



City of San Pablo

2023-31 Housing Element

Adopted | March 18, 2024

Certified | May 20, 2024

Volume 2



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Prepared for the City of San Pablo by

DYETT & BHATIA
Urban and Regional Planners

Vol. 2

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Appendix A

Sites Inventory

Please Start Here, Instructions in Cell A2, Table in A3:B17

Form Fields

Site Inventory Forms must be submitted to HCD for a housing element or amendment adopted on or after January 1, 2021. The following form is to be used for satisfying this requirement. To submit the form, complete the Excel spreadsheet and submit to HCD at sitesinventory@hcd.ca.gov. Please send the Excel workbook, not a scanned or PDF copy of the tables. Sites Inventory Form, Version 2.3, Updated April 5, 2023.

General Information	
Jurisdiction Name	SAN PABLO
Housing Element Cycle	6th
Contact Information	
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Table A: Housing Element Sites Inventory, Table Starts in Cell A2

For Contra Costa County jurisdictions, please format the APNs as follows: 999-999-999-9

Jurisdiction Name	Site Address/Intersection	5 Digit ZIP Code	Assessor Parcel Number	Consolidated Sites	General Plan Designation (Current)	Zoning Designation (Current)	Minimum Density Allowed (units/acre)	Maximum Density Allowed (units/acre)	Parcel Size (Acres)	Existing Use/Vacancy	Infrastructure	Publicly-Owned	Site Status	Identified in Last/Last Two Planning Cycle(s)	Lower Income Capacity	Moderate Income Capacity	Above Moderate Income Capacity	Total Capacity	Optional Information1	Optional Information2
SAN PABLO	MARKET AVE- 17TH STREET	92557	410-265-003-5		Low Density Residential	R-1	0	12	0.206147618	Vacant	Yes - Current	NO - Privately-Owned	Available	Used in Two Consecutive Prior Housing Elements - Vacant	0	0	4	4	Vacant	
SAN PABLO	1931 15TH ST - SAN PABLO	92557	411-243-007-1		Low Density Residential	R-1	0	12	0.097687181	Vacant	Yes - Current	NO - Privately-Owned	Available	Used in Two Consecutive Prior Housing Elements - Vacant	0	0	1	1	Vacant	
SAN PABLO	1931 15TH ST - SAN PABLO	92557	411-243-006-1		Low Density Residential	R-1	0	12	0.096407164	Vacant	Yes - Current	NO - Privately-Owned	Available	Used in Two Consecutive Prior Housing Elements - Vacant	0	0	1	1	Vacant	
SAN PABLO	13050 SAN PABLO AVE - SAN PABLO	92557	417-021-023-3		Commercial Mixed Use	SP2	20	60	0.339470794	Parking	Yes - Current	NO - Privately-Owned	Available		0	5	10	15	Automotive car sales, 450 sqft building on a 0.34 acre lot. In San Pablo Ave Specific Plan area.	
SAN PABLO	13139 SAN PABLO AVE - SAN PABLO	92553	526-012-008-3		Commercial Mixed Use	SP2	20	60	0.508442614	Commercial	Yes - Current	NO - Privately-Owned	Available		0	6	15	21	Restaurant with large surface parking lot. In San Pablo Ave Specific Plan area.	
SAN PABLO	1265 23RD ST - SAN PABLO	92553	410-101-017-3		Commercial Mixed Use	CMU	0	50	0.170528961	Commercial	Yes - Current	NO - Privately-Owned	Available		0	2	5	7	Automotive car sales, built in 1942. 440 sqft building on a 0.17 acre lot. Surrounded by multifamily uses.	
SAN PABLO	1971 23RD ST - SAN PABLO	92553	411-201-007-1		Commercial Mixed Use	SP1	20	60	0.064214607	Vacant	Yes - Current	NO - Privately-Owned	Available		0	0	4	4	Vacant	
SAN PABLO	2405 CHURCH LN - SAN PABLO	92553	411-340-026-3		High Density Residential	SP2	20	60	0.539023668	Industrial	Yes - Current	NO - Privately-Owned	Available	Used in Prior Housing Element - Non-Vacant	32	0	0	32	Warehousing and storage, surrounded by multifamily uses. In San Pablo Ave Specific Plan area.	
SAN PABLO	14205 SAN PABLO AVE - SAN PABLO	92557	412-290-020-4		Residential Mixed Use	SP2	20	60	0.355677905	Commercial	Yes - Current	NO - Privately-Owned	Available		0	3	6	9	Laundromat and insurance office. Built 1982. Surface parking lot. In San Pablo Ave Specific Plan area.	
SAN PABLO	14260 SAN PABLO AVE - SAN PABLO	92557	416-120-012-8		Residential Mixed Use	SP2	20	60	0.439492751	Commercial	Yes - Current	NO - Privately-Owned	Available		0	4	10	14	Fast food restaurant, built in 1979. Large surface parking lot. In San Pablo Ave Specific Plan area.	
SAN PABLO	14237 SAN PABLO AVE - SAN PABLO	92553	412-290-004-8		Residential Mixed Use	SP2	20	60	0.394582542	Commercial	Yes - Current	NO - Privately-Owned	Available		0	2	6	8	Furniture store, built in 1944.	
SAN PABLO	None SAN PABLO DAM RD - SAN PABLO	92553	420-130-020-1		High Density Residential	R-4	20	48	1.059108226	Vacant	Yes - Current	NO - Privately-Owned	Available	Used in Two Consecutive Prior Housing Elements - Vacant	35	0	0	35	Vacant	
SAN PABLO	3436 SAN PABLO DAM RD - SAN PABLO	92553	420-130-024-3		High Density Residential	R-4	0	48	0.267936274	Vacant	Yes - Current	NO - Privately-Owned	Available		0	0	0	0	Vacant	
SAN PABLO	3440 SAN PABLO DAM RD - SAN PABLO	92553	420-130-025-0		High Density Residential	R-4	0	48	2.371394865	Vacant	Yes - Current	NO - Privately-Owned	Available	Used in Prior Housing Element - Non-Vacant	100	0	0	100	Vacant	
SAN PABLO	1148 RUMRILL BLVD - SAN PABLO	92553	410-030-001-3		Neighborhood Commercial	NC	0	21	0.167987818	Vacant	Yes - Current	NO - Privately-Owned	Available		0	1	2	3	Vacant	
SAN PABLO	1159 RUMRILL BLVD - SAN PABLO	92553	410-023-002-0		Industrial Mixed Use	IMU	0	21	0.749250053	Industrial	Yes - Current	NO - Privately-Owned	Available		0	10	22	32	General Commercial	PDA Overlay permits 20-60 du/ac
SAN PABLO	1301 RUMRILL BLVD - SAN PABLO	92553	410-022-016-1		Industrial Mixed Use	IMU	0	21	0.387741646	Residential	Yes - Current	NO - Privately-Owned	Available		0	6	15	21	Single Family Residential. Also known as 1203 Fillmore.	PDA Overlay permits 20-60 du/ac
SAN PABLO	1317 RUMRILL BLVD - SAN PABLO	92553	410-022-009-6		Industrial Mixed Use	IMU	0	21	0.124316442	Industrial	Yes - Current	NO - Privately-Owned	Available		0	2	3	5	Iron workshop	PDA Overlay permits 20-60 du/ac
SAN PABLO	1932 CALIFORNIA AVE - SAN PABLO	92553	410-161-006-3		Low Density Residential	R-1	0	12	0.075449127	Vacant	Yes - Current	NO - Privately-Owned	Pending Project		0	0	1	1	Single Family Residential. Single-family residence currently under construction on this property.	
SAN PABLO	None RUMRILL BLVD - SAN PABLO	92553	410-022-006-2		Industrial Mixed Use	IMU	0	21	0.156954233	Parking	Yes - Current	NO - Privately-Owned	Available		0	3	6	9	Church/Religious Facility - vacant parking lot	PDA Overlay permits 20-60 du/ac
SAN PABLO	1825 CALIFORNIA AVE - SAN PABLO	92553	410-152-035-3		Low Density Residential	R-1	0	12	0.064016143	Vacant	Yes - Current	NO - Privately-Owned	Available		0	0	1	1	Vacant	
SAN PABLO	None CALIFORNIA AVE - SAN PABLO	92553	410-152-034-6		Low Density Residential	R-1	0	12	0.077502961	Vacant	Yes - Current	NO - Privately-Owned	Available		0	0	1	1	Vacant	
SAN PABLO	1609 CALIFORNIA AVE - SAN PABLO	92557	410-142-007-5		Low Density Residential	R-1	0	12	0.071436458	Residential	Yes - Current	NO - Privately-Owned	Pending Project		0	0	1	1	New SFR recently completed	
SAN PABLO	1405 RUMRILL BLVD - SAN PABLO	92557	410-021-007-1		Industrial Mixed Use	IMU	0	21	0.18803241	Parking	Yes - Current	NO - Privately-Owned	Available		0	3	7	10	Church/Religious Facility - vacant building	PDA Overlay permits 20-60 du/ac
SAN PABLO	1550 RUMRILL BLVD - SAN PABLO	92557	410-230-024-3		Neighborhood Commercial	NC	0	21	0.103212059	Vacant	Yes - Current	NO - Privately-Owned	Available		0	2	4	6	Vacant	
SAN PABLO	1718 RUMRILL BLVD - SAN PABLO	92553	410-264-010-1		Neighborhood Commercial	NC	0	21	0.101611974	Vacant	Yes - Current	NO - Privately-Owned	Available		0	2	4	6	Vacant	
SAN PABLO	1742 RUMRILL BLVD - SAN PABLO	92553	410-268-011-5		Neighborhood Commercial	NC	0	21	0.22090535	Commercial	Yes - Current	NO - Privately-Owned	Available		0	3	8	11	Restaurant with large parking lot.	
SAN PABLO	1757 RUMRILL BLVD - SAN PABLO	92553	410-011-002-4		Commercial Mixed Use	CMU	0	50	0.084234553	Industrial	Yes - Current	NO - Privately-Owned	Available		0	0	0	0	Building and materials yard.	
SAN PABLO	None RUMRILL BLVD - SAN PABLO	92553	410-011-005-7		Industrial Mixed Use	IMU	0	21	1.909734231	Industrial	Yes - Current	NO - Privately-Owned	Available		0	31	72	103	Building and materials yard, built in 1963.	PDA Overlay permits 20-60 du/ac
SAN PABLO	1789 RUMRILL BLVD - SAN PABLO	92553	410-011-001-6		Commercial Mixed Use	CMU	0	50	0.285955115	Commercial	Yes - Current	NO - Privately-Owned	Available		0	4	10	14	Restaurant with large surface parking lot.	
SAN PABLO	1433 MARKET AVE - SAN PABLO	92553	411-042-005-8		Commercial Mixed Use	CMU	0	50	0.119017426	Industrial	Yes - Current	NO - Privately-Owned	Available		0	2	3	5	Vacant repair shop building	
SAN PABLO	1425 MARKET AVE - SAN PABLO	92553	411-042-006-6		Commercial Mixed Use	CMU	0	50	0.17910037	Vacant	Yes - Current	NO - Privately-Owned	Available		0	2	6	8	Vacant	
SAN PABLO	1401 MARKET AVE - SAN PABLO	92553	411-042-007-4		Commercial Mixed Use	CMU	0	50	0.206959465	Industrial	Yes - Current	NO - Privately-Owned	Available		0	2	5	7	Auto repair shop	
SAN PABLO	None MARKET AVE - SAN PABLO	92553	411-041-004-2		Commercial Mixed Use	CMU	0	50	0.088596794	Vacant	Yes - Current	NO - Privately-Owned	Pending Project		0	0	1	1	Vacant	
SAN PABLO	1801 RUMRILL BLVD - SAN PABLO	92557	411-030-004-5		Commercial Mixed Use	CMU	0	50	0.318203016	Vacant	Yes - Current	NO - Privately-Owned	Available		0	0	0	0	Vacant	
SAN PABLO	1820 RUMRILL BLVD - SAN PABLO	92553	411-041-009-1		Commercial Mixed Use	CMU	0	50	0.500044012	Vacant	Yes - Current	YES - City-Owned	Pending Project	Not Used in Prior Housing Element	39	0	1	40	Vacant	
SAN PABLO	1817 RUMRILL BLVD - SAN PABLO	92553	411-030-006-0		Regional Commercial	CR	0	21	2.279446505	Commercial	Yes - Current	NO - Privately-Owned	Available		0	26	61	87	Grocery store with large parking lot.	
SAN PABLO	1997 18TH ST - SAN PABLO	92553	411-221-002-8		Low Density Residential	R-1	0	12	0.081149165	Vacant	Yes - Current	NO - Privately-Owned	Available		0	0	1	1	Vacant	
SAN PABLO	1942 RUMRILL BLVD - SAN PABLO	92553	411-244-013-8		Neighborhood Commercial	NC	0	21	0.100059171	Commercial	Yes - Current	NO - Privately-Owned	Available		0	1	3	4	Mixed Use: residential in rear and vacant commercial in front.	
SAN PABLO	1964 RUMRILL BLVD - SAN PABLO	92555	411-244-015-3		Neighborhood Commercial	NC	0	21	0.188493648	Commercial	Yes - Current	NO - Privately-Owned	Available		0	1	2	3	Vacant commercial space with single family home	
SAN PABLO	13220 SAN PABLO AVE - SAN PABLO	92555	417-211-012-6		Regional Commercial	SP2	20	60	8.324694816	Commercial	Yes - Current	NO - Privately-Owned	Available		0	115	267	382	Commercial building with grocery store and vacant retail space.	
SAN PABLO	1456 VENTURA AVE - SAN PABLO	92555	417-042-017-0		Medium Density Residential	R-3	0	24	0.135856133	Vacant	Yes - Current	NO - Privately-Owned	Pending Project		0	0	1	1	Vacant	
SAN PABLO	2423 MARKET AVE - SAN PABLO	92555	411-120-027-7		Low Density Residential	R-1	0	12	0.075276658	Vacant	Yes - Current	NO - Privately-Owned	Pending Project		0	0	1	1	Vacant, new SFR under construction	
SAN PABLO	2419 MARKET AVE - SAN PABLO	92555	411-120-028-5		Low Density Residential	R-1	0	12	0.077133093	Vacant	Yes - Current	NO - Privately-Owned	Pending Project		0	0	1	1	Vacant, new SFR under construction	
SAN PABLO	2218 MARKET AVE - SAN PABLO	92555	410-281-017-5		Commercial Mixed Use	SP1	20	60	0.361298216	Commercial	Yes - Current	NO - Privately-Owned	Available		0	3	6	9	Auto repair shop, large parking lot.	
SAN PABLO	None CHATTLETON LN - SAN PABLO	92555	417-310-004-3		Mixed Use Center	SP2	20	60	0.960904502	Vacant	Yes - Current	YES - City-Owned	Pending Project	Not Used in Prior Housing Element	1	0	19	20	Vacant - public/institution	

Jurisdiction Name	Site Address/Intersection	5 Digit ZIP Code	Assessor Parcel Number	Consolidated Sites	General Plan Designation (Current)	Zoning Designation (Current)	Minimum Density Allowed (units/acre)	Maximum Density Allowed (units/acre)	Parcel Size (Acres)	Existing Use/Vacancy	Infrastructure	Publicly-Owned	Site Status	Identified in Last/Last Two Planning Cycle(s)	Lower Income Capacity	Moderate Income Capacity	Above Moderate Income Capacity	Total Capacity	Optional Information1	Optional Information2
SAN PABLO	None CHATTLETON LN - SAN PABLO	92555	417-310-003-5		Mixed Use Center	SP2	20	60	0.784809342	Vacant	Yes - Current	NO - Privately-Owned	Pending Project	Not Used in Prior Housing Element	12	7	72	91	Vacant	
SAN PABLO	13831 SAN PABLO AVE - SAN PABLO	92555	411-330-042-2		Mixed Use Center	SP2	20	60	1.8784435	Vacant	Yes - Current	YES - City-Owned	Pending Project		0	0	0	0	Vacant, affordable housing project under construction. New APN and acreage included	
SAN PABLO	1354 MARIN AVE - SAN PABLO	92555	418-022-007-3		Low Density Residential	R-1	0	12	0.430722744	Vacant	Yes - Current	NO - Privately-Owned	Pending Project		0	0	1	1	Vacant	
SAN PABLO	1401 MARIN AVE - SAN PABLO	92555	419-012-025-5		Low Density Residential	R-1	0	12	0.285770444	Residential	Yes - Current	NO - Privately-Owned	Pending Project		0	0	1	1	Single Family Residential	
SAN PABLO	1890 23RD ST - SAN PABLO	92555	411-100-010-7		Commercial Mixed Use	SP1	20	60	0.240747684	Commercial	Yes - Current	NO - Privately-Owned	Available		0	4	8	12	Restaurant, built in 1963. Large parking lot.	
SAN PABLO	2353 DOVER AVE - SAN PABLO	92555	411-180-017-5		Medium Density Residential	R-3	0	24	0.077455411	Vacant	Yes - Current	NO - Privately-Owned	Available		0	1	0	1	Vacant	
SAN PABLO	None CHURCH LN - SAN PABLO	92555	411-330-043-0		Mixed Use Center	SP2	20	60	0.1789945	Educational/institutional/religious	Yes - Current	YES - City-Owned	Pending Project		0	0	0	0	Public/Institutional - Alvarado Adobe museum. Also known as 1 Alvarado Square or 13831 San Pablo Avenue. New APN and acreage included.	
SAN PABLO	2640 RIDGE RD - SAN PABLO	92555	417-100-102-9		Low Density Residential	R-1	0	12	0.29409576	Vacant	Yes - Current	NO - Privately-Owned	Available		0	0	4	4	Vacant	
SAN PABLO	1958 MASON ST - SAN PABLO	92555	411-170-020-1		Low Density Residential	R-1	0	12	0.064427536	Residential	Yes - Current	NO - Privately-Owned	Pending Project		0	0	1	1	Single family house	
SAN PABLO	13742 SAN PABLO AVE - SAN PABLO	92555	417-120-019-1		Commercial Mixed Use	SP2	20	60	0.656075687	Commercial	Yes - Current	NO - Privately-Owned	Available	Not Used in Prior Housing Element	30	0	0	30	Furniture store	
SAN PABLO	13831 SAN PABLO AVE - SAN PABLO	92555	411-330-041-4		Mixed Use Center	SP2	20	60	2.39674013	Vacant	Yes - Current	YES - City-Owned	Pending Project	Not Used in Prior Housing Element	99	1	0	100	Vacant public/Institutional. New APN and acreage included.	
SAN PABLO	2036 21ST ST - SAN PABLO	92555	411-202-040-1		Low Density Residential	R-1	0	12	0.114427847	Residential	Yes - Current	NO - Privately-Owned	Pending Project		0	0	1	1	Single family house under construction	
SAN PABLO	14008 SAN PABLO AVE - SAN PABLO	92555	411-350-029-4		High Density Residential	SP2	20	60	0.262763303	Residential	Yes - Current	NO - Privately-Owned	Available		0	4	8	12	Apartment building, built in 1963. Large parking lot. In San Pablo Ave Specific Plan.	
SAN PABLO	2364 ROAD 20 - SAN PABLO	92555	416-120-029-2		High Density Residential	SP2	20	60	1.026820285	Commercial	Yes - Current	NO - Privately-Owned	Pending Project	Not Used in Prior Housing Element	7	0	57	64	Vacant site with single family dwelling structure	
SAN PABLO	2697 EL PORTAL DR - SAN PABLO	92555	416-073-004-2		Commercial Mixed Use	CMU	0	50	0.512349514	Commercial	Yes - Current	NO - Privately-Owned	Available	Not Used in Prior Housing Element	23	0	0	23	Automotive car sales. 2640 sqft building on 0.51 acre lot.	
SAN PABLO	5590 MORROW DR - SAN PABLO	92555	420-052-007-2		Medium Density Residential	R-2	0	18	0.149540022	Vacant	Yes - Current	NO - Privately-Owned	Pending Project		0	0	1	1	Vacant	
SAN PABLO	None BRENTZ LN - SAN PABLO	92555	420-053-012-1		Low Density Residential	R-1	0	12	0.13139461	Vacant	Yes - Current	NO - Privately-Owned	Available		0	0	2	2	Vacant	
SAN PABLO	None BRENTZ LN - SAN PABLO	92555	420-053-013-9		Low Density Residential	R-1	0	12	0.143239781	Vacant	Yes - Current	NO - Privately-Owned	Available		0	0	2	2	Vacant	
SAN PABLO	None BRENTZ LN - SAN PABLO	92555	420-053-014-7		Low Density Residential	R-1	0	12	0.171435458	Vacant	Yes - Current	NO - Privately-Owned	Available		0	0	2	2	Vacant	
SAN PABLO	None BRENTZ LN - SAN PABLO	92555	420-054-002-1		Low Density Residential	R-1	0	12	0.189044706	Vacant	Yes - Current	NO - Privately-Owned	Available		0	0	2	2	Vacant	
SAN PABLO	None BRENTZ LN - SAN PABLO	92555	420-054-001-3		Low Density Residential	R-1	0	12	0.226872572	Vacant	Yes - Current	NO - Privately-Owned	Available		0	0	3	3	Vacant	
SAN PABLO	None PARKVIEW TERRACE DR - SAN PABLO	92555	420-210-043-6		Medium Density Residential	R-2	0	18	0.359218399	Vacant	Yes - Current	NO - Privately-Owned	Available		0	6	0	6	Vacant	
SAN PABLO	None HILLCREST RD - SAN PABLO	92555	420-100-006-6		Medium Density Residential	R-2	0	18	0.609344748	Vacant	Yes - Current	NO - Privately-Owned	Available		0	11	0	11	Vacant	
SAN PABLO	None 19TH ST - SAN PABLO	92555	412-260-015-0		Low Density Residential	R-1	0	12	0.115654234	Vacant	Yes - Current	NO - Privately-Owned	Available	Used in Two Consecutive Prior Housing Elements - Vacant	0	0	1	1	Vacant	
SAN PABLO	14375 SAN PABLO AVE - SAN PABLO	92555	412-240-033-8		Residential Mixed Use	SP2	20	60	0.237907643	Commercial	Yes - Current	NO - Privately-Owned	Available		0	2	6	8	Check cashing business, built in 1971. 1246 building sqft. Surface parking lot.	
SAN PABLO	14433 SAN PABLO AVE - SAN PABLO	92555	412-230-009-0		Residential Mixed Use	SP2	20	60	0.05914806	Vacant	Yes - Current	NO - Privately-Owned	Available	Used in Two Consecutive Prior Housing Elements - Vacant	0	1	2	3	Vacant	
SAN PABLO	None SAN PABLO AVE - SAN PABLO	92555	412-230-008-2		Residential Mixed Use	SP2	20	60	0.05538444	Vacant	Yes - Current	NO - Privately-Owned	Available	Used in Two Consecutive Prior Housing Elements - Vacant	0	1	2	3	Vacant	
SAN PABLO	None SAN PABLO AVE - SAN PABLO	92555	412-230-007-4		Residential Mixed Use	SP2	20	60	0.058346128	Vacant	Yes - Current	NO - Privately-Owned	Available	Used in Two Consecutive Prior Housing Elements - Vacant	0	1	2	3	Vacant	
SAN PABLO	None SAN PABLO AVE - SAN PABLO	92555	412-230-006-6		Residential Mixed Use	SP2	20	60	0.055992578	Vacant	Yes - Current	NO - Privately-Owned	Available	Used in Two Consecutive Prior Housing Elements - Vacant	0	1	2	3	Vacant	
SAN PABLO	14451 SAN PABLO AVE - SAN PABLO	92555	412-230-005-8		Residential Mixed Use	SP2	20	60	0.118183619	Vacant	Yes - Current	NO - Privately-Owned	Available	Used in Two Consecutive Prior Housing Elements - Vacant	0	1	2	3	Vacant	
SAN PABLO	None SAN PABLO AVE - SAN PABLO	92555	412-230-004-1		Residential Mixed Use	SP2	20	60	0.053263233	Vacant	Yes - Current	NO - Privately-Owned	Available	Used in Two Consecutive Prior Housing Elements - Vacant	0	0	0	3	Vacant	
SAN PABLO	2250 BROADWAY AVE - SAN PABLO	92555	412-230-029-8		Residential Mixed Use	SP2	20	60	0.255933099	Commercial	Yes - Current	NO - Privately-Owned	Available		0	2	6	8	Donut shop, built 1989.	
SAN PABLO	14560 SAN PABLO AVE - SAN PABLO	92555	416-170-005-1		High Density Residential	SP2	20	60	1.293049574	Educational/institutional/religious	Yes - Current	NO - Privately-Owned	Available	Not Used in Prior Housing Element	78	0	0	78	Church/Religious Facility	
SAN PABLO	None MESA BUENA AVE - SAN PABLO	92555	413-063-028-0		Low Density Residential	R-1	0	12	0.14579414	Vacant	Yes - Current	NO - Privately-Owned	Pending Project		0	0	1	1	Vacant	
SAN PABLO	2846 12TH ST - SAN PABLO	92555	412-120-024-2		Low Density Residential	R-1	0	12	0.116698511	Residential	Yes - Current	NO - Privately-Owned	Pending Project		0	0	1	1	Single Family Residential	
SAN PABLO	2432 22ND ST - SAN PABLO	92555	412-240-058-5		Residential Mixed Use	SP2	20	60	0.113331363	Vacant	Yes - Current	NO - Privately-Owned	Pending Project		0	0	4	4	Vacant	
SAN PABLO	14341 SAN PABLO AVE - SAN PABLO	92555	412-240-051-0		Residential Mixed Use	SP2	20	60	0.27321967	Commercial	Yes - Current	NO - Privately-Owned	Available		0	2	6	8	Medical office, built in 1934. Building size 1826 sqft.	
SAN PABLO	2442 22ND ST - SAN PABLO	92555	412-240-057-7		Residential Mixed Use	SP2	20	60	0.104900252	Vacant	Yes - Current	NO - Privately-Owned	Pending Project		0	0	4	4	Vacant	
SAN PABLO	2555 EL PORTAL DR - SAN PABLO	92555	416-140-047-0		Neighborhood Commercial	NC	0	21	1.859962273	Vacant	Yes - Current	NO - Privately-Owned	Pending Project	Not Used in Prior Housing Element	54	0	0	54	Vacant	
SAN PABLO	14400 SAN PABLO AVE - SAN PABLO	92555	416-150-012-1		Residential Mixed Use	SP2	20	60	0.578292791	Commercial	Yes - Current	NO - Privately-Owned	Available	Not Used in Prior Housing Element	21	0	0	21	Restaurant with large parking lot.	
SAN PABLO	2650 MARKET AVE - SAN PABLO	92555	527-061-004-0		Low Density Residential	R-1	0	12	0.373115592	Commercial	Yes - Current	NO - Privately-Owned	Available		0	0	4	4	Event rental space, surrounded by residential uses.	

Table C: Land Use, Table Starts in A2

Zoning Designation From Table A, Column G and Table B, Columns L and N (e.g., "R-1")	General Land Uses Allowed (e.g., "Low-density residential")
R-1	Single-family homes on individual parcels
R-2	Single-family and two-family homes (duplexes)
R-3	Medium-density multifamily dwellings characterized by a mix of housing types, including townhouses, apartments, and condominiums.
R-4	High-density multifamily dwellings in select locations characterized by a mix of housing types, including single-family homes, two-family homes, townhouses, apartments, and condominiums
NC	Small-scale commercial uses that primarily provide convenience, personal services, and social services. Sites on the inventory with this base designation are located in the PDA Overlay zone (see below).
CR	Large-scale commercial uses that provide opportunities commercial that serve a very large geographic area. Sites on the inventory with this base designation are located in the PDA Overlay zone (see below).
CMU	Commercial uses with allowance for vertical or horizontal integration of retail, office, residential, and/or public uses
IMU	Light manufacturing, distribution, sales, and services with ancillary commercial and office space uses. Sites on the inventory with this base designation are located in the PDA Overlay zone (see below).
SP1	Neighborhood-serving retail use with residential use on upper levels; office use and stand alone residential
SP2	Low Density residential, medium density residential, high density residential, mixed use, commercial mixed use, residential mixed use, neighborhood commercial, regional commercial, entertainment overlay, public institutional, parks/recreation
PDA	Permits residential development at between 20 and 60 dwelling units per acre on all sites in the district. Additional standards for height and development density are also established, and the standards of the PDA overlay prevail in cases of conflict with the base designation. PDA overlay applies on sites located within one-quarter mile of an existing or planned light rail/streetcar station or bus rapid transit station.

