

# ECONOMIC DEVELOPMENT STRATEGY

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# ECONOMIC DEVELOPMENT STRATEGY

The City of Pinole seeks to attract new development, and retain existing businesses, that serve the community and contributes to the fiscal and economic health of Pinole. In pursuit of this objective, the City of Pinole has prepared this Economic Development Strategy to take advantage of flexible land use standards for the Specific Plan Area and to identify opportunity sites for catalytic development. Central to accomplishing these objectives, the City of Pinole seeks to identify new opportunities for the reuse of or revitalization in the following areas:

- Doctors Hospital;
- Downtown/Old Town by:
  - Supporting mixed-use development at the intersection of San Pablo and Tennant avenues; and
  - Modifying Old Town circulation to enhance the pedestrian environment;
- Appian 80 Shopping Center, possibly including residential development;
- Preserve Sugar City; and
- Provide greater development certainty and streamline the development review for, opportunity sites as identified in this Specific Plan.

The following discussion provides information about how these and other economic development objectives can be attained.

## 4.1 INTRODUCTION

Economic development involves efforts to improve the economic well-being and quality of life of a community by creating and/or retaining jobs and supporting or growing incomes and the tax base. In practice, economic development requires a multifaceted approach to community health and vitality that includes the following.

- Business Climate: A good business climate is one that supports business growth and development.

# ECONOMIC DEVELOPMENT STRATEGY

- Workforce and Education: A highly skilled workforce must be available to support the regional economy and possess the knowledge desired by potential employers.
- Land and Infrastructure: Communities must have an available supply of development-ready land that has zoning, infrastructure, and services to accommodate the needs of business and industry.
- Transportation and Infrastructure: To stay competitive, cities must have a modern and efficient transportation system, providing connections and physical infrastructure for all modes of transportation.
- Quality of Life: Community assets (e.g., natural resources, community facilities, architectural character) must be enhanced to make a community a unique, attractive place to live, work, and play.
- Marketing: A City needs a strategic, dynamic, and consistent marketing message in order to attract private investment.

## Guiding Principles for Economic Development

- Market forces are the dominant drivers of a regional economy.
- Public-sector economic development efforts must focus on factors internal to the workings of the regional economy and under the influence of public policy at any given level of government, be that local, regional, state, or federal.
- Sensible economic development policy must build upon the strengths of the regional economy.
- Economic development should yield real net impacts on growth or, in the short term, the potential for growth.
- The public sector should pursue economic development policies that result in broad benefits for residents and businesses, especially benefits that will continue to have a positive impact even if specific businesses close or move.
- Public-sector economic development efforts should pay attention to the needs of lagging or distressed areas and of groups at the lowest rungs of the economic ladder.
- Public policy should recognize the regional nature of economic development and advance strategies that address challenges and opportunities throughout the regional economy.
- Economic development efforts should address the development potential of places, as well as the needs of people in that place.

### 4.1.1 ECONOMIC DEVELOPMENT GOALS

The Pinole Specific Plan focuses on the land use, transportation, and infrastructure needs for the City by providing land use direction for a 20- to 30-year implementation period. To have value, the

# ECONOMIC DEVELOPMENT STRATEGY

Specific Plan must establish realistic land use goals, objectives and standards that reflect and respond to economic conditions. In combination with the land use and design aspects of the Specific Plan, the Economic Development Strategy seeks to implement the following Goals.

- Support commercial and residential developments that can function as the catalyst for economic revitalization and further the City’s goals and objectives;
- Enhance Old Town Pinole as a vibrant, pedestrian-oriented commercial destination with a strong civic identity;
- Encourage Transit Oriented Development (TOD) within the Priority Development Areas (PDA) on San Pablo Avenue and Pinole Valley Road;
- Promote ecological, social, and business sustainability in Pinole by maintaining ecological functions and productivity into the future while meeting the present and future needs of Pinole without compromising the ability of future generations to meet their needs;
- Support economic development that will bring more housing, retail, and employment to the community; and
- Identify opportunity sites and priority projects for the City.

To be a successful economic development tool, the Specific Plan must provide necessary flexibility to respond to economic conditions while ensuring that new development satisfies the community’s jobs, housing, character, circulation, and economic development objectives.

## 4.2 DEMOGRAPHIC TRENDS AND MARKET CONDITIONS

In order to evaluate economic and demographic conditions and trends that will influence economic viability, the City retained the services of Bay Area Economics (BAE) to provide an overview of existing conditions and to identify land uses that would be supported by anticipated trends. The following are the major conclusions from the BAE Economic Background and Opportunities Report (Appendix 11.2).

### 4.2.1 DEMOGRAPHICS AND EMPLOYMENT

- Pinole has seen little change in population in recent years and is expected to experience slow population growth in coming decades.

# ECONOMIC DEVELOPMENT STRATEGY

Since 2000, the population of Pinole has changed by less than 1 percent. Looking forward to 2035, the Association of Bay Area Governments (ABAG) estimates the population of Pinole will grow by 14 percent compared to 27 percent for Contra Costa County and the Bay Area. These forecasts translate to an average increase of 90 residents per year or a need for an average of 47 additional housing units per year.

- Job growth is expected to outpace household growth in coming years, leading to an improved balance between commercial and residential uses.

Indicative of a community with substantial out-commuting to job centers elsewhere in the Bay Area, there are currently only 0.8 jobs per household in Pinole, compared to a region-wide average of 1.3 jobs per household. Over the next 30 years, ABAG anticipates there will be 1.6 jobs added in Pinole for every new housing unit. This trend will lead to increased opportunities for Pinole residents to work in their community.

- Future job growth in Pinole is expected to be concentrated in service sectors, consistent with a need for additional development of office and retail space.

According to ABAG projections 2007 there will be 2,230 jobs added in Pinole between 2005 and 2035, approximately 75 jobs per year. Most job growth will occur in the health, education, and recreation services sector (50 percent), the retail sector (20 percent), and the financial and professional sector (14 percent). As described below, this is consistent with a need for modest increases in office and retail square footage in Pinole.

## **4.2.2 REAL ESTATE MARKET**

- Current conditions in the for-sale residential market are expected to hamper development of new units in the near term.

Pinole has been affected by the wider slowdown in the for-sale residential market, leading to a 3 percent decline in sale prices during 2007 and a 29 percent decline in sales volume. Experts expect challenging conditions to persist in the for-sale housing market for the next one to three years. During this period, little new construction is anticipated.

- Despite the current and previous downturns, long-term prospects for the for-sale residential market remain strong in Pinole.

# ECONOMIC DEVELOPMENT STRATEGY

Despite price declines in 2007, prices are up more than 100 percent since 2000 and up approximately 270 percent since 1990. The City's proximity to employment centers along I-80 and San Francisco will help Pinole rebound from the current housing slump as the wider Bay Area housing market begins to turn upwards in coming years. In addition, the population, household, and job growth projections described above also point to long-term demand for housing in Pinole.

- Prospects for rental residential development remain modest in Pinole.

Traditionally, rental residential development clusters near major employment centers. Hence, Pinole has experienced very little rental residential development in the past few decades. Unless market conditions change substantially, rents are likely to remain too low in Pinole to support substantial apartment development. One possible exception is subsidized affordable housing development.

- Current development activity and long-term job forecasts point to opportunities for measured growth in Pinole's office supply in coming years.

Responding to demand for contemporary, freeway-accessible space, the City's Redevelopment Agency partnered with Kaiser Permanente to build a 61,000 square foot medical office building at the Gateway East site on Pinole Valley Road. There is potential for another medical office use across the street at the Gateway West site, a 4.5-acre site. The Kaiser Site and potential future medical office development at this location will account for a major portion of the demand for additional office space in coming years. Additionally, there is the potential for small professional space in a mixed-use environment with the ongoing redevelopment of Old Town. Employment forecasts suggest demand for between 75,000 and 100,000 square feet of additional space over the next 10 to 15 years.

- Competitive pressures suggest a need to focus on the redevelopment potential for aging retail centers.

Commercial development in surrounding communities and other changes in the competitive environment suggest challenges for some of Pinole's aging retail centers, particularly Appian 80 and the Del Monte Center. The City may wish to explore opportunities for redevelopment of these sites with a different mix of uses or more contemporary configuration that would allow expansion by key tenants, such as Safeway, and attraction of complementary businesses to these retail centers.

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- Current industrial/flex space development in Pinole provides an adequate supply in the short-term.

With 150,000 square feet of space currently available at the Pinole Shores Business Park, existing square footage is adequate to meet near-term demand.

- Additional planned development of industrial/flex space is likely to be sufficient to meet future demand based on long-term employment forecasts.

In coming years, Pinole will need to attract a substantial share of industrial job growth in west Contra Costa County in order to fully occupy planned development at the Pinole Shores Business Park. Given the availability of competing supply in surrounding communities, it is unlikely that the development of much additional industrial/flex space could be supported in Pinole during the next 10 to 15 years, beyond what is planned for subsequent phases at Pinole Shores.

## 4.3 ECONOMIC DEVELOPMENT STRATEGY

The Specific Plan establishes a land use framework, design and development standards, and implementation actions that will guide development along the San Pablo Avenue, Pinole Valley Road, and Appian Way corridors for the next 20 to 30 years. The economic development objectives are:

- To retain and support existing businesses;
- To bring more and higher-density housing and commercial uses to the Priority Development Areas;
- To make Old Town a more vibrant commercial center;
- To create attractive, accessible streets and sidewalks; and
- To preserve existing industrial uses and attract “green” industry.

This Economic Development Strategy supports these goals by identifying the economic role played by PDAs and various sub-areas within the City, as well as highlighting particular opportunity sites for new development.

# ECONOMIC DEVELOPMENT STRATEGY

Throughout the Specific Plan corridors, but particularly on identified opportunity sites, the City wants to promote projects that:

- Are economically viable (e.g., generate benefits that are adequate to offset costs);
- Have the potential to develop in the near term;
- Have the potential to stimulate other development;
- Provide diverse housing opportunities;
- Strengthen Old Town as a vibrant commercial center;
- Enhance both regional and livable community objectives of supporting transit, pedestrian, and bicycle travel to destinations within the City and connecting to regional alternative transportation options; and
- Take advantage of preferred commercial locations that are near, and have convenient access to, the highway, are located on arterial roads that experience high traffic volumes, and that benefit from other factors that will support successful commercial (both office and retail) development.

The City intends to facilitate projects that meet the above-identified objectives by establishing a land use framework that can direct future development proposals and simplify the land use approval process.

## **4.3.1 ECONOMIC DEVELOPMENT HIERARCHY**

The City of Pinole recognizes the need to focus available economic development tools in the locations where they will create the greatest returns. For this reason, the Specific Plan focuses on the three primary circulation corridors within the City. Along these corridors, there are a number of opportunity sites that, due to their size, visibility, and/or nature of their use, have particular value as economic development catalysts. There are also opportunity areas that are not site-specific but that are important to the City's future. These opportunity areas include the Priority Development Areas and Old Town Pinole. Accordingly, this analysis is organized to identify implementation tools for Pinole and the Specific Plan corridors as follows:

# ECONOMIC DEVELOPMENT STRATEGY

- Citywide: Market forces will continue to drive the regional economy. Pinole seeks to influence public policy at the local level in a way that builds on the strengths of the region while optimizing benefits for residents and businesses in Pinole.
- Specific Plan Area: This planning sub-area creates opportunities for greater clarity related to land use and development to improve the City's readiness and responsiveness to priority project proposals.
- Priority Development Areas: Priority Development Areas are locations where a community is committed to developing more housing, services, and civic amenities to meet the needs of residents in a pedestrian-friendly environment served by transit. Financial assistance is available for PDA projects that further these objectives.
- Old Town Pinole: By virtue of its historic significance in Pinole, a rich architectural character, and its location at the junction of two primary travel corridors through Pinole, Old Town is a significant community resource that has the potential to be a vibrant, pedestrian-oriented destination.
- Opportunity Sites: Opportunity sites within the three corridors are locations where the City would like to see priority projects develop in the near term.

## 4.3.2 CITYWIDE STRATEGIES

Most of the region's economic health is influenced by factors the City of Pinole has little power to influence. Consequently, the City should continue its efforts to remain flexible in order to efficiently participate in the regional economy. The Specific Plan focuses on addressing land use and infrastructure needs of the City, but addressing the following additional factors can improve local economic health.

Business Climate: The Pinole Redevelopment Agency has actively acquired properties, facilitated redevelopment, and provided necessary infrastructure to support business. While highly beneficial to business, this activity has also resulted in artificially inflated land values and altered market conditions, making strong private sector leadership difficult, particularly for smaller businesses that have less ability to respond to regulatory burdens and fees. The City should strive to:

- Support a business climate that is understandable and predictable;

# ECONOMIC DEVELOPMENT STRATEGY

- Account for small business needs in the formulation of City policies;
- Maintain the City's focus as customer-driven government; and
- Support the infrastructure and operational needs of the business community.

Quality of Life: Quality of life is determined by a variety of components, some essential, others important. These often intangible assets should be factored into the City's land use and economic decision making.

**Table 4.1**  
**Quality of Life Factors**

- |  |   |
|--|---|
| <ul style="list-style-type: none"> <li>• Jobs</li> <li>• Economic Stability</li> <li>• High Quality, Affordable Housing</li> <li>• Mobility (between work, home, school, etc.)</li> <li>• Dependable Public Services</li> <li>• Healthy Air and Water Quality</li> <li>• High-Quality Schools</li> </ul> | <ul style="list-style-type: none"> <li>• Parks and Open Space</li> <li>• Access to Nature               <ul style="list-style-type: none"> <li>– San Pablo Bay</li> <li>– Pinole Creek</li> <li>– Point Pinole</li> </ul> </li> <li>• Cultural, Recreational Amenities</li> </ul> |
|--|---|

Marketing: With a gentle climate, an accessible waterfront, thriving youth and senior centers, a historic Old Town, active recreational facilities, and a thriving business community located in close proximity to San Francisco, Pinole is an attractive place to live, work, and play but lacks an identity in the region. Pinole would benefit from a dynamic marketing message that identifies the City's amenities for business attraction.

