

23rd STREET SPECIFIC PLAN



City of San Pablo | October 1, 2007



DESIGN, COMMUNITY & ENVIRONMENT



---

23rd STREET SPECIFIC PLAN

---

City of San Pablo | October 1, 2007



**DESIGN, COMMUNITY & ENVIRONMENT**

1625 SHATTUCK AVENUE, SUITE 300  
BERKELEY, CALIFORNIA 94709

TEL: 510 848 3815  
FAX: 510 848 4315

Prepared with support from the Livable Communities Initiative of  
the East Bay Community Foundation

*Acknowledgements*

**City of San Pablo**

**City Council**

Paul V. Morris, Mayor  
Sharon J. Brown, Vice Mayor  
Genoveva G. Calloway  
Joseph M. Gomes  
Leonard R. McNeil

**Planning Commission**

Mark Maltagliati, Chair  
William R. Erwin, Vice-Chair  
Katherine L. Brown  
Cheremay H. Sutton  
Nell Trundle

**City Staff**

Kelsey Worthy, Community Services Director  
Avanindra Gangapuram, Planning Manager  
Tina Gallegos, Associate City Planner  
Sonia Rivas, Redevelopment Analyst  
Kanwal Sandhu, Assistant Planner

**East Bay Community Foundation**

**Livable Communities Initiative**

Allison Brooks, Program Officer

**Consultant Team**

**Design, Community & Environment**

Tom Ford, AICP, Principal, Project Manager  
Melissa Erikson, ASLA, Senior Associate  
Jeff Williams, Associate  
Brad Johnson, Urban Designer

**Urban Transformation**

Darlene Rios-Drapkin

**Bay Area Economics**

Simon Alejandrino

## TABLE OF CONTENTS

1. INTRODUCTION .....	1-1
2. EXISTING CONDITIONS.....	2-1
3. VISION AND URBAN DESIGN CONCEPT.....	3-1
4. GOALS AND POLICIES .....	4-1
5. LAND USE.....	5-1
6. DEVELOPMENT STANDARDS.....	6-1
7. DESIGN STANDARDS AND GUIDELINES.....	7-1
8. IMPLEMENTATION.....	8-1

### *Appendices*

Appendix A	Obtaining Project Approval
Appendix B	List of Abbreviations

### *List of Figures*

1. Figure 1-1 Regional Context Map .....	1-6
2. Figure 1-2 Specific Plan Area .....	1-7
3. Figure 2-1 23rd Street Market Area.....	2-2
4. Figure 2-2 Specific Plan Subareas .....	2-7
5. Figure 2-3 Existing Land Uses: Subareas 1 and 2.....	2-8
6. Figure 2-4 Existing Land Uses: Subareas 3 and 4.....	2-10
7. Figure 3-1 Brookside Drive Intersection with 23rd Street .....	3-7
8. Figure 3-2 Brookside Drive Cross-sections .....	3-8
9. Figure 3-3 Illustrative Plan for New Development.....	3-11
10. Figure 3-4 Dover Avenue Site .....	3-13
11. Figure 3-5 Brookside Drive Site .....	3-15
12. Figure 5-1 Land Use Designations.....	5-2
13. Figure 5-2 Potential Development Sites .....	5-5

### *List of Tables*

1. Table 5-1 Development Projections.....	5-4
-------------------------------------------	-----

**CITY OF SAN PABLO**  
**23rd STREET SPECIFIC PLAN**  
TABLE OF CONTENTS

## I INTRODUCTION

The 23rd Street Specific Plan provides a long-term strategy to revitalize and increase the development potential for a major commercial corridor in the City of San Pablo. The 23rd Street corridor has the potential to become a vibrant community hub for residents, with improved access to parks and public open space, a safe environment for walking and biking and an active street life with cultural amenities. The strategy utilizes several of the City’s available tools to facilitate the development of a well-organized, clearly identifiable and economically viable mixed-use corridor. The Specific Plan will help to prevent disjointed development, which often occurs in the absence of a comprehensive planning effort. This Plan builds upon and refines other City efforts to develop the 23rd Street corridor.

The City of San Pablo has already begun the transformation of 23rd Street into a lively commercial district. The City’s Redevelopment Agency has invested in façade and streetscape improvements that create a unique sense of place and set San Pablo apart from its neighbors. The façade improvement program has been an ongoing economic development program for several years. The primary focus has been on creating a viable shopping district with a distinct character through improvement of the facades on existing businesses, and by providing potential new businesses with renovated space. Phase 1 of the program began in the mid 1990s. The project area for the first phase focused on businesses fronting on 23rd Street between Standard Avenue and Dover Avenue. This initial effort was completed in 1998. Phase 2 of the program was planned and implemented beginning in 2002. This latter phase included plans for both building façade and streetscape improvements. Additionally, the City’s Small Business Assistance program has provided micro-loans that enable 23rd Street’s small businesses to make improvements. These loans may be used for interior building improvements, equipment purchases and technology upgrades.



Facade improvements to a business on 23rd Street

In spite of these improvements and programs, 23rd Street still has many vacant or underutilized parcels. The City's General Plan calls for mixed-use buildings along 23rd Street that include both commercial and residential uses; however, strict limits on allowable square footage, existing small lot sizes and multiple landowners make development difficult. The General Plan states that 23rd Street should be oriented towards pedestrians, but current zoning dictates that new development include a large number of parking spaces, encouraging people to drive rather than walk.

The 23rd Street Specific Plan is intended to provide new regulations that overcome these development barriers and facilitate the mixed-use development desired for 23rd Street. The Plan also reflects the mission of the East Bay Community Foundation's Livable Communities Initiative (LCI). The Foundation partnered with the City of San Pablo for the creation of this Plan. LCI staff works in partnership with cities, local leadership, community based organizations and non-profits, and diverse community residents to foster sustainable development that supports a healthy environment, a vibrant economy and is socially equitable. By facilitating innovative collaborations and meaningfully engaging citizens in planning processes, LCI helps craft solutions to the challenges that many East Bay cities face today due to urban disinvestment, such as environmental pollution, lack of transportation choices and poor access to social services and programs.

The following sections describe the purpose of the Specific Plan in more detail and provide an overview of the 23rd Street Specific Plan Area. They also provide an overview of the process that created this Plan and explain how this document relates to the City's General Plan.

### *A. Purpose and Extent of a Specific Plan*

Under California law cities and counties may prepare Specific Plans to develop policies, programs and regulations to implement the jurisdiction's adopted General Plan. A Specific Plan frequently serves as a bridge between the General Plan and large development proposals. Specific Plans can also provide detailed guidance for a neighborhood or district that is of special importance to a community.

#### **1. Required Contents**

This Specific Plan has been prepared in accordance with the requirements of California Government Code Section 65451. As prescribed by law, the Plan includes text and diagrams that generally describe the following:

- ◆ The distribution, location and extent of all land uses, including open space.
- ◆ The proposed distribution, location, extent and intensity of major components of public infrastructure.
- ◆ The standards and criteria by which new development will proceed.
- ◆ A program of implementation measures such as financing measures, policies and regulations, and public works projects.

California law also requires that a Specific Plan be consistent with a city's General Plan, and that findings regarding consistency be included in the Specific Plan itself.

#### **2. Finding of Consistency with the General Plan**

A General Plan update will be required as part of the of the Specific Plan approval. The recommendations in this Specific Plan are consistent with the broad goals of the General Plan. The General Plan's policies call for a pedestrian-friendly

shopping environment along 23rd Street, with businesses fronting on the sidewalk, transparent storefronts and pedestrian-scaled streetscape elements. They also call for non-commercial uses above the ground floor of buildings, including residential units. The recommendations contained in this Specific Plan further these goals.

### 3. Purpose of the 23rd Street Specific Plan

The main purpose of this Specific Plan is to provide clear guidance for future development on 23rd Street. The land use regulations in this Plan are designed



Streetscape improvements on 23rd Street

to encourage neighborhood-serving development by making it more financially feasible, and to ensure that new buildings, streetscape improvements and added amenities contribute positively to the street's pedestrian experience. The Plan provides a framework in which jobs, economic development and housing opportunities will improve. This Plan also includes design standards and guidelines that will help ensure that new development be of a high quality. By creating more certainty for property owners and developers, these new regulations can help increase property values and development potential on 23rd Street, while creating benefits for the community as a whole.

The Plan also identifies public improvements that will further enhance the appearance and character of 23rd Street. By making these improvements, the City will reinforce the street's unique, vibrant identity. Further improvements will also demonstrate to property and business owners that the City is committed to 23rd Street's success.

The Specific Plan’s vision for the future of 23rd Street is based on five goals, which were created with community members during the planning process, and applicable goals and policies from the General Plan:

- ◆ Create a safer, more pedestrian-friendly streetscape. People should feel comfortable and safe when they walk on 23rd Street. There should be a hospitable environment with public open space, parks and other neighborhood amenities that take advantage of and enhance existing community assets.
- ◆ Identify opportunities for infill development. Take advantage of 23rd Street’s vacant parcels to enhance the street’s character, provide new housing and create retail destinations for the community.
- ◆ Provide parking for neighborhood businesses. Ensure that if visitors choose to drive to 23rd Street, they will have a place to park.
- ◆ Include existing 23rd Street merchants in revitalization and planning efforts for 23rd Street.
- ◆ Create an economically viable and healthy corridor. Reinvigorate the corridor so it is economically healthier, provides new jobs and is more economically competitive.

## B. Specific Plan Area

This section describes the regional and local settings of the Specific Plan Area.

### 1. Regional Location

The City of San Pablo is located in Contra Costa County, south of San Pablo Bay, as shown in Figure 1-1. San Pablo is bordered by the City of Richmond

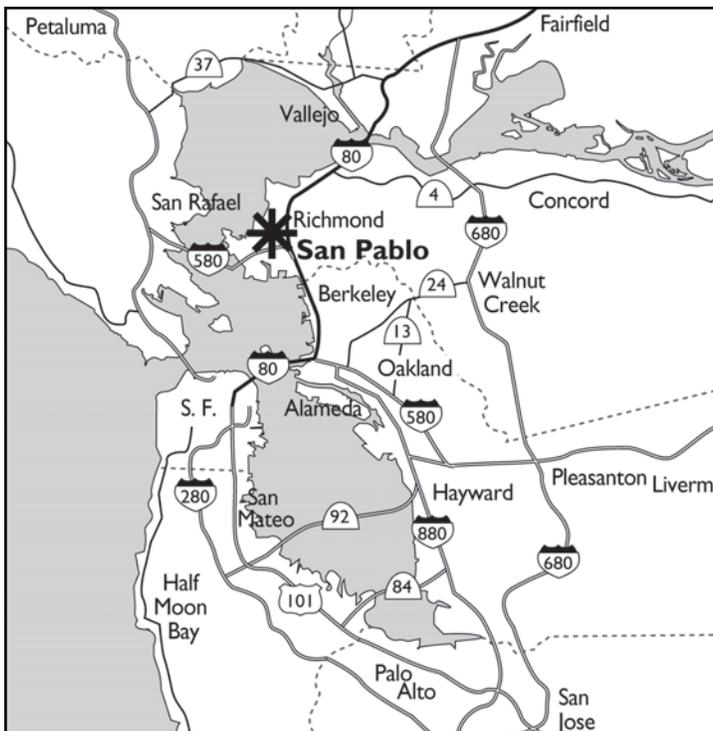


Figure 1-1 Regional Context Map

and parts of unincorporated Contra Costa County. Interstate 80 connects the City with other parts of the Bay Area and with the Central Valley. In addition, AC Transit provides citywide bus service with destinations throughout the East Bay, and bus routes connect the city with Bay Area Rapid Transit (BART) and with Amtrak's Capitol Corridor train to Sacramento. The 23rd Street corridor also serves as a north-south connection between the historic Downtown Richmond area and the newer Hilltop Mall.

### 2. Plan Area Location

The Specific Plan Area includes roughly a half mile stretch of 23rd Street, from San Pablo Avenue at the north to Pine Avenue at the south, as shown in Figure 1-2. The Specific Plan Area contains a total of 22 acres. The Plan Area is composed of 76 parcels, most of which front on 23rd Street. A few additional parcels are included that face other

streets but are contiguous with the rest of the Plan Area. 23rd Street has several other important street connections. Dover Avenue and Market Avenue are both arterial streets that intersect 23rd Street within the Specific Plan Area. Additionally, Bush Avenue and Pine Avenue serve as collector streets that connect the adjacent neighborhoods to 23rd Street. San Pablo Avenue, a major artery running through the East Bay, connects to 23rd Street at the northern edge of the Plan Area.

CITY OF SAN PABLO  
23rd STREET SPECIFIC PLAN  
INTRODUCTION



Figure I-2 Specific Plan Area

### *C. Planning Process*

This section describes the planning process that led to the completion of the Specific Plan.

#### **1. Initial Steps**

Work on the 23rd Street Specific Plan began in the summer of 2005 with an assessment of the Specific Plan Area's existing setting, which is summarized in Chapter 2. The information gathered during this process helped inform the community workshops. This information was also used to create the improvement strategies that followed. This process also helped to foster a collaborative relationship among those who attended.

#### **2. Walking Tour**

A walking tour of the Plan Area was conducted in July 2005 with interested merchants, property owners, residents, developers and City staff to discuss

common concerns and ideas about the area. Participants received a workbook that included spaces to record their own observations, along with potential opportunities and constraints that they identified. These comments helped to define the traffic, parking, streetscape and development issues that affect the Plan Area.

#### **3. Developer Panel**

A discussion was held in September 2005 with a panel made up of local and national developers that analyzed strengths, constraints and opportunities for new developments in the Plan Area. The meeting was well attended by merchants, property owners and community members. Meeting participants discussed 23rd Street's potential for mixed-use, pedestrian-friendly development. They also considered development regulations that are relevant to the revitalization of the Plan Area.



**Walking tour participants**

Panelists and community participants generally agreed that the Plan Area should be oriented towards pedestrians and should support a range of activities, including housing, shopping, employment and recreation. All participants appeared to agree that the neighborhood is in need of a central gathering place.

City development standards play a crucial role in the success of mixed-use corridors. Several panelists said that the City's existing standards for the Plan Area are too restrictive, making mixed-use development economically infeasible. Panelists supported flexible density and height restrictions that will allow for taller buildings with limited vehicular parking, helping to create the economies of scale that make mixed-use development feasible.

A number of panelists agreed that San Pablo's market conditions make for-sale housing more viable than rental housing. It was further noted that homeownership often leads to greater civic involvement, which would help to strengthen residents' sense of place. Several panelists said that mixed-income housing, which provides dwellings that are affordable to people with a variety of income levels and social backgrounds, would help foster and sustain diversity in the Plan Area.

#### **4. Development Alternatives**

Several strategies were identified during the walking tour and developer panel for revitalizing 23rd Street. These strategies were then applied to a series of four prototypical development sites so community members could see how the different strategies would affect each site. For example, one development alternative for a group of vacant parcels showed a retail storefront with housing units on upper floors, while a second alternative showed a shared parking lot for neighborhood businesses.

The development alternatives were presented at a community workshop in October 2005. Participants examined the alternatives for each site and offered

critiques of each approach. They also held a large-group discussion of ways to improve the development alternatives. The community's recommendations were used to determine what policies would be appropriate for the Plan Area as a whole.

Many participants agreed that more discussion was needed regarding the potential development site at the corner of 23rd Street and Brookside Drive, as well as the accompanying improvements to Brookside Drive and Kennedy Plaza. A later community workshop re-examined these issues.

#### **5. City Council/Planning Commission Work Session**

At a joint work session in February 2006, the City Council and Planning Commission discussed the potential benefits of mixed-use development on 23rd Street and evaluated the preferred development alternatives that were identified at an earlier workshop. They also provided guidance regarding other components of the Specific Plan, such as revised parking requirements for new development in the Plan Area.

#### **6. Brookside Drive Alternatives**

A second community workshop was held in March 2006 to reevaluate alternatives for the potential development site at Brookside Drive, along with proposed improvements to Brookside Drive and Kennedy Plaza. Comments from this workshop led to the development of a new preferred alternative for the site, combining elements from the prior alternatives.

#### **7. Community Workshop**

A final community workshop was held to provide a Specific Plan overview, update participants on other City efforts within the Specific Plan Area, respond to questions and solicit further input from the community.

## 8. Old Town Merchant’s Meeting Association

The project team was also able to attend meetings of the Old Town Merchant’s Association. This provided the team with additional input from merchants and residents in the Plan Area.

### *D. Plan Overview*

This Specific Plan provides guidance for the future development of 23rd Street. A clear vision and set of urban design concepts are provided, along with goals and policies to carry them out. The Plan contains the following chapters:

- ◆ **Chapter 2, Existing Conditions:** This chapter contains a summary of the history, demographics, existing policies, physical character and constraints within the Specific Plan Area.
- ◆ **Chapter 3, Vision and Urban Design Concept:** This chapter provides an explanation of the overall vision for 23rd Street and the related urban design concepts.
- ◆ **Chapter 4, Goals and Policies:** This chapter provides a list of specific goals for 23rd Street and the policies that will promote the attainment of those goals.
- ◆ **Chapter 5, Land Use:** This chapter outlines the new land use regulations that will implement this Plan’s vision for mixed-use, pedestrian-friendly development.
- ◆ **Chapter 6, Development Standards:** This chapter provides a set of standards for development within the Specific Plan Area.
- ◆ **Chapter 7, Design Standards and Guidelines:** This chapter provides a set of design standards and guidelines for development within the Specific Plan Area.
- ◆ **Chapter 8, Implementation:** This chapter provides a clear explanation of the changes to the current regulatory policies for future 23rd Street development and possible financing strategies for physical improvements. Economic development strategies and resources for new businesses are also included.

CITY OF SAN PABLO  
23rd STREET SPECIFIC PLAN  
INTRODUCTION

## 2 EXISTING CONDITIONS

This chapter provides some historical background on 23rd Street and the City of San Pablo, and summarizes existing conditions in the 23rd Street Specific Plan Area. It includes information on demographics, the existing regulatory framework, a detailed description of the Specific Plan Area and a summary of the constraints to development and revitalization.

### A. City and Specific Plan Area History

San Pablo's history dates to the early 1800s, when the Castro family received a 20,000 acre land grant. This original settlement grew over time and was incorporated as a city in 1948. 23rd Street has always been a significant fixture within the City of San Pablo. The street has historically served as the "main drag" and has provided a commercial shopping district for nearby residents in San Pablo and Richmond. In the late 1960s the Brookside Commercial Shopping Center was developed as a commercial anchor for 23rd Street. In the 1970s Brookside Plaza was constructed across from the shopping center with the aid of a federal beautification grant. 23rd Street also experienced a period of decline around this same time period. Much of this decline can be attributed to the migration of residents from San Pablo to the suburbs. More recently, however, 23rd Street has begun to rebound economically. This is evident by increased private development interest and investment.



Looking north from the corner of 23rd Street and Bush Avenue

*B. Demographic Information*

A brief market analysis was prepared during the planning process, for which the Market Area for 23rd Street is shown in Figure 2-1. The Market Area is defined as the geographic area containing residents that are attracted to 23rd Street for goods and services. It includes most of the City of San Pablo as well as portions of neighboring Richmond. According to the 2000 U.S. Census, the Market Area

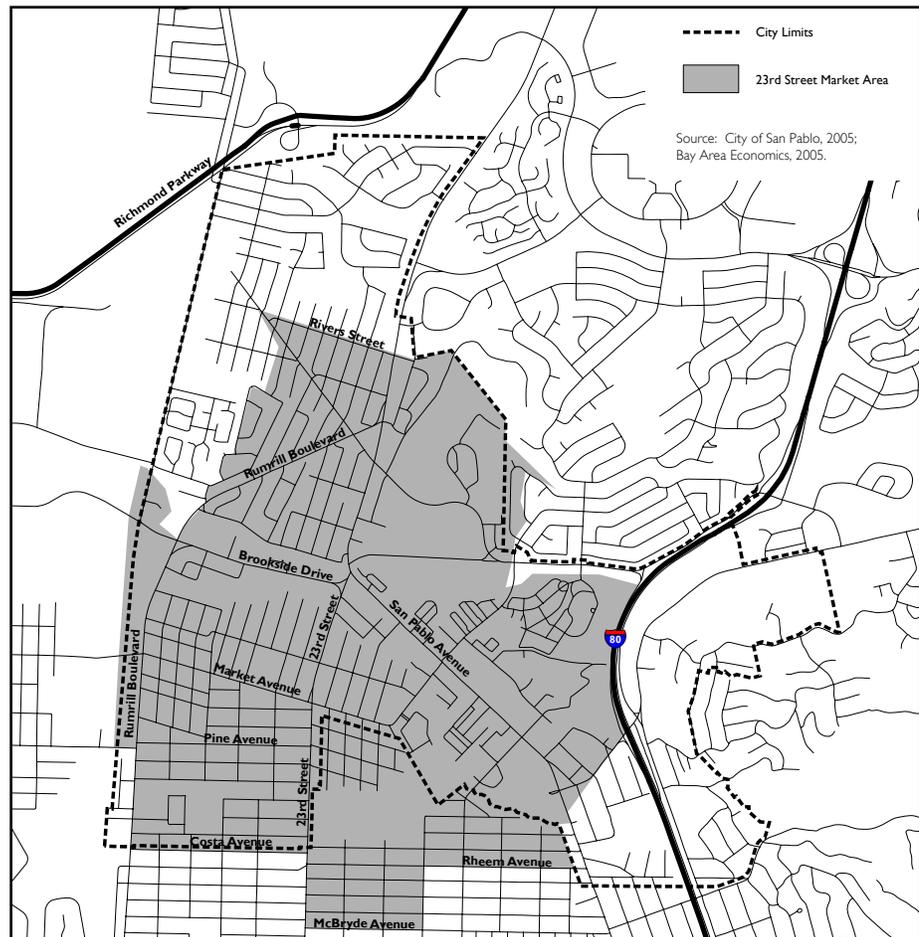


Figure 2-1 23rd Street Market Area

contains 24,063 residents living in 7,096 households. The average household size in the Market Area is 3.3 persons per household, which is somewhat larger than the countywide average of 2.7. Family households make up 71.9 percent of the Market Area, similar to the countywide average of 70.4 percent.

