

SAN PABLO GENERAL PLAN 2030



Volume 1: General Plan Policies

Adopted April 2011

“Building San Pablo’s Tomorrow – Today”

SAN PABLO GENERAL PLAN 2030

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Adopted April 18, 2011



CITYof **SAN PABLO**

City of New Directions

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LIST OF ACRONYMS

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INTRODUCTION

The San Pablo 2030 General Plan is a policy document for the long-range development of the City of San Pablo. It provides the direction for the future growth of the city, and articulates a vision of what San Pablo aspires to be. The Plan draws its ideas from residents, business owners, elected officials, and City staff, and translates these ideas into a set of policies and actions for present and future generations. As a policy document, the Plan provides the legal basis for all zoning, subdivision, and related actions. It also provides the legal basis for City regulations and the initiation of public projects.

This chapter of the General Plan provides an overview of the document. It gives the reader a background to the planning process and an outline of current community conditions. Key themes and initiatives are highlighted, and summary tables provide an overview of anticipated future conditions.

1.1 Purpose and Process

PURPOSE

The San Pablo General Plan is a policy document mandated by State law to address issues related to physical development and conservation of city resources. The Plan embodies the expressed goals of residents, business owners, and elected officials and establishes concrete and achievable actions within the planning period. Broad objectives such as "create more jobs", "promote quality of life" and "enhance neighborhood character" are translated into policies, maps, guidelines, and specific actions that are tangible and can be implemented. The Plan is designed for a range of users, from City staff to residents. It is written in simple language and covers a wide range of issues. Nonetheless,

the General Plan cannot, and does not, aim to be an all-inclusive document. Where greater specificity is needed, the City will rely on specific plans, the Zoning Ordinance, and subdivision and other regulations and standards to implement its policies.

Specifically, this General Plan aims to achieve the following purposes:

- Outline a long-range vision that reflects the aspirations of the community;
- Establish goals and policies to guide development and conservation decisions by the Planning Commission City Council and City staff;
- Provide a basis for determining whether specific development proposals and public projects are in harmony with the City's long-range vision;
- Reflect San Pablo's current planning and economic development efforts;
- Allow City departments, other public agencies, and private developers to design projects that enhance the character of the community, promote public health, preserve environmental resources, and minimize hazards; and
- Provide the basis for establishing and setting priorities for detailed plans and implementing programs, such as the Zoning Ordinance, subdivision regulations, specific and area plans, and the Capital Improvement Program.

WHY UPDATE NOW?

The City of San Pablo last updated its General Plan in 1996. Since then, the city has undergone a significant demographic and urban transformation. The legal environment governing land use, environmental preservation, housing, and other planning issues has also changed. A major revision of the Plan is therefore necessary to eliminate any obsolete elements and policies, ensure legal conformity, and address new challenges such as the need to manage growth sustainably, enhance the city's economy, and protect San Pablo's environment resources:

- *Managing growth sustainably.* Sustainable development is defined as development that meets the needs of the present without compromising the ability of future

generations to meet their own needs. As San Pablo's population grows, it is becoming more difficult to strike the balance between different land use needs. Policies in the Plan will help ensure that economic and residential development do not come at the expense of livability, equity, and environmental sustainability. A new Health Element also will help achieve this goal.

- *Enhancing the city's economy and competitiveness.* Enhancing the city's ability to attract jobs and investment will be crucial for San Pablo to remain competitive with other cities that have successful economic development programs in place. This effort will involve building a diversified job base, expanding education and training, cooperating with other cities, and developing regional attractions. Plan policies will help City staff and decision makers outline a path to achieve these goals.
- *Preserving environmental resources.* To ensure new development contributes to environmental quality, the Plan includes policies to facilitate infill development and protect open space. Land use and growth management policies ensure incompatible land uses do not exist next to each other and new developments mitigate any adverse impacts they may impose on the environment.

The San Pablo General Plan is forward-looking, expansive, and long-range. The adoption of this Plan is timely and will assist decision makers in the implementation of a long-range development program that meets the challenges of the present day and prepares the city for opportunities and challenges in the future.

PLAN PREPARATION PROCESS

Visioning, Collaboration, and Public Participation

The visioning phase of the General Plan update process was initiated by the City of San Pablo in the fall of 2008. The sharing of information and ideas between City staff, elected officials, consultants, and residents was central to the General Plan update process. The City Council appointed a General Plan Advisory Committee (GPAC) to serve as representatives of the community during the preparation of the new Plan and provide input on evolving policies and products. At different stages of the plan-making process, residents, businesses, property owners, as well as non-profit groups and public agencies were invited to workshops and open houses to provide input and feedback.

The plan-making process involved City staff working closely with land use, traffic, market demand, and other consultants appointed by the City to analyze existing conditions and development opportunities. Interim reports were prepared at different stages of the process to document community feedback, findings of technical analyses, choices, and a proposed policy framework. These reports were reviewed by the GPAC, Planning Commission, and City Council, each of which in turn provided feedback to City staff and consultants to refine the Plan.

A community survey was prepared and analyzed at the end of 2008 in order to attract and solicit feedback from a wide audience. After understanding existing conditions and preliminary planning issues of concern, the first Community Workshop was held in April 2009 to establish a vision that would guide the General Plan. During this time residents provided feedback on what they like most about San Pablo and what they would like to see happen under the new plan.



Community workshops attended by residents and stakeholders were an integral part of the General Plan Update process.

Evaluating Choices

The second phase of the update process began with City Council meetings followed by a workshop to present two Alternative Concept Plans for consideration. The Alternative Plans illustrate a range of choices—visions of the city in 2030—inspired by the concepts and desires articulated during GPAC meetings and public forum. Following the City Council meetings, the

Alternative Plan Workbook was prepared in June 2009, detailing the alternative concepts.

Establishing a Preferred Plan and General Plan Goals and Policies

The third phase of the process involved refining alternative plans into a single *Preferred Plan Concept* based on community feedback. The Preferred Plan combines the most desirable aspects of the Alternative Concept Plans, with some modifications requested by the community and endorsed by the GPAC. The result was presented to the GPAC for review in August 2009. The adopted Preferred Plan Concept provided the basis for this General Plan.

The next step of the process involved establishing goals and policies that address the City's development goals. Community workshops and meetings involving the GPAC, City officials and staff, key stakeholders, and San Pablo residents were held to discuss each element of the General Plan. The GPAC also reviewed policy packets. Feedback from all parties was then incorporated to produce this General Plan.

The final step of the update process involved the preparation of this Draft San Pablo 2030 General Plan and Environmental Impact Report (EIR) for public review and adoption. The final EIR was prepared and certified on April 18, 2011. Documents, maps, and meeting agendas are available for public download via the City website.

1.2 Planning Context

This section describes the city's location, its planning boundaries, and its history, in order to establish the city's planning context and place in the region.

REGIONAL LOCATION

The City of San Pablo is located in the northwestern portion of Contra Costa County in the State of California. Although city limits do not extend to the shore, it is located just inland from the east side of San Pablo Bay. The city is surrounded on three sides by the City of Richmond and on its fourth by the unincorporated community of El Sobrante. Interstate 80 separates the city into east and west portions.

In terms of proximity to services, San Pablo is just minutes away from the Bay Area cultural and job centers of Berkeley, Oakland, and San Francisco. A number of large parks, including Wildcat Canyon Park and Hilltop Lake Park, are within close proximity to city borders. The city is well served by AC Transit, and close by to the Bay Area Rapid Transit (BART) station in Richmond. The regional setting is depicted in **Figure 1-1**.

PLANNING BOUNDARIES

City Limits

San Pablo's city limits encompass approximately 1,666 acres (2.6 square miles) of incorporated land or 93 percent of the Planning Area (**Figure 1-2**). The existing city limits include residential, commercial and industrial developments as well as public facilities, including parks and schools.

Sphere of Influence

The Sphere of Influence (SOI) is defined as the ultimate physical boundary and service area of the city, beyond which urban development will not be allowed except for public parks and recreational services. The city's SOI boundary incorporates a total of 1,895 acres (2.9 square miles) or 106 percent of the total land located in the Planning Area.¹ The SOI includes all areas falling within city limits, including the Rollingwood residential area located along El Portal Drive and I-80 at the city's northeastern border, and the Hillside neighborhood, which is adjacent to the northern boundary of Alvarado Park at the eastern edge of the city. Urban and Built-up land is the most common land category found within the City SOI.

¹ In November 2009, the Contra Costa Local Agency Formation Commission (LAFCO) adopted a new SOI for the City of San Pablo in conjunction with the Municipal Services Review report. This change occurred after the General Plan update and work on the Environmental Impact Report had already begun.

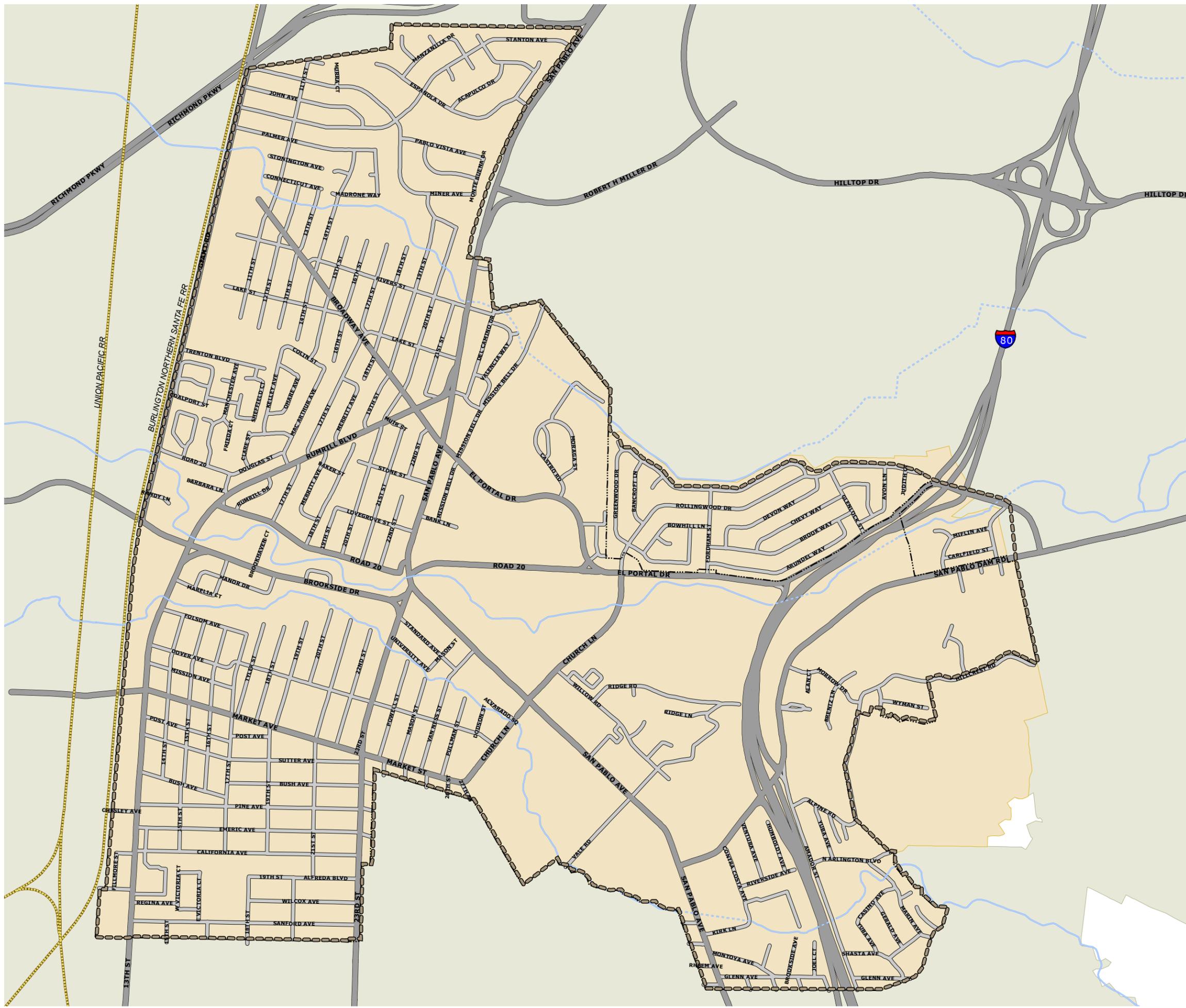
Urban Limit Line

The primary purpose of an Urban Limit Line (ULL) is to limit the extent to which urban development occurs within a specific time period. The ULL is a requirement established under the Contra Costa Transportation Improvement and Growth Management Program (Measure J). The City has adopted the Contra Costa County mutually-agreed-upon ULL as its own. The ULL includes all land within the City's Planning Area.

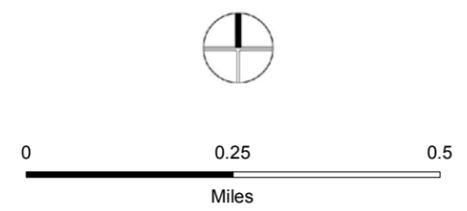
Planning Area

According to State law, the City can establish a Planning Area that consists of land within the city and, "any land outside its boundaries which, in the planning agency's judgment, bears relation to its planning." The proposed San Pablo Planning Area encompasses approximately 1,790 acres, or about 2.8 square miles. (**Figure 1-2**). More specifically, the Planning Area extends north along San Pablo Avenue to Richmond Country Club, northeast to the Rollingwood residential area, east towards Alvarado Park near San Pablo Dam Road, west towards Giant Road and the Union Pacific Railway tracks, and south towards Costa Avenue. The Planning Area includes land that has relevance for long-term development or conservation. The Planning Area also includes open space on hillslopes next to San Pablo Dam Road and several creeks that traverses San Pablo from west to east. The Planning Area has been defined with the intention of focusing future growth on land contiguous to the city and encouraging urban infill. Being included in the Planning Area does not necessary mean the City is considering annexation. The Rollingwood residential area comprising 85 acres of low density residential land is within the City's Planning Area but outside of the city limits.

Figure 1-2
Planning Area Boundaries



-  Planning Area
-  City Limits
-  Sphere of Influence
-  Urban Limit Line
-  Major Roads
-  Minor Roads
-  Railroads



SOURCE: Contra Costa County, 2010; City of San Pablo, 2010; Dyett & Bhatia, 2010.

A BRIEF HISTORY OF SAN PABLO

Today's San Pablo was originally occupied by the Cuchiyun band of the Ohlone indigenous people. Archaeologists have dated artifacts from the area to be at least three thousand years old. The Ohlone people who lived in the village at San Pablo called themselves the Huchuin.

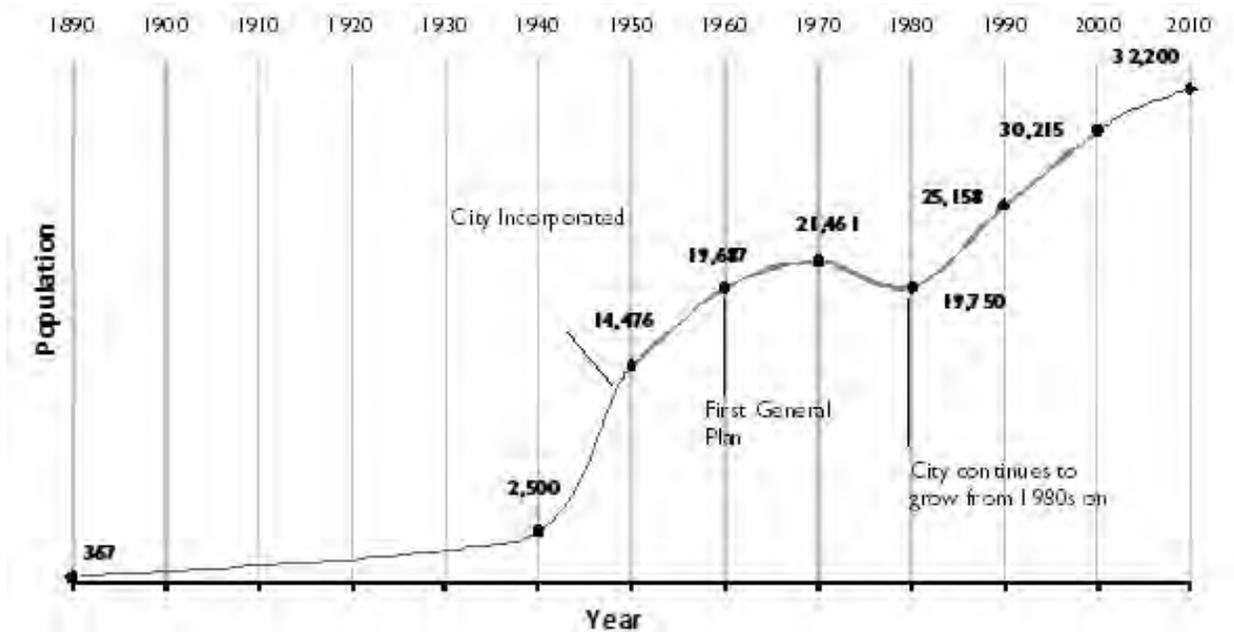
In the 1770s, the Spanish discovered San Francisco Bay and founded a mission there. As the Spanish outpost gradually expanded in size, parties were sent out to explore the East Bay. The first written record of San Pablo was in 1811 when a priest by the name of Ramon Abella renamed the Huchuin land to "Point San Pablo." In 1815, a farm was started in the San Pablo area to provide food for the mission in San Francisco. The farmstead was owned by Francisco Castro, who employed Indians to raise grain, fruit trees, and cattle.

In 1823, Francisco Castro petitioned the government of Mexico for a land grant and was given 17,000 acres which included the future towns of Richmond, El Cerrito, and San Pablo. After Castro's death, the agricultural land that included San Pablo continued to be cultivated by Castro's family until the 1850s, when European American settlers began to develop a town around San Pablo Creek. San Pablo was an important community during the gold rush years because of its location on the major overland route to the gold fields.

In 1854, San Pablo was instituted as a township. An influx of Portuguese, Irish, Italian, and Japanese immigrants settled in the area. During this period, a well developed agricultural and nursery industry flourished in the vicinity of San Pablo, along with a growing number of homes and businesses.

By 1906, San Pablo looked like an established small town. There were Western Union Telegraph lines, saloons, a post office, a train station, and a school that stood on what is now the corner of Market and 21st Street. The town's population was still tiny compared to the numbers we know today, numbering less than 1,000 at this time.

Figure 1-3 San Pablo's population from 1890 to 2010



Source: Historical Population of California, Census 1990, 2000; Department of Finance, 2009.

San Pablo's population began to grow more rapidly during the 1940s and 1950s, owing to returning veterans from World War II and highway construction in California. Many homes were built in San Pablo in the Old Towne neighborhood during this time. In 1940, San Pablo's population was just 2,500. By 1950, it had increased to approximately 14,500. This rapid and unplanned growth brought with it poor infrastructure and increasing unemployment.

In 1948, San Pablo residents voted to incorporate to give the local government more power to exercise control over housing construction and planning. The city's first Master Plan was developed shortly following incorporation. A decade and a half later, these planning efforts paid off. The city saw major development in the form of Brookside Hospital, Contra Costa College, and El Portal Shopping Center.

In 1960, the first General Plan was adopted by the City. This plan divided the city into nine residential districts and identified development densities for each. During this decade, a large number of Mexican and Central American immigrants began to settle in San Pablo. This continued the rapid rise in population

and consequent need for schools and other public services. By



View of San Pablo Avenue at the Wildcat Creek crossing, 1941.

this time, the city had become mostly urbanized with most of the agricultural land replaced by urban uses.

The population growth in San Pablo began to slow down in the 1970s and 1980s even while the city continued to develop. In 1976, the city won the All American City award, a national award that was given in recognition of San Pablo's initiatives to improve the city.

Today, San Pablo continues to attract new residents from all over the country. Its central location combined with affordable home prices make it one of the most desirable places to live in the San Francisco Bay Area.

1.3 General Plan Requirements

State law requires each California municipality to prepare a “a comprehensive, long-term general plan for the physical development of the county or city, and any land outside its boundaries which in the planning agency's judgment bears relation to its planning.” State requirements call for general plans that “comprise an integrated, internally consistent and compatible statement of policies for the adopting agency.”

The City's General Plan is considered by many to be its constitution for development—it creates the framework within which decisions are made on how and where to grow, on land use, transportation, housing, open space, conservation, safety and noise. California's tradition of allowing local authority over land use decisions means that cities have considerable flexibility in preparing their general plans. Cities may organize general plan elements in any order or combination they wish. Additionally, it allows cities to include optional elements in their general plans, such as economic development or community design, as long as the mandated elements are covered.

All elements, whether mandated or optional, have equal legal status. The content of general plans and rules for their adoption and subsequent amendment are established by the California Government Code. Together, State law and judicial decisions establish three overall guidelines for general plans:

- *The General Plan Must Be Comprehensive.* This requirement has two aspects. First, the general plan must be geographically comprehensive. That is, it must apply throughout the entire incorporated area and it should include other areas that the City determines are relevant to its planning. Second, the general plan must address the full range of issues that affect the city's physical development.
- *The General Plan Must Be Internally Consistent.* This requirement means that the general plan must fully integrate its separate parts and relate them to each other without conflict. "Horizontal" consistency applies both to figures and diagrams as well as general plan text. It also applies to data and analysis as well as policies. All adopted portions of the general plan, whether required by State law or not, have equal legal weight. None may supersede another, so the general plan must resolve conflicts among the provisions of each element.
- *The General Plan Must Be Long-Range.* In order to avoid incremental planning decisions which may occur over many years, and may eventually conflict with each other, the General Plan must be long range. The General Plan is intended to take a long-term view of development and considers issues that may impact the community for the next ten or twenty years.

The City of San Pablo’s 2030 General Plan includes the following elements required by State law: Land Use, Circulation, Conservation, Open Space, Noise, and Safety. It also includes a Growth Management Element, as mandated by Measure J passed by residents of Contra Costa County in 2004. Finally, several optional elements that address local concerns are included: Parks, Schools, Public Facilities and Utilities, and Health. The Housing Element is published as a separate document. **Table 1.3-1** outlines how the required elements and optional elements correspond with the Plan chapters.

Table 1.3-1 Correspondence Between Required Elements & General Plan Elements

<i>Required Element</i>	<i>General Plan Element</i>
Land Use	Chapter 3: Land Use & Physical Design
Growth Management	Chapter 4: Growth Management
Circulation	Chapter 5: Circulation
Open Space	Chapter 7: Open Space & Conservation
Conservation	Chapter 7: Open Space & Conservation
Safety	Chapter 9: Safety & Noise
Noise	Chapter 9: Safety & Noise
Housing	Contained in separate volume.

I.4 General Plan Themes and Key Initiatives

Key themes for the proposed General Plan were identified and endorsed by the General Plan Advisory Committee, based on input by the public, key stakeholders, and City staff. As the Plan took shape, these ideas were further refined. The maps and policies in the General Plan are structured around the following key initiatives:

- *Economic Development.* The proposed General Plan supports economic development through the redevelopment of vacant and underutilized sites. The General Plan Land Use Diagram supports new employment generating uses along major transportation corridors as well as smaller scale neighborhood commercial centers dispersed throughout the city to

provide a range of employment opportunities for local residents.

- *Pedestrian and Bicycle-Friendly Community.* The creation of a pedestrian and bicycle-friendly community is a chief objective of the Plan. Plan policies aim to enhance San Pablo's urban character with diversified, mixed-use neighborhoods and pedestrian and bicycle access to parks, schools and neighborhood retail.
- *Community Facilities.* The General Plan responds to community desires for family-oriented community facilities through new land use designations, such as Mixed Use Center South that allows community uses to develop among residential and retail development, and direction for impact fees to fund improvements. *Health and Safety.* The Plan aims to improve health and safety through greater cooperative efforts with the Police Department as well as by transportation planning, encouraging healthy-living through food strategies, equitable job and housing opportunities, and safety through community design.
- *Parks and Open Space.* Parks and open space are a critical part of the city's livability, but currently do not meet the needs of the city's population. The Plan calls for future parks and public open space throughout the Planning Area and the development of a network of trails along San Pablo, Wildcat, and Rheem creeks to provide recreational areas in close proximity to neighborhoods.



A key theme of the Plan is to create more parks for San Pablo residents to enjoy.

I.5 Development under the General Plan

This section describes future “buildout” potential under the General Plan. Buildout refers to the hypothetical situation where all anticipated development under the General Plan has occurred. For this General Plan, the buildout year is 2030. What this means is that the General Plan has designated adequate land to accommodate anticipated housing and job needs in San Pablo through 2030. For a more detailed analysis of General Plan buildout, refer to the Land Use and Physical Design Element in Chapter 3.

METHODOLOGY AND ASSUMPTIONS

In order to determine the total housing, population, and additional employment expected by 2030, a detailed set of assumptions was developed, as presented in **Table 1.5-1**, and **Table 1.5-2**. These assumptions include proportion of residential and non-residential mix in mixed-use areas; densities of residential districts; intensities of non-residential districts; and employment multipliers (i.e. square feet per job).

The estimate for additional low-density residential housing units includes both new units developed on infill sites as well as secondary units or “granny units” on existing single-family lots. The average household size is assumed to be 3.1 for an average household and 1.5 for a secondary unit.

Table 1.5-1 Population and Housing Assumptions

<i>Land Use Category</i>	<i>Gross Acreage of Opportunity Sites</i>	<i>Residential Mix</i>	<i>Housing Density (du/ac)</i>
Low Density Residential	4.8	100%	8.0
Medium Density Residential	3.2	100%	18.0
High Density Residential	17.3	100%	30.0
Mixed Use Center North	2.7	70%	60.0
Mixed Used Center South	16.1	20%	32.0
Commercial Mixed Use	28.6	50%	20.0
Residential Mixed Use	25.6	65%	14.0

¹ Average household size assumed to be 3.1 persons per household. Secondary Unit average size assumed to be 1.5 persons per household.

Source: Dyett & Bhatia, 2010.

Table 1.5-2 Job Assumptions

<i>Land Use Category</i>	<i>Gross Acreage of Opportunity Sites</i>	<i>Non-Residential Mix</i>	<i>Building Intensity (FAR) ¹</i>	<i>Employment Intensity² (Sq ft per Job)</i>	<i>Potential Buildup Space³ (Sq ft)</i>
Mixed Use Center North	2.7	30%	0.50	400	47,000
Mixed Used Center South	16.1	80%	0.70	400	491,900
Commercial Mixed Use	28.6	50%	0.50	400	390,200
Residential Mixed Use	9.9	35%	0.20	345	74,800
Neighborhood Commercial	13.3	100%	0.32	430	13,600
Regional Commercial	25.6	100%	0.32	510	334,000
Entertainment District Overlay	10.1	100%	0.60	600	264,000
Industrial Mixed Use	23.7	100%	0.40	500	333,900

¹ A building FAR or Floor Area Ratio, is used to calculate the total floor area of buildings on a lot based on the size of the lot.

² This factor is used to calculate the number of jobs a certain type of land use will accommodate. For example, the Industrial Mixed Use land use is expected to create 1 job per 500 square feet of floor area.

³ Calculated on a “net” basis, after deducting land uses for rights-of-way and easements.

Source: Dyett & Bhatia, 2010.

In addition to population, development, and job assumptions, the General Plan also projects the realistic development potential for various subareas, according to market analysis findings. The city is broken up into 12 subareas and each is assumed to achieve a development of between 50 to 100 percent by 2030. The reason for using different assumptions is because different areas of the city are unlikely to achieve full development at the same time. The specific development assumption for each area is shown in **Table 1.5-3**.

Table 1.5-3 Subarea Assumptions

<i>Number</i>	<i>Subareas</i>	<i>Assumption - Percent Developed by 2030</i>
1	Circle-S	100
2	Mission Plaza	100
3	South San Pablo Avenue	100
4	Town Center	100
5	West San Pablo Avenue	100
6	Outside Focus Area, Within San Pablo Avenue Specific Plan Area	50
7	23rd Street Specific Plan Area	50
8	Developments along Rumrill Boulevard	70
9	Giant Road Area	70
10	Church Lane Area	70
11	San Pablo Dam Road Area	70
12	All other areas	50

Source: Dyett & Bhatia, 2010.

POPULATION AND RESIDENTIAL UNITS

Table 1.5-4 summarizes buildout for the proposed General Plan by population, households, and housing units. Based on recent development trends, regional growth forecasts, and assumptions for future growth, the San Pablo Planning Area will accommodate approximately 34,950 people at buildout, an increase of about 8.5 percent over the current population estimate of 32,200.² Over a 20 year period, this represents an annual growth rate of 0.4 percent. The population increase will be driven primarily by regional economic growth and migration.

² This population estimate (34,950) is higher than the Association of Bay Area Governments (ABAG) population projection based on year 2007 data (32,600 in 2030) and lower than the same projection based on 2009 data (36,700 in 2030).

Table 1.5-4 Population, Housing Units, Households, and Jobs at Buildout (2030) I

	Existing (2010)	Additional	Buildout (2030)	Percent Annual Growth
Population ²	32,200	2,750	34,950	0.4
Households	9,680	940	10,620	0.5
Housing Units	10,520	990	11,510	0.5
Jobs	5,900	2,610	8,510	1.8

¹ Existing and projection numbers rounded to the nearest ten.

² Buildout population calculations assume 3.1 persons per household and 1.5 persons per secondary unit.

Source: Association of Bay Area Governments, 2009; City of San Pablo, 2010; Dyett & Bhatia, 2010.

As shown in **Table 1.5-4**, approximately 10,520 housing units (9,680 households) currently exist in the San Pablo Planning Area. The proposed General Plan will accommodate an additional 990 housing units (940 households). Most of the new residential developments are expected to be developed along major roads, notably San Pablo Avenue and 23rd Street. In total, San Pablo is expected to have 11,510 housing units (10,620 households) by 2030. The mix of new housing units by land use type is presented in **Table 1.5-5**.

Table 1.5-5 Additional Housing Units by Land Use Type

Housing Type	Existing Units	Additional Units ¹	Subtotal Units	Percent of Total Units
Low Density Residential	4,520	50	4,570	40
Medium Density Residential	1,870	-	1,870	16
High Density Residential	4,130	210	4,340	38
Mixed Use Center North	-	120	120	1
Mixed Used Center South	-	130	130	1
Commercial Mixed Use	-	360	360	3
Residential Mixed Use	-	120	120	1
Total²	10,520	990	11,510	100

¹ The additional units shown here is the net increase. It includes units created by proposed development and redevelopment projects, after subtracting existing underutilized units that need to be removed for redevelopment to take place.

² Totals may not add up due to rounding.

Source: Dyett & Bhatia, 2010.

JOBS

As shown in **Table 1.5-4**, San Pablo will add approximately 2,610 jobs to reach a total of 8,510 jobs at buildout. Over a 20 year period, this represents an average annual growth rate of about two percent.

The mix of new jobs by land use type during the planning period is shown in **Table 1.5-6**. The Mixed Use Center South land use category (at the Circle S site) would accommodate about 36 percent of these new jobs while the Commercial Mixed Use land use category would accommodate about 26 percent. The other land uses under the proposed General Plan would accommodate the remaining 38 percent of new jobs.

Table 1.5-6 Additional Jobs by Land Use Type

<i>Land Use Category</i>	<i>Jobs</i>	<i>Percent of Total</i>
Mixed Use Center North	100	4
Mixed Used Center South	950	36
Commercial Mixed Use	670	26
Residential Mixed Use	140	5
Neighborhood Commercial	100	4
Regional Commercial	130	5
Entertainment District Overlay	440	17
Industrial Mixed Use	80	3
Total	2,610	100

Totals may not add up due to rounding.

Source: Dyett & Bhatia, 2010.

JOBS/EMPLOYMENT BALANCE

Jobs/employment balance represents the ratio of the number of jobs to the number of employed residents in a given area. San Pablo's jobs to employed residents ratio would be one-to-one if the number of local jobs in the city equaled the number of employed residents. In theory, a perfect 1.0 ratio could result in no one commuting in or out of the city to find work. In reality, this balance is more of a planning technique than a regulatory tool, and successful plan implementation must ultimately recognize the myriad considerations that influence where people choose to live and work.

As shown in **Table 1.5-7**, the current jobs to employed residents ratio in San Pablo is 0.46, which means most working adults

travel out of the city to work. During the planning period that runs through 2030, the proposed General Plan will add more jobs than population. As a result of these projections, the jobs/employment ratio should improve to 0.51, with the potential for reducing commuting for work and ameliorating peak hour traffic congestion.

Table 1.5-7 Jobs to Employed Residents Ratios

	<i>Existing</i>	<i>Buildout</i>
Jobs ¹	5,900	8,510
Employed Residents ²	12,880	16,630
Ratio	0.46	0.51

¹ Jobs here refer to local jobs only.

² An employed resident is defined as a resident with a job, regardless of where the job is.

Source: ABAG 2009, Dyett & Bhatia 2010.

I.6 Plan Organization

This section describes the organization of the San Pablo 2030 General Plan and the structure of guiding and implementing policies. The Plan is organized as follows:

1. **Introduction.** This chapter includes General Plan purpose, process, and key initiatives, planning context, State requirements, development projections, and requirements for administration of the Plan.
2. **Economic Development.** This chapter sets out goals and policies on job creation, marketing, improving business climate, maintaining fiscal health, and other efforts to enhance the city’s economy.
3. **Land Use & Physical Design.** This chapter provides the physical framework for land use and development in the city. It also includes urban design policies to improve the city’s visual quality and livability.
4. **Growth Management.** This chapter addresses the topic of sustainability and establishes policies to ensure new development pays its fair share of the costs associated with growth. The element is consistent with requirements under Measure J Growth Management Program administered by the Contra Costa Transportation Authority.

5. **Circulation.** This chapter includes policies, programs, and standards to maintain efficient circulation. It identifies future street and traffic improvements, and addresses alternative transportation modes and parking to enable a multi-modal circulation system.
6. **Parks, Schools, Community Facilities & Utilities.** This chapter outlines policies relating to parks and recreation, schools, and community facilities. It also addresses local utilities, such as water supply, sewerage, solid waste management, and recycling.
7. **Open Space & Conservation.** This chapter includes policies relating to open space, land resources, habitat and biological resources, water quality, air quality, and historic and archaeological resources and conservation.
8. **Health.** This chapter describes the relationship between planning and public health, reviews current health conditions and determinants in San Pablo, and sets forth policies to improve the environmental and social conditions for health.
9. **Safety & Noise.** This chapter addresses the risks posed by seismic and geologic hazards, flooding, and hazardous materials. It also includes policies on police, fire, and emergency services and policies to limit the impacts of noise sources throughout the city.
10. **Implementation & Monitoring.** This chapter includes details on the manner in which the Plan is implemented.

POLICY STRUCTURE

Each chapter of the General Plan includes brief background information to establish the context for policies in the chapter. This background material is neither a comprehensive statement of existing conditions nor does it contain adopted information.

This background information is followed by two sets of policies, which together articulate a vision for San Pablo that the General Plan seeks to achieve:

- *Guiding Policies* are the City's statements of its goals and philosophy.
- *Implementing Policies* represent commitments to specific actions. They may refer to existing programs or call for establishment of new ones.

Policies provide guidance for development review, infrastructure planning, community facilities and services, and protection for the city's resources by establishing planning requirements, programs, standards, and criteria for project review. Explanatory material or commentary accompanies some policies. The use of "should" or "would" indicates that a statement is advisory, not binding; details will need to be resolved in General Plan implementation. Where the same topic is addressed in more than one chapter, sections and policies are cross-referenced.

I.7 Administration of the General Plan

The General Plan is intended to be a dynamic document and the administration of the Plan reflects that. As such, it may be subject to more site-specific and comprehensive amendments over time. Amendments may be needed to conform to State or federal law passed after adoption. They also may be needed to eliminate or modify policies that may become obsolete or unrealistic over time due to changed conditions, such as the completion of a task or project, development on a site, or adoption of an ordinance or plan.

AMENDMENTS TO THE GENERAL PLAN

State law limits the number of times a jurisdiction can amend its general plan to generally no more than four times in one year for a mandatory element, although each amendment may include more than one change. This restriction does not apply to optional general plan elements, or if the amendment is necessary to allow for the development of workforce housing or to comply with a court decision.

ANNUAL REPORT

The California Government Code requires City staff to "provide an annual report to the legislative body on the status of the general plan and progress in its implementation" (Government Code Section 65400(b)). This report must also be submitted to the Governor's Office of Planning and Research and the Department of Housing and Community Development. It must include an analysis of the progress in meeting the city's share of regional housing needs and local efforts to remove governmental constraints to maintenance, improvement, and development of workforce housing (Government Code Section 65583, 65584).

In addition, any mitigation monitoring and reporting requirements prescribed by the California Environmental Quality Act (CEQA) identified in the General Plan EIR should be addressed in the annual report because they are closely tied to plan implementation. Finally, the annual report should include a summary of all general plan amendments adopted during the preceding year and an outline of upcoming projects and general plan issues to be addressed in the coming year, along with a work program.

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2 ECONOMIC DEVELOPMENT

San Pablo is committed to economic development and the establishment of a long-term framework for employment growth. In fact, the outcome of other General Plan initiatives are in many ways tied to the City's economic success. The Economic Development Element contains policies and actions that will enable the City to implement a focused economic development strategy. It provides direction for improving the city's business attraction strategies; providing jobs for the growing population; creating a healthy supply of skilled labor; and supporting business activities that can meet the needs of the community.

2.1 Economic Vision

The City of San Pablo recognizes that a successful economic development plan must be guided by a clear vision, long-range planning and continuous commitment. This vision includes a City government that is receptive to working with business owners to facilitate continued expansion of business, professional offices, and entertainment uses; flexible land use policies that encourage mixed-use development and promotes a diversity of jobs for all residents; a fiscally healthy City budget that supports the investment of new and maintenance of existing infrastructure; and a close partnership with schools and other institutions that provide skill training and education to match the needs of the local job market.

2.2 The Economy of San Pablo

The City of San Pablo is the 9th most populous city in Contra Costa County and has a population density of approximately

two-thirds that of San Francisco.³ The racial and ethnic composition of San Pablo is 28 percent White, 17 percent Asian, 15 percent Black, and 40 percent other. Nearly 53 percent classify themselves as being Hispanic.⁴ Other economic indicators are presented in **Table 2.2-1**.

Table 2.2-1 The Economy of San Pablo

Population between 21 and 54	49%
Population with a bachelors degree or higher	15%
Average household size	3.2 persons
Percent of ownership housing	47%
Median Household Income as a percent of Contra Costa County as a whole	56%

Source: American Community Survey, 2007; California Economic Development Department, 2008; Claritas Inc. Site Reports, 2007; ABAG, 2009.

THE CURRENT ECONOMY

San Pablo has a diverse, yet limited economy due to its size. The number of employed residents by industry group in 1990 and 2000 is summarized in **Table 2.2-2**.⁵

The largest and most important economic sectors, in terms of employment size, were ‘Arts, recreation, and other services,’ (a census category that includes casino employment) and ‘Education, health and social services’ (a category that includes the Doctors Medical Center and Contra Costa College in San Pablo). Together, these two sectors account for almost 35 percent of all employed residents in the city. The major employers include the Doctors Medical Center, which employed about 1,500 people, Contra Costa College (about 400 jobs), and the Lytton Casino (about 360 jobs).⁶ Retail-related jobs represented a substantial share of total employment, at 10 percent.

³ Association of Bay Area Governments, 2009.

⁴ Claritas Site Reports, 2007.

⁵ An “employed resident” refers to any adult resident who is currently employed, regardless of the location of the job. The job may be located in San Pablo, or outside of San Pablo. Thus, the number of employed residents is not the same as the number of local jobs.

⁶ Source: Info USA, 2009.

Table 2.2-2 Number of Employed Residents by Industry Group, 1990 to 2000

<i>Employed Residents by Industry</i>	<i>1990</i>	<i>2000</i>	<i>Jobs Added</i>	<i>Percent Change</i>
Arts, recreation, and other services	529	1,977	1,448	274.0%
Construction	813	1,068	255	31.4%
Educational, health and social services	2,084	1,829	-255	-12.2%
Finance, insurance and real estate	819	595	-224	-27.4%
Information	83	139	56	192.0%
Manufacturing and wholesale	1,890	1,367	-523	-27.7%
Professional and management services	552	1,230	678	122.8%
Public administration	520	455	-65	-12.5%
Retail	1,597	1,106	-491	-30.7%
Transportation, warehousing, and utilities	948	970	22	2.3%
Other	268	82	-186	-69.4%
Total	10,103	10,818	715	7.1%

Source: US Census.



The Doctors Medical Center provides jobs as well as medical services to city residents.

The City's Competitive Advantage

To judge the relative strength of each industry in San Pablo, it is informative to compare them to data from a larger geographical entity (the County in this case). **Table 2.2-3** presents employment makeup in year 2000 for comparison. According to the analysis, San Pablo enjoys competitive advantages in the 'Transportation, warehousing, and utilities' employment sector and the 'Arts, recreation, and other services' employment sector. The latter employment sector includes jobs relating to the gaming industry.

Table 2.2-3 Number of Employed Residents in San Pablo and Contra Costa County, 2000

<i>Employment in 2000</i>	<i>City of San Pablo</i>	<i>Percent of Total</i>	<i>Contra Costa County</i>	<i>Percent of Total</i>	<i>Location Quotient (LQ)</i>
Arts, recreation, and other services	1,977	18.3%	50,564	11.2%	1.6
Construction	1,068	9.9%	34,403	7.6%	1.3
Educational, health and social services	1,829	16.9%	79,967	17.7%	1.0
Finance, insurance & real estate	595	5.5%	47,361	10.5%	0.5
Information	139	1.3%	20,892	4.6%	0.3
Manufacturing and wholesale	1,367	12.6%	54,102	12.0%	1.1
Professional & management services	1,230	11.4%	65,332	14.5%	0.8
Public administration	455	4.2%	18,803	4.2%	1.0
Retail	1,106	10.2%	53,231	11.8%	0.9
Transportation, warehousing, and utilities	970	9.0%	24,391	5.4%	1.7
Other	82	0.8%	2,311	0.5%	1.5
Total	10,818	100.0%	451,357	100.0%	1.0

Source: Census 2000, Dyett & Bhatia, 2009.

The sectors where San Pablo was weak, in terms of employment, were 'Information' (a census category that includes information technology and the high-tech industry), 'Finance, insurance, and real estate', and 'Professional & management services'.⁷

⁷ For a more detailed analysis, please refer to the report 'San Pablo Economic Development Background and Draft Policy Initiatives', February, 2010, available from the City.

ECONOMIC STRENGTHS AND CHALLENGES

To develop its economy successfully, San Pablo will have to build on its economic strengths, look for opportunities for growth, and address any economic threats facing the city. The following section highlights the challenges facing San Pablo, based on an objective assessment of economic conditions.

Strengths

- *Accessibility.*

San Pablo's proximity to San Francisco and other major cities in the San Francisco Bay Area is a highly desirable factor in terms of attracting businesses and jobs. Its location is readily accessible to local and international markets, financial resources, a large and diverse labor force, airports and seaports, and a diverse range of services.

- *Competitive Land Values.*

Compared to peer cities such as Emeryville, Pleasant Hill, Hercules, and others, San Pablo's land is competitively priced. Additionally, there is an availability of vacant or underutilized land that can be developed.

- *Ethnic Diversity.*

San Pablo's cultural diversity provides a backdrop for celebrations, festivals, and gives the community a special character. This is an asset that can be used to attract businesses as well as knowledge workers, and it contributes positively to residents' quality of life.

- *Proximity to Higher Education.*

The Contra Costa Community College is located within City borders, and San Pablo is minutes away from other well known colleges, such as UC Berkeley, Mills College, and the College of Alameda.



Located within City borders, Contra Costa College is an asset to economic development. (Photo: Allan Chatto)

Weaknesses

- *Low-skilled Workforce.*

San Pablo's labor force generally has a lower skill level than the rest of the County. This is reflected by the low high school and college graduation rates in the city and the relatively low percentage of people (11 percent) employed in Management and Professional occupations. This indicates that a sizable proportion of the labor force will need skills training in order to compete for higher skill jobs and better wages.

- *Low Aggregate Disposable Income.*

San Pablo's household income is significantly lower than the County as a whole. The low aggregate income is a barrier to attracting major retailers or other retail or service-related businesses to the area.

- *Lack of Large Vacant Parcels of Land for Development.*

Large, vacant parcels on which to develop new buildings are not readily available. Because of small lots and multiple ownerships in the central areas of the city, assemblage of individual parcels of land for coordinated development will be necessary.

- *Lack of Maintenance in Residential Neighborhoods.*

Quality-of-Life factors are determined in large part by the quality of a city's neighborhoods. In San Pablo, a lack of maintenance, low median household incomes, and low home ownership rates have contributed to deterioration and lack of community pride. These conditions also impede the attraction of some businesses.

Opportunities

- *Low-skilled Workforce.*

San Pablo's lack of college graduates and its high unemployment rate can turn into an advantage when it comes to attracting employers that require entry-level workers, such as builders, manufacturers, or retailers.

- *Spin-off Industrial Opportunities.*

San Pablo has an opportunity to capitalize on its central location to attract spin-off industries such as business suppliers and service providers to emerging East Bay industries, such as the biotechnology industry across the Berkeley-Emeryville region or the healthcare industry growing in the Livermore, San Ramon, and Union City areas.

- *Existing Institutions.*

San Pablo can leverage the presence of its existing institutions, such as Contra Costa College and the hospital (Doctors Medical Center) for further economic development. For instance, the City can bring the College and employers together to create skill-training or continuing education programs. The presence of the college and the hospital can also help attract education- and health-related businesses to locate in San Pablo.

Threats

- *Poor Image.*

The City of San Pablo has a poor public image. This poor image is primarily due to the perception that the area around San Pablo is not safe. From 2004 to 2007, for example, there were 19 homicides per 100,000 persons, compared with just 7

per 100,000 persons for El Cerrito⁸. While safety has improved more recently, the stigma remains. Blighted areas exist in various city neighborhoods, and unemployment is high. Comments from citizens during the recent General Plan update survey highlighted concerns about gangs, vandalism, and street cleanliness. The (real or perceived) lack of public safety discourages new businesses to locate in San Pablo, and may even cause existing ones to leave.

- *High High School Dropout Rate.*

According to the California Department of Education, as much as 35.1 percent of high school students in West Contra Costa School District dropped out in 2007 compared with just 7.7 percent in 2000. The high school dropout rate for the District is the second highest in the entire San Francisco Bay Area (after Vallejo City Unified). Understandably, this has many negative consequences for San Pablo's economic future.



Vacated lots and dilapidated buildings along Rumrill Boulevard present a poor image of San Pablo, but they also represent opportunities for redevelopment.

⁸ Source: City-data.com Crime rates from 2004 to 2007.

- *Population Growth Outpaces Housing Development.*

Population growth has outpaced housing development for the past decade or so. This creates not only an overcrowding problem, but also a financial burden on the City's fiscal health due to service costs associated with population growth without a commensurate increase in property tax revenue.

THE FUTURE ECONOMY: PROJECTED EMPLOYMENT

Table 2.2-4 presents the future employment projection for San Pablo.⁹ The projection is based on extrapolating historical data from the Census Bureau, referencing ABAG's regional 2030 forecast, and adjusting for local developments and economic trends.¹⁰ These projections do not account for the City's economic development programs. The largest employment increase would be concentrated in the 'Education, health, and social services' sector and 'Arts, recreation, and other services' sector in response to regional growth and local trends.

Others, such as the 'Manufacturing and wholesale', 'Finance, insurance, and real estate' and 'Retail' sectors, are expected to reduce their share of employed residents. The 'Transportation and warehousing, and utilities' sector—one sector where San Pablo currently has a competitive advantage—is also expected to decline in importance if the economy is left to develop on its own. On the whole, San Pablo's economy is expected to remain fairly diverse with the number of employed residents increasing from 12,880 to 16,630 by 2030.

⁹ Projections show what is likely to occur if no economic development strategies as proposed in this General Plan are pursued; that is, if the economy is left on its own.

¹⁰ The reader should note that, as with all economic projections that attempt to look 5 years or more into the future, unforeseeable developments both local and global could affect the projection. As such, the projected numbers themselves should not be given too much weight. It is more important to note the trend of growth.

Table 2.2-4 Projected Number of Employed Residents, 2010 to 2030

<i>SAN PABLO</i>	2000	2010	2020	2030	Percent Share in 2000	Expected Percent Share in 2030
Population	30,215	32,200	33,600	34,950	NA	NA
Households	9,051	9,680	10,150	10,620	NA	NA
Arts, recreation, and other services	1,977	2,450	2,920	3,410	18.3%	20.5%
Construction	1,068	1,350	1,630	1,810	9.9%	10.9%
Educational, health and social services	1,829	2,600	2,780	3,100	16.9%	18.6%
Finance, insurance and real estate	595	710	820	970	5.5%	5.8%
Information	139	130	170	220	1.3%	1.3%
Manufacturing and wholesale	1,367	1,250	1,400	1,530	12.6%	9.2%
Professional and management services	1,230	1,460	1,750	2,010	11.4%	12.1%
Public administration	455	530	600	640	4.2%	3.8%
Retail	1,106	1,240	1,450	1,640	10.2%	9.9%
Transportation and warehousing, and utilities	970	1,120	1,220	1,270	9.0%	7.6%
Other	82	40	40	30	0.8%	0.2%
Total	10,818	12,880	14,780	16,630	100.0%	100.0%

Source: ABAG Employment Projections, 2009; Census 2000 SF3 tables, 2000; Census 2005 American Community Survey, 2007; Dyett & Bhatia, 2009.

RECOMMENDED TARGET INDUSTRIES

From the analysis above, several industries can be singled out for targeting, based on their fit with City strengths, past performance, and future growth potential. These industries are summarized below.

Senior Care Related Services

As the oldest baby boomers become senior citizens in 2011, the population 65 and older is projected to grow faster than any other age segments in California. According to Census estimates, the population of senior citizens in California is projected to increase by 131 percent between 2000 and 2030, while total population only increases by 37 percent. San Pablo can take advantage of this shift by positioning itself as a regional senior care location. Already, the City has a number of advantages. It has Doctor's Medical Center within City limits, Alta Bates Medical Center nearby, and Kaiser Permanente's Richmond and

Pinole Medical Centers are just a short drive away. Additionally, the City is also home to three nursing homes with care facilities (Brookvue Care Center, Creekside Healthcare Center, and Vale Healthcare Center). The City could foster the development of senior care and related medical services, especially acute and specialty clinics, dental offices, pharmacies, medical supply firms, diagnostic labs, medical insurance companies, and other outpatient offices. While nursing homes and congregate care facilities themselves may not provide a great number of jobs, they attract other businesses related to healthcare and require retail and other services. Additionally, the development of senior facilities may also be eligible for State or federal subsidies.

In addition, many of the jobs in the healthcare industry require highly skilled workers and are well paying. These workers will spend a portion of their incomes in the City (on meals and daily goods and services), which will contribute to increased tax revenue, and they may choose to live in San Pablo as well.

Examples of businesses to target: Nursing homes, residential care homes, acute and specialty clinics, dental offices, pharmacies, medical supply firms, diagnostic labs, medical insurance companies, etc.



There will be an increased demand for senior care services in the San Francisco Bay Area in the next few decades due to an aging population.

Hotel and Gaming

Although the hotel/motel market may feel the impact of the economic recession longer than other industries, San Pablo could plan for and encourage the growth of the hospitality and gaming industry to complement existing entertainment activities occurring in and around the Casino. The ‘Arts, recreation, and other services’ sector (which includes hotels and the gaming industry), was the strongest performing sector between 1990 and 2000 with an employment growth rate of 274 percent (see **Table 2.2-2**). This growth is projected to continue well into the year 2030. Because these industries require a lot of part-time and low-skilled labor in their day to day work, they are eminently suitable for a City like San Pablo with a high unemployment rate. San Pablo already has a well established casino, which serves visitors from the Bay Area and beyond. The City could build on the casino’s presence and add more family-friendly uses, which would draw in a greater variety of visitors and augment the City’s image as an entertainment destination. Development of hotels or motels would also provide the City with an additional revenue source in the form of hotel bed taxes, would facilitate visitors to the entertainment destinations spending more time in the City, and would help attract additional visitors from outside the immediate region.

Examples of businesses to target: Hotels, business or family motels, bed and breakfast inns, dinner theater, family-fun or amusement center, indoor sports center, etc.

Regional Retail

As noted previously, San Pablo experiences leakage in the retail categories (e.g. apparel, general merchandise, drug stores, supermarkets, home furnishings, etc.). Putting aside the loss of employment opportunities, this leakage translates into a loss of sales dollars amounting \$72 million in just one year. The LQ for this sector was only 0.9 (see **Table 2.2-3**), indicating retail has underperformed compared with other cities in Contra Costa County. However, San Pablo’s retail sector has an opportunity to perform better. The city benefits from a central location in the Bay Area, good freeway access and visibility, and it has vacant and redevelopable sites at prime locations as well as labor for retail development. To increase employment opportunities for local residents and recapture retail sales leakage, the City should attract retail establishments that can help create the critical mass necessary to turn San Pablo into a retail address.

The most effective way to bolster the City's retail economy is to attract quality retail chains and concentrate them in one or two strategic locations (instead of scattered strip mall development all over the city). The City already has a good start with Princeton Plaza and San Pablo Towne Center; however, these centers do not have enough anchor tenants or the right mix of tenants to draw in the crowds (both locations are primarily supermarket and/or drugstore centers). These tenants may attract local shoppers, but not regional shoppers. Retail shops along San Pablo Avenue, such as the new College Center Shops, are too spread out along the length of San Pablo Avenue to make it a concentrated shopping node. Future General Plan and San Pablo Specific Area Plan land use planning will help concentrate retail outlets in the Princeton Plaza and Towne Center area, away from residential neighborhoods.

Presently, the City's largest competitors for regional retail dollars are the Hilltop Mall and the Fitzgerald and McDonald centers, which lie just outside of city boundaries.

Examples of businesses to target: Regional retail, such as J.C. Penney, Target, Best Buy, etc. in regional retail areas, away from residential neighborhoods.

Education Services and Training

Today, a compelling body of research links education and training to economic development and growth. This research recognizes people as a type of economic asset – “human capital” – and shows that increased investment in skills and knowledge provides future returns to the economy through increases in labor productivity and competitiveness. Accordingly, every city eager to develop its economic base should promote the growth of businesses providing education services and training to equip today's and tomorrow's residents with the skills for success. Strategically, this would make especially good sense for San Pablo, because the city has a large proportion of children and young adults and a low proportion of people with high school graduation certificates or college degrees. These conditions represent a latent demand for educational services in the form of after-school tutoring providers, computer training schools, art, technical and trade schools. Additionally, schools offering language courses or continuing-education certificates may be popular with adults or new immigrants eager to increase their marketable skills or learn a new language. It is notable that the ‘Educational, health and social services’ sector is projected to grow from 16.9 percent of total employment in 2000 to 19.4

percent of total employment in 2030. A concerted effort to target these businesses may produce even greater growth.

Examples of businesses to target: After-school tutoring providers, computer training schools, art, technical and trade schools, language schools, continuing education schools, etc.



Language and computer training schools are great businesses to attract to San Pablo because they provide new jobs as well as equip San Pablo residents with new skills.

THE CITY'S ROLE IN ECONOMIC DEVELOPMENT

A coordinated economic strategy is essential to San Pablo's economic development objectives. Such a strategy should include a managed program of fiscal development, strategic public improvements, and a balanced approach to land use. Instead of traditional approaches – such as providing tax breaks and other subsidies to attract businesses – San Pablo should focus on investing in workforce readiness, infrastructure development, and working with other neighboring cities. The development strategy should build on and reinforce initiatives already undertaken by the Redevelopment Agency and capitalize on technical assistance and grant funding provided by State and federal agencies. The following section outlines the guiding and implementing policies for economic development. Additional policies related to providing sufficient sites for economic purposes are in the Land Use Element.

2.3 Ensuring Strategic Readiness

Cities operate in an economic context that is always in flux. In particular, local market conditions continue to evolve, and regional and environmental issues are constantly changing. Strategic readiness requires San Pablo to have clear and realistic targets for economic development. These targets should be up-to-date to respond to changing market conditions. As the City gains new insights, its economic strategy must be flexible enough to evolve to respond to new challenges.

GUIDING POLICIES

ED-G-1 Review, assess, and respond to the changing economic conditions.

IMPLEMENTING POLICIES

ED-I-1 Annually monitor economic trends to identify emerging industries and new market opportunities, so the City policies and strategies can be proactive and timed to market changes.

ED-I-2 Conduct an Employment Development Roundtable every two years to discuss employment training needs, collaboration opportunities, internship and apprenticeship opportunities, job and labor trends, the educational performance of local schools, to come up with a list actions and strategies.

The Roundtable will involve City leaders, local business stakeholders, business owners, educators, and youth. It will also involve regional non-profit and private economic development or employment organizations such as the Contra Costa Economic Partnership and EastBay Works.

2.4 Sectorial Targeting

Sectorial targeting actively promotes economic development by bringing to San Pablo industries or businesses that would benefit the community the most. Based on a survey of existing conditions, the industries most compatible with San Pablo are

those whose growth has the greatest potential for job and wage increases, provide training to workers, and whose development is compatible with the City’s vision.

GUIDING POLICIES

ED-G-2 Recruit community-serving retail, neighborhood-serving commercial, healthcare, and entertainment businesses and activities that meet the needs of residents.

IMPLEMENTING POLICIES

ED-I-3 Attract new businesses, focusing on businesses that:

- possess a high growth potential, such as medical-related businesses, regional and local-serving retail, hotel and conference facilities, entertainment-related businesses, and businesses or schools that provide educational and training to the local workforce;
- generate net fiscal benefits to the City through increased tax revenues;
- provide opportunities for skill training;
- create higher-paying and/or higher-quality jobs for local residents;
- complement or augment existing goods and services in San Pablo;
- create minimal negative impact on the environment; and
- require minimal public investment.

ED-I-4 Create a list of incentives as part of a package to approach “target list” of businesses in relocating to San Pablo.

Potential incentives may include Redevelopment Agency loans, expedited permit review and approval, and floor area bonuses.

ED-I-5 Promote the benefits that senior-serving housing brings to San Pablo and, if appropriate, pursue such development in appropriate locations.

Seniors relocating from other areas are likely to bring spendable retirement income to the San Pablo area. Their spending would support not only local-serving retail and service businesses, but also the city's medical services.

2.5 Cultivating and Attracting a Skilled, Educated, and Well-Trained Work Force

Workforce development is a mid- to long-term economic development strategy because it focuses on cultivating a supply of trained workers to attract new businesses. The City can take an active role in improving its supply of skilled labor through encouraging job training, workforce development, and life-long learning. This objective includes attracting non-resident professionals with local jobs to move to San Pablo. This can be accomplished through policies such as ensuring there are enough housing choices for young professionals and their families, partnering with local schools to improve school quality, and ensuring there are enough retail, entertainment, and recreation facilities that cater to families.⁹



The City will encourage local businesses to offer workforce training and apprenticeship programs to help residents establish productive careers.

⁹ Most of these issues are addressed in other General Plan elements. For example, ensuring enough park and recreation facilities is a goal in the Parks, Schools, Community Facilities, and Utilities Element, while ensuring housing diversity is a goal in the Housing Element.

GUIDING POLICIES

ED-G-3 Provide employers with access to a skilled, educated, and well-trained resident work force.

ED-G-4 Attract professionals and skilled workers with local jobs to live in San Pablo.

IMPLEMENTING POLICIES

ED-I-6 Foster a partnership between Contra Costa College and the business community through the 2-year Employment Development Roundtable, so the College can conduct academic and skill training programs that meet the needs of the business community (e.g., supervisory certification programs, teacher certification programs, healthcare professional training, technology-oriented training).

The City will work with the College to encourage students to intern with local businesses. In order to keep pace with other communities, San Pablo needs to offer the best education possible. The Community College President has an agreement with several universities for automatic transfer and admission of graduating students; the College has the highest UC transfer rate amongst similar institutions. The City should support the College's annual "Career Fair" days by co-sponsoring invitations to key business leaders to speak about job opportunities and training needs.