### 4.3.3 SPECIFIC PLAN AREA STRATEGIES

#### CEQA

The Specific Plan provides the City with an opportunity to comprehensively evaluate the environmental impacts of changed land use

#### Priority Projects

- Are economically viable;
- Have the potential to develop in the near term;
- Have the potential to stimulate other development;
- Provide diverse housing opportunities;
- Strengthen Old Town as a vibrant commercial center;
- Take advantage of high traffic areas; and
- Enhance the Priority Development Area objectives of supporting transit, pedestrian, and bicycle travel.

# ECONOMIC DEVELOPMENT STRATEGY

policies and programs at a level of detail that will ensure that future development, provided it is consistent with the Specific Plan, will not result in unanticipated negative environmental impacts. To ensure that this environmental protection remains in place, the City will review future projects that implement, and are consistent with, the Specific Plan, and where possible, exempt them from further environmental review or conduct environmental review to supplement the Specific Plan Environmental Impact Report (EIR).

## Streamlined Administration

To encourage public benefit projects and to ensure successful development of opportunity sites, the City will develop a facilitated review process for priority projects. The facilitated review is intended to provide development certainty for proposals that are deemed desirable to the City and that further the objectives of this Specific Plan.

## Economic Development Incentives

The City of Pinole already has attributes that are strategically important to business: character, climate, convenience, easy access to Interstate 80 and the Richmond Parkway, and proximity to employment centers in the East Bay as well as in San Francisco and Marin. Valuable natural resources (e.g., San Pablo Bay, open space, Pinole Creek, and trails) and a well-run recreation program contribute to an amenity package that needs to be better communicated to the business community. The City would also benefit from cultivating local businesses and providing development assistance to green industry and mixed-use developers.

### **4.3.4 PRIORITY DEVELOPMENT AREA OPPORTUNITIES AND STRATEGIES**

The San Pablo Avenue and Pinole Valley Road corridors have been designated as Priority Development Areas (PDAs). PDAs are locally identified, infill development opportunity areas within existing communities. They are areas where there is local commitment to developing more housing along with facilities and services to meet the day-to-day needs of residents in a pedestrian-friendly environment served by transit. Appian Way is not a designated PDA, but it is a route of regional significance that contains several unique opportunity sites.

#### **4.3.4.1 San Pablo Avenue**

The PDA designation for San Pablo Avenue was secured for the 16-mile segment extending from the southern border of the City of El Cerrito to the northern border of the town of Crockett. This stretch of San Pablo Avenue is recognized as one of the East Bay's major thoroughfares, connecting downtown areas, employment centers, and neighborhoods in El Cerrito, Richmond,

# ECONOMIC DEVELOPMENT STRATEGY

San Pablo, Pinole, Hercules, and the unincorporated areas of Montalvin Manor, El Sobrante, Rollingwood, Rodeo, and Crockett. San Pablo Avenue can experience high traffic volumes as a route of regional significance, sometimes functioning as a bypass for traffic seeking an alternate travel route to Interstate 80. San Pablo Avenue is also Pinole's "Main Street" as it travels through Old Town. In that context, the street must function to support local businesses by accommodating traffic flows while contributing to Old Town character by respecting and supporting pedestrian circulation and activity within a more traditional business environment.

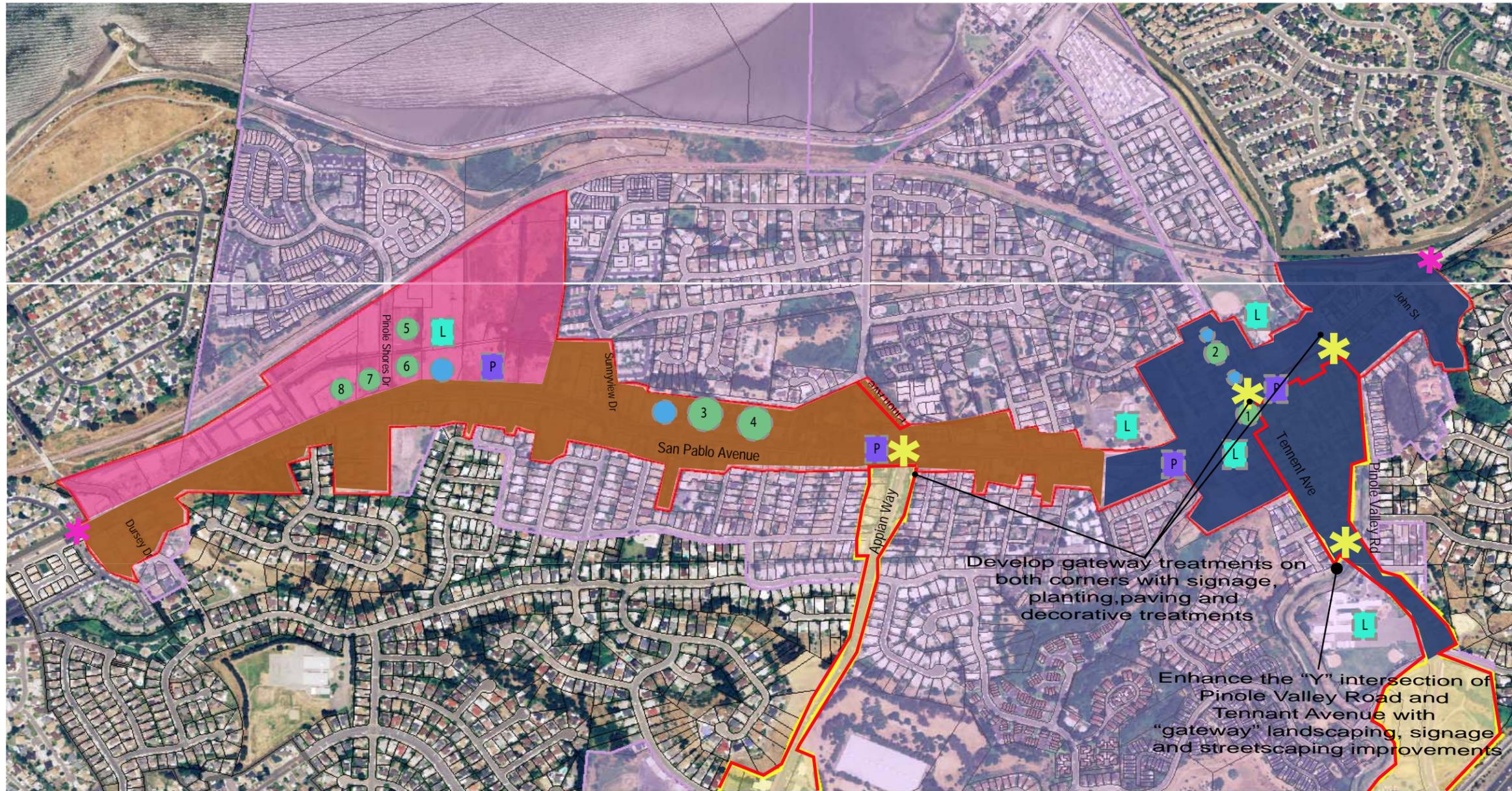
## **San Pablo Objectives and Opportunities**

The primary objectives for the San Pablo Avenue corridor are to attract higher-density residential development to key locations that support local-serving and specialty business, to grow community and civic uses to anchor Old Town, and to support industrial use at the south end of the avenue that can serve the local and regional demand for green industries.

Opportunity sites in the San Pablo Avenue corridor are Old Town, Central San Pablo Avenue (between Oakridge Lane and Sunnyview Avenue), and West San Pablo Avenue (west of Sunnyview Avenue) (see Figure 4.1).

# ECONOMIC DEVELOPMENT STRATEGY

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### KEY

**Boundaries**

- Project Area Boundary
- Redevelopment Area Boundary

**Nodes**

- Regional Gateway
- Neighborhood Gateway

**Opportunity/Improvement Sites**

- Underutilized/ Opportunity Sites
- Sites in need of Aesthetic Treatment
- Key Destinations
- Proposed / New Developments

**Sub-Areas**

- Old Town Sub-Area
- Service Sub-Area
- Mixed Use Sub-Area

Develop gateway treatments on both corners with signage, planting, paving and decorative treatments

Enhance the "Y" intersection of Pinole Valley Road and Tennant Avenue with "gateway" landscaping, signage and streetscaping improvements

## DEVELOPMENT - OPPORTUNITIES & CONSTRAINTS MAP





# ECONOMIC DEVELOPMENT STRATEGY

- Old Town: Old Town is located within both the San Pablo Avenue and Pinole Valley Road corridors. Old Town has a distinct character and parking issues that require active management. Consequently, Old Town is discussed as a separate opportunity area later in this document.
- Central San Pablo Avenue: Between Oakridge Lane and Sunnyview Avenue, auto-oriented strip commercial development predominates, interspersed by office and residential uses. This area presents several opportunities for redevelopment where aging one-story buildings front along San Pablo. This area of the corridor has excellent long-term potential for multi-family residential development. Not accessible from the freeway and not centrally located to the City's population, the area is at a competitive disadvantage as a retail or office destination. Still, small convenience retail and other local-serving commercial uses are likely to be viable at key intersections.
- West San Pablo Avenue: Along the south side of San Pablo Avenue, west of Sunnyview Avenue, residential uses predominate and vacant parcels in this area are well-suited to multi-family residential or townhouse development. At the western edge of the City, the Del Monte Center has struggled in recent years, suffering from tenant turnover and relatively low lease rates. However, with recent renovations and ongoing re-tenanting, it may carve out a niche as a destination location for value-oriented shoppers. Nonetheless, flexible, mixed-use zoning applied to this site could improve the financial feasibility of redeveloping the shopping center, leading to its long-term redevelopment with residential or light industrial uses, particularly green industries.

The term "green industry" encompasses a broad segment of goods services and business practices. Green industries include businesses that successfully:

- Recycle and reuse materials for a variety of product uses;
- Manufacture and install equipment for the use of alternative energy;
- Directly enhance or reclaim environmental resources;
- Provide consulting services in resource preservation and enhancement, use of renewable resources, or energy conservation; and/or

# ECONOMIC DEVELOPMENT STRATEGY

- Minimize the use of non-renewable resources through their production and distribution practices.

#### **4.3.4.2 Pinole Valley Road**

The PDA designation for Pinole Valley Road recognizes that the intersection of Tennent Avenue with San Pablo Avenue in Old Town represents one of the opportunity nodes for transit-oriented and transit-supported development within Pinole. This corridor contains educational, medical office, retail, recreation/cultural, and residential uses. It provides convenient access to and from I-80 and contains Pinole Creek.

#### **Pinole Valley Objectives and Opportunities**

The primary objectives for the Pinole Valley Road corridor are to capitalize on revitalized retail centers south of Interstate 80, encourage new medical office use north of Interstate 80, and revitalize Pinole Creek as a natural amenity with a trail system connecting the commercial uses adjacent to Interstate 80 via downtown to San Pablo Bay and the Bay Trail.

Opportunity sites in the Pinole Valley Road corridor are (1) Gateway West, (2) portions of Pinole Valley Road located south of I-80, and, should they close, (3) the Pinole Valley High School and Collins Elementary School sites (see Figure 4.2).



### KEY

**Boundaries**

- Project Area Boundary
- Redevelopment Area Boundary

**Nodes**

- Regional Gateway
- Neighborhood Gateway

**Opportunity/Improvement Sites**

- Underutilized/ Opportunity Sites
- Sites in need of Aesthetic Treatment
- Key Destinations
- Proposed / New Developments

**Sub-Areas**

- Old Town Sub-Area
- Service Sub-Area
- Residential Sub-Area

**DEVELOPMENT - OPPORTUNITIES & CONSTRAINTS MAP**

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# ECONOMIC DEVELOPMENT STRATEGY

- Gateway West: The Redevelopment Agency owns the Gateway West site, a vacant 4.5-acre property adjacent to a 2.2-acre parcel occupied by a bowling alley. While these sites could accommodate multi-family residential development, given their excellent freeway accessibility and visibility, their comparative advantage is for office, retail, or lodging uses.
- Pinole Valley Road South of I-80: South of I-80, development activity will largely be focused on small commercial developments on vacant properties (e.g., convenience retail).
- School Sites: Communities that place a high value on education are successful in attracting high-quality businesses because they are more likely to provide an educated work force that can support continued business prosperity. Pinole Valley High School offers a high-caliber curriculum, including the forensics and environmental academy programs. Collins Elementary School offers critical early education programs. Working with the school district to ensure viable education in Pinole is an economic development objective. Should these sites be re-programmed based on school district needs, the site would also provide a variety of options for the City in terms of building reuse and redevelopment.

## Pinole Creek

Pinole Creek is a valuable natural resource that meanders along the Pinole Valley Road corridor and provides a pedestrian link between Old Town, the San Francisco Bay Trail, and primary employment centers. The creek provides flood protection and habitat for a variety of plant and animal species. Areas on either side of the creek also provide opportunities for recreation and an alternate travel route for bicyclists and pedestrians who would like a travel experience that is separated from vehicular traffic. Creekside trails connect land uses adjacent to Interstate 80 to the San Francisco Bay Trail near the mouth of the creek. For the segment of Pinole Creek located north of I-80, the creek channel is owned by the Contra Costa County Flood Protection District.

