

**City/Chamber of Commerce
Draft Specific Plan
San Pablo Avenue Corridor Meeting
April 2, 2009**

- ❑ **Concern about timing for construction of roadway modifications to minimize business disruption**
- ❑ **Want businesses to be compensated for drop in revenue during construction**
- ❑ **Want new land use districts to bring complementary businesses**
- ❑ **Concern expressed about traffic flow and congestion with elimination of auto travel lanes**
- ❑ **Desire for City to do more to market the community to attract investment**
- ❑ **Concern about high speeds and debris near Shale Hill portion of corridor**
- ❑ **Concern about pedestrian and bicycle safety due to lack of side walk and debris on north side of San Pablo Avenue near Shale Hill**
- ❑ **Concern about aging EBMUD water main line within ROW near intersection of Fern and San Pablo Avenue and need for replacement**
- ❑ **Coordination needed between roadway surface improvements and existing utilities**
- ❑ **Need to think about broad long range objectives for corridor rather than fighting over details**
- ❑ **Need to ensure roadway improvement budgets are carefully priced and risk is shared**
- ❑ **Concern expressed about location of lane configuration transition between Alvarez and Oakridge and impact on businesses on south side of the street**
- ❑ **Wants Pinole demographic information taken into consideration during planning effort**
- ❑ **Concern that public participation effort so far reflected input from residents but not business community because of busy schedules and lack of availability for night meeting attendance**
- ❑ **Wants meaningful public participation process where City takes feedback into consideration**
- ❑ **Would like outside experts to provide more information about where similar proposals have been tried**
- ❑ **Proposed ROW Transition Information shown in Figure 5.2 is a concern for property owner on south side of San Pablo Avenue between Alvarez and Oak Ridge due to limited ability to make left turn movements into China House Restaurant parking lot. Owner wants to retain ability for westbound drivers to be able to make left turn movements**

**City/Chamber of Commerce
Draft Specific Plan
Appian Way Corridor Meeting
April 9, 2009**

- ❑ **Concern expressed about visibility of commercial services from Interstate 80 southwest of the intersection of Appian Way and Fitzgerald**
- ❑ **Public safety is a concern along south of Interstate 80**
- ❑ **Tree removal or pruning desired to improve visibility and address crime and loitering concerns**
- ❑ **Pedestrian access improvements desired near Interstate 80**
- ❑ **Private stairway or switch back walkway for improved pedestrian access desired to connect commercial areas along south side of Fitzgerald and businesses along west side of Appian Way south of Interstate 80**
- ❑ **Existing mature trees roots are damaging retaining walls and sidewalks**
- ❑ **More senior housing needed**
- ❑ **More mixed age housing development desired**

**City/Chamber of Commerce
Draft Specific Plan
Pinole Valley Road Corridor Meeting
April 16, 2009**

- ❑ **Concern about driveway access into Pinole Valley Shopping Center and need to flare the driveway near Mechanics Bank**
- ❑ **Concern expressed about internal circulation issues within Pinole Valley Shopping Center including width of drive aisles**
- ❑ **Crime and loitering a concern near Pinole Valley High School**
- ❑ **Concern expressed about close coordination needed when considering development of Opportunity Site 1 at northeast corner of Pinole Valley Road and Ramona and opposition to future development proposals**
- ❑ **Concerned about appearance of Pinole Valley High School**
- ❑ **Concern expressed about pedestrian safety in vicinity Caltrans Interstate 80 eastbound off ramp**
- ❑ **Concern expressed about need to continue to allow left turns into the Library parking lot for southbound traffic**
- ❑ **Discussed vacant pad sites along east side of Pinole Valley Road adjacent to Kaiser and the Caltrans property transfer necessary to help develop the site closest to Interstate 80**
- ❑ **Suggestion about a shuttle bus to take the public back and forth between north and south end of the corridor**
- ❑ **Concern expressed about church development on sites more suitable for commercial development along Pinole Valley Road**

City of Pinole
Economic Development and
Housing Advisory Committee

Memo

To: Economic Development and Housing Advisory Committee

From: Norma Martínez-Rubin, EDHAC Member

Date: April 20, 2009

Re: Draft Action Minutes of April 14, 2009 Meeting

Members in Attendance:

Sean Duckworth (2-Year Term)

George Parsons (3-Year Term)

Patricia Jennings (2-Year Term)

Irma Ruport (2-Year Term)

Jil Kiernan (2-Year Term)

Cindy Trego (3-Year Term)

Norma Martinez-Rubin (3-Year Term)

Bill Miller (3-Year Term)

Members Absent

John Schilt (3-Year Term)

Staff in Attendance:

Leslie Carbahal, Redevelopment Analyst

Mary Drazba, Economic Development Manager

Winston Rhodes, Planning Manager

Mary J. Roberts, Director of Community Development

A. Call to Order: Meeting called to order at 7:01p.m.

1. Roll Call - All EDHAC members present as listed above. John Schilt had an excused absence.

2. Action minutes of 3/24/09 accepted with the following amendments:

- Comments by Cindy on page 5 should read San Pablo Ave. corridor rather than Pinole Shores.

- On page 7, the intent of Cindy's comments should be read as expressing concern that there was insufficient time to prepare a response about the Specific Plans in the time requested.

- Norma indicated that the header in the minutes from the last meeting should read 3/24/09, not 3/10/09.

3. Public Comment

Ivette Ricco, President, Pinole Chamber of Commerce read a statement which called attention to the reason for some merchants' opposition to the restaurant project at 2300 San Pablo Ave. She stated that it was "based on a perception of inequity in the handling of Redevelopment funds. The perception that RDA was willing to offer an outside business financing under less than perfect economic circumstances was what drove the opposition of the project, not the addition of a new restaurant.

Some of the less than perfect economic circumstances are: The city does not own the property. The restaurant will not own the property. According to an outside consultant, the owner of Nizza La Bella, the space is too small and too cost prohibitive to turn a profit."

The city has been making lease payments with taxpayer dollars to the tune of over \$285,000 per year and is obligated to make those payments for at least another 6-1/2 years. A triple net lease on a vacant space, plus a lease payment is absolutely unheard of. There is simply no incentive for the owner to negotiate."

The Chamber of Commerce supports economic development and we believe in keeping our existing businesses and attracting new businesses. But, we also support equitable and fair use of our tax dollars with consideration given to existing businesses in Pinole."

Ivette invited EDHAC to work with the Chamber of Commerce to accomplish the goals in its work plan, specifically strategies 1, 2, and 3.

Jil asked Ivette what would be a solution?

Ivette's response was that we should have more restaurants, but she thinks it's a bad deal because renovations would be so expensive to tax payers. She doesn't know a quick and easy solution for the property, perhaps small store, boutique, other. But, given all the costs involved it may not be the smartest thing to adhere to the idea of having a restaurant at 2300 San Pablo Ave.

Tricia: Does chamber have anyone interested in that space or other kinds of businesses?
Ivette: The chamber has not been marketing that space. It would likely be up to the city staff and its designated real estate broker to do so. Current businesses are not looking to expand.

B. New Business

1. Action Items - None

2. Project Updates - None

3. Program Updates - None

C. Follow-up Items/Old Business

1. Specific Plan for Appian Way, Pinole Valley Road, and San Pablo Ave.
(Carbahal/Rhodes)

See also the memo dated April 14, 2009 from Leslie Carbahal to EDHAC.

Leslie: Staff's thoughts are that EDHAC comments can best be focused in three areas: EDHAC's work plans and goals, land use discussion in the specific plan and its relation to the EDHAC work plan, and design guidelines

Jil: Priority sites had been identified, but as a committee we had not determined priorities.

Winston: Opportunity sites have been identified in the specific plans without giving priority to any of the areas. Old Town has come up in public discussions.

Jil: Regarding bikes, plan doesn't really address bikes coming from outside of area into Pinole. Perhaps the city can look into bike sharing to get bike lanes and connecting into regional bike systems.

Winston: The General Plan Update will include information about bicycle circulation citywide including the corridors areas included within the draft Specific Plan.

Leslie: Asked for comments regarding the alignment between the committee's work plan and the specific plans i.e., having an economic development strategy to help foster primary goals on the EDHAC work plan e.g. job growth and retention, affordable housing.

Mary R.: Chapter 4 of the specific plan should reflect strategy regarding job growth and retention. Staff will look at that is reflected there.

Bill: Reminded the group that staff wants to get to a point "that the documents are in sync."

George: Time will come when everything can be blamed on the economy, but for those willing and induced to spend, they will want to invest. He cited the Powder Keg eatery in Hercules as an example.

Bill: Thinks there is a pent up demand for services in this town. Are the EDHAC's strategies in alignment with these specific corridor plans?

Mary R: This plan is indicating to private investment where we want to invest in the community so developers can know where to aim. An implementation plan is still to be developed and a capital improvement document incorporating the that plan will be "where the rubber meets the road." Old Town is the heart and soul, but not the breadwinner of the community and neither are the specific plan corridors. The intent in the specific plan is to create commercial opportunities throughout the city that support adjacent neighborhoods while creating additional commercial activity throughout the

community.

Cindy: San Pablo corridor is the only one targeted for low-income housing. There is more than can be done than just creating high-density residential.

Mary R.: Clarified that the specific plan identifies areas for housing, not specifically for affordable housing, at densities that are economically feasible for the private sector to build.

Mary D.: The thought was to cluster commercial services at activity nodes along the San Pablo Avenue corridor so they are not spread out. With clustering shopping at corners, stores tend to do better rather than strip malls stretched along a corridor. That kind of development pattern makes the businesses more marginal and less successful. Retail businesses do better when clustered and in proximity to residential development.

Winston: More flexible zoning standards allow developers to regard the community as more competitive when developers are looking to do something in this part of the Bay Area region. There has been a greater effort to move away from auto-oriented strip malls to attract customers for longer periods and energize commercial areas.

Mary D: Hercules has an example of 3-4 story residential, meandering bike pathways, and then commercial nodes. There is a mix of building heights, nicer pedestrian walkways, and bus stops built in-between to connect with commercial corridors.

Cindy: Was what is on Sunnyview considered high-density?