ED-I-7 Recruit educational-related businesses that teach academic and vocational skills and organizations that offer workforce training courses to locate in San Pablo.

These include after-school tutoring providers, computer training schools, art, technical and trade schools, English as Second Language (ESL) schools, continuing education schools, etc.

ED-I-8 Encourage local businesses to offer internship, mentoring and apprenticeship programs to high school and college students.

ED-I-9 Provide a diversity of housing types including town homes, studios, multifamily apartments and single-family homes to meet the housing needs of young professionals and new families wishing to relocate to San Pablo.

Other housing related policies and programs are included in the Housing Element.

ED-I-10 Conduct a survey to identify issues affecting the housing choices of non-resident professionals and skilled workers with local jobs and local factors that could help them to make San Pablo their home.

The City could seek funding or in-kind support from the major employers in San Pablo, such as the Doctors Medical Center and Contra Costa College, or seek a grant to pay for the survey.

2.6 Improving the Business Climate

A good business climate allows businesses to conduct their affairs speedily while accessing quality high service and customers at low costs. San Pablo should continue to ease the cost of doing businesses through policies that simplify permitting and other application procedures, reduce barriers to investment, and implement local assistant programs as needed.

GUIDING POLICIES

ED-G-5 *Preserve and enhance qualities that make San Pablo an ideal place to do business.*

IMPLEMENTING POLICIES

ED-I-11 Continue to offer high-quality customer service for all business needs.

The City will set goals for City staff response times and review existing permit and business license processes to remove duplicative and unnecessary paperwork.



The City is committed to providing high-quality customer service.

ED-I-12 Establish a list of “ready-to-go” sites in consultation with property owners and provide the list to interested developers and businesses seeking sites in the city.

This list should be updated annually and distributed to the local Chamber of Commerce, employment recruiters, the Real Estate Board, large commercial bankers and developers, as well as posted on the City’s website.

A number of the City’s available sites are located along the San Pablo Avenue corridor. A Market Analysis Report conducted for San Pablo Avenue Specific Plan has shown that the San Pablo Avenue Corridor will have market demand for 190,000 to 333,000 square feet of retail space and 122,000 square feet of office space by 2030. The General Plan includes a number of land use categories that provides the floor space necessary to satisfy market demand. Available land in the Circle S site, for example, can accommodate approximately 650,000 square feet of retail, office, and institutional space. A further 120,000 square feet of retail and office space may be produced if all available land along 23rd Street and upper San Pablo Avenue are developed in 2030.

ED-I-13 Amend the Zoning Ordinance to streamline the development review process for “as-of-right” development and provide authority for fee waivers for targeted businesses locating in San Pablo.

ED-I-14 Create a one-stop web portal for economic development.

The website may include:

- Information on the permitting and licensing process and provide a list available business assistance programs.
- A secure portal for online applications and a searchable GIS inventory of available sites;
- A directory of San Pablo firms and the products or services they provide;
- A “Testimonial Page” by local businesses owners and City officials to entice new businesses to relocate to San Pablo; and



A future one-stop web portal will improve the ease of the application and permit process.

- Links to collaborative websites (including financial/loan resources), and links to websites of businesses and service providers within the city.

2.7 Working Regionally

The current operating environment for cities is increasingly being impacted by the need to create cooperative processes and solutions to problems region-wide. Because cities do not exist by themselves but always in close proximity to others, many issues are best approached with a “*think globally, plan regionally, act locally*” mindset. This is especially so for issues that required cooperation with other jurisdictions such as traffic flow, unemployment, crime prevention, and air quality.

In order to be effective, economic development policies in San Pablo must be planned and implemented with the region in mind. Good practices include keeping communication lines open with peer cities, non-profits and other agencies and participating in the regional economic alliances to ensure that the City’s needs and interests are adequately represented.

GUIDING POLICIES

ED-G-6 Work cooperatively with other agencies and cities to achieve regional development goals.

IMPLEMENTING POLICIES

ED-I-15 Work with regional economic development organizations and surrounding cities to foster the economic health of the area.

The City is integrally connected to the rest of the Bay Area. Many issues facing the region affect all communities in it, and can be solved only through regional dialogue and cooperation.

2.8 Marketing

Marketing is more than just a mere promotion of place. Marketing would define San Pablo's image and increase its visibility to potential investors and the world at large. The City should create a larger web presence and put more information on-line, since this is the most economical way of marketing short of running advertisements or directly approaching potential investors. Additionally, the City should maximize opportunities to promote itself, in partnership with the local Chamber of Commerce or the East Bay Economic Development Alliance.

GUIDING POLICIES

ED-G-7 Promote a positive image of San Pablo as a desirable place to shop, live, or do business.

IMPLEMENTING POLICIES

ED-I-16 Expand the Redevelopment Agency's marketing efforts, focusing on targeted industries and businesses highlighted in ED-I-3.

- Work with the Contra Costa Economic Partnership (CCEP) and the California and San Pablo Chambers of Commerce on cooperative marketing efforts;
- Advertise in industry publications;
- Publicize local business success stories in the City Newsletter;
- Contract with a professional marketing service if the proposed service would provide economic and fiscal benefits; and
- Prepare, update, and publish marketing materials, including an inventory of assets that San Pablo offers, such as available development sites (and buildings), incentives, streamlined processing, affordable cost of living, quality of life, proximity to quality educational institutions and medical facilities, ease of access to San Francisco, and its multiethnic community.

ED-I-17 Work with owners, managers, and employers in the shopping, entertainment, arts, dining, hotel,

recreation, and nightlife sectors, as well as local business groups and associations, such as the Chamber of Commerce, 23rd Street Merchants, Rotary Club; to explore cooperative ways of marketing and doing business in San Pablo.

ED-I-18 Promote regionally recognized events as a means of fostering a positive image of the City as a place to visit, reside, and conduct business.

Examples of community events that could draw visitors to the city include the annual Heritage and Culture Day, Movies in the Park, and the Summer Concert series, as well as city celebrations, festivals, and promotional sales.

ED-I-19 Establish San Pablo as a regional destination for shopping, entertainment, and medical care.

ED-I-20 Promote activities associated with the Casino, Holiday Inn Express, and other entertainment activities to be developed in the Mixed Use Center and Entertainment District area;

- Provide clear signage on roads leading to points-of-interests such as the Casino and the Doctors Medical Center;
- Provide visitor information on the City's website; and
- Encourage the Casino and major retailers to advertise on tourist guides, leisure magazines, hotel-booking and review websites, restaurant review guides, etc.

2.9 Supporting Local Businesses

To retain local businesses, San Pablo will need to provide a supportive environment for them to grow and develop. Understanding their needs and providing resources and services to the business community is an important aspect of a comprehensive economic development program.

GUIDING POLICIES

- ED-G-8 Support local businesses and foster a positive relationship between the business community and the City government.*

IMPLEMENTING POLICIES

- ED-I-21 Encourage the formation of business organizations to represent businesses along North San Pablo Avenue, South San Pablo Avenue, and Rumrill Boulevard.

- ED-I-22 Support business retention by maintaining a revolving Redevelopment Agency loan program for local businesses needing temporary financial support.

- ED-I-23 Support community efforts to establish a Farmer's Marketplace in the center of San Pablo.

This could be established at the corner of 23rd Street and Brookside Drive according to the 23rd Street Specific Plan, or at the future Circle S location along San Pablo Avenue. The Farmer's Market could be a weekly, open-to-air gathering of stalls offering food, clothing, and crafts from local producers/artisans, along with community services for people who need them. It would have a festive atmosphere, possibly with live music.

- ED-I-24 Create an Enterprise Development Program to provide technical and, possibly, financial support for local start-up businesses.

The City will seek assistance from the Workforce Investment Board and the Contra Costa Small Business Development Center to help set up a website incorporating all the tools and resources available to small business start-ups.

- ED-I-25 Strive for a balanced mix of local, regional, and national retailers that offer a diversity of product and pricing choices for residents.

The City will locate regional-oriented retail uses so they will not adversely affect residential neighborhoods.

ED-I-26 Undertake strategic initiatives to attract new retail and commercial development:

- Promote catalyst projects at key locations to stimulate private investment;
- Encourage quality retail and restaurant uses to locate near existing successes; and
- Build on synergies that could occur between complementary businesses.

The geographic concentration of certain types of uses can bring about positive spin-offs to surrounding businesses. For example, concentrating quality retail and restaurant uses can help increase convenience and create an identifiable “go-to” place in the mind of shoppers and diners, while locating new medical offices near the Doctors Medical Center could help create a ‘hub’ for such an activity.

2.10 Maintaining Fiscal Health

Economic and other initiatives will have fiscal consequences for San Pablo. The City must seek ways to maximize the collection of existing revenue and adopt new revenue sources, as needed, to continue providing quality services and ensure revenue and expenditure achieves a healthy balance.

GUIDING POLICIES

ED-G-9 *Foster a fiscally healthy City government and enlarge the City’s revenue base as necessary to sustain and support the community.*

IMPLEMENTING POLICIES

ED-I-27 Require fiscal impact analyses for major development proposals requiring a General Plan amendment to assess citywide impacts and to identify any burden such projects might create for the City.

ED-I-28 Continue to identify, pursue, and capture federal, State, and other grants for economic development,

marketing, and incentives to recruit new businesses.

2.11 Improving the City's Image

A clean and safe environment can create a favorable impression and instill confidence for investments. Conversely, a lack of cleanliness and public safety may cause businesses to skip San Pablo as an investment destination. The City must work to assure businesses that it is a desirable place in which to work and live. Graffiti abatement and business upgrade programs are a few examples of initiatives that can contribute to a better city image.

GUIDING POLICIES

ED-G-10 Support and contribute to a clean, attractive, and safe environment for residents, business owners, employees, and shoppers.

IMPLEMENTING POLICIES

ED-I-29 Adopt a Graffiti Abatement Program with a goal to remove any graffiti within 48 hours, and create a “Graffiti Hotline” and email address so that residents can report defaced properties to a coordinator.

Graffiti affects more than just the immediate victims. It creates the impression that crime exists within the community and negatively affects economic development opportunities. A Graffiti Abatement Program can go a long way in improving the City's image.

ED-I-30 Continue to support efforts to improve and upgrade older businesses along San Pablo Avenue and 23rd Street.

The City will continue to offer the Commercial Signage Reimbursement Program, the 23rd Street Façade Improvement Program, and the Small Businesses Microloan Program, and advertise these programs to local businesses.

3 LAND USE & PHYSICAL DESIGN

The purpose of the Land Use and Physical Design Element of the General Plan is to enhance community character, improve how the city looks, and to present a framework to guide future land use decisions and development approved in San Pablo. The element forms the core of the General Plan and its policies articulate the community's land use and growth priorities through 2030, including the Land Use Diagram, land use classifications, standards for density/intensity, and limitations on development.

Policies focus on six distinctive areas of interest: Urban Form; Community Design; Residential Neighborhoods; Mixed Use; Neighborhood Retail, Regional Retail, and Industrial Mixed Use; and Civic and Institutional. In addition, special planning subareas are addressed at the end of the chapter. These policies help define San Pablo's physical development and reinforce its commitment to balancing land use requirements with community needs.

3.1 Background and Context

EXISTING LAND USE PATTERN

The City of San Pablo is one of the smallest cities in Contra Costa County with a Planning Area of only 2.8 square miles. Despite its size, San Pablo is highly urbanized and offers a full range of services and land uses that one would expect from a much larger city.

Geographically, the city is divided into two halves—a western larger section and an eastern smaller section—separated by Interstate 80. The city's more active areas lie at its center, along

the retail and commercial corridors of San Pablo Avenue and 23rd Street. Surrounding these corridors are residential neighborhoods and schools. Neighborhoods include the Old Town neighborhood located in the southwestern part of the city; Rumrill neighborhood situated roughly between Brookside Drive and Broadway Avenue to the west of Contra Costa College; Bayview neighborhood in the north of the city; El Portal neighborhood between the College and Road 20; the Rollingwood neighborhood adjacent to El Portal Drive; the Hillside neighborhood east of San Pablo Dam Road; and Central neighborhood on both sides of San Pablo Avenue roughly from McBride Avenue to Church Lane. The neighborhoods are defined by roads, natural features, age, and pattern of development.

Industrial land uses are located to the west, between Giant Road and the train tracks. Despite being planned for this land use, industrial activity is intermixed with other uses. Today, the area is occupied by a mix of warehouses, junkyards and wholesalers.

Due to the city's urban nature, open space and parkland are limited in San Pablo. Davis Park is the largest public park at 11.6 acres. Other smaller parks are scattered across the city, close to residential neighborhoods.



Single-family housing is the most common type of land use in San Pablo.



On a clear day, the city and San Pablo Bay beyond the city can be seen from the north hills.

LAND USE CHARACTERISTICS

The existing land use pattern is shown in **Figure 3-1**. Low Density Residential is the most prominent existing land use located within the Planning Area, occupying 602 acres or 34 percent of the land (**Table 3.1-1**). (Within the incorporated city limits, Low Density Residential remains a substantial land use—comprising 521 acres or 31 percent of incorporated land. There are also 80 acres of Low Density Residential located outside of city limits on unincorporated land.) Public/Institutional is the second most prominent land use, comprising 247 acres or 15 percent of the land. Commercial is another prominent land use, consisting of 106 acres or 6 percent of the total Planning Area.

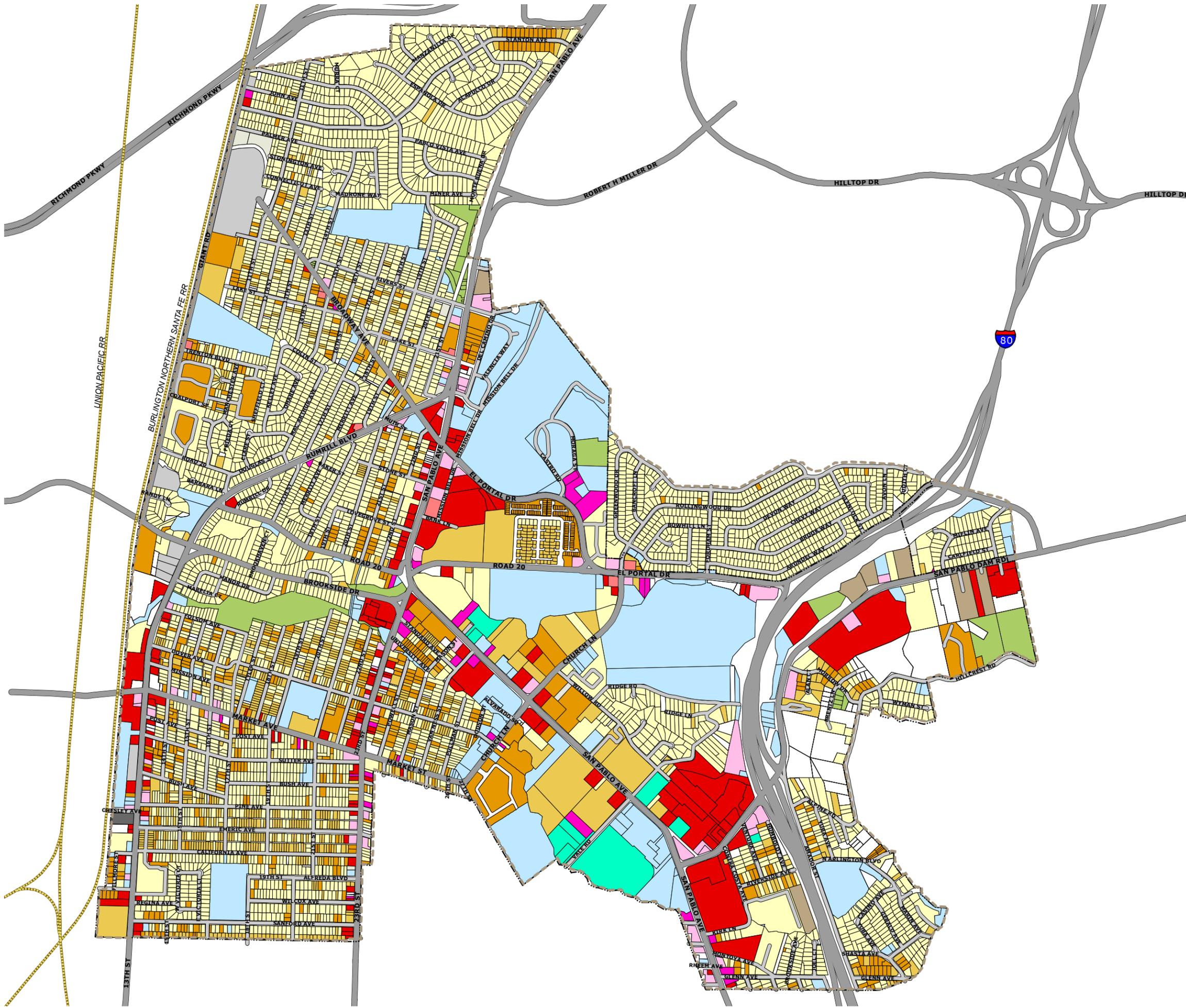
Table 3.1-1 Existing Land Use

<i>Land Use</i>	<i>Incorporated</i>		<i>Unincorporated</i>		<i>Total Planning Area</i>	
	<i>Acreage</i>	<i>Percentage</i>	<i>Acreage</i>	<i>Percentage</i>	<i>Total Acres</i>	<i>Percent of Total</i>
Low Density Residential	521	31%	80	65%	601	34%
Medium Density Residential	125	8%	-	-	125	7%
High Density Residential	110	7%	1	-	111	6%
<i>Residential Subtotal</i>	<i>756</i>	<i>45%</i>	<i>81</i>	<i>65%</i>	<i>837</i>	<i>47%</i>
Commercial	106	6%	-	-	106	6%
Service Commercial	22	1%	-	-	22	1%
Neighborhood Commercial	3	<1%	-	-	3	<1%
Office	11	1%	-	-	11	1%
Medical Facilities	21	1%	-	-	21	1%
<i>Commercial/Office Subtotal</i>	<i>162</i>	<i>10%</i>	<i>-</i>	<i>-</i>	<i>162</i>	<i>9%</i>
Heavy Industrial	1	<1%	-	-	1	<1%
Light Industrial	17	1%	-	-	17	1%
Warehouse	13	1%	-	-	13	1%
<i>Industrial Subtotal</i>	<i>31</i>	<i>2%</i>	<i>-</i>	<i>-</i>	<i>31</i>	<i>2%</i>
Public/Institutional	247	15%	3	2%	250	14%
Parks/Recreation	22	1%	-	-	22	1%
Parking	4	<1%	-	-	4	<1%
Vacant	58	3%	<1	-	58	3%
Open Space	11	1%	-	-	11	1%
Roads or Other Right-of-Ways	375	23%	40	32%	415	23%
<i>Other Subtotal</i>	<i>717</i>	<i>43%</i>	<i>43</i>	<i>35%</i>	<i>760</i>	<i>42%</i>
TOTAL	1,666	100%	124	100%	1,790	100%

Note: Due to rounding, subtotals may not equal individual row counts

Source: Contra Costa County, 2008; City of San Pablo, 2009; Dyett & Bhatia, 2009.

Figure 3-1
Existing Land Use



- Low Density Residential (0-12 hu/acre)
- Medium Density Residential (13-24 hu/acre)
- High Density Residential (24+ hu/acre)
- Commercial
- Neighborhood Commercial
- Service Commercial
- Office
- Medical Facilities
- Heavy Industrial
- Light Industrial
- Warehouse
- Public/Institutional
- Parks/Recreation
- Parking
- Vacant

- Planning Area
- City Limits
- Major Roads
- Minor Roads
- Railroads



SOURCE: Contra Costa County, 2010; City of San Pablo, 2010; Dyett & Bhatia, 2010.

RECENT DEVELOPMENT

As of late 2009, there were four residential and non-residential projects under development review or undergoing construction in San Pablo. Current development projects comprise approximately 24 acres of land located within the city limits.

Non-residential projects include College Center Shops, a commercial and retail project fronting San Pablo Avenue and El Portal Avenue; a new pharmacy also on San Pablo Avenue; and a new pad building in Princeton Plaza along San Pablo Dam Road. When completed, the three projects will create approximately 53,540 square feet of new commercial and retail space. College Center Shops will be able to host a number of tenants including a restaurant, and an “international market.” Current residential development projects include Abella Paseo, a master-planned community of stylish two- to three-bedroom townhome-style condominiums. When completed, this project will create about 130 new housing units for the city.

3.2 General Plan Land Use Diagram

LAND USE FRAMEWORK

The land use framework embodies the Community’s vision of how land uses will look in 2030, and is designed to reflect and planning themes presented in Chapter 1. These include:

- *Economic Development and Jobs.* New mixed use land uses and the regional commercial and neighborhood commercial land use classifications provide development opportunities for small businesses as well as large commercial, office and industrial to flourish.
- *Mixed Use Development.* A major initiative in the General Plan is to introduce the concept of “mixed use” to San Pablo. This is a land use that allows more than one single use to occur, either on the same lot (such as residential units above a grocery store), or on lots that are next to each other. Mixed use developments bring jobs close to places where people live. In turn, this increases the convenience of shopping or going to work and reduces the need for automobiles.

- *Enhanced Neighborhoods and Pedestrian-Oriented Design.* Policies are written with an eye toward promoting walkable neighborhoods. New developments along the city’s transportation corridors will accommodate a diverse range of housing types and be designed with pedestrian-oriented circulation and community-centered spaces.
- *More Parks and Open Space.* Responding to community feedback, a major goal of the Plan is to increase the amount of park and recreation area in the City. The Plan proposes to add six new park locations and create a network of greenways so future residents can enjoy parks and open spaces within walking distance of their homes.
- *A Complete Roadway System.* The land uses presented on the diagram are structured around the proposed roadway network, and the two components are interactive and interrelated. The types, location, capacity, and use of these roadways are presented in Chapter 4: Circulation.
- *A Range of Commercial and Retail Opportunities.* The General Plan provides for the full range of commercial and retail uses needed for the future population and business community. Regionally-oriented establishments are placed on major roadway corridors; while neighborhood-oriented uses are placed within planned communities and neighborhoods.



Vacant parcels such as those along San Pablo Avenue will be gradually redeveloped with infill projects.

THE LAND USE DIAGRAM

The General Plan Land Use Diagram (**Figure 3-2**) depicts the desired ultimate land use pattern for the City of San Pablo. The diagram is a graphic representation of land use classifications and locations, and should be used in conjunction with policies established in the Plan. The proposed general locations, distribution, and extent of land uses show the vision of development at buildout in 2030. The Land Use Diagram includes a legend that shows land use categories whose densities and allowable uses are specified in the General Plan Land Use Classification section below. The Diagram is not parcel-specific, and uses on sites less than one acre in size are generally not depicted.



Medium to high density multifamily housing has been built along main roads such as San Pablo Avenue since the early 1990s.

DENSITY/INTENSITY STANDARDS

The General Plan establishes density/intensity standards for each type of land use. The purpose of the density/intensity standards is to indicate how much development is allowed or recommended on a single plot of land. For residential uses, the density/intensity standards are expressed as the number of housing units per gross acre. For non-residential uses, a measure known as Floor Area Ratio (FAR) is specified. In design terms, FAR is defined as the permitted ratio of gross floor area to site area. It is a measure of building bulk that controls both visual prominence and traffic generation. When FAR is specified for a residential and non-residential mixed use classification in this Plan, the FAR includes the amount of non-residential use only.

The density (housing units per acre) and intensity (FAR) standards specified in this Plan are for gross developable land (that is, including rights-of-way that may need to be dedicated to the City). The reader should note that recommended density/intensity standards serve as a guide only, and do not imply that development projects must be approved at the intensity specified for each use. Additionally, zoning regulations consistent with General Plan policies and/or site conditions may reduce development potential within the stated ranges.

LAND USE CLASSIFICATION

The Land Use Diagram illustrates the following land uses. The classifications are organized into five categories: Residential, Mixed Use, Commercial, Industrial, and Public.

Residential

Low Density Residential. This designation is intended for single family detached residential development. The minimum lot size is 5,000 square feet (6,000 square feet for a corner lot). The typical residential density for this designation ranges from one to 12 units per gross acre. Residential buildout is assumed at eight units per gross acre.

Medium Density Residential. This designation is intended for a mix of housing types and may accommodate small lot single family, attached single family and apartments, duplexes, triplexes, fourplexes, or townhomes. The minimum lot size is 7,000 square feet. The typical residential density for this designation ranges from 13 to 24 units per gross acre. Residential buildout is assumed at 18 units per gross acre.

High Density Residential. This designation is intended for multifamily apartments and townhomes. Developments in this category are typically two to four stories high and located along major roads. Common area open space and shared amenities are required within a development. The minimum lot size is 10,000 square feet. Typical residential density for this designation ranges from 25 to 60 units per gross acre. Residential buildout is assumed at 30 units per gross acre.

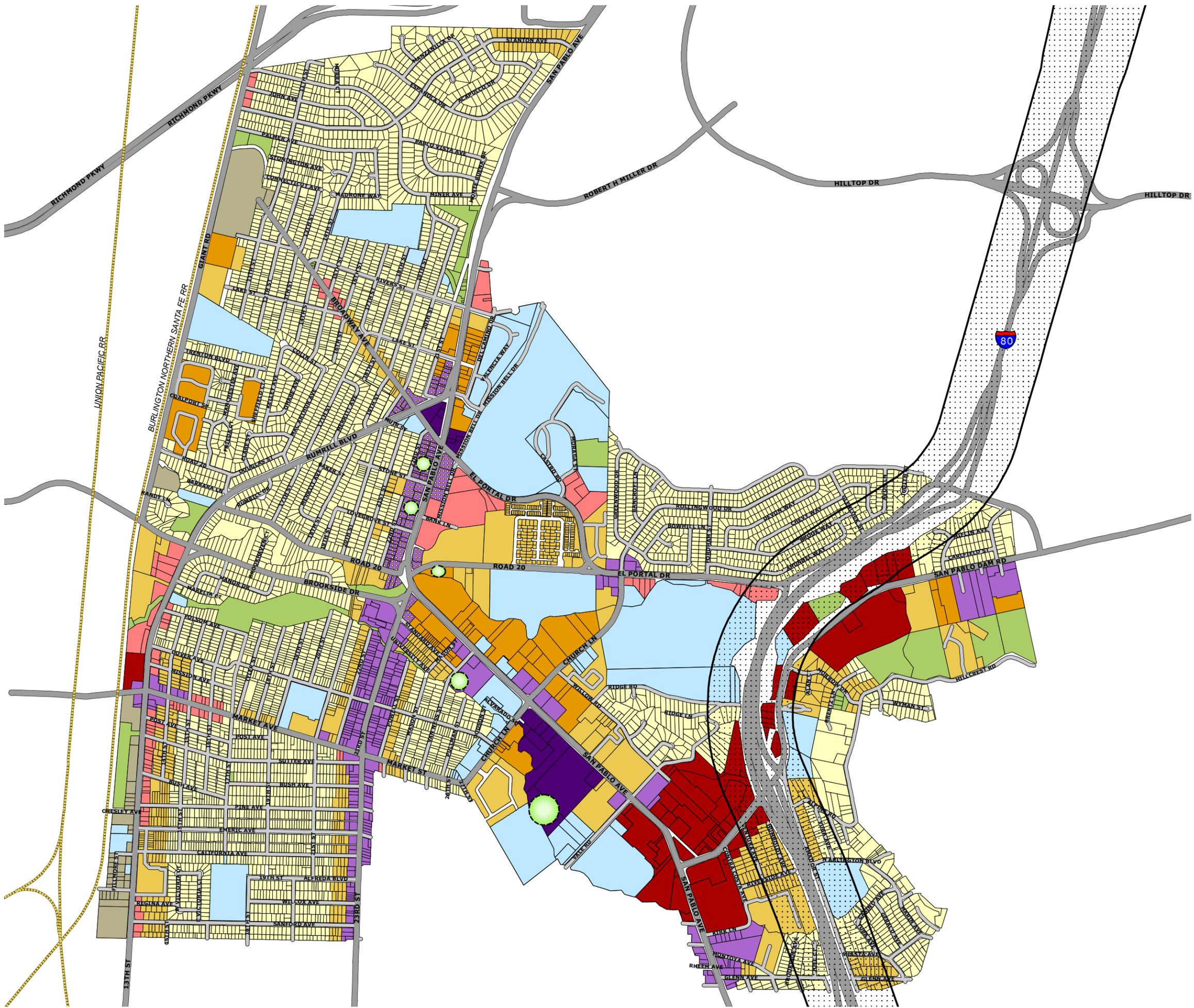
Mixed Use

Mixed Use Centers. This designation is intended for high density mixed use development. There are two mixed use center subcategories with different land use intentions, housing densities and typical FARs.

- *Mixed Use Center North.* Mixed use development on Mission Plaza, at the junction of Rumrill Boulevard, San Pablo Avenue, and Broadway Avenue, will be primarily residential with retail or other active commercial uses at the ground floor. The residential units will be small in size (averaging 600 square feet) to cater to students of the College. Typical height is expected to be four stories. The maximum permitted FAR is 2.5. The residential buildout is assumed at 60 units per gross acre and the non-residential buildout is assumed at an FAR of 0.50.
- *Mixed Use Center South.* Mixed use development at the former Circle S site, bounded by San Pablo Avenue, Church Lane, and Wildcat Creek, will include retail, commercial, office (including medical offices), residential, public/institutional, and hotel development. Active uses that promote pedestrian activity are required on the ground floor. Typical height is expected to be three to five stories. The maximum permitted FAR is 2.5. The residential buildout is assumed at 32 units per gross acre and the non-residential buildout is assumed at an FAR of 0.70.

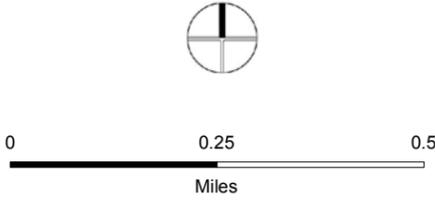
Commercial Mixed Use. This is a mixed-use designation that includes office, retail, commercial, and public uses. Typical height is expected to be two to three stories. The maximum permitted FAR is 1.5. The residential buildout is assumed at 20 units per gross acre and the non-residential buildout is assumed at an FAR of 0.50. Residential uses are allowed only when the commercial FAR is 0.50 or greater.

Figure 3-2
General Plan Land Use Diagram



- Mixed Use Centers*
- Residential Mixed Use
- Commercial Mixed Use
- Regional Commercial
- Neighborhood Commercial
- High Density Residential
- Medium Density Residential
- Low Density Residential
- Industrial Mixed Use
- Public/Institutional
- Parks/Recreation
- Potential Park Location
- Air Quality Health Risk Overlay Zone
- Major Roads
- Minor Roads
- Railroads

*Please see the General Plan for designation description.



SOURCE: Contra Costa County, 2010; City of San Pablo, 2010; Dyett & Bhatia, 2010.

Residential Mixed Use. This designation is intended for mixed use that includes residential, office, and retail. Residential Mixed Use development that fronts onto San Pablo Avenue must have active commercial uses at the ground floor; elsewhere, residential uses are permitted on the ground floor. Non-residential uses may include administrative, financial, business, professional, medical, dental and public uses. The typical height is expected to be two to three stories. The maximum permitted FAR is 1.5. The residential buildout is assumed at 14 units per gross acre and the non-residential buildout is assumed at an FAR of 0.20.



A major goal of the Land Use Element is to encourage mixed use development in San Pablo.

Commercial

Neighborhood Commercial. This designation is intended for small-scale commercial uses that primarily provide convenience, personal services and social services such as retail and specialty shops, eating and drinking establishments, and commercial recreation. It is designed to foster a pedestrian atmosphere along public streets. Residential uses are not permitted. Buildout is assumed at an FAR of 0.32. The maximum permitted FAR is 1.0.

Regional Commercial. This designation is intended for large-scale commercial development that serves local and regional needs. It is easily accessible by freeways and regional roadways, and contains a range of goods and services such as retail, eating and

drinking establishments, hotels and motels. Residential uses are not permitted. Buildout is assumed at an FAR of 0.32. The maximum permitted FAR is 0.75.

Entertainment District Overlay. This overlay district allows for intensification of an underlying commercial or mixed use designation. The entertainment district is easily accessed by freeways and regional roadways, and serves community and regional needs with a focus on entertainment, retail, health/medical, and recreation uses. This includes nightlife venues, various types of theaters, arcades/game rooms, and eating and drinking establishments. Typical height is expected to be three to five stories. Buildout is assumed at an FAR of 0.60. The maximum permitted FAR is 0.5 above the FAR of the base district.

Industrial

Industrial Mixed Use. This designation is intended for light manufacturing, distribution, sales and services with ancillary commercial and office space; including single and multi-story office, flex-space, and industrial building for single and multiple users, warehouse uses, and research and development activities. Retail is not permitted. Buildout is assumed at an FAR of 0.40. The maximum permitted FAR is 0.60.

Public

Public/Institutional. This designation is intended for uses that serve a public purpose, including public and private schools, administrative offices, corporation yards, and public facilities such as hospital and medical centers, police stations, and fire stations. There is no assumed buildout intensity for non-residential development.

Parks/Recreation. This designation is intended for improved and unimproved park facilities, including neighborhood, community, and regional parks; and recreational facilities that provide visual open space and serve the outdoor recreational needs of the community. No FAR is assumed.

Proposed Parks. This symbol is intended to show the general location of proposed mini-parks and other parks on San Pablo Avenue. They are not site-specific designations, and the future park may be at a different location in the vicinity.

The density and intensity (FAR) standards used in the General Plan are shown in **Table 3.2-1**.

Other

Air Quality Management Health Risk Overlay Zone. The purpose of the 500-foot overlay zone on both sides of Interstate 80 is to protect sensitive receptors from toxic air emissions, consistent with Bay Area Air Quality Management District guidelines. The City will avoid siting new sensitive uses, such as hospitals and medical facilities, schools, senior centers, child care centers, and residential development, in this zone, and will require new development to provide project-level mitigation measures to reduce vulnerability to toxic air emissions from the highway. The Air Quality section in the Open Space and Conservation Element provides details.

Table 3.2-1 San Pablo General Plan Land Use Density and Intensity Standards

Land Use Classification	Floor Area Ratio (FAR; includes all uses—non-residential and residential)		Density (units per gross acre)
	Minimum	Maximum	Range or Maximum
Low Density Residential	-	-	up to 12
Medium Density Residential	-	-	12.1 - 24
High Density Residential	-	-	24.1 - 60
Mixed Use Center North	0.30 ²	2.5	up to 80 ¹
Mixed Use Center South	0.50 ²	2.5	up to 60 ¹
Commercial Mixed Use	0.40 ²	1.5	up to 50 ^{1,4}
Residential Mixed Use	-. ⁵	1.5	up to 50 ¹
Neighborhood Commercial	0.30	1.0	-
Regional Commercial	0.30	0.75	-
Entertainment District Overlay		0.5 above base district maximum ³	-
Industrial Mixed Use	0.30	0.60	-
Public Institutional	-	-	-
Parks/Recreation	-	-	-

¹ Included within the FAR limit.

² The frontage of a site along San Pablo Avenue is required to be devoted to active uses. Residential is not permitted at the ground level along San Pablo Avenue.

³ Additional FAR available for entertainment uses only.

⁴ Residential uses only allowed when commercial FAR is 0.5 or greater.

⁵ While no minimum FAR is specified, development along San Pablo Avenue must have active uses on the ground floor.

Source: City of San Pablo, 2010; Dyett & Bhatia, 2010.

GENERAL PLAN BUILDOUT

The term “buildout” refers to the hypothetical situation where all anticipated development under the General Plan has occurred. It should be noted that although the General Plan assumes a 20 year horizon and anticipates buildout to occur in 2030, the actual timeline may be different. Additionally, the designation of a site for a certain use does not necessarily mean that site will be developed with that use. Market conditions and General Plan amendments may affect what is ultimately developed.

Table 3.2-2 shows the acreage of new development in each land use category and total buildout under the General Plan Diagram. In sum, a total of 178.7 acres of potential opportunity sites would be redeveloped within the Planning Area. Most areas that are planned for new development are mixed use areas. There is also a substantial increase in the amount of High Density Residential land.

Table 3.2-2 General Plan Buildout (Acres)

<i>Land Use</i>	<i>Total At Plan Buildout</i>	<i>Percent of Total at Buildout</i>
Residential		
Low Density Residential	526.5 ¹	41%
Medium Density Residential	170.5	13%
High Density Residential	66.4	5%
Mixed Use		
Mixed Use Center North	2.7	0%
Mixed Used Center South	16.1	1%
Commercial Mixed Use	57.3	4%
Residential Mixed Use	13.9	1%
Commercial		
Neighborhood Commercial	41.1	3%
Regional Commercial	58.3	5%
Entertainment District	22.1	2%
Industrial		
Industrial Mixed Use	26.4	2%
Public		
Public Institutional	231.6	18%
Parks, Recreation and Open Space	57.3	4%
Total²	1,290.2	100%

¹Does not include 85 acres of the Rollingwood residential area. This area is not within the existing city limits and has not been annexed into San Pablo.

²Totals may not add up due to rounding.

Source: City of San Pablo, 2010; Dyett & Bhatia, 2010.

3.3 Urban Form

San Pablo's future land use development is guided by the community's vision of an urban community, with medium to high density development adjacent to transportation corridors and low density development in the neighborhoods. The policies in this section are intended to help San Pablo achieve growth along the corridors, without compromising the predominantly low-density and low-rise residential character of established neighborhoods.

GUIDING POLICIES

- LU-G-1* *Promote a sustainable, balanced land use pattern that responds to existing and future needs of the City, as well as physical and natural constraints.*
- LU-G-2* *Ensure planned land uses are compatible with existing uses and provide for appropriate transitions or buffers for new uses, as needed.*

IMPLEMENTING POLICIES

- LU-I-1* Amend the Zoning Ordinance to implement new General Plan land use designations and promote Transit-Oriented Development (TOD) at appropriate locations.
The City will amend the Zoning Ordinance to include use regulations, development and design standards, and minimum performance requirements to implement the General Plan. Specific provisions for TOD will be developed in consultation with regional transportation planning agencies and with AC Transit.
- LU-I-2* Establish incentives in the Zoning Ordinance for the consolidation of small, adjacent lots to create developable parcels.
- LU-I-3* Ensure that land use development occurs in an orderly fashion and in pace with the expansion of public facilities and services.
- LU-I-4* Ensure appropriate transitions between single-family neighborhoods and higher intensity uses.

- LU-I-5 Promote the phasing out of old uses in areas designated for new land use in an orderly fashion, consistent with adopted general plan designations. Promote the continuing viability of old uses during the transition period.
- LU-I-6 Explore the potential to annex the Hillside area south of Hillcrest Road that is within the City's Sphere of Influence.

3.4 Community Design

This section of the Land Use Element contains urban design policies that provide direction and guidance for the development of the City's built environment. These policies seek to enhance San Pablo's image as a unique community with diverse architectural styles and promote concepts such as pedestrian-oriented streets, landscaped streetscapes, and environmentally responsible design. Additionally, policies incorporating security and defensible space considerations are also included to respond to the community's design concerns.



The use of landscaping, a uniform building setback line, and ground floor retail can help promote walkability.

GUIDING POLICIES

- LU-G-3* Preserve and strengthen the City's overall image and create a safe, walkable and attractive urban environment for the current and future generations of residents.

IMPLEMENTING POLICIES

- LU-I-7* Require design review of all new construction and visible exterior alterations of large non-residential buildings.

Any new non-residential construction or remodeling of an existing building where exterior work alters more than 50 percent of a visible building façade, including exterior improvements, such as new windows, doors or signage, will be subject to a design review.

- LU-I-8* Provide incentives for new pedestrian-friendly anchor retail at important road intersections to attract retail clientele and maximize foot traffic.

Incentives may include increased floor area ratios, deferred impact fees, and priority processing.

- LU-I-9* Encourage new residential, commercial and related forms of development in a manner which fosters both day and appropriate night time activity; visual presence on the street level; appropriate lighting; and minimally obstructed view areas.

- LU-I-10* Continue to involve the Police Department in the development review process to ensure new buildings are designed with security and safety in mind.

The Planning Department will continue to coordinate with the Police Department with respect to reviewing all new development. Issues to be considered include the design and location of entries, lobbies, hallways, and parking lots.

- LU-I-11* Enhance the City's unique identity and image by adopting a consistent palette of landscaping, street trees, lighting, and signage within the public right-



Street trees provide shade and also help improve air quality.

of-way for neighborhood and street improvements.

Large canopy street trees, such as oaks or the London Plane tree, can create a distinct character for San Pablo. They also provide important environmental benefits.

- LU-I-12 Enhance and celebrate key entrances to the City with signs, landscaping, street trees, lighting, banners, gateway and/or entry features.

3.5 Residential Neighborhoods

Throughout the General Plan Update process, participants emphasized the desire to protect the character of the city's residential neighborhoods and enjoy greater access to recreation and commercial services. This has influenced General Plan goals and policies, with neighborhood protection and improvement, rather than redevelopment, being the key emphasis.

General Plan policies strive to promote the integration of new development with established neighborhoods through better pedestrian connectivity and transition in scales between high density and low density areas. To foster community activity, the Plan promotes the development of community-centric public spaces for recreation and amenities in housing projects. These include private and public open space, landscaping, sidewalks, playgrounds, laundry and other amenities.

GUIDING POLICIES

LU-G-4 *Protect and enhance quality of life in the city's residential neighborhoods.*

LU-G-5 *Promote a variety of housing types and prices within neighborhoods to serve the economic needs of all segments of the community.*

IMPLEMENTING POLICIES

LU-I-13 Ensure that new development in or adjacent to established neighborhoods is compatible in scale and character with the surrounding area by:

- Promoting a transition in scale and architecture character between new buildings and established neighborhoods; and
- Requiring pedestrian circulation and vehicular routes to be well integrated.

LU-I-14 Support housing that offers residents a range of amenities, including public and private open space, landscaping, and recreation facilities with direct access to commercial services, public transit, and community gathering spaces.

LU-I-15 Promote the development of public spaces that could serve as a neighborhood square or “commons” for the surrounding neighborhood.

Neighborhood “commons” are concentrations of activity and uses that serve an important social function. They should be located within close proximity and easy walking distance to adjacent residences, generally no more than 5 minutes away. These public spaces should be at least 5,000 square feet in size and include outdoor seating and other pedestrian amenities.

LU-I-16 Support residential infill on vacant lots within existing neighborhoods.

Infill should be sensitive to the design elements (building elements, setbacks, and heights) of adjacent properties.

LU-I-17 Require new senior housing to meet standards for accessibility.

Senior housing projects should be located in areas that provide convenient access (vehicular as well as pedestrian) to community amenities, including transit; shopping, services (including medical); parks and recreation; and social and educational activities.

LU-I-18 Provide relocation assistance to low-income residents in mobile home parks, if the park is redeveloped for another use.

3.6 Mixed Use

The Mixed Use designation incorporates complementary non-residential and residential uses in the same area. The overall intent is to accommodate growth while helping to reduce auto dependence, preserve open space; promote economic development; and increase housing opportunities. A typical characteristic of a Mixed Use district is the inclusion of an employment generator, such as offices or retail shops, supported by medium or high density residential. Public amenities and facilities are usually required as part of the design of a mixed use center and may include urban open space, pedestrian-oriented walkways, and streetscape improvements.

In the General Plan, mixed use areas are planned along San Pablo Avenue and 23rd Street to capitalize on accessibility to public transportation. The allowable use and typical density depend on the type of mix use and may vary greatly depending on location and the characteristic of the area. General Plan goals for mixed use areas support complementary uses, mitigate potential conflict, and promote pedestrian-oriented amenities.

GUIDING POLICIES

LU-G-6 Promote site sensitive design and pedestrian-oriented activities in mixed-use developments.

IMPLEMENTING POLICIES

LU-I-19 Require pedestrian-oriented amenities and design in mixed use areas, such as outdoor seating, plazas, public art, ground floor retail, and waiting areas (benches and shelters).

New development can help create pedestrian environments with buildings oriented to the street, continuous walkways and sidewalks, limited blank walls, pedestrian-scaled buildings and signage, parking screened from street view, landscaping and shading devices, and places for people to rest and meet.

LU-I-20 Allow small-scale non-residential uses in neighborhoods that contribute to the residential character of an area or provide complementary

services within the neighborhood, such as child care, neighborhood retail, and other stores.

LU-I-21 Ensure that noise, traffic, and other potential conflicts that may arise in a mix of commercial and residential uses are mitigated through good site planning, building design, and/or appropriate operational measures.

LU-I-22 Facilitate the relocation of existing nonconforming uses to appropriate sites.

The Redevelopment Agency can provide assistance in both site selection and relocation.

LU-I-23 Require that a minimum of non-residential uses be developed in conjunction with any proposed residential development on Commercial Mixed Use sites.

The minimum FAR for non-residential development needed on these sites is 0.5.

LU-I-24 Support redevelopment or improvement projects that involve private partnership or mutual investment to optimize the use of Redevelopment Agency funding.

The *Housing Element* includes additional policies and programs on housing in mixed use areas.

3.7 Neighborhood Retail, Regional Retail, and Industrial Mixed Use

NEIGHBORHOOD RETAIL

To assist small business owners and ensure that a diverse range of neighborhood services are available and easily accessible to residents, the General Plan provides sites for several neighborhood-oriented retail centers. These sites are often located close to transit and surrounded by residential neighborhoods. The neighborhood retail designation allows grocery shops, cafés, dry cleaners, post offices, banks, and other businesses uses that provide goods and services to the local community.

REGIONAL RETAIL



Regional retail land use areas are planned along major transportation corridors to be highly accessible to local as well as regional traffic.

Regional retail refers to large-scale retail centers that cater not only to the needs of the local community but also shoppers from the region. Due to their scale, regional retail centers are an important source of employment and revenue to the City. A well designed regional retail center can also help the image of San Pablo. In the General Plan, regional retail centers are strategically planned around the junction of San Pablo Avenue and San Pablo Dam Road to take advantage of the accessibility of Interstate 80 and provide a critical mass to attract shoppers from outside the City. The intent of the Plan is to attract national or regional retail chains to locate in the area that will help create a vibrant entertainment and retail destination within walking distance of the Casino.

INDUSTRIAL MIXED USE

The Industrial Mixed Use land use designation is intended to permit a variety of industrial and commercial activities. Smaller sites are expected to be developed into office-like environments, serving research and development, laboratories, packaging centers. Larger sites may house light manufacturing, distribution centers, and wholesale assemblers. All developments are expected to be well designed to create a business-park like atmosphere. Due to environmental concerns, activities producing substantial

amounts of waste, odor and other pollutants will not be permitted. Existing residential uses located west of Rumrill Boulevard are permitted to stay, with the goal that they will be relocated in the future and be replaced with employment-generating uses.

GUIDING POLICIES

LU-G-7 Retain and enhance existing commercial, industrial, educational and entertainment land use areas to strengthen San Pablo’s economic base.

LU-G-8 Foster high quality design, diversity, and a mix of amenities in new commercial, industrial, and entertainment development.

IMPLEMENTING POLICIES

LU-I-25 Identify and promote desirable sites for employment-generating commercial, industrial, and other businesses wishing to locate in San Pablo.

LU-I-26 Adopt overlay zoning for the Entertainment District to promote compatible development through standards and bonus/incentive provisions.

LU-I-27 Establish design guidelines to assure high quality design and site planning for large commercial and industrial developments. The guidelines should address:

- Architectural finishes, coordinated color palette, massing, and hierarchy in scale;
- Pedestrian-scaled amenities, signage, and lighting;
- Site improvements, including parking lot landscaping, perimeter landscaping, foundation landscaping, walkways, and passageways;
- Ground floor transparency requirements along shopping streets and limitations on blank walls in these areas;
- Anti-theft glass on windows, instead of bars or roll-down metal screens, that are architecturally compatible with building design;

- Screening of truck loading, parking, mechanical equipment, transformers, ventilation systems, storage containers, and refuse collection areas from the street;
- Building entries; and
- Design standards for perimeter walls and fencing.

Where a building exceeds a certain height, the City will evaluate shading created and its relationship and effects on surrounding buildings.

LU-I-28 Allow a mix of tenants and an array of site amenities in mixed use projects that will attract customers from both local neighborhoods and region-wide communities in the Regional Commercial District and the Entertainment District.

LU-I-29 Allow secondary uses in large commercial or industrial mixed use developments, such as restaurants, cafés, dry cleaners, day care, and other complementary employee-serving uses, upon finding that such uses are compatible with the primary use.

LU-I-30 Ensure the timely completion of necessary infrastructure to support new commercial or industrial development.

LU-I-31 Establish zoning standards, including maximum size and separation requirements, for any commercial land use type that could adversely affect adjacent residential areas or create health and safety impacts.

Adult businesses, check-cashing establishments, and alcohol sales are typical of the types of uses that would be subject to this policy.

3.8 Civic and Institutional

Civic and institutional facilities, such as government facilities, hospitals and houses of worship; provide essential services to the San Pablo community. Sites allocated for these facilities are indicated on the General Plan Land Use Diagram and are spread

through the city to ensure convenient access for all residents. Plan policies in this section pertain specifically to the land use needs of these facilities. Additional policies promoting their development and affecting their management are located in the Public Facilities and Utilities Element.

GUIDING POLICIES

- LU-G-9 Provide for the development of civic and institutional land uses to meet the educational, medical, social, economic, cultural, and religious needs of the community.*
- LU-G-10 Protect civic and institutional areas from incompatible uses that could affect their vitality and contributions to the City.*

IMPLEMENTING POLICIES

- LU-I-32** Designate land for civic and institutional land uses, including parks and open spaces, health and medical facilities, emergency services, educational institutions, and other City services.
- LU-I-33** Coordinate with Contra Costa College on the planning and design of Mixed Use Center North so that this institutional facility will have strong physical and social connections to the surrounding neighborhood.
- LU-I-34** Designate the El Portal School and Armory sites as future land use planning opportunities for uses complementary to adjacent land use patterns.
- LU-I-35** Initiate planning, rezoning and marketing of the City Hall site, consistent with the San Pablo Avenue Specific Plan, if the City Hall moves to an alternative location.
- LU-I-36** Create community “hubs” by allowing civic uses to be mixed with retail uses, in appropriate locations.
The library, for example, can provide an anchor tenant for a community gathering area.
- LU-I-37** Allow commercial or employment uses to replace medical offices on sites zoned public/institutional

opposite the Doctors Medical Center on Vale Road, if existing medical offices relocate in the future.

3.9 Special Planning Subareas

In addition to city-wide policies based on land use designations, the Land Use Element includes policies that apply only to specific planning subareas. Unlike city-wide policies, the subarea policies are geared towards specific issues and concerns identified at a local level. A total of four subareas are defined at: San Pablo Avenue, Rumrill Boulevard, San Pablo Dam Road, and 23rd Street. Although all subareas include a variety of land uses, each is generally dominated by one land use type that defines its identity. A description of each subarea follows.

San Pablo Avenue

The San Pablo Avenue subarea lies along both sides of San Pablo Avenue starting from Mission Plaza in the north, to the junction of Rheem Avenue and San Pablo Avenue in the south. The Plan envisions different development standards, streetscapes, and themes for the northern and southern stretch of San Pablo Avenue. The development envisioned on the northern stretch is a new pedestrian-friendly mixed use district focusing on a range of local serving commercial and office uses and appropriately scaled regional serving uses, with residential development on the upper levels. The turning point from north to south occurs at the corner of San Pablo Avenue and 23rd Street. The development envisioned on the southern stretch is an entertainment/regional serving district that would promote a variety of local and regional serving uses, including retail and recreation for all age groups, while continuing to offer and encourage the goods and services that are currently in place, such as medical uses. A festive atmosphere would be created through the incorporation of a coordinated color palette, pedestrian-scaled architectural features, lighting, streetscape, and outdoor gathering spaces. The specific design standards for this subarea would closely follow those specified in the San Pablo Avenue Specific Area Plan, developed concurrently with this General Plan.

Rumrill Boulevard

The Rumrill Boulevard subarea encompasses land on both sides of Rumrill Boulevard from the Planning Area Boundary in the

south, to the junction of Brookside Drive and Rumrill Boulevard in the north. The community vision for this subarea consists of an industrial district with a business-park like atmosphere. The district's identity would be shaped by well-designed light industrial or commercial buildings with peripheral landscaping and streetscape improvements to Rumrill Boulevard. The focus is on improving views as seen from Rumrill Boulevard and removing existing blight. On the east side of Rumrill Boulevard, there currently exists an eclectic mix of neighborhood commercial uses and residential uses with differing building setbacks and heights. Many residential plots have been turned into storage spaces or parking for cars. The most important challenge here is to enforce zoning regulations and introduce a sense of order to the development pattern.

San Pablo Dam Road

The San Pablo Dam Road subarea is a primarily residential district located east of Interstate 80, on the uphill areas of the city. The General Plan goal for this subarea is to retain and enhance its neighborhood identity and focus on residential land use patterns that would not disrupt the rural quality of area. Future development would optimize freeway accessibility and encourage the use of the existing retail and commercial activities centered on Princeton Plaza. Pedestrian and bike access to the hillside would be improved through circulation improvements while existing open space in east hills would be retained as an important visual resource for future residents.



The City aims to protect the semi-rural nature of the hillside areas east of San Pablo Dam Road through open space protection strategies.

23rd Street

The 23rd Street subarea is one of the most diverse areas in the city. It extends from Brookside Drive in the north, to Costa Avenue in the south. The roadway contains older buildings, many of which were built before the City's incorporation. Over the years, second hand stores and automobile related uses have been among the many transitory and conflicting uses found along 23rd Street. In 2007, the City adopted the 23rd Street Specific Plan as a blueprint to revitalize the subarea. The Specific Plan includes urban design standards that aim to create a themed, pedestrian-friendly shopping environment. This General Plan requires that the City continue to implement policies and standards in the 23rd Street Specific Plan and extends this area to the City's southern boundary.



New development along 23rd Street will follow standards and guidelines established by the 23rd Street Specific Plan.

GUIDING POLICIES

- LU-G-11 Recognize the importance of the mixed-use areas along San Pablo Avenue, San Pablo Dam Road, 23rd Street, and Rumrill Boulevard to the vitality and quality of life in San Pablo.*

IMPLEMENTING POLICIES

- LU-I-38** Develop a distinct design theme with defined design standards and guidelines for each of the special planning areas to foster an identifiable image for each area.
- This will be done with specific plans for San Pablo Avenue and 23rd Street and with design guidelines for other areas.*

San Pablo Avenue

- LU-I-39** Use the San Pablo Avenue Specific Plan to guide future development in the Circle S site focus area.
- LU-I-40** Use design guidelines established by the San Pablo Avenue Specific Plan for development review in the San Pablo Avenue corridor.

Rumrill Boulevard

- LU-I-41 Establish zoning standards for a park-like “setting” for light industry along Rumrill Drive, with emphasis on landscape beautification and attractive modern facades.
- LU-I-42 Establish interim use provisions in the Zoning Ordinance that will allow the residential uses east of Rumrill Boulevard to transition to light industrial uses.
- LU-I-43 Support the development of underutilized and vacant parcels at the intersection of Market Avenue and Rumrill Boulevard and encourage uses that are conducive to creating commercial synergy and a safe environment for the west side of the city.

San Pablo Dam Road

- LU-I-44 Focus sub-regional and neighborhood commercial development, and other complementary uses, within or adjacent to Princeton Plaza on San Pablo Dam Road.
- LU-I-45 Protect the semi-rural character of the hillside area through the integration and balance of usable open space areas and residential uses.
- LU-I-46 Improve pedestrian access within the hillside neighborhood, its connection to the regional park system, and connections to the Entertainment District across the I-80 overpass.

23rd Street

- LU-I-47 Use the development standards and design guidelines established by the 23rd Street Specific Area Plan for development review along 23rd Street.

Twenty-third Street currently lacks a cohesive identity, with commercial, retail, empty lots, parking and other uses scattered in between residential uses ranging from small lot single-family homes to multifamily developments. These standards and guidelines will ensure future

developments along 23rd Street are compatible in use, design, and form to adjacent properties and community vision for that area.

- LU-I-48 Support the acquisition and consolidation of multiple small parcels in order to facilitate appropriately-scaled, mixed-use development between 23rd Street and 22nd Street or between 23rd Street and Powell Street.
- LU-I-49 Strengthen Market Avenue's relationship and connection to 23rd Street by identifying the intersection as both nodes of commerce and social activities through the installation of plazas, street furniture, and public transit facilities/stops.

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4 GROWTH MANAGEMENT

The purpose of the Growth Management Element (GME) is to establish policies that would lead to sustainable growth and promote more efficient coordination of land use, transportation, and infrastructure development. This Element balances the demands for public facilities generated by new development with plans, capital improvement programs, and a development mitigation program. The GME is consistent with the current requirements of the Contra Costa Transportation Improvement and Growth Management Program (Measure J) passed by Contra Costa County voters in 2004, administered by the Contra Costa Transportation Authority. Measure J extended Measure C, which established requirements for the Growth Management Element in the prior General Plan.

4.1 Background

MEASURE C

In 1988, the voters of Contra Costa County approved the Contra Costa Transportation Improvement and Growth Management Ordinance (Measure C), which provided for a half-cent sales tax to fund transportation and services in the County. The goal of the measure was to improve the quality of life in Contra Costa County by reducing congestion on major streets and highways, and by keeping new growth in balance with the capacity of public facilities. It required cities such as San Pablo to:

- Adopt a GME in their General Plans, including Level of Service standards for non-regional routes and performance standards for public facilities;

- Implement a range of programs to ensure new development pays its fair share of the costs of additional facilities needed to support it;
- Participate in joint planning with other jurisdictions in Contra Costa County on matters concerning growth;
- Develop a five-year capital improvement program to meet or maintain traffic service and performance standards;
- Adopt a transportation demand management resolution or ordinance; and
- Address the balance of jobs and housing within the jurisdiction.

Since going into effect in 1989, Measure C funding has provided for several capital improvement projects in or close to San Pablo, including the improvement of the North Richmond/I-80 bypass and realignment of Camino Pablo/San Pablo Dam Road. The original Measure C had a sunset date of March 30, 2009.

MEASURE J

In 2004, Contra Costa County voters authorized an extension of Measure C with modifications to the growth management program set up by Measure C. This new measure, named Measure J, came into effect on April 1, 2009. The basic requirements of Measure J are similar to those in Measure C, except the requirements for the GME have been simplified and the GME no longer requires traffic Level of Service standards and performance standards. Additionally, Measure J imposes two new requirements: 1) local jurisdictions must demonstrate reasonable progress in providing housing options for people of all income levels in a periodic report to the Contra Costa Transportation Authority, and 2) they must adopt a voter-approved Urban Limit Line (ULL) that complies with the “Principles of Agreement” as established by the Contra Costa Transportation Authority.

Besides the changes mentioned above, the overall objectives of the Growth Management Program are to:

- Assure that new residential, business and commercial growth pays for the facilities required to meet the demands resulting from that growth;

- Require cooperative transportation and land use planning among local jurisdictions in the County;
- Support land use patterns within Contra Costa County that make more efficient use of the transportation system, consistent with the General Plans of local jurisdictions; and
- Support infill and redevelopment in existing urban areas.

As with Measure C, local jurisdictions are required to adopt and maintain a GME. Only by adopting a GME will San Pablo be eligible to receive its share of the Local Transportation Maintenance and Improvement funds generated by the Measure J Sales Tax and be eligible for Contra Costa Transportation for Livable Communities (CCTL) Funds. Under Measure J, the new growth management program will remain in effect through year 2034.



Growth Management Element policies ensure that new developments contribute to the establishment of parks, fire, police, sewer, and other services.

4.2 The Growth Management Element

AUTHORITY

The Growth Management Element is adopted pursuant to the authority granted to local jurisdictions by Section 65303 of the Government Code of the State of California, which states:

"The general plan may include any other elements or address any other subjects which, in the judgment of the legislative body, relate to the physical development of the county or city."

RELATION TO OTHER PLAN ELEMENTS

The GME is one of several elements of the General Plan. The role of the GME within the context of the General Plan is to provide policy direction on managing growth and funding improvements needed to mitigate the impacts of development. The policies in the GME complement and inform policies of other General Plan elements.