This amenity is a unique resource. Its ecological attributes should be protected and enhanced while its natural beauty and distinctive setting is optimized by development that abuts Pinole Creek. This can be accomplished by maintaining adequate separation between development and the riparian resources of the creek, and preserving and enhancing access to and along the creek.

# ECONOMIC DEVELOPMENT STRATEGY

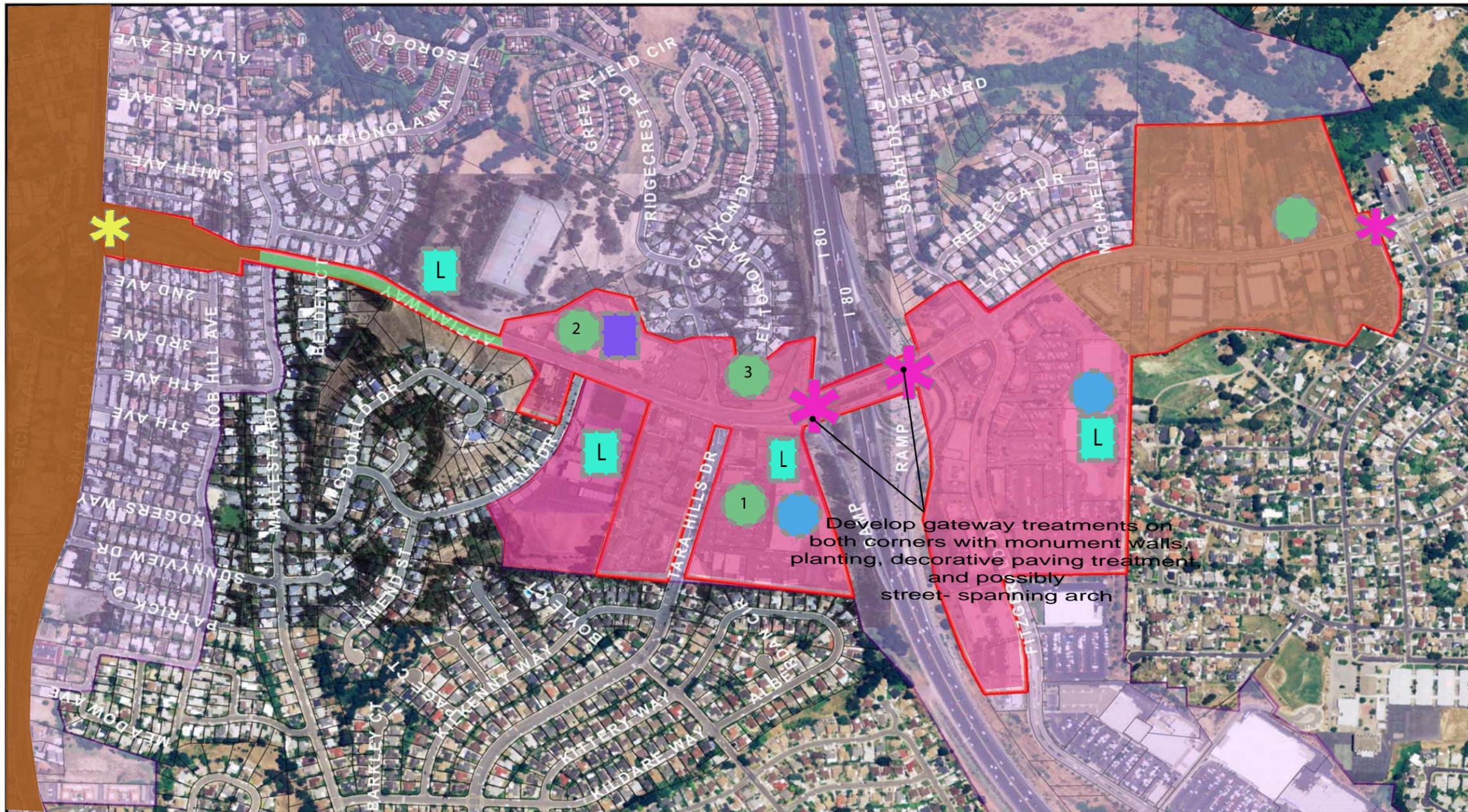
### **4.3.4.3 Appian Way**

Appian Way represents one of the opportunity nodes for transit-oriented and transit-supported development within Pinole. This corridor contains educational, medical office, retail, and residential uses. It provides convenient access to and from I-80.

#### **Appian Objectives and Opportunities**

The primary objectives for the Appian Way corridor are to support development that provides jobs, primarily by reusing the Doctors Medical Center site, and to revitalize retail at Appian 80 and to the south of Interstate 80.

Opportunity sites in the Appian Way corridor are (1) the Doctors Medical Center area, (2) the Appian 80 Shopping Center, and (3) the portion of Appian Way located south of I-80 (see Figure 4.3).



### KEY

**Boundaries**

- Project Area Boundary
- Redevelopment Area Boundary

**Nodes**

- ✱ Regional Gateway
- ✱ Neighborhood Gateway

**Opportunity/Improvement Sites**

- # Underutilized/ Opportunity Sites
- Sites in need of Aesthetic Treatment
- L Key Destinations
- P Proposed / New Developments

**Sub-Areas**

- Corridor Sub-Area
- Service Sub-Area
- Mixed Use Sub-Area

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## DEVELOPMENT - OPPORTUNITIES & CONSTRAINTS MAP

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# ECONOMIC DEVELOPMENT STRATEGY

- Doctors Hospital Area: The redevelopment and/or reuse of Doctors Hospital is one of the City's key economic development challenges. A prime site with excellent freeway access, a mixture of office space, lodging, multi-family residential, and/or retail uses could be developed at this site should Doctors Hospital not reopen as a medical facility. Because of existing, planned, and newly developed medical office space within Pinole, a hospital or outpatient facility with complementary services at this site would complete the range of medical services in the community and would create healthy symbiotic relationships between medical uses. Redevelopment of this site provides tremendous opportunities to create jobs in the community. As one of the largest single-ownership sites in the City, the site also could be considered as a campus for vocational or other advanced learning educational institutes, although the market for this type of use is undetermined. Given the resurgence of medical office facilities in Pinole, initial efforts should focus on continued growth in this market sector with a primary objective to investigate the viability of hospital, outpatient facilities, or other medical use at this site.
- Appian 80 Shopping Center: Appian 80 presents a long-term redevelopment challenge. The center is increasingly outdated and the anchor tenant, Safeway, has actively sought other sites that would allow them to operate in a larger footprint. Substantial reconfiguration of the site could allow Safeway to address their long-term goals to expand, while accommodating many of the existing tenants in a more attractive and contemporary facility. Failure to accommodate such retail needs could result in the loss of anchor tenants and substantial vacancies for in-line tenants.

The Pinole market appears able to support the existing primary retail uses (e.g., grocery and drug stores) in larger, modernized tenant space, and this site is large enough to accommodate such uses. Given the large amount of available retail space in Pinole, however, there may not be similar support of other in-line retail uses. During periods of economic decline, the City will likely experience increased retail vacancy rates. This site provides an opportunity to look at mixed-use development opportunities that may be more stable in such periods. Specifically, this site appears well suited for scaled back retail uses that would satisfy the needs of the primary retail tenants (e.g., Safeway and Longs) while providing for residential development to respond to other needs in the community.

- Appian Way South of I-80: In this area, current uses consist of professional office, hotel, public storage, age-restricted multi-family, and single-family residential uses. Over the long term, existing commercial uses along the west side of Appian Way are expected to intensify through

# ECONOMIC DEVELOPMENT STRATEGY

on-site redevelopment and/or expand by purchasing and reusing adjacent parcels zoned for commercial use. Along the east side of Appian Way, single-family residential parcels may characteristically be expected to redevelop to higher-intensity uses over time. This area is well suited to redevelopment as multi-family residential uses in the future.

#### **4.3.4.4 Old Town Strategies**

The activities and amenities of Old Town are essential to supporting a transit-oriented lifestyle. Diverse land uses place office, retail, civic, residential, cultural, and recreational uses within walking distance of each other and transit services. To be successful, residential and commercial densities will have to generate adequate daytime and evening populations to support commerce and transit. Public spaces within Old Town also need to be reconsidered in order to change San Pablo Avenue through Old Town from a through-traffic bypass to a main street and to maximize pedestrian activity to revitalize commercial activity. Important to revitalizing the Old Town are anchor activities or uses that draw people to the area and mesh with the unique character of the downtown. Currently, civic uses are the economic engine in Old Town, with City Hall, the Public Safety Building, the Post Office, Youth Center and Senior Center, Fernandez Park, and the Town Hall Community Theater all located within walking distance of one another. Planned future development within Old Town includes a retail project at the corner of Tennent and San Pablo avenues. Other development opportunities include housing along Tennent Avenue across from the Youth Center. Going forward, small-scale residential, office, and retail mixed-use projects will continue to complement existing development in Old Town. Potential commercial tenants in the Old Town area include sit-down restaurants, specialty retailers (e.g., used bookstores, locksmiths, pet shops), and personal and professional services, including salons and tax preparation services. Redefining the major downtown intersection of San Pablo Avenue and Tennent Avenue with commercial buildings at each corner will provide a visual anchor and sense of place currently lacking in the City's core.

Any effort to revitalize Old Town must be accompanied by a parking plan and strategy that adequately accommodates new parking demand while not over-parking the downtown. Opportunities for shared parking and recognition that pedestrian travel between well-located parking facilities and the commercial destination is what makes for a walkable downtown are important to downtown's resurgence. In addition to modifying circulation and establishing a parking strategy, the City also needs to:

# ECONOMIC DEVELOPMENT STRATEGY

- Make the economic vitality of Old Town a priority by attracting anchor uses and activities to the downtown and growing clusters of anchor uses in the downtown such as cultural and civic facilities, specialty restaurants, and retail;
- Support the economic health of Old Town by encouraging more, and higher-density, housing within walking distance of Old Town;
- Enhance multi-modal, pedestrian-friendly access to Old Town by providing bicycle lanes, wider sidewalks with amenities, bus stops and shelters; and
- Establish the identity of Old Town as a vital area for commerce through wayfinding graphics, public art, and thematic streetscape elements.

## A. Circulation

To implement the Specific Plan vision for Old Town, San Pablo Avenue will have to be recast as a main street rather than a bypass, with a distinct, vibrant, pedestrian-oriented destination for commerce, civic activity, and recreation. To accomplish this, San Pablo Avenue needs to be redesigned to discourage bypass traffic, slow automobiles, and promote pedestrian activity on the street. The Specific Plan proposes to do this by reducing vehicle travel lanes to one in each direction while providing space for bicycle circulation, widened sidewalks, and public amenities.

# ECONOMIC DEVELOPMENT STRATEGY

**Figure 4.4**  
**San Pablo/ Tennent Avenue - Before Improvements**



**Figure 4.5**  
**San Pablo/ Tennent Avenue - After Improvements**



# ECONOMIC DEVELOPMENT STRATEGY

## B. Parking

In order to provide development opportunity and adequate parking in Old Town, the Redevelopment Agency has assembled property for shared parking and the City has promulgated standards that rely on this parking rather than compelling each business to satisfy parking demand on-site. These two actions maintain the traditional downtown commercial character and pedestrian nature of this business district. The City periodically evaluates parking conditions to ensure that adequate parking remains available, and these studies continue to demonstrate that there is adequate parking for Old Town. Redevelopment of Old Town under the Specific Plan has the potential to increase parking demand beyond the present parking supply. To balance pedestrian-friendly design with future parking needs, the parking management strategy for Old Town:

- Defines parking as being adequate if parking demand does not exceed 85 percent of the available capacity within a two-block radius of a project;
- Will implement parking controls (e.g., time limits, metered parking, remotely located employee parking) before seeking to expand parking capacity;
- Will continue to monitor parking supply and demand on a regular basis; and
- Will consider expanding available shared public parking (e.g., a parking garage) in order to relieve individual projects of the obligation to provide parking on-site as determined by a parking management study.

## **4.4 OPPORTUNITY SITES**

Opportunity sites will, with appropriate development, substantially further the City's objectives related to economic vitality and diverse housing opportunities. The following discussion identifies the area, land use, and desirable future development prototypes for the opportunity sites along the San Pablo Avenue corridor. The opportunity sites were selected with the following criteria in mind:

- **Ability to catalyze other development.** Due to their location and/or size, development on these opportunity sites would set the tone for land uses in the area and help spark additional activity along the corridor.
- **"Anchor" properties.** Development of these opportunity sites was seen as crucial to establishing the corridor's character.

# ECONOMIC DEVELOPMENT STRATEGY

- **Readiness to be developed.** Sites that were either vacant or underutilized, and/or that require minimal land assembly are considered prime candidates for economic development. These “low-hanging fruit” would require less effort by a developer to build out the property.

## 4.4.1 SAN PABLO AVENUE CORRIDOR

Figure 4.6 identifies the opportunity sites along the San Pablo Avenue corridor.

### A) San Pablo/Tennent Avenues

Located at the intersection of San Pablo and Tennent avenues, this site anchors one corner of the primary crossroads in Old Town and could be redeveloped to be part of a vibrant business core (Figure 4.7).

