

Section 5

Circulation Element

5.1 Introduction

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

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

5.2 Circulation Element Requirements

A Circulation Element has been required as part of local general plans since 1955. Guidelines adopted by the State Office of Planning and Research emphasize the need to develop a “. . . balanced, multimodal transportation system.” Cost efficiency and protection of environmental quality, including air quality, require attention to non-auto transportation facilities and careful coordination with the Land Use Element. Section 65302(b) of the Government Code summarizes State law requirements:

“A circulation element consisting of the general location and extent of existing and proposed major thoroughfares, transportation routes, terminals, and other local public utilities and facilities all correlated with the land use element of the plan.”

5.3 Circulation Conditions

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

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

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

Regional Traffic Issues

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

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

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

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

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

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

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

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

Parking

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

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

Trails

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

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

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

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

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

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

5.4 Circulation Goals

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

transportation improvements to assure implementation in a timely manner.

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

5.5 Circulation Policies

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

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

Primary Implementing Programs

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

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

Primary Implementing Programs

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

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

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

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

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

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

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

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

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

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

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

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

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

Primary Implementing Programs

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

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

Primary Implementing Programs

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

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

Primary Implementing Programs

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

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

Primary Implementing Programs

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

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

trips along the West Contra Costa County travel corridor.

Primary Implementing Programs

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

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

Primary Implementing Programs

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

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

Primary Implementing Programs

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

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

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

Pinole Freeways

- a. I-80
- b. Richmond Parkway

Pinole Arterials

- a. San Pablo Avenue

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

Pinole Collectors

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

Local Streets

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

Primary Implementing Programs

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

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

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

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

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

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

Primary Implementing Programs

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

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

Primary Implementing Programs

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

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

Primary Implementing Programs

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

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

Primary Implementing Programs

CIP-10 CIP (Roadway Improvements)

CIP-14 CIP, Street and Highway Signage

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

Primary Implementing Programs

CIP-10 CIP (Roadway Improvements)

CIP-14 City, Street and Highway Signage

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

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

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

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

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

Primary Implementing Programs

CIP-5 West County Action Plan

CIP-15 Local Shuttle Bus

CIP-16 Coordinate with Transit Providers

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

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

Primary Implementing Programs

CIP-5 West County Action Plan

CIP-17 BART Alignment Study

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

Primary Implementing Programs

CIP-16 Coordinate with Transit Providers

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

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

Primary Implementing Programs

CIP-5 West County Action Plan

CIP-18 Regional Transportation Impact

CIP-19 City Transportation Impact Fee

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

Primary Implementing Programs

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

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

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

Primary Implementing Programs
CIP-22 Update Parking Requirements

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

Primary Implementing Programs
CIP-21 Parking District in Old Town

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

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

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

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

Primary Implementing Programs
CIP-23 Trail Master Plan

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

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

Primary Implementing Programs

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

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

Primary Implementing Programs

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

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

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

Primary Implementing Programs

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

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

Primary Implementing Programs

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

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

Primary Implementing Programs

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

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

Primary Implementing Programs

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

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

Primary Implementing Programs

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

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

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

Primary Implementing Programs

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

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

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

Primary Implementing Programs

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

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

Primary Implementing Programs

CIP-24 Trails Dedication and Easements
CIP-28 Title 24 Requirements for Trails

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

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

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

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

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

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

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

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

5.6 Circulation Programs

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

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

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

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

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

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

Possible Roadway Improvements in Pinole (2000 and 2010)

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

Other Improvements

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

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

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

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

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

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

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

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