Crucial relationships exist between the GME and other General Plan elements. How much growth is desirable, whether development provides opportunities for affordable housing, promote walkability or local employment, are all issues that tie the elements together. For instance, Circulation Element policies must consider routes of regional significance designated under the Measure J growth management program and the need to participate in regional planning efforts as specified in the GME. The Land Use Element is also closely tied to the GME. The adoption of an Urban Limit Line, for example, will impact the design of land use patterns and limit urban expansion in San Pablo. Safety policies, especially policies limiting further growth based on a threat to public health, safety or welfare, must also be consistent with the GME.

Because many General Plan elements are interrelated, there is some overlap in policies and actions from element to element. Where this overlap occurs, cross references between elements are provided.

REGULATORY FRAMEWORK AND DEFINITIONS

Contra Costa Transportation Authority. The Contra Costa Transportation Authority (CCTA) was created in 1988 to manage the funds generated by the voter-approved, half-cent

transportation sales tax, Measure C and its extension Measure J. CCTA oversees planning and construction of capital projects included in the Measure C and Measure J Expenditure Plans and implements the County's Growth Management Program. CCTA also serves as Contra Costa's Congestion Management Agency (CMA).

West Contra Costa County Transportation Advisory Committee. The West Contra Costa County Transportation Advisory Committee (WCCTAC) is one of four sub-regional transportation planning committees created in 1988 to advise the CCTA on Measure C expenditures and transportation concerns specifically related to the cities of San Pablo, Richmond, El Cerrito, Hercules, and Pinole as well as transit agencies serving these cities including AC Transit, WestCAT, and BART. The WCCTCC also assists in designing and implementing improvement projects and programs related to transportation services that are not specifically linked to Measure J funding, such as air quality improvement and congestion management.

Urban Limit Line (ULL). A planning boundary, defined by voters, beyond which no urban land uses can be designated during the term of the General Plan. Properties that are located outside the ULL may not obtain General Plan Amendments that would re-designate them for an urban land use. Land inside the ULL is governed by the land use designations contained in the General Plan. However, the fact that a property is located inside the ULL provides no guarantee or implication that it may be developed during the lifetime of the General Plan.

Routes of Regional Significance. Routes of Regional Significance are designated by CCTA based on recommendations from the regional transportation planning committees (RTPCs) such as WCCTAC. In evaluating the appropriateness of the designation, the following criteria are used: (1) connection of two or more "regions" of the County; (2) connection across County boundaries; (3) significant amount of through traffic; and (4) provision of access to a regional highway or transit facility (e.g. a BART station or freeway interchange). The designation for regional routes was essentially completed in the 1990s and consists of Interstate-80, San Pablo Avenue, 23rd Street, El Portal Drive, and San Pablo Dam Road. Other roads may be proposed in the future for designation by WCCTAC, subject to approval of CCTA.

Action Plan. A document prepared by the WCCTAC for adoption by CCTA that includes: (1) a specific program for each

designated Route of Regional Significance, consisting of traffic service objectives and actions and responsibilities for implementing them; (2) regional actions for reducing congestion such as land use policy changes and demand management strategies; and (3) a process for monitoring and review of activities that might affect the performance of the regional transportation system. The latest WCCTAC Action Plan Update was completed in December 2008.

Transportation Demand Management (TDM). A program to increase the efficiency of the transportation systems, reduce demand for road capacity during the peak hour and otherwise affect travel behavior to minimize the need for capacity increasing capital projects. An adopted TDM program is a requirement for compliance with Measure J.

4.3 Urban Limit Line

The City of San Pablo is bordered on all sides by developed areas of the City of Richmond and El Sobrante Township. Because of the urbanized nature of its location, the City has little geographic space in which to expand and its incorporated boundary has remained largely unchanged since the 1980s. The unincorporated Rollingwood neighborhood, which is in the City's Planning Area, is within the County's Urban Limit Line (ULL).

In response to Measure J, the City has adopted the County's voter-approved ULL as the City's ULL to identify the City's planned urban area.

GUIDING POLICIES

GME-G-1 Manage the City's growth and protect open space by establishing an Urban Limit Line (ULL).

IMPLEMENTING POLICIES

GME-I-1 Adopt and maintain a voter-approved ULL in the General Plan Land Use Diagram, consistent with the provision of Measure J, to promote compact, infill development and protect open space.

For purposes of this policy, an “Urban Limit Line” is defined as a boundary beyond which urban development may not occur. “Urban development” refers to development requiring one or more municipal services such as water service, sewer service, storm drainage, and other public facilities and services.

GME-I-2

Allow the ULL to be amended by a vote of San Pablo’s citizens or by the City Council by a majority vote after holding a public hearing and making one or more of the following findings based on substantial evidence in the record:

- A natural or manmade disaster or public emergency has occurred that warrants the provision of housing and/or other community needs on land located outside the ULL;
- An objective study has determined that the ULL is preventing the City from providing its fair share of affordable housing, or regional housing; as required by State law, and the City Council finds that a change to the ULL is necessary and the only feasible means to enable the City to meet these requirements;
- The change is minor, affecting no more than five acres in a given calendar year or 30 acres of land in total through January 1, 2030; the land subject to the change is immediately adjacent to developed land and water and sewer connections are available; there is no vacant land available within the ULL to accommodate the proposed development; and it is not reasonably feasible to accommodate the proposed development by re-designating land within the ULL; or
- The change is required to conform to applicable California or federal law.

4.4 Development Review and Mitigation

Under Measure J, each jurisdiction in the County must consider, evaluate, and develop programs to mitigate the impacts of new development on automobile, pedestrian, bicycle, and transit facilities, both locally and regionally. Additionally, Measure J directs jurisdictions to establish and adopt programs to ensure that new growth pays its share of the costs associated with that growth.

For projects that are anticipated to generate in excess of 100 net new peak hour vehicle trips, traffic studies are required to identify the project-specific transportation impacts on the local and regional street network. The City may set a different threshold for requirements of these studies. The traffic studies shall measure the impacts of a project on roads and at intersections using Level of Service (LOS) standards. In addition to identifying project-related impacts, traffic studies should provide a means for identifying mitigation measures—such as construction of roadway improvements or payment of a pro rata share of the cost to construct those improvements—in instances where the impacts of a project are anticipated to exceed specified LOS thresholds. General Plan programs that promote the use of transportation alternatives to the automobile may be incorporated by reference into the traffic study.

Regardless of whether a traffic study is prepared for a project, project developers are still required to pay mitigation fees to help fund planned improvements to the local or regional roadway system as part of broader mitigation programs. These programs include both a local portion to mitigate impacts on local streets and facilities, and a regional portion to fund regional and subregional transportation projects. Some examples of local transportation projects that may be funded in part by development mitigation fees are new bicycle routes and parking facilities. Where mitigation programs require payment of fees for purposes of mitigating the specific impacts of proposed development, the programs must preclude the possibility for Measure J monies to be used to offset or replace any development-related mitigation fees that would otherwise be collected from developers.

GUIDING POLICIES

GME-G-2 Provide adequate infrastructure and facilities to meet the demands of new development and population growth.

GME-G-3 Provide new and improved pedestrian, bicycle, parking and transit facilities, as envisioned in the Circulation Element.

The General Plan Circulation Element provides policy direction on pedestrian, bicycle, and transit related issues. (See Chapter 5).

IMPLEMENTING POLICIES

GME-I-3 Continue to require new development to pay its fair share of needed transportation improvements through impact fees, community benefit agreements, and other mechanisms.

Under the development mitigation programs, the City will collect fees to mitigate transportation impacts to both local and regional transportation facilities. This will ensure new development contribute a fair amount to maintain or improve transportation facilities and services in proportion to the demand generated by project occupants and users.

GME-I-4 Periodically update the City's transportation impact fee schedule to ensure the fees are commensurate with the associated costs of upgraded facilities and amenities.

The City also will compare its impact fee schedule to peer cities in the County to ensure they are reasonable and do not present a constraint to development.

GME-I-5 Approve a development project only after making findings that one or more of the following conditions are met:

- No revenue from Measure J will be used to replace or provide developer funding that has or would have been committed to any mitigation project;
- The development project will fully fund public facilities and infrastructure as necessary to

mitigate any impacts arising from the new development; and

- The development project will pay mitigation fees for public facilities and infrastructure improvements in proportion to the development's impacts.

GME-I-6 Prepare and adopt a five-year Capital Improvement Program (CIP) that describes City-sponsored capital projects. The CIP shall include funding sources covering the complete cost of the project as well as intended phasing, and be reviewed every five years so that it accurately reflects the City's priorities and community needs.

GME-I-7 Evaluate and support a regional development mitigation program consistent with the Countywide Comprehensive Transportation Plan that funds regional and sub-regional projects. Regional mitigation measures may include fees, assessments, exactions or other contributions that provide community facilities and infrastructure for planned and proposed development.

Policies specifically related to improving bicycle and pedestrian networks are included in Chapter 5: Circulation.

4.5 Transportation Planning

The City recognizes the important role played by transportation planning and supports cooperative transportation planning efforts with surrounding jurisdictions to manage growth. At the local level, San Pablo seeks to improve land use and transportation planning through policies that improve transit ridership, promote mixed use development along transit corridors (additional information are in Chapter 3 of the General Plan, the Land Use Element), encourage walkability and bikability with an interconnected system of walkways and bicycle routes (additional information are in Chapter 5, Circulation Element). At the regional level, San Pablo intends to participate in regional transportation planning in consultation with Contra Costa Transportation Authority, AC Transit, Bay Area Rapid

Transit (BART), other transportation agencies as well as nearby cities.

Goals and policies in this section will help to address transportation planning, particularly in relation to regional growth. Policies on circulation, road improvements, traffic standards, and transit related issues, are contained in the General Plan Circulation Element.



The City intends to pursue funding from the Contra Costa Transportation Authority for roadway projects to maintain level of service standards.

GUIDING POLICIES

- GME-G-4 Promote mixed-use, high density infill development and support land use patterns that make more efficient use of the transportation system.*
- GME-G-5 Continue to support a cooperative inter-jurisdictional growth monitoring and decision making process and coordinated planning between San Pablo and its neighboring cities, the County, and other public and regional agencies.*
- GME-G-6 Continue to support efforts to establish a regional approach to transportation and land use planning.*

- GME-G-7 *Coordinate circulation system plans with other jurisdictions' and agencies' plans, including but not limited to Richmond, Pinole, the Contra Costa Transportation Authority, and Caltrans.*

IMPLEMENTING POLICIES

- GME-I-8 Continue to participate in on-going, regional transportation planning efforts in cooperation with other jurisdictions and agencies to reduce cumulative regional traffic impacts.

The City will collaborate with neighboring cities and regional transportation agencies to create an efficient and balanced transportation system and support regional growth management efforts. Additionally, City staff will participate in Contra Costa Transportation Authority's conflict resolution process as needed to resolve disputes related to the development and implementation of Action Plans and other programs described in this Element.

- GME-I-9 Continue to work with West Contra Costa Transportation Advisory Committee (WCCTAC), the Contra Costa Transportation Authority and surrounding jurisdictions to help develop General Plans, Specific Plans, and other programs, and study the effect of large developments on the regional transportation system.

- GME-I-10 Continue to implement local actions specified in the adopted WCCTAC Action Plan in a timely manner, consistent with the adopted action plan.

- GME-I-11 Pursue funding from the Contra Costa Transportation Authority for roadway projects intended to maintain levels of service standards, implement Action Plans for Regional Routes, or provide for local improvements.

In no case will revenue from the CCTA Local Street Improvement and Maintenance Fund replace private developer funding for transportation projects needed to meet or maintain LOS standards that may be adversely affected as a result of new development in new growth areas.

GME-I-12 Assist Contra Costa Transportation Authority in maintaining the travel demand modeling system by providing the Authority with information on planned, proposed, and approved developments within the City.

GME-I-13 Adopt and implement a Transportation Systems Management ordinance or resolution, with the purpose of ensuring attainment of adopted traffic levels of service standards.

In accordance with court rulings on Bay Area Air Quality Management District's Rule 13, much of the implementation will be voluntary.

GME-I-14 As part of development review, require preparation of a traffic impact study for all development projects expected to generate more than 100 net new peak hour vehicle trips. Ensure that traffic impact studies, including an analysis of the impacts of project-related traffic and roadway improvements on pedestrians, bicyclists and transit users, are prepared by professional transportation consultants selected and hired by the City. Require that project proponents pay all fees associated with development of such studies.

The traffic impact study managed by City staff should be prepared according to CCTA's Technical Procedures, and the Institute of Transportation Engineers' Traffic Access and Impact Studies for Site Development, Proposed Recommended Practice. When the traffic study identifies significant impacts to pedestrian, bicycle and transit users as a result of a project, the study should identify appropriate mitigation measures to ensure that the level of comfort experienced by those users is restored or enhanced after construction of the project is complete.

GME-I-15 Apply the Contra Costa Transportation Authority's travel demand model and technical procedures to the analysis of General Plan amendments and developments exceeding 100 net new peak-hour vehicle trips for their impact on Regional Routes of Significance and Action Plan objectives.

GME-I-16 Approve proposed development projects expected to generate over 100 peak-hour trips only if findings of consistency with adopted traffic levels of service standards are found.

The findings of consistency will be made only if a traffic impact analysis shows that the development project is consistent with adopted Action Plans and will not result in violation of adopted LOS standards, unless:

- *Transportation improvement projects included in the City's five-year Capital Improvement Program will result in attainment of adopted LOS standards; or*
- *Findings of Special Circumstances, including appropriate mitigation measures, have been adopted by the City.*

GME-I-17 Ensure that all Regional Routes of Significance within the city maintain the following traffic level of service (LOS) standards (applicable to non-freeway routes and routes not subject to a Traffic Management Program):

- LOS mid D (peak hour volume to capacity ratio less than or equal to 0.85) at intersections along major arterials;
- LOS high E (peak hour volume to capacity ratio less than or equal to 0.99) at all intersections along San Pablo Avenue and San Pablo Dam Road and I-80; and
- LOS mid E (peak hour volume to capacity ratio less than or equal to 0.95) at specified intersections bordered by non-residential development where improvements would be prohibitively costly or overly disruptive. See also Policy C-I-8 in Chapter 5.

4.6 Housing Options

A good business climate allows businesses to conduct their affairs speedily while accessing quality high service and customers at low costs. San Pablo should continue to ease the cost of doing businesses through policies that simplify permitting and other application procedures, reduce barriers to investment, and implement local assistant programs as needed.

GUIDING POLICIES

GME-G-8 Periodically demonstrate reasonable progress in providing housing opportunities for all income levels.

IMPLEMENTING POLICIES

GME-I-18 Prepare an annual report summarizing San Pablo’s progress in implementing the General Plan Housing Element, and submit copies of the report to CCTA biennially.

Measure J requires that the annual report on the implementation of the Housing Element be submitted to CCTA every other year. The report must describe how the City intends to meet projected housing needs. Specifically, the report must note:

- The number of housing units approved, constructed or occupied in the City since the beginning of the reporting period, compared to the average number of units needed annually to meet the fair share regional housing need; or*
- A description of how the City has adequately planned to meet the existing and projected housing needs through the adoption of land use plans and regulatory systems which provide opportunities for, and do not unduly constrain, housing development; or*
- A description of how the plans and policies of the General Plan and the land use regulations of the Zoning Ordinance facilitate the improvement and development of the City’s fair share regional housing need.*

Additionally, the report must provide an analysis of transportation impacts of the City's housing development projects on local and regional transit systems, and report on the City's progress to incorporate measures supporting bicycle, pedestrian and transit access into its development approval process.

5 CIRCULATION

The Circulation Element is intended to ensure an efficient circulation system for all road users. The Element is based on a fundamental philosophy that traffic conditions in the city can be managed through a comprehensive program of transportation planning, land use planning, and growth management strategies. This Element includes provisions for roadway, transit, pedestrian, and bicycle transportation modes, as well as parking, trucks, and transportation demand management strategies.

State law recognizes that circulation and land use are closely related and requires that policies in this Element and the Land Use Element be linked. Careful integration of the City's traffic and circulation policies with its land use policies will ensure that existing and future developments are well served by different modes of travel. The City is committed to designing a multi-modal system of regional routes, local roads, public transit, and bicycle and pedestrian routes that will enhance the community and protect the environment.

5.1 Circulation Framework

Transportation planning plays an important role in cities because it helps achieve a balanced, efficient circulation system. In San Pablo, this planning is carried out in a three pronged approach. First, transportation policies and programs are based on land use planning. Second, the City's planning efforts are integrated with those of Contra Costa Transportation Authority (CCTA) and Caltrans in a cooperative, regional effort. Third, existing roadways are constantly being improved upon to accommodate and balance the current and future needs of all users. The concurrent implementation of all three strategies helps San Pablo's circulation system to operate at an optimal level.

The Circulation Element provides policies and specific actions to guide a “Complete Streets” concept for circulation planning. The objective is to create a balanced transportation network that serves the needs of bicyclists and pedestrians as well as motor vehicles. In addition, the proposed network is designed to encourage pedestrian activity, particularly at high-activity centers, and reduce auto-dependence by facilitating the use of alternative modes of travel.

Complete Streets

To further the goal of optimizing travel by all modes, this General Plan incorporates the concept of “Complete Streets”. Complete Streets are designed and operated to enable safe, attractive, and comfortable access and travel for all users, including motorists, pedestrians, bicyclists, children, seniors, individuals with disabilities, and users of public transportation.

While there is no standard design template for a Complete Street, it generally includes one or more of the following features: bicycle lanes, wide shoulders, plenty of well designed and well placed crosswalks, crossing islands in appropriate midblock locations, bus pullouts or special bus lanes, audible pedestrian signals, sidewalk bulb-outs, center medians, and street trees, planter strips and ground cover. Complete Streets create a sense of place and improve social interaction due to their emphasis on encouraging pedestrian activity.



The complete streets concept is about re- envisioning roadways as a system to move people, not just cars.

In September 2008, the Governor signed into law the California Complete Streets Act, requiring General Plans develop a plan for a multi-modal transportation system. The goal of the Act is to encourage cities to rethink policies that emphasize automobile circulation and prioritize motor vehicle improvements, and come up with creative solutions that emphasize all modes of transportation. Complete Streets design has many advantages. When people have more transportation options, there are fewer traffic jams and the overall capacity of the transportation network increases. Additionally, increased transit ridership, walking, and biking can reduce air pollution, energy

consumption, and greenhouse gas emissions, while improving the overall travel experience for road users.

5.2 Roadway Network

The Roadway Network categorizes roadways and other transportation facilities. Each classification reflects the character of the roadway as well as its function within the context of the entire circulation system. Each classification has standards considering a facility's relation to surrounding land uses, existing right-of-way, accessibility via other roadways, and appropriate travel speeds. It prioritizes travel modes for each road, but also how to accommodate multiple travel modes. Roadway classifications are shown in **Figure 5-1** and are described below. Street cross sections are in **Figure 5-3**. **Table 5.2-1** summarizes the modes for each type of transportation facility.

ROADWAY TYPOLOGIES

State Highway– This classification is for Interstate 80, which serves high volumes of high speed regional vehicle traffic, including automobiles and trucks. Bicycles and pedestrians are prohibited.

Auto Arterial – Auto Arterials are two- or four-lane roadways that serve high volumes of regional motor vehicle traffic including automobiles and trucks. These roadways prioritize vehicles; bicycle and pedestrian movements are secondary. Auto Arterials have limited intersections and curb cuts, and they serve as primary connections between destinations both within and outside of the city. Transit riders are served on these roadways except for along Giant Road. San Pablo Avenue, Giant Road, and San Pablo Dam Road also serve as truck routes. All Auto Arterials provide bicycle access; however, the higher design volumes on these roadways also require bike signage and painted arrows in Class III designations. On-street parking is generally not provided along Auto Arterials. Sidewalks are required on at least one side of the roadway.

Urban Arterial – Urban Arterials are similar in function to Auto Arterials, but different in character. They are two- or four-lane roadways that serve high volumes of regional motor vehicle traffic. However, they also provide access to adjacent neighborhoods and pedestrian-intensive commercial areas, and

they better accommodate bicycle and pedestrian traffic. They provide primary connections within the city, and have frequent intersection and points of access. With the exception of Rumrill Boulevard south of Market Street, the roadways include a Class II bike lane. Most importantly, Urban Arterials emphasize the pedestrian environment: they have continuous sidewalks with a minimum width of eight feet; a continuous row of street trees, and well-delineated sidewalks.

Mixed Use Boulevard – These roadways are located along the city’s central commercial corridors and accommodate moderate to high volumes of through-traffic within and beyond the city. They provide access to retail, commercial, and high-intensity residential land uses while facilitating traffic to the freeway network and through the city. They are also key transit corridors for AC Transit bus service. Signal preemption for transit vehicles, bus stops/shelters, and, where appropriate, bus lanes, are provided. Other travel modes, including automobiles and bicycles, are accommodated in the roadway, but if there are conflicts, transit has priority. Continuous Class II bike lanes are provided. Pedestrians in general have priority on these roadways, and particularly around major retail commercial nodes. Pedestrians are accommodated with minimum eight-foot sidewalks on both sides of the street, and amenities around bus stops (e.g. shelters, benches, lighting, etc). There are continuous street trees and pedestrian-scale lighting, as well as well-delineated crosswalks, curb ramps, pedestrian refuges and actuated pedestrian signals where appropriate.

Avenue – Avenues function as collector streets, connecting Local Streets to Auto and Urban Arterials and Mixed Use Boulevards. Avenues have moderate to high volumes of vehicular traffic, and accommodate equally automobiles, bicycles, and pedestrians within the right-of-way. Transit use, if any, is incidental, and pedestrians are provided with continuous sidewalks (six-foot minimum width) on both sides of the street. On-street parking is allowed and encouraged.

Local Street – Automobiles, bicycles, and pedestrians are accommodated equally in the right-of-way. Transit use, if any, is incidental. Local streets accommodate low volumes of local traffic and primarily provide access to abutting property. On-street parking is provided and through-traffic is discouraged. Traffic calming techniques to slow and discourage through-automobile and truck traffic may be appropriate.



San Pablo contains a range of street types, from auto-dominated state highways and multi use boulevards (top) to local streets (bottom) which are more amenable to pedestrians and cyclists.

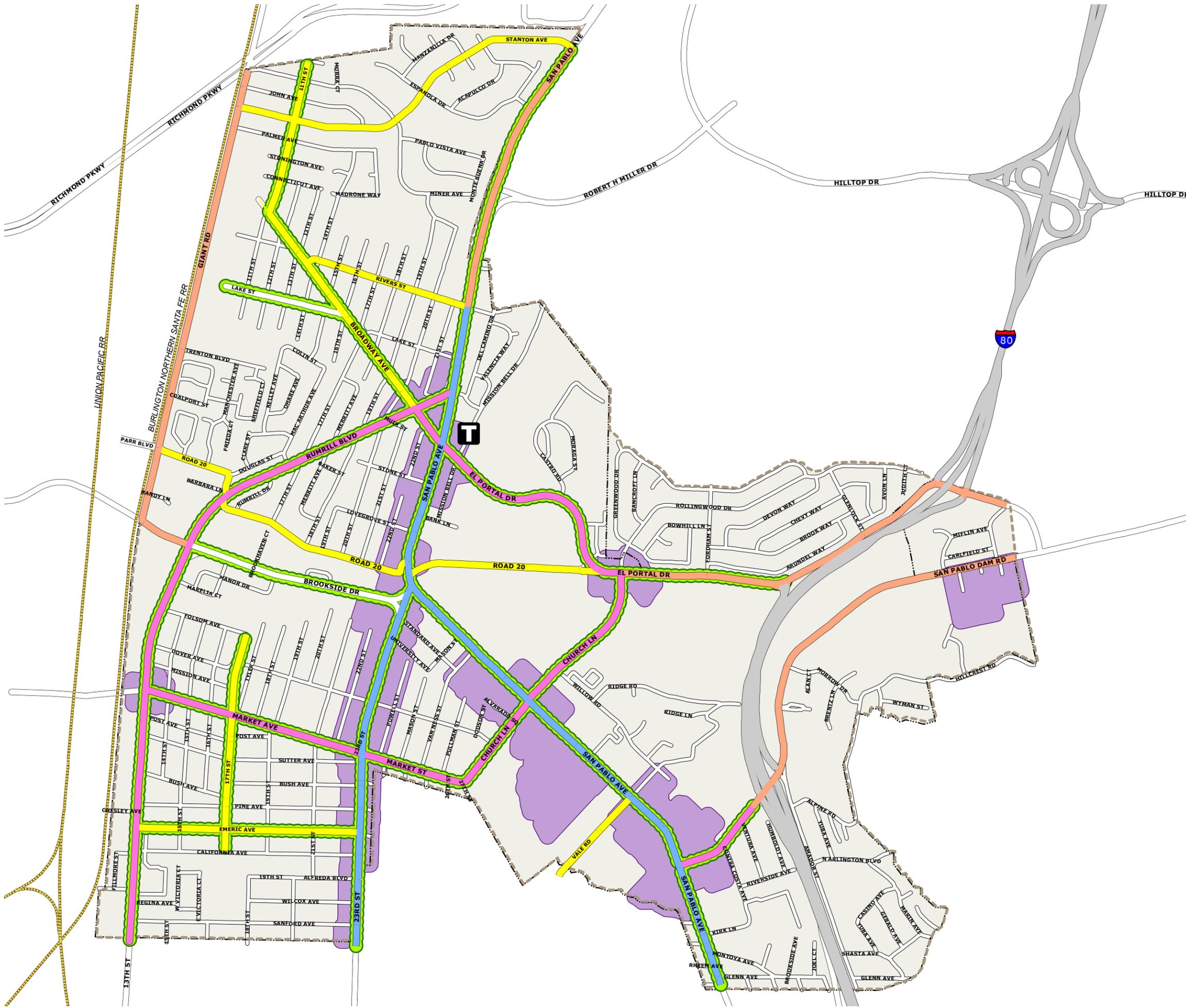
Figure 5-1
Proposed Roadway System

-  State Highway
-  Mixed Use Boulevard
-  Urban Arterial
-  Auto Arterial
-  Avenue
-  Local

-  Major Transit Hub

-  Pedestrian Priority Zone
-  Green Street Overlay

-  Planning Area
-  City Limits
-  Railroads



SOURCE: Contra Costa County, 2010; City of San Pablo, 2010; Dyett & Bhatia, 2010.

Table 5.2-1 Transportation Facilities Matrix

Facility	Transit	Bicycles	Pedestrians	Trucks	Automobiles
State Highway	□	×	×	□	□
Auto Arterial	□	□	○	■	■
Urban Arterial ¹	■	■	□	○	■
Mixed Used Boulevard	■	□	■	□	□
Avenue	○	□	□	○	□
Local	○	□	□	×	□

■ = Dominant
 □ = Accommodated
 ○ = Incidental
 × = Prohibited

¹ Transit has priority over bicycles on Urban Arterials, where conflicts exist.

Green Street Overlay – These streets comprise a network of pedestrian-intensive corridors as well as key access routes to commercial destinations and public facilities, specifically parks and open space. They are intended to have rows of continuous street trees providing shade on both sides of the street. The overlay applies to streets of all classifications.

Major Transit Hub – This is a transfer point where high volume transit lines intersect. It is located at Contra Costa College near the triangle of Rumrill Boulevard, Broadway Avenue, El Portal Drive, and San Pablo Avenue in the Pedestrian Priority Zone.

Pedestrian Priority Zones – These are zones in which high volumes of pedestrian traffic are encouraged and accommodated along the sidewalk. They include portions of San Pablo Avenue and 23rd Street and mixed use zones around neighborhood centers, the College, schools and other public facilities. Sidewalks should be a minimum of eight feet wide with ample pedestrian amenities. Building frontages should provide a high level of pedestrian interest, with ample windows, doors and architectural articulation. Pedestrian crossings should have a high priority at intersections. In some locations, well-protected mid-block crosswalks may be appropriate.



It is important that both drivers and pedestrians clearly see the crossings. Marked crosswalks guide pedestrians and alert drivers to a crossing location

PLANNED IMPROVEMENTS TO ACCOMMODATE BUILDOUT

To achieve a balance between existing and future land use and traffic carrying capacity, improvements to the roadway network are planned. Major street improvements planned or programmed for San Pablo are described in **Table 5.2-2** and shown in **Figure 5-2**.

Table 5.2-2 Major Transportation Improvements

No.	Project	Location and Description
1	Broadway Traffic Calming and Resurfacing	Paving, striping, tree grate replacement, new traffic signal and raised pedestrian crossings on Broadway from El Portal Drive to 11th Street.
2	23rd Street Rehabilitation	Localized section replacements and overlay, and sidewalk and curb ramp upgrade; Dover Ave to southern city limits.
3	El Portal Gateway	Utility undergrounding, construct roadway safety improvements, streetscape and bicycle/pedestrian path between Church Lane and I-80.
4	I-80 / San Pablo Dam Road Interchange Reconstruction	Reconstruction of freeway interchange and bridge overcrossing. Specifically, the project includes: <ul style="list-style-type: none"> • Adding turn lanes on San Pablo Dam Road to I-80 on-ramps; • Replacement and relocation of pedestrian overcrossing serving Riverside Elementary School; • Relocation of El Portal Drive westbound on-ramp to the north to form a

Table 5.2-2 Major Transportation Improvements

No.	Project	Location and Description
		<p>diamond interchange ramp configuration;</p> <ul style="list-style-type: none"> • Construction of new one-way limited access frontage road to the south side of I-80 between San Pablo Dam Road and McBryde Avenue and elimination of existing McBryde off-ramp. McBryde-bound traffic would use San Pablo Dam Road exit. • Widening of I-80 westbound exit to San Pablo Dam Road to two lanes from one lane; • Replacement of San Pablo Dam Road overcrossing with a 6-lane bridge with shoulders and sidewalks; • Relocation of the Amador Street/San Pablo Dam Road intersection to the east and add a westbound left-turn lane; • Realignment of I-80 eastbound ramps to create a diamond interchange.
5	Wildcat Creek Trail, Davis Park to 23rd Street	Construct a paved trail along Wildcat Creek for pedestrians and bicyclists between Davis Park and 23rd Street.
6	Rumrill Blvd Bridge Replacement	Replacement of bridge over San Pablo Creek and associated improvements at the Rumrill/Brookside intersection immediately adjoining the bridge.
7	Road 20 / El Portal Dr Intersection Reconfiguration	Redesign and reconfigure intersection.
8	San Pablo Dam Rd Upgrade & Sidewalk Path & Gap Fix	Reconstruct and upgrade San Pablo Dam Road, sidewalks, curbs and gutters.
9	23rd Street Revitalization Phase III	Improvements to enhance safety for all modes including road diet, new medians, wider sidewalks, parking reconfiguration, traffic signal and streetscape.
10	San Pablo Avenue Overlay	San Pablo Avenue Overlay: overlay between San Pablo Dam Road and 23rd Street, including sidewalk repairs, curb and gutter replacement, median island upgrades and street tree replacement.
11	Old Town Traffic Calming	Implementation of traffic calming measures such as curb extensions, raised crosswalks, traffic circles, striping and signage (pending public input).
12	Wildcat Creek Trail: 23rd Street to eastern San Pablo city limit	Construct segments of Wildcat Creek Trail, to connect the Bay Trail and Ridge Trail, between 23rd Street and the eastern limit of the City of San Pablo.
13	San Pablo Dam Road Medians and Landscaping	Construct median islands with landscaping between I-80 to El Portal Drive.
14	Church Lane Bridge: Widening at San Pablo Creek	Widen bridge to allow for sidewalk and bike lane at San Pablo Creek south of El Portal Drive.
15	San Pablo Avenue Sidewalk Construction	Complete gaps in sidewalks on San Pablo Avenue between Rivers Street and Lancaster Street.
16	San Pablo Ave Bridge Sidewalk Elevation	Elevate walkway (on west side) to roadway level for safety and improved access.

Table 5.2-2 Major Transportation Improvements

No.	Project	Location and Description
17	Giant Road Improvements	Improvements to enhance safety on Giant Road from Brookside Drive to Miner Ave.
18	Rumrill Gateway	Improvements to improve safety on Rumrill Boulevard from Costa Ave to Brookside Drive.
19	San Pablo Dam Rd – Ventura Ave Intersection Reconfiguration	Redesign and reconfigure existing intersection to eliminate safety hazard and enhance traffic flow on San Pablo Dam Rd entering onto I-80 westbound.
20	School Zone Traffic Safety Improvements	Traffic calming measures, sidewalk repairs, curb ramp installations, crosswalk lights, signage, etc.
21	ADA Traffic Signal & Crosswalk Modifications	Traffic signal upgrades, crosswalk modifications and curb ramps to enhance mobility.

Note: ROW = Right-of-Way acquisition.

Sources: Contra Costa County Transportation Authority, 2009 Countywide Comprehensive Transportation Plan, adopted June 17, 2009. City of San Pablo.

Figure 5-2
Planned Improvements

 Planned Improvements (see Table)

 Old Town Improvement Area

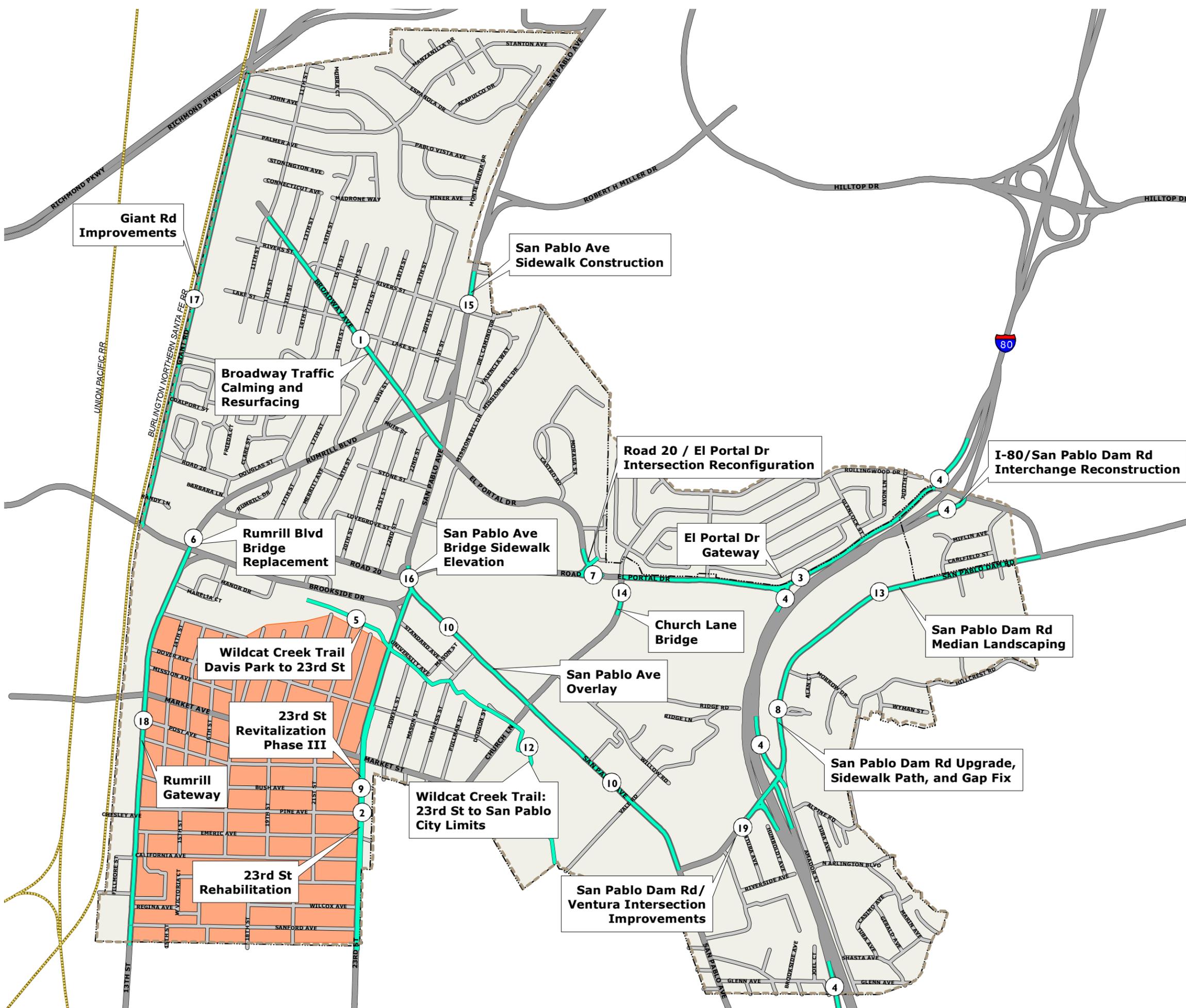
 Planning Area

 City Limits

 Major Roads

 Minor Roads

 Railroads



SOURCE: Dowling, 2010; Contra Costa County, 2010; City of San Pablo, 2010; Dyett & Bhatia, 2010.

STREET DESIGN STANDARDS

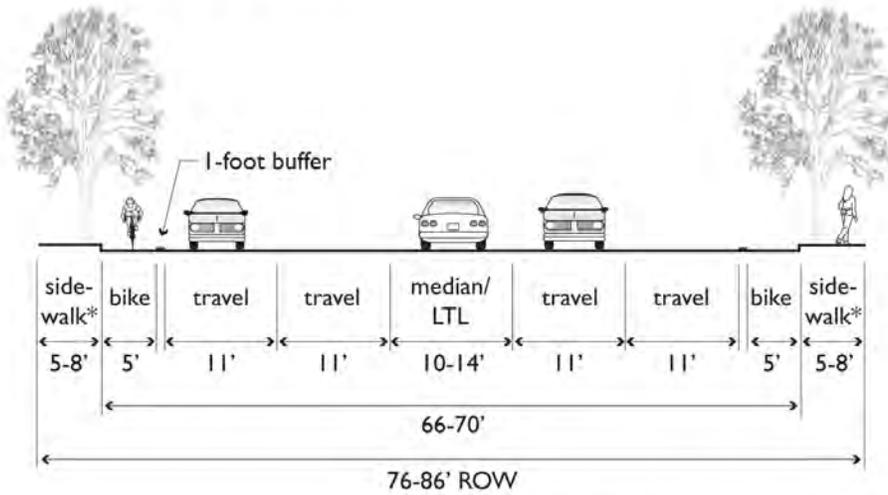
Street design standards, illustrated in **Figure 5-3**, establish typical street sections for each roadway classification. Details include sidewalks, bike lanes, travel lanes, medians/left turn lanes (LTL), two-way left turn lanes (TWLTL), and parking areas. These street sections are intended to:

- Provide guidance for a system of complete streets that will implement General Plan policies.
- Ensure that streets have appropriate facilities and dimensions to fulfill their intended function, consistent with the General Plan, and to support multiple modes of travel.
- Ensure that streets to have adequate capacity, while minimizing width to create strong neighborhood character.
- Create a system of sidewalks and bikeways which promote safe walking and bicycle riding for transportation and recreation.

All street designs are subject to review and approval by the Planning Commission, City Council, Planning Department and Public Works Division.

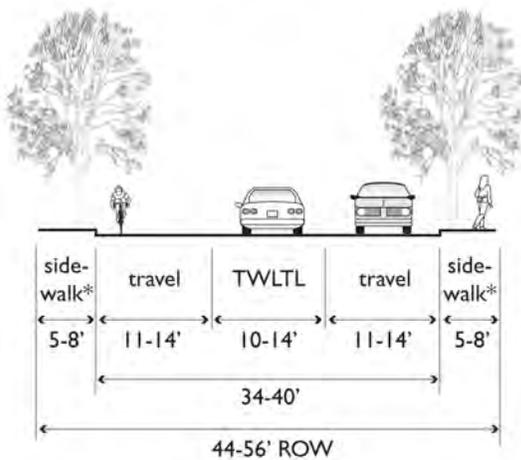
Figure 5-3 Typical Street Sections

Auto Arterial (4 lanes)



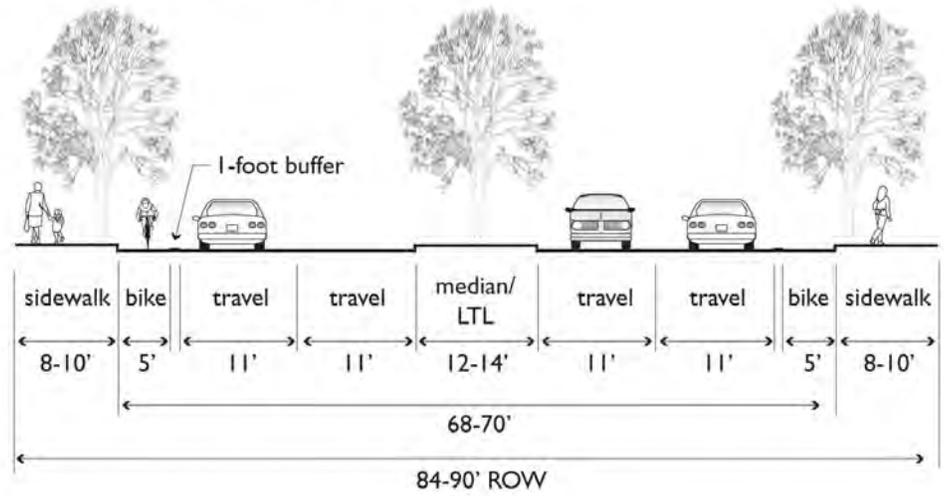
* Sidewalk where roadway is adjacent to uses and where ROW permits

Auto Arterial (2 lanes)

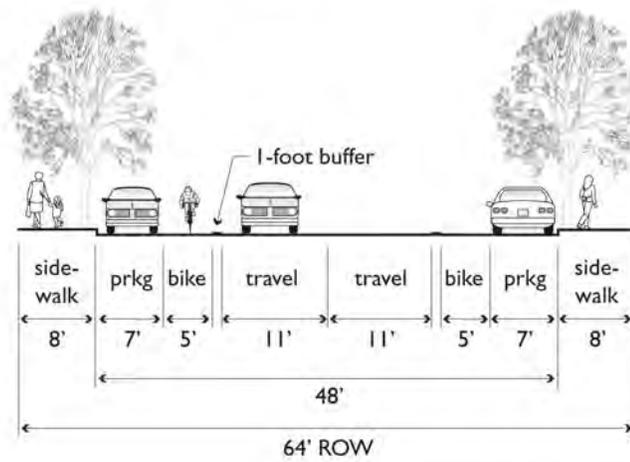


* Sidewalk where roadway is adjacent to uses and where ROW permits

Urban Arterial (4 lanes)

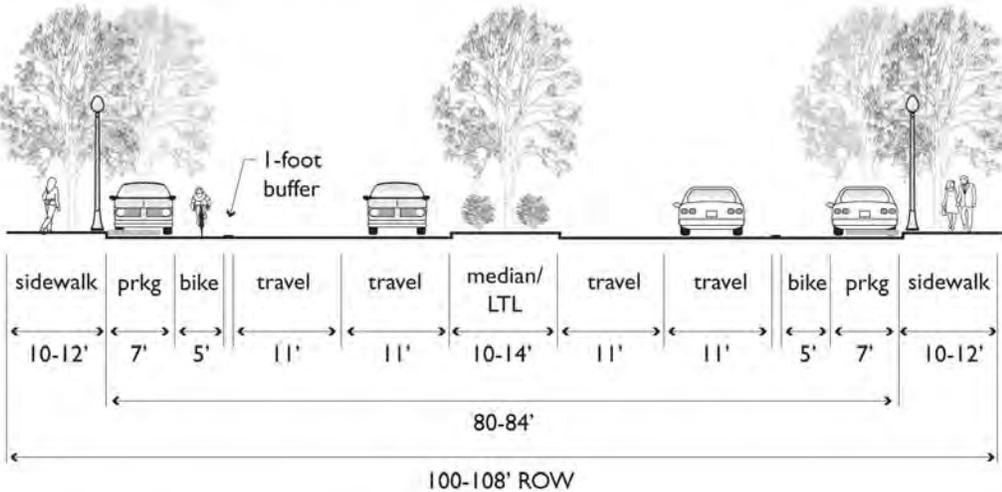


Urban Arterial (2 lanes)

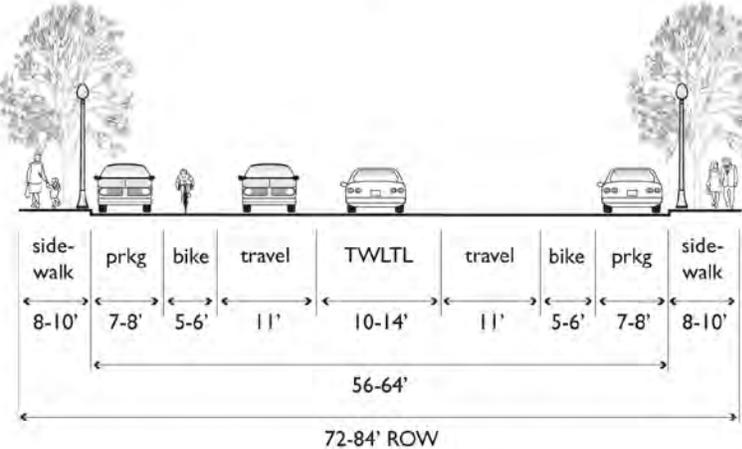


Typical Street Sections (continued)

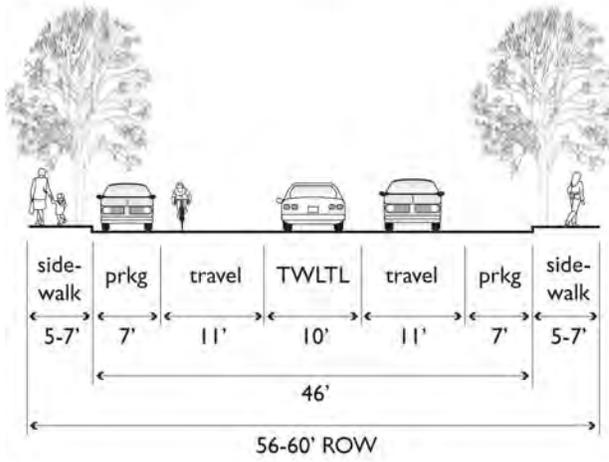
Mixed-Use Boulevard (4 lanes)



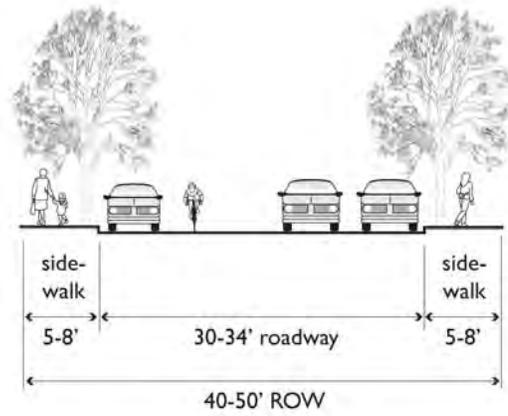
Mixed-Use Boulevard (2 lanes)



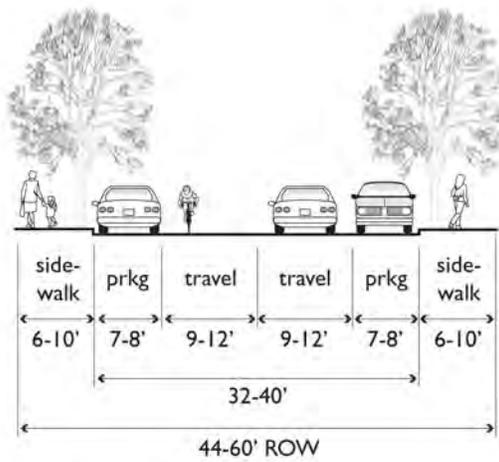
Avenue (2 lanes + TWLTL)



Local



Avenue (2 lanes)



STANDARDS FOR LEVEL OF SERVICE

Measurement standards for level of service (LOS) help to implement the Complete Streets framework and apply the appropriate evaluation tool for each street type. The traffic LOS standards for Auto Arterials are established in Policy C-I-7. The multi-modal LOS is a set of qualitative indicators for transit users, pedestrians, and bicyclists, respectively, and applies to Urban Arterials, Mixed Use Boulevards, Avenues, and Local Streets. For bicyclists and pedestrians, the standards are set in policy C-I-17. For transit users, the standard is set in policy C-I-25.

CCTA Traffic Level of Service

The West Contra Costa Transportation Advisory Committee's 2008 Action Plan and the Countywide Transportation Plan adopted by the Contra Costa Transportation Authority (CCTA) identify Routes of Regional Significance—roadways that connect regions, counties, transit hubs, or substantial through-traffic. In San Pablo, San Pablo Avenue, 23rd Street, San Pablo Dam Road, and El Portal Drive are designated as Routes of Regional Significance, which are part of CCTA's Congestion Management Program (CMP) network. As described in Chapter 4, Growth Management, (Policy GME-I-17), traffic levels on these routes will be maintained to achieve Level of Service (LOS) consistent with the CMP.

Vehicle Traffic LOS is a quantitative and qualitative assessment of motorists and passengers' perceptions of traffic conditions. LOS applies quantifiable traffic measures such as average speed, intersection delays, and volume-to-capacity (V/C) ratios to approximate driver satisfaction. These measures differ by roadway type because the user's perceptions and expectations vary by roadway type. The CCTA LOS methodology (called CCTALOS) was used to calculate the vehicle traffic LOS, which is documented in the next section. The signalized intersection LOS was assigned based on the V/C ratio as shown in **Table 5.2-3**.

Table 5.2-3 Qualitative Description of LOS (Auto Arterials)

<i>LOS</i>	<i>Expected Delay</i>	<i>V/C Ratios</i>
A	Little or no delay	≤0.60
B	Short traffic delays	0.61 to 0.70
C	Average traffic delays	0.71 to 0.80
D	Long traffic delays	0.81 to 0.90
E	Very long traffic delays	0.91 to 1.00
F	Extreme delays; potentially affecting other traffic movements in the intersections	> 1.00

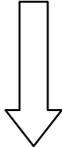
Source: CCTA, *Technical Procedures Update*, July 2006.

Multi-Modal Level of Service

To apply the Complete Streets framework, this Circulation Element identifies qualitative indicators that may be used to prioritize improvements and evaluate projects, for all users, including transit riders, pedestrians, and cyclists. These indicators are based on research for the National Cooperative Highway Research Program.⁸ An LOS grade is established for each mode, based on the user's perceptions of the quality of service provided by the street. These grades correspond to numerical scores, which are calculated using a variety of inputs that cover the facility design, facility controls, and volumes by mode. The thresholds for each grade are shown in **Table 5.2-4** and described in the text below.

⁸ National Cooperative Highway Research Program. "Multimodal Level of Service Analysis for Urban Streets" Report 616. Washington, DC: 2008.

Table 5.2-4 Definition of Multi-modal Level of Service Indicators

LOS	Transit	Bicycle	Pedestrian
A	(Good walk access to bus stops, frequent service, good bus stop amenities.)	(Few driveway and cross street conflicts, good pavement condition, ample width of outside lane, including parking and bike lanes.)	(Low traffic volumes, wide buffer separating sidewalk from traffic, numerous street trees, and high parking occupancy.)
B			
C			
D			
E			
F	(Poor walk access to bus stops, infrequent service, poor schedule adherence, no bus stop amenities.)	(Poor pavement condition, narrow width of outside lane, frequent driveways and cross streets.)	(High traffic volumes, limited buffer separating sidewalk from traffic, few street trees, low parking occupancy.)

Source: Dowling Associates, 2010.

The Bicycle LOS is a weighted combination of the bicyclists’ experience at intersections and on street segments in between the intersections. The numerical score is dependent on:

- Width of the paving between the outside lane stripe and the edge of pavement (which includes parking lane and bike lane, if present);
- Presence of striped bike lanes or wide outside travel lanes and the pavement condition;
- Pavement condition; and
- Vehicle speeds and volumes.

Pedestrian LOS is based on pedestrian density and a weighted combination of factors related to pedestrians’ experience on the street segment and at intersections as well as roadway crossing difficulty. The numerical score is dependent on:

- Width of the buffer,
- Presence of parking lane and/or bike lane;
- Number of street trees;
- Parking occupancy, and
- Traffic volumes.

For transit LOS, the numerical score is dependent on:

- Average scheduled headway and on-time performance;
- Bus speed and perceived travel time;
- Bus stop amenities; and
- Pedestrian LOS (e.g. pedestrian volumes, intersection controls).

INTERSECTION LEVEL OF SERVICE FOR EXISTING AND PLAN BUILDOUT CONDITIONS

Traffic volumes at 24 signalized intersections, as shown in **Table 5.2-5**, were collected between February 2004 and August 2006 to determine existing traffic conditions. To determine existing LOS and the impact of proposed General Plan development on future traffic conditions in 2030, a CCTA Countywide Travel Demand Model was used to forecast volumes at these intersections. Traffic volume-to-capacity ratio and the resultant LOS for existing conditions and for the buildout in 2030 under the General Plan are shown in **Table 5.2-5**. Based on the intersection LOS thresholds, all of the study intersections are operating at acceptable LOS during the AM and PM peak hours under existing conditions.

With the implementation of the proposed General Plan, all intersections on Basic Routes (that is, routes that are not on CCTA's Routes of Regional Significance) would operate at acceptable level of service but the proposed General Plan coupled with projected regional growth would cause one intersection and three I-80 ramps to operate below LOS standards during one or both peak hours. These intersections and freeway ramps are highlighted in the table below.

Table 5.2-5 Peak Hour Intersection Operations Summary – Existing and Plan Buildout Conditions

<i>Intersection</i>	<i>Peak Hour</i>	<i>Existing¹</i>		<i>Plan Buildout (2030)</i>	
		<i>LOS</i>	<i>V/C</i>	<i>LOS</i>	<i>V/C</i>
1 San Pablo Ave/Robert Miller Dr	AM	A	0.32	A	0.43
	PM	A	0.47	A	0.51
2 San Pablo Ave/Rivers St	AM	A	0.52	B	0.63
	PM	A	0.58	B	0.65
3 San Pablo Ave/Rumrill Blvd	AM	A	0.44	A	0.60
	PM	B	0.63	C	0.80
4 San Pablo Ave/El Portal Dr-Broadway Ave	AM	A	0.54	B	0.61

Table 5.2-5 Peak Hour Intersection Operations Summary – Existing and Plan Buildout Conditions

Intersection	Peak Hour	Existing ¹		Plan Buildout (2030)	
		LOS	VIC	LOS	VIC
	PM	A	0.58	C	0.77
5 Giant Rd/Parr Blvd-Rd 20	AM	A	0.24	A	0.38
	PM	A	0.25	A	0.36
6 San Pablo Ave/Rd 20	AM	A	0.54	B	0.62
	PM	B	0.65	D	0.81
7 San Pablo Ave/Church Lane	AM	C	0.76	D	0.88
	PM	A	0.58	C	0.77
8 San Pablo Ave/Vale Rd	AM	A	0.45	B	0.63
	PM	A	0.43	C	0.73
9 San Pablo Ave/San Pablo Dam Rd	AM	A	0.49	B	0.66
	PM	B	0.63	F	1.03
10 San Pablo Ave/Rheem Ave	AM	A	0.46	B	0.62
	PM	A	0.40	A	0.58
11 23rd St/Dover Ave	AM	A	0.39	A	0.57
	PM	A	0.31	A	0.51
12 23rd St/Market Ave	AM	A	0.54	D	0.80
	PM	A	0.51	C	0.70
13 23rd St/Rheem Ave	AM	B	0.64	B	0.60
	PM	A	0.56	A	0.58
14 Rumrill Blvd/Broadway Ave	AM	A	0.52	C	0.78
	PM	A	0.54	C	0.73
15 Rumrill Blvd/Brookside Dr	AM	A	0.46	A	0.56
	PM	A	0.42	A	0.55
16 Rumrill Blvd/Market Ave	AM	A	0.59	B	0.69
	PM	A	0.54	C	0.70
17 Rumrill Blvd/Rheem Ave	AM	A	0.45	A	0.58
	PM	A	0.40	A	0.51
18 El Portal Dr/Rd 20	AM	A	0.35	A	0.36
	PM	A	0.33	A	0.34
19 Church Ln/El Portal Dr	AM	A	0.57	B	0.64
	PM	A	0.50	A	0.54
20 I-80 WB off-ramp/El Portal Dr	AM	C	0.77	F	1.04
	PM	C	0.79	F	1.05
21 I-80 EB ramp/El Portal Dr	AM	C	0.73	C	0.76
	PM	D	0.83	E	0.96
22 El Portal Dr/San Pablo Dam Rd	AM	C	0.73	D	0.90
	PM	B	0.68	D	0.84
23 San Pablo Dam Rd/Amador St/I-80 EB on-ramp	AM	B	0.63	F	1.03
	PM	B	0.60	E	0.98

Table 5.2-5 Peak Hour Intersection Operations Summary – Existing and Plan Buildout Conditions

Intersection	Peak Hour	Existing ¹		Plan Buildout (2030)	
		LOS	VIC	LOS	VIC
24 I-80 WB off-ramp/San Pablo Dam Rd	AM	C	0.75	D	0.84
	PM	B	0.62	A	0.53

¹Existing traffic volumes were collected between February 2004 and August 2006.

Source: Dowling Associates, Inc., January 2010

GUIDING POLICIES

Overall Transportation System

- C-G-1* *Develop a transportation system that meets the needs of all segments of the community, including residents, businesses, visitors, and the region.*
- C-G-2* *Protect the character of local residential streets.*
- C-G-3* *Ensure that new development pays its fair share of the costs of new and improved transportation facilities.*

Measurement Standards

- C-G-4* *Maintain acceptable levels of service for all modes of travel.*
- As part of this General Plan, the City has established mode priorities by street type, as shown in Table 5.2-1.*

IMPLEMENTING POLICIES

Overall Transportation System Planning

- C-I-1* *Design and operate city streets based on a “Complete Streets” concept that enables safe, comfortable, and attractive access and travel for pedestrians, bicyclists, motorists, and transit users of all ages and abilities.*
- Complete Streets create a sense of place and improve social interaction, while generally improving the values of adjacent property. This*

policy is consistent with the California Complete Streets Act of 2008 (AB 1358) in September 2008.

C-I-2 Include “Complete Streets” considerations in the design of all circulation improvement projects.

These new design considerations include, but are not limited to, the following:

- Landscaping (trees, medians, key intersections and gateways) that uses drought-resistant plant species, whenever possible, to conserve water;
- Minimized ingress and egress points, consolidated entries;
- Public transit facilities and improvements;
- Safety criteria such as lighting and traffic calming devices for residential streets;
- Sign design (including commercial signs, street signs, entry signs, directional signs);
- Street furniture;
- Bus stop locations and sidewalk widening, as needed; and
- On and off-street parking management.

C-I-3 Ensure that public right-of-way improvement designs are consistent with the character of each neighborhood.

C-I-4 Continue to work with the Public Safety Commission in its review and recommendation of public right-of-way safety improvements.

C-I-5 Install traffic calming devices, such as signage, road bulbs (also called curb extensions), chicanes, raised crosswalks, and speed humps, as needed and appropriate in existing neighborhoods.

C-I-6 In consultation with PG&E, study the feasibility of a program for converting city-owned street lights to light-emitting diode (LED) technology, and take advantage of rate reductions and rebates, as applicable.

PG&E’s LED Street Light Program launched in March 2009 provides incentives for customers interested in replacing traditional bulbs with LEDs.

Key advantages of quality LED street lights include: improved night visibility; significantly longer lifespan; lower energy consumption; reduced maintenance costs; instant-on with no run-up or re-strike delays; no mercury, lead, or other known disposable hazards; lower environmental footprint; and an opportunity to implement programmable controls (e.g. bi-level lighting).