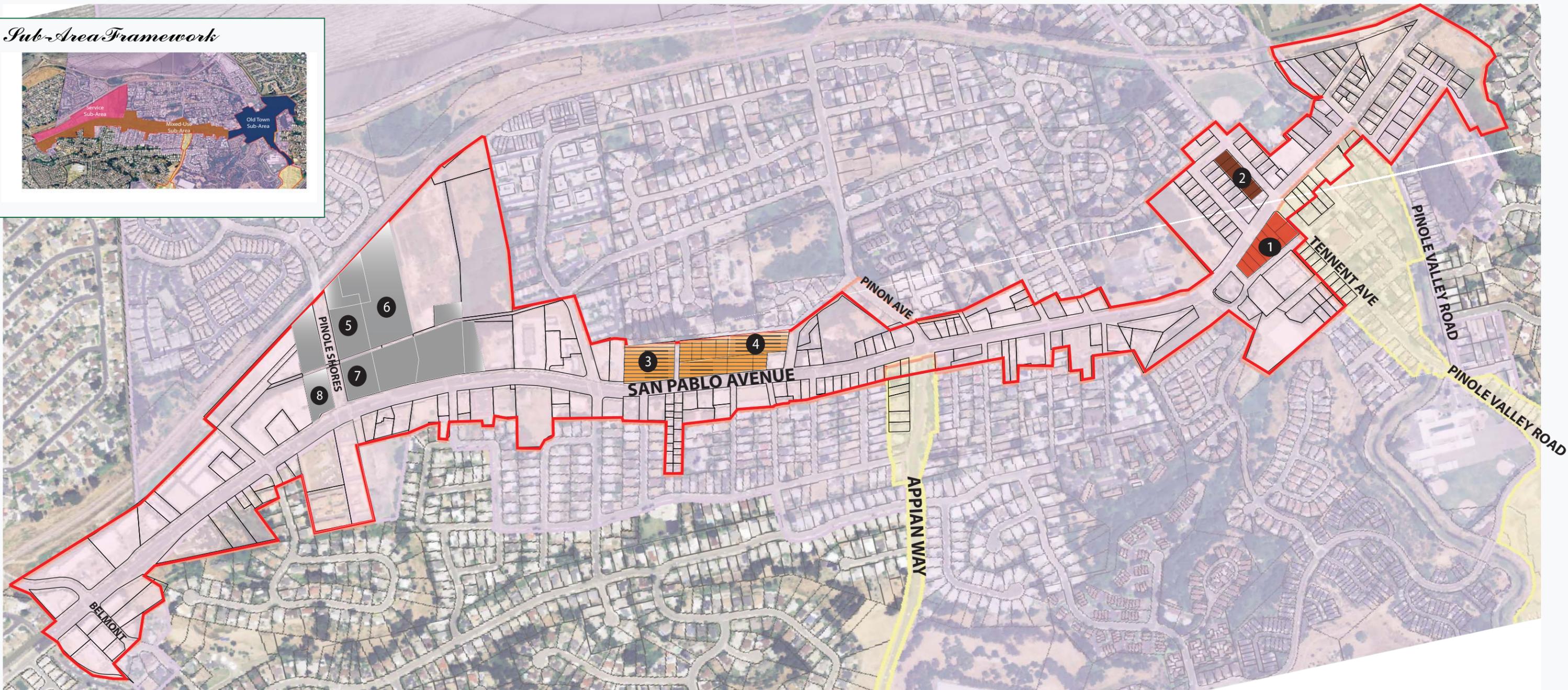
### B) Tennent/Park

In the heart of Old Town, just off of San Pablo Avenue and across the street from civic and recreational facilities, this site is close to transit and services and is well situated for housing.

### C) Madrone and Roble

These two sites are located on a segment of San Pablo Avenue that provides opportunities to increase residential densities in a way that supports the objectives of the Priority Development Area and the Specific Plan.

*Sub-Area Framework*



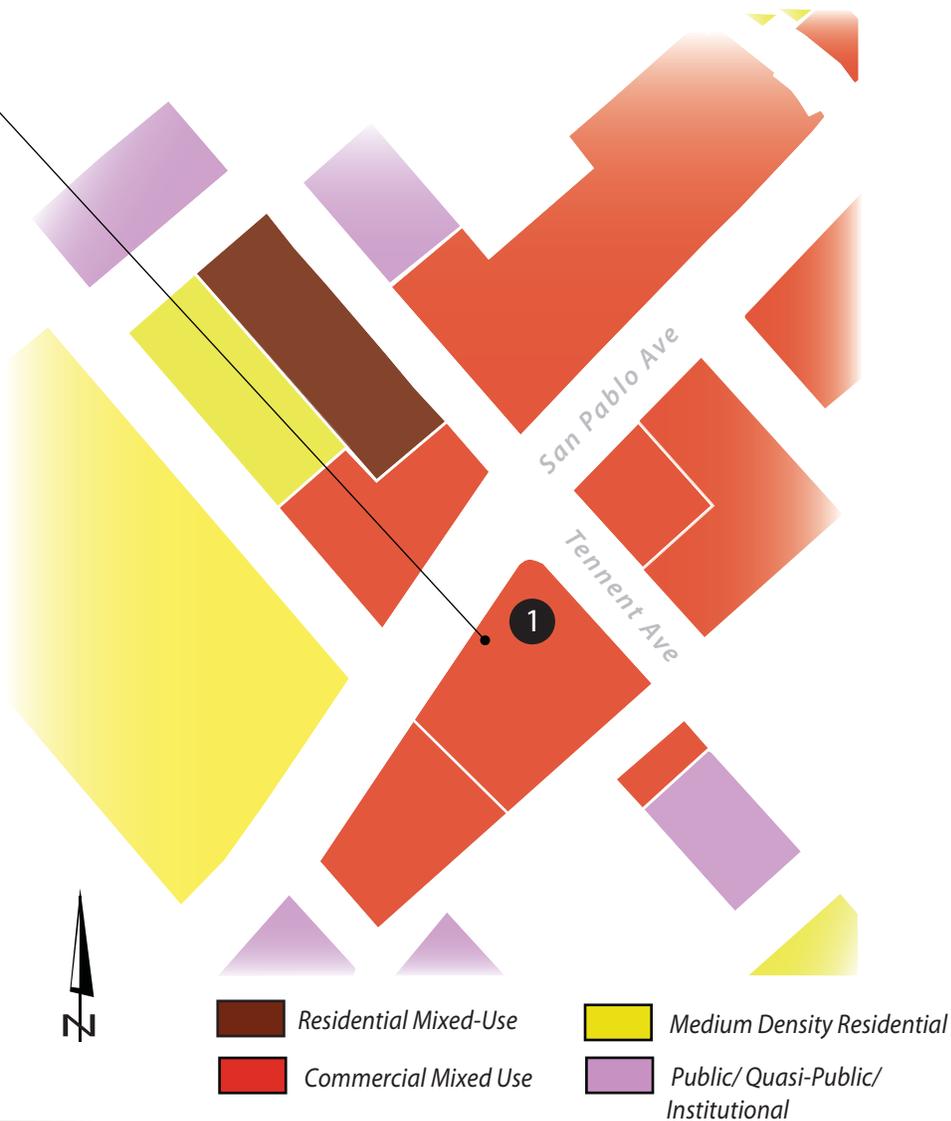


# Opportunity Sites: Potential Development Diagram

## Fig4.7 San Pablo Avenue - Old Town District: *Opportunity Site 1*

### Opportunity Site 1

Development / Building Form



Existing Conditions

Site Information	
Size:	1 Acre
Zoning:	CMU
Height Limit:	35'
Minimum Frontage:	80%
Development Prototype	
Commercial:	5,000- 20,000 Sq. Ft.
Residential:	18 Units
FAR	1.5 - 1.75
<b>Desired Uses:</b> Residential, Restaurant, Bookstore	

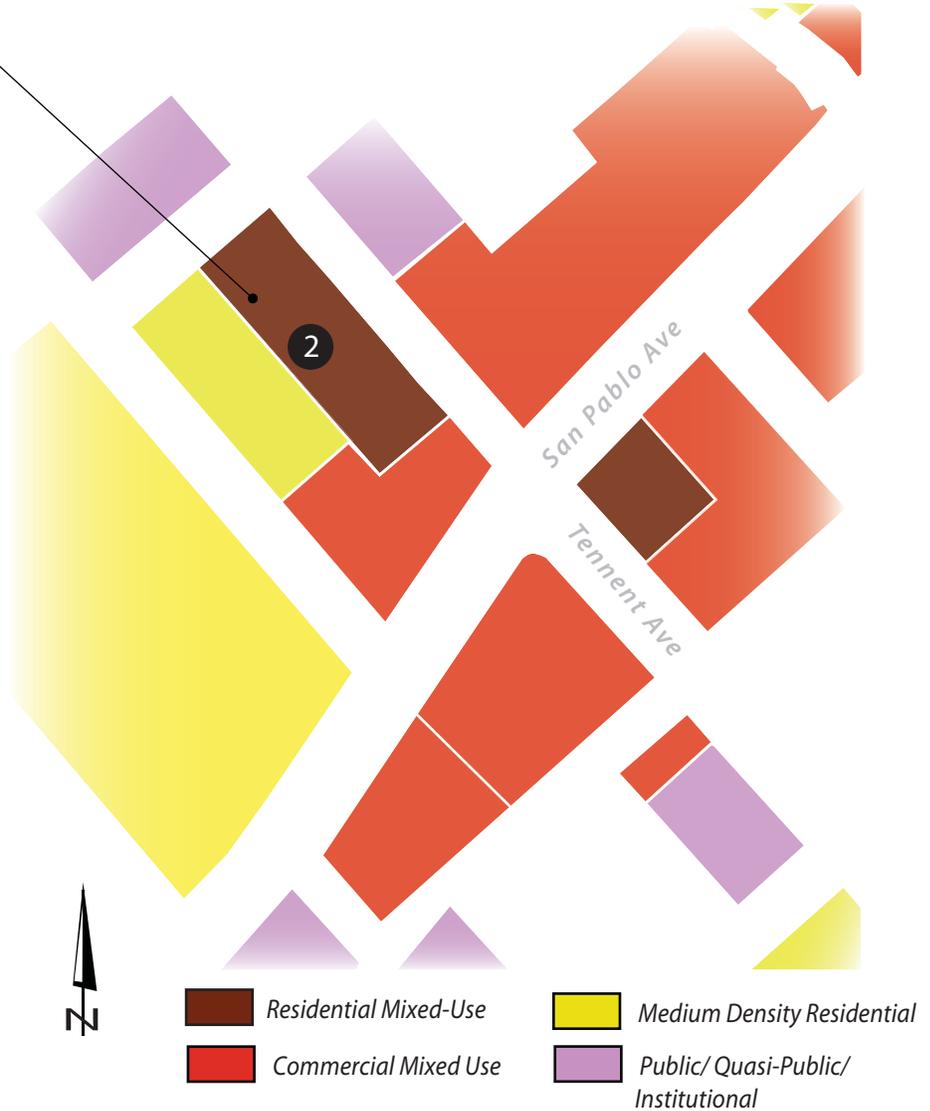


# Opportunity Sites: Potential Development Diagram

## Fig 4.8 San Pablo Avenue - Old Town District: *Opportunity Site 2*

### Opportunity Site 2

Development / Building Form



Existing Conditions

Site Information	
Size:	0.52 Acres
Zoning:	RMU
Height Limit:	35'
Minimum Frontage:	80%
Development Examples	
Residential:	10 Units
FAR	NA
<b>Desired Uses:</b> Residential Use	

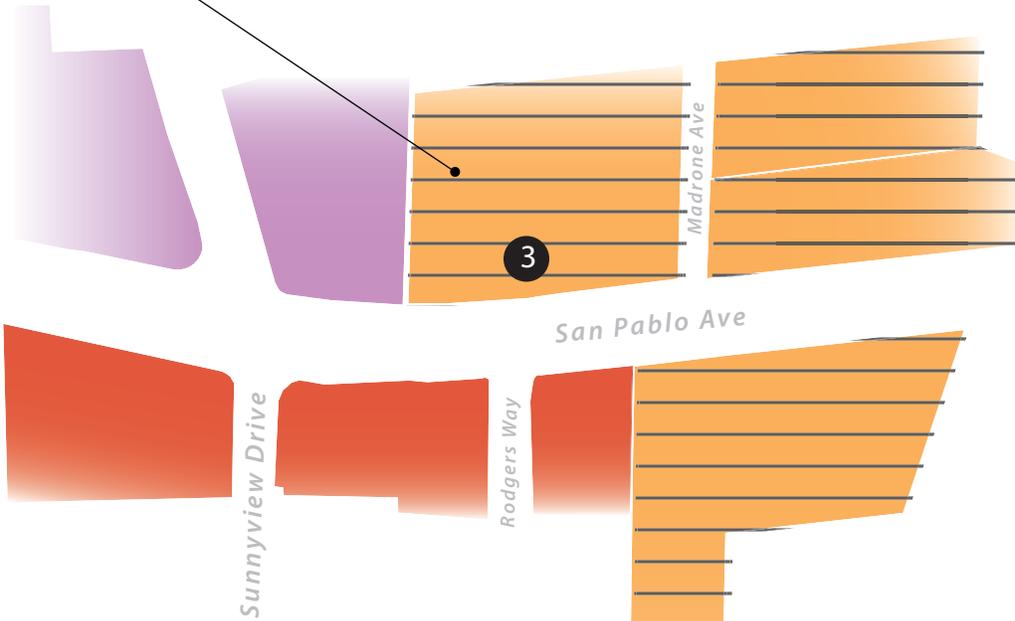


# Opportunity Sites: Potential Development Diagram

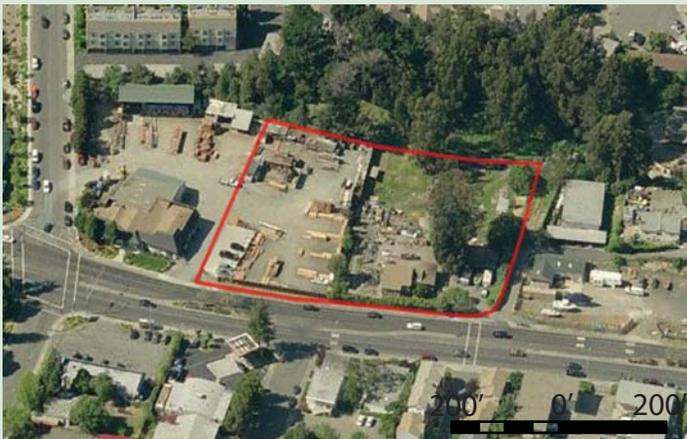
## Fig 4.9 San Pablo Avenue - Mixed Use District: *Opportunity Site 3*

