing)
HIP-22	Old Town and San Pablo Avenue Housing

LU8.IO **West San Pablo Avenue.** Provide a mixture of light industrial, retail, service and multi-family residential uses in the West San Pablo Avenue area. The following are specific policies:

- a. Develop the unused portions of the railroad right-of-way with non-residential uses.
- b. Restrict light industrial uses to the north side of San Pablo Avenue, with commercial uses permitted on the south side, east of Crestview.
- c. Allow development of the south side of San Pablo Avenue for multi-family residential uses as a transition to nearby single-family residential areas.
- d. Assure compatibility of potential uses with surrounding neighborhoods, the Bay Trail and Wilson Point Regional Park.

	Primary Implementing Programs
LUIP-2	Pinole Zoning Ordinance
LUIP-14	Civic Beautification Programs
LUIP-37	MonTaraBay Annexation Implementation
CIP-5	West County Action Plan
CIP-11	City Street Improvements
HIP-12	Mixed Use Housing Incentives
HIP-13	Redevelopment Agency (Housing)
HIP-22	Old Town and San Pablo Avenue Housing

3.6 Land Use & Economic Development Implementing Programs

LUIP-1 **General Plan Land Uses.** Incorporate the policies of the San Pablo Avenue Specific Plan into the General Plan and 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.

LUIP-2 **Pinole Zoning Ordinance.** Update the Pinole Zoning Ordinance to be consistent with the General Plan in a timely manner after General Plan adoption.

LUIP-3 **Grading and Subdivision Ordinances.** Review Grading and Subdivision Ordinances to ensure they are consistent with the Hillside Development Design Guidelines, Zoning Ordinance and General Plan.

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- LUIP-4 **Pinole Redevelopment Agency.** Provide funding for local improvements, commercial retail development and affordable housing within the Redevelopment Project Area through the unique powers of the Redevelopment Agency, and as projected in the Redevelopment Agency Capital Improvement Program (CIP), with special attention to improvements in Old Town and along San Pablo Avenue.
- LUIP-5 **Capital Improvement Program (CIP).** Continue to maintain a seven-year Capital Improvement Program (CIP) which supports policies in the General Plan to maintain, improve or expand City-wide facilities and infrastructure and economic development activities.
- LUIP-6 **Code Enforcement Program.** Adopt a code enforcement program to ensure that private properties are maintained in accordance with community standards. Enforcement will include periodic spot checks of property throughout the City and investigation of property maintenance complaints. Property maintenance standards would include weed abatement, painting/staining of buildings, trash and debris removal from yards, planting and maintenance of landscaping, and general compliance with appropriate codes, and is intended to maintain the quality of existing homes, businesses and neighborhoods.
- LUIP-7 **Graffiti Control Program.** Establish a graffiti control program which encourages the elimination of graffiti from public and private property through corporate sponsorship and use of volunteer staff, with youth involvement.
- LUIP-8 **Comprehensive Fee Study.** Evaluate the City’s current growth impact and other fees to ensure proper contributions by development for improvements so that new development is covering costs to the City for the provision of services, facilities, including schools, and capital improvements.
- LUIP-9 **Revenue Generation Study.** Hire an economic consultant to review the City’s current and potential revenue sources. Implement revenue generation proposals to ensure proper provision of services and capital improvements.
- LUIP-10 **Contra Costa County General Plan.** Work with LAFCO, Contra Costa County and other jurisdictions to ensure compatible land uses and boundaries consistent with Pinole’s General Plan for the unincorporated areas in Pinole’s SOI. Study changes to the land use designations in the Montalvin Manor area as part of a cooperative effort involving the cities of Pinole and Richmond and Contra Costa County prior to annexing this area (see also Program LUIP-37).
- LUIP-11 **Other Agency Approvals.** Monitor nearby cities, County and agencies (East Bay Municipal Utility District, Richmond Unified School District, East Bay Regional Park District) to ensure that proper infrastructure and site mitigation are required to minimize impacts on Pinole.

- LUIP-12 **Design Review Guidelines and Procedures.** Establish and enforce specific Design Review Guidelines and Procedures to ensure that quality community design is required as a condition of approval, and which define the role of the Design Review Board and the Planning Commission with regard to design review. Continue to use Design Review Guidelines and Procedures to review projects for consistency with the City’s design goals.
- LUIP-13 **Hillside Development Guidelines.** Develop and adopt Hillside Development Guidelines that address slope stability, protection of views and privacy, visibility, tree coverage, slope density and emergency access.
- LUIP-14 **Civic Beautification Programs.** Consider adopting a Civic Beautification Program that would: (a) Establish a program for installing trees along major arterials and beautifying the major entrances into the City; (b) provide funds for storefront/facade improvement program to assist merchants by providing financial incentives and design assistance to enhance Old Town and San Pablo Avenue businesses; (c) provide environmentally sensitive improvements to Old Town streets, parks and other infrastructure; and (d) provide street banners and other aesthetic improvements.
- LUW-15 **Historic Preservation Ordinance.** Consider adopting an Historic Preservation Ordinance to protect historic resources and to ensure that new buildings and remodeling of existing buildings are compatible with City goals for preserving the City’s historic resources and character. The City should also examine financial assistance options for eligible historic properties. The ordinance would:
- a. Review the 1985 Historic Resources Survey as a basis for establishing standards for determining the historic value of potentially historic properties.
 - b. Define historic areas where new development will be required to complement the character of the surrounding historic structures.
 - c. Focus attention on preserving “Old Town’s” character.
 - d. Establish historic design guidelines that could be used to allow the adaptive re-use of historic buildings and facade improvements, and include guidelines and standards covering specific historical/architectural features, materials, colors, etc. for all new construction.
 - e. Address Unreinforced Masonry Building safety.
 - f. Establish exceptions from parking, lot coverage and setback requirements for historic buildings.
- LUIP-16 **Historic Building Receiving Area.** Consider establishing an historic building receiving area to collect and renovate historic buildings, and, as appropriate to provide additional housing.
- LUIP-17 **Archaeological Resources.** Where possible, archaeological sites or fragile historic sites will be placed within open space areas as defined during the specific project review process.

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- LUIP-18 **Neighborhood Volunteers.** Encourage programs funded and organized by neighborhood volunteers to improve the City’s neighborhoods. Programs could include Neighborhood Watch Groups, Adopt a Park, tree planting, spring clean-up, creek clean-up, anti-graffiti, neighborhood disaster preparedness teams and others.
- LUIP-19 **Neighborhood Mediation.** Work with a professional mediation service to resolve neighbor versus neighbor disputes in a fair and equitable way.
- LUIP-20 **Neighborhood Meetings.** Require developers to conduct neighborhood meetings with residents as part of any major development application. The City will develop Neighborhood Meeting Procedures to include: groups to be notified, meeting locations, types of applications for which neighborhood meetings are required, advance notice procedures and timing, etc.
- LUIP-21 **Environmentally Sensitive Sites.** Prepare schematic plans showing the location of natural resources and hazard constraints, potential access points and developable areas for each site.
- LUIP-22 **Coordination with the Railroads.** Contact the Atchison Topeka and Santa Fe and Southern Pacific railroads about the potential to develop unused railroad right-of-way and modify the land use map to reflect desired land use designations.
- LUIP-23 **Neighborhood Retail Centers.** Determine the ongoing viability of existing neighborhood retail centers by monitoring vacancies and the physical condition of these centers. Provide assistance as necessary through the Pinole Redevelopment Agency.
- LUIP-24 **Sale of City Property.** Conduct a study of the potential resale benefits of all City owned land.
- LUIP-25 **Community Reinvestment Act (CRA).** Encourage and enforce CRA requirements for local lenders to provide more community lending.
- LUIP-26 **Commercial/Retail Rent Subsidies.** Consider providing rent subsidy or other financial standup assistance as an incentive for businesses to locate in targeted buildings or areas.
- LUIP-27 **Marketing/ Promotion Information.** Consider publishing brochures and other material to portray the benefits and opportunities of an area (e.g. Old Town), provide local demographic and economic data, describe current successful businesses, City policies and programs, targeted areas, or promotional events, etc.
- LUIP-28 **Start-Up Business Assistance.** As a way to spur local businesses, investigate the

feasibility of Redevelopment Agency assistance in the development or renting of space for office support, conference rooms, or other services to be shared by small start-up firms or for satellite offices for telecommunication purposes.

- LUIP-29 **Market and Trade Information.** Conduct economic research to identify undersupplied retail businesses, distribute information, and recommend appropriate tenant mix for targeted areas such as shopping centers and Old Town.
- LUIP-30 **Local Business Needs Studies.** Coordinate with local businesses and the Pinole Chamber of Commerce to identify problems or constraints faced by local businesses, including company needs and plans to expand, attitudes about doing business locally, employment issues, security issues, etc. in order to retain local businesses.
- LUIP-31 **Security of Commercial Centers.** Ensure maximum possible security (police and fire) is provided at Pinole Vista and other centers to maintain a safe environment for the community.
- LUIP-32 **Pinole Vista Development.** Ensure this area remains economically viable by continuing to play a role in the design, marketing, development and enhancement of Pinole Vista.
- LUIP-33 **Redevelopment of Old Town Properties.** Develop the “Old Bank Building” and other Old Town properties for commercial or residential/commercial uses as part of an overall redevelopment plan.
- LUIP-34 **Community/Civic Center.** Review and implement key provisions of the Community/Civic Center Feasibility Study.
- LUIP-35 **Waterfront Planning Coordination.** Coordinate with the following agencies in waterfront planning: Bay Conservation and Development Commission (BCDC); City of Hercules; East Bay Regional Park District; Southern Pacific Railroad; Contra Costa County and East Bay MUD.
- LUIP-36 **Water-Oriented Use Study.** Explore locations for development of a marina and other water-oriented recreational uses. This study should cover (1) impacts on bay water quality, public health and safety; (2) parking and traffic; (3) public and private use; (4) impacts on habitat; (5) gaining BCDC and other agency approvals; and (6) economic feasibility for construction and ongoing costs for dredging and maintenance.
- LUIP-37 **MonTaraBay Annexation Implementation.** Implement City annexation policy by negotiating with Contra Costa County on how property taxes in the MonTaraBay area would be split between the city and county if/when the area is annexed. The revenue the City of Pinole receives should be very close to the cost of providing adequate municipal services to MonTaraBay and should not create a

long-term “drain” on Pinole’s treasury.

- LUIP-38 **Closed School Sites (Zoning).** Develop criteria and development standards to allow use of closed school sites retained by the School District for public and quasi-public uses such as child care programs adult day care, education, recreation, administrative offices, and those private businesses that could qualify as a “Home Occupation.”
- LUIP-39 **Integrated Resource Recovery Facility.** Consistent with AB 939 requirements coordinate with the Richmond Sanitary Service and the West Contra Costa Resource Recovery Corporation in building and operating an Integrated Resource Recovery Facility.
- LUIP-40 **Recycling Programs.** The City will strive to reduce the generation of solid waste through recycling and other methods in accordance with AB 939 and will coordinate with Richmond Sanitary Service in considering offering financial incentives such as a rebate or fee reduction to households that recycle. The City could expand the existing residential recycling program and establish a commercial recycling and resource reduction program in coordination with the Chamber of Commerce and local businesses.
- LUIP-41 **Potential Odor Impacts.** The City will consider odor impacts when evaluating land uses and development projects near the wastewater treatment plant. Program implementation could occur when the City reviews the need for appropriate odor mitigation plans when a property is proposed for development within about 1,000 feet of the wastewater treatment plant. Additionally, when improvements are proposed to the wastewater treatment plant, the City will consider measures to mitigate possible odor nuisances.
- LUIP-42 **Sewer Line Inventory.** The City should prepare a sewer line condition inventory and then prioritize needed improvements to minimize infiltration and consequent plant operating costs.
- LUIP-43 **Library Service.** Retain the high quality library service at the current facility and cooperatively explore with the County ways to improve service. In conjunction with the County, the City of Pinole will explore alternative ways to fund the library, including establishment of a separate library district or enactment of a special parcel tax. The library could work to establish a formal volunteer program that provides meaningful work for volunteers.
- LUIP-44 **Child Care Needs.** Initiate a citywide assessment of child care needs and alternatives and develop citywide policies for child care services
- LUIP-45 **EBMUD System Plans.** Coordinate with the EBMUD in evaluating the cumulative effect of water system deficiencies and planned growth on the need for water distribution system improvements when it is assessed by the EBMUD

in Fiscal Year 1995.

- LUIP-46 **Water Conservation Techniques.** The City will promote the use of low-water-use and fire suppression landscaping and irrigation devices in parks, and during review of new projects and modifications to existing developments, and will establish hours of watering to non-peak evapotranspiration times.
- LUIP-47 **Water Reuse Ordinance.** The City will consider adoption of a Water Reuse Ordinance based on coordination with the East Bay MUD.

Section 4

Community Services and Facilities Element

This section to be added.

Section 5

Circulation Element

5.1 Introduction

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 programs for existing and proposed roadway improvements and other transportation needs.

Pinole’s Circulation Element addresses such issues as regional traffic congestion, emergency vehicle access, traffic impacts on neighborhoods, public transit, trails and parking. The costs of maintenance and repair of public streets will be addressed more thoroughly in the Community Services and Facilities Element. Community goals will be achieved through the City’s participation in regional transportation activities, as well as local implementation through zoning, other ordinances and the City’s Seven-Year Capital Improvement Program (CIP).

5.2 Circulation Element Requirements

A Circulation Element has been required as part of local general plans since 1955. Guidelines adopted by the State 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 Element. 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.”

5.3 Circulation Conditions

The street system in Pinole is largely complete. In general, street system design and classification has been developed consistent with the General Plan policies that major arterials should not pass through residential neighborhoods but should provide the boundaries, and interior street patterns should be designed through use of cul-de-sacs, loop streets, and neighborhood collectors to discourage through traffic. The Circulation Plan is shown on map GP-8.

Many of the key circulation quality of life and community character issues facing Pinole are more regional in scope and solution. Improvement of traffic conditions depends on a package of local and regional measures that include roadway improvements, transit enhancement, trip reduction and Transportation Demand Management (TDM) implementation, and sufficient funding means. The City needs to continue to coordinate with the ongoing work being done as part of the West County Action Plan. The General

Plan establishes Pinole's position on a number of regional strategies to ensure that at every opportunity, staff, community and policy makers are representing those positions in the regional transportation forum. The adopted Growth Management Element, prepared consistent with Measure C requirements, provides some policy direction on traffic issues and impacts relating to coordinate regional planning, and providing safe, attractive and efficient circulation.

Regional Traffic Issues

The physical configuration of development along the I-80 corridor as a band of suburban development divided and bounded by ridgelines on the east and the Bay to the west has resulted in a simple transportation network which relies on I-80 to provide regional transportation service to and through the area. When I-80 becomes congested, alternative parallel diversions become congested (San Pablo Avenue, Pinole Valley Road and Appian Way). The result is that actions affecting other roadways in the West County corridor outside of Pinole have an impact, both positive and negative, on the backup on I-80 and spillover traffic conditions in Pinole.

Overall, traffic will continue its traditional 3% growth each year between now and the year 2000. Traffic growth will slow to under 2% a year between the years 2000 and 2010. The result will be a 30% growth in traffic between 1990 and 2000, and a 48% increase between 1990 and 2010. This will have the following consequences:

- (1) Increased congestion in the I-80 corridor will cause more traffic diversion onto San Pablo Avenue.
- (2) I-80 will be as much as 13% over its peak hour capacity in the year 2010.
- (3) San Pablo Avenue, north of 23rd Street, will be as much as 34% over its peak hour capacity in the year 2010.
- (4) When combining I-80 and San Pablo Avenue, the traffic volume will be as much as 17% over its peak hour capacity in the year 2010.
- (5) The number of key signalized intersections operating at level of service 'E' and 'F' will increase from two in 1990 to three in the year 2000 and six in the year 2010. The intersections at I-80/San Pablo Dam Road and San Pablo Avenue/23rd Street will continue at level of service "E/ F" through the year 2010. Other congested intersections will be on San Pablo Avenue between Appian Way and Sycamore Avenue in the cities of Pinole and Hercules.
- (6) Slower response times for emergency vehicles.

Measure C requires (a) revenues from a countywide .5% sales tax be dedicated to transportation projects in Contra Costa County and (b) implementation of a Growth Management Initiative by all cities and the County. Like Measure C, Proposition 111 gas tax funds are tied to implementation of coordinated regional transportation planning.

Planned highway and transit improvements will not be enough to accommodate anticipated traffic growth in the I-80 corridor between San Pablo Dam Road and State

Route 4. However, if all roadway improvements, a countywide Transportation Demand Management (TDM) trip reduction program, transit measures (BART extension, new ferry service and upgraded AMTRAK) are implemented they might be sufficient to mitigate the projected traffic congestion by 2010. This also depends on inter-jurisdictional coordination, the availability of sufficient funding and implementation.

The 2010 projection level of service at Tennent and San Pablo Avenue is for Level of Service F, which means gridlock. While the City of Pinole needs to take every decision it can on a local basis to address this problem, the issue is really what to do about the mass of traffic coming from Solano County and off of West Highway 4. Specific roadway improvements being considered in the West County Action Plan are identified in the Background Report.

The costs of the regional improvements being considered are extremely high. Additional funding beyond the Strategic Plan, the Local Street Maintenance and Improvement Fund, the Gas Tax and the City of Pinole Redevelopment Agency will be needed to implement the West County Action Plan.

Parking

There is currently insufficient parking in Old Town/City Hall. Future revitalization will stimulate the need for structured parking. Parking issues include parking standards, off-site parking, employee parking and parking management. These issues should also be reviewed as part of the Zoning Ordinance update following General Plan adoption.

Many visual impacts of parking can be mitigated through proper site planning and design. These would include screening of loading and storage areas, and providing parking areas adjacent to, but not directly in front of a structure, and to place employee parking and loading areas in the rear of the site. The placement of parking toward the rear of the site is especially applicable for industrial, wholesale and office uses, where customer parking need not be so obvious.

Trails

Providing a citywide trail system is a major goal in the City's General Plan. Trails can provide for a safe non-motorized circulation system which connects residential areas with major activity centers within the City and the adjacent communities. In addition, this system can provide a link between parks, recreation areas, open spaces and regional parks. The existing and proposed trails system is designed to serve pedestrians/hikers bicyclists, and horseback riders. The bicycle and pedestrian circulation systems are related to open space and recreation issues. The General Plan identifies feasible connections in relation to these other elements of the plan, as shown on map GP-9. Trail users include:

- (1) **Pedestrians/Hikers:** Varied group of users ranging from the recreational user to more serious hiker or runner who may cover a large distance.
- (2) **Bicyclists:** Varied group of users from the recreational biker to the more serious bicyclist who may cover a large distance to the off-road bicyclist who may traverse various terrains.

- (3) **Equestrians:** Recreational user who may use a trail on an individual or group basis. Some users may cover a large distance.

Currently, there is only a limited amount of paved trails within the City. These include Pinole Creek Trail, which extends from I-80 to Bayfront Park, and portions of the Bay Trail (1/6 of a mile) located at the end of Pinole Shores Drive and (1/4 of a mile) around the Bayfront Park, and Sarah Drive Trail (1/6 of mile) leading to Hoke Court and Stewart Elementary School. There are a number of unpaved trails throughout the community which serve as fire access roads or fire breaks.

A plan to develop a Bay Trail to surround the perimeter of the San Francisco and San Pablo Bays was adopted in 1989. The plan is being implemented under the direction of ABAG. Small portions of the trail as mentioned above have been completed. The City is actively pursuing completion of the balance of the trail through a joint powers authority which includes the City of Hercules and East Bay Regional Park District.

The Bay Area Ridge Trail is a plan, supported by the Bay Area Ridge Trail Council, to develop a 400 mile continuous ridge top trail surrounding the Bay. The trail will pass through all nine Bay Area counties connecting public lands owned by the National Park Service, State Parks, regional parks, open space and water districts. The City is actively working with the Trail Council, East Bay Regional Park District, East Bay Municipal Water District, El Sobrante R-9 Group, and other interested groups in completing the trail.

5.4 Circulation Goals

- CI **CIRCULATION SYSTEM DESIGN.** Develop, improve and maintain a circulation system which provides efficient and safe access for private vehicles, commercial vehicles, public transit, emergency vehicles, pedestrians, bicyclists, and equestrians, while protecting the quality of Pinole's residential neighborhoods and commercial activity areas.
- C2 **REGIONAL TRANSPORTATION PLANNING.** Coordinate with neighboring jurisdictions and other public and regional agencies in the provision of adequate circulation, and the development of balanced housing and employment opportunities to reduce trips in and out of the region.
- C3 **LOCAL STREET IMPROVEMENTS.** Provide and maintain a safe, attractive and efficient circulation system that ensures ongoing convenient access to all residential, commercial and community areas and to neighboring jurisdictions.
- C4 **TRANSIT.** Support the provision of public transit services and alternative programs such as Transportation Demand Management (TDM) to provide a viable alternative to single occupant automobile travel for all citizens and a convenient means of transportation to the "transit dependent" population.
- C5 **FUNDING OF IMPROVEMENTS AND MAINTENANCE.** Provide for adequate funding for regional and local infrastructure maintenance, transit and

transportation improvements to assure implementation in a timely manner.

- C6 **PARKING.** Ensure adequate off-street parking is provided for in all new projects and designed for safe and effective circulation, and that existing parking ordinances and enforcement are reflective of community needs and safety.
- C7 **PEDESTRIAN AND BICYCLE CIRCULATION AND TRAILS.** Develop and maintain a comprehensive pedestrian, bicycle, hiking and equestrian circulation network and trails system which connects open space, activity areas and recreation areas, provides linkages to regional trails and open space, offers safe recreation opportunities, and provides an alternative to automobile travel.

5.5 Circulation Policies

GOAL C1 CIRCULATION SYSTEM DESIGN. DEVELOP, IMPROVE AND MAINTAIN A CIRCULATION SYSTEM WHICH PROVIDES EFFICIENT AND SAFE ACCESS FOR PRIVATE VEHICLES, COMMERCIAL VEHICLES, PUBLIC TRANSIT, EMERGENCY VEHICLES, PEDESTRIANS, BICYCLISTS, AND EQUESTRIANS, WHILE PROTECTING THE QUALITY OF PINOLE’S RESIDENTIAL NEIGHBORHOODS AND COMMERCIAL ACTIVITY AREAS.

C1.1 **Protect Arterials and Collectors.** Protect community character along Pinole’s surface streets from the impacts of peak hour through traffic and diversions.

Primary Implementing Programs

- CIP-1 Police Enforcement of Speeding
- CIP-2 Traffic Safety
- CIP-5 West County Action Plan
- CIP-9 Transportation Mitigation
- CIP-10 CIF (Roadway Improvements)
- CIP-11 City Street Improvements
- CIP-12 Monitor Traffic Levels
- CIP44 City. Street and Highway Signage

C1.2 **Minimize Traffic Diversion.** Discourage non-local and commercial traffic from using local and collector residential streets through land use restrictions and traffic control devices, where appropriate. Design existing arterial roadways to minimize the diversion of traffic onto local residential streets by minimizing potential “friction factors” on arterial streets from on-street parking, bus stops, traffic signals, number and frequency of side streets or driveways, pedestrian activity and inadequate left-turn pockets.

Primary Implementing Programs

- CIP-1 Police Enforcement of Speeding
- CIP-3 Galbreth and Rancho Road Street Connections
- CIP-9 Transportation Mitigation

CIP-12 Monitor Traffic Levels
CIP-14 City, Street and Highway Signage

C1.3 **Protect Local Residential Streets.** Provide for a transition in land use intensity, site design and traffic circulation between high density residential and commercial projects having primary access on local streets in single family districts, except where there is no feasible alternative route.

Primary Implementing Programs
CIP-2 Traffic Safety
CIP-7 Traffic Studies
CIP-9 Transportation Mitigation
LUIP-1 General Plan Land Uses
LUIP-2 Pinole Zoning Ordinance

C1.4 **Restrict Truck Traffic.** Restrict truck through traffic on all city streets as designated by ordinance.

Primary Implementing Programs
CIP-1 Police Enforcement of Speeding
CIP-14 City, Street and Highway Signage

C1.5 **Street Connections.** Residential neighborhoods shall be protected from through traffic by discouraging street extensions and connections within the City, to the City of Hercules and Richmond and to Contra Costa County unless after a thorough and careful study that would indicate the traffic and safety in Pinole would be substantially improved.

Primary Implementing Programs
CIP-3 Galbreth and Rancho Road Street Connections
CIP-10 CIP (Roadway Improvements)
CIP-11 City Street Improvements

C1.6 **Traffic Safety.** Maintain and improve traffic safety by minimizing traffic accident potential, providing safe walking, and enforcing speeding and other traffic safety laws. Require all traffic signals to have pre-empt systems installed.

Primary Implementing Programs
CIP-1 Police Enforcement of Speeding
CIP-2 Traffic Safety
CIP-12 Monitor Traffic Levels

GOAL C2 REGIONAL TRANSPORTATION PLANNING. COORDINATE WITH NEIGHBORING JURISDICTIONS AND OTHER PUBLIC AND REGIONAL AGENCIES IN THE PROVISION OF ADEQUATE

CIRCULATION, AND THE DEVELOPMENT OF BALANCED HOUSING AND EMPLOYMENT OPPORTUNITIES TO REDUCE TRIPS IN AND OUT OF THE REGION.

- C2.1 **Regional Traffic Improvements.** Review proposals relative to their impact on Pinole and support all appropriate measures necessary to improve regional traffic through the I-80 corridor and beyond as related to traffic conditions in the City of Pinole.

Primary Implementing Programs

CIP-4	Measure C Requirements for Circulation
CIP-5	West County Action Plan
CIP-7	Traffic Studies
CIP-8	Regional Traffic Impacts
CIP-9	Transportation Mitigations

- C2.2 **West County Action Plan.** Participate in regional transportation planning and growth management to provide coordinated, long-range actions addressing future travel needs in the City and the West Contra Costa County / I-80 travel corridor.

Primary Implementing Programs

CIP-4	Measure C Requirements for Circulation
CIP-5	West County Action Plan

- C2.3 **Routes of Regional Significance.** Designate the following Routes of Regional Significance in Pinole, consistent with the West County Action Plan: (1) I-80; and (2) San Pablo Avenue. *(Note: Appian Way is currently under consideration for designation as a Route of Regional Significance).*

Primary Implementing Programs

CIP-4	Measure C. Requirements for Circulation
CIP-5	West County Action Plan

- C2.4 **Basic Routes.** Designate all other streets in Pinole not designated as Routes of Regional Significance as Basic Routes. Level of Service standards shall apply to all signalized intersections on Basic Routes.

Primary Implementing Programs

CIP-4	Measure C Requirements for Circulation
CIP-5	West County Action Plan
CIP-10	CIP (Roadway Improvements)

- C2.5 **Reduced Work Trips.** Adopt land use, housing and circulation policies supporting the jobs/housing balance, including local job creation, TDM, provision of housing for all income levels, satellite office sites, and telecommunications improvements to reduce or shorten home to work

trips along the West Contra Costa County travel corridor.

Primary Implementing Programs

CIP-4	Measure C Requirements for Circulation
CIP-5	West County Action Plan
CIP-6	TDM Ordinance
CIP-16	Coordinate with Transit Providers
LUIP-1.	General Plan Land Uses.
LUIP-2	Pinole Zoning Ordinance
LUIP-4	Pinole Redevelopment Agency
HIP-1	Fair Share Housing
GMIP-1	Measure C and Growth Management Initiatives
GMIP-3	Housing Element Programs
GMIP-4	Growth Management Element

- C2.6 **Growth Management.** Ensure that the City and neighboring local jurisdictions make land use decisions within the framework of their Growth Management Elements, as required by Measure C.

Primary Implementing Programs

CIP-4	Measure C Requirements for Circulation
CW-5	West County Action Plan
LUIP-1	General Plan Land Uses
LUIP-2	Pinole Zoning Ordinance
GMIP-1	Measure C and Growth Management Initiatives
GMIP-4	Growth Management Element

- C2.7 **Transportation Demand Management.** Implement and enforce local and regional TDM programs.

Primary Implementing Programs

CIP-5	West County Action Plan
CIP-6	TDM Ordinance

- GOAL C3 LOCAL STREET IMPROVEMENTS.** PROVIDE AND MAINTAIN A SAFE, ATTRACTIVE AND EFFICIENT CIRCULATION SYSTEM THAT ENSURES ONGOING CONVENIENT ACCESS TO ALL RESIDENTIAL, COMMERCIAL AND COMMUNITY AREAS AND TO NEIGHBORING JURISDICTIONS.

- C3.1 **Local Street Classification.** The City will maintain a street and highway system hierarchy, as follows:

Pinole Freeways

- a. I-80
- b. Richmond Parkway

Pinole Arterials

- a. San Pablo Avenue

- b. Appian Way
- c. Tara Hills Drive
- d. Pinole Valley Road (south of Tennent Avenue)
- e. Tennent Avenue
- f. Fitzgerald Drive

Pinole Collectors

- a. Sarah Drive
- b. Rancho Road
- c. Allview Avenue
- d. Manor Road
- e. Henry Avenue
- f. Canyon Drive
- g. Sunnyview Drive
- h. Shea Drive
- i. Shawn Drive
- j. Pinole Shores Drive
- k. Del Monte Drive
- l. Marlesta Road
- m. Shamrock Drive
- n. Flannery Road
- o. Pinole Valley Road (between Tennent and San Pablo Avenue)
- p. Galbreth Road
- q. Wright Avenue
- r. Simas Avenue
- s. Estates Avenue

Local Streets

All other streets in Pinole function as local streets providing access to abutting properties and feeding local collectors which, in turn, lead to arterials.

Primary Implementing Programs

- CIP-7 Traffic Studies
- CIP-8 Regional Traffic Impacts
- CIP-9 Transportation Mitigation
- CIP-10 CIP (Roadway Improvements)
- CIP-11 City Street Improvements
- CIP-12 Monitor Traffic Levels
- CIP-20 Five-Year Street Maintenance Plan

C3.2 **Traffic Level of Service (LOS) Standards.** The following are traffic Level of Service (LOS) standards for local, collector and arterial city streets adopted by the City Council using the categories established in Measure C initiative (see map GP-8):

- a. **Suburban (LOS low-D; Volume/Capacity Ratio .80-.85)**
All streets not classified below
- b. **Urban (LOS high-D; Volume/Capacity Ratio .85-.89)**

San Pablo Avenue (Oak Ridge Road to west City limits)
 Appian Way (San Pablo Avenue to south City limits)
 Pinole Valley Road (San Pablo Avenue to City limits)
 Tennent Avenue (Pinole Valley Road to Railroad Avenue)
 Fitzgerald Drive (Appian Way to 1,000 feet west of Appian Way)
 Tara Hills Drive (Appian Way to 1,000 feet west of Appian Way)

c. **Central Business District (LOS low-E; Volume/Capacity Ratio .90-.94)**

San Pablo Avenue (Oak Ridge Road to west City limits)

Primary Implementing Programs

CIP-4 Measure C Requirements for Circulation
 CIP-5 West County Action Plan
 CIP-7 Traffic Studies
 CIP-12 Monitor Traffic Levels

C3.3 **Maintaining Traffic Level of Service.** The City shall seek to achieve adopted traffic service level standards (or better) during peak traffic hours through Transportation Demand Management (TDM), street maintenance, Capital Improvement Programming, coordination with federal, state, county, and district funding programs for street and other transportation improvements, and developer payment of pro rata fair share of traffic improvement costs for new developments.

Primary Implementing Programs

CIP5 West County Action Plan
 CLP-6 TDM Ordinance
 CIP-9 Transportation Mitigation
 CIP-15 Local Shuttle Bus
 CIP-16 Coordinate with Transit Providers

C3.4 **New Development Requirements.** New projects should pay their pro rata share of off-site street improvements that will be needed to serve the project. Such sharing will also cover the incremental improvement costs of the collector and arterial street system that will be utilized by project users.

Primary Implementing Programs

CIP-7 Traffic Studies
 CIP-9 Transportation Mitigation
 CIP-18 Regional Transportation Impact Fee

C3.5 **Private Streets and Public Loop or Cul-de-Sac Streets.** Major arterials should provide the boundaries and not pass through residential neighborhoods. Interior residential street patterns should be designed through use of cul-de-sacs, loop streets, and neighborhood collectors to discourage through traffic.

Primary Implementing Programs

CIP-10 CIP (Roadway Improvements)

CIP-14 CIP, Street and Highway Signage

C3.6 **Access to New Commercial and Industrial Projects.** New commercial and industrial developments shall be designed so that, wherever necessary and possible, the minimum number of entrance or exit points shall be allowed as are needed to ensure safe and efficient internal traffic flow and to reduce through traffic delays on public roads serving the project.