Measurement Standards

- C-I-7 Apply traffic Level of Service (LOS) standards to signalized intersections on Regional Routes of Significance to be consistent with the Contra Costa Transportation Authority’s West County Action Plan. (See Policy GME-I-17 in Chapter 4, Growth Management Element.)
- C-I-8 Accept LOS F at the intersection of San Pablo Dam Road and San Pablo Avenue opposite Lytton Casino and at I-80 ramps at El Portal Drive and San Pablo Dam Road/Amador Street during two hour peak periods (a.m. and p.m.) as an interim standard until feasible traffic improvements can be designed, funded and constructed.
- C-I-9 Design, evaluate, and implement improvements to the intersection of San Pablo Avenue and San Pablo Dam Road, upon collection of more specific data from Caltrans on anticipated (or measured) changes to traffic volumes related to their I-80 ramp improvement projects. Based solely on the CCTA model assumptions, a set of improvements that would mitigate regional growth and proposed project impacts include:
- Converting the southbound through lane on San Pablo Avenue to a left-or-through lane to provide a total of one left-turn-only lane, one left-or-through lane and one through-or-right lane; and
 - Modifying the traffic signal timing to allow “split phases” for the northbound and southbound movements.
- C-I-10 Manage local residential streets (i.e., streets with direct driveway access to homes) to limit average

daily vehicle volumes to 2,000 or less and keeping speeds between 15 and 25 miles per hour.

- C-I-11 Require new development to provide traffic improvements necessary to accommodate trips generated by the project without violating traffic LOS standards established by Policy C-I-7 or increasing the travel delay index above that established for Interstate 80 unless the City adopts Findings of Special Circumstances.

Findings of Special Circumstances are findings made by the City, that override the traffic level of service standards established in Policy C-I-7, when a city street does not meet its adopted standard.

- C-I-12 Schedule public transportation improvement projects in the Capital Improvement Program (CIP).

The City will continue to pay for street improvements through a combination of CIP funds, funding for improvements made in conjunction with private land developments, and other funds, as available.

- C-I-13 Continue cooperative efforts with CCTA to identify streets and intersections with unacceptable traffic LOS standards and implement programs to upgrade them, consistent with the Complete Streets policy. See Growth Management Element for additional details

5.3 Bicycle and Pedestrian Circulation

BICYCLE CIRCULATION

The Proposed Bicycle System, shown in **Figure 5-4**, is a critical component of the circulation network. It shows both bicycle routes and improved signage to improve access and safety. It provides bicyclists with a complete network of continuous and safe access to all parts of the city, and particularly to local destinations. These designations support the CCTA Countywide Bicycle and Pedestrian Plan bicycle network, specifically along San Pablo Avenue, which is identified as key north-south multi-jurisdictional connection.

The Bicycle System includes three types of bikeway classifications, consistent with Chapter 1000 of the Caltrans Highway Design Manual:

- Class I – A facility completely separated from vehicular roadways and designed for the exclusive use of bicyclists and pedestrians. Crossing points are minimized.
- Class II – A designated lane for the exclusive or semi-exclusive use of bicycles with through travel by motor vehicles or pedestrians prohibited, but with vehicle parking and cross-flows by pedestrians and motorists permitted.
- Class III – A right-of-way designated by signs or permanent markings and shared with pedestrians and motorists.

San Pablo currently has a limited number of bicycle facilities. Class I bike paths are found along the northern edge of John Hubert Davis Park. Class II bike lanes are found along Rumrill Boulevard between San Pablo Avenue and Brookside Drive, and along San Pablo Avenue between 23rd Street and Evens Avenue.

The General Plan will ensure that the major destinations within the City (in particular, Contra Costa College and the Mixed Use Boulevards) are well-served by Class II bike lanes. These Class II bike lanes will be five feet in width with an additional one-foot buffer strip that heightens the visibility and safety of the bike lane. It will also ensure that Urban Arterials and Avenues throughout the city that do not include Class II bike lanes are designated as Class III bikeways with an emphasis on signage and clear, frequent painted markings. All local streets not marked on this map will effectively serve as Class III bike routes, but will not require an emphasis on signage. The Plan also ensures that Class I bike facilities are well-marked so that access to and from roadways is obvious and safe.

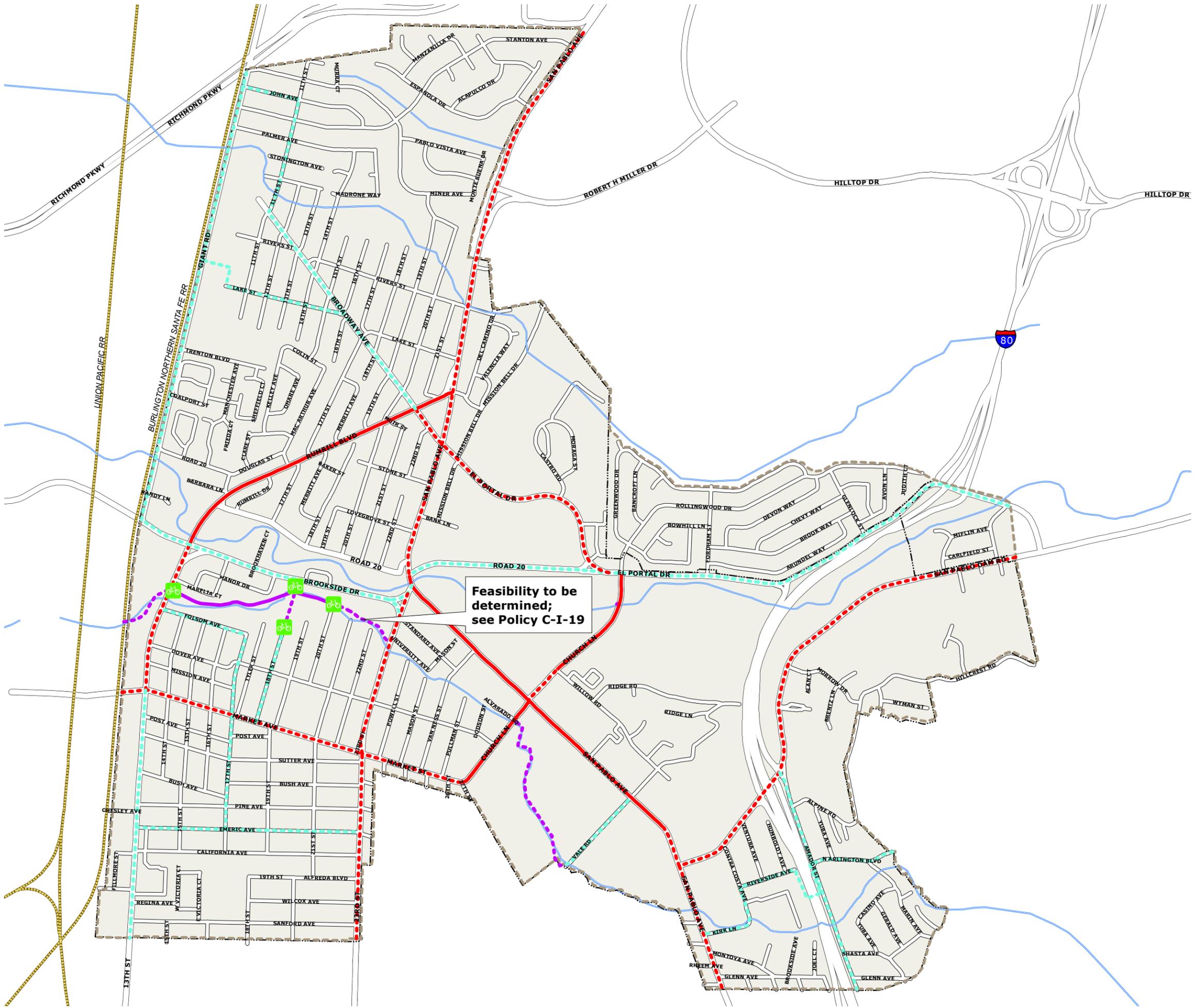
PEDESTRIAN CIRCULATION

Pedestrian flow patterns show similarities to the vehicular traffic stream. Speed, flow rate, and density are interrelated. Capacity and density for pedestrians are dependent on width of the walking facility and the type of walking facility (e.g., walkways, crosswalks, and street corners). For crosswalks, pedestrian capacity and waiting time is affected by turning vehicles, signal timing, pedestrian/vehicle right-of-way laws, and pedestrian

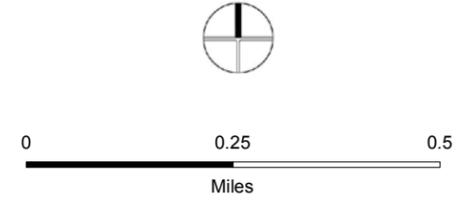
platoons meeting in the middle of the street. Street corners at signalized intersections are holding areas as well, and can be a critical location in the sidewalk network.

While sidewalk capacity is not an issue, in general, all areas should be designed to a scale that accommodates pedestrians and bicyclists. Street improvements in areas within the City that currently have undersized or no pedestrian facilities should be made a priority, so that the pedestrian system will be better connected. The new mixed use centers shown on the Land Use Diagram and the areas marked as “Pedestrian Priority Zones” in **Figure 5-1** should be designed with pedestrian comfort and access as a priority. In these areas, sidewalks should be a minimum of eight feet in width to accommodate increased flows. A variety of pedestrian amenities should also be provided near transit stops and adjacent to medium and higher density residential areas.

Figure 5-4
Proposed Bicycle System



-  Special signage indicating bike connection
-  Existing Class I (Off Street)
-  Proposed Class I (Off Street)
-  Existing Class II (Bike Lane)
-  Proposed Class II (Bike Lane)
-  Proposed Class III with arrow and signage
-  Planning Area
-  City Limits
-  Railroads



SOURCE: Contra Costa County, 2010; City of San Pablo, 2010; Dyett & Bhatia, 2010.

GUIDING POLICIES

- C-G-5 *Develop a safe and comprehensive bicycle and pedestrian network.*

IMPLEMENTING POLICIES

- C-I-14 Expand and maintain a safe and comprehensive bicycle system that connects the City's neighborhoods to regional bicycle routes.
- C-I-15 Acquire land for new bicycle routes along Wildcat Creek, as shown in **Figure 5-4**, only if land owners are willing to sell such land or provide easements for public access. If landowners object to route designations, seek alternative routes and amend Bicycle Map accordingly.
- C-I-16 Require the provision of bicycle parking and related facilities in new employment-generating development to facilitate multi-modal commute choices.
- The City will amend the Zoning Ordinance to require secure bicycle parking facilities at large commercial and industrial employer sites, including racks and lockers that are integrated into the overall site and building design.*
- C-I-17 Evaluate multimodal level of service (MMLOS) qualitatively, consistent with the criteria in **Table 5.2-4**, for the following routes:
- For bicyclists, evaluate the routes shown on **Figure 5-4**, to determine necessary improvements. Bicycle LOS "C" standard is the goal for these streets.
 - For pedestrians, evaluate streets within Pedestrian Priority Zones (e.g. San Pablo Avenue, 23rd Street). As shown on **Figure 5-1**, to determine necessary improvements. In these zones, the Pedestrian LOS "C" is the goal.
- C-I-18 Adopt a Bicycle Master Plan to enhance bicycle circulation and planning, based on the route

network in **Figure 5-4** and the Contra Costa Countywide Bicycle and Pedestrian Plan.

A Bicycle Master Plan will integrate the pedestrian route system with bike routes and establish linkages to the creek areas. It will identify local and regional routes, route hierarchies and standards, maintenance requirements, safety standards, and signage criteria.

- C-I-19 Use brightly-colored paint or a one-foot buffer strip along bicycle routes to provide a visual signal to drivers to watch out for bicyclists and nurture a “share the lane” ethic. Start with areas of town where automobile-bicycle collisions have occurred in the past, based on data from the Statewide Integrated Traffic Records System maintained by the California Highway Patrol.

- C-I-20 Work with the City of Richmond and Contra Costa County to develop safe and clearly marked pedestrian and bicycle linkages from downtown San Pablo to the Bay Trail. Improvements should connect Contra Costa College to the Wildcat Creek bikeway west of Davis Park, and also connect the bikeway at Davis Park to Alvarado Park east of the city. (See **Figure 8-1**.)

- C-I-21 Complete and enhance the pedestrian network with an interconnected system of walkways, continuous sidewalks on both sides of the street, and pedestrian crossings.

- C-I-22 To maintain walkability and pedestrian safety, consider reducing curb-to-curb road widths and employing roadway design features such as islands, pedestrian refuges, and pedestrian count-down signals.

The City will establish priorities for pedestrian connections to and from retail and commercial services, transit stations and stops, public gathering areas, schools, and parks.

- C-I-23 Provide pedestrian facilities that are accessible to persons with disabilities and ensure that roadway improvement projects address accessibility and universal design concepts.

The City will implement standards and requirements in accordance with the Americans with Disabilities Act (ADA) for circulation access (such as ramp improvements, curb cuts, audible traffic signals, etc).

- C-I-24 In mixed-use areas or other areas with high pedestrian traffic, provide mid-block pedestrian crossings, where feasible, to create more direct walking routes and slow vehicle speeds.

5.4 Public Transit

Regional and local bus services in the City of San Pablo are provided by the Alameda-Contra Costa Transit District (AC Transit) and Western Contra Costa County Transit (WestCAT). Heavy and commuter rail services are provided by the Bay Area Rapid Transit (BART) and Amtrak via the Richmond station about 1.5 miles south of San Pablo as shown in light blue. Existing bus routes are illustrated on **Figure 5-5**.

AC TRANSIT

AC Transit serves 13 cities and adjacent unincorporated areas in Alameda and Contra Costa counties from Richmond/Pinole in the north, to Fremont in the south, to Castro Valley in the east, and west into and from San Francisco. It provides fixed-route bus service on weekdays, weekends, and holidays, linking San Pablo to major retail, institutional, and governmental activity centers located within the service area. There is a Major Transit Hub established in the campus of Contra Costa College, near the Student Association Building and the Vocational Building. This stop is a “Timed Transfer Stop” which provides synchronized bus-to-bus transfers.

WESTCAT

WestCAT primarily serves the cities of Pinole and Hercules but one of its service routes starts from the Major Transit Hub at Contra Costa College. This weekday-only service passes through the City of Pinole and ends at the City of Hercules.



AC Transit is the primary public transit (bus) provider in San Pablo with six routes.

BART/AMTRAK

The Bay Area Rapid Transit (BART) provides service to San Francisco as well as Contra Costa, Alameda, and San Mateo counties. The closest BART stations to San Pablo residents are the Richmond and El Cerrito Del Norte stations. The stations are well connected via AC Transit bus routes from San Pablo. Patron parking is available at both stations.

The Richmond BART station is also the connecting point for two Amtrak routes. The Capitol Corridor, which serves Sacramento and Auburn to the east and Oakland and San José to the south, operates sixteen eastbound and sixteen westbound trains on weekdays and eleven trains per direction on weekends. The San Joaquin, which serves the Central Valley corridor of Stockton, Fresno and Bakersfield, operates four trains per direction through the Richmond station on a daily basis.

GUIDING POLICIES

- C-G-6 *Encourage the expansion of public transportation systems.*
- C-G-7 *Facilitate the use of public transportation in San Pablo by making it more comfortable and convenient.*

IMPLEMENTING POLICIES

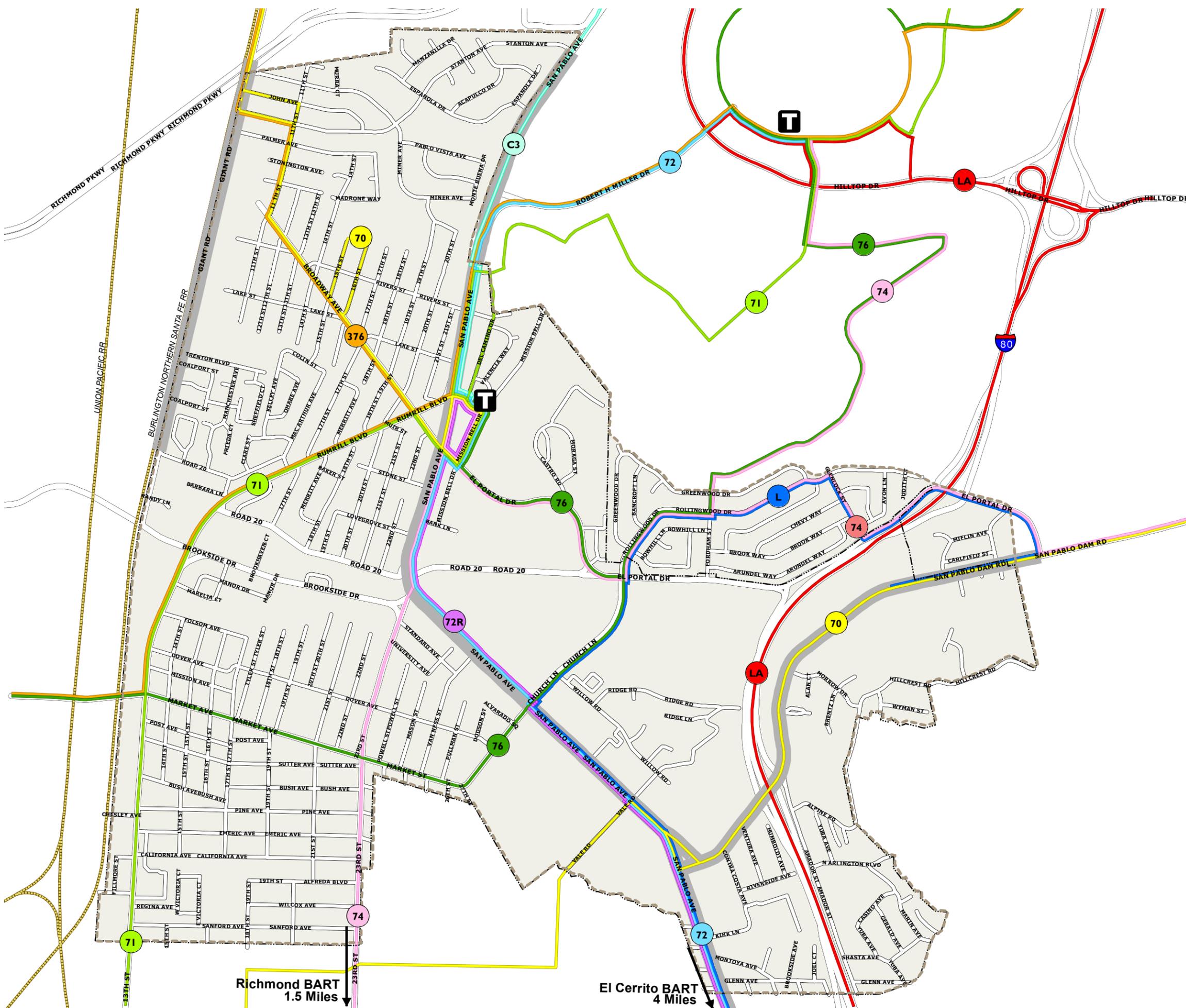
- C-I-25 Continue coordination efforts with public transit providers to maintain transit service that is safe and efficient with convenient connections to high use and activity intersections in the city.
- On the key transit corridors, such as San Pablo Avenue, a higher level of satisfied riders, at Transit LOS “B” standard, is the goal. This means achieving a combination of frequent service (4 to 5 buses per hour), good on-time performance and good travel speed, and having bus stop amenities such as benches and shelters, at more than half of the bus stops.*

- C-I-26 Work with public transit providers to upgrade selected bus-stops with advanced traveler information systems (ATIS).
The installation of the ATIS system will increase bus schedule reliability and maintain traffic flow.
- C-I-27 Work with public transit providers to advocate the expansion of transit service to underserved areas in the city.
- C-I-28 Work with public transit providers to develop context-sensitive bus-stop designs that would facilitate traffic flow and passenger safety along 23rd Street and San Pablo Avenue.
The City will work with AC Transit to develop bus bulbouts for selected bus-stops along 23rd Street and San Pablo Avenue, at locations where construction of a bulb-out will not hinder traffic (such as sections of San Pablo Avenue and 23rd Street where there is a parking lane). Benefits include preventing buses from being delayed by having to pull back into traffic, reducing risk of accidents, and reducing sidewalk congestion when passengers are trying to board.
- C-I-29 Work with public transit providers, Contra Costa College, and property owners to identify and develop a future Major Transit Hub along San Pablo Avenue near Mission Plaza.
The City currently has one Major Transit Hub in the middle of Contra Costa College. While its location is convenient to College students, this “sub-regional public transit center” is not centrally located and accessible to other uses.

C-I-30 In partnership with CCTA and the West Contra Costa Transportation Advisory Committee, pursue funding to study the feasibility of developing a public transit system along the BNSF Railway corridor.

Specifically, the study will evaluate the advantages/disadvantages of such a system compared to a potential Bus Rapid Transit (BRT) system along 23rd Street and San Pablo Avenue; and connections to BART and potential station locations in San Pablo.

Figure 5-5
Transit and Truck Routes



Local Transit Lines

- 376
- 70
- 71
- 72
- 72R
- 74
- 76
- C3

Transbay Transit Lines

- L
- LA

— Truck Routes

T Public Transit Hubs

Planning Area

City Limits

Railroads



Richmond BART
 1.5 Miles

El Cerrito BART
 4 Miles

SOURCE: Dowling, 2010; Contra Costa County, 2010; City of San Pablo, 2010; Dyett & Bhatia, 2010.

5.5 Truck Routes and Freight Rail

TRUCKS

In addition to moving people, the roadway system in San Pablo carries a substantial number of trucks moving goods. Specific truck routes have been designated throughout the city and are shown on **Figure 5-5**. These routes are designed to allow truck traffic to pass through the City with minimal impact on residential neighborhoods as well as local vehicular and pedestrian traffic.

FREIGHT RAIL

The Burlington Northern Santa Fe and the Union Pacific Railway own and operate freight rail services along the tracks that run parallel to Giant Road to the west of the Planning Area. Several roadways cross the tracks at-grade, including Parr Boulevard, John Avenue, and Griffin Drive-Giant Road.

GUIDING POLICIES

C-G-8 Balance commercial goods movement with the health and quality of life priorities of the community.

IMPLEMENTING POLICIES

C-I-31 Continue to keep heavy truck traffic outside residential neighborhoods.

C-I-32 Promote safety at railroad crossings through the following measures, as necessary:

- Improvements to pedestrian warning devices at existing railroad crossings;
- Installation of additional warning signage and/or channelization;
- Improvements to traffic signaling at intersections adjacent to crossings;
- Prohibition of parking within 100 feet of crossings to improve the visibility of warning devices and approaching trains;

- Zoning setback and height standards to maintain the visibility of warning devices and approaching trains; and
- Rail safety awareness programs to educate the public about the hazards of at grade crossings.

5.6 Parking

Parking policies are intended to accommodate parked vehicles used by occupants, visitors, customers, clientele, and employees of a variety of buildings in the city. These policies seek to provide accessible, attractive, secured parking facilities; they can help to reduce traffic congestion.



General Plan policies aims to foster innovative parking solutions, such as requiring minimum street trees per number of parking stalls to help avoid the appearance of “sea of asphalt” in San Pablo.

GUIDING POLICIES

C-G-9 Foster practical parking solutions to serve community needs while avoiding excessive amounts of surface parking that disrupt the urban fabric of the city.

IMPLEMENTING POLICIES

- C-I-33 Amend the Zoning Ordinance to establish “green” parking design standards that have multiple benefits, such as shared parking for mixed use projects, photovoltaic panels on parking structures to generate energy for parking lot lighting, landscaping and trees in surface parking, and pervious paving to improve groundwater recharge and promote innovative surface parking design that avoids the appearance of a “sea of asphalt” and reduces environmental impacts. Strategies will include, but are not limited to:
- Require parking to be provided behind buildings, wherever feasible;
 - Promote the use of time, motion-sensing, and/or solar powered parking lot lights or security lights, wherever feasible;
 - Establish specific standards for perimeter landscaping, including the type and coverage required along the edges of surface parking areas adjacent to streets;
 - Require a minimum number of trees per parking stall in surface parking areas (e.g. 1 per 8 stalls for double-loaded bays) to provide shade, and reduce urban heat island effects;
 - Separate pedestrian pathways from car lanes where possible;
 - Promote the use of porous paving and a variety of drainage features according to the site; and
 - Restrict use of vacant lots as vehicle parking and outdoor storage of commercial equipment, construction equipment, and similar items unless screened from view from adjacent streets.
- C-I-34 Promote use of innovative parking technologies, such as parking lifts and automated parking.
- C-I-35 Require convenient and accessible parking facilities for persons with disabilities, consistent with Americans with Disabilities Act (ADA) requirements.

- C-I-36 Create “parking benefit assessment districts” to fund consolidated public parking where supported by local businesses.

Individual property owners would pay fees in-lieu of providing on-site parking in areas such as the 23rd Street Specific Plan area and along San Pablo Avenue. Funds raised would support the construction of public lots or structures.

- C-I-37 Limit parking within the public right of way based upon considerations of safety, street width, visibility and access to properties.

- C-I-38 Continue to enforce parking regulations and prevent spillover of parking from commercial areas into residential neighborhoods.

A Residential Parking Program may be created, if needed, to protect neighborhoods from spillover parking effects.

5.7 Transportation Demand Management

Transportation demand management (TDM) is the application of strategies and policies to reduce travel demand or to redistribute demand away from peak hours to reduce or prevent traffic congestion. Strategies may include encouraging travelers to change their travel mode from driving alone to choosing a carpool, vanpool, public transit vehicle, or other commuter alternative; and providing information to let travelers make better decisions about how they travel, when they travel, where they travel, and which route they travel.

Since 1998, TDM is implemented regionally in Contra Costa County through the 511 Contra Costa program. Additionally, the City of San Pablo has its own TDM program to promote and encourage the use of alternatives modes of travel.

GUIDING POLICIES

- C-G-10 *Promote efficient use of existing transportation facilities through the implementation of transportation demand management concepts.*

IMPLEMENTING POLICIES

- C-I-39 Establish travel demand management programs to reduce peak-hour traffic congestion and help reduce regional vehicle miles traveled.

See the Growth Management Element for additional detail about such programs, as required by Measure J.

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6

PARKS, SCHOOLS, COMMUNITY FACILITIES & UTILITIES

Parks, schools, and public utility services like water and waste management are a vital part of a livable, sustainable San Pablo. While they are essential in any city, they become even more important in areas of high population density where open space is scarce. The purpose of this element is to help document existing infrastructure and services, identify areas of improvement, and ensure that they meet the needs of community members as the city grows.

6.1 Parks and Recreation

Parks and recreation facilities provide opportunities for relaxation, informal sports, passive and active recreation, and a break from the stresses of everyday life. Besides their recreational function, well-designed parks can create a positive image for the city and help to foster a sense of community. To be successful, however, these facilities need to be accessible to all, safe to use, and well-maintained. This section will guide the development of San Pablo's parks and recreation facilities. Goals and policies provide a framework to improve existing facilities and develop new facilities to meet the needs of the community.

EXISTING PARKS AND RECREATION FACILITIES

Currently, San Pablo's Recreation Division maintains seven community and neighborhood parks. These parks range in size from the small (0.1-acre) 14th Street Park to the large (11.6-acre) Davis Park. All parks provide valuable recreation opportunities to San Pablo's residents. The types of parks in the city are classified as follows:

- **Neighborhood Park.** A neighborhood park is typically less than 1.5 acres in size and provides basic recreation facilities for one or more neighborhoods. The service area typically ranges less than half a mile.
- **Community Park.** A community park is typically larger than 1.5 acres in size and is intended to serve the recreation needs of the entire city.
- **Linear Park.** A linear park is a specialized park facility typically located adjacent to a creek and/or a linear trail.

As shown on **Table 6.1-1**, the total amount of public parkland is approximately 22 acres. (This does not include parks on schools and colleges.) The City has a joint-use agreement with the West Contra Costa School District and the Contra Costa College, allowing the use of their facilities for recreation purposes during non-school hours.

In addition to the operation of the parks, the City also operates a community center near Davis Park. Additionally, there are two senior centers that offer social services and recreational activities. Together, these facilities offer a diverse range of services to meet the needs of the community.

Table 6.1-1 Existing Public Parks		
<i>Name</i>	<i>Type</i>	<i>Size (Acres)</i>
14th Street Park	Neighborhood Park	0.1
Brentz Lane Park	Neighborhood Park	0.8
Kennedy Plaza	Community Park	1.8
El Portal Soccer Field	Community Park	2.9
Wanlass Park	Community Park	4.6
Davis Park	Community Park	11.6
Wildcat Creek Trail	Linear Park	0.3
Total		22.0
Park Ratio (Acres per 1,000 residents)		0.7

Source: City of San Pablo, 2010.



Davis Park is the largest park in San Pablo and a popular destination for residents.

PARK DEMAND

A major goal of this General Plan is to increase the amount of park and recreation areas in the city. Currently, San Pablo has a ratio of 0.7 acres of parkland per 1,000 residents—far below the goal of three acres of parkland per 1,000 residents established in the City’s Municipal Code. The process for determining future land uses for this General Plan specifically addressed this parkland deficiency. The amount of new parks and open spaces allocated under the General Plan is intended to provide parkland not only to meet demand by new residents, but also to make up the existing deficiency in parkland for current residents. While the exact locations of all of the future parks are not determined at this point, seven potential parks are proposed. These include:

1. North of Giant Trade Center along Giant Road;
2. Near the junction of Road 20 and Rumrill Boulevard;
3. At the junction of Bush Avenue and 17th Street in Old Town;
4. Near the existing Fire Station along San Pablo Avenue;
5. At the proposed Mixed Use Center at the Circle S site;
6. On the hill behind Princeton Plaza; and

7. Rumrill Boulevard between Chesley and Market Avenue.

These locations will add 24.4 new acres of parkland to the city (see **Table 6.1-2**). This will help increase the parkland ratio from the present 0.7 acres of parkland per 1,000 residents to 1.3 acres of parkland per 1,000 residents. While the proposed future ratio is still lower than the goal established in the City’s Municipal Code, it is an appreciable improvement over existing conditions and a more realistic goal for this planning period.

Table 6.1-2 Summary of Proposed Parks in San Pablo

Type	Acreage
Existing Parks	22.0
Proposed Parks	24.4
Total Parkland at Buildout	46.4
Park Ratio (Acres per 1,000 residents)	1.3

Source: Dyett & Bhatia, 2010.



Located at the Southeast corner of Morrow Drive and Brentz Lane, Brentz Lane Park serves the residents of San Pablo hill.

LINEAR PARKS

In addition to new parks described above, the General Plan proposes a network of linear parks throughout San Pablo. This will be achieved by developing selected parts of Wildcat Creek and San Pablo Creek into green trails. Where possible, existing buffer areas surrounding the creeks will be expanded and provided with a creekside path. Currently covered creeks will be day-lighted and restored to their natural state. The goal is to help preserve this ecological resource and promote the enjoyment of the creeks. Once completed, the linear park system will accommodate both pedestrians and bicyclists, and offer amenities such as benches, mileage markers, exercise stations, and/or water fountains. The linear parks will provide additional open space over and above the city's existing and proposed parkland.

COMMUNITY GARDENS

Another important proposal in the General Plan is the creation of a system of community gardens. The goal is to provide residents with access to fresh vegetables and help instill a sense of community and connection to the environment. One proposed community plot is expected to be located at Contra Costa College, on a site to be determined jointly by the College and the City Council. Other gardens may be located on school sites. The typical garden plot is not expected to be larger than a few hundred square feet initially.

The College is currently seeking funding to carry out a site suitability analysis, and implement a community garden program, including master gardener classes and community education and training.

Additional details on community gardens is found in the Health Element (Chapter 8).



Many families living in the city would like to grow some of their own fruits or vegetables. Community gardens allow them to do that, help beautify neighborhoods, and bring neighbors closer together.

GUIDING POLICIES

PSCU-G-1 Provide an expanded, high quality, and diversified park system which allows varied recreational opportunities for the entire community.

IMPLEMENTING POLICIES

PSCU-I-1 Seek to achieve a standard of 3.0 acres of parkland per 1,000 residents.

In addition to parkland dedication by developers, the City will also acquire or re-develop parkland to meet the goal of 3.0 acres of park per 1,000 residents, subject to availability of funding. Specialized recreational facilities, such as school facilities, may be counted as part of the parkland total if they become publicly accessible.

PSCU-I-2 Adopt a Parks and Recreation Master Plan. The Master Plan should include the following components:

- Clearly defined categories for facilities, such as parks, recreational buildings, and open space areas;
- An assessment of existing and future recreational needs including the needs of special user groups, such as children, the multi-cultural population, the disabled, and the elderly;
- Identification of potential linkages and access between City park and recreation facilities and regional park facilities;
- Sustainable construction and park maintenance strategies;
- Development of an action plan to prioritize the City's needs, identify preferred sites for new facilities, identify staffing needs, and present a plan for acquisition and improvement of future facilities; and
- Development of a comprehensive financing strategy for park and recreation facilities.

PSCU-I-3 Develop new park and recreation facilities and continue to upgrade existing ones with universal accessibility, durability, and low maintenance in mind.

PSCU-I-4 Require residential developers to contribute to the City's parks and open space system based on their proportional share of needs generated by new residents.

PSCU-I-5 Periodically update park impact fees to assure the City's ability to maintain park and recreation infrastructure and facilities.

PSCU-I-6 Acquire land for mini-parks in Old Town and other neighborhoods where parks are needed.

The City will acquire and develop a mini-park in the Old Town neighborhood to respond to the recreational needs of that area. A playing field is also being planned on city-owned land for the Rumrill neighborhood. Along San Pablo Avenue, proposed mini-parks are shown as symbols, indicating the general location. Details will be

developed in a Parks and Recreation Master Plan (see PSCU-I-2).

- PSCU-I-7 Provide security lighting to illuminate communal areas and pathways in all parks to ensure safety and where feasible, select lighting fixtures that will not produce glare or illuminate the night sky.

Whenever possible, the City will select lighting fixtures that are shielded, are solar-powered, and/or can turn on automatically in low light conditions.

- PSCU-I-8 Continue joint-use park and recreation agreements with West Contra Costa Unified School District and the Contra Costa College to improve the community's access to park and recreation facilities with minimal or no financial commitments by the City.

Joint use agreements with schools and the College are especially important since San Pablo has few public parks available.

- PSCU-I-9 Involve citizens, especially youths, in maintaining park areas through participating in park watches, citizen-based graffiti watch, and clean up and repair.

6.2 Schools and Community Facilities

This section focuses on the needs of the City with respect to community-and public-serving facilities. It addresses schools, libraries, the hospital, City Hall, and other cultural and community facilities.

PUBLIC SCHOOLS

The City of San Pablo falls within the service area of the West Contra Costa Unified School District (WCCUSD). The WWCUSD is responsible for providing elementary, middle, and high school education in West Contra Costa County. It operates five elementary schools and one middle school within the Planning Area. Outside the Planning Area, two other elementary schools and one high school have attendance areas that include portions of the city. **Figure 6-1** illustrates the locations of these schools.

The combined 2008-2009 enrollment of schools with attendance areas in San Pablo was 3,594 elementary school students, 755 middle school students, and 2,031 high school students. **Table 6.2-1** summarizes enrollment and capacity counts. On average, the schools are about 16 percent under capacity. The only schools that are close to full capacity are Riverside Elementary School, with only one percent vacancy; and Middle College High School, with three percent vacancy.



Downer Elementary is one of the seven elementary schools with attendance areas within San Pablo's Planning Area.

The WCCUSD is in the process of re-constructing Helms Middle School and Ford Elementary School and will be demolishing some of the old buildings after construction is completed. Dover Elementary is currently under construction and will be modernized. In recent years, Bayview Elementary, Downer Elementary, Riverside Elementary, and Highland Elementary schools have all undergone modernization. Lake Elementary was scheduled to close, but the City of San Pablo has provided the school with funds to keep it open for the near term. In 2009, WCCUSD closed Adams Middle School due to seismic problems and reassigned its students to Crespi, Helms, and other middle schools in the region.

Table 6.2-1 Existing Public Schools in San Pablo

<i>School</i>	<i>2008-09 Enrollment</i>	<i>Total Capacity</i>	<i>Percent Available Capacity</i>
Elementary (K-6)			
Bayview Elementary	562	649	13%
Dover Elementary ²	567	725	22%
Downer Elementary	678	800	15%
Lake Elementary	463	528	12%
Riverside Elementary	378	380	1%
Ford Elementary ¹	421	532	21%
Highland Elementary ¹	525	637	18%
<i>Elementary School Subtotal</i>	<i>3,594</i>	<i>4,251</i>	<i>15%</i>
Middle (7-8)			
Helms Middle School	755	1,141	34%
<i>Middle School Subtotal</i>	<i>755</i>	<i>1,141</i>	<i>34%</i>
High School (9-12)			
Middle College	307	315	3%
Richmond High ¹	1,724	1,853	7%
<i>High School Subtotal</i>	<i>2,031</i>	<i>2,168</i>	<i>6%</i>
Total	6,380	7,560	16%

¹ Schools that are not physically within the Planning Area but have attendance areas that include parts of the Planning Area.

² Dover Elementary only serves grades K-5.

Source: West Contra Costa Unified School District, 2009; Jack Schreder & Associates, 2008; DataQuest, California Department of Education, 2009.

Figure 6-1
**Parks, Schools, and
 Community Facilities**

Community Facilities

- San Pablo Library
- Community Center
- Senior Centers
- Hospital

Schools

Existing Parks

Existing Open Space

Proposed Parks

Potential Park Location

Possible location for Community Garden

5 Minute Walking Distance from Schools and Parks

Major Roads

Minor Roads

Railroads

City Limits

Planning Area



SOURCE: Contra Costa County, 2010; City of San Pablo, 2010; Dyett & Bhatia, 2010.

St Paul’s School, a parish school located on Church Lane, provides private elementary and middle school education in San Pablo. Additionally, Middle College and North Campus provides non-traditional education to residents from San Pablo and the region. The former is a special high school for “at-risk” students while the latter provides continuing education classes to adults.

Projected Enrollment

Buildout of the General Plan is expected to result in an additional 940 households, representing a net new population of approximately 2,750. Student generation factors by household type shown in **Table 6.2-2** are used to calculate additional students that will result from this growth.

Table 6.2-2 Student Generation Factors

Type	<i>Household Type</i>	
	<i>Single Family</i>	<i>Multifamily</i>
Elementary School (K-6)	0.21	0.18
Middle School (7-8)	0.06	0.08
High School (9-12)	0.15	0.09
Total	0.41	0.34

Source: West Contra Costa Unified School District, 2008.

These projections use school size assumptions for each grade range as follows:

- K-6: 750 students per school
- 7-8: 900 students per school
- 9-12: 1,800 students per school

Table 6.2-3 shows the buildout student population and school demand in 2030. According to projections, buildout of the General Plan in 2030 will add 175 elementary school students, 75 middle school students, and 93 high school students. Since existing schools in the area are currently under capacity, they are expected to accommodate the new students. Therefore, no new schools are anticipated under the General Plan.

Table 6.2-3 Buildout Student Population and School Demand

Type	Additional Students at Buildout	Current Students	Total Students at Buildout	Current Capacity	Percent Remaining Capacity
Elementary School (K-6)	175	3,594	3,769	4,251	11%
Middle School (7-8)	75	755	830	1,141	27%
High School (9-12)	93	2,031	2,124	2,168	2%
Total	344	6,380	6,724	7,560	11%

Source: West Contra Costa Unified School District, 2008; Dyett & Bhatia, 2010.

CONTRA COSTA COLLEGE

Contra Costa College (CCC) is a regional community college located in San Pablo. The College encompasses 23 buildings on 80 acres of land, and had a student enrollment (both full-time and part-time) of over 8,700, as of fall 2008. Student enrollment has shrunk in recent years due to budget constraints. Most students come from the cities of San Pablo, Richmond, El Cerrito, Hercules, Pinole, El Sobrante, and Rodeo. There were only 144 out-of-state or international students in 2008. The CCC does not have dormitory facilities, and all students arrange their own housing. Under the CCC Master Plan Project, the College plans to create the campus's first dormitory for international students at Mission Plaza in 2016. The General Plan facilitates this plan by making land available for the project at the Mission Plaza area.

COMMUNITY FACILITIES

Community facilities are the network of public and private institutions that support the civic and social needs of the population. They offer a variety of recreational, artistic, and educational programs and special events. New community facilities are not specifically sited on the General Plan Land Use Diagram. Small-scale facilities are appropriately sited as integral parts of neighborhoods and communities, while existing larger-scale facilities are generally depicted as public/semi-public land use. Other types of important social and community services, such as child day care and elder care, are typically provided by the private sector and the Contra Costa County Health Services Department.

The facilities in San Pablo can be grouped into the following categories:

- *Community Centers.* These facilities are designed to meet the needs of the population for civic meetings, recreational activities, social gatherings, and cultural enrichment. The City owns the Davis Park Senior Center and Maple Hall at Alvarado Square. When not being utilized for City activities, these facilities are made available to the public for meetings or small social gatherings.
- *Cultural Facilities.* These facilities house scientific and historical exhibits or offer space for artistic performances and presentations. San Pablo's Blume House and Alvarado Adobe are examples of these facilities. Both are administered by the San Pablo Historical Society.



City policies will continue to support and preserve historical resources, such as the Blume House.

- *Civic Buildings.* This category of facilities includes City administrative and public buildings. City Hall, located at 13831 San Pablo Avenue, falls under this category.
- *Libraries.* These facilities house literary, artistic, and reference materials for public use and circulation. The San Pablo Public Library has about 35,000 books, DVD's, magazines and tapes and offers materials in English, Spanish & Vietnamese.
- *Medical Facilities.* This category of community facilities includes hospitals, public and private clinics, residential care facilities, and medical offices. The San Pablo Doctors Medical Center is the largest health care provider in the city. It is a



Doctors Medical Center is a primary and critical medical hub for the region.

full-service, acute care hospital owned and operated by the West Contra Costa Healthcare District.

- *Religious Facilities.* Religious facilities include houses of worship and other related uses.

GUIDING POLICIES

PSCU-G-2 Facilitate the provision of a broad range of community-serving facilities to meet local needs, including, but not limited to, schools, community centers, and libraries.

PSCU-G-3 Support sustainable standards and practices in the City's community-serving facilities.

PSCU-G-4 Promote equitable distribution of and access to community-serving facilities throughout San Pablo.

IMPLEMENTING POLICIES

PSCU-I-10 Establish a community/cultural resource center in the city, subject to availability of funding, for San Pablo residents.

The location of the Center should consider visibility, accessibility, and serve to complement the adjacent residential community. Capacities for volunteer, private, non-profit and/or public services should be considered. One goal of the center would be to serve as a liaison between the local multi-cultural community and the City in the translation and distribution of materials, the research of enhanced services and the promotion of community building and the advancement of local multi-cultural activities and events.

- PSCU-I-11 Pursue funding to develop a Sports Complex in San Pablo to meet the recreational needs of residents.

This may include indoor facilities as well as outdoor facilities.

- PSCU-I-12 Ensure equal access to City facilities and services and other buildings offering health and social services, consistent with Americans with Disabilities Act (ADA) requirements.

- PSCU-I-13 Promote artistic and cultural activities—such as art exhibitions and dance performances—by facilitating the use of City venues for art performances by non-profit groups and encouraging community participation in these events.

- PSCU-I-14 Create incentives, such as reduced fees or streamlined development review, to attract a vocational school to the city.

Specialized schools offering training and vocational skills can complement the programs offered by Contra Costa Community College to support the City's labor force and enhance its competitiveness in the region. Vocational schools may be located within mixed-use redevelopment projects.

- PSCU-I-15 Promote locations in the city that may be viable for charter schools and ensure supportive zoning for such facilities.

If one of the city's K-6 schools is to be closed, the city will work with the school district to determine

whether that campus could be attractive to a charter school.

- PSCU-I-16 Continue to work with the West Contra Costa Unified School District and local schools to improve school quality and ensure adequate school facilities are available in San Pablo.

Coordinate with the school district to ensure adequate school facilities are available, as necessary.

- PSCU-I-17 Continue to support initiatives to expand and improve library services and residents' access to the library.

The City will support the local library and help identify additional funding resources, if available, to improve the library. It will also help improve access and publicize library services by promoting library events on its website and in the City newsletter.

- PSCU-I-18 Promote sustainable practices in the design, construction, and renovation of both public and private community-serving facilities.

- PSCU-I-19 Facilitate high quality health care and equal access to health care services in San Pablo.

The City will work with Doctors Medical Center and other health care providers to maintain a full range of health care facilities and services to meet regional and community needs.

- PSCU-I-20 Continue to support and assist in the efforts of local institutional and civic organizations to provide basic food, shelter, and clothing to citizens in need.

- PSCU-I-21 Revise the Zoning Ordinance to facilitate the provision of safe, affordable, conveniently-located, and high quality elder and child-care facilities with flexible hours.

The City will develop standards and guidelines for incorporating new elder care or child care facilities into major new development, and work with

private and non-profit organizations to support the provision of elder care and child care facilities.

- PSCU-I-22 Prioritize the development of new, upgraded, or revitalized community facilities and infrastructure in neighborhoods that are currently underserved or where they can be put to maximum use.

The City will consider special needs groups, such as low-income groups, the elderly, and persons with disabilities, in selecting locations for new community facilities.

6.3 Public Utilities



EBMUD's Mokelumne Aqueducts carry high quality water from the Sierra ranges to the East Bay.

This section addresses San Pablo's infrastructure and utility needs, specifically water, wastewater, stormwater, electricity and gas, and waste collection. It is essential to note that except for storm drain infrastructure, all the other utilities are administered by independent agencies. As such, Plan policies focus on cooperative planning efforts with these agencies, with the goal of ensuring that public utilities have the capacity to meet growth demands under the General Plan.

WATER SUPPLY AND DEMAND

Water supply to the Planning Area is provided by the East Bay Municipal Utility District (EBMUD), which derives its water source from the Mokelumne River in the Sierra Nevada. This water is transmitted, via aqueduct, to storage and treatment facilities throughout EBMUD's service area, then distributed to customers. EBMUD operates five terminal reservoirs within East Bay: Briones, Chabot, Lafayette, Upper San Leandro, and San Pablo.⁴ The San Pablo Reservoir is located in a valley north of Orinda, south of El Sobrante and Richmond, and east of the Berkeley Hills.

The total capacity of the EBMUD water supply system is constrained by the inherent dependence on seasonal rainfall and collected snowpack in the Sierra Nevada watershed. On an average annual basis, approximately 90 percent of the water used by EBMUD comes from this source. The secondary source of water is the runoff from local watersheds at EBMUD's terminal

⁴ EBMUD Urban Water Management Plan 2005, page 2-

reservoirs in the East Bay area. According to EBMUD's 2009 Annual Report, the total average water production was 181 million gallons per day (mgd). San Pablo's estimated share of the total, calculated using proportionate share of the total service population, is only 4.2 mgd or about 2.3 percent of the total.

Water Quality

EBMUD water supply quality consistently surpasses the standards set by the California Department of Health Services and the U.S. Environmental Protection Agency. This is because its primary water source in Mokelumne River comes from the remote Sierra Nevada region and requires only minimal treatment to meet health standards.

Projected Demand

The demand for water by East Bay communities is expected to increase over the next 20 years. According to EBMUD's 2005 Urban Water Management Plan, EBMUD requires approximately 258 mgd of water to supply all its service areas in 2010. After taking into account conservation and other water recycling programs each city is expected to adopt on their own, EBMUD still requires 225 mgd of water to meet demand (see **Table 6.3-1**). By 2030, this demand is expected to increase by 3 percent to 232 mgd.

EBMUD has no problem meeting water demand in a normal, non-drought year. However, in a one-year drought, EBMUD expects a demand-to-supply shortfall of five percent. The expected shortfall becomes greater the longer the drought lasts. As a consequence, the water supply is insufficient to meet customer needs even if aggressive water conservation and recycled programs are put in place in a multi-year drought.

Table 6.3-1 Projected Water Demand and Supply in EBMUD Service Area¹

	2010	2020	2030
Population			
EBMUD Service Area Population	1,380,000	1,475,000	1,598,000
San Pablo Population	32,200	33,580	34,950
Percent of San Pablo to EDMUD Population	2.3%	2.3%	2.2%
Demand			
Total EBMUD Water Demand (mgd)	258	277	281
Adjustment for Conservation (mgd)	-21	-35	-35
Adjustment for Recycled Water (mgd)	-12	-14	-14
EBMUD Planning Demand	225	228	232
San Pablo's Planning Demand ² (mgd)	5.3	5.3	5.4

¹EBMUD service areas include both incorporated and unincorporated areas in Alameda and Contra Costa counties. T

² San Pablo-specific water demand data were not available from EBMUD. Therefore, San Pablo existing and future water demand was estimated to be proportionate to the city's share of total service area population. E.g. In 2010, San Pablo's population is 2.3 percent of the service area total, so water demand is also estimated to be 2.3 percent of the total demand.

Source: East Bay Municipal Utilities District, *Urban Water Management Plan 2005*; Dyett & Bhatia, 2010.

To improve water supply reliability in future droughts, EBMUD is adopting a multi-pronged approach to reduce water demand, increase water storage capacity, and find alternative sources of water supply. Some ongoing programs include Seawater Desalination Research, and Groundwater Banking.

Water Conservation

Water conservation and recycling measures are critical elements of EBMUD's water management plan. The agency takes a rigorous approach to water conservation, and expects to conserve and recycle about 49 mgd of water per day; equivalent to a 17 percent reduction of the daily demand by 2030. EBMUD promotes water conservation through education and outreach as well as offering water conservation programs that help residential and business customers save money and increase efficiency. Its water conservation programs include free water audits, rebates for high-efficiency toilets and clothes washers, rebates for high-efficiency irrigation equipment upgrades, and grants for drought-tolerant landscaping in public areas. In addition to its residential and business customers, EBMUD also works directly with schools, civic groups, and cities to help them reduce water use and recycle.

While the City of San Pablo does not offer financial incentives as EBMUD does, it promotes water conservation through other means, including city regulations requiring new and remodeled homes to install high-efficiency toilets, and promoting the use of drought-resistant plants in city parks and gardens. The City also regularly publishes water conservation and recycling information in its newsletters to promote the use of water recycling systems and remind residents of EBMUD rebate and grant programs.



Single-family homes with lawns can help conserve water by watering in the morning when the sun is low and by avoiding windy days.

WASTEWATER

Wastewater treatment and disposal services in the city are provided by the West County Wastewater District (WCWD). WCWD has a service area of 16.9 square miles which includes the City of San Pablo. The wastewater treatment plant located in North Richmond has a capacity of 12.5 mgd. In 2009, the average influent flow was about 8.9 mgd, but some months approached plant capacity as summarized in **Table 6.3-2**. The sewer lines in the city are generally made from vitrified clay pipe and some ductile iron. Most of the collection system infrastructure is more than 30 years old, but some of the oldest pipelines are progressively being replaced or rehabilitated.

According to WCWD's District Engineer, there are no current or anticipated problems with treatment quality or standards. The current infrastructure is sufficient to meet existing demands. However, because infrastructure is designed based on current

zoning classifications (which allow lower density than what is anticipated in 2030); larger pipes will be required if new developments generate higher flows than anticipated. The WCWD is constantly updating its facilities and have been upsizing pipelines for peak storm events in the San Pablo Planning Area as recommended in its 2001 Capacity Analysis Study and 2006 flow monitoring efforts. All pipelines deficient for peak design storms will be upsized by 2012.

Table 6.3-2 Wastewater Flows in West County Wastewater District, 2009

<i>Month</i>	<i>Influent Flow</i>	
	<i>Average (mgd)</i>	<i>Total (million gallons)</i>
January	8.0	252.0
February	13.4	375.1
March	12.0	378.0
April	8.7	261.3
May	9.0	265.0
June	8.0	239.9
July	8.0	237.0
August	8.0	242.0
September	7.0	224.4
October	8.0	260.0
November	8.0	248.0
December	9.0	273.0
Average	8.9	271.3

mgd= million gallons per day

Source: West County Wastewater District, 2010.

WCWD has an industrial pre-treatment program and monitors all the industrial discharges. The treated effluent from the plant is pumped to a dechlorination facility at Point Richmond where it is combined with the City of Richmond's Municipal Sewer District (RMSD) effluent. The combined effluent is discharged in a deep water outfall into San Francisco Bay at Point Richmond. Currently, approximately 3.5 mgd of the WCWD effluent is recycled by EBMUD for reuse at the Chevron Refinery and 0.7mgd is recycled for irrigation at the Richmond Country Club Golf Course.

STORM DRAINAGE

In San Pablo, storm water runoff is discharged through a combination of natural and man-made drainage structures

including creeks and drains. Falling rain in the city is generally directed to storm drains located along San Pablo Avenue, Rumrill Boulevard, Broadway Avenue, and El Portal Drive, as well as San Pablo and Wildcat creeks. Of these drainage features, the creeks are most prone to flooding because of their shallow bed and high water table. The City cannot control the creek flow or capacity because portions of the creeks are located on private property. To prevent flooding, the City encourages homeowners along the creeks to help keep them clear of obstructions and to purchase flood insurance as a precaution. Besides areas around the creeks, drains around Pullman and Van Ness and the Old Town area of the City are also prone to overflowing during the rainy season.

The City of San Pablo participates in the Contra Costa Clean Water Program, which implements the National Pollution Discharge Elimination System (NPDES) countywide. The NPDES's purpose is to efficiently utilize available assessment funding to reduce pollution of the storm water and effectively maintain public storm drain facilities through inspection and enforcement activities and industrial outreach.

ELECTRICITY AND GAS

Pacific Gas & Electric (PG&E) currently provides gas and electric services to San Pablo homes and businesses. The utility company obtains its energy supplies from power plants and natural gas fields in northern California and delivers electricity through high voltage transmission lines. Electrical power is delivered to homes via various distribution feeders located throughout the city.

The availability of electricity and gas services is not expected to become an issue during the General Plan planning horizon since all homes are located within urban infill areas close to existing development.

SOLID WASTE COLLECTION AND RECYCLING

Solid waste disposal for San Pablo is managed by the West Contra Costa Integrated Waste Management Authority (West County WMA). The West County WMA is the regional waste management authority and is mandated by State law to implement provisions of the Integrated Waste Management Act of 1989 for West Contra Costa County.

Solid waste collection and recycling services is provided by Richmond Sanitary Services, an affiliate of Republic Services, Inc. The company owns and operates a 21-acre site in Richmond

including the West Contra Costa County Sanitary Landfill, the Golden Bear Transfer Station, a household hazardous waste facility, and an integrated resource-recovery facility.

Prior to 2007, the majority of the city's solid waste was taken to the West Contra Costa County Sanitary Landfill in Richmond. The facility was capped for final closure in 2009 but material sorting and recovery operations as well as recycling activities continue to be carried out on-site. Currently, 90 percent of West County's waste is brought to the Keller Canyon Landfill in Pittsburg; the other 10 percent is brought to a transfer station in Richmond before being redirected by trailer to Potrero Hills Landfill in Solano County. The Keller Canyon facility has a maximum capacity of 75 million cubic yards and has about 20 years of additional capacity.⁴ The Potrero Hills facility has a maximum capacity of 21 million cubic yards and has an additional eight to ten years of permitted capacity.⁵ Permit applications to expand the Potrero Hills facility are pending. If approved, the landfill's capacity would be quadrupled.

While landfill capacity is not an issue, the service agreements between the West County WMA and Republic Services for solid waste disposal, recycling processing, and composting are due to expire on December 31, 2013. The Authority is currently conducting strategic planning sessions to determine its plans after 2013. However, it is unlikely that another company besides Republic Services would win the bidding process for landfill disposal since Republic Services owns all the recycling and transfer station infrastructure in West County.

⁴ The expected closure date for Keller Canyon Landfill is December 31, 2030, according to CalRecycle

⁵ The expected closure date for Potrero Hills Landfill is 1 January, 2011, according to CalRecycle. However, Potrero Hills has additional capacity beyond this date, the future expansion of this facility is in the subject of litigation



Trash collection in San Pablo is provided by Richmond Sanitary Services.

Recycling and Hazardous Wastes

Recycling and material sorting are carried out at the Richmond facility prior to sale and shipment to manufacturers. Richmond Sanitary Services currently offers a comingled program and alternates between collecting recyclable waste (blue cart) and green waste (green cart) every week from San Pablo homes. Meanwhile, non-recyclable garbage (brown cart) is collected every week.

The household hazardous waste facility at 101 Pittsburg Avenue, Richmond, accepts a variety of hazardous and universal wastes products such as paints, solvents, fuels, cleaners, and pesticides. There is no door-to-door hazardous waste collection service in San Pablo but residents and non-profits may drop off their household hazardous waste at no cost. A mobile collection service is available for disabled residents and senior citizens by appointment.



Household hazardous wastes such as paints, solvents, and thinners, may be dropped off at no cost at the Richmond household hazardous waste facility.

Solid Waste Diversion

Solid waste diversion is the process of diverting waste from landfills through reuse, recycling and composting. The State of California requires that all jurisdictions meet a 50 percent waste reduction mandate as established by the Integrated Waste Management Act of 1989. As shown in **Table 6.3-3**, the West County WMA had a diversion rate of 53 percent in 2006 which met the State requirement. In 2007, the California Department of Resources Recycling and Recovery (CalRecycle) changed the method of calculating diversion rates to one based on the average per capita solid waste disposal rate. Since the goal is reduce the amount of waste generated per person, a lower per capita rate is better than a higher per capita rate.

In 2007, the West County WMA had a residential per capita disposal rate of 4.8 pounds per person per day (PPD) and an employment per capita disposal rate of 18.5 PPD, which met the targets set for that year. In 2008, the West County WMA once again met and exceeded the targets by achieving the residential per capita and employment per capita disposal rates of 4.4 PPD and 16.9 PPD, respectively.

Table 6.3-3 West Contra Costa Integrated Waste Management Authority Diversion Rates

Year	Diversion Rate ¹	<u>Population Disposal</u> (PPD) ^{1,2}		<u>Employment Disposal</u> (PPD)	
		Target	Annual	Target	Annual
2005	49%	-	-	-	-
2006	53%	-	-	-	-
2007	-	5.4	4.8	22.1	18.5
2008	-	5.4	4.4	22.1	16.9

¹ In 2007, California Department of Resources Recycling and Recovery (CalRecycle) introduced a new system of measuring diversion rates, using a per capita disposal threshold equivalent to the 50 percent diversion requirement. The new threshold is one of several "factors" in determining a jurisdiction's compliance with State law, and allows CalRecycle and local jurisdictions to set their primary focus on successful implementation of diversion programs.

² PPD = Pound per person per day.

Source: California Department of Resources Recycling and Recovery, 2010.

GUIDING POLICIES

- PSCU-G-5 Continue to ensure the successful provision, maintenance, and operation of City-owned public infrastructure and utilities.*
- PSCU-G-6 Support the efficient use and conservation of water.*
- PSCU-G-7 Maintain a comprehensive storm drainage system to protect life and property.*
- PSCU-G-8 Enhance waste reduction and recycling in San Pablo.*

IMPLEMENTING POLICIES

Water Supply and Conservation

- PSCU-I-23** Coordinate with East Bay Municipal Utilities District (EBMUD) to provide an adequate and clean water supply.
The City will work with EBMUD to update and support compliance with the District's Water Supply Management Program.

PSCU-I-24 Establish water saving and conservation standards for new development. Standards may include, but are not limited to, the following:

- Require new residential developments to install low-flush toilets and water saving shower heads;
- Require new commercial, retail, and industrial developments to install low-flush toilets and auto shut-off faucets in public bathrooms; and
- Require the installation of water meters on all new multifamily residential units, mobile homes, and common interest developments, whether owner-occupied or rented, as well as on existing multifamily units at the time of sale, or at the time of condominium conversion as a part of the subdivision mapping process.

The City will work with property owners to increase awareness of both the environmental and the economic advantages of sub-metering. Properly done, sub-metering of multifamily buildings can cut apartment resident demand by 15 percent.

PSCU-I-25 Reduce water use in municipal buildings and City operations.

The City will develop a schedule and budget for the retrofit of existing municipal buildings with water conservation features, such as auto shut-off faucets and water saving irrigation systems.

PSCU-I-26 Adopt a Water Conservation Ordinance to conserve water and reduce water waste in San Pablo.

The Water Conservation Ordinance will establish restrictions on water uses such as lawn and landscape watering and the filling of fountains and swimming pools, as well as penalties for violations. It also will establish consumption reduction measures to be adopted when State or countywide water rationing is in effect.