### Opportunity Site 3

Development / Building Form



- Commercial Mixed Use
- High Density Residential
- Very High Density Residential
- Public/Quasi-Public/Institutional



Existing Conditions

Site Information	
Size:	0.96 Acres
Zoning:	VHDR
Height Limit:	50'
Minimum Frontage:	60%
Development Examples	
Residential:	36 Units
FAR	NA
<b>Desired Uses:</b> Residential Use	

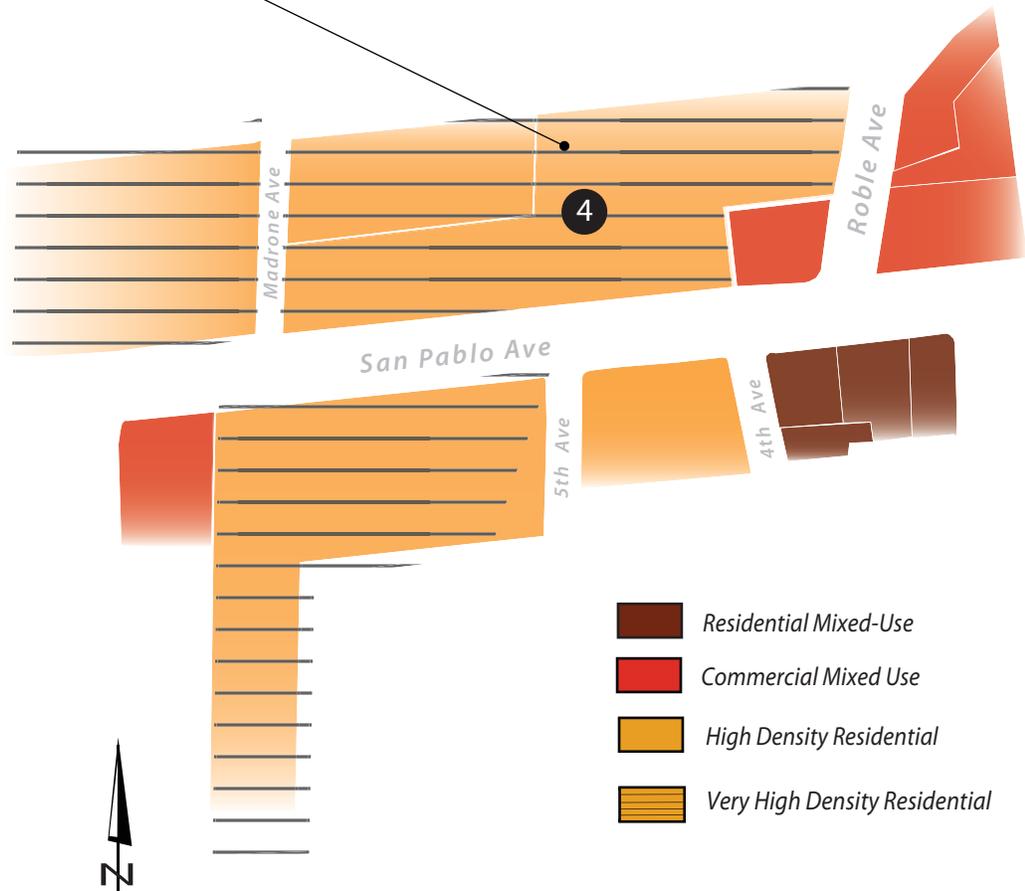


# Opportunity Sites: Potential Development Diagram

## Fig 4.10 San Pablo Avenue - Mixed Use District: *Opportunity Site 4*

### Opportunity Site 4

Development / Building Form



-  Residential Mixed-Use
-  Commercial Mixed Use
-  High Density Residential
-  Very High Density Residential



Existing Conditions

Site Information	
Size:	2.45Acres
Zoning:	VHDR
Height Limit:	50'
Minimum Frontage:	60%
Development Examples	
Residential:	92 Units
FAR	NA
<b>Desired Uses:</b> Residential Use	



# ECONOMIC DEVELOPMENT STRATEGY

## **D) Sugar City Area**

One objective of the Specific Plan is to protect industrial land uses. Industrial land provides job opportunities that pay a living wage, diversify and stabilize a city's economic base, and support other commercial enterprise. By promoting green industry and similar businesses that replicate the Sugar City model of reclaiming building materials, land use at the western end of San Pablo Avenue can ensure continued vitality in the industrial sector. The Specific Plan recognizes that there are existing thriving industrial and other commercial uses that contribute to the economic health and jobs/housing balance in Pinole. The following prototypes are not intended to suggest that these existing uses should be replaced. They are provided as a model for the type of industrial development that could take place if future conditions result in land use changes.

# ECONOMIC DEVELOPMENT STRATEGY

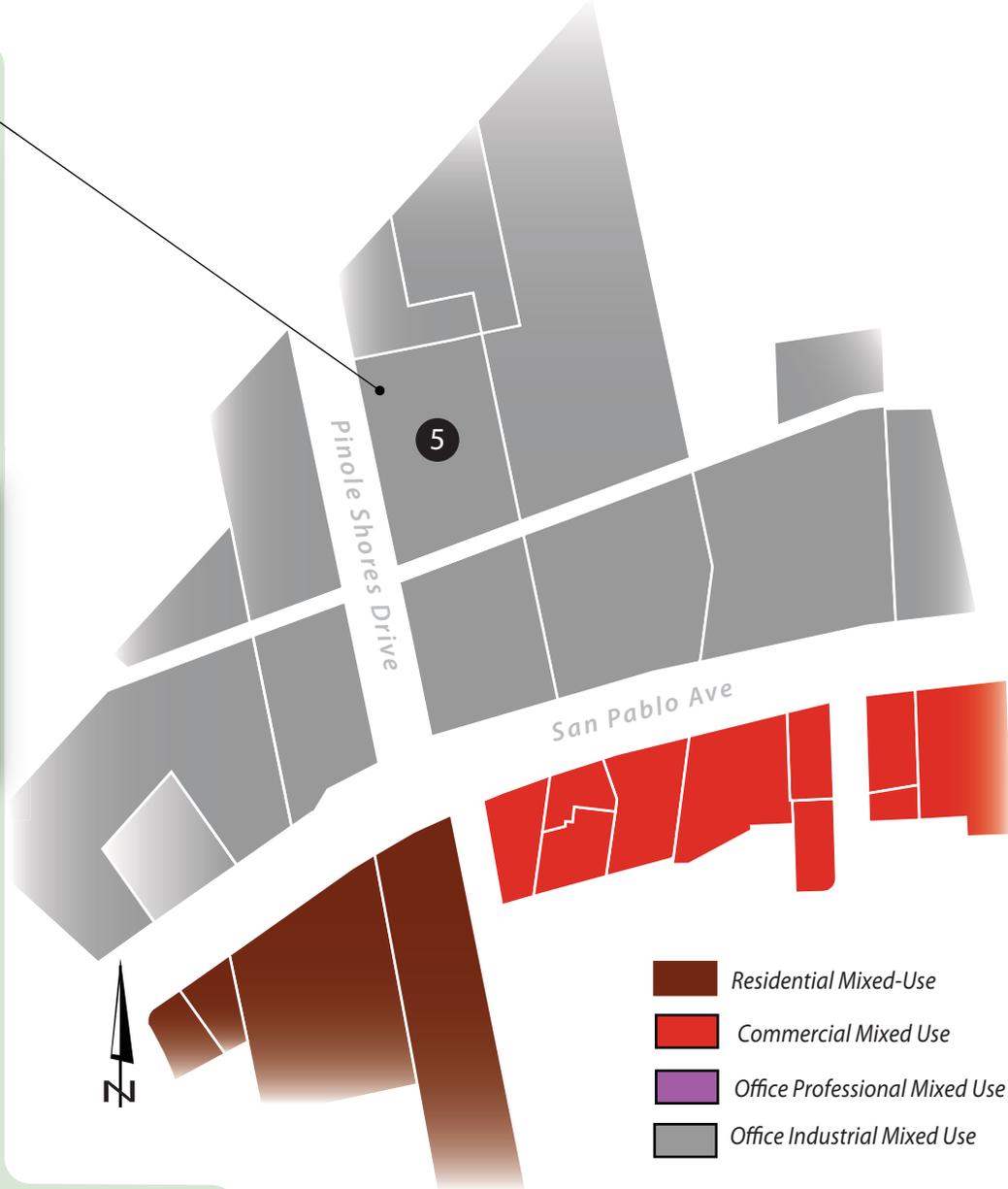
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# Opportunity Sites: Potential Development Diagram

Fig 4.11 San Pablo Avenue - Service District:  
**Opportunity Site 5**

## Opportunity Site 5

Development / Building Form



Existing Conditions

Site Information	
Size:	0.84 Acres
Zoning:	OIMU
Height Limit:	50'
Minimum Frontage:	30%
Development Examples	
Industrial:	N/A
FAR	25%
<b>Desired Uses:</b> Green Industry	

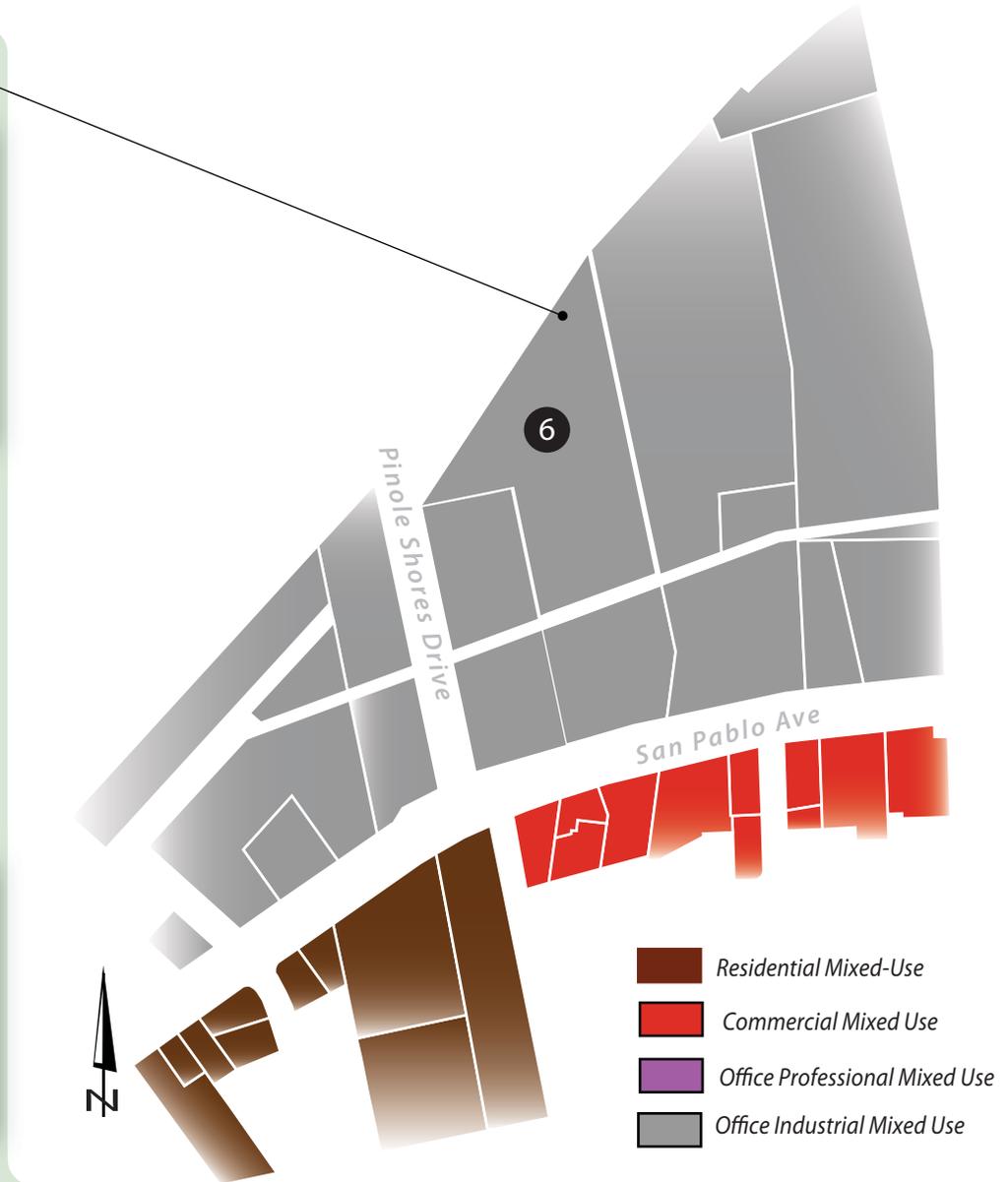


# Opportunity Sites: Potential Development Diagram

Fig 4.12 San Pablo Avenue - Service District:  
**Opportunity Site 6**

## Opportunity Site 6

Development / Building Form



Existing Conditions

Site Information	
Size:	2.34 Acres
Zoning:	OIMU
Height Limit:	50'
Minimum Frontage:	30%
Development Examples	
Industrial:	26,000 Sq. Ft.
FAR	25%
<b>Desired Uses:</b> Green Industry	