Appendix B

Housing Needs Assessment

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Appendix B: San Pablo Housing Needs Assessment

This section examines the current population characteristics and housing conditions of San Pablo and forecasts anticipated population and household growth. Both local and regional changes since the previous Housing Element are assessed to provide the full scope of housing needs. Analysis in each of the sections below informs the housing programs and policies provided in a subsequent chapter of this Housing Element that will address the housing needs of the city.

The Association of Bay Area Governments-Metropolitan Transportation Commission (ABAG-MTC) has produced Local Housing Needs Data packets for jurisdictions in the ABAG-MTC region that have been pre-approved by the State Department of Housing and Community Development (HCD). These data packets largely rely on 2015-2019 five-year American Community Survey (ACS) and 2013-2017 Department of Housing and Urban Development (HUD) Comprehensive Housing Affordability Strategy (CHAS) estimates, among other sources. Where the ABAG-MTC data packet does not provide sufficient information, alternate data sources are used.

B.1 Community Profile

San Pablo is situated within the western portion of Contra Costa County, inland from the eastern shore of San Pablo Bay. It is an enclave, largely surrounded by the City of Richmond and bordered by the unincorporated community of North Richmond to the west. Interstate 80 passes through the eastern portion of the San Pablo in a north-south direction, and the city is conveniently located minutes driving distance away from the Bay Area cultural centers of Berkeley, Oakland and San Francisco. Prominent geographic features in the area include ridges of the Wildcat Canyon Park, which forms a backdrop to the city to the east, and the waters of San Pablo Bay to the northwest.

The city exhibits the characteristics common in many Bay Area cities: it is nearly fully developed with little or no land separating city limits from adjacent urban development. Within the city limit there are 1,667.3 acres (2.6 square miles) of land, including residential, commercial, and industrial developments, as well as public facilities, including parks and schools. The city has excellent access to the regional transportation network and is a thriving community with a diverse population and relatively lower housing costs compared to the wider Bay Area. The majority of land in San Pablo is built-out with a high proportion of established, small-lot single-family neighborhoods. The City is undertaking an update to its General Plan in tandem with this Housing Element to promote a land use pattern and policies that will help to accelerate housing production, especially for higher density infill development, “missing middle” housing options, and accessory dwelling units (ADUs) in single-family areas. The planning area considered in this update, including both the city and its sphere of influence, is depicted in Map 2-1.

B.2 Population Characteristics

According to the California Department of Finance (DOF), the total population of San Pablo in 2020 was 31,413, an increase of 7.8 percent since 2010 (29,139). ABAG-MTC has provided DOF estimates of population growth indexed to the population in the year 1990 for San Pablo and surrounding regions. Shown in Chart B-1, these data points represent the population growth in each of the geographies relative to their populations in 1990. The break between 2009 and 2010 is due to the differences between population estimates in 2009 and census counts in 2010. DOF uses the decennial census to benchmark subsequent population estimates. As evidenced in the plot, San Pablo has seen a lower relative growth rate than both Contra Costa County and the Bay Area during the 1990 to 2020 period.

Chart B-1: San Pablo and Surrounding Areas Population Growth, 1990-2020 ABAG projects that by 2040 the population of San Pablo will increase to 34,090, an 8.1 percent increase from the current 2020 population of 31,413 as shown in Table B-1.

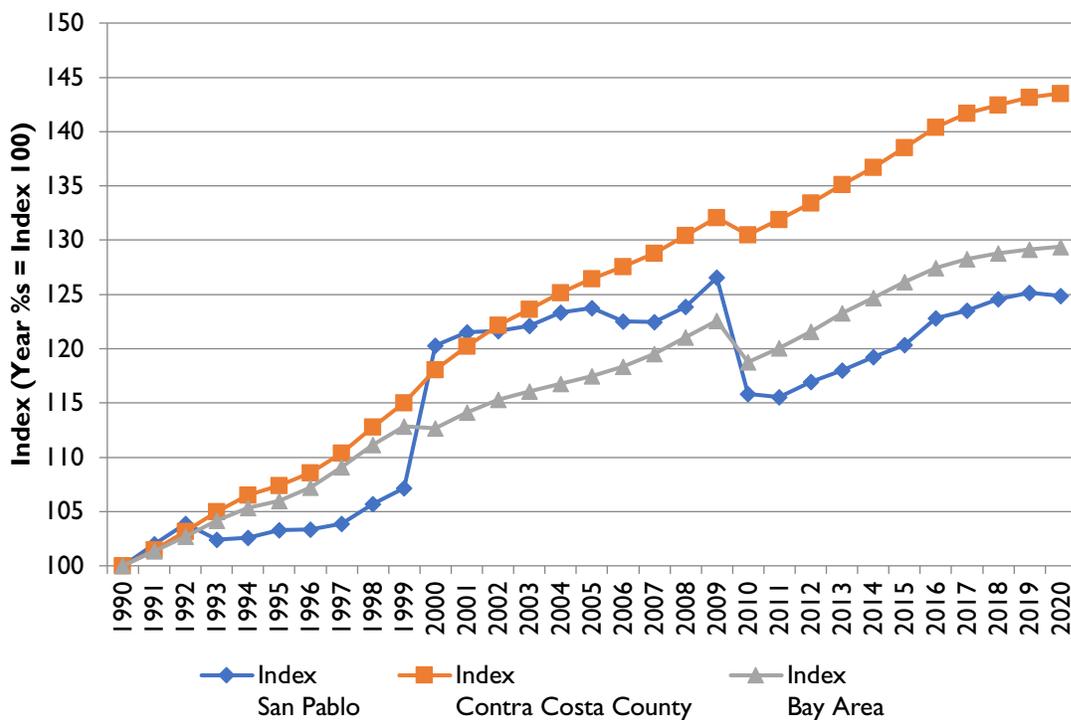


Table B-1: San Pablo Projected Population (2010-2040)

2010	2015	2020	2025	2030	2035	2040
29,730	30,430	31,555	32,330	32,845	33,450	34,090

Source: Association of Bay Area Governments, Projections 2040

POPULATION BY AGE

Current and future housing needs are usually determined, in part, by the age characteristics of a community’s residents. Each age group has distinct lifestyles, family type and size, incomes, and housing preferences. Consequently, evaluating the age characteristics of a community is important in determining its housing needs.

According to the 2019 ACS five-year estimates, the city’s median age is 33.5, which is 6.2 years younger than Contra Costa County’s median age of 39.7. The difference in median age suggests that San Pablo has a younger population than the overall population of Contra Costa County. Despite this, the data in Table B-2 confirms that older age groups in San Pablo are nonetheless growing to hold a larger share of the overall population; 8.7 percent of the population was age 65 and over in 2000 compared to 10.1 percent in 2019. This data from ABAG-MTC is based on U.S. Census and American Community Survey five-year data.

An increase in the older population may mean there is a developing need for more older adult housing options. There has also been a move by many to age-in-place or downsize to stay within their communities, which can mean more multifamily and accessible units are also needed.

Table B-2: Population by Age, San Pablo (2000-2019)

Age Group	2000		2010		2019	
	Number	Percent	Number	Percent	Number	Percent
0-4 years	2,738	9.1%	2,414	8.3%	1,861	6.0%
5-14 years	5,448	18.0%	4,497	15.4%	4,305	13.9%
15-24 years	4,687	15.5%	4,566	15.7%	5,117	16.5%
25-34 years	5,142	17.0%	4,617	15.8%	4,838	15.6%
35-44 years	4,478	14.8%	4,117	14.1%	4,446	14.4%
45-54 years	3,234	10.7%	3,745	12.9%	4,078	13.2%
55-64 years	1,867	6.2%	2,619	9.0%	3,182	10.3%
65-74 years	1,253	4.1%	1,315	4.5%	1,892	6.1%
75-84 years	956	3.2%	816	2.8%	901	2.9%
85+ years	412	1.4%	433	1.5%	347	1.1%
Total	30,215	100%	29,139	100%	30,967	100%

Source: ABAG-MTC Housing Needs Data Workbook (U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019), Table B03002

RACE AND ETHNICITY

Understanding the racial makeup of a city and region is important for designing and implementing effective housing policies and programs. These patterns are shaped by both market factors and government actions, such as exclusionary zoning, discriminatory lending practices and displacement that has occurred over time and continues to impact communities of color today. Since 2000, San Pablo has seen a large increase in its Hispanic or Latinx population from 46.3 percent to 60.1 percent. Both the non-Hispanic White and non-Hispanic Black or African American populations have decreased both in their total numbers and in their share of the city’s overall population since 2000. Table B-3 shows these racial and ethnic trends between 2000, 2010, and 2019. The data is sourced from the U.S. Census (for 2000 and 2010) and on American Community Survey five-year data (for 2019).

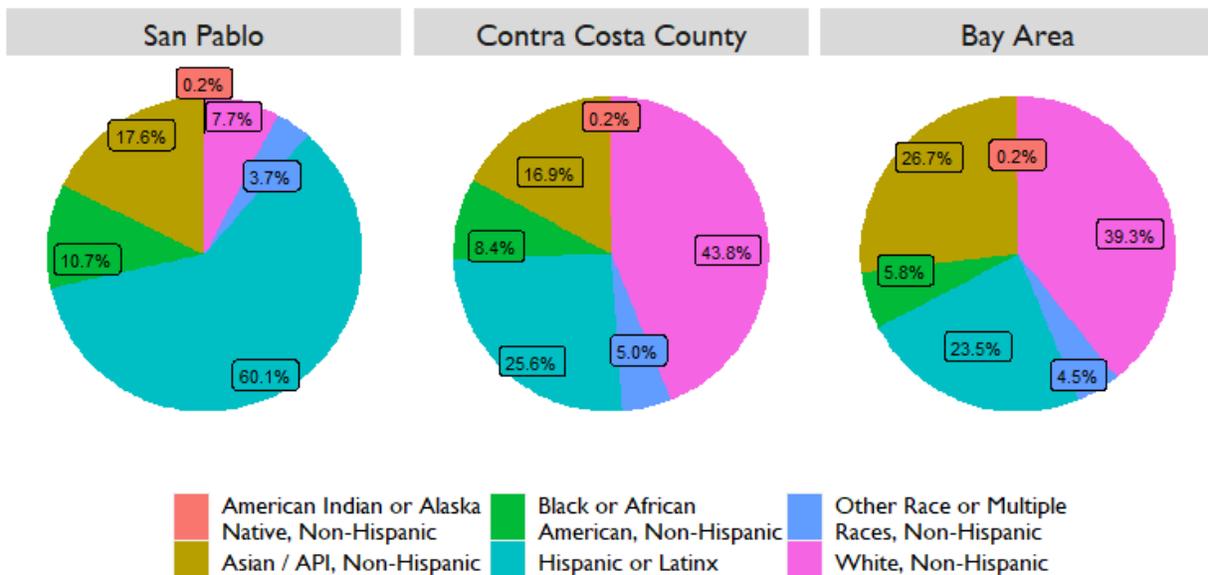
Table B-3: Population by Race, San Pablo (2000-2019)

Racial/Ethnic Group	2000		2010		2019	
	Number	Percent	Number	Percent	Number	Percent
American Indian or Alaska Native, Non-Hispanic	125	0.4%	73	0.3%	50	0.2%
Asian / API, Non-Hispanic	5,036	17.3%	4,437	15.2%	5,446	17.6%
Black or African American, Non-Hispanic	5,403	18.6%	4,446	15.3%	3,325	10.7%
White, Non-Hispanic	4,886	16.8%	2,944	10.1%	2,386	7.7%
Other Race or Multiple Races, Non-Hispanic	167	0.6%	777	2.7%	1,138	3.7%
Hispanic or Latinx	13,490	46.3%	16,462	56.5%	18,622	60.1%
Total	29,107	100%	29,139	100%	30,967	100%

Source: ABAG-MTC Housing Needs Data Workbook, 2021

Furthermore, as seen in Chart B-2, San Pablo has a much larger non-White population than when compared to its surrounding areas. This chart also shows that despite the shrinking of San Pablo’s non-Hispanic Black or African American population since 2000, these racial/ethnic groups still makes up a greater proportion of the city’s population compared to Contra Costa County and the Bay Area.

Chart B-2: San Pablo and Surrounding Area Population by Race/Ethnicity, 2019



Source: ABAG-MTC Housing Needs Data Workbook (U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019), Table B03002)

Looking at the older adult and youth population by race can add an additional layer of understanding, as families and older adults of color are even more likely to experience challenges finding affordable housing. People of color make up 59.1% of older adults and 62.0% of youth under 18 (see Figure 3).

B.3 Household Characteristics

HOUSEHOLD SIZE

According to ACS five-year estimates data, the average household size in San Pablo in 2019 was around 3.31 persons, a slight increase from 3.26 persons in 2010. San Pablo's average is higher than the average for Contra Costa County as a whole (2.87). As seen in Table B-4, San Pablo has a much larger share of households of five or more persons (22.3 percent) than either the county (12.4 percent) or the Bay Area (10.8 percent).

Table B-4: San Pablo and Surrounding Areas Households by Household Size, 2019

Household Size	San Pablo		Contra Costa County		Bay Area	
	Number	Percent	Number	Percent	Number	Percent
1-Person Household	1,961	21.3%	86,232	21.8%	674,587	24.7%
2-Person Household	1,860	20.2%	124,699	31.6%	871,002	31.9%
3-4-Person Household	3,344	36.3%	135,005	34.2%	891,588	32.6%
5-Person or More Household	2,056	22.3%	48,833	12.4%	294,257	10.8%
Total	9,221	100%	394,769	100%	2,731,434	100%

Source: ABAG-MTC Housing Needs Data Workbook, 2021

Table B-5: San Pablo and Surrounding Areas Household Type, 2019

Household Types	San Pablo		Contra Costa County		Bay Area	
	Number	Percent	Number	Percent	Number	Percent
Female-Headed Family Households	1,919	20.8%	48,256	12.2%	283,770	10.4%
Male-headed Family Households	931	10.1%	19,180	4.9%	131,105	4.8%
Married-couple Family Households	3,959	42.9%	217,370	55.1%	1,399,714	51.2%
Other Non-Family Households	451	4.9%	23,731	6.0%	242,258	8.9%
Single-person Households	1,961	21.3%	86,232	21.8%	674,587	24.7%
Total	9,221	100%	394,769	100%	2,731,434	100%

Source: ABAG-MTC Housing Needs Data Workbook, 2021

HOUSEHOLD CHARACTERISTICS

A summary of household characteristics in San Pablo, Contra Costa County, and the Bay Area is provided in Table B-5. A family household is a household consisting of two or more people residing together and related by birth, marriage, or adoption. A non-family household consists of a householder living alone (a one-person household) or where the householder shares the home exclusively with people to whom they are not related. According to the ACS data (2015-2019) as analyzed by ABAG-MTC, the greatest share (42.9 percent) of households in San Pablo are married-couple family households. Overall, family households account for 73.8 percent of households in San Pablo, which is on par with Contra Costa County (72.2 percent) and somewhat higher than that of the Bay Area (66.4 percent). However, San Pablo has a greater share of single-parent households (30.9 percent) than either Contra Costa County (17.1 percent) or the Bay Area (15.2 percent).

HOUSEHOLD INCOME

Household income is one of the most significant factors affecting housing choice and opportunity. Income largely determines a household’s ability to purchase or rent housing. While higher-income households have more discretionary income to spend on housing, lower- and moderate-income households are limited in the range of housing they can afford and are more often renters. Typically, as household income decreases, cost burdens and overcrowding increase.

For the purpose of evaluating housing affordability, housing need, and eligibility for housing assistance, income levels are defined by guidelines adopted each year by the California State Department of Housing and Community Development (HCD). For Contra Costa County, the applicable Area Median Income (AMI) for a family of four in 2021 is \$125,600. HUD has defined the following income categories for Contra Costa County, based on the median income for a household of four persons for 2021:

- Extremely low-income: 30 percent of AMI and below (\$0 to \$41,100)
- Very low-income: 31 to 50 percent of AMI (\$41,101 to \$68,500)
- Low-income: 51 to 80 percent of AMI (\$68,501 to \$109,600)
- Moderate-income: 81 to 120 percent of AMI (\$109,601 to \$150,700)
- Above moderate-income: 120 percent or more of AMI (\$150,701 or more)

Table B-6 shows the HUD definitions for Contra Costa County’s maximum annual income level for each income group, adjusted by household size. For the purposes of defining income limits, HUD combines Contra Costa County with Alameda County in the “Oakland-Fremont, CA HUD Metro Fair Market Rent (FMR) Area.” This data is used when determining a household’s eligibility for federal, state, or local housing assistance and used when calculating the maximum affordable housing payment for renters and buyers.

Table B-6: HUD Income Levels by Household Size (Oakland-Fremont, CA HUD Metro FMR Area, 2021)

Household Size	Maximum Income Level				
	Extremely Low	Very Low	Low	Median	Moderate
1 Person	\$28,800	\$47,950	\$76,750	\$87,900	\$105,500
2 Persons	\$32,900	\$54,800	\$87,700	\$100,500	\$120,550
3 Persons	\$37,000	\$61,650	\$98,650	\$113,050	\$135,650
4 Persons	\$41,100	\$68,500	\$109,600	\$125,600	\$150,700
5 Persons	\$44,400	\$74,000	\$118,400	\$135,650	\$162,750
6 Persons	\$47,700	\$79,500	\$127,150	\$145,700	\$174,800
7 Persons	\$51,000	\$84,950	\$135,950	\$155,750	\$186,850
8 Persons	\$54,300	\$90,450	\$144,700	\$165,800	\$198,900

Source: HUD Income Limits 2021

The ABAG-MTC Housing Needs Data Workbook for 2021 divides San Pablo's population by HUD income levels. The Data Workbook relies on data from the HUD Comprehensive Housing Affordability Strategy 2013-2017 release. This income data is based on the ACS 2013-2017 estimates, and thus does not align exactly with categories assigned to the 2021 HUD established income levels. Table B-7 provides this data. While Contra Costa County and the Bay Area overall have relatively similar distributions of households at each income level, San Pablo has a much greater share of households that made less than 100 percent of AMI (79.2 percent) than either the county (46.2 percent) or the Bay Area (47.7 percent). In fact, the plurality of households in San Pablo (28.5 percent) made between zero and 30 percent of AMI.

Table B-7: San Pablo and Surrounding Areas Households by Household Income Level

	San Pablo		Contra Costa County		Bay Area	
	Number	Percent	Number	Percent	Number	Percent
0%-30% of AMI	2,642	28.5%	52,435	13.5%	396,952	14.7%
31%-50% of AMI	1,928	20.8%	43,925	11.3%	294,189	10.9%
51-80% of AMI	1,859	20.1%	46,960	12.1%	350,599	13.0%
81%-100% of AMI	960	10.4%	36,544	9.4%	245,810	9.1%
>100% of AMI	1,868	20.2%	209,755	53.8%	1,413,483	52.3%
Total	9,257	100%	389,619	100%	2,701,033	100%

Source: ABAG-MTC Housing Needs Data Workbook, 2021

B.4 Employment

There are 14,728 persons in the labor force in San Pablo. As seen in Table B-8, the largest industry represented among San Pablo workers is Health and Educational Services (33.8 percent). Compared to Contra Costa County and the Bay Area, employees in the Financial and Professional Services account for significantly less of San Pablo's employment distribution (12.8 percent) than that of the county (24.7 percent) and the Bay Area overall (25.8 percent). On the other hand, San Pablo has a greater share of its workforce represented in the Construction industry (13.4 percent) than either the county (7.2 percent) or the Bay Area overall (5.6 percent).

Table B-8: San Pablo and Surrounding Areas Employment by Industry (2019)

	San Pablo		Contra Costa County		Bay Area	
	Number	Percent	Number	Percent	Number	Percent
Agriculture & Natural Resources	183	1.2%	3,720	0.7%	30,159	0.7%
Construction	1,972	13.4%	39,996	7.2%	226,029	5.6%
Financial & Professional Services	1,888	12.8%	138,321	24.7%	1,039,526	25.8%
Health & Educational Services	4,985	33.8%	174,990	31.3%	1,195,343	29.7%
Information	203	1.4%	14,048	2.5%	160,226	4.0%
Manufacturing, Wholesale, & Transportation	2,039	13.8%	79,885	14.3%	670,251	16.7%
Retail	1,938	13.2%	56,651	10.1%	373,083	9.3%
Other	1,520	10.3%	51,755	9.3%	329,480	8.2%
Total	14,728	100%	559,366	100%	4,024,097	100%

Source: ABAG-MTC Housing Needs Data Workbook, 2021

B.5 Special Needs Groups

Certain groups have greater difficulty in finding suitable affordable housing due to their special needs and circumstances. This may be a result of employment and income, family characteristics, disability, or household characteristics. Consequently, certain residents in San Pablo may experience more instances of housing cost burdens, overcrowding, or other housing problems. The categories of special needs addressed in this Element include:

- Extremely low-income households
- Older adult households
- Persons with disabilities, including developmental disabilities
- Large households
- Female-headed households
- Persons experiencing homelessness
- Farmworkers

EXTREMELY LOW-INCOME RESIDENTS

California State Housing Law requires local governments to address the needs of “Extremely Low-Income” (ELI) populations, which refers to households with incomes below 30 percent of the Area Median Income (AMI) for the community. In addition to those families making less than 30 percent of AMI, the Federal Poverty Level (FPL) is a threshold established by the federal government that remains constant throughout the country (and thus does not correspond to AMI). Federal statistics can also help the City quantify the extent of the extremely-low income population. The federal government defines poverty as a minimum level of income (adjusted for household size and composition) necessary to meet basic food, shelter, and clothing needs. For 2021, the FPL for a family of four is \$26,500, which is less than the \$41,100 threshold for 30 percent of AMI. This means that some households that qualify as extremely low-income in San Pablo are not considered as living below the FPL. This is indicative of the higher cost of living in San Pablo and the Bay Area overall as compared to other areas of the country.

Table B-10: Household Income Distribution by Race (San Pablo)

Racial/Ethnic Group	0%-30% of AMI	31%-50% of AMI	51%-80% of AMI	81%-100% of AMI	>100% of AMI	Total
American Indian or Alaska Native, Non-Hispanic	31.8%	0.0%	68.2%	0.0%	0.0%	100%
Asian/API, Non-Hispanic	25.4%	19.5%	17.0%	10.3%	27.9%	100%
Black or African American, Non-Hispanic	39.7%	15.9%	14.2%	11.8%	18.4%	100%
White, Non-Hispanic	32.5%	18.9%	16.1%	8.8%	23.7%	100%
Other Race or Multiple Races, Non-Hispanic	29.3%	18.8%	24.4%	5.2%	22.3%	100%
Hispanic or Latinx	24.2%	23.9%	23.6%	10.7%	17.6%	100%
All Households	28.5%	20.8%	20.1%	10.4%	20.2%	100%

Source: ABAG-MTC Housing Needs Data Workbook, 2021

As seen in Table B-9, there are 2,644 extremely low-income households in San Pablo, that fall below 30 percent of AMI. This data is based on the Department of Housing and Urban Development (HUD), Comprehensive Housing Affordability Strategy (CHAS) American Community Survey (ACS) tabulation

2013-2017 release. About 80 percent of extremely low-income households in San Pablo are renter-occupied, where more than 84 percent of renter-occupied ELI households are cost-burdened.

Table B-9: Extremely Low-Income Households in San Pablo by Tenure¹ and Cost Burden

Income Category	Renters		Owners		Total Households ²	
	Number	Percent	Number	Percent	Number	Percent
Extremely-Low-Income (Under 30% HAMFI²)						
No Cost Burden/Not Computed	330	15.6%	180	34.0%	510	19.3%
Cost Burden	494	23.4%	160	30.2%	654	24.7%
Severe Cost Burden	1,290	61.0%	190	35.8%	1,480	56.0%
Total	2,114	100%	530	100%	2,644	100%

1. According to HUD, households spending 30 percent or less of their income on housing expenses have no cost burden, households spending 31 to 50 percent of their income have cost burden, and households spending 51 percent or more of their income have severe cost burden.

2. HUD Area Median Family Income (HAMFI).

Source: U.S. Department of Housing and Urban Development (HUD), Comprehensive Housing Affordability Strategy (CHAS) ACS tabulation, 2013-2017 release

As seen in Table B-10, 28.5 percent of San Pablo households are extremely low-income (defined as making less than 30 percent of Area Median Income (AMI). Examining household income by racial/ ethnic group, Black or African American (non-Hispanic) households have the highest proportion, nearly 40%, of households with extremely low-incomes. Households that identify as White (non-Hispanic), American Indian or Alaska Native (non-Hispanic), or some other race or multiple races (non-Hispanic) have a prevalence of 32.5 percent, 31.8 percent, and 29.3 percent, respectively, of those who are below 30 percent of AMI. Asian (non-Hispanic) and Hispanic or Latinx households have the lowest prevalence of extremely low-income households at 25.4 percent and 24.2 percent, respectively.

According to ACS 2019 five-year estimates and shown in Table B-11, San Pablo has a poverty rate of 16.3 percent. This is much higher than the poverty rate of 8.7 percent in Contra Costa County overall. Poverty rates have dropped in San Pablo and Contra Costa County overall since 2012, from 19.3 percent and 10.2 percent, respectively. Table B-11 displays the poverty status by race/ethnic group among San Pablo residents. Poverty is highest among those who identify as Black or African American (22.0 percent) and lowest among those who identify as Asian or Asian Pacific Islander (10.4 percent).

Table B-11: Poverty Status by Race (San Pablo)

Racial/Ethnic Group	Percent Below Federal Poverty Line
American Indian or Alaska Native, Hispanic and Non-Hispanic	12.2%
Asian/API, Hispanic and Non-Hispanic	10.4%
Black or African American, Hispanic and Non-Hispanic	22.0%
White, Hispanic and Non-Hispanic	19.8%
White, Non-Hispanic	21.9%
Other Race or Multiple Races, Hispanic and Non-Hispanic	13.7%
Hispanic or Latinx	16.4%

Source: ABAG-MTC Housing Needs Data Workbook, 2021

As described in Table B-28, extremely low-income residents are significantly less likely to be homeowners (19.8 percent are homeowners, and 80.2 percent are renters.) While Extremely-Low-Income household are

equally likely to be cost burdened compared to all income groups (24.7 percent, as compared to 25 percent), they are much more likely to be severely cost burdened (56 percent, as compared to 22.1 percent), as shown in Table B-33. A cost burden and extreme cost burden is defined as paying more than 30 percent and more than 50 percent of one's household income on housing costs, respectively.

As indicated in Appendix E, Fifth Cycle Housing Element Accomplishments, the City of San Pablo's prepared an Affordable Housing Strategy that identifies policies and strategies for the City of San Pablo to conserve and improve existing housing, support low-income homeowners and buyers, address special needs populations, and increase funding opportunities and leverage the City's existing Low Income Housing Fund. Through programs in the Housing Action Plan, including programs 2-I and 3-A, the City will continue to seek ways to provide permanent housing affordable to extremely low-income households.

OLDER ADULT RESIDENTS

In San Pablo, there are 3,140 adults aged 65 or older, which represents approximately 10 percent of the total population of San Pablo. This is lower than the proportion of older aged adults in Contra Costa County as whole, where adults aged 65 or older comprise approximately 17.4 percent of the population. The majority of those older adults in San Pablo identify as some other race or multiple races (40.9 percent). In San Pablo, the proportion of those 65 and older who are either Asian or Black or African American is much greater than it is among younger age groups. In contrast, the proportion of younger residents who identify as White is greater among younger age groups.

Table B-12: Older Adult and Youth Population by Race (San Pablo)

Race	Age 0-17		Age 18-64		Age 65+	
	Number	Percent	Number	Percent	Number	Percent
American Indian or Alaska Native (Hispanic and Non-Hispanic)	30	0.4%	86	0.4%	40	1.3%
Asian/API (Hispanic and Non-Hispanic)	894	11.7%	3,721	18.4%	856	27.3%
Black or African American (Hispanic and Non-Hispanic)	563	7.4%	2,374	11.7%	574	18.3%
White (Hispanic and Non-Hispanic)	3,242	42.5%	6,786	33.6%	387	12.3%
Other Race or Multiple Races (Hispanic and Non-Hispanic)	2,893	38.0%	7,238	35.8%	1,283	40.9%
Total	7,622	100%	20,205	100%	3,140	100%

Source: ABAG-MTC Housing Needs Data Workbook, 2021

As these residents age, housing costs typically increase as residents must to ensure their homes remain accessible and safe. In San Pablo, 42.3 percent of residents aged 62 and over have an income below 30 percent of AMI, which is higher than the rate of 28.5 percent found among the overall population in San Pablo. As seen in Table B-13, older adult renters are much more likely to fall into the extremely low-income (zero to 30 percent of AMI) or very low-income (31 to 50 percent of AMI) categories than older adults who own their homes. Strikingly, among renters aged 62 and over, 75.2 percent are considered extremely low-income.