Primary Implementing Programs

CIP-10 CIP (Roadway Improvements)

CIP-14 City, Street and Highway Signage

C3.7 **CIP Priorities.** Street improvements which are necessary to maintain and improve traffic operations on the Basic Routes are implemented through Pinole's Seven-Year Capital Improvement Program (CIP). Criteria used to consider possible street improvements would include:

- a. Maintain traffic standards established by the City.
- b. Address the City's responsibilities under the adopted West County Action Plan.
- c. Maintain standards for fire, police and other services when they are impacted by worsening traffic conditions.
- d. Facilitate trips with origins or destinations within the community more so than efforts to provide improvements for through trips.

GOAL C4 TRANSIT. SUPPORT THE PROVISION OF PUBLIC TRANSIT SERVICES AND ALTERNATIVE PROGRAMS SUCH AS TRANSPORTATION DEMAND MANAGEMENT (TDM) TO PROVIDE A VIABLE ALTERNATIVE TO SINGLE OCCUPANT AUTOMOBILE TRAVEL FOR ALL CITIZENS AND A CONVENIENT MEANS OF TRANSPORTATION TO THE "TRANSIT DEPENDENT" POPULATION.

C4.1 **Transit Access.** Increase regional use of transit to relieve commuter congestion along the I-80 corridor and to serve the transportation needs of West County. In coordination with the West County Action Plan, transit service should be an inter-connected system that is safe, efficient and reliable to provide a convenient alternative to driving. Considerations include:

- a. Children, commuters and senior citizens should be within walking distance (1/4 mile) of bus stops.
- b. Commuters should be able to easily reach the BART feeder system, whose operating hours should correspond to need.
- c. Assure continuation of AC Transit, BART feeder and WestCat services.
- d. Provide for mobility-impaired individuals.

Primary Implementing Programs

CIP-5 West County Action Plan

CIP-15 Local Shuttle Bus

CIP-16 Coordinate with Transit Providers

C4.2 **Regional Transit Improvements.** Support the following regional transit improvements:

- a. Upgrade the intercity AMTRAK service in the I-80 corridor, with a possible station site in Pinole.
- b. Upgrade the ferry service from San Francisco to Vallejo and adding possible new service to Martinez, Rodeo and Richmond.
- c. Following extensive environmental analysis and implementation of mitigation measures for potential impacts on Pinole extend BART or other rail service to Solano County as soon as possible, with the future BART alignment through West County with a station located at Hilltop/Parkway and not within the Pinole Planning Area because of potential loss of viable commercial areas and impacts on adjacent residential neighborhoods.
- d. Use of the existing railroad right-of-way for rail transit.

Primary Implementing Programs

CIP-5 West County Action Plan

CIP-17 BART Alignment Study

C4.3 **Bus Operations.** Upgrade and maintain the quality of bus stops, hours of operation and the availability and publicity of local transit information.

Primary Implementing Programs

CIP-16 Coordinate with Transit Providers

GOAL C5 FUNDING OF IMPROVEMENTS AND MAINTENANCE. PROVIDE FOR ADEQUATE FUNDING FOR REGIONAL AND LOCAL INFRASTRUCTURE MAINTENANCE, TRANSIT AND TRANSPORTATION IMPROVEMENTS TO ASSURE IMPLEMENTATION IN A TIMELY MANNER.

C5.1 **Transportation and Transit Funding.** Provide adequate regional and local funding of roadway and transit improvements through programs, such as sales tax initiatives and traffic impacts fees when necessary.

Primary Implementing Programs

CIP-5 West County Action Plan

CIP-18 Regional Transportation Impact

CIP-19 City Transportation Impact Fee

C5.2 **Measure C and Proposition 111 Funds.** Participate in Measure C and Proposition III growth management requirements to assure that revenues for roadway and transit projects, and local street maintenance and improvements are provided.

Primary Implementing Programs

CIP-4 Measure C Requirements for Circulation
GMIP-1 Measure C Growth Management Initiatives

GOAL C6 PARKING. ENSURE ADEQUATE OFF-STREET PARKING IS PROVIDED FOR IN ALL NEW PROJECTS AND DESIGNED FOR SAFE AND EFFECTIVE CIRCULATION, AND THAT EXISTING PARKING ORDINANCES AND ENFORCEMENT ARE REFLECTIVE OF COMMUNITY NEEDS AND SAFETY.

C6.1 **Parking Standards.** Adopt parking requirements to provide an adequate parking supply as a condition of development approval.

Primary Implementing Programs
CIP-22 Update Parking Requirements

C6.2 **Old Town Parking.** Allow in-lieu fees or other alternatives of equal value as a substitute for providing required non-residential parking on-site in Old Town.

Primary Implementing Programs
CIP-21 Parking District in Old Town

C6.3 **Parking Lot Design.** Provide proper site planning and design to include screening of loading and storage areas, and providing parking areas adjacent to, but not in front of, the front of a structure, and to place employee parking and loading areas in the rear of the site. The placement of parking toward the rear of the site is especially applicable for industrial, wholesale and office uses, where customer parking need not be so obvious.

Primary Implementing Programs
CIP-22 Update Parking Requirements
LUIP-12 Design Review Guidelines and Procedures

GOAL C7 PEDESTRIAN AND BICYCLE CIRCULATION AND TRAILS. DEVELOP AND MAINTAIN A COMPREHENSIVE PEDESTRIAN, BICYCLE, HIKING AND EQUESTRIAN CIRCULATION NETWORK AND TRAILS SYSTEM WHICH CONNECTS OPEN SPACE, ACTIVITY AREAS AND RECREATION AREAS, PROVIDES LINKAGES TO REGIONAL TRAILS AND OPEN SPACE, OFFERS SAFE RECREATION OPPORTUNITIES, AND PROVIDES AN ALTERNATIVE TO AUTOMOBILE TRAVEL.

C7.1 **Trails Plan.** Implement the Trails Plan (see map GP-9), which shows existing and proposed pedestrian, bicycle and equestrian trails within the Pinole Planning Area.

Primary Implementing Programs
CIP-23 Trail Master Plan

CIP-24	Trails Dedication and Easements
CIP-25	Trails Acquisition and Development
CIP-29	Bay Trail

C7.2 **Trails Linkages.** Establish following trail linkages: (1) A trail linkage across I-80, under the highway along Pinole Creek if safety, cost and flood control issues can be resolved (otherwise under the highway alongside Pinole Valley Road); (2) a continuous loop trail that connects EBRPD lands to the San Pablo Bay shoreline; and (3) encourage the EBRPD to construct and maintain the Bay Trail as a regional trail as a regional link to Point Pinole on the west and Hercules and Rodeo on the east.

Primary Implementing Programs

CIP-23	Trail Master Plan
CIP-24	Trails Dedication and Easements.
CIP-25	Trails Acquisition and Development
CIP-29	Bay Trail

C7.3 **Pedestrian Trails Standards.** Provide paved or unpaved surfaces located within a 10 foot wide right-of-way, physically separated from motorized traffic that can accommodate all types of users (can be combined with bicycle and equestrian paths and trails).

Primary Implementing Programs

CIP-23	Trail Master Plan
CIP-25	Trails Acquisition and Development
CIP-27	Bicycle and Pedestrian Safety Education
CIP-28	Trail Safety Improvements

C7.4 **Bicycle Trails Standards.** Provide the following bicycle trail standards:

- a. **Class I Bicycle Trails:** Unpaved surface of varying width, physically separated from motorized traffic. Can be combined with pedestrian and equestrian paths and trails, if properly designed.
- b. **Class II Bicycle Trails:** Restricted paved right-of-way designed for the exclusive use of bicyclists.
- c. **Class III Bicycle Trails:** Paved right-of-way shared with motorized vehicles and designated as a bike route.

Primary Implementing Programs

CIP-23	Trail Master Plan
CIP-24	Trails Dedication and Easements
CIP-25	Trails Acquisition and Development
CIP-27	Bicycle and Pedestrian Safety Education
CIP-29	Bay Trail

C7.5 **Equestrian Trails Standards.** Provide unpaved surface of varying width of 10 to 20 feet, physically separated from motorized traffic (usually combined with pedestrian paths or trails, but can be combined with bicycle trails if properly designed).

Primary Implementing Programs

- CIP-23 Trail Master Plan
- CIP-24 Trails Dedication and Easements
- CIP-25 Trails Acquisition and Development

C7.6 **Trail Location and Design.** Locate trails away from environmentally sensitive areas, such as a wetlands or a habitat of an endangered species. Design paths and trails in consideration of adjacent property owners and their land. The City will provide signage for trail use/rules, and will prohibit access to trails by motorized vehicles, except for emergency vehicles. Possible measures include: (1) require fencing to discourage intrusion by people and pets into sensitive habitats; (2) provide signage to inform people; and (3) where possible, use natural methods to provide a buffer between a trail and a sensitive habitat.

Primary Implementing Programs

- CIP-23 Trail Master plan
- CIP-24 Trails Dedication and Easements
- CIP-25 Trails Acquisition and Development
- CIP-28 Title 24 Requirement for Trails
- CIP-29 Bay Trail

C7.7 **Street Linkages to Open Space.** Use major streets in Pinole to link open space and activity areas. Physical linkages can be accomplished with bike paths and sidewalks.

Primary Implementing Programs

- CIP-23 Trail Master plan
- CIP-24 Trails Dedication and Easements
- CIP-25 Trails Acquisition and Development
- CIP-28 Title 24 Requirement for Trails

C7.8 **Trails Planning and Coordination.** Coordinate planning for trails, including location, design, land acquisition, development and maintenance with agencies within the Pinole Planning Area. Local trail linkages to/from the Bay Trail, the Bay Area Ridge Trail, open space and activity areas shall be required as part of new development. These linkages can use existing easements or rights of way, or be provided in new easements.

Primary Implementing Programs

- CIP-23 Trail Master Plan
- CIP-24 Trails Dedication and Easements
- CIP-25 Trails Acquisition and Development

CIP-28 Title 24 Requirements for Trails
CIP-29 Bay Trail
CIP-30 City Maintained Trails

C7.9 **Trail Accessibility.** Provide trails, whenever possible, that are accessible to the physically disabled throughout the City.

Primary Implementing Programs
CIP-23 Trail Master Plan
CIP-28 Title 24 Requirements for Trails

C7.10 **Pedestrian System.** Develop a safe, pleasant pedestrian system that provides direct and convenient pedestrian access, designed to serve all segments of the public including the young, the aged, and the handicapped. Pedestrian safety shall be made a priority in the design of intersection and other roadway improvements. The pedestrian circulation system is intended as a viable alternative mode of travel throughout the City by providing pedestrian facilities, including trails, paths, and sidewalks that are safe, direct and convenient. The following are considerations:

- a. The maximum walking distance should be 1/4 to 1/2 mile from the park and/or elementary school.
- b. Ideally, residential areas would be connected with neighborhood park through a system of trails and open space, separated from the vehicular traffic with controlled, safe points of intersection.

Primary Implementing Programs
CIP-23 Trail Master Plan
CIP-24 Trails Dedication and Easements
CIP-25 Trails Acquisitions and Development
CIP-27 Bicycle and Pedestrian Safety Education
CIP-28 Title 24 Requirements for Trails
CIP-29 Bay Trail

C7.11 **Pedestrian Improvements.** Continue to require as a condition of development project approval the provision of sidewalks and wheelchair ramps and the repair or replacement of damaged sidewalks. Require utility poles, signs, street lights and street landscaping on sidewalks be placed and maintained to permit wheelchair access and pedestrian use.

Primary Implementing Programs
CIP-24 Trails Dedication and Easements
CIP-28 Title 24 Requirements for Trails

C7.12 **Bikeways System.** Develop and maintain a safe and logical bikeways system which is coordinated with the countywide system, and will include separate bicycle lanes and posted bicycle routes. This system is intended as a viable alternative mode of travel throughout the City.

Primary Implementing Programs
 CIP-23 Trail Master Plan
 CIP-24 Trails Dedication and Basemen
 CIP-25 Trails Acquisition and Develop
 CIP-28 Title 24 Requirements for Trails
 CIP-29 Bay Trail
 CIP-3D City Maintained Trails

C7.13 **Bike Parking Facilities.** Require adequate bike parking facilities at transportation centers, public parks and buildings, recreational facilities, commercial centers and large multi-family residential projects.

Primary Implementing Programs
 CIP-23 Trail Master Plan
 CIP-24 Trails Dedication and Easements
 CIP-28 Title 24 Requirements for Trails

C7.14 **Trails Acquisition or Dedication.** Encourage the acquisition of land for trails through various means. The development of land through which a trail, identified in the Circulation Element, passes may require the dedication of land or easements or improvements needed to build new trails.

Primary Implementing Programs
 CIP-23 Trail Mister Plan
 CIP-24 Trails Dedication and Easements

C7.15 **Trails Maintenance.** Continue to require trails or easements to be maintained by property owners or the agency accepting the dedicated trail or easement.

Primary Implementing Programs
 CIP-23 Trail Master Plan
 CIP-30 City Maintained Trails
 CIP-31 Dumping of Solid Waste

5.6 Circulation Programs

CIP-1 **Police Enforcement of Speeding.** Provide for adequate Police enforcement to control excessive speeding.

CIP-2 **Traffic Safety.** Maintain and improve traffic safety by minimizing traffic accident potential and providing safe walking as part of new commercial projects, and enforce speeding and other traffic safety laws.

CIP-3 **Galbreth and Rancho Road Street Connections.** Study and determine the need for a possible street connections between Galbreth and Rancho Road, to improve intra-City circulation and safety.

CIP-4 **Measure C Requirements for Circulation.** Review proposals relative to

their impact on Pinole and participate in the local and regional growth management effort in accordance with the Measure C Growth Management Implementing Documents as described in the Growth Management Element (see Program GMIP-1).

- CIP-5 **West County Action Plan.** Continue to participate in development and review of regional transportation planning and growth management proposals as part of the West County Action Plan, and provide coordinated, long-range actions addressing future travel needs in the City and the West Contra Costa County I-80 travel corridor. The following is a list possible actions (see the Circulation Background Report for more detailed description):

Possible Roadway Improvements in Pinole (2000 and 2010)

- a. Minor improvements to Pinole Valley Road and Tennent to improve safety and property access but not to encourage through traffic.
- b. Cloverleaf ramp to I-80 at Pinole Valley Road.
- c. Extension of Fitzgerald Drive to the Fitzgerald/Atlas Road Interchange connection.
- d. Widening Appian Way to the City limits.
- e. Adding northbound and southbound left turn pockets and westbound right turn lane within the existing right-of-way at San Pablo Avenue/Tennent.
- f. Traffic signal at Pinole Valley Road/San Pablo Avenue
- g. Add northbound through lane and westbound right turn lane at San Pablo Avenue/Appian Way.

Other Improvements

- a. Improve the San Pablo Dam Road corridor.
- b. Raise both the Carquinez and Bay Bridge tolls and earmark major funding to I-80 corridor improvements to address major through traffic impacts.
- c. Build BART extension through Hercules as quickly as possible including extension to Vallejo, through the raising of bridge tolls and other regional or national funding solutions.
- d. Establish commuter rail service on existing rail corridors.
- e. Complete the I-80 Improvement Project.
- f. Complete the State Route 4 Improvement Project.
- g. Complete the Richmond Parkway and the Atlas Road Interchange Improvement Project.
- h. Improve existing transit service.

- CIP-6 **TDM Ordinance.** Implement the City's adopted TDM Ordinance.

- CIP-7 **Traffic Studies.** Require site-specific traffic studies for development projects where there may be a substantial impact on the local street system. The City will evaluate traffic impacts and funding of improvements prior to annexation of unincorporated areas.

- CIP-8 **Regional Traffic Impacts.** Require an analysis of traffic impacts on all regional routes and signalized intersections of basic routes, for all projects

anticipated to generate over 100 peak-hour vehicle trips. Submit environmental assessments for projects with more than 100 peak-hour trips to regional jurisdictions for review. Traffic analysis is to be performed in accordance with CCTA project review standards and methods.

- CIP-9 **Transportation Mitigation.** Require transportation-related mitigation attributable to a specific development when identified through required traffic analyses or the West County Travel Forecasting Model in order to maintain acceptable level of service standards.
- CIP-10 **CIP (Roadway Improvements).** Include capital projects in Pinole's Seven-Year Capital Improvement Program (CIP) which are necessary to maintain and improve traffic operations on Basic Routes, and prioritize roadway improvements in the CIP correlated with the distribution and pace of development, and to reflect the degree and need for mitigation.
- CIP-11 **City Street Improvements.** Possible City street improvements, other than those required as a result of project-specific traffic analysis, may include:
- Regional Improvements (2000 and 2010)**
- a. Minor improvements to Pinole Valley Road and Tennent to improve safety and property access but not to encourage through traffic.
 - b. Cloverleaf ramp to I-80 at Pinole Valley Road.
 - c. Fitzgerald/Atlas Road Interchange connection.
 - d. Widening Appian Way from I-80 south to the City limits.
 - e. Providing a left turn stacking lane at San Pablo Avenue/Tennent.
 - f. Installing metering lights on freeway ramps.
- Additional Improvements**
- a. Construct traffic signal at I-80 eastbound ramp/Pinole Valley Road.
 - b. Construct traffic signal at San Pablo Avenue/Pinole Valley Road (access to the Pinole Senior Center).
 - c. Synchronize traffic signals along San Pablo Avenue.
 - d. Construct traffic signal at Shea Drive/Pinole Valley Road.
 - e. Install traffic signal pre-empt systems.
- CIP-12 **Traffic Levels.** Regularly monitor traffic levels and intersection capacity to update base data and respond to changing conditions.
- CIP-13 **Traffic Study.** Evaluate traffic conditions and possible improvements for the downtown, and implement measures as appropriate.
- CIP-14 **City, Street and Highway Signage.** Establish a street and highway signage program to increase driver familiarity with the area to direct traffic to appropriate streets and coordinate with CalTrans on appropriate I-80 signage.
- CIP-15 **Local Shuttle Bus.** Consider a pilot program for a local shuttle bus, especially for seniors, traveling at regular intervals throughout the City.

- CIP-16 **Coordinate with Transit Providers.** Coordinate with transit providers and advocate changes in transit service based on periodic evaluation of transit needs developed through the West County Action Plan.
- CIP-17 **BART Alignment Study.** Continue to participate in the Bay Area Rapid Transit District (BART) West Contra Costa Extension Alignment Study discussions concerning the alignment of BART and location of stations.
- CIP-18 **Regional Transportation Impact Fee.** Participate with other jurisdictions in development of the Strategic Plan for funding of major regional projects, including consideration of a regional or sub-regional transportation impact fee.
- CIP-19 **City Transportation Impact Fee.** Review and update the City's existing traffic impact fee to mitigate traffic impacts.
- CIP-20 **Five-Year Street Maintenance Plan.** Update the 5-Year Street Maintenance Plan as needed to address local street maintenance, repair and resurfacing needs.
- CIP-21 **Parking District in Old Town.** Consider the formation of a parking district in Old Town to provide off-site parking.
- CIP-22 **Update Parking Requirements.** Review parking standards, off-site parking, employee parking and parking management as part of the Zoning Ordinance revision following General Plan adoption.
- CIP-23 **Trail Master Plan.** Adopt a trail master plan to be coordinated with the efforts of adjacent jurisdictions including Contra Costa County, the cities of Hercules and Richmond, the East Bay Regional Park District, and East Bay Municipal Utilities District. The plan should assess existing trails to determine specific improvements to enhance the safety of trails, assess the use of trails by persons with disabilities, specify trail and signage standards, and identify trail alignment for pedestrian, bicycle and equestrian use. Consider adoption of the East Bay Regional Park District's standard details for trails.
- CIP-24 **Trails Dedication and Easements.** Require trails dedication and construction as a condition of approval for development consistent with the Trails map (see map GP-9). Encourage individual property owners, through dedication or gift, to grant trails easements when proposed trails cross their land.
- CIP-25 **Trails Acquisition and Development.** Identify long-term funding opportunities for the purchase of rights-of-way or easements for new trails, trails improvements and maintenance; develop a priority list for trails acquisition and development based on funding availability.
- CIP-26 **Emergency Vehicle Access.** Design paths and trails to accommodate emergency vehicles.

- CIP-27 **Bicycle and Pedestrian Safety Education.** Support an educational program on bicycle safety and the safe use of paths and trails.
- CIP-28 **Title 24 Requirements for Trails.** Require all new trails to be designed to comply with Title 24 of the California Administrative Code and with the American Disabilities Act of 1991.
- CIP-29 **Bay Trail.** Actively support completion of the Bay Trail in coordination with Hercules, East Bay Regional Park District and other agencies.
- CIP-30 **City Maintained Trails.** The maintenance of trails owned by the City should be identified as a line item in the City's budget.
- CIP-31 **Dumping of Solid Waste.** Amend the Municipal Code to prohibit dumping of solid waste on or near any trail right-of-way or easement.
- CIP-32 **Sound/Safety Barriers Along Appian Way.** Consider using Redevelopment or Gas Tax funds to erect visually attractive sound/safety barriers along one or both sides of Appian Way from San Pablo Avenue to Tara Hills Drive.



Adopted Housing Element
May 6, 2003

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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, yet 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. The State has the authority to extend this five-year cycle as it did during the 1990s. The previous Pinole Housing Element was adopted in 1995, and covered the period from 1989 to 1998. The updated Element, in accordance with the schedule set by the State, covers a period that began on January 1, 1999 and ends on June 30, 2006.

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 1999-2006 planning period, as determined by the Association of Bay Area Governments, is 288 units of which 157 must be affordable. As of March, 2003, 323 housing units had been built or approved in Pinole. Of those, 201 were affordable.

As determined 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 housing needs and objectives. The following are highlights from each of those components.

HOUSING NEEDS

- There is a significant concentration of low income households among seniors, those under 34 years of age, and renters.
- In 2000, 28% of Pinole's households were paying more than 30% of their income for housing. This was particularly true for renters.

HOUSING CONSTRAINTS

- Market forces, such as the availability of land, land values, and construction costs, constrain the production of housing.
- With the exception of the use permit requirement for multi-family developments in permitted zones and the absence of reasonable accommodation procedures for housing for disabled persons, 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 35 acres of multi-family designated sites is more than adequate to meet remaining very low and low need.
- The 130 acres of single-family designated sites is more than adequate to meet remaining above moderate need.
- Overall, the City's infrastructure has adequate capacity to handle the amount of growth anticipated during the planning period.

HOUSING ACCOMPLISHMENTS

- Pinole created 1,357 new units during the 1988-98 planning period, as compared to its overall need of 769 units.
- Since 1995, the Pinole Redevelopment Agency has provided more than 70 First Time Homebuyer and 130 Residential Rehabilitation loans and grants to low- and moderate-income households.

- Through projects like Pinole Senior Village, Pinole Grove, and Alvarez Court, the Pinole Redevelopment Agency has been 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 parked 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.

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, the Element focuses on protecting the existing character of Pinole through high quality design, strategies such as mixed-used, infill and second unit development, and reliance on parcels that were already designated for residential land uses. Because Pinole has a capacity of 506-855 new housing units that exceed its fair share assignment of 288 units, and 323 units of new housing have already been approved or built, the Element does not propose any changes to the City's General Plan Land Use Map or the Zoning Map except in cases where rezonings are necessary to accomplish General Plan - Zoning Map conformance.

6.1 Introduction

The City's current Housing Element was adopted in 1995 and was certified by the California Department of Housing and Community Development (HCD) as complying with State law requirements. Having a certified Housing Element means that the City also complies with Measure C, the Contra Costa County voter-approved Transportation Improvement and Growth Management Program, which establishes a process involving 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 C 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.

Pinole's Housing Element has been a valuable tool in accomplishing many of the successes the City has achieved in meeting its housing needs. The primary obstacles to providing more affordable housing to very low and low-income households, however, are the availability of funding to provide units at prices affordable at those income levels. Programs in the Housing Element, including the City's inclusionary requirements, use of Housing Set Aside funds, and other actions of the Pinole Redevelopment Agency, establish opportunities to address these issues.

The Housing Element's approach to housing issues in Pinole is expressed in four ways. The first is in the form of goals sought by the community. The second, and more specific aspect of the Housing Element, is policy statements. Third is Quantified Objectives, or short-range targets to achieve the goals. The fourth and most dynamic part of the Housing Element is implementing programs, which are specific actions that the City or other identified entities will undertake to address policy issues and move closer to the community's goals. Under each policy is a notation identifying related program actions. Section 6.7 then describes these actions in more detail and lists program target dates, as required by State law.

A. 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 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 the entire general plan at that time.

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 required to have a Growth Management Element as well.

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. While jurisdictions must review and revise all elements of their General Plan on a regular basis (approximately every ten years) to ensure that they remain up to date, state law requires that housing elements be reviewed and updated at least every five years. The process of updating Housing Elements is initiated by the State through the 'regional housing needs' process as described in Section 6.2D. The last time the State initiated the regional housing needs process was in 1990. The City of Pinole subsequently updated its housing element in response to the State's regional housing needs determination and in accordance with state law requirements.

Common Housing Terms

Above Moderate Income Households: Households earning over 120% of the median household income. As of March 2003, a family of four in Contra Costa County earning more than \$96,100 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.

Extremely Low Income: Households earning less than 35% of the median household income. As of March, 2003 a family of four in Contra Costa County earning less than \$33,635 was considered extremely low income.

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.

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, principle and interest.

Low Income Households: Households earning 50-80% of the median household income. As of March 2003 a family of four in Contra Costa County earning between \$40,050 and \$64,080 per year was considered low income.

Median Household Income: The middle point at which half of the City's 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 March, 2003, the median household income for a family of four in Contra Costa County was \$80,100.

Moderate Income Households: Households earning 80-120% of the median household income. As of March 2003 a family of four in Contra Costa County earning between \$64,080 and \$96,100 per year was considered moderate income.

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. Senior citizens are defined as persons at least 62 years of age.

Very Low Income Households: Defined as households earning less than 50% of the median household income. As of 2002, a family of four in Contra Costa County earning less than \$37,250 per year was considered very low income.

State law is also quite specific in terms of what a housing element 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 five-year schedule of actions...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 that will be constructed, rehabilitated or conserved, or number of households that will be assisted, as a result of the program.

Most importantly, 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.

It is also important to note that State law requires 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.

State Review

State law requires that every 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 elements are submitted twice to HCD for review and comment: once during development of the Housing Element (in draft form), and again after adoption of the Housing Element by the local jurisdiction. The first review period requires 60 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 local government.

B. Data Sources

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

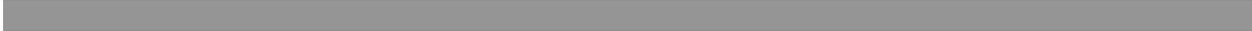
- demographic and housing data provided by the Association of Bay Area Governments and the State Department of Finance;
- housing market information, such as home sales, rents, and vacancies from the West County Association of Realtors and Claritas, Inc.; and
- building permit and zoning information from the City of Pinole Community Development Department.

C. Public Participation

The City began the update process with an evaluation of the effectiveness of its existing Housing Element, which was adopted by the City and certified by HCD in 1995. The overarching conclusion of this evaluation was that the Housing Element was very effective in meeting the City's goals, and in particular the goal of providing quality housing across all income levels (see Section 6.5). With this in mind, the City's intent in preparing the draft element was primarily to reassess its housing needs and constraints while retaining its existing goals and orientation towards the provision of housing.

In preparation of the draft, opportunities were provided for the local residents and agencies to help formulate the City's housing goals, policies, and programs. Prior to the development of the draft housing element, one study session for the Planning Commission and City Council was held to discuss housing needs and community concerns. The session was publicly noticed at City Hall, in the West County Times, on the City's webpage, and on the City's cable access television station. The draft element itself was sent to a number of local agencies and groups (see Appendix A for a complete listing) for comment. Despite these efforts, the City received no public comments on the draft.

The Revised Draft Housing Element and Negative Declaration were circulated for public review from March 27, 2003 to April 25, 2003. During that time, there was one joint Planning Commission/City Council workshop to discuss changes made to the Element. The meeting was publicly noticed at City Hall, in the West County Times, on the City's webpage, and on the City's cable access television station, and a notice was sent to all of the entities listed in Appendix A. In addition, the Planning Commission held



a public hearing on April 14, and April 28, 2003. Both meetings were publicly noticed in the West County Times and at City Hall. The Pinole City Council then discussed the Revised Draft Element and Negative Declaration at its publicly noticed meeting of April 15, 2003, and held a public hearing for adoption of the Element on May 7, 2003. No comments from the public of any kind were received at any time during the Housing Element Update process.

6.2 Housing Needs Assessment

In order to ensure that the housing needs of Pinole's current and future residents are met, it is necessary to conduct a comprehensive assessment of its population and household characteristics. Before beginning this assessment, however, it is important to recognize the context in which Pinole's housing market and economy operate. Pinole is located in the nine-county San Francisco Bay Area – the fifth largest metropolitan area in the United States. The Bay Area's strong economy, diverse neighborhoods and communities, vast open spaces, and moderate climate have contributed to its rapid growth in recent years. This growth has, however, led to adverse impacts on housing and the infrastructure necessary to sustain further growth. Pinole is obviously impacted by these larger trends and patterns of the region. Several of these trends in population, housing, and employment are shown below in Table 6.1 and then 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	1990	2000	2005	2010	2015	2020	2025
Population	6,020,147	6,783,760	7,193,900	7,513,800	7,772,200	8,014,100	8,223,700
Households	2,245,865	2,466,019	2,581,380	2,697,080	2,799,030	2,894,370	2,977,990
Average Household Size	2.61	2.69	2.73	2.73	2.72	2.72	2.71
Mean Household Income	\$76,200	\$93,800	\$95,600	\$100,400	\$105,500	\$110,800	\$116,400
Employed Residents	3,149,513	3,605,675	3,802,100	4,065,300	4,258,200	4,447,100	4,635,100
Jobs	3,206,080	3,753,670	3,933,870	4,225,030	4,484,770	4,709,960	4,932,590
Employed Residents/Job	.98/1	.96/1	.96/1	.96/1	.95/1	.94/1	.94/1
Jobs/Household	1.43	1.52	1.52	1.57	1.60	1.63	1.66
Contra Costa County	1990	2000	2005	2010	2015	2020	2025
Population	803,732	948,816	1,013,200	1,074,500	1,128,800	1,179,500	1,209,900
Households	300,288	344,129	364,910	387,960	408,870	428,870	443,510
Average Household Size	2.64	2.72	2.75	2.74	2.73	2.72	2.7
Mean Household Income	\$80,600	\$86,500	\$88,200	\$92,700	\$97,400	\$102,400	\$107,600
Employed Residents	409,351	483,898	518,700	573,800	615,200	647,500	677,500
Jobs	314,550	361,110	385,050	419,140	445,140	470,480	495,460
Employed Residents/Job	1.30	1.34	1.35	1.37	1.38	1.38	1.37
% of Bay Area Population	13.35%	13.99%	14.08%	14.30%	14.52%	14.72%	14.71%
% of Bay Area Jobs	9.81%	9.62%	9.79%	9.92%	9.93%	9.99%	10.04%
Jobs/Household	0.77	0.75	0.74	0.73	0.72	0.73	0.73
Pinole Planning Area	1990	2000	2005	2010	2015	2020	2025
Population	26,727	30,806	30,300	31,000	31,700	32,400	32,500
Households	9,473	10,505	10,700	11,020	11,320	11,570	11,740
Average Household Size	2.82	2.91	2.8	2.79	2.77	2.77	2.74
Mean Household Income	\$71,700	\$73,100	\$74,300	\$76,300	\$78,700	\$83,300	\$87,100
Employed Residents	13,592	15,736	15,600	16,600	17,300	17,800	18,200
Jobs	5,080	5,980	6,110	6,470	6,730	7,310	7,840
Jobs/Household	0.54	0.57	0.57	0.59	0.59	0.63	0.67
Employed Residents/Job	2.68	2.63	2.55	2.57	2.57	2.44	2.32
% of County Population	3.33%	3.25%	2.99%	2.89%	2.81%	2.75%	2.69%
% of County Jobs	1.62%	1.66%	1.59%	1.54%	1.51%	1.55%	1.58%

Source: ABAG Projections 2002

A. Population Characteristics

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

Population

The Bay Area's population continues to grow at a remarkable rate. In the next 10 years, it is estimated that the Bay Area population will reach 7.63 million people, a 21% increase over its 1990 population of 6 million residents. HCD estimates that most of this growth will be attributable to and increase in the number of births and longer life expectancies, rather than in-migration. Pinole's population growth has not been as dramatic as that of the larger Bay Area, but it nonetheless increased 9% from 1990 to 19,039. Future population growth in Pinole is, however, expected to slow considerably.

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.

Table 6.2
Age Characteristics 1990-2000

Age Groups	1990		2000		% change
	Persons	Percent	Persons	Percent	
0 – 19	4788	27%	5241	28%	9%
20 – 34 years	3879	22%	3100	16%	-20%
35 – 54 years	5255	30%	6293	33%	20%
55 – 64 years	1815	10%	1949	10%	7%
65+	1723	10%	2456	13%	43%
Total	17460	100%	19039	100%	9%

Source: 1990 and 2000 U.S. Census

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 35-54 and 0-19 age categories, its senior population (65+) 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 43% to 2,456, or 12.9% of the population. In comparison, the County's senior population increased by 23% to 107,272, or 11.3% of the population. Projections show that this trend is expected to continue and strengthen over the next 20 years as the baby boom generation ages.