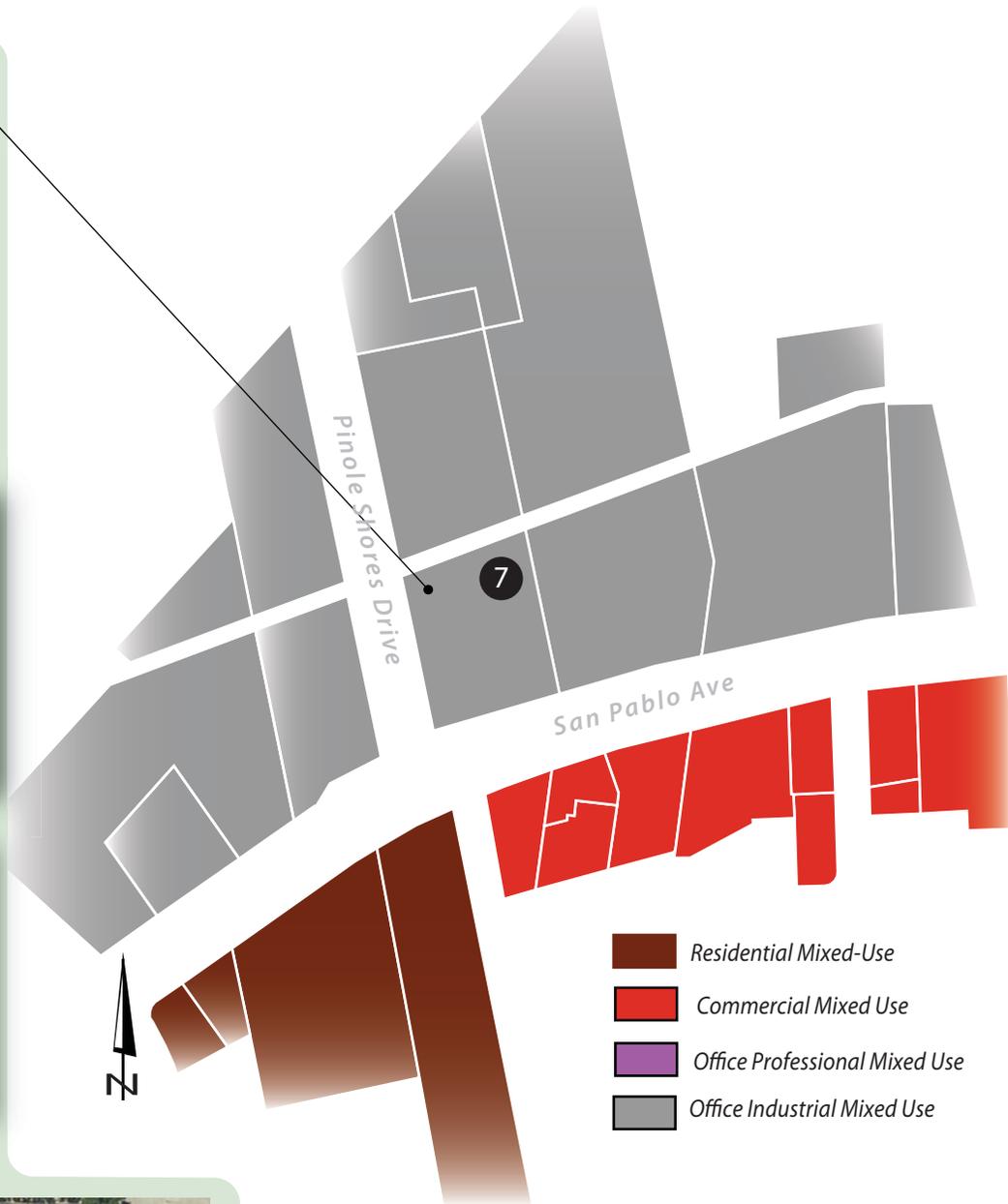


# Opportunity Sites: Potential Development Diagram

## Fig 4.13 San Pablo Avenue - Service District: **Opportunity Site 7**

### Opportunity Site 7

Development / Building Form



- Residential Mixed-Use
- Commercial Mixed Use
- Office Professional Mixed Use
- Office Industrial Mixed Use



Existing Conditions

Site Information	
Size:	1.28 Acres
Zoning:	OIMU
Height Limit:	50'
Minimum Frontage:	30%
Development Examples	
Industrial:	11,000 Sq. Ft.
FAR	25%
<b>Desired Uses:</b> Office / Flex	

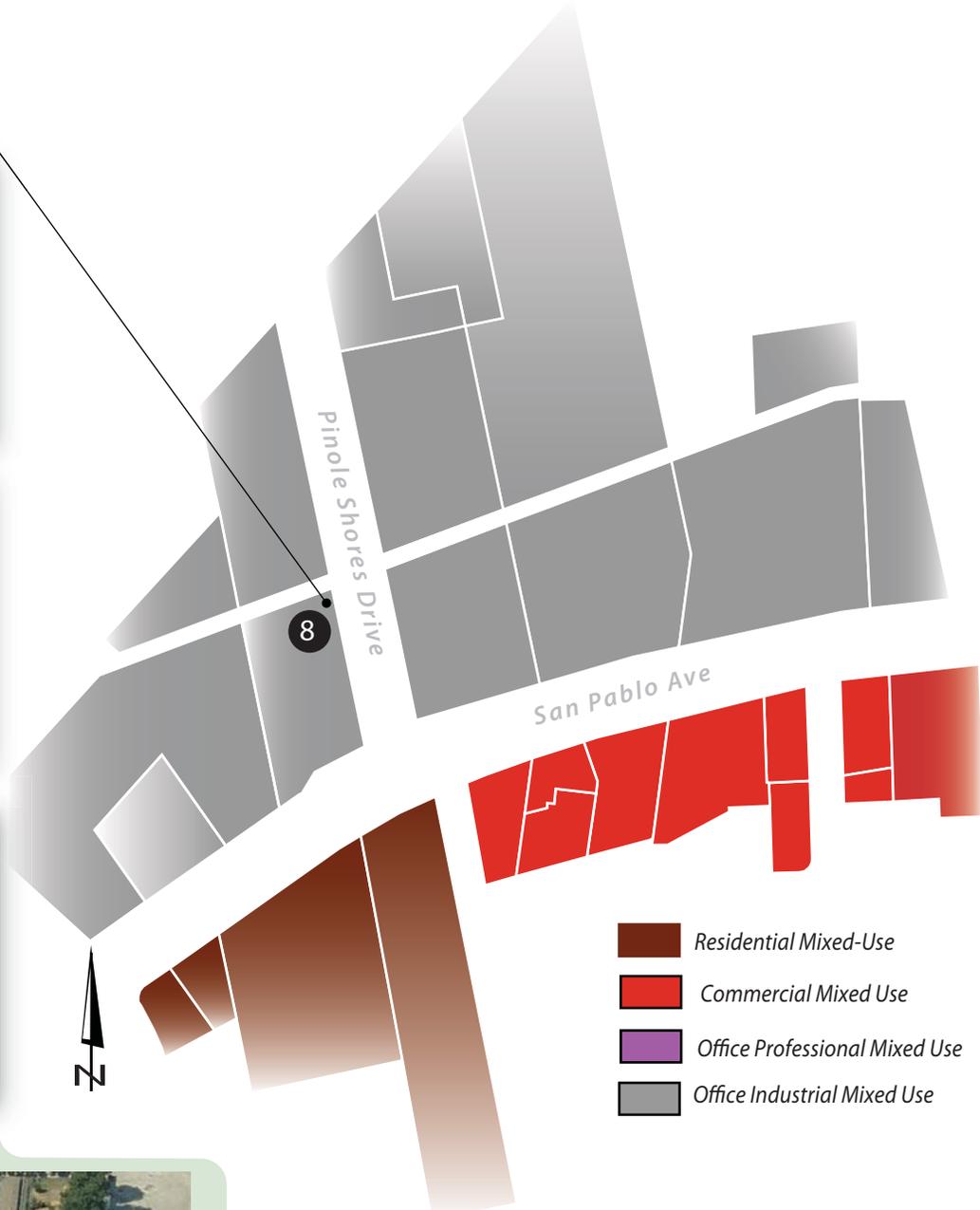
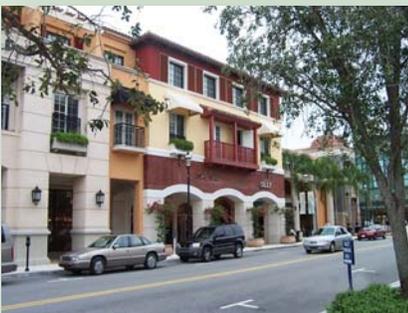


# Opportunity Sites: Potential Development Diagram

## Fig 4.14 San Pablo Avenue - Service District: **Opportunity Site 8**

### Opportunity Site 8

Development / Building Form



Existing Conditions

Site Information	
Size:	1.46 Acres
Zoning:	OIMU
Height Limit:	50'
Minimum Frontage:	30%
Development Examples	
Commercial:	10,000 Sq. Ft.
FAR	15%
<b>Desired Uses:</b> Convenience Retail	



# ECONOMIC DEVELOPMENT STRATEGY

## **4.4.2 PINOLE VALLEY ROAD CORRIDOR**

Figure 4.15 identifies the opportunity sites along the Pinole Valley Road corridor.

### **A) Gateway West/Pinole Valley Lanes**

With high visibility and good freeway access, these gateway properties provide an excellent opportunity for office, retail, or lodging uses. While the sites could be developed with residential units, the prototype described below seeks to take advantage of the site visibility and accessibility by providing office and retail uses.

The western edge of both of these properties abuts Pinole Creek. Any development proposal should incorporate the creek as an asset for the site, create appropriate connections to the Pinole Creek Trail, and enhance this important community resource.

### **B) Pinole Valley Road**

In general, development along all three corridors should be sited to reinforce the roadside zone as a place for safe pedestrian activity that is directly related to business activity. This prototype provides examples of how this could be accomplished on the subject and surrounding properties.

### **C) 2885 & 2995 Pinole Valley Road**

There are a variety of small vacant or underutilized properties within the Specific Plan Area. These two parcels on Pinole Valley Road are indicative of a type of smaller, infill retail development the City would encourage.

# ECONOMIC DEVELOPMENT STRATEGY

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*Sub-Area Framework*



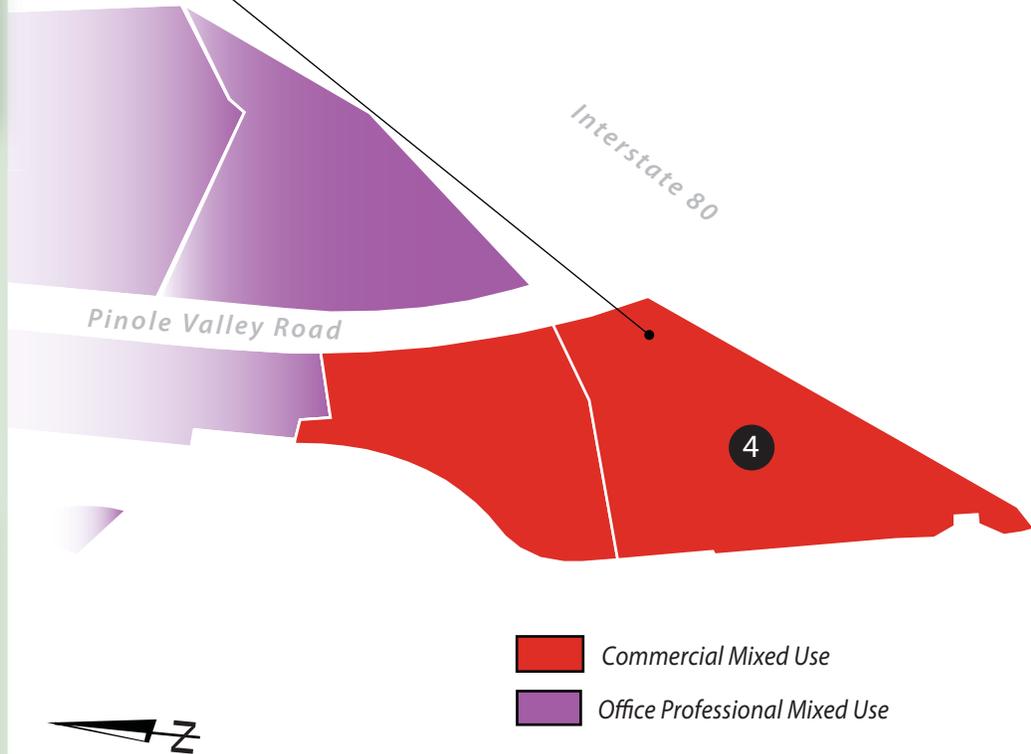


# Opportunity Sites: Potential Development Diagram

## Fig 4.16 Pinole Valley Road - Service District: *Opportunity Site 4*

### Opportunity Site 4

Development / Building Form



Existing Conditions

Site Information	
Size:	2.24 Acres
Zoning:	CMU
Height Limit:	50'
Minimum Frontage:	30%
Development Examples	
Commercial:	30,050 Sq. Ft.
FAR	30%
<b>Desired Uses:</b> Medical Offices, Restaurant	

