San Pablo Sustainable TOD
Master Plan

Executive Summary

ARCADIS

EXECUTIVE SUMMARY

PLAN PURPOSE

As a part of the holistic planning at the city, to support local and statewide sustainable transportation goals, and ongoing efforts to integrate and improve development and transit service, the City of San Pablo create their Sustainable Transit Oriented Development (TOD) Master Plan. The plan includes analysis and recommendations to facilitate equitable and climate-resilient TOD in San Pablo. The Master Plan builds on the existing condition and context of San Pablo, already-underway planning work and strategic direction, input from stakeholders and the public, and best practices in the field of transit-oriented community and development planning.

WHAT IS TRANSIT ORIENTED DEVELOPMENT?

Transportation Oriented Development (TOD) is the overlap of land use, mobility, and public space planning in a compact area. It promotes community design that offers housing and transportation choices for residents that are convenient, affordable, and create a high-quality environment and experience. TOD is a necessary strategy to achieve a more sustainable future, and is critical to create strong communities.

Components (the ingredients)

(T) **Transit or Transportation.** The different transportation modes (transit, walking, bicycle, cars, taxis, etc.) and the infrastructure and amenities that these need (lanes, parking spots, stopping locations, stations, etc.) that provide mobility services to an area.

(O) **Oriented or Open Space.** The public domain (plazas, patios, parks, sidewalks, etc.) that form the transition between the transportation facilities and the buildings, also known as 'the spaces between,' which can be public or private property.

(D) **Development or Buildings**. The built-up areas in (primarily) private parcels where a different human activities or uses occur that enable the activation of the surrounding open spaces and become a trip destination for transit and other modes.

Characteristics of TOD

Density: to create enough development intensity near station areas to ensure enough human activity and a transit-, bike-, and pedestrian-supportive ecosystem.

Land Use: to promote a series of land uses, including housing and jobs, which complement each other in creating a complete community that is active throughout the day, supporting transit ridership.

Mobility Choices: to provide a variety of mobility of options for residents, workers and visitors, so that they are not forced to use only one mode of transportation for their travel needs.

Placemaking: to produce a safe, comfortable, and human-scaled human environment within the influence area of the station, both improving the quality of the public realm and the accessibility to transit.

Sustainability: to produce an urban environment that minimizes the use of resources, both by producing these resources locally and efficiently using outside resources.

Health: to ensure an urban environment that is conducive to maintaining a healthy human lifestyle.

PLANNING PROCESS

City of San Pablo staff worked with a team of consultant planners to develop this plan. They worked in three key stages to understand the conditions and opportunities unique to San Pablo for developing a plan that is responsive to the city's needs and aspirations.

	EXPLORE	**ENVISION**	**PLAN**
Technical Team	• Existing Conditions Analysis • Quantitative & Qualitative Spatial Analysis • Base Mapping	• Set a TOD Vision for San Pablo • Identify TOD Priority Areas • Develop the Streetscape Toolkit design tool • Opportunities Analysis	• Analysis of all inputs and results • Policy recommendations • Priority Matrix • Implementation Plan
Public & Stakeholder Input	• Community Pop-Ups • Stakeholder Meetings • Online Engagement	• Community Charrette • Stakeholder Workshops • Survey	• Public Plan Review Period • Stakeholder Open House

EXPLORE PHASE

A needs assessment reviewed the existing policy work, and used mapping and geospatial analysis to understand the make up of the community and uncover the state of transportation, open space, development, housing and climate resiliency in San Pablo.

T **Transportation Takeaways**

Takeaway 1: Balance Local and Regional Travel

Takeaway 2: Identify and Close Gaps in the Active Transportation Network

Takeaway 3: Improve access to Higher-Order Transit

D **Development and Housing Takeaways**

Takeaway 7: Focus on Priority Development Areas

Takeaway 8: Embrace Local, Regional, and Statewide Housing Trends and Directions

Takeaway 9: Provide a Unified Citywide Policy Direction

O **Open Space Takeaways**

Takeaway 4: Increase the Amount of Parks and Open Space

Takeaway 5: Build Strong Connections to Parks and Open Space

Takeaway 6: Prioritize New Open Spaces near Redevelopment Areas with High Densities

R **Climate Resiliency Takeaways**

Takeaway 10: Create Sustainability Goals that can be Monitored and Tracked

**Takeaway 11:** Tap into the Evolving Sustainability Market

Takeaway 12: Intentionally Incorporate Infrastructure Resiliency in Project Work

ENVISION PHASE

TOD Priority Areas

An analysis of the key areas and corridors of San Pablo led to the identification of four Core TOD Priority Areas, where the initial TOD work including streetscape, open space, and development improvements could have the greatest impact.