Table B-13: Older Adult Households¹ by Income and Tenure (San Pablo)

Income Group	Owner Occupied		Renter Occupied		All Older Adult Households	
	Number	Percent	Number	Percent	Number	Percent
0%-30% of AMI	200	19.9%	515	75.2%	715	42.3%
31%-50% of AMI	190	18.9%	85	12.4%	275	16.3%
51%-80% of AMI	243	24.2%	45	6.6%	288	17.0%
81%-100% of AMI	104	10.3%	25	3.6%	129	7.6%
>100% of AMI	269	26.7%	15	2.2%	284	16.8%
Total	1,006	100%	685	100%	1,691	100%

Notes:

1. For the purposes of this table, ABAG-MTC considers older adult households to be those with a householder who is aged 62 or older.

Source: ABAG-MTC Housing Needs Data Workbook, 2021

As seen in Table B-14, older adult households considered low-income (making between 31 and 50 percent of AMI) are most likely to spend more than 50 percent of their overall household income on housing costs (50.9 percent of low-income older adult households). Older adult households considered extremely low-income (making less than 30 percent of AMI) are actually less likely than households considered very low-income to spend over 50 percent of their income on housing costs (34.3 percent of very-low income older adult households). It is possible that this difference is related to increased levels of rental assistance extremely-low-income older adult households receive to offset housing cost-burden; therefore, one strategy to similarly reduce the cost burden that low-income older adult households experience would be to increase rental assistance for low-income older adult households.

Table B-14: Cost-Burdened Older Adult Households¹ by Income Level (San Pablo)

% of Income Used for Housing Costs	Extremely Low-Income (0%-30% of AMI)	Very Low-Income (31%-50% of AMI)	Low-Income 51%-80% of AMI	Moderate Income 81%-120% of AMI	Above Moderate Income >120% of AMI
<30% of Income	32.9%	25.5%	64.2%	77.5%	95.1%
30%-50% of Income	32.9%	23.6%	33.0%	14.7%	4.9%
>50% of Income	34.3%	50.9%	2.8%	7.8%	0.0%
Total	100%	100%	100%	100%	100%

Notes:

1. For the purposes of this table, ABAG-MTC considers older adult households to be those with a householder who is aged 62 or older.

Source: ABAG-MTC Housing Needs Data Workbook, 2021

Older Adult Housing

In addition to rental assistance other potential older adult housing needs that may require a specific governmental response include:

- **Assisted living facilities.** Assisted living facilities provide older adult residents with the opportunity to maintain an independent housing unit while receiving needed medical services and social support. Congregate care facilities include housing with medical and health services. See Table B-16 for existing older adult housing facilities in San Pablo and following discussion for analysis of housing need.
- **Relocation assistance.** Some older adult residents need assistance in relocating to a dwelling that better suits their space and income needs. There are currently no programs in San Pablo for subsidized relocation assistance.
- **Mobility impairment.** Mobility-impaired older adult residents requiring special accessibility features in their dwelling units. Mobility impairment may require that special accessibility features be included in the design and construction of a home. Mobility impairment can also create a need for a living arrangement that includes health, meals, cleaning, and/or other services as part of the housing package. Different living arrangements may accommodate these needs, from older adult citizen developments with individual dwelling units to assisted living facilities to 24-hour support services. Table B-15 shows the prevalence of different types of disabilities among older adults over age 65 in San Pablo. The most prevalent type of disability is ambulatory difficulty, which refers to a mobility impairment that causes significant difficulty walking or climbing stairs. Ambulatory difficulties are experienced by 24.9 percent of San Pablo older adults, which is significantly higher than the prevalence of ambulatory difficulties among the population of San Pablo as a whole (5.9 percent). The prevalence of older adult populations in San Pablo experiencing ambulatory difficulties and other mobility impairments indicates a need for accessible housing options that are equipped with accessibility features such as ramps or elevators, particularly if units are more than one story. Programs to improve design accessibility of housing in San Pablo are discussed below.

Table B-15: Older adults (Age 65 and Over) by Type of Disability (San Pablo)

<i>Disability</i>	<i>Percentage of Older adults</i>
With an ambulatory difficulty ¹	24.9%
With an independent living difficulty ²	17.8%
With a hearing difficulty ³	9.4%
With a self-care difficulty ⁴	9.4%
With a cognitive difficulty ⁵	9.2%
With a vision difficulty ⁶	4.5%

Notes:

1. Ambulatory difficulty refers to having serious difficulty walking or climbing stairs.
2. Independent living difficulty refers to having difficulty doing errands alone due to a physical, mental, or emotional problem.
3. Hearing difficulty refers to those who are deaf or have serious difficulty hearing.
4. Self-care difficulty refers to having difficulty bathing or dressing.
5. Cognitive difficulty refers to having difficulty remembering, concentrating or making decisions due to a physical, mental, or emotional problem.
6. Vision difficulty refers to those who are blind or have serious difficulty seeing.

Source: ABAG-MTC Housing Needs Data Workbook, 2021

Currently, San Pablo has 427 units and 280 State licensed beds specifically reserved for older adult housing (Table B-16). Of that total, 254 units are restricted to be affordable. Given that many older adults prefer to “age in place” and live independently in their own homes as long as they can, senior housing typically caters primarily to residents who are 85 years and older, and the existing units may be adequate for current populations in that cohort. However, the City will continue to support the construction of older adult housing, particularly in locations near services such as shopping, medical care, and recreation, to prepare for the aging population.

Table B-16: Older Adult Housing

Facility Name	Address	Units	Licensed Beds	Affordable	Project Type
Brooksdale San Pablo	13956 San Pablo 94806	-	140	Yes	Apartment (assisted living)
Casa Adobe Senior Housing	1924 Church Lane 94806	53	-	Yes (low-income)	Apartment
El Portal Gardens	14041 San Pablo Ave 94806	80	-	Yes (low-income)	Apartment
Emeritus at Creekside Lodge	13956 San Pablo 94806	116	140	Yes	Apartment (assisted living)
Judson Homes	1320 Road 20 94806	56	-	Yes (low-income)	Apartment
Kidd Manor	100 Austin Court 94806	40	-	Yes (low-income)	Apartment
Monte Vista	13728 San Pablo Ave 94806	82	-	Yes (low-income)	Apartment
Total		427	280		

Source: City of San Pablo, 2021

The Housing Action Plan includes a number of programs to address housing needs for older adults in San Pablo. Program 1-M (Accessory Dwelling Units) in the Housing Action Plan will help create more affordable housing opportunities for older adults and by promoting smaller, more affordable options in San Pablo. Additionally, ADUs also provide opportunities for intergenerational living arrangements that can allow older adults to maintain independence while receiving support from family members on the same property. Additionally, Program 3-A (Housing for Extremely Low-Income Households and Special Needs Groups) is intended to facilitate production of affordable housing, including units targeted to extremely low income (ELI) households, which will help address housing needs for large proportion of older adult renters (75 percent) who live in extremely low-income households. Additional programs are included in the Housing Action Plan to streamline permitting for residential care facilities for older adults (Program 3-D: Zoning for Residential Care Facilities) and assist with home renovations to make housing more compatible with housing needs of older adults (Program 4-A: County Programs for Home Renovations and Rehabilitation).

PERSONS WITH DISABILITIES

Persons with disabilities have physical or mental impairments that require special housing designed for self-sufficiency. According to 2019 American Community Survey estimates compiled by ABAG, 3,685 persons (12.0 percent of the non-institutionalized population) in San Pablo had a disability. This proportion is about equivalent to Contra Costa County (11.2 percent) and slightly higher than that of the Bay Area (9.6 percent).

Disability can further be broken down into six categories. The Census Bureau provides the following definitions for these disability types:

- Hearing difficulty: deaf or has serious difficulty hearing.
- Vision difficulty: blind or has serious difficulty seeing even with glasses.
- Cognitive difficulty: has serious difficulty concentrating, remembering, or making decisions.
- Ambulatory difficulty: has serious difficulty walking or climbing stairs.
- Self-care difficulty: has difficulty dressing or bathing.
- Independent living difficulty: has difficulty doing errands alone such as visiting a doctor’s office or shopping.

These disability types are counted separately and are not mutually exclusive, as an individual may report more than one disability; thus, these counts should not be summed. Table B-17 provides a breakdown of San Pablo’s adult population by disability type. The most prevalent disability was ambulatory difficulty at 5.9 percent, closely followed by cognitive difficulty at 5.2 percent. Accordingly, there is a need for accessible housing in San Pablo that can accommodate these disabilities, including housing that is both designed to accommodate mobility impairments and where supervision and assistance may be provided. Features of accessible housing design are described later in this section.

Table B-17: San Pablo Disability by Type

<i>Disability</i>	<i>Percentage of Civilian Non-Institutionalized Population Aged 18 and Over</i>
With an ambulatory difficulty	5.9%
With a cognitive difficulty	5.2%
With an independent living difficulty	4.3%
With a self-care difficulty	2.8%
With a hearing difficulty	1.9%
With a vision difficulty	1.8%

Source: ABAG-MTC Housing Needs Data Workbook, 2021

Residents with disabilities may have more difficulty in finding employment. In San Pablo, according to 2019 ACS estimates compiled by ABAG, approximately 13.3 percent of the civilian noninstitutionalized population 18 years to 64 years in the labor force with a disability were unemployed, while only 6.4 percent of those with no disability were unemployed. The census considers individuals to not be in the labor force if they are not employed and are either not available to take a job or are not looking for one. This category typically includes discouraged workers, students, retired workers, stay-at-home parents, and seasonal workers in an off season who are not looking for work. Given the barriers faced by persons with disabilities, the provision of affordable and barrier-free housing is essential to meet their housing needs.

As described in Appendix D, there is a slight concentration of persons with a disability in the southern and eastern portions of the city. However, no single census tract contains a population with a disability that

exceeds 20 percent of the tract's total population, which is the threshold typically used by HCD as an indicator of overconcentration. There are two approaches to housing design for residents with disabilities: adaptability and accessibility. Adaptable housing is a design concept in which a dwelling unit contains design features that allow for accessibility and use by mobility-impaired individuals with only minor modifications. An accessible unit has specific features installed in the house (grab bars, special cabinetry). To address these needs, the State requires design or accessibility modifications, such as access ramps, wider doorways, assist bars in bathrooms, lower cabinets, elevators and the acceptance of service animals.

Developmental Disabilities

Since January 2011, per SB 812 as codified in Section 65583, housing elements are required to address the housing needs of individuals with a developmental disability within the community. According to Section 4512 of the Welfare and Institutions Code a "developmental disability" means a disability that originates before an individual attains age 18 years, continues—or can be expected to continue—indefinitely, and constitutes a substantial disability for that individual, which includes intellectual disability, cerebral palsy, epilepsy, and autism. This term also includes disabling conditions found to be closely related to intellectual disability or to require treatment similar to that required for individuals with an intellectual disability, but not includes other disabling conditions that are solely physical in nature.

Many developmentally disabled persons can live and work independently within a conventional housing environment. More severely disabled individuals require a group living environment where supervision is provided. The most severely affected individuals may require an institutional environment where medical attention and physical therapy are provided. Because developmental disabilities exist before adulthood, the first issue in supportive housing for the developmentally disabled is the transition from the person's living situation as a child to an appropriate level of independence as an adult.

The California Department of Developmental Services (DDS) is responsible for overseeing the coordination and delivery of services to more than 330,000 Californians with developmental disabilities including cerebral palsy, intellectual disability, Down Syndrome, autism, epilepsy, and related conditions through a network of 21 regional centers and state-operated facilities.

In San Pablo, the majority of residents with a developmental disability (82.2 percent) live in the home of a parent/family/guardian(see Table B-18). Further, approximately 44.9 percent (124 persons) of the population that has a developmental disability is under the age of 18, while the remaining 55.1 percent (152 persons) is over 18 years old. Depending on the level of independence of persons with disabilities in San Pablo, housing options such as ADUs may offer additional affordable housing options for developmentally disabled persons who can live and work independently but require some assistance from parents/families/guardians. Program 1-M (Accessory Dwelling Units) is intended to facilitate the production of this housing type.

Table B-18: San Pablo Population with Developmental Disabilities by Residence¹

Residence Type	Number	Percent
Home of Parent/Family/Guardian	226	82.2%
Community Care Facility	24	8.7%
Independent/Supported Living	21	7.6%
Intermediate Care Facility	2	0.7%
Foster/Family Home	2	0.7%
Other	0	0.0%
Total	275	100%

1. The California Department of Developmental Services provides ZIP code level counts. To get jurisdiction-level estimates, ZIP code counts were crosswalked to jurisdictions using census block population counts from Census 2010 SFI to determine the share of a ZIP code to assign to a given jurisdiction. Independent living difficulty refers to having difficulty doing errands alone due to a physical, mental, or emotional problem.

Source: ABAG-MTC Housing Needs Data Workbook (California Department of Developmental Services, Consumer Count by California ZIP Code and Residence Type, 2020)

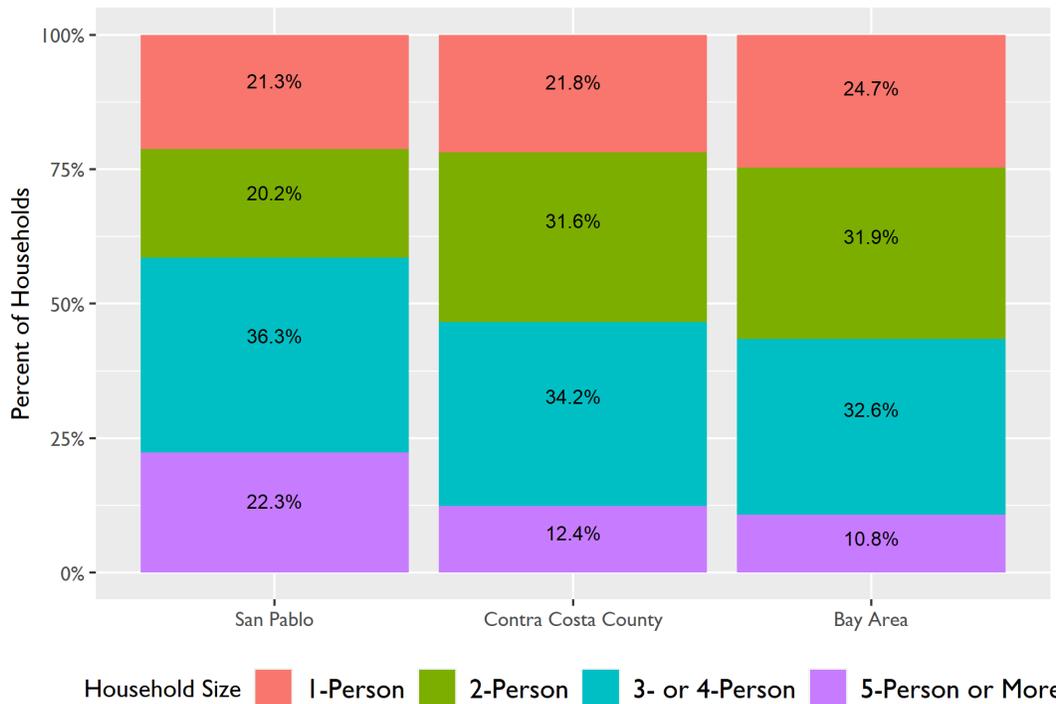
Contra Costa Health Services opened the West County Behavioral Health Center in San Pablo in 2020, which offers mental health services for adults, which includes medication support, group/individual therapy, and independent living skills. The center's Child & Adolescent Services also provides integrated mental health and substance abuse treatment. Additionally, there are several housing types appropriate for people living with a development disability in San Pablo: rent subsidized homes, licensed and unlicensed single-family homes, inclusionary housing, Section 8 vouchers, special programs for home purchase, HUD housing, and SB 962 homes. The design of housing-accessibility modifications, the proximity to services and transit, and the availability of group living opportunities represent some of the types of considerations that are important in serving this need group. Incorporating 'barrier-free' design in all new multifamily housing (as required by California and Federal Fair Housing laws) is especially important to provide the widest range of choices for disabled residents. Special consideration should also be given to the affordability of housing, as people with disabilities may be living on a fixed income. Program 4-A (County Programs for Home Renovations and Rehabilitation) in the Housing Action Plan provides low-interest loans to extremely low to moderate income owner occupied and rental property owners to bring units up to current building code standards and modify buildings for improved mobility and accessibility features for people with disabilities.

The Housing Action Plan includes a number of additional programs to facilitate the development of housing opportunities for people with disabilities, such as Program 3-A: Housing for Extremely Low-Income Households and Special Needs Groups, Program 3-D: Zoning for Residential Care Facilities. Additional programs in the Housing Action Plan are intended to provide support and help connect people with disabilities to services and housing opportunities, such as Program 3-1 Outreach to People Living with Developmental Disabilities in San Pablo.

LARGE FAMILIES

Large families, defined as households of five or more related individuals, are a special need category because they are at higher risk for overcrowding if the city's housing stock doesn't have sufficient larger units with an adequate number of bedrooms. Additionally, many large families, particularly renters, often do not have sufficient income to afford larger homes or apartments. In San Pablo there are a total of 2,056 households with 5 or more person households, which represents 22.3 percent of all households. Chart B-3 shows that San Pablo has a much higher proportion of large family households compared to other jurisdictions; only 12.4 percent of households in Contra Costa County and 10.8 percent of households in the Bay Area are five

Chart B-3 Households by Household Size in San Pablo and Surrounding Areas



Source: U.S. Census Bureau, American Community Survey 5-Year Data, 2015-2019

or more person households. As shown in Table B-19, approximately 23.7 percent of households with 5 or more persons were owner occupied, while 21.5 percent were renter-occupied. According to data from the 2015-2019 American Community Survey, approximately 63% percent (2,229 units) of the owner-occupied housing stock in San Pablo included units with 3 or more bedrooms. However, only 23% percent of the renter-occupied housing stock (1,181 units). Notably, there are significantly fewer rental units available that can reasonably accommodate households of five or more persons. This indicates a need in San Pablo for housing types and sizes in that can adequately accommodate larger family sizes, expanded housing opportunities, as well programs to help improve affordability and improve the reduce risk of overcrowding such as rental assistance.

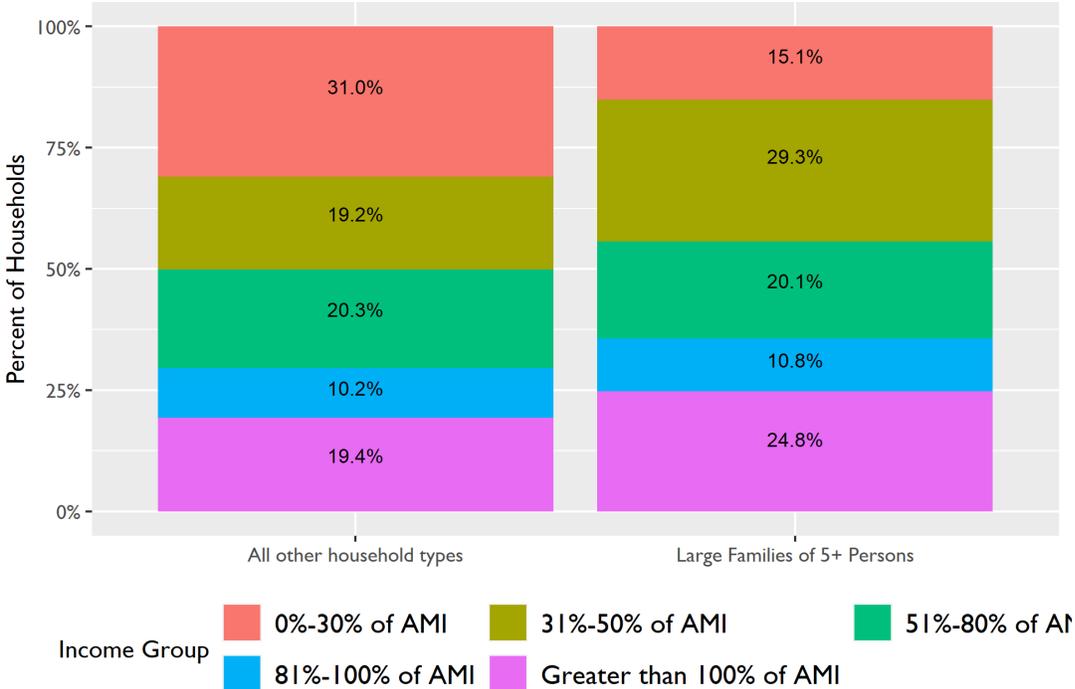
Table B-19: San Pablo Household Size by Tenure

Housing Type	Owner-Occupied		Renter-Occupied	
	Number	Percent	Number	Percent
1 Person Household	598	17.0%	1363	23.9%
2 Person Household	832	23.7%	1028	18.0%
3 Person Household	715	20.4%	963	16.9%
4 Person Household	534	15.2%	1,132	19.8%
5 Or More Person Household	830	23.7%	1,226	21.5%
Total	3,509	100%	5,712	100%

Source: ABAG-MTC Housing Needs Data Workbook (U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019), Table B25009)

Of the large families in San Pablo, approximately 44 percent are considered extremely low- or very low-income households (i.e., households earning less than 50 percent AMI), see Chart B-4. This is slightly less than the proportion of all other household types that are considered extremely low or very low-income in San Pablo (approximately 50.1%) Extremely-Low, and Very Low Income large families are more likely to face financial strain, overcrowding, and substandard housing, housing instability. Due to the lack of resources extremely low- or very low-income large families experience, additional affordable housing opportunities are needed and can be facilitated through targeted rental assistance programs.

Chart B-4: San Pablo Household Size by Household Income Level



Source: ABAG-MTC Housing Needs Data Workbook (U.S. Department of Housing and Urban Development (HUD), Comprehensive Housing Affordability Strategy (CHAS) ACS tabulation, 2013-2017 release)

Table B-20: San Pablo Cost Burden by Household Size

Income Category	Large Family (5+ Persons)		All Other Household Types	
	Number	Percent	Number	Percent
No Cost Burden	1,115	62.2%	3,704	50.0%
Cost Burden	509	28.4%	1,817	24.5%
Severe Cost Burden	170	9.5%	1,888	25.5%
Total	1,794	100%	7,409	100%

Source: ABAG-MTC Housing Needs Data Workbook (U.S. Department of Housing and Urban Development (HUD), Comprehensive Housing Affordability Strategy (CHAS) ACS tabulation, 2013-2017 release)

The affordability housing crisis for large families is also evidenced by the high cost-burden of housing, with nearly 40 percent of large families experiencing some level of cost burden (either regular or severe) However, large families are slightly less likely to experience severe cost burden in San Pablo than other household types. High cost burden particularly exacerbates financial strain for low, very low, and extremely low-income large families, and may lead to overcrowding or substandard housing accommodations. Large

households can often lead to overcrowding, which result from the high cost-burden of housing and lack of adequate housing. To address this need Program 1-J (Housing for Families) promotes the development of housing units with three or more bedrooms by providing regulatory incentives such as reduced lot coverage or building height bonuses, on a case-by-case basis, for rental housing developments. The housing action plan incorporates several additional programs to help address housing needs unique to large families, including Program 4-A (County Programs for Home Renovations and Rehabilitation) which, through county programs, will assist extremely low to moderate income owner occupied and rental property owners to access low-interest loans to bring units up to current building code standards and expand units to alleviate overcrowding. Program 2-B (Rental Assistance) also promotes the availability of targeted rental assistance to support cost burdened and severely cost burdened households, which can help expand housing choices for large families. Female-Headed Households

Female-headed families, including those with children, are identified as a special needs group because they are more likely to be supporting the household with one income, increasing the probability the household is low-income and housing cost-burdened. In San Pablo, there are more than twice as many female-headed households (1,919) as there are male-headed households (931), see Table B-21. Female-headed households represented about 17.7 percent of owner-occupied households and 22.7 percent of renter-occupied households. Since the previous Housing Element Update in 2011, the number of female-headed households in San Pablo has decreased by 29.4 percent. At that time, there were 2,717 female-headed households in San Pablo.

Table B-21: San Pablo Household Type by Tenure

Household Type ¹	Owner-Occupied		Renter-Occupied	
	Number	Percent	Number	Percent
Married-Couple Family Households	1866	53.2%	2093	36.6%
Female-Headed Family Households	620	17.7%	1299	22.7%
Male-Headed Family Households	323	9.2%	608	10.6%
Householders Living Alone	598	17.0%	1363	23.9%
Other Non-Family Household	102	2.9%	349	6.1%

1. For data from the Census Bureau, a “family household” is a household where two or more people are related by birth, marriage, or adoption. “Non-family households” are households of one person living alone, as well as households where none of the people are related to each other.

Source: ABAG-MTC Housing Needs Data Workbook (U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019), Table B25011)

As indicated by Table-B-22, 26.6 percent of female headed households with children are below the poverty level, while only 13 percent of female headed households without children are below the poverty line. This suggests that female-headed households with children are more likely to have experience financial strain and face difficulties finding affordable housing options.

A variety of programs exist in Contra Costa County to support low income single mothers. The Contra Costa Housing Authority offers a Family Self-Sufficiency program for Housing Choice Voucher participants to help low-income, single parents achieve economic independence from governmental assistance. Through public and private agency participation, beneficiaries have access to resources such as housing subsidies, childcare, education, job training, transportation, and a variety of other benefits. The Workforce Development Board of Contra Costa County also offers free career development and job- assistance and training that may be accessed by lower-income women. Additionally, Program 3-A in this Draft Housing Element (Housing for Extremely Low-Income Households and Special Needs Groups) is intended to facilitate production of affordable

housing, including units targeted to extremely low income (ELI) households and persons with special needs including female-headed households.

Table B-22: San Pablo Female-Headed Households by Poverty Status¹

Poverty Level	Households With Children		Households Without Children	
	Number	Percent	Number	Percent
Above Poverty Level	902	73.4%	600	87.0%
Below Poverty Level	327	26.6%	90	13.0%

1. The Census Bureau uses a federally defined poverty threshold that remains constant throughout the country and does not correspond to Area Median Income.

Source: ABAG-MTC Housing Needs Data Workbook (U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019), Table B17012)

PERSONS EXPERIENCING HOMELESSNESS

A common method to assess the number of homeless persons in a jurisdiction is through a Point-in-Time (PIT) Count. The PIT Count is a biennial census of sheltered and unsheltered persons in a Continuum of Care (CoC) completed over a 24-hour period in the last ten days of January. The unsheltered PIT Count is conducted annually in Contra Costa County and is a requirement to receive homeless assistance funding from HUD. The PIT Count does not function as a comprehensive analysis and should be considered in the context of other key data sources when assessing the state of homelessness in a community.

According to HUD, a CoC is a “a community plan to organize and deliver housing and services to meet the specific needs of people who are homeless as they move to stable housing and maximize self-sufficiency. It includes action steps to end homelessness and prevent a return to homelessness.” Each Bay Area county is its own CoC. In Contra Costa County, Contra Costa Health Services oversees the CoC Program. Demographic and outcome data are collected for all people accessing the Contra Costa County Continuum of Care (CoC) in the Homeless Management Information System (HMIS). In 2022, there was a total of 10,600 unique individuals making up 7,725 households accessing prevention, crisis response, and permanent housing services within the CoC. Table B-23 provides an estimate of the homeless population by household type and shelter status in Contra Costa County. According to the 2019 PIT Count, there were 668 sheltered homeless persons and 1,627 unsheltered persons in Contra Costa County.

Table B-23: Homelessness by Household Type and Shelter Status in Contra Costa County

Shelter Status	People in Households Composed Solely of Children Under 18	People in Households with Adults and Children	People in Households without Children Under 18	Total
Sheltered – Emergency Shelter	0	159	359	518
Sheltered – Transitional Housing	0	32	118	150
Unsheltered	0	128	1,499	1,627

Source: ABAG-MTC Housing Needs Data Workbook (U.S. Department of Housing and Urban Development (HUD), Continuum of Care (CoC) Homeless Populations and Subpopulations Reports, 2019)

The PIT Count can be further divided by race or ethnicity, which can illuminate whether homelessness has a disproportionate racial impact within a community. The data from HUD on Hispanic/Latinx ethnicity for individuals experiencing homelessness does not specify racial group identity. Accordingly, individuals

in either ethnic group identity category (Hispanic/Latinx or non-Hispanic/Latinx) could be of any racial background.