Landscape water conservation standards will apply to new development of more than 10,000 square feet. This ordinance also will:

- Require commercial and public right-of-way projects to submit planting plans, irrigation plans, irrigation schedules and water use estimates for City approval prior to issuance of building permits; and
- Require industrial projects to submit plans for water recycling and explain how water use will meet requirements of the National Pollutant Discharge Elimination System program during the plan review process. They are also required to submit irrigation plans for proposed landscaping.

PSCU-I-27 Promote water conservation through public education, including but not limited to the following:

- Encouraging educators to include water conservation in their curriculums;
- Promoting the use of drought resistant plants and turf in yards and gardens;
- Highlighting the availability of EBMUD water conservation programs to residents, including the free Residential Water Survey Program, Residential Landscape Rebate Program, Low-flush Toilet Replacement Program, High Efficiency Residential Clothes Washer Rebate Program and other programs; and
- Providing tips to households and businesses on water conservation.

The City will use its newsletter and website to promote water conservation, and may solicit assistance from EBMUD, environmental groups, and/or concerned citizens to provide education materials or staff time to assist in public outreach efforts.

PSCU-I-28 Consult with EBMUD about starting a recycled water program for San Pablo to irrigate parks, recreational facilities, and landscaping.

Water recycling is part of EBMUD's water supply portfolio, as any demand met with recycled or non-potable water reduces the demand for high-quality potable water.

- PSCU-I-29 Provide educational materials to support the development of safe and effective on-site gray water systems for local homes and businesses, consistent with State codes.

Gray water is generally defined as untreated household waste water that comes from bath tubs, showers, bathroom wash basins, and clothes-washing machines. Not only does the re-use of gray water conserve treated tap water, but gray water can also benefit plants because it often contains nutrients such as nitrogen and phosphorus. The most current California gray water standard established in the State Plumbing Code allows single fixture systems to be installed without permits. The City will let residents know these systems do not require permits.

- PSCU-I-30 Provide educational materials to support the development of inexpensive and effective rainwater harvesting systems for local homes and businesses.

Rainwater harvesting systems may be as simple as a carefully contoured landscape that directs rainfall to planted areas and prevents water from leaving the property. The systems may also be more complex, with storage containers that collect run off from roofs and other hard surfaces and distribution lines to apply the water elsewhere on the property. Similar to gray water, harvested rainwater may be applied directly for non-potable uses, such as toilet-flushing and non-edible landscape irrigation.

Wastewater and Stormwater

- PSCU-I-31 Require, as a condition of project approval, stormwater drainage and sewer improvements in proportion to a project's impacts, including upgrades, replacements, or repairs to older stormwater collection systems, as necessary.

- PSCU-I-32 Maintain master storm drain system maps that identify locations where easements should be reserved for eventual installation of pipes and structures to ensure appropriate storm drainage management.

- PSCU-I-33 Coordinate with the West County Wastewater District to address planning capacity and identify deficiencies in the waste water collection system.
- PSCU-I-34 Update zoning standards to minimize storm water runoff rates and volumes, control water pollution, and maximize recharge of local groundwater aquifers. New development will be required to include features that reduce impermeable surface area and increase infiltration. Such features may include, but are not limited to:
- Canopy trees or shrubs to absorb rainwater;
 - Grading that lengthens flow paths and increases runoff travel time to reduce the peak hour flow rate;
 - Removing curbs and gutters from parking areas where appropriate to allow stormwater sheet flow into vegetated areas;
 - Permeable paving and parking area design;
 - Stormwater detention and retention basins to facilitate infiltration; and
 - Integrated or subsurface water retention facilities to capture rainwater for use in landscape irrigation and other non-potable uses.

Other Utilities

- PSCU-I-35 Continue to work with the Pacific Gas & Electric Company on undergrounding of electric lines.
- PSCU-I-36 Encourage utility agencies to use existing transmission corridors for future power transmission line development.
- PSCU-I-37 Review all new development for opportunities to incorporate high quality wiring, fiber optics, and adaptable systems, such as pre-wiring for photovoltaic and dual plumbing for recycled water use.
- PSCU-I-38 Encourage telephone and communication system providers to upgrade and incorporate state of the art communication technologies, such as wireless internet technology, within the city.

Solid Waste Collection and Recycling

PSCU-I-39 Require recycling collection services in all residential and non-residential buildings.

PSCU-I-40 Promote the importance of waste reduction and recycling, as well as the safe disposal of hazardous materials, to San Pablo residents and businesses owners.

Avenues of communication of waste reduction and conservation measures may include articles in local newsletters, advertisements in local newspapers, and the City website.

PSCU-I-41 Establish design standards for new multifamily development in the Zoning Ordinance to make provisions for recycling part of the building design.

More specifically, the Zoning Ordinance will require multifamily building property owners to provide recycling containers in refuse collection areas that are within buildings or screened so as not to be visible from public streets.

PSCU-I-42 Reduce construction waste in San Pablo by adopting a Waste Reduction and Construction Debris Recycling Ordinance that requires developers to:

- Reuse building materials, or use materials with recycled content, to the maximum extent possible;
- Submit a 'Construction and Demolition Materials Management Plan' indicating the estimated volume or weight of project construction and demolition materials, by materials type, to be generated; the maximum volume or weight of materials the project will divert; the vendor or diversion facility; and the volume or weight of residual materials that would be transported for disposal in a landfill;
- Schedule time for deconstruction and recycling activities to take place during project demolition and construction phases; and
- Divert at least 50 percent of recyclable debris (such as paper based boards, ceiling tiles, wood,

or aluminum) generated from projects from landfill disposal to reuse or recycling options.

Construction and demolition materials constitute approximately 13 percent of the materials of the waste stream in the State and these materials have significant potential for waste reduction and recycling. Adopting a Waste Reduction and Construction Debris Recycling Ordinance will aid the City in its goal to achieve 50 percent diversion rate, as required under the California Integrated Waste Management Act of 1989.

PSCU-I-43 Reduce waste production in all City operations by using post-consumer recycled paper and other recycled materials.

PSCU-I-44 Actively promote reuse by supporting swap meets, flea markets, and providing information on donation pick-up or drop off locations, as well as other waste reduction programs, on the City website.

Although recycling is generally the focus of most local waste management programs, reusing materials is actually the best method of waste reduction because it conserves more of the article's inherent structure and value, as well as the energy that produced it. Examples of reusable goods include furniture, clothing, business supplies and equipment, lighting fixtures, and building materials. The City already holds a monthly community swap meet in the summertime to encourage these reuse practices.

7 OPEN SPACE & CONSERVATION

The purpose of the Open Space and Conservation Element is to provide policy guidance to protect, preserve, and enhance the City's natural and cultural resources. Topics addressed include open space, biological resources, water resources, and cultural resources. Goals and policies in this Element also address the air quality and reduction of greenhouse gases.

7.1 Open Space Resources

An open space is defined as any parcel of land or body of water that is essentially unimproved and undeveloped, including parks, ridges and slopes, creeks, unique natural areas, wildlife habitats, and areas suitable for nature study. State planning law (Government Code Section 65560) provides a structure for the preservation of open space by identifying four open space categories:

- *Open space for public health and safety*, including, but not limited to, areas that require special management or regulation due to hazardous or special conditions. This type of open space might include: earthquake fault zones, unstable soil areas, floodplains, watersheds, areas presenting high fire risks, and areas required for the protection of water quality and water reservoirs.
- *Open space for the preservation of natural resources*, including, but not limited to, areas required for the preservation of plant and animal life, such as habitat for fish and wildlife species; areas required for ecologic and other scientific study purposes; rivers, streams, and creeks, lakeshores and banks of rivers and streams; and watershed lands.
- *Open space used for the managed production of resources*, including, but not limited to, forest lands, rangeland,

agricultural lands, and areas of economic importance for the production of food or fiber; areas required for recharge of ground water basins; marshes, rivers, and streams that are important for the management of commercial fisheries; and areas containing major mineral deposits.

- *Open space for outdoor recreation*, including, but not limited to, areas of outstanding scenic, historic, and cultural value; areas particularly suited for park and recreation purposes, such as access to lakeshores, beaches, rivers, and streams; and areas that serve as links between major recreation and open space reservations, including utility easements, banks of rivers and streams, trails, and scenic highway corridors.

Most open space areas serve more than one use. Neighborhood parks, for example, serve a recreational function and provide a habitat for birds or plants. The many functions of open space underscore the importance of careful land use planning to preserve limited open space resources for the enjoyment of current and future generations.



Natural open spaces are important, not only as habitats for plants and animals, but also for their aesthetic value.

EXISTING OPEN SPACE

Although San Pablo is largely urban, the City does have open space, including neighborhood and community parks, pockets of open space near creek banks, and on hillsides along San Pablo Dam Road. Other open space areas include the 58-acre St Joseph Cemetery and a greenway buffer on both sides of I-80. Most existing open space areas were created for passive recreation or nature conservation. Others are pockets of space left over from development 20 or 30 years ago or are undeveloped because of seismic or safety considerations (such as those on steep slopes). The following policies address preservation and enhancement of open space generally.

GUIDING POLICIES

- OSC-G-1 *Acquire, protect, and enhance open space, including hillsides, for future generations.*
- OSC-G-2 *Use open space to meet multiple needs, including bike and pedestrian linkages, stormwater drainage, wildlife habitat, and active and passive recreation opportunities.*

IMPLEMENTING POLICIES

- OSC-I-1 Work with property owners to acquire or dedicate land that could be developed as recreational open space, consistent with the General Plan Land Use Diagram.

OSC-I-2 Continue to identify, preserve, and enhance scenic vistas to and from hillside areas and other visual resources.

New development should be designed to minimize obstructions of scenic vistas and preserve or enhance important attributes of view corridors.

OSC-I-3 Recognize the importance of Alvarado Park as a gateway to Wildcat Canyon Regional Park and an important recreational and open space resource. Facilitate access to this open space network.

7.2 Biological Resources

Although San Pablo is one of the smallest and most urbanized cities in Contra Costa County, valuable biological resources still exist within the Planning Boundary. These are sometimes located in pockets of open space within city limits, but more commonly found along riparian corridors of vegetation such as the San Pablo Creek. **Figure 7-1** illustrates identified biological resources in the area. These resources are discussed below.

FLORA AND FAUNA

The City of San Pablo lies in the Bay Area-Delta bioregion. According to the California Wildlife Habitat Relationships system (an information system for California's terrestrial vertebrates and their habitat), the primary habitat types in San Pablo are urban, annual grassland, coastal oak woodland, eucalyptus, and valley foothill riparian. Of the five habitat types, the most prevalent type is urban, which covers the majority of the Planning Area and is contiguous to the north, west, and south with the neighboring cities and districts of Richmond, Rollingwood, El Sobrante, and Pinole.

Small patches of annual grassland, eucalyptus, and coastal oak woodland habitat are found on the east end of the Planning Area. These patches are found in increasing quantities towards the direction of Alvarado Park and Wildcat Canyon Regional Park. Small grassland patches are also found isolated throughout San Pablo, but are very disturbed and of low quality.

The waterways that traverse the Planning Area —the San Pablo, Wildcat, and Rheem creeks —support the valley foothill riparian

habitat. Typical species along San Pablo and Wildcat creeks include willow and coast live oak, intermixed with boxelder, elderberry, California bay, coyote brush, blackberry, watercress, and poison oak. Ivy, an invasive and non-native species, can also be found along parts of San Pablo Creek. The riparian corridors along the creeks generally do not exceed 100 feet in width, except on the west end of town along Wildcat Creek. Here, there is a larger clearing containing a number of oak trees and a small band of grassland dominated by soft chess, ripgut grass, and foxtail.

Table 7.2-1 Habitat Types

<i>Name</i>	<i>Total Acres</i>
Urban	235
Coastal Oak Woodlands	18
Annual Grassland	125
Valley Foothill Riparian	79
Eucalyptus	9

Source: Environmental Science Associates, 2009.



San Francisco Bay is the largest estuary on the west coast of the United States. Its 1,600 square miles of wetlands and open water are home to at least 800,000 birds at any given time, including the Northern harrier shown above. (Photo: Nick Contonicolas)

Fauna found in the Planning Area are generally those species that have adapted to human habitation, such as starlings, golden

crowned sparrows, and rock pigeons, or those species that use the habitat in San Pablo to forage or nest while on their migratory route, such as the San Pablo vole, salt-marsh harvest mouse, northern harrier, California clapper rail, short eared owl, white tailed kite, and salt marsh wandering shrew. Steelhead trout, Salmonid, and carp can also be found in San Pablo Creek, despite their inability to migrate up and down the creeks due to the presence of concrete box channels.¹² Besides fish, birds, and insects, there is little evidence of other species in the city. No large mammalian species or predators have ever been found in San Pablo due to the city's small natural habitat.



The San Pablo song sparrow is a unique subspecies of sparrows that can be found only in San Pablo. The species is currently classified as a candidate for protection due to habitat loss. (Photo: Ken Thomas)

¹² Carp is a non-native species to San Pablo. Their presence in San Pablo Creek is probably the result of people releasing them into the Creek.

Figure 7-1
**Vegetation and
 Special Status Species**

- Special Status Species**
-  California clapper rail/San Pablo vole
 -  Alameda whipsnake/monarch butterfly
 -  San Pablo song sparrow

- Vegetation**
-  Annual Grassland
 -  Blue Oak Woodland
 -  Coastal Oak Woodlands
 -  Coastal Scrub
 -  Eucalyptus
 -  Valley Foothill Riparian

 Creeks

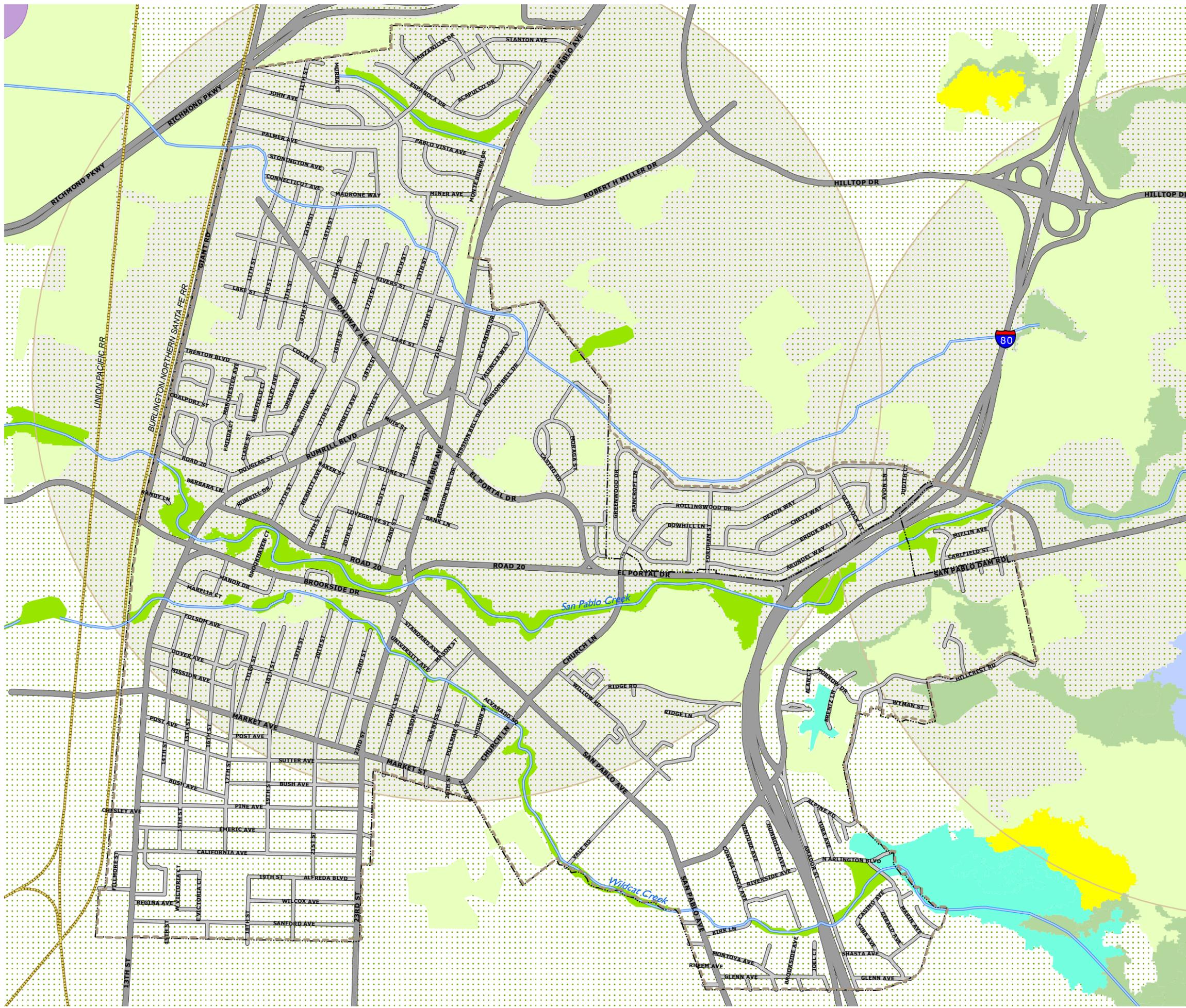
 Planning Area

 City Limits

 Major Roads

 Minor Roads

 Railroads



SOURCE: ESA, 2009; CNDDDB, 2010; Contra Costa County, 2010; City of San Pablo, 2010; Dyett & Bhatia, 2010.

SPECIAL STATUS SPECIES

Special status species are those plants and animals that, because of their acknowledged rarity or vulnerability to various causes of habitat loss or population decline, are recognized in some fashion by federal, State, or other agencies as deserving special consideration and protection. According to records maintained by the California Natural Diversity Data Base, there is only one special status species in the Planning Area, the San Pablo song sparrow (*Melospiza melodia samuelis*). Although the species is widespread and common, the San Pablo subspecies is endemic to California and confined to the tidal marshes of San Pablo Bay. The National Marine Fisheries Service has also reported that Steelhead trout (*Oncorhynchus mykiss*) occur in both San Pablo and Wildcat creeks. The Service has listed this species as a threatened species in the region. **Table 7.2-2** summarizes the type of special status species within the Planning Area and **Figure 7-1** shows their locations.

Table 7.2-2 Special Status Species

<i>Scientific Name (Common Name)</i>	<i>Presence</i>	<i>Occurrence Type</i>	<i>Federal Listing</i>	<i>State Listing</i>
Melospiza melodia samuelis (San Pablo song sparrow)	Presumed extant	Natural/ native occurrence	None	Special concern
Oncorhynchus mykiss (Steelhead)	Presumed extant	Natural/ native occurrence	Threatened	None

Source: California Natural Diversity Database, 2008; National Marine Fisheries Service, 2005

GUIDING POLICIES

OSC-G-3 *Protect and enhance wetlands, creek systems, and rare and endangered species and their habitats.*

IMPLEMENTING POLICIES

OSC-I-4 Require protection of sensitive habitat areas and “special status” species through measures

implemented in new development in the following order: 1) avoidance, 2) on-site mitigation, and 3) offsite mitigation, and require assessments of biological resources prior to approval for any development within 300 feet of any creeks, wetlands, or other sensitive habitat areas.

The City will coordinate with the U.S. Fish and Wildlife Service, National Marine Fisheries Service, California Department of Fish and Game, and Regional Water Quality Control Board to ensure City staff is providing developers with the best guidance and standards for project design to avoid impacts to creeks, wetland features, woodlands, or other sensitive natural features.

- OSC-I-5 Develop a list of native plants and landscaping guidelines that residents and business owners should use for public and private landscaping plans. Make this list and guidance accessible through the Planning Department, the Public Library, and the City website.

Urban landscaping design and planting choices should be managed to maximize ecological and health benefits for the whole community.

- OSC-I-6 Prohibit the use of invasive plant species, such as pampas grass and ivies, adjacent to wetlands, riparian areas, or other sensitive habitat.

Invasive plants are introduced species that can thrive in areas beyond their natural range of dispersal. These plants are characteristically adaptable, aggressive, and have a high reproductive capacity. Their vigor combined with a lack of natural enemies often leads to outbreak populations that overwhelm local plant species.

- OSC-I-7 Preserve and protect undeveloped hillside areas for their potential habitat value and as a visual and open space resource.

- OSC-I-8 If site work or construction (i.e., ground clearing or grading, including removal of trees or shrubs) activities are to occur during the nesting bird breeding season (February 1 through August 31), the City will require a pre-construction survey by a qualified wildlife biologist, assessing potential

special-status bird nesting habitat within 500 feet of the project site, no more than two weeks in advance of the planned activity. All identified nests should be buffered from the construction activity as recommended by the biologist and confirmed by City staff, in accordance with the nature of the construction and nesting activities.

Construction activities scheduled to occur during the non-breeding season (September 1 through January 31) do not require a survey. Construction activities commencing during the non-breeding season and continuing into the breeding season also do not require surveys. Nests initiated during construction activities would be presumed to be unaffected by the activity, and a buffer zone around such nests would not be necessary. However, a nest initiated during construction cannot be moved or altered.

- OSC-I-9 For any development projects involving removal of mature trees and/or demolition of vacant buildings (both potential habitats for special-status bats), require a pre-construction survey by a qualified wildlife biologist to determine if bats are present using an acoustic detector. Require implementation of feasible recommendations of the biologist on removal of trees with signs of bat activity during a period least likely to adversely affect the bats, or the creation of a “no disturbance” buffer, if a viable alternative.

7.3 Water Resources

Water resources include groundwater and surface water resources. Groundwater refers to water found beneath the water table in the form of saturated soil. In some parts of northern California, groundwater may also be found in underground aquifers. Surface water refers to water collecting on the Earth’s surface such as creeks or ponds. All surface water eventually percolates into the soil, evaporates into the air, or flows into the sea.

GROUNDWATER BASIN

San Pablo is located atop the East Bay Plain Subbasin. The subbasin is a northwest trending alluvial plain bounded on the north by San Pablo Bay, on the east by the contact with Franciscan Basement rock, on the west by San Francisco Bay, and on the south by the Niles Cone Groundwater Basin. Several creeks, including San Pablo Creek and Wildcat Creek in the Planning Area, flow across the subbasin. Average precipitation in the subbasin ranges from about 17 inches in the southeast to greater than 25 inches along the eastern boundary, most of which occurs between the months of November and March.

According to the Department of Water Resources, the subbasin has an underground storage capacity of 2,670,000 acre feet at a level of 350 feet above mean sea level, and extending to a depth of 1,000 feet below mean sea level. Over the years, the subbasin aquifer water levels have varied between 10 to 140 feet below mean sea level. The lowest recorded water level occurred in 1962. Water levels in the aquifers generally rise and fall in tandem with periods of abundant rainfall or drought. Since the majority of East Bay cities obtain their water from surface reservoirs or the Mokelumne River, extraction from wells only account for a fraction of the groundwater storage.¹³

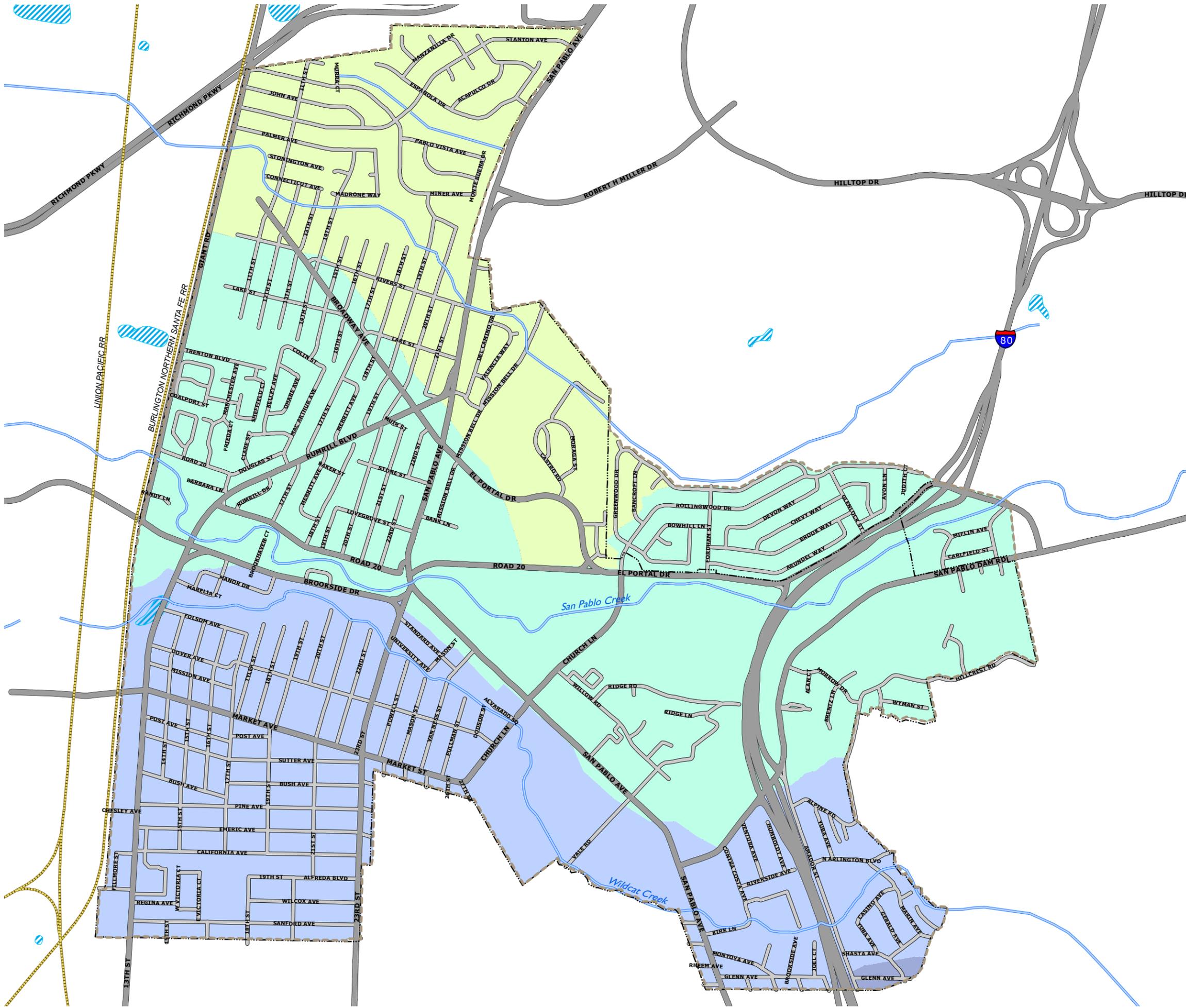
GROUNDWATER QUALITY

In general, groundwater throughout the subbasin is suitable for urban and agriculture use. The groundwater quality rarely exceeds maximum contaminant levels recommended by the State Water Resources Control Board. However, 15 of 29 wells in the subbasin had Total Dissolved Solids greater than 500 milligrams per liter (the maximum) when they were last tested in 2002. As such, groundwater is generally not recommended for drinking.

Aquifers are natural underground formations that are saturated with water, and from which water can be withdrawn.

¹³ California Groundwater Bulletin 118, Santa Clara Groundwater Basin, 2004.

Figure 7-2
Water Resources



-  Creeks
-  Wetlands
- Watersheds**
 -  Wildcat Creek
 -  San Pablo Creek
 -  Rheem Creek
 -  Baxter / Cerrito Richmond Drainages
-  Planning Area
-  City Limits
-  Major Roads
-  Minor Roads
-  Railroads



SOURCE: ESA, 2009; Contra Costa County, 2010; City of San Pablo, 2010; Dyett & Bhatia, 2010.

Besides contaminant levels, groundwater use is complicated by other factors including high salt levels due to the proximity to San Francisco Bay, and the risk of contamination through the release of fuels and solvents from East Bay factories. In part because of these factors, no groundwater wells exist in San Pablo. The City does not need to rely on groundwater since it receives all its water from the East Bay Municipal Utility District; which derives its water from the Sierra ranges. Drinking water supply is described in more detail in Chapter 6: Parks, Schools, Community Facilities, and Utilities.

SURFACE WATER



Wildcat Creek is one of the three principal creeks running through San Pablo. Creek water is not potable due to the presence of dissolved pollutants and suspended materials.

The City of San Pablo lies within the West County Major Watershed region – a geographic entity in West Contra Costa County that includes the peer cities of El Cerrito, Richmond, Pinole, and Hercules. The West County Major Watershed region is bounded by East Bay Hills to the east, the San Pablo Bay to the west, and Alameda County to the south. Watercourses in the region generally run from a south-east to north-west direction and empty into the San Francisco and San Pablo bays. Among these are Rheem Creek, San Pablo Creek, and Wildcat Creek. The watersheds for each creek are shown in **Figure 7-2**.

Rheem Creek is a small, intermittent stream with a watershed under two square miles confined to the northern portion of San Pablo. It is channelized in approximately half its length in San Pablo.

San Pablo Creek is a year-round watercourse and Wildcat Creek is an intermittent stream. Both creeks have their headwaters in the hills east of San Pablo. Of the two, San Pablo is the larger watercourse, draining an area approximately 10 square miles. It is regulated in the upper watershed by two dams: Briones Dam and Reservoir, and San Pablo Dam and Reservoir. Wildcat Creek is largely unregulated and has a drainage area of approximately 11 square miles.

SURFACE WATER QUALITY

Surface water quality is low in San Pablo's creeks owing to their location in the midst of an urban environment. In a 2006 study, the California Coastal Commission found large amounts of dissolved pollutants and suspended materials in San Pablo and Wildcat creeks. According to the Commission, both creeks contain a high concentration of Diazinon (a chemical), pathogens, and sediment.

In an ongoing study by Contra Costa Watershed Forum, bioassessment surveys since 2005 have consistently found a ‘Marginal’ to ‘Fair’ Index of Biotic Integrity (IBI). This means that the creeks are polluted and can only support limited biological activity.¹⁴

A major culprit of low water quality is stormwater run-off from commercial and residential areas which transports pollutants—such as pet waste, fertilizers, oil and trash—into the creeks.¹⁵ Although most of these pollutants are washed out into the San Pablo Bay, some materials may be trapped in the creek environment if they are caught in vegetation and debris jams. The condition of these creeks highlights the importance of controlling illegal dumping, reducing urban runoff, and promoting the use of runoff filtration systems.

GROUNDWATER RECHARGE AND STORMWATER MANAGEMENT

Being small in size, located inland, and heavily urbanized, the City of San Pablo does not possess large swaths of wetlands or marshes that can act as retention areas for storm or flood waters and natural groundwater recharge or filtration. However, the city does have a small wetland of about two acres in size at the western border of City Limits (west of Rumrill Boulevard opposite Folsom Avenue). The wetland is directly connected to the Wildcat Creek bed and only experiences flooding during storms. The location of the wetland is shown in **Figure 7-2**.

A further challenge is that the city’s creeks and associated riparian systems (especially San Pablo Creek and Wildcat Creek) may accommodate water for groundwater recharge and stormwater management to a limited degree due to their constrained and at times discontinuous nature (portions of the creeks carried on concrete channels or are hidden underground). The areas along the creeks most able to accommodate groundwater recharge and stormwater management are the natural riparian areas next to St Joseph Cemetery and Davis Park.

The following policies are designed to protect and enhance surface and groundwater quality in San Pablo.

¹⁴ The Urban Creeks Council, Wildcat Creek Restoration Action Plan, 2010.

¹⁵ NPS San Pablo Creek and Wildcat Creek Water Quality Conditions (CCA Volume #97 and #101), State of the Critical Coastal Areas Reports, California Coastal Commission, 2006.

GUIDING POLICIES

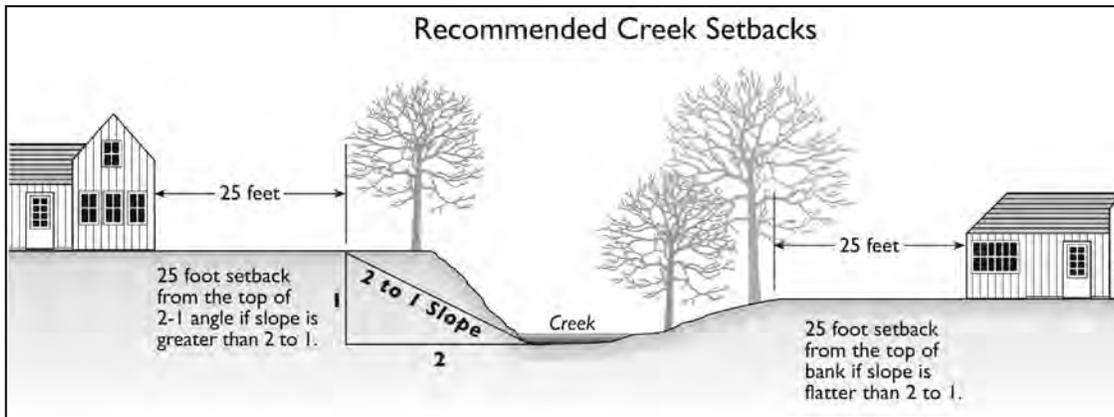
OSC-G-4 *Ensure both access and ecological functionality of the creek system in San Pablo.*

OSC-G-5 *Protect water supply and quality through conservation and good stormwater management practices.*

IMPLEMENTING POLICIES

OSC-I-10 Maintain, protect, and enhance San Pablo’s creeks, including Rheem, San Pablo, and Wildcat creeks, as local environmental and aesthetic resources, with approaches including, but not limited to:

- Establishing a Creek Improvement Program to widen, day-light, and improve San Pablo and Wildcat creeks for the enjoyment of residents;
- Strengthening stormwater management requirements for properties adjacent to the creek areas by applying techniques that maintain or restore nature character;
- Enforcing restrictions on the planting of invasive species near creek areas;
- Identifying and working with property owners to take advantage of unique opportunities where human active use (e.g. through trail development) would enhance creek appreciation without disrupting ecological function;
- Working with developers to “daylight” portions of creeks that have historically been channelized underground under existing paved areas (e.g. parking lots); and
- Requiring minimum setbacks from the top of the creek bank for development proposed adjacent to creeks, in keeping with City regulations and Best Management Practices.



OSC-I-11 Require property owners with properties adjacent to creeks to pay for creek improvement maintenance.

OSC-I-12 Continue to work with the Regional Water Quality Control Board (RWQCB) to protect and improve ground- and surface-water quality in the region.

Additional policies to control stormwater and reduce urban runoff are in the 'Wastewater and Stormwater' section of the Parks, Schools, Community Facilities, and Utilities Element.

7.4 Land Resources

Land resource policies relate to the conservation of soils and other resources that are in the earth, and the prevention and control of soil erosion.

SOILS

Nine soil types have been mapped by the U.S. Department of Agriculture in the San Pablo Planning Area. They are summarized in **Table 7.4-1** and their characteristics are mapped in **Figure 7-3**. Due to the range of soil types located in the Planning Area—with soil properties resulting in flooding, shrink-swells (expansive soils, described below), and excess wetness — various building site development restrictions exist in the Planning Area and affect land development costs. On average, Conejo clay loam has the most favorable properties for development, while cut and fill land has the least favorable

properties. Conejo clay loam is naturally occurring and native to the area, while cut and fill land is the result of mechanical manipulation of upland areas for urban use.

Soils with only slight or moderate development restrictions comprise 728 acres or 30 percent of the Planning Area. These soils are concentrated on the middle portion of the Planning Area near the vicinity of Brookside Drive and Road 20. Much of the upland areas contain soils with more severe building site development restrictions.

None of the soils in the Planning Area comprise a significant direct health or safety hazard to residents.

Table 7.4-1 Soils within the Planning Area

<i>Map Symbol/ Soil Name</i>	<i>Building Site Development Restriction¹</i>	<i>Erosion</i>	<i>Runoff</i>	<i>Percent of Planning Area²</i>
BaA/ Botella clay loam, 0 to 2 percent slopes	Moderate	None to slight	Very slow to slow	0.5%
Cc/ Clear Lake clay	Severe	None	Very slow	41.2%
CeA/ Conejo clay loam, 0 to 2 percent slopes	Moderate	None	Slow	19.0%
CkB/ Cropley clay, 2 to 5 percent slopes	Severe	Slight	Slow	2.8%
CnE/ Cut and fill land-los osos complex, 9 to 30 percent slopes	Severe	High	Rapid	9.4%
CoE/ Cut and fill land-millsholm complex, 9 to 30 percent slopes	Severe	High	Rapid	0.1%
GcF/ Gilroy clay loam, 30 to 50 percent slopes	Severe	Moderate to high	Medium to rapid	0.2%
LhF/ Los osos clay loam, 30 to 50 percent slopes	Severe	Moderate to high	Medium to rapid	5.6%
TaC/ Tierra loam, 2 to 9 percent slope	Moderate	Moderate	Medium to rapid	21.2%
W/ Water	NA			0.1%
TOTAL				100.0%

¹ Indicates development restrictions due to shrink-swell potential. Soils with shrink-swell rating of 0.5 are given a moderate rating while those with 1.00 are given a severe rating as it indicates the greatest negative impact on use.

² Totals may not add up due to rounding.

Source: US Department of Agriculture, Natural Resources Conservation Service, 2008.

EROSION

Soil erosion is a process whereby soil materials are worn away and transported to another area, either by wind or water. Soil erosion matters because the erosion of topsoil can cause landslides. The rate of soil erosion can vary depending on the soil material and structure, placement, and human activity. Soil containing high amounts of silt can be easily eroded, while sandy soils are less susceptible. In terms of building site restrictions, excessive soil erosion can eventually damage building foundations and roadways. In the case of open space uses, erosion potential is reduced with vegetative coverage.

Table 7.4-1 provides an overview of the different soils' susceptibility to erosion in San Pablo. Generally, soils with faster infiltration rates are less likely to be carried away by rain or runoff. Soils high in clay, such as Clear Lake clay, have slow runoff because they are resistant to detachment. Mixed textured soils, such as the cut and fill soils, are moderately susceptible to detachment and they produce moderate runoff. Slope gradient is another factor.¹⁶ Naturally, the steeper the slope of a field, the greater the amount of soil-loss from erosion by water. In this respect, the upland areas of San Pablo near San Pablo Dam Road and Stanton Avenue are more prone to erosion than those areas on flat ground.

MINERAL RESOURCES

The California Surface Mining and Reclamation Act of 1975 requires that all cities incorporate into their general plans mapped mineral resources designations approved by the State Mining and Geology Board. While some mineral resources can be found in Contra Costa County including aggregate and stone for commercial, industrial, and construction uses, none of these are found within in the Planning Area. According to State Office of Mine Reclamation, as of April 2010, there are no regulated mine facilities and no known mineral resources in San Pablo.

Policies that relate to the protection of land resources are in Section 9.1 Geologic and Seismic Hazards, in the Safety and Noise Element.

¹⁶ Soil Survey of California, Contra Costa County, 1977.

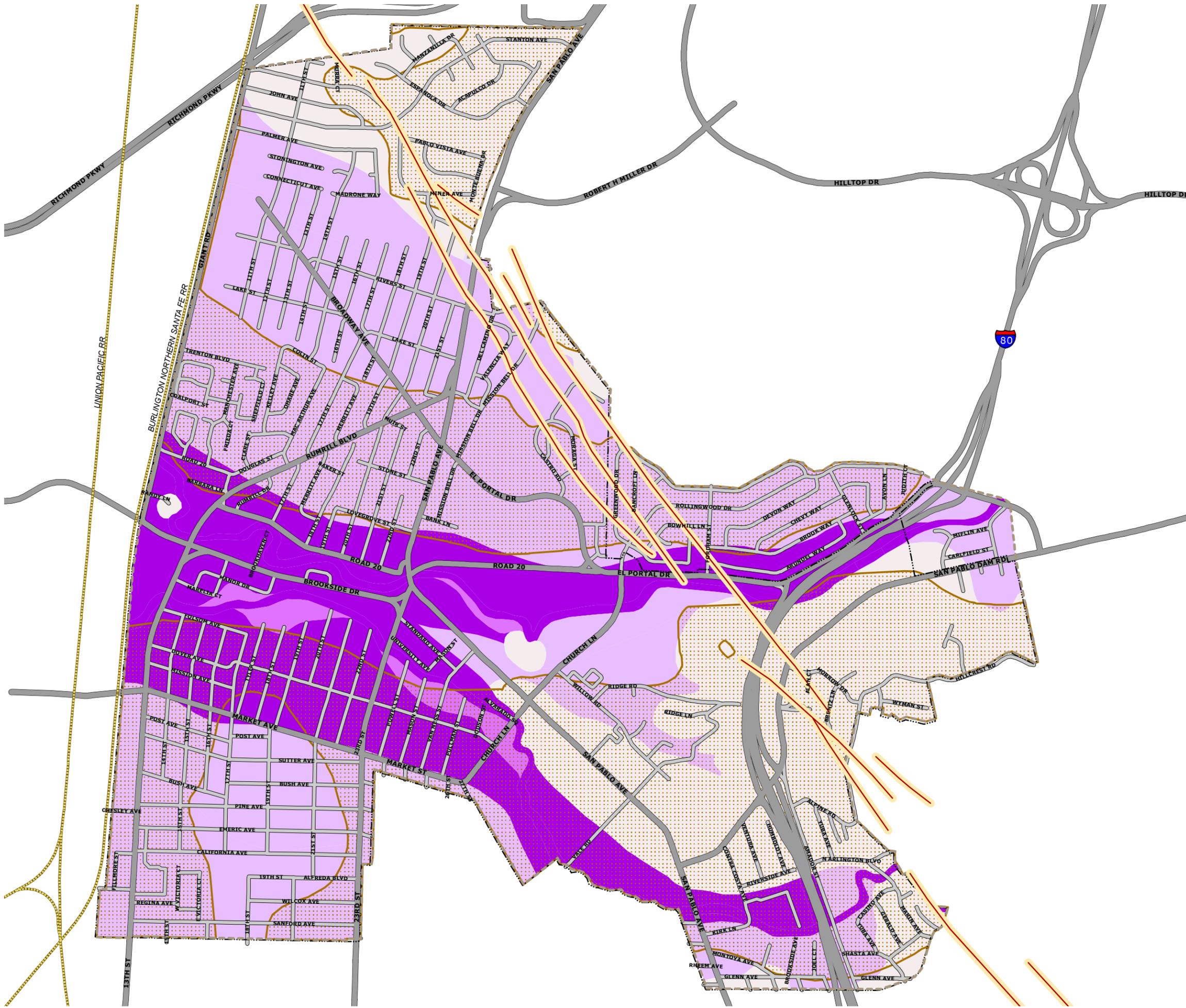
Figure 7-3
**Liquefaction Susceptibility
 and Shrink-Swell**

-  Hayward Fault
-  Alquist-Priolo Zone
-  Severe Shrink-Swell Potential

Liquefaction Susceptibility

-  Very Low
-  Low
-  Moderate
-  High
-  Very High
-  Water

-  Planning Area
-  City Limits
-  Major Roads
-  Minor Roads
-  Railroads



SOURCE: ABAG, 2009; NRCS, 2008; USGS 2005; Contra Costa County, 2010; City of San Pablo, 2010; Dyett & Bhatia, 2010.

7.5 Cultural Resources

In terms of long-range conservation planning, cultural resources are typically historic, archaeological, or Native American sites and structures protected under local, State, or federal law. These resources are protected because of their contribution to understanding and appreciating the past.

Historic resources are defined as structures of historic or aesthetic significance. Architectural sites dating from the Spanish Period (1529-1822) through the post-World War II period (1945-1955) are generally considered for protection if they are determined to be historically or architecturally significant. Sites dating after the post-World War II period may also be considered for protection if they could gain significance in the future. Historic resources are often associated with archaeological deposits of the same age.

Archaeological resources are places where human activity has measurably altered the earth or left deposits of physical remains. Archaeological resources may be either prehistoric (before the introduction of writing in a particular area) or historic (after the introduction of writing). The majority of such places in this region are associated with either Native American or Euroamerican occupation of the area.

Contemporary Native American resources, also called ethnographic resources, can include archaeological burial sites, rock art, and the prominent topographical areas, features, habitats, plants, animals, and minerals that contemporary Native Americans value and consider essential for the preservation of their traditional values.



The Texiera House (established 1890) is a building of historical significance in San Pablo.

HISTORICAL RESOURCES IN SAN PABLO

According to an inventory search conducted by the Northwest Information Center at Sonoma State University, the Planning Area contains important historical resources, including 49 historic buildings and structures listed by the Office of Historic Preservation’s Historic Property Directory. San Pablo’s historic resources are illustrated in **Figure 7-4** and listed in more detail in **Table 7.5-1**. Review of historical literature and maps indicate the city has seen a long development history dating back through the Mexican period, and into the American period. Numerous buildings survive from these time periods and provide a visual history to the historic-era development of San Pablo.

Table 7.5-1 Buildings of Historic Significance

No.	Address	Year Built	Historical Name
1	3200 11th Street	1949	-
2	3409 11th Street	1954	-
3	1816 14th Street	1924	-
4	1614 15th Street	1935	-
5	1875 15th Street	1952	-
6	2759 15th Street	1951	-
7	1740 16th Street	1934	-

Table 7.5-1 Buildings of Historic Significance

No.	Address	Year Built	Historical Name
8	1881 16th Street	1953	-
9	1958 16th Street	1946	-
10	2721 18th Street	unknown	-
11	2972 19th Street	1953	-
12	2024 20th Street	1948	-
13	2996 20th Street	1954	-
14	2331 22nd Street	1929	-
15	Alvarado Square	1905	Blume House
16	Alvarado Square	1890	Texiera Home
17	2900 Arundel Way	1943	-
18	2445 Bancroft Lane	1943	-
19	1300 Brookside Avenue	1949	-
20	1811 Bush Avenue	1940	-
21	1825 Church Lane	1863	St Pauls Catholic Church & Graveya
22	1901 Church Lane	1875	Old Rectory
23	1501 Colin Street	unknown	-
24	930 CR 20	1884	Rumrill Helms House
25	2009 CR 20	1951	-
26	2022 CR 20	unknown	Stanley Alter Home
27	1401 Dover Avenue	1948	-
28	2418 Dover Avenue	1943	-
29	1514 Emeric Avenue	1941	-
30	1807 Emeric Avenue	1935	-
31	2201 Emeric Avenue	1930	-
32	1108 John Avenue	1942	-
33	1601 Manor Drive	1943	-
34	2650 Market Avenue	1906	1906 Earthquake Camp Site
35	1830 Mason Street	1951	-
36	5739 McBryde Avenue	1911	-
37	2634 Ohare Avenue	1943	-
38	1919 Pine Avenue	1951	-
39	1841 Pullman Street	1875	Pullman Street Rectory
40	918 Randy Lane	1900	Andrata House
41	2009 Road 20	1950	-
42	2778 Rollingwood Drive	1943	-
43	2797 Rollingwood Drive	1943	-

Table 7.5-1 Buildings of Historic Significance

No.	Address	Year Built	Historical Name
44	2807 Rollingwood Drive	1943	-
45	13831 San Pablo Avenue	1826	Alvarado Adobe
46	14006 San Pablo Avenue	1875	Mello Residence
47	1230 Sanford Avenue	1950	-
48	1914 Sanford Avenue	1940	-
49	1748 Sutter Avenue	1944	-

Source: Office of Historic Preservation, Northwest Information Center, Sonoma State University, 2008.

ARCHAEOLOGICAL RESOURCES IN SAN PABLO

San Pablo is located within the historic territory of the Huchiuin Indians, speakers of the Costanoan/Ohlone language. The Huchiuin (the word Huchiuin simply means 'people') lived high in the western hills of West Contra Costa County. Native American cultural resources in this part of the region have been found near sources of water including perennial and intermittent streams and springs, on midslope terraces, and elevated knolls above the flood plain, and near ecotones and other productive environments. In fact, the Planning Area contains seven recorded Native American cultural resources. All of these resources represent habitation sites, three of the seven have recorded burials, and one site is a contributor to a district determined eligible for the National Register by consensus. The environmental features, coupled with the number of record habitation sites, suggest it is likely that unrecorded Native American cultural sites exist in the Planning Area.

Unlike historic sites, the location of archaeological sites is restricted by the federal Archaeological Resources Protection Act (ARPA) in order to prevent looting, vandalism, and destruction of archaeological resources. As a result, they are not indicated on **Figure 7-4**.

The following policies are designed to appreciate, protect, and preserve known and unknown cultural resources in San Pablo.

Figure 7-4
Historical and Cultural Resources

● Potential Historic Sites*

⋯ Planning Area

⋯ City Limits

— Major Roads

— Minor Roads

— Railroads

*See Table 7.5-1



SOURCE: Contra Costa County, 2010; City of San Pablo, 2010; Dyett & Bhatia, 2010.

GUIDING POLICIES

- OSC-G-6 *Identify and preserve the cultural resources that are found within the City of San Pablo.*

IMPLEMENTING POLICIES

- OSC-I-13 Establish and maintain a register of historic and potentially historic resources in San Pablo.
- A historic preservation register is the primary planning tool used to identify, record, and evaluate historic properties within a community, neighborhood, project area, or region. The City may use the list of historical buildings in the General Plan as a starting point to create a register of sites/buildings San Pablo may wish to designate as landmarks and/or important historical resources. The register can form an important component of the local preservation program, and can ultimately contribute to community knowledge of local history.*
- OSC-I-14 Preserve and build upon the historic and multicultural identity of Alvarado District as a defining element of the city.
- OSC-I-15 Help to ensure that new development analyzes and avoids potential impacts to historic, archaeological, and paleontological resources by:
- Requiring a records review for development proposed in areas that are considered archaeologically or paleontologically sensitive;
 - Requiring pre-construction surveys and monitoring during any ground disturbance for all development in areas of historic or archaeological sensitivity;
 - Implementing appropriate measures as a condition of project approval—measures such as avoidance, preservation in place, excavation, documentation, and/or data recovery—in order to avoid any identified cultural resource impacts.

In the event that historical, archaeological, or paleontological resources are accidentally

discovered during construction, grading activity in the immediate area shall cease and materials and their surroundings shall not be altered or collected. A qualified archaeologist or paleontologist must make an immediate evaluation and avoidance measures or appropriate mitigation should be completed, according to CEQA Guidelines. The State Office of Historic Preservation has issued recommendations for the preparation of Archaeological Resource Management Reports that may be used as guidelines.

- OSC-I-16 Work with local Native American tribes to protect recorded and unrecorded cultural and sacred sites, and to educate developers and the community-at-large about the connections between Native American history and the environmental features that characterize the local landscape.

Native American resources in the Planning Area have been found near sources of water including perennial and intermittent streams and springs, on midslope terraces and elevated knolls above the floodplain, and near ecotones and other productive environments. There is a high likelihood that additional unrecorded Native American cultural sites also exist in the Planning Area.

7.6 Air Quality and Climate Change

The City of San Pablo cares about protecting and improving air quality for two major reasons: 1) certain kinds of air pollutants are directly harmful to human health and the health of the natural environment (water quality, plant and animal life), and 2) other kinds of air pollutants are believed to contribute to broad and long-term environmental changes that may pose health and safety risks to humans and ecosystems in the future.

This section provides a brief description of Bay Area air pollutants and their health effects, air quality in San Pablo today and sources of air pollution, San Pablo's contributions to greenhouse gases (GHGs), and the potential effects of global climate change on the local community and wider region. Policies in this section aim to reduce air pollution, reduce exposure to air pollutants, reduce greenhouse gas emissions, and increase communitywide resilience to the anticipated long term

effects of climate change on San Pablo and the Bay Area. Policies in other parts of the General Plan, including the Land Use and Physical Design Element, Circulation Element, Parks, Schools, Community Facilities, and Utilities Element, and Community Health Element, also contain policies designed to reduce air pollution, emissions of greenhouse gases, and community vulnerability to climate change impacts.

AIR POLLUTANTS AND HEALTH EFFECTS

When it comes to direct human health effects, there are two main categories of air pollutants regulated in California: criteria pollutants and toxic air contaminants.

Criteria Pollutants

Criteria air pollutants are pervasive in the urban environment and the U.S. Environmental Protection Agency (EPA) has regulated them by developing specific public health- and welfare-based criteria as the basis for setting permissible levels. The six criteria pollutants are ozone, carbon monoxide (CO), nitrogen dioxide (NO₂), sulfur dioxide (SO₂), particulate matter (PM), and lead. Regulation of criteria pollutants is achieved through both national and State ambient air quality standards and emissions limits for individual sources of air pollutants. The EPA established National Ambient Air Quality Standards (national standards), and California has adopted more stringent standards for most of the criteria air pollutants (State standards).

EPA classifies air basins or portions thereof, as either “attainment” or “nonattainment” for each criteria air pollutant based on whether or not the national standards have been achieved. Air basins also receive designation as “attainment” or “nonattainment” for State standards. Thus, California has two sets of attainment/nonattainment designations: one with respect to national standards and one with respect to State standards. The following **Table 7.6-1** summarizes the Bay Area attainment status.

Table 7.6-I State and National Criteria Air Pollutant Standards, Bay Area Attainment Status, Sources, and Effects

Pollutant	Averaging Time	California Standard	Bay Area Attainment Status	National Standard	Bay Area Attainment Status	Major Pollutant Sources	Pollutant Health and Atmospheric Effects
Ozone	1 hour	0.09 ppm	N	---		On-road motor vehicles, other mobile sources, solvent extraction, combustion, industrial and commercial processes.	High concentrations can directly affect lungs, causing irritation. Long-term exposure may cause damage to lung tissue.
	8 hour	0.07 ppm	N	0.08 ppm	N		
Carbon Monoxide	1 hour	20 ppm	A	35 ppm	A	Internal combustion engines, primarily gasoline-powered motor vehicles.	Classified as a chemical asphyxiant, carbon monoxide interferes with the transfer of fresh oxygen to the blood and deprives sensitive tissues of oxygen.
	8 hour	9.0 ppm	A	9.0 ppm	A		
Nitrogen Dioxide	1 hour	0.18 ppm	A	---	U	Motor vehicles, petroleum refining operations, industrial sources, aircraft, ships, and railroads.	Irritating to eyes and respiratory tract. Colors atmosphere reddish brown.
	Annual Average	0.03 ppm		0.053 ppm	A		
Sulfur Dioxide	1 hour	0.25 ppm	A	---		Fuel combustion, chemical plants, sulfur recovery plants, and metal processing.	Irritates upper respiratory tract, injurious to lung tissue. Can yellow the leaves of plants, destructive to marble, iron and steel. Limits visibility and reduces sunlight.
	24 hour	0.04 ppm	A	0.14 ppm	A		
	Annual Average	---		0.03 ppm	A		
Particulate Matter (PM-10)	24 hour	50 mg/m ³	N	150 mg/m ³	U	Dust- and fume-producing industrial and agricultural operations, combustion, atmospheric photochemical reactions, and natural activities (e.g. wind-raised dust and ocean sprays).	May irritate eyes and respiratory tract, decreases lung capacity and increases risk of cancer and mortality. Produces haze and limits visibility.
	Annual Average	20 mg/m ³	N	---			
Particulate Matter (PM-2.5)	24 hour	---		35 mg/m ³	N	Fuel combustion in motor vehicles, equipment and industrial sources; residential and agricultural burning. Also formed from photochemical reactions of other pollutants, including NOx, sulfur oxides, and organics.	Increases respiratory disease, lung damage, cancer and premature death. Reduces visibility and results in surface soiling.
	Annual Average	12 mg/m ³	N	15 mg/m ³	A		
Lead	Monthly Average	1.5 mg/m ³	A	---		Present source: lead smelters, battery manufacturing and recycling facilities. Past source: combustion of leaded gasoline.	Disturbs gastrointestinal system, and causes anemia, kidney disease, and neuromuscular and neurologic dysfunction.
	Calendar Quarter	---		1.5 mg/m ³	A		

Notes: A=Attainment; N=Nonattainment; U=Unclassified; ppm=parts per million; and mg/m³=micrograms per cubic meter

Source: http://hank.baaqmd.gov/pln/air_quality/ambient_air_quality.htm. Accessed May 21, 2010.

Toxic Air Contaminants

Toxic air contaminants (TACs) are air pollutants that may cause or contribute to an increase in mortality or in serious illness, or that may pose a present or potential hazard to human health, but for which no ambient air quality standards have been established. TACs are less pervasive in the urban atmosphere than criteria air pollutants, but are linked to short-term (acute) or long-term (chronic and/or carcinogenic) adverse human health effects. There are many different types of TACs, with varying degrees of toxicity. Sources of TACs include industrial processes, commercial operations (e.g., gasoline stations and dry cleaners), and motor vehicle exhaust. The current list of TACs includes approximately 200 compounds. Regulation of TACs is achieved through federal or State control over individual sources. Two particular TACs of importance to San Pablo's planning include:

- **Diesel particulate matter (DPM).** Diesel PM has been identified by the California Air Resources Board (CARB) as a TAC and represents 70 percent of the known potential cancer risk from air toxics in California. Diesel PM is an important contributor to particulate matter air pollution. Particulate matter exposure is associated with premature mortality and health effects such as asthma exacerbation and hospitalization due to aggravated heart and lung disease.
- **Asbestos.** In 1986, CARB identified asbestos as a TAC based on its classification as a known cancer-causing pollutant. In that process, CARB found that no threshold exposure level could be identified below which adverse health effects would not be expected. Asbestos occurs naturally in certain kinds of rock (not known to occur in the City), and may also be found in older structures as a building material.

AIR QUALITY IN SAN PABLO

The Bay Area Air Quality Management District (BAAQMD) regulates emissions in the Bay Area and monitors air quality conditions through the region. San Pablo has one monitoring station (located at 1865 Rumrill Boulevard) that measures criteria pollutants, including ozone, carbon monoxide, nitrogen dioxide, and sulfur dioxide.

Based on air quality data measured at the Rumrill Boulevard station, there has been only one exceedance of the state 1-hour standard (in 2004) and no exceedances of the state and national 8-hour standards over the last five years. The highest daily 8-hour

carbon monoxide averages measured at the Rumrill Boulevard station over the last five years is 1.83 parts per million (ppm), well below the state and national ambient air quality standard of 9 ppm. Currently, on-road motor vehicles are responsible for approximately 64 percent of the carbon monoxide emitted within the San Francisco Bay Area and Contra Costa County. Total carbon monoxide emissions are expected to decrease within the county by approximately 37 percent between 2006 and 2020 primarily due to attrition of older, high polluting vehicles, improvements in the overall automobile fleet, and improved fuel mixtures

San Pablo is among those communities “of high concern” identified by the BAAQMD’s CARE program, in particular, because of community exposure to high diesel PM emissions, a significant TAC in the Bay Area.

AIR POLLUTION SOURCES

In San Pablo, as in many urban areas, motor vehicles—including automobiles, trucks, buses, trains, and others—are major contributors to air pollution. Stationary sources were once also important contributors to both regional and local air pollution; however, the impact of stationary sources on air quality has been substantially reduced in recent years by strong pollution control programs that hold those facilities accountable for their emissions. Air quality improvement programs now focus heavily on “mobile” or transportation sources.

Most mobile source air pollution within San Pablo comes from the I-80 corridor. Stationary sources within San Pablo include facilities such as auto body shops, dry cleaners, and light industrial uses. Larger stationary sources, such as the Chevron Refinery in Richmond—located only about 2.5 miles southwest (and upwind) of San Pablo—also contribute to degradation of local air quality. Contra Costa County is home to other refineries operated by Shell, Tesoro, ConocoPhillips, and Valero. These refineries, as well as the Pittsburg Power Plant—the fourth largest power plant in California—are located downwind of San Pablo, but they have an impact on regional air quality as a whole. Likewise, air pollution from the I-580 corridor and Oakland-San Francisco metropolitan area to the south also contributes to regional air quality problems.

SENSITIVE RECEPTORS

Some people are more sensitive to air pollution than others. Heightened sensitivity may be caused by pre-existing health problems, proximity to the emissions source, and duration of exposure to pollutants. Land uses such as schools, children's day care centers, hospitals, and convalescent homes are considered to be more sensitive than the general public to poor air quality because the population groups associated with these uses have increased susceptibility to respiratory distress and other air quality-related health problems. Persons engaged in strenuous work or exercise also have increased sensitivity to poor air quality. Efforts to improve air quality and reduce community exposure to air pollutants should give priority to regulations and land use design decisions that protect sensitive receptors.



Some people, such as children with asthma, are more sensitive to the effects of air pollutants than others.