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 over the years. As Table 6.3 demonstrates, white residents comprised the largest racial group in 2000. However, the share of the white population decreased 17% from 1990 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.

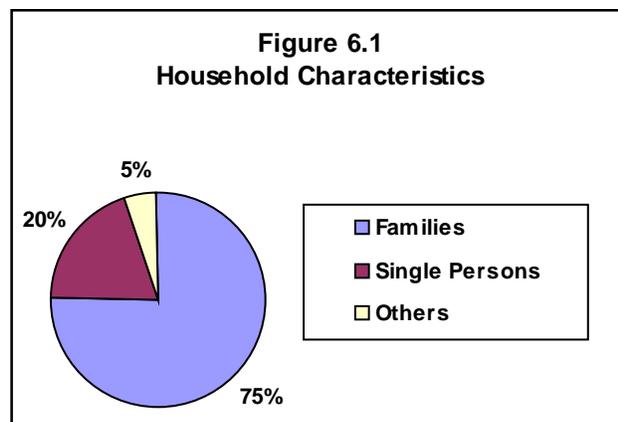
Table 6.3
Race and Ethnicity 1990-2000

Racial/Ethnic Groups	1990		2000		% change 1990 to 2000
	Persons	Percent	Persons	Percent	
White	12,403	71%	10356	54%	-17%
Black/African American	1,234	7%	2115	11%	71%
American Indian	157	1%	108	1%	-31%
Asian & Pacific Islander	3,082	18%	4204	22%	36%
Other	584	3%	2256	12%	286%
Total	17,460		19039		
Hispanic Origin	1715	10%	2618	14%	53%

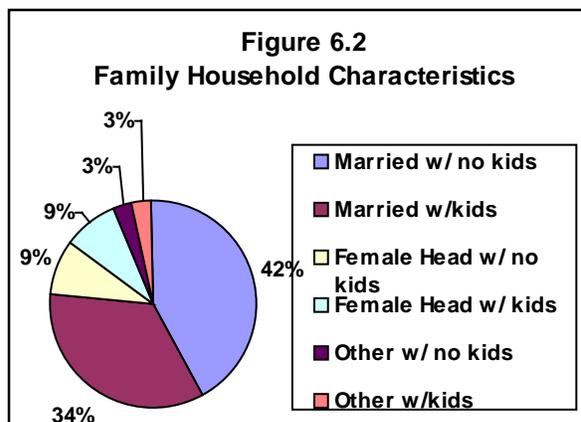
Source: 1990 and 2000 U.S. Census

Employment

While Pinole has historically been and still is a ‘bedroom community’ in which most people live but work elsewhere, job growth over the past ten years has created new opportunities for more people to both live and work in the community. As demonstrated in Table 6.1 (see page 6-5), this is a trend that is expected to continue into the future. Over the next 20 years it is projected by ABAG that more than one million jobs will be created in the Bay Area, and of those, 24,750 will be in the West Contra Costa County area. Approximately 39% of the newly created Bay Area jobs and 58% of those in West County are expected to be in the relatively lower paying retail and service sectors. This will influence Pinole’s housing need, as income levels determine the type and size of housing a household can afford.



Source: 2000 U.S. Census



Source: 2000 U.S. Census

B. Household Characteristics

Household Type

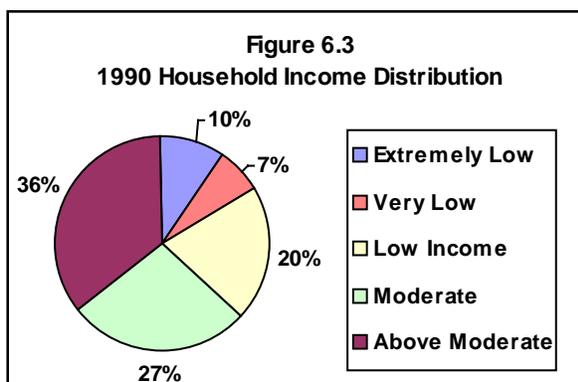
A “household” is defined by the U.S. Census as any group of people occupying a housing unit. Accordingly, a household can be anything from a single person living alone, to a family related by marriage or blood, or a group of unrelated persons sharing living quarters. As shown in Figure 6.1, the majority of the 6,743 households in Pinole are family households, despite a decrease from 79% in 1990 to 75% in 2000. The majority of these family households are married couples without children, followed by married couples with children under 18 years of age (see Figure 6.2).

Household Income

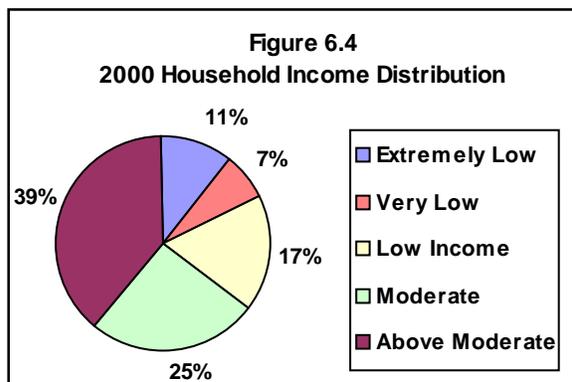
To a large extent, household income determines the housing opportunities available to a household. For example, housing choices, such as location, unit size, and tenure, are driven by income. It is important to note, however, that other household characteristics such as family size and type can affect the amount of household income available for housing expenses.

With a mean household income of \$62,024 in 2000, the Bay Area has one of the highest income levels in California. At \$62,256 in 2000, Pinole's median household income was comparable to that of the Bay Area as a whole as well as the County (\$63,675). During the period from 1990 to 2000, Pinole's income increased by 35%, as compared to increases of 49% and 41% for the Bay Area and Contra Costa County respectively. The income distribution of households in Pinole did not change greatly from 1990 to 2002 (see Figures 6.3 and 6.4 below).

Special Needs Housing



Source: 1990 U.S. Census



Source: 2000 U.S. Census

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 and often have a higher prevalence of 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 this specialized housing stock. Also, there is a range along a continuum of housing for special needs, beginning with independent living (owning or renting), to assisted living (licensed facilities), to supportive housing, transitional housing, and finally emergency shelter. In addition, the vast majority of special needs housing is service enriched. In other words, services are offered to residents to help them maintain independent living as long as possible.

Seniors

In 2000, there were 1,392 senior households in Pinole. Of those, 38% (533) were seniors living alone, 81% (1127) were home owners, and 19% (265) were renters. The previously documented increase in the number of seniors combined with the increased longevity made possible by medical advances will create additional need for affordable housing and specialized housing for older residents. Seniors typically require smaller, more efficient, barrier-free, and accessible housing as well as access to health care and/or personal services. It will also be important to provide a continuum of care as elderly households become less self-reliant. In Contra Costa County this need is especially significant for dementia facilities and opportunities for seniors to remain with their families.

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 will have the following implications:

- (1) Senior projects will compete with non-age-restricted family and worker housing for Pinole's limited supply of land.
- (2) 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.
- (3) The housing stock may deteriorate, as senior households on fixed incomes have limited resources for home improvements to maintain or rehabilitate older housing.
- (4) It may become necessary to require licensed facilities in Pinole to be classified as residential uses that must provide inclusionary housing units or beds.

Female-Headed Households

Women in the housing market, especially the elderly, low- and moderate-income individuals, and single parents, face significant difficulties finding housing. Both ownership and rental units are extremely expensive relative to the incomes of many people in this population category. According to the 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 off during the last decade.

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

People Living with Physical and Mental Disabilities

In 2000, there were approximately 3,121 persons over the age of 16 in Pinole with sensory or physical disabilities. Of those, 39% were seniors. Based on all available data, it is estimated that about 5% 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 life-style. Housing designed 'barrier-free', with accessibility modifications, on-site services, mixed income diversity, proximity to services and transit, and group living opportunities represent 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 choice.

Several additional considerations related to housing for physically disabled people 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 Families

In 2000, 11% or 843 of Pinole's 6,295 households were "large" (i.e. five people or more). Of those 78% (658) lived in owner-occupied units, while 22% (185) lived in rental housing. Large households tend to have more difficulty purchasing housing because large housing units are rarely affordable. At the same time, however, rental units with three or more bedrooms are not common, and large, affordable units are even less common. This can lead to overcrowded housing conditions. In 2000, 8% of households in Pinole were living in overcrowded conditions

Farm Worker Housing

State law requires that housing elements evaluate the needs of farm worker housing in the local jurisdiction. The general conclusion of ABAG is that there is no regional need for additional farm worker housing in the Bay Area. The 2000 U.S. Census showed that 4 Pinole residents were employed in farming occupations. This low number and the fact that many of these people are employed in wholesale and horticulture businesses indicate that there are no localized needs for seasonal or other types of farm worker housing. There was no migrant worker housing identified in Pinole in the 2000 Census.

Homeless Individuals and Families

Housing elements are required to address the needs of homeless people. Homeless individuals and families have perhaps the most immediate housing need of any 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 homeless population in California is estimated at approximately one percent of the state's total population. Approximately one third consist of homeless families. Although the Contra Costa County Public Health Department estimates that there may be as many as 14,000 homeless persons over the course of a year in the County, estimates vary considerably as to the number of homeless persons in West County. Conversations with the Pinole Police Department indicate that there are fewer than 10 homeless individuals in Pinole.

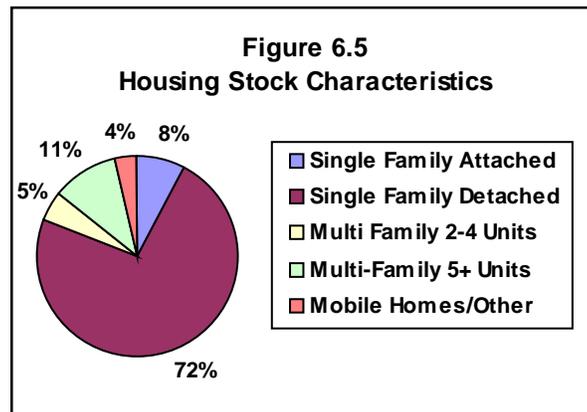
There are currently no facilities to house the homeless in Pinole. However, in March 2001 the Bay Area Homeless Alliance identified a total of 497 emergency shelter, transitional housing and permanent housing beds for homeless persons in West County, most of which are located in the City of Richmond. While the exact number of homeless in West County is not known, a number of studies have indicated that is that there is a shortfall of available beds.

Because Pinole is a small city without a large homeless population and few services for this population, the City provides financial support to facilities and service providers in the area. It is also important for the City to support rental assistance programs and other programs that provide assistance to "at risk" households who may become homeless.

C. Housing Stock Characteristics

Types of Housing

As in 1990, approximately 81% of the Pinole 6,828 housing units are single family (see Figure 6.5), and of those nearly 73% are detached units. Pinole's share of single family housing is high when compared to either the County as a whole or the West County area where 67% of the homes single family. The majority of the units added in Pinole between 1990 and 2000 were detached single-family homes, which accounted for 65% of the units added.



Source: 2000 U.S. Census

Age of Housing

Almost all of Pinole’s housing is less than fifty years old (see Table 6.4). A “windshield” survey of housing conditions in Pinole was conducted in 1991 as part of the Housing Element update. The survey evaluated both major structural components (such as foundation, walls, and roof) and other components (chimney, doors, windows, porches, stairs, and gutters) and grouped buildings into categories as either good, fair or poor. “Good” buildings are basically sound; “Fair” buildings are in need of rehabilitation, but with relatively minor repairs could be restored to a standard condition; and “Poor” buildings are so structurally unsound that they create a health and safety hazard and visual eyesore.

**Table 6.4
Housing Units by Age**

Age	# of Units	% of Units
< 10 years	755	11%
10 - 20 years	1288	19%
20 - 30 years	1423	21%
30 - 40 years	1927	28%
40 - 50 years	1165	17%
50 - 60 years	133	2%
> 60 years	257	4%
Total Units	6888	

Source: 2000 U.S. Census

In general, housing in Pinole is in good condition, consistent with its age and upkeep. The exceptions are scattered homes and a few areas adjacent to Old Town. Out of 6,300 housing units surveyed in the City, 57 were identified as being in “fair” condition and 22 were in “poor” condition, needing major rehabilitation or replacement. Four-fifths of the units in “fair” or “poor” condition were located west of I-80. As a result of this survey, and based on conversations with building officials, it is concluded that housing conditions are generally very good and special efforts, other than rehabilitation loan programs and code enforcement, are not needed.

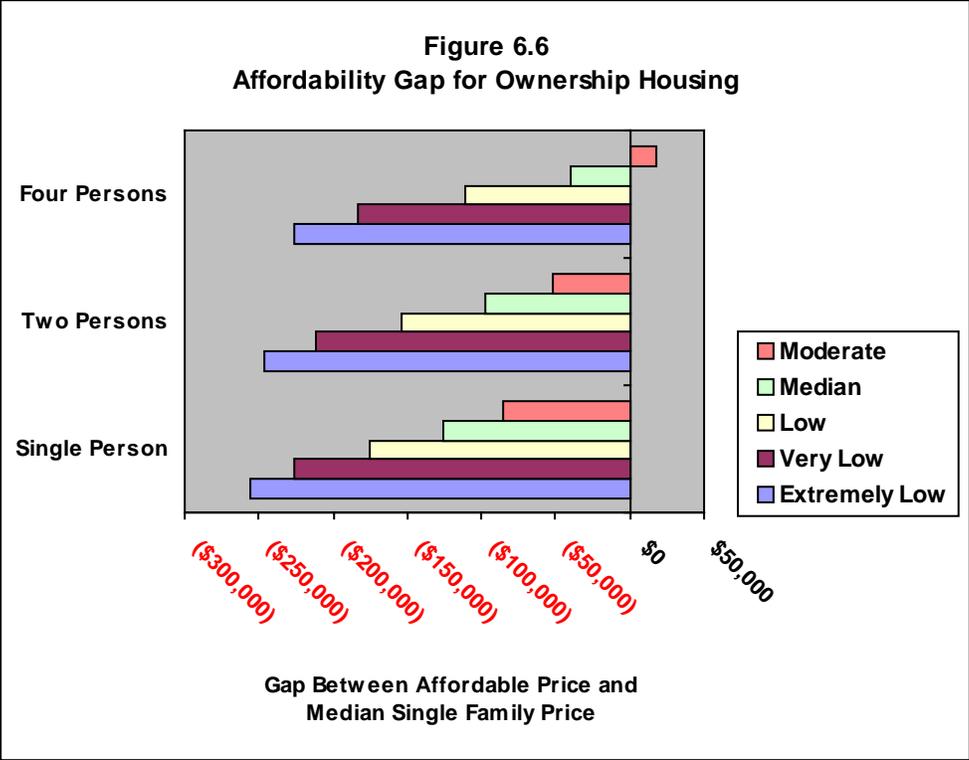
Housing Tenure

Since 1980, the proportion of owner-occupied housing units in Pinole has changed little. The 2000 census indicates that nearly 75% or 5,040 of the 6,743 occupied housing units in Pinole

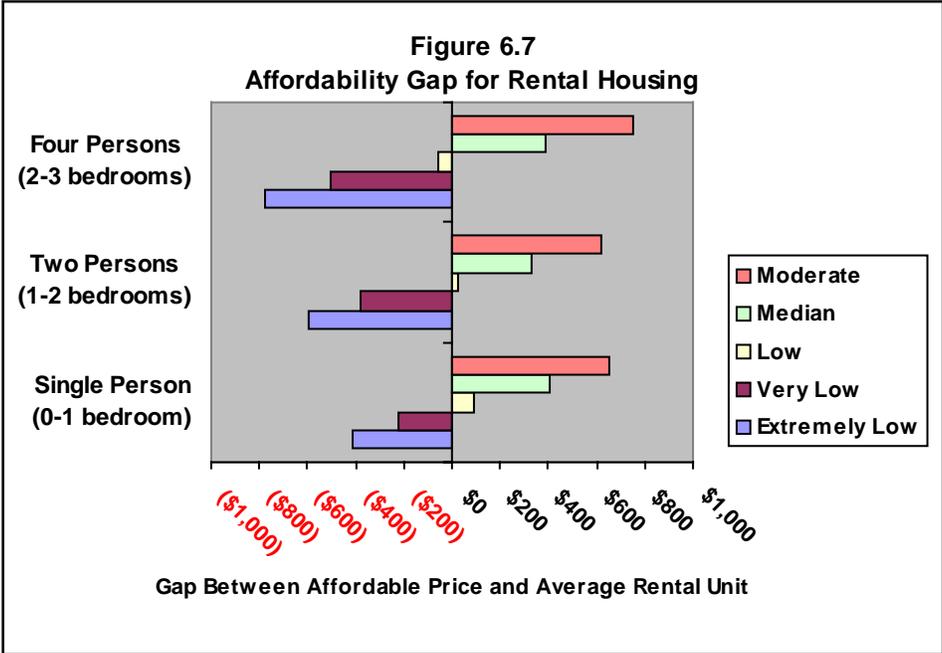
continue to be owner-occupied, while 25% or 1,703 are renter occupied. These numbers differ significantly from the West County as a whole, where only 60% of the units are owner occupied.

Housing Costs 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, or what might be termed the ‘affordability gap’ between the structure of local wages and salaries and the cost of local housing.



Source: Baird and Driskell Community Planning and Claritas, Inc.



Source: Baird and Driskell Community Planning and Claritas, Inc.

Ownership Housing

At \$326,132 in 2001, the average sales price of a home in Pinole has increased by 59% over the last ten years. Of the total 6,743 households in Pinole in 2000, only 35% had an estimated annual income over \$80,000, which is sufficient to qualify for the average home. Higher construction and land costs along with a high demand for existing housing has increased the price of housing to a level that is clearly no longer in proportion to many people's ability to pay for a unit. The "affordability gap" between the amount of ownership housing a household can afford and the median cost of single family housing in Pinole is illustrated in Figure 6.6.

Rental Housing

Rental rates in Pinole have risen by over 25% in the last ten years, due in part to a high demand for housing in the Bay Area. Pinole's estimated rental vacancy rate was 1.2% in 2000. This was the lowest of West Contra Costa cities and lower than the overall county average of 2.9%. The rule of thumb is that a 4.5% to 5.0% vacancy rate indicates a good balance of supply and demand in the housing market. As demonstrated in Figure 6.7, this has led to a significant affordability gap for low-income renter households.

Assisted Units at Risk of Conversion

Assisted housing developments 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. Due to the potential impact of the loss of these units on a community's ability to provide affordable housing, Housing Elements are required to identify the publicly assisted rental housing within its boundaries and evaluate the potential for that housing to convert to market rate. During the current planning period, there are no assisted units at risk of conversion to market-rates (see checklist included as Appendix B).

D. Regional Housing Needs

Existing Housing Needs

Existing housing need is defined by the estimated number of households with one or more federally defined "housing problems." These problems include low incomes, overcrowded conditions, and overpayment.

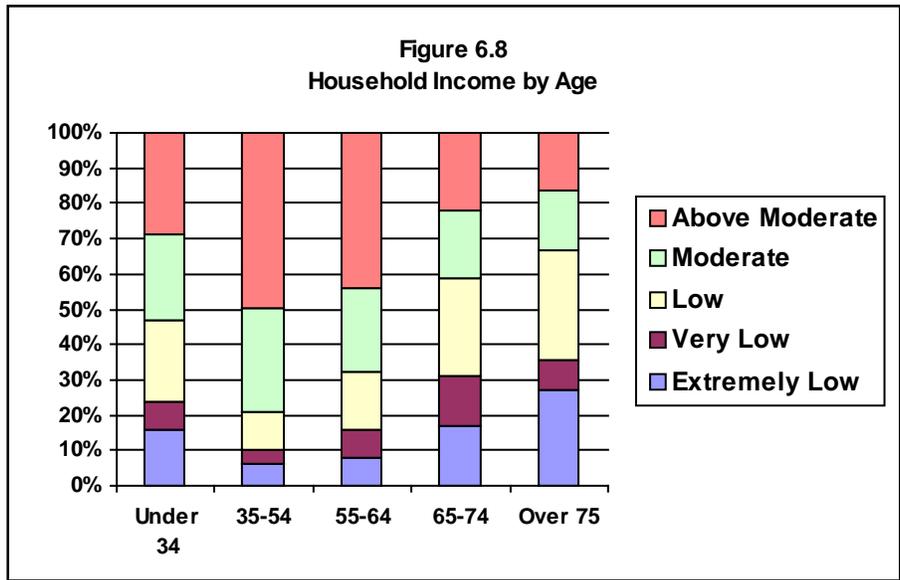
Income by Household Type

As stated earlier, the number of households in Pinole with low incomes grew only slightly between 1990 and 2002. However, there are significant concentrations of low income households within certain household types. As shown in Figure 6.8, seniors and those under 34 are the most vulnerable. Over 65% of all senior households and 45% of those under 34 years of age are considered low income.

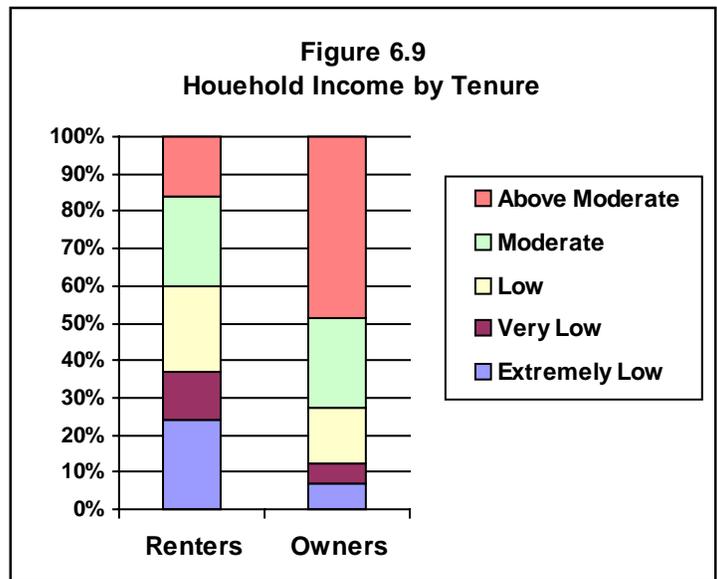
In addition, there is a greater proportion of very low and low income households among renters. As shown in Figure 6.9, of the 1,851 households in Pinole that are renters, 60% are low or very low income as compared to only 27% of all owner households.

Overcrowding

Overcrowding refers to a housing unit occupied by more than one person per room. It can occur for a number of reasons including: 1) very low rental vacancy rates; 2) housing costs that are high relative to income, and 3) and increases in the average household size. As previously documented, Pinole has the lowest vacancy rate in West County and there is an affordability gap between housing costs and income. In addition, after decreasing for several decades, the average household size in West Contra Costa County is on the rise. From 1990 to 2000, it increased by 10% from 2.54 to 2.83 – its highest level since the 1970s.



Source: 2000 US Census.



Source: 2000 US Census.

Overcrowded households amounted to 210 households in 1990, or 3.4% of all households in the City at that time. This grew to 574 households, or 8% of all households, in 2000.

Overpayment

It is generally expected that people can afford to pay up to a third of their gross income on housing. Housing that costs 30% of a household's income is therefore referred to as "affordable housing." A household is considered to be overpaying for housing or cost-burdened if it spends more than 30% of its income on housing. 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 double-income household with no children.

The overall number of households “overpaying” for housing in Pinole in 1990 numbered 1,772 (28%). The incidence of overpayment was higher among renters (42%) than owners (24%). Over the last 10 years, rents and housing prices in Pinole have risen more than 25% and 59% respectively, while incomes have risen by 35%. Remarkably, the incidence of overpayment during that time period remained relatively unchanged (28% of all households; 42% of renters; 23% of owners).

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 jurisdiction during the 1999 to 2006 planning period. ABAG’s allocations are based on an analysis of:

- the vacancy rate in each city and the existing need for housing it implies;
- availability of suitable sites and public facilities;
- commuting patterns;
- special needs housing requirements;
- the projected growth in the number of households;
- affordable rental housing at risk of conversion; and
- the need for housing generated by local job growth.

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 four income categories of housing affordability as defined by HUD and HCD:

- *Very-Low Income* Below 50% of median income (“Extremely Low Income” is below 35%)
- *Low Income* 50-80% of County median income
- *Moderate Income* 80-120% of County median income
- *Above-Moderate Income* 120% and above of County median income

The most recent HCD income limits, by county and size of household, can be accessed on-line at <http://www.hcd.ca.gov>.

The ABAG Regional Housing Needs Determination figures for all jurisdictions in the Bay Area can be found on the ABAG website at <http://www.abag.org>. Table 6.5 summarizes the housing need determinations for all of the jurisdictions in Contra Costa County. During the previous planning period (1988-1995), Pinole’s ‘fair share’ of the regional housing need was 769 units. For the 1999-2006 period, it is 288 total units: 48 (16.7%) affordable to *very low income* households; 35 (12.2%) affordable to *low income* households; 74 (25.7%) affordable to *moderate income* households; and 131 (45.4%) affordable to *above moderate-income* households. The contrast between the number of Pinole households that fall into the very low and low income category (nearly 50%) and the housing need for those income categories (28.9% or 83 units) suggests that Pinole may already have a disproportionately high number of low income housing units.

**Table 6.5
Contra Costa County Regional Housing Needs Determinations (January, 1999 to June, 2006)**

Location	Very Low	Percent Need	Low	Percent Need	Moderate Income	Percent Need	Above Moderate	Percent Need	Total Need	Percent Total Need
Unincorporated	1,101	20.3%	642	11.8%	1,401	25.8%	2,292	42.2%	5,436	15.7%
Antioch	921	20.7%	509	11.4%	1,156	25.9%	1,873	42.0%	4,459	12.8%
San Ramon	599	13.5%	372	8.4%	984	22.1%	2,492	56.0%	4,447	12.8%
Brentwood	906	22.2%	476	11.7%	958	23.5%	1,733	42.5%	4,073	11.7%
Richmond	471	18.1%	273	10.5%	625	24.0%	1,234	47.4%	2,603	7.5%
Pittsburg	534	21.2%	296	11.8%	696	27.7%	987	39.3%	2,513	7.2%
Concord	453	19.5%	273	11.8%	606	26.1%	987	42.6%	2,319	6.7%
Walnut Creek	289	17.5%	195	11.8%	418	25.3%	751	45.4%	1,653	4.8%
Martinez	248	18.5%	139	10.4%	341	25.4%	613	45.7%	1,341	3.9%
Oakley	209	17.3%	125	10.3%	321	26.6%	553	45.8%	1,208	3.5%
Danville	140	12.6%	88	7.9%	216	19.5%	666	60.0%	1,110	3.2%
Hercules	101	12.8%	62	7.8%	195	24.6%	434	54.8%	792	2.3%
Pleasant Hill	129	18.1%	79	11.1%	175	24.5%	331	46.4%	714	2.1%
San Pablo	147	29.8%	69	14.0%	123	24.9%	155	31.4%	494	1.4%
Clayton	55	12.3%	33	7.4%	84	18.8%	274	61.4%	446	1.3%
Pinole	48	16.7%	35	12.2%	74	25.7%	131	45.5%	288	0.8%
Orinda	31	14.0%	18	8.1%	43	19.5%	129	58.4%	221	0.6%
Moraga	32	15.0%	17	7.9%	45	21.0%	120	56.1%	214	0.6%
Lafayette	30	15.5%	17	8.8%	42	21.6%	105	54.1%	194	0.6%
El Cerrito	37	20.0%	23	12.4%	48	25.9%	77	41.6%	185	0.5%
<i>County Total</i>	<i>6,683</i>	<i>19.3%</i>	<i>3,782</i>	<i>10.9%</i>	<i>8,596</i>	<i>24.8%</i>	<i>15,649</i>	<i>45.1%</i>	<i>34,710</i>	<i>100.0%</i>

Source: Association of Bay Area Governments, "Housing Needs Determinations", 2000

Each jurisdiction's Housing Element must demonstrate that it has made adequate provision to meet its 'fair share' of the existing and projected regional housing need. Because local jurisdictions are rarely if ever involved in the actual construction of housing units, the fair share numbers establish goals that should be used to guide planning and development decision-making. Specifically, the numbers establish a gauge to determine whether the City is allocating adequate sites for the development of housing (particularly housing at higher densities to achieve the housing goals for lower income households). Beyond this basic evaluation of sites (which must be serviced by necessary infrastructure facilities), the City must review its land use and development policies, regulations and procedures to determine if any of them are creating unreasonable constraints on housing development to meet its fair share need. Furthermore, the City must demonstrate that it is actively supporting and facilitating the development of housing affordable to lower income households.

6.3 Housing Constraints

A. Market Constraints

Vacant land within the City of Pinole is limited. Since the demand for housing in the City is very high (vacancy rate at 1.2% as of January, 2000), the value of potential residential land is increasing and has become a substantial factor in the cost of providing housing. 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.

The cost of constructing housing has also risen significantly in recent years. According to local area builders, the typical cost to build an average quality wood frame single family detached home in the Fall of 2001 was \$220 per square foot. Construction costs for an average multiple family unit are generally about 20-25% less per square foot. In response to high housing costs, most lenders are providing mortgages of 95% of the value of the house rather than the normally allowed 80%. The City also offers a First Time Homebuyer Program to assist low and moderate income households in the purchase of a first home.

B. Governmental Constraints

Like all local jurisdictions, the City of Pinole has a number of procedures, fees, and regulations it requires any developer to follow. Below is a summary of key issues:

- (1) *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 6.6 below. 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.

- (2) *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 6.7 summarizes the most pertinent of these standards for single and multiple family residential zoning districts.

Table 6.6
Residential Land Use Categories

General Plan Land Use	Zoning		Density (du/acre)	Residential Types
	Consistent	Possible		
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	R1	8 -15/ acre	One and two-story family dwellings, up to 4 units
High Density	R4	R1, R2, R3, S/R	16-25/acre	Group dwelling units and apartments

Source: City of Pinole General Plan and Zoning Ordinance

**Table 6.7
Residential Development Standards**

	<u>Suburban/Rural</u>	<u>Low Density</u>	<u>Medium Density</u>		<u>High Density</u>
	<u>S/R</u>	<u>R1</u>	<u>R2</u>	<u>R3</u>	<u>R4</u>
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
Site 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 zoning code also dictates what types of housing may be located in the City, and in what locations. As shown in Table 6.8, 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.

The Pinole Municipal Code (Section 17.24) establishes parking standards for various types of housing and other uses in the community. These standards, also shown in Table 6.7 above, 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 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, industrial/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 HIP-11).

**Table 6.8
Housing Types Permitted by Zoning District**

	<u>S/R</u>	<u>R1</u>	<u>R2</u>	<u>R3</u>	<u>R4</u>
Single family detached	P	P	P	P	P
Single family attached			P	P	P
Multiple Family (3+)				CP	CP
Second Units	CP*	CP*	CP*	CP*	CP*
Mobile Homes	CP	CP	CP	CP	CP
Manufactured Homes	P	P	P	P	P
Transitional Housing	CP	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	CP	CP

P = Permitted CP = Conditionally Permitted

*Second units will become ministerial approvals after 7/1/03 per AP 1866.

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 C 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.

- (3) *Site Improvements.* On-and off-site improvements are required by the City to provide sewer and water service to a project, transportation improvements, and other infrastructure. For an average project, improvements typically include curbs, gutters, and sidewalks. More expensive improvements can become necessary when the site includes special environmental resources, mitigation of slide hazards, inadequate downstream drainage, or other special conditions. Pinole's requirements are fairly standard when compared with other cities in Contra Costa County, and whenever possible, the City has used tax increment funds to supplement the costs of area-wide capital improvements so that project-specific development requirements do not make individual projects infeasible.

- (4) *Permit Processing.* The development review process in Pinole is made up of two connected approval processes: the Design Review Board Hearing and the Planning Commission Hearing. The Design Review Board, which is advisory to the Planning Commission, focuses on architectural character and design review. Its recommendations are based on design standards set forth in the Municipal Code, design guidelines, and the character of surrounding neighborhoods. The Planning Commission addresses use considerations based on standards set forth in the Zoning Ordinance and General Plan, and adopts the design recommendations of the Design Review Board. Applicants may appeal all Design Review Board recommendations to the Planning Commission, and all Planning Commission decisions to the City Council.

Currently, every new residential project within the City is required to complete both processes. Tables 6.9 and 6.10 below show the typical permit process for a multi-family and single-family development that are consistent with the City's General Plan and Zoning Ordinance. The major difference between the two is the type of discretionary approvals required: all multi-family projects in all zones currently require a use permit, despite the fact that they are a permitted use, whereas 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 General Plan Amendment, a Rezoning, or a Variance.