- Core TOD Priority Areas
- Outlying Corridors
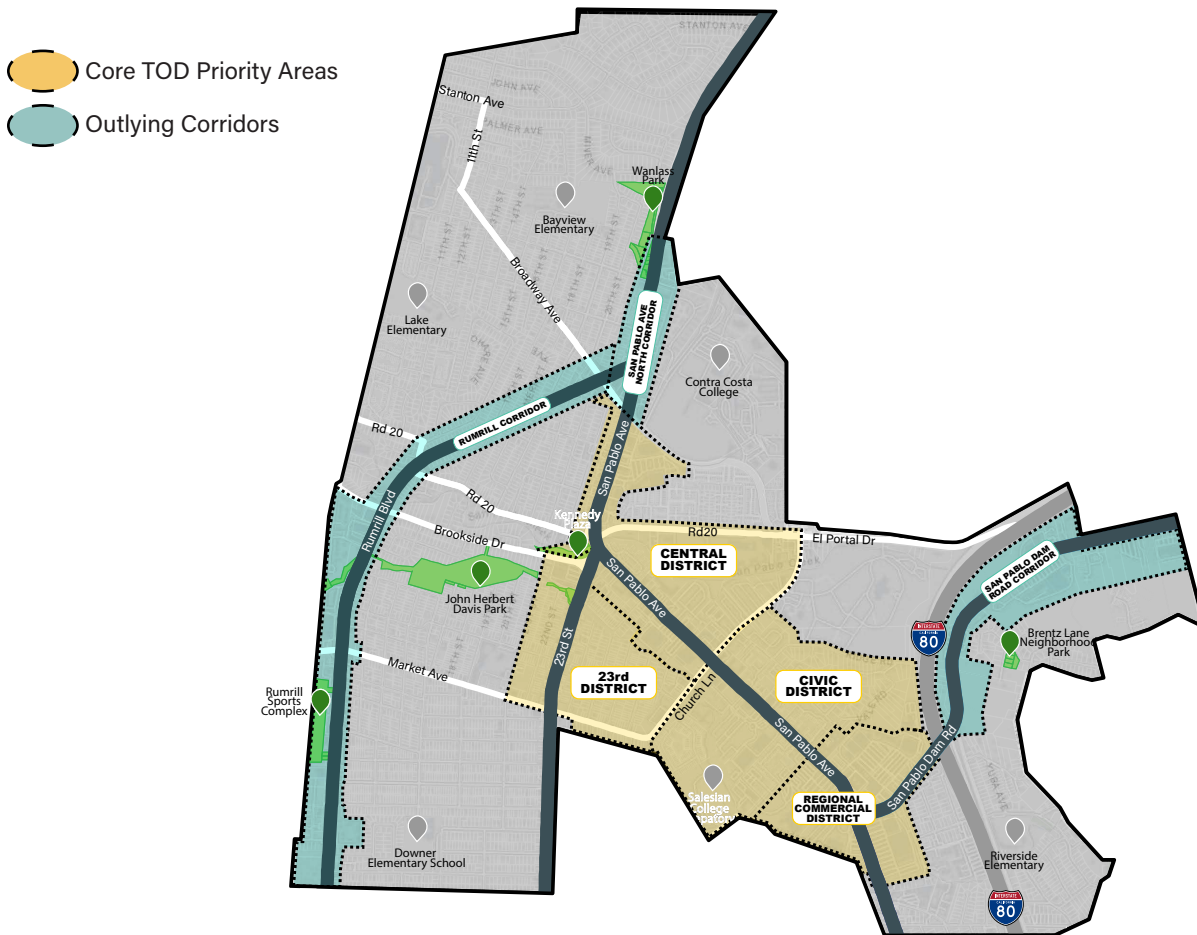
Core TOD Priority Areas

Concentrated, connected, transit-serviced, and all on or near San Pablo Avenue.