Household incomes are generally lower in the Market Area than in Contra Costa County as a whole. The median household income within the Market Area was \$38,625 in 2000, compared with \$71,905 in the entire county. Also, residents of the Market Area are generally younger than county residents; the median age in the Market Area is 29.1, compared to 36.4 for the county.

### *C. Existing Regulations*

This section provides an overview of the regulatory policies applicable to development on 23rd Street that existed at the time of the planning process. As shown below, both the City's General Plan and its Zoning Ordinance contain direction for future development that is conducive to the overall goals for this Specific Plan and planning process, which were noted in Chapter 1. As was also noted in Chapter 1, one of the purposes of a Specific Plan is to become a specific implementing mechanism for the goals and policies in a City's General Plan.

#### **1. General Plan Goals**

The City of San Pablo's General Plan was updated in 1996. This document includes a specific section on the goals and policies for the 23rd Street District. Goal LU 11.1 for the 23rd Street District is to:

*Create an identifiable and viable neighborhood-serving commercial district that encourages small business development and creates a pedestrian-oriented shopping area through focused land use consolidation, public improvements and coordinated planning of the District.*

The General Plan directs that medium density residential development is to be focused in the areas south of Bush Avenue, and mixed-use development that includes ground floor storefronts and upper floor residential uses should be focused in the areas north of Bush Avenue. The district should be pedestrian-oriented and businesses that require outdoor storage, such as auto repair, should be prohibited. Outdoor sales are conditionally permitted. Mixed-use development that contributes to the pedestrian oriented goal for 23rd Street is encouraged. Furthermore, the General Plan directs that business development programs be created with the goal of providing financing incentives, marketing information, management and other resources.

## **2. Land Use Regulations**

The General Plan clearly identifies a set of land use designations that are intended to establish general categories and densities for allowable uses. These designations differ from zoning regulations explained below. They are intended to group compatible land uses and remain broad in scope, while the zoning ordinance is much more specific. The Specific Plan area falls within both a commercial and a mixed-use designation. Commercial uses are allowed a maximum floor area ratio (FAR) of 0.4. A parcel's FAR is the total gross floor area of all buildings on a parcel, excluding structured parking areas, divided by the area of the parcel. Some flexibility is allowed by its concurrent mixed-use designation. Mixed-use developments are allowed an FAR of 0.75 rather than 0.4. The General Plan envisions that the increased FAR would be an incentive for development that provides additional public amenities and facilitates public improvements.

## **3. Municipal Code Regulations**

The City's Municipal Code contains the zoning regulations for development. The Specific Plan Area is currently zoned C-1 (Light Commercial). The types of uses allowed in this zoning district include retail sales, restaurants, offices, personal and public services, hotels and motels, food and beverage sales, automotive parts sales, among other uses. Uses with a potential negative environmen-

tal impact, such as outdoor displays, outdoor sales and auto service, are only conditionally permitted. The Plan Area is also designated as the 23rd Street Overlay District. The City has designated specific overlay districts to achieve the appropriate mix and pattern of development that will meet the economic development and redevelopment objectives of the City, and foster mixed-use neighborhood commercial areas consistent with the policy direction in the General Plan. Specifically, the 23rd Street District is intended to create an identifiable, viable and neighborhood-serving commercial district that encourages small business development and creates a pedestrian-oriented shopping area through focused land use consolidation, public improvements and coordinated planning of the district. Additionally, the overlay zone for 23rd Street prohibits automotive uses.

The standards and regulations for development in the C-1 (Light Commercial) zoning district apply to the 23rd Street Specific Plan Area. Currently the minimum parcel area for development is 2,000 square feet. The maximum building height allowable is 40 feet. The maximum allowable FAR is 0.75 for development that satisfies one or more of the following conditions: (a) the project provides public amenities and facility improvements such as open space and multiple (mixed) uses which serve to distinguish the development area as unique, consistent with the General Plan; (b) the project incorporates feasible shared parking with adjacent or nearby development; or (c) the project consolidates parcels to facilitate efficient development, parking, access and landscaping. The allowable FAR is 0.4 for development that does not meet at least one of these conditions. The setback requirements that dictate a building's location within a developable parcel are uniform within the district with the exception of parcels that are located adjacent to residentially zoned districts. Parcels not abutting residential zoning districts require no front, side or rear setbacks. If a parcel in the 23rd Street District does abut a residentially zoned parcel or a conforming residential use it must retain a side and rear setback of at least ten feet. Residential uses located in commercial zones are to be developed to a density that does not

exceed one dwelling unit per 2,500 square feet of the parcel size, which would be a density of approximately 17 dwelling units per acre. Additionally, mixed-use projects with residential components are not to exceed one dwelling unit per 2,000 square feet of the parcel size, which would be a density of approximately 21 dwelling units per acre.

#### *D. Existing Setting*

This section provides a description of the physical character of the 23rd Street corridor's streetscape and land use patterns.

##### **1. Existing Streetscape**

Parts of 23rd Street have already benefited from the City's streetscape improvement program, which has helped to create identifiable boundaries for the street's retail district. The existing improvements, which have been constructed between University Avenue and Dover Avenue, include:



**Palm trees and coral-tinted sidewalks create a sense of place on 23rd Street**

- ◆ Planters with Mexican fan palms, which reflect the City's Hispanic identity
- ◆ Sidewalk bulbouts at corners and mid-block, which provide space for palm trees and shorter crossing distances for pedestrians
- ◆ Sidewalks with coral-tinted concrete, which further distinguish 23rd Street's commercial district from its surrounding area

The City has plans to continue the streetscape improvements for an additional block south, between Dover Avenue and Market Avenue. Above-ground utility lines along 23rd Street north of Market Avenue

have already been moved underground, eliminating the visual clutter of utility poles and overhead wires. 23rd Street still has above-ground utilities and no streetscape improvements south of Market Avenue. As a result, there are

currently few visual indicators of the street’s special character or the importance of its retail district in this area.

The Plan Area attracts many visitors on foot, including students walking to and from Dover Elementary School and Helms Middle School, but the street has very narrow sidewalks, typically no wider than 6 feet. The street also carries significant volumes of vehicular traffic. At community meetings held during the planning process, residents of the neighborhood expressed that they feel unsafe when they walk or ride their bicycles along the street.

## 2. Existing Land Uses

This section describes the wide variety of existing land uses in the Plan Area. The 23rd Specific Plan Area has been divided according to its character and uses into four Specific Plan Subareas. The boundaries of each Subarea are shown in Figure 2-2.

### *Subarea 1: San Pablo Creek to Wildcat Creek*

As shown in Figure 2-3, Kennedy Plaza and San Pablo Creek anchor the northern edge of Subarea 1, where 23rd Street merges with San Pablo Avenue. Kennedy Plaza provides a large, sunny open space with a clear connection to Wildcat Creek. The plaza is currently underutilized by local residents. The City has plans to make several improvements to Kennedy Plaza. These improvements include the adding of picnic areas with barbeque facilities, improved lighting and a new gazebo. These amenities will encourage greater use and make the park more welcoming for a wider range of visitors.

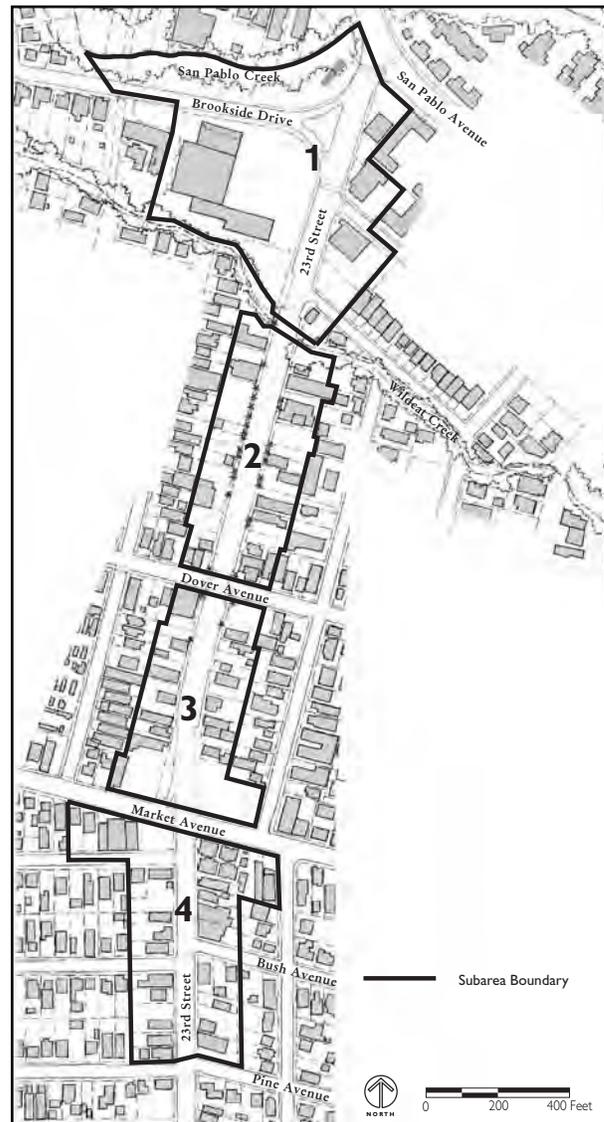


Figure 2-2 Specific Plan Subareas

CITY OF SAN PABLO  
 23rd STREET SPECIFIC PLAN  
 EXISTING CONDITIONS

Subarea 1, at the intersection of 23rd Street and Brookside Drive, includes the largest group of parcels within the Specific Plan Area. The site is currently occupied by a grocery store, a taqueria, a place of public assembly and a liquor store. The City owns the vacant parcel south of this site, adjacent to Wildcat

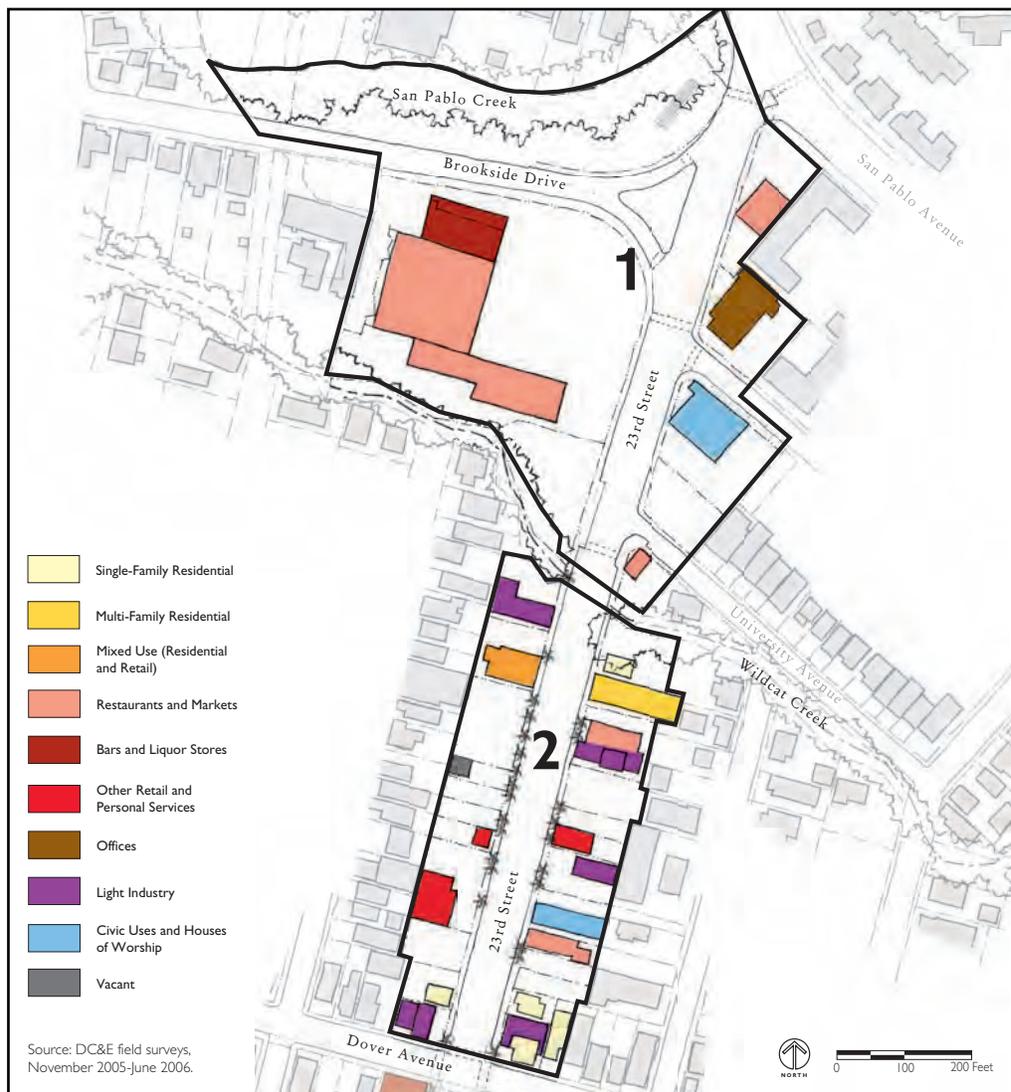


Figure 2-3 Existing Land Uses: Subareas 1 and 2

Creek, and has plans to build a park there in the future. A mercado, a small office building and a post office occupy the east side of Subarea 1.

*Subarea 2: Wildcat Creek to Dover Avenue*

The core of 23rd Street's commercial area is in Subarea 2, the block between Wildcat Creek and Dover Avenue, which is shown in Figure 2-3. Most of the existing buildings on this block are occupied by commercial uses such as mercados, restaurants, a furniture store, a flower shop and a small office building. Many of these commercial uses have taken advantage of the City's façade improvement program, creating a strong sense of place. A few apartment buildings are located on this block as well, including one mixed-use building with an antique shop on the ground floor. In addition, several small parcels are being used as nonconforming single-family houses.

Subarea 2 also has many small parcels. Some are as small as 2,500 square feet, and are vacant or used exclusively to park vehicles. In several places, these parcels are located in groups of two or more and could possibly be combined into a single, larger parcel.

*Subarea 3: Dover Avenue to Market Avenue*

Subarea 3 provides a variety of commercial uses including mercados, restaurants and a small shopping center. It also includes many nonconforming single-family houses. These exclusively residential



**Kennedy Plaza**



**Lo Loma #5 Mercado**

CITY OF SAN PABLO  
 23rd STREET SPECIFIC PLAN  
 EXISTING CONDITIONS

uses, combined with the current lack of streetscape improvements, create a sense of transition away from 23rd Street’s commercial core. Figure 2-4 shows a map of Subarea 3.

23rd Street crosses Market Avenue on the southern edge of Subarea 3. This arterial street connects Rumrill Boulevard with San Pablo Avenue and provides



Figure 2-4 Existing Land Uses: Subareas 3 and 4

an important east-west bicycle route. The prominence of this intersection is not currently reflected in the architecture or site planning of the adjacent properties.

The shopping center on the northwest corner has low-rise, one-story buildings with large setbacks and parking areas in front. The northeast side of the intersection is currently vacant. The Redevelopment Agency recently purchased this vacant lot and the small residential parcel adjacent to it on the Powell Street side in an effort to assemble a larger parcel. The Agency is currently working with a developer to create a mixed-use multi-story building with structured parking on site.



**Vacant Site at 23rd Street and Market Avenue**

*Subarea 4: Market Avenue to Pine Avenue*

Apartment buildings are one of the most common existing land uses in Subarea 4, along with non-conforming single-family homes. The Subarea's few retail storefronts include a party supply store, a Laotian market and a veterinary hospital. There is also a large group of auto repair shops, as well as a liquor store and a billiard hall. At the time of the survey, none of the parcels were vacant.

The existing uses just south of Market Avenue do not emphasize the importance of this intersection with 23rd Street. The auto repair shops on the southwest corner are located away from the intersection, with a car storage yard at the street. The apartment complex on the southeast corner has a two-story building near the corner, but a wall separates the buildings from the sidewalk.



**Dulceria Fiesta Mexicana and Parks Veterinary Hospital**

*E. Existing Constraints*

This section identifies the existing constraints to redevelopment in the 23rd Street Specific Plan Area.



**Vacant lot on 23rd Street**

**1. Land Use**

The current land ownership patterns and number of separate parcels in the Specific Plan Area constitute a constraint to the redevelopment of the corridor. Assembling small pieces of land into larger, more marketable parcels will be necessary to attract the type of development consistent with the vision and goals set forth in this Specific Plan. Parcels are currently being used as parking areas or are vacant and unused. Another significant constraint is the number of nonconforming single-family homes present in the Specific Plan Area.

**2. Urban Design**

A significant urban design constraint is the lack of flexibility for traffic reconfiguration. More extensive urban design concepts could be developed with greater flexibility of the existing traffic lane configuration. The current parking and development regulations are also significant urban design constraints. Adjusting these regulations will be necessary for the corridor to redevelop in a pedestrian-oriented manner. These regulations are also a key constraint to private investment on 23rd Street.



**Existing sidewalks are typically narrow and leave little room for pedestrian circulation**

### 3. Circulation

23rd Street currently carries two lanes of traffic in both directions. This lane configuration results in a considerably large right-of-way. The size of this right-of-way provides a constraint to redevelopment by making it difficult to provide ample space for additional pedestrian circulation, sidewalks, bicycle lanes or landscaping. A reduction in the number of traffic lanes might be an appropriate solution to this problem, but such a reduction would face several challenges:

- ◆ 23rd Street is a County Route of Regional Significance, which imposes strict requirements on the level of service (LOS) for vehicular traffic. A lane reduction would require extensive review.
- ◆ Any new street configuration should not degrade AC Transit's bus service, which connects the neighborhood to the Richmond BART station, Contra Costa College and other major destinations.
- ◆ Future circulation study in the city should include an examination of the potential to reduce lanes on 23rd Street for the purpose of traffic calming.

For these reasons, this Specific Plan does not propose a lane reduction or any other changes to 23rd Street's lane configuration.

### 4. Economic Development

Attracting new businesses and new development to the 23rd Street corridor has been difficult. A major reason for this is the regulations on such development. After meeting with developers from the area it was clear that the current regulatory framework made the sites along 23rd Street less attractive. The current regulations for development are barriers to the financial feasibility of real estate investments. Adjustments to these development regulations will improve the marketability of parcels along 23rd Street and enhance San Pablo's economic development opportunities.

CITY OF SAN PABLO  
23rd STREET SPECIFIC PLAN  
EXISTING CONDITIONS

### 3 VISION AND URBAN DESIGN CONCEPT

This chapter provides the overall vision for the 23rd Street corridor. It provides discussion of the urban design and land use issues that can guide the long term implementation of the vision

#### A. *Vision Statement*

23rd Street will be a lively, mixed-use corridor serving the needs of the people living in the surrounding neighborhoods and providing new housing, retail opportunities and small business opportunities. It will be developed at an intensity that takes advantage of its market potential and a new relationship between the buildings and the public right-of-way on 23rd Street will be established. The buildings that define the street frontage will be bolstered by parking areas being less prominent along the street. The corridor will be pedestrian-oriented and provide a safe environment for all modes of traffic, with accessible park space nearby. Safer routes for children and parents walking or biking to the many nearby schools will also be provided. 23rd Street will continue to connect to important destinations, including San Pablo Avenue, which functions as a major transportation artery for the East Bay. These improvements together will provide a new place for community members to gather and celebrate San Pablo.



**Example of a vibrant, pedestrian-oriented streetscape in Santa Rosa**

New development will provide a vibrant environment on 23rd Street. The City of San Pablo will benefit by experiencing increased employment opportunities, greater access to a diverse set of housing opportunities and new retail opportunities that meet the needs of the diverse population. The corridor will also provide opportunities for local entrepreneurs wishing to locate new businesses in San Pablo. 23rd Street will become a more significant destination for residents and serve as a resource for the attraction of economic development opportunities.