Also demonstrated in Tables 6.9 and 6.10 is the average length of the planning and building permit process for each project type. 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 6.9
Permit Process for Typical Multi-Family Development

1. Planning Application Received	--
2. Complete Plan Review	<i>20-30 days</i>
3. Complete Environmental Review	<i>1-12 months</i>
4. Design Review Board Hearing	<i>20-30 days</i>
5. Planning Commission Hearing <i>(DRB recommendation and Use Permit)</i>	<i>20-30 days</i>
6. Building Permit Application Received	--
7. Complete Plan Check	<i>30-45 days</i>
8. Building Permit Issued	--

Table 6.10
Permit Process for Typical Single Family Subdivision

1. Planning Application Received	--
2. Complete Plan Review	<i>20-30 days</i>
3. Complete Environmental Review	<i>1-12 months</i>
4. Design Review Board Hearing <i>(Preliminary Development Plan)</i>	<i>20-30 days</i>
5. Planning Commission Hearing <i>(Preliminary Development Plan)</i>	<i>20-30 days</i>
6. Planning Commission Hearing <i>(DRB Recommendation, Subdivision Map & Final Development Plan)</i>	<i>20-30 days</i>
7. City Council Hearing <i>(Final Subdivision Map)</i>	<i>20-30 days</i>
8. Building Permit Application Received	--
9. Complete Plan Check	<i>20-30 days</i>
10. Building Permit Issued	--

Because processing time can act as a constraint to the development of housing, procedures have been implemented to expedite processing through plan review and the Design Review Board and Planning Commission. 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. City 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 Design Review Board and Planning Commission hearing process.

To further expedite processing and facilitate the development of housing, the City must consider streamlining the review process to minimize any delays that continue to exist. First and foremost, to facilitate the development of multi-family housing, the use permit requirement on all conforming multi-family developments shall be removed from the zoning ordinance (see HIP-20). The City should also evaluate the existing relationship between the Design Review Board and Planning Commission, as all projects are currently required to be heard before both bodies. In addition, the City should develop specific design guidelines that eliminate the need for certain types of conforming projects, such as second-units, duplexes, and single family homes, to be heard by the Design Review Board and Planning Commission.

- (5) *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 6.11 and 6.12 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 (see Redevelopment Agency Powers under HIP-9).

- (6) *Open Space Contributions:* Open space contributions are a 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, in fact, is a way for a project to gain neighborhood acceptance.
- (7) *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. The City can address this constraint by using its Redevelopment Agency to offer incentives such as lower cost financing or construction of off-site improvements.
- (8) *Uniform Building Code and Enforcement.* Pinole uses several uniform codes, including the Uniform Building Code (UBC), the Uniform Housing Code (UHC), the Uniform Plumbing Code, the Mechanical Code, and the National Electrical Code, as the basis for its building standards and

Table 6.11
Estimate of Development Fees for 10-Unit Multi-Family Development

Planning Fees		per unit	fee amount	
Design Review Board	Flat		\$	300
General Plan Amendment	actual cost		\$	1,000
Zone Change Application	Flat		\$	1,000
Use Permit	Flat		\$	750
		Subtotal	\$	3,050
Plan Check, Permit & Inspection Fees		per unit	fee amount	
Building Permit Fee	based on valuation	\$ 967	\$	9,670
Building Plan Check Fee	65% of bldng permit fee	\$ 629	\$	6,286
Title 24 Energy Compliance Plan Check Fee	10% of bldng permit fee	\$ 97	\$	967
Strong Motion Instrumentation Fee (SMIP)	.0001 x valuation	\$ 9	\$	92
Electrical Permit Fee	(.05 x SF) + \$37	\$ 102	\$	1,020
Electrical Plan Check Fee	25% of elec. permit fee	\$ 26	\$	255
Plumbing Permit Fee	(.05 x SF) + \$37	\$ 102	\$	1,020
Plumbing Plan Check Fee	25% of permit fee	\$ 26	\$	255
Mechanical Permit Fee	(.0285 x SF) + \$37	\$ 74	\$	741
Mechanical Plan Check Fee	25% of permit fee	\$ 19	\$	185
		Subtotal	\$	20,490
Impact and Infrastructure Fees		per unit	fee amount	
Transportation (Measure C)	flat per unit	\$ 560	\$	5,600
Growth Impact	flat per unit	\$ 1,216	\$	12,160
Parkland Dedication	flat per unit	\$ 6,057	\$	60,570
Sewer - City of Pinole	flat per unit	\$ 700	\$	7,000
Water - EBMUD	per 10 unit complex		\$	52,315
School Fees - WCCUSD	\$2.76/sq ft	\$ 3,588	\$	35,880
			\$	173,525
		Total Fees	\$	197,065
		Total/Unit		\$19,706.48

Source: City of Pinole Community Development Department

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 \$91,700 or \$70.71 per square foot.

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 6.12
Estimate of Development Fees for 10-Unit Single Family Subdivision

Planning Fees		per unit	fee amount	
Design Review Board	flat		\$	300
General Plan Amendment	actual cost		\$	1,000
Zone Change Application	flat		\$	1,000
Planned Unit Development	actual cost		\$	1,000
Tentative Map	\$1080 + \$50/lot		\$	1,580
Final Map	\$1080 + \$50/lot		\$	1,580
Use Permit	flat		\$	750
		Subtotal	\$	7,210
Plan Check, Permit & Inspection Fees		per unit	fee amount	
Building Permit Fee	based on valuation	\$ 1,446	\$	14,460
Building Plan Check Fee	65% of bldng permit fee	\$ 940	\$	9,399
Title 24 Energy Compliance Plan Check Fee	10% of bldng permit fee	\$ 145	\$	1,446
Strong Motion Instrumentation Fee (SMIP)	.0001 x valuation	\$ 17	\$	175
Electrical Permit Fee	(.05 x SF) + \$37	\$ 152	\$	1,520
Electrical Plan Check Fee	25% of elec. permit fee	\$ 38	\$	380
Plumbing Permit Fee	(.05 x SF) + \$37	\$ 152	\$	1,520
Plumbing Plan Check Fee	25% of permit fee	\$ 38	\$	380
Mechanical Permit Fee	(.0285 x SF) + \$37	\$ 103	\$	1,026
Mechanical Plan Check Fee	25% of permit fee	\$ 26	\$	256
		Subtotal	\$	30,562
Impact and Infrastructure Fees		per unit	fee amount	
Transportation (Measure C)	flat per unit	\$ 739	\$	7,390
Growth Impact	flat per unit	\$ 1,216	\$	12,160
Parkland Dedication	flat per unit	\$ 6,057	\$	60,570
Sewer - City of Pinole	flat per unit	\$ 700	\$	7,000
Water - EBMUD	flat per unit	\$ 5,430	\$	54,300
School Fees - WCCUSD	\$3.80/sq ft	\$ 8,740	\$	87,400
			\$	228,820
		Total Fees	\$	266,592
		Total/Unit		\$26,659.19

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 \$174,980 or \$76.08 per square foot.

C. Governmental Constraints on Housing for Persons with Disabilities

In accordance with recently enacted SB 520, the City is required to analyze the potential and actual governmental constraints on the development of housing for persons with disabilities and demonstrate the City's effort to remove such constraints. Such an analysis (see Appendix C) shows that the City does not currently have any special processes for individuals with disabilities to make requests for reasonable accommodation with respect to zoning, permit processing, or building laws. Rather, as with all other planning or building applications, accommodations are made through the variance or conditional use permit process. The analysis further shows that while the City meets the requirements of the Uniform Building Code, the Americans with Disabilities Act, and the California Community Care Facilities Act, there are currently no additional accommodations for disabled persons, as is required by SB 520.

The absence of reasonable accommodation in the application of zoning, permit processing, and building laws can act as a constraint on the development, maintenance, and improvement of housing intended for persons with disabilities. The City can address this constraint through development of a program that further analyzes the City's existing codes and practices, and establishes procedures or measures that provide flexibility in the development and/or rehabilitation of housing for disabled persons.

6.4 Housing Opportunities

A. Ability to Meet the ABAG Housing Needs Determination

The planning period for the current Housing Element cycle extends from January 1999 through July 2006. The ABAG Regional Housing Need Determination (RHND) for Pinole for this cycle is the construction of 288 units by July 2006. Housing units built and or approved after January 1, 1999, may be counted towards Pinole's current regional housing need numbers. Since January 1999, Pinole has built or approved 323 units, with 67%, or 201 of these units affordable to low- and moderate-income level households. Having already met over 100% of the total goal, Pinole is well on its way to being able to meet its target within the set time frame. Table 6.13 below compares by income category, the ABAG Regional Housing Need Determination with the units approved and or constructed since January 1999.

B. Housing Units Constructed or Approved

As shown in Table 6.13, Pinole has built a balanced mix of single family and multifamily units that has allowed it to successfully provide both market rate and affordable housing to individuals with a wide range of needs. For example, the completed senior housing facility on Estates Avenue has 66 of its 90 beds covenanted for low and moderate-income individuals. The 19 unit fully accessible HIV/AIDS housing complex on Alvarez Avenue, currently under construction, has 100% of its units designated for very low-income individuals. And last, the three mixed-use projects collectively provide 9 of their 30 units to low and moderate-income households.

C. Availability of Sites for Housing

Currently in Pinole there are a total of 165 developable acres with an estimated dwelling unit potential of 448-745 units (Table 6.14). The majority of vacant or redevelopable sites that are designated in the Land Use Element for single family or multiple family use within the Pinole Planning Area are infill lots of 1 acre or less (See Appendices D and E for a complete listing).

Pinole's supply of 130 acres of single family designated sites is more than adequate to meet the remaining need of 9 units for above-moderate households. As projections for the Bay Area indicate that housing demand will continue to outpace housing availability over the next several years, market forces will continue to drive single-family housing production in Pinole as well as across the entire region where available land exists. In addition, the majority of market rate apartments in Pinole are affordable to moderate income households. Therefore, any such project has the potential to help meet the City's need for both moderate and above moderate-income housing.

A significant number of townhouse and condominium units are also rented at prices affordable to moderate and above income households. According to the 1990 Census, 86.7% of multi-family units (2-4 units in a building) are rented, and 90.2% of multi-family units (5 or more units in a building) are rented. Thus, even though a particular site is built for "ownership" housing, there will likely be a significant number of rental units available at moderate and above moderate-income rents.

**Table 6.13
ABAG Housing Needs Determination vs. Built or Approved Construction**

Project	# of Units	Notes	Status	Affordability Data	Very Low	Lower	Moderate	> Moderate	Total
San Pablo/Pakpour	37	Multi-Family	Planning	Not yet approved	2	3	32		
2518 Pfeiffer Lane	1	Single-Family	Planning	Market Rate			1		
700 Belmont Ave	9	Multi-Family	Planning	Market Rate			9		
Northpark	20	Multi-Family	Approved	Market Rate			8	12	
Maiden Lane	10	Single Family	Approved	Cond. of Approval			1	9	
2532 Brandt Street	1	Single-Family	Approved	Market Rate				1	
2750 Silverado	1	Single-Family	Approved	Market Rate				1	
10 N. Rancho Ct	1	Single-Family	Approved	Market Rate				1	
1160 Encino Way	1	Single-Family	Approved	Market Rate			1		
949 Jones	1	Single-Family	Approved	Market Rate			1		
2425 San Pablo Ave	24	Mixed Use	Building	Covenanted	2		4	18	
815 San Pablo Ave.	4	Mixed Use	Building	Covenanted			2	2	
760 Alvarez Ave	19	Multi-Family	Building	Covenanted	19				
751 Fifth Ave	1	Single Family	Building	Covenanted			1		
7 N Rancho Ct	1	Single Family	Building	\$265 - \$429k				1	
Salmon	6	Single Family	Building	\$430,000 + sale				6	
LeFebvre	7	Single Family	Building	\$430,000 + sale				7	
Scanlan Way	16	Single Family	Building	\$330,000 + sale			16		
780 Alvarez Ave	1	Second Unit	Completed	\$900 - \$1200 rent			1		
Pinole Shores Dr	52	Single Family	Completed	\$360,000 + sale			23	29	
2530 - 2528 Ellerhorst	1	Duplex	Completed	\$1350 rent		1			
2528 Brandt St	1	Single Family	Completed	\$430,000 + sale				1	
254 N. Rancho Pl	1	Single Family	Completed	\$430,000 + sale				1	
2323 Monte Vista Dr	1	Single Family	Completed	\$265 - \$429k			1		
220 N Rancho Pl	1	Single Family	Completed	\$490,000 sale				1	
1085 Hazel Dr	1	Single Family	Completed	\$300,000 sale			1		
2684 Simas	1	Second Unit	Completed	\$900 - \$1200 rent			1		
2529 San Pablo Ave	2	Mixed Use	Completed	Covenanted			1	1	
242 N Rancho Pl	1	Single Family	Completed	\$397,800 sale				1	
200 N Rancho Pl	1	Single Family	Completed	\$367,200 sale			1		
1082 Hazel Dr	1	Single Family	Completed	\$228,887 sale		1			
1520 San Pablo Ave	4	Multi-Family	Completed	Covenanted	1			3	
950 Appian Way	4	Multi-Family	Completed	Covenanted	1			3	
Senior Assisted Living / Estates Ave.	90 beds	Multi-Family	Completed	Covenanted	10		56	24	
					Very Low	Lower	Moderate	> Moderate	Total
ABAG Needs					48	35	74	131	288
Built/Approved					35	5	161	122	323
Remaining Need					13	30	-87	9	-35

Source: Pinole Community Development Department.

**Table 6.14
Land Available for Development**

Land Use and Housing Type	Number of Acres	Existing General Plan Density Range	Estimating Dwelling Unit Potential**
Single Family (Suburban Rural)	98	.2 - 1 unit / acre	17 - 38 units
Single Family (Low Density)*	32	1 - 7 units / acre	40 - 84 units
Multiple Family	35	7 - 24 units / acre	391 - 623 units
Total	165	n/a	448 - 745 units

* Development potential for Single Family (Low Density) includes vacant lots which have already been approved for development.

** Estimated Dwelling Units Potential was calculated by multiplying the gross acreage of each land use type by the lowest and highest number of dwelling units per acre permitted.

Source: Pinole Community Development Department.

To address the remaining RHND of 13 very low and 30 low-income households, the focus shifts to sites designated for multiple family use which are thought to be better at addressing affordable housing needs. There are 35 acres that are designated sites with the potential for 391 - 623 multiple family units.

The majority of these sites are designated in the General Plan for mixed-use development. The San Pablo Specific Plan, which incorporates over half of these developable sites, further emphasizes mixed-use development, which includes medium density residential 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.

The majority of these sites are also located within the City's Redevelopment Project Area, which mandates that 15% (59 – 94 units) of the units built be made affordable to low and moderate income households (HIP-9). In addition, the Agency's Housing Set Aside Fund, projected at more than \$13,000,000 over the next five years (see Appendix F for further detail), will contribute to the City's ability to address the remaining needs for very low and low income households through opportunities such as second units (5+), the First Time Home Buyer Program (15 units), and the potential rehabilitation of a 52 unit multi-family site.

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 efforts to rezone those properties that are inconsistent with their General Plan designations.

D. Current Housing Projects

There are currently two housing projects in the planning stage. One project, located along San Pablo Avenue, is a proposed 12 unit live-work project. A second project, also located on San Pablo Avenue at Pinole Shore Drive, is 37-units of multi-family housing that is in the planning process. Both of these projects are located within the Redevelopment Project Area and would require that 15% or 7 units be

designated affordable. Additionally, initial discussions have taken place with an interested developer involving a City owned parcel that has the density potential for 46 - 86 residential units. This project is also located in the Redevelopment Project Area and could potentially provide for 7 – 13 additional affordable units. These projects, together with the units approved or constructed to date, enable the City to meet more than 65% of its very low and low need.

E. Infrastructure

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

Water, Sewer, Gas, Electric and Phone Service

East Bay Municipal Utility District (EBMUD) provides water service and the Pinole Sewer District & 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 27 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.

F. 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 any one development 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 waivers, 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 with limited staffing.

Federal Resources

Federal housing assistance takes many forms. The single largest (and often least recognized) federal program is the mortgage interest tax deduction, estimated at \$54 billion in 1996 for the entire nation. The California Housing Plan (2000) reports that federal assistance for affordable housing was only \$17.2 billion nationwide the same year. 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 (HUD, <http://www.hud.gov>). Some of the largest programs, based on current funding levels, are described in Appendix F.

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 (CHFA), 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 F.

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 F.

G. Opportunities for Energy Conservation

Since the deregulation of energy companies in 1998, the price of energy has skyrocketed. With such an increase in prices, energy costs can be a substantial portion of housing costs. Housing elements are therefore required to identify opportunities for energy conservation.

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. Houses built after 1975 use about half as much energy as homes built before then because of 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 sponsors the Project Help/Direct Weatherization program that provides free attic insulation, weather stripping and caulking, water heater blankets and low flow shower heads for low income households. The PG&E “walk-through audit” also provides a comprehensive assessment of energy conservation needs and costs related to home appliances, structural design and insulation. 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 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.

6.5 Housing Accomplishments

The City of Pinole's current Housing Element was drafted in 1991 and then updated and adopted in 1995. The 1995 Housing Element goals were identified as follows:

- **HOUSING DESIGN.** Encourage the development of housing which protects the existing "semi-rural" character of Pinole through good design.
- **ADEQUATE SERVICES AND FACILITIES.** Provide adequate services and facilities to meet the needs of the city's current and future population.
- **EXISTING HOUSING AND COMMUNITY HERITAGE.** Protect and conserve existing housing and community heritage.
- **HOUSING NEEDS.** Within the overriding context of maintaining 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.

Each of these goals had a series of policies and implementation plans identified 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 the housing needs of Pinole 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.

B. Program Accomplishments

Production of Housing

A total of 1,357 new housing units were created in Pinole during the 10-year period of 1988 – 1998. The time frame reflects the same period that the previous ABAG Regional Housing Need Determination was in place. Initially, the RHND timeframe was set for the period 1988 – 1994, to correspond with the 1990 Housing Element. It was then extended through 1998. Pinole's housing production of 1,357 units for this time period far exceeded the RHND of 769 units.

Production of Affordable Housing

Of these 1,357 housing units, 465 of the units made were sold or rented to affordable low and moderate-income households. The City's Redevelopment Agency played a critical role in the production of many of these units, providing various financial incentives to both private and non-profit developers. These incentives were of a variety in nature, including loans, grants, short-term financing, public-private partnerships and land write-downs. As can be seen in Table 6.15, these programs have allowed the City to make considerable progress in producing its share of the region's affordable housing units.

**Table 6.15
Pinole Housing Construction 1988 – 1998**

	TOTAL	Very Low	Low	Moderate	> Moderate
Need	769	146	108	161	354
Construction	1357	88	50	327	891
% of Need Met	176%	60%	46%	203%	251%

Source: Pinole Community Development Department

Special Needs Projects

The Agency has also been instrumental in helping to increase the supply of affordable housing for special needs populations. Pinole Senior Village, an assisted living facility for seniors, provides 75% of its 90 beds to moderate and low income seniors. Four of the units are completely accessible to seniors with physical disabilities, while several others were designed to accommodate those with vision and hearing impairments. Pinole Grove, a 70-unit senior housing project is 100% affordable to very low and low-income seniors. In addition, the Agency provided nearly one million dollars in funding to Resources for Community Development for the construction of the Alvarez Court project, a fully accessible 19-unit project for persons who have a disability and/or have been diagnosed with HIV/AIDS. This project is 100% affordable to persons with very low incomes.

Old Town & Mixed Use Parking Ordinances

In 1996, the City revised its Parking Ordinance to allow for a 25% reduction in parking requirements for mixed-use (office/commercial/residential) projects. In 1997, the City also adopted the Old Town Parking Overlay District that allows for shared parking between public and private projects, thereby making it easier to redevelop existing buildings into new mixed uses. These changes have allowed for several mixed-use projects to come to fruition, contributing 38 units of housing, 13 of which are affordable.

Residential Rehabilitation Program

Since its inception in 1995, the Agency's Residential Rehabilitation program has funded more than 130 rehabilitation loans and or grants to low and moderate-income households in Pinole. Seven of these grants were awarded to lower income household for accessibility improvements in the home.

First Time Home Buyer Program

In 1995, the Agency also created a First Time Home Buyer Program and has assisted over 70 low and moderate-income first time homebuyers in the purchase of a new home in Pinole. The program is structured so that the Agency shares in the appreciation of the value of the home. All monies received through the program are returned to the Agency's Low and Moderate Income Housing Fund for use in additional affordable housing projects.

C. Evaluation of Effectiveness of Element

The review and evaluation of the previous Housing Element found that the 1995 goals continue to remain appropriate. With some minor modification these goals will be included in the updated Housing Element. As outlined above, the progress made through the 1995 Housing Element Implementation Programs was found to be effective, thus the majority of policies and implementation programs will also continue forward. In addition, the review identified areas that could be better addressed through new policies and programs. Examples of some of these additional programs are as follows:

- 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.

-
- Develop multi-family sites at medium and high densities, amending the zoning ordinance to include minimum densities.
 - Provide technical assistance to potential affordable housing developers considering project funding and timing needs in the processing of applications and providing for fast turnaround times in determining application completeness so that the development of affordable housing receives the highest priority in the approval process.

A complete evaluation of each of the 1995 Housing Element Implementation Plans is provided in Appendix G. Appendix G provides a detailed summary of the element's accomplishments and identifies opportunities for program enhancements in this Housing Element.



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6.6 Quantified Housing Objectives

State law requires that the Housing Element include quantified objectives for the maximum number of units that can be rehabilitated, conserved or constructed. The quantified objectives expected to be met through Housing Element programs are estimated based on past program performance, construction trends, land availability and future program funding. Assumptions for specific programs are summarized in the Housing Programs section under each program.

Summary of Quantified Objectives (1999-2006)

Very Low Income Units Anticipated to be Conserved	
Units preserved under development agreement	61
Section 8 and Shared Housing Units	0
Energy Conservation	8
Low Income Units Anticipated to be Conserved	
Below Market Rate units preserved under development agreement	5
Section 8 and Shared Housing Units	0
Energy Conservation	7
Moderate and Above Moderate Income Units Anticipated to be Conserved	
Below Market Rate units preserved under development agreement	63
Section 8 and Shared Housing Units	0
Energy Conservation	0
Number of Units to be Rehabilitated through Rehabilitation Programs	
Very Low Income Units	40
Low Income Units	20
Moderate Income Units	40
Above Moderate Income Units	0
Total Number of Units Anticipated to be Constructed (1999-2006)	
ABAG 1999-2006 Total Housing Need	288
Units Built, Approved or In the Pipeline (1999-Present)	315
Estimated New Units 1999-2006 from Housing Programs	71
Percent of 1999-2006 Need Anticipated to be Met by the City	135%
Very Low Income Units Anticipated to be Constructed (1999-2006)	
ABAG 1999-2006 Housing Need	48
Units Built, Approved or In the Pipeline (1999-Present)	33
Estimated New Units 1999-2006 from Housing Programs	15
Percent of 1999-2006 Need Anticipated to be Met by the City	100%
Low Income Units Anticipated to be Constructed (1999-2006)	
ABAG 1999-2006 Housing Need	35
Units Built, Approved or In the Pipeline (1999-Present)	5
Estimated New Units 1999-2006 from Housing Programs	30
Percent of 1999-2006 Need Anticipated to be Met by the City	100%
Moderate Income Units Anticipated to be Constructed (1999-2006)	
ABAG 1999-2006 Housing Need	74
Units Built, Approved or In the Pipeline (1999-Present)	161
Estimated New Units 1999-2006 from Housing Programs	0
Percent of 1999-2006 Need Anticipated to be Met by the City	217%
Above Moderate Income Units Anticipated to be Constructed (1999-2006)	
ABAG 1999-2006 Housing Need	131
Units Built, Approved or In the Pipeline (1999-Present)	122
Estimated New Units 1999-2006 from Housing Programs	9
Percent of 1999-2006 Need Anticipated to be Met by the City	100%



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6.7 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 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 emotionally 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 “fair share” 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 section sets forth goals, policies, and implementing programs (see Appendix H for summary of programs) that identify what the City will try to achieve, both alone and in partnership with other agencies, and how the City will achieve it.

GOAL H1. 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.

POLICIES

1. **Maintain Active City Leadership.** Provide an active leadership role in helping to 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.
2. **Assure Public Participation.** Encourage and support early public participation in the formulation and review of City housing policy from all economic segments of the community, including encouraging neighborhood level planning and working with community groups 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.

HOUSING IMPLEMENTATION PROGRAMS

1. **Housing Element Review and Update (HIP-1).** 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 the other elements of 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.

Target: June, 2006

Responsible Agency: Pinole Community Development Department.

- 2. Conduct an Annual Housing Element Review (HIP-2).** 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)).

Target: Annually by July 1

Responsible Agency: Pinole Community Development Department.

- 3. Update the General Plan (HIP-3).** In preparing the General Plan update, consider designating 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, 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.

Target: July 2005.

Responsible Agency: Pinole Community Development Department.

RELATED IMPLEMENTATION PROGRAMS

- 1. Pinole Zoning Ordinance (LUIP-2).** Update the Pinole Zoning Ordinance to be consistent with the General Plan in a timely manner after General Plan adoption.
- 2. General Plan Land Uses (LUIP-1).** Incorporate the policies of the San Pablo Avenue Specific Plan into the General Plan and 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.

GOAL H2. 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.

POLICIES

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.
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.
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.
4. **Maintain Existing Housing and Neighborhood Amenities.** Maintain the life-style characteristics of Pinole by encouraging the maintenance of existing housing stock, and in particular housing with historic value, and preserving the amenities of existing neighborhoods.

HOUSING IMPLEMENTATION PROGRAMS

1. **Adopt Criteria for Use in Design Review (HIP-4).** 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.

Target: July 2004.

Responsible Agency: Pinole Community Development Department.

2. **Amend Single Family Zoning Regulations (HIP-5).** 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 that could be legally divided into two or more parcels are divided in a manner 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.

Target: July 2004

Responsible Agency: Pinole Community Development Department.

3. **Rehabilitation Loan Programs (HIP-6).** 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.

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 1999 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.

Responsible Agency: Pinole Community Development Department; Pinole Redevelopment Agency.

Funding Source: Pinole Redevelopment Agency

- 4. Energy Conservation (HIP-7).** Support and publicize energy conservation programs, such as PG&E's Energy Partners Program, which provide 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.

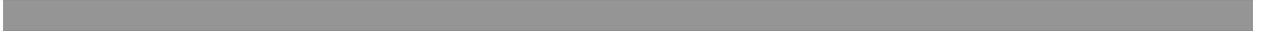
Target: 15 very low and low income units provided energy conservation improvements under the Residential Rehabilitation Program between 1999 and June, 2006

Responsible Agency: Pinole Community Development Department; PG&E; Building Division; Pinole Redevelopment Agency.

Funding Source: Pinole Redevelopment Agency, PG&E.

RELATED IMPLEMENTATION PROGRAMS

- 1. Code Enforcement Program (LUIP-6).** Adopt a code enforcement program to ensure that private properties are maintained in accordance with community standards. Enforcement will include periodic spot checks of property throughout the City and investigation of property maintenance complaints. Property maintenance standards would include weed abatement, painting/staining of buildings, trash and debris removal from yards, planting and maintenance of landscaping, and general compliance with appropriate codes, and is intended to maintain the quality of existing homes, businesses and neighborhoods.
- 2. Historic Preservation Ordinance (LUIP-15).** Consider adopting an Historic Preservation Ordinance to protect historic resources and to ensure that new buildings and remodeling of existing buildings are compatible with City goals for preserving the City's historic resources and character. The City should also examine financial assistance options for eligible historic properties. The ordinance would:
 - Review the 1985 Historic Resources Survey as a basis for establishing standards for determining the historic value of potentially historic properties.
 - Define historic areas where new development will be required to complement the character of the surrounding historic structures.
 - Focus attention on preserving "Old Town's" character.
 - Establish historic design guidelines that could be used to allow the adaptive re-use of historic buildings and facade improvements, and include guidelines and standards covering specific historical/architectural features, materials, colors, etc. for all new construction.
 - Address Unreinforced Masonry Building safety.
 - Establish exceptions from parking, lot coverage and setback requirements for historic buildings.
- 3. Design Review Guidelines and Procedures (LUIP-12).** Establish and enforce specific Design Review Guidelines and Procedures to ensure that quality community design is required as a condition of approval, and which define the role of the Design Review Board and the Planning Commission with regard to design review. Continue to use Design Review Guidelines and Procedures to review projects for consistency with the City's design goals.
- 4. Neighborhood Meetings (LUIP-20).** Require developers to conduct neighborhood meetings with residents as part of any major development application. The City will develop Neighborhood Meeting Procedures to include: groups to be notified, meeting locations, types of applications for which neighborhood meetings are required, advance notice procedures and timing, etc.

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5. **Grading and Subdivision Ordinances** (LUIP-3). Review Grading and Subdivision Ordinances to ensure they are consistent with the Hillside Development Design Guidelines, Zoning Ordinance and General Plan.
 6. **Pipeline Safety Ordinance** (HSIP-5). Investigate alternatives and consider adopting an ordinance to assure pipeline safety when construction occurs. New developments should underground all gas, electric and communication lines, screen facilities (i.e. transformers) and provide underground connections when feasible, to improve public safety and the City's appearance.

GOAL H3. PROVIDE ADEQUATE SERVICES AND FACILITIES.

PROVIDE ADEQUATE SERVICES AND FACILITIES TO MEET THE NEEDS OF THE CITY'S CURRENT AND FUTURE POPULATION.

POLICIES

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.
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.
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.
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:
 - Discourage through-traffic on residential streets.
 - Plan new commercial development around the use of certain arterial corridors.
 - Foster pedestrian oriented neighborhoods.
 - Maintain and improve AC Transit and WestCat services, including the implementation of Bart Express Service.
5. **Provide Other Needed Services.** Provide convenient recreational, civic, and commercial facilities to support the residential qualities of Pinole, including:
 - Through redevelopment, additional commercial development will be generated and some of the burden of supporting public services can be shifted from increased dependency on the property taxes to revenue from sales taxes generated by regionally-drawn new businesses.
 - The City should continue to operate in the most efficient and cost-effective ways to provide the services the community needs and wants, while holding the line on unnecessary expenditures.
 - Provide specific residential recreational and park standards in an updated Open Space Element.

HOUSING IMPLEMENTATION PROGRAMS

1. **Open Space Contributions** (HIP-8). Require open space contributions for all housing subdivisions.

Target: Ongoing.

Responsible Agency: Pinole Community Development Department.

RELATED IMPLEMENTATION PROGRAMS

1. **Pinole Redevelopment Agency (LUIP-4).** Provide funding for local improvements, commercial retail development and affordable housing within the Redevelopment Project Area through the unique powers of the Redevelopment Agency, and as projected in the Redevelopment Agency Capital Improvement Program (CIP), with special attention to improvements in Old Town and along San Pablo Avenue.
2. **West County Action Plan (CIP-5).** Continue to participate in development and review of regional transportation planning and growth management proposals as part of the West County Action Plan, and provide coordinated, long-range actions addressing future travel needs in the City and the West Contra Costa County I-80 travel corridor. The following is a list possible actions (see the Circulation Background Report for more detailed description):

Possible Roadway Improvements in Pinole (2000 and 2010)

- Minor improvements to Pinole Valley Road and Tennent to improve safety and property access but not to encourage through traffic.
- Cloverleaf ramp to I-80 at Pinole Valley Road.
- Extension of Fitzgerald Drive to the Fitzgerald/Atlas Road Interchange connection.
- Widening Appian Way to the City limits.
- Adding northbound and southbound left turn pockets and westbound right turn lane within the existing right-of-way at San Pablo Avenue/Tennent.
- Traffic signal at Pinole Valley Road/San Pablo Avenue
- Add northbound through lane and westbound right turn lane at San Pablo Avenue/Appian Way.

Other Improvements

- Improve the San Pablo Dam Road corridor.
 - Raise both the Carquinez and Bay Bridge tolls and earmark major funding to I-80 corridor improvements to address major through traffic impacts.
 - Build BART extension through Hercules as quickly as possible including extension to Vallejo, through the raising of bridge tolls and other regional or national funding solutions.
 - Establish commuter rail service on existing rail corridors.
 - Complete the I-80 Improvement Project.
 - Complete the State Route 4 Improvement Project.
 - Complete the Richmond Parkway and the Atlas Road Interchange Improvement Project.
 - Improve existing transit service.
3. **Revenue Generation Study (LUIP-9).** Hire an economic consultant to review the City's current and potential revenue sources. Implement revenue generation proposals to ensure proper provision of services and capital improvements.
 4. **Comprehensive Fee Study (LUIP-8).** Evaluate the City's current growth impact and other fees to ensure proper contributions by development for improvements so that new development is covering costs to the City for the provision of services, facilities, including schools, and capital improvements.
 5. **Measure C and Growth Management Initiatives (GMIP-1).** Participate in formulating and implementing requirements consistent with Measure C and Proposition 111, as follows:
 - Maintain adequate Growth Management and Housing Elements.
 - Participate in a local and regional growth management effort in accordance with the Measure C Growth Management Implementing Documents.