Winston: Yes. Even a 20-unit project is considered high-density when proposed on a small parcel. Throughout the Specific Plan corridors we have small sites that are difficult to assemble. One to two years after a plan gets approved we will require individual project review based on the Specific Plan requirements. We want to get to consensus about what the community wants and expects so this can be clearly conveyed in the future.

Cindy: These are good ideas, but also look at inherent problems already there e.g., drug trafficking.

Winston: Page 5 of the staff report references that a significant part of the area is to be planned for new housing. When land is described as set for residential use, specifics about type of housing and affordability is not specified. Redevelopment law requires that 15% of new units planned within a Redevelopment Area must be affordable to very low-, low-, and moderate income households. The idea is that mixed-income housing is a good thing. We cannot assume that high-density means affordable housing.

Irma: Reiterated that problems are evident with high-density areas e.g., the East Bluff apartments. She strongly suggested that, when contracts are developed, the City should

stipulate that only certain percentages are to be deemed affordable housing to prevent problems associated with an over concentration of lower income households.

Winston: If higher density development is well-designed and placed in close proximity to commercial services there can be greater activity levels and improved sense of safety along busy corridors. .

Cindy: Have there been thoughts about mixed-used buildings for San Pablo Ave.?

Winston: Yes. That would be allowed and encouraged.

Mary D.: Problems that Pinole has had have occurred because plans were non-existent. How can we look forward so they don't happen again? There is an opportunity, in reviewing the specific corridor plans, to recognize what we would want.

Tricia: It seems to be that "everyone wants affordable housing, but not near them." Having affordable housing spread out would be better.

Mary D.: Cited examples of affordable housing that work: Tom Gozzano's building, Alvarez Court, others.

Mary R.: Described how the 15% percent requirement for affordable housing translates. In a 20-unit project, three units would have to be in the affordable level. The concern about concentration of affordable housing could be addressed on a project-by-project basis.

Bill: The clustering effect of low-income housing is not good.

Winston: The Community Services Element of the General Plan will evaluate police service and law enforcement needs and the Housing Element can address concerns about concentration of affordable housing. Affordable housing developments proposed by non-profit developers who obtain tax credits often include projects where all units are affordable. We want to be able to review each proposed development on its merits as it goes through the development review process to evaluate how well public concerns are handled.

Sean: Will education be addressed in the general plan?

Winston: Yes. School capacity will be addressed in the General Plan as part of the Community Services and Facilities Element. However, the quality of education is not addressed, but we can include policies to address ongoing cooperation with the school district and others to address child development and education needs e.g., head start, child-care facilities. Education is touched upon with regard to physical capacity, but not its quality.

Irma: Reiterated the need to put monitoring requirements in contracts when they are developed.

Cindy: How do we create policy affecting individual behavior? For example, in a previous meeting, we heard about monitoring of affordable housing and working with noncompliance of landlords who are renting affordable housing.

Winston: During project specific review, conditions can be imposed addressing matters of tenant screening, property management, and compliance with City development requirements. As part of the General Plan Housing Element, policies could be developed to address concerns about having concentrated affordable housing in one area and the need to disperse affordable units throughout the city.

Bill: Summarized what EDHAC supports: Affordable housing "done right" i.e., no clustering, instead interspersed throughout the city, having on-going management, and strong enforcement.

Jil: With regard to sidewalk seating, the plans describe that an owner needs to acquire insurance and to use the right of way. Is that common practice?

Mary D.: Yes, because of litigious nature of society we have to be cognizant of it. Where there is reciprocal access agreements or the use of public property for a private business, the city and agency have to be included as additional insured.

Cindy: Regarding the reduction of lanes on San Pablo Ave., there were concerns about traffic impacts and safety concerns.

Mary R: All of the concerns are being compiled and forwarded to the Specific Plan Steering Committee and will be used in their deliberations. Their next meeting is on 4/27 at 7 p.m. in council chambers, also 5/11 in council chambers and on 5/21 (location TBD) for a specific plan workshop.

George: With all concerns expressed, nothing will sneak up on anybody. We'll be able to monitor. He cautioned about paralysis of analysis during plan preparation.

Winston: When asked about how many meetings had been held on the Draft Specific Plan, he mentioned 6-10 public meetings about the specific corridor plans have been held so far.

Cindy: Even with that many meetings, there are lots of beginners here.

Winston: Summarized what EDHAC had discussed this evening. Looking at an economic development strategy, the specific plans seem to make sense and have taken into account the EDHAC work plan. There is concern among committee members about concentrating low-income housing in one geographic area. The group likes the idea of encouraging bike and pedestrian circulation and wants bicycle and pedestrian routes connecting the

Specific Plan corridors to areas outside the city. The committee supports the ideas in the Draft Specific Plan in concept, recognizing more research is needed to achieve objectives. The EDHAC does not feel there should be priority in developing one corridor over another; nor should Old Town have a priority over other areas.

George: For example, don't focus entirely on the property at 2300 San Pablo Ave.

Mary D: Requested committee comments on Old Town parking and strategies.

Jil: Likes the idea of researching a parking structure, future garage.

Winston: Future parking studies can be incorporated as an implementation action in the circulation element of the general plan to monitor the adequacy of the parking supply over time. Also in the land use and economic development chapter to meet adequate supply of future parking needs.

Cindy: Are there safety measures for bike riding?

Winston: The width of bike lanes is a safety concern as well as having sufficient room on separated pathways; as development occurs and dollars become available, planned improvements can be constructed and enable bike circulation to coexist with other existing modes. Lots of education about bike safety also has to occur. Encouraging bicycle rider education can be emphasized by including an implementation action calling for community outreach within the General Plan.

Summary: With regard to parking, allow for monitoring of space availability and first look at the most cost-effective solutions to manage existing supply prior to contemplating a parking structure. Get confirmation regarding the permitted uses within the residential mixed-use land use category. Encourage mixed-use development in all corridors.

Dave Kurrent, Vice-chair of steering committee: encouraged all to review the matrix (attachment B, table 6.2) and provide feedback to Winston and the steering committee.

Norma: Though the majority of land use classifications on the matrix are self-explanatory, there are a few such as personal services, restricted personal services, and adult-related business that are unclear and possibly subject to various interpretations. Could these be defined to prevent future misunderstanding?

Winston: Yes. He described how to read the land use matrix. It requires referencing other documents for clarity e.g., maps that show the sub-areas mentioned, e.g., San Pablo Ave. corridor framework – Figure 6.1 (see this, it illustrates sub-areas).

Any emails regarding the draft Specific Plans to the planning commission or Winston will make their way to the steering committee.

The EDHAC agreed that comments on the documents for tonight's meeting that refer to land use and development standards would be provided as individual responses. Staff will give the public advance notice of items to be covered at steering committee meetings.

D. Committee Member/Staff Comments

Irma: Has been concerned about when the city contracts or hires people, EDHAC should try to get local businesses first or local hiring first e.g., for graffiti removal, custodial services.

Tricia: Is that within the EDHAC scope?

Sean: How much of it is a problem, How many services exist in Pinole to be able to do a job required by the city?

Jil: To do so borders on protectionism, big projects have to go out to bid.

Sean: Agrees in theory, but wants to find best people for best price possible. Would choose economic benefits over local hires.

George: Supports when found, using qualified vendor locally.

Norma: What, indeed, is the local practice?

Mary D.: There is a local hire policy, prevailing wage, and a policy of going to at least three bidders.

Sean: Do all city departments use same contracting and hiring policies?

Mary R: Staff will forward the city's contracting protocols and procedures to the EDHAC members for informational purposes.

Mary R.: Informed EDHAC that there is a restaurant owner with experience in San Rafael, Novato, and Fairfax considering an Indian restaurant for the property at 2300 San Pablo Ave. Would EDHAC be interested in having staff obtain a proposal having him attend a future meeting?


EDHAC members had mixed notions about this ranging from enthusiasm about having a party interested in the space to questioning its service to the people who access the athletic fields. Norma expressed interest in hearing about the interested party's market analysis given that the restaurant could serve not only Pinole, but also neighboring cities. Jil commented that regardless of who ends up at the site, the local economy has to be stimulated. There was general consensus to consider a proposal at a future EDHAC meeting.

E. Future Agenda Items/Next Meeting

1. Next Meeting: Tuesday, April 28, 2009

Adjournment - Meeting adjourned at 9:00 p.m.

MEMORANDUM

TO: Winston Rhodes, Planning Manager
FROM: Dean Allison, Director of Public Works / City Engineer 
DATE: April 23, 2009
SUBJECT: Comments to January 22, 2009 Draft Specific Plan for San Pablo Avenue, Pinole Valley Road, and Appian Way Corridors

Winston, here are my comments to the draft document dated January 22, 2009 for the corridor specific plans. I focused my attention on Chapter 5.0 Circulation, and 9.0 Infrastructure and Public Facilities.

GENERAL COMMENTS:

- The document does not clearly consider Old Town as a separate and distinct area. Old Town is a unique part of the Pinole Community and should be treated accordingly. Many planning and engineering principles included in the Draft Plan that apply to Old Town do not apply to the balance of the City; however, the document does not recognize this.

A good example of this is pedestrian standards. Pedestrian standards in Old Town should be completely different than those along Fitzgerald Drive. It is recommended that you consider an overlay district and other planning techniques to more clearly recognize the unique conditions in Old Town.

- The document needs to do a better job of educating the reader as to why the concept of reducing lanes through Old Town is proposed. It is my understanding that the concept was proposed to provide a greater portion of the limited right of way to the non-vehicular users. This was done to create a destination and enhance Old Town for the benefit of businesses, residents, and visitors.

I think many readers will conclude that the lane drop was proposed for Traffic Calming purposes, which it is not. Traffic Calming is a byproduct of the lane drop not its goal.