## *B. Urban Design Concepts*

This section discusses the manner in which the existing 23rd Street character can be enhanced and improved by new development. It outlines the urban design concepts that can be utilized in planning for new development. It also recommends improvements to the public realm that will make the street more pedestrian-friendly and strengthen the neighborhood's identity.



**An example of mixed-use development in Oakland, with a cafe on the ground floor and dwelling units on upper floors**

### **1. Potential Land Uses**

At workshops during the planning process, community members called for new development to include land uses that encourage pedestrian activity and strengthen 23rd Street's identity as a commercial district. They encouraged mixed-use development on 23rd Street, with commercial uses

on the ground floor and residential dwelling units above them. Mixed-use development could also include residential units on the ground floor, located behind a storefront. The ground floor uses should provide a broad range of neighborhood-serving retail opportunities in order to attract a range of patrons.

Workshop participants stated that 23rd Street should have businesses that will help create a lively presence on the street, such as cafés and restaurants. They were also interested in attracting pedestrian-friendly retail shops, especially the following types of businesses:

- ◆ Grocery stores
- ◆ Children's clothing, shoes and toys
- ◆ Banks

### **2. Development Character**

This section describes how new development on 23rd Street can enhance the street's existing character. Chapter 7 provides more detailed design guidelines that implement these principles.

### *Infill Development*

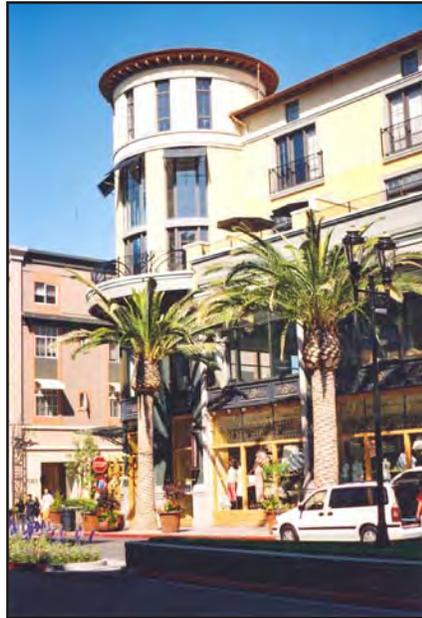
23rd Street has many parcels that are vacant or are occupied by low-intensity, auto-oriented businesses. These parcels detract from the street's identity as an important commercial corridor.

Redevelopment of the Plan Area's vacant and underutilized parcels should provide vertical mixed-use development that includes retail ground floors, with residential units on the upper floors. This will help to create a more pedestrian-friendly retail environment along 23rd Street.

Infill development should be built at densities that support transit use and that help create a market for neighborhood-serving commercial uses. New buildings should be a minimum of two stories tall, although three to four stories is preferred, particularly on corner sites. Infill development should expand the potential for existing businesses to remain on 23rd Street.

### *Architecture*

New buildings on 23rd Street should not be monolithic or box-like. Instead, they should have appropriate variations in the building's overall mass and should incorporate fine-grained architectural details, such as awnings and projecting features, that add variety to the building's façade and are attractive to both motorists and pedestrians.



**Mixed-use development in San Jose**



**23rd Street's facade improvements include fine-grained architectural details**

In general, building frontages should meet a consistent “build-to” line at the back of the sidewalk. This is a line parallel to 23rd Street to which all development



Example of a consistent building edge in Truckee

would be required to reach. 23rd Street’s narrow sidewalks do make small setbacks appropriate at key locations, such as major intersections, if they are used to create a wider sidewalk or entry plaza. Setbacks on upper stories are encouraged on the rear of buildings so that 23rd Street development transitions appropriately to the surrounding residential neighborhoods.

The design of façades on new 23rd Street buildings should reflect the vibrant, colorful façades that have been created as part of the City’s façade improvement program. These enhanced façades contribute strongly to the special character of 23rd Street.

Green building techniques should also be utilized along 23rd Street. Incorporating green building principles and technologies into building construction and site planning can provide safer indoor environments for occupants, lower operating costs by reducing energy consumption, reduce waste, reduce water consumption and help mitigate negative impacts on the environment. Green building technologies could include the use of solar power, additional insulation to control the building’s climate, energy-efficient windows and green roofs, among others.

### 3. Pedestrian Safety and Amenities

Private development on 23rd Street will define much of the street’s character, but improvements are also needed within the public realm. This section describes new amenities and other streetscape improvements that would make pedestrians feel safer and more welcome on 23rd Street. Mixed-use development will create more pedestrian activity on 23rd Street, which will help to calm vehicular traffic.

*Street Trees and Sidewalks*

The City has already completed several streetscape improvements along one block of 23rd Street, between University Avenue and Dover Avenue. Similar improvements for an additional block between Dover Avenue and Market Avenue are underway. As described in Chapter 1, these improvements include planters with Mexican fan palms, sidewalk bulbouts at corners and mid-block and red-tinted sidewalks. The proposed improvements between Dover and Market Avenues will be carried out in coordination with new development along 23rd Street.

There are relatively few businesses farther south along 23rd Street, between Market Avenue and Pine Avenue. As more retail uses begin to locate south of Market Avenue, similar streetscape improvements should be designed and constructed in coordination with new development. The above-ground utility lines on 23rd Street south of Market Avenue should also be moved underground as soon as funding is available. Doing so will free up valuable space on the street's narrow sidewalks and improve the street's overall appearance.

*Brookside Drive Reconfiguration*

Participants at workshops during the planning process developed the following goals for improving Brookside Drive, as well as its intersection with 23rd Street:



**Coral-tinted sidewalks are an example of public improvements made on 23rd Street**



**Brookside Drive's wide traffic lanes and narrow sidewalks**

- ◆ Activate Kennedy Plaza by attracting a larger number and variety of visitors.
- ◆ Use traffic-calming measures to make Brookside Drive a safer and more welcoming street for pedestrians.
- ◆ Create an expanded open-air venue that provides space for outdoor community events.

This Plan follows these goals by directing that the intersection of Brookside Drive with 23rd Street to be modified as follows:

- ◆ Brookside Drive will be reconfigured to form a typical “T” intersection with 23rd Street, and the existing turn lanes, which have large radii that allow for excessive vehicle speeds, will be removed.
- ◆ Parking lanes will be removed from both sides of Brookside Drive adjacent to Kennedy Plaza. The space they occupied will be used to create additional park space for Kennedy Plaza on the north side of the street, and a wider sidewalk on the south side.
- ◆ Sidewalks will be rebuilt without a curb, at the same elevation as the street. The sidewalks will have a special color and texture to differentiate them from traffic lanes. This change will connect Kennedy Plaza with the other side of the street, and it will make the street a more suitable location for holding special events, such as street fairs and farmers’ markets. Brookside Drive could be temporarily closed to traffic during such events to provide increased pedestrian safety and community gathering space for festivals or other similar activities.

Figure 3-1 shows the existing configuration of Brookside Drive’s intersection with 23rd Street, as well as a conceptual design that creates a “T” intersection between the two streets. Figure 3-2 shows a cross-section of Brookside Drive’s existing configuration, as well as a cross-section showing one potential new design for the street. These new designs also show a new building on the site.

CITY OF SAN PABLO  
23rd STREET SPECIFIC PLAN  
VISION AND URBAN DESIGN CONCEPT

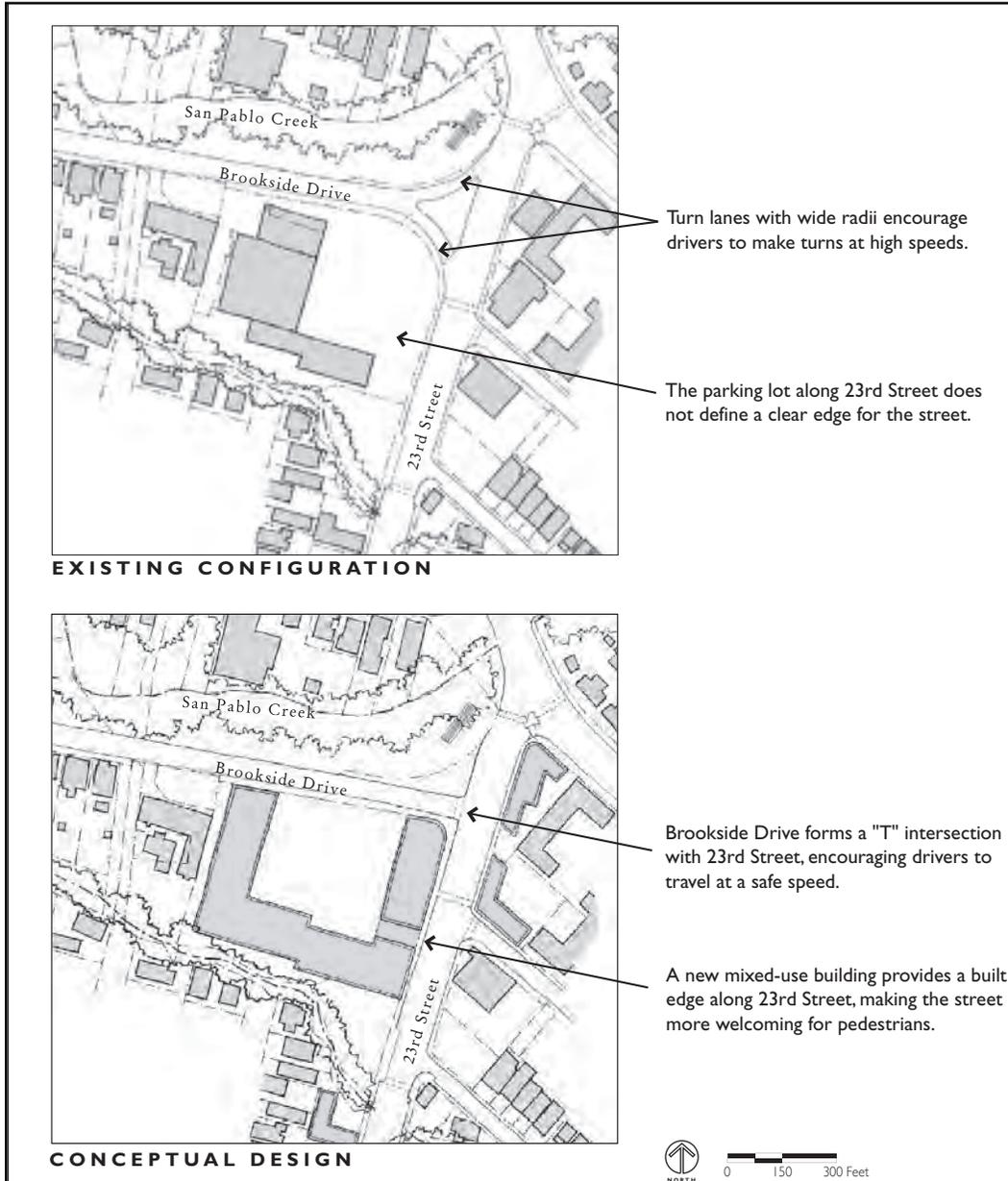


Figure 3-1 Brookside Drive Intersection with 23rd Street

CITY OF SAN PABLO  
23rd STREET SPECIFIC PLAN  
VISION AND URBAN DESIGN CONCEPT

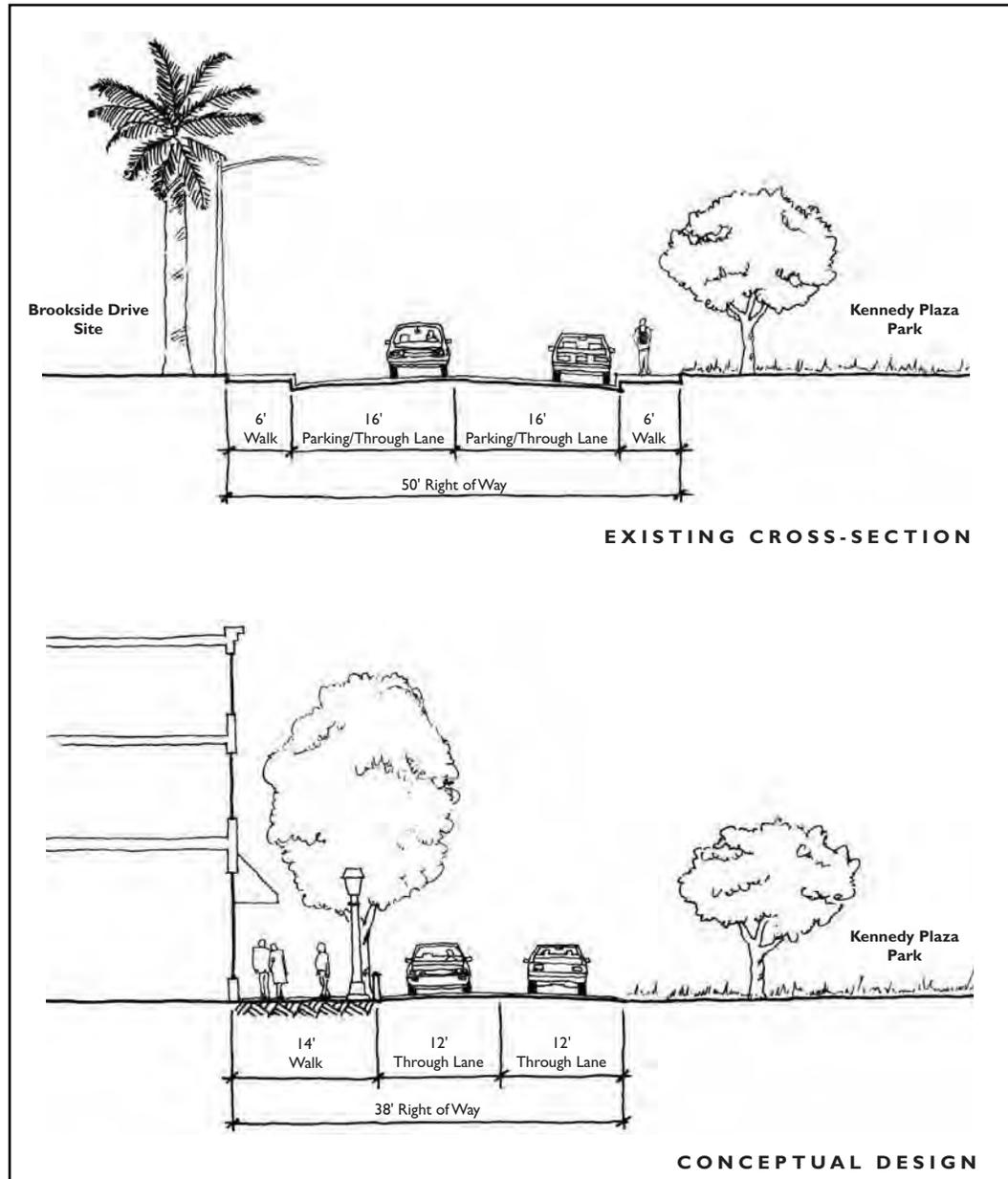


Figure 3-2 Brookside Drive Cross-sections

### *Improved Crosswalks*

The existing marked crosswalks on 23rd Street should be replaced with more visible pavement markings, so that pedestrian crossings are clearly indicated for motorists. High-visibility crosswalk markings, which have wide, graphically bold stripes rather than the more commonly used thin parallel bars, are one potential alternative. Additionally, there may be specific sites for which mid-block crosswalks are appropriate.

### *Street Furniture*

Some pedestrian-scaled street furniture has already been installed along 23rd Street, including trash bins with artwork on the sides. Additional street furniture, particularly benches, would further contribute to pedestrian comfort and encourage increased activity on 23rd Street. These improvements should be placed near bus stops to serve transit riders as well as other passersby. Street furniture should use bright colors and decorative elements, such as ceramic tile, that continue the 23rd Street design theme that has been introduced north of Dover Avenue.

### *Outdoor Seating/Outdoor Display*

The City will encourage the creation of outdoor seating areas where feasible to help create the vibrant pedestrian-friendly environment that is envisioned for this corridor. Additionally, with appropriate permitting and where sidewalk widths allow, storefronts may accommodate an outdoor display area to further encourage foot traffic.



**An example of high-visibility crosswalks**



**Outdoor seating enhances the pedestrian realm in Downtown Oakland**

### *Mid-Block Pedestrian Connections*

San Pablo's General Plan encourages the creation of mid-block pedestrian connections, such as pedestrian-only alleyways or bridges, that make commercial districts more accessible to residential neighborhoods.



**Mid-block connections enhance pedestrian safety and mobility**

It would be difficult to create these connections on 23rd Street because of existing development on the adjacent streets. However, on the longer blocks between Wildcat Creek and Market Avenue, developers should work with the City to identify possible opportunities for improved pedestrian connections to the surrounding neighborhoods.

#### **4. Development Potential**

This section provides an illustrative plan showing the potential form of new development on 23rd Street,

as well as photographic simulations of potential new buildings on two specific sites. These conceptual examples are based on the Specific Plan goals described in Chapter 1, as well as the desired development character for 23rd Street that is discussed in this chapter. The examples provided also reflect recommendations from the Specific Plan's workshops, at which community members evaluated several development alternatives for prototypical sites and selected which alternatives they preferred.

The conceptual examples in this section are provided only to show potential types of development that would be appropriate within the Specific Plan Area. Developers are not required to use the site plans, building forms or architectural styles that are depicted in this section.

### *Illustrative Plan*

Figure 3-3 provides an illustrative plan showing the potential form that new development could take within the Plan Area. On each of the potential development sites that are identified in Chapter 5 of this Plan, the illustrative plan shows the footprint of a new building that would help to improve the character of 23rd Street.

CITY OF SAN PABLO  
23rd STREET SPECIFIC PLAN  
VISION AND URBAN DESIGN CONCEPT

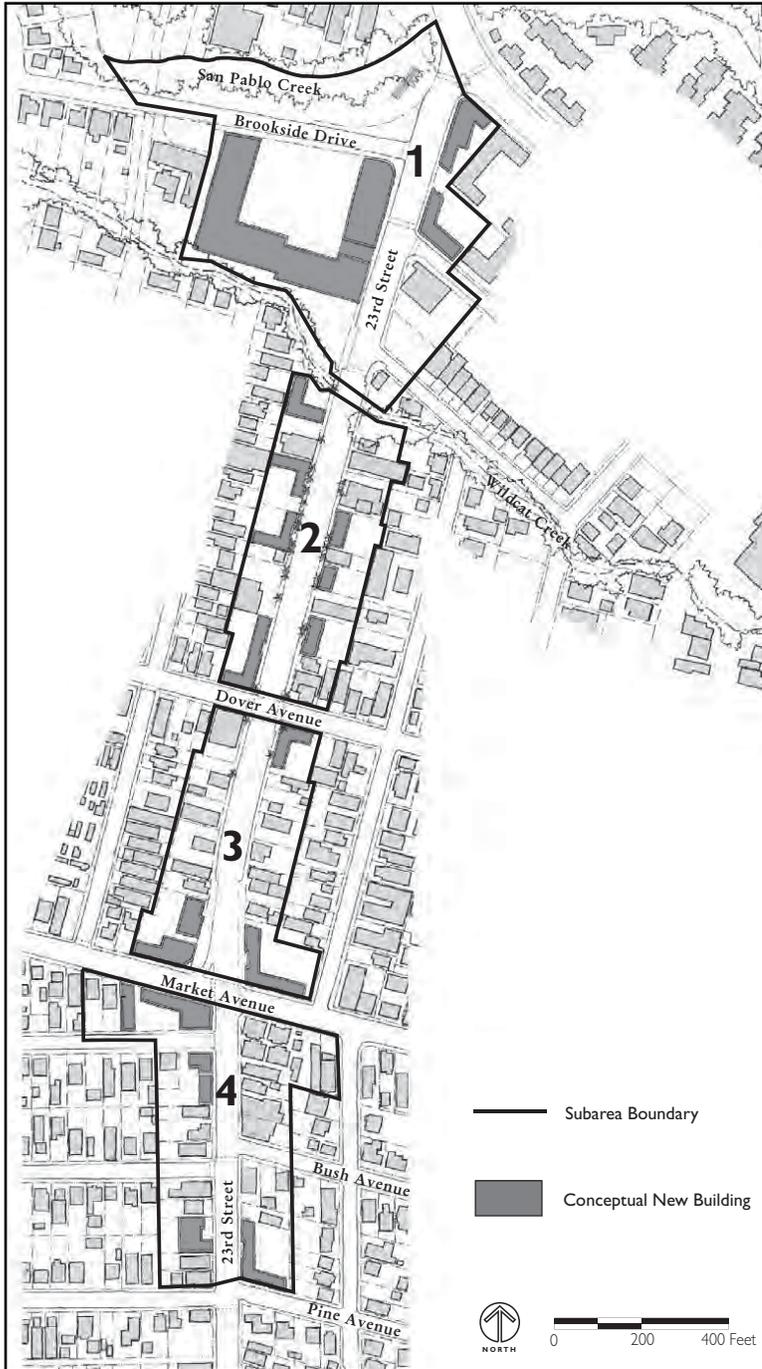


Figure 3-3 Illustrative Plan for New Development

Nearly all of the new buildings in the illustrative plan would provide a built edge along 23rd Street, creating more visual interest for pedestrians and encouraging people to walk. A few buildings are shown with small setbacks in front, which could provide space for outdoor seating or an entry courtyard. Parking and loading spaces would be provided behind each building, away from the street.