- Establish and maintain local intersection Levels of Service (LOS) through conditions of approval on development and a seven-year Capital Improvement Program (CIP).
- Participate in the development and implementation of the West County Action Plan for routes of regional significance.
- Ensure that growth management initiatives are implemented through the local planning review process.
- Submit annual compliance checklist and qualify for and spend Measure C and Proposition 111 Return to Source funding for local street maintenance and improvement.
- Establish and maintain service standards for the following facilities and services:
 - Police
 - Fire
 - Parks and open space
 - Sewer
 - Water
 - Flood control
 - Schools
- Implement actions designed to attain traffic service objectives consistent with the adopted West County Action Plan.
- Circulate environmental documents as specified in the West County Action Plan.
- Submit to Regional Committee proposed revision(s) to West County Action Plan to mitigate impacts associated with proposed General Plan amendments over the threshold size specified in the adopted West County Action Plan.
- Adopt standards for Basic Routes and procedures to implement standards.
- Maintain standards at intersections on Basic Routes with the following exceptions:
 - Intersections where operations exceed adopted standards but which are expected to meet standards following implementation of projects in the adopted seven-year capital improvement program; and
 - Intersections subject to Findings of Special Circumstances.
- Participate in multi-jurisdictional planning for intersections subject to Findings of Special Circumstances.
- Implement mitigation measures adopted for intersections subject to Findings of Special Circumstances.
- 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 transportation-related issues.
- Ensure that all new development bears a fair share cost of mitigating impacts on the City's ability to provide essential services.

GOAL H4. 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.

POLICIES

- 1. Provide a Choice of Housing.** Maintain a diversity of age and social and economic backgrounds among residents by encouraging a variety of housing selection, by location, type, price, and tenure. Specific examples include second units, mixed use developments, infill development, accessible housing, and transitional housing.
- 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.

3. **Preserve existing affordable housing.** Monitor and maintain the supply of existing affordable housing to ensure that it remains affordable.
4. **Support the development of quality affordable housing.** Maintain appropriate land use regulations and other development tools to encourage development of quality affordable housing.

HOUSING IMPLEMENTATION PROGRAMS

1. **Housing Construction (HIP-9).** 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 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 developments within in 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.

Target: The construction or approval of at least 288 units between 1999 and June, 2006.

Responsible Agency: Pinole Community Development Department, Pinole Redevelopment Agency, non-profit and for-profit housing developers.

Funding Source: Pinole Redevelopment Agency

- 2. Repayment of Deferred Housing Set Aside Funds (HIP-10).** Make up deferral of Redevelopment Agency Housing Set Aside funds from tax increment funding.

Target: \$100,000 annually

Responsible Agency: Pinole Redevelopment Agency.

Funding Source: Pinole Redevelopment Agency

- 3. Second Unit Ordinance (HIP-11).** 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.

Responsible Agency: Pinole Redevelopment Agency; Pinole Community Development Department; Homeowners.

- 4. Homebuyer Programs (HIP-12).** 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 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.

Responsible Agency: Pinole Community Development Department; Pinole Redevelopment Agency; East Bay Delta Housing and Finance Agency; Contra Costa County Community Development Department; Lending Institutions.

Funding Source: Pinole Redevelopment Agency

- 5. BMR Regulations (HIP-13).** Develop and implement rental (45 years) and resale (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.

Target: Ongoing

Responsible Agency: Pinole Community Development Department; Pinole Redevelopment Agency, Contra Costa Housing Authority.

- 6. Technical Assistance to Housing Developers (HIP-14).** 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 planning meetings, expedited plan review and permitting, and facilitation of neighborhood meetings.

Target: Ongoing.

Responsible Agency: Pinole Community Development Department; Pinole Redevelopment Agency.

7. **Accessible Units for the Physically Disabled (HIP-15).** 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 insure 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.

Responsible Agency: Pinole Community Development Department; Building Division.

8. **Housing for the Homeless (HIP-16).** Contribute a portion of the Housing Set Aside fund to non-profit 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.

Responsible Agency: Pinole Redevelopment Agency; Pinole Community Development Department.

Funding Source: Pinole Redevelopment Agency & City of Pinole

9. **Prevention of Housing Discrimination (HIP-17).** 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 fair 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.

Target: Ongoing.

Responsible Agency: Pinole Community Development Department.

10. **Develop Multi-Family Sites at Medium and High Densities (HIP-18).** 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

Responsible Agency: Pinole Community Development Department

11. **Develop Reasonable Accommodation Policies and Procedures (HIP-19).** 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 finding, 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

Responsible Agency: Pinole Community Development Department

12. Multi-Family Use Permit Ordinance (HIP-20). 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

Responsible Agency: Pinole Community Development Department

Appendix A. Housing Element Mailing List

Affordable Housing Associates
Association of Bay Area Governments
Association of Homeless and Housing Service Providers
Bay Area Air Quality Management District
Bay Area Council
Bay Area Legal Aid
Bay Area Rapid Transit District
BRIDGE Housing Corporation
California Housing Partnership
Christian Church Homes
Contra Costa County Community Development Department
Contra Costa County Health Services Department
East Bay Housing Organization
East Bay Municipal Utility District
East Bay Regional Park District
Ecumenical Association for Housing
Eden Housing, Inc.
Greenbelt Alliance
Habitat for Humanity
Home Builders Association
Pinole Chamber of Commerce
Pinole Library
Pinole Senior Foundation
Resources for Community Development
San Francisco Bay Conservation and Development Commission
Sierra Club
St. Joseph's AIDS Hospice
Supervisor Gayle Uilkema
Urban Ecology
West Contra Costa Board of Realtors
West Contra Costa County Transportation Advisory Committee
West Contra Costa Integrate Waste Management Authority
West Contra Costa Unified School District
West County Times
West County Wastewater District

Appendix B. Units at Risk of Conversion

Subsidy Program	Federal Resources	State and Local Resources	Program Not Used	Units Not At Risk in 10-Year Inventory
FEDERAL PROGRAMS				
<u>HUD Programs: Eligible to Opt Out of Subsidy Contract</u>				
Section 8 Project-Based Rental Assistance			✓	
Section 8 New Construction				✓
Section 8 Substantial or Moderate Rehabilitation				✓
Section 8 Property Disposition (Subsidy to save troubled projects)			✓	
Section 8 Loan Management Set-Aside (LMSA)			✓	
Section 101 Rent Supplements			✓	
<u>HUD Programs Eligible to Prepay:</u>				
Section 213 Cooperative Housing Insurance			✓	
Section 221(d)(3) BMIR Mortgage Insurance			✓	
Section 236 Interest Reduction Payment			✓	
Section 202 Elderly & Disabled or 202 Elderly			✓	
Section 811 Disabled				✓
FmHA Section 515 Rural Rental Housing (Now Rural Housing Services)			✓	
STATE & LOCAL PROGRAMS			✓	
Community Development Block Grant (CDBG)				✓
Redevelopment Agency Programs				✓
State & Local Mortgage Revenue Bond Programs			✓	
Local In-Lieu or Inclusionary Programs				✓
Density Bonus/Direct Assistance			✓	

Appendix C. SB520 Analysis Questions

Over-arching and General

- Does the locality have any processes for individuals with disabilities to make requests for reasonable accommodation with respect to zoning, permit processing, or building laws?

No.

- Describe the process for requesting a reasonable accommodation?

Not applicable.

- Has the City made any efforts to remove constraints on housing for persons with disabilities, such as accommodating procedures for the approval of group homes, ADA retrofit efforts, an evaluation of the zoning code for ADA compliance or other measures that provide flexibility?

The Redevelopment Agency has made loan and grant funding available to low and moderate income households for ADA retrofit improvements through its Residential Rehabilitation Program.

The Redevelopment Agency and the City have each contributed \$25,000 annually (\$50,000 total) for the past two years for ADA sidewalk improvements. These improvements, which include curb ramps and sidewalk extensions, are nearly complete within the Redevelopment Project Area. Funding will continue until improvements are complete throughout the City.

No other efforts have been made.

- Does the City make information available about requesting a reasonable accommodation with respect to zoning, permit processing, or building laws?

No.

Zoning / Land Use

- Has the City reviewed all of its zoning laws, policies and practices for compliance with fair housing law?

No.

- Are residential parking standards for persons with disabilities different from other parking standards? Does the city have a policy or program for the reduction of parking requirements for special needs housing if a project proponent can demonstrate a reduced need for parking?

Single family parking standards do not vary for persons with disabilities.

In the past, the City has used the zoning variance process to grant parking reductions for multiple-family and/or mixed-use projects that demonstrate a reduced need for parking. For example, the 19-unit fully accessible, HIV/AIDS project by Resources for Community Development requested and received a parking variance to reduce the number of required spaces from 48 to 39.

- Does the City restrict the siting of group homes? How does this effect the development and cost of housing?

Licensed group homes with fewer than seven beds are permitted by right within all of the City's residential zones. Group homes with seven or more beds are conditionally permitted in all of the City's residential zones.

- What zones allow groups homes other than those residential zones covered by state law. Are group homes over six persons also allowed?

Group homes are also conditionally permitted in combining zones, such as Mixed Use and Planned Development zones, as a result of the residential zoning component of each of those zones.

- Does the City have occupancy standards in the zoning code that apply specifically to unrelated adults and not to families? Do the occupancy standards comply with Fair Housing Laws?

No.

- Does the land use element regulate the siting of special need housing in relationship to one another? Specifically, is there a minimum distance required between two (or more) special needs housing?

The City has no siting requirements other than those dictated by state law. Per state law, Community Care Facilities of the same type can not be located within 300 feet of one another.

Permits and Processing

- How does the City process a request to retrofit homes for accessibility (i.e., ramp request)?

All ADA retrofit requests are processed in the same manner as other types of improvements requiring building and/or planning permits.

- Does the City allow group homes with fewer than six persons by right in single-family zones? What permits, if any, are required?

Yes, licensed facilities with six or fewer persons are allowed by right in all residential zones. No permits are required.

- Does the City have a set of particular conditions or use restrictions for group homes with greater than 6 persons? What are they? How do they effect the development of housing for persons with disabilities?

The City has no particular conditions or use restrictions for group homes. Any conditions would be project/site specific, and would be determined during the conditional use permit approval process.

- What kind of community input does the City allow for the approval of group homes? Is it different than from other types of residential development?

Because homes with 6 or fewer persons are allowed by right, there is no community input. For group homes for which a conditional user permit is required (7 or more persons), a public hearing would be held and residents within a 300 foot radius of the proposed home would be notified.

- Does the City have particular conditions for group homes which will be providing services on-site? How may these conditions affect the development or conversion of residences to meet the needs of persons with disabilities?

Again, the City has no particular conditions or use restrictions for group home of any kind. Any restrictions would be determined during the conditional use permit approval process.

Building codes

- Has the City adopted the Uniform Building Code? What year? Has the City made amendments that might diminish the ability to accommodate persons with disabilities?

The City adopted the 1997 Uniform Building Code, and has made no amendments.

- Has the City adopted any universal design elements in the building code?

No.

- Does the city provide reasonable accommodation for persons with disabilities in the enforcement of building codes and the issuance of building permits?

No, the City has not adopted any accommodation procedures for persons with disabilities in the enforcement of building codes and the issuance of building permits.

Accessibility/Design Issues

- Has the locality reviewed and approved architectural designs, platting, sidewalks, curb cuts, etc. to ensure compliance?

Yes, all plans submitted for planning and building approval are reviewed for ADA compliance.

- Will local government conduct on-site review during construction to ensure compliance with designs as submitted?

Yes. Building inspections are routinely completed for all building permits.

- Is there a mechanism to review and bring into compliance any builder not following requirements of ADA or the Fair Housing Act?

Routine inspections are carried out for all building permits. If a builder is found to be out of compliance with the approved plans, he or she is made to stop work and remedy the violation. In addition, compliance with project specific conditions must be met prior to issuance of occupancy certificates.

- Is retro-fitting required when a builder is found to be in non-compliance?

Yes.

- What unit of government oversees compliance with the Fair Housing Act for new construction, substantial rehabilitation, remodeling of commercial and multi-family housing, etc.?

All documents related to projects carried out or funded by the City and/or Agency contain fair housing/equal opportunity language, and enforcement is carried out by the Community Development Department. If the City were to discover discriminatory language and/or practices in the course of project review, a report would be made to the Department of Housing and Urban Development.

Appendix D. Available Multi Family Sites

LOCATION	ACRES	MINIMUM DENSITY	MAXIMUM DENSITY	RECOMMENDED DENSITY	ZONING	GENERAL PLAN	VACANT (V) / UNDERUTILIZED (U)	ZONING UPDATE REQUIRED	POTENTIAL SITES FOR VERY LOW & LOW HOUSING UNITS
GATEWAY	9.840	118	118	118	C3	C/MDR	U	N	
901 SAN PABLO AVE	1.680	20	20	20	R4	C	U	N	✓
1072 SAN PABLO AVE	1.475	21	36	24	C3	MU	U	Y	✓
825 SAN PABLO AVE	0.237	0	0	0	C3	NC	U	N	
850 SAN PABLO AVE (03)	1.876	61	115	100	M2	MU	U	Y	
850 SAN PABLO AVE (02)	0.134	46	86	60	R4	MU/OS	U	Y	✓
850 SAN PABLO AVE (01)	0.920	7	13	7	R4	MDR	U	Y	✓
870 SAN PABLO AVE	0.660	5	9	5	C3	MU	U	Y	
1106 SAN PABLO AVE	0.659	10	16	12	C2	MU	U	Y	✓
815 SAN PABLO AVE	0.198	1	4	4	MU	MU	U	N	
BUENA VISTA DR	2.564	20	41	20	MU	MU	U	N	
760 SAN PABLO AVE	1.039	10	20	16	M2	MU	U	Y	
759 SAN PABLO AVE	2.480	19	37	24	R4	MDR	V	Y	
ALHAMBRA VALLEY RD	2.50	2	14	4	R1	LDR	V	N	
SAN PABLO AVE	0.218	2	4	2	C1	MU	V	Y	
SAN PABLO AVE	0.733	5	10	6	C2	MDR	V	Y	
1230 SAN PABLO AVE	0.349	2	5	4	C2	MU	V	Y	✓
1508 SAN PABLO AVE	0.122	1	1	1	C2	MU	V	Y	
1167 ENCINA AVE	0.240	4	6	4	C2	MU	V	Y	
APPIAN WAY	1.631	2	4	3	C2	MU	V	Y	
APPIAN WAY	0.432	3	6	3	C2	MU	V	Y	
267 APPIAN WAY	0.599	1	2	2	C2	MU	V	Y	
811 SAN PABLO AVE	0.606	9	15	12	C3	MU	V	Y	
1383 SAN PABLO AVE	0.135	2	3	2	C3	MU	V	Y	
SAN PABLO AVE	0.105	1	2	1	C3	MU	V	Y	
2685 APPIAN WAY	1.000	1	2	2	PD	MU	V	Y	
SAN PABLO AVE	0.446	3	6	4	PD	MU	V	Y	
SAN PABLO AVE	0.757	5	11	8	PD	MU	V	Y	
SAN PABLO AVE	0.114	1	2	1	R3	MU	V	Y	
PEACH ST	0.115	1	1	1	R3	MDR	V	N	
ROBLE AVE	0.230	1	1	1	R3	LDR	V	Y	
DONEGAL RD	0.150	1	2	2	R4	MDR	V	Y	
DONEGAL RD	0.647	3	9	6	R4	MDR	V	Y	
TOTALS:	35	391	623	479					

Appendix E. Available Single Family Sites

ADDRESS	ACRES	MINIMUM DENSITY	MAXIMUM DENSITY	RECOMM ENDED DENSITY	ZONING	GENERAL PLAN	VACANT / UNDERUTILIZED	ZONING UPDATE REQUIRED
BAY VIEW FARM RD	0.526	1	3	3	PD	LDR	VACANT	N
HAZEL ST	0.560	1	3	3	R1	LDR	VACANT	N
PINON AVE ADDRESSES	8.310	6	45	25	R1	LDR	VACANT	N
PRIMROSE LN	0.597	1	1	1	R1	LDR	VACANT	N
BUENA VISTA DR	0.260	1	1	1	R1	LDR	VACANT	N
NOB HILL AVE ADDRESSES	0.499	3	4	4	R1	LDR	VACANT	N
2528 BRANDT CT	0.444	1	1	1	R1	LDR	VACANT	N
2532 BRANDT CT	0.610	1	1	1	R1	LDR	VACANT	N
1169 PINOLE VALLEY RD	0.115	1	1	1	R1	LDR	VACANT	N
RANCHO N RD ADDRESSES	9.092	16	16	16	R1	LDR	VACANT	N
2689 BOX CANYON RD	0.344	1	1	1	R1	LDR	VACANT	N
NO ADDRESS	1.299	1	1	1	R1	LDR	VACANT	N
3749 CAROL ST	5.881	1	1	1	R1	LDR	VACANT	N
ELLERHORST ST ADDRESSES	0.292	2	2	2	R1	LDR	VACANT	N
HENRY AVE	2.479	1	1	1	R1	LDR	VACANT	N
2ND AVE	0.132	1	1	1	R1	LDR	VACANT	N
BELDEN ST	0.253	1	1	1	R1	LDR	VACANT	N
LAUREL AVE	0.795	6	12	6	R1	MDR	VACANT	Y
APPIAN WAY	0.222	3	5	3	R1	MU	VACANT	Y
SILVERADO ADDRESSES	11.490	3	9	5	PD	SR	VACANT	N
BRAZIL CT	40.264	3	3	3	PD	SR	VACANT	N
2722 MENDOCINO DR	0.600	1	1	1	PD	SR	VACANT	N
LASSEN WAY	0.792	1	1	1	PD	SR	VACANT	N
SOBRANTE AVE ADDRESSES	4.777	4	4	4	R1	SR	VACANT	Y
5705 SOBRANTE AVE	0.218	1	1	1	R1	SR	VACANT	Y
NO ADDRESS	0.225	1	1	1	R1	SR	VACANT	Y
PFEIFFER LN	2.860	1	1	1	R1	SR	VACANT	Y
DUNCAN CANYON	36.430	2	17	10	SR	SR/OS	VACANT	N
TOTALS:	130	66	139	100				

Appendix F. 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 *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, 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 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).

- (e) *Proposition 46*. Proposition 46 is the Housing and Emergency Shelter Trust Fund Act of 2002, a \$2.1 billion dollar bond measure that was passed by the voters in California in November, 2002. The bond provides millions of dollars to help fund the construction, rehabilitation and preservation

of affordable rental housing, emergency shelters and homeless facilities, as well as funds that can be used to provide downpayment assistance to low and moderate income first-time homebuyers. Seniors, families with children, teachers, disabled persons, veterans and working people will benefit from the bond.

Local Resources

- (a) *Mortgage Credit Certificates.* This federally created but locally run program assists first-time homebuyers in qualifying for mortgages. The IRS allows eligible homebuyers with a Mortgage Credit Certificate (MCC) to take 20% of their annual mortgage interest as a dollar-for-dollar tax credit against their federal personal income tax. This enables first-time buyers to qualify for a larger mortgage than otherwise possible, and can thus bring homeownership within their reach.

Mortgage Credit Certificates (MCCs) in Pinole are administered by the Contra Costa County Community Development Department and serve qualified low- and moderate-income first-time homebuyers. MCCs can be used in conjunction with financial assistance provided by the City through its First Time Homebuyer's Program. Certain price limits and resale requirements apply. Authority for the issuance of MCCs must be obtained from the California Debt Limit Allocation Committee (CDLAC) and use of MCCs involves forfeiting some mortgage revenue bond funding authority.

- (b) *East Bay-Delta Lease-Purchase Homeownership Program.* Nine municipalities, including Contra Costa County, have joined together to form the East Bay-Delta Housing and Finance Agency (East Bay-Delta). East Bay-Delta purchases homes on behalf of lease-purchasers and manages the lease agreements during the 38 month lease purchase period. Eligible households receive downpayment assistance and assume the loan at the end of the lease-purchase term. The Program is available in Pinole and is actively marketed by the City through its Agency.
- (c) *MTC Transportation for Livable Communities (TLC) Grant Program.* This program encourages redevelopment efforts which add housing and economic vitality to older business and community centers throughout the region. Projects that provide pedestrian, bicycle and transit links to these centers are a part of this program. MTC offers three kinds of financial assistance. Projects in the early or conceptual stage of their development are eligible for TLC planning grants, which are awarded to help sponsors refine and elaborate promising project ideas. Projects with completed plans are eligible for capital grants, which directly support construction and help turn plans into reality. The Housing Incentive Program offers incentives to cities and counties to increase the housing supply in areas where transportation infrastructure already exists.
- (d) *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 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 Housing Budget 2002-2006

FISCAL YEAR	2002-2003	2003-2004	2004-2005	2005-2006
STARTING BALANCE	\$ 1,545,000	\$ 927,000	\$ 221,580	\$ 174,717
ANNUAL REVENUE				
20% Tax Increment (3% Growth)	\$ 1,220,000	\$ 1,256,600	\$ 1,294,298	\$ 1,333,127
Repayment of Low/Mod Obligation	\$ 100,000	\$ 100,000	\$ 100,000	\$ 100,000
Investment Earnings	\$ 100,000	\$ 30,000	\$ 10,000	\$ 10,000
Assisted Living Center Lease Payments	\$ -	\$ 200,000	\$ 300,000	\$ 400,000
First Time Homebuyer Repayments	\$ 929,000	\$ 100,000	\$ 75,000	\$ 50,000
Principal/Interest Loan Payments	\$ 100,000	\$ 170,000	\$ 170,000	\$ 170,000
Total	\$ 2,449,000	\$ 1,856,600	\$ 1,949,298	\$ 2,063,127
TOTAL REVENUE	\$ 3,994,000	\$ 2,783,600	\$ 2,170,878	\$ 2,237,844
EXPENSES				
Debt Service	\$ 1,094,000	\$ 1,094,000	\$ 1,094,000	\$ 1,094,000
Housing Administration (3% Growth)	\$ 134,000	\$ 138,020	\$ 142,161	\$ 146,425
Total Expenses	\$ 1,228,000	\$ 1,232,020	\$ 1,236,161	\$ 1,240,425
Net Available for Projects/Programs	\$ 2,766,000	\$ 1,551,580	\$ 934,717	\$ 997,419
ON-GOING PROGRAMS/PROJECTS				
First Time Homebuyers	\$ 214,000	\$ 90,000	\$ 120,000	\$ 120,000
2850 Estates Avenue	\$ 110,000	\$ 40,000	\$ 40,000	\$ 40,000
Housing Rehabilitation	\$ 315,000	\$ 200,000	\$ 200,000	\$ 200,000
Rental Rehabilitation	\$ 200,000	\$ -	\$ -	\$ -
Total On-Going Programs/Projects	\$ 839,000	\$ 330,000	\$ 360,000	\$ 360,000
Net Available for Planned Projects	\$ 1,927,000	\$ 1,221,580	\$ 574,717	\$ 637,419
PLANNED PROJECTS*				
Land Acquisition/Site Development	\$ 1,000,000		\$ 400,000	\$ 400,000
Church Project - Low Income		\$ 500,000		
Church Project - Special Needs/Transitional		\$ 500,000		
Total Planned Projects	\$ 1,000,000	\$ 1,000,000	\$ 400,000	\$ 400,000
ENDING BALANCE	\$ 927,000	\$ 221,580	\$ 174,717	\$ 237,419
<p>* It is assumed that Low and Very-Low Income Housing Projects require a development subsidy of between \$50,000 and \$70,000 per unit. Over the four year period the Agency will have \$2.9 million available. This will allow for the development of approximately 41 to 58 units of very low and low income housing.</p> <p>** The Church Project is a potential cooperative project with the local Methodist church. The building site would allow for approximately 20 residential units. It is contemplated that 5 of these units would be for transitional housing with a focus on homeless families. Five units would be a sheltered home for developmentally disabled adults. These ten units would be very-low income. The remaining 10 units would be low income.</p>				

Appendix G. Evaluation of Housing Programs

Table 6.15 Evaluation and Review of Housing Programs		
<i>1995 Implementation Program</i>	<i>Accomplishments</i>	<i>Comments</i>
<p>(HIP 1) Fair Share Housing. The Land Use and Economic Development Element and Zoning Ordinance will be reviewed as needed to ensure that residential land use densities are sufficient to meet the City's regional fair share requirements for housing across the entire income spectrum.</p>	<ul style="list-style-type: none"> <input type="checkbox"/> The Land Use and Economic Development Element of the General Plan and the Zoning Ordinance were reviewed and updated in 1995 to ensure consistency with the General Plan. <input type="checkbox"/> No changes were made to the Zoning Ordinance, as existing residential densities were adequate to meet the City's fair share housing requirements. 	<ul style="list-style-type: none"> <input type="checkbox"/> Delete and incorporate into other more specific programs in the updated element.
<p>(HIP 2) Housing Element 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 1995. The City may also update the Housing Element concurrently with the other elements of the General Plan to assure internal consistency and to incorporate significant data as appropriate from the 1990 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.</p>	<ul style="list-style-type: none"> <input type="checkbox"/> The Housing Element was updated in 1995. 	<ul style="list-style-type: none"> <input type="checkbox"/> Program will continue in the updated housing element.
<p>(HIP 3) Open Space Contributions (Housing). Require open space contributions when City funds are used to facilitate housing. Require open space contribution as part of the senior housing project.</p>	<ul style="list-style-type: none"> <input type="checkbox"/> Open Space contributions have not been required when City or Agency funds are used to facilitate housing projects. However, non-Agency funded housing projects are required to pay Parkland Dedication and Growth Impact Fees that can be used for open space/park acquisition and the improvement of existing park and open space areas. 	<ul style="list-style-type: none"> <input type="checkbox"/> Program will continue in the updated housing element.

<p>(HIP 4) New Housing Construction. Review new housing projects (private and non-profit) and encourage those projects which meet the City's housing needs and are consistent with City goals and policies. The City will provide developers with the following incentives, as appropriate to the project: (1) structured development agreements and funding to coincide with other subsidy program funding criteria; (2) technical assistance in structuring the affordable housing program to best fit the needs of the City; and (3) use of tax increment funds, either up-front or over time, to assure that the City's fair share of regional housing need, particularly in the very low and low income categories, can be accommodated for all income groups. The City will continue to review and process development applications as they are received in a timely manner.</p>	<ul style="list-style-type: none"> <input type="checkbox"/> The Redevelopment Agency has provided financial incentives to private and non-profit developers. These incentives have included loans, grants, short-term financing, public-private partnerships, and land write-downs. <input type="checkbox"/> Examples of new housing projects which have benefited from the Agency's assistance are: <ol style="list-style-type: none"> 1. Pinole Senior Village, a 72-unit assisted living facility 2. Alvarez Court, a 19-unit project being constructed by Resources for Community Development (RCD), 3. a 24-unit mixed use project in Old Town Pinole. 	<ul style="list-style-type: none"> <input type="checkbox"/> Program will continue in the updated housing element combined with HIP 12, 13, 18, & 22.
<p>(HIP 5) Rehabilitation Loan Programs and Fair Housing Laws. Continue to support rehabilitation loan subsidy programs and provide information on fair housing laws. In cooperation with the Contra Costa County Community Development Department, the City will improve citizen awareness of rehabilitation loan subsidy programs and fair housing laws. Specific actions 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.</p>	<ul style="list-style-type: none"> <input type="checkbox"/> During the past five years the Agency has provided more than 130 residential rehabilitation loans to low and moderate income households in Pinole. This far surpassed the previous element's target of 50 units. <input type="checkbox"/> The City and Agency have provided the public with pamphlets on each of its housing programs including its First Time Homebuyer and Residential (single and multifamily) Rehabilitation Loan programs. <input type="checkbox"/> The City also published articles in a city-wide newsletter, ran advertisements on local cable television, and targeted specific neighborhoods through mailings. 	<ul style="list-style-type: none"> <input type="checkbox"/> Program will continue in the updated housing element with the following modifications: target specific needs such as accessibility improvements for disabled persons, code enforcement violation and energy efficiency improvements.
<p>(HIP 6) Energy Conservation. Support and publicize energy conservation programs which provide 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 (HIP-5).</p>	<ul style="list-style-type: none"> <input type="checkbox"/> The City has made information regarding energy conservation available to the public. <input type="checkbox"/> In the past year, the guidelines for the Agency's Residential Rehabilitation Program were changed to allow funding to be used for energy conservation improvements. 6 Energy Conservation loans have been funded. 	<ul style="list-style-type: none"> <input type="checkbox"/> Program will continue in the updated housing element with the following modifications: the Agency will promote PG&E's Energy Partners Program, which provides weatherization improvements at no cost to low income families, seniors, and disabled persons.

<p>(HIP 7) Actions Related to Subsidized BMR Units. Monitor federally and locally subsidized rental projects and develop methods to maintain the subsidized units at their current affordability levels.</p>	<ul style="list-style-type: none"> <input type="checkbox"/> The Agency has accomplished this through affordability covenants, on units that the Agency has developed or substantially rehabilitated, that remain in effect for a period of fifteen years. On an annual basis, the Agency monitors these units to ensure rents remain at the appropriate affordability levels. <input type="checkbox"/> In addition, 15% of all units constructed or substantially rehabilitated in the project area by entities other than the Agency must be made affordable. To date, this requirement has been met through the collection of in lieu fees that are then used to supplement the Agency's Low/Mod Housing Fund. <input type="checkbox"/> During the previous planning period, there were no federally or locally subsidized projects that were at risk of conversion. 	<ul style="list-style-type: none"> <input type="checkbox"/> Program will continue in the updated housing element combined with HIP 9, & 10.
<p>(HIP 8) Prevention of Housing Discrimination. The City will take all appropriate actions when necessary to prevent discrimination in the housing market. The Community Development Department shall be the responsible City department for referring questions concerning affordable housing and fair housing to appropriate departments or agencies. Staff will distribute fair housing pamphlets provided by agencies and coordinate with other groups.</p>	<ul style="list-style-type: none"> <input type="checkbox"/> All housing programs that the Agency sponsors or participates in are equal opportunity, and are advertised as such. <input type="checkbox"/> The Agency has made every effort to construct housing for special needs groups, such as disabled, low income, elderly, and those afflicted with HIV/AIDS, that are often the target of housing discrimination. <input type="checkbox"/> The Residential Rehabilitation Program has provided services in neighborhoods of the City that are underserved. 	<ul style="list-style-type: none"> <input type="checkbox"/> Program will continue in the updated housing element with the following modifications: make educational materials on the Fair Housing Act and the prevention of housing discrimination available to the public at City Hall and on the City's website.
<p>(HIP 9) BMR Resale Regulations. Provide resale regulation of low- and moderate-income units and assure that these units remain at an affordable price level. Implement resale controls to assure that units remain affordable to low- and moderate-income households through appropriate provisions to control: (1) appreciation of the units; (2) resale mechanisms; and (3) potential abuses of tenancy requirements.</p>	<ul style="list-style-type: none"> <input type="checkbox"/> The Agency has accomplished this through affordability covenants, on units that the Agency has either built or rehabilitated, that remain in effect for a period of either fifteen years or the life of the Agency. These covenants run with the property, rather than the owner, so that they remain in effect regardless of sale or transfer of the property. <input type="checkbox"/> In addition, the Agency shares in the appreciation value of any homes purchased through its First Time Home Buyer Program. These monies are then returned to the Agency Low and Moderate Income Housing Fund where they can be used to further additional affordable housing projects. 	<ul style="list-style-type: none"> <input type="checkbox"/> Program will continue in the updated housing element, combined with HIP 7 & 10, with the following modifications: future covenants will be restricted for rental and owner occupied housing units accordingly for 55 & 45 year periods.