The racial/ethnic breakdown of Contra Costa County’s homeless population is shown in Table B-24. Notably, those who identify as Black or African American (Hispanic and non-Hispanic) represent 33.8 of the unhoused population in the county, but only 8.7 percent of the overall population. Additionally, those identify as American Indian or Alaska Native (Hispanic and non-Hispanic) are also represented disproportionately among the unhoused population, as they make up 14.5 percent of homeless Contra Costa County residents but only 0.5 percent of its overall population. Asian/API, White, and those who identify as some other race or multiple races are all underrepresented among the homeless population compared to their share of the overall population. Further, those who identify as Hispanic/Latinx are also underrepresented among the unhoused.

Table B-24: Racial/Ethnic Group Share of General and Homeless Population in Contra Costa County

<i>Racial/Ethnic Group</i>	<i>Share of Homeless Population</i>	<i>Share of Overall Population</i>
American Indian or Alaska Native (Hispanic and Non-Hispanic)	14.5%	0.5%
Asian / API (Hispanic and Non-Hispanic)	3.1%	17.2%
Black or African American (Hispanic and Non-Hispanic)	33.8%	8.7%
White (Hispanic and Non-Hispanic)	45.0%	55.8%
Other Race or Multiple Races (Hispanic and Non-Hispanic)	3.7%	17.7%
Hispanic/Latinx	16.6%	25.4%
Non-Hispanic/Latinx	83.4%	74.6%

Source: ABAG-MTC Housing Needs Data Workbook (U.S. Department of Housing and Urban Development (HUD), Continuum of Care (CoC) Homeless Populations and Subpopulations Reports, 2019)

Per HCD's requirements, jurisdictions also need to supplement county-level data with local estimates of people experiencing homelessness. The 2023 PIT Count identified 48 persons experiencing homelessness in San Pablo on the night of January 24, 2023. This is a decrease of 19 people (28.4 percent) from the 67 unhoused individuals who were counted in the 2020 count. Due to significant data inconsistencies, Contra Costa Health has not certified the accuracy of the 2022 PIT count and data from that report is unavailable for comparison against local estimates of people experiencing homelessness from 2023. The Contra Costa County CoC also collects demographic and outcome data on the city in which people report losing their housing and the city in which they slept in the night before enrolling into programs for people experiencing homelessness, at risk of homelessness, or in permanent housing. In 2022, There were 394 households (with 473 people) from San Pablo served in the CoC, which represents 5 percent of all households served in the CoC in Contra Costa County. Almost half (41 percent) of people from San Pablo were Black/African American/African, followed by White (29 percent), and American Indian/Alaskan Native/Indigenous (17 percent). All other races made up 4 percent or less.

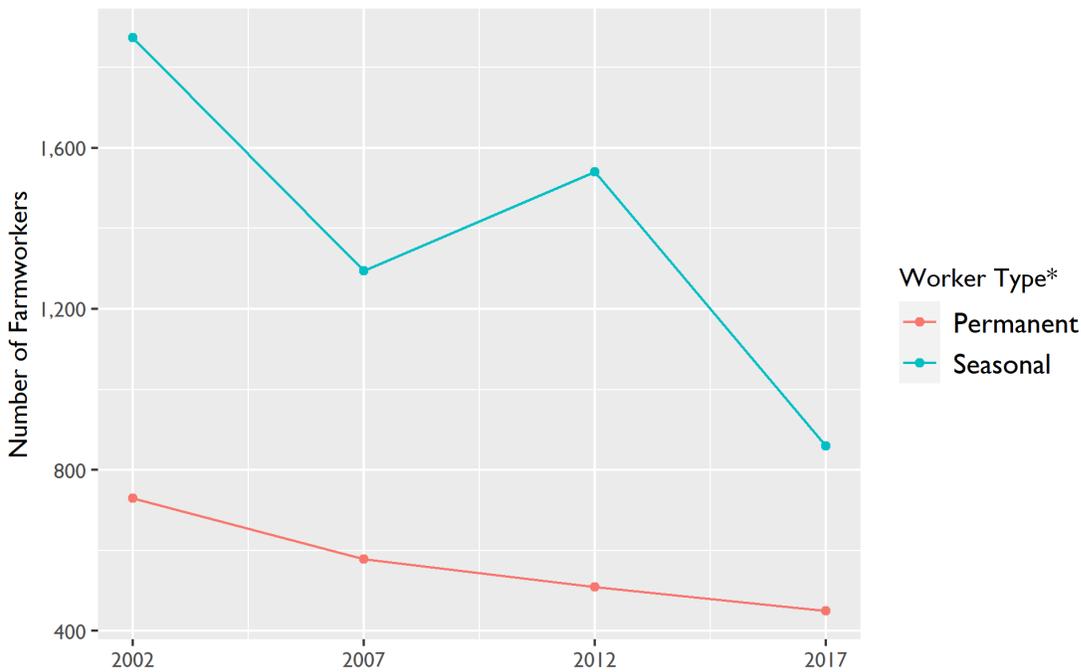
There are currently no homeless or transitional shelters in San Pablo, though Contra Costa County offers various health and social services in San Pablo at the West County Behavioral Health Center. Furthermore, the City is actively looking for opportunities to create new transitional and permanent supportive housing in partnership with the county. In the Housing Action Plan, Program 3-A (Housing for Extremely Low-Income Households and Special Needs Groups) is intended to facilitate production of affordable housing, including units targeted to extremely low income (ELI) households and persons with special needs including persons experiencing homelessness.

FARMWORKERS

Farmworkers are traditionally defined as people whose primary incomes are earned through permanent or seasonal agricultural labor. Farmworkers are generally considered to have special housing needs due to their limited income and the unstable nature of their employment. In addition, farmworker households tend to have high rates of poverty, live disproportionately in housing that is in the poorest condition, have extremely high rates of overcrowding, and have low homeownership rates. Given the high rate of urbanization in San Pablo, along with changes in local agriculture industries, farmworker residents are likely to be permanent, rather than migrant farmworkers. The special housing needs among the permanent farmworker population is of particular concern because low-wages that are characteristic of the farmworker industry create high risk of farmworkers having challenges finding decent and affordable housing.

In the Contra Costa County, there has been a decrease in the number of seasonal and permanent farmworkers. According to the U.S. Department of Agriculture (USDA) Census of Farmworkers, between 2002 and 2017 Contra Costa County experienced a 38.4 percent decrease in the number of seasonal farmworkers (i.e., those that have worked on a farm 150 days or less) and a 54.1 percent decrease in the number of permanent farmworkers. In 2017, there were 1,310 farmworkers in total in Contra Costa County. See Chart B-5 for these trends.

Chart B-5: Farm Labor in Contra Costa County, 2002-2017



*Farm workers are considered seasonal if they work on a farm less than 150 days in a year, while farm workers who work on a farm more than 150 days are considered to be permanent workers for that farm.

Source: ABAG-MTC Housing Needs Data Workbook (U.S. Department of Agriculture, Census of Farmworkers (2002, 2007, 2012, 2017), Table 7: Hired Farm Labor)

According to the Census ACS five-year estimates, there were 139 San Pablo residents employed in the “agriculture, forestry, fishing and hunting” industry in 2019 – about 0.9 percent of the labor force. This is similar to Contra Costa County (0.5 percent) and the Bay Area (0.7 percent) though this data is not specific to farmworkers. Data from the California Department of Education provides one local estimate by also tracking the student population of migrant workers, available in Table B-25. However, no schools in either

San Pablo or Contra Costa County have reported any migrant worker students in the four years documented here by ABAG-MTC.

As the previously discussed ACS estimates and Data from the California Department of Education reflect, the advent of mechanization in harvesting crops, new planting techniques, and changes in the types of crops grown have substantially reduced the overall number of farmworkers and the proportion of migrant farmworkers in the region. Although farmworkers still represent a special housing need in many communities, San Pablo is located in a highly urbanized area of the Bay Area with no working farms within or adjacent to the city limits, which limits the presence of farmworkers in the city and indicates that there is little to no need for farmworker housing.

Table B-25: Migrant Worker Student Population¹

<i>Academic Year</i>	<i>San Pablo</i>	<i>Contra County</i>	<i>Bay Area</i>
2016-2017	0	0	4,630
2017-2018	0	0	4,607
2018-2019	0	0	4,075
2019-2020	0	0	3,976

1. The data used for this table was obtained at the school site level, matched to a file containing school locations, geocoded and assigned to jurisdiction, and finally summarized by geography.

Source: ABAG-MTC Housing Needs Data Workbook (California Department of Education, California Longitudinal Pupil Achievement Data System (CALPADS), Cumulative Enrollment Data, Academic Years 2016-2017, 2017-2018, 2018-2019, 2019-2020)

GENDER AND SEXUAL ORIENTATION

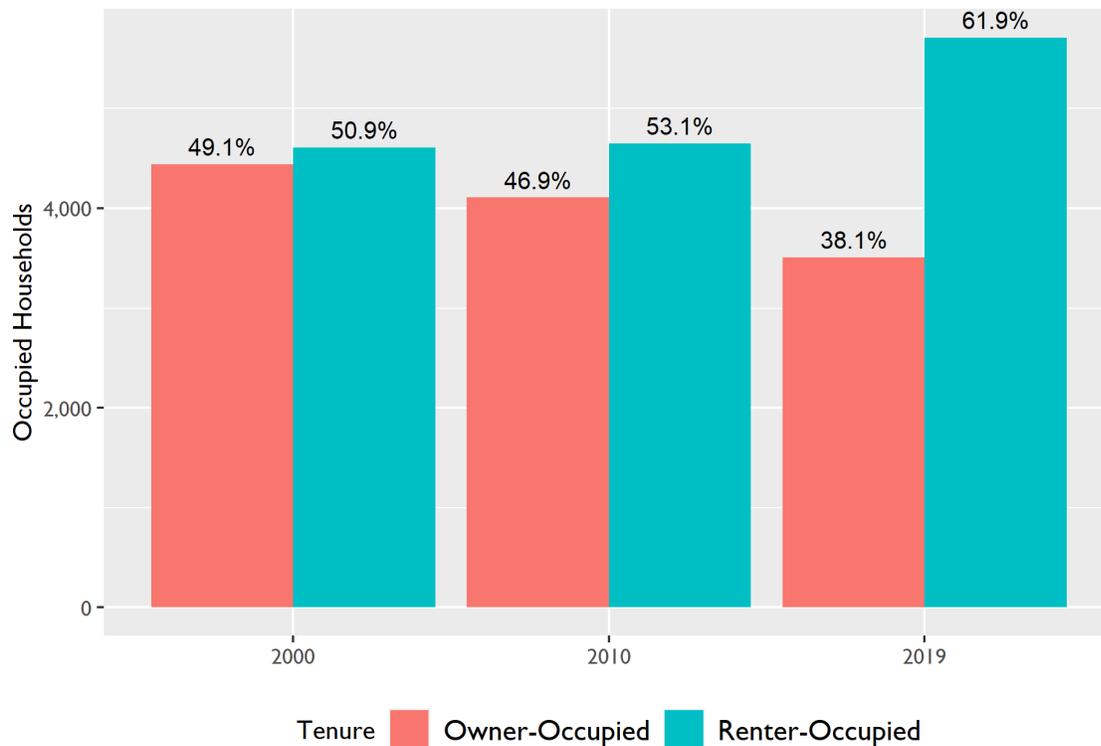
While not a statutorily define special needs group, this Housing Element discusses the needs of lesbian, gay, bisexual, transgender, queer/questioning (LGBTQIA) residents based on data from the 2019 ACS five-year estimates. According to its website, “The American Community Survey includes a question that intends to capture current sex; there are no questions about gender, sexual orientation, or sex at birth. Respondents should respond either ‘male’ or ‘female’ based on how they currently identify their sex.” Unfortunately, the City does not have any data related to its transgender residents. However, according to the National Center for Transgender Equality, “[o]ne in five transgender people in the United States has been discriminated [against] when seeking a home, and more than one in ten have been evicted from their homes, because of their gender identity.” Thankfully, there is some data on LGBT residents available on the state level. Multiple phases of the U.S. Census Bureau’s Household Pulse Survey (HPS) have asked respondents their sexual orientation and gender identity in addition to their sex. The surveys found that approximately 2.6 million LGBT adults live in California, the highest population of any state in the country, putting its LGBT population at about 9.1 percent. Given the absence of data specific to San Pablo’s LGBT population, it is difficult to assess the level of housing need that this group faces. Housing Market Characteristics

HOUSING TENURE

Since 2000, the percentage of renter-occupied households in San Pablo has continued to rise. Although the proportion of renters and owners was nearly equivalent in 2000 (50.9 percent and 49.1 percent, respectively), approximately 61.9 percent of all households were occupied by renters in 2019, see Chart B-6. In addition, households occupied by renters have increase in both proportional and absolute numbers while owner-occupied households have done the opposite; while there were 4,609 renter-occupied households and 4,442 owner-occupied households in 2000, there were 5,712 renter-occupied households

and 3,509 owner-occupied households in 2019. This may be due to the conversion of formerly owner-occupied units to rental units and the lack of development of additional owner-occupied housing.

Chart B-6: San Pablo Household Tenure, 2000 – 2019



Source: ABAG-MTC Housing Needs Data Workbook (U.S. Census Bureau, Census 2000 SFI, Table H04; U.S. Census Bureau, Census 2010 SFI, Table H04; U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019), Table B25003)

San Pablo’s household tenure differs from patterns seen in the county and larger Bay Area, see Table B-26. While both Contra Costa County and the Bay Area see ownership rates exceeded 50 percent of the housing stock, the city does not. Further, Contra Costa County has higher rates of owner-occupied housing (65.9 percent) than does the Bay Area (56.1 percent).

Table B-26: San Pablo and Surrounding Areas Household Tenure, 2019

Region	Owner-Occupied		Renter-Occupied	
	Number	Percent	Number	Percent
San Pablo	3,509	38.1%	5,712	61.9%
Contra Costa County	260,244	65.9%	134,525	34.1%
Bay Area	1,531,955	56.1%	1,199,479	43.9%

Source: ABAG-MTC Housing Needs Data Workbook (U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019), Table B25003)

The age of a resident—as well as the year the resident moved to the unit, race/ethnicity, household income, and housing type—can influence household tenure rates in a jurisdiction. Shown in Chart B-7, the majority of younger residents (54 years and below) are renters in San Pablo. While most residents above 55 years and above are owners, it should be noted that about 62.1 percent of those aged 60 to 64 years are renters.

This may reflect the presence of older adult communities located in San Pablo that provide affordable rental housing, like the El Portal Gardens Apartments. This reflects a need for a variety of housing types for residents of all ages – including group homes and affordable rental as well as ownership units.

Source: ABAG-MTC Housing Needs Data Workbook (U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019), Table B25007)

Ownership rates also change depending on the year the resident has moved into their current residence. Shown in Chart B-8, most residents who have moved to their current residence since 2000 are renters, which an increasing share over time. Residents who have lived in their housing units for a longer period (i.e., since before 2000) are overwhelming owners. While the trend towards increasing shares of renters started in 2000, it likely that the 2008 financial crisis exacerbated the trend considering the leap from 53.4 percent renters among those who moved in between 2000 to 2009 to 77.0 percent renters among those who moved in between 2010 to 2014.

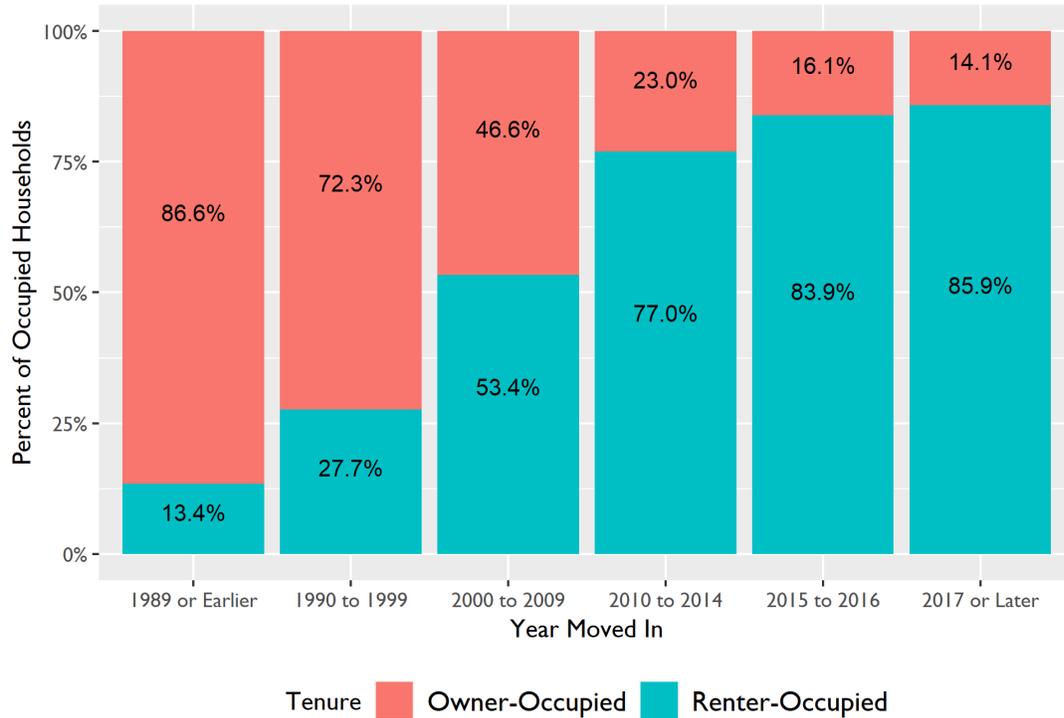
Chart B-7: San Pablo Housing Tenure by Age, 2019



Source: ABAG-MTC Housing Needs Data Workbook (Source: U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019), Table B25038)

Racial and ethnic disparities in tenure exist in San Pablo, shown in Table B-27. Households considered to be non-Hispanic white, Asian/Asian Pacific Islander (API) of any ethnicity, and American Indian or Alaska Native of any ethnicity tend to be owner-occupied, while households considered to be Black or African American of any ethnicity, other race or multiple races of any ethnicity, and Hispanic or Latinx are largely renter-occupied. Black or African American households of any ethnicity have the highest renter-occupied rates at 74.0 percent as of 2019.

Chart B-8: San Pablo Housing Tenure by Year Moved to Current Residence



Source: ABAG-MTC Housing Needs Data Workbook (U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019), Table B25003(A-I))

Table B-27: San Pablo Housing Tenure by Race/Ethnicity, 2019

<i>Racial/Ethnic Group¹</i>	<i>Owner-Occupied</i>		<i>Renter-Occupied</i>	
	<i>Number</i>	<i>Percent</i>	<i>Number</i>	<i>Percent</i>
American Indian or Alaska Native (Hispanic and Non-Hispanic)	43	75.4%	14	24.6%
Asian / API (Hispanic and Non-Hispanic)	909	55.8%	719	44.2%
Black or African American (Hispanic and Non-Hispanic)	412	26.0%	1,171	74.0%
Other Race or Multiple Races (Hispanic and Non-Hispanic)	1,474	32.1%	3,115	67.9%
White (Hispanic and Non-Hispanic)	875	33.9%	1,704	66.1%
Hispanic or Latinx	1,270	37.6%	2,104	62.4%
White, Non-Hispanic	555	51.7%	518	48.3%

1. For this table, the Census Bureau does not disaggregate racial groups by Hispanic/Latinx ethnicity. However, data for the white racial group is also reported for white householders who are not Hispanic/Latinx. Since residents who identify as white and Hispanic/Latinx may have very different experiences within the housing market and the economy from those who identify as white and non-Hispanic/Latinx, data for multiple white sub-groups are reported here.

The racial/ethnic groups reported in this table are not all mutually exclusive. Therefore, the data should not be summed as the sum exceeds the total number of occupied housing units for this jurisdiction. However, all groups labelled “Hispanic and Non-Hispanic” are mutually exclusive, and the sum of the data for these groups is equivalent to the total number of occupied housing units.

Source: ABAG-MTC Housing Needs Data Workbook (U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019), Table B25003(A-I))

As ownership typically requires more upfront capital costs than renting, lower-income households are often renters. In San Pablo, the majority of lower-income households—those making less than 80 percent of AMI—are renters, while the majority of households making above 100 percent of AMI are owners. See Table B-28 for the complete breakdown by income group. This indicates that homeownership is likely out of reach for many lower-income households. Considering the disproportionate racial/ethnic share of renters in San Pablo, especially among Black or African American and Hispanic or Latinx households, this highlights a need to target both economic as well as racial/ethnic disparities to affirmatively further fair housing, which will be further discussed in Chapter 3.

Rates of homeownership are typically higher in detached single-family homes than in multi-family housing, see Table B-29. San Pablo follows this trend in that nearly all the multifamily housing stock and the majority of mobile homes are renter-occupied, whereas the majority of (approximately 66 percent) of households in detached single-family are homeowners. While a significant share, about 43.5 percent, of attached single-family homes are occupied by renters, attached single-family homes only make up 5 percent of the housing stock in the city.

Table B-28: San Pablo Housing Tenure by Income Level, 2019

Income Group ¹	Owner-Occupied		Renter-Occupied	
	Number	Percent	Number	Percent
0%-30% of AMI	524	19.8%	2,118	80.2%
31%-50% of AMI	644	33.4%	1,284	66.6%
51%-80% of AMI	694	37.3%	1,165	62.7%
81%-100% of AMI	410	42.7%	550	57.3%
Greater than 100% of AMI	1,249	66.9%	619	33.1%

1. Income groups are based on HUD calculations for Area Median Income (AMI). HUD calculates the AMI for different metropolitan areas, and the nine county Bay Area includes the following metropolitan areas: Napa Metro Area (Napa County), Oakland-Fremont Metro Area (Alameda and Contra Costa Counties), San Francisco Metro Area (Marin, San Francisco, and San Mateo Counties), San Jose-Sunnyvale-Santa Clara Metro Area (Santa Clara County), Santa Rosa Metro Area (Sonoma County), and Vallejo-Fairfield Metro Area (Solano County). The AMI levels in this table are based on the HUD metro area where this jurisdiction is located.

Source: ABAG-MTC Housing Needs Data Workbook (U.S. Department of Housing and Urban Development (HUD), Comprehensive Housing Affordability Strategy (CHAS) ACS tabulation, 2013-2017 release)

Table B-29: San Pablo Housing Tenure by Housing Type, 2019

Housing Type	Owner-Occupied		Renter-Occupied	
	Number	Percent	Number	Percent
Detached Single-Family Homes	2,688	66.5%	1,354	33.5%
Attached Single-Family Homes	463	56.5%	356	43.5%
Multi-Family Housing	210	5.3%	3,753	94.7%
Mobile Homes	148	37.3%	249	62.7%
Boat, RV, Van, or Other	0	-	0	-

Source: ABAG-MTC Housing Needs Data Workbook (U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019), Table B25032)

HOUSING TYPE

During the 2010 to 2020 period, little housing development of any kind occurred in San Pablo. The number of single-family homes, per DOF estimates provided by ABAG-MTC shown in Table B-30, has marginally increased during this period, although the number of multifamily housing units has increased more significantly. The number of total units has decreased by 0.3 percent over this period driven exclusively by the loss of mobile homes. The number of mobile homes has decreased by 21.4 percent, representing a loss of 104 units.

Table B-30: San Pablo Housing Type Trends, 2010 – 2020

Building Type	2010		2020		Percent Change (2010 – 2020)
	Number	Percent	Number	Percent	
Single-Family Home: Attached	495	5.2%	497	5.2%	0.4%
Single-Family Home: Detached	4,338	45.3%	4,347	45.6%	0.2%
Multifamily Housing: Two to Four Units	1,532	16%	1,552	16.3%	1.3%
Multifamily Housing: Five-plus Units	2,719	28.4%	2,763	29%	1.6%
Mobile Homes	487	5.1%	383	4%	-21.4%
Totals	9,571	100%	9,542	100%	-0.3%

Source: ABAG-MTC Housing Needs Data Workbook (California Department of Finance, E-5 series)

OVERCROWDED HOUSEHOLDS

Overcrowding, as defined by the U.S. Census, occurs where there is more than 1.01 persons per room (excluding bathrooms and kitchens) in an occupied housing unit and severe overcrowding occurs when there is more than 1.5 persons per room. Overcrowding is typically a consequence of an inadequate supply of affordable housing. San Pablo has more than three times the rate of overcrowded units (17 percent) to that of Contra Costa County (5.0 percent) or the Bay Area (6.9 percent), see Table B-31.

Table B-31: Overcrowding¹ Severity by Region

Region	Not Overcrowded		Overcrowded		Severely Overcrowded	
	Number	Percent	Number	Percent	Number	Percent
San Pablo	7,651	83.0%	1,373	14.9%	197	2.1%
Contra Costa County	374,726	94.9%	13,950	3.5%	6,093	1.5%
Bay Area	2,543,056	93.1%	115,696	4.2%	72,682	2.7%

1. The Census Bureau defines an overcrowded unit as one occupied by 1.01 persons or more per room (excluding bathrooms and kitchens), and units with more than 1.5 persons per room are considered severely overcrowded.

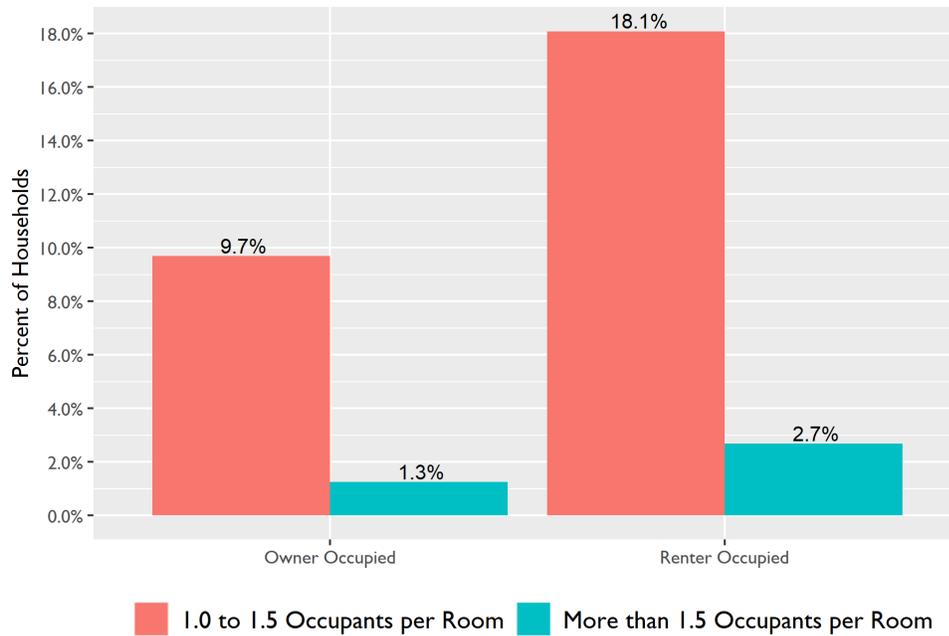
Source: ABAG-MTC Housing Needs Data Workbook (U.S. Department of Housing and Urban Development (HUD), Comprehensive Housing Affordability Strategy (CHAS) ACS tabulation, 2013-2017 release)

Renters more often experience overcrowding with multiple households sharing a unit to make it possible to stay in their communities. This trend is consistent in San Pablo with about 20.8 percent of renter-occupied households experiencing some level of overcrowding while only 11.0 percent of owner-occupied households experiencing over-crowding, see Chart B-9. Rates of severe overcrowding are more than twice as high among renters than they are among owners.

Renters may experience higher rates of overcrowding because they are more likely to be lower income than are homeowners. Lower-income households in San Pablo (those making less than 80 percent of AMI), generally tend to have higher rates of overcrowding. For instance, as shown in Table B-32, among extremely-low-income households (i.e., those making less than 30 percent of AMI) 10.0 percent are considered overcrowded while 4.2 percent are severely overcrowded. In San Pablo, it's notable that households with higher incomes (i.e., those making greater than 100 percent of AMI) also have relatively

high rates of overcrowding, with 7.2 percent overcrowded and 2.6 percent severely overcrowded. This reflects a lack of sufficient housing supply for all income levels.