*Dover Avenue Site*

The Dover Avenue site, located at the northwest corner of Dover Avenue and 23rd Street, includes several auto-related businesses, a small building currently used as a residence and a vacant parcel. A façade improvement near the street was built for an auto accessories store that has since been demolished. Figure 3-4 shows a photo of the existing buildings on this site.

The photographic simulation, also in Figure 3-4, shows a new four-story building on the site, with bright colors that fit in with the street's existing development. Highly-visible crosswalk markings improve pedestrian safety, and palm trees along 23rd Street, as well as palm trees and shade trees on Dover Avenue, further enhance the street's appearance.

CITY OF SAN PABLO  
23rd STREET SPECIFIC PLAN  
VISION AND URBAN DESIGN CONCEPT



**EXISTING DEVELOPMENT**



**SIMULATION OF POTENTIAL DEVELOPMENT**

**Figure 3-4 Dover Avenue Site**

### *Brookside Drive Site*

One goal of this Specific Plan is to enhance public open space and provide clear access to it. The Specific Plan requires that open spaces be maintained and enhanced so as to better serve the public. One project that seeks to accomplish this is the reconfiguration of Brookside Drive and the associated improvements to the adjacent Kennedy Plaza. The Brookside Drive Site, located at the southwest corner of Brookside Drive and 23rd Street, currently includes a grocery store, a liquor store and a taqueria. The single-story buildings are set back behind a large parking lot. Figure 3-5 shows a photo of the existing buildings on this site.

The photographic simulation, also in Figure 3-5, shows a new four-story building that is built at 23rd Street's sidewalk, creating a stronger presence on the street. The height is reduced along Brookside Drive to avoid casting large shadows across Kennedy Plaza. A landscaped parking area, which is accessed from both 23rd Street and Brookside Drive, faces the plaza. The simulation also shows the new configuration for Brookside Drive that is discussed earlier in this chapter. The new design for the restored intersection plaza could include two primary elements: an activity-generating kiosk and a major water feature or civic fountain. The activity-generating element will house a commercial activity, such as a farmer's market or other vendor stall. It will be centrally located in order to encourage movement within the space. The redesigned Kennedy Plaza will provide a recreational focal point, bringing both a visual and auditory amenity to the urban setting. The plaza will be subdivided into smaller spaces, utilizing a combination of landscape materials. It should alternate between paving and grass in order to create smaller "rooms" for users of the plaza. It will provide shade and places to sit, and its design elements will be carefully chosen to maintain the character of 23rd Street while bringing a touch of the City's natural areas to the corridor. Through the addition and enhancement of new public spaces like Kennedy Plaza, new street furnishings and improved materials, 23rd Street will be transformed from its current condition as a throughway to a centerpiece and destination.

CITY OF SAN PABLO  
23rd STREET SPECIFIC PLAN  
VISION AND URBAN DESIGN CONCEPT



**EXISTING DEVELOPMENT**



**SIMULATION OF POTENTIAL DEVELOPMENT**

**Figure 3-5 Brookside Drive Site**

CITY OF SAN PABLO  
23rd STREET SPECIFIC PLAN  
VISION AND URBAN DESIGN CONCEPT

Many community members have expressed support for retaining a grocery store in the Plan Area. This simulation shows other land uses on the Brookside Drive Site, but the Specific Plan allows for a grocery store to be built here. In keeping with the desired mixed-use character of development on 23rd Street, a new grocery store would be required to provide housing units in addition to retail space, just as with other uses.

## 4 GOALS AND POLICIES

This chapter provides the goals and policies for future development on 23rd Street. The goals and policies are arranged in the categories: land use, urban design, circulation, economic development and infrastructure. Each goal applies to a specific issue, but the comprehensive set is necessary to achieve the overall vision.

### A. *Definitions*

The goals and policies articulated in this chapter are defined as follows:

- ◆ **Goal.** A goal is a specific condition or end that serves as a concrete step toward fulfilling the vision and concepts outlined in this Specific Plan.
- ◆ **Policy.** A policy is a specific statement that guides decision-making in working to achieve a goal. Policies, once adopted, represent statements of City regulation. The policies below will be used by City staff, the Planning Commission and the City Council in their review of land development proposals and the development of additional strategies within the Specific Plan Area.

### B. *Goals and Policies*

Following are the goals for achieving the vision for 23rd Street and the specific policies that will be utilized to achieve those goals.

#### 1. **Land Use**

The following are the goals and policies for land use in the Plan Area.

**Goal LU-1:** A land use mix that encourages pedestrian activity and a lively mixed-use corridor.

**Policy LU-1.1:** Allow for a mixture of retail shops, office and residential uses that complement one another and contribute to an active pedestrian environment.

Policy LU-1.2: Require active commercial ground floor uses along 23rd Street that contribute to the pedestrian environment.

Policy LU-1.3: Require construction on parcels adjacent to Wildcat Creek to use Best Management Practices to prevent erosion, sedimentation or spills into the creek.

Policy LU-1.4: Require a minimum setback of 20 feet from top of bank for development adjacent to Wildcat Creek in keeping with City regulations and Best Management Practices.

**Goal LU-2: A land use mix that contributes to an increase in housing opportunities and jobs and fosters a more viable economy.**

Policy LU-2.1: Encourage mixed-use development in the Plan Area that provides residential uses affordable to residents of different incomes.

Policy LU-2.2: Encourage development including uses that contribute to the overall economy of 23rd Street and San Pablo by creating additional jobs and improving the marketability of the Plan Area.

Policy LU-2.3: Require outdoor components of new development to include design or construction components that minimize impacts to adjacent uses.

Policy LU-2.4: Ensure, through periodic review by City staff, that parkland dedication requirements in the City's Subdivision Ordinance conform to minimum Quimby Act requirements.

**Goal LU-3: Consolidation of parcels within the Plan Area.**

Policy LU-3.1: Encourage conducive development, including the incorporation of parcels that are located to the west and east of the Plan Area.

Policy LU-3.2: To facilitate development of and access to mixed-use projects, proposed development is encouraged to acquire properties that front either on 22nd Street or Powell Street. Development on these streets shall be conducive to the scale and development intensity of those areas.

## **2. Urban Design**

The following are goals and policies for urban design issues. These goals and policies address urban form in the Specific Plan Area.

**Goal UD-1: Physical development that is designed to facilitate a safe and active pedestrian environment.**

Policy UD-1.1: Encourage development that provides wider sidewalks, outdoor seating or displays, façade variation and other components that contribute to the pedestrian environment on 23rd Street.

Policy UD-1.2: Provide public open spaces and clear connections to them.

Policy UD-1.3: Encourage environmentally sensitive, green building construction in the Plan Area.

**Goal UD-2: Safe and well-defined sidewalk and pedestrian areas in front of buildings on 23rd Street.**

Policy UD-2.1: Encourage development that maximizes height potential for structures fronting on 23rd Street, but that steps down in scale as it approaches the adjacent residential neighborhoods.

Policy UD-2.2: Encourage development with structures that are oriented toward 23rd Street.

Policy UD-2.3: Ensure that development creates a continuous built edge along 23rd Street consisting of either a physical structure, exterior plaza or seating area that helps define the pedestrian realm.

### **3. Circulation**

The following are goals and policies for traffic and circulation.

**Goal CIR-1: A circulation system that is both safe and clear for pedestrians, bicyclists and vehicular traffic.**

Policy CIR-1.1: Where feasible, provide mid-block pedestrian connections to facilitate pedestrian crossings and slow vehicle speeds.

Policy CIR-1.2: Encourage clear access from 23rd Street to streets that run parallel to it, such as Powell and 22nd Streets.

Policy CIR-1.3: Encourage development along Wildcat Creek to incorporate the principles and guidance provided in the ABAG's *Bay Trail Design Guidelines*.

**Goal CIR-2:** Adequate parking that does not compromise the creation of a pedestrian-friendly environment on 23rd Street.

Policy CIR-2.1: Encourage development that provides parking areas behind buildings.

Policy CIR-2.2: Encourage curbside parking that provides a buffer between pedestrians and vehicular traffic.

Policy CIR-2.3: Encourage the construction of parking facilities on parcels that front on Powell Street and/or 22nd Street.

#### **4. Economic Development**

The following are goals and policies that focus on economic development issues on 23rd Street.

**Goal ED-1:** A corridor that is attractive to existing and relocating businesses and start-up businesses.

Policy ED-1.1: Maintain the unique character of the city by attracting retail operators to serve the diverse community of San Pablo.

Policy ED-1.2: Develop programs that will aid in the assembly of parcels to create sites that are more feasible for development.

Policy ED-1.3: Provide assistance with the recruitment of businesses that are clearly defined as neighborhood-serving commercial and contribute to the economic base and preferred land use mix for the Specific Plan Area.

**Goal ED-2: New jobs and housing opportunities in the Plan Area.**

Policy ED-2.1: Encourage mixed-use developments that provide a range of housing opportunities for residents of varying incomes.

Policy ED-2.2: Develop a program to help new business owners establish themselves within the Plan Area.

Policy ED-2.3: Encourage the development of live/work units in the Plan Area.

**5. Infrastructure**

The following goals and policies address the future need for an expansion of the current sewage infrastructure in the Specific Plan Area.

**Goal I-1: Adequate facilities to serve the needs of new development in the Plan Area.**

Policy I-1.1: Ensure sanitary sewers have the capacity to handle the impacts of any new development.

Policy I-1.2: Develop a financing strategy that allows the cost of developing sewage and any other necessary infrastructure improvements to be borne by new developments in an equitable manner.

## 6. Green Building and Sustainability

The following goals and policies focus on green buildings and sustainable practices on 23rd Street.

**Goal GRN-1: A healthy and sustainable environment for residents and workers in the Plan Area.**

Policy GRN-1.1: Provide incentives for development that incorporates green building techniques.

Policy GRN-1.2: Encourage developers to seek LEED Certification for their projects where practical.

Policy GRN-1.3: Provide education for developers, community leaders and the general public about the benefits of green buildings and sustainability.

**Goal GRN-2: Buildings that provide greater energy efficiency, reduce waste and mitigate negative environmental impacts along 23rd Street.**

Policy GRN-2.1: Provide incentives for buildings and construction methods that minimize energy use, reduce waste and limit stormwater runoff.

CITY OF SAN PABLO  
23rd STREET SPECIFIC PLAN  
GOALS AND POLICIES

## 5 LAND USE

This chapter provides the land use designations and regulations for development in the Plan Area.

### *A. Land Use Map*

Figure 5-1 shows the land use designations that will apply within the Specific Plan Area. As shown on the Land Use Map, most parcels in the Plan Area are designated Commercial Mixed-Use, the requirements for which are provided in Section B, below. Kennedy Plaza will continue to be designated as open space, along with Wildcat Creek and an adjacent parcel on which the City plans to build a park.

### *B. Commercial Mixed-Use Land Use District*

This section describes the regulations for the Commercial Mixed-Use designation.

#### **1. Allowed Uses**

The purpose of this land use designation is to provide neighborhood-serving retail use together with residential use that is primarily on upper levels. Office use and stand alone residential uses are also allowed. Specific requirements for allowed uses are provided in Chapter 6.

#### **2. Development Density and Intensity**

A parcel's floor area ratio (FAR) is the total gross floor area of all buildings on a parcel, excluding structured parking areas, divided by the area of the parcel. For example, if a 16,000 square foot lot has one two-story building, and the gross floor area of each story is 3,200 square feet, the parcel has a total gross floor area of 6,400 square feet and a FAR of 0.4. The maximum FAR is 2.5 for parcels that front on 23rd Street.

CITY OF SAN PABLO  
23rd STREET SPECIFIC PLAN  
LAND USE



Figure 5-1 Land Use Designations

Residential uses are allowed in the Plan Area as part of mixed-use developments or as stand-alone projects. The allowable development intensity is 55 dwelling units per acre (du/ac).

### 3. Allowed Building Heights

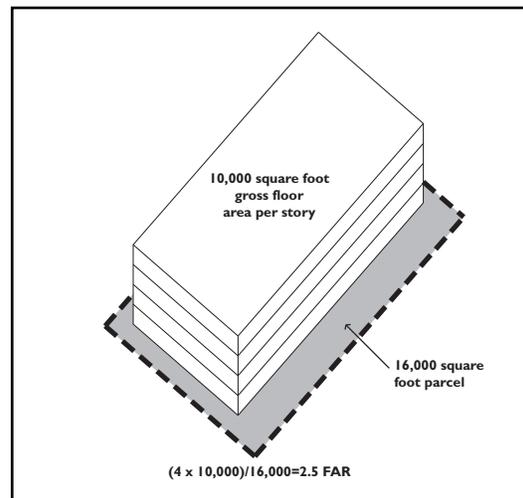
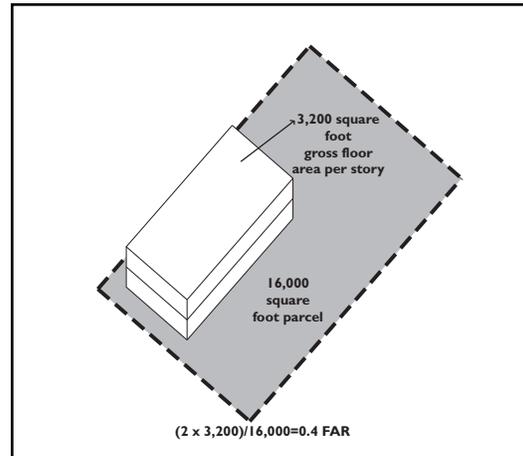
The building height limit is 50 feet for parcels that front on 23rd Street.

#### C. Open Space

This section describes the regulations for the Open Space land use designation. The purpose of this land use designation is to provide parks, plazas and linear open space elements to serve residents, employees and visitors.

#### 1. Allowed Uses

Uses allowed under the open space designation include non-recreational open space, active open space and passive recreational open space. Non-recreational open space includes cemeteries, utility easements, flood control facilities and related open areas for infrastructure facilities. Active recreational open space includes outdoor or indoor improved facilities including basketball courts, ball fields, play equipment and organized activities. Passive recreational open space includes low impact activities such as walking trails, bike paths and plazas.



*D. Potential Development Sites*

A series of potential development sites was identified within the Plan Area to assess how much development can reasonably be expected to occur over the next 10 to 20 years. Many of these sites are currently vacant. Others are occupied by buildings that are nearing the end of their useful life or contain businesses that are more automobile-oriented than pedestrian-oriented. Figure 5-2 shows the location of each potential development site, as well as the boundaries of the Specific Plan Subareas that are described in Chapter 1.

Table 5-1 shows the amount of new development that is likely to occur within the Plan Area, based on the following assumptions:

- ◆ Development will occur on 50 percent of the potential development sites.
- ◆ On average, development will occur at 85 percent of the maximum FAR.

TABLE 5-1 **DEVELOPMENT PROJECTIONS**

Specific Plan Subarea	Net Commercial Space	Net Dwelling Units
Subarea 1	-4,158 sf	187 du
Subarea 2	-1,597 sf	36 du
Subarea 3	-1,493 sf	32 du
Subarea 4	-4,417 sf	27 du
<b>Total</b>	<b>-11,665 sf</b>	<b>282 du</b>

The development projections are based on the development intensities provided in this chapter. These projections serve as the basis for the environmental analysis conducted for this Specific Plan.

CITY OF SAN PABLO  
23rd STREET SPECIFIC PLAN  
LAND USE

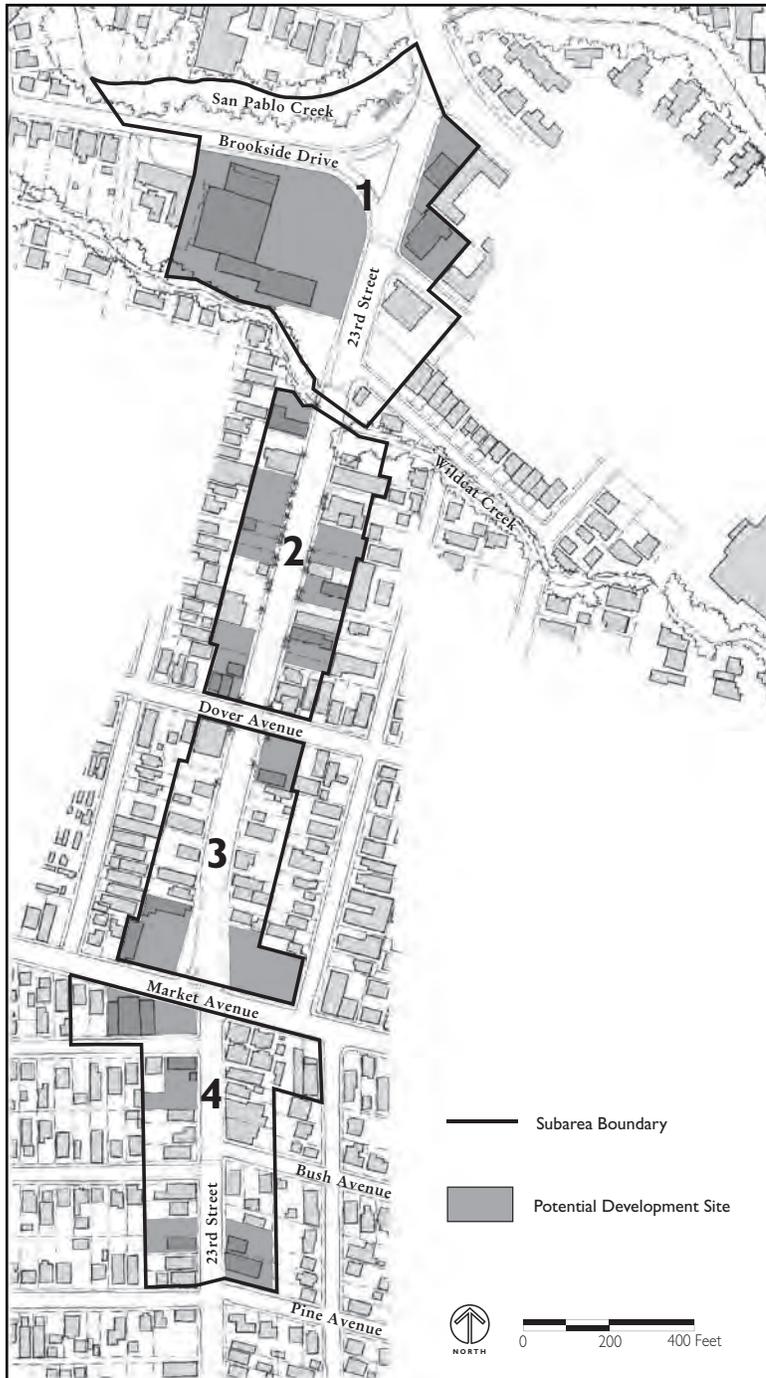


Figure 5-2 Potential Development Sites

Although the Specific Plan is likely to increase the total number of businesses located on 23rd Street, the development projections show that net retail square footage in the Plan Area could be negative for the following reasons:

- ◆ In keeping with the Specific Plan's goal of making 23rd Street more pedestrian-friendly, the mix of businesses is likely to shift towards pedestrian-oriented enterprises that require less floor space than existing businesses.
- ◆ Many of the new mixed-use buildings on 23rd Street will have ground-floor parking for residents, which will reduce the percentage of the ground floor that can be developed with leasable retail space.

#### *E. Infrastructure*

The utility providers that serve the Plan Area have stated that the existing infrastructure for water, electricity and sanitary sewer service has adequate capacity to accommodate the development anticipated by this Plan. However, new development may require the installation of a larger diameter pipe under 23rd Street for sanitary sewer service. This would connect to trunk lines that run under streets perpendicular to 23rd Street and are adequately sized.

Storm drain facilities on 23rd Street are being improved during the preparation of the Specific Plan. New drainage inlets will be installed on the west side of 23rd Street north of Pine Street and north of Bush Street. The inlets will connect to a 12-inch pipe that will tie into the existing storm drain system on 23rd Street at Market Avenue. It is anticipated that these improvements will accommodate any additional runoff generated by development in the Plan Area.

## 6 DEVELOPMENT STANDARDS

This chapter provides standards for all future development within the Plan Area. The standards established are meant to facilitate the type of development that corresponds to the vision and goals for the 23rd Street corridor. The Development Standards provide regulations addressing uses, development intensity, building heights, setbacks, site development and noise levels allowable in the Plan Area. These regulations will become part of the portion of the Municipal Code that provides regulations for the Plan Area. All standards are requirements to which new development must comply. These standards will contribute to 23rd Street's transformation into a economically viable, pedestrian-friendly corridor. The standards will also facilitate infill development and provide expanded housing choices within the Plan Area.