<p>(HIP 10) BMR Rental Regulations. Develop rental restrictions for BMR rental projects to assure that these units remain at an affordable price level as they are developed, occupied and turn over to new tenants.</p>	<ul style="list-style-type: none"> <input type="checkbox"/> The Agency has accomplished this through affordability covenants, on units that the Agency has developed or substantially rehabilitated, that remain in effect for a period of either fifteen years or the life of the Agency. These covenants run with the property so that they remain in effect regardless of sale or transfer of the property. <input type="checkbox"/> On an annual basis, the Agency monitors these projects to ensure rents remain at the appropriate affordability levels. 	<ul style="list-style-type: none"> <input type="checkbox"/> Program will continue in the updated housing element, combined with HIP 7 & 9, with the following modifications: future covenants will be restricted for rental and owner occupied housing units accordingly for 55 & 45 year periods.
<p>(HIP 11) BMR Eligibility Guidelines. Develop BMR Eligibility Guidelines based on the BMR eligibility policy (H4.11).</p>	<ul style="list-style-type: none"> <input type="checkbox"/> This program was not implemented during the previous planning period. All below market rate units regulated by the Redevelopment Agency are solely income based, so no additional eligibility guidelines were necessary. 	<ul style="list-style-type: none"> <input type="checkbox"/> Delete program, as current BMR eligibility guidelines are solely income based.
<p>(HIP 12) Mixed Use Housing Incentives. Encourage mixed residential-commercial uses in areas consistent with the Land Use Plan once it is updated to increase housing opportunities through the following and other means, if appropriate: (1) increased densities; (2) use of Redevelopment Agency funds; (3) allowances for ground-floor retail; (4) inclusionary requirements; (5) shared parking; and (6) require the identification of specific parts of the master plan for housing. Revise ordinances to accommodate residential uses in appropriate areas.</p>	<ul style="list-style-type: none"> <input type="checkbox"/> In 1996, the Parking Ordinance was revised to allow for a 50% reduction in parking requirements for mixed-use office/commercial residential projects. <input type="checkbox"/> In 1997, the City adopted the Old Town Parking Overlay District that allows for shared parking between public and private projects, thereby making it easier to redevelop existing buildings into new mixed uses. <input type="checkbox"/> The Agency has assisted in funding many mixed use projects, such as the Captain's Cottage, Pinole Hobby Shop at 2529 San Pablo Avenue (formerly All Safe Driving School), the Bistro at 2395 San Pablo Avenue, the C&H project at 815 San Pablo Avenue (formerly the Play Time Club), and the proposed Gozzano project at 2425 San Pablo Avenue. <input type="checkbox"/> These mixed-use projects alone have contributed 38 units of housing, 13 of which are affordable. 	<ul style="list-style-type: none"> <input type="checkbox"/> Program will continue in the updated housing element, combined with HIP 4, 13, 18, & 22.
<p>(HIP 13) Redevelopment Agency (Housing). The 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 combining parcels for development, writing down land costs, etc. 20% 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.</p>	<ul style="list-style-type: none"> <input type="checkbox"/> Since 1994, the Agency has either built, rehabilitated, or approved 489 housing units, 77% of which are income restricted. <input type="checkbox"/> Since its inception, the Agency has destroyed only 10 units, none of which were income restricted. <input type="checkbox"/> During the past five years the Agency has assisted 70 low and moderate-income first time homebuyers in the purchase of their first home. <input type="checkbox"/> The Residential Rehabilitation Program has funded over 130 loans and grants to low and moderate-income households. 	<ul style="list-style-type: none"> <input type="checkbox"/> Program will continue in the updated housing element, combined with HIP 4, 12, 18, & 22.

<p>(HIP 14) Technical Assistance to Non-Profit Groups. The City will provide technical assistance to non-profit groups organized to encourage provision of affordable housing that are consistent with City goals.</p>	<ul style="list-style-type: none"> <input type="checkbox"/> The City through its Redevelopment Agency has provided technical assistance to several non-profit groups to further the goal of creating affordable housing. These groups include Bridge Housing, for the construction of Pinole Grove Senior Housing project, Citizens Housing, for the rehabilitation of East Bluff Apartments for low-income residents, and Resources for Community Development, for the construction of the Alvarez Court project. <input type="checkbox"/> Additionally, the Agency has provided technical expertise and funding to establish a local non-profit housing corporation, Pinole Assisted Living Communities, to serve as the developer of Pinole Senior Village, an assisted living facility specifically designed for those impaired by Alzheimer's and Dementia. 	<ul style="list-style-type: none"> <input type="checkbox"/> Program will continue in the updated housing element.
<p>(HIP 15) Housing Set Aside Fund. The City will seek funds from public and private sources for the City's Housing Set Aside Fund in addition to the Redevelopment Agency's Housing Set Aside Fund to achieve the City's housing goals.</p>	<ul style="list-style-type: none"> <input type="checkbox"/> Due to the limited nature of City financial resources and the lack of vacant City land suitable for housing, the City has not been active in establishing a City Housing Set-Aside Fund. However, it has worked to facilitate new affordable housing construction through the collection of in-lieu housing fees from developers, participating in tax-exempt bond financing for new construction, and has continued to encourage the Pinole Redevelopment Agency to have an aggressive program in affordable housing rehabilitation and construction. 	<ul style="list-style-type: none"> <input type="checkbox"/> Delete, as Housing Set Aside Fund program needs are adequately met through the Agency funded Housing Set Aside program.
<p>(HIP 16) 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 insure 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.</p>	<ul style="list-style-type: none"> <input type="checkbox"/> The Agency constructed Pinole Senior Village, a 72 unit assisted living facility that is nearly 75% affordable to moderate and low income seniors. Four of the units are completely accessible to those with physical disabilities, while several others were designed to accommodate those with vision and hearing impairments. <input type="checkbox"/> The Agency has provided nearly one million dollars in funding to Resources for Community Development for the construction of the Alvarez Court project, a fully accessible and 100% affordable 19-unit project for those persons living with disabilities and/or HIV/AIDS. <input type="checkbox"/> Through its Residential Rehabilitation Program, the Agency has offered grants and loans to lower income household for accessibility improvements in the home. To date, 7 such grants have been funded. <input type="checkbox"/> In addition to increasing the number of accessible housing units, the Agency has made its Commercial Rehabilitation Program available to local businesses for the purpose of constructing accessibility improvements. 	<ul style="list-style-type: none"> <input type="checkbox"/> Program will continue in the updated housing element.

<p>(HIP 17) Home Mortgage Finance Program. Encourage project sponsors to apply for available Contra Costa County Home Mortgage Finance Program subsidies for first time homebuyers and other mortgage finance programs, as appropriate, by continuing the cooperative agreement with the County and by providing technical assistance on available programs and supporting data, structuring development agreements and other requirements to match program funding criteria, as appropriate and possible, and leveraging tax increment financing when possible.</p>	<p><input type="checkbox"/> While the City/Agency has not been active in promoting the County's Home Mortgage Finance Program, the Agency developed its own First Time Homebuyer Program in 1995. Since its inception, the Agency has assisted 70 low and moderate-income households in the purchase of a first home.</p>	<p><input type="checkbox"/> Program will continue in the updated housing element.</p>
<p>(HIP 18) Affordable Housing Incentives and Regulations. Develop density bonus guidelines and incentives for renter and ownership projects in the Redevelopment Project Area which provide a minimum of 15% of total units affordable to low and moderate income households for 40 years, as defined in policy H4.6. Procedures for defining and monitoring 'affordable' rental projects shall be included in this work effort.</p>	<p><input type="checkbox"/> The City has not yet established guidelines for the implementation of this program, but has taken steps on 2 of Agency assisted housing to ensure maximum levels of affordable units be produced.</p> <p><input type="checkbox"/> The City provided approved a density bonus for the Pinole Grove Senior Housing Project, a 70-unit senior housing project with 34 of its 70 affordable to moderate and low income seniors.</p> <p><input type="checkbox"/> The City approved a density bonus for the Pinole Senior Village project, a 72 unit (90 bed) assisted living facility for seniors that is nearly 75% affordable.</p> <p><input type="checkbox"/></p>	<p><input type="checkbox"/> Program will continue in the updated housing element, combined with HIP 4, 12, 13, and 22.</p>
<p>(HIP 19) Second Unit Ordinance. Regulate and allow Second Units. Prepare a Second Dwelling Unit Ordinance and monitor affordability of second units. The Second Dwelling Unit Ordinance shall establish strong design, floor area, parking and ownership regulations. In addition, the City will publicize the ordinance in concert with the actions to be undertaken under Program HIP--14. Specific actions include: (a) housing pamphlets 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 publicize the availability of rehabilitation loans and other funding programs.</p>	<p><input type="checkbox"/> A Second Unit Ordinance was adopted by the City in 1994, but little has been done to publicize the program. Since adoption of the Ordinance, two second units have been completed.</p>	<p><input type="checkbox"/> Program will continue in the updated housing element, with the following modifications: make information about second units available to the public at City Hall and on the City's webpage; establish second units as permitted uses in appropriate situations; and review parking and impact fees to encourage creation of second units.</p>
<p>(HIP 20) Repayment of Deferred Housing Set Aside Funds. Make up deferral of Redevelopment Agency Housing Set Aside funds from tax increment funding.</p>	<p><input type="checkbox"/> The Pinole Redevelopment Agency has made deferral payments to the Housing Set Aside Fund at the rate of \$100,000 per year. Repayment will be complete in 14 years.</p>	<p><input type="checkbox"/> Program will continue in the updated housing element.</p>
<p>(HIP 21) Community Development Block Grant Program. Participate in County Community Development Block Grant program.</p>	<p><input type="checkbox"/> CDBG money is used annually to fund a portion of the Low/Very Low First Time Homebuyer's Program. Since the program's inception, the Agency has assisted 70 low and moderate-income households with the purchase of a first home. The funding expires at the end of 2002.</p>	<p><input type="checkbox"/> Due to the Agency's ability to continue funding of its own First Time Home Buyer Program, the CDBG program will not be renewed after its expiration in 2002.</p>

<p>(HIP 22) Old Town and San Pablo Avenue Housing. Encourage smaller units, mixed use housing, residential projects and senior housing by offering incentives, including shared parking, use of tax increment funds, technical assistance and other means as appropriate. Include appropriate mechanisms in the Zoning Ordinance.</p>	<ul style="list-style-type: none"> <input type="checkbox"/> In 1996, the Parking Ordinance was revised to allow for a 50% reduction in parking requirements for mixed-use office/commercial residential projects. <input type="checkbox"/> In 1997, the City adopted the Old Town Parking Overlay District that allows for shared parking between public and private projects, thereby making it easier to redevelop existing buildings into new mixed uses. <input type="checkbox"/> The Agency has assisted in funding many mixed use projects, such as the Captain's Cottage, Pinole Hobby Shop at 2529 San Pablo Avenue (formerly All Safe Driving School), the Bistro at 2395 San Pablo Avenue, the C&H project at 815 San Pablo Avenue (formerly the Play Time Club), and the proposed Gozzano project at 2425 San Pablo Avenue. These mixed-use projects alone have contributed 38 units of housing, 13 of which are affordable. 	<ul style="list-style-type: none"> <input type="checkbox"/> Program will continue in the updated housing element, combined with HIP 4, 12, 13, & 18.
<p>(HIP 23) Housing for the Homeless. Contribute a portion of the Housing Set Aside fund to non-profit agencies involved in providing housing for the homeless. An example would be Shelter Incorporated. Modify the Zoning Ordinance by 1993 to specifically include emergency shelters and transitional housing uses and performance standards.</p>	<ul style="list-style-type: none"> <input type="checkbox"/> The zoning ordinance has not been modified, but there is nothing in the ordinance that would preclude emergency shelters. <input type="checkbox"/> As Housing Set Aside Funds cannot be utilized for non-permanent housing, general redevelopment funds were contributed annually to the County for bed(s) at a homeless shelter. 	<ul style="list-style-type: none"> <input type="checkbox"/> Program will continue with appropriate modifications to the reference of Housing Set Aside funds vs. General Redevelopment funds. Program will focus on finding opportunities to provide housing for families at risk.
<p>(HIP 24) Rental Housing Assistance. Encourage Federal and State rental housing programs by continuing to work with the Contra Costa County Housing Authority to implement the Section 8 rental assistance program and any similar programs.</p>	<ul style="list-style-type: none"> <input type="checkbox"/> Because the Section 8 Housing Program is implemented locally by the County, the City has not taken an active role in its implementation. The City through the Redevelopment Agency has focused instead on construction of new affordable housing, the rehabilitation of existing affordable housing, and the preservation of affordable housing that the Agency has either funded or created. 	<ul style="list-style-type: none"> <input type="checkbox"/> Delete, as the county implements all local Section 8 housing.

Appendix H. Housing Implementation Programs

Program		# of Units	Target Date	Responsible Agency	Funding Source
HIP-1	Housing Element Update		June, 2006	Pinole Community Development Department	
HIP-2	Annual Housing Element Review		Annually by July 1	Pinole Community Development Department	
HIP-3	General Plan Update		July, 2005	Pinole Community Development Department	
HIP-4	Adopt Design Review Criteria		July, 2004	Pinole Community Development Department	
HIP-5	Amend Single Family Zoning Regulations		July, 2003	Pinole Community Development Department	
HIP-6	Rehabilitation Loan Programs	100	June, 2006	Pinole Community Development Department; Pinole Redevelopment Agency	Pinole Redevelopment Agency
HIP-7	Energy Conservation	15	June, 2006	Pinole Community Development Department; PG&E; Building Division, Pinole Redevelopment Agency	Pinole Redevelopment Agency; PG&E
HIP-8	Open Space Contributions		Ongoing	Pinole Community Development Department	
HIP-9	Housing Construction	316	June, 2006	Pinole Community Development Department; Pinole Redevelopment Agency; non-profit and for-profit housing developers	Pinole Redevelopment Agency; non-profit and for-profit developers
HIP-10	Repayment of Deferred Housing Set Aside Funds		Ongoing	Pinole Redevelopment Agency	Pinole Redevelopment Agency
HIP-11	Second Unit Ordinance	5	June, 2006	Pinole Community Development Department; Pinole Redevelopment Agency; Homeowners	
HIP-12	Homebuyer Programs	15	June, 2006	Pinole Community Development Department; Pinole Redevelopment Agency; East Bay Delta Housing and Finance Agency; Contra Costa County Community Development Department; Lending Institutions	Pinole Redevelopment Agency
HIP-13	BMR Regulations		Ongoing	Pinole Community Development Department; Pinole Redevelopment Agency; Contra Costa Housing Authority	
HIP-14	Technical Assistance to Housing Developers		Ongoing	Pinole Community Development Department; Pinole Redevelopment Agency	
HIP-15	Accessible Units for the Physically Disabled	5% of units	June, 2006	Pinole Community Development Department; Building Division	
HIP-16	Housing for the Homeless		Annually	Pinole Community Development Department; Pinole Redevelopment Agency	
HIP-17	Prevention of Housing Discrimination		Ongoing	Pinole Community Development Department	
HIP-18	Develop Multi-Family Sites at Higher Densities		December, 2003	Pinole Community Development Department	
HIP-19	Develop Reasonable Accommodation Procedures		June, 2003	Pinole Community Development Department	
HIP-20	Multi-Family Use Permit Ordinance		December, 2004	Pinole Community Development Department	

Section 7

Open Space and Environmental Protection Element

7.1 Introduction

The purpose of the Open Space and Environmental Protection Element is to establish policies for the preservation of open space and the conservation of natural resources. This element of the General Plan designates open space and sets forth policies and programs defining ways in which open space will be used, water and air quality will be enhanced, and natural resources will be protected and managed. Community workshops have identified the following concerns or issues:

- (1) Protect resources such as designated open space, ridges, separators between cities, the bayfront, Garrity and Pinole Creeks, Duncan Canyon, and the Shady Draw watershed.
- (2) Regulate development, air emissions, dumping, and water quality.
- (3) Restore Pinole Creek.
- (4) Enhance the bayfront.
- (5) Provide access to the creek and bayfront.
- (6) Acquire open space while considering property rights.

The subject matter of the Open Space and Environmental Protection Element also overlaps with the policies and programs contained in the Land Use and Economic Development, Health and Safety, and Circulation Elements of the General Plan. For example, areas designated for open space are also intended to minimize damage due to geologic hazards, and trails plans link local and regional open space areas while at the same time providing recreation and offering an alternative to driving.

7.2 Open Space and Environmental Protection Element Requirements

State legislation requires general plans to contain both an open space and a conservation element. Pinole's Open Space and Environmental Protection Element addresses both of these requirements. An open space element must establish a comprehensive and long-range plan for the preservation and conservation of open space to preserve natural resources, manage the production of resources, provide outdoor recreation and assure public health and safety. The following summarizes the requirements for open space elements.

“Open space land is any parcel or area of land or water which is essentially unimproved and devoted to an open space use as defined in this section, and which is designated on a local, regional or state open space plan as any of the following:

- (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.*
- (4) Open space for public health and safety...”*

Government Code Section 65302(d) requires each general plan to include a conservation element for the conservation, development, and utilization of natural resources including water and its hydraulic force, forests, soils, rivers and other waters, harbors, fisheries, wildlife, minerals, and other natural resources. The following citation is from the Government Code concerning conservation elements.

“A conservation element for the conservation, development, and utilization of natural resources including water and its hydraulic force, forests, soils, rivers and other waters, harbors, fisheries, wildlife, minerals, and other natural resources. That portion of the conservation element including waters shall be developed in coordination with any countywide water agency and with all district and city agencies which have developed, served, controlled or conserved water for any purpose for the county or city for which the plan is prepared...”

7.3 Open Space and Environmental Protection Background

Existing Open Space

The City of Pinole has substantial open space and natural resources in various forms of ownership. The City itself has large holdings, while other parcels are under the stewardship of homeowners associations, the West Contra Costa Unified School District, and the Contra Costa County Flood Control District as well as private land owners.

Existing open space resources are a considerable asset to the community. They are, however, fragmented and discontinuous, and do not function effectively as an integrated community-wide open space and recreation system or contiguous wildlife habitat. The lack of unifying elements or organizing framework in the current holdings should be remedied by an open space system that links Pinole with surrounding open space resources, that provides pedestrian connections from the city center to other parts of the community, and that meets both the active and passive recreation needs of City residents. Substantial natural resources exist in and adjacent to the City of Pinole. Directed actions should be taken to identify, preserve and/or acquire key elements of the open space system. Planning efforts with adjacent jurisdictions and agencies should address open space and trails on a regional level with Pinole leading the effort.

On the bay shore, both the City and EBRPD have acquired parcels to contribute to the shoreline trail. A dedication led to the creation of a portion of the Bay Trail, and future dedications could extend the development of this trail further. Well planned dedications alongside Sunnyview Drive and Bay View Farm Road could provide a connection between the shoreline and the utility easement where Pinon Park is planned. County and school district holdings near Garrity Creek, along with undeveloped private land on Tara Hills Drive, could provide additional connections to the shoreline.

Pinole Creek has some developed pedestrian trails already. Potential enhancements to the creek include development and patrolling of the creek access near the high school, and development of a trail on the Bundy parcel. Because back yards abut the creek between the tennis courts and the swim center and Ellerhorst Park, an alternative route may be needed to provide a continuous trail from the bay shore to the ridges and the EBMUD watershed property. This might be possible as a loop from the high school to Duncan Canyon, across Rancho Road and alongside Galbreth Road or Pinole Valley Road to Adobe Road in Pinole Valley Park.

Hillside property has been preserved in Pinole Valley Park and the Crown Ridge Subdivision (Marsten Ranch). Preserving undeveloped land near the end of Wright Avenue would connect Crown Ridge Subdivision (Marsten Ranch) open space to the EBMUD watershed open space. Trail systems could be developed to and along Pinole and Sobrante ridges. In order to develop a community-wide system, the General Plan recommends that critical linkages and pieces of open space should be identified, and priorities set for protecting, acquiring or regulating them.

Examples include Pinole Creek, the San Pablo Bay shoreline, ridgelines and portions of key parcels in private ownership subject to development pressure. Many private parcels that could provide valuable connections between large parcels of open space are currently undeveloped. Once key areas have been identified and prioritized, specific steps toward implementation should be developed. These may include regulations dedication, or acquisition. Priority decisions must consider the City's ability to operate and maintain additional facilities.

Habitat Values

Pinole's open space is diverse, including the San Pablo Bay shoreline, creeks and ridges. The shoreline provides habitat for shorebirds in the salt water marsh surrounding Finale Bayfront Park. Riparian corridors include Pinole Creek, Garrity Creek and its tributary, and drainages such as those in Duncan Canyon and Shady Draw. Pinole Creek is especially valuable upstream from I-80, with the most valuable portions being in the southeastern end of Pinole. Garrity Creek, although largely disturbed, contains freshwater wetlands that are unique in the City; some are in the new Louis Francis Park. Portions of Finale and Garrity Creek provide potential Salmonid habitat. Hillsides covered in a mosaic of grassland and oak woodland shelter a community of mammals, birds and reptiles.

Maintenance Costs Maintenance costs for any City-owned open space would include fire prevention, weed control, litter and safety patrol, and cleaning of drains and culverts. Facilities such as restrooms, playgrounds, game courts and the possible equestrian center involve additional maintenance costs. Liability for fire, landslides, flooding and injuries is another operational cost. Long-term expenses need to be considered when priorities are set for acquiring land and developing recreational facilities.

Acquisition Methods

The type of acquisition that is appropriate for a given parcel depends on the location, physical characteristics, designation and intended use of the land. If the parcel's value is its visual amenity, then a scenic easement would be sufficient. If the only reason to keep a parcel in open space is to avoid hazards, the existing open space designation and/or adopting a ridge protection ordinance would serve this purpose. To preserve habitat in areas already designated open space, all that is needed is to maintain the designation.

Although recreational uses generally require more than a designation or granting of an easement, fee ownership by the City may not always be necessary. A neighborhood park for a new development could be set aside as a dedication to a neighborhood association, which could maintain it. Play areas can be developed in cooperation with schools. Regional acquisitions can provide connections in regional trail corridors, such as the EBRPD parcel near Wilson Point. Access easements can provide passageways to "landlocked" parcels.

Creating large contiguous areas that contain a variety of habitat types is a bigger challenge. Maintaining and following existing open space designations is a first step. When dedications are made as part of development, they can be designed early in the development process as a part of the City's overall open space system. School parks can also be selected and designed to provide vital links in this system. To complete the puzzle, the City can purchase *key* connecting parcels where other acquisition methods are not available.

7.4 Open Space and Environmental Protection Goals

- OS1 **PRESERVE NATURAL RESOURCES.** Preserve natural resources which provide important habitat, ecological or archeological value, and maintain clean air and water quality.
- OS2 **PROTECT VISUAL RESOURCES.**
Enhance the City of Pinole’s character by protecting key visual resources.
- OS3 **PROVIDE RECREATION OPPORTUNITIES.** Provide for a wide variety of recreational activities in open space areas, parks, and school grounds within the City of Pinole, balanced with the protection of important habitat.
- OS4 **OPEN SPACE PRESERVATION AND MANAGEMENT.**
Maintain and effectively manage an integrated pattern of open space areas.

7.5 Open Space and Environmental Protection Policies

OS1 **PRESERVE NATURAL RESOURCES.** PRESERVE NATURAL RESOURCES WHICH PROVIDE IMPORTANT HABITAT, ECOLOGICAL OR ARCHEOLOGICAL VALUE, AND MAINTAIN CLEAN AIR AND WATER QUALITY.

OS1.1 **Habitat Protection.** 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.

	Primary Implementing Programs
OSIP-1	Habitat Protection Ordinance
OSIP-2	Riparian and Stream Restoration Programs
OSIP-21	Water Quality Strategies
OSIP-22	Consultation on Fish and Wildlife Impacts

OS1.2 **Rare and Endangered Species.** Limit development in areas which support rare and endangered species. If development of these areas must occur, any loss of habitat should be fully compensated on-site. If off-site 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.

	Primary Implementing Programs
OSIP-1	Habitat Protection Ordinance
OSIP-2	Riparian and Stream Restoration Programs
OSIP-9	Water Quality Strategies

OS1.3 **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.

Primary Implementing Programs

- OSIP-1 Habitat Protection Ordinance
- OSIP-2 Riparian and Stream Restoration Programs
- OSIP-2I Water Quality Strategies

OS1.4 **Cluster Development.** Encourage cluster development and other creative site planning techniques to preserve open space, trails and visual, habitat, recreation and archaeological resources.

Primary Implementing Programs

- OSIP-1 Habitat Protection Ordinance
- OSIP-5 Shoreline Corridor Overlay Zone
- OSIP-8 Scenic Easements
- OSIP-9 Ridgeline Preservation Ordinance

OS1.5 **Riparian Areas and Creek Setbacks.** Lands adjacent to riparian areas should be protected as public or private permanent open space through dedication or easements. Require new development adjacent to creeks and major drainages to provide adequate building setbacks from creek banks, provision of access easements for creek maintenance purposes, and creek improvements such as bank stabilization. Riparian vegetation outside the setback should also be protected. Until such time as Program OSI-1 (Habitat Protection Ordinance) is completed, creeks and major drainages include: (1) Pinole Creek (2) Catty Creek (3) Duncan Canyon/Cole Creek; (4) Shady Draw; (5) Faria Creek and (6) Roble Creek.

Primary Implementing Program

- OSIP-1 Habitat Protection Program
- OSIP-2 Riparian and Stream Restoration Programs
- OSIP-3 Environmental Education Programs

OS1.6 **Air Quality.** Strive to achieve federal and state air quality standards by managing locally generated pollutants, coordinating with other jurisdictions and implementing measures to reduce automobile trips in Pinole and the region.

Primary Implementing Programs

- OSIP-20 Air Quality Strategies

OS1.7 **Water Quality.** Maintain, at a minimum, the water quality levels established by the Environmental Protection Agency (EPA) and achieve the highest possible level of water quality reasonable for an urban environment in City creeks.

Primary Implementing Programs

- OSIP-1 Habitat Protection Program

OSIP-2 Riparian and Stream Restoration Programs
OSIP-21 Water Quality Strategies

OS2 PROTECT VISUAL RESOURCES. ENHANCE THE CITY OF PINOLE'S CHARACTER BY PROTECTING KEY VISUAL RESOURCES.

OS2.1 Scenic Resources. Preserve significant knolls, stands of trees, rock outcrops and ridgelines within the city that further the image of Pinole.

Primary Implementing Programs
OSIP-8 Scenic Easements
OSIP-9 Ridgeline Preservation Ordinance
OSIP-7 Shoreline Corridor Overlay Zone
OSIP-13 Tree Preservation Ordinance

OS2.2 View Protection. Preserve prominent views of scenic resources and the bay, and consider visual access and view corridors when reviewing development proposals.

Primary Implementing Programs
OSIP-8 Scenic Easements
OSIP-9 Ridgeline Preservation Ordinance
OSIP-7 Shoreline Corridor Overlay Zone
OSIP-14 Critical Public Views and Ridgelines

OS2.3 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).

Primary Implementing Programs
OSIP-5 Scenic Easements
OSIP-6 Ridgeline Preservation Ordinance

OS2.4 Major and Minor Ridgelines. Preserve ridgelines through the designation of Ridges as Major and Minor as shown on the Visual Resources map (see map GP-12). 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.

Primary Implementing Programs
OSIP-8 Scenic Easements
OSIP-9 Ridgeline Preservation Ordinance

OS2.5 **Ridgeline Protection.** Natural contours and vegetation on ridgelines should 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.

- OSIP-5 Primary Implementing Programs
- OSIP-5 Scenic Easements
- OSIP-6 Ridgeline Preservation Ordinance
- OSIP-13 Tree Preservation Ordinances
- LUIP-3 Grading and Subdivision Ordinance
- LUIP-12 Design Review Guidelines and Procedures
- LUIP-13 Hillside Development Guidelines
- LUIP-21 Environmentally Sensitive Sites

OS2.6 **Street Beautification.** Provide visual linkages through the use of street trees.

- OSIP-11- Primary Implementing Programs
- OSIP-11- Street Tree Master Plan
- OSIP-12 Signature Plantings

OS3 **PROVIDE RECREATION OPPORTUNITIES.** PROVIDE FOR A WIDE VARIETY OF RECREATIONAL ACTIVITIES IN OPEN SPACE AREAS, PARKS, AND SCHOOL GROUNDS WITHIN THE CITY OF PINOLE, BALANCED WITH THE PROTECTION OF IMPORTANT HABITAT.

OS3.1 **Public Use and Access to Open Space.** Clearly delineate public use and access areas from those areas to be protected from human disturbance.

- OSIP-3 Primary Implementing Programs
- OSIP-3 Environmental Education Programs
- OSIP-4 Open Space Management Plan

OS3.2 **New Development Requirements.** Require new development to provide a pro-rata share of active recreation or open space to accommodate new residents.

- OSIP-7 Primary Implementing Programs
- OSIP-7 Open Space/Recreation Standards
- OSIP-17 Park Dedication Fees
- OSIP-18 Open Space Presentation Actions
- OSIP-24 Parks Facilities Plan

OS3.3 **Joint Use of School Property.** Maintain the levels of recreational service in Pinole by coordinating with the West Contra Costa Unified School District in the joint use and maintenance of school recreation facilities.

	Primary Implementing Programs
OSIP-15	Potential Park and Open Space Areas
LUIP-38	Closed School Sites (Zoning)
OSIP-23	City/Schools Joint Use Agreement

OS4 OPEN SPACE PRESERVATION AND MANAGEMENT. MAINTAIN AND EFFECTIVELY MANAGE AN INTEGRATED PATTERN OF OPEN SPACE AREAS.

OS4.1 Open Space Plan. Attempt to preserve for visual resources, public health and safety reasons, and for recreational use the open space areas identified on the Open Space Plan map (see map GP-1O).

	Primary Implementing Programs
OSIP-1	Habitat Protection Ordinance
OSIP-4	Open Space Management Plan
OSIP-7	Open Space/ Recreation Standards
OSIP-5	Shoreline Corridor Overlay Zone
OSIP-8	Scenic Easements
OSIP-9	Ridgeline Preservation Ordinance
OSIP-15	Potential Park and Open Space Areas
OSIP-16	Open Space Funding
OSIP-17	Park Dedication Fees
OSIP-18	Open Space Preservation Actions
OSIP-19	Potential Open Space Acquisition Priorities

OS4.2 Preservation Strategy. 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. Preference should be for retaining open space in private ownership.

	Primary Implementing Programs
OSIP-1	Habitat Protection Ordinance
OSIP-15	Potential Park and Open Space Areas
OSIP-16	Open Space Funding
OSIP-17	Park Dedication Fees
OSIP-18	Open Space Preservation Actions
OSIP-19	Potential Open Space Acquisition Priorities

7.6 Open Space and Environmental Protection Programs

OSIP-1 Habitat Protection Ordinance. 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

a qualified biologist), and requirements for mitigation, monitoring and habitat enhancement plans. It 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.

- OSIP-2 **Riparian and Stream Restoration Programs.** Establish riparian and stream restoration programs that include erosion control measures, stream clean-up projects, and revegetation plans for denuded areas.
- OSIP-3 **Environmental Education Programs.** Establish public information/education programs to enhance public knowledge about environmental protection and conservation measures.
- OSIP-4 **Open Space Management Plan.** Develop an Open Space Management Plan to identify criteria for use and maintenance; responsibilities of fire, police and public works; and conditions of approval for development.
- OSIP-5 **Shoreline Corridor Overlay Zone.** Consider adoption of a shoreline corridor overlay zone which promotes visual and physical access to the San Pablo Bay Shore. This overlay zone should include a plan for public amenities such as parking areas, trails, access and activity areas and guidelines to reduce long term “parking” of railroad tank cars on the San Pablo Bay shoreline.
- OSIP-6 **Pinole Valley Park Master Plan.** Develop a new master plan for Pinole Valley Park as Pinole’s citywide recreation and open space park.
- OSIP-7 **Open Space/Recreation Standards.** Identify current ratio of open space/recreation facilities per resident.
- OSIP-8 **Scenic Easements.** Require scenic easements on landforms or parcels with key visual resources that are subject to development.
- OSIP-9 **Ridgeline Preservation Ordinance.** Create a ridgeline preservation ordinance which includes an enforcement mechanism
- OSIP-10 **Landscape and Sound wall Design Standards.** Develop landscape and sound wall design standards, and work closely with CalTrans on the design and placement of I-80 sound walls and landscape elements.
- OSIP-II **Street Tree Master Plan.** Develop a street tree master plan for major streets. The plan should promote the use of indigenous species and be guided by the concept of interconnected open space in Pinole, linked visually via dense street tree planting. The plan should include special planting at creek crossings and gateways to the city.
- OSIP-12 **Signature Plantings.** Define and accentuate gateways to the city and creek crossings through the use of signature plantings.
- OSIP-I3 **Tree Preservation Ordinance.** Consider adoption of a tree preservation ordinance that will define types and size of trees to be protected, and will include

specific criteria, procedures and mitigation when trees are proposed to be removed.

- OSIP-14 **Critical Public Views and Ridgelines.** Require assessment of critical public views and ridgelines as pan of the project review process to assure that projects protect natural resources through proper site planning, building design and landscaping.
- OSIP-15 **Potential Park and Open Space Areas.** There are a number of areas and/or parcels in the City of Pinole which may play an important role in the City’s future open space system. These are mapped on the Open Space Plan (map GP-10). Policies related to some of these parcels are included in the Land Use and Economic Development Element. Options that may be explored for preserving these areas are described in the Open Space Background Report.
- OSIP-16 **Open Space Funding.** Identify funding sources for acquisition and ongoing maintenance of new open space lands.
- OSIP-17 **Park Dedication Fees.** Review current requirements for park dedication fees for new development and revise as needed.
- OSIP-18 **Open Space Preservation Actions.** The following means will be considered for preserving open space resources, in order of priority: (1) private development review process; (2) public-private partnerships; and lastly, (3) public funds. Possible means are described below.

Private Resources

- (1) Require permanent dedication of open space areas with high habitat, visual, recreational or archaeological values as a condition of development. These lands should be owned and maintained by homeowner associations unless they are appropriate for use as trails or other public-access uses.
- (2) Use visual or public-access easements and building setbacks to protect open space resources while allowing development on private parcels.
- (3) Use impact fees from development of land with lower open-space values to acquire easements or ownership on land with higher open-space values
- (4) Encourage clustering of units to protect areas with high open space values.
- (5) Encourage grants and donations of undeveloped property with high open-space values from private individuals or organizations.
- (6) Encourage private, non-profit and other public agencies to acquire and maintain undeveloped land for open space preservation. These methods are preferred over the use of city funds for acquisition.