CLIMATE CHANGE AND GREENHOUSE GAS EMISSIONS

Global Climate Change is a change in the average air temperature as measured by wind patterns, storms, precipitation, and temperature. In the past 10,000 years the Earth has experienced incremental warming as glaciers retreated across the globe. However, scientists believe we have observed an unprecedented increase in the rate of warming over the past 150 years, roughly coinciding with the global industrial revolution. Evidence

suggests this enhanced global warming is likely caused by humans, through emissions of greenhouse gases as a result of activities such as electricity generation, vehicle fuel consumption, and even farming and forestry practices. Scientists expect that the resulting increase in global mean temperature from 1990-2100 could range from 2.0 to 11.5 degrees Fahrenheit, with the most likely scenario between 3.2 and 7.1 degrees.



Exhaust fumes from automobiles and trucks emit carbon monoxide, carbon dioxide, nitrogen oxide, and hydrocarbons.

Climate Change Impacts

Accelerating global climate change has the potential to cause a number of adverse impacts in California, such as: a shrinking Sierra snowpack that could threaten the state's water supply; public health risks caused by higher temperatures and more smog; damage to agriculture and forests due to reduced water storage capacity, higher temperatures, increased salt water intrusion, flooding, and pest infestations; critical habitat modification and destruction; eroded coastlines; increased wildfire risk; and increased electricity demand.¹⁷

While all of these impacts may be felt to some extent in the Bay Area, of particular concern to San Pablo are water quality and

¹⁷ Office of the Attorney General, Global Warming Impacts in California.

water supply issues; increased temperature and extreme heat events; fire threat at the urban-wildland interface; an imbalance between electricity supply and demand; and indirectly, sea-level rise and increased storm surge with potential for intermittent flooding and gradual inundation of facilities nearby San Pablo.

Greenhouse Gas Emissions

San Pablo can combat climate change by reducing the community's contribution to GHGs in the atmosphere. The six primary GHGs known to accelerate GCC are carbon dioxide (CO₂), methane (CH₄), nitrous oxide (N₂O), hydrofluorocarbons (HFCs), perfluorocarbons (PFCs), and sulfur hexafluoride (SF₆). Though there are other gases that can contribute to global warming, these six are identified explicitly in California legislation. The City of San Pablo has prepared baseline and interim year communitywide inventories of GHGs, summarized in **Table 7.6-2** below in terms of metric tons of “carbon dioxide equivalent emissions”, or MTCO₂e:

Table 7.6-2 Communitywide Greenhouse Gas Emissions in San Pablo (CO₂e)

Sector	2005 (city baseline)		2007 (interim year)	
	MTCO ₂ e	Share of Total	MTCO ₂ e	Share of Total
Residential	27,805	16%	30,264	17%
Commercial	16,279	10%	20,133	11%
Industrial	3,686	2%	4,420	3%
Transportation	104,624	61%	101,089	57%
Waste	18,735	11%	20,881	12%
Total	171,129	100%	176,787	100%

Source: City of San Pablo, 2010, Clean Air and Climate Protection Software reports.

GUIDING POLICIES

- OSC-G-7 *Protect and improve the air quality in San Pablo.*
- OSC-G-8 *Reduce emissions of greenhouse gases that contribute to global climate change.*

IMPLEMENTING POLICIES

OSC-I-17 Prepare a Greenhouse Gas Emissions Reduction Plan that focuses on feasible actions the City can take to minimize the adverse impacts of growth and development on climate change and air quality. The plan would include, but not be limited to:

- A baseline inventory of all known or reasonably discoverable sources of greenhouse gases (GHGs) that currently exist in the city and sources that existed in 1990.
- A projected inventory of the GHGs that can reasonably be expected to be emitted in the city in the year 2030 in accordance with discretionary land use decisions pursuant to this General Plan update and foreseeable communitywide and municipal operations.
- A target for the reduction of emissions from those identified sources reasonably attributable to the City’s discretionary land use decisions and municipal operations, in line with State goals and targets established by the Air Resources Board.
- A list of feasible GHG reduction measures whose purpose shall be to meet the established local reduction target, including energy conservation and “green building” requirements in municipal buildings and private development.

In determining what is a source of GHG emissions, the City will rely on the definition of “greenhouse gas emissions source” as defined in Section 38505 of the California Global Warming Solutions Act of 2006 or its governing regulations. The baseline and projected inventories may include estimates of emissions drawing on available information from State and regional air quality boards and agencies, supplemented by information obtained by the City.

OSC-I-18 Work with the Bay Area Air Quality Management District to develop and implement a Community Risk Reduction Plan (CRRP) to address the exposure of sensitive populations to toxic air contaminant emissions in San Pablo.

The Bay Area Air Quality Management District's Community Air Risk Evaluation (CARE) Program identified the Richmond/San Pablo area west of I-80 (which encompasses most of San Pablo) as one of six "communities of high concern" in the Bay Area due to high levels of diesel particulate matter emissions which contribute to higher than average cancer risk levels. The CARE Program calls for targeting grants and incentives toward these priority communities, and the CRRP is an important tool for programming those funds when they are available.

The City will initiate CCRP development within 18 months of General Plan adoption if funding permits. Close coordination with the Air District will allow San Pablo to capitalize on any potential CEQA streamlining opportunities that may be made available as Air District Guidelines for CRRPs are further refined.

OSC-I-19

Maintain a 500-foot Air Quality Health Risk Overlay Zone on either side of Interstate 80 within the Planning Area to protect sensitive receptors from toxic air emissions. Within this overlay, avoid approval of new sensitive land uses, and for those projects permitted, require site-specific project design improvements (such as higher-performance windows and HVAC systems) in order to reduce public health risks associated with poor air quality in these locations.

Sensitive receptors refers to those segments of the population most susceptible to poor air quality, such as children, the elderly, and those with pre-existing serious health problems affected by air quality. Land uses where sensitive receptors are most likely to spend time include, but are not limited to, hospitals and other medical facilities, schools and school yards, senior centers, child care centers, parks and playgrounds, and residential communities. In traffic related studies, additional non-cancer health risk attributable to proximity was seen within 1,000 feet and was strongest within 300 feet. California freeway studies show about a 70

percent drop-off in particulate pollution levels at 500 feet.¹⁸

OSC-I-20 Require developers to use best management practices (BMPs) to reduce particulate emissions and dust associated with construction activities as a condition for approval of subdivision maps, site plans, and grading permits. These BMPs include, but are not limited to, regular materials and vehicle tire watering, covering, and dust prevention measures during clearing, grading, earth-moving, or excavation operations.

OSC-I-21 Provide incentives for the installation of EPA-certified wood heaters or approved wood-burning appliances, list permitted and prohibited fuels, and create a “no burn” policy on days when air quality is particularly poor.

Smoke released from fireplaces and wood stoves contains carbon monoxide, nitrogen dioxide, volatile organic compounds, and inhalable particulate matter. Change-out programs (often subsidized by grant funding) have been successful in communities where wood burning fireplaces are a substantial contribution to local air pollution.

OSC-I-22 Support CCTA’s efforts to address climate change and air quality issues on a regional basis as reflected in the ‘Principles for Collaborative Development of Sustainable Communities Strategies in Contra Costa County’.

The CCTA planning process is a regional effort to formulate guiding principles to achieve greenhouse gas emission targets established by SB375 in 2008, which primarily addresses transportation. The City will support this effort by participating in its development and helping to implement its goals and policies.

OSC-I-23 Continue to support the Bay Area Air Quality Management District’s efforts to monitor and control air pollutants from stationary sources.

¹⁸ California Environmental Protection Agency, California Air Resources Board, "Air Quality and Land Use Handbook: A Community Health Perspective" , April 2005.

- OSC-I-24 Continue to work with surrounding jurisdictions and agencies to establish parallel air quality programs and implementation measures, as necessary, to improve air quality standards.
- OSC-I-25 Support non-polluting transportation modes and opportunities (i.e. pedestrian, bike, carpooling opportunities and public transit improvements) as specified in the Circulation Element.
- OSC-I-26 Promote energy efficiency in architectural design for new construction including building orientation to take advantage of wind and sun, and site design features (such as clustering of uses), pre-wiring for optional photovoltaic or solar heating systems, etc.

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8

HEALTH

The City of San Pablo is embracing the opportunity to bring health-related perspective to long-range planning with a broader definition of community wellbeing. The City is among the first communities in the State to develop a Health Element for its General Plan. This Element describes the relationship between planning and public health, reviews current health conditions and determinants in San Pablo, and sets forth guiding and implementing policies to improve the environmental and social conditions for health, particularly pertaining to transportation and physical activity; food access and equity; access to services and planning for people first; and crime reduction and perceived safety.

8.1 Planning and Public Health

Determinants of health are the range of personal, social, economic and environmental factors which determine the health status of individuals or communities.

Modern city planning and public health practices emerged to protect communities from epidemic disease in rapidly growing and industrializing cities. But as the major epidemics subsided, the disciplines took separate paths: planning practice looked to improve quality of life through provision of housing, jobs, and tighter regulation of the built environment (such as separating “incompatible uses”), while public health practice focused on disease treatment, education, and individual behavior as critical determinants of health outcomes. Planners have paid attention to certain variables—building typologies, traffic levels of service, economic development—while public health practitioners have paid attention to others—nutrition, healthcare, exercise habits. Planning and health departments today usually have different responsibilities, funding streams, and professional training, and seldom do they interact to develop policies and programs together.

However, as an increasing number of Americans suffer and die from chronic diseases such as heart disease, cancer, diabetes, and asthma, the interrelationship between the built environment and health has once again appeared at the top of community and research agendas. Today, research correlates community design and environmental characteristics with physical activity levels, diet, pollution-related illnesses, unintentional injury rates, violent crime, and other health conditions. Many communities now demand not only that streets should accommodate cars, but that they should accommodate bicycles and pedestrians, too. Not only should economic development provide jobs and tax revenue, but it should also provide the critical services community members require for healthy lives, such as groceries and medical care.

This new cooperation between city planning and public health is fundamentally concerned with addressing the full range of factors affecting health—not only those which are related to the actions of individuals, such as health behaviors and lifestyle choices, but also factors such as income, education, employment and working conditions, access to health services, nutrition, and the quality of physical environments. The overarching idea for this General Plan update is to put people, and their health, first and foremost.



Exercises such as jogging can help strengthen bones and improve cardiovascular health.

8.2 The Health Element

PURPOSE OF THE ELEMENT

This Health Element brings together community opinion and experiences, health data, and literature pointing to effects of the built, natural, and social environments on health. This Element presents ideas expressed in community workshops, GPAC meetings, Planning Commission and City Council meetings, local health research reports, and by organizations such as West County Healthy Eating and Active Living (HEAL) and Contra Costa Health Services (CCHS) personnel. This Element:

- **Recognizes** health conditions in San Pablo today, and some of the environmental factors that contribute to these conditions;
- **Focuses** on the relationships between community health and wellness outcomes—such as death, chronic disease, drug abuse, crime, and incarceration—and the built, natural, and social environments;



The City aims to promote biking by improving facilities and adding street signs.

- **Proposes** specific, achievable, and realistic policies and implementation program to address identified major health issues facing the community; and
- **Provides** an explicit and direct public health perspective, including a mechanism for navigating health-related policies that appear throughout the rest of the General Plan.

HEALTH ELEMENT KEY THEMES

San Pablo community members, business people, service providers, and leaders are aware of, and participating in, this effort to reconnect city planning with public health. As a result, the key themes selected for this element are based in community concerns, direction from City officials, and an understanding of existing local health conditions (described in more detail in Section 8.3). The key themes for this element include:

- *Healthy Transportation and Physical Activity;*
- *Healthy Food Access and Equity;*
- *Access to Services and Planning for People First; and*
- *Crime Reduction and Perceptions of Safety.*

RELATIONSHIP TO OTHER PLAN ELEMENTS

The Health Element will advance the health perspective in citywide planning in San Pablo. It will have the same weight and force as all other Plan elements. The Element will be a lens through which to see and understand the importance of all General Plan policies in achieving health-related goals and outcomes. Because health outcomes are affected by many factors, efforts to achieve better community health must be multidimensional or multi-sectorial.¹⁹ The Element augments the traditional policy framework in a General Plan to fill in the gaps where health issues are not fully addressed elsewhere. **Table 8.2-1** below identifies each General Plan element and describes whether it strongly supports health-related concerns or only has a moderate or weak relationship to them. These relationships vary depending on the primary focus of the General Plan element. For example, the Circulation Element has a strong relationship with the idea of healthy transportation, but does less in terms of providing access to services and programs, which are land use-related.

Table 8.2-1 Relationship Between Health and Other Plan Elements

Other General Plan Elements	Health Element Dimensions			
	Healthy Transportation and Physical Activity	Healthy Food Access and Equity	Access to Services and Planning for People First	Crime Reduction and Perceptions of Safety
Economic Development	Weak	Moderate	Moderate	Moderate
Land Use and Physical Design	Strong	Strong	Strong	Moderate
Growth Management	Moderate	Weak	Weak	Weak
Circulation	Strong	Weak	Weak	Moderate
Public Facilities and Utilities	Strong	Moderate	Moderate	Strong
Conservation and Open Space	Strong	Weak	Weak	Weak
Safety and Noise	Weak	Weak	Weak	Strong
Housing	Weak	Moderate	Strong	Moderate

Source: Dyett & Bhatia, 2010.

¹⁹ Green, L.W. and M.W. Kreuter. *Health Promotion Planning: An Educational and Ecological Approach*. Third Edition. McGraw-Hill: New York, NY, (1999), p. 43.

8.3 Public Health in San Pablo Today

This brief summary of health conditions in Contra Costa County and San Pablo is based largely on the report, “*Community Health Indicators for Contra Costa County*”, prepared in June 2007 by the Community Health Assessment, Planning, and Evaluation Group, Public Health Division of Contra Costa Health Services.

POVERTY, EDUCATION, AND HEALTH DISPARITIES

Three underlying and related conditions shape the policy framework in the General Plan update for improving the health of the San Pablo community: poverty, educational attainment, and health disparities.

Poverty and Educational Attainment

In 2000, San Pablo had the largest proportion of residents living in poverty of all cities in Contra Costa County, almost 43 percent. Richmond was the next closest, with over 36 percent living in poverty, while county-wide the average was less than 19 percent. **Table 8.3-1** provides more detail.

Table 8.3-1 Residents Living in Poverty, 2000

<i>Jurisdiction</i>	<i>Percent in Poverty</i>	<i>Number in Poverty</i>
San Pablo	42.8%	12,938
Richmond	36.3%	36,047
Pittsburg	28.5%	16,210
Concord	20.9%	25,417
Antioch	19.9%	18,015
Martinez	11.8%	4,224
Walnut Creek	10.6%	6,797
<i>Contra Costa County</i>	<i>18.5%</i>	<i>175,065</i>

Notes: Poverty is defined here as below 200 percent of the federal level. Because of the high cost of living in Contra Costa County, poverty rates include all county residents who reported a gross income less than 200 percent of the federal level. In the year 2005, this income level ranged from \$19,140 for a person living alone to \$38,700 for a family of four and \$64,780 for a family of eight.

Source: *Community Health Indicators for Contra Costa County, June 2007.*

Census data show that throughout the country, the poorest communities are also those with the highest proportions of people without a high school diploma. This could mean a number of things: low-income communities may have poorer

quality educational systems and lack access to basic resources (such as books) that would improve student performance; poverty may place greater pressure on students to leave school early in order to earn money; and low quality and incomplete education may make it harder to find well-paying employment, increasing the likelihood that these students grow up and continue to live in poverty. A high poverty rate may also relate to the fact that many residents are foreign-born and may have limited English-language skills, precluding them from higher paying jobs. Though this analysis does not pinpoint the exact relationship, a correlation between poverty and educational attainment likely exists for San Pablo where, in 2000, 38 percent of the population 25 years of age or older lacked a high school diploma. This was a higher proportion than any other city in Contra Costa County, the County overall, and California overall. (See **Table 8.3-2**)



Access to health services plays an important role in determining a City's quality of life.

Table 8.3-2 Educational Attainment for Selected Jurisdictions, 2000

<i>Jurisdiction</i>	<i>Population 25 Years +</i>	<i>No High School Diploma</i>	<i>High School Diploma</i>	<i>Some College</i>	<i>College Graduate</i>	<i>Graduate School +</i>
San Pablo	17,347	38%	26%	26%	8%	2%
Richmond	62,662	25%	22%	31%	14%	8%
Pittsburg	33,388	24%	26%	35%	11%	3%
Concord	80,130	15%	23%	36%	19%	7%
Antioch	54,041	14%	29%	39%	14%	5%
Martinez	25,201	9%	20%	39%	23%	10%
Walnut Creek	49,986	5%	13%	28%	33%	21%
Contra Costa County	625,641	13%	20%	32%	23%	12%
<i>California</i>	<i>21,298,900</i>	<i>23%</i>	<i>20%</i>	<i>30%</i>	<i>17%</i>	<i>10%</i>

Source: United States Census Bureau, Census 2000, Summary File 3 Sample Data.

Health disparities are differences in health outcomes (injury, illness, and death) between different groups of people.

Poverty Contributes to Health Disparities

Health disparities are differences in health outcomes (injury, illness, and death) between different groups of people. Most deaths in Contra Costa County are from chronic diseases as described in the following section. Other causes of death in the top five vary by race/ethnicity, including several other chronic diseases and injury.²⁰

Research suggests that for some California communities, life expectancy is 20 years greater in the wealthiest Census tracts than in the most impoverished.²¹ In Contra Costa, communities with the highest percentages of low-income and non-White residents—San Pablo, Richmond, North Richmond, and Pittsburg/Bay Point—experience higher death and disease rates than the County overall for many chronic and communicable diseases, injury, and maternal and child health issues.²² African Americans in Contra Costa have a higher death rate from all causes combined than County residents overall. They also have higher death rates than Whites, Latinos, and Asians.²³

²⁰ McKetney, et al., *Community Health Indicators for Contra Costa County*, Community Health Assessment, Planning, and Evaluation Group, Public Health Division of Contra Costa Health Services (June 2007).

²¹ City of Berkeley, *Health Status Report 2007*.

²² Contra Costa Health Services, “Health Disparities in Contra Costa”.

²³ McKetney, et al., *Supra* note 2.

Causes of health disparities are numerous and complex, and social inequalities, such as poverty and discrimination, contributes in that they lead to greater stress levels, exposure to unhealthy physical and social environments, and less access to high-quality goods and services.²⁴ San Pablo residents living in poverty (almost half of all residents) are less able to afford basic food, shelter, and health care. These residents are more likely to be under additional stresses associated with paying bills, arranging for childcare, working multiple jobs, working in dangerous jobs, and experiencing fear of losing one's job. These San Pablo families are also less likely to own cars, own homes, or to have access to educational and recreational opportunities and access to health care. Each of these environmental factors is related to higher rates of injury, illness, and/or death.

HEALTH CONDITIONS IN CONTRA COSTA AND SAN PABLO

Causes of Death in Contra Costa County

Table 8.3-3, on the following page, summarizes causes of death in Contra Costa County between 2006 and 2008, as reported by the California Department of Public Health, Center for Health Statistics, and compares those to California, the United States, and the Healthy People 2010 national objectives.

Chronic diseases, including cancer, heart disease, and stroke, are the most common causes of death overall in Contra Costa County and the State. In terms of a county-to-county ranking, Contra Costa death rates are higher than more than half of all other counties in California in the categories all cancers, stroke, Alzheimer's, female breast cancer, diabetes, prostate cancer, colon cancer, firearm-related deaths, and homicide. Bold numbers in the table indicate areas where Contra Costa underperforms relative to national objectives, including: cancers, unintentional injuries, firearm-related deaths, drug-induced deaths, suicide, chronic liver disease, and homicide.

Healthy People 2010

Every 10 years, the U.S. Department of Health and Human Services leverages scientific insights, lessons learned from the past decade, and new knowledge of data, trends, and innovations to develop a set of health objectives for the nation. The current objectives are Healthy People 2010, and Healthy People 2020 are under development.

www.healthypeople.gov

²⁴ Contra Costa Health Services, *supra* note 4.

Table 8.3-3 Contra Costa County Mortality Statistics 2006-2008

<i>Health Status Indicator</i>	<i>2006-2008 Deaths (Avg)</i>	<i>Contra Costa Death Rate</i>	<i>Statewide Death Rate</i>	<i>National Death Rate¹</i>	<i>Healthy People 2010 National Objective</i>	<i>Contra Costa Rank²</i>
All Causes	6,896.3	661.3	666.4	760.3	a	24
All Cancers	1,723.3	165.3	155.9	177.5	158.6	33
Coronary Heart Disease	1,085.0	104.0	137.1	134.5	162.0	12
Cerebrovascular Disease (Stroke)	474.7	45.5	40.8	41.6	50.0	40
Lung Cancer	397.0	38.1	38.1	50.5	43.3	20
Chronic Lower Respiratory Disease	391.7	37.6	37.8	41.2	a	21
Alzheimer's Disease	325.7	31.2	25.7	22.8	a	49
Accidents (Unintentional Injuries)	271.3	26.0	29.7	37.8	17.1	10
Diabetes	194.0	18.6	21.1	22.4	b	30
Colorectal (Colon) Cancer	176.3	16.9	14.7	16.7	13.7	51
Influenza/Pneumonia	171.0	16.4	19.6	16.3	a	26
Female Breast Cancer	142.3	26.8	21.2	23.5	21.3	47
Firearm-related Deaths	122.3	11.7	8.5	10.1	3.6	44
Drug-induced Deaths	102.0	9.8	10.6	10.4	1.2	19
Suicide	99.3	9.5	9.4	10.8	4.8	14
Chronic Liver Disease and Cirrhosis	98.7	9.5	10.7	8.9	3.2	14
Homicide	98.3	9.4	6.3	5.8	2.8	56
Prostate Cancer	93.0	18.2	21.8	23.5	28.2	38
Motor Vehicle Traffic Deaths	82.3	7.9	10.3	14.4	8.0	10

1. 2006 mortality rates. 2005 female breast cancer, prostate cancer, and motor vehicle traffic death rates.

2. Data are ranked among counties by increasing rates or percentages. The county with the lowest rate or percentage is in the first rank while the county with the highest rate or percentage is in the fifty-eighth rank.

a. *Healthy People 2010* National Objective has not been established.

b. The National Objective is based on both underlying and contributing cause of death which requires use of multiple cause of death files. California's data exclude multiple/contributing causes of death.

Note: Death rates are per 100,000 population

Source: California Department of Public Health, Center for Health Statistics. 2006-2008 Birth and Death Statistical Master Files and 2005-2007 Birth Cohort-Perinatal Outcome Files. California Department of Finance. 2007 Population Estimates with Age, Sex, and Race/Ethnic Detail, July 2007. National Center for Health Statistics. Deaths: Preliminary Data for 2007. National Vital Statistics Reports Vol 58. No 01. August 2009. (2006 Female Breast Cancer, Prostate Cancer, and Motor Vehicle Traffic).

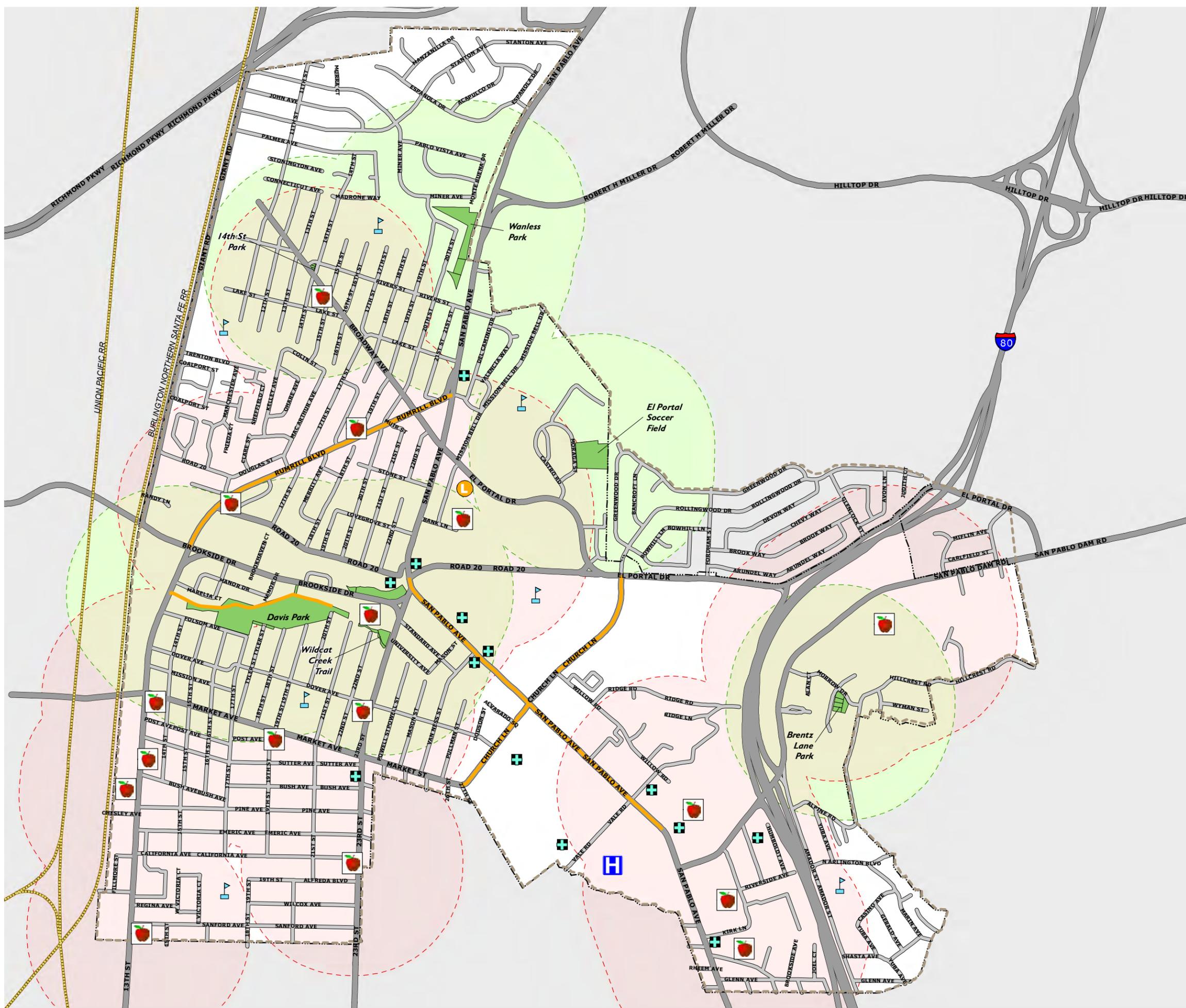
Table 8.3-4 presents basic descriptions of key health problems in San Pablo and Contra Costa County, and the risk of death associated with those conditions where data on San Pablo are available, relative to the County and other communities.

Table 8.3-4 Top Health Concerns in San Pablo

<i>Adult Obesity and Overweight</i>	The proportion of adults in Costa Contra who are either overweight or obese (60.1 percent) is similar but higher than the State (57.2 percent) and higher than the Bay Area (51.2 percent). While the County does not report obesity rates for individual cities, it does report that being African American or low income—of which many San Pablo residents are both—is associated with higher rates of obesity and overweight.
<i>Childhood Overweight</i>	Contra Costa fifth graders are less likely to be overweight than their peers statewide (27.5 percent v 32.6 percent), however West Contra Costa Unified School District reported both the highest number of overweight fifth graders (826) of any school district in the County, as well as one of the highest percentages (35.3 percent) of overweight fifth graders, a significantly higher percent than the County overall (27.5 percent). Overweight children have an increased risk of developing type 2 diabetes, are more likely than other young people to have high blood pressure and high cholesterol, and are more likely to become obese adults.
<i>Cancer</i>	San Pablo’s cancer death rate is the highest in the County, significantly higher than the County overall. African Americans are the most likely to die from cancer, and men are more likely to die from cancer than women.
<i>Heart Disease & Stroke (Cardiovascular Disease)</i>	Residents of San Pablo are more likely to die from both heart disease and stroke compared to the County overall. African Americans are more likely to die from stroke than people in the County overall, and more likely to die than Whites, Asians, or Latinos.
<i>Diabetes</i>	Residents of San Pablo and Richmond are more likely to die from diabetes compared to the County overall. Deaths from diabetes are usually underreported because people with diabetes often will ultimately die of heart disease or stroke.
<i>Childhood Asthma</i>	Children in San Pablo and Richmond have significantly higher hospitalization rates for asthma than do children in other communities. African American children are hospitalized for asthma at a rate almost four times that of White, Asian, or Latino children and almost three times that of the County’s children overall.
<i>Unintentional Injury Deaths and Hospitalizations</i>	Unintentional injuries may result from motor vehicle traffic accidents, poisoning, falls, drowning, choking, or suffocation. In San Pablo and Richmond, residents are more likely to die from unintentional injuries compared to the County overall. San Pablo residents also are more likely to be hospitalized for unintentional injuries compared to the County overall.

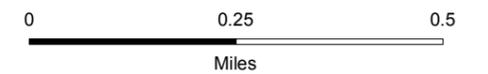
Source: McKetney, et al., 2007.

Figure 8-1
Health Factors



-  Schools
-  Supermarkets and Corner Grocery Stores
-  Library
-  Hospital
-  Other Medical-Related Facilities
-  Existing Bicycle Routes*
-  Parks
-  Supermarkets/Corner Grocery Stores: 5 min Walking Distance
-  Parks: 5 min Walking Distance
-  Planning Area
-  City Limits
-  Streets & Highways
-  Railroads

*Please refer to Figure 5-5 for proposed bicycle routes.



SOURCE: Contra Costa County, 2010; City of San Pablo, 2010; Dyett & Bhatia, 2010.

HEALTH INDICATORS

Health indicators will help the City measure future progress toward health goals against baseline conditions in San Pablo today. These indicators do not encompass all possible health conditions that may be monitored in San Pablo, but rather focus on a smaller set with more direct relevance to the General Plan. In addition to indicators related to poverty, education, and obesity, other indicators are organized by Key Health Element Theme. These indicators are “mappable” or already measured by the County and reflected in the health data reported in preceding tables. **Figure 8-1** illustrates some of the health planning factors for which mapped data exist.

Table 8.3-5 Indicators for a Healthy San Pablo	
Indicator	Desired Outcome
<i>General</i>	
Proportion of population in poverty	Reduce
Proportion of population with a high school diploma	Increase
Rates of obesity and overweight among adults and children	Reduce
<i>Healthy Transportation and Physical Activity</i>	
Population within 1/4 mile of parks, schools, transit	Increase
Traffic accident rates, pedestrian and bicycle victims	Reduce
<i>Healthy Food Access</i>	
Population within 1/4 mile of supermarket or grocery store	Increase
Population within 1/4 mile of fast food only	Reduce
<i>Crime Reduction and Perceptions of Safety</i>	
Violent crime rates	Reduce
Streets, parks, and public places with adequate lighting	Increase
<i>Access to Services and Social Capital</i>	
Population within 1/4 mile of acute care, intermediate care, medical, dental	Increase
Presence of community services (library, schools, banking services, pharmacies, sports facilities)	Increase

The next four sections focus on the key themes selected for this Element. Each section begins with a brief description of the connection between the health element key theme and desired community health outcomes, followed by guiding and implementing policies designed to achieve the key theme. When applicable, each section closes with a cross-reference table indicating which policies in other elements also support the key theme and desired health outcomes.

8.4 Healthy Transportation and Physical Activity

A top priority for the San Pablo community is increased healthy activity and mobility for all ages. The General Plan strives to achieve this through pedestrian, bicycle, and transit improvements that decrease the need for car travel, particularly for day-to-day activities. This change would bring healthy physical activity into daily routines. The mode shift is particularly important for children and seniors, groups that typically do not drive or own cars. Furthermore, making recreation facilities more accessible—dispersing them throughout the community and making programs affordable to low-income residents—will also increase the likelihood that all residents will incorporate healthy activity into their daily lives. Transportation and physical activity are related to health in a number of ways, for example:

- High-speed, unobstructed, and wide multi-lane roads are dangerous to pedestrians and bicyclists. Crash rates increase exponentially with street width, especially since drivers move faster on wider roads.²⁵ Slowing traffic from 40 to 20 miles per hour can reduce a pedestrian’s chance of being killed, if hit, from 85 percent to just 5 percent.²⁶
- When community design accommodates and integrates pedestrians and bicyclists, there are higher rates of walking and biking.²⁷ And for each half mile walked per day, people are about 5 percent less likely to be obese (controlling for age, education, gender, and ethnicity).²⁸
- Almost one-third of Americans who commute to work via public transit meet their daily requirements for physical activity (30 or more minutes a day) by walking

²⁵ P. Swift, et al., *Residential Street Typology and Injury Accident Frequency*, originally presented at the Congress for the New Urbanism, Denver CO, (June 1997; updated 2006).

²⁶ C. Zegeer, et al., *Safety Effects of Marked vs. Unmarked Crosswalks at Uncontrolled Locations: Executive Summary and Recommended Guidelines*. Federal Highway Administration, Washington, DC (1988) p. 126-133.

²⁷ Contra Costa Health Services, brochure, “Planning Communities: What Health has to do with it.”

²⁸ L. Frank, “Obesity Relationships with Community Design, Physical Activity, and Time Spent in Cars”, Vol. 27, No. 2, *American Journal of Preventive Medicine*, (2004).

as a part of their daily life, including to and from the transit stop.²⁹

- People who live within walking distance (1/4 mile) of a park are 25 percent more likely to meet their minimum weekly exercise recommendation.³⁰

The following policies are designed to increase healthy transportation and physical activity in San Pablo.

GUIDING POLICY

HEA-G-1 Ensure that all San Pablo residents have access to a variety of transportation and physical activity options that enhance health and that work for diverse lifestyles, incomes, and abilities.

HEA-G-2 Achieve more walkable, livable, neighborhoods by expanding the multimodal transportation system and creating a safe, pedestrian-oriented environment.

IMPLEMENTING POLICIES

HEA-I-1 Implement street design features that facilitate walking and biking in both new and established areas. Require a minimum standard of these features for all new developments.

HEA-I-2 Improve signage directing residents and visitors to public parks and recreational facilities from all parts of the community. Integrate parks signage with bikeway and pedestrian-oriented signage system throughout San Pablo.

²⁹ L. Besser and A. Dannenberg, “Walking to Public Transit: Steps to Help Meet Physical Activity Recommendations”. Vol. 32, Issue 4, *American Journal of Preventive Medicine*, at 273-280 (November 2005).

³⁰ L. Frank et al., “Linking Objectively Measured Physical Activity with Objectively Measured Urban Form: Findings from SMARTRAQ”, Vol. 28, Issue 2, *American Journal of Preventative Medicine*, at 117-125 (February 2005).



Convenient access to a wide variety of neighborhood goods and services promotes physical activity and reduces vehicle trips.

HEA-I-3

Improve the conditions for youth walking and bicycling in the areas surrounding schools by working with the Contra Costa Health Services and the school district to implement the Safe Routes to School program that is already underway. Participate in the necessary assessments and prioritize identified Safe Routes to School infrastructure improvements in annual transportation improvements budgets.

The Safe Routes to School (SR2S) program is an opportunity to make walking and bicycling to school safer and more accessible for children, including those with disabilities, and to increase the number of children who choose to walk and bicycle. SR2S can enhance children’s health and well-being, ease traffic congestion near schools, and improve air quality and community members’ overall quality of life. CCHS is already working with Helms Middle School on a SR2S program. The City should support CCHS in pursuing grant funding for follow up programs targeting San Pablo elementary schools, too. Specific improvements that may be identified include new and/or improved crosswalks, colored pavement, curb bulb-outs, and others.

HEA-I-4

Act as a model to other large employers by selecting and implementing a suite of transportation demand management (TDM) programs designed to reduce single-occupant

Safe Routes to School

Contra Costa Health Services is working with the school district and local governments in West County on a Safe Routes to School program targeting middle schools. The challenge for this particular program is getting kids to consider walking and biking the “cooler” thing to do.

Helms Middle School is participating in San Pablo. The first year of the program, 2009, was dedicated to a baseline evaluation of the ways that kids currently travel to and from school. The next step is a walking assessment of existing infrastructure. The program is funded through 2013.

vehicle trips and overall vehicle emissions generated by trips that start or end in San Pablo. Programs may include, but are not limited to:

- Installation of showers, lockers, and secure bicycle parking facilities in city-owned buildings;
- Designation of preferred parking spaces for carpools, carshare programs, and clean fuel vehicles; and
- Provision of transit benefits that reduce direct employee public transportation costs.

HEA-I-5 Link park facility improvement priorities to a ranking system keyed to public health and recreational goals.

Unlike traditional capital improvements programs, a performance-based priority system establishes a ranking scale that measures each component (e.g. pool, court, bench, or trail) of its system against the scale related to public health. For example, it might be a one-to-three scale in which one is below expectations, two indicates that the component can meet its intended function for a given period of time, and three means that it exceeds expectations. The City also will coordinate with the West County Healthy Eating, Active Living (HEAL) Collaborative on the potential use their observational parks survey tool as a starting point for tailoring a ranking system for San Pablo's parks improvements.

HEA-I-6 Establish an incentive system to encourage land dedication and park development beyond the minimum City requirements. Incentives may include density bonuses, and increased building height at appropriate locations. Tie incentive program to priority areas for parks development.

HEA-I-7 Work with interested community members and organizations to plan and develop an exercise circuit that takes advantage of existing parks, creeks, and other pedestrian infrastructure. The course should be clearly marked, and contain simple stations and diagrams for self-guided training.



Parks meet not only the physical, but also the social needs of the community.

HEA-I-8 Collaborate with the school district to update joint use agreements to enhance communitywide access to pools and sports/recreational facilities. (*See also joint-use policy PSCU-I-8 in Parks, Schools, Community Facilities & Utilities Element.*)

HEA-I-9 Encourage and support efforts by schools to develop new and improved curricula about the importance of exercise and good nutrition.

HEA-I-10 Encourage businesses or non-profit organizations to offer indoor recreational facilities and programs compatible with existing commercial structures and zones, such as batting cages, rock climbing walls, basketball/indoor soccer courts, and studios offering martial arts, aerobics, and yoga classes.

These facilities and programs will help expand physical activity opportunities using relatively small parcels integrating into the existing city fabric. (See

also PCSU-I-11 on possible funding for a sports complex, including indoor facilities.)

HEA-I-11 Support the use of clean fuel, “climate friendly” vehicles in order to reduce energy use, energy costs, and greenhouse gas emissions by residents, businesses, and city government activities.

Support may include, but is not limited to, working with utility providers to develop standards for electric vehicle charging infrastructure in residential areas, and exploring the possibility of installing charging stations in public parking facilities.

Other Policies that Address Healthy Transportation and Physical Activity	
Element	Health-Relevant Implementing Policies
Land Use & Physical Design	LU-I-19 (pedestrian oriented design)
Growth Management	GME-I-8 (balanced regional transportation to reduce impacts)
Circulation	C-I-1 (complete streets) C-I-3 (public ROW safety improvements) C-I-5 (implement traffic calming) C-I-14 (comprehensive bicycle system) C-I-16 (employer-provided bicycle facilities) C-I-18 (funding for bicycle master plan) C-I-19 (bicycle route striping) C-I-20 (link to Bay Trail) C-I-21 (connected pedestrian system) C-I-23 (ADA compliance) C-I-25 (maintain safe and efficient transit service) C-I-26 (improved bus stops and shelters)
Parks, Schools, Community Facilities & Utilities	PCSU-I-1 (parks standard) PCSU-I-3 (develop and upgrade facilities) PCSU-I-4 (fair share contributions) PCSU-I-6 (mini parks) PCSU-I-7 (park security lighting) PCSU-I-8 (joint-use policy) PCSU-I-9 (citizen participation in parks maintenance) PCSU-I-11 (sports complex)
Open Space & Conservation	OSC-I-1 (dedicate land for recreational OS) OSC-I-10 (creek improvements incl. active use)

8.5 Healthy Food Access and Equity

Another high priority for San Pablo residents is to improve nutrition through greater food equity—increasing access to healthy and affordable food options throughout the community. The food environment is related to health outcomes in several ways, such as:

- Residents in communities with a more “imbalanced food environment” (where fast food and corner stores are more convenient and prevalent than grocery stores) have more health problems and higher mortality than residents of areas with a higher proportion of grocery stores, when other factors are held constant.³¹
- The presence of a supermarket in a neighborhood is linked to higher fruit and vegetable consumption and a reduced prevalence of overweight and obesity.^{32,33} In low-income neighborhoods, each additional supermarket has been found to increase residents’ likelihood of meeting nutritional guidelines by one-third.³⁴
- With the onset of the global food and financial crises of 2008-09, real wages to lower- and middle-class workers have stagnated. Now working poor families and laid-off workers are at risk of hunger. The US has some 50 million hungry “food insecure” people, including one in four children. In 2009, a record one in nine Americans was on food stamps.³⁵

³¹ Mari Gallagher Research and Consulting Group, *Examining the Impact of Food Deserts on Public Health in Chicago* (July 2006). Available at: www.marigallagher.com/site_media/dynamic/project_files/Chicago_Food_Desert_Report.pdf

³² Inagami, S., et al., “You Are Where You Shop: Grocery Store Locations, Weight, and Neighborhoods”, Vol. 31, Issue 1, *American Journal of Preventative Medicine*, at 10-17 (2006). See also K. Morland et al., “Supermarkets, Other Food Stores, and Obesity: The Atherosclerosis Risk in Communities Study”, Vol. 30, Issue 4, *American Journal of Preventative Medicine*, at 333-339 (2006).

³³ Sturm, R., and A. Datar, “Body Mass Index in Elementary School Children, Metropolitan Area Food Prices, and Food Outlet Density”, Vol. 119, *Public Health*, at 1059-1068 (2005).

³⁴ Morland, K., et al., “The Contextual Effect of the Local Food Environment on Residents’ Diet”, Vol. 92, Issue 11, *American Journal of Public Health*, at 1761-1768 (November 2002).

³⁵ Reuters, “Food stamp list tops 34 million for first time”, August 6, 2009.

This section suggests major strategies for increasing healthy food access and equity in San Pablo, revolving around reducing barriers to access (such as cost), increasing supply locations and options, increasing knowledge and familiarity with healthy foods, and partnering with critical agencies with influence over peoples' diets, such as schools and employers.

GUIDING POLICY

HEA-G-3 Create a healthy, balanced, functional, and equitable food system for the entire San Pablo community, by:

- Reducing barriers and increasing access to locally-grown fruits and vegetables;
- Increasing communitywide knowledge of healthy food choices and behaviors; and
- Encouraging San Pablo schools to take part in, and benefit from, healthy food initiatives.

IMPLEMENTING POLICIES

HEA-I-12 Use zoning and redevelopment programs to establish incentives for locating healthy food grocery stores at the center of neighborhoods and to increase communitywide healthy food access. Approaches may include:

- Within the Zoning Ordinance, clearly define “healthy food grocery stores” in order to ensure that businesses meeting that description have access to incentives developed with them in mind. Recommended criteria include: 1) dedicates at least 50 percent of retail space for a general line of food and non-food grocery products intended for home preparation, consumption, and use; 2) dedicates at least 30 percent of retail space for perishable goods that include dairy, fresh produce, fresh meats-poultry-fish, and frozen foods; and 3) dedicates at least 500 square feet of its retail space for fresh produce;
- Ensure sites are made available that could be developed as healthy food grocery stores (with a focus on neighborhood areas with little or no access);

- Provide expedited permit processing for healthy food grocery store development;
- Leverage City staff time, redevelopment funds, and other economic development grant money to help potential new healthy food grocers to consolidate parcels and/or make necessary improvements;
- Encourage large healthy food grocers to offer shuttle service and home delivery; and
- Develop standards and incentives flexible enough to accommodate “alternative” grocery stores which use less space, require less parking, and focus on the day-to-day needs of nearby residents.

Healthy food grocers will be encouraged to stock organic foods, but City policy will focus on increasing access to affordable healthy foods for all community members regardless of income, and organic foods may be, but are not always, affordable. Programs to attract healthy food grocers may be included in the City’s redevelopment programs as part of the City’s overall neighborhood revitalization strategy.

- HEA-I-13 Establish a Health Commission to advise the City Council on issues relating to health and wellness, such as the promotion of physical fitness, access to healthy food, and identifying areas in need of health services. The Commission will also help assess the effectiveness of City health policies and programs and act as an optional point of contact between the City, residents, and local health care providers.

The composition, duties, and powers of the Health Commission will be determined by the City Council.

- HEA-I-14 Support the formation of a West County Food Policy Council to identify innovative solutions to improve local food systems, in cooperation with Contra Costa County, neighboring communities, the school district, Contra Costa College, the chamber of commerce, and other interested organizations.

If a West County Food Policy Council is not feasible, San Pablo may pursue formation of a voluntary local Food Policy Task Force, which may contribute to wider regional efforts in the future. A Food Policy Council or Task Force:

- *Serves as a forum for discussing and educating the public on food issues;*
- *Fosters coordination between sectors in the food system;*
- *Evaluates and influences policy; and*
- *Launches or supports programs and services that address local needs.*

Food policy consists of the actions and inactions by government that influence the supply, quality, price, production, distribution, and consumption of food. Food Policy Councils create an arena for studying the food system as a whole and then recommending changes to food policy that increase access. A Food Policy Council may include anti-hunger and food justice advocates, educators, employees of non-profits involved in food system reform, concerned citizens, government officials, farmers, grocers, chefs, business people, food processors, and food distributors.³⁶

HEA-I-15 Work to increase community awareness of and participation in existing federal food assistance programs, such as the Women, Infants, and Children (WIC) nutrition program and the Supplemental Nutrition Assistance Program (SNAP, formerly food stamps). Approaches can include, but are not limited to:

- Providing information in City newsletters and on the City's website and maintaining handouts at City Hall; and
- Explaining to merchants the incentive to registering to accept WIC and SNAP payments (immediate expansion of market of potential customers).

³⁶ Harper, A., et al. *Food Policy Councils: Lessons Learned*. Institute for Food and Development Policy (2009).

HEA-I-16 Develop and implement a healthy food purchasing and vending policy for City facilities and operations that commits to selecting healthy, well-balanced meals and snacks for City-sponsored activities, meetings, and facilities.

Recently, Contra Costa County adopted a healthy vending machine policy for County facilities which may be a model for San Pablo.

HEA-I-17 Assess the feasibility of starting a certified farmer's market in San Pablo. Steps may include, but are not limited to:

- Identifying demand for a farmers' market;
- Connecting with potential participating farmers; and
- Determining a central and strategic location that increases community access to fresh produce (preferably a location directly served by transit).

Farmers' market certification means that a government agency or official has certified that the market's vendors have grown what they sell at the market and that the market includes only farmers who are certified producers. The nearest certified farmers' market to San Pablo is the Richmond Civic Center Farmers' Market, about 2 miles away. Farmers markets can be set up to accept WIC and SNAP payments as well.

(See also farmers' market policy ED-I-23 in the Economic Development Element.)



Fruits and vegetables at farmers markets are typically grown locally and available at cheaper prices than in stores. (Photo: Cole Thompson)

HEA-I-18 Seek ways to partner with regional Community Supported Agriculture (CSA) as an alternative source of fresh and healthy fruits and vegetables for San Pablo residents, particularly those with limited mobility, limited income, or those furthest from existing grocery stores.

CSA boxes can be delivered directly to homes or to places of employment, they can be shared by neighbors (larger boxes being a better value for money), and they can be set up to serve low income families in particular by registering with the USDA to accept SNAP payments.

HEA-I-19 Work with residents, Contra Costa College, and community organizations to plan and implement a San Pablo Community Gardens program, which will not only provide a source of fresh produce to gardeners, but will also offer learning opportunities for young and old alike. The intent is that access be free, and where there are costs, there would also be relief for low-income residents to the extent feasible. More specifically, the City will:

- Work with Contra Costa College to identify a site on campus and support a Community Gardens program by securing insurance and providing water;
- Identify other suitable locations for future gardens (e.g., on school sites, on vacant lots or portions of other city-owned property);
- Include San Pablo residents in the design and operation of the gardens;
- Enable gardeners to sell their produce through a local farmers' market;
- Work with the Food Bank of Contra Costa and Solano to manage the donation of surplus produce to families in need; and
- Periodically evaluate the program and make adjustments, as appropriate.

HEA-I-20 Help schools make the healthy food connection by working cooperatively with the school district and Contra Costa Health Services to:

- Establish higher nutrition standards for school breakfast and lunch menus;
- Work to incorporate culturally-sensitive options (vegetarian, kosher, halal) into available meal plans;
- Remove unhealthy food and drinks from vending machines on school property;
- Establish appropriate sites and programs for school gardens, to be used in curricula, after-school activities, and as a source of fresh produce for school meal plans; and
- Coordinate a “Farm to School” program that connects local farms to San Pablo schools and supplies the balance of fresh produce beyond what is available from the school gardens and the district’s lunch program.

Farm to School programs connect schools with local farms with the objectives of serving healthy meals in school cafeterias, improving student nutrition, providing health and nutrition education opportunities, and supporting California’s farmers.

HEA-I-21 Support home gardening efforts by ensuring that zoning does not prevent or restrict the use of front or back residential yards as vegetable gardens, and provide residents with technical assistance opportunities in the form of online and library resources and workshops on gardening basics and cooking easy, healthy meals with fresh produce.

HEA-I-22 Adopt zoning controls to limit the number of fast food outlets and drive-through restaurants near schools and pedestrian priority areas.

8.6 Access to Services and Planning for People First

Also of great importance to San Pablo residents is access to the basic community facilities and services that support families and quality of life. The perspective taken here is less about infrastructure and more about programming for the people in San Pablo—looking at community members’ daily activities and needs, and proposing policies and actions to meet these needs. Community services and programs relate to health outcomes in a number of ways, such as:

- **Youth.** Only a quarter of youth hours are spent in school,³⁷ and young people are more likely to be victims and/or perpetrators of crime during non-school hours. Youth programs offer young people the opportunity to build on their school education, acquire skills, develop relationships with caring adults, set higher goals for their future, and explore new interests and reduce the likelihood that they will be involved in crime or drug use. However, local research suggests there is a large gap between the number of youth in San Pablo and West County and the number of spots available in youth programs for after-school and summertime.³⁸
- **Formerly-incarcerated residents.** Ninety-five percent of all California prisoners will eventually be released, and 95 percent of those released are required by the parole system to return to live in the counties where the crime was committed.³⁹ There is a high concentration of parolees in West County neighborhoods, and these residents have difficulty re-integrating in part because of conditions endured within the prison system⁴⁰ and in part because many public programs are off-limits to people with a past conviction.

³⁷ Eccles, J.S., and J. Gootman. *Community programs to promote youth development*. Washington DC: National Academy Press (2002).

³⁸ Moore, E., et al., *Measuring What Matters: Neighborhood Research for Economic and Environmental Health and Justice in Richmond, North Richmond, and San Pablo*, Pacific Institute, (May 2009).

³⁹ Nieto, M. *Adult Parole and Probation in California*. Sacramento, CA: California Research Bureau (2003).

⁴⁰ Little Hoover Commission. *California’s Correction Crisis: Time is Running Out*. Sacramento, CA: State of California, ii, 21 (2007).

While certain communitywide facilities and services are addressed in other elements of the General Plan, this section highlights policies related to the collection and use of health-related data, the provision of medical services and facilities in particular, the coordination and provision of youth programs and resources outside of school, and special attention to the needs of formerly-incarcerated residents whose potential for positive contribution to the community could be greatly increased.

GUIDING POLICY

HEA-G-4 Promote health equity in San Pablo, including equal access to health facilities, goods, services, and economic and educational opportunities, helping to ensure wellbeing for residents of all ages, abilities, and incomes.

HEA-G-5 Create complete neighborhoods with access to a range of day-to-day goods and services within walking distance, including medical facilities, community services, youth programs, and employment opportunities, and to increase the sense of social cohesion among residents.

IMPLEMENTING POLICIES

HEA-I-23 Collaborate with Contra Costa Health Services to monitor and maintain data related to San Pablo health outcomes and risk factors, and to use these data to inform new County and City programs to serve the San Pablo community.

CCHS specializes in health research and program planning and routinely pursues state and federal support for local health initiatives. Close coordination and collaboration with the CCHS on these issues will both improve CCHS local data and knowledge, as well as San Pablo community access to existing and future county programs and resources.

HEA-I-24 Explore the feasibility of a program of health clinics or workshops, run by medical service providers or Contra Costa Health Services, but hosted in local neighborhood facilities such as schools, parks, or even businesses or parking lots.

A rotating program could be advertised in multiple languages, in the local host facility and online, to encourage participation from households living nearby who would not travel to County offices or the hospital for programming. The programs could cover health basics such as developing healthy family meal plans, understanding childhood illnesses and treatments, creative tricks to keep kids active, smoking cessation programs, diabetes prevention and treatment, and other subjects.

- HEA-I-25 Use economic development efforts to recruit medical services to San Pablo, including dentists, pediatricians, family physicians, and clinics that provide drug and alcohol treatment and counseling.
- HEA-I-26 Work with Doctors Medical Center and the County to locate new outpatient facilities in underserved neighborhoods, if feasible.
- HEA-I-27 Assist with conversion of liquor stores to other retail that better meets community needs. Give priority to the conversion of those within ¼ mile of schools and parks. Forms of assistance or support could include:
- Subsidizing physical improvements (e.g., new freezers or coolers for perishables; new signs to change store names from “Liquor” to “Market”);
 - Assisting with business plan development to help owners find the right product fit for the community;
 - Helping businesses with the process of registering to accept WIC and SNAP payments; and
 - Hosting a semi-annual “check-in” open house for store owners to trouble-shoot challenges associated with building maintenance, new products, or interactions with community members.
- HEA-I-28 Increase public awareness of youth program opportunities in and around San Pablo. Efforts may include, but are not limited to:

- Helping to create and maintain a central directory of youth programs serving Richmond, North Richmond, and the school district;
- Ensuring the directory is available online, as well as through school guidance counselors; and
- Targeting increasing participation in existing programs, and increasing subsidized program spots for low-income youth.

While studies have shown that most juvenile crime is committed between 2:00 and 8:00 p.m., with a spike occurring immediately after school,⁴¹ an evaluation of youth programs across the country found that program participants were less likely to have committed a violent crime and less likely to have used or sold drugs in the past month than their peers.⁴²

HEA-I-29 Work with interested organizations and residents to create a youth job development partnership – connecting local businesses to teens for after school and summer work, volunteer positions, and other skills development opportunities. (See also policy ED-I-8 in the Economic Development Element.)

HEA-I-30 Evaluate and make changes to the project review and permitting process to encourage and facilitate incorporation of universal, lifecycle design principles in new residential development, allowing community members to stay in their homes, and neighborhoods, longer and increasing community cohesion.

Lifecycle design allows people to live in the same house, and stay in the same community, even as they age and their physical abilities change. A life cycle house includes fixed accessible features (wider

⁴¹ U.S. Department of Education and U.S. Department of Justice. *Working for children and families: Safe and smart after-school programs*. Washington, DC: U.S. Government Printing Office (2000).

⁴² Beckett, M. *Current-generation youth programs: What works, what doesn't work, and at what cost?* RAND Corporation (2008). Retrieved July 2010.

doors and halls, open floor spaces, clear traffic patterns, etc.), what many people understand to be “universal design” principles. Lifecycle housing also provides for adaptable features, such as wall reinforcement for later installation of grab bars, or removable base cabinets for future knee space, to accommodate wheelchairs.

HEA-I-31 Coordinate with local businesses, organizations, Contra Costa College, and the school district to support a year-round calendar of community events in Davis Park and other City parks. Events should be geared toward families and youth, and contain components of physical activity, healthy food, arts, and music. (See also ED-I-18 which suggests using community events as business marketing opportunities.)

HEA-I-32 Investigate the feasibility of establishing programs for formerly-incarcerated residents of San Pablo to help them become involved in the community in a healthy and productive way. Opportunities include:

- Supporting organizations that provide substance abuse treatment services; and
- Connecting formerly-incarcerated persons to educational and job-training opportunities available at Contra Costa College and elsewhere in the community.

Many parolees and others who have been incarcerated live in San Pablo. Lack of coordinated services and employment discrimination makes it difficult for them to take care of themselves and participate in the community, increasing recidivism and diminishing the social and economic life of the community. Questions about criminal record, for example, should only be asked to determine if the nature of the past conviction would have a bearing on the performance of a specified position.

HEA-I-33 Continue to encourage new businesses to give local residents preference in hiring decisions, and develop incentives to support this effort.

Other Policies that Address Access to Services and People First	
<i>Element</i>	<i>Health-Relevant Implementing Policies</i>
Economic Development	ED-I-6 (Employment Development Roundtable) ED-I-8 (local internship/apprenticeship programs)
Land Use & Physical Design	LU-I-15 (develop new public spaces) LU-I-17 (senior housing access to services and transit) LU-I-32 (designate land for medical/dental/eldercare)
Parks, Schools, Community Facilities & Utilities	PSCU-I-10 (community center) PSCU-I-12 (equal access to facilities and services) PSCU-I-13 (support arts and cultural activities) PSCU-I-17 (expand and improve library services) PSCU-I-19 (high quality health care and equal access) PSCU-I-21 (safe, affordable, quality elder care and child care) PSCU-I-22 (better infrastructure in underserved neighborhoods)

8.7 Crime Reduction and Perceptions of Safety

The last key theme addressed in this Health Element is that of crime reduction and perceptions of safety in San Pablo. Research points both to the challenges of crime prevention as well as the opportunities to reduce crime and increase perceptions of safety through changes in the built environment:

- San Pablo has the second highest rate of violent crime in Contra Costa County, second only to nearby Richmond (See **Table 8.7-1**).
- The physical features, layout, and design of many aspects of neighborhoods can influence crime prevention and other crime-related outcomes, such as neighborhood deterioration and residents’ fear of crime.⁴³

⁴³ R. Taylor and A. Harrell. Physical Environment and Crime, presented to the National Justice Institute (1996).

Table 8.7-1 Violent Crime in Contra Costa and Selected Cities (2007)

	<i>Population</i>	<i>All Violent Crimes</i>	<i>Per 1,000 Population</i>
Richmond	103,351	1,220	11.8
San Pablo	30,822	314	10.2
Pittsburg	62,712	250	4.0
Antioch	99,684	860	8.6
Martinez	36,018	122	3.4
Concord	122,951	492	4.0
<i>County Average</i>	<i>1,037,580</i>	<i>4,954</i>	<i>4.8</i>

Sources: California Department of Finance 2008; California Attorney General's Office.

- A study of more than 500 zip codes in California found that an increase in the number of take-out alcohol retailers corresponded with an increase in the rate of violence.⁴⁴ Though Richmond and San Pablo represent only 14 percent of the county population, together they hold 25 percent of the county's liquor stores.⁴⁵
- In West County, adding street lights was identified as a target for immediate, tangible, improvements in the perception of safety in public areas.⁴⁶

GUIDING POLICY

HEA-G-6 Use the built environment and city planning tools to deter crime, increase respect for neighbors and property, and improve the public perception of safety throughout the community.

HEA-G-7 Encourage a sense of ownership, community pride and civic respect as a means of improving the safety and image of the City.

⁴⁴ P. Gruenewald. "Changes in Outlet Densities Affect Violence Rates, Alcoholism: Clinical and Experimental Research" (July 2006).

⁴⁵ Moore, E., et al., *Measuring What Matters: Neighborhood Research for Economic and Environmental Health and Justice in Richmond, North Richmond, and San Pablo*, Pacific Institute, (May 2009).

⁴⁶ *Ibid.*

IMPLEMENTING POLICIES

HEA-I-34 Incorporate *Crime Prevention Through Environmental Design* principles and best practices into the Zoning Ordinance and project review procedures for new development and major renovations. Guidelines and checklists should include concepts such as:

- **Natural Surveillance**, e.g. orient building and windows to provide maximum surveillance of exterior areas, and locate entryways such that they are visible to adjacent neighbors or passersby;
- **Natural Access Control**, e.g. use landscaping such as low hedges and flowerbeds to identify points of entry and movement on property, and use signage and symbolic barriers to direct vehicular and pedestrian traffic;
- **Natural Territorial Reinforcement**, e.g. use thorny or thick plant materials in perimeter landscape areas to discourage cutting through parking areas, trampling vegetation, approaching ground floor windows or climbing fences and walls;
- **Maintenance**, e.g. make it easier to maintain property by recommending graffiti-resistant surface materials, vandal-proof lighting, and landscaping selected for durability and easy maintenance; and
- **Shared Facilities**, e.g. promote activity in public areas throughout the day by coordinating shared uses of facilities (parking lots, parks, sports fields).