<b>DEVELOPMENT STANDARDS: 23RD STREET SPECIFIC PLAN AREA</b>	
<b>1. PURPOSE</b> The purpose of the 23rd Street corridor is to revitalize the City's old town area as the center of San Pablo.	The primary intent of this Plan Area is to promote the continued development and revitalization of the City's pedestrian-oriented 23rd Street that serves as the center of the San Pablo community, to provide a unique shopping district, and to serve as a neighborhood hub for the residences surrounding it. Certain commercial uses such as discount stores, smoke shops and check cashing establishments are not intended for this district. Development Standards for the corridor are targeted towards re-establishing 23rd Street's identity as a compelling place for shoppers, investors and visitors, requiring development that is in line with the 23rd Street Development Standards and preserves its heritage. The Development Standards require a mix of stores intended to draw people to the area during the day and on weekends, an improved streetscape to provide visitors with a pleasant pedestrian experience and a series of public spaces to provide places for citizens to come together.

<p><b>2. PERMITTED USES</b></p> <p>All uses permitted on 23rd Street shall contribute to the vibrancy of the Plan Area. Restaurants, personal services and retail uses shall help promote the corridor as a neighborhood-serving retail and activity center, providing unique and quality goods and services. In order to ensure that 23rd Street is the most densely developed part of the City, and in order to sustain a high level of pedestrian and retail activity, mixed-use buildings, with residential or office uses above ground floor retail sales and service uses or eating and drinking establishments, are required for all parcels fronting 23rd Street.</p>	<p><b>2.1 Permitted Ground Floor Uses on 23rd Street, Market Street, Dover Street, and Pine Street (Mixed-Use Buildings are required on 23rd Street)</b></p> <p>All buildings fronting 23rd Street are required to be “mixed-use”, defined for this Plan Area as the vertical combining of retail sales and service uses, including eating and drinking establishments, with other uses, such as residential or office in the same building (i.e. ground-level retail sales and service uses or eating and drinking establishments with the above floors used for residential or office). In addition, upper story uses in mixed-use buildings may include retail sales and services and eating and drinking establishments with a Conditional Use Permit as outlined in section 2.2. New single-story retail buildings shall not be allowed. Ground-level retail sales and service uses or eating and drinking establishments are required for all parcels fronting 23rd Street. The following uses are permitted on all parcels having frontage on Market Street, Dover Street and 23rd Street (Any uses not listed in this section are not allowed):</p> <p>A. Retail Sales and Services including the following:</p> <ol style="list-style-type: none"> <li>1. Specialty Food Retail, including the following, and similar specialty foods: Groceries/Drug Stores (under 10,000 square feet); Chocolate/candy; General gourmet; Ice cream; Pastry/desserts; Yogurt/dairy; Doughnuts/bakery; Wine Shops and Wine tasting and similar specialty foods.</li> <li>2. Specialty Goods Retail, including the following, and similar specialty goods uses: Cooking supplies/culinary; General house-wares; Decorator/Arts and Design Centers (including tile, floor and wall coverings); Specialty Hardware; Antique stores selling high-quality used goods; Party supplies;</li> </ol>
-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------	--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------

<p><b>2. PERMITTED USES</b> (CONTINUED)</p>	<p>Lamps/lighting; Household accessories; Books/magazines/stationery; Music/instruments.</p> <p>3. Quality Goods and Services, including the following, and similar uses: Small crafts; Specialty furniture; Clothing/shoe stores; Stereo/video or computers; Cameras/photography; Sporting goods; Bicycle Shops; Outdoor/sports clothing and supplies (except second hand retail stores, and discount retail stores) Toys/games; Cards/gifts; Jewelry; Watches/clocks/plants; Beauty/cosmetics; Flowers; State licensed Banks and Financial Institutions.</p> <p>4. Personal Services, including the following and similar services: Photographer; Hair and Nail Salons, Shoe Repair, Barbershops (excluding massage and escort establishments).</p> <p>5. Business Services, excluding sales and storage of heavy equipment - businesses that generate a significant amount of foot traffic, such as Computer and Office Supply, Photocopy Shops, Photo Finishers, and Print Shops.</p> <p>6. Banks and Financial Institutions, excluding those financial uses that are not governed by State and Federal regulations.</p> <p>7. Neighborhood Serving Commercial Uses – small shops (under 10,000 square feet) that serve the convenience needs of nearby residential, such as pharmacies, video rental &amp; sales, and dry cleaners.</p> <p>B. Eating and Drinking Establishments including the following uses:</p> <ol style="list-style-type: none"> <li>1. Restaurants serving alcoholic beverages or providing entertainment, provided this activity is clearly ancillary to food service, subject to Use permit approval;</li> <li>2. Drive-up or drive-in restaurants are not permitted.</li> </ol>
-------------------------------------------------	---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------

<p>2. PERMITTED USES        (CONTINUED)</p>	<p>3. Chairs and tables for outdoor dining and carts for merchant display may be permitted in the public right-of-way (i.e. in sidewalk areas) consistent with the Design Standards for 23rd Street, subject to an Administrative Use permit approval, and subject to the following:</p> <ul style="list-style-type: none"> <li>a) The use shall maintain a minimum four-foot wide sidewalk corridor adjacent to the building which is clear and unimpeded for pedestrian traffic.</li> <li>b) The use shall maintain the full width of the building entrance clear and unimpeded for building access.</li> <li>c) Final approval of all furniture proposed to be located within the public right-of-way, including chairs and tables for outdoor dining, and carts for merchant display. Such furniture shall be consistent with the Design Standards for 23rd Street.</li> </ul> <p>C. Publicly Owned Parking Facilities.</p> <p>D. Performing Arts, Civic &amp; Cultural Facilities, including libraries, public recreation facilities, museums, art galleries, movie theaters and auditoriums (these uses are exempt from the mixed-use requirement for newly constructed buildings on 23rd Street).</p> <p>E. Accessory Uses and Structures: Including signage, parking facilities, trash and utility enclosures, and enclosed storage.</p> <p>F. Public and quasi-public uses and public utilities are permitted within the Specific Plan Area.</p> <p>G. Additional Uses Permitted: Other similar and compatible uses deemed by the Planning Manager to meet the purpose and intent of the Specific Plan. (Uses Permitted in a C-1 District –except Auto Repair, Auto Washing, and gas stations).</p>
-------------------------------------------------	--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------

<p><b>2. PERMITTED USES</b> (CONTINUED)</p>	<p>H. No similar uses can be located next to each other, other than sit-down restaurants and retail shops.</p>
<p>Findings for Conditional Uses along 23rd Street must document the potential for the use to contribute to pedestrian activity and to provide an enhanced pedestrian environment within the Plan Area.</p>	<p><b>2.2 Conditional Uses along 23rd Street, between Road 20/San Pablo Avenue and Pine Street</b></p> <p>The following Conditional Uses are permitted on the ground level, upon granting of a Conditional Use Permit:</p> <ul style="list-style-type: none"> <li>A. Bars and Nightclubs, including establishments providing entertainment or permitting dancing, and establishments serving alcoholic beverages not clearly ancillary to food service.</li> <li>B. Large-scale uses of a type and character permitted above, i.e. Groceries/Drug Stores and Neighborhood Serving Commercial Uses over 10,000 square feet.</li> <li>C. Public Halls, Clubs, Lodges. Community Recreational Centers, and Meeting Facilities.</li> <li>D. Thrift and Second-Hand Stores.</li> <li>E. Additional Uses Permitted With A Conditional Use Permit: Other similar and compatible uses deemed by the Planning Commission to meet the purpose and intent of the Specific Plan Area.</li> <li>F. Live-Work – residential living spaces may include an integrated work space principally used by one or more of the residents. Work activity associated with a live/work unit must be permitted by the Zoning district where it will be located and is subject to all applicable provisions as specified in the Conditional Use Permit. Uses deemed incompatible with live/work units, including fabrication, manufacturing, repair or processing operations such as welding and woodworking (with more than three fixed pieces of equipment) shall not be permitted. Performance, exhibition, post production and</li> </ul>

<p><b>2. PERMITTED USES</b> (CONTINUED)</p>	<p>schools, including dance, music, dramatic art, film, video, graphic art, painting, drawing, sculpture, small scale glass work, ceramics, textiles, photography, custom made jewelry or apparel, and other visual, performance, and sound arts and crafts, shall not be permitted. Vehicle repair work is not permitted. Live/work units shall not be permitted in any building which contains Civic Uses. The maximum number of employees not including the owner/occupant is limited to two. Permitted work activities shall be classified as a business and shall be subject to all applicable City, County, and State Regulations. Once established, a Live-Work residential space may not be converted to a solely commercial or business use.</p> <p>The following Conditional Uses are permitted on upper stories, upon granting of a Conditional Use Permit:</p> <ul style="list-style-type: none"> <li>G. Retail Sales and Services and Eating and Drinking Establishments, as defined in 2.1 above.</li> <li>H. Restaurants serving alcoholic beverages or providing entertainment, provided this activity is clearly ancillary to food service.</li> <li>I. Professional Offices.</li> </ul>
<p><b>2. PERMITTED USES</b> (CONTINUED)</p>	<p><b>2.3 Additional Permitted Ground Floor Uses Throughout the 23rd Street Specific Plan Area</b></p> <p>Permitted Ground Floor Uses on all Streets (where ground-level retail sales and service uses or eating and drinking establishments are required) include the following uses:</p> <ul style="list-style-type: none"> <li>A. Multi-Family uses on the second floor or behind a retail establishment</li> </ul>

<p><b>2. PERMITTED USES</b> (CONTINUED)</p>	<p>B. Business, Professional, and Government Offices, provided that ground floor offices have a storefront expression; i.e. with large street-fronting windows permitting visibility into the establishment.</p> <p>C. Medical and Dental Offices, provided that ground floor offices have a storefront expression; i.e. with large street-fronting windows permitting visibility into the establishment.</p> <p>D. Health and Exercise Clubs, provided that the ground floor have a storefront expression; i.e. with large street-fronting windows permitting visibility into the establishment.</p> <p>E. Lodging or other establishments engaged in the provision of temporary or travel accommodation on a less than monthly basis, including bed and breakfasts, hostels, hotel, motel and inns, single unit rentals, and temporary housing facilities.</p> <p>F. State licensed Banks and Financial Institutions are permitted.</p> <p>G. Other business services that do not generate significant foot traffic, such as travel agencies, &amp; small appliance repair.        Additional Uses Permitted: Other similar and compatible uses deemed by the Planning Manager to meet the purpose and intent of the Specific Plan.</p> <p>H. Instructional facilities, tutoring, learning centers and schools for music, art, cosmetology, dance, and martial arts.</p>
<p>Upper floor uses permitted are encouraged to provide more residential and small office uses throughout the Plan Area, and required as a part of new mixed-use buildings on parcels fronting 23rd Street.</p>	<p><b>2.4 Permitted Upper Floor Uses Throughout the 23rd Street Specific Plan Area</b></p> <p>Permitted Upper Floor Uses include all uses permitted as ground floor uses in 2.3 above, and the following:</p>

<p><b>2. PERMITTED USES</b>  <b>(CONTINUED)</b></p>	<p>A. Lodging or other establishments engaged in the provision of temporary or travel accommodation on a less than monthly basis, including bed and breakfasts, hostels, hotel, motels and inns, single unit rentals, and temporary housing facilities. (Lobbies providing entrance to such facilities may occur on the first floor).</p> <p>B. Additional Uses Permitted: Other similar and compatible uses deemed by the Planning Manager to meet the purpose and intent of the Specific Plan.</p>
<p><b>2. PERMITTED USES</b>  <b>(CONTINUED)</b></p> <p>Findings for Conditional Uses must document that proposed uses are appropriate for the area and compatible with nearby uses.</p>	<p><b>2.5 Conditional Uses Throughout the Specific Plan (excluding Ground Floor)</b></p> <p>The following uses are permitted in the Specific Plan Area with a Conditional Use Permit (where ground-level retail sales and service uses or eating and drinking establishments are required):</p> <p>A. Public and quasi-public buildings, including uses of an educational, religious, cultural, or public service nature (i.e. schools, adult training facilities, churches, public and non-profit organizations).</p> <p>B. Day and Child Care Centers, Day Care Homes, and Residential Care Homes.</p> <p>C. Additional Uses Permitted With A Conditional Use Permit: Other similar and compatible uses deemed by the Planning Commission to meet the purpose and intent of the Specific Plan.</p>

<p><b>3. DEVELOPMENT INTENSITY</b></p> <p>In order to ensure that the Specific Plan Area is the most urban, densely developed part of the City, development shall be allowed to the highest intensities.</p>	<p><b>3.1 Residential Density</b></p> <p>A. Minimum density of 30 dwelling units per acre and a maximum density of 55 units per acre. Density shall be calculated on a project-wide basis.</p> <p>B. Where unique site constraints prevent this density, and in locations where the Planning Commission finds that providing residential at a higher density would have a detrimental effect on existing adjacent residential and or commercial uses, residential development may occur at a minimum density of 15 dwelling units per acre, subject to the granting of a Conditional Use Permit.</p> <p><b>3.2 Commercial Development Sizes</b></p> <p>A. All ground floor commercial structures shall be a minimum of 30 feet deep.</p>
<p><b>4. HEIGHT</b></p> <p>Height requirements are intended to ensure that the heights of new buildings are compatible with the character of the Plan Area.</p>	<p><b>4.1 Height</b></p> <p>Height is defined as the vertical distance from an average ground plane (base plane) to a point on a parallel building height limit plane. The base plane is created at the lowest point of the perimeter of the building at the natural or finished grade, whichever is lower.</p> <p>A. Buildings must maintain a minimum height of two (2) floor. Buildings must maintain a minimum floor to ceiling height of twelve (12) feet on the ground floor. Buildings may not exceed a total maximum height of four (4) floors and fifty (50) feet; and at adjoining property lines, may not be more than three times the height of the closest building on the adjoining property. Portions of the building façade that exceed twice the height of adjoining buildings shall be set back from the adjoining property line a minimum of ten (10) feet.</p>

<p><b>4. HEIGHT</b> (CONTINUED)</p>	<p>B. Accessory buildings, including non-dwelling units such as freestanding garages for individual residential units, service structures and tool sheds, may be a maximum of twelve (12) feet.</p> <p>C. Exceptions - subject to City review:</p> <ol style="list-style-type: none"> <li>1. Podium or partially submerged parking levels may project beyond the sidewalk or average finished grade for an average of four (4) feet.</li> <li>2. Special Architectural Features, such as uninhabited towers (clock, bell, observation) or entry volumes, may exceed the maximum height by no more than ten (10) feet (sixty (60) feet in total), if approved by the Planning Commission through a use permit process. Towers or other volumes should not extend for more than twenty (20) feet in any horizontal direction.</li> <li>3. Rooftop Structures, such as elevator and mechanical equipment enclosures or roof deck trellises and gazebos, may exceed the height limit by ten (10) feet, provided they are set back a minimum of ten (10) feet from building walls and are screened on all sides by a parapet or sloping roof that is architecturally integrated within the building design.</li> </ol>
<p><b>5. SETBACKS</b></p> <p>In order to bring storefront activity and window displays up to the public right-of-way, the majority of all building frontages (except residential) are required to be built to the property line.</p>	<p><b>5.1 Street Frontage Setbacks (excluding alleys)</b></p> <ol style="list-style-type: none"> <li>A. For all uses except residential, a minimum of seventy (70) percent of the building frontage must be built to the property line. A maximum of thirty (30) percent of the building frontage may be recessed to provide for entryways, street-facing courtyards, and similar features that break up the mass of the building.</li> <li>B. For residential uses, there is no minimum setback (i.e. uses may be built to the property line); maximum setback is twenty (20) feet.</li> </ol>

<p><b>5. SETBACKS</b> (CONTINUED)</p>	<p>C. At corner parcels, setback/built-to requirements apply to both street frontages.</p> <p>D. Special Condition: Building Overhangs - Trellises, canopies and awnings may extend horizontally into the public right-of-way, up to three (3) feet. These overhangs must provide a minimum of eight feet (8) clear height above sidewalk grade.</p>
<p><b>6. SITE DEVELOPMENT</b> All new development must relate to the existing City structure of streets and blocks. New streets shall conform to the direction and orientation of existing streets.</p>	<p><b>6.1 Driveway Access</b></p> <p>A. The maximum number of curb cuts associated with a single building is one (1) two-way curb cut or two (2) one way curb cuts. Otherwise, the maximum number of curb cuts is one (1) two-way curb cut or two (2) one-way curb cuts per one hundred fifty (150) feet of street frontage.</p> <p>B. The minimum width of driveways/ curb cuts is ten (10) feet; the maximum width of driveways/curb cuts is twelve (12) feet for one-way and twenty-four (24) feet for two-way driveways.</p> <p>C. Driveway setbacks must be a minimum of five (5) feet from adjoining properties, and a minimum of three (3) feet from adjacent buildings.</p> <p>D. Adequate access for garbage, recycling, food waste collection vehicles, and emergency vehicles must be provided.</p> <p><b>6.2 Open Space</b></p> <p>A. Commercial and Office Development: Developments of greater than 10,000 square feet shall provide a minimum of one hundred (100) square feet of usable publicly accessible open</p>

<p><b>6. SITE DEVELOPMENT</b> <b>(CONTINUED)</b></p> <p>Commercial and office developments are required to provide publicly accessible open space in the form of greens, squares, plazas or widened sidewalks for public use. Residential uses are required to provide publicly accessible outdoor space for the development, as well as private open space (e.g. balconies or patios accessible only to the dwelling served) for all residential units.</p>	<p>space for every 5,000 square feet of ground floor retail space constructed, and a minimum of one hundred (100) square feet of usable open space for every 3,000 square feet of office space constructed. Open space may be constructed on-site, or off-site if located within the Specific Plan Area.</p> <ol style="list-style-type: none"><li>1. Special Condition: Ground-floor retail establishments located on 23rd Street shall be exempt from this open space requirement.</li></ol> <p>B. Residential and Mixed-Use Developments: Outdoor space shall be provided at a minimum of one hundred fifty (150) square feet of publicly accessible open space and sixty (60) square feet of private open space per residential unit. Publicly accessible and private open space for residential uses must be constructed on-site; however, for developments at densities higher than 30 du/acre, the requirement for publicly accessible open space may be constructed off-site if located within 1500 feet of the project, or pay for the development of such amenities.</p> <ol style="list-style-type: none"><li>1. For Mixed-Use Developments, publicly accessible open space provided will count towards the minimum publicly accessible open space requirements for all uses.</li></ol> <p>C. Trail: For parcels abutting a designated trail system or creek, developments shall be required to provide improvements to the trail. This dedication may count as a park dedication credit, or towards the provision of public open space, but not both.</p> <p>D. For all open spaces, usable open space is defined as an area that is not encumbered with any substantial structure, and is not devoted to use as a street, parking area, sidewalk or waste disposal field. Open space provision shall not include required setback areas.</p>
------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------	-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------

<p><b>6. SITE DEVELOPMENT</b> (CONTINUED)</p>	<ol style="list-style-type: none"><li>1. Minimum dimension for usable publicly accessible open space in any single direction is twelve (12) feet.</li><li>2. For private open space within multi-family structures, open space may be provided through porches, balconies, decks, yard, terraces, and patios. Minimum dimension for private open space in any single direction is six (6) feet if provided as part of a porch or balcony; and eight (8) feet if provided as a deck, yard, terrace or patio.</li></ol> <p>E. All open spaces provided as part of the minimum requirement shall be publicly accessible during daylight hours, and shall be designed to connect with public rights-of-way and adjacent public open spaces in the vicinity.</p> <p>F. For all developments, the developer shall prepare binding agreements (“CC&amp;R’s”) addressing issues of common interest in terms of maintenance of public accessibility to open spaces, tree planter areas, planting strips, and walks.</p> <p><b>6.3 Landscaping &amp; Screening</b></p> <p>A. At Service and Parking Areas, where commercial development is sited adjacent to residential buildings, attractive screen fencing or walls must be provided along the property line(s). A five (5) foot planting area must be established adjacent to the screening fence or wall with trees at a maximum spacing of twenty (20) feet on center.</p> <p>B. Utility, Trash, Recycling, Food Waste and Service Equipment, including satellite receiving dishes, must be located away from streets and enclosed or screened by landscaping, fencing or other architectural means. Rooftop equipment must be screened on all sides and must be integrated architecturally.</p>
---------------------------------------------------	----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------

<p><b>6. SITE DEVELOPMENT</b> (CONTINUED)</p>	<p>C. Outdoor seating areas (restaurants) shall have landscaping in the form of potted plants.</p> <p><b>6.4 Utility Easements</b></p> <p>A. All public utility easements must be provided under or immediately adjacent to new public rights-of-way, or within other public easement areas acceptable to the City Engineer.</p>
<p><b>7. NOISE</b></p>	<p><b>7.1 Exterior Noise Levels</b></p> <p>A. For those permitted land uses in the Specific Plan Area generating noise, Exterior Noise Levels may not exceed a maximum exterior decibel rating of 65 dBA from 12:00 a.m. to 7:00 a.m.</p> <p>B. Exception: Emergency equipment and emergency generators used for public uses and public utilities may exceed this requirement during testing and emergency operation. The location of these equipments shall be approved by the Planning Division.</p> <p><b>7.2 Interior Noise Levels</b></p> <p>A. All Residential – All residential building spaces must be improved or constructed in such a manner that noise levels do not exceed a maximum decibel rating of 45 dBA with windows closed, assuming 85 dBA on the first floor and an exterior noise level of 75 dBA. If noise analysis assumes closed windows 100% of the time, a fresh air ventilation system must be provided.</p>

**8. PARKING REQUIREMENTS**

New development along 23rd Street shall provide parking as stated in this section, according to use. Requirements for renovation, enlargements or use changes apply only to net new floor area and/or the incremental increase in parking demand that accompanies a higher intensity use.