Chart B-9: Overcrowding by Tenure and Severity in San Pablo



Source: ABAG-MTC Housing Needs Data Workbook (U.S. Department of Housing and Urban Development (HUD), Comprehensive Housing Affordability Strategy (CHAS) ACS tabulation, 2013-2017 release)

Table B-32: Overcrowding¹ by Income Level and Severity in San Pablo

Income Group ²	Overcrowded	Severely Overcrowded
0%-30% of AMI	10.0%	4.2%
31%-50% of AMI	17.5%	4.6%
51%-80% of AMI	7.5%	1.3%
81%-100% of AMI	5.3%	4.2%
Greater than 100% of AMI	7.2%	2.6%

1. The Census Bureau defines an overcrowded unit as one occupied by 1.01 persons or more per room (excluding bathrooms and kitchens), and units with more than 1.5 persons per room are considered severely overcrowded.

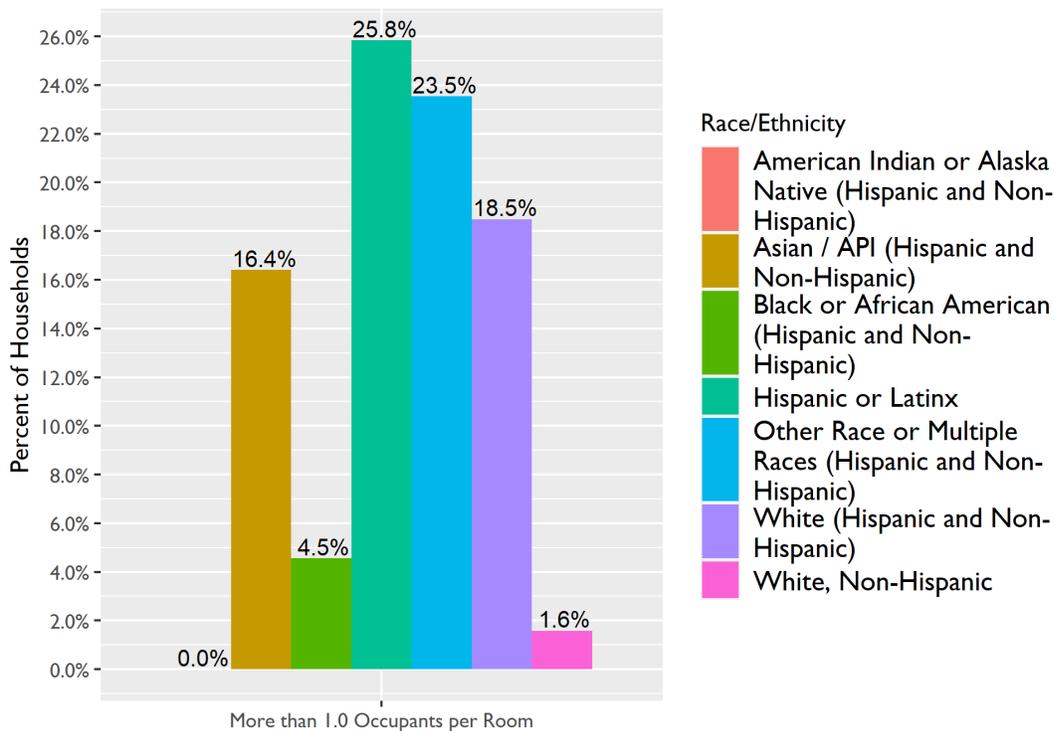
2. Income groups are based on HUD calculations for Area Median Income (AMI). HUD calculates the AMI for different metropolitan areas, and the nine county Bay Area includes the following metropolitan areas: Napa Metro Area (Napa County), Oakland-Fremont Metro Area (Alameda and Contra Costa Counties), San Francisco Metro Area (Marin, San Francisco, and San Mateo Counties), San Jose-Sunnyvale-Santa Clara Metro Area (Santa Clara County), Santa Rosa Metro Area (Sonoma County), and Vallejo-Fairfield Metro Area (Solano County). The AMI levels in this table are based on the HUD metro area where this jurisdiction is located.

Like tenure, rates of overcrowding are unevenly distributed by race/ethnicity. Chart B-10 below demonstrates the breakdown of overcrowding within various racial/ethnic groups in San Pablo. According to the ABAG-MTC data workbook the “Census Bureau does not disaggregate racial groups by Hispanic/Latinx ethnicity. However, data for the white racial group is also reported for white householders who are not Hispanic/Latinx. Since residents who identify as white and Hispanic/Latinx may have very different experiences within the housing market and the economy from those who identify as white and

non-Hispanic/Latinx, data for multiple white sub-groups are reported here.” In addition, “[t]he racial/ethnic groups reported in this table are not all mutually exclusive. Therefore, the data should not be summed as the sum exceeds the total number of occupied housing units for this jurisdiction. However, all groups labelled ‘Hispanic and Non-Hispanic’ are mutually exclusive, and the sum of the data for these groups is equivalent to the total number of occupied housing units.”

Overcrowding is most prevalent among Hispanic or Latinx households and other race or multiple race households of any ethnicity as 25.8 percent and 23.5 percent of each group experiences overcrowding, respectively. Overcrowding rates are low for non-Hispanic white households (1.6 percent) and for American Indian or Alaska Native households of any ethnicity (0.0 percent – although this may be the result of insufficient data).

Chart B-10: Overcrowding by Race/Ethnicity in San Pablo



Source: ABAG-MTC Housing Needs Data Workbook (U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019), Table B25014)

COST BURDEN

Cost burden, or overpayment, is defined as monthly shelter costs in excess of 30 percent of a household’s income. Severe cost burden is defined as paying over 50 percent of household income for shelter costs. Shelter cost is defined as the monthly owner costs (mortgages, deed of trust, contracts to purchase or similar debts on the property and taxes, insurance on the property, and utilities) or the gross rent (contract rent plus the estimated monthly cost of utilities). HUD Comprehensive Housing Affordability Strategy (CHAS) data provides estimates of cost burden by tenure and income category. Estimates use the HUD Area Median Family Income (HAMFI) to determine overpayment. HAMFI is the median family income calculated by HUD for each jurisdiction in order to determine Fair Market Rents (FMRs) and income limits for HUD programs. HAMFI is not necessarily equivalent to other median income calculations due to a series of adjustments made by HUD.

Nearly half of all San Pablo households experience some level of cost burden. Of the 4,353 households experiencing some level of cost burden, 94 percent considered lower-income, indicating that housing affordability is particularly out of reach for lower-income households in San Pablo.

Further, renters are particularly impacted by cost burden since renters are limited to the rental market while owners can build equity with their homes. Renters in San Pablo tend to have higher rates of cost burden than owners – for instance, 57.4 percent of all renters experience some level of cost burden while only 30.3 percent of owners do. Rates are further unevenly distributed between renters and owners by income level, as evident in Table B-33 below.

Table B-33: Cost-Burdened Households in San Pablo by Income and Tenure¹

Income Category	Renters		Owners		Total Households ²	
	Number	Percent	Number	Percent	Number	Percent
Extremely-Low-Income (Under 30% HAMFI³)						
No Cost Burden/Not Computed	330	15.6%	180	34.0%	510	19.3%
Cost Burden	494	23.4%	160	30.2%	654	24.7%
Severe Cost Burden	1,290	61.0%	190	35.8%	1,480	56.0%
Very-Low-Income (30% - 50% HAMFI)						
No Cost Burden/Not Computed	310	24.1%	345	54.0%	655	34.0%
Cost Burden	670	52.1%	134	21.0%	804	41.8%
Severe Cost Burden	305	23.7%	160	25.0%	465	24.2%
Low-Income (50% - 80% HAMFI)						
No Cost Burden/Not Computed	705	60.5%	444	64.0%	1,149	61.8%
Cost Burden	450	38.6%	195	28.1%	645	34.7%
Severe Cost Burden	10	0.9%	55	7.9%	65	3.5%
All Lower-Income (Under 80% HAMFI)						
No Cost Burden/Not Computed	1,345	29.5%	969	52.0%	2,314	36.0%
Cost Burden	1,614	35.4%	489	26.2%	2,103	32.7%
Severe Cost Burden	1,605	35.2%	405	21.7%	2,010	31.3%
Moderate- and Above-Moderate-Income (Over 80% HAMFI)						
No Cost Burden/Not Computed	1,095	94.0%	1,480	89.7%	2,575	91.5%
Cost Burden	70	6.0%	140	8.5%	210	7.5%
Severe Cost Burden	0	0.0%	30	1.8%	30	1.1%
All Income Groups						
No Cost Burden/Not Computed	2,440	42.6%	2,449	69.7%	4,889	52.9%
Cost Burden	1,684	29.4%	629	17.9%	2,313	25.0%
Severe Cost Burden	1,605	28.0%	435	12.4%	2,040	22.1%

1. According to HUD, households spending 30 percent or less of their income on housing expenses have no cost burden, households spending 31 to 50 percent of their income have cost burden, and households spending 51 percent or more of their income have severe cost burden.

2. Discrepancies in sums are due to rounding errors.

3. HUD Area Median Family Income (HAMFI).

Source: U.S. Department of Housing and Urban Development (HUD), Comprehensive Housing Affordability Strategy (CHAS) ACS tabulation, 2013-2017 release

HOUSING VACANCY

Housing vacancy rates provide one metric to assess the balance between the supply and demand of housing in a region. Low vacancy rates occur when demand outpaces the supply of housing, while high vacancy rates indicate an oversupply of housing. Housing costs also tend to be higher with low vacancy rates. Estimates from the 2015-2019 ACS compiled by ABAG-MTC indicate that 572 (6.2 percent) out of the 9,221 housing units in San Pablo were vacant, which is higher than in the county (4.8 percent) but about equivalent to the entire Bay Area, as shown in Table B-34.

Table B-34: San Pablo Vacant Units by Type, 2019

<i>Vacancy Status</i>	<i>San Pablo</i>	<i>Contra Costa County</i>	<i>Bay Area</i>
For Rent	221	4,321	41,117
For Sale	15	2,012	10,057
For Seasonal, Recreational, or Occasional Use	0	2,188	37,301
Other Vacant	303	8,469	61,722
Rented, Not Occupied	33	741	10,647
Sold, Not Occupied	0	1,219	11,816
Total Vacant Housing Units	572 (6.2%)	18,950 (4.8%)	172,660 (6.3%)

Source: ABAG-MTC Housing Needs Data Workbook (American Community Survey 5-Year Data (2015-2019), Table B25004)

PERMITTED HOUSING

As discussed previously, there has been little housing development in San Pablo during the previous housing element cycle. Using data provided in the City's 2020 Annual Progress Report, the number of building permits issued from 2015 to 2020 is available by income group. In total, 74 permits were issued during this period, or about 16.5 percent of the 5th cycle RHNA. Most of this development occurred at the higher income ranges, with 31 units permitted for moderate-income households and 36 units permitted for above-moderate-income household. No very-low-income units were permitted and seven low-income units were permitted. See Table B-35 for the proportion of the RHNA met by income level during this period.

Table B-35: Housing Permitting in San Pablo, 2015 – 2020

<i>Income Group</i>	<i>Number of Permits</i>	<i>Percent of 5th Cycle RHNA</i>
Very Low Income	0	0.0%
Low Income	7	13.2%
Moderate Income	31	41.3%
Above Moderate Income	36	13.6%
Total	74	16.5%

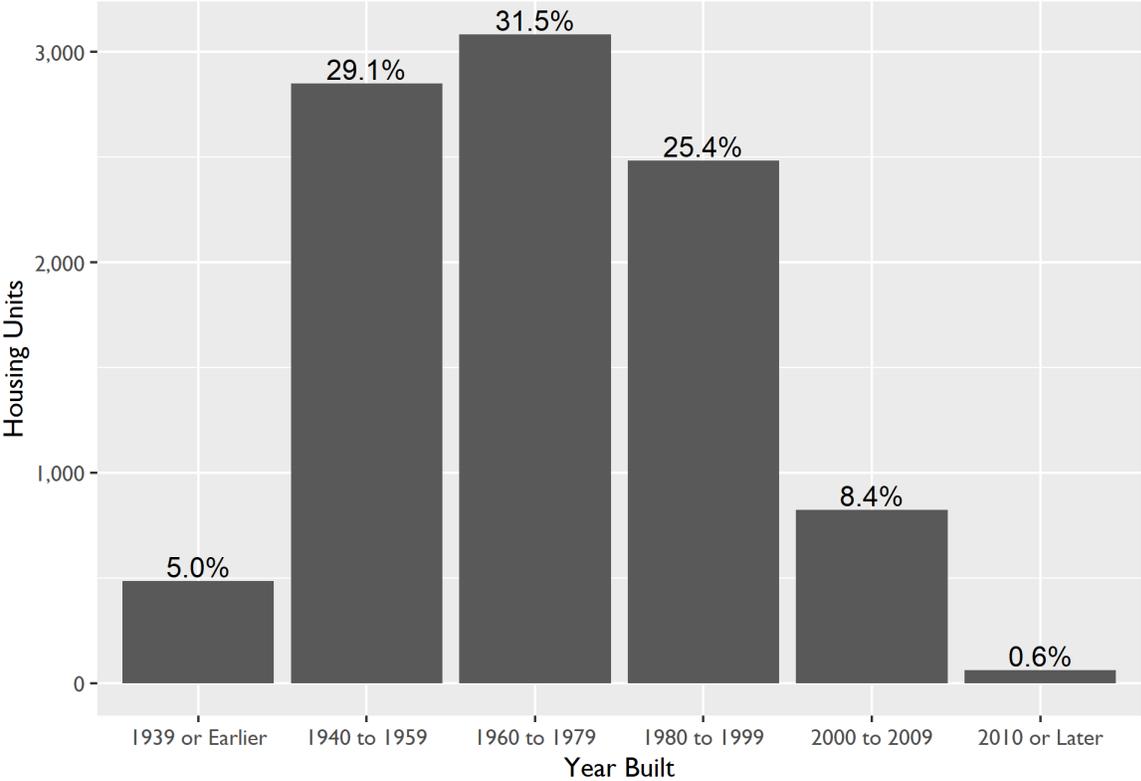
Source: City of San Pablo, Annual Progress Report, 2020

HOUSING CONDITIONS

Both regionally and locally, insufficient housing supply and high housing costs create a higher risk for households to live in substandard conditions. Assessing the condition of the housing stock, including the age of buildings and substandard condition, is critical to address housing quality and safety needs in the city.

More than two-thirds of housing units in San Pablo were built before 1980 – this includes a large portion of units built in the World War II era as temporary worker housing for the neighboring Richmond shipyards. About a quarter of units in San Pablo were built between 1980 and 1999, and about 10 percent between 2000 and 2009. Virtually no new units have been built since the economy’s recovery from the Great Recession. The City of Richmond has had similar development trends, while

Chart B-1 I: Age of San Pablo Housing Stock



Source: ABAG-MTC Housing Needs Data Workbook (U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019), Table B25034)

Contra Costa County has seen more housing development in the last two decades. See Chart B-11 for the age of San Pablo’s housing stock as of 2019.

A high proportion of older buildings, especially those built more than 30 years ago, indicate that there are likely substantial health and safety housing conditions in the city. Housing is considered substandard when physical conditions are determined to be below the minimum standards of living, as defined by Government Code Section 17920.3. A building is considered substandard if any of the following conditions exist:

- Inadequate sanitation
- Structural hazards

- Nuisances
- Faulty weather protection
- Fire, safety or health hazards
- Inadequate building materials
- Inadequate maintenance
- Inadequate exit facilities
- Hazardous wiring, plumbing or mechanical equipment
- Improper occupation for living, sleeping, cooking, or dining purposes
- Inadequate structural resistance to horizontal forces
- Any building not in compliance with Government Code Section 13143.2

Any household living in substandard conditions is considered in need of assistance, even if they are not actively seeking alternative housing arrangements. Estimating the number of substandard units can be difficult, but the lack of certain infrastructure and utilities can often be an indicator of substandard conditions. According to 2019 ACS estimates compiled by ABAG-MTC, as shown in Table B-36, about 2.1 percent of owners lack complete kitchen facilities while 0.4 percent of renters do. Further, approximately 0.9 percent of owners lack complete plumbing facilities while 1.0 percent of renters do. In total, there are 88 occupied housing units with incomplete plumbing facilities and 96 units with incomplete kitchen facilities. As shown on Map B-1, renter-occupied households with most substandard housing issues are concentrated in Tract 3660.02, as well as areas by Contra Costa College. Similarly, on Map B-2, owner-occupied households with highest percent of substandard housing conditions are located west of San Pablo Avenue, north of San Pablo Creek, and south of Broadway Avenue (Census Tract 3660.02) and in the eastern part of the city (Tract 3690.02).

Table B-36: San Pablo Substandard Housing Issues

<i>Building Amenity</i>	<i>Owner</i>	<i>Renter</i>
Incomplete Kitchen Facilities	2.1%	0.4%
Incomplete Plumbing Facilities	0.9%	1.0%

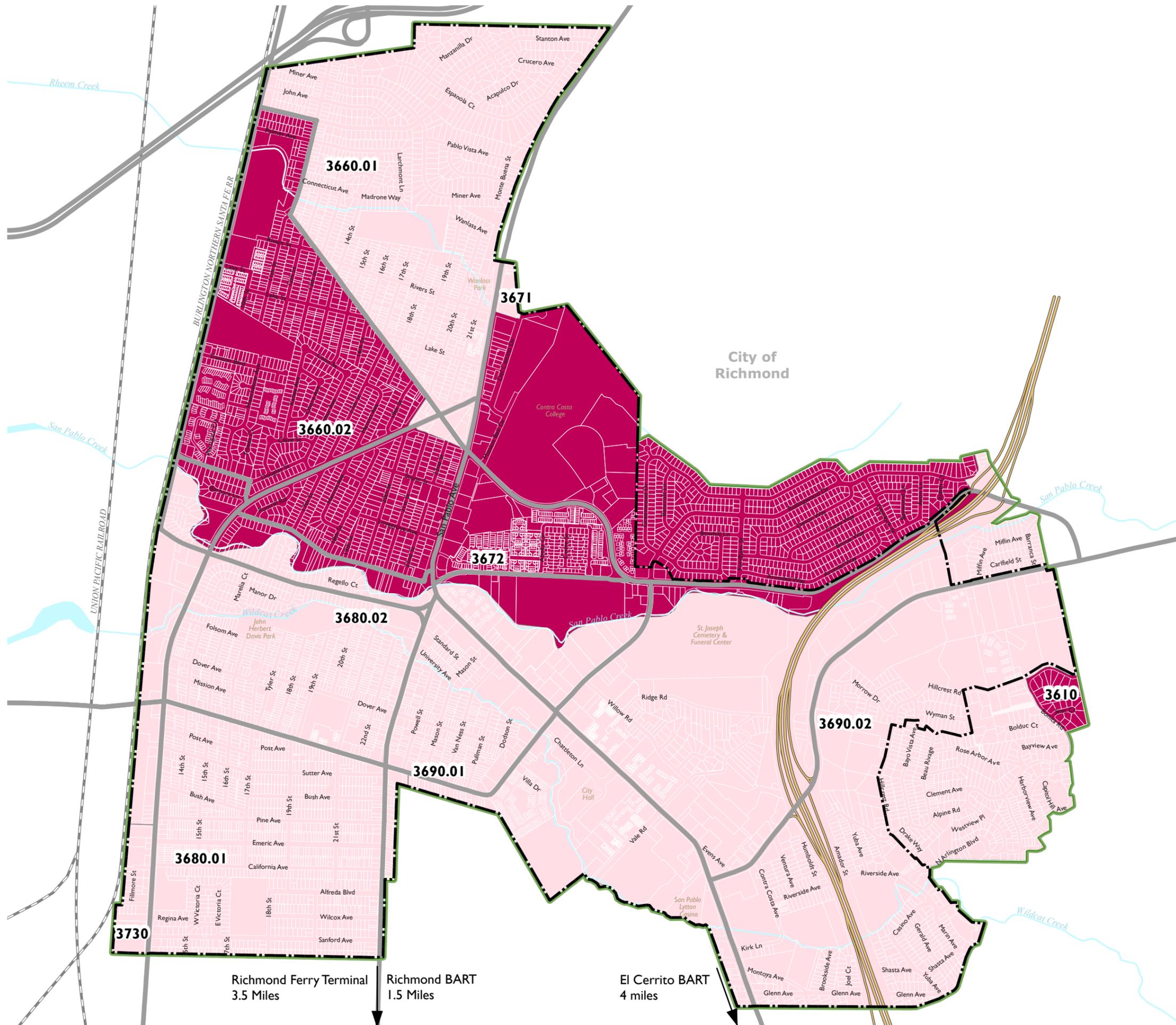
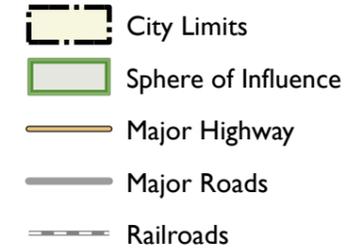
Source: ABAG-MTC Housing Needs Data Workbook (U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019), Table B25053, Table B25043, Table B25049)

The City operates a robust Residential Health and Safety (RH&S) inspection program for properties that are for sale or non-owner occupied, as detailed in Appendix C. Based on RH&S inspection results, approximately five percent of the total units in the city need major repairs.¹ Major repairs identified through the inspection process predominantly involve cases of fire and vehicular damage to structures, considered major repairs because of the electrical, plumbing, mechanical and structural damages. Some cases involving unpermitted construction also involve the substandard housing issues referenced in the census data; however, these are typically not code violations that represent an immediate hazard for the residents.

¹ Email and phone communication with Oscar Davalos, Chief Building Official, City of San Pablo, July 24, 2023.

Figure B - I : Renter Occupied Households - Substandard Housing Conditions

Percent of Owner Occupied Households with incomplete Facilities*

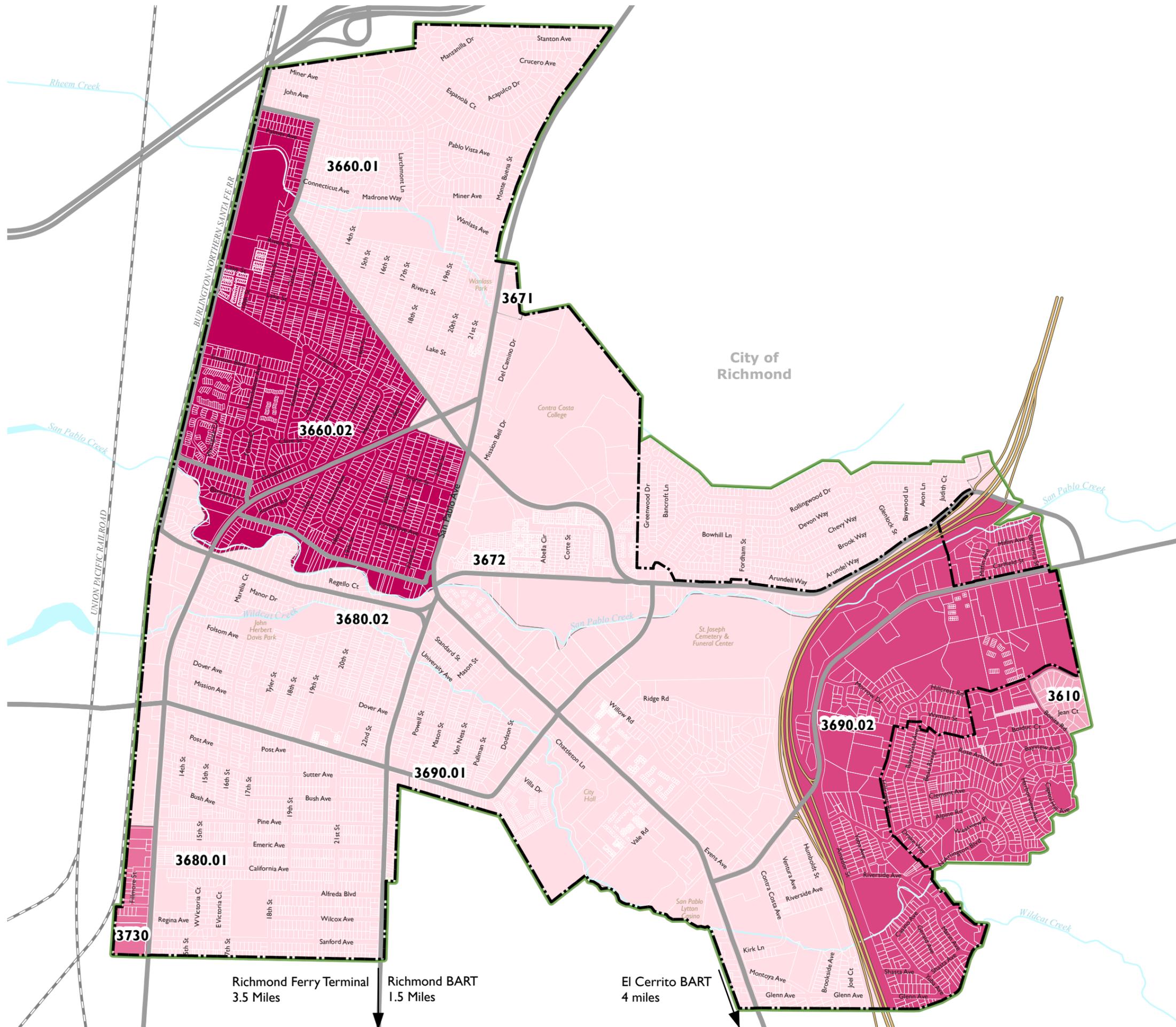
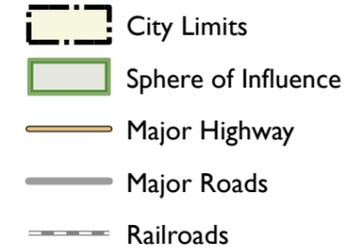


SOURCE: Kittleson, 2021; City of San Pablo, 2021; Contra Costa County GIS, 2021; Dyett & Bhatia, 2021

DYETT & BHATIA
Urban and Regional Planners

Figure B-2 : Owner Occupied Households
- Substandard Housing Conditions

Percent of Owner Occupied Households
with incomplete Facilities*



SOURCE: Kittleson, 2021; City of San Pablo, 2021; Contra Costa County GIS, 2021; Dyett & Bhatia, 2021

DYETT & BHATIA
Urban and Regional Planners

B.6 Housing Costs and Affordability

The high levels of cost burden or overcrowding in San Pablo indicate high housing costs and a lack of affordability within a community. This section summarizes housing costs in San Pablo and assesses the extent to which housing is affordable for residents of the city.

HOUSING AFFORDABILITY BY HOUSEHOLD INCOME

Housing affordability can be estimated by comparing the cost of renting or owning a home in San Pablo with the maximum affordable housing costs to households at different income levels. In evaluating affordability, the maximum affordable price refers to the maximum amount that could be afforded by households in the upper range of their respective income category. Households in the lower end of each category can afford less in comparison. The maximum affordable home and rental prices for residents of San Pablo are shown in Table B-37. This table shows what type of household can afford what size and type of housing. The affordability of the city's housing stock by tenure and income group is discussed below. HCD has estimated the 2021 Contra Costa County AMI to be \$125,600.