- The document could be a valuable tool to lead community discussion over how we can best make use of the limited right of way in Old Town. Should we go with Class 2 bike lanes as the document suggests, or wider sidewalks. Should the wider sidewalks be dedicated to pedestrians or landscaping? Should the wider sidewalks be used for outdoor dining, landscaping, benches or other street furniture?
- A second area where the document should evoke discussion is whether the medians in Old Town should be raised or simply painted. A lane drop with painted medians has the benefit of dedicating a greater portion of the right of way to the non-vehicular user, without some of the negative consequences of raised

medians like limiting left turn accessibility to Old Town properties, and inhibiting truck deliveries to our merchants

- See Fig. 5.18 The document should provide more information about unique street furniture for the Old Town area to define the future “look” that the Community seeks. One example is ornamental traffic signal hardware. This would be highly appropriate in Old Town. The Public Works Department has tried to take small steps in this direction such as the illuminated street name signs at our signals, and unique way finding and speed limit signs to help define the Old Town Area.

SPECIFIC COMMENTS:

5.0 CIRCULATION

5.2 Circulation Goals and Policies on page 5.0-2 & 5.0-3

- Circulation Policy 3 – Should be implemented only as funds become available.
- Circulation Policy 5 – Needs to be clarified. It is not clear which roadway segments this policy would apply to. More specificity is needed.
- Circulation Policy 7 – Needs to be clarified. The policy implies that there are unsafe segments. More specificity is needed.
- I would recommend we add a Policy that establishes a threshold of development in terms of peak hour trips generated when a traffic study is required to consider its impact on network circulation.

5.3 Vehicular Circulation

- The studies that generated Tables 5.1 and 5.2 should be included as an appendix.
- When were the studies prepared? For example was school in session during the time that studies were performed along Pinole Valley Road. I am surprised to see that Pinole Valley Road at Estates operates at a Level of Service A during AM peak.
- The paragraphs titled Major and Minor Arterials are awkward to read. The discussion would be more reader friendly if it would discuss roadway segments listing first the roadway name, second providing each description/discussion.
- The first complete paragraph on page 5.0-10 needs to be rewritten for clarity.

FIG 5.1 & FIG 5.2

- The minimum through lane width should be 11'. This change needs to be reflected throughout Chapter 5.0 wherever roadway cross-sections information is provided.

FIG 5.7

- The San Pablo Avenue roadway section passing through the Old Town shows planned Class 2 bike lane. This idea needs to be studied further. This right of way might be utilized with wider sidewalks and landscaped areas rather than through striped bike lanes..

FIG 5.14

- The segment of Appian Way from San Pablo Avenue to Marlesta is shown as a single lane in each direction. This is not a good idea. This change would significantly reduce the capacity of this roadway. This segment of Appian Way carries considerable truck traffic from Sugar City and reducing lanes, particularly in the uphill direction would be a concern to me. This lane reduction needs to be reconsidered.
- The PW Department will be implementing traffic calming measures with the rehabilitation of this roadway this summer. The plans include a striped median with edge striping in an attempt to create edge friction for traffic calming purposes.

5.7 Pedestrian Facilities

- **Intersection Treatment.** The document is written with insufficient specificity. Page 5.0-38 provides the treatment to be taken when the crossing distance is greater than 60'. The document should state where a given treatment applies within each of the three corridors to provide greater clarity for readers.
- **Reduce intersection corner radii.** I do not agree with this. Larger corner radii affords better sight distance which is important regardless of traffic volumes. The document does not list any benefit or provide the rationale for smaller corner radii or include specific locations where this treatment could be beneficial.
- I do not agree with the elimination of Free Turning Right lanes at all intersections. Free right turn lanes help to reduce congestion, and would be appropriate in many parts of the community. This sentence should be rewritten to say "Consider eliminating "free" right turn lanes at"

- **Mid Block Crossings** – Mid block crosswalks should be avoided. They should be constructed only when supported by a traffic study. The text needs to be modified stating that this technique shall be rarely used and only when supported by a traffic study reviewed and approved by the Public Works Department.

SECTION 9 INFRASTRUCTURE AND PUBLIC FACILITIES

9.5 Storm Drainage and Hydrology

- The principal area of local flooding is in the valley area and other areas of the City where natural open space areas interface with engineered drainage devices such as pipelines and open channels.
- The area of creek flooding occurs where bridge crossing reduce the hydraulic capacity of the creek. Ramona Avenue is good examples, and this area saw significant flooding during the December 31, 2005 storm.
- The greatest potential for widespread creek flooding occurs in levee conditions; where housing pads are lower than the high water elevations in the creek. The primary area of this is the Orleans Drive area.
- The document should include excerpts from the FEMA maps which identify areas of potential flooding

City of Pinole Draft Specific Plan

Demitri's Review Comments

Chapter 5, Circulation:

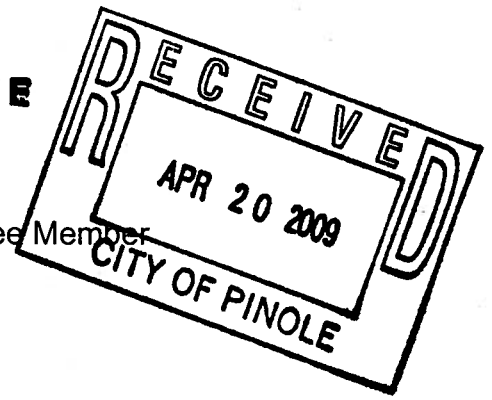
- General Comment: For every segment of roadway where reduction in the number of travel lanes is proposed, both traffic modeling and LOS analysis must be conducted to assess impact on traffic operation and circulation. Such analysis must take into consideration current volumes of traffic as well as future projections.
- Page 8, there's a discrepancy regarding speeds on major and minor arterials, check bottom paragraphs.
- Page 10, top paragraph, states that converting SPA to only one lane of traffic in each direction would not affect its current capacity. Traffic modeling and level of service analysis need to be conducted to substantiate that assertion.
- Page 38 addresses mid-block crossings. Add one more bullet item that reads "Marked mid-block crossings shall meet minimum MUTCD pedestrian volumes for marked crosswalks". Also, on same page, list all intersections that are eligible for the described treatments. Staff does not recommend restricting right turn lanes for it has the potential of creating long queues and excessive delay.
- Show an exhibit with all driveways whose access is being restricted as a result of these measures.
- All through lanes should have a minimum of 11' width, left turn pockets can be reduced to 10.5' wide.

City of Pinole Draft Specific Plan

Demitri's Review Comments

Chapter 5, Circulation:

- General Comment: For every segment of roadway where reduction in the number of travel lanes is proposed, both traffic modeling and LOS analysis must be conducted to assess impact on traffic operation and circulation. Such analysis must take into consideration current volumes of traffic as well as future projections.
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- All through lanes should have a minimum of 11' width, left turn pockets can be reduced to 10.5' wide.



City of Pinole Draft Specific Plan

Comments prepared by Faith Dunham-Sims, TAPS Committee Member

Review of Chapter 5 – Background Section

General Comments:

1. Page 22, Transportation Programs, Speed Hump Program – some of the information in that paragraph is inaccurate (as per the traffic calming program).

General Questions:

1. Are there plans to have a more convenient place for Pinole residents to pick up the WestCAT JPX line (to El Cerrito Del Norte BART station)?
2. Are there plans to connect new bike lanes/paths into existing regional bike lanes/paths/routes?
3. Is it accurate to expect that all signalized intersections within the three corridors being discussed will have features like or similar to the features depicted in the two Chapter 5 circulation diagrams?
4. The above referenced diagrams and the Sidewalks and Crosswalks section in Chapter 8 do not make reference to the installation of truncated domes on curb ramps. Will truncated domes, or other forms of tactile warning systems, be installed?

Review of Specific Plan Chapter 5 – Circulation Diagrams

General Comments:

1. General concerns regarding roadway sections where reduction in the number of travel lanes is proposed: accommodating left turns, emergency vehicle access, bike lane safety, increased traffic congestion.
2. General concerns regarding all signalized intersections: angle of placement of curb ramps, no mention of truncated domes, placement of trees and street furniture.
3. Opposed to reducing travel lanes between SPA & Marlesta (what purpose would it serve?).

Review of Chapter 8

General Comments:

1. Most of my comments about this chapter come from the perspective of a pedestrian who may be elderly, orthopedically impaired, blind, visually impaired, and/or cognitively impaired. This population of pedestrians tends to be overlooked in terms of creating an accessible environment which promotes safe, effective, independent travel.
2. Comments pertaining to photos are to point out specific problems with the examples presented, understanding that the photos are just examples and not, necessarily, what is to be installed.

Specific Comments:

1. Landscaping in Sidewalk Areas (page 10)
 - Particularly in favor of landscaped parkways to serve as buffer between pedestrian zone and vehicular zone.
 - Concerns: placement of decorative landscaping such as planter pots, raised planters and plaza landscaping.
 - The photo to the right of item f. shows the use of planters that are aesthetically pleasing but a placement such as the one depicted can easily cause disorientation for pedestrians traveling with a white cane.
2. Item f. (page 11) – hanging flower basket program. Would like to know the specifics of how and where the baskets are to be hung. Some common methods of hanging decorative baskets on/near the pedestrian zone pose hazards to visually impaired pedestrians.
3. Crosswalks (page 12)
 - Items 2a. – 2h. Very important as they contribute to the increase of ease, efficacy and safety of independent travel of a person who is blind or visually impaired.
 - Concerns: Item e.ii (page 13). The photo to the right of item 2c. (page 12) shows accented paving surfaces different in color and texture, however, in this particular example the change in texture is not sufficient to be easily and accurately identified as the beginning/end of the pedestrian refuge when using a white cane.

- Countdown pedestrian signals (page 13). APS would be of benefit to all pedestrians, particularly those who may be disabled.
4. Street Furniture (page 14) – Items 1c, 1e and 1f very important.
- Item 1i (page 14). “Provisions to accommodate persons with disabilities....” Would like to know specific intended accommodations for reference, including specific accommodations for pedestrians who are blind and visually impaired.