**8.1 Non-Residential Parking Requirements**

- A. Commercial, Retail, Office and all other Non-Residential Uses: For commercial, retail, and office uses along 23rd Street, parking shall be required at one (1) space per every 400 square feet (or portion thereof).
  - 1. Special Condition: Parking requirements shall be reduced to one (1) space per every 500 square feet (or portion thereof) if all provided parking remains open for non-exclusive use by the general public.
- B. Places of Public Assembly, having fixed seating (i.e. auditoriums, theaters, assembly halls, etc.), shall be required to provide one (1) space for every four (4) fixed seats.
- C. On-street parking may be counted toward the parking requirement. Parking that is provided on-site, via a restricted access lot for private use only, may not exceed a maximum of four (4) spaces per every 1,000 square feet (or portion thereof).
- D. Conversion of existing private lots to shared: Where an existing private lot is converted to a shared lot that is open for non-exclusive use, spaces that are provided in excess of the amount required may be leased to other establishments.
- E. Surface lots are required to remain open for non-exclusive use; private surface lots are not permitted.
- F. Parking Structures: New parking structures may be reserved for private use. Required parking shall be provided on-site, by payment of an in-lieu fee, off-site within the Specific Plan Area or any combination thereof.
- G. Transportation Demand Management Measures: The Zoning Administrator may grant a reduction of up to 10 percent of off-street parking requirements upon demonstration that effective alternatives to automobile access are in effect. The

<p><b>8. PARKING REQUIREMENTS</b> (CONTINUED)</p>	<p>applicant must provide a <i>Transportation Demand Management Plan</i> demonstrating to the satisfaction of the Zoning Administrator that changes in conditions or issues justify such reduction and will not result in a parking deficiency, and a payment of an in-lieu parking fee to fund shared public parking is required upon discontinuance of such a <i>Transportation Demand Management</i> program area. Evidence may include the following:</p> <ol style="list-style-type: none"><li>1. Immediate proximity to public transportation facilities serving a significant portion of residents, employees and/or customers.</li><li>2. Provision of free transit passes to all employees.</li><li>3. Operation of effective private or company carpool, van-pool, bus or similar transportation programs.</li><li>4. Evidence that a proportion of residents, employees and/or customers utilize, on a regular basis, bicycle transportation alternatives commensurate with reduced parking requirements.</li></ol> <p><b>8.2 Residential Parking Requirements</b></p> <p>For Residential Uses, parking shall be required as follows:</p> <ol style="list-style-type: none"><li>A. For Single-Family Detached and Attached (townhome/condominium) Residential Uses, parking for units with two (2) or more bedrooms shall be required at one (2) spaces per dwelling unit. Parking for units with one (1) bedroom shall be required at one (1) space per dwelling unit.</li><li>B. For Single-Family Attached (townhome/condominium) Residential Uses, a minimum of one (1) space shall be covered.</li><li>C. For Multi-Family (apartments, flats, lofts) Residential Uses,</li></ol>
-------------------------------------------------------	---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------

**8. PARKING REQUIREMENTS**  
(CONTINUED)

parking for units with two (2) or more bedrooms shall be required at 1.50 spaces per dwelling unit.

D. For Multi-Family (apartments, flats, lofts) Residential Uses, parking for units with one (1) bedroom shall be required at one(1) space per dwelling unit.

E. For Multi-Family (apartments, flats, lofts) Residential Uses, parking for studio units shall be required at one (1) space per dwelling unit.

F. For Multi-Family (apartments, flats, lofts) Residential Uses, a minimum of one (1) space per unit shall be covered.

G. Guest parking shall be required for all multi-family complexes of ten (10) dwelling units or more at a rate of one (1) space per ten (10) dwelling units (or portion thereof).

H. *Special Circumstances:* In the Specific Plan Area, residential dwelling units located above first-floor *retail/commercial* and live/work artist spaces shall provide required parking spaces on-site, or off-site through the payment of an in-lieu fee, or through the contribution for the construction of parking facilities.

**8.3 Mixed-Use Parking Requirements**

A. For Mixed-Uses, when two or more uses are located on the same lot or parcel or within the same building, the number of off-street parking spaces required shall be the sum of the total of the requirements of the various individual uses computed separately.

<p><b>8. PARKING REQUIREMENTS</b> (CONTINUED)</p>	<p><b>8.4 Parking Lots and Structures</b></p> <p>For Parking Lots and Parking Structures, the requirements are as follows:</p> <ul style="list-style-type: none"><li>A. New parking lots should not front major streets.</li><li>B. Privately owned parking lots and structures must be located at the rear or side of buildings, and must not be located on corner parcels.</li><li>C. Parking Structures: Parking stalls in parking structures shall have a width of not less than eight and one-half (8½) feet and a depth of not less than eighteen (18) feet.</li><li>D. Surface Lots: Parking stalls in surface lots shall have a width of not less than nine and one-half (9½) feet and a depth of not less than nineteen (19) feet. Unless stated otherwise herein, parking lots shall be developed in conformance with the minimum standards set forth in the Zoning Code.</li></ul> <p><b>8.5 Cooperative Facilities</b></p> <p>Required off-street parking spaces for separate uses may be provided through the cooperative establishment and operation of a common parking facility, subject to the following provisions:</p> <ul style="list-style-type: none"><li>A. The total number of spaces so provided shall not be less than the sum of the individual requirements.</li><li>B. The facility shall conform to all other sections of these standards.</li><li>C. An attached copy of a contract between the parties and their heirs, successors, lessees, or assigns concerned, setting forth the agreement regarding such joint use, shall be filed with the application.</li></ul>
-------------------------------------------------------	---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------

<p><b>8. PARKING REQUIREMENTS</b> (CONTINUED)</p>	<p><b>8.6 Shared Parking</b></p> <p>In cases where operators of uses wish to cooperatively establish and operate parking facilities, and certain uses generate parking demands primarily during hours when the remaining uses are not in operation or have a low demand, a reduction in the total number of spaces may be granted, subject to the following provisions:</p> <ul style="list-style-type: none"> <li>A. A request for shared parking shall be accomplished by a parking study prepared by a qualified parking or transportation expert.</li> <li>B. An attached copy of a contract between the parties and their heirs, successors, lessees, or assigns concerned, setting forth the agreement regarding such joint use, shall be filed with the application.</li> </ul>
<p><b>9. SIGNS</b></p>	<p><b>9.1 Wall Mounted and Monument Signs</b></p> <p>For Wall Mounted or Monument Signs, the following restrictions apply:</p> <ul style="list-style-type: none"> <li>A. Wall Signs shall comply with the following provisions:           <ul style="list-style-type: none"> <li>1. Individual sign lettering shall not exceed twenty-four (24) inches in height and may be reduced pursuant to design review.</li> <li>2. Signs shall not project more than six (6) inches from the face of the building.</li> </ul> </li> <li>B. For Freestanding Monument Signs, the maximum sign area shall be thirty-five (35) square feet per side, the maximum number of sides shall be two (2), and the maximum height shall be four (4) feet above finished grade.</li> </ul>

<p><b>9. SIGNS</b>          (CONTINUED)</p>	<p>C. For freestanding pylon-supported or monument sign, the sign area is a maximum figure, and the planning commission may determine that a lesser square footage is appropriate in a particular location because it cannot be found that a free-standing sign is the only appropriate means by which the business conducted on the premises can have the same degree of identification to the traveling and shopping public as that available to businesses on neighboring premises.</p> <p>D. Surface Lots: Parking stalls in surface lots shall have a width of not less than nine and one-half (9½) feet and a depth of not less than nineteen (19) feet. Unless stated otherwise herein, parking lots shall be developed in conformance with the minimum standards set forth in the Zoning Code.</p>
<p><b>10. STORMWATER MANAGEMENT</b>          New development and significant redevelopment projects shall comply with the C.3 provisions of the city of San Pablo national pollutant discharge elimination system (NPDES) permit.</p>	<p><b>10.1 Stormwater Management</b></p> <p>New development and significant redevelopment projects, including streets and highways, creating more than one acre of impervious surface area shall include:</p> <p>A. Stormwater pollution prevention at the source through site design and control measures.</p> <p>B. Stormwater treatment measures integrated into project site design and landscaping.</p> <p>C. Stormwater measures to control peak runoff flow and volumes to ensure that post-development runoff does not exceed pre-development runoff rates and/or durations.</p> <p>D. A stormwater control plan identifying permanent site features and BMPs for treatment and control of post-development runoff.</p> <p>E. An operations and maintenance plan for treatment, runoff and other appropriate source control measures in perpetuity.</p>

## 7 DESIGN STANDARDS AND GUIDELINES

This chapter contains design standards and guidelines for all new development in the Specific Plan Area. These standards and guidelines are intended to guide development that will achieve the vision and urban design concepts detailed in this Specific Plan.

Adoption of the Specific Plan will include adoption of the design standards and guidelines in this chapter. These guidelines will replace the existing 23rd Street District Design Guidelines in Appendix D of the City of San Pablo Zoning Ordinance. On the following pages, the 23rd Street Specific Plan Design Standards and Guidelines are illustrated with photos and diagrams. These illustrations are intended to explain and clarify the standards and guidelines.

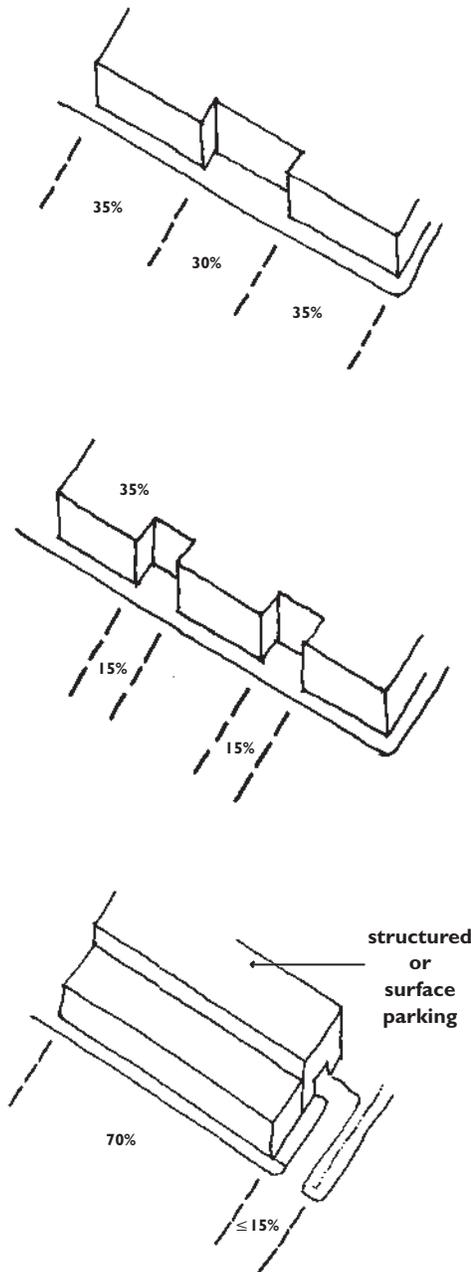


**Design Standards and Guidelines will help to facilitate 23rd Street's transformation into a pedestrian-oriented corridor**

### A. Definitions

Much of the design guidance in this chapter is advisory to allow for flexibility in the application of these principles to specific projects. In order to ensure that the goals of this Specific Plan are met, some of the most important design guidance is mandatory. Therefore, the language in this chapter adheres to the following principles:

- ◆ “Shall” or “Must” refers to a design standard and all projects are required to conform.
- ◆ “Should,” “May” or “Encouraged” means that conformance to the guideline is preferred; that conformance will be strongly encouraged by the City through the review process; and that the guideline is intended to be a recommendation to a developer about how to meet the goals of the Specific Plan.



**B. Building Setbacks**

The following section provides standards and guidelines for building setbacks in the Specific Plan Area. A setback is the distance a building's edge is from the public right-of-way. Setbacks help dictate the relationship between buildings and the public right-of-way and have a significant effect on the pedestrian experience.

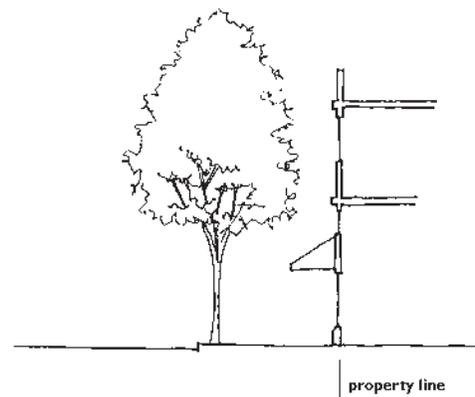
**1. Setbacks from the Street**

**STANDARD**

1.1 There shall be a building along at least 70 percent of the front property line.

**GUIDELINES**

- 1.2 A maximum of 30 percent of a front property line may be set back, but only as a means to create open spaces, provide a wider sidewalk or access parking facilities behind the building.
- 1.3 An exception may be made for parking structures, as detailed on page 7-17, and for narrow lots.



## 2. Setbacks on Upper Floors

### GUIDELINE

- 2.1 Where a parcel abuts a single-family residential neighborhood, setbacks for portions of the building above the second floor are encouraged, so that the massing of buildings on 23rd Street reflects the scale of the surrounding neighborhoods.

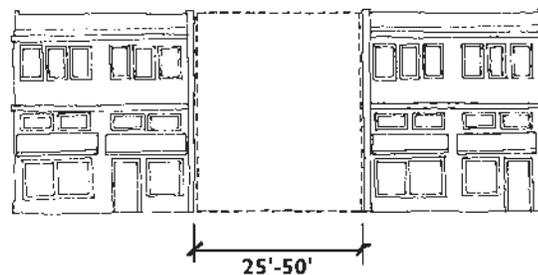
### C. Building Rhythm and Massing

Building rhythm and massing refer to the horizontal composition of storefronts and the three-dimensional form of buildings. Building rhythm can have a profound effect on the pedestrian experience, providing aesthetic variety for pedestrians. Appropriate massing is also integral to the pedestrian and automobile experience on 23rd Street and the consistency of urban form.

#### 1. Rhythm

### GUIDELINE

- 1.1 Buildings should be articulated to reflect a rhythm of small-scale street frontages, with building storefront widths of approximately 25 to 50 feet.



## 2. Massing

### GUIDELINE

- 2.1 Where appropriate, the width of tenant bays and the overall massing of buildings should reference the design of adjacent commercial buildings.



### D. Building Facades

Building facades are the physical “face” of a building and the individual physical aspects that comprise it. Building facades have a significant effect on the physical character of streets and pedestrian spaces. The many elements that make up a building façade should be considered individually and with respect to one another.

## 1. Articulation

### GUIDELINE

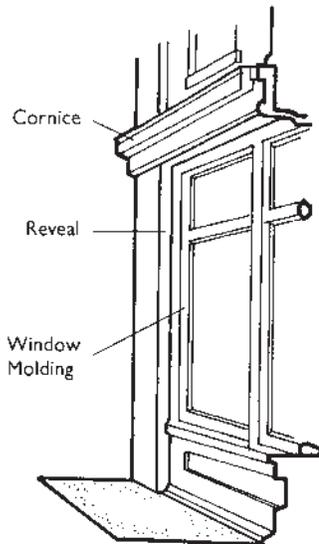
- 1.1 Buildings should have architecturally-articulated storefronts. Window treatments, awnings and public entries should be designed to promote active use of ground floor businesses.

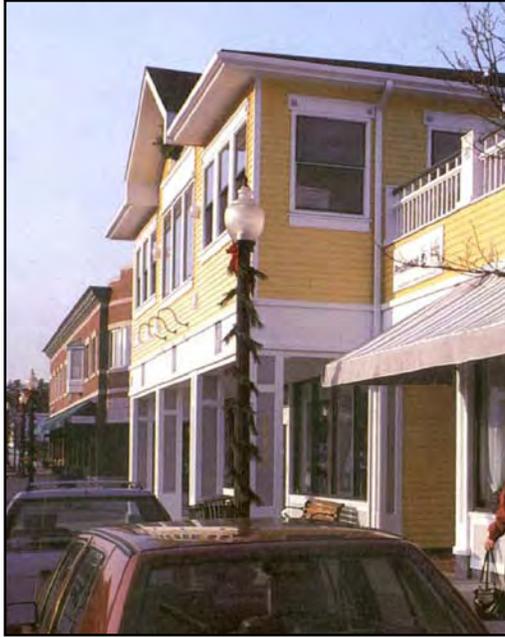


## 2. Scale of Detailing

### GUIDELINES

- 2.1 Building façades should have elements that relate to the scale of a person.
- 2.2 All façades should emphasize three-dimensional detailing such as cornices, window moldings and reveals to cast shadows and create visual interest on the façade.
- 2.3 Architectural elements used to provide relief may include awnings and projections, trellises, detailed parapets and arcades.
- 2.4 Awnings may project over public sidewalks, provided that they comply with the applicable Zoning Ordinance requirements. The window elements depicted here are an illustrative example only and are not binding as to style.





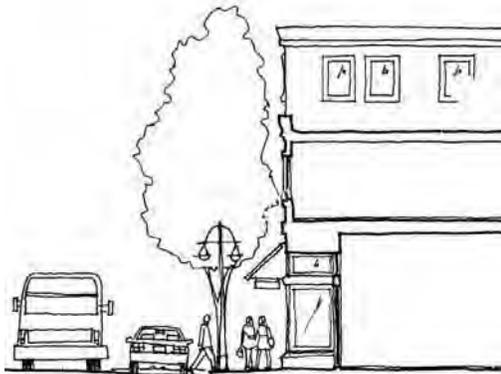
### 3. Roof Lines

#### STANDARD

3.1 To avoid visual clutter, television equipment located on rooftops shall be screened.

#### GUIDELINES

- 3.2 All buildings should provide strong roof termination features.
- 3.3 A variety of distinctive roofline profiles is encouraged.



### 4. Entries to Ground Floor Areas

#### STANDARD

4.1 Primary entries to ground floor retail areas shall occur from main streets, and should be accented with features such as moldings, lighting, overhangs, or awnings.

GUIDELINES

- 4.2 Building entries should be recessed into entry bays, to create transitional spaces between the street and buildings.
- 4.3 Corner entries should receive special attention.



5. Entries to Upper Levels

GUIDELINE

- 5.1 Street level entries to upper level commercial or residential uses should be emphasized if they are located on the front façade.



## 6. Windows

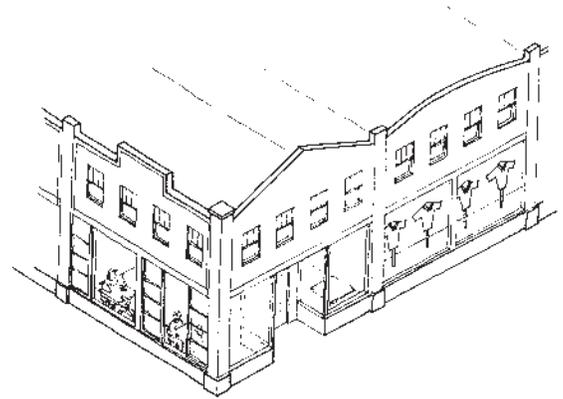
The following section provides design standards and guidelines for building windows within the Plan Area. Patterns, display, special building types and glass types are addressed.

### STANDARD

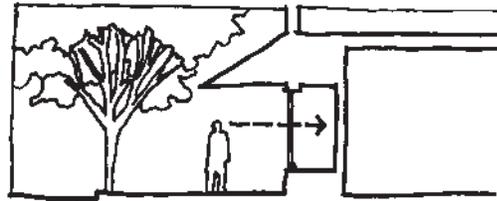
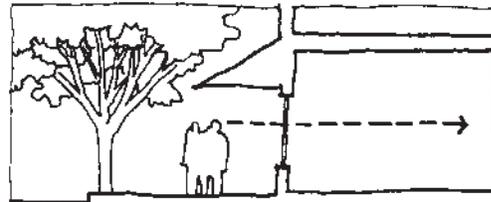
6.1 No windows are required for buildings with unique requirements, such as theaters or parking structures. In such cases, exterior walls shall be designed to provide architectural relief or shall be screened by landscaping and pedestrian amenities, such as wider sidewalks or benches.