- 23rd Street District
- Central District
- Civic District
- Regional Commercial District

Outlying Corridors

Additional areas that create a supportive network without all of the functions of the Priority Areas.
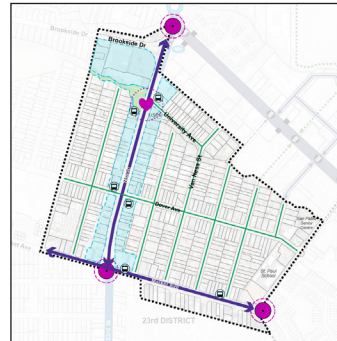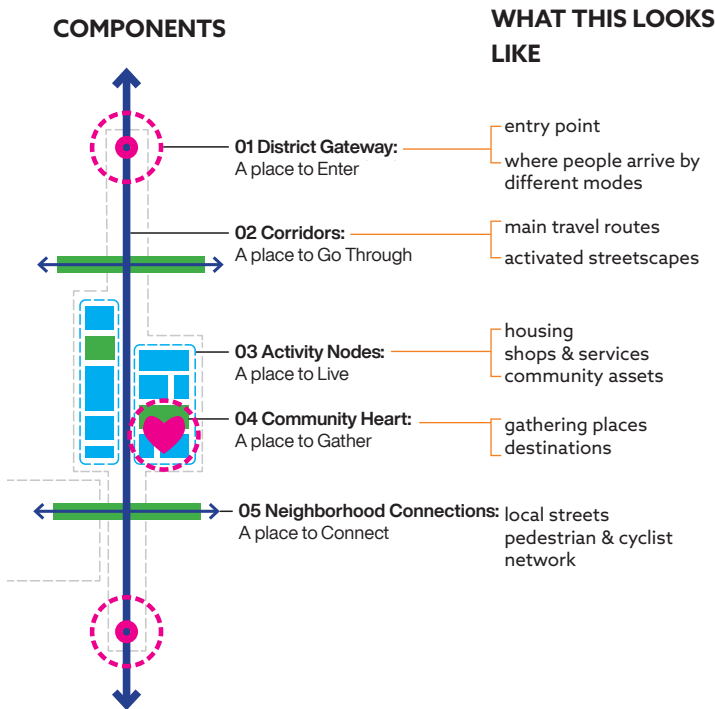
- San Pablo Ave Corridor North
- Rumrill Boulevard Corridor
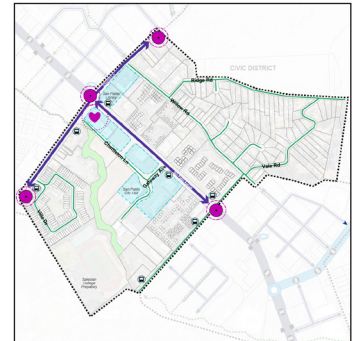- San Pablo Dam Road Corridor

City-Wide

San Pablo may implement the policies and direction in this plan elsewhere in the city as needed, when targeted for revitalization.
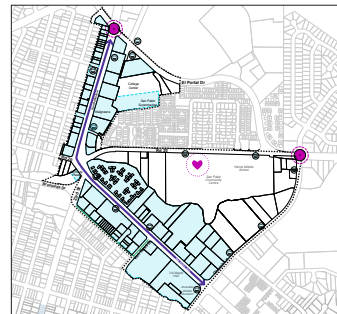
TOD Vision for San Pablo

Building on inputs from the community and the area analysis, a vision was created for TOD in San Pablo. This vision is that TOD Priority Areas all have a Gateway, Corridors, Activity Nodes, Community Heart, and Neighborhood Connections.
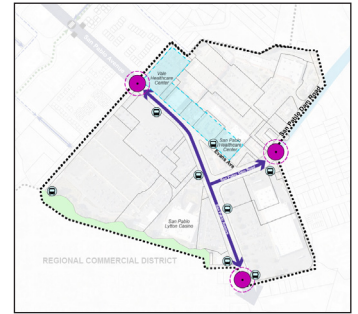
COMPONENTS

WHAT THIS LOOKS LIKE

01 District Gateway: A place to Enter
— entry point
— where people arrive by different modes

02 Corridors: A place to Go Through
— main travel routes
— activated streetscapes

03 Activity Nodes: A place to Live
— housing
— shops & services
— community assets

04 Community Heart: A place to Gather
— gathering places
— destinations

05 Neighborhood Connections: A place to Connect
local streets
pedestrian & cyclist network

23rd Street District

Civic District

Central District

Regional Commercial District

Opportunity Analysis

The planning team reviewed each Priority Area for opportunities to improve and integrate Transportation, Open Space, and Development that would achieve the TOD Vision.