Traffic and Circulation Background

- Introduction 3**
 - Regulatory Setting 3
 - State 3
 - Regional 4
 - Local 5
- Overview of Existing Transportation System 5**
- Roadway Classifications 5**
- Key City Roadways 6**
 - Freeways 6
 - Expressways 6
 - Arterials 6
 - Collectors 7
 - Local Streets 7
- Existing Traffic Conditions 10**
 - Level of Service Criteria 10
 - Existing Traffic Volumes 10
 - Traffic Operations – Existing 10
 - Traffic Operations – Future 10
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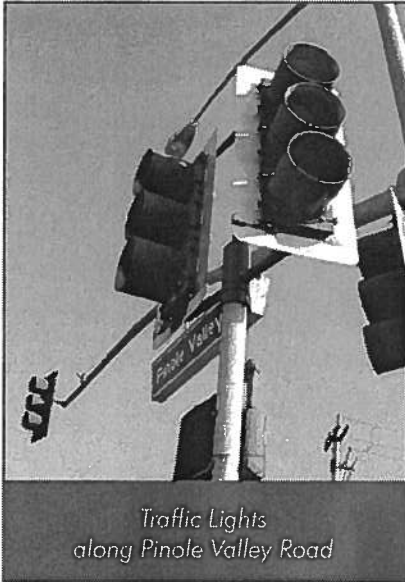
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Traffic Lights
along Pinole Valley Road

INTRODUCTION

This section of the Background Report describes the existing transportation conditions in the City of Pinole. It describes the various modes of the existing transportation system, the existing traffic volumes on area roadways, and current levels of service. Relevant planning documents and policies, and planned roadway improvements for the area are also described.

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

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, traffic impacts on neighborhoods, public transit, trails, and parking.

Traffic and Circulation Background

REGULATORY SETTING

Existing transportation policies, plans, laws, and regulations that would apply to the General Plan Circulation Element are summarized below. This information provides a context for the impact discussion related to the plan's consistency with applicable regulatory conditions.

STATE

California Department of Transportation (Caltrans) is responsible for planning, design, construction, and maintenance of all state highways. Interstate 80 (I-80) is the only state highway that passes through Pinole. Caltrans' jurisdictional interest extends to improvements to those local roadways at the interchange ramps serving area freeways. Any federally funded transportation improvements are subject to review by Caltrans staff and the California Transportation Commission.

The Guide for the Preparation of Traffic Impact Studies (Caltrans, 2001) provides consistent guidance for Caltrans staff who review local development and land use change proposals as well as inform local agencies of the information needed for Caltrans to analyze the traffic impacts to State highway facilities including freeway segments, on- or off-ramps, and signalized intersections.

REGIONAL

Metropolitan Transportation Commission (MTC) is the regional organization responsible for prioritizing transportation projects in a Regional Transportation Improvement Program (RTIP) for federal and State funding. The process is based on evaluating each project for need, feasibility, and adherence to federal transportation policies and the local Congestion Management Program (CMP). The CMP requires each jurisdiction to identify existing and future transportation facilities that would operate below an acceptable service level and provide mitigation where future growth would degrade that service level.

Standards for roadway operations in Pinole are defined on a county-wide basis. In 1988, Contra Costa County voters passed Measure C, which raised the sales tax to provide funding for regional transporta-

Traffic and Circulation Background

tion improvements. Measure C requires local jurisdictions to adopt and implement a growth control program in order to receive their share of funds for transportation projects including maintenance. Measure C also included the Growth Management Program, which established a cooperative, multi-jurisdictional planning process requiring participation of all cities and towns and the County in managing the impacts of growth in Contra Costa County.

Measure J, which was approved by the voters in 2004, authorized the extension of Measure C and establishes Transportation Sales Tax Expenditure Plan that extends the transportation sales tax initially authorized by the passage of Contra Costa Measure C. It provides for \$2 billion in funding for programs and projects. These expenditures are "for the construction and improvement of state highways, the construction, maintenance, improvement, and operation of local streets, roads, and highways, and the construction, improvement, and operation of public transit systems", including paratransit services (California Public Utilities Code §180205), and for specific efforts supporting such investments. Measure J's Growth Management Program simplifies Measure C's requirements; it also requires a binding Urban Limit Line for the county and all of the cities within the county.

The Contra Costa Transportation Authority (CCTA) was established to implement Measure C and its overall goals. CCTA also serves as the Congestion Management Agency responsible for the CMP. Local jurisdictions work through their respective Regional Transportation Planning Committees (RTPCs). As part of western Contra Costa County, the City of Pinole works with other west county jurisdictions through the West Contra Costa Transportation Advisory Committee (WCCTAC) to develop the West Contra Costa Action Plans for Routes of Regional Significance. The Action Plan identifies traffic service objectives (TSOs) for Routes of Regional Significance, which in Pinole include the freeway (I-80) and arterial streets (San Pablo Avenue and Appian Way). On these arterials, the TSO sets a target level of service. In early 2007, CCTA initiated the updates to the Action Plans.

Traffic and Circulation Background

*71% of Pinole residents
drive to work alone and
17.5% carpool.*

LOCAL

The Measure C Growth Management Program sets standards for the regional and non-regional routes in Contra Costa County, which the City has incorporated into the Circulation Element of the 1995 General Plan. These standards are tied to land use and provide for a tiered system of transportation systems in Pinole, with different standards used for different types of streets.

OVERVIEW OF EXISTING TRANSPORTATION SYSTEM

Pinole's transportation system, made up of roadways, transit services, bicycle and pedestrian facilities, and other transportation related facilities such as parking and freight service, is set up to serve the transportation needs of residents and visitors. This section provides an overview of the transportation system. Each component of the system is detailed in the following subsections of this chapter.

In Pinole, about 71 percent of the residents commute to work by driving alone and 17.5 percent carpool. Around 6.4 percent of the residents use transit services including the bus (2 percent), subway (4 percent), rail (0.09 percent) and ferry (0.05 percent). For non-motorized modes, approximately 0.22 percent of the residents travel by bicycle and just over 1 percent commute on foot.¹

At the core of the City's transportation system is the street system. In general, the street system design and classifications were 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. Given the topography of Pinole, the City's street system does not represent a traditional grid pattern.

¹ Census Transportation Planning Package (CTPP) 2000, Part 3 < http://www.mtc.ca.gov/maps_and_data/datamart/census/ctpp2000/>

Traffic and Circulation Background

Direct transit service is provided by two bus transit agencies, the Western Contra Costa Transit Authority (WestCAT) and the Alameda Contra Costa Transit Authority (AC Transit), offering nine fixed-route services and linking the City with the greater Bay Area region. The bus transit agencies also provide connection services to other transit services including subway provided by the San Francisco Bay Area Rapid Transit District (BART) via El Cerrito del Norte station in El Cerrito and passenger rail provided by Amtrak via Richmond station in downtown Richmond.

ROADWAY CLASSIFICATIONS

Streets and highways in the City are described by their functional classification. These classifications identify the purpose of the streets and highways relative to their overall function in the distribution of different types of trips using the facilities. The classifications that are relevant to the City of Pinole are as follows:

- **Freeways.** Freeways serve both inter-regional and intra-regional circulation needs. These facilities are typically accessed by collector or arterial roadways and have no at-grade crossings. Bicyclists and pedestrians are prohibited from accessing these facilities, unless stated otherwise. These facilities have the highest carrying capacity with the maximum speed limits allowed by law and are owned and operated by Caltrans.
- **Expressways.** Expressways are partially-controlled roadways that provide limited-access connections between freeways or arterials and may also distribute traffic between adjacent communities. Speed limits often range from 35 to 50 mph. Bicyclists are allowed on expressways and some expressways contain pedestrian walkway facilities.
- **Arterials.** Arterials provide primary connections between major areas within the City of Pinole and also distribute traffic between adjacent communities. In addition, arterials provide considerable statewide and interstate circulation. Speed limits often range from 30 to 50 mph.

Traffic and Circulation Background

- **Collectors.** Collectors typically serve intra-city rather than regional circulation needs. Their primary function is to provide access to adjacent properties and connections between local roads and other roadways that are higher in the hierarchy of classification. Travel speeds on collectors often range between 25 mph and 45 mph.
- **Local Streets.** Local roads provide access to adjacent properties, primarily residential uses, and distribute traffic to collectors. Travel speeds on local streets typically range from 25 to 35 mph.

KEY CITY ROADWAYS

Major roadways in the City are described below and are depicted in **Figure 5.1**.

FREEWAYS

Interstate 80 (I-80) is a major freeway providing a transcontinental connection between California and New Jersey. In the vicinity of Pinole, I-80 is an 8-lane divided freeway that bisects the City in an east-west direction and carries between 180,000 and 196,000 vehicles daily. I-80 provides regional access to San Francisco City and County, Alameda County, Contra Costa County, and Solano County. Full access to the City from I-80 is provided at interchanges with Richmond Parkway, Appian Way, and Pinole Valley Road. Access to the freeway is provided by slip ramps at Pinole Valley Road, and slip ramps and a loop ramp (for southbound vehicles entering eastbound on-ramp) at Appian Way. At Richmond Parkway, freeway access is provided by slip and loop ramps in addition to a direct off-ramp for the eastbound High Occupancy Vehicle (HOV) lane and a direct on-ramp for the westbound HOV lane.

EXPRESSWAYS

Richmond Parkway is a 6-lane divided expressway that terminates at an I-80 overpass in Pinole providing limited access through western portions of the City of Richmond and serving as a connector between I-80 in Pinole to I-580 in Richmond. It provides access to I-80, including direct access to and from HOV lanes, as described above.

Traffic and Circulation Background

ARTERIALS

San Pablo Avenue is a 4-lane, mostly divided arterial running east-west along the northern portion of Pinole and providing connections to the unincorporated community of Tara Hills to the south and City of Hercules to the north. San Pablo Avenue generally runs north-south from the City of Oakland to the unincorporated community of Crockett. On-street parking is generally allowed along the segment in Pinole.

Fitzgerald Drive is a 4-lane, east-west, divided arterial connecting Richmond Parkway and Appian Way on the southern side of I-80. On-street parking is prohibited.

Tara Hills Drive is a circuitous arterial connecting Appian Way to unincorporated communities on both sides of San Pablo Avenue. It is a 4-lane roadway from Appian Way to Flannery Road, where it narrows to 2-lanes to its terminus in the unincorporated community of Bayview-Montalvin. On-street parking is generally allowed on the 4-lane section and prohibited on the 2-lane section.