### GUIDELINES

6.2 Window patterns should architecturally distinguish a building's first floor retail character, with a higher percentage of windows than on upper floors.



- 6.3 Commercial storefronts should include street-oriented display windows.
- 6.4 These windows should provide visual access to the inside of the building, while also serving as an area for merchandise display.
- 6.5 A minimum of 50 percent of linear store frontage should be used for the display windows.
- 6.6 Enclosed display areas with windows should be provided where actual windows cannot be provided.
- 6.7 Windows should be of clear glass, unless unique operating circumstances require a different type of glass. Decorative glass and glass blocks are also appropriate in many cases.



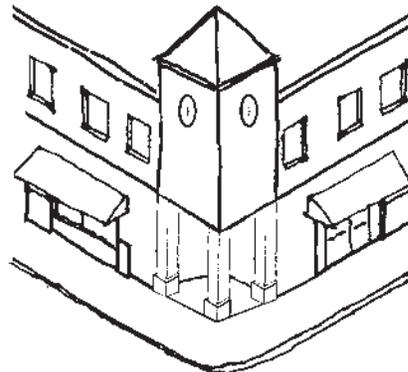
### *E. Corners*

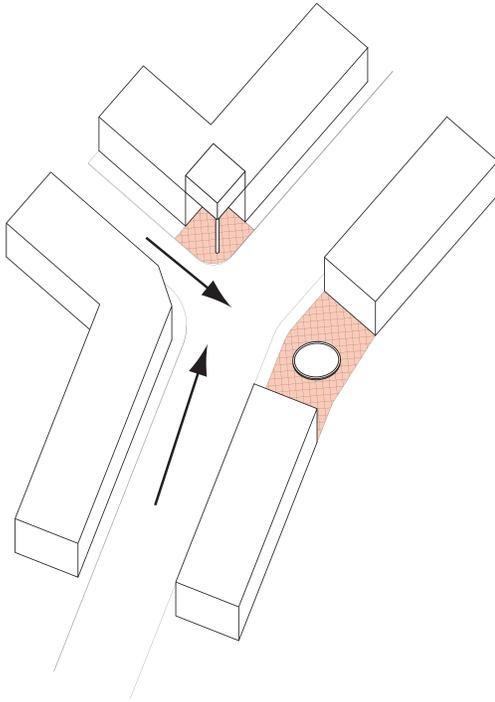
Building corners provide additional opportunities for architectural distinction within a streetscape. Treating corners differently than mid-block building forms helps to create landmarks and provide identity for corridors like 23rd Street.

#### **1. Treatment of Corner Buildings**

##### **GUIDELINE**

- 1.1 Building corners are special places within the townscape. They should therefore be treated specially, with elements such as towers or indented building entries.





*F. Terminate Key Views*

**GUIDELINE**

- 1.1 Development on key sites that terminate views into or along the 23rd Street corridor should provide a key design feature that gives greater prominence to the site. Key features could include a tower element, special architectural treatment of windows or special lighting or artwork that gives special emphasis to strategic sites on 23rd Street.

**G. Building Materials**

Building materials will also play a role in distinguishing 23rd Street aesthetically. The colors, textures and decorative elements that make up buildings help to dictate the physical character of urban corridors. Utilizing a variety of materials will guard against a monotonous vehicular and pedestrian experience.

**1. Variety**

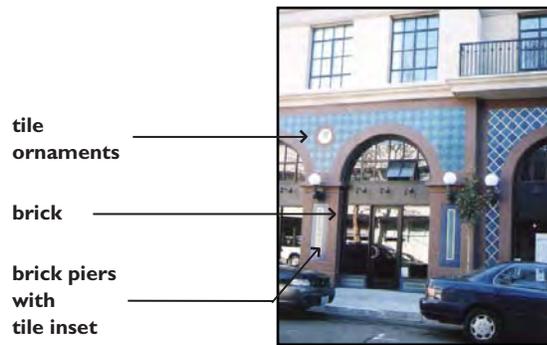
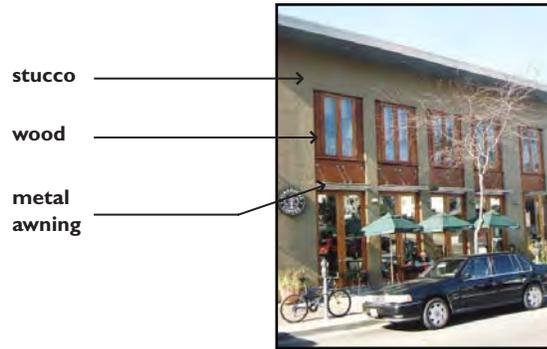
**GUIDELINES**

- 1.1 A variety of durable building materials, with distinctive colors and textures, is encouraged on 23rd Street.
- 1.2 New construction should include bright colors, as well as materials such as ceramic tiles, that reflect existing commercial development.

**2. Differentiation of Architectural Elements**

**GUIDELINE**

- 2.1 A wide variety of other materials to articulate different building elements beyond the main exterior finish, such as the building base, horizontal break bands, pier/column bases, roof terminations, sills and awnings, is encouraged.



**Examples of building materials**



### 3. Decorative Elements

#### GUIDELINE

- 3.1 Tile artwork, plaques, decorative glass and lighting fixtures are encouraged to provide visual relief to façades.



### 4. Artwork

#### GUIDELINE

- 4.1 Artwork and architectural relief integrated into buildings is encouraged and should be appropriate to the setting.

## H. Signs

Signs communicate the type and quality of goods that a business provides. Signage is also an important design component of buildings and streetscapes.

### 1. Sign Content

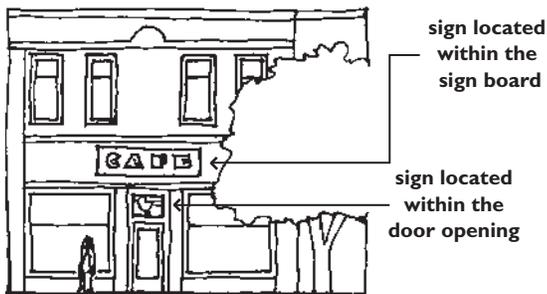
#### STANDARD

- 1.1 Signage shall be limited to the name of the business only.

### 2. Sign Location

#### GUIDELINES

- 2.1 Building signs should be located within an area of the façade that enhances and complements the architectural design.
- 2.2 Buildings signs should not obscure architectural details such as recesses, ornaments or structural bays.

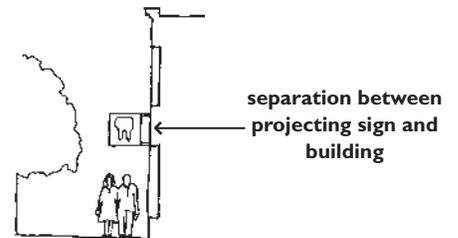




### 3. Projecting Signs

#### GUIDELINES

- 3.1 Projecting signs should be located near the front entry of a store.
- 3.2 A separation should be provided between the building face and the sign in order to provide a clear separation between the building edge and signage.



Example of awnings within structural bays

#### I. Awnings

Awnings can provide protection for pedestrians from environmental elements such as rain or sun. The appropriate treatment of awnings along a corridor can also help to create architectural consistency. Awnings are meant to accentuate individual building and compliment architectural details.

#### 1. Relationship to Building Design

##### GUIDELINES

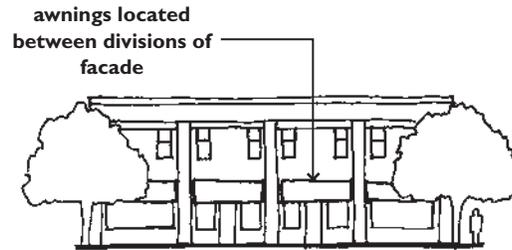
- 1.1 Where awnings are proposed, individual awnings should be provided over each storefront on a building.

- 1.2 These awnings should be located within the individual structural bays and should not hide architectural detailing.
- 1.3 Awnings on multi-tenant buildings should be the same color and style.

## 2. Awning Colors

### GUIDELINE

- 2.1 Awning colors should be compatible with the overall color scheme of the building.



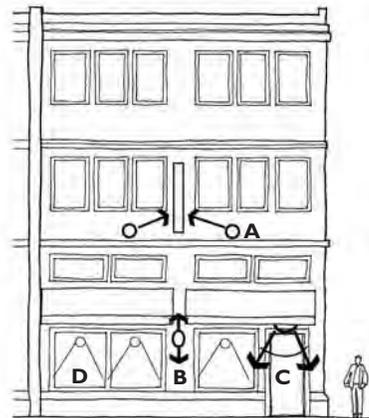
## J. Lighting

Providing adequate lighting for building elements and parking areas can enhance a corridor aesthetically. Lighting is also important for pedestrian safety.

### 1. Lighting for Signage, Storefront Display and Parking Areas

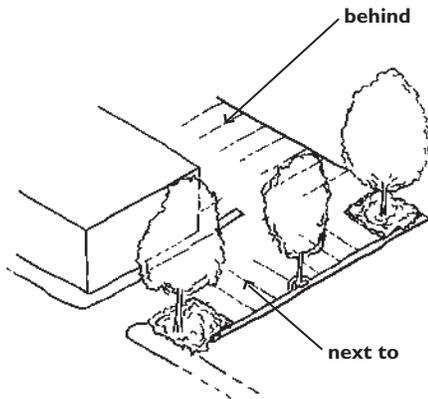
#### GUIDELINE

- 1.1 Adequate lighting should be provided for building signage, storefront display, pedestrian entry access and travel in parking lots.



- A. Directional Sign Illumination
- B. Wall Sconce
- C. Wall Downlight or Recessed Light
- D. Interior Display Light





## *K. Parking Lots*

The location and treatment of parking areas is important to creating a pedestrian-friendly corridor. Placement of parking contributes to the overall character of a streetscape by dictating the consistency of building edges along a street and the relationship of buildings to streets and sidewalks. The elements that make up a parking area are also important to the overall aesthetic character and environmental quality of a site, and to providing clear pedestrian and vehicular connections.

### **1. Location**

#### STANDARD

- 1.1 Parking lots shall be located behind or next to buildings, whether in parking structures or surface lots.

### **2. Landscape Aesthetics**

The following section provides design guidelines for landscape aesthetics within parking areas. Tree planting location and plant types are both addressed.

#### GUIDELINES

- 2.1 Trees should be planted in and around parking lots to provide shade and visual relief.



- 2.2 Trees should be planted on the perimeter of parking lots at a density to conceal or disguise the interior of the parking lot.
- 2.3 On the interior of parking lots, trees should be planted to create shade and minimize heat.
- 2.4 The palette of plant materials in the landscape buffer should create an aesthetically-pleasing space through a mix of colors, heights and types of plants.
- 2.5 Shrubs should be used to provide a natural fence that shield autos from the pedestrian sidewalk
- 2.6 Flowering plant material at the ground level is encouraged to provide a variety of colors.
- 2.7 Creative design and the use of native plants and drought tolerant plans are encouraged.



### 3. Lighting

#### GUIDELINES

- 3.1 Lighting should provide illumination for security and safety, while avoiding light intrusion into off-site areas.
- 3.2 Parking, loading, shipping and receiving, walkways, entrances and working areas should be illuminated.
- 3.3 Light fixtures should be architecturally compatible with the project design.
- 3.4 Lighting should be adequate for security, particularly at entrances, but not overly bright.
- 3.5 Lighting fixtures should be scaled to pedestrians.



Lighting fixture that adds visual interest



Permeable concrete paver units add texture

#### 4. Parking Pavement Surfaces

The following section provides pavement guidelines for parking areas within the Plan Area. Aesthetic and environmental issues are both addressed.

##### GUIDELINES

- 4.1 Patterned pavement and integral colored concrete are encouraged, especially in parking lots that will have multiple uses or be visible to the public.
- 4.2 Permeable surface finishes should be used to add surface texture and to facilitate stormwater runoff.
- 4.3 Particular care should be given to the installation, maintenance and life cycle of such materials.

#### 5. Vertical Elements

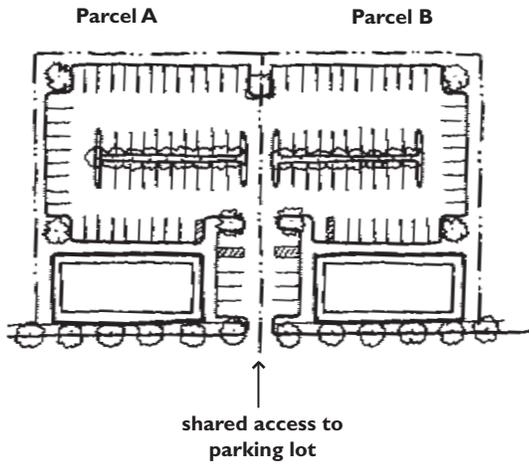
##### GUIDELINE

- 5.1 Vertical elements, such as screens or trellises, should be incorporated into parking lots to provide visual interest, both at the parking lot edges and within the parking lot.

## 6. Shared Access Entries

### GUIDELINE

6.1 The siting of buildings and parking spaces should maximize opportunities for pedestrian and vehicular circulation between adjacent sites. For example, joint access ways serving two or more buildings are encouraged as a means to minimize curb cuts and avoid breaks in the continuity of street frontages.



### *L. Parking Structures*

Parking structures provide an opportunity to consolidate parking. This can lead to greater opportunity for new, denser development. Additional uses provided on the ground-floor of parking structures help to ensure that these structures are integrated with adjacent buildings and storefronts. Parking structures and portions of buildings containing parking, such as parking podiums, should be considered as much an integral part of the 23rd Street fabric as any building. Parking structures should convey the district's character, relate to the city's architectural styles and fit within its specific context or development. Parking structures generally require large rectangular building volumes. To avoid bulky masses, various means of architecturally breaking down parking structures should be employed.

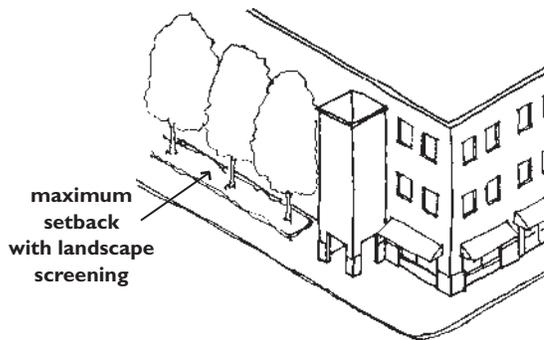
#### 1. Uses

##### STANDARD

- 1.1 As a means to provide street interest, ground-floor retail uses shall be integrated into parking structures wherever possible.

##### GUIDELINE

- 1.2 The construction of residential units on the top floor of parking structures is encouraged.



## 2. Setbacks

### GUIDELINE

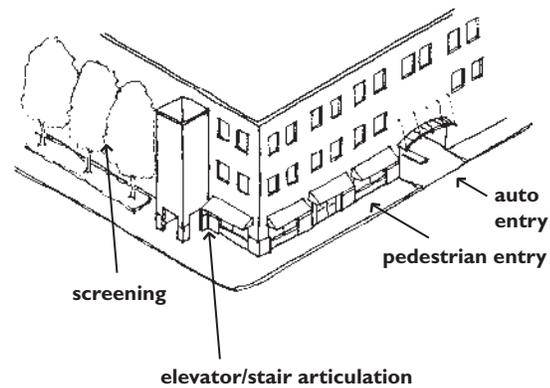
- 2.1 Parking structures with ground-floor retail spaces should follow the overall building setback guidelines on page 7-2.
- 2.2 Upper story setbacks, either as full-length step backs or upper floor setbacks, are encouraged.

## 3. Articulation of Façade

The following section provides design guidelines for façades of parking structures. Consistency, façade openings and vertical circulation are addressed.

### GUIDELINES

- 3.1 Façades of parking structures should be designed in a manner that is comparable to other multi-story buildings on the street, providing design and detail to add interest to the façade.
- 3.2 Openings in the façade should be proportioned similarly to vertically-oriented windows.
- 3.3 Elevator and stair elements should be located adjacent to the street and should facilitate an architectural articulation of the façade.
- 3.4 Blank walls should not be used.
- 3.5 Architectural features should be carried around all four sides of parking structures.



- 3.6 Additive features that provide architectural elements and detail, such as columns and other appropriate design features are encouraged.
- 3.7 The installation of planters and landscaping at the building base of parking structures is encouraged.
- 3.8 Base treatment should extend around all sides of the structure, and not just be part of a “false front” treatment.
- 3.9 Base treatments, such as wall thickening at the ground, the addition of intermediate cornice line or protruding horizontal band or the use of darker colors at the building base, are encouraged.

#### **4. Roof Form and Design.**

##### **GUIDELINES**

- 4.1 The “skyline” of parking structures should be designed and shaped to create an interesting visual profile.
- 4.2 At stair towers and entryways, all continuous sloping or curved roof forms are encouraged. These include gable, hip, pyramidal, conical, barrel vaults and domed roofs.
- 4.3 Surface mounted cornices, continuous shading elements or trellises are encouraged as additive features to create skyline treatment.
- 4.4 Special design of parapet walls and/or guard railings is encouraged.

- 4.5 Variations in height and profile, created by contrasts between railing posts and in-fill panels, are encouraged.
- 4.6 Due to their highly visible locations, ornamental light poles and fixtures are encouraged to be used at top parking decks. Their selection and finishes should be coordinated with site area lighting.

## 5. Pedestrian Entry and Access

### STANDARD

- 5.1 Pedestrian entrances to parking structures or facilities should be designed as an easily noticeable change within the facade treatment.

### GUIDELINE

- 5.2 Creating corner entries is encouraged.
- 5.3 Recessed entries within the building facade are encouraged.
- 5.4 Entries with horizontal mass projections are encouraged.
- 5.5 Pedestrian doors should be emphasized by the use of projecting awnings or canopies.
- 5.6 The use of ornamentation, such as columns and ornamental light fixtures, to create visible detail for pedestrians and drivers is encouraged.
- 5.7 Illuminated architectural signs or banners should be used to supplement architectural treatment of pedestrian entrances.

## 6. Vehicular Entry and Access

### STANDARD

- 6.1 Vehicular entrances to parking structures and podiums shall be easy to see, and incorporated into the design of the building.

### GUIDELINE

- 6.2 Directional signage from primary roadways, in coordination with a sign program that identifies the entry points from various approaches to the structure, is encouraged.
- 6.3 Mounting a prominent, illuminated sign above the vehicular entry is encouraged.
- 6.4 Architectural framing of the vehicular entry as a well-integrated part of the building's overall facade composition is encouraged.
- 6.5 "Notching" the second story plan to create a two-story entry is encouraged.
- 6.6 The use of architectural detail, such as attractively designed and colored metal door grill-work, decorative .

## 8 IMPLEMENTATION

This chapter describes the necessary steps to implement this Specific Plan, including changes to the city's General Plan and Zoning Ordinance. It also presents potential strategies for financing streetscape improvements, improving the competitiveness of existing businesses, improving opportunities for local businesses and entrepreneurs and attracting private development.

### *A. General Plan Amendment*

Adoption of this Specific Plan requires an amendment to the City's General Plan to make several changes, including the following:

- ◆ Revise the boundaries of the 23rd Street District to make them consistent with the Plan Area boundaries.
- ◆ Include a new land use designation for a Commercial Mixed-Use category with development intensities defined in Chapter 5.
- ◆ Revise the Land Use Element's policies for the 23rd Street District as needed for consistency with this Plan's requirements.

### *B. Municipal Code Changes*

The Municipal Code contains the Zoning Ordinance for the City. This document must be amended to allow the standards and provisions in this Specific Plan to take effect. For the 23rd Street District, the development standards provided in Chapter 6 shall replace those in the City's Zoning Ordinance.

*C. Review of Future Development Projects*

The concepts recommended in this Specific Plan have been approved by the City and studied in the Initial Study prepared for the Plan. Future development applications that adhere to the concepts recommended in this Plan may only be subject to minor additional environmental review.

No subdivision map, use permit, design review application or other entitlements will be issued for development projects in the Plan Area until a finding has been made that the proposed project is consistent with the Specific Plan.

*D. California Environmental Quality Act (CEQA) Requirements*

This section describes the CEQA certification process. To meet the requirements of the California Environmental Quality Act (CEQA), an Initial Study and Mitigated Negative declaration were prepared to assess and address the environmental impacts of the Specific Plan.

**1. Certification of CEQA Document**

The City of San Pablo certified the Mitigated Negative declaration for the 23rd Street Specific Plan on XX, 2007. The City's action to certify the Mitigated Negative declaration did not constitute approval of the Specific Plan. Rather, it indicates that the Mitigated Negative declaration has been completed in compliance with CEQA, and that the Mitigated Negative declaration was presented to and reviewed by the City's decision-makers and the public prior to Specific Plan approval.