T Transportation Opportunities Summary

San Pablo Avenue
- Implement "Great Street" improvements along San Pablo Ave to support its role as the primary corridor.

Support Transit Routes
- Provide enhanced stops, crossings, and amenities to improve the experience of transit users.

Accommodate Multiple Travel Modes
- Consider micromobility users' needs including e-scooters, cyclists, pedestrians with strollers or mobility aids, and offer accessible places for mode transition and storage.

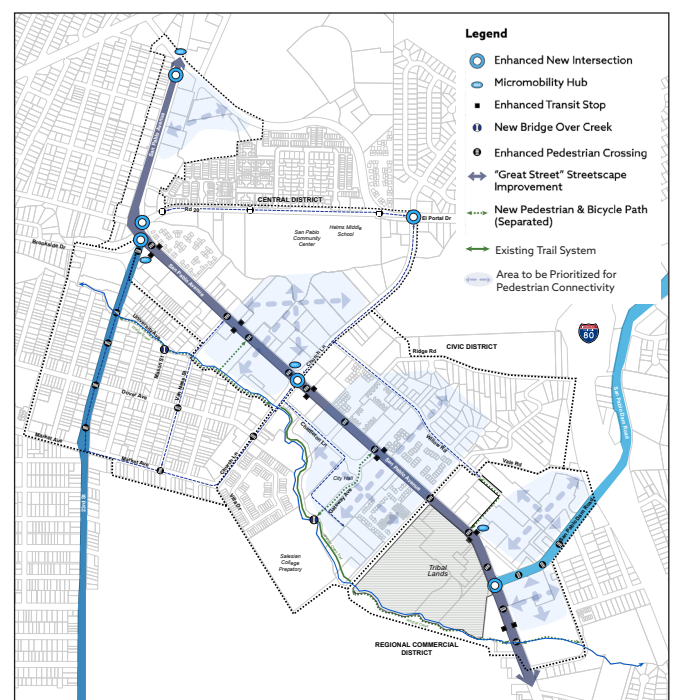**Prioritize Pedestrian Connectivity Through Neighborhoods**
- Create a new, interconnected street network that prioritizes pedestrians when large, impermeable blocks redevelop.

Improve and Complete Greenway & Trail System
- Provide access to creek trail system and connect open spaces via pedestrian and cyclist priority greenways.

Smooth the Flow of Traffic
- Direct vehicle traffic to wider corridors and calm neighborhood streets.

Legend

- Enhanced New Intersection
- Micromobility Hub
- Enhanced Transit Stop
- New Bridge Over Creek
- Enhanced Pedestrian Crossing
- "Great Street" Streetscape Improvement
- New Pedestrian & Bicycle Path (Separated)
- Existing Trail System
- Area to be Prioritized for Pedestrian Connectivity

O Open Space Opportunities Summary

Designate New Parks

- Continue to designage and build out new park space to serve new and existing residents and workers in that area.

Enhance Creeks and Natural Areas

- Renaturalize creeks and adjacent natural areas, and provide welcoming, attractive frontages and access points to activate these linear green spaces.

Build New Urban Open Spaces

- Provide hardsaped and softscaped urban open spaces with amenities at regular intervals along corridors to support "Great Street" streetscapes and offer spaces for activations.

Utilize and Connect Open Spaces

- Introduce green linkages that connect Wildcat Creek, San Pablo Creek, and destinations to the surrounding streets with pedestrian and cyclist-friendly paths that are lined with trees and green infrastructure.
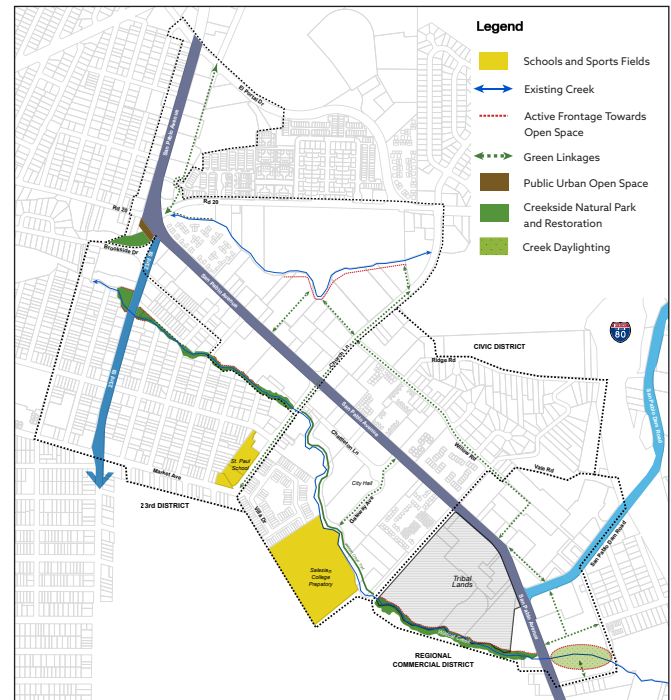
D Development Opportunities Summary