Table B-37: San Pablo Housing Affordability by Income Group

Household Size	Affordable Monthly Payment ²			Housing Costs		Maximum Affordable Price	
	AMI Limits ¹	Renter	Owner	Utilities ³	Taxes & Insurance ⁴	Renter	Owner ⁵
Extremely-Low-Income (<30% AMI)							
1 Person (Studio)	\$28,800	\$720	\$720	\$217	\$252	\$503	\$66,232
2 Person (1 Bedroom)	\$32,900	\$823	\$823	\$232	\$288	\$590	\$79,688
3 Person (2 Bedroom)	\$37,000	\$925	\$925	\$280	\$324	\$645	\$84,817
4 Person (3 Bedroom)	\$41,100	\$1,028	\$1,028	\$332	\$360	\$695	\$88,423
5 Person (4 Bedroom)	\$44,400	\$1,110	\$1,110	\$383	\$389	\$727	\$89,270
Very-Low-Income (31%-50% AMI)							
1 Person (Studio)	\$47,950	\$1,199	\$1,199	\$217	\$420	\$982	\$148,224
2 Person (1 Bedroom)	\$54,800	\$1,370	\$1,370	\$232	\$480	\$1,138	\$173,488
3 Person (2 Bedroom)	\$61,650	\$1,541	\$1,541	\$280	\$539	\$1,262	\$190,687
4 Person (3 Bedroom)	\$68,500	\$1,713	\$1,713	\$332	\$599	\$1,380	\$206,101
5 Person (4 Bedroom)	\$74,000	\$1,850	\$1,850	\$383	\$648	\$1,467	\$216,182
Low-Income (51%-80% AMI)							
1 Person (Studio)	\$76,750	\$1,919	\$1,919	\$217	\$672	\$1,702	\$271,706
2 Person (1 Bedroom)	\$87,700	\$2,193	\$2,193	\$232	\$767	\$1,960	\$314,780
3 Person (2 Bedroom)	\$98,650	\$2,466	\$2,466	\$280	\$863	\$2,187	\$349,262
4 Person (3 Bedroom)	\$109,600	\$2,740	\$2,740	\$332	\$959	\$2,408	\$382,221
5 Person (4 Bedroom)	\$118,400	\$2,960	\$2,960	\$383	\$1,036	\$2,577	\$406,682
Moderate-Income (81%-120% AMI)							
1 Person (Studio)	\$105,500	\$2,638	\$3,077	\$217	\$1,077	\$2,421	\$470,474
2 Person (1 Bedroom)	\$120,550	\$3,014	\$3,516	\$232	\$1,231	\$2,781	\$541,571
3 Person (2 Bedroom)	\$135,650	\$3,391	\$3,956	\$280	\$1,385	\$3,112	\$604,725
4 Person (3 Bedroom)	\$150,700	\$3,768	\$4,395	\$332	\$1,538	\$3,435	\$666,235
5 Person (4 Bedroom)	\$162,750	\$4,069	\$4,747	\$383	\$1,661	\$3,686	\$713,244

1. AMI limits based on 2021 HCD State Income Limits for Contra Costa County, other assumptions are derived from Zillow estimates (as of October 4, 2021) and the National Association of Realtors. The 2021 Contra Costa County AMI is \$125,600.

2. Affordable monthly payment for renters and owners is assumed to be one-twelfth of 30% of median income applicable for the number of bedrooms. The exception is moderate-income owners, whose affordable payment is assumed to be one-twelfth of 35% of median income applicable for the number of bedrooms as specified by HCD, pursuant to HSC 50052.5(b)(4).

3. Utilities are estimated according to the 2021 Contra Costa County Housing Authority Utility Allowance Schedule. Estimates are based on the combined average cost of gas and electric heating, cooking and water heating, as well as other electric, water, trash collection, sewer, air conditioning, refrigeration and range/microwave across all unit types [i.e., elevator/high-rise/apartment/walk-up (multi-family), detached house/single family dwelling, mobile/manufactured home, row house/townhouse & semi-detached/duplex]. Costs are assumed equivalent for owners and renters.

4. Taxes and insurance are assumed to be 35% of monthly affordable housing costs for owners.

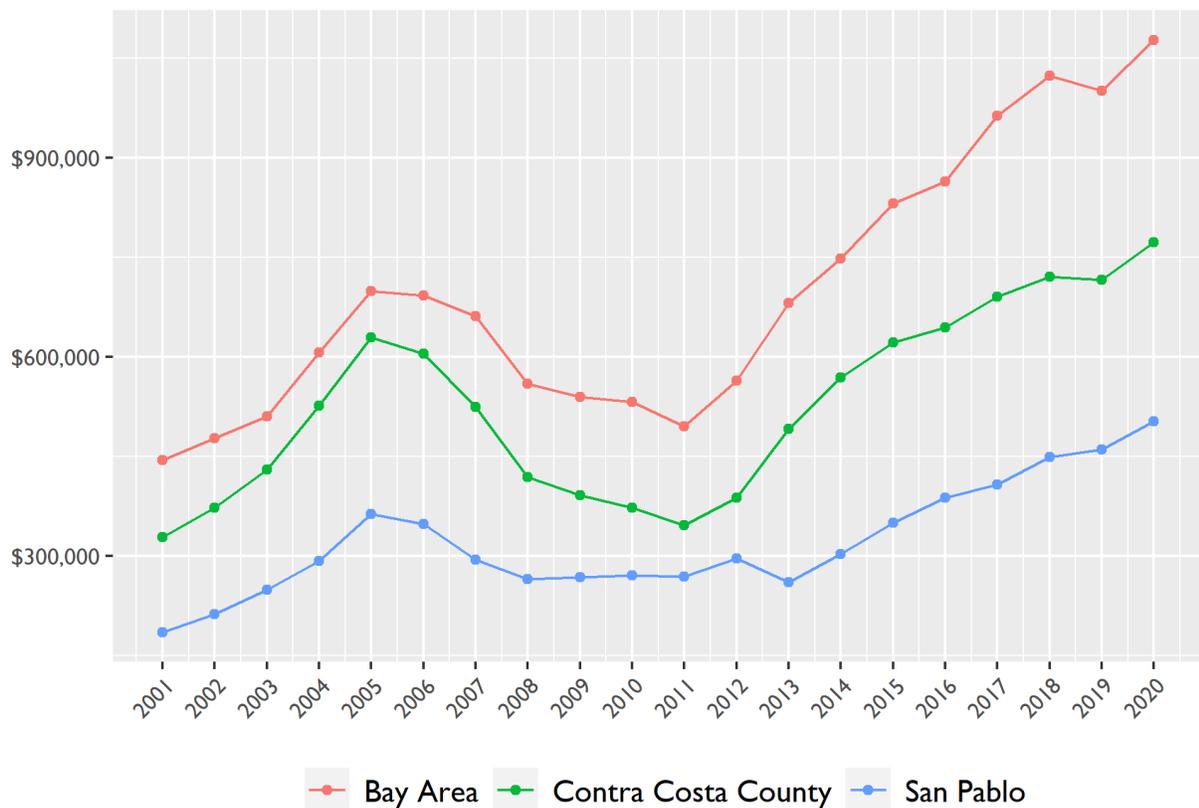
5. Assumed 30-year amortization, 2.82% interest rate, 6.0% down payment and closing costs equal to 2% of the sale price.

Source: HCD State Income Limits, 2021; Contra Costa Housing Authority Utility Allowance Schedule, 2021; Zillow Mortgage Rates, October 2021; National Association of Realtors Research Group, Downpayment Expectations & Hurdles to Homeownership, April 2020; Dyett & Bhatia, 2021

OWNERSHIP COSTS

Like many cities in the Bay Area, housing costs in San Pablo have continued to rise over the last two decades. Home values are tracked using the Zillow Home Value Index (ZHVI) as compiled by ABAG-MTC, which is a smoothed, seasonally adjusted measure of the typical value for homes in the 35th to 65th percentile range. The regional ZHVI estimate is a household-weighted average of county-level ZHVI files, where household counts are yearly estimates from DOF’s E-5 series. As demonstrated in Chart B-12, home values did not decline as steeply in San Pablo as they did in Contra Costa County and the Bay Area following the 2008 financial collapse. In fact, value largely plateaued between 2008 and 2014. Between 2014 and 2020 home values have continually risen in San Pablo and have surpassed the previous high of \$363,366 in 2005 to reach over \$500,000.

Chart B-12: San Pablo and Regional Area Zillow Home Value Index (ZHVI), 2001 – 2020



Source: ABAG-MTC Housing Needs Data Workbook (Zillow, ZHVI December 31, 2001 – December 31, 2020)

In addition to the ZHVI, the ABAG-MTC data worksheet provides estimates of home values for owner-occupied units based on the 2019 ACS. Shown in Chart B-13, this data confirms the disparity in home value across region as indicated by the ZHVI. While the ZHVI estimates the typical household is valued over \$500,000, the ACS indicates that most units (about 87.6 percent) are actually valued below \$500,000. This is a very different distribution than is seen in the county or Bay Area, both of which have more even distributions by unit value. Contra Costa County does skew towards lower unit values while the Bay Area tends to skew towards higher unit values. The ZHVI is better aligned with these regional estimates. Given that housing costs have only risen since the 2019 ACS, the 2020 ZHVI will be used to estimate housing value in San Pablo—although it should be noted that this may slightly overestimate housing cost.

Chart B-13: San Pablo and Regional Area Owner-Occupied Unit Values, 2019

Source: ABAG-MTC Housing Needs Data Workbook (U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019), Table B25075)

The ZHVI tracks a variety of types of owner-occupied housing units, including both single-family homes and condominiums. Table B-38 provides a breakdown of the ZHVI by housing type and size between 2010 and 2020. Not all housing types have available data for the 2010 period. In total, housing value has increased by about 85.5 percent between 2010 and 2020. Three-bedroom units in particular have seen a relatively high increase in value by about 112.6 percent during the period. As of 2020, the highest value housing type in San Pablo is a four-bedroom housing unit at \$577,832.

Given the ZHVI estimates provided in Table B-38 and housing affordability levels from Table B-37 it is apparent that no lower-income household can afford a home at an appropriate size. Some larger households may be able to afford units that have fewer bedrooms, which would lead to overcrowding. For instance, a four-person low-income household would be able to afford a \$382,221 unit, which would be sufficient to purchase only a one-bedroom unit per the ZHVI. Moderate-income households of any size, on the other hand, would be able to afford to purchase a home at the appropriate size.

Table B-38: San Pablo Zillow Home Value Index (ZHVI), 2010 - 2020

Housing Type	December 2010 ZHVI	December 2020 ZHVI	Percent Change (2010 – 2020)
Total	\$272,445	\$505,418	85.5%
Single-Family	\$310,601	\$523,281	68.5%
Condo	-	\$415,756	-
1 Bedroom	-	\$373,791	-
2 Bedroom	-	\$439,152	-
3 Bedroom	\$247,964	\$527,080	112.6%
4 Bedroom	-	\$577,832	-
5+ Bedrooms	\$272,445	\$505,418	85.5%

Source: Zillow Home Value Index, December 31, 2010 and December 31, 2020

This demonstrates an affordability gap for lower-income households in the city, as such households generally would not be able to afford to buy a home without significant subsidy. Increased housing production for a range of housing types would also help to increase affordability, but this analysis shows that housing in a market like that of the Bay Area is only generally affordable to moderate- or higher-income households. Chart B-14 visualizes the affordability gap for the typical household, which is defined as a four-person household living in a three-bedroom housing unit.

RENTER COSTS

In 2019, according to ACS estimates provided by ABAG-MTC, the median contract rent in San Pablo was \$1,324. According to the Census, contract rent is the monthly rent agreed upon regardless of any furnishings, utilities or services that may be included. Data regarding contract rent excludes units for which no cash rent is paid. Table B-39 illustrates that rent in San Pablo is significantly lower than in the county and in the Bay Area. Rents in San Pablo were generally stable between the 2009 and 2015 period, increasing by about 7.3 percent. This differs from the county and Bay Area, which saw median contract rent increases by 15.1 percent and 20.4 percent, respectively. However, between 2015 and 2019 rent costs spiked in San

Pablo—increasing by about 32.5 percent—while the county and Bay Area saw slightly less dramatic increases, 26.2 percent and 28.4 percent respectively.

Table B-39: San Pablo and Regional Area Rents¹, 2009 – 2019

<i>Jurisdiction</i>	<i>2009 Median Contract Rent</i>	<i>2015 Median Contract Rent</i>	<i>2019 Median Contract Rent</i>
San Pablo	\$931	\$999	\$1,324
Contra Costa County	\$1,161	\$1,336	\$1,686
Bay Area	\$1,196	\$1,440	\$1,849

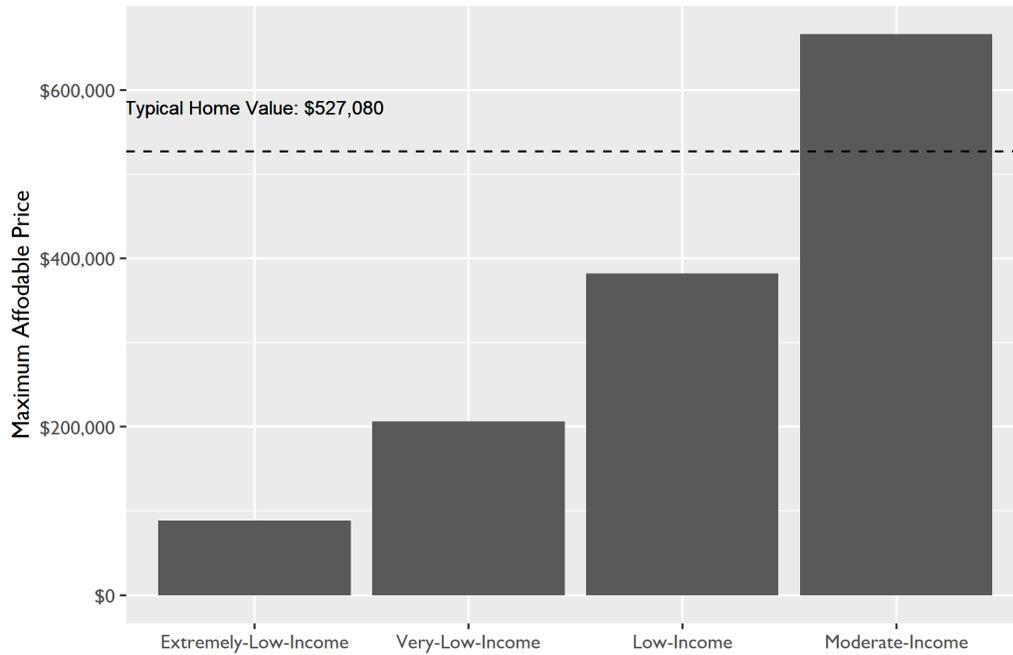
1. County and regional counts are weighted averages of jurisdiction median using rental unit counts from the relevant year.

Source: ABAG-MTC Housing Needs Data Workbook (U.S. Census Bureau, American Community Survey 5-Year Data releases, starting with 2005-2009 through 2015-2019, B25058, B25056 (for unincorporated areas))

Thus, while rents have risen at faster pace in the city than in the surrounding region, San Pablo still remains a relatively affordable option for renters when compared to the county or Bay Area. As demonstrated in Chart B-15, most (65.5 percent) renter-occupied units in San Pablo have contract rents below \$1,500. This differs from the county, where 39.4 percent of units have contract rents below \$1,500, and the Bay Area, where 35.2 percent of units are below that threshold. Further, 13.3 percent of the county rental stock and 24.7 percent of the Bay Area rental stock have contract rents above \$2,500 while only 0.6 percent of San Pablo's rental stock exceeds that amount.

As rents have risen in the city, it is likely that lower-income households have been less able to afford units at a suitable size. U.S. Census microdata compiled by the Integrated Public Use Microdata Series (IPUMS) USA can be used to estimate rental costs by unit size. IPUMS data corresponds to the Public Use Microdata Area (PUMA) for Contra Costa County (Far Southwest)—Richmond (Southwest) & San Pablo Cities. The PUMA does not necessarily have the same boundaries as other Census-derived estimates. Additionally, estimates are weighted by the representativeness of the sampled household given IPUMS-derived weights. Table B-40 provides estimated median monthly gross rents in the PUMA by the number of bedrooms. Unlike contract rent, gross rent includes additional costs for utilities and fuels.

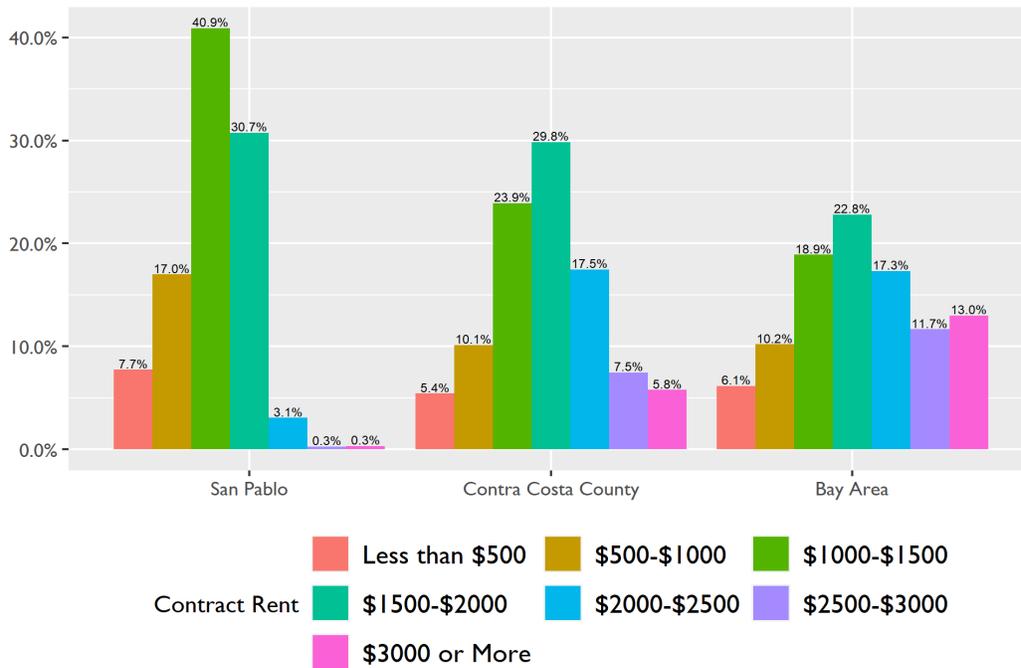
Chart B-14: Ownership Affordability Gap for the Typical Household



Note: The typical household is a four-person, three-bedroom housing unit.

Source: Zillow Home Value Index, December 31, 2020; Dyett & Bhatia, 2021

Chart B-15: Contract Rents for Renter-Occupied Units, 2019



Source: ABAG-MTC Housing Needs Data Workbook (U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019), Table B25056)

Table B-40: San Pablo Monthly Gross Rental Rates, 2019

Number of Bedrooms	Estimated Number of Households ¹	2019 Median Monthly Gross Rent ²
0	540	-
1	1,043	\$900
2	5,565	\$1,146
3	14,771	\$1,361
4	14,245	\$1,790
5	3,192	\$2,200
6	448	\$1,860
7	10	-
8	78	\$520

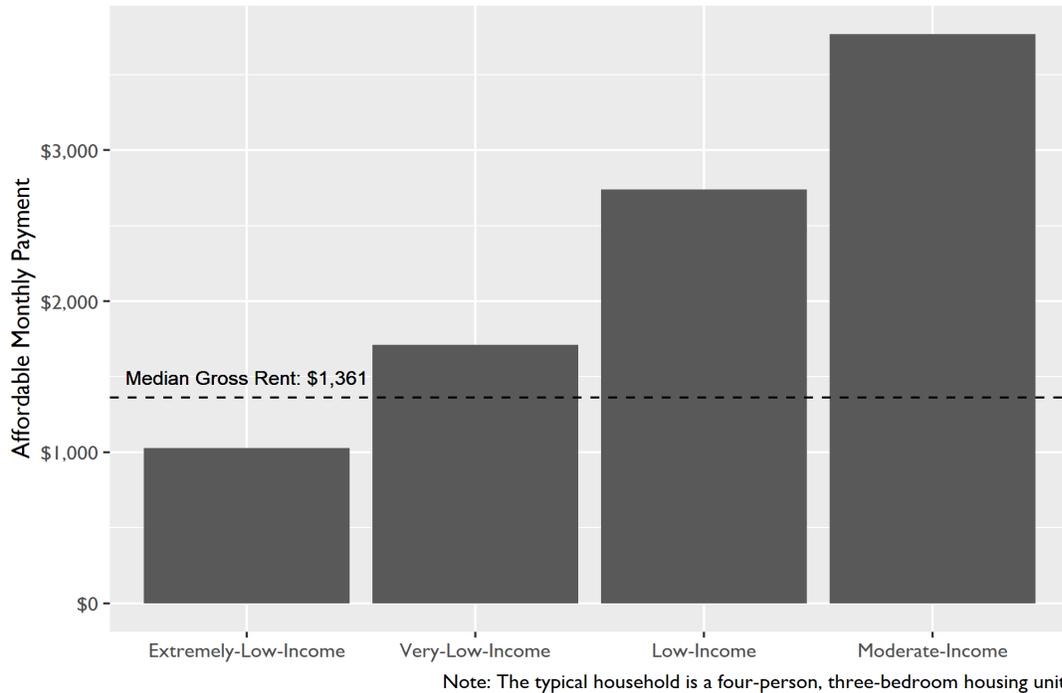
- Household count is based on the Public Use Microdata Area (PUMA). While PUMAs generally follow the boundaries of census-defined “places,” total household counts may differ from other Census-derived estimates.
- Estimates of median gross rent are weighted by an IPUMS-derived household weight. Estimates may be inaccurate due to missing data and outliers.

Source: IPUMS USA, 2015-2019 ACS

According to the gross rental estimates (i.e., including utilities and other costs) from Table B-40 above and monthly affordable payments presented in Table B-37, extremely-low-income households in San Pablo would not be able to afford to rent an appropriately sized unit. However, larger extremely-low-income households could afford to rent a unit with fewer bedrooms – for instance, a four-person household could afford to rent a one-bedroom unit. This mismatch is likely one of the causes behind the city’s relatively high rate of overcrowding. All other income levels, including low- and very-low-income households, would be

able to afford to rent an appropriately sized unit. Chart B-16 demonstrates this affordability gap for the typical extremely-low-income household.

Chart B-16: Rental Affordability Gap for the Typical Household



Source: IPUMS USA, 2015-2019 ACS; Dyett & Bhatia, 2021

B.7 Assisted Housing at Risk of Conversion

State Housing Element law requires that communities identify the status of assisted low-income rental units that are “at risk” of conversion to market rent status within ten years of the statutory mandated update of the Housing Element (from January 2023 to January 2031). The California Housing Partnership (CHP) estimates that there are 568 assisted low-income units in San Pablo. Table B-41 shows that while most units in San Pablo at low risk of conversion, there are 60 units (10.6 percent) at moderate risk and 81 units (14.3 percent) at high risk. The proportion of units facing some level of risk is significantly higher in the city (24.9 percent) than in the county (3.4 percent) or Bay Area (5.4 percent). While California Housing Partnership’s Preservation Database is the state’s most comprehensive source of information on subsidized affordable housing at risk of losing its affordable status and converting to market-rate housing, this database does not include all deed-restricted affordable units in the state.

Table B-41: Assisted Units at Risk of Conversion

Risk Level ¹	San Pablo		Contra Costa County		Bay Area	
	Number	Percent	Number	Percent	Number	Percent
Low	427	75.2%	13,403	96.5%	110,177	94.6%
Moderate		0%	211	1.5%	3,375	2.9%
High	141	24.8%	270	1.9%	1,854	1.6%
Very High	0	0%	0	0%	1,053	0.9%

1. California Housing Partnership uses the following categories for assisted housing developments in its database:
- Low Risk: affordable homes that are at-risk of converting to market rate in 10+ years and/or are owned by a large/stable non-profit, mission-driven developer.
 - Moderate Risk: affordable homes that are at-risk of converting to market rate in the next 5-10 years that do not have a known overlapping subsidy that would extend affordability and are not owned by a large/stable non-profit, mission-driven developer.
 - High Risk: affordable homes that are at-risk of converting to market rate in the next 1-5 years that do not have a known overlapping subsidy that would extend affordability and are not owned by a large/stable non-profit, mission-driven developer.
 - Very-High Risk: affordable homes that are at-risk of converting to market rate within the next year that do not have a known overlapping subsidy that would extend affordability and are not owned by a large/stable non-profit, mission-driven developer.

Source: ABAG-MTC Housing Needs Data Workbook (California Housing Partnership, Preservation Database, 2023)

Per HCD guidance, local jurisdictions must also list the specific affordable housing developments at risk of converting to market rate uses to supplement the aggregate numbers provided in Table B-41. The assisted housing inventory is available in Table B-42 below.

Table B-42: San Pablo Assisted Housing Inventory

Project Name	Project Address	Project Type	Total Affordable Units	Date Constructed	Affordability End Date
Montevista Older Adult Apartments	13728 San Pablo Avenue	Older adults	81	2003	2058
Casa Adobe Older Adult Apartments	1924 Church Lane	Family	53	1991	2063
El Paseo Family Apartments	1150 Brookside Drive	Family	130	2008	2063
Giant Road Family Apartments	907 Lake Street	Family	84	2007	2062
El Portal Gardens	14041 San Pablo Ave	Older adults	81		2024
Rumrill Gardens	1300 Rumrill Boulevard	Family	60		2025
Church Lane and Idaho Apartments	2555 Church Lane	Family	49		2075
Rumrill Place Apartments	1883 Rumrill Boulevard	Family	31		2051
Total			569		

Source: County of Contra Costa

COST ANALYSIS

The typical development cost of affordable housing projects in San Pablo is about \$393,799 per unit. Estimates are derived from the average projected development costs per unit provided in recent California Tax Credit Allocation Committee (TCAC) project tax credit applications, see Table B-43. If the 141 units identified by the CHP as facing some level of risk converted to market rate housing during the 10-year period, the total replacement cost would be about \$55,525,612.

Table B-43: Typical Development Costs of Affordable Housing

Project Name	TCAC Application Year	Per Unit Cost ^I
Church Lane	2017	\$418,536
Montevista Older adult Apartments	2018	\$292,056
Hilltop Commons	2020	\$470,804
Average		\$393,799

I. Derived from stated “true cash per unit cost” or “effective per unit costs”, where applicable, in TCAC project applications.

Source: California Tax Credit Allocation Committee, Project Staff Reports 2017-2020 The cost of preservation for the typical affordable housing project can be estimated by finding the difference between fair market rent and affordable rent. As shown in Table B-37 the affordable monthly rental payment for a very-low-income, four-person household in San Pablo is \$1,713. In fiscal year 2021 the HUD Fair Market Rent (FMR), or gross rent estimate, in the Oakland-Fremont, CA HUD Metro FMR area for a three-bedroom unit was \$3,196. The difference between these two prices is the “affordability gap,” which is about \$1,483 in San Pablo. Given this affordability gap, the total cost of preserving all 141 at-risk units would be approximately \$209,103 per month or \$2,509,236 per year. This translates to a cost of \$25,092,360 over the 10-year period, or \$177,960 per unit. This is likely an overestimation of cost, since the FMR area that San Pablo is part of includes Bay Area jurisdictions with much higher rental costs. Even so, preservation costs are lower than replacement costs.

RESOURCES FOR PRESERVATION

There are two primary resources available for preserving at-risk units: 1) public agencies, nonprofit housing corporations, and tenant groups; and 2) public financing or subsidy programs. HCD maintains a current list of all “qualified entities” across the state, which are nonprofit or for-profit organizations or individuals that agree to maintain the long-term affordability of affordable housing developments. Table B-44 provides the list of all qualified entities for Contra Costa County. The City would work with these organizations to preserve the housing units in danger of conversion. Additional housing resources, including funding sources, that the City utilizes are discussed further in Chapter 3.

B.8 Energy Conservation

Household energy consumption, along with transportation, constitutes a significant proportion of total urban energy use. Efforts to reduce or minimize the overall level of urban energy consumption are essential to mitigate the high costs of energy and the environmental impacts of energy use. Reductions in energy use can be achieved through the coordination of land development and transportation infrastructure. San Pablo is a largely developed and auto-oriented city with primarily single-family residential uses. Commercial and retail corridors are located in the center of the city, surrounded by residential neighborhoods and schools. There are a number of opportunity areas where land could be developed or redeveloped to meet new residential or other needs. To achieve energy conservation goals, the City will continue strict enforcement

Table B-44: Qualified Entities in Contra Costa County of the building standards of the 2019 edition of the California Building Standards Code, Title 24 of the California Code of Regulations and amendments related to energy conservation. Title 24 establishes energy budgets or maximum energy use levels for dwelling units. The standards of Title 24 supersede local regulations and mandate implementation by local jurisdictions.