## 2. Mitigation Monitoring Program and CEQA Findings

Public Resources Code Section 21081.6 requires that a “reporting or monitoring program shall be designed to ensure compliance during project implementation.” The adopted program shall apply to changes made to the project or conditions of project approval in order to mitigate or avoid significant effects on the environment. The monitoring program provides a brief summary of the required mitigation for impacts attributable to the project, identifies the party responsible for monitoring the project’s compliance with the mitigation measure and identifies at what point or phase of the project the mitigation measure is to be completed. The City has prepared a mitigation monitoring program in conjunction with the preparation of the Mitigated Negative declaration. The Mitigated Negative declaration identified several environmental impacts that could be reduced to less than significant with the implementation of the mitigation measures.

### *E. Conceptual Financing Strategy*

This section describes funding sources that may be used to implement the public improvements proposed in the Specific Plan. It also describes development strategies and funding sources to encourage private development in the Plan Area.

#### 1. Federal, State and Regional Funds

SAFETEA-LU, the federal Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users, provides a number of funding sources for smaller, neighborhood-based projects related to streetscape improvements and pedestrian facilities. These funding sources include the following:

- ◆ Surface Transportation Program (STP). STP is the largest and most flexible program for capital projects.
- ◆ Congestion Management and Air Quality Program (CMAQ). The primary focus of CMAQ is to fund projects and programs that reduce transportation-related emissions.

- ◆ Transportation Enhancement (TE) Program. TE funds a broad range of transportation improvements, including pedestrian facilities and “main street” revitalization.
- ◆ State Transportation Improvement Program (STIP)/Regional Improvement Program (RIP). Funding for the STIP and RIP programs comes from a blend of SAFETEA-LU and State monies.

In addition, several other sources of government funding could pay for streetscape improvements on 23rd Street:

- ◆ Transportation for Livable Communities (TLC). This program funds community-oriented transportation projects, including streetscape improvements that encourage pedestrian and transit trips and create more pedestrian- and transit-friendly environments.
- ◆ Transportation for Clean Air (TFCA) Regional Fund. This program, financed through a surcharge on motor vehicle registrations, finances physical improvements in support of development projects that reduce emissions from motor vehicles.
- ◆ Transportation Development Act (TDA) Article 3. TDA funds are generated from a portion of the statewide sales tax that is returned to counties. Projects that include the design and construction of pedestrian improvements are eligible for TDA funds.

## **2. Business Improvement District**

In a business improvement district (BID), property and business owners in a specific area vote to collect funds for improvements such as façade improvements, construction of a new public parking structure, public safety measures, banners, event coordination, marketing or maintenance. 23rd Street property and business owners could form such a district. Funds could be collected by

the City based on revenue, lot size or building size, and would be used to make the improvements described in this Specific Plan.

### **3. Utility Undergrounding**

Pacific Gas & Electric (PG&E) provides funding for cities to remove overhead electric wires and place utility services underground through its Rule 20 Program. This approach has been successful for San Pablo in the past. The utility undergrounding on 23rd Street north of Market Avenue was financed by Rule 20 funding.

PG&E makes funds available to cities based on a rotating schedule. The City will develop plans to underground 23rd Street's remaining overhead utilities within the Plan Area when San Pablo becomes eligible for additional funding.

All new development in the Plan Area should include the necessary facilities for connecting to underground utilities. This will help to reduce the cost of the future undergrounding. Business and property owners in the Plan Area could also offset the future cost of connecting to underground utilities by forming an assessment district, which would allow them to pay the costs over time rather than as a lump sum.

### **4. Tax-Increment Financing**

The City's Redevelopment Agency can use tax-increment financing to fund additional streetscape improvements on 23rd Street. The Plan Area is eligible to use this mechanism because it is located in a redevelopment area. Tax-increment financing uses increases in property tax revenues within a redevelopment area to pay for public improvements. The existing streetscape improvements on 23rd Street, such as palm trees and enhanced sidewalk treatments, were funded by tax-increment financing. The City's façade improvement program has also been funded in this way.

## **5. Joint Development**

A joint development agreement allows a private company or individual to join forces with the City to develop public improvements as part of a new project. For example, if major new development occurs near Wildcat Creek, the City and property owners might sign a joint agreement to develop the park site adjacent to the creek. Other local organizations, community-based organizations and non-profit groups could also play a vital role in partnerships formed to make improvements in the Plan Area.

Joint development agreements with private companies or individuals may be a means to fund development of the public facilities identified in the Specific Plan. Also, joint development agreements would make it easier for the City to coordinate the siting, design and construction of public improvements with private developers.

## **6. Cost Recovery**

California law allows for the recovery of costs associated with the preparation of a Specific Plan. The City may develop a process through which the costs incurred to develop the 23rd Street Specific Plan and Initial Study will be reimbursed by future development within the Specific Plan Area.

### *F. Economic Strategies for Existing 23rd Street Businesses*

#### **1. Business Improvement District (BID)**

A BID could also play a crucial role in the economic enhancement of the Plan Area in addition to providing funding for physical improvements, as mentioned in Section D of this chapter. Some of the money collected from the BID could be earmarked for banners, event coordination, marketing or maintenance. A BID could also play a key role in coordinating store hours, merchandising and creating promotions and advertisements.

## **2. Coordinated Store Hours**

Coordinated store hours can increase the convenience and competitive position of 23rd Street for local shoppers. Many small towns have effectively organized their merchants so that all agree on the same store hours, including adequate hours on week nights, weekends and during promotional and special events.

## **3. Cooperative Advertising Activities**

Cooperative advertising that includes all businesses in the Plan Area would help to increase overall sales. Ads could be run weekly to bi-monthly in local media, such as the Contra Costa Times. The ads should feature special sales or promotions as well as mentioning all of the stores in the 23rd Street District.

## **4. Small Business Administration's (SBA) Short Term and Revolving Lines of Credit (CAPLines)**

The CAPLines program is the umbrella program under which the SBA helps small businesses meet their short-term and cyclical working-capital needs. A CAPLines loan can be for any dollar amount. This loan program comes in five forms and the appropriate version is determined by the type of business and the assistance needed.

## **5. New Markets Tax Credit (NMTC)**

The New Markets Tax Credit (NMTC), a federal tax initiative, could be used to stimulate investment in new development within the Plan Area. The NMTC offers tax credits to investors who finance development in low-income communities. These credits are intended to finance minor gaps in project funding and to increase the rate of return for investors. Although residential development is not eligible for the program, commercial space in a mixed-use building could be financed in part by the NMTC.

*G. Strategies for New Businesses and Local Entrepreneurs*

**1. SCORE**

Service Corps of Retired Executives is a nonprofit association dedicated to entrepreneur education and the formation, growth and success of small business nationwide. SCORE is a resource partner with the Small Business Administration (SBA). SCORE Association volunteers serve as “Counselors to America’s Small Businesses.” Working and retired executives and business owners donate their time and expertise as volunteer business counselors and provide confidential counseling and mentoring free of charge. There is a SCORE chapter located in Oakland.

**2. California Small Business Loan Guarantee Program**

The California Trade and Commerce Agency provides loan guarantee financing up to \$350,000. It is especially designed for small businesses that cannot qualify for bank loans.

**3. California Capital Access Program (CalCap)**

The California Pollution Control Financing Authority provides a form of loan portfolio insurance which provides up to 100% coverage on certain loan defaults, encouraging banks and other financial institutions to make loans to small businesses that fall just outside of most banks’ conventional underwriting standards. CalCAP insures bank loans made to small businesses to assist them in growing their business. Loans can be used to finance the acquisition of land, construction or renovation of buildings, the purchase of equipment, other capital projects and working capital. There are limitations on real estate loans and loan refinancing.

#### **4. Small Business Administration Support**

The following programs are offered by the federal government through the Small Business Administration. The programs generally attempt to facilitate access to capital for start-up small businesses.

##### **a. Loan Guarantee Program**

The Small Business Administration provides loans to small businesses unable to secure financing on reasonable terms through normal lending channels.

##### **b. Microloan Program**

The Small Business Administration provides very small loans to start-up, newly established, or growing small business concerns. SBA makes funds available to nonprofit community based lenders which, in turn, make loans to eligible borrowers in amounts up to a maximum of \$35,000. The average loan amount dispersed by this program is \$13,000.

#### ***H. 23rd Street Economic Development Strategies***

##### **1. 23rd Street Business Association**

An association of 23rd Street merchants could be created to ensure that businesses seeking to lease or buy space in this commercial corridor will further support the goals of this Specific Plan. The Association would be responsible for reviewing business plans of those seeking to locate in the area and to determine whether or not these businesses are consistent with the types of businesses and pedestrian-friendly retail that this Specific Plan calls for.

##### **2. Land Assembly**

The small size of parcels in a number of the key site locations is an impediment to private development. Working with multiple owners to assemble sufficiently large sites is extremely difficult, time consuming and often fails due to lack of

cooperation by one or more property owners. The San Pablo Redevelopment Agency (RDA) can play a key role in assembling parcels at key sites through voluntary purchases or, if necessary, use of its eminent domain authority.

### **3. Establish a Business Recruitment Team**

The City could establish a comprehensive business recruitment strategy to bring new businesses into the Plan Area. The first step of this process would be to assemble a proactive business recruitment team. Members might include established or retired business owners, local real estate professionals, current building owners, bankers, local development organization representatives or elected officials. The team would then need to focus on specific steps to organize recruitment. Broad steps for the recruitment effort could include developing a market position statement, identifying a business wish list, assembling an array of recruitment and marketing materials, categorizing a list of interested businesses and appropriately courting those businesses.

## **OBTAINING PROJECT APPROVAL**

The 23rd Street Specific Plan will be used to evaluate future development projects or improvements to existing developments within the Plan Area. The following responsibilities, mechanisms and procedures will be necessary to administer the Specific Plan. Implementation of the 23rd Street Specific Plan will be a joint effort by the City of San Pablo and those proposing developments. This appendix provides a detailed discussion of the development review process, including, development review, issuance of zoning use permits, design and site plan review, environmental review and future amendments to this Specific Plan.

### *A. Development Review Process*

The intent of this section is to summarize the typical procedural steps needed to review and approve projects in the Specific Plan area to ensure land uses consistent with the Plan objectives and high quality design that creates a distinctive and cohesive image for the City and consistent with the community's goals.

Within the Project Area, the City shall review proposed development projects for compliance with the Specific Plan, CEQA requirements and shall approve projects only after one or more of the following findings are made:

- ◆ The project is in conformance with the Specific Plan's standards and guidelines.
- ◆ Project-specific mitigation measures or conditions of approval have been incorporated into the project.

The Specific Plan allows for an administrative Zoning Use Permit and Design Review process for projects that meet the Specific Plan's purpose and intent and development provisions. In other words, the Specific Plan allows staff to make a final consistency determination on many development or improvement projects in order to streamline and simplify the approval process. This approach is designed to encourage the permitted and conditionally permitted uses to stay in or move into the planning area, as well as high-quality and innovative design

that will enhance the residential neighborhoods and commercial core. Similar to the Zoning Code, the Specific Plan identifies permitted uses, development standards, design guidelines and other supporting regulatory provisions. More detailed information on how a proposed project can be processed should be obtained from the City of San Pablo Planning Division.

*B. Land Use Consistency-Zoning Use Permit*

As a means for determining compliance with the provisions of the General Plan, Specific Plan, and the zoning code, no owner shall use or permit the use of any land, structure, or building, or part thereof, hereafter created, erected, changed, converted or enlarged, wholly or partly, until a Zoning Use Permit has been issued by the City of San Pablo.

**1. Application**

An application for a Zoning Use Permit shall be accompanied by a written description of the proposed use, a plot plan showing lot lines, dimensions and locations of buildings and improvements, street right-of-way lines, building setback lines, yards, and any other information necessary to demonstrate consistency with the General Plan, Specific Plan, and the Zoning Code.

**2. Public Hearings**

No public hearing need be held; provided, that a hearing shall be held when an application has been referred to the Planning Commission for determination by the Zoning Administrator and the Planning Commission deems such hearing to be in the public interest; or when a Zoning Use Permit application is associated with another discretionary application that requires a public hearing, e.g., Tentative Map. In this case the application for Zoning Use Permit shall be reviewed concurrently with the processing of the discretionary application and shall be reviewed and approved by the decision making body reviewing and approving the associated application.

### 3. Action - Zoning Administrator

- ◆ **Time Limit:** The Zoning Administrator shall act upon an application for a Zoning Use Permit within 30 days following the date of filing of the application.
- ◆ **Variety of Action:** The Zoning Administrator may approve an application and issue the appropriate permit, or disapprove an application, or refer the application to the Planning Commission if the Zoning Administrator is unable to determine approval or disapproval of the application by the requirements set forth above.

### 4. Action - Planning Commission

- ◆ **Time Limit:** Any Zoning Use Permit referred to the Planning Commission for determination by the Zoning Administrator shall be acted upon within 60 days following the date of referral.
- ◆ **Variety of Action:** The Planning Commission shall approve or disapprove the application, or may approve said application subject to specific conditions of approval (performance standards) which may include a time limit within which a development may be limited or must take place.

### 5. Findings

The Zoning Administrator or the Planning Commission of the City of San Pablo may approve an application for a Zoning Use Permit only when the following conditions are found:

- ◆ The proposed use conforms to the requirements of the San Pablo General Plan in terms of land use and standards of development.
- ◆ The proposed use conforms to the development standards for the district in which the subject property is located.
- ◆ The proposed use will not constitute a nuisance or be detrimental to the public health, safety, comfort, or general welfare of persons residing or working in or passing through the neighborhood of such proposed use or be detrimental or injurious to property, improvements, or existing land uses in the neighborhood or to the general welfare of the City of San Pablo.

### 6. Effect of Action

- ◆ **Effective Date:** Date of approval.
- ◆ **Notification of Applicant:** The Zoning Administrator shall notify the applicant in writing of the action taken.

*C. Design and Site Plan Review*

Any actions proposing physical changes to any parcel of land or existing structure, or the proposed construction of new structures, shall be subject to Design and Site Plan Review (hereinafter “Design Review”) and shall be reviewed for consistency with all applicable Specific Plan and General Plan provisions, and applicable City ordinances and standards. A final Design Review determination shall be made prior to issuance of any building, grading or development permit, final map approval, or other ministerial approval.

**1. Design Review Process**

Design Review will be accomplished in one of the following ways:

*Minor Design Review*

Site improvements that are small in magnitude (e.g., minor landscape, hardscape, streetscape, signage, lighting, and fencing improvements, etc.) that are not associated with exterior building modifications, new structures, or additions to existing structures, shall require Minor Design Review and shall be reviewed and approved by staff. Once deemed complete, a no-fee application for Minor Design Review typically requires a processing time of one to two days.

*Administrative Design Review*

Exterior building modifications, additions to existing structures, new commercial, retail or office structures 5000 square foot, new residential projects of ten units, and minor site improvements shall require an application for Administrative Design Review and shall be approved by staff. Once deemed complete, an application for Administrative Design Review typically requires a processing time of two to four weeks.

*Committee/Commission Design Review*

New commercial, retail or office structures of 5000 square feet or more, new residential projects providing 11 or more new residential units, and projects associated with another discretionary application (e.g. a Development Agreement, Conditional Use Permit, Tentative Subdivision Map, or Development Disposition Agreement). These projects will be reviewed by the Design Review Committee, Planning Commission and City Council as required by the City's Planning and Zoning Code. Once deemed complete, an application for Committee Commission Design Review typically requires a processing time of eight to twelve weeks.

If the proposed project entails new commercial, retail or office structures of 5000 square feet or more, new residential projects providing 11 or more new residential units, or is associated with another discretionary application, e.g., Conditional Use Permit or Tentative Map, Design Review shall take place concurrently with the processing of the discretionary application and shall be subject to review and approval by the decision making body reviewing the associated application. A review of the regulatory process for Design and Site Plan Review will to be held one year after adoption of the 23rd Street Specific Plan.

Projects/sites with height exceptions taller than three (3) floors/forty-five (45) feet (as listed in Height Exceptions, of each Plan area in Development Standards) are subject to Planning Commission and City Council review in addition to the normally required review process as established above.

*Design Review Application Submittal Requirements*

Applications for Minor Design Review shall include an Application Form and an Environmental Assessment Form, completed, signed and dated, and shall be accompanied by information defined below as deemed pertinent by staff in order to conduct a thorough and comprehensive review of the project and determine project consistency with the 23<sup>rd</sup> Street Specific Plan, City of San Pablo General Plan, and all applicable City ordinances and standards.

Applications for Administrative or Committee/Commission Design Review shall include at a minimum, but not be limited to, the following information:

- a. Application Form - completed, signed and dated.
- b. Environmental Assessment Form - completed, signed and dated.
- c. Application Fee.
- d. Project Proposal - a written detail of the proposal that identifies existing conditions and proposed changes, the purpose of the request and the benefit that will be provided.
- e. Site Photographs.
- f. 10 copies of the complete plan set, including, but not limited to:
  - ◆ Site Plans showing property lines, dimensions, setbacks, all existing and proposed structures, adjacent structures on neighboring parcels, parking (detail requirement compliance), lighting, utilities (HVAC, transformers, meters, etc.) and landscape and hardscape areas.
  - ◆ Floor Plans - all levels/stories.
  - ◆ Roof Plan and Cross Sections - demonstrating how roof mounted equipment will be shielded from view.
  - ◆ Elevations — showing all sides; a perspective elevation is recommended.
  - ◆ Signage — including dimensions and overall measurements in compliance with the Specific Plan.
- g. Color and Material Samples for proposed structures and improvements.
- h. Landscape and Irrigation Plans and Water Conservation Concept Statement - documenting compliance with the Water Efficient Landscape Ordinance.
- i. One 8.5" x 11" reduction of all submittal plans and documents.

Staff may request additional materials and information upon submittal and throughout the Design Review process in order to allow staff to conduct a thorough and comprehensive review of the project and determine project consistency with the Specific Plan, City of San Pablo General Plan, and all applicable City ordinances and standards.

*D. Environmental Review*

The certified Program Mitigated Negative declaration for the Specific Plan evaluates and addresses environmental impacts anticipated from Specific Plan implementation in increments over a number of years. The Mitigated Negative declaration for the Specific Plan Area would reduce the need for project-specific environmental review in those areas analyzed by the Mitigated Negative declaration subject to findings that there are no substantial changes in conditions.

However, it is possible that additional specific environmental review, on a project-by-project basis, may be necessary. This could include focused studies on one or more identified environmental concerns. The City will make these determinations, and environmental review may be incorporated into the development approval process.

*E. Specific Plan Amendments*

The City Council may permit minor deviations from the Specific Plan provisions as part of its approval of a particular development application without requiring an amendment to the Specific Plan, provided that the project is consistent with the stated intent of the Specific Plan and the City's General Plan.

More substantive amendments to Specific Plan provisions may be requested by an applicant or property owner or may be initiated by the City. Major Specific Plan amendments shall be processed in accordance with City ordinances, and all such amendments will be presented for City Council review at a public hearing.

CITY OF SAN PABLO  
23rd STREET SPECIFIC PLAN  
APPENDIX A

APPENDIX B

**LIST OF ABBREVIATIONS**

*Abbreviations*

<b>BART:</b>	Bay Area Rapid Transit
<b>BID:</b>	Business Improvement District
<b>BMP:</b>	Best Management Practices
<b>BRT:</b>	Bus Rapid Transit
<b>CalCap:</b>	California Capital Access Program
<b>CAPLines:</b>	Short Term and Revolving Lines of Credit
<b>CCR:</b>	California Code of Regulations
<b>CEQA:</b>	California Environmental Quality Act
<b>CMAQ:</b>	Congestion Management and Air Quality Program
<b>CIP:</b>	Capital Improvements Program
<b>dB:</b>	Decibel
<b>dBA:</b>	A-Weighted Sound Level
<b>du/acre:</b>	Dwelling units per acre
<b>d.u.:</b>	Dwelling units
<b>EIR:</b>	Environmental Impact Report (State)
<b>FAR:</b>	Floor Area Ratio
<b>HSC:</b>	California Health and Safety Code
<b>LCI:</b>	Livable Communities Initiative
<b>LOS:</b>	Level of Service
<b>NMTC:</b>	New Markets Tax Credit
<b>PG&amp;E:</b>	Pacific Gas & Electric
<b>RIP:</b>	Regional Improvement Program
<b>RWQCB:</b>	Regional Water Quality Control Board
<b>sf.:</b>	Square footage
<b>SAFETEA-LU:</b>	Federal Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users
<b>SBA:</b>	Small Business Administration
<b>SCORE:</b>	Service Corps of Retired Executives
<b>STIP:</b>	Surface Transportation Improvement Program

**CITY OF SAN PABLO**  
**23rd STREET SPECIFIC PLAN**  
APPENDIX B

<b>STP:</b>	Surface Transportation Program
<b>TE:</b>	Transportation Enhancement Program
<b>STP:</b>	Surface Transportation Program
<b>TDA:</b>	Transportation Development Act
<b>TFCA:</b>	Transportation for Clean Air Regional Fund
<b>TIF:</b>	Tax-Increment Financing
<b>TLC:</b>	Transportation for Livable Communities
<b>VMT:</b>	Vehicle Miles Traveled