Revitalize Main Streets Through Infill Development

- Introduce and encourage low-density, small-scale redevelopment and revitalization along neighborhood Main Streets through individual site infill.

Implement Frontage Improvements

- Maintain and revitalize existing development, particularly clusters of retail, by making improvements to frontages and exterior updates and creating a more pedestrian-friendly environment.

Redevelop Large Blocks with Mid-Density Development

- On large, impermeable "big store" sites, when redevelopment occurs, encourage a comprehensive mix of uses and fine-grained block pattern to be established.

Shopping Center Comprehensive Redevelopment

- Use Food Max Plaza and San Pablo Towne Center as catalyst projects for high density, mixed use, transit-serviced TOD development at the time that the landowners show interest in redevelopment, working closely with the developer to achieve community goals through the redesign.
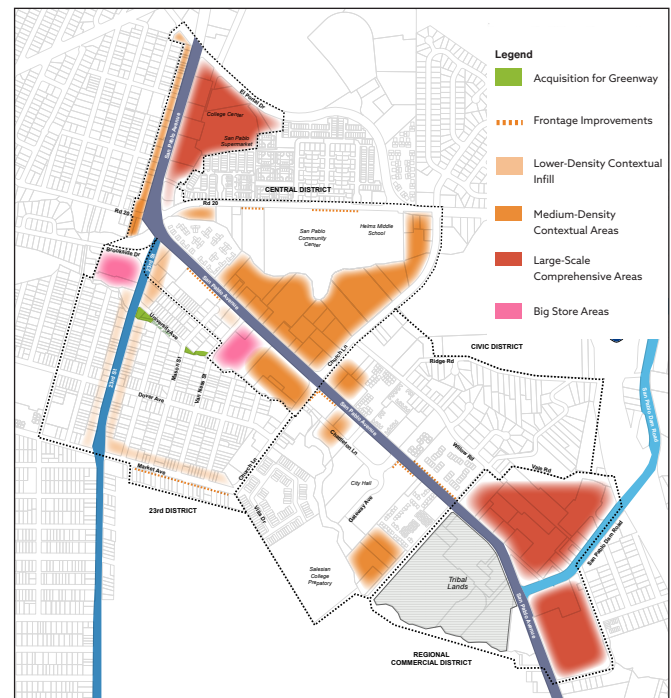
Public Input

Engagement from the public and stakeholders was critical throughout the process. This summary highlights the opportunities for online and in-person participation, and the key insights gained.

|	EXPLORE	ENVISION	PLAN
Engagement Program	• Virtual Stakeholder Meetings • Social Media Campaign • Online Portal + Survey • 3 Community Pop-ups	• 6 Stakeholder Listening Sessions • Social Media Campaign • Online Portal + Survey • 3 Community Pop-ups • Community Charrette	• Virtual Stakeholder Meeting(s) • Draft Plan Online Public Review Period • Online Portal + Comment Period
Engagement Objectives	• What are the issues that the TOD Plan should address? • What are your concerns and aspirations regarding mobility and land use? • How do you get around San Pablo?	• What are your ideas for streetscape design? • What do you need on your street to get around more comfortably, safer, and faster? • What are your priorities in the TOD Priority Areas?	• Check out the draft plan • What is the plan missing? • What do you like in the plan?