Public-Private Partnerships

- (1) When parcels on planned trail corridors are developed, require the developer to construct the portion of the trail crossing the parcel as one of the conditions of development.
- (2) Work with organizations such as the Urban Creeks Council, Trust for Public Lands, EBRPD, Nature Conservancy, Coastal Conservancy, and other cities and counties, to perform creek restoration and other tasks

related to open space.

Public (City) Funds

- (1) Prioritize parcels with high habitat, visual, archaeological or recreational values for purchase by the City if funds become available.

- OSIP-19 **Potential Open Space Acquisition Priorities.** Review potential open space and establish priorities for acquisition by the City or by other agencies, or protection through other means. High priority will be given to biologically sensitive and visually prominent lands that seem most at risk from development. The following are examples of possible sites for acquisition based these criteria:
- (1) The Doidge/Wright area is highly ranked for acquisition by the City as being both environmentally sensitive and highly visible (ridgelines).
 - (2) The Bundy parcel is highly ranked for acquisition by the City because it includes a stretch of Pinole Creek and valuable riparian vegetation. The geologic and biologic sensitivity of the site are additional reasons for preservation and acquisition.
 - (3) The Tidelands, Trailer Storage Lot and Garrity Creek are highly ranked for acquisition by an outside entity such as the EBRPD or The Trust For Public Lands. Although these parcels are in private ownership, each is a potential candidate for acquisition by an outside entity because of their unique features. The proximity to other park lands, the unusual nature of the Tidelands site, and habitat value of Garrity Creek are reasons for acquisition by other entities.
- OSIP-20 **Air Quality Strategies.** Implement trip reduction and energy conservation measures for jobs/housing balance, TDM and transit, as identified in the Land Use, Circulation and Housing Elements, and coordinate with regional and state agencies and other West County jurisdictions in enhancing air quality.
- OSIP-21 **Water Quality Strategies.** Implement habitat protection programs and evaluate proposed projects for potential water quality impacts which may require sediment basins as part of grading activities, grease/oil traps where concentrations of such pollutants are anticipated, or other measures.
- OSIP-22 **Consultation on Fish and Wildlife Impacts.** The City will continue to notify and consult with the California Department of Fish and Game and the Army Corps of Engineers when development projects are proposed in locations where there may be impacts to fish and wildlife and their habitats.
- OSIP-23 **City/Schools Joint Use Agreement.** The City investigate establishing a joint use agreement with the West Contra Costa Unified School District (WCCUSD) for the use and maintenance of WCCUSD facilities.
- OSIP-24 **Parks Facilities Plan.** The City will consider adopting and regularly review a Parks Facilities Plan which would address the need for new, and maintenance of existing and planned park facilities. This plan would be used as a basis for establishing park in-lieu fees, review of the City's Capital Improvement Program, park use fees, volunteer assistance needs and ADA requirements.

Section 8

Health and Safety Element

8.1 Introduction

The Health and Safety Element policies address issues related to geologic and seismic risk, flooding, hazardous materials and noise. The element covers two state mandated general plan elements, safety and noise. The purpose of the element is to identify and appraise hazards in the community which will establish a basis for the goals, policies and implementing actions necessary to assure community safety. Other issues such as disaster preparedness, fire and crime prevention will be addressed in more detail in the Community Services and Facilities Element.

Information in the Health and Safety Element has been coordinated with the other elements of the City's General Plan, particularly the Land Use and Economic Development, Open Space and Environmental Protection, and Community Services and Facilities Elements. The extent of the hazard depends on local conditions, since most hazards are confined to a particular area or site. Various health and safety hazards should be considered in planning the location, design, intensity, density and type of land uses in a given area. Long-term costs to the City, such as maintenance, liability exposure and emergency services, are potentially greater where high hazards exist.

The noise portion of the Health and Safety Element is concerned with planning for land uses that are typically sensitive to noise impacts, including residential development, residential neighborhood quality of life, nursing homes, schools, wildlife sanctuaries, hospitals and treatment centers. Noise is generally defined as unwanted sound. Whether a sound is unwanted depends on when and where it occurs, what the listener is doing when it occurs, characteristics of the sound (loudness, pitch and duration, speech or music content, irregularity) and how intrusive it is above background sound levels. Examples of potential noise generators in residential neighborhoods include, among others, I-80, rail corridors, retail center operations and the location of play areas (such as school and park play areas). The Noise portion of this element will establish the basis for code enforcement and regulation through the proposed adoption of a noise ordinance to control nuisances such as off-hour truck unloading and trash pickup, barking dogs, loud music and vehicle noise.

8.2 Health and Safety Element Requirements

Safety issues have been required to be addressed as part of local general plans since 1971. The San Fernando earthquake of February, 1971, which claimed 64 lives and resulted in over \$500 million in property damage, and the devastating wild land fires in September and October of 1970, were largely responsible for prompting the Legislature to pass this requirement. The following citation is from Government Code Section 65302(1),

“A safety element for the protection of the community from any unreasonable risks associated with the effects of seismically induced surface rupture, ground shaking, ground failure, tsunami, seiche, and dam failure; slope instability leading to mudslides and landslides, subsidence and other geologic hazards known to the legislative body; flooding; and wild land and urban fires. The safety element shall include mapping of known seismic and other geologic hazards. It shall also address evacuation routes, peak load water supply requirements, and minimum road widths and clearances around structures, as those items relate to

identified fire and geologic hazards.

To the extent that a county's safety element is sufficiently detailed and contains appropriate policies and programs for adoption by a City, a City may adopt that portion of the county's safety element that pertains to the City's planning area in satisfaction of the requirement imposed by this subdivision. Each county and City shall submit to the Division of Mines and Geology of the Department of Conservation one copy of the safety element and any technical studies used for developing the safety element."

The Noise portion of the Health and Safety Element must identify and appraise existing noise levels in the community and provide guidance to policy makers, planners and developers for avoiding unwarranted noise increases in the future. The Noise Element provides a policy basis for the regulations prescribed in City ordinances and implemented through the City's Code Enforcement program. Specific concerns include: (1) establishment of noise compatible land uses; (2) regulation of new development to limit noise impacts on noise-sensitive uses; (3) minimization of transportation noise; and (4) enforcement of noise standards to protect the existing quality of life.

Accomplishing this task requires an evaluation of the noise sources in the community. The noise background report quantifies the community noise environment of the City of Pinole in terms of noise exposure contours of major roadways and railroads to assist in the development of appropriate policies to reduce noise impacts. These contours are the basis for the development of land use compatibility guidelines. Based on the analysis, noise policies are established for new land uses and potential solutions to existing problems are recommended. Future noise contours are shown on map GP-14, with specific contour distances included in Appendix B.

The Noise Element should be prepared according to guidelines established by the State Department of Health Services, Office of Noise Control. The excerpt below is from Section 65302(F) of the California Government Code.

"A noise element which shall identify and appraise noise problems in the community. The noise element shall recognize the guidelines established by the Office of Noise Control in the State Department of Health Services and shall analyze and quantify, to the extent practicable, as determined by the legislative body, current and projected noise levels for all of the following sources:

- (1) Highway and freeways.*
- (2) Primary arterials and major local streets.*
- (3) Passenger and freight on-line railroad operations and ground rapid transit systems.*
- (4) Commercial, general aviation, heliport, helistop, and military airport operations, aircraft over flights, jet engine test stands, and all other ground facilities and maintenance functions related to airport operation.*
- (5) Local industrial plants, including, but not limited to, railroad classification yards.*

- (6) *Other ground stationary noise sources identified by local agencies as contributing to the community noise environment.*

Noise contours shall be shown for all of these sources and stated in terms of community noise equivalent level (CNEL) or day-night average level (Ldn). The noise contours shall be prepared on the basis of noise monitoring or following generally accepted noise modeling techniques for the various sources identified in paragraphs (1) to (6), inclusive.

The noise contours shall be used as a guide for establishing a pattern of land uses in the land use element that minimizes the exposure of community residents to excessive noise.

The noise element shall include implementation measures and possible solutions that address existing and foreseeable noise problems, if any. The adopted noise element shall serve as a guideline for compliance with the state's noise insulation standards”

8.3 Health and Safety Conditions

Safety Issues

The Pinole Planning Area is situated at the end of the northwesterly-trending East Bay Hills, next to San Pablo Bay. Pinole is dominated by moderate to steeply sloping hillsides, which extend northwestward to relatively flat-lying areas along San Pablo Bay. The geologic units mapped in the planning area include existing fill, landslide deposits, colluviums, younger alluvial fan deposits, bay mud, older alluvial fan deposits, and undifferentiated bedrock. Potential Geologic Hazards are shown on map GP-13.

The planning area is located approximately 1.5 miles to 3.9 miles northeast of the northwest-trending Hayward fault zone, which apparently steps eastward to the Rodgers Creek/Healdsburg fault zone underneath San Pablo Bay. The planning area is 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. These fault zones are part of the San Andreas Fault system, which forms the boundary between the North American and Pacific plates and is the principal source of earthquakes in California.

The planning area is bisected by the Pinole fault, which may be the southeastern most, onshore continuation of the Rodgers Creek fault. The Pinole fault in the planning area branches northward, forming a “Y.” The trunk and eastern leg of the “Y” essentially follow the Pinole Creek drainage, and the western leg extends from Pinole Creek northwestward to the Bay margin just west of Wilson Point.

From a geologic and geotechnical standpoint, the primary concerns in the Pinole Planning Area are: (1) slope stability; (2) earthquake ground shaking; and (3) fault ground rupture. Below is a summary of safety concerns as identified in the Safety Background Report.

- (I) **Ground Subsidence and Settlement.** Widespread ground subsidence due to ground water withdrawal is not a significant potential hazard in the planning area.

The compaction and settlement of unconsolidated material due to loading should not present a potential hazard where foundations are properly designed and engineered.

- (2) **Fault Ground Rupture.** Recent studies suggest that fault ground rupture is a concern along the Pinole fault and warrant establishing a Fault Studies Zone along the fault (Harlan, Tait Associates). Fault studies would be required for certain projects within the Zone to investigate the potential for fault ground rupture.
- (3) **Greatest Potential Secondary Seismic Effects.** Large earthquakes along faults within the Bay Area, most probably as a result of a major earthquake on the Hayward or San Andreas faults located to the west, are likely in the foreseeable future. Severe earthquake ground shaking throughout the planning area is considered likely. The secondary effects of ground shaking in general will be greatest in areas underlain by Bay Mud, unengineered fill, and in marginally stable hillside areas. There is a high potential for seismically-induced land sliding within steep and intermediate hillside areas.
- (4) **Moderate to Low Potential Secondary Seismic Effects.** Large earthquakes will have a moderate potential for localized lurch cracking and liquefaction, in flatland and valley floor areas. Deposits subject to liquefaction are potentially present in cohesion less deposits of active/recently active stream channels, and Bay Mud. There is an unknown potential for seiche (earthquake-caused waves in lakes) and earthquake-related dam failure at stock ponds. There is a very low potential for significant effects from a tsunami (or earthquake-caused sea wave).
- (5) **Erosion.** In the undeveloped hillside areas, there is a high potential for erosion associated with dirt roads and heavily used trails, and with any unprotected channels and stream banks of the major streams traversing the flatland area.
- (6) **Slope Stability.** Slope stability is primarily a concern in hillside areas, and is generally greater in areas of steeper slopes: There is a high potential for slope stability problems in areas of: (a) steep slopes; (b) previous land sliding or soil creep; (c) unengineered grading and uncontrolled drainage on slopes; and (d) deep colluvial deposits. There is a high potential for debris flows within colluvial-filled swales to affect development located at the mouths of swales.
- (7) **Foundation Conditions.** Foundation conditions are generally good in the planning area. The chief concerns are: (1) areas of weak bedrock, particularly those susceptible to slaking (breakdown upon exposure to air or water) or expansion; (2) areas of expansive soils; (3) areas underlain by deposits of Bay Mud; and (4) areas underlain by colluvial and landslide deposits.
- (8) **Flooding.** Except for very localized flooding and standing water, which may occur during brief, intense storms when runoff exceeds storm sewer capacity, creek flows along Pinole Creek would probably be contained within the existing creek bank during a 100-year storm.

Noise Issues

The method commonly used to quantify environmental sounds is called the A-weighted sound level (dBA). Typical A-levels measured in the environment and in industry are shown below for different types of noise.

Typical Sound Levels Measured in the Environment and Industry

	140		
	130		
Civil Defense Siren (100')	120		Pain Threshold
Jet Takeoff (200')	110		
Riveting Machine	100	Rock Music Band Piledriver (50')	Very Loud
Diesel Bus (15')	90	Ambulance Siren (100')	
BART Train Passby (10')	80	Boiler Room Printing Press Plant Freeway (100')	
Pneumatic Drill (50')	70	Garbage Disposal in Home (3')	Moderately Loud
Freight Cars (100')	60	Inside Sports Car	
Vacuum Cleaner (10')	50	Data Processing Center Department Store	
Speech (1')	40	Private Business Office Light Traffic (100')	
Auto Traffic Near Freeway	30		Quiet
	20	Typical Minimum Nighttime Level - Residential Areas	
Soft Whisper (5')	10	Recording Studio	
Rustling Leaves	0	Mosquito (3')	Threshold of Hearing

(100') = Distance in feet between source and listener
Source: Illingworth & Rocklin, 1991.

In determining the daily level of environmental noise, it is important to account for the difference in response of people to daytime and nighttime noises. During the nighttime, exterior

background noises are generally lower than the daytime levels. However, most household noise also decreases at night and exterior noise becomes very noticeable. Further, most people sleep at night and are very sensitive to noise intrusion.

To account for human sensitivity to nighttime noise levels, a descriptor, Ldn (day/night average sound level), was developed. The Ldn divides the 24-hour day into the daytime of 7:00 AM to 10:00 PM and the nighttime of 10:00 PM to 7:00 AM. The nighttime noise level is weighted 10 dBA higher than the daytime noise level. The Community Noise Equivalent Level (CNEL) is another 24-hour average which includes both an evening and nighttime weighting.

The levels associated with environmental noise, in almost every case, produce effects only in the first two categories. Workers in industrial plants can experience noise in the last category. Unfortunately, there is as yet no completely satisfactory way to measure the subjective effects of noise, or of the corresponding reactions of annoyance and dissatisfaction. This is primarily because of the wide variation in individual thresholds of annoyance, and habituation to noise over differing individual past experiences with noise.

Thus, an important way of determining a person's subjective reaction to a new noise is the comparison of the existing environment to which one has adapted; the so-called "ambient." In general~ the more a new noise exceeds the previously existing ambient noise level, the less acceptable the new noise will be judged by the hearers.

With regard to increases in A-weighted noise level, knowledge of the following relationships will be helpful in understanding this element.

- (1) Except in carefully controlled laboratory experiments, a change of 1 dBA cannot be perceived.
- (2) Outside of the laboratory, a 3 dBA change is considered a just-perceivable difference.
- (3) A change in level of at least 5 dBA is required before any noticeable change in community response would be expected.
- (4) A 10 dBA change is subjectively heard as approximately a doubling in loudness, and would almost certainly cause an adverse change in community response.

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. There are two rail lines through the city, the Atchison-Topeka and Santa Fe (AT&SF) and Southern Pacific. Noise conditions are summarized below:

- (1) **Traffic Noise.** The existing and future Ldn along each of the major streets in the City of Pinole was calculated using a noise prediction model based on the Federal Highway Administration Research Document FHWA RD77-108. The California Vehicle Noise Emission Levels (CALVENO) information developed by CalTrans were used in the model. Inputs to the model consist of the average daily traffic volume (ADT), the number of automobiles, medium trucks, and heavy trucks, and the speed of the vehicles. Existing (1992) and future (2010) noise levels along roadways in the City of Pinole are calculated

by the model and are shown in the Noise Background Report. The results of the computer model were adjusted to account for the noise levels recorded at the long-term measurements.

- (2) **Train Noise.** Using a train noise prediction model developed by Wyle Laboratories (future projections of train activity along each track were not available), and calibrated for the noise emission levels measured along the two railroads, the noise exposure was calculated along each railroad. The inputs used in the model, and the contour distances to 60-, 65-, 70-, and 75-Ldn are shown in the Noise Background Report. The noise levels along each railroad represent both existing and future noise exposure since no projections were available.
- (3) **Other Noise Sources.** Other potentially significant noise sources in the City of Pinole would be associated with industrial land uses. Industrial noise sources (auto repair, wrecking yards, equipment lots, etc.) are generally significant only in industrial areas. However, there are locations where undeveloped lands, or current noise sensitive areas abut industrial activities. Areas that could potentially result in noise and land use conflicts should be studied in detail before future development takes place.

Maps at a scale of 1-inch equals 600 feet were drawn showing the build out (2010) Ldn noise contours for roadways and railroads in the City of Pinole. Future noise levels along roadways are based on the West County Traffic Study. The distances to the different noise contours for each roadway are shown in tabular form. Noise contour distances for the railroads are also shown. The noise contour map is on file with the Community Development Department of the City of Pinole, and has been reproduced at a smaller scale in the General Plan (see map GP-14).

8.4 Health and Safety Goals

- HS1 **COMMUNITY HEALTH AND SAFETY.** Minimize the potential for loss of life, injury, damage to property, economic and social dislocation and unusual public expense due to natural and manmade hazards.
- HS2 **PROTECTION FROM NATURAL AND MAN-MADE HAZARDS.** Protect the community from the risk of flood damage and minimize hazards of soil erosion, weak and expansive soils, potentially hazardous soils materials, other hazardous materials, geologic instability and seismic activity.
- HS3 **PREPARE FOR EMERGENCY SITUATIONS.** Ensure government agencies, citizens and businesses are prepared for an effective response and recovery in the event of emergencies or disasters.
- HS4 **NEW DEVELOPMENT NOISE STANDARDS.** 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 level above acceptable standards.
- HS5 **REDUCE EXISTING OBJECTIONABLE NOISE SOURCES.** Eliminate or reduce noise from existing objectionable noise sources.

8.5 Health and Safety Policies

HS1 COMMUNITY HEALTH AND SAFETY. 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.

HS1.1 Location of Future Development. Permit development only in those areas where potential danger to the health, safety, and welfare of the residents of the community can be adequately mitigated.

Primary Implement Programs
HSIP-2 Geologic, Flooding and Other Hazard Maps
HSIP-3 Geotechnical Review Procedures

HS1.2 Development Review. Require appropriate studies to assess identified hazards and assure that impacts are adequately mitigated.

Primary Implement Programs
HSIP-2 Geologic, flooding and Other Hazard Map
HSIP-3 Geotechnical Review Procedures
HSIP-5 Pipeline Safety Ordinance

HS2 PROTECTION FROM NATURAL AND MAN-MADE HAZARDS. PROTECT THE COMMUNITY FROM THE RISK OF FLOOD DAMAGE AND MINIMIZE HAZARDS OF SOIL EROSION, WEAK AND EXPANSIVE SOILS, POTENTIALLY HAZARDOUS SOILS MATERIALS, OTHER HAZARDOUS MATERIALS, GEOLOGIC INSTABILITY AND SEISMIC ACTIVITY.

HS2.1 Geotechnical Review. 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.

Primary Implement Programs
HSIP-2 Geologic, Flooding and Other Hazard Maps
HSIP-3 Geotechnical Review Procedures

HS2.2 Soils and Geologic Review. Require soils and geologic review development proposals in accordance with City procedures to assess potential seismic hazards, liquefaction, land sliding, mud sliding, erosion, sedimentation and settlement in order to determine if these hazards can be adequately mitigated.

Primary Implement Programs
HSIP-2 Geologic. Flooding and Other Hazard Maps
HSIP-3 Geotechnical Review Procedures

HS2.3 **Minimize Geological Hazards.** Require all geologic hazards be adequately addressed and mitigated through project development. Development proposed within areas of potential geological hazards shall not be endangered by, nor contribute to, the hazardous conditions on the site or on adjoining properties.

Primary Implement Programs
HSIP-2 Geologic, flooding and Other Hazard Maps
HSIP-3 Geotechnical Review Procedures

HS2.4 **Seismic Safety.** Assure existing and new structures are designed to protect people and property from seismic hazards.

Primary Implement Programs
HSIP-1 Building Code Update
HSIP-10 Unreinforced Masonry Buildings

HS2.5 **Potential Hazardous Soils Conditions.** Evaluate new development on sites which may have involved hazardous materials prior to development approvals.

Primary Implement Programs
HSIP-2 Geologic, Flooding and Other Hazard Maps
HSIP-3 Geotechnical Review Procedures
HSIP-12 Hazardous Soils

HS2.6 **Hazardous Materials Storage and Disposal.** Require proper storage and disposal 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.

Primary Implement Programs
HSIP-3 Geotechnical Review Procedures
HSIP-4 Hazardous Waste Management
HSIP-5 Pipeline Safety Ordinance
HSIP-11 Hazardous Materials Storage Tanks

HS2.7 **Hazardous Waste Management.** 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.

Primary Implement Programs
HSIP-4 Hazardous Waste Management

HS2.8 **Flood Hazards.** Assure existing and new structures are designed to protect people and property from the threat of potential flooding. New development shall be designed to provide protection from potential impacts of flooding during the “1% chance” or “100-year” flood.

Primary Implement Programs
HSIP-2 Geologic, Flooding and Other Hazard Maps

HS2.9 **Rise in Sea Level.** Coordinate with local, regional, state, and federal agencies regarding potential rise in sea level.

Primary Implement Programs
HSIP-2 Geologic, flooding and Other Hazard Maps

HS2.10 **Erosion.** Provide appropriate control measures in conjunction with proposed development in areas susceptible to erosion.

Primary Implement Programs
HSIP-2 Geologic, Flooding and Other Hazard Maps
HSIF-3 Geotechnical Review Procedures
OSIP-1 Habitat Protection Ordinance
OSIP-2 Riparian and Stream Restoration Programs

HS3 PREPARE FOR EMERGENCY SITUATIONS. ENSURE GOVERNMENT AGENCIES, CITIZENS AND BUSINESSES ARE PREPARED FOR AN EFFECTIVE RESPONSE AND RECOVERY IN THE EVENT OF EMERGENCIES OR DISASTERS.

HS3.1 **Emergency Response.** Continue to provide essential emergency public services during natural catastrophes.

Primary Implement Programs
See Community Services and Facilities Element Programs

HS3.2 **Disaster Preparedness Planning.** Undertake disaster preparedness planning in cooperation with other public agencies and appropriate public-interest organizations.

Primary Implement Programs
See Community Services and Facilities Element Programs

HS3.3 **Hazard Awareness.** Publicize disaster plans and promote resident awareness and caution regarding hazards, including soil instability, earthquakes, flooding, and fire.

Primary Implement Programs
See Community Services and Facilities Element Programs

HS3.4 **Access for Emergency Vehicles.** Provide adequate access for emergency vehicles and equipment.

Primary Implement Programs

See Community Services and Facilities Element Programs
 C1P-26 Emergency Vehicle Access

HS3.5 **Public Facilities.** 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.

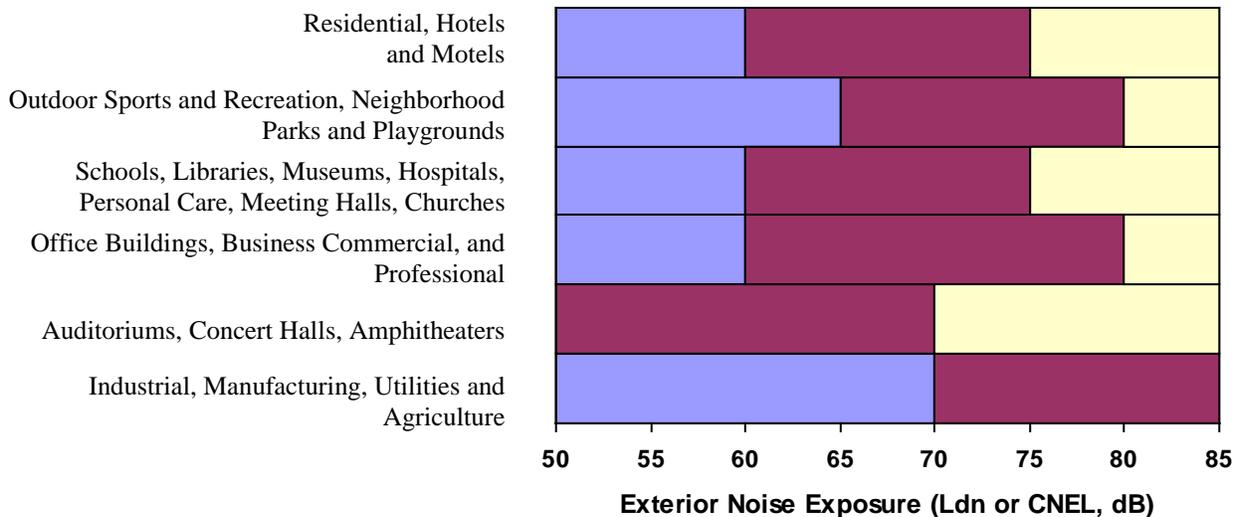
Primary Implement Programs
 HSIP-2 Geologic, Flooding and Other Hazard Map
 HSIP-3 Geotechnical Review Procedures

HS4 NEW DEVELOPMENT NOISE STANDARDS. 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 LEVEL ABOVE ACCEPTABLE STANDARDS.

HS4.1 **Noise Levels in New Residential Projects.** New residential development projects shall 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), which shall be modified by Policies HS4.2, HS4.3, HS4.4, HS4.5, HS4.6, HS4.7 and HS4.B, below.

Primary Implement Programs
 HSIP-6 Use of Noise Standards

Land Use Compatibility for Community Noise Environments



HSIP-6 Primary Implement Programs
 Use of Noise Standards

HS4.5 **Impacts of Train Noise.** If the noise source is a railroad, then the outdoor noise exposure criterion should be 70 Ldn for future development, recognizing that train noise is characterized by relatively few loud events.

HSIP-6 Primary Implement Programs
 Use of Noise Standards

HS4.6 **New Commercial, Industrial and Office Noise Standards.** Appropriate interior noise levels in commercial, industrial, and office buildings are a function of the use of space and shall be evaluated on a case-by-case basis. Interior noise levels in offices generally should be maintained at 45 Leq (hourly average) or less.

HSIP-6 Primary Implement Programs
 Use of Noise Standards

HS4.7 **Areas Below Desired Noise Standards.** These guidelines are not intended to be applied reciprocally. In other words, if an area currently is below the desired noise standards, an increase in noise up to the maximum should not necessarily be allowed. The impact of a proposed project on an existing land use should be evaluated in terms of the increase in existing noise levels and potential for adverse community impact, regardless of the compatibility guidelines.

HSIP-6 Primary Implement Programs
 Use of Noise Standards

HS4.8 **Non-Transportation Related Noise Sources.** For non-transportation related noise sources, noise levels outdoors should not exceed the limits in the table below. Interior noise levels shall be 15 decibels lower than those shown in the table.

HSIP-6 Primary Implement Programs
 Use of Noise Standards
HSIP-8 State Noise Insulation Standards

HS4.9 **Noise Environment in Existing Residential Areas.** Protect the noise environment in existing residential areas. In general, the City will require the evaluation of mitigation measures for projects under the following circumstances:

- a. The project would cause the Ldn to increase 3 dB(A) or more.
- b. Any increase would result in an Ldn greater than 60 dB(A).
- c. The Ldn already exceeds 60 dB(A).

- d. The project has the potential to generate significant adverse community response.

Primary Implement Programs
HSIP-6 Use of Noise Standards

HS4 10 **Mitigating the Effects of Noise on Adjacent Properties.** Require proposals to reduce noise impacts on adjacent properties through the following and other means, as appropriate:

- a. Screen and control noise sources such as parking, outdoor activities and mechanical equipment.
- b. Increase setbacks for noise sources from adjacent dwellings.
- c. Wherever possible do not remove fences, walls or landscaping that serve as noise buffers, although design, safety and other impacts must be addressed.
- d. Use soundproofing materials and double glazed windows.
- e. Control hours of operation, including deliveries and trash pickup to minimize noise impacts.

Primary Implement Programs
HSIP-6 Use of Noise Standards

GOAL HS5 REDUCE EXISTING OBJECTIONABLE NOISE SOURCES. ELIMINATE OR REDUCE NOISE FROM EXISTING OR OBJECTIONABLE NOISE SOURCES.

HS5.1 **Commercial or Industrial Source Noise.** Noise created by commercial or industrial sources associated with new projects or developments shall 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.

Primary Implement Programs
HSIP-6 Use of Noise Standards
HSIP-7 Noise Ordinance

HS5.2 **New Noise Reducing Technologies.** Support and employ new noise reducing technologies in the development and maintenance of local and regional infrastructure.

	Primary Implement Programs
HSIP-6	Use of Noise Standards
HSIP-8	State Noise Insulation Standards

Maximum Allowable Noise Exposure for Stationary Noise Sources (1)

	Daytime (5) (7Am to 10PM)	Nighttime (2,5) (10PM to 7AM)
Hourly Leq, 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

8.6 Health and Safety Programs

- HSIP-1 **Building Code Update.** Update the Building 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.
- HSIP-2 **Geologic, Flooding and Other Hazard Maps.** Maintain detailed hazard maps for use in development review.
- HSIP-3 **Geotechnical Review Procedures.** Update City guidelines establishing geotechnical review procedures, including but not limited to, the content of geologic feasibility reports and design level geotechnical reports, and the credentials of the authors of such reports. Considerations include:
 - a. Establish a Fault Studies Zone along the Pinole fault, within which investigations into the potential for fault ground rupture would be required for certain projects, such as hospitals or fire stations.

- b. Establish procedures addressing the type(s) of investigation, minimum report guidelines, minimum standards, technical review of reports submitted to the City, and enforcement of recommendations contained in the reports and City policy.
- c. Define types of projects and areas within the planning area which trigger report requirements for engineering geologic and/or geotechnical (soil and foundation engineering) reports to address these concerns.
- d. Require engineering geologic reports: (a) for certain projects within a Fault Studies Zone; and (b) for certain projects in hillside and flatland areas and within 50 feet of creek banks.
- e. Require geotechnical reports for: (a) additions imposing significant new loads on existing foundations; (b) projects involving significant grading, particularly where located on a slope (e.g. swimming pools, basements); (c) repair of foundation distress; (d) landslide repairs; and (e) repair of distressed retaining walls over 4 feet in height.
- f. Require the engineering geologist of record (where one is required on the project) to be an engineering geologist certified by the State of California.
- g. Require the geotechnical consultant of record to be a registered civil engineer who holds a valid authorization to use the title “soil engineer” as provided in Section 6736.1 of the State of California Business and Professions Code.
- h. Continually revise the existing database to indicate those sites with geologic/geotechnical reports on file.

HSIP-4 **Hazardous Waste Management.** Work with Contra Costa County, other cities in the county and other jurisdictions on implementing measures of the County Hazardous Waste Management Plan and the City of Pinole Household Hazardous Waste Element.

HSIP-5 **Pipeline Safety Ordinance.** Investigate alternatives and consider adopting an ordinance to assure pipeline safety when construction occurs. New developments should underground all gas, electric and communication lines, screen facilities (i.e. transformers) and provide underground connections when feasible, to improve public safety and the City’s appearance.

HSIP-6 **Use of Noise Standards.** Review development proposals to assure consistency with noise standards. The City will use the Future Noise Contours map (available at the Pinole Community Development Department) to determine if additional noise studies are needed for proposed development.

HSIP-7 **Noise Ordinance.** Adopt a noise ordinance to regulate noise generating activities.

- HSIF-8 **State Noise Insulation Standards.** Use the adopted Health and Safety Element as a guideline for compliance with the State’s noise insulation standards by providing noise contour information around all major sources in support of the sound transmission control standards (Chapter 2-35, Part 2, Title 24, California Administrative Code).
- HSIP-9 **Transportation of Hazardous Materials.** Work with Contra Costa County, other cities in the county and other jurisdictions in establishing standards for the transportation of hazardous wastes through West County and the City.
- HSIP-10 **Unreinforced Masonry Buildings.** Implement actions to address safety issues related to Unreinforced Masonry Buildings (URMB) in coordination with Historic Preservation policies and programs.
- HSIP-1 1 **Hazardous Materials Storage Tanks.** 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 remediated.
- HSIP-12 **Hazardous Soils.** Sites within Pinole which are contaminated with hazardous substances should be cleaned through decontamination of soils and filtration of ground water.

Section 9

Growth Management Element

9.1 Introduction

The purpose of the Growth Management Element of the Pinole General Plan is to establish policies and level of service standards for growth management and traffic, and performance standards for fire, police, parks, sanitary facilities, water and flood control in order to ensure generally that public facilities are provided consistent with adopted standards. By adopting and implementing this Element, the City of Pinole intends to establish a comprehensive, long-range program that will match the demands for public facilities generated by new development or redevelopment of parcels with plans, capital improvement programs and development mitigation programs to ensure those facilities are provided at an appropriate time and level. Specific purposes of the Growth Management Element are 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) Provide a safe, attractive and efficient circulation system that ensures ongoing convenient access to all residential, business and recreational areas by all modes of transportation.
- (4) Guide future growth so that the community even when “Built Out,” remains an attractive, uncrowded and pleasant place to live and work.

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 implementing programs.