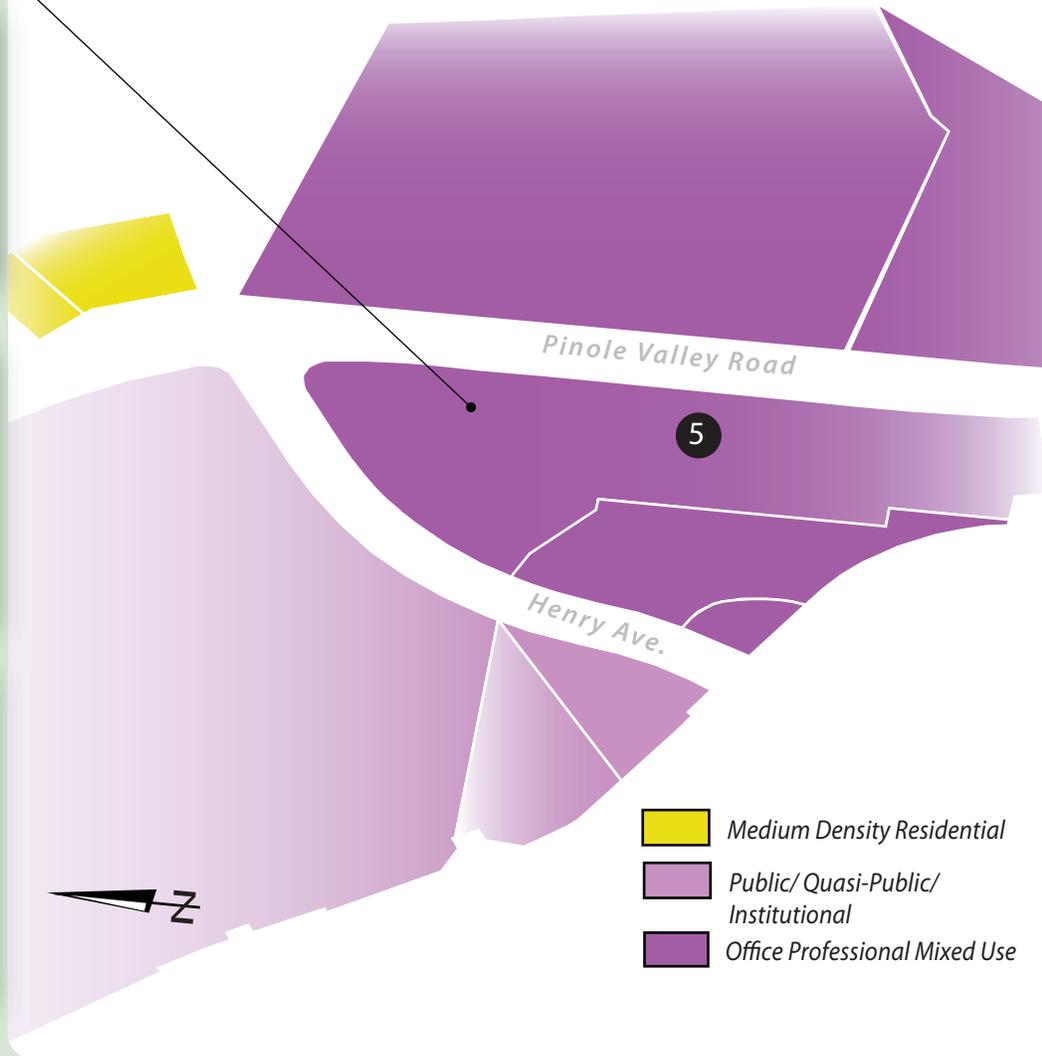


# Opportunity Sites: Potential Development Diagram

## Fig 4.17 Pinole Valley Road - Service District: *Opportunity Site 5*

### Opportunity Site 5

Development / Building Form



-  Medium Density Residential
-  Public/ Quasi-Public/ Institutional
-  Office Professional Mixed Use



Existing Conditions

Site Information	
Size:	4.46 Acres
Zoning:	OPMU
Height Limit:	50'
Minimum Frontage:	30%
Development Examples	
Commercial:	70,000 Sq. Ft.
FAR	40%
<b>Desired Uses:</b> Medical Offices	

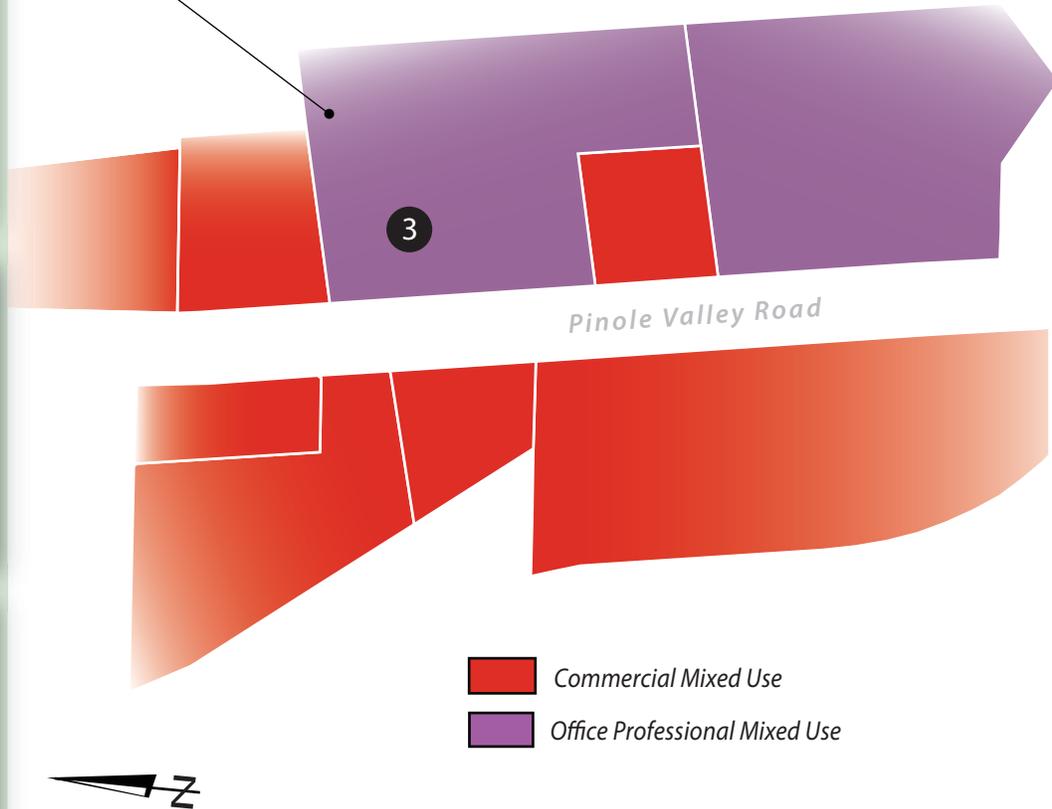


# Opportunity Sites: Potential Development Diagram

## Fig 4.18 Pinole Valley Road - Service District: *Opportunity Site 3*

### Opportunity Site 3

Development / Building Form



- Commercial Mixed Use
- Office Professional Mixed Use



Existing Conditions

Site Information	
Size:	Acres
Zoning:	OPMU
Height Limit:	50'
Minimum Frontage:	30%
Development Examples	
Commercial:	68,750 Sq. Ft.
FAR	50%
<b>Desired Uses:</b> Office Mixed Use	

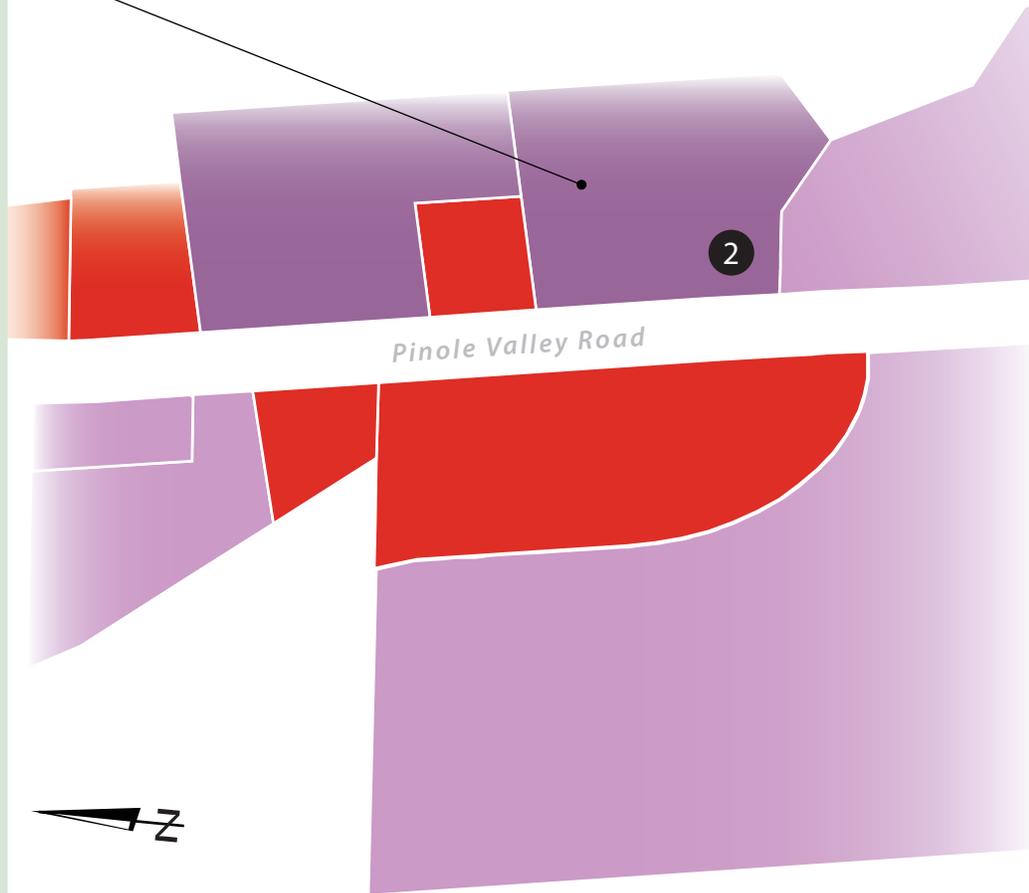


# Opportunity Sites: Potential Development Diagram

Fig 4.19 Pinole Valley Road - Service District:  
**Opportunity Site 2**

## Opportunity Site 2

Development / Building Form



- Commercial Mixed Use
- Office Professional Mixed Use
- Medium Density Residential
- Public/ Quasi-Public/ Institutional



Existing Conditions

Site Information	
Size:	1.72 Acres
Zoning:	OPMU
Height Limit:	50'
Minimum Frontage:	30%
Development Examples	
Commercial:	11,250 Sq. Ft.
FAR	30%
<b>Desired Uses:</b> Convenience Retail	

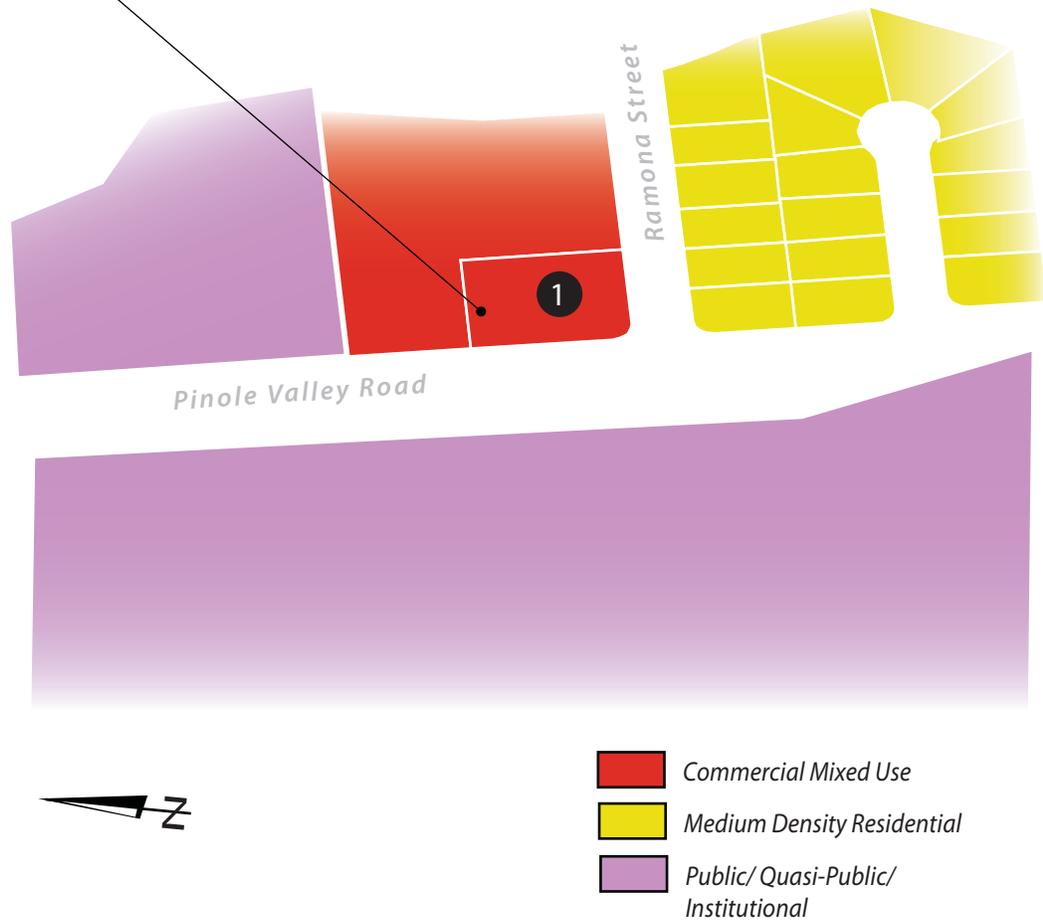


# Opportunity Sites: Potential Development Diagram

## Fig 4.20 Pinole Valley Road - Service District: *Opportunity Site 1*

### Opportunity Site 1

Development / Building Form



Existing Conditions

Site Information	
Size:	0.45 Acres
Zoning:	CMU
Height Limit:	50'
Minimum Frontage:	30%
Development Examples	
Commercial:	3,000 Sq. Ft.
FAR	30%
<b>Desired Uses:</b> Convenience Retail, Mixed Use with Housing	



# ECONOMIC DEVELOPMENT STRATEGY

## **4.4.3 APPIAN WAY**

Figure 4.21 identifies the opportunity sites along the Appian Way corridor.