Insights and Results	• Key themes included cleanliness, safety, and convenience
	• Restaurants and New Parks were the top desires
	• Areas needing most improvement ws reported to be bikability, access to park space, and safety while traveling
	• Respondents reported wanting to live in closer proximity to shopping/services, schools, and work
	• Respondents generally had neutral or positive views of many aspects of life in San Pablo including their ability to travel by transit, walk, and public services
		• Top elements desired for all TOD Priority Areas:
		  • Streetscape Improvements
		  • Safer Pedestrian/Cyclist Zones
		  • More Walkable Destinations
		• Transportation needs reported:
		  • Connectivity to other areas from San Pablo
		  • Bike & pedestrian connections to green space
		  • Improved traffic flow & safety
		• Open Space needs reported:
		  • Safety in creek trails including lighting
		  • Better maintenance of public spaces
		  • Street beautification and placemaking
		• Development needs reported:
		  • Locate public transportation near housing
		  • High-density, affordable housing
			• TBD

PLAN PHASE

Policy Recommendation Framework

To address the needs identified in the Explore phase, inputs from the community and the planning analysis were used to create policy recommendations.

The Policy Recommendations Report contains 57 recommendations for transportation, open space, and development, which are built on the opportunities analysis. Each category has recommendations for policy (program and plan) and physical (site-specific) improvement opportunities.

T **O** **D**

57 recommendations

Policy Recommendations

Physical Recommendations
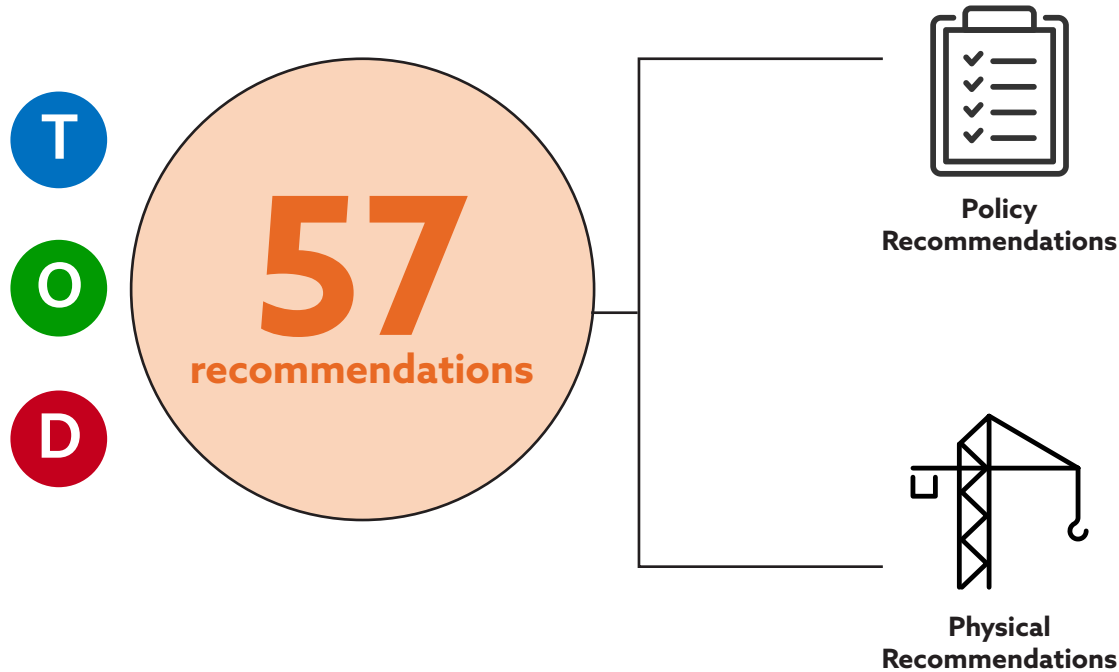
The Policy Recommendations Report also considers two equity lenses: Housing and Climate Resiliency. These evaluate or enhance the policy recommendations in ways that support on-going work at the local and state level to promote equity within the community.

Housing Lens

Recommendations that support the goals of the Draft 2023 Housing Element, focused on using the TOD Priority Areas as catalysts.

Climate Resiliency Lens

Recommendations that improve San Pablo's ability to mitigate, respond, and adapt to climate-related stresses and events.