9.2 Growth Management Element Requirements

In November 1988, the voters of Contra Costa County approved Measure C (Transportation). That action established a .5% sales tax Countywide. Measure C requires that revenues from that tax be dedicated to transportation projects in Contra Costa County and to the implementation of a Growth Management Initiative by all the Cities and the County. Measure C provides funding for three general categories of transportation projects:

- (1) Projects identified in Measure C;
- (2) Para transit 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 which 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 C requires that in order to receive "Return-to-Source" funds, participating jurisdictions prepare a Growth Management Element and participate in other regional transportation planning initiatives designated in the Implementation Guide. This Element satisfies that requirement for the City of Pinole and is consistent with the standards established by Measure C and the Contra Costa Transportation Authority (CCTA) in the Implementation Guide adopted in 1990.

While a Growth Management Element is not a state-mandated general plan element, the Growth Management Element of the Pinole General Plan is adapted 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."

As required by Measure C, the Growth Management Element of the Pinole General Plan must: (a) establish traffic Level of Service (LOS) standards; (b) implement a regional Action Plan for routes of regional significance in conjunction with other West County jurisdictions; (c) establish local service standards for public facilities and services, including police, fire, parks, water, sanitation and flood control; and (d) establish programs to achieve adopted standards. In addition, all jurisdictions must have an adopted Housing Element by 1992 that meets the requirements of the State Department of Housing and Community Development (HCD). Pinole's Housing Element, adopted in November 1991, has been approved by HCD in a letter dated November 12, 1991. By having a legally adequate Housing Element with Implementing Programs reflected in a five-year Capital Improvement Program, the City can comply with proposed Measure C and Proposition 111 requirements, enabling the City to receive much-needed funds for street improvements.

9.3 Growth Management Background

Population projections for the Pinole Planning Area are summarized in the Land Use and Economic Development Element. The information below focuses more specifically on factors related to the rate and type of growth and its implications for the quality of life in Pinole.

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 a defined area which generally encompasses the City's Sphere of Influence (501). Three components of jobs/housing balance were analyzed: (1) The number of jobs as a percent 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 which 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
- (5) Is important to the overall health and vitality of the community, by creating greater opportunities for community involvement and interaction.

The Pinole Planning Area is projected to grow in the Pinole Planning Area by about 3,200 people between 1990 and 2010 (a 12% increase). The number of households is expected to increase by 1,300 between 1990-2010 (a 14% increase). The average household size is projected to decrease from 2.86 in 1990 to 2.79 persons/household in 2010. Demographic trends, which affect policy, which can be concluded from the background information, include:

1. **Significant increase in population between 1980-1990 with little increase in ability to provide services.** There was a 32% increase in population between 1980-1990 with little increased ability to provide services. There will be increases in households and population with a continuing need to provide services, increasing state and federal requirements and costs also impact the City's ability to provide services.
2. **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 1990-2010, based solely in the number of jobs and employed residents in the City, Pinole is anticipated to increase the ratio of employed residents to jobs from 2.7 to 2.3 employed residents/job. The number of employed residents is expected to increase 1,108 over the next twenty years, while the number of local jobs is expected to increase by 1,440.
3. **Housing development is anticipated to slow down dramatically over the next twenty years.** Most large sites have been built-out. Opportunities exist for infill housing and mixed-use development.
4. **The high cost of market rate housing in conjunction with increase in lower paying employment opportunities, reinforces the need to provide affordable housing programs through the Housing Element.** 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. This is consistent with the current demographic make-up of the community. The Housing Element estimates that of the 5,580 households in Pinole in 1989, only 2,100 (37%) had an annual income over \$49,476, which would be considered sufficient to qualify for the average priced home (\$143,672 in 1989 according to the Contra Costa County Board of Realtors).

Housing Needs identified in the Housing Element

The Association of Bay Area Governments (ABAG) has produced housing need figures for Pinole from 1988 to 1995 for various types of housing and income groups, as they are required to do for every city and county in the Bay Area. ABAG's determination of the local share of the regional housing need takes into consideration the following factors: market demand for housing; employment opportunities; availability of suitable sites and public facilities; commuting patterns; and the type and tenure of housing.

Based on building permits issued from 1988 to 1990, Pinole has already exceeded its 1988-1995 total unit requirement. The City has completed a full land use analysis of potential housing sites within the City which concludes that there are sufficient sites with the potential to meet the City's housing needs at all income levels. The Housing Element of the Pinole General Plan has been approved by the California State Department of Housing and Community Development (HCD) and was incorporated into Pinole's General Plan in November of 1991.

Most of the vacant or redevelopable sites that are designated on the General Plan for single family or multiple family use within the Pinole Planning Area are infill lots of 3.5 acres or less. These lots have in-place most of the necessary infrastructure to be developed and are within the existing service areas of the City's Police and Fire Departments.

Traffic Capacity

Pinole, as part of the Measure C initiative, has participated in the development of the West Contra Costa County Traffic Model, and will be developing specific standards for traffic level of service and standards for the provision of other facilities and services based on the Model and on the sub regional Action Plan for Regional Routes Measure C established two basic categories of routes: (1) Routes of Regional Significance; and (2) Basic Routes.

Routes of Regional Significance are addressed on a regional basis by an Action Plan for Regional Routes. In West Contra Costa County, the Action Plan for Regional Routes is being developed by the West Contra Costa Transportation Advisory Committee (WCCTAC). The Regional Route System adopted by WCCTAC is attached to the Growth Management Element. Actions to improve Basic Routes are addressed on a local level through the development of other General Plan Implementation Programs and the City's Capital Improvement Program (CIP).

The relative congestion of roadways and intersections is measured by dividing the peak period traffic volume by the observed capacity of the roadway segment or intersection. The resulting ratios, called Volume to Capacity or V/C ratios, range from 0 to 1.00. These V/C ratios are classified into six levels of service (LOS). In brief, LOS ranks the quality of the roadway and intersection operations based on a scale of A through F, from best to worst. When the V/C ratio of an intersection reaches 1.00, the intersection, "at capacity" and is described as operating at level of service E. When the V/C ratio exceeds 1.00, the intersection is then said to be operating at LOS F, and the capacity of the intersection has been exceeded.

The City has adopted Traffic Level of Service Standards (see Circulation Element). Currently, all roadways meet City standards. City standards keyed to land use types are as follows:

- | | | |
|----|----------------------------|---|
| 1. | Rural: | LOS low C (Volume to capacity Ratio of .70 to .74). |
| 2. | Semi-Rural: | LOS high C (V / C Ratio of .75 to .79) |
| 3. | Suburban: | LOS low D (V / C Ratio of .80 to .84) |
| 4. | Urban: | LOS high D (V / C of .85 to .89) |
| 5. | Central Business District: | LOS low E (V / C Ratio of .90 to .94) |

The West County computerized traffic model, developed in conjunction with Contra Costa County, 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.

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 Advisory Committee (WCCTAC) to improve and maintain the network of regional routes in West Contra Costa County. The five cities, the County, BART and the other transit agencies will combine their efforts to ensure that traffic and transit facilities can handle the needs of the community into the future, to the year 2010 and beyond.

The Action Plan is required by Measure C, as part of the Growth Management initiative, and is being prepared for adoption by the WCCTAC Principal Planner in conjunction with the member staffs and consultants and including background work by CCTA consultants. It is the intention of Measure C that the Regional Transportation Planning Committee (WCCTAC) prepare Action Plans which reflect a regional view of transportation needs and issues, and that ultimately, implementing actions and projects for the improvement of the regional routes are funded and carried out through local Capital Improvement Programs, Return to Source Funding and Measure C project funding. The regions will independently decide what improvement actions are suitable and will carry them out by jurisdiction.

Description of Other Service Capability

This Growth Management Element will tie the level of service for fire, police, traffic, water, sewer and parks to a Five-Year Capital Improvement Program and to the City's development potential under the Land Use Element of the General Plan. The intent is to plan for adequate services and facilities to accommodate projected development. The cost of providing city services to a predominantly residential community is an ongoing problem. Some of the issues related to adequate transportation and other facilities and services in the community are:

- (1) The rising costs of providing services to a predominantly residential community.
- (2) The costs of new and improved public facilities to serve the residents of Pinole.
- (3) Traffic on residential streets and lack of alternative modes of transportation.
- (4) Diversions caused by commute traffic flow.
- (5) City street connections for enhanced in-City circulation.
- (6) Coordination with neighboring jurisdictions.

9.4 Growth Management Goals

- GM1 **COORDINATED REGIONAL PLANNING.** Attain a level of mutually beneficial communication and coordinated planning among the City of Pinole and its neighboring jurisdictions and other public and regional agencies in the provision of adequate services and facilities, and housing and employment opportunities.
- GM2 **ADEQUATE COMMUNITY AND COMMERCIAL SERVICES AND FACILITIES.** Provide community services, facilities, commercial services, and amenities, which are accessible from all residential neighborhoods.
- GM3 **PROVIDE SAFE, ATTRACTIVE AND EFFICIENT CIRCULATION.** Provide a safe, attractive and efficient circulation system that ensures ongoing convenient access to all residential, commercial and community areas and to neighboring jurisdictions.
- GM4 **GUIDE, CONTROL AND MONITOR FUTURE GROWTH.** Guide, control and monitor future growth to ensure that the goals and values *of* the citizens of Pinole as expressed in the General Plan are maintained and enhanced.

9.5 Growth Management Policies

GOAL GM1 COORDINATED REGIONAL PLANNING. ATTAIN A LEVEL OF MUTUALLY BENEFICIAL COMMUNICATION AND COORDINATED PLANNING AMONG THE CITY OF PINOLE AND ITS NEIGHBORING JURISDICTIONS AND OTHER PUBLIC AND REGIONAL AGENCIES IN THE PROVISION OF ADEQUATE SERVICES AND FACILITIES, AND HOUSING AND EMPLOYMENT OPPORTUNITIES.

- GM1.1 **West Contra Costa County Planning Activities.** Achieve efficient public service delivery by coordinating with affected jurisdictions and agencies concerning public and private developments.

	Primary Implementing Programs
GMIP-1	Measure C and Growth Management Initiatives
GMIP-2	Regional Development Mitigation Program
CIP-8	Regional Traffic Impacts

- GM1.2 **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 County (see Policy LU7.3).

Primary Implementing Programs

GMIP-3 Housing Element Programs
HIP-13 Redevelopment Agency (Housing)

GOAL GM2 ADEQUATE COMMUNITY AND COMMERCIAL SERVICES AND FACILITIES. PROVIDE COMMUNITY SERVICES AND FACILITIES AND COMMERCIAL SERVICES AND AMENITIES WHICH ARE ACCESSIBLE FROM ALL RESIDENTIAL NEIGHBORHOODS.

GM2.1 **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.

Primary Implementing Programs
GMIP-5 Monitor Service Standards
CMIP-6 Update Service Standards
CMIP-7 Growth Management Capital Projects
LUIP-37 MonTaraBay Annexation Implementation

GM2.2 **Provide Other Needed Services.** Provide convenient and pleasant recreational, civic, and commercial facilities to support the residential qualities of Pinole, including:

- a. Through redevelopment, additional commercial development will be generated and some of the burden of supporting public services can be shifted from increased dependency on the property taxes to revenue from sales taxes generated by regionally drawn new businesses.
- b. The City should continue to operate in the most efficient and cost-effective ways to provide the services the community needs and wants, while holding the line on unnecessary expenditures.
- c. Provide specific residential recreational and park standards in an updated Open Space Element.

Primary Implementing Programs
CMIP-5 Monitor Service Standards
GMP-6 Update Service Standards
GMIP-7 Growth Management Capital Projects
LUIP-37 MonTaraBay Annexation Implementation

GM2.3 **Establish Service Standards.** Assure that the needs of the city's current and future population achieve and maintain a level of service consistent with or exceeding the City's adopted performance standards for parks, fire and police facilities, sanitary facilities, water services and flood control as shown in the Growth Management Element.

	Primary Implementing Programs
GMIP-5	Monitor Service Standards
GMIP-6	Update Service Standards
GMIP-7	Growth Management Capital Projects
LUIP-37	MonTaraBay Annexation Implementation

CM2.4 **Costs of New Development.** Ensure that any new development in 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. *(Note: Measure C policy relating to contributions for improvements)*

	Primary Implementing Programs
GMIP-4	Growth Management Fees

GOAL GM3 PROVIDE SAFE, ATTRACTIVE AND EFFICIENT CIRCULATION.
PROVIDE A SAFE, ATTRACTIVE AND EFFICIENT CIRCULATION SYSTEM THAT ENSURES ONGOING CONVENIENT ACCESS TO ALL RESIDENTIAL, COMMERCIAL AND COMMUNITY' AREAS AND TO NEIGHBORING JURISDICTIONS.

GM3.1 Provide Adequate Transportation Facilities and Services. Provide adequate transportation facilities and alternatives which improve accessibility of residential neighborhoods to the community and beyond, 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 only be planned around the use of certain arterial corridors.
- c. Children, adults and senior citizens should be within walking distance of bus stops, schools and shops.
- d. Commuters should be able to easily reach the BART feeder system, whose operating hours should correspond to need.
- 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.
- g. Measure C participation.
- h. Selection of BART station location.

Primary Implementing Programs
 CMIP-7 Growth Management Capital Projects
 CIP-9 Transportation Mitigation
 CIP-10 CIP (Roadway Improvements)

GM3.2 **West Contra Costa County Transportation Planning Activities.** Participate effectively in regional transportation planning, specially the West Contra Costa Transportation Advisory Committee (WCCTAC).

Primary Implementing Programs
 GMIP-2 Regional Development Mitigation Program
 CIP-6 TDM Ordinance
 CIP-8 Regional Traffic Impacts
 CIP-16 Coordinate with Transit Providers

GM3.3 **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.

Primary Implementing Programs
 CIP-6 TDM Ordinance
 CIP-8 Regional Traffic Impacts

GM3.4 **Traffic Level of Service Map.** Maintain Level of Service standards which comply with requirements of Countywide Transportation Measure C as shown on the Circulation Plan in the Circulation Element of the Pinole General Plan, including standards for Regional Routes and Basic Routes.

Primary Implementing Programs
 CMIP-7 Growth Management Capital Projects
 CIP-10 CIP (Roadway Improvements)
 CIP-9 Transportation Mitigation
 CIP-6 TDM Ordinance
 CIP-8 Regional Traffic Impacts
 CIP-12 Monitor Traffic Level

GM3.5 **Mobility-Impaired.** Provide convenient transportation systems for mobility-impaired individuals.

Primary Implementing Programs
 GMIP-1 Measure C and Growth Management Initiatives
 CIP-6 TDM Ordinance
 CIP-16 Coordinate with Transit Providers

GM3.6 **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.

	Primary Implementing Programs
GMIP-1	Measure C and Growth Management Initiatives
CIP-6	TDM Ordinance
CIP-16	Coordinate with Transit Providers

GOAL GM4 GUIDE, CONTROL AND MONITOR FUTURE GROWTH. GUIDE, CONTROL AND MONITOR FUTURE GROWTH TO ENSURE THAT THE GOALS AND VALUES OF THE CITIZENS OF PINOLE AS EXPRESSED IN THE GENERAL PLAN ARE MAINTAINED AND ENHANCED.

GM4.I 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.

	Primary Implementing Programs
GMIP-1	Measure C and Growth Management Initiative
GMIP-4	Growth Management Element
LUIP-1	General Plan Land Uses
LUIP-2	Pinole Zoning Ordinances
LUIP-3	Grading and Subdivision Ordinances
LUIP-37	MonTaraBay Annexation Implementation

9.6 Growth Management Programs

GMIP-1 Measure C and Growth Management Initiatives. Participate in formulating and implementing requirements consistent with Measure C and Proposition 111, as follows:

- (1) Maintain adequate Growth Management and Housing Elements.
- (2) Participate in a local and regional growth management effort in accordance with the Measure C Growth Management Implementing Documents.
- (3) Establish and maintain local intersection Levels of Service (LOS) through conditions of approval on development and a seven-year Capital Improvement Program (CIP).
- (4) Participate in the development and implementation of the West County Action Plan for routes of regional significance.
- (5) Ensure that growth management initiatives are implemented through the local planning review process.
- (6) Submit annual compliance checklist and qualify for and spend Measure C and Proposition 111 Return to Source funding for local street maintenance and improvement.
- (7) Establish and maintain service standards for the following facilities and services:
 - a. Police.

- b. Fire.
 - c. Parks and open space.
 - d. Sewer.
 - e. Water.
 - f. Flood control.
 - g. Schools.
- (8) Implement actions designed to attain traffic service objectives consistent with the adopted West County Action Plan.
 - (9) Circulate environmental documents as specified in the West County Action Plan.
 - (10) Submit to Regional Committee proposed revision(s) to West County Action Plan to mitigate impacts associated with proposed General Plan amendments over the threshold size specified in the adopted West County Action Plan.
 - (11) Adopt standards for Basic Routes and procedures to implement standards.
 - (12) Maintain standards at intersections on Basic Routes with the following exceptions:
 - a. Intersections where operations exceed adopted standards but which are expected to meet standards following implementation of projects in the adopted seven-year capital improvement program; and
 - b. Intersections subject to Findings of Special Circumstances.
 - (13) Participate in multi-jurisdictional planning for intersections subject to Findings of Special Circumstances.
 - (14) Implement mitigation measures adopted for intersections subject to Findings of Special Circumstances.
 - (15) 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 transportation-related issues.
 - (16) Ensure that all new development bears a fair share cost of mitigating impacts on the City's ability to provide essential services.

GMIP-2 **Regional Development Mitigation Program.** Participate in the development and implementation of a regional or sub-regional development mitigation program based on any nexus established through the Action Plan process.

GMIP-3 **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.

GMIP-4 **Growth Management Element.** Review and update the Growth Management Element as needed when any part of the General Plan is updated.

GMIP-5 **Service Standards.** Monitor and review Pinole's service standards on a periodic basis to comply with and maintain compliance with service standards for fire,

police, parks, sewer, water, and flood control established in Pinole’s Growth Management Element, and apply the standards to Pinole’s development review process. *(Note: See Measure C Policy Relating To Performance Standards Monitoring and Review)*

GMIP-6 Update Service Standards. Update service standards as part of the General Plan Community Services and Facilities Element.

GMIP-7 Growth Management Capital Projects. Include capital projects, generally showing complete project cost and intended project phasing in Pinole’s annual Seven-Year Capital improvement Program review which are necessary to:

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

GMIP-8 Growth Management Fees. In coordination with other programs identified in the General Plan, and in accordance with the Pinole Municipal Code, update and collect applicable fees to mitigate impacts of developments on the local and regional transportation system.

9.7 Growth Management Standards

Measure C requires that a jurisdiction’s Growth Management Element address: (1) **Traffic Standards** as established in the Circulation Element of this Plan, by Measure C or by the West Contra Costa Action Plan as applicable to Pinole (*Measure C Traffic Service Standards and Programs*); and (2) **Service Standards** established by the City for fire, polices parks, sewer, water, and flood control (*Note: See Measure C Performance Standards for the Provision of Services*).

Traffic Service Standards and Programs

Measure C establishes standards for traffic service through volume/capacity (V/C) ratios (see Definition Section for discussion of V/C). Measure C mandates the following traffic Level of Service (LOS) standards (see definitions in Table 5 “Traffic Level of Service”) by land use categories:

- (1) **Rural:** LOS low-C (70 to 74) V/C
- (2) **Semi-Rural:** LOS high-C (75 to 79) V/C
- (3) **Suburban:** LOS low-D (80 to 89) V/C
- (4) **Urban:** LOS high-D (85 to 89) V/C
- (5) **Central Business District:** LOS low-E (90 to 94) V/C

The “City of Pinole Adopted Traffic Level of Service Standards” (as shown on the Circulation Plan map in the Circulation Element) shows maximum Levels of Service standards acceptable for Basic and Regional Routes in Pinole. All streets and highways not identified as Regional Routes map, also attached, are Basic Routes and, in accordance with the Implementation

Documents, all signalized intersections on Basic Routes are subject to the standards listed above by land use category. See “City of Pinole Existing Traffic Level of Service” map for 1990 existing conditions at Pinole’s signalized intersections (see Circulation Element).

Service Standards for the Provision of Services

This section of the Growth Management Element establishes minimum service standards for fire, police, parks, sewer, water, and flood control as required by Measure C. All new development shall be approved only if the following service standards are met or if facilities proposed in a Seven-Year Capital Improvement Program can improve the City’s ability to provide the minimum established service level:

Parks and Recreation

- (1) **Parks:** 2.0 acres of parks per 1,000 population.
- (2) **Community Recreation Center Facilities:** 1.0 square foot of Community recreation center space per capita.

Fire

Capital facilities sufficient to maintain the following service level:

- (1) **First Engine Company:** 5 minute response time in 90% of emergency calls.
- (2) **Water Requirements:** 3,500 gallons per minute (GPM) minimum on initial response assignment.
- (3) **Access Widths:** Turn-arounds with minimum inside turning radius of 37.5 feet.

Police

Capital facilities sufficient to maintain the following response time (for first unit):

- (1) **Code One (1) Service Calls:** 60 minutes (assignments are not urgent; however, they shall be completed at the earliest opportunity of the individual assigned).
- (2) **Code Two (2) Service Calls:** 15 minutes (assignments are urgent; but are not of an emergency nature - response is directly to the assignment).
- (3) **Code Three (3) Service Calls:** 5 minutes (emergency assignments calling for all practical haste - police response will allow use of emergency lights and siren).

Sanitary Facilities

Verification by the Pinole Municipal Sewer District, or other applicable Sanitary District, that adequate collection and treatment to Regional Water Quality Control Board (RWQCB) standards can be provided.

- (1) **System:** Class 4 conventional activated sludge and secondary treatment facility.
- (2) **Capacity:** Design Row of 4 million gallons per day (gpd).
- (3) **Monitoring:** As required to comply with discharge standards.

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:** Containment by an approved flood control and drainage system of a 100-year flood event, as determine by the Federal Emergency Management Agency (FEMA).

Other Facilities

The General Plan Community Services and Facilities Element will contain specific policies, as distinguished from service standards, which address the following additional facilities and services:

- (1) Hazardous Material Management.
- (2) Emergency (Disaster Management).
- (3) Solid Waste.
- (4) Utilities (Gas, Electricity, Telecommunications).
- (5) Local Government Facilities.
- (6) Child-care Facilities.
- (7) Other human services facilities (medical and social services, senior services, libraries, and other service centers).
- (8) Schools.
- (9) Arts and Cultural facilities.

Section 10

Implementing Program Priorities

10.1 Overview

The Pinole General Plan is built around preserving and enhancing residential neighborhoods, maintaining the community's character and environmental resources, and planning for the future use of remaining undeveloped or redeveloping properties so that they fulfill unmet needs. The implementing programs in the General Plan, as described in detail in each element, are intended to address these concerns.

The purpose of this section is to group General Plan implementation programs into priority categories. The program priorities identified in this portion of the General Plan will be evaluated as part of the General Plan's annual review. Modifications to the priorities will not require a General Plan Amendment. The following criteria will be used to establish Higher Priority programs:

- (1) Does it address an immediate health or safety need?
- (2) Is it a legal requirement, which must be fulfilled?
- (3) Does it respond to a pressing development issue?
- (4) Is it an ongoing normal responsibility of the City?
- (5) Is it a special project that has already been started?
- (6) Does the timeframe for the program require it to be implemented before another program action can be taken?
- (7) Is it a program that will keep the General Plan current?

The list of programs on the following pages recognize two other concerns: (1) There are limited staff and budget resources to undertake all of the programs listed immediately; and (2) there are some programs which may be desirable to implement the General Plan but they are of lesser immediate importance. Most of the programs identified in the General Plan will require follow-up action. Detailed standards, environmental impacts or administrative procedures concerning each program will be evaluated at that time

In contrast to the long-term outlook of the general plan, zoning focuses on the immediate uses of land. It is founded in the "police power" given to cities by the California Constitution. The following are excerpts are from Government Code Sections 65103 (band c), 65400 (b) and 65860 (a) regarding the City's responsibilities in implementing the General Plan and the consistency of Zoning with the General Plan:

"Implement the general plan through actions including, but not limited to, the administration c/specific plans and zoning and subdivision ordinances."

"Annually review the capital improvement program of the city or county and the local public works projects of other local agenda for their consistency with the general plan..."

"Provide an annual report to the legislative body on the status of the plan and progress in its implementation."

“A zoning ordinance shall be consistent with a city or county general plan only if (1) the city or county has adopted such a plan, and (ii) the various land uses authorized by the ordinance are compatible with the objectives, policies, general land uses, and programs specified in such a plan.”

10.2 Implementing Program Goals

IP1 GENERAL PLAN IMPLEMENTATION. The City will take an active leadership role in assuring the implementation of General Plan programs.

IP2 PUBLIC PARTICIPATION. Encourage public review and effective participation in all aspects of the planning process.

IP3 UP-TO-DATE PLANNING. Maintain and periodically revise and update the City’s General Plan to reflect current community goals and policies.

10.3 Implementation Priority Tables

The listing of program priorities on the following pages sets forth the City’s best effort for completing the actions described. Since this listing is a best effort situation, it may not be possible to start all of the programs within the prescribed time frame. The annual evaluation of the General Plan will review the programs and allow for updating of the tables based on current needs and funding availability. Current, ongoing implementing programs are listed first, followed by the highest priority programs.

Ongoing Responsibilities

Program Number and Name

LUIP-4	Pinole Redevelopment Agency
LUIP-5	Capital Improvement Program (CIP)
LUIP-6	Code Enforcement Program
LUIP-11	Other Agency Approvals
LUIP-17	Archaeological Resources
LUIP-18	Neighborhood Volunteers
LUIP-19	Neighborhood Mediation
LUIP-20	Neighborhood Meetings
LUIP-25	Community Reinvestment Act (CRA)
LUIP-31	Security of Commercial Centers
LUIP-32	Pinole Vista Development
LUIP-35	Waterfront Planning Coordination
CIP-1	Police Enforcement of Speeding
CIP-2	Traffic Safety
CIP-4	Measure C Requirements for Circulation
CIP-6	TDM Ordinance
CIP-7	Traffic Studies
CIP-8	Regional Traffic Impacts

CIP-9	Transportation Mitigation
CIP-10	(Roadway Improvements)
CIP-12	Traffic Levels
CIP-16	Coordinate with Transit Providers
CIP-20	Five-Year Street Maintenance Plan
CIP-24	Trails Dedication and Easements
CIP-26	Emergency Vehicle Access
CW-28	Title 24 Requirements for Trails
CIP-30	City Maintained Trails
HIP-3	Open Space Contributions (Housing)
HIP-4	New Housing Construction
HIP-5	Rehabilitation Loan Programs and Fair Housing Laws
HIP-6	Energy Conservation
HIP-7	Actions Related to Subsidized BMR Units
HIP-8	Prevention of Housing Discrimination
HIP-9	BMR Resale Regulations
HIP-10	BMX Rental Regulations
HIP-11	BMR Eligibility Guidelines
HIP-12	Mixed Use Housing Incentives
HIP-13	Redevelopment Agency (Housing)
HIP-14	Technical Assistance to Non-Profit Groups
HIP-15	Housing Set Aside Fund
HIF-16	Accessible Units for the Physically Disabled
HIP-17	Home Mortgage Finance Program
HIP-18	Affordable Housing Incentives and Regulations
HIP-19	Second Unit Ordinance
HIP-21	Community Development Block Grant Program
HIP-23	Housing for the Homeless
HIP-24	Rental Housing Assistance
OSIP-8	Scenic Easements
OSIP-14	Critical Public Views and Ridgelines
OSIP-15	Potential Park and Open Space Areas
OSIP-18	Open Space Preservation Actions
OSIP-20	Air Quality Strategies
OSIP-21	Water Quality Strategies
OSIP-22	Consultation on Fish and Wildlife Impacts
HSIP-1	Building Code Update
HSIP-2	Geologic, Flooding and Other Hazard Maps
HSIP-4	Hazardous Waste Management
HSIP-6	Use of Noise Standards
HSIP-8	State Noise Insulation Standards
GMIP-1	Measure C and Growth Management Initiatives
GMIP-3	Housing Element Programs
GMIP-5	Service Standards
GMIP-7	Growth Management Capital Projects

Higher Priority Programs

Program Number and Name

LUIP-2	Pinole Zoning Ordinance
LUIP-3	Grading and Subdivision Ordinances
LUIP-IC	Contra Costa County General Plan
LUIP-12	Design Review Guidelines and Procedures
LUIP-15	Historic Preservation Ordinance
LUIP-33	Redevelopment of Old Town Properties
LUIP-34	Community/Civic Center
LUIP-38	Closed School Sites (Zoning)
CIP-5	West County Action Plan
CIP-11	City Street Improvements
CIP-13	Downtown Traffic Study
CIP-14	City, Street and Highway Signage
CIP-17	BART Alignment Study
CIP-22	Update Parking Requirements
CIP-29	Bay Trail
HIP-1	Fair Share Housing
HIP-22	Old Town and San Pablo Avenue Housing
OSIP-1	Habitat Protection Ordinance
OSIP-9	Ridgeline Preservation Ordinance
OSIP-10	Landscape and Sound wall Design Standards
HSIP-3	Geotechnical Review Procedure
GMIP-2	Regional Development Mitigation Program
GMIP-6	Update Service Standards

Second Priority Programs

Program Number and Name

LUIP-7	Graffiti Control Program
LUIP-8	Comprehensive Fee Study
LUIP-9	Revenue Generation Study
LUIP-13	Hillside Development Guidelines
LUIP-14	Civic Beautification Programs
LUIP-22	Coordination with the Railroads
LUIP-23	Neighborhood Retail Centers
LUIP-25	Community Reinvestment Act (CRA)
LUIP-26	Commercial/Retail Rent Subsidies
LUIP-27	Marketing/Promotion Information
LUIP-29	Market and Trade Information
LUIP-30	Local Business Needs Studies
LUIP-39	Integrated Resource Recovery Facility
LUIP-40	Recycling Programs
LUIP-42	Sewer Line Inventory
LUIP-43	Library Service
LUIP-44	Child Care Needs
LUIP-45	EBMUD System Plans

LUIP-46	Water Conservation Techniques
LUIP-47	Water Reuse Ordinance
CIP-18	Regional Transportation Impact Fee
CIP-19	City Transportation Impact Fee
CIP-21	Parking District in Old Town
CIP-23	Trail Master Plan
CIP-25	Trails Acquisition and Development
CIP-27	Bicycle and Pedestrian Safety Education
CIP-31	Dumping of Solid Waste
CIP-32	Sound/Safety Barriers Along Appian Way
HIP-20	Repayment of Deferred Housing Set Aside Funds
OSIP-2	Riparian and Stream Restoration Programs
OSIP-3	Environmental Education Programs
OSIP-4	Open Space Management Plan
OSIP-5	Shoreline Corridor Overlay Zone
OSIP-6	Pinole Valley Park Master Plan
OSIP-7	Open Space/ Recreation Standards
OSIP-11	Street Tree Master Plan
OSIP-12	Signature Plantings
OSIP-13	Tree Preservation Ordinance
OSIP-16	Open Space Funding
OSIP-17	Park Dedication Fees
OSIP-19	Potential Open Space Acquisition Priorities
OSIP-23	City/Schools Joint Use Agreement
OSIP-24	Parks Facilities Plan
HSIP-5	Underground Pipeline Safety Ordinance
HSIP-7	Noise Ordinance
HSIP-11	Hazardous Materials Storage Tanks
HSIP-12	Hazardous Soils
GMIP-8	Growth Management Fees

Longer Term Programs; Programs Waiting for Special Funding; or “As Needed” Programs
Program Number and Name

LUIP-1	General Plan Land Uses
LUIP-16	Historic Building Receiving Area
LUIP-21	Environmentally Sensitive Sites
LUIP-24	Sale of City Property
LUIP-28	Start-Up Business Assistance
LUIP-36	Water-Oriented Use Study
LUIP-37	MonTaraBay Annexation Implementation
LUIP-41	Potential Odor Impacts
CIP-3	Galbreth and Rancho Road Street Connections
CIP-15	Local Shuttle Bus
HIP-2	Housing Element Update
HSIP-9	Transportation of Hazardous Materials
GMIP-4	Growth Management Element

City of Pinole Land Use Designations

- | | |
|---|---|
|  Suburban / Rural Residential |  Light Industrial / Service Commercial |
|  Low Density Residential |  Industrial / Office Park |
|  Medium Density Residential |  Major Institution / Medical |
|  High Density Residential |  MU Low Density Residential / Downtown Commercial |
|  Downtown Commercial |  MU Medium Density Residential / Downtown Commercial |
|  Regional Commercial |  MU Medium Density Residential / Neighborhood Commercial |
|  Open Space |  Neighborhood Commercial |
|  Parks and Recreation |  MU Medium Density Residential / Light Industrial |
|  San Pablo Bay Conservation Area |  MU High Density Residential / Downtown Commercial |
|  Public Facilities |  MU High Density Residential / Neighborhood Commercial |
| |  MU High Density Residential / Light Industrial-Service Commercial |

Updated 1/23/06