### **A) Appian 80**

In the near to long term, a major capital upgrade of the existing shopping center will be required to retain and accommodate existing tenants in a more attractive and contemporary facility.

### **B) Doctors Medical Center and Appian/Canyon**

The City would welcome the restoration and reuse of Doctors Medical Center as a hospital, outpatient, or other primary medical facility. This site and the adjoining property at the Appian/Canyon intersection also have tremendous potential for residential, commercial office, and/or retail and lodging uses. Land uses for these two sites provide maximum flexibility to respond to market conditions and to take advantage of site visibility and accessibility.

# ECONOMIC DEVELOPMENT STRATEGY

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*Sub-Area Framework*



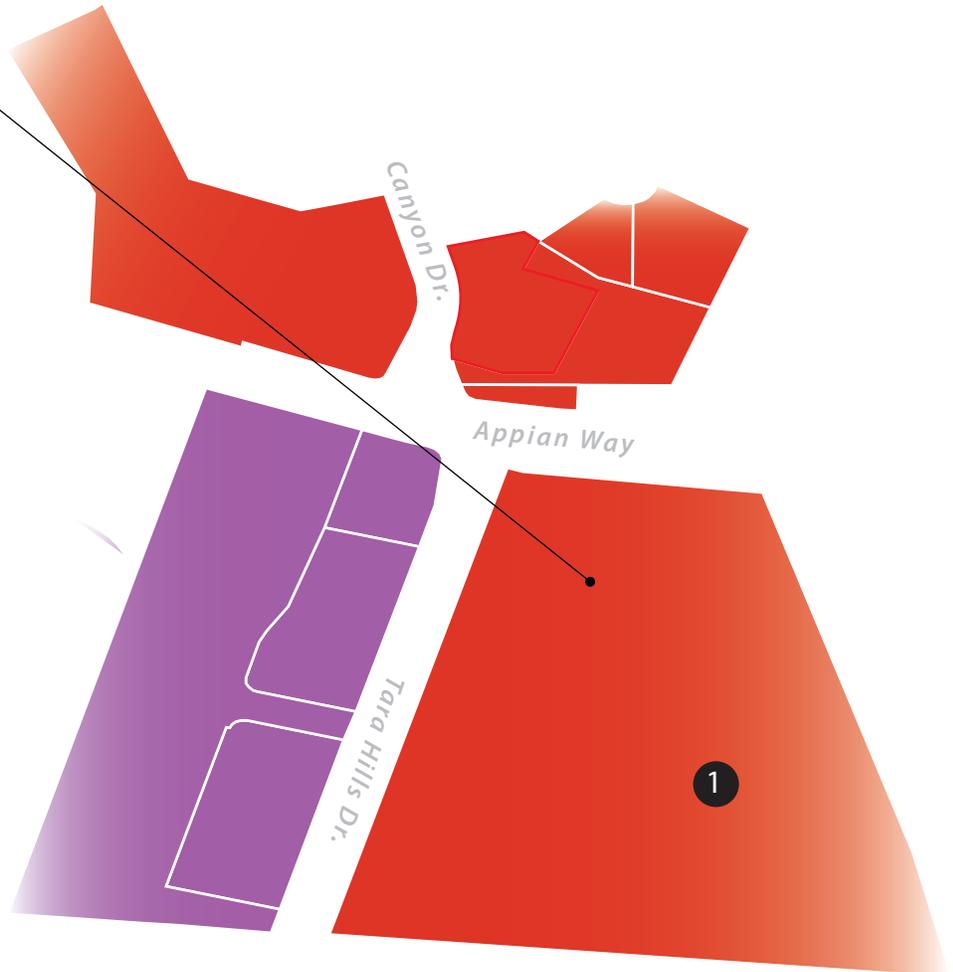


# Opportunity Sites: Potential Development Diagram

Fig 4.22 Appian Way - Service District:  
**Opportunity Site 1**

## Opportunity Site 1

Development / Building Form



- Commercial Mixed Use
- Office Professional Mixed Use



Existing Conditions

Site Information	
Size:	11.82 Acres
Zoning:	CMU
Height Limit:	35'
Minimum Frontage:	60%
Development Examples	
Commercial:	140,000 Sq. Ft.
FAR	40%
<b>Desired Uses:</b> Retail or Mixed Use Residential and Retail	

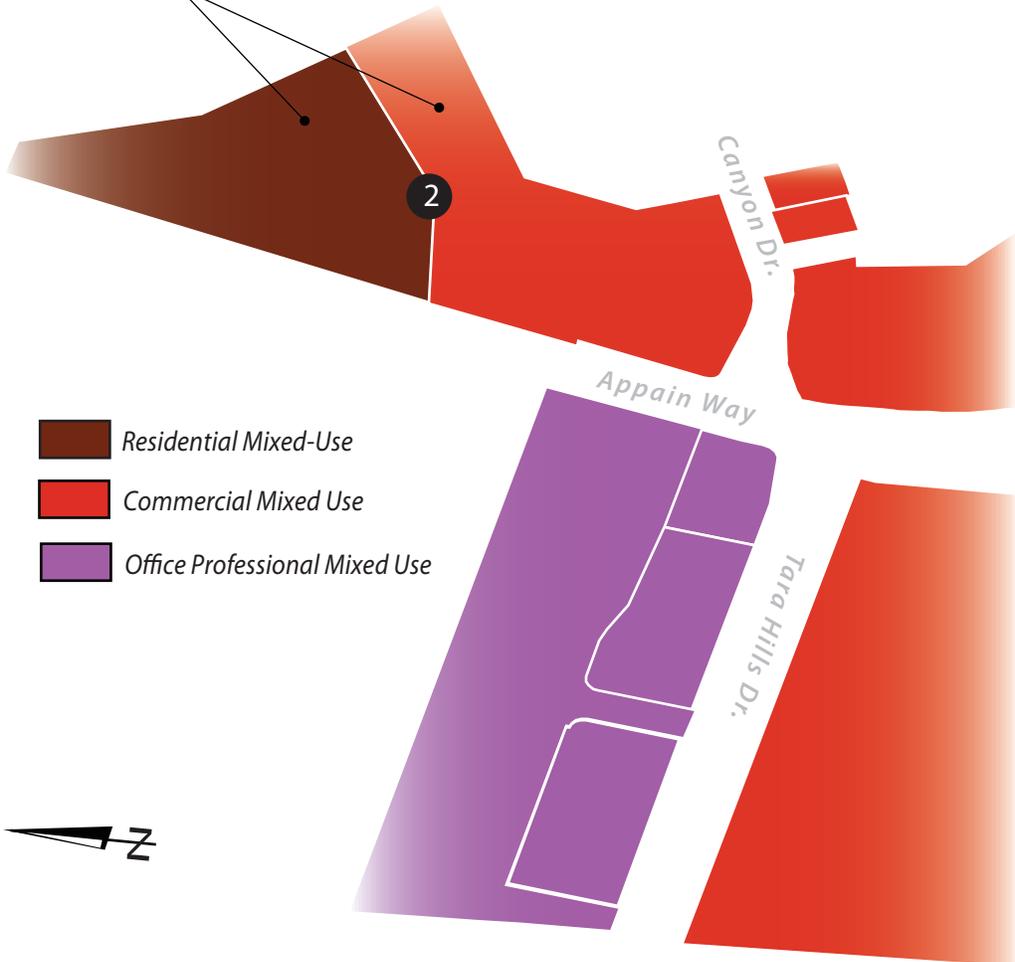


# Opportunity Sites: Potential Development Diagram

## Fig 4.23 Appian Way - Service District: *Opportunity Site 2*

### Opportunity Site 2

Development / Building Form



Existing Conditions

Site Information	
Size:	7.41 Acres
Zoning:	CMU + RMU
Height Limit:	35'
Minimum Frontage:	60%
Development Examples	
Commercial:	75,000 Sq. Ft.
Residential:	225 Units
FAR	100%
<b>Desired Uses:</b> Hospital, Out-Patient, or Other Medical Facility, Lodging, Mixed Use	

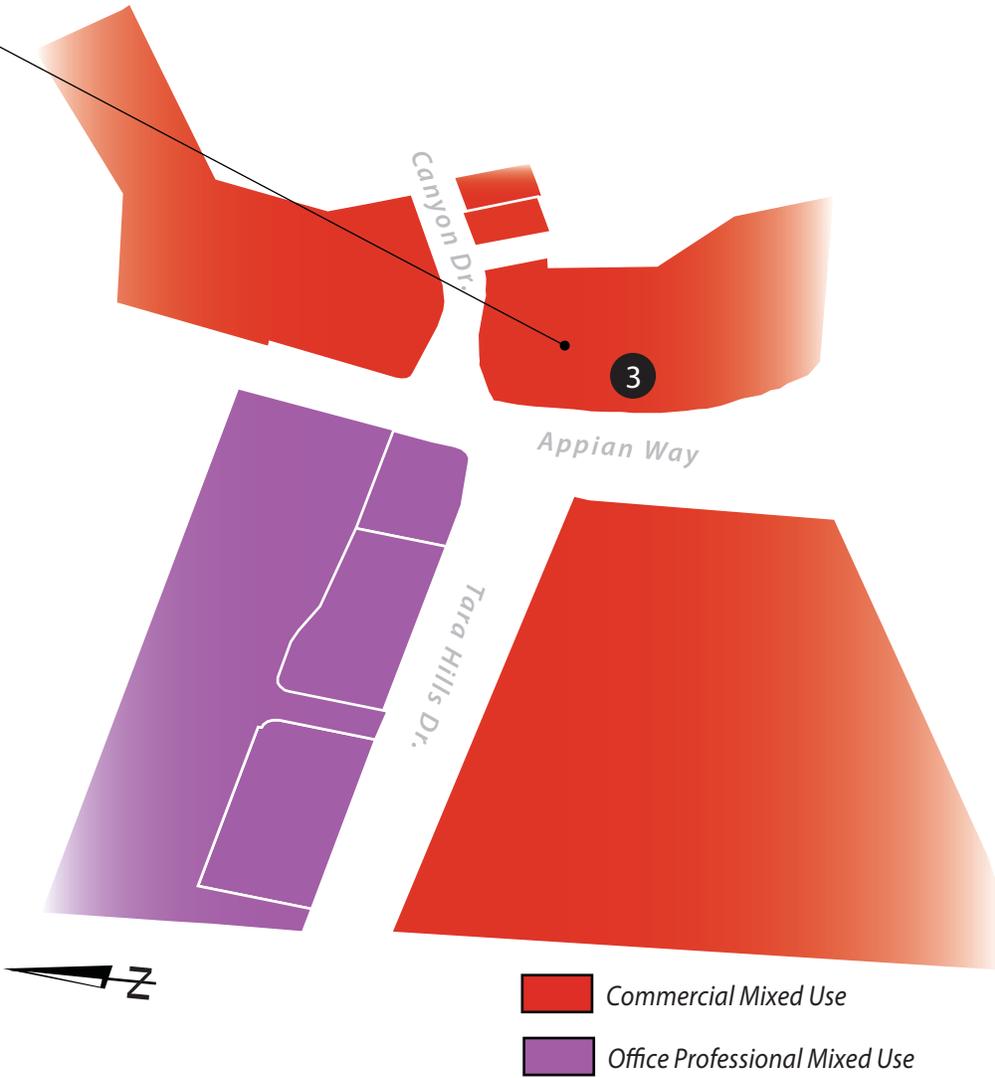


# Opportunity Sites: Potential Development Diagram

## Fig 4.24 Appian Way - Service District: *Opportunity Site 3*

### Opportunity Site 3

Development / Buildings Forms



- Commercial Mixed Use
- Office Professional Mixed Use



Existing Conditions

Site Information	
Size:	1.92 Acres
Zoning:	CMU
Height Limit:	35'
Minimum Frontage:	60%
Development Examples	
Commercial:	175,000 Sq. Ft.
FAR	90%
<b>Desired Uses:</b> Office, Lodging	



# ECONOMIC DEVELOPMENT STRATEGY

## 4.5 DEVELOPMENT POTENTIAL

The Specific Plan increases development potential within the three corridors. Predicting how much additional commercial square footage and how many additional residential units would develop under the Specific Plan in the next 20 to 30 years is difficult because the land use is deliberately flexible to accommodate a broad range of market conditions. The percentage of commercial and residential use within the mixed-use zones could vary broadly, while lot coverage will be higher in locations where off-site parking facilities (e.g., a parking garage in Old Town) obviate the need for parking on-site and lower for some commercial uses (e.g., industry) that are not located entirely within a structure. Chapter 6 includes a description of assumptions and development that could occur within the San Pablo Avenue, Pinole Valley Road, and Appian Way corridors.