Appian Way is a 4-lane, north-south arterial beginning at San Pablo Avenue and running through the unincorporated community of El Sobrante. On-street parking is allowed on some segments of the roadway.

Pinole Valley Road is a 4-lane, north-south arterial from Henry Avenue through Pinole that becomes Alhambra Valley Road at the city limits. From San Pablo Avenue to Henry Avenue, Pinole Valley Road is a 2-lane collector. On-street parking is allowed on some segments of the roadway.

Tennent Avenue is a 2-lane, north-south arterial from its southern terminus at Pinole Valley Road to San Pablo Avenue. From San Pablo Avenue to its northern terminus at Pinole Bayfront Park, Tennent Avenue serves as a collector. On-street parking is generally allowed.

Traffic and Circulation Background

COLLECTORS

The following roadways are identified in the 1995 General Plan Circulation Element as Collectors:

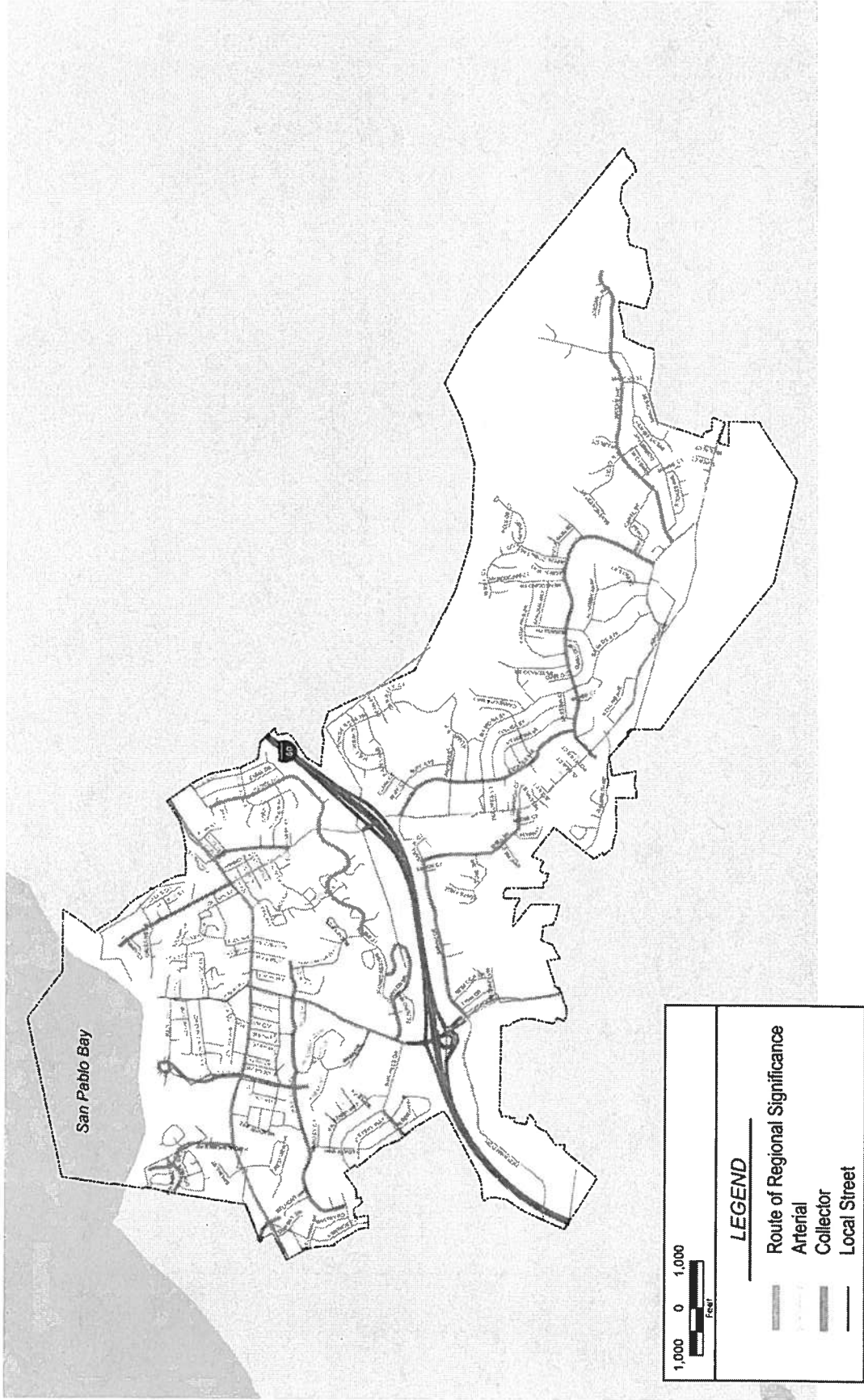
1. Allview Avenue
2. Canyon Drive
3. Del Monte Drive
4. Estates Avenue
5. Flannery Road
6. Galbreth Road
7. Henry Avenue
8. Manor Road
9. Marlesta Road
10. Pinole Shores Drive
11. Pinole Valley Road (between Tennent and San Pablo Avenue)
12. Rancho Road
13. Sarah Drive
14. Shamrock Drive
15. Shawn Drive
16. Shea Drive
17. Simas Avenue
18. Sunnyview Drive
19. Wright Avenue

LOCAL STREETS

All other roadways in Pinole are classified as Local Streets.

FIGURE 5.1

Major Roadways in Pinole and Surrounding Areas



Traffic and Circulation Background

EXISTING TRAFFIC CONDITIONS

LEVEL OF SERVICE CRITERIA

Level of Service (LOS) is a qualitative measure of the condition of traffic operations.

The operating conditions experienced by motorists are described as “levels of service” (LOS). Level of service is a qualitative measure of the effect of a number of factors, including speed and travel time, traffic interruptions, freedom to maneuver, driving comfort, and convenience. Levels of service are designated “A” through “F” from best to worst, which cover the entire range of traffic operations that might occur. Levels of service “A” through “E” generally represent traffic volumes at less than roadway capacity, while LOS “F” represents over capacity and/or forced flow conditions. The City’s Standard varies by roadway. For detailed information on Level of Service descriptions and City of Thresholds for Level of Service Standards, refer to Appendix A

EXISTING TRAFFIC VOLUMES

As part of the General Plan Update, daily roadway traffic volume counts and intersection movement turning counts were collected to determine existing traffic conditions at critical locations throughout the City. Please refer to Appendix A for detailed information of the traffic counts.

TRAFFIC OPERATIONS – EXISTING

Levels of service were evaluated for 11 key roadway segments and 17 signalized intersections in Pinole and both the roadways and intersections were found to be operating within City Standards. Appendix A gives detailed information on existing traffic operations

TRAFFIC OPERATIONS – FUTURE

The future traffic conditions were forecast using the Contra Costa Transportation Authority (CCTA) Travel Demand Model. The model was used to forecast the daily roadway volumes as well as the AM

Traffic and Circulation Background

and PM peak hour intersection turning movement data. Based on the forecasts, roadway improvements, increase in future traffic volumes along roadways and intersections were estimated. The increase in daily volumes can be attributed to growth in Pinole as well as the adjacent areas, such as Hercules, San Pablo, and the unincorporated county. Please refer to Appendix A on more information regarding future traffic operations.

TRANSIT SYSTEMS

Transit systems provide a motorized alternative to private vehicles. They serve citizens who cannot drive or chose not to drive, including senior citizens, residents with limited mobility, people under the age of 16, residents with no driver's licenses or suspended driving licenses, people who cannot afford a vehicle, and citizens opting to live a less car-dependent lifestyle.

BUS SERVICE

Pinole is served by two bus transit agencies, the Western Contra Costa Transit Authority (WestCAT) and the Alameda Contra Costa Transit Authority (AC Transit).

WestCAT operates seven fixed-route services that serve Pinole. **Table 5.1** below summarizes the fixed route services and **Figure 5.2** displays their service map in Pinole. Additionally, WestCAT operates an express bus service, the JPX, to El Cerrito BART and an express bus service, the Lynx, to San Francisco from the Hercules Transit Center. WestCAT also operates a dial-a-ride paratransit service for seniors and the disabled. All fixed route busses are equipped with front-loading racks that can hold up to two bicycles. WestCAT's portable route map contains information on bus stop locations, routes, and fixed route bus schedules.

AC Transit operates 2 fixed-route services in southern Pinole, Route 70 (Appian) and Route 376 (North Richmond Night), which are pictured in