HEA-I-35 Enforce property maintenance and environmental design regulations for businesses, especially “corner stores,” including regulations for alcohol and tobacco advertisements. Within redevelopment project areas, assist store owners in identifying low-cost solutions to maintenance issues and provide financial assistance to qualifying businesses.

HEA-I-36 Continue to enforce provisions in the municipal code to manage alcoholic beverage sales locations

and hold store owners accountable for litter, graffiti, assault, prostitution, or other public nuisance connected to their stores.

HEA-I-37 Ensure that San Pablo has minimum illumination standards for streetlights and, if necessary, update the standards to reflect best practices for safety lighting.

HEA-I-38 Continue community policing and relationship-building programs, including educational and mentoring initiatives with schools.

One new technique that may be successful is setting up safety tables at community events, staffed by police officers to offer information to residents and visitors about the services provided by the Police Department.

HEA-I-39 Continue to involve residents in neighborhood improvement efforts, including issues concerning safety, neighborhood character, planning, and revitalization.

The City will hold regular community workshops and/or meet with neighborhood-specific citizen committees to solicit feedback on planning activities for different neighborhoods.

HEA-I-40 Enhance aesthetics and quality of the housing stock and remove blight by implementing policies and programs identified in the Housing Element.

Other Policies that Address Crime Reduction and Perceptions of Safety

<i>Element</i>	<i>Health-Relevant Implementing Policies</i>
Economic Development	ED-I-28 (adopt graffiti abatement program)
Land Use & Physical Design	LU-I-9 (development to foster day-night activity and visibility) LU-I-10 (involve police in development review)
Circulation	C-I-26 (usability of bus stops and shelters)
Parks, Schools, Community Facilities & Utilities	PSCU-I-7 (park security lighting) PSCU-I-9 (citizen participation in parks maintenance)
Safety & Noise	SN-I-26 (feasibility of new Rumrill/Market police station) SN-I-28 (school and youth law enforcement outreach) SN-I-29 (community engagement in crime prevention)

9

SAFETY & NOISE

Ensuring the safety of community members, through protection from hazards, is an essential service of public agencies and a critical priority for maintaining community health. The purpose of the Safety and Noise Element is to establish goals and policies to mitigate the potential impacts from natural and man-made safety and noise hazards that pose a threat to public health and safety. Specifically, this element addresses seismic and geologic hazards, flood, fire, hazardous materials, law enforcement, emergency preparedness, and coordinated response measures. In addition, this element evaluates the community noise environment and presents policies and standards to reduce, eliminate, or mitigate objectionable noise sources.

9.1 Seismic and Geologic Hazards

This section addresses regional geologic and seismic conditions, and identifies potential seismic hazards including surface rupture from faulting or seismically induced effects such as ground shaking and landslides as they might pertain to public safety in the Planning Area.

GEOLOGY

The topography of the Bay Area consists of north- to northwest-trending mountain ranges and intervening valleys that are characteristic of the Coast Range geomorphic province. The underlying geology is composed primarily of the Franciscan complex rock bounded on the east by the Hayward fault and on the west by the San Andreas fault. The Franciscan rocks are formed by pieces of former oceanic crust that have been accreted to North America by subduction and collision of the North American and Pacific Plates. These rocks are primarily deep

marine sandstone and shale. However, chert and limestone are also found within the assemblage.

San Pablo sits on top of this geologic system. The lowland portion of the city is located on a broad plain and has a typical elevation of about 50 feet. Most of the lowland area is underlain by alluvial soils deposited on bedrock during the Quaternary period (the past one million years). The alluvium material consists of interbedded clay, silt, sand, gravel and coarse debris deposited by streams and weathering of the hills to the east. Local deposits of artificial fill can also be found scattered over the city. These are typically loosely compacted soil and organic materials that were laid over former low lands and marsh lands over the last two centuries.

The “hillside zone” of the city is comprised of steep to moderate sloping hillside areas in two locations: (1) The eastern and southeastern portions of the city on the northwestern flank of San Pablo Ridge, generally above 100 feet in elevation, and (2) the northern portion of the city, generally above 60 feet in elevation. Most of the bedrock consists of non-marine sedimentary rocks, consisting of weakly consolidated pebble, conglomerate, sandstone, claystone and siltstone. The hills in San Pablo form part of a system of foothills that is ultimately connected to the Diablo Range south of the region.

SEISMICITY

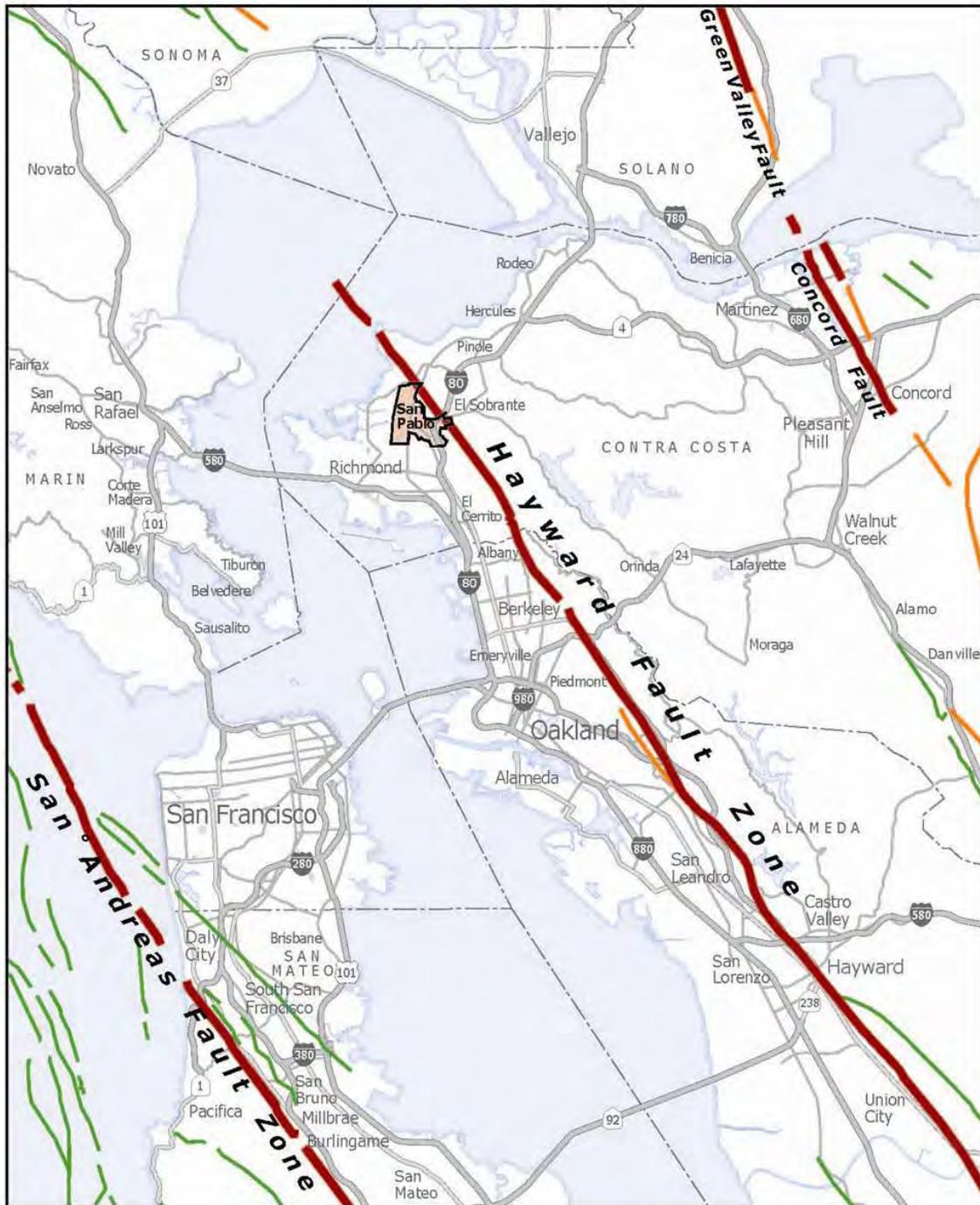
The San Francisco Bay Area is one of the most seismically active regions of the United States. There are approximately 30 known faults in the region that are considered capable of generating earthquakes. The principal faults near San Pablo are the San Andreas Fault and the North Hayward Fault. The San Andreas Fault Zone is the predominant fault system in California and has generated some of the largest and most destructive earthquakes in history. The nearest location of the San Andreas Fault is about 15 miles west of San Pablo. The North Hayward Fault Zone passes directly underneath the eastern portion of the City and is considered a high earthquake hazard as any large movements would cause ground shaking and surface rupture in the area. These faults, as well as other less active faults in the region, are shown in **Figure 9-1**.

The region has historically experienced strong ground shaking from large earthquakes and will continue to do so in the future. A large-scale earthquake could have severe consequences for Contra Costa transportation systems, similar to those associated

with the 1989 Loma Prieta earthquake which caused the collapse of a nearly 1.5-mile-long two-tiered elevated section of Interstate 880 in Oakland. In addition, permanent ground displacement, liquefaction, land sliding, lurching and other ground movement activities can also occur as a result of an earthquake. According to a report prepared by the Working Group on California Earthquake Probabilities, there is a cumulative probability of 70 percent for a magnitude 6.7 or greater earthquake occurring in the Bay Area by 2030.



Seismic forces can lead to ground raptures and/or subsidence. (Photo by: Tubbi)



- Active Fault with Historic (last 200 years) Displacement
- Active Fault with Holocene (last 11,000 years) Displacement
- Potentially Active Fault with Quaternary (last 1,600,000 years) Displacement



Figure 9-1
Regional Faults

SOURCE: USGS 2005

FAULT RUPTURE HAZARD ZONES

Earthquakes occur when forces underground cause the faults to rupture and suddenly slip. If the rupture extends to the surface, there is an observable displacement of the earth (surface rupture). Because faults are weaknesses in the rock, they tend to occur again in the same areas. Areas within San Pablo that are most likely to experience fault rupture are incorporated in the Alquist-Priolo Earthquake Zone depicted in **Figure 9-1**. The Alquist-Priolo Earthquake Zone is established by the California Geological Survey under the Alquist-Priolo Special Studies Zone Act of 1972. Developments in San Pablo that fall within this zone are strictly regulated. Developers must conduct special geologic studies before construction permits are issued and disclose surface rupture hazards in real estate transactions. Because of fault rupture hazards, future development potential is limited within this zone.

GROUND SHAKING

Ground movement during an earthquake can vary depending on the overall magnitude, distance to the fault, focus of earthquake energy, and type of geologic material. The composition of underlying soils, even those relatively distant from faults, can intensify ground shaking. The strongest ground shaking anticipated to occur in San Pablo will be triggered by the North Hayward Fault, due to immediate proximity. Damage in areas near the fault and those underlain by estuarine deposits near creeks and the shoreline to the west could be extensive. Earthquakes on other faults will produce lower intensities in the City.

SOIL HAZARDS

Soil properties have a significant bearing on land planning and development. The type of soil will affect liquefaction, shrink swell, as well as land sliding. Liquefaction is the rapid transformation of saturated, loose, fine-grained sediment (such as silt and sand) into a fluid state as a result of severe vibratory motion. Most of the lowland areas of San Pablo are mapped by the California Division of Mines and Geology as potentially having liquefaction hazards.

The term “shrink swell” refers to the property of many clays to swell when wetted and shrink when dried. Soils with high shrink swell potential make them poor candidates for construction of tall buildings or basements.

Landslides generally occur in areas of unstable soil conditions. In San Pablo, this hazard is primarily located near the upland areas, along the creeks, and northern Bayview District near the coast. Sloping areas with greater than 30 degree gradient on both sides of San Pablo Dam road east of I-80 are especially prone to land sliding. The area north of Hillcrest Road is another example of a land slide active area. For safety reasons, the City has designated all active landslide areas as open space in the General Plan Land Use Diagram and restricts development in those areas.

GUIDING POLICIES

SN-G-1 Minimize risks of property damage and personal injury posed by geologic and seismic hazards.

IMPLEMENTING POLICIES

SN-I-1 Amend the Zoning Ordinance to include provisions for a geologic hazards abatement district for hillside areas at risk of landslides in San Pablo.

The Geologic Hazard Abatement District is a potentially useful tool to effectively abate a landslide hazard that crosses property boundaries. It is a mechanism that responds to the physical realities of landslides, and allows property owners to cooperate in solving a common problem. It removes much of the stigma of legal liabilities among adjacent landowners and allows them to cooperate rather than litigate. It also provides for a cost-effective solution, requiring only one geotechnical engineering firm and one plan to solve the problems of several landowners.

SN-I-2 Pursuant to the requirements of the Alquist-Priolo Earthquake Fault Zone Act, continue to review individual projects to prohibit the development of critical or habitable structures within the Fault Zone.

SN-I-3 Continue to maintain and enforce appropriate standards in the Uniform Building Code to ensure new development is designed to meet current safety standards associated with seismic activity.

- SN-I-4 Continue to identify and catalogue structures that may be subject to serious structural damage in the event of a major earthquake, and provide information to property owners on ways to pay for rehabilitation of existing buildings, including available State and other financing resources.
- SN-I-5 Support efforts by State and regional agencies to promote public awareness of potential geologic and seismic hazards.
- SN-I-6 Require erosion prevention of hillside areas by re-vegetation or other acceptable methods.

9.2 Flood Hazards

FLOOD ZONES



In 2005, severe rainfall caused parts of San Pablo to experience flash floods, including University Avenue next to Wildcat Creek.

Flood-prone areas in San Pablo are generally located in topographically low areas and in areas close to shorelines and creeks. Flood zone mapping done by the Federal Emergency Management Authority (FEMA) indicates that the area is most prone to flooding where San Pablo and Wildcat Creeks leave the city boundary on the west, as shown on **Figure 9-3**. In addition, there are flooding areas associated with Rheem Creek on the west side of the city. According to FEMA maps, a total of 9 percent of the total Planning Area (160 acres) is located within Zone AE, meaning it is subject to a 1% annual (100-year) flood. Approximately 8 percent (136 acres) of the Planning Area lie within Zone X, which describes lands subject to the 0.2% annual (500-year) flood event. A further 83 percent (1,478 acres) lie in Zone X, which describes land not subject to the 0.2% flood as shown in **Table 9.2-1**.

Table 9.2-1 Existing Flood Plains

Type	Total Acres
Zone AE	160
Zone X (500)	136
Zone X	1,478

Note: Data and map provided by Environmental Science Associates, based on Flood Insurance Rate Map, effective date 6/16/2009.

Source: Federal Emergency Management Agency, 2009; Dyett & Bhatia, 2010.

Causes of Flooding

In December 2005, a series of four storms followed by two days of continuous rain saturated the watersheds in San Pablo and caused a major flood event that inundated the western and central parts of the city. Following the flood, the City engaged Balance Hydraulics to find out the causes of flooding for each flooded area. The resulting report found that while undersized creek channels was one of the reasons that caused flood waters to overflow the banks of the creeks into streets, residences and commercial areas, that was by no means the only reason of flooding. Many areas far away from the creeks were also flooded because the inverts of storm drain inlets on streets that drain into the creek were below the high water surface elevation in the creek. When the creeks were at or above their high water mark, not only were these pipes unable to convey any more water into the creeks, they channeled creek water back into areas that were far away from creek banks. Many areas, such as the area bounded by Folsom Avenue, Manor Drive, and Rumrill Boulevard, flooded in this way.

Three studies conducted by San Francisco Estuary Institute, Watershed Sciences and Far West Restoration Engineering indicate that box culverts along creeks contribute to flooding problems and recommend their replacement or enlargement. Many culverts (Rumrill Boulevard, 23rd Street, and Church Lane) are unable to transmit flow volumes because they are designed at an angle to flow direction or inadequately sized.

The City Public Works Division has been working with the Contra Costa Flood Control District and other interested parties to address deficiencies and improve flow volume. A sampling of recent projects includes: a Creek Embankment Stabilization project on San Pablo Creek at Road 20 and 17th Street, a widening of the Wildcat Creek channel at 23rd Street, and a reconfiguration of the Wildcat Creek channel at Rumrill Boulevard.

DAM INUNDATION

San Pablo Creek is a year-round watercourse and is regulated in its upper stream by two dams: Briones Dam and Reservoir, and San Pablo Dam and Reservoir. According to a Flood Study conducted by ABAG in 2007, 1,383 acres of land in the City of San Pablo are subject to flooding should both dams experience a catastrophic failure. The scenario may be triggered by a rupture of the Hayward fault, which lies partially under the city. If a

magnitude 7.5 earthquake occurred on this fault, the study predicts that the San Pablo Dam would slump and decrease in height, allowing water to flow over the top, resulting in flooding downstream. If such a disaster occurs, 51 miles of roadway and almost all schools and government buildings in the city will be inundated.⁴⁸ Policies and programs in this element seek to reduce the possibility of this occurrence and mitigate its impact.

The State of California Division of Safety of Dams (DSOD) oversees flood and earthquake safety for the East Bay dams. To ensure dam safety, DSOD has asked EBMUD to lower the water level behind the San Pablo Dam by 20 feet to protect downstream communities from flooding. Recently, EBMUD has begun a retrofit of the earthen dam to strengthen its superstructure and embankment. Construction started in July of 2008 and is expected to continue for the next few years.

Like San Pablo Dam, Briones Dam also poses a flood risk to the Planning Area. However, the risk from this dam is comparatively less significant due to its greater distance from the city. Additionally, Briones Dam is a newer dam (constructed in 1964) compared to the San Pablo Dam (constructed in 1920), and its flood waters are expected to drain southward of its location as well as into San Pablo Dam in the case of dam failure.

MITIGATION OF FLOOD HAZARDS

The extent of damage from flooding can be mitigated in a number of ways, among them, the identification and avoidance of flood prone areas, planning emergency response, and implementation of long-term flood control projects.

Flood Damage Prevention Ordinance

The City adopted a Flood Damage Prevention Ordinance in 1987 in compliance with requirements of the National Flood Insurance Program (NFIP) and FEMA for development in flood-plain areas. The stated purpose of the Ordinance is to promote public health, safety, and general welfare, and to minimize and to minimize public and private losses due to flood conditions in specific areas.

⁴⁸ EBMUD Annual Report 2008 and EBMUD Summit Reservoir Replacement Project reports.

The Municipal Code establishes controls on development in flood hazard areas, such as creek setback requirements and minimum floor elevations above the base flood elevation. The intent of the regulations is to avoid exposing new development to flood hazards and reduce the need for future flood control protective work. The Code is amended as needed to maintain compliance with state and federal regulations.

Floodplain Management and the Local Hazards Mitigation Plan

The City's Building Inspection Division is responsible for providing floodplain management for the Planning Area. Its responsibilities include ensuring compliance with the NFIP and maintenance and enforcement of the Flood Damage Prevention Ordinance. The City's Public Works Division is responsible for planning and construction of flood control projects. Additionally, the department helps prepare and carry out policies in the Multi Jurisdictional Local Hazards Mitigation Plan (MJ-LHMP), which provides additional planning and direction for flood hazards in the city. The MJ-LHMP focuses on the assessment of identified risks and implementation of loss reduction measures to ensure critical City services and facilities survive a disaster.

Storm Drainage Management

The Public Works Division performs cleaning and maintenance activities on creeks, drainage channels, pipes and catch basins in City easements and rights-of-way in accordance with an established schedule and other standard operating procedures. The City encourages homeowners along the creeks to help keep them clear of obstructions and to purchase flood insurance as a precaution. By way of City ordinance, it is illegal to dump trash, leaves, landscape debris, paint, grease, or any other material into any portion of the City's drainage system, and it is illegal to construct structures in the creek channels.

Emergency Flood Response

The first goal of the City's emergency response to flood events is to prevent the loss of life. The protection of physical property is secondary to this goal. Whenever a flood event is expected to occur, City officials typically have only hours to formulate a response, not days or weeks. As a result, the City's emergency response to flood emergencies includes a two prong approach: 1) Monitor flood levels to determine the severity of the situation, and 2) Work with emergency services and dispatch emergency

crews to problem areas if evacuation is required. This is a multistage process involving various City departments and agencies whose responsibilities and procedures are described in greater detail in the City's Emergency Operations Manual. Following the issuance of an order or warning to evacuate, evacuation routes and shelter sites are determined based on field observations and conditions of the flood event.

If a series of storms are forecast ahead of time by the National Weather Service or other agencies, sand bags are provided free of charge to San Pablo residents at the City Corporation yard located at 16th and Folsom Streets.

Wildcat Creek Watershed Restoration Action Plan

The Wildcat Creek Watershed Restoration Action Plan (WRAP) was adopted by the City in August 2010 as a guide to the planning and implementation of projects to reduce flood risk, enhance riparian habitat and develop recreational resources for the community.

The WRAP recommends the following strategies and actions:

1. Replacement of structures that constitute constrictions in the creek cross-section with structures that allow more water to pass through. For example, the culvert under Rumrill Boulevard could be replaced with a larger culvert better aligned with the creek or with a bridge structure to span the creek.
2. Construct floodwalls to contain flows in tight areas and where feasible acquire properties where flood flows can spread out over a larger area.
3. Make upgrades to the existing stormwater system, such as increased pipe sizes, and implement measures to reduce stormwater runoff.
4. Remove barriers to fish passage; for example, by "daylighting" the creek through Davis Park.
5. Connect gaps in the Wildcat Creek Trail.

Currently, City staff is incorporating the recommended strategies and actions into the next Five Year Capital Improvement Program, and will seek funding for these projects.

GUIDING POLICIES

- SN-G-2 *Minimize the risks to property, life, and the environment due to flooding hazards.*

IMPLEMENTING POLICIES

- SN-I-7 Continue to minimize the risk of flooding to development through the development review process. Require new development within a flood plain to comply with the City's Floodplain Management and Flood Damage Prevention Ordinance and to submit hydrologic studies, identify site development and construction methods, and implement appropriate mitigation measures to minimize surface water run-off.

Developers will be required to provide an assessment of a project's potential impacts on the local storm drainage system as part of the development review process. If development is found to have a negative impact on storm drainage, mitigation measures, such as the creation of permanent or temporary detention or retention basins, provision of additional landscaped areas and green roofs, installation of pump stations, and the use of permeable paving in driveways, walkways and parking areas, may be required.

- SN-I-8 Annually review the Land Use Element to identify whether any additional areas subject to flooding have been defined in updated flood plain maps prepared by the Federal Emergency Management Agency or the State Department of Water Resources and adopt amendments to the General Plan or the Zoning Ordinance, as warranted.

- SN-I-9 Continue to participate in the National Flood Insurance Program and ensure that local regulations are in full compliance with federal standards.

- SN-I-10 Periodically review National Flood Insurance Program maps to ensure that the City's zoning and building regulations reduce potential risks from flooding pursuant to the National Flood Insurance Program of 1968.

- SN-I-11 Inform households and businesses located in flood-prone areas about opportunities to purchase flood insurance.
- The City will regularly remind residents of the value of flood insurance for vulnerable properties through newsletters and other educational materials. Purchase of flood insurance is required for buildings in Special Flood Hazard Areas defined by the Flood Insurance Rate Map when a federally regulated lender holds the mortgage on the building.*
- SN-I-12 Site new essential public facilities outside of the 100-year flood plains, including hospital and healthcare facilities, emergency shelters, police and fire stations, and emergency communications facilities to minimize exposure to 100-year floods.
- SN-I-13 Cooperate with the County Flood Control District, California Department of Transportation, and the Army Corps of Engineers to mitigate potential flooding risks, including flood control projects on Wildcat and San Pablo creeks and the maintenance of drainage facilities and infrastructure.
- Flood control projects will be designed to support the City's efforts to reestablish natural conditions in these creek corridors.*
- SN-I-14 Work with railroad operators to minimize downstream flooding related to limited number of culverts.
- SN-I-15 Enforce local regulations regarding illegal dumping of unwanted materials into local waterways.

Additional policies to control stormwater and reduce urban runoff are in the 'Wastewater and Stormwater' section of the Parks, Schools, Community Facilities and Utilities Element.

9.3 Fire Hazards

Fires may be classified by their point of origin, the most common types being urban fires and wildland fires.

URBAN FIRES

Urban fires are fires that begin in a building in urban centers. They are typically localized but have the potential to spread to an adjoining building. In San Pablo, the risk of urban fires is highest where single-family homes, multifamily residences and business facilities are clustered close together, increasing the possibility of rapid spread to an adjoining building. As the city grows in population and become denser, the consequence of urban fires increases proportionately. The risk to life and property can be reduced by adopting fire protection policies, such as increasing fire service personnel and ensuring new buildings are built to include fire resistive features which conform to modern fire and building codes. General Plan policies addressing the threat of urban fires are established in the section on Safety Services and Emergency Response.

WILDLAND FIRES

Wildland fires are fires that start in a wooded or undeveloped area. Their potential for damage is dependent on the extent and type of vegetation, known as surface fuels, as well as weather and wind conditions. Wildland fires occur infrequently but typically cause more damage than urban fires.

As shown in **Figure 9-2** and summarized in **Table 9.3-1**, the majority of the Planning Area is considered to have either little or no threat of a wildland fire. The grassy and relatively undeveloped areas of San Pablo east of I-80 are generally considered a moderate fire hazard. Residential neighborhood areas have minimal surface fuels and therefore have a lower risk of wildland fires. Wildland fire hazard data for the Planning Area is provided by the California Department of Forestry.

Wildland fire hazards are best controlled by raising public awareness about fire prevention. In 2006, the Contra Costa County Fire Protection District adopted new Defensible Space Standards designed to help structures survive wildland fire events and began a two-year public education program aimed at raising awareness about fire hazards. The District works with property owners and provides information about wildfire prevention

through its information division and enforces fire standards by notifying property owners of the need to cut vegetation that constitute a fire hazard.



Wildland fires can spread quickly depending on the wind speed and availability of surface fuels, such as dry undergrowth.

GUIDING POLICIES

SN-G-3 *Protect San Pablo residents and businesses from potential fire hazards.*

IMPLEMENTING POLICIES

SN-I-16 Continue to work with the County Fire Department to make San Pablo more resilient to fire hazards.

The City's Planning Division will work with the County Fire Department to plan for, maintain, and expand local fire service activities. The City's Building Division will consult with the Fire Department on new construction plan checking, building inspections, weed abatement and hazard mitigation activities, and public information resources. The City's Public Works and Planning Division will work with Fire Department to review, hydrant locations, landscaping and other fire safety

criteria. The City's Police Department will work with the Fire Department to distribute fire safety information and coordinate public safety education in schools.

SN-I-17 Work cooperatively with the Fire Department to promote public awareness of fire safety and emergency life support.

The City will work with the Fire Department to hold annual Fire Prevention Month activities in the City every October, and make available preventative fire safety information in City Hall.

SN-I-18 Review the Fire District's fire hazard standards and annual report to determine if there should be a modification or additional types of services based on local population needs.

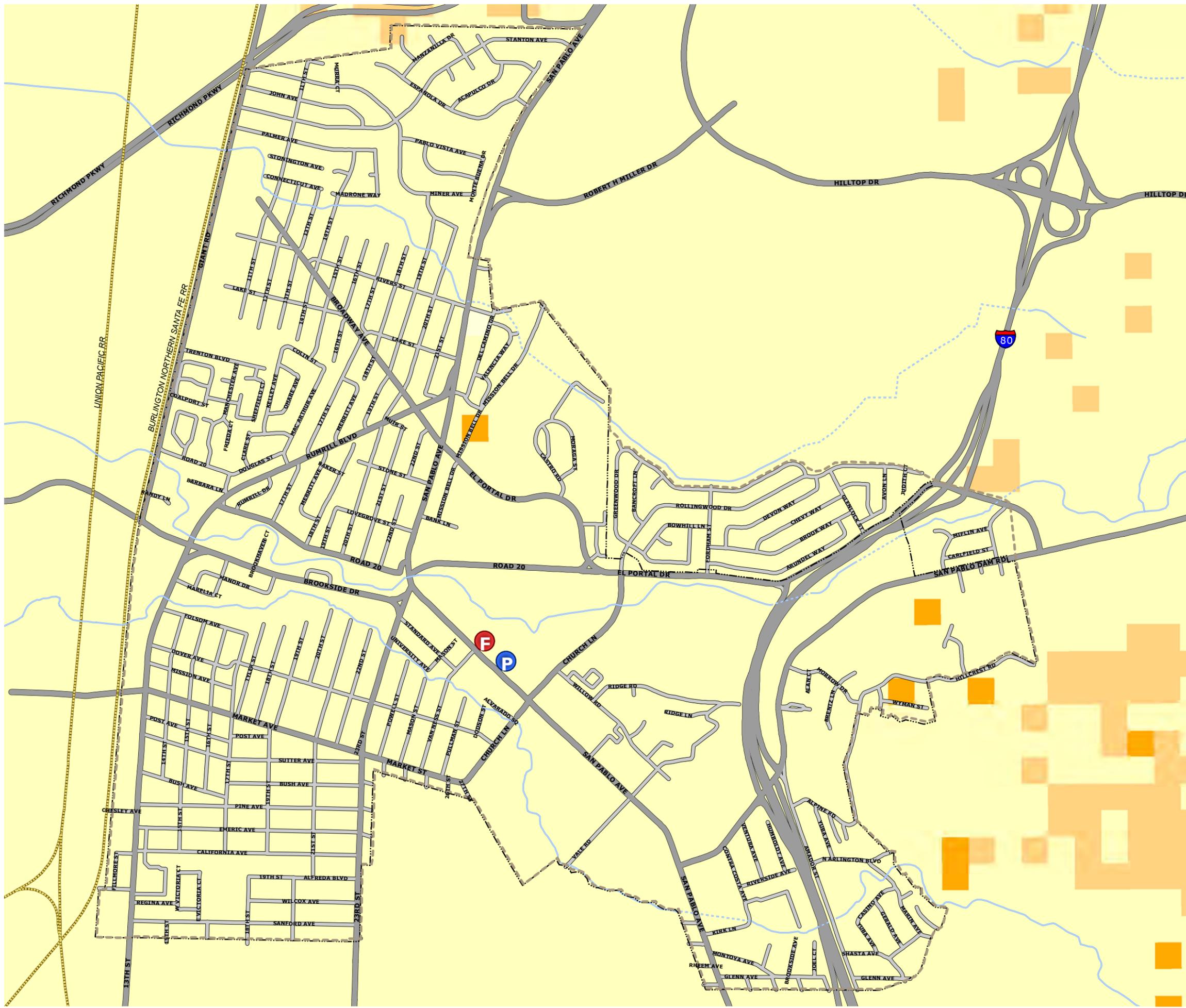
SN-I-19 Require sprinklers in addition to fire breaks or fire doors in all mixed use development and buildings exceeding 5,000 square feet to protect residential uses from non-residential uses, which typically pose a higher fire risk.

9.4 Hazardous Materials

A material is considered hazardous if it appears on a list of hazardous materials prepared by a federal, state, or local agency, or if it has characteristics defined as hazardous by such an agency. The California Code of Regulation defines a hazardous material as a substance that, because of physical or chemical properties, quantity, concentration, or other characteristics, may either (1) cause an increase in mortality or an increase in serious, irreversible, or incapacitating, illness or (2) pose a substantial present or potential hazard to human health or environment when improperly treated, stored, transported or disposed of, or otherwise managed. Hazardous materials have been and are commonly used in commercial, agricultural, and industrial applications and, to a limited extent, in residential areas.

Hazardous wastes are defined in the same manner. Hazardous wastes are hazardous materials that no longer have practical use, such as substances that have been discarded, discharged, spilled,

Figure 9-2
Wildfire Hazards



- Little or No Fire Threat
- Moderate Fire Threat
- High Fire Threat
- Very High Fire Threat

- F Fire Station
- P Police Station

- Planning Area
- City Limits
- Major Roads
- Minor Roads
- Railroads



SOURCE: FRAP 2005; Contra Costa County, 2010; City of San Pablo, 2010; Dyett & Bhatia, 2010.

contaminated, or are being stored prior to proper disposal. Hazardous materials and hazardous wastes are classified according to four properties: toxic (causes human health effects), ignitable (has the ability to burn), corrosive (causes severe burns or damage to materials), and reactive (causes explosions or generates toxic gases).

HAZARDOUS MATERIALS SITES

Areas where historic or on-going activities have resulted in the known or suspected release of hazardous materials to soil and groundwater or to the air, as identified by the San Francisco Bay Regional Water Quality Control Board and California Department of Toxic Substances (DTSC), are shown in **Figure 9-3**. Sites listed by the RWQCB include those that are from their Leaking Underground Storage Tank (LUST) program and other non-underground tank sites. There is only one active site within San Pablo that is overseen by the DTSC.

In San Pablo, sites with contamination are largely clustered around major roadways where light industrial and commercial uses are located, including Rumrill Boulevard, San Pablo Avenue, and San Pablo Dam Road. This contamination may be the result of underground storage tank (UST) releases, spills, accidental releases or other activities involving the use of hazardous materials. In general, the areas highlighted are industrial and manufacturing areas, although some represent gas stations, drycleaners or other small businesses. For a complete listing of the addresses of all LUST sites within San Pablo, refer to **Appendix A**.

Releases, leaks, or disposal of chemical compounds, such as petroleum hydrocarbons, on or below the ground surface can lead to contamination of underlying soil and groundwater. Depending on the conditions and intensity of the release, groundwater contamination can migrate beyond the property boundary of the original release site. Disturbance of a previously contaminated area through grading or excavation operations could expose the public to health hazards from physical contact with contaminated materials or hazardous vapors. Improper handling or storage of contaminated soil and groundwater can further expose the public to these hazards, or potentially spread contamination through surface water runoff or air-borne dust. In addition, contaminated groundwater can spread down gradient, potentially contaminating subsurface areas of surrounding properties.

REGULATION AND ENFORCEMENT

Various State and federal agencies govern the proper storage, handling, and transport of hazardous materials. The Contra Costa County Health Services Division is the local agency responsible for hazardous materials management. It oversees the cleanup of contaminated sites originating from LUST systems as well as administers the California Accidental Release Prevention Program. The West Contra Costa Integrated Waste Management Authority is the local agency responsible for the safe disposal of household hazardous wastes. It operates a permanent household hazardous waste drop-off facility located in Richmond that is available free of charge to any San Pablo resident and operates mobile collection events throughout the year.

GUIDING POLICIES

- SN-G-4 Reduce the risk to the health of San Pablo residents from exposure to hazardous materials.*
- SN-G-5 Promote the reduction, recycling, and safe disposal of household and business hazardous wastes through public education and awareness.*

IMPLEMENTING POLICIES

- SN-I-20 Require applicants for development in a potentially contaminated location to perform inspection and cleanup if the site is found to be contaminated with hazardous substances.*
- The City will require the project applicant to have the site inspected by a registered Environmental Assessor. Reports detailing the results must be submitted for City review. The level of remediation and cleanup must be in compliance with federal and State standards.*

Figure 9-3
Hazardous Material and Flood Zones

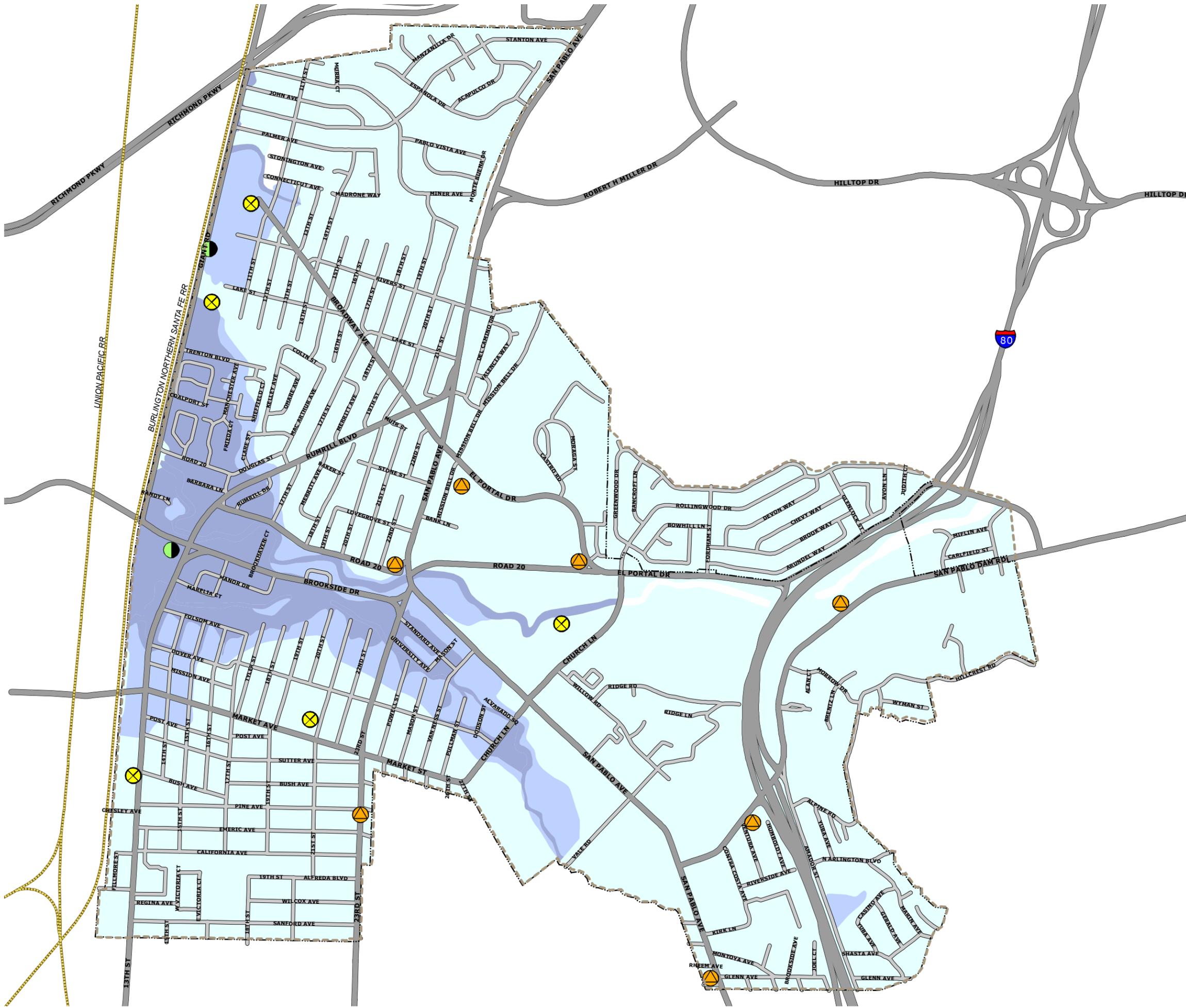
Hazardous Material Sites

-  DTSC Cleanup Sites
-  Leaking Underground Tank (LUST)
-  Other Cleanup Sites

Flood Zones

-  Zone AE: Special flood hazard area subject to inundation by the 100 year flood. No base flood elevations determined.
-  Zone X(500): Areas subject to inundation by the 500 year flood with average depths of less than 1 foot or with drainage areas less than 1 square mile.
-  Zone X: Areas determined to be outside 500 year flood plain.

-  Planning Area
-  City Limits
-  Major Roads
-  Minor Roads
-  Railroads



SOURCE: FEMA, 2009; EPA, 2010; Contra Costa County, 2010; City of San Pablo, 2010; Dyett & Bhatia, 2010.

- SN-I-21 Continue to support West Contra Costa Integrated Waste Management District's Household Hazardous Waste Drop-off Program, and encourage citizens and crime watch organizations to report unlawful dumping of hazardous materials.
- SN-I-22 Ensure that the production, use, storage, disposal, and transport of hazardous materials conform to standards specified in the County Hazardous Waste Management Plan.
- SN-I-23 Coordinate with Contra Costa County Health Services, the Contra Costa County Fire District, and other appropriate regulatory agencies in hazardous material emergency response and the review of all proposals that use hazardous materials, or those properties that may have toxic contamination, such as petroleum hydrocarbons, CAM 17, metals, asbestos, and lead.

9.5 Safety Services and Emergency Response

Police services within the Planning Area are provided by the City of San Pablo Police Department. Meanwhile, fire protection and life safety services are provided by the Contra Costa County Fire Protection District. The locations of both City Police and County Fire stations are illustrated in **Figure 9-2**.

POLICE SERVICES

The San Pablo Police Department operates out of one police facility centrally located in 13880 San Pablo Avenue. The Department is a full service community-based law enforcement agency, with three divisions (Patrol, Investigations, and Support Services) managed by the Chief of Police. The Department has five patrol teams and more than seventy specialized assignments and/or programs.

The current level of service is 1.6 officers to 1,000 residents, which is lower than the national average of 2.5 officers per 1,000 residents.⁴⁹ One of the Department's most pressing needs is space, as the size of the Police building and its parking lot are insufficient to meet future growth. To maintain current service levels and provide adequate police protection, the Department's facility, equipment and budget would need to grow proportionately with additional personnel.

The Department does not have a response time mandate, but according to records, 90 percent of priority-one calls are handled within 11 minutes, priority-two calls within 16 minutes, and priority-three calls within 16 minutes.

FIRE PROTECTION SERVICES

Fire Safety Services in the city are provided by the Contra Costa County Fire Protection District. The District currently operates one fire station (Station #70) within the Planning Area located at 13928 San Pablo Avenue (see **Figure 9-2**).

⁴⁹ U.S. 2003 Bureau of Justice Law Enforcement and Management Administrative Statistics.

The San Pablo Fire Station is actively manned 24 hours a day, 7 days a week, with two engine companies. Fire dispatch is handled through the Contra Costa County Regional Communications Center. The Fire Protection District provides fire-fighting services, lift and elevator rescue services, and medical response. Additionally, the District enforces fire-safety regulations by notifying property owners to cut vegetation that constitutes a fire hazard.

The Fire Protection District establishes no staffing or service ratios for the San Pablo Fire Station, but in general, it aims to provide one fire station for a population of 26,000. Currently, the District has an Insurance Service Office (ISO) rating of 3, on a scale of 1 to 10 with 1 being the highest. District policy establishes a six minute response goal from dispatch to arrival for fire service in the region.



Local fire protection service is provided by the Contra Costa County Fire Protection District.

The District has a mutual aid agreement with the Richmond Fire Department to ensure quick and adequate response to any fire emergency. Richmond stations are located just half a mile away from San Pablo's Planning Area boundary.

Additional policies addressing wildland fires are in the Fire Hazards section.

EMERGENCY PLANNING

The California Emergency Services Act requires cities to prepare and maintain an Emergency Plan for natural, manmade, or war-caused emergencies that result in conditions of disaster or in extreme peril to life. The San Pablo Emergency Operations Manual was adopted in 1999. The Manual outlines the City's response to different types of disaster situations including seismic hazards, extreme weather conditions, and flooding. It establishes the chain of command, operational areas and responsibilities for different City departments as well as individuals, and defines the City's response in four response and recovery phases: increased readiness, initial response operations, extended response operations, and recovery operations. The Manual is meant to work in conjunction with other disaster mitigation plans of the region, such as the Association of Bay Area Governments (ABAG) Local Hazard Mitigation Plan (see below) and the State Emergency Plan.

EVACUATION ROUTES & POTENTIAL SHELTER SITES

The City has identified several evacuation routes through San Pablo to be used in case of catastrophic emergencies. The names of the streets are known to emergency services but not publicly identified. The location, extent and the severity of a disaster will determine which routes and which direction people must take in order to escape or avoid the afflicted areas. Additionally, possible emergency shelter sites have been identified internally. The City does not publish these sites in advance of an emergency for fear of having people congregate at a site that would not be opened or placing them in harm's way. The type and severity of the emergency will determine which site will be opened.

In the event of a natural or man-made disaster, the City will coordinate with the Red Cross, Salvation Army, and State and federal agencies to provide emergency relief and disaster recovery.

LOCAL HAZARD MITIGATION PLANNING

The purpose of a Local Hazard Mitigation Plan is to reduce or eliminate long term risk to human life and property resulting from hazards, by identifying risks before they occur and putting together resources, information, and strategies for emergency response. In San Pablo, hazard mitigation planning is carried out collectively at the regional level owing to the proximity of

different cities and their joint exposure to earthquakes and other regional hazards. ABAG is the lead agency on the Multi-Jurisdictional Local Hazard Mitigation Plan (MJ-LHMP) for the San Francisco Bay Area.

As a participant in the ABAG multi-jurisdictional planning process, City staff helped in the development and review of the comprehensive list of mitigation strategies in the plan. The plan includes a San Pablo annex which lists information most relevant to San Pablo in the areas of health, infrastructure, housing, government, environment, and land use.



The City's Emergency Operations Manual establishes procedures in case of emergencies.

GUIDING POLICIES

- SN-G-6 *Provide a comprehensive, "urban" service approach for police services, composed of public education, outreach, and partnerships with the public.*
- SN-G-7 *Foster an efficient and coordinated response to emergencies and natural disasters.*
- SN-G-8 *Proactively advocate public safety services which respond to the emergency and rescue needs of San Pablo residents and employees.*

IMPLEMENTING POLICIES

Safety Services

SN-I-24 Assess the staffing, training, facility and equipment needs of the Police Department periodically to ensure they meet current and future community needs.

The City will ensure the staffing ratios and response times meet national standards, and hire additional police officers, support training programs, and retrofit police-related facilities and purchase equipment, as needed.

SN-I-25 Require adequate access for emergency vehicles in all new development, including adequate widths, turning radii, hard standing areas, and vertical clearance.

SN-I-26 Explore the feasibility of developing a small police station at Rumrill Boulevard and Market Avenue and/or expanding the existing facility.

SN-I-27 Identify funding and develop new police and fire facilities, as needed. Specifically, the City will pursue the following:

- Develop a joint police and fire Emergency Command Center (ECC) that will serve as the base of operations for the City and centralize communications and direction in the event of an emergency.

An ECC is a place where city staff can come together during an emergency to coordinate response and recovery actions and resources. These centers may alternatively be called command centers, situation rooms, war rooms, crisis management centers, or other similar terms. Regardless of the term, this is where the coordination of information and resources takes place. The EOC is not an incident command post; rather, it is the operations center where coordination and management decisions are facilitated. An EOC may serve a number of uses including operations, training, meetings and other uses.

SN-I-28 Continue to share information and develop joint law enforcement efforts with adjacent jurisdictions and other public safety agencies.

The Police Department will continue to participate in regional cooperative efforts such as the WCCC Chiefs Committee, WCCC Narcotics, and WCCC Gang Intervention meetings.

SN-I-29 Continue to partner with schools and youth organizations in San Pablo to conduct law enforcement outreach and conflict resolution programs.

The Police Department will continue its Gang Reduction and Intervention Program (GRIP), Kids to Camp Program, and other programs, work with schools to develop conflict resolution, peacemaking, and anger management training, and develop anti-crime curriculums.

SN-I-30 Continue to engage the community to formulate crime prevention and public safety strategies through public relations, community forums, and neighborhood based public safety programs.

The City will continue to conduct an annual Public Safety Forum or a series of community meetings to learn of the community's concerns. The Forum will approach the City's youth, ethnic communities, business community, the elderly, and other citizens to incorporate city-wide concerns and identify consensus on community safety priorities and program approaches.

Additional policies related to fire protection are in the section 'Fire Hazards'.

Emergency Management

SN-I-31 Adopt and periodically update the City's Emergency Operations Plan.

SN-I-32 In consultation with the Police Department, the County Fire District and other emergency service

providers, develop an emergency evacuation map showing potential evacuation routes and maintain a list of emergency shelters to be used in case of catastrophic emergencies.

SN-I-33 Initiate periodic public information programs that explain the City's emergency preparedness programs and encourage each household to be self-sufficient for 72 hours after a man made or natural disaster.

SN-I-34 Continue to participate in the Association of Bay Area Governments' multi-jurisdictional hazard mitigation planning process and implement policies in the latest multi-jurisdictional Hazard Mitigation Plan.

The federal Disaster Mitigation Act of 2000 requires that cities, counties, and special districts have a Local Hazard Mitigation Plan to be eligible to receive FEMA hazard mitigation funds. To assist local governments in meeting this requirement, ABAG is the lead agency on the multi-jurisdictional Local Hazard Mitigation Plan (MJ-LHMP) for the San Francisco Bay Area. Cities and counties can adopt and use all or part of this multi-jurisdictional plan in lieu of preparing all or part of a Local Hazard Mitigation Plan.

SN-I-35 Develop effective mechanisms for a coordinated response to natural and man-made emergencies by:

- Conducting regular emergency planning meetings and disaster preparedness exercises with various City Departments, the Fire District, Police Department, Doctors Medical Center, the Contra Costa County Health Services, and other emergency service providers and relevant public agencies;
- Holding emergency drills that require all City staff to be adequately trained to handle different kinds of emergency scenarios; and
- Coordinating with the East Bay Regional Communications System Authority (EBRCSA) to build and operate a P-25 compliant communications system in San Pablo.

The EBRCSA was created as a Joint Powers Authority (JPA) on September 11, 2007, with the goal of developing and operating a state of the art radio communications system that would provide regional interoperability. The new system will replace a patchwork of systems currently in use in Contra Costa and Alameda Counties and is expected to be developed by 2013/2014.

- SN-I-36 Ensure critical use facilities (the City Hall, Police Department, Doctors Medical Center, public assembly facilities, transportation services) and other structures that are important to protecting health and safety in the community remain operational during an emergency.

9.6 Noise

The purpose of the Noise Element is to identify the noise sources that exist within the City, and to mitigate their potential impacts through both preventative and responsive measures.

NOISE CHARACTERISTICS AND MEASUREMENT

Noise is commonly defined as undesirable or unwanted sound. Noises vary widely in their scope, source, and volume, ranging from individual occurrences such as leaf blowers, to the intermittent disturbances of overhead aircraft, to the fairly constant noise generated by traffic on freeways. Noise is primarily a concern with regard to noise-sensitive uses such as residences, schools, churches, and hospitals.

Noise Measurement

Three aspects of community noise are used in assessing the noise environment:

- *Level* (e.g., magnitude or loudness) of sound. Sound levels are measured and expressed in decibels (dB) with 10 dB roughly equal to the threshold of hearing. **Figure 9-4** shows the decibel levels associated with different common sounds.
- *Frequency* composition or spectrum of the sound. Frequency is a measure of the pressure fluctuations per second, measured in units of hertz (Hz). The characterization of sound level magnitude with respect to frequency is the sound spectrum, often described in octave bands, which divide the audible human frequency range (e.g., from 20 to 20,000 Hz) into ten segments.
- *Variation* in sound level with time, measured as noise exposure. Most community noise is produced by many noise sources that change gradually throughout the day and produce a relatively steady background noise having no identifiable source. Identifiable events of brief duration, such as aircraft flyovers, cause the community noise level to vary from instant to instant. A single number called the equivalent sound level or L_{eq} describes the average noise exposure level over a period of time.

Transient noise events may be described by their maximum A-weighted noise level (dBA). Hourly L_{eq} values are called Hourly Noise Levels.

Reporting Noise Levels

Measuring and reporting noise levels involves accounting for variations in sensitivity to noise during the daytime versus nighttime hours. Noise descriptors used for analysis factor in human sensitivity to nighttime noise when background noise levels are generally lower than in the daytime and outside noise intrusions are more noticeable. Common descriptors include the Community Noise Equivalent Level (CNEL) and the Day-Night Average Level (DNL, symbol (L_{dn})). Both reflect noise exposure over an average day with weighting to reflect the increased sensitivity to noise during the evening and night. The CNEL descriptor is used in relation to major continuous noise sources, such as aircraft or traffic, and is the reference level for the Noise Element.

Knowledge of the following relationships is helpful in understanding how changes in noise and noise exposure are perceived:

- Except under special conditions, a change in sound level of 1 dB cannot be perceived;
- A 3 dB change is considered a just-noticeable difference;
- A 5 dB change is required before any noticeable change in community response would be expected. A 5 dB increase is often considered a significant impact; and
- A 10 dB increase is subjectively heard as an approximate doubling in loudness and almost always causes an adverse community response.

NOISE GENERATION IN SAN PABLO

The major sources of noise in San Pablo are related to vehicular traffic, including automobile and truck traffic on arterial roads and Interstate 80, and rail operations along Giant Road. Schools, industrial areas and construction sites may also generate noises during the day. Existing noise contours are shown in **Figure 9-5**.

Traffic Noise

Traffic noise depends primarily on the speed of traffic and the percentage of truck traffic. The primary source of noise from automobiles is high frequency tire noise, which increases with speed. In addition, trucks and older automobiles produce engine and exhaust noise, and trucks also generate wind noise. While tire noise from cars is located at ground level, truck noise sources can be as high as ten to fifteen feet above the roadbed due to tall exhaust stacks and higher engines. Sound walls are not effective for mitigating such noise unless they are very tall.

Maximum noise levels of DNL 60 dB are considered “normally acceptable” for unshielded residential development. Noise levels from DNL 60 dB to 70 dB fall within the “conditionally unacceptable” range, and those in the DNL 70 to 75 dB range are “normally unacceptable.”

Noise exposure contours for San Pablo were modeled by applying the Federal Highway Administration’s noise modeling procedure. These noise contours are conservative, meaning that the contours are modeled with no noise attenuation from natural barriers and buildings. Automobile traffic on Interstate 80 creates the highest amount of noise with noise levels exceeding 80 dB during peak hours at 100 feet from the highway. San Pablo

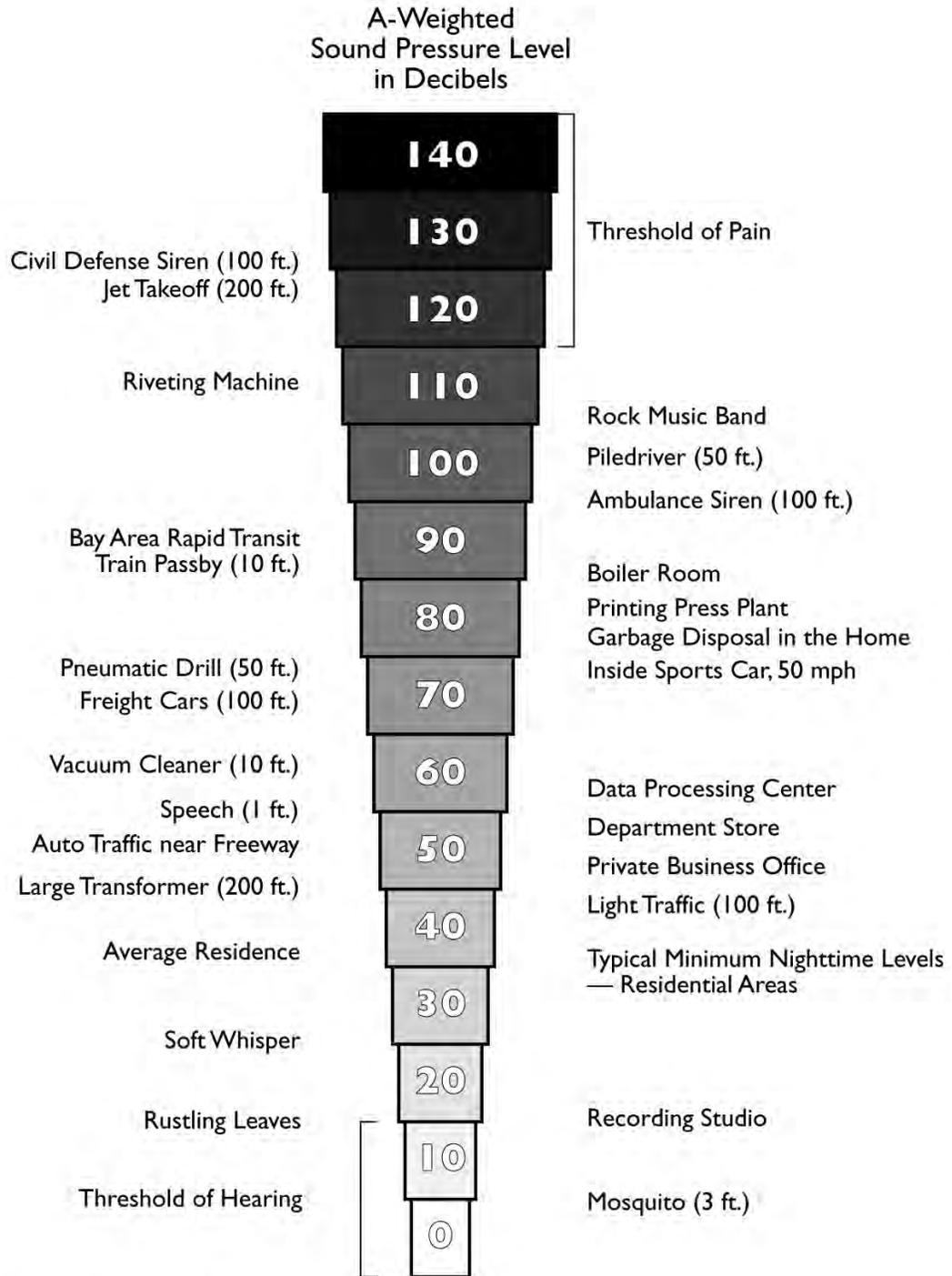
Avenue, Rumrill Boulevard, and 23rd Street also produce a high amount of traffic noise, especially near intersections.

Noise from Trains along the BNSF Railroad

Rail operations contribute to the noise environment in San Pablo. The BNSF railroad corridor (formerly Burlington Northern Santa Fe) along Giant Road at the western edge of the Planning Area primarily carries freight trains. These trains generally travel at speeds of about 30 miles per hour and generate high noise levels when crossing roadways at-grade. According to noise maps in the Contra Costa County General Plan, noise levels range from DNL 60 to 70 dB at 100 feet from the railroad tracks. Because train noise only lasts a few minutes every time and occurs only a few times a day, they are not considered as severe as noise from a construction site or Interstate 80.

Noise from Industrial Zones

Two industrial clusters in San Pablo have the potential to cause noise impacts. The first is located south of Brookside Drive along the west side of Rumrill Boulevard, and the second at Giant Trade Center along Giant Road. The tenants at both of these areas are primarily junk yards, warehouses, car repair shops and wholesalers. At full buildout of the General Plan, newer and cleaner industries are expected to locate in both areas, which would reduce noise impacts.