Recommendations Summary

	T Transportation	**O** Open Space	**D** Development
Policy Recommendations	• Update and implement existing plans to support TOD on roads, streets, and frontages • Implement a Complete Streets Policy • Support role of developers to support multi-modal travel, improve streetscape, and support transit-supportive land uses • Establish cooperation and partnerships to cooperatively improve regional transit, bike route, and trail networks	• Update existing plans to support TOD in existing and planned open spaces • Enhance role of developers to improve open spaces or frontages onto open spaces • Establish partnerships to coordinate efforts to advance the open space network	• Align with regional TOC efforts • Support attractive, high-quality built form and architecture • Use public lands for community uses • Prioritize processing of TOD Priority Area housing and mixed use development • Preserve existing and create new affordable housing • Work with partners, including developers, to attain goals
Physical Recommendations	• Implement "Great Street" measures • Improve and complete trail network • Redesign intersections & crossings • Traffic calm Main Streets • Enhance transit stops • Prioritize a pedestrian-friendly, fine-grained street network when redeveloping large blocks	• Designate and build new parks and plazas • Renaturalize and enhance creeks • Connect open spaces with green linkages	• Encourage appropriate infill and density • Comprehensively redevelop large sites and shopping centers • Create Towne Center Design Guidelines

Prioritization

Prioritization Levels

Examples

Big Moves

Often requiring their own plan, Big Moves define the standard for look and feel for the whole city.

- May include campus or mall-scale master planning sites or new policy programs
- Most stakeholders, costs, and time requirement, but have the ability to have long-lasting impacts.

- **T** Establish partnerships to advocate for rapid bus
- **O** Daylight underground segments of Wildcat Creek
- **D** Comprehensive Redevelopment of Shopping Centres

Planning Horizon

Recommendations that fit within a typical municipal process

- May include policy updates, development review, general analysis and reporting.
- Introduce iterative and innovative ways to make changes continually over time with better projects and programs.

- **T** Redesign pedestrian crossings by schools
- **O** Provide creek access
- **D** Require tenant protection

Quick Starts

Specific, contextual, and responsive to an immediate need with the fewest regulatory barriers.

- May include pilot projects, activations, events.
- Generally smallest impact, but don't underestimate the results that small budgets and short time frames can produce.
- Some quick starts include relatively simple plan/policy updates that enable big moves during implementation.

- **T** Enhance transit stops
- **O** Activate Open Space Frontages
- **D** Encourage Land Assemblies

COST

$$$

$$

$

BIG MOVES

PLANNING HORIZON

QUICK START

<1 year   2-5 years   5+ years
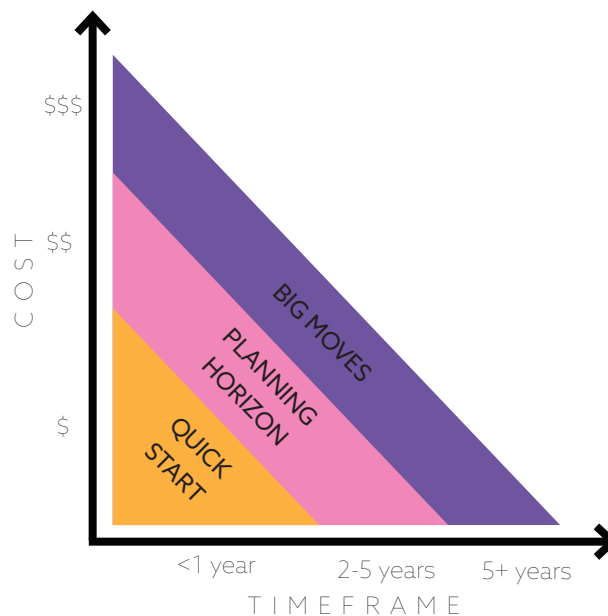
TIMEFRAME

Implementation Plan

TOD implementation is set in motion by three key drivers, which are assigned to each recommendation:

Funding

Grant cycles and municipal budget cycles play a key role in determining project priority, timeframe, and viability.

- Municipal operating and capital project budget
- Partner and private market investment/land value capture
- Grants and loan programs

Team Assignment

Teams to lead various initiatives, from grant applications through to project completion.

- Typically led by Community Services, Planning & Zoning, Housing or Building Services departments
- May be further broken down into task forces, committees, or project teams
- May include stakeholder groups including steering committees with members of the public

----

Prompt

The reason for the project to kick-off.

- Often is tied to receiving funding and grant timelines
- May be tied to a private land owner's redevelopment interest timeline
- May be prompted by council direction or community priorities including results of new studies, urgent event, or emerging needs

----