Traffic and Circulation Background

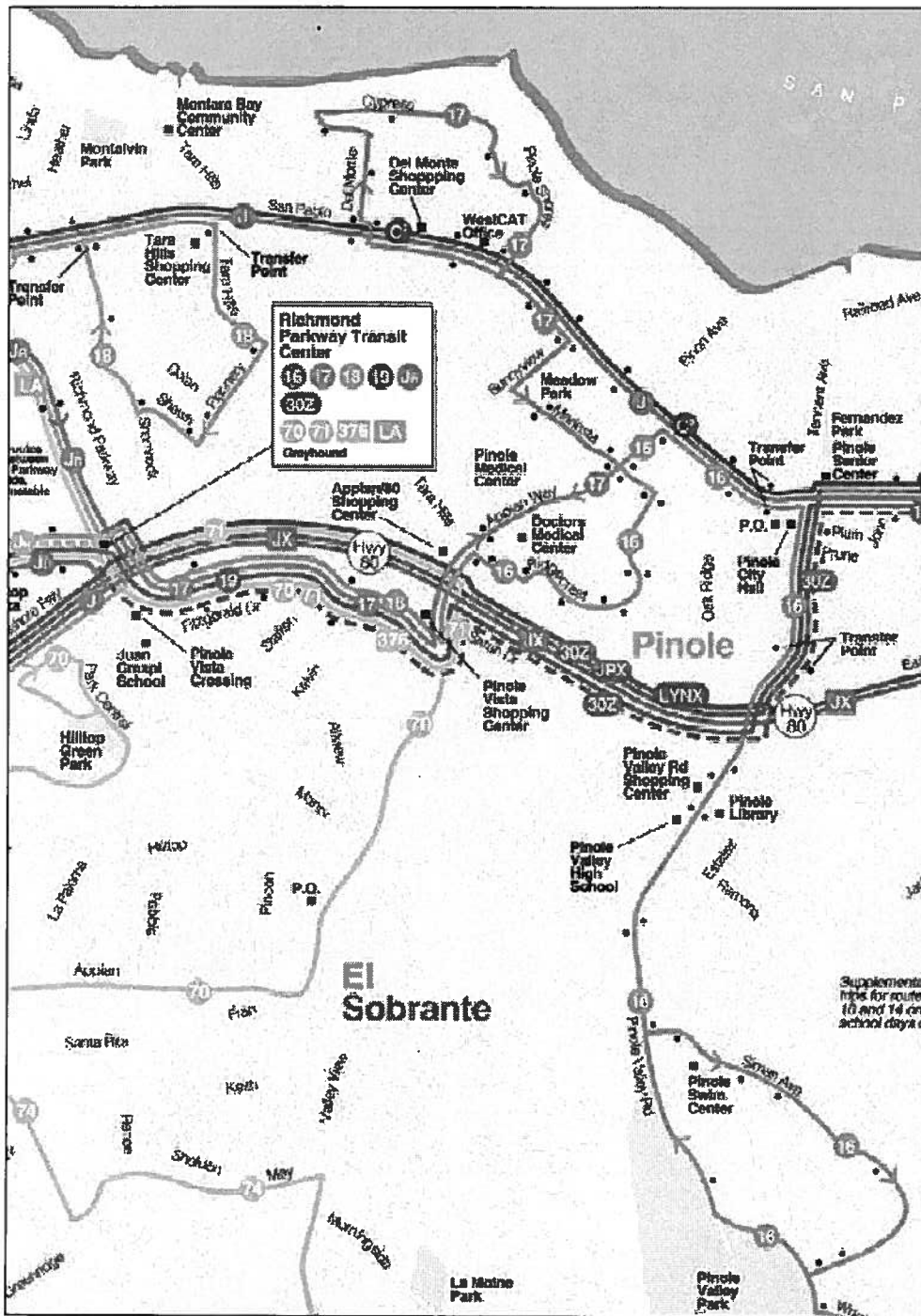
Figure 5.2. AC Transit also operates dial-a-ride paratransit services for seniors and the disabled in southern Pinole. Busses are equipped with front-loading racks that can hold up to two bicycles.

**TABLE 5.1 WESTCAT BUS SERVICE IN PINOLE
FIGURE 5.2 WESTCAT AND AC TRANSIT
BUS SERVICE IN PINOLE**

Route	Cities Served	Major Timepoints	Days	Times	
16 Pinole Valley	Richmond Pinole	Richmond Parkway Fitzgerald Drive Pinole Valley Road San Pablo Avenue	Weekday	First	5:00 AM
				Last	8:30 PM
				Frequency	30 min
			Weekend	No service	
17 Bay View	Richmond Pinole	Richmond Parkway Fitzgerald Drive Appian Way	Weekday	First	6:30 AM
				Last	6:30 PM
				Frequency	60 min
			Weekend	No service	
18 Tara Hills	Pinole Tara Hills Richmond	Richmond Parkway Hilltop Mall Tara Hills San Pablo Avenue	Weekday	First	6:00 AM
				Last	7:30 PM
				Frequency	60 min
			Weekend	No service	
19 Hilltop/ Hercules	Richmond Pinole Hercules	Richmond Parkway Hilltop Mall Fitzgerald Drive Pinole Valley Road Hercules Transit Center	Weekday	First	6:30 AM
				Last	7:00 PM
				Frequency	30 min
			Saturday	First	8:45 AM
				Last	7:00 PM
				Frequency	45 min
30Z Martinez	El Cerrito Richmond Pinole Hercules Martinez	El Cerrito del Norte BART Richmond Parkway Fitzgerald Drive Hercules Transit Center Martinez Amtrak	Weekday	First	6:15 AM
				Last	6:30 PM
				Frequency	30-60 min
			Weekend	No service	
C ³ Contra Costa College	San Pablo Pinole Hercules	Contra Costa College San Pablo Avenue Hercules Transit Center <i>(Fall and Spring Semesters only)</i>	Weekday	First	7:30 AM
				Last	10:15 PM
				Frequency	60 min
			Weekend	No service	
J BART	El Cerrito Richmond Pinole Hercules	El Cerrito del Norte BART Richmond Parkway Hilltop Mall San Pablo Avenue Hercules Transit Center	Weekday	First	4:45 AM
				Last	11:30 PM
				Frequency	15-30 min
			Saturday	First	6:00 AM
				Last	10:45 PM
				Frequency	40 min
			Sunday	First	7:45 AM
				Last	7:15 PM
				Frequency	40 min

Source: WestCAT 2007

WestCAT and AC Transit Bus Service in Pinole



Source: WestCAT website, www.westcat.org

Traffic and Circulation Background

PASSENGER RAIL SERVICE

The San Francisco Bay Area Rapid Transit District (BART) provides heavy-rail, regional transit service to Alameda, San Francisco, Contra Costa, and San Mateo counties. There is currently no BART service in Pinole. However, WestCAT operates the J bus route, which connects to the BART station at El Cerrito del Norte. BART's direct service from this station includes the Richmond/Fremont line, with trains every 15 minutes during the weekday until 7:00 PM and every 20 minutes during evening weekday times and the weekend. This train line runs until midnight everyday, with weekday, Saturday, and Sunday service beginning at 4:15 AM, 6:00 AM, and 8:00 AM, respectively. The Richmond/San Francisco line also runs with trains every 15 minutes during the weekday until 7:00 PM and every 20 minutes on Saturday until 6:00 PM. Connections to the Fremont/San Francisco line, Pittsburgh/Daly City line, and the Dublin-Pleasanton/Millbrae line can be made at various points throughout the system.

Amtrak operates passenger rail service for three routes that traverse western Contra Costa County. While there is no station in Pinole, the closest station is an unmanned Amtrak station at the Richmond BART station and there are plans to build a ferry and Amtrak station in neighboring Hercules. Two of Amtrak's routes that stop in Richmond are intrastate services, the Capitol Corridor serving Sacramento/ San Jose, and the San Joaquin serving Oakland/ Bakersfield. The other route is the Zephyr, an interstate service serving Emeryville/ Chicago.

FERRY SERVICE

There is currently no ferry service offered in western Contra Costa County. Ferry service to San Francisco is provided by Baylink from Vallejo and by East Bay Ferry from Oakland. Weekday service is provided from about 6:00 AM into the evening hours at 30- to 100-minute intervals and weekend service is provided from 10:00 AM to 6:30 PM at 60- to 120-minute intervals. There are plans to build a ferry station in Richmond and a multi-modal ferry and Amtrak station in neighboring Hercules.

Traffic and Circulation Background



FOR HIRE PASSENGER SERVICES

Pinole is served by two taxi cab companies that provide passenger services for hire. They are:

- Greyline Cab Company
- Yellow Cab and Shuttle Services

BICYCLING FACILITIES AND PROGRAMS

Pinole is generally quite hilly from San Pablo Avenue to the south. Additionally, many local streets do not provide parallel lower-traffic-volume, lower-speed alternatives for bicyclists to arterials due to roadway configurations and geographical constraints.

The classification system for bikeways is as follows:

- Class I Multi-Use Path provides for pedestrian and bicycle use on a paved right-of-way separate from any street or highway. Under Caltrans standards, it must be at least eight feet wide for a two-way path.
- Class II Bike Lanes provides for a striped and stenciled lane for one-way travel on a street or highway. A Bike Lane has a minimum standard width of four feet.
- Class III Bike Route provides for shared use of a street with motor vehicle traffic, and may be identified only by signing and/or pavement legends. They usually are used and posted to connect other bike lane segments.

The lack of bicycle designations on City streets does not preclude bicycle usage, as they are defined as a vehicle in the California Vehicle Code and subject to the same rules governing motor vehicles.

Bicyclists especially benefit from a continuous bikeway system. Bicyclists using roadways and paved lanes and paths have the following bikeway facilities in Pinole, summarized in **Table 5.2** and shown on **Figure 5.3**.

Traffic and Circulation Background

**TABLE 5.2:
EXISTING BIKEWAY FACILITIES IN PINOLE**

Bicycle Lane/Path Segment	Type of Facility	Length (Miles)
Pinole Creek Trail from Henry Avenue to Railroad Avenue – Bay Trail	Class I Multi-Use Path	1.15
Bayfront Park – Bay Trail loop near Tennent Avenue and Railroad Avenue	Class I Multi-Use Path	0.35
Class I Multi-Use Path Subtotal		1.5
Appian Way (I-80 Bikeway) from San Pablo Avenue to Dalessi Drive (city limit)	Class III Bike Route	0.95
Fitzgerald Drive from I-80 to Appian Way	Class III Bike Route	0.95
San Pablo Avenue from western to eastern city limits	Class III Bike Route	1.90
Class III Bike Route Subtotal		3.8
Bikeway Facilities Total: 5.30 Miles		

Source: Contra Costa Countywide Bicycle and Pedestrian Plan 2003

The Class I Multi-Use Path along Pinole Creek provides connections to Collins Elementary School, Pinole Valley Lanes Bowling Alley, the Central Business District, Fernandez Park, residential areas, and the Bay Trail.² While a bit narrow to accommodate both bicyclists and pedestrians, it provides a safe recreational and commuter path.

The Class I Multi-Use Path at the Bayfront Park, which is part of the Bay Trail, provides a recreational cycling opportunity but is not yet connected to other segments of the Bay Trail. The undeveloped segment of Bay Trail between Bayfront Park and Pinole Shore Regional Park has been identified for future improvement by the Bay Trail Project.²

San Pablo Avenue is the east-west arterial and Pinole Valley Road is the north-south arterial with the gentlest grades in the City, but only

² The Bay Trail west of the loop is not complete, according to field work. Also see Bay Trail map.