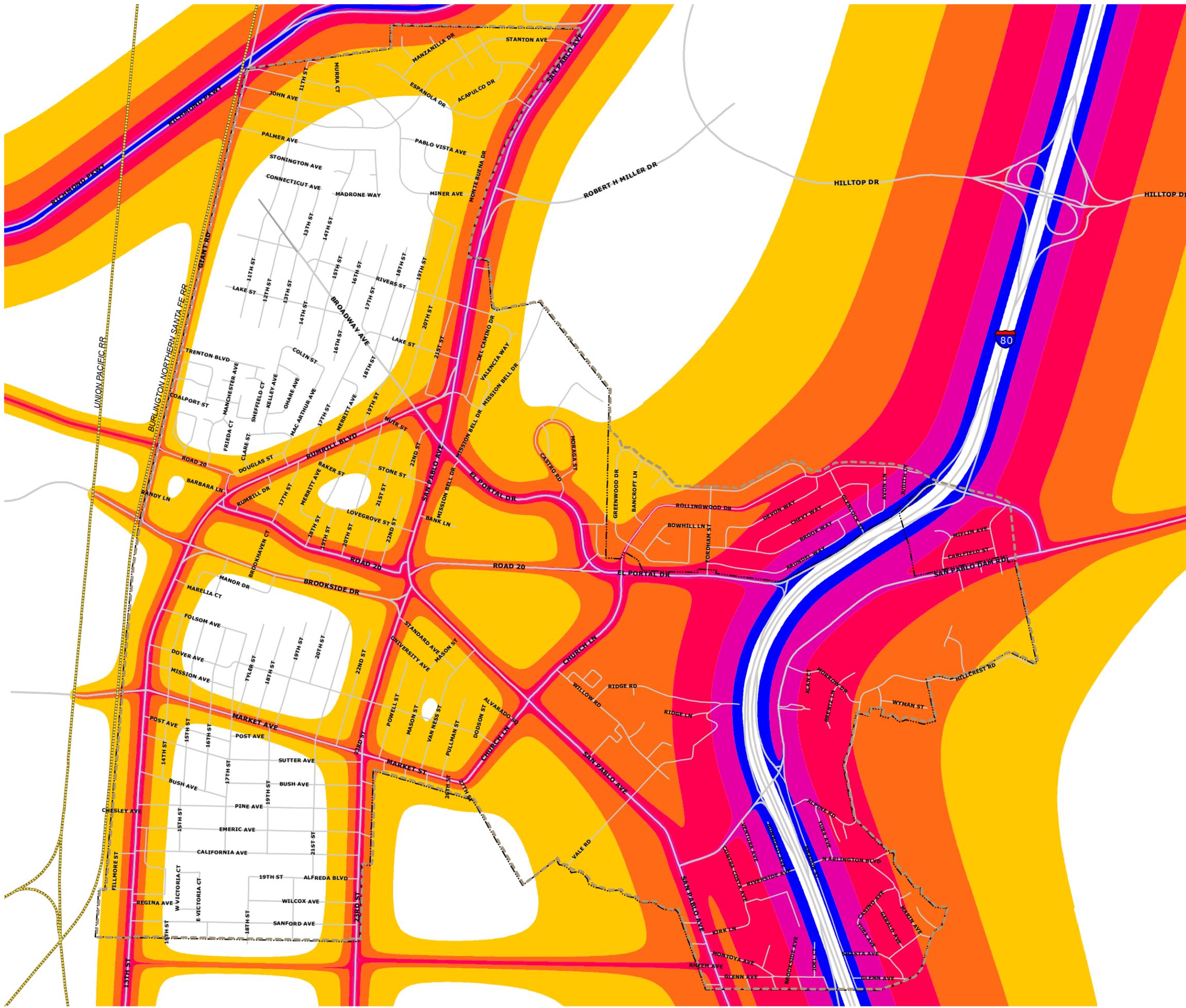


(n ft.) = Distance in feet between source and listener

Figure 9-4: Typical Sound Levels

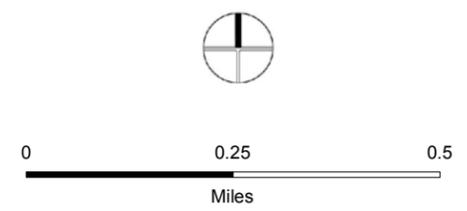
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Figure 9-5
Existing Noise Contours



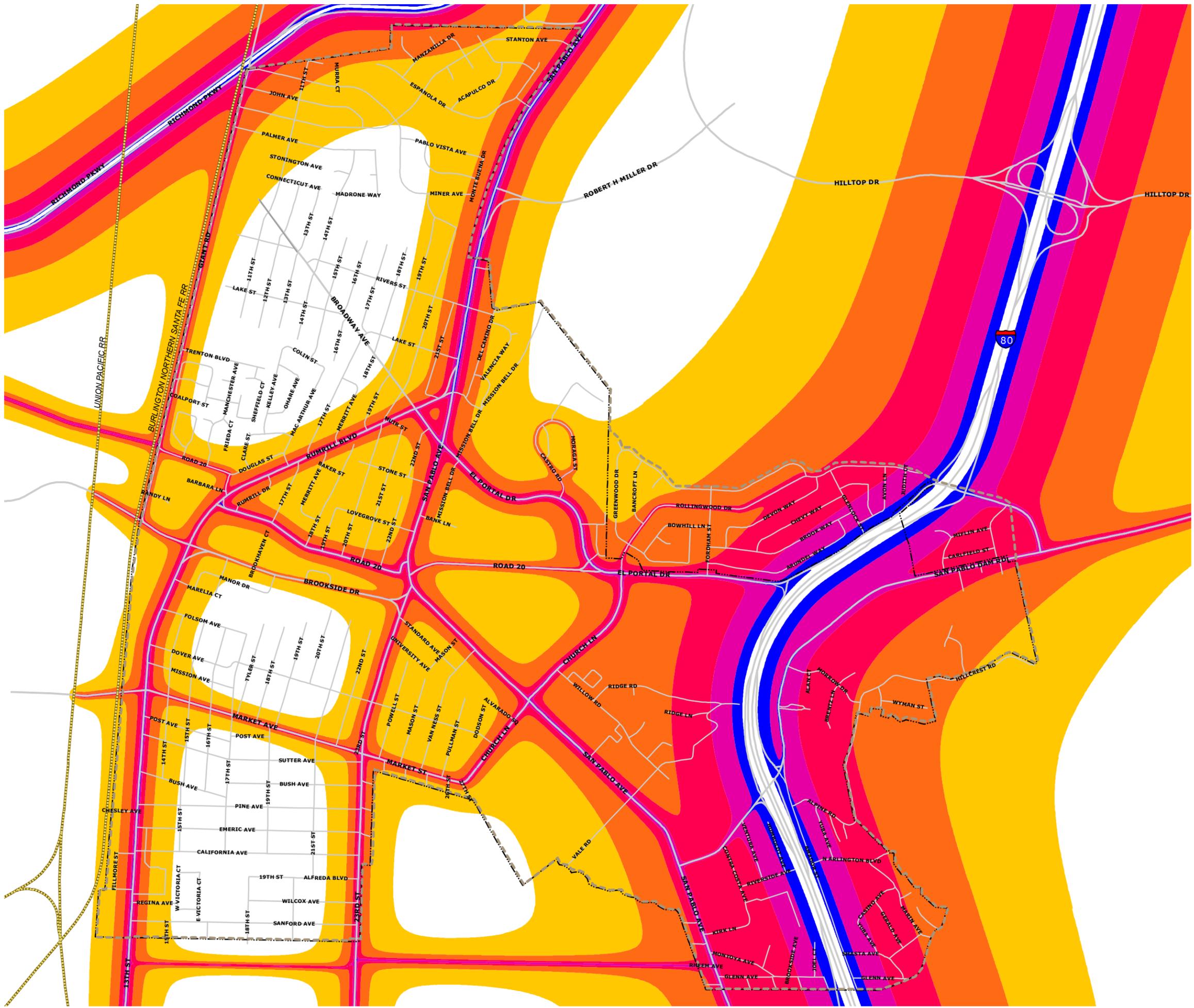
- > 55 dB
- > 60 dB
- > 65 dB
- > 70 dB
- > 75 dB

- Planning Area
- City Limits
- Major Roads
- Minor Roads
- Railroads



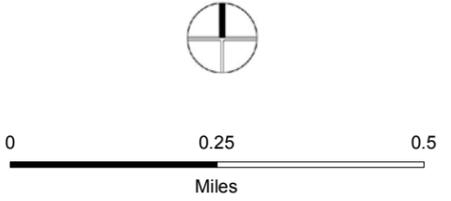
SOURCE: Charles Salter Associates, 2009;
 Contra Costa County, 2010; City of San Pablo, 2010;
 Dyett & Bhatia, 2010.

Figure 9-6
Future Noise Contours



- > 55 dB
- > 60 dB
- > 65 dB
- > 70 dB
- > 75 dB

- Planning Area
- City Limits
- Major Roads
- Minor Roads
- Railroads



SOURCE: Charles Salter Associates, 2009;
 Contra Costa County, 2010; City of San Pablo, 2010;
 Dyett & Bhatia, 2010.

Noise from Construction Activity

Noise from construction activity is created by the operation of heavy equipment used in grading and earth moving, including diesel engine machines, as well as activities such as piling, demolition, hammering, drilling, and other construction work. Construction noise is regulated in the City’s Municipal Code, which specifically prohibits all construction operations between 10 p.m. and 7 a.m. unless there is an emergency. General Plan policies also require contractors to use best available control technology (such as noise attenuation fences, mufflers and engine shrouds) to reduce the amount of noise generated.

PROJECTED NOISE CONDITIONS

Higher traffic volumes, more commercial noise sources, and a larger population will all contribute to the noise environment in San Pablo in 2030. Future noise contours are provided in **Figure 9-6**. Increases in traffic levels can be counteracted by the implementation of alternative forms of transportation and land use design that factor in noise concerns. Locating noise-sensitive uses away from high noise areas (e.g. San Pablo Avenue) and buffering noise levels through design and landscape features will help minimize future noise-related land use conflicts. Policies in this chapter establish review criteria for certain land uses to ensure that future noise levels will not exceed acceptable levels near noise-sensitive land uses.

GUIDING POLICIES

SN-G-9 Protect public health and welfare by eliminating noise problems and maintaining an acceptable indoor and outdoor acoustic environment.

IMPLEMENTING POLICIES

General Noise Policies

*SN-I-37 Use the Community Noise Level Exposure Standards, shown in **Table 9.6-1**, as review criteria for new land uses. Require all new development that would be exposed to noise greater than the “normally acceptable” noise level range to reduce interior noise through design, sound insulation, or other measures.*

SN-I-38 Require proposed industrial, commercial, and other uses with potential noise and vibration-producing activities to submit a noise study report identifying noise and vibration mitigation measures that would reduce the adjacent noise level to acceptable ranges based on the Community Noise Environment Standards.

SN-I-39 Require new, fixed noise sources (e.g. mechanical equipment) to use best available control technology to minimize noise and vibration.

Noise from mechanical equipment can often be reduced by applying soundproofing materials, mufflers, or other controls provided by the manufacturer.

SN-I-40 Establish standards for noise reduction for new housing exposed to DNL noise levels above 65 dB, including but not limited to, the following:

- All facades must be constructed with substantial weight and insulation;
- Sound-rated windows with enhanced noise reduction for habitable rooms;
- Sound-rated doors with enhanced noise reduction for all exterior entries at habitable rooms;
- Minimum setbacks and exterior barriers;
- Acoustic baffling of vents is required for chimneys, attic and gable ends; and
- Installation of a mechanical ventilation system affording comfort and fresh air under closed window conditions is required.

Alternative acoustical designs that achieve the prescribed noise level reduction may be approved, provided a certified Acoustical Engineer submits information demonstrating that the required reductions can be achieved and maintained.

- SN-I-41 Work with Caltrans, AC transit and railroad operators to mitigate transportation-related noise impacts on residential areas and sensitive uses. Additionally, continue to limit hours for construction and demolition work to reduce construction-related noises.
- SN-I-42 Explore the feasibility of establishing a Railroad Quiet Zone in San Pablo by working with the State Public Utilities Commission Rail Crossings Engineering Section, the City of Richmond, and regional freight train operators.
- A quiet zone is a railroad grade crossing at which trains are prohibited from sounding their horns in order to decrease the noise level for nearby residential communities. The train horns can be silenced only when other safety measures compensate for the absence of the horns. The Federal Railroad Administration website provides guidance to cities wishing to create railroad quiet zones, at <http://www.fra.dot.gov/Pages/1475.shtml>. Additionally, the City of Richmond has established six quiet zones and may be able to share their experience with the City of San Pablo.*
- SN-I-43 Require that all new residential building designs for sites where the DNL will exceed 65dBA achieve noise level reductions through acoustical design and construction of the building elements:
- Residential building designs must be based upon a minimum interior design noise level reduction of 35dB in all habitable areas (i.e., garages, storage areas, etc. are excepted). The 35dB criteria must provide a minimum constructed noise level reduction of 30dB; and
 - Residential building designs must also be based upon a minimum design noise level reduction of 40dB in all bedrooms. The 40dB criteria must provide a minimum constructed noise level reduction of 35dB.
- SN-I-44 Require that all residential building designs for sites where the DNL will exceed 65dBA include supporting information for City review and approval demonstrating that an acoustical design

providing the necessary noise level reduction has been prepared by a Board Certified Acoustical Engineer for each dwelling unit prior to construction. Elements of this acoustical review process shall include:

- A letter by a Board Certified Engineer approving the acoustical design of each dwelling unit (or group of units, if identical), submitted to the City with building permit applications. This letter must be received and approved prior to the issuance of a building permit;
- Following construction, a letter by the Board Certified Engineer showing noise level reduction test results for a minimum of two habitable areas within each dwelling unit (or group of units, if identical), submitted to the City for review and approval prior to the issuance of an occupancy permit.

Acoustical analysis pursuant to General Plan noise standards shall be the financial responsibility of the project applicant. All acoustical engineering and measurement must be conducted under the direction of an Acoustical Engineer who is currently Board Certified by the Institute of Noise Control Engineering, USA. General review and approval of groups of buildings or prototype designs may be sufficient to meet these requirements.

Table 9.6-1: Land Use Compatibility For Community Noise Environments

Land Use Category	Community Noise Exposure (Ldn or CNEL, dB)					
	55	60	65	70	75	80
Residential – Low Density Single Family, Duplex, Mobile Homes	Light Gray	Light Gray	Light Gray	Light Gray	Light Gray	Dark Gray
Residential – Multi Family	Light Gray	Light Gray	Light Gray	Light Gray	Light Gray	Dark Gray
Mixed-Use & High Density Residential	Light Gray	Light Gray	Light Gray	Light Gray	Light Gray	Dark Gray
Transient Lodging – Motels, Hotels	Light Gray	Light Gray	Light Gray	Light Gray	Light Gray	Dark Gray
Schools, Libraries, Churches, Hospitals, Nursing Homes	Light Gray	Light Gray	Light Gray	Light Gray	Light Gray	Dark Gray
Auditoriums, Concerts, Halls, Amphitheaters	Light Gray	Light Gray	Light Gray	Light Gray	Light Gray	Dark Gray
Sports Area, Outdoor Spectator Sports	Light Gray	Light Gray	Light Gray	Light Gray	Light Gray	Dark Gray
Playgrounds, Neighborhood Parks	Light Gray	Light Gray	Light Gray	Light Gray	Light Gray	Dark Gray
Office Buildings, Businesses Commercial and Professional	Light Gray	Light Gray	Light Gray	Light Gray	Light Gray	Dark Gray
Industrial, Manufacturing Utilities, Agriculture	Light Gray	Light Gray	Light Gray	Light Gray	Light Gray	Dark Gray
	Light Gray	Light Gray	Light Gray	Light Gray	Light Gray	Dark Gray
Normally Acceptable	Specified land use is satisfactory, based upon the assumption that any building involved is of normal conventional construction, without any special noise insulation requirements.					
Conditionally Acceptable	New construction or development should be undertaken only after a detailed analysis of the noise reduction requirements is made and needed noise insulation features included in the design. Conventional construction, but with closed windows and fresh air supply systems or air conditioning will normally suffice.					
Normally Unacceptable	New construction or development should generally be discouraged. If new construction or development does proceed, a detailed analysis of the noise reduction requirements must be made and needed noise insulation features included in the design.					
Clearly Unacceptable	New construction or development should not be undertaken.					

Source: Adapted from Governor's Office and Planning and Research, General Plan Guidelines, 2003.

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10

IMPLEMENTATION & MONITORING

The General Plan provides specific policy guidance for implementation of Plan concepts in each of the Plan elements. This framework establishes a basis for coordinated action by the City, adjacent jurisdictions, Contra Costa County and regional agencies. This chapter describes the process in general terms and the major actions to be undertaken by the City; the implementing policies in each element of the Plan provide details that will guide program development.

The major implementation process for the land use proposals will be administration of the Zoning Ordinance through the Zoning Map. The Zoning Ordinance will need to be amended to be consistent with the General Plan's policies. The Subdivision Ordinance also should be amended to add additional requirements for land dedication for schools and parks and reservation of sites for the community facilities, consistent with current State law.

The City's Capital Improvement Program will be the primary means of scheduling and funding infrastructure improvements of citywide benefit. The City's impact fees should be updated based on the recommendations made in the General Plan.

In many areas, General Plan implementation will depend on actions of other public agencies and of the private sector, which will fund most of the development expected in the next 20 years. The General Plan will serve a coordinating function for private sector decisions; it also provides a basis for action on individual development applications, which must be found to be consistent with the General Plan if they are to be approved.

10.1 Responsibilities

The General Plan provides specific policy guidance for implementation of plan concepts. Implementing these policies will involve coordinated actions by the City Council, the Planning Commission, the Redevelopment Agency, other City boards and commissions, and City departments. The City also will need to work with Contra Costa County and other public agencies to implement policies that involve cooperation or would affect the region. The principal responsibilities that City officials and staff have for Plan implementation are briefly summarized below; details on their powers and duties are provided in detail in the San Pablo Municipal Code.

CITY COUNCIL

The City Council is responsible for the overall management of municipal affairs; it acts as the legislative body and is responsible for adoption of the General Plan and any amendments to the General Plan. The City Council selects a Mayor annually, who serves as presiding officer during all City Council/Redevelopment Agency meetings and study sessions. The City appoints the City Manager who is the chief administrator of the City and has overall responsibility for the day-to-day implementation of the General Plan. The City Council also appoints other boards and commissions established under the Municipal Code.

The City Council's role in implementing the General Plan will be to set implementation priorities and approve zoning map and text amendments, consistent with the General Plan, and a Capital Improvement Program and budget to carry out the Plan.

PLANNING COMMISSION

The Planning Commission is responsible for preparing and recommending adoption or amendment of the General Plan, zoning and subdivision ordinances and other regulations, design guidelines, resource conservation plans, and programs and legislation needed to implement the General Plan. The Planning Commission also may prepare and recommend adoption of specific plans, neighborhood plans or special plans, as needed for Plan implementation.

PLANNING DIVISION

The Planning Division is responsible for the general planning and development review functions undertaken by the City.

Specific duties related to General Plan implementation include preparing zoning and subdivision ordinance amendments, design guidelines, reviewing development applications, providing advice to project applicants, conducting investigations and making reports and recommendations on planning and land use, zoning, subdivisions, development plans and projects. Among other responsibilities, the Division reviews projects for compliance with the California Environmental Quality Act (CEQA), and is responsible for preparing environmental documents such as Negative Declarations, Mitigated Negative Declarations and Environmental Impact Reports. Finally, the Division has the primary responsibility for preparing the annual report on the General Plan and conducting the five-year review. These reporting requirements are described in Chapter 1 of the General Plan.

PUBLIC WORKS/ENGINEERING DIVISION

The Public Works/Engineering Division provides overall administration and support for General Plan policies related to infrastructure. Engineering staff is responsible for providing assistance and guidance to the general public and developers in regard to requirements and regulations for street, sidewalk, storm drainage, paving, grading, and other capital improvements. The division is also charged with the task of maintaining and improving all City-owned street trees, park trees, and all other trees considered to be publicly owned trees. In addition to these responsibilities, the Division provides building review and inspections, issues and monitors encroachment and grading permits, maintains traffic counts and speed studies on major arterial and collector streets throughout the city, and oversees the proper operation of the city-wide traffic signal system. It also plans and administers municipal capital improvements, storm water pollution control, and pavement management programs within the City. To carry out the General Plan, the Division is tasked with preparing the Capital Improvement Program. Other specific responsibilities are established in the Land Use & Physical Design, Circulation, Housing, and Public Utilities elements of the proposed General Plan.

RECREATION DIVISION

The Recreation Division is responsible for managing the City's recreation services, its parks and open spaces, and various public facilities such as the Art Gallery, Maple Hall, Museums and others. It also manages youth activities and senior services. Specific implementing responsibilities are established in the Parks and Open Space Element of the proposed General Plan.

REDEVELOPMENT AGENCY

The San Pablo Redevelopment Agency (RDA) is governed by the City Council, which acts as Executive Board, and the City Manager, who acts as Executive Director. The RDA is responsible for implementing economic development strategies to remove blight. It does this by providing services and financial programs to breathe new life into areas which are negatively impacted by physical, environmental, and economic conditions and encouraging private enterprise investment. In the context of implementing the General Plan, the RDA is responsible for ensuring opportunity sites in the General Plan Land Use Diagram and the Housing Land Inventory are made available for redevelopment, and maintaining and making available a list of available sites to interested developers.

POLICE DEPARTMENT

The San Pablo Police Department is responsible for the protection of life and property within the City. The Department is tasked with the preservation of peace and order, suppression of crime, regulation and control of traffic and enforcement of State laws and local codes intended to reduce public hazards. Its specific responsibilities in the General Plan are established in the Health, Housing and Land Use elements of the General Plan.

OTHER COMMISSIONS, COMMITTEES AND BOARDS

Safety Commission

The five member Safety Commission studies present and future traffic and general safety problems of the City and makes recommendations to the City Council and the City Manager (via the Public Works and Police Departments) concerning the same, including such matters as location of stop signs and stop lights, creation of one-way streets, street paving, location of red zone parking, special left turn lanes, etc. The Commission also reviews police accident reports as needed in an effort to identify accident trends and to recommend improvements to reduce accidents. The Commission also acts in an advisory capacity to the City Council and City Manager, including as an optional contact point for residents with complaints on traffic and general safety problems.

Youth Commission

The Youth Commission acts as an advisory body in matters of youth needs, concerns, problems and social awareness.

Beautification Board

The Beautification Board acts in the capacity of the City Council and the Planning Commission in matters relating to beautifying the City.

San Pablo Advisory Committee on Aging

The Advisory Committee on Aging acts to identify and document unmet needs of older persons and resources available by providing a means for local area-wide planning, cooperation, and coordination of individuals and groups interested in improving and developing services and opportunities for the elderly.

San Pablo Community Foundation

The San Pablo Community Foundation is an independent, legally cognizable non-profit corporation with the exclusive purpose of funding and supporting charitable and public service activities or organizations for the benefit of San Pablo residents.

San Pablo/Manzanillo Sister City Committee

The purpose of the San Pablo/Manzanillo Sister City Committee is to engage in the promotion of international relations and good will by adopting a sister city in the Country of Mexico, to wit: Manzanillo, and to promote understanding, literary and education ties between said sister city and the City of San Pablo on a charitable basis.

10.2 The Plan and the Regulatory System

The City will use a variety of regulatory mechanisms and administrative procedures to implement the General Plan. Overall responsibility for plan implementation is vested in the City Council and Planning Commission. Establishing and maintaining consistency between the General Plan and Zoning Ordinance and other planning documents is good planning policy and is called for in this General Plan. In fact, the

consistency requirement is the keystone of Plan implementation. Without a consistency requirement, there is no assurance that Plan policies will be implemented and that environmental resources earmarked for protection in the Plan will be preserved. Other regulatory mechanisms, including subdivision approvals, building and housing codes, capital improvement programs, and environmental review procedures also will be used to implement Plan policies. All project approvals must be found consistent with the General Plan.

ZONING REGULATIONS

The City's Zoning Ordinance will translate plan policies into specific use regulations, development standards and performance criteria that will govern development on individual properties. The General Plan establishes the policy framework, while the Zoning Ordinance prescribes standards, rules and procedures for development. The Zoning Map will provide more detail than the General Plan Diagram.

The General Plan calls for several new zoning districts. Regulations for these districts will be established as part of the comprehensive zoning update being undertaken after the General Plan is adopted. The use regulations and development standards for existing zoning districts will need to be amended to conform to Plan policies. Density and intensity limits, consistent with the Plan's land use classifications, also should be established. For purposes of evaluating General Plan consistency, the density of proposed projects will be rounded up or down to the nearest whole number, as appropriate.

The City will bring both the Zoning Ordinance and the Zoning Map into conformance with the General Plan within a reasonable time. When the General Plan is subsequently amended, the Zoning Ordinance and Zoning Map also may need to be amended to maintain consistency between the Plan and zoning.

Table 10.1-1 shows how zoning districts in San Pablo are consistent with the land use designations of this General Plan. In some areas, new zoning districts are needed. In others, the existing zoning will need to be amended, as prescribed by the implementing policies in this Plan. Existing zoning may be used while the Zoning Ordinance is being updated, provided condition of approval ensure General Plan consistency.

SUBDIVISION REGULATIONS

No subdivision of land may be approved under California law and the City's subdivision regulations unless its design and proposed improvements are found to be consistent with the General Plan. Dedication of land for park facilities is required for subdivisions above a certain size, consistent with the policies and standards prescribed by the General Plan. The precise threshold will be established on a case-by-case basis and depends on whether there are neighborhood parks in the vicinity which can serve new residents. The subdivision regulations also can require dedication of land for riparian habitat and reservation of land for fire stations, libraries, bike paths, transit facilities, and other public facilities.

After adoption of the General Plan, the City's subdivision regulations will need to be amended to conform to Plan policies and explicitly require findings of consistency with the General Plan as a condition of approving major and minor subdivisions. Reservation requirements for bus turnout or bulbout facilities and bike and pedestrian facilities also will need to be added to carry out Plan policies. The subdivision ordinance should require connection between new streets and existing streets, wherever possible, and allow for reduced right-of-way dimensions to maintain neighborhood character. Consideration of passive solar energy techniques in street and lot layout and landscaping will also be required and the ordinance may require access easements in new subdivisions.

Table 10.1-1 Consistency Between the General Plan and Zoning

<i>General Plan Land Use Designations</i>	<i>Existing Zoning District¹</i>	<i>Proposed New Zoning</i>
Residential		
Single-family Residential District	R-1	R1
Two-family Residential District	R-2	R2
Multifamily Residential District	R-3	R3
High Density Residential District	R-4	R4
Mixed Use		
Mixed Use Centers (north and south)	-	MUCN, MUCS
Commercial Mixed Use	-	CMU
Residential Mixed Use	-	RMU
Industrial Mixed Use	M ²	IMU
Commercial		
Neighborhood Commercial	C-1, C-2	NC
Regional Commercial	C-2, CR	RC
-Entertainment District Overlay	-	ED
Other		
Public/Institutional	I	PS
Parks/Open Space	OS	OS

¹ These districts may be used while the Zoning Ordinance is being updated.

² Existing Zoning has an Industrial category M.

Source: Dyett & Bhatia, 2010.

BUILDING AND HOUSING CODES

No building permit may be issued under California law (Gov. Code Section 65567) unless the proposed development is consistent with the City's open space plan and conforms to the policies of the Open Space and Conservation Element. To provide an administrative mechanism to ensure consistency, it may be appropriate to require applicants for building permits and grading permits to secure a "zoning certificate" or other form of zoning clearance before these permits can be issued.

10.3 Capital Improvements Program

The Capital Improvements Program (CIP) includes a list of public works projects that the City intends to design and construct in coming years. Under California law, the Planning Division has responsibility for reviewing the CIP to determine whether it conforms to the General Plan. Specifically, the Government Code requires the Division to review for conformity with the General Plan any CIP projects requiring one or more of the following actions:

- Acquisition of land for public purposes;
- Disposition of land;
- Street vacations; and
- Authorization or construction of public buildings or structures.

The Planning Division has 40 days to comment on such actions, and under state law, these recommendations are advisory only; the City Council may make its own determinations of consistency.

The Planning Division also has the right to comment on CIPs prepared by San Pablo school districts and utility providers. These CIPs, and any annual revision proposed to them, are to be forwarded to the Commission at least 60 days prior to adoption for the Commission's review for consistency with the General Plan.

10.4 Redevelopment Agency Implementation Plan

The Government Code requires the Planning Division to review for conformity with the General Plan any capital projects of the Redevelopment Agency that are similar to the above listed under the CIP.

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GLOSSARY

100-Year Flood. The magnitude of a flood expected to occur on the average every 100 years, based on historical data. The 100-year flood has a 1/100, or 1 percent, chance of occurring in any given year.

500-Year Flood. The magnitude of a flood expected to occur on the average every 500 years, based on historical data. The 500-year flood has a 1/500, or 0.2 percent, chance of occurring in any given year.

Acre, Gross. Area of a site calculated to the centerline of bounding streets and other public rights-of-way.

Acre, Gross Developable. Area of a site, including proposed public streets and other proposed rights-of-way but excluding areas subject to physical or environmental constraints, which include creek corridors and floodways, and areas to be dedicated for greenways or habitat protection.

Acre, Net. Area of a site excluding land to be dedicated for required easements for vehicles and rights of way, either public or private; land dedicated to be hazardous and unbuildable; and land to be dedicated for schools and parks or other facilities dedicated for public use.

Affordable Housing. Housing capable of being purchased or rented by a household with very low (earning between 30 to 50 percent of the Contra Costa County area median income), low (earning between 50 to 80 percent of the Contra Costa County area median income), or moderate income, (earning between 80 to 120 percent of the Contra Costa County area median income) based on a household's ability to make monthly payments

necessary to obtain housing. Housing is considered affordable when a household pays less than 30% of its gross monthly income (GMI) for housing property taxes, insurance, and utilities.

Aquifer. A natural underground formation that is saturated with water, and from which water can be withdrawn.

Attainment Area. An area determined to have met federal or State air quality standards, as defined in the federal Clean Air Act or the California Clean Air Act. An area may be an attainment area for one pollutant and a non-attainment area for others.

Best Management Practices (BMP). The combination of conservation measures, structure, or management practices that reduces or avoids adverse impacts of development on adjoining site's land, water, or waterways, and waterbodies.

Bike Facilities. These include bike paths (Class I Facilities), bike lanes (Class II Facilities), and bike routes (Class III Facilities), following a classification system established in the Contra Costa County Regional Bicycle Plan.

Buffer. In terms of land use, a buffer is a transitional zone or piece of land between two different land uses.

Buildout. That level of development characterized by full occupancy of all developable sites in accordance with the General Plan; the maximum probable level of development envisioned by the General Plan under specified assumptions about densities and intensities. Buildout does not necessarily assume parcels are developed at maximum allowable intensities.

Carcinogenic. Any substance or agent that can cause or worsen cancer.

Capital Improvement Program (CIP). The multi-year scheduling of public physical improvements based on studies of fiscal resources available and the choice of specific improvements to be constructed.

Carbon Monoxide (CO). A colorless, odorless gas formed by the incomplete combustion of fuels, which is toxic because of its tendency to reduce the oxygen-carrying capacity of the blood.

CNEL (Community Noise Equivalent Level). The average equivalent A-weighted sound level during a 24-hour day,

obtained after addition of five decibels to sound levels in the evening from 7 p.m. to 10 p.m. and after addition of 10 decibels to sound levels in the night from 10 p.m. to 7 a.m.

Compatible. Capable of existing together without conflict or ill effects.

Conservation. The management of natural resources to prevent waste, destruction, or neglect.

Consistent. Free from variation or contradiction. Programs in the General Plan are to be consistent, not contradictory. State law requires consistency between a general plan and implementation measures such as the zoning ordinance.

Contra Costa Transportation Authority (CCTA). A public agency formed by Contra Costa voters in 1988 to manage the county's transportation sales tax program and to do countywide transportation planning.

Crude Death Rate. The number of deaths in the population divided by the average population (or the population at midyear). The crude death rate is usually given per 1,000, 10,000, or 100,000 population.

Cultural Facilities. Premises operated to accommodate cultural pursuits such as visual or performing arts, lectures, or exhibitions.

Curb Cut. The opening along the curb line at which point vehicles or other wheeled forms of transportation may enter or leave the roadway. Curb cuts are essential at street corners for wheelchair users.

dBa. The “A-weighted” scale for measuring sound in decibels; weights or reduces the effects of low and high frequencies in order to stimulate human hearing. Every increase of 10 dBA doubles the perceived loudness though the noise is actually ten times more intense.

Decibel (dB). A unit of measurement used to express the relative intensity of sound as heard by the human ear describing the amplitude of sound, equal to 20 times the logarithm to the base 10 of the ratio of the pressure of the sound measured to the reference pressure, which is 20 micropascals (20 micronewtons per square meter).

Dedication. The commitment by an owner or developer of private land for public use, and the acceptance of land for such use by the governmental agency having jurisdiction over the public function for which it will be used. Dedications for roads, parks, school sites, or other public uses often are required by the city as conditions of approval on a development.

Dedication, in lieu of. Cash payments which may be required of an owner or developer as a substitute for a dedication of land, usually calculated in dollars per lot, and referred to as in lieu fees or in lieu contributions.

Density. The number of residential dwelling units per acre of land. Densities specified in the General Plan are expressed in units per gross developable acre. (See “Acres, Gross,” and “Acres, Gross Developable.”)

Density Bonus. The allocation of development rights that allow a parcel to accommodate additional square footage or additional residential units beyond the maximum for which the parcel is zoned, usually in exchange for the provision or preservation of an amenity at the same site or at another location. Under California State Law, residential projects of three or more units that provide affordable housing may be entitled to a 35 percent increase of the underlying zone district.

Detention Area. A detention area is an area in the natural environment where rainwater runoff and stormwater naturally collects. Human activity and construction of homes have the effect of changing the size and shape of a detention area.

Detention Basin/Pond. Facilities classified according to the broad function they serve, such as storage, diversion or detention. Detention facilities are constructed to retard flood runoff and minimize the effect of floods.

Developer. An individual who, or business which, prepares raw land for the construction of buildings or builds or causes to be built physical building space for use primarily by others, and in which the preparation of the land or the creation of the building space is in itself a business and is not incidental to another business or activity.

Development. The physical extension and/or construction of urban land uses. Development activities include but are not limited to: subdivision of land; construction or alteration of structures, roads, utilities, and other facilities; installation of septic systems; grading; deposit of refuse, debris, or fill materials; and clearing of natural vegetation cover (with the exception of agricultural activities). Routine repair and maintenance activities are not considered as “development.”

Downwind. In the direction in which the wind is blowing.

East Bay Municipal Utility District (EBMUD). Public agency providing water supply to various jurisdictions throughout Contra Costa County and Alameda, including the City of San Pablo.

Easement. A right given by the owner of land to another party for specific limited use of that land. An easement may be acquired by a government through dedication when the purchase of an entire interest in the property may be too expensive or unnecessary. Easements are usually needed for utilities or shared parking.

Endangered Species, California. A native species or sub-species of a bird, mammal, fish, amphibian, reptile, or plant, which is in serious danger of becoming extinct throughout all or a significant portion of its range, due to one or more factors, including loss in habitat, change in habitat, over-exploitation, predation, competition, or disease. The status is determined by the State Department of Fish and Game together with the State Fish and Game Commission.

Endangered Species, Federal. A species which is in danger of extinction throughout all or a significant portion of its range, other than the species of the Class Insect determined to constitute a pest whose protection under the provisions of the 1973 Endangered Species Act, as amended, would present an overwhelming and overriding risk to humans. The status is determined by the US Fish and Wildlife Service and the Department of the Interior.

Environmental Impact Report (EIR). A document used to evaluate the potential environmental impacts of a project, evaluate reasonable alternatives to the project, and identify mitigation measures necessary to minimize the impacts. The California Environmental Quality Act (CEQA) requires that the

agency with primary responsibility over the approval of a project (the lead agency) evaluate the project's potential impacts in an Environmental Impact Report (EIR).

Environmental Justice. Environmental Justice refers to the fair treatment of all people – regardless of race, income, and religion – when implementing policies that affect housing and the environment. The federal and State government have policies that require agencies to identify and avoid placing a disproportionately large number of minority and low-income groups in certain geographical locations.

Equivalent Noise Level (Leq). A single-number representation of the fluctuating sound level in decibels over a specified period of time. It is a sound-energy average of the fluctuating level.

Erosion. The process by which material is removed from the earth's surface (including weathering, dissolution, abrasion, and transportation), most commonly by wind or water.

Expansive Soils. Soils which swell when they absorb water and shrink as they dry.

Fault. A fracture in the earth's crust forming a boundary between rock masses that have shifted. An active fault is a fault that has moved recently and which is likely to again. An inactive fault is a fault which shows no evidence of movement in recent geologic time and little potential for movement.

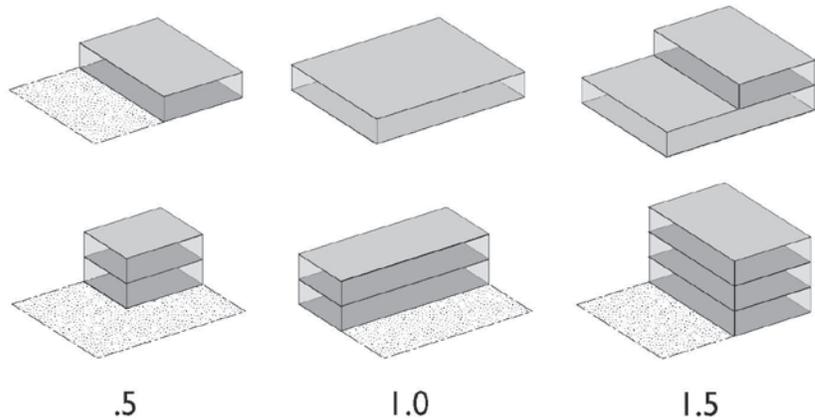
Findings. Findings are defined as the results of an investigation, carried out by an investigating team.

Floodplain. An area adjacent to a lake, stream, ocean or other body of water lying outside the ordinary banks of the water body and periodically inundated by flood flows. Often referred to as the area likely to be inundated by the 100-year flood.

Flood Zone. The relatively level land area on either side of the banks of a stream that is subject to flooding under a 100-year or a 500-year flood.

Floor Area Ratio (FAR). The ratio between gross floor area of structures on a site and gross site area. Thus, a building with a floor area of 100,000 square feet on a 50,000 square-foot lot will have a FAR of 2.0.

Examples showing the concept of FAR:



Floor Area, Gross. The total horizontal area in square feet of all floors within the exterior walls of a building, but not including the area of unroofed inner courts or shaft enclosures.

Flora and Fauna. Flora and fauna refer to plant and wildlife, respectively. The indigenous plant and wildlife of a geographical region is often referred to as that region's flora and fauna.

Graywater. Graywater is defined as the wastewater produced from baths and showers, clothes washers, and lavatories. Graywater may be recycled for irrigation, cooling, or other secondary uses after minimal treatment.

Green Building. A Green Building generally refer to one that is environmentally friendly in terms of energy consumption, or the waste they produce during its entire life-cycle. A Green Building will have little or no significant impact on the environment. Green buildings are scored by rating systems, such as the Leadership in Energy and Environmental Design (LEED) rating system developed by the U.S. Green Building Council, Green Globes from GBI and other locally developed rating systems. They also must conform to California Green Building Standards.

Greenhouse Gases. Greenhouse gases are gases in the atmosphere that absorb and emit radiation within the thermal

infrared range. This process is the fundamental cause of the greenhouse effect. Carbon dioxide, methane, and ozone are examples of greenhouse gasses.

Groundwater. Water under the earth's surface, often confined to aquifers capable of supplying wells and springs.

Groundwater Recharge. The natural process of infiltration and percolation of rainwater from land areas or streams through permeable soils into water-holding rocks that provide underground storage (i.e. aquifers).

Habitat. The natural environmental of a plant or animal.

Hazardous Material. A material or form of energy that could cause injury or illness to persons, livestock, or the natural environment. Some examples from everyday life include, gasoline, fertilizers, detergent, used cooking oil, mineral spirits, batteries, and paint.

Hazardous Waste. Waste which requires special handling to avoid illness or injury to persons or damage to property. Includes, but is not limited to, inorganic mineral acids of sulfur, fluorine, chlorine, nitrogen, chromium, phosphorous, selenium and arsenic and their common salts; lead, nickel, and mercury and their inorganic salts or metallo-organic derivatives; coal, tar acids such as phenol and cresols and their salts; and all radioactive materials.

Healthy Eating Active Living. A collaborative effort of the League of California Cities, the California Center for Public Health Advocacy and the Cities, Counties and School Partnership to foster implementation of healthy eating and active living interventions through a statewide infrastructure at the local community level.

Historic Resource. A historic building or site that is noteworthy for its significance in local, state, national, its architecture or design, or its works of art, memorabilia, or artifacts.

Historic Structure. A structure deemed to be historically significant based on its visual quality, design, history, association, context, and/or integrity.

Household. An occupied housing unit.

Impact Fee: A fee, also called a development fee, levied on the developer of a project by a city, county, or other public agency as compensation for otherwise-unmitigated impacts the project will produce. California Government Code § 54990 specifies that development fees shall not exceed the estimated reasonable cost of providing the service for which the fee is charged. To lawfully impose a development fee, the public agency must verify its method of calculation and document proper restrictions on use of the fund.

Impervious Surface. Any material which reduces or prevents absorption of water into land.

Implementation. Actions, procedures, programs, or techniques that carry out policies.

Infill. The development of new housing or other buildings on scattered vacant lots in a predominantly developed area or on new building parcels created by permitted lot splits.

Infiltration. The introduction of underground water, such as groundwater, into wastewater collection systems. Infiltration results in increased wastewater flow levels.

Intersection Capacity. The maximum number of vehicles that has a reasonable expectation of passing through an intersection in one direction during a given time period under prevailing roadway and traffic conditions.

Infrastructure. Permanent utility installations, including roads, water supply lines, sewage collection pipes, and power and communications lines.

Intrusive Noise. That noise which intrudes over and above the existing ambient noise at a given location. The relative intrusiveness of a sound depends upon its amplitude, duration, frequency, time of occurrence, and tonal or information content as well as the prevailing noise level.

Jobs-Employed Residents Ratio. Total jobs divided by total employed residents (i.e. people who live in the area, but may work anywhere). A ratio of 1.0 typically indicates a balance. A ratio greater than 1.0 indicates a net in-commute; less than 1.0 indicates a net out-commute.

L₁₀. A statistical descriptor indicating the sound level exceeded ten percent of the time. It is a commonly used descriptor of community noise, and has been used in Federal Highway Administration standards and the standards of some cities.

L_{dn} (Day-Night Average Sound Level). The A-weighted average sound level for a given area (measured in decibels) during a 24-hour period with a 10 dB weighting applied to night-time sound levels (after 10 p.m. and before 7 a.m.). The L_{dn} is approximately numerically equal to the CNEL for most environmental settings.

L_{eq} (Equivalent Energy Level). The sound level corresponding to a steady sound level containing the same total energy as a time varying signal over a given sample period. L_{eq} is typically computed over 1, 2, and 8-hour sample periods. The L_{eq} is a “dosage” type measure and is the basis for the descriptions used in current standards, such as the 24-hour CNEL used by the State of California.

LEED. The Leadership in Energy and Environmental Design (LEED) Green Building Rating System™ is the nationally accepted benchmark for the design, construction, and operation of high performance green buildings.

Level of Service, LOS (traffic). A qualitative measure describing operational conditions within a traffic stream and the perception of motorists and/or passengers regarding these conditions. A level of service definition generally describes these conditions in terms of such factors as traffic volumes, speed and travel time, delays at traffic signals, freedom to maneuver, traffic interruptions, comfort, convenience, and safety.

Liquefaction. A sudden large decrease in the shearing resistance of a cohesion less soil, caused by a collapse of the structure by shock or strain, and associated with a sudden but temporary increase of the pore fluid pressure.

Location Quotient. The location quotient is the ratio established by comparing the degree of specialization of a local economy to a reference economy. The location quotient technique is commonly used in economic base analysis.

Maximum Contaminant Level. Are standards that are set by the Environmental Protection Agency for drinking water quality in Title 40 of the Code of Federal Regulations. The limit is usually expressed as a concentration in milligrams or micrograms per liter of water.

Median Strip. The dividing area, either paved or landscaped, between opposing lanes of traffic on a roadway.

Minerals. Any naturally occurring chemical element or compound, or groups of elements and compounds, formed from inorganic processes and organic substances, including, but not limited to, coal, peat, and bituminous rock, but excluding geothermal resources, natural gas, and petroleum.

Mitigation. A specific action taken to reduce environmental impacts. Mitigation measures are required as a component of an environmental impact report (EIR) if significant measures are identified.

Mitigation Measures. Action taken to avoid, minimize, or eliminate environmental impacts. Mitigation includes: avoiding the impact altogether by not taking a certain action or parts of an action; minimizing impacts by limiting the degree or magnitude of the action and its implementation; rectifying the impact by repairing, rehabilitating, or restoring the affected environment; reducing or eliminating the impact over time by preservation and maintenance during the life of the action; and compensating for the impact by repairing or providing substitute resources or environments.

Mixed Use. Describes a development project which includes two or more categories of land use such as residential and commercial, or commercial and professional office and the like. For further discussion see the Land Use Element section on Mixed-use.

Nitrogen Oxides (NO_x). Chemical compounds containing nitrogen and oxygen; reacts with volatile organic compounds, in the presence of heat and sunlight to form ozone. It is also a major precursor to acid rain.

Noise Attenuation. Reduction of the level of a noise source using a substance, material, or surface.

Noise Contours. Lines drawn about a noise source indicating equal levels of noise exposure. CNEL and L_{dn} are the metrics utilized herein to describe annoyance due to noise and to establish land use planning criteria for noise.

Open Space. Any parcel or area of land or water that is essentially unimproved. The General Plan designates rural and unimproved open space as well as parks as open space areas.

Ozone. A tri-atomic form of oxygen (O₃) created naturally in the upper atmosphere by a photochemical reaction with solar ultraviolet radiation. In the lower atmosphere, ozone is a recognized air pollutant that is not emitted directly into the environment, but is formed by complex chemical reactions between oxides of nitrogen and reactive organic compounds in the presence of sunlight, and becomes a major agent in the formation of smog.

PM₁₀, PM_{2.5}. The current standard for measuring the amount of solid or liquid matter suspended in the atmosphere (“particulate matter including dust”). Refers to the amount of particulate matter under 10 micrometers and 2.5 micrometers in diameter, respectively. Particulate matters can penetrate to the deeper portions of the lung, affecting sensitive population groups such as children and people with respiratory diseases.

Park Ratio. The amount of parkland in acres to 1,000 residents.

Peak Hour. The busiest one-hour period for traffic during a 24-hour period. The PM peak hour is the busiest one hour period of traffic during the evening commute period. The AM peak hour is the busiest one hour period during the morning commute.

Pedestrian-oriented Development. Development designed with an emphasis on the street sidewalk and on pedestrian access to the building, rather than an auto access and parking areas.

Performance Standards. A statement representing a commitment by a public agency to attain a specified level or quality of performance through its programs and policies.

Planning Area. The land area addressed by the General Plan, including land within and outside of the Urban Limit Line.

Rare or Endangered Species. A species of animal or plant listed in Sections 670.2 or 670.5, Title 14, California Administrative Code; or Title 50, Code of Federal Regulations, Section 17.11 or Section 17.2, pursuant to the Federal Endangered Species Act designating species as rare, threatened, or endangered.

Recycle. The process of extraction and reuse of materials from waste products.

Retention Area. A pond, pool, lagoon, or basin used for the storage of water runoff, which is not pumped to another location.

Right-of-Way. A continuous strip of land reserved for or actually occupied by a road, crosswalk, railroad, electric transmission lines, oil or gas pipeline, water line, sanitary storm sewer or other similar use.

Routes of Regional Significance. Routes of Regional Significance are major roadways that carry a significant amount of through traffic connecting two or more regions of a County. The routes are designated by CCTA based on recommendations from WCCTAC. In San Pablo, the following routes are designated as routes of regional significance: Interstate-80, San Pablo Avenue, 23rd Street, El Portal Drive, and San Pablo Dam Road.

Seismic. Caused by or subject to earthquakes or earth vibrations.

Sensitive Receptors. Persons or land users that are most sensitive to negative effects of air pollutants. Persons who are sensitive receptors include children, the elderly, the acutely ill, and the chronically ill. The term "sensitive receptors" can also refer to the land use categories where these people live or spend a significant amount of time. Such areas include residences, schools, playgrounds, child-care centers, hospitals, retirement homes, and convalescent homes.

Solid Waste. General category that includes organic wastes, paper products, metals, glass, plastics, cloth, brick, rock, soil, leather, rubber, yard wastes, and wood.

Specific Plan. A plan that provides detailed design and implementation tools for a specific portion of the area covered by a general plan. A specific plan may include all regulations, conditions, programs, and/or proposed legislation which may be necessary or convenient for the systematic implementation of any general plan element(s).

Special Status Species. Any species which is listed, or proposed for listing, as threatened or endangered by the U.S. Fish and Wildlife Service or National Marine Fisheries Service under the provisions of the Endangered Species Act. It also includes any

species designated by the U.S. Fish and Wildlife Service as a “candidate” or “species of concern” implying potential danger of extinction.

Sphere of Influence (SOI). The ultimate service area of an incorporated city, as established by Contra Costa County LAFCO.

Stationary Source. A source of air pollution that is not mobile, such as a heating plant or an exhaust stack from a laboratory.

Storm Runoff. Surplus surface water generated by rainfall that does not seep into the earth but flows overland to a watercourse.

Threatened Species, California. A species of animal or plant is endangered when its survival and reproduction in the wild are in immediate jeopardy from one or more causes, including loss of habitat, change in habitat, over-exploitation, predation, competition, disease, or other factors; or when although not presently threatened with extinction, the species is existing in such small numbers that it may become endangered if its environment worsens. A species of animal or plant shall be presumed to be rare or endangered as it is listed in Sections 670.2 or 670.5, Title 14, California Code of Regulations; or Title 50, Code of Federal Regulations Sections 17.11 or 17.12 pursuant to the Federal Endangered Species Act as rare, threatened, or endangered.

Threatened Species, Federal. A species which is likely to become an endangered species within the foreseeable future throughout all or a significant portion of its range.

Total Dissolved Solids (TDS). Total dissolved solids comprise inorganic salts and small amounts of organic matter that are dissolved in water. The principal constituents are usually calcium, magnesium, sodium and potassium and the anions carbonate, bicarbonate, chloride, sulphate and, particularly in groundwater, nitrate (from agricultural use).

Toxic Air Contaminant. An air pollutant that may increase a person's risk of developing cancer and/or other serious health effects. Toxic air contaminants include more than 700 chemical compounds that have been determined to have potential adverse health impacts.

Transportation Demand Management. Measures to improve the movement of persons and goods through better and more efficient utilization of existing transportation systems (e.g., streets and roads, freeways and bus systems) and measures to reduce the number of single-occupant vehicles utilized for commute purposes.

Transit Oriented Development. A development or planning concept typified by the location of residential and commercial districts around a transit station or corridor with high quality service, good walkability, parking management and other design features that facilitate transit use and maximize overall accessibility.

Trip Generation. The number of vehicle trip ends associated with (i.e., produced by) a particular land use or traffic study site. A trip end is defined as a single vehicle movement. Roundtrips consist of two trip ends.

Urban Limit Line (ULL). A planning boundary, defined by voters, beyond which no urban land uses can be designated during the term of the General Plan. The primary purpose of an ULL is to limit the extent of urbanization.

Use. The purpose for which a lot or structure is or may be leased, occupied, maintained, arranged, designed, intended, constructed, erected, moved, altered, and/or enlarged as per the City's Zoning Ordinance and General Plan land use designation.

Vehicle Miles Traveled (VMT). A measure of both the volume and extent of motor vehicle operation; the total number of vehicle miles traveled within a specified geographical area (whether the entire country or a smaller area) over a given period of time.

View Corridor. The line-of-sight (identified as to height, width, and distance) of an observer looking toward an object of significance to the community (e.g., ridgeline, river, historic building, etc.).

Watershed. The total area above a given point on a watercourse which contributes water to the flow of the watercourse; the entire region drained by a watercourse.

Wetlands. Areas that are permanently wet or periodically covered with shallow water, such as saltwater and freshwater

marshes, open or closed brackish marshes, swamps, mud flats, and fens.

West Contra Costa County Transportation Advisory Committee. The West Contra Costa County Transportation Advisory Committee (WCCTAC) is one of four sub-regional transportation planning committees that advises the CCTA on Measure J expenditures and transportation concerns specifically related to the cities of San Pablo, Richmond, El Cerrito, Hercules, and Pinole as well as transit agencies serving these cities.

Wildlife Corridors. A natural corridor, such as an undeveloped ravine, that is frequently used by wildlife to travel from one area to another.

Zoning Ordinance. Chapter 17 of the San Pablo Municipal Code, which is a City ordinance, that divides incorporated city land into districts and establishes regulations governing the use, placement, spacing, and size of buildings, open spaces, and other facilities.

LIST OF ACRONYMS

af/y: acre foot/year

ABAG: Association of Bay Area Governments

ADT: Average daily traffic

ARPA: Archaeological Resources Protection Act

BAAQMD: Bay Area Air Quality Management District

BACT: Best Available Control Technology

BART: Bay Area Rapid Transit

BMP: Best Management Practice

CALTrans: California Department of Transportation

CalRecycle: California Department of Resources Recycling and Recovery

CARB: California Air Resources Board

CARE: Community Air Risk Evaluation

CCC: Contra Costa College

CCCFPD: Contra Costa County Fire Protection District

CCEP: Contra Costa Economic Partnership

CCHS: Contra Costa Health Service

CCTA: Contra Costa Transportation Authority

CDFG: California Department of Fish and Game

CEQA: California Environmental Quality Act

CFCs: Chlorofluorocarbons

c.f.s.: Cubic feet per second

CGS: California Geologic Survey

CIP: Capital Improvement Program

CNDDDB: California Natural Diversity Database

CNEL: Community Noise Equivalent Level

CRRP: Community Risk Reduction Plan

CSA: Community Supported Agriculture

CWMB: California Waste Management Board

dB: Decibel

dba: Decibel A-Weighted

DMC: Doctors Medical Center

DNL: Day-Night Average Noise Level

DOF: State Department of Finance

DPM: Diesel Particulate Matter

DSOD: State Division of Safety of Dams

DTSC: State Department of Toxic Substances

DU: Dwelling Unit

du/ac: Dwelling unit per acre (which gives density)

DWR: Department of Water Resources

EBMUD: East Bay Municipal Utility District

EIR: Environmental Impact Report

EPA: Environmental Protection Agency

FAR: Floor Area Ratio

FEMA: Federal Emergency Management Act

GCC: Global Climate Change

GHG: Greenhouse gases

GIS: Geographic Information Systems

GME: Growth Management Element

GP: General Plan

GPAC: General Plan Advisory Committee

HEAL: Healthy Eating Active Living

LAFCO: Local Agency Formation Commission

LEED: Leadership in Energy and Environmental Design

Ldn: Day-Night Average Sound Level

LHMP: Local Hazards Mitigation Plan

LOS: Level of Service

LQ: Location Quotient

LUST: Leaking Underground Storage Tanks

MCL: Maximum Contaminant Level

Mgd: Million gallons per day (water or wastewater)

MJ-LHMP: Multi Jurisdictional Local Hazard Mitigation Plan

NAAQS: National Ambient Air Quality Standards

NAICS: The North American Industry Classification System

NPDES: National Pollution Discharge Elimination System

NFIP: National Flood Insurance Program

NWIC: Northwest Information Center at Sonoma State University

PGA: Peak Ground Acceleration (Earth movements)

PG&E: Pacific Gas and Electric

PM-2.5: Suspended particulate matter 2.5 microns or less in diameter

PM-10: Suspended particulate matter 10 microns or less in diameter

ppb: Parts per billion

ppd: Pound per person per day

ppm: Parts per million (10^6) by volume or weight

PWD: Public Works Division

RTIP: Regional Transportation Improvement Plan

RTPC: Regional Transportation Planning Committee

SIP: State Implementation Plan (Air Pollution)

SNAP: Supplemental Nutrition Assistance Program

SOI: Sphere of Influence

Sq. Ft.: Square Feet

SR: State Route

TAC: Toxic Air Contaminant

TAZ: Traffic Analysis Zone

TOD: Transit Oriented Development

TDM: Transportation Demand Management

TDS: Total Dissolved Solids

ULL: Urban Limit Line

USGS: United States Geologic Survey

UST: Underground Storage Tank

V/C: Volume to Capacity Ratio

VMT: Vehicle Miles Traveled

VPD: Vehicles per day

WCCC: West Contra Costa County

West County WMA: West Contra Costa Integrated Waste Management Authority, also known as Recyclemore

WCCTAC: West Contra Costa Transportation Advisory Committee

WCCUSD: West Contra Costa Unified School District

WCWD: West County Wastewater District

WIC: A food assistance program for Women, Infant and Children

WWTP: Waste Water Treatment Plant

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APPENDIX A: HAZARDOUS SUBSTANCES SITES

Reported Hazardous Substances Sites				
No	Site Name	Clean Up Status	Location	Type
1	ARCO #2030	Open - verification monitoring	2550 Mission Bell Drive	Leaking Underground Tank (LUST) Cleanup Sites
2	DWB Partners Property	Open - assessment & interim remedial action	14205 San Pablo Avenue	LUST Cleanup Sites
3	Former BP Station #11152	Open - site assessment	2500 San Pablo Dam Road	LUST Cleanup Sites
4	Gallo Property	Open - site assessment	1440 23rd Street	LUST Cleanup Sites
5	San Pablo Gas & Mini Mart	Open - remediation	3363 San Pablo Dam Road	LUST Cleanup Sites
6	USA Petroleum Station #20	Open - remediation	2601 Road 20	LUST Cleanup Sites
7	World Oil #24	Open - remediation	13013 San Pablo Avenue	LUST Cleanup Sites
8	American Standard (Ibn-112)	Certified / operation & maintenance	3002 Giant Road	California Department of Toxic Substances Control (DTSC) Cleanup Sites
9	Dover Elementary School	No further action	1871 21st Street	DTSC Cleanup Sites
10	Former BNSF Property, Rumrill Blvd.	Active	Rumrill Blvd at Chelsey Avenue	DTSC Cleanup Sites
11	Hildreth Holdings	Refer: other agency	2812 Giant Road	DTSC Cleanup Sites
12	Helms Middle School Reconstruction	No further action	2500 Road 20	DTSC Cleanup Sites
13	Broadway Project American Standard	Open - inactive	3002 Giant Road	Other Cleanup Sites
14	Five Star Cleaners	Open - site assessment	2145 Rumrill Boulevard	Other Cleanup Sites

Source: EnviroStor Database, 2010; Geotracker website, 2010.

APPENDIX B: PHOTO CREDITS

All photos in the General Plan are provided by Dyett & Bhatia with the exception of the following:

Chapter 1, page 13. View of San Pablo Avenue at Wildcat Creek, 1941

Source: Panoramio Google Earth Photo, available at <http://www.panoramio.com/photo/25407013>

Chapter 2, page 6. Contra Costa College Graduation, photo taken by Allan Chatto

Source: <http://www.flickr.com/photos/97863854@N00/2527758354>

Chapter 2, page 11. Senior medical services

Source: Microsoft Office Clipart

Chapter 2, page 14. Computer school

Source: Microsoft Office Clipart

Chapter 2, page 17. Workfoce training

Source: Microsoft Office Clipart

Chapter 6, page 4. Brentz Lane Park

Source: The City of San Pablo Fall 2008 Newsletter

Chapter 6, page 6. Community Garden

Source: <http://www.givenew.blogspot.com/>

Chapter 6, page 19. Mokelumne Aqueducts

Source: East Bay Municipal Utility District 2007 Annual Water Report, available at <http://www.ebmud.com/resource-center/publications/reports/annual-reports>

Chapter 6, page 22. Water sprinkler

Source: Microsoft Office Clipart

Chapter 6, page 27. Household hazardous materials

Source: <http://www.denvergov.org/HazardousWaste/tabid/425374/Default.aspx>

Chapter 7, page 5. Northern Harrier, photo taken by Nick Contonicolas

Source: <http://www.1000birds.com/latest20071007NH.htm>

Chapter 7, page 6. San Pablo Song Sparrow, photo taken by Ken Thomas

Source: http://en.wikipedia.org/wiki/Song_Sparrow

Chapter 7, page 35. Sensitive receptors

Source: <http://flushotla.blogspot.com/2009/11/asthma-children-checklist-for-parents.html>

Chapter 8, page 2. Jogging

Source: Microsoft Office Clipart

Chapter 8, page 6. Doctors Medical Center

Source: <http://www.doctorsmedicalcenter.org/>

Chapter 8, page 24. Farmers market, photo taken by Cole Thompson

Source: <http://myinwood.net/farmers-market/>

Chapter 9, page 3. Earthquake

Source: http://commons.wikimedia.org/wiki/File:Chuetsu_earthquake-earthquake_liquefaction1.jpg

Chapter 9, page 7. Wildcat Creek flooding at University Avenue

Source: Urban Creeks Council/City of San Pablo, Wildcat Creek Restoration Action Plan report

Chapter 9, page 15. Wildfire

Source: <http://www.only-peppersprayblog.com/category/wildfire-pepper-spray/>

Chapter 9, page 27. Ambulance

Source: <http://www.cccfpd.org/ems.html>

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