<i>Qualified Entity</i>	<i>City</i>	<i>Contact</i>
Affordable Housing Associates	Berkeley	(510) 649-8500
Satellite Housing Inc.	Berkeley	(510) 647-0700
Northern California Land Trust, Inc.	Berkeley	(510) 548-7878
Eskaton Properties Inc.	Carmichael	(916) 334-0810
Anka Behavioral Health	Concord	(925) 825-4700
Alameda County Allied Housing Program	Hayward	(510) 670-5404
East Bay Asian Local Development Corporation	Oakland	(510) 287-5353
Pacific Community Services, Inc.	Pittsburg	(925) 439-1056
Rubicon Programs, Inc.	Richmond	(510) 235-1516
East Bay NHS	Richmond	(510) 237-6459
Community Housing Development Corp.	Richmond	(510) 412-9290
Neighborhood Housing Services of the East Bay	Richmond	(510) 237-6459
ROEM Development Corporation	Santa Clara	(408) 984-5600 Ext 17
ACLC, Inc	Stockton	(209) 466-6811
City of Walnut Creek	Walnut Creek	(925) 943-5899
Rural California Housing Corp	West Sacramento	(916) 414-4436

Source: HCD, May 2021

The City prepared and adopted a Climate Action Plan (CAP) in 2012 using 2005 baseline information provided by the Greenhouse Gas (GHG) Inventory. The CAP provides a policy framework to reduce citywide GHG emissions, while also promoting improvements to increase livability, health and safety. According to the CAP, during the 2005 baseline year nearly 174,135 metric tons of carbon dioxide equivalent (MTons CO₂e) were produced in San Pablo. About 28.7 percent of community emissions came from energy usage, while 59.6 percent came from transportation. About 16.0 percent of emissions came from the residential sector. A number of objectives and strategies, which continue to be implemented by the City, target the reduction of residential emissions.

As part of the City's efforts to reduce climate-changing GHG emissions, the City Council voted to join MCE, formerly Marin Clean Energy, in 2014. MCE is a not-for-profit, Community Choice Aggregation (CCA) electricity provider that gives customers affordable "green" electricity choices in partnership with PG&E. All residents, excluding those who opted out, were enrolled in MCE's standard Light Green plan in March of 2015. The Light Green plan is sourced from at least 50 percent renewable resources. Deep Green, which relies on 100 percent clean energy, is also available at a higher cost to residents. The MCE program has been projected to significantly reduce the GHG emissions associated with electricity usage in the city. A variety of other resources for residential energy conservation are available to San Pablo residents, including a free energy efficiency toolkit, rebates through the Energy Upgrade California – Contra Costa County Program, free "Green House Calls," and the free Residential Home Improvement/Weatherization Program.

B.9 Key Findings

- **Findings Regarding Statutorily Defined Special Needs Groups.**
 - **Extremely-Low-Income Residents.** Non-Hispanic Black or African American households, which make up 10.7 percent of the city’s population, are disproportionately more likely to be extremely-low-income or live below the poverty line than other racial/ethnic groups. Overall, San Pablo has a higher poverty rate (16.3 percent) than the county (8.7 percent).
 - **Older adult Residents.** Older adult residents have relatively lower incomes than the overall city population. Older adult renters in particular are particularly vulnerable, as they tend to live on fixed incomes and nearly three-quarters of older adult renters are considered extremely-low-income.
 - **Persons with Disabilities.** In the city there is a similar proportion of persons with a disability to the county and region. Most residents with a developmental disability live in the home of a parent/family/guardian and are over 18 years old.
 - **Large Families.** At 22.3 percent of all households, the city has a much higher proportion of large family households than the county (12.4 percent) and the Bay Area region (10.8 percent). However, these households tend to be less cost-burdened and have relatively higher incomes than other San Pablo households.
 - **Female-Headed Households.** In the city, female-headed households, which make up 20.8 percent of all households in San Pablo, tend to be renter-occupied, and those with children under the age of 18 are more likely to live below the poverty line. The proportion of single parent headed—both female-headed and male-headed—households is higher in the city than in the county or the region.
 - **Persons Experiencing Homelessness.** Recent point in time counts indicate a homeless population of 67 persons in San Pablo and 2,295 persons in the county. Since there are no shelters available in the city, all individuals experiencing homelessness in San Pablo are considered unsheltered. The city contains a higher proportion (100.0 percent) of unsheltered people than does the county (70.1 percent).
 - **Farmworkers. San Pablo has very few farmworker residents.** A similar proportion of the labor force work in the “agriculture, forestry, fishing and hunting” industry in the city (0.9 percent), the county (0.5 percent), and the Bay Area (0.7 percent), although this is not exactly equivalent to “farmworkers.” While there are a number of students considered migrant workers in the Bay Area, there are none in the city or county.
- **Demographics.** While the city has a lower median age than the county, the share of older residents (i.e., those 65 and older) grew from 8.7 percent to 10.1 percent between 2000 and 2019, which represents a lower share than in Contra Costa County as a whole. During this same period, the proportion of Hispanic or Latinx residents also increased from 46.3 percent to 60.1 percent, while the city’s share of non-Hispanic white and non-Hispanic Black or African American residents declined. Nevertheless, San Pablo is racially and ethnically distinct from the county and region. Compared to both the county and the region, the city still has a significantly higher share of Hispanic or Latinx residents. Compared to the county and the region, a higher proportion of city residents work in the construction industry while a lower proportion work in the financial and professional services industry.

- **Income.** San Pablo has a proportionally larger number of extremely low-income households (28.5 percent) compared to Contra Costa County (13.5 percent) and Bay Area overall (14.7 percent). Similarly, San Pablo also has a proportionally larger number of very-low-income households in comparison to Contra Costa County and the Bay Area overall.
- **Cost Burden.** Nearly half of all residents experience some level of cost burden, and lower-income households and renters see higher than average rates.
- **Overcrowding.** Households in the San Pablo experience higher rates of overcrowding (17.0 percent) than do households in the county (5.0 percent) or the region (6.9 percent). Overcrowding disproportionately impacts renters (20.8 percent), lower-income households (14.2 percent of extremely-low-income, 22.1 percent of very-low-income, and 8.8 percent of low-income), Hispanic or Latinx households (25.8 percent), and multiple or other race households (23.5 percent).
- **Housing Quality.** Most residential buildings in the city are at least 30 years old, and a relatively high proportion of owners have incomplete kitchen facilities. The proportion of incomplete kitchen (2.1 percent of owners, 0.4 percent of renters) and plumbing facilities (0.9 percent of owners, 1.0 percent of renters) is one estimate of substandard housing.
- **Housing Tenure.** Unlike the county (34.1 percent) or the region (43.9 percent), San Pablo is mostly comprised of renters (61.9 percent), including renters who occupy single-family homes (about one-third of detached single-family homes are renter-occupied). In the city, Black or African American households (74.0 percent), multiple or other race households (67.9 percent), and Hispanic or Latinx households (62.4 percent) are more likely to be renters, as are lower-income households (71.0 percent). The share of renters as well as the total number of renter-occupied units has increased dramatically in the city between 2000 (4,609 renter-occupied households or 50.9 percent) and 2019 (5,712 renter-occupied households or 61.9 percent).
- **Vacancy.** The vacancy rate is higher than in the county but about the same as the wider Bay Area. While housing costs are comparatively low and need is great, San Pablo has a vacancy rate of 6.2 percent, which is higher than the county as a whole (4.8 percent). Further, about 236 units or 41.3 percent of vacant units in the city are on the market (i.e., for rent or for sale), as compared to 29.6 percent of vacant units in the Bay Area on the market (51,174 units). This suggests that there is pressure on rental and affordable housing stock to convert as property owners seek to profit from a hot market.
- **Production and Need at Various Income Levels.** Most housing was built before 1980, with very few housing units built in the last decade. The total number of units in the city has slightly decreased between 2010 and 2020 (0.3 percent decrease), although there has been some multifamily development. Importantly, there has been a significant loss of mobile home units since 2010 (loss of 104 units, or a 21.4 percent decrease). Further, considering socio-economic conditions in the city, the rate of overcrowding and the rate of housing cost burdened households, there is a demonstrated need for additional housing for both lower-income and above-moderate-income households.
- **Housing Affordability.** Housing costs are relatively lower in the city than in the county and Bay Area, but there remains a significant affordability gap for lower-income households. Given the prevailing rent and home sales prices in the city, lower-income households cannot afford to rent or own a home at the appropriate size, while extremely-low-income households cannot afford to rent in the city. Further, a number of assisted (subsidized) housing units are at risk of conversion to

market rate housing during the next 10 years, including 81 units at high risk as identified by the California Housing Partnership.

Appendix C

Constraints Analysis

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Appendix C – Housing Constraints

State law requires housing elements to identify and evaluate potential and actual governmental and non-governmental constraints that affect a jurisdiction’s ability to maintain and improve existing housing and develop housing to meet its housing needs. Governmental constraints can include land use regulations, fees and exactions, and processing and permitting times, among others. Non-governmental constraints can be infrastructural, environmental, or market-based. This appendix provides an assessment of these constraints to help identify any approaches San Pablo could use to reduce or overcome the constraints and improve its ability to meet the community’s housing needs.

C.I Governmental Constraints

San Pablo regulates the use and development of land through the General Plan, Zoning Ordinance, Subdivision Ordinance, and a variety of building and site development standards. These requirements are intended to protect the health, safety, and general welfare of the community but such regulations, associated procedures, and processing fees can also reduce the City’s ability to meet its housing objectives by increasing the feasibility and cost of developing housing.

LAND USE AND HOUSING POLICIES

San Pablo’s housing stock is comprised largely of single-family homes and medium-density residential development (8 to 16 dwelling units per acre). Low Density residential development occupies almost a third of the acreage within the incorporated area and another 8 percent is Medium Density residential. More than half of the unincorporated acreage within the Planning Area is also occupied by Low Density residential uses.

The San Pablo General Plan 2030, which guides long-range physical development in the city, was adopted on April 18, 2011. Key themes of the General Plan revolve around economic development, creating a pedestrian and bicycle-friendly community, and promoting residential development. The Plan’s guiding policies for residential neighborhoods propose to both “protect and enhance quality of life” and “promote a variety of housing types and prices within neighborhoods to serve the economic needs of all segments of the community.”¹ Additionally, a major emphasis of the General Plan was to introduce the concept of mixed-use development to bring jobs and shopping areas close to where residents live to improve convenience and reduce reliance on auto use.² Providing for the development of residential and mixed-use projects in mixed-use areas made it possible to allow for more residential development without significantly changing the character of existing residential neighborhoods. As

¹ San Pablo General Plan 2030, April 2011, pp. 1-15-1-163-20.

² Ibid, pp. 3-7 and 3-8.

discussed below, the State's elimination of municipal redevelopment in 2012, along with a variety of other economic changes, now require re-examination of the Plan's use classifications and other policies to achieve the desired levels of residential production.

The Land Use & Physical Design Element of the General Plan provides the foundation for San Pablo's land use regulations, which are implemented through the zoning ordinance. The Plan established three residential classifications, four mixed-use, and two commercial land use classifications as shown in Table C-1: San Pablo General Plan Land Use Density and Intensity Standards. Residential uses are permitted in the mixed-use districts subject to restrictions that constrain development to varying degrees but are not permitted under either of the commercial designations. The use restrictions, density and intensity standards provide the framework under which both residential and non-residential development can occur (Table C-1).

- a. **Low Density Residential.** Located at infill sites in Old Town and central San Pablo, the Low Density Residential designation allows for family detached development with a density range of up to 12.0 and an average expected density of 8.0 units per acre.
- b. **Medium Density Residential.** Located at sites along a major road, the Medium Density Residential designation allows for residential development at a density of 13.0 to 24.0 units per acre (with an average expected density of 18.0 units per acre). The designation is primarily intended for attached housing, duplexes, townhomes or apartments.
- c. **High Density Residential.** Located at sites along a major road, the High Density Residential designation allows for residential development at a density of 25.0 to 60.0 units per acre (with an average expected density of 30.0 units per acre). The designation is primarily intended for townhomes or apartments or condominiums with 4 stories and above.
- d. **Mixed Use Center North.** Located around the intersection of San Pablo Avenue and El Portal Drive, this designation allows for residential development at a density of 40.0 to 80.0 units per acre (with an average expected density of 60.0 units per acre). This designation is intended for multifamily apartment buildings.
- e. **Mixed Use Center South.** Located around the intersection of San Pablo Avenue and Church Lane, this designation allows for residential development at a density of 20.0 to 40.0 units per acre (with an average expected density of 32.0 units per acre) for the whole site. This designation is intended mostly for townhomes.
- f. **Commercial Mixed Use.** Located at sites all over the city, this designation allows for residential development at a density of 12.0 to 24.0 units per acre (with an average expected density of 20 units per acre). This designation is intended for townhomes and multifamily apartment buildings.
- g. **Residential Mixed Use.** Located primarily along San Pablo Avenue between Brookside Drive and El Portal Drive, this designation allows for residential development at a density of 10.0 to 18.0 units per acre (with an average expected density of 14 units per acre). This designation is intended for townhomes and multifamily apartment buildings.

The 2015 Housing Element (Program H-3.2.1) called for the City's Zoning Ordinance to be updated in 2015 to reflect the residential densities in the City's General Plan 2030, San Pablo Avenue Specific Plan and the 23rd Street Specific Plan. The amendments to the Zoning Ordinance established several new zoning districts to implement the 2030 Plan's proposed mixed-use designations—Mixed Use Center North, Mixed Use Center South, Commercial Mixed Use, and Residential Mixed Use—all of which accommodate residential development.

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

Land Use Classification	Opportunity Sites Gross Acreage	Floor Area Ratio (FAR; includes all uses—non-residential and residential)		Density (units per gross acre) Range or Maximum
		Minimum	Maximum	
Low Density Residential	4.8	-	-	Up to 12
Medium Density Residential	3.2	-	-	12.1 – 24
High Density Residential	17.3	-	-	24.1 – 60
Mixed Use Center North	2.7	0.30 ²	2.5	Up to 80 ¹
Mixed Use Center South	16.1	0.50 ²	2.5	Up to 60 ¹
Commercial Mixed Use	28.6	0.40 ²	1.5	Up to 50 ^{1,4}
Residential Mixed Use	25.6	- ⁵	1.5	Up to 50 ¹
Neighborhood Commercial	13.3	0.30	1.0	-
Regional Commercial	25.6	0.30	0.75	-
Entertainment District Overlay	10.1		0.5 above base district maximum ³	-
Industrial Mixed Use	23.7	0.30	0.60	-

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

The General Plan estimated that the Planning Area’s population would increase to about 34,950 by 2030, an increase of about 8.5 percent over 2010, driven primarily by regional economic growth and migration. This growth was anticipated to include close to 1,000 new housing units much of it in the Circle S, Mission Plaza, South San Pablo Avenue, Town Center, and West San Pablo Avenue sub-areas, all of which were expected to be completely built out by 2030. Four other sub-areas (Rumrill Boulevard, Giant Road, Church Lane, and San Pablo Dam Road) were assumed to be 70 percent developed by 2030.

Current estimates are less robust and data show that San Pablo’s population grew by only 3.8 percent from 2000 to 2020, which is lower than the Bay Area’s growth rate. This slowdown is due in part to the Covid pandemic but, as discussed below, there are also other factors that dampened the city’s growth. In 2020 the population was estimated to be 31,413. Moreover, the number of housing units actually decreased by .03 percent during the same period due in part to the closing of the Circle S mobile home park.⁴ The Plan classified the Circle S site as Mixed Use Center South and

called for a wide range of uses including residential as well as retail, commercial, office, public/institutional, and hotels. Due in large part to the State’s elimination of municipal redevelopment programs in 2012, the only project that has been completed to date has been the new civic center.

To meet San Pablo’s changing circumstances and needs, the City is embarking on a targeted General Plan update in parallel with the adoption of this Housing Element. The City has received a grant from the State to help support this effort, which will focus on designing a land use pattern and formulating policies that will help to accelerate housing production. Data show that the housing type that experienced the most growth between 2010 and 2020 was multi-family with five or more units.³ The City hopes to continue this trend by developing and implementing strategies that promote higher density infill development as well as “missing middle”⁴ housing options, and ADUs in single-family areas.

Although the General Plan is, for the most part, serving the community well, the City is using this opportunity for a targeted update to also reflect changing conditions in the community and respond to emerging trends and new State law. As part of the update, a new Environmental Justice Element will be prepared, building on the Health Element for the 2030 General Plan that was recognized with a national American Planning Association award, and density, intensity, use mix requirements will be revisited. This will create an opportunity to address a number of the constraints this analysis identifies. The horizon of the General Plan will also be extended to 2040.

Rumrill Boulevard Corridor Plan

Rumrill Boulevard is a major four-lane community corridor that extends north from San Pablo’s southwestern City limit to connect with Broadway and San Pablo Avenue. The southern portion of the corridor between Brookside and Costa is designated as a Priority Development Area (PDA), currently identified as an Employment Focus Area in Plan Bay Area 2040 and projected to see 22 new households and 194 jobs added by 2040. The corridor is a predominantly Latinx area with major existing uses including industrial yards, the Rumrill Sports Park, an older mobile home park, and the Rumrill Garden Apartments, together with a variety of auto-related uses, grocery stores, churches, restaurants, commercial services, and several underused and abandoned properties. A Complete Streets Study for the corridor was completed in 2015, and complete street improvements are slated for construction in 2021-22.

In tandem with the General Plan and Housing Element updates, a Corridor Plan for the segment of Rumrill Boulevard between Brookside and Costa is being drafted with a view to establishing a coherent vision, land use and development strategy, and revitalization plan for the area. A citywide survey conducted in early 2022 found strong community support for higher density housing development along the Rumrill Corridor. With additional community and stakeholder input, the

³ Association of Bay Area Governments, Housing Needs Data Report: San Pablo, April 4, 2021, pp. 6 and 11.

⁴ Missing middle housing refers to a “range of house-scale buildings with multiple units—compatible in scale and form with detached single-family homes—located in a walkable neighborhood.” These housing typologies are typically more affordable than single-family homes, especially for moderate-income households. See more at <https://missingmiddlehousing.com/>.

Corridor Plan is being developed to articulate a clear vision to guide revitalization of the corridor and incorporate strategies to foster transit-oriented development, enhance regional equity, and bring mobility, housing, and economic development opportunities to a diverse community in need. The Corridor Plan will be adopted as an element or component of the General Plan.

Specific Plans

To implement General Plan policies for two other key corridors, the City adopted the San Pablo Avenue Specific Plan (SPSP) and the 23rd Street Specific Plan (23rd Street SP) in 2007 and 2011 respectively. These specific plans provided detailed guidance for future development and to further enhance the appearance and character of an area and replace the zoning provisions of the underlying districts within the Specific Plan areas (San Pablo Zoning Ordinance, Section 17.38.020.B). Section 17.38.040, Priority development area (PDA) overlay district (D2) also establishes alternate development standards for properties in the 23rd Street SP and SPSP plan areas and on Rumrill Road that are within a quarter mile radius of any existing or planned light rail, streetcar, or bus rapid transit station to promote higher density and pedestrian-oriented uses consistent with ABAG's Sustainable Community Strategy. These standards supersede requirements otherwise applicable to mixed-use projects that include residential uses and residential projects with four or more units. The Specific Plans could be amended to incorporate or cross-reference these standards, which allow densities up to 60 units per acre, maximum FAR of 2.5 and a maximum height of 60 feet.

23rd Street Specific Plan

The 23rd Street SP, adopted by the City in October 2007, provides a long-term strategy to revitalize and increase the development potential of the 23rd Street Corridor, a 22-acre half-mile stretch of 23rd Street between San Pablo Avenue and Pine Avenue. The Plan was intended to implement the 1996 General Plan by focusing on the creation of an identifiable neighborhood-serving commercial district. Goal LU-2 aims to promote a "land use mix that contributes to an increase in housing opportunities and jobs and fosters a more viable economy," while Goal ED-2 seeks to provide "new jobs and housing opportunities in the Plan Area."

The Plan establishes specific standards for development within the Plan area including a requirement for vertical mixed-use development along 23rd Street. Multi-family units are only allowed on the second floor or behind a permitted retail use on the ground floor. Live-Work living spaces are allowed with approval of a use permit. Residential development must have a minimum density of 30 units per acre unless the Planning Commission approves development as low as 15 units per acre or higher than 30 is needed due to unique site constraints or to avoid detriment to adjacent residential or commercial uses. The Plan also requires that residential development provide publicly accessible as well as private open space.

Almost the entire plan area has been zoned Commercial Mixed-Use (CMU) designation, which allows neighborhood-serving retail with residential use primarily on upper levels. Office use and stand-alone residential uses are also allowed. The maximum FAR is 2.5 for parcels that front on 23rd Street, the allowable development intensity is 55 dwelling units per acre (du/ac), and the building height limit is 50 feet for parcels that front on 23rd Street. Properties designated SP1 and SP2 are also subject to additional development and design standards included in the Specific Plan.

The 23rd Street SP estimated that 282 dwelling units would result from new development and the General Plan anticipated that 50 percent of the potential development would occur by 2030. Current data show that only 2 new units have been developed in the plan area since 2007, a single family home and an ADU.

Staff has found the 23rd Street SP difficult to implement and often confusing. The requirement for ground floor commercial uses appears to be an impediment to development especially on mid-block properties. Although the City has been able to permit completely residential buildings as a conditional use according to Staff, neither the Plan nor the existing Code appear to allow such deviations. Moreover, the minimum standards for both residential and commercial development are overly strict for both residential and commercial development. In addition to the minimum density and restrictions for housing (e.g. only above the ground floor or behind ground floor retail) are often infeasible. The Plan's parking requirements are also an impediment, requiring covered parking and not reducing parking standards reductions (including for mixed-uses), although the area is significantly denser than the rest of the city. Live-work units also require a CUP, which discourages a type of development that would likely be appropriate for this planning area.

Under the State Density bonus law, the City could approve exclusively residential buildings as a waiver of requirements for eligible projects and could also modify other standards based on a determination that they make affordable housing infeasible. In order to encourage development to revitalize the area as well as build needed housing, the Housing Action Plan could propose to amend the Zoning Ordinance to specifically allow the Director or Planning Commission to approve this deviation as well as allow modification of other standards that may be constraining residential development.

San Pablo Avenue Specific Plan

The San Pablo Avenue Specific Plan (SPSP) was adopted by the City in September 2011 in response to the corridor's designation as a Priority Development Area (PDA) by the Metropolitan Transportation Commission and the Association of Bay Area Governments. In 2007. The broad objective of the Plan is to foster revitalization of San Pablo Avenue into a pedestrian- and transit-oriented boulevard integrating new development with key activity centers like Contra Costa College, City Hall, Doctors Medical Center, and the San Pablo Lytton Casino. The Specific Plan was written to implement General Plan proposals to:

- Initiate planning, rezoning, and marketing of the City Hall site if the City Hall moves to an alternative location,
- Use the San Pablo Avenue Specific Plan to guide future development in the Circle-S site focus area; and
- Use design guidelines established by the San Pablo Avenue Specific Plan for development review in the San Pablo Avenue corridor.

The SPSP outlines a vision for an economically viable and healthy corridor with a neighborhood and community scale and focus, and a safe and pedestrian-friendly street environment provides a vision and policies for San Pablo Avenue to become a vibrant, accessible, and sustainable mixed-use corridor. The SP Planning Area encompasses 261 acres occupying about 15 percent of San Pablo's total area extending 2.25 miles along San Pablo Avenue from the unincorporated area north

of the City through the tribal lands occupied by the San Pablo Lytton Casino to Road 20 along the City's southern boundary.

A key component of the plan is its Affordable Housing Strategy⁵, which sets forth a suite of affordable housing goals and policies. The Strategy was designed to meet the requirements of the MTC/ABAG Station Area Planning Manual to create opportunities for affordable and accessible Housing including:

- Affordable housing goals to be achieved through inclusionary requirements or other policies and financing mechanisms;
- Analysis of inclusionary housing requirements;
- Providing a range of housing options;
- Minimizing displacement of existing residents;
- Accessibility/visitability policies that go beyond the scope of ADA and State requirement to ensure that some development is fully accessible for residents and visitors with disabilities.

A Market Study completed for the Specific Plan in 2010, concluded that:

- Prospective buyers and renters in the Study Area will include many first-time homebuyers; young and multigenerational families; students and others affiliated with Contra Costa College, the Doctors Medical Center, and the San Pablo Lytton Casino; and the elderly.
- In the short-term demand in the Study Area was projected to be 390 units, or 65 units per year of market-rate housing from income-qualified households, which would be an absorption level of three to four units per month across the entire Study with 60 percent of demand for ownership housing and 40 percent for rental housing.
- Based on residential demand projections and ABAG population projections, the Study area would have a demand for 900 to 1,300 new market-rate units by 2030;
- Based on San Pablo residents' income levels, there is a notable demand for affordable housing, some of which could be met by the turnover of about 430 existing subsidized units with a need for about 18 to 25 affordable units annually through 2015; and
- Supportable product types include a combination of ownership townhomes, rental apartment units and multi-family housing appropriate for students.

The SPSP estimated that a total of 739 residential units could be built in the planning area by 2030 including a range of housing types with fewer than 200 units in residential only projects. Only 48 units (6.5 percent) were expected to be affordable to low-income households. While several large projects have been entitled in the Specific Plan Area since adoption in 2011, as yet no developments have been constructed.

The SPSP Land Use Diagram includes the following land uses classifications, organized into four categories: Residential, Mixed Use, Commercial, and Public. The development standards of

⁵ City of San Pablo, San Pablo Avenue Specific Plan, 2011, Chapter 7.

designations that permit residential uses are summarized below, and Table C-3 provides permitted uses by land use designation. Generally, the SPSP provides a predictable path towards development and contains helpful development standards and incentives.

- **Residential – Low Density Residential.** This designation is intended for single-family detached residential development of up to 12 units per gross acre, accommodating existing development in the northern-most end of the Planning Area, adjacent to Wanlass Park. New development within this classification is not expected. The minimum lot size is 5,000 square feet (6,000 square feet for a corner lot).
- **Residential – Medium Density Residential.** This designation is intended for a mix of housing types, with density ranging from 12.1 to 24 units per gross acre. Housing types may include single-family attached or multifamily dwellings. Medium Density Residential development will remain primarily along the central portion of the corridor. This designation is also applied to serve as a transition to higher intensity or commercial development (for example, south of Wanlass Park).
- **Residential – High Density Residential.** This designation is intended for multifamily buildings and townhomes between 24.1 and 60 units per gross acre. The higher densities of this designation may provide more affordable rental and ownership housing opportunities, while its location near active commercial centers may provide more lifestyle options. Developments in this classification would typically stand two to four stories high. Common open space and shared amenities are required within High Density Residential developments.
- **Mixed Use – Mixed Use Center North.** The Mixed Use Center North designation aims to establish an active destination that caters to a student population and allows high-intensity mixed-use development at or near the 1.6-acre Mission Plaza site, adjacent to Contra Costa College. Stores, restaurants/cafés or other active uses are required on the ground floor to promote an active pedestrian environment. (See Chapter 4: Urban Design and Building Development Standards for a detailed description of the desired active pedestrian environment.) Typical heights are expected to be four stories, with portions of buildings reaching 60 feet. The maximum FAR (for residential and non-residential uses combined) is 2.5; no separate residential maximum density is specified, to enable maximum use of FAR by smaller housing units geared to students. The minimum required commercial FAR is 0.3.
- **Mixed Use – Mixed Use Center South.** The Mixed-Use Center South designation is limited to the former Circle-S site. Like Mixed Use Center North, this designation describes a new high-intensity mixed-use destination in an area with high growth potential. The Mixed-Use Center South designation aims to establish a major new activity center and new citywide and regional destination for the City of San Pablo. Uses may include commercial, office (including medical offices), residential, institutional, and hotel. Typical heights are expected to reach three to five stories, with a maximum height of 60 feet. The maximum FAR is 2.5 and the maximum residential density allowed is 60 units per gross acre (included within the FAR limit). As noted above, the State’s elimination of redevelopment agencies in 2012 has required significant

revision to plans for the Circle S site and except for the new City Hall, which was completed in 2020, no other new development has been completed. The City has approved plans for three projects including a new Police Headquarters and Training Facility, a mixed-use development with 91 units and 9,175 square feet of commercial space, and a 20-lot townhouse development on a site previously approved for high-density mixed-use development.

- **Mixed Use – Commercial Mixed Use.** This is a mixed-use designation that includes office, retail, commercial, residential, and public uses. Active uses are required for frontage along San Pablo Avenue, and residential uses are allowed only when the commercial FAR is 0.5 or greater. This designation applies primarily to the gateway area at the southern end of the corridor, and near the intersection with Church Lane in the central portion of the corridor. Typical height is expected to be two to three stories, with a maximum allowable height of 40 feet. The maximum FAR is 1.5 and the maximum density is 50 units per gross acre.
- **Mixed Use – Residential Mixed Use.** The Residential Mixed-Use designation applies primarily to the northern segment of the San Pablo Avenue corridor, north of Road 20. Located near Contra Costa College and recent commercial development, this area is characterized by small parcels and high pedestrian traffic. This designation is intended for a variety of residential and non-residential uses on infill sites and promotes pedestrian activity in a mixed-use environment. 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, with a maximum allowable height of 40 feet. The maximum FAR is 1.5 and the maximum residential density (included within the overall FAR limits) is 50 units per gross acre.

The San Pablo Specific Plan does not identify Accessory Dwelling Units (ADUs) or Single-Room Occupancy (SRO) Hotels among the permitted uses and should be amended to do so. Since the Plan's adoption, the State law was amended to allow ADUs with multi-family residential development subject to certain requirements. SRO Hotels should be allowed in districts where hotels, motels, multi-family development, community care facilities, and other use types and other facilities with similar performance characteristics subject to conditions to ensure they are a good fit with nearby development.

Table C-2: San Pablo Specific Plan Permitted Residential Uses

Permitted Uses ¹	Residential (Medium and High Density)	Residential Mixed Use	Mixed Use Center (North and South)	Commercial Mixed Use	Commercial (Neighborhood and Regional)
Residential Use Classes					
Dwellings	See sub-classifications below				
Single-Family Attached	R	R ²	-	-	-
Two-Family (Duplexes)	U	-	-	-	-
Multiple Family	R	R ²	R ²	R ^{2,3}	-
Residential Care Facilities	R	U	-	-	-
Non-Residential Use Classes					
Community Care Facilities	U	U	U	U	U
Live-Work Units	A	R	R	R	U

1. R designates classes of uses permitted by right; A designates classes of uses that require an administrative review; U designates classes of uses permitted with a use permit; and – designates classes of uses that are prohibited.
2. Residential use types not permitted on the ground floor along San Pablo Avenue except in the Mixed Use Center South District where residential use types are permitted on the ground floor with a use permit.
3. Allowed if minimum FAR of 0.5 is met.

Source: City of San Pablo, San Pablo Avenue Specific Plan (2011)

Zoning Ordinance

Land uses within San Pablo are regulated by the City’s Zoning Ordinance, Title 17 of the San Pablo Municipal Code. The current Zoning Ordinance was adopted on May 18, 2015, and has since been amended several times for compliance with State law. The stated purpose of the Zoning Ordinance is to promote growth of the city in an orderly manner and to promote and protect the public health, safety, peace, comfort, and general welfare in conformance with the general plan. However, some restrictions and procedures may hinder the San Pablo’s ability to meet its housing objectives by unreasonably increasing the cost of development and the time required to produce new units.

As noted in Table C-4 below, the Ordinance establishes 11 base districts and five overlay districts and designates two areas regulated by the 23rd Street and San Pablo Avenue Specific Plans. The four base districts are strictly residential with varying levels of permitted density. The residential use types permitted in the residential base districts as well as other mixed-use and non-residential districts are outlined in Table C-5. Residential uses are permitted by right in the appropriate residential zones, as well as in the RMU and CMU districts. Multifamily development is also permitted by right in the CR district. The NC and IMU districts are more limiting in terms of residential uses permitted – both districts require a use permit for multifamily development. Specific development standards in each district, some of which do constrain residential development, are discussed in greater detail below.

Table C-3: San Pablo Base Districts, Overlay Districts, and Specific Plans

<i>General Plan Land Use</i>	<i>ID</i>	<i>District Name</i>
Base Districts		
Low Density Residential	R-1	Single-Family Residential District
Low Density Residential	R-2	Two-Family Residential District
Medium Density Residential	R-3	Multifamily Residential District
High Density Residential	R-4	High-Density Multifamily Residential District
Residential Mixed-Use	RMU	Residential Mixed-Use District
Neighborhood Commercial	NC	Neighborhood Commercial District
Regional Commercial	CR	Regional Commercial District
Commercial Mixed-Use	CMU	Commercial Mixed-Use District
Industrial Mixed-Use	IMU	Industrial Mixed-Use District
Public/Institutional	I	Institutional District
Parks/Recreation	OS	Open Space District
Overlay Districts		
-	D1	Hillside Area Overlay District
-	D2	Priority Development Area Overlay District
-	D3	Air Quality Health Risk District
-	MF	Multifamily Overlay District
-	CP	Creekside Protection Overlay District
Specific Plans		
-	SP1	23rd Street Specific Plan
-	SP2	San Pablo Avenue Specific Plan

Source: City of San Pablo, Zoning Ordinance, Section 17.26.030 Establishment of zoning districts

Table C-4 below identifies the extent of land in San Pablo where residential development is permitted by residential use type.

Table C-4: Residential Acreage by Zoning Citywide			
<i>Residential Type</i>	<i>Zoning Districts²</i>	<i>Acreage</i>	<i>Percent of Citywide Area</i>
Single-Family	R-1 through R-4; RMU; CMU; SP2-RMU; SP2-LDR	745.4	57.3%
Multifamily	R-3; R-4; RMU; CMU; CR; SP2-MDR; SP2-HDR	258.2	19.9%
Mixed-Use	RMU; CMU; CR; SP1-CMU; SP2-RMU; SP2-MUCS; SP2-MUCN; SP2-CMU	140.6	10.8%

1. Includes zoning districts that do not require a use permit for residential development.

2. Residential uses are restricted on the ground floor in SP1-CMU, SP2-RMU, SP2-MUCN, SP2-MUCS, and SP2-CMU districts.

Source: City of San Pablo, 2022; Dyett & Bhatia, 2022

DEVELOPMENT STANDARDS AND REGULATIONS

Restrictive development standards can constrain the feasibility of development within a jurisdiction and, therefore, limit the overall supply of housing – including affordable housing. In San Pablo, regulations in the 23rd Street and San Pablo Specific Plans along with those the zoning ordinance stipulates for some commercial districts are overly strict with respect to residential projects. Together with the extent of land now developed with single-family housing, the relatively small parcel size, and the scarcity of vacant land, these regulations limit the potential for providing higher-density housing outside of designated corridors.

While rents and sales prices for housing remain relatively low compared to other Bay Area jurisdictions, San Pablo's progress toward its 5th cycle Regional Housing Needs Allocation (RHNA) has lagged behind other cities in Contra Costa County (Table C-6.) For instance, in West County, while San Pablo has a slightly higher rate of permitting for low-income housing than similarly sized Hercules and a much higher rate of permitting for moderate-income housing than Pinole, no permits at all were issued for very low-income units between 2015 and 2020 and the permitting for above-moderate-income units lags significantly behind every other city in the County. The short-fall in higher-end housing is a likely result of negative perceptions about San Pablo discussed below. Currently, there are several higher-density and mixed-use projects in the City's development pipeline that will increase San Pablo's available housing stock at all income levels.

The following sections identify the potential housing constraints posed by San Pablo's current coverage, density, setback, parking, and other development standards and identify actions the City will take to remove such constraints. Development of new housing is also constrained by the availability of larger lots as the section on non-governmental constraints discusses.

Table C-5: Permitted Residential Uses in Residential, Commercial, and Industrial Districts

<i>Residential Land Use¹</i>	<i>R-1</i>	<i>R-2</i>	<i>R-3</i>	<i>R-4</i>	<i>RMU</i>	<i>NC</i>	<i>CR</i>	<i>CMU</i>	<i>IMU</i>
Accessory Dwelling Units ²	R	R	R	R	R	R	R	R	R
Assisted Living Facilities	-	-	U	U	U	-	U	U	-
Boarding Houses	-	-	U	U	U	-	-	U	-
Community Care Facilities (7+) ³	U	U	U	U	U	U	U	U	-
Dwellings, Multiple-Family ⁶	-	-	R	R	R	U	R	R	U
Dwellings, Single-Family Attached ⁶	-	R	R	R	R	-	-	R	-
Dwellings, Single-Family Detached ⁶	R	R	R	-	-	-	-	R	-
Dwellings, Two-Family (Duplexes) ⁶	-	R	R	-	-	-	-	R	-
Emergency Shelter	-	-	-	-	R	-	U	-	-
Live-Work Facility	-	-	-	-	U	-	-	U	U
Mobile Home Parks	-	-	-	-	-	-	U	-	U
Residential Care Facilities ³	R	R	R	R	R	-	-	R	-
Single-Room Occupancy	-	-	-	-	R	-	U	-	-
Supportive Housing	R	R	R	R	R	-	-	-	-
Transitional Housing	R	R	R	R	R	-	-	-	-

1. “R” designates classes of uses permitted by right; “A” designates classes of uses that require an administrative review pursuant to Section 17.18.020, Plan check/zoning clearance; “U” designates classes of uses permitted with a use permit pursuant to Section 17.20.040, Conditional use permit; and “-” designates classes of uses that are prohibited. Any class of use not listed is prohibited.

2. Permitted in conjunction with existing and proposed single-family and multiple-family dwellings. Junior accessory dwelling units also allowed in existing and proposed single-family dwellings. See Section 17.60.070.

3. Six or fewer persons do not require a use permit and are permitted by right.

4. Supportive and transitional housing treated as residential uses, subject only to the permitting requirements that apply to residential uses of the same housing type location in the same zone.

Source: City of San Pablo, San Pablo Municipal Code, Section 17.32.030 Uses allowed and Section 17.34.030 Uses allowed

Table C-6: Approved Building Permits in Contra Costa County Jurisdictions, 2015-2021

Jurisdiction ¹	2020 Population	Percent of RHNA Met			
		Very-Low-Income	Low-Income	Moderate-Income	Above-Moderate-Income
West County					
Richmond	110,051	98.4%	52.5%	0.0%	57.7%
San Pablo	30,959	0.0%	22.6%	60.0%	15.8%
Hercules	26,090	0.0%	13.6%	217.0%	210.2%
El Cerrito	25,280	118.0%	9.5%	37.7%	379.5%
Pinole	19,343	0.0%	0.0%	2.3%	20.6%
East County					
Antioch	111,468	59.3%	155.6%	43.0%	231.5%
Pittsburg	71,723	8.2%	127.6%	137.7%	97.5%
Brentwood*	63,013	1.3%	10.5%	39.0%	1,010.4%
Oakley	41,656	2.5%	98.9%	133.7%	352.4%
Central County					
Concord	129,227	2.4%	0.7%	1.6%	32.1%
San Ramon	81,344	6.8%	34.1%	125.5%	622.1%
Walnut Creek	69,836	16.4%	8.5%	19.4%	200.9%
Danville*	44,933	5.1%	24.3%	37.9%	319.8%
Martinez*	38,397	0.0%	0.0%	1.3%	35.4%
Pleasant Hill	34,903	0.0%	0.0%	57.1%	61.6%
Lafayette	25,949	5.1%	7.7%	120.0%	509.1%
Orinda*	19,461	0.0%	0.0%	79.6%	721.4%
Moraga	16,896	0.0%	2.3%	14.0%	206.7%
Clayton	11,585	0.0%	28.0%	0.0%	23.5%

* = Only includes permits approved between 2015 and 2020. As of May 2022, 2021 Annual Progress Report data is not available.

Source: HCD, Annual Progress Reports, 2015-2021; U.S. Census Bureau, American Community Survey 2015-2020 (Table ID: S0101)

Site Development Standards

In addition to identifying allowable uses, the Zoning Ordinance establishes standards for minimum lot size, maximum residential density, building coverage, maximum building height, and minimum front yard depth, all of which constrain development to some extent. Residential district development standards are provided in Table C-7, while standards applicable to residential projects in commercial and industrial districts are provided in Table C-9.

Site development standards in residential zones are generally comparable to those in neighboring jurisdictions. (See Table C-8 below for a comparison of regional development standards). San Pablo's R-4 and RMU districts both permit densities above 30 du/ac, and permitted densities are comparable to other jurisdictions – although mixed-use districts in Richmond do permit higher densities. Building height limits are also on par or higher in San Pablo than neighboring jurisdictions. Required open space in multifamily districts is higher than in some places like Richmond but is generally comparable to those standards in other similarly sized communities. Maximum FAR in mixed-use districts is also somewhat low compared to other cities. Notably, minimum parcel size requirements for multifamily zones are substantially larger in San Pablo than in other jurisdictions.

The San Pablo Zoning Code establishes provisions to facilitate development on substandard lots including parcels in the R3 and RMU zones but no such provisions for substandard R4 or CMU parcels. Because this could present a challenge for redevelopment within these zones, the Housing Action Plan proposes code revisions to address this constraint.

Table C-7: Residential Development Standards in Residential Districts

<i>District</i>	<i>R-1</i>	<i>R-2</i>	<i>R-3</i>	<i>R-4</i>	<i>RMU</i>
Parcel Dimensions¹					
Area, min (sq. ft.)					
Interior Parcel	5,000	7,000	10,000	10,000	10,000
Corner Parcels	6,000	7,000	10,000	10,000	10,000
Frontage, min (feet)					
Interior Parcel	50	70	100	100	100
Corner Parcels	60	70	100	100	100
Coverage, Density, and Intensity					
Parcel Coverage, max	45% ²	50%	70%	75%	75%
Density, max (du/ac) ³	12	18	24	48 ¹²	50 ¹²
Floor Area Ratio (FAR), max	-	-	-	-	1.5
Setbacks⁴					
Front, min (feet)	20	20	15 ⁵	15 feet ^{5,7}	0 ^{5,6,7}
Side, max	10 feet/20% of parcel width for both sides	-	25 feet/20% of parcel width for both sides	25 feet/20% of parcel width for both sides	25 feet/20% of parcel width for both sides
Side, min					
1st Story	4 feet per side	5 feet per side	-	-	0 feet; 10 feet when abutting conforming use
2nd Story	8 feet per side/18 feet total	5 feet per side	-	-	-
1- to 2-Story Building	-	-	5 feet per side	5 feet per side	5 feet per side

Table C-7: Residential Development Standards in Residential Districts

District	R-1	R-2	R-3	R-4	RMU
3-Story Building	-	-	8 feet per side	8 feet per side	8 feet per side
4+ Story Building	-	-	12 feet per side	12 feet per side	12 feet per side ⁷
Single-Row Dwelling Access (feet) ⁸					
Rear, min (feet)	15	15	15	15	0-10 when abutting conforming residential use
Site Development Measurements					
Height, max (feet)					
At Eave	20	20	40 ¹¹	60 ^{9, 11}	60 ^{9, 11}
At Roof Peak	27	27	48 ¹¹	75 ^{9, 11}	50
Stories, max	2	2	6 ¹¹	6 ¹¹	3
Building Separation, min	Per Building Code				
Width of Driveways and Driveway Cuts at Curb					
Single Driveway (feet)	12	-	-	-	10
Double Driveway	22 feet or 40% of the lot frontage, whichever is less				
Width of Inner Court Access to Double-Row Dwelling Group (feet)			22		
Required Open Space per Unit, min (sq. ft.)	-	350	300	300	150 sq. ft. of publicly accessible and 60 sq. ft. of privately accessible
1. Parcels not meeting the minimum parcel area or parcel frontage requirements are subject to the provisions of Section 17.08.050, Nonconforming parking.					

-
2. Parcel coverage may be increased to fifty percent if two R-1 lots of five thousand square feet or less are consolidated.
 3. Maximum densities shown in this table may be increased pursuant to the state density bonus law for affordable housing and the city's density bonus ordinance.
 4. Additional setbacks may be required for development adjacent to creeks or steep slopes to meet the requirements in Chapter 17.08, Nonconformities, and other applicable laws and to ensure safety of development from unstable soils.
 5. For residential mixed uses, there is no minimum setback, and maximum setback is twenty feet.
 6. Portions of the building facade that exceed twice the height of adjoining buildings shall be set back from the adjoining property line a minimum of ten feet.
 7. Twenty-foot setback is required if covered parking is located in front of the building.
 8. Second story not allowed except by use permit.
 9. The planning commission shall determine if the placement of side yard windows would jeopardize the privacy of adjacent neighbors. The planning commission may impose greater setbacks or require other design features to protect privacy. The planning commission may also allow a minimum three-foot side yard at the second story if such setback would not jeopardize the privacy of adjacent neighbors. This reduced setback shall apply to one side of the dwelling only.
 10. Single-row dwelling groups with side yard access are discouraged and allowed only with a use permit.
 11. Within seventy-five feet of an R-1 or R-2 district, the height shall be limited to forty feet eave height, fifty feet roof peak height, and four stories.
 12. Mixed use residential and residential projects with 4 units or more within quarter mile radius of transit subject to alternate standards per Section 17.38.040, Priority Development Area overlay district.

Source: City of San Pablo, San Pablo Municipal Code, Section 17.32.040 Development standards

Table C-8: San Pablo and Nearby Cities Development Standards Comparison

<i>Jurisdiction</i>	<i>Minimum Lot Size (sq. ft.)</i>	<i>Maximum Building Height (feet)</i>	<i>Maximum Density (du/ac)</i>	<i>Minimum Total Open Space (sq. ft. per unit)</i>	<i>Maximum FAR</i>
San Pablo	SFR ¹ : 5,000-7,000 MFR ¹ : 10,000 MU ¹ : 5,000-10,000	SFR ¹ : 27 MFR ¹ : 48-75 MU ¹ : 50-60	SFR ¹ : 12-18 MFR ¹ : 24-48 MU ¹ : 50	SFR ¹ : 350 MFR ¹ : 300 MU ¹ : 210	MU ¹ : 1.5
Richmond	SFR ² : 3,750-11,000 MFR ² : 5,000 MU ² : 5,000	SFR ² : 30-35 MFR ² : 35 MU ² : 35-135	SFR ² : 5-15 MFR ² : 27-40 MU ² : 30-135	SFR ² : - MFR ² : 120-150 MU ² : 260-275	MU ² : 0.5-5.0
Pinole	SFR ³ : 6,000-43,560 MFR ³ : None-3,000 MU ³ : None	SFR ³ : 35 MFR ³ : 35-50 MU ³ : 50	SFR ³ : 1-10 MFR ³ : 20-50 MU ³ : 30-35	SFR ³ : - MFR ³ : 380 MU ³ : 380	N/A
El Cerrito	SFR ⁴ : 5,000-20,000 MFR ⁴ : 5,000-6,000 MU ⁴ : 5,000	SFR ⁴ : 25-35 MFR ⁴ : 25-35 MU ⁴ : 35-50	SFR ⁴ : 1 unit per lot, plus an ADU MFR ⁴ : 2 units per lot-34.8 MU ⁴ : 35	SFR ⁴ : - MFR ⁴ : 200-250 MU ⁴ : 100	MU ⁴ : 2.0-3.0
Hercules	SFR ⁵ : 6,000-21,780 MFR ⁵ : 3,000 MU ⁵ : Per approved planned development plan	SFR ⁵ : 35 MFR ⁵ : 45-90 MU ⁵ : 40-65	SFR ⁵ : 2-7 MFR ⁵ : 12-55 MU ⁵ : 40	SFR ⁵ : - MFR ⁵ : 300-1,000 MU ⁵ : 100	MU ⁵ : 4.0

1. Single-family residential (SFR) refers to R-1 and R-2 zoning districts, multifamily residential (MFR) refers to the R-3 and R-4 zoning districts, and mixed-use (MU) refers to the RMU and CMU zoning districts in San Pablo.
2. SFR refers to the RH, RLI, and RL2 zoning districts, MFR refers to the RMI and RM2 zoning districts, and MU refers to the CM-1 through CM-5 zoning districts in Richmond.
3. SFR refers to the LDR and R-1 zoning districts, MFR refers to the R-2, R-3, and R-4 zoning districts, and MU refers to the RMU and CMU zoning districts in Pinole.
4. SFR refers to the RS zoning district, MFR refers to the RD and RM zoning districts, and MU refers to the TOM zoning districts in El Cerrito. Increased density is permitted pursuant to the Incentives Program. Additional public open space is required for building over 25,000 sq. ft.
5. SFR refers to the RS zoning districts, MFR refers to RM zoning districts, and MU refers to the PC-R zoning district in Hercules.

Source: City of San Pablo, San Pablo Municipal Code; City of Richmond, Richmond Municipal Code; City of Pinole, Pinole Municipal Code; City of El Cerrito, El Cerrito Municipal Code; City of Hercules, Hercules Municipal Code

Residential development standards in non-residential districts are generally more restrictive than those in residential zones. Sections 17.34.040 and 17.34.050 of the San Pablo Zoning Ordinance establish overall development standards and residential requirements, respectively. See Table C-9 below for a summary of development standards in commercial and industrial zones.

Commercial districts place overly strict restrictions on residential and mixed-use development. Although the CMU district permits up to 50 du/ac and does not require a use permit for multifamily projects, both the CR and NC districts only permit up to about 17.4 du/ac or up to about 21.8 du/ac

when in combination with non-residential uses. Further, the NC district requires a use permit for multifamily development. There is also a FAR penalty in the CMU district and projects may be required to provide ground floor commercial, depending on specific plan area. While the City has successfully used density bonus provisions to promote development in light of these restrictions, they unnecessarily limit the ability of developers to provide residential and mixed-use projects in commercial districts. The City should reform residential development standards in commercial districts to promote additional flexibility.

Table C-9: Residential Development Standards in Commercial and Mixed Use Districts⁴

	NC	CR	CMU ¹	IMU
Minimum parcel area (sq. ft.)	2,000	10,000	5,000	No minimum
Maximum building height (feet)	30	50	50	65
Minimum FAR	0.3	0.3	0.5	-
Maximum FAR				
Office	1.0	0.75	1.5	0.6
Non-Office	1.0	0.5	1.5	0.6
Maximum density (du/ac) ²	-	-	50 ³	-

1. For properties within SP1 and SP2 refer to each specific plan for development and other design standards.
2. Residential dwelling units in a commercial district shall not exceed one dwelling unit per 2,500 square feet of parcel size (about 17.4 du/ac) unless otherwise permitted in a specific plan. Residential dwelling units in combination with non-residential uses shall not exceed one dwelling unit per 2,000 square (about 21.8 du/ac).
3. Residential uses are only allowed when the commercial FAR is 0.5 or greater.
4. Mixed use residential and residential projects with 4 units or more within quarter mile radius of transit subject to alternate standards per Section 17.38.040, Priority Development Area overlay district.

Source: City of San Pablo, San Pablo Municipal Code, Section 17.34.040 Development standards

Overlay Districts

The City has five overlay districts that supplement the development standards of underlying districts to protect unique site features or implement location-specific regulations. Where the provisions of the overlay district conflict with the provisions of the underlying zoning district, the provisions of the overlay district prevail. The purpose of each overlay district and their respective development standards are summarized in Table C-10 below.

Additional restrictions on residential development in overlay districts are intended to protect sensitive uses from environmental conditions that may pose a health or safety risk and are generally appropriate to protect public health. Some provisions, such as the Air Quality Health Risk Overlay District (D3) and Creek Protection Overlay District (CP), implement requirements imposed by regional, State or federal agencies. In such instances it would be preferable to make specific reference to best practices or mitigation measure and require that projects incorporate such measures or alternate approaches subject to City review and approval.

The current wording of Section 17.38.050 Air quality health risk overlay district (D3) states that residential development “shall not be located” within 500 feet of the I-80 but also says that such

new development shall “provide project-level mitigation measures to reduce vulnerability to toxic air emissions from the freeway.” This provision presumably refers to the Planning Healthy Places guidelines published by the Bay Area Air Quality Management District (BAAQMD), which recommend several best practices to reduce exposure to air pollution that allow residential development with appropriate mitigation measures – including air filters, project phasing, and barriers, among others.⁶ Zoning amendments and other steps can be taken to review and revise overlay district requirements.

Table C-10: Overlay Districts Development Standards

<i>Overlay District</i>	<i>Purpose</i>	<i>Summary of Development Standards</i>
Hillside area overlay district (D1)	Protect public safety in generally unstable hillside areas.	Structures above one story require zoning administrator review. A geotechnical report, increased design standards, and additional fire protection is also required.
Priority development area (PDA) overlay district (D2)	Promote and provide for higher density and pedestrian oriented uses as part of, or in proximity to, transit stations in line with Plan Bay Area’s Sustainable Community Strategy. PDAs include Rumrill Road, 23rd Street Specific Plan, and San Pablo Avenue Specific Plan.	Permits a density between 20 du/ac and 60 du/ac (only applicable to mixed-use and integrated developments – residential projects must include a minimum of four units). Permits FAR between 0.5 and 2.5, and a maximum height of 60 feet.
Air quality health risk overlay district (D3)	Protect sensitive receptors from toxic air emissions, consistent with Bay Area Air Quality Management District guidelines, along the Interstate 80 corridor.	The following uses are restricted within 500 feet on both side of Interstate 80: residential development, parks and other open spaces, schools, child care facilities, senior centers, hospitals, and medical facilities. New development must provide project-level mitigation measures.
Multifamily overlay district (MF)	Recognize and protect existing multifamily development located on parcel(s) with an underlying zoning district that no longer allows multifamily development.	Multifamily uses are permitted in addition to the allowed uses of the underlying zoning district. Requests to expand or rebuild existing multifamily developments must be consistent with either R-3 or R-4, depending on corresponding density.
Creek protection overlay district (CP)	Protect creeks, as they play an important role in groundwater recharge, surface water distribution, and flood management	No structures are allowed in floodways, and any structure in a floodplain shall have its finished floor at or above the one-hundred-foot floodline. Additional setbacks may be required.

Source: City of San Pablo, San Pablo Municipal Code, Chapter 17.38 Overlay and Special Districts

⁶ Bay Area Air Quality Management District, “Planning Healthy Places”, May 2016. Download at https://www.baaqmd.gov/~media/files/planning-and-research/planning-healthy-places/php_may20_2016-pdf.pdf?la=en

Typical Project Densities

San Pablo has not experienced high development activity until relatively recently; therefore, there are few projects by which to gauge “typical” project densities in the city. However, there are several projects currently in the City’s development pipeline that take advantage of the higher densities permitted along corridors and in mixed-use districts. Table C-11 summarizes the residential densities achieved in both recent projects (i.e., projects completed between 2018 and 2021) and pipeline projects. As can be seen, projects in the R-1 district—both recent and pipeline—tend to approach the maximum density. Further, pipeline projects in the CMU district and specific plan areas will also come close to or exceed the maximum permitted density of the applicable base zone. Maximum densities are more difficult to achieve in the R-2 and R-3 zones where available lots are too small to take advantage of the economies of scale that are available in other communities. Examples include a long and narrow lot in the R-3 zone that was recently developed with a small single-family detached unit and an R-3 parcel with more than two acres and already developed as a mobile home park where the City approved six additional units.

Table C-11: Typical Residential Densities, 2018-2022

Base Zone ¹	Permitted Density (du/ac)	Recent Development		Pipeline Development	
		Average Density	Percent of Permitted Density	Average Density	Percent of Permitted Density
R-1	12.0	11.2	93.0%	9.9	82.6%
R-2	18.0	-	-	6.7	37.2%
R-3	24.0	9.5	39.7%	7.4	30.7%
R-4	48.0	-	-	-	-
CMU	50.0	-	-	45.6	91.1%
RMU	50.0	-	-	-	-
SP1 (CMU)	55.0	12.5	22.7%	62.3	113.3%
SP2 (LDR)	12.0	-	-	-	-
SP2 (MDR)	24.0	-	-	-	-
SP2 (HDR)	60.0	-	-	62.1	103.6%
SP2 (MUCS)	60.0	-	-	68.8	114.6%
SP2 (MUCN)	-	-	-	-	-
SP2 (CMU)	50.0	-	-	-	-
SP2 (RMU)	50.0	-	-	36.4	72.7%

1. SP1 refers to 23rd Street Specific Plan; SP2 refers to San Pablo Avenue Specific Plan.

Source: HCD, Annual Progress Reports, 2018-2021; City of San Pablo, 2022

Parking Standards

Required parking can significantly add to project development costs and reduce the feasibility of residential development. Chapter 17.54 of the San Pablo Zoning Ordinance requires residential off-street parking in all zoning districts.

According to a recent study by the Victoria Transportation Institute, the annualized total cost of parking ranges from \$1,500 per space for surface parking to more than \$5,000 for structured or underground parking. Because lower-income households tend to have lower vehicle ownership rates, regulations force them to spend a larger portion of their household budgets on parking than more affluent households. For example, the annual cost of two parking spaces would represent about 12 percent of a \$29,000 annual income compared to about 4 percent of an annual income of \$115,000.⁷ The cost of providing even one parking space per unit typically increases moderate-priced housing costs approximately 12 percent, and two parking spaces increases lower-priced housing costs by 25 percent. A 2021 study by the Turner Center reported similar results from other studies including one from 2020, which found that structured parking added nearly \$36,000