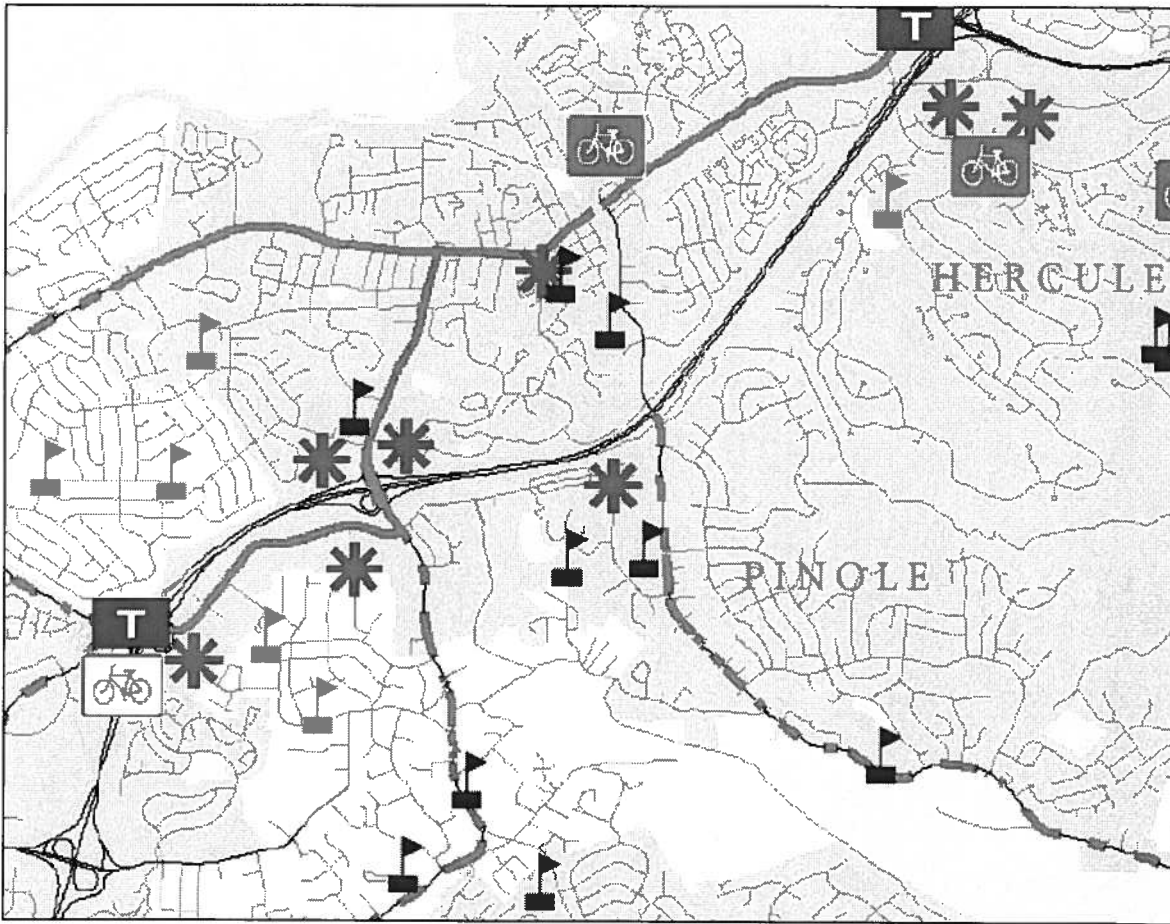
Traffic and Circulation Background

San Pablo Avenue is designated as a Class III bike route. However, high vehicle speeds and volumes on these arterials may discourage inexperienced bicyclists from using the roadways. Fitzgerald Drive is a designated Class III bike route intersecting several access points to a major retail mall. High vehicle speeds and volumes, as well as a large number of turning movements to and from the mall, may discourage inexperienced bicyclists. Appian Way is also a designated Class III bike route, but high vehicle speeds and hilly terrain may serve to discourage bicycling for all but the fittest and most experienced bicyclists along this roadway.

Bicyclists need parking facilities to access various places and services. Bicycle rack parking was found at City Hall and Fernandez Park, but no other bicycle parking facilities were observed. According to the Contra Costa Countywide Bicycle and Pedestrian Plan, Pinole requires adequate bike parking facilities at transportation centers, public parks and buildings, recreational facilities, commercial centers, and large multi-family residential projects. WestCAT, the transit agency serving West Contra Costa County, has bike racks capable of holding two bicycles at a time installed on all fixed route and express buses.

Figure 5.3 – Bicyclists’ Lanes and Roadways

Bycyclists' Lanes and Roadways



Source: Contra Costa County Countywide Bicycle and Pedestrian Plan, West County Map

(Note – The Bay Trail west of the loop is not complete, according to field work!)

Traffic and Circulation Background

Most signalized intersections in Pinole have marked crosswalks on all legs, but most sidewalks are too narrow according to federal standards.

PEDESTRIAN SYSTEMS

Sidewalks with raised curb and gutter are generally provided on all arterials and collectors in Pinole. Most signalized intersections have marked crosswalks in all four directions, and pedestrian signal heads and actuation.³ Marked crosswalks are also generally found at unsignalized intersections. Pedestrian curb ramps are located at most intersections except at some T-intersections, such as the northwest corner of Pinole Valley Road at Ramona. However, none of the pedestrian ramps observed contained high-contrast, truncated domes.⁴

The City's multi-use paths along Pinole Creek and in Bayfront Park at the Bay Trail provide recreational and transportation opportunities to pedestrians, with Pinole Creek Trail providing connections to several activity centers. Observed numbers of pedestrians on the trails are significant throughout the day.

The Central Business District, located on San Pablo Avenue from Quinan Street to Pinole Valley Road, contains pedestrian-oriented land uses, pedestrian-scaled lighting, and crossing aids at all intersections such as marked, high-contrast crosswalks, intersection bulb-outs, directional curb ramps, and pedestrian signal heads.

OTHER TRANSPORTATION SYSTEMS

AIRPORTS

There are no public airports in Pinole. The closest public airports are the Oakland International Airport, which is 27 miles away, and San Francisco International Airport, which is 34 miles away.

³ Pedestrian actuation refers to the need for the pedestrian to activate the pedestrian "walk" phase of the pedestrian signal head by use of a pedestrian push button. Some pedestrian signal heads will show walk concurrent with the traffic green phase and do not require pedestrian actuation.

⁴ These are detectable warnings, which are standardized surface feature built in or applied to walking surfaces or other pedestrian elements, such as curb ramps, to warn visually impaired people of potential hazards. In this case, the truncated domes at the bottom of a curb ramp warn the visually impaired that they are about to enter the street.

Traffic and Circulation Background

PARKING

Parking in Pinole is generally readily available except in the Central Business District and near City Hall. On-street parking is not metered. Some arterials limit the height and length of parking vehicles, specifically on San Pablo Avenue and Appian Way, and some sections of arterials where on-street parking is prohibited altogether.

FREIGHT RAIL SERVICE

Union Pacific railroad operates freight service that passes through Pinole. The Union Pacific tracks are located along the San Pablo Bay shoreline, which limits possible public access to the shoreline. Amtrak passenger trains share these tracks with the freight trains. The Union Pacific lines runs from Oakland to Martinez, where Burlington Northern Sante Fe (BNSF) railroad tracks run through Pinole parallel to the Union Pacific but further inland. (Richmond to Stockton)

TRANSPORTATION PROGRAMS

SPEED HUMP PROGRAM

Neighborhoods wishing to install or remove speed humps on local or collector streets may submit an application to the City's Engineering Department. The installation or removal of speed humps require approval from 70% of the property owner's addresses within a defined area as well as the approval of the four property owners closest to the speed hump.

TRANSPORTATION DEMAND MANAGEMENT PROGRAM

Grown out of the growth management requirement of Measure C, a transportation demand management program, **511 Contra Costa**, was created to promote alternatives to the single occupant vehicle such as carpooling, vanpooling, telecommuting, biking, transit, and walking in Contra Costa County. The program has three offices in the county. Pinole is represented by the office located in San Pablo.

Traffic and Circulation Background

EAST BAY SMART CORRIDOR PROGRAM

The City of Pinole is a partner of the East Bay SMART Corridors program, which goals are to allow for "better manage congestion and incidents along regional routes, improve transportation mobility, efficiency and safety, and to provide timely, multi-modal transportation information to agency transportation managers and to the public"⁵ along three major arterial corridors including the San Pablo Avenue corridor, which runs through Pinole.

SUMMARY OF CIRCULATION ISSUES

TRAFFIC OPERATIONS

Existing traffic on the Pinole roadway network generally operates within acceptable levels. Of the study roadways, only one Appian Way segment between Tara Hills Drive and the I-80 interchange operates below level of service (LOS) standards at LOS E. However, under cumulative conditions, four study segments are expected to operate at substandard levels with LOS F. Three of these segments, San Pablo Avenue east of Pinole Valley Road, Appian Way south of Tara Hills Drive and south of Michael Drive, are considered roadways with regional significance. The last substandard segment is Pinole Valley Road north of Henry Avenue.

Intersection operations exhibit similar characteristics as roadway operations. Under existing conditions, all study intersections operate efficiently at LOS B or better. However, under cumulative conditions, nine intersections are expected to degrade to LOS E or LOS F during one or both peak hours. Five of the nine intersections lie along Pinole Valley Road between San Pablo Avenue and I-80 eastbound ramps. The remaining four substandard intersections lie along Appian Way primarily between I-80 westbound ramps and Fitzgerald-Sara Drive and at San Pablo Avenue.

⁵ East Bay Smart Corridor Program, 2007. < <http://www.smartcorridors.net/about.php> >

Traffic and Circulation Background

A cause of the degradation in operations can be attributed to the diversion of through traffic from the congested I-80 onto local streets. The anticipated growth in both the San Francisco Bay Area and the Sacramento region is expected to result in increased demand on the I-80 corridor. Several planning efforts are underway to address this regional issue. They include the I-80 Corridor Study by the Sacramento Council of Government, the Association of Bay Area Governments, the Metropolitan Transportation Commission (MTC), and Solano Transportation Authority, and the I-80 Integrated Corridor Mobility Project by the Alameda County Congestion Management Agency, WCCTAC, the Contra Costa Transportation Authority, the California Department of Transportation, MTC, local agencies including the City of Pinole and local transit agencies in Alameda and Contra Costa Counties. Further, the WCCTAC Action Plan includes objectives to help alleviate congestion along the I-80 corridor. The update to the Action Plan began in early 2007.

Improved transit service in Hercules and along the I-80 corridor could reduce the traffic impacts on the local streets in Pinole.

BICYCLE SYSTEM

Field reconnaissance has found several issues with the existing bicycle system such as disconnection issues, lack of signage and lack of roadway crossing aids at Henry Avenue, Tennent Avenue, San Pablo Avenue, and Railroad Avenue. Bicycle loop detectors were also not found at any of the City's traffic signals. Other facilities that may enhance the bicycle system include directional signage indicating points of interest and mileage, water fountains, and bike boxes at intersections to facilitate high-volume left turns.

PEDESTRIAN FACILITIES

While sidewalks are generally provided in the study area, discontinuous sidewalks are found along isolated segments such as San Pablo

Traffic and Circulation Background

Avenue west of Appian Way on the north side of the roadway. The sidewalks, however, are often too narrow, according to ADA standards, and have utility poles and other obstructions in the pedestrian pathway. Curb ramps are often steep and are not positioned to lead into the crosswalk properly. Additionally, none of the pedestrian ramps observed contained high-contrast, truncated domes.⁶

Disconnection, signage, and width issues mentioned for bicyclists are equally problematic for pedestrians. Additionally, pathway connections from Tennent Avenue and Railroad Avenue to the Bay Trail are unpaved and unsigned. Neighborhood access to the Pinole Creek Trail is provided at Prune Street but discouraged at Plum Street and the foot bridge at Prune Street across the creek to Pinole Valley Road is closed.

One pedestrian issue related to a school route was observed. A number of middle school students (about 20 over a 15-minute period) from southern Pinole were observed on Appian Way crossing the I-80 interchange intersections in the morning peak hour. The uncontrolled movement for southbound vehicles heading onto I-80 westbound on-ramp seemed to be hazardous for pedestrians as vehicles were not yielding to them.

⁶ These are detectable warnings, which are standardized surface feature built in or applied to walking surfaces or other pedestrian elements, such as curb ramps, to warn visually impaired people of potential hazards. In this case, the truncated domes at the bottom of a curb ramp warn the visually impaired that they are about to enter the street.

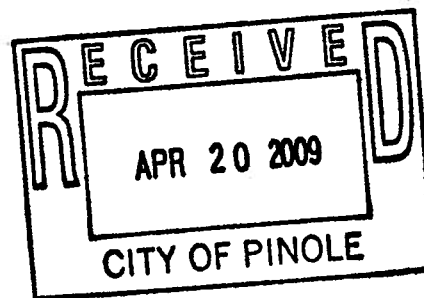
Traffic and Circulation Background

REFERENCES

- 1 Caltrans, *Traffic Operations Program, 2005 All Traffic Volumes on California State Highway System*. Website address: <http://traffic-counts.dot.ca.gov/2005all/r071-80i.htm>
- 2 The Bay Trail is a project of the Association of Bay Area Governments (ABAG) and is a planned recreational corridor that, when complete, will encircle San Francisco and San Pablo Bays with a continuous 400-mile network of bicycling and hiking trails.
- 3 Contra Costa Countywide Bicycle and Pedestrian Plan, adopted by the Contra Costa Transportation Authority in December 2003

April 13, 2009

Winston Rhodes, AICP
Planning Manager
City of Pinole
2131 Pear Street
Pinole, CA 94564



Dear Mr. Rhodes.

Thank you for coming to China House Restaurant last week to tell me about the preliminary discussions about the Pinole Specific Plan for San Pablo Avenue.

My restaurant has been at this location, 1971 San Pablo Avenue, since November 2007. Previously I had a restaurant in the old Pinole Valley Shopping Center for many years, before the center was torn down for remodeling and I was forced to close. After that I bought a restaurant in El Cerrito, which I still own. I was very pleased to be able to come back to Pinole in 2007.

One of the reasons I chose to come back to Pinole, and specifically to this location, was the easy access to my restaurant from both the westbound and eastbound lanes on San Pablo Avenue. I thought this was a great location and that I would have a strong business, particularly with take-out customers. That has turned out to be true.

One of the designs I have seen for San Pablo Avenue shows a median completely blocking off access to my restaurant from westbound traffic. I believe this would have a serious negative impact on my business, and I am very concerned about this.

I know that nothing has been decided yet, but I want to make sure that you know that I am very much opposed to a median opposite my restaurant, or any law that would prevent westbound cars from turning left into my restaurant's parking lot.

Sincerely,

Jimmy Cechan
Owner
China House Restaurant
1971 San Pablo Avenue
Pinole, CA 94564
741-8788

Recent Pinole Project Parking Information
April 27, 2009

ATTACHMENT G

Subject Site	General Plan Land Use Category	Zoning	Building Area	Lot Size	FAR	Parking Requirement Applied	Proposed Parking Ratios	Parking w/New Regulations
2700 Appian Way	Infill Development	PD with Mixed Use Office/Residential	4,600 sq. ft.	9,514 sq. ft.	0.48	12 parking spaces	1.75 space/unit	4 spaces for Residential 7 spaces for Office Use 11 total spaces
Kaiser Medical Facility	Regional Commercial	C3 with Medical Offices	61,785 sq. ft.	272,250 sq. ft.	0.23	335 parking spaces (Variance to allow 17 fewer spaces granted)	1 space/300 sq. ft.	206 spaces
Pinole Valley Shopping Center	Neighborhood Commercial	C1 with a Shopping Center	64,884 sq. ft.	269,636 sq. ft.	0.24	321 parking spaces	1 space/350 sq. ft.	186 spaces
Pinole Shores Office Park	Office Industrial	PD with Office/Industrial Uses	135,379 sq. ft.	514,831 sq. ft.	0.26	477 parking spaces	1 space/300 sq. ft.	451 spaces
2401 San Pablo Ave. (Gozzano Bldg.)	Mixed Use High Density Residential/Downtown Commercial	MU Mixed Use with Residential/Commercial	24,029 sq. ft.	24,219 sq. ft.	0.99	36 parking spaces (1 space/Res. Unit) 1 space/613 sq. ft. of commercial (7,360)	1 space/unit (residential) 1 space/350 sq. ft.	24 Spaces for Residential 22 Spaces for Commercial 46 Spaces total



CITY OF HERCULES
111 CIVIC DRIVE, HERCULES, CA 94547
PHONE: 510 • 799 • 8200

ATTACHMENT H

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APR 14 2009

CITY OF PINOLE
CITY MANAGER'S OFFICE

April 10, 2009

Ms. Belinda B. Espinosa, City Manager
City of Pinole
2131 Pear Street
Pinole, California 94564

**Subject: Comments on City of Pinole's Specific Plan for San Pablo Avenue,
Pinole Valley Road and Appian Way.**

Dear Ms. Espinosa,

The City of Hercules has reviewed the City of Pinole's Draft Specific Plan for the three main corridors in Pinole: Appian Way, San Pablo Avenue and Pinole Valley Road. We applaud the City of Pinole's efforts and vision implementing smart growth principles revitalizing San Pablo Avenue, however, we have a number of concerns, comments and questions regarding the proposed project along San Pablo Avenue.

1. Traffic and Circulation:

- a. Concerns regarding the proposal to reduce the number of lanes on San Pablo Avenue – a Route of Regional Significance – from four lanes to two lanes. This has implications for the Multi-Modal Traffic Service Objectives in the West County Action Plan and for the Countywide Comprehensive Transportation Plan. This “road diet” will affect emergency response services, moving traffic through the corridor, and signal timing along the entire length of San Pablo Avenue from south of Oakland through Crockett. Since 1999, cities all along the San Pablo Avenue corridor have worked cooperatively on a signal interconnect and timing project that would be significantly affected if the lanes are reduced from four to two. Traffic calming can be accomplished in ways other than by reducing the number of lanes including bulb-outs, wider sidewalks, etc. The Contra Costa Transportation Authority and West Contra Costa Transportation Advisory Committee should be consulted about the feasibility of decreasing the number of lanes on a Route of Regional Significance.
- b. Traffic congestion will likely increase in the City of Hercules if the lanes are reduced, due to the reduced lane capacity within the Pinole downtown area.
- c. Pinole should analyze the affect of the potential San Pablo Avenue lane reduction on the WestCAT bus operations.

- d. How does Pinole recommend dealing with trucks on San Pablo Avenue that are delivering either local or regional goods or services?
2. **Public Safety:**
 - a. How does two lanes on San Pablo Avenue affect automatic aid from the Pinole Fire Department and Police Department to Hercules and vice versa? Additionally, if there is an incident on I-80, if San Pablo Avenue is narrowed to only one lane in each direction, response times will be delayed (case in point is the slide on I-80 in Pinole a few years ago).
 3. **Public Works:**
 - a. Pinole provides a sewer collection system maintenance service to the City of Hercules via a Joint Exercise of Powers Agreement. The Specific Plan proposals for higher density and growth should examine impacts that would be created by the increased number of residents and businesses in Pinole.
 4. **Summary Section:**
 - a. We request Pinole reconsider narrowing the lanes from four to two.
 - b. Pinole should include information received from CCTA and WCCTAC on the issue.
 - c. Identify other ideas for making the Pinole downtown a robust, vital street with four lanes and pedestrian, bicycling, shopping opportunities.
 - d. Analyze the Corridors in the Specific Plan from a more regional – not just local – perspective.
 - e. Since we are neighbors, it is, indeed, important for Hercules to weigh-in, as well as folks from other adjacent communities such as El Sobrante, or other West County cities in the Corridor.

Respectfully Submitted,



Nelson Oliva,
City Manager

Cc: Joe Eddy McDonald, Mayor
Mick Cabral, City Attorney
Lisa Hammon, Assistant City Manager
Erwin Blancaflor, Public Works Director
Hercules City Council
Hercules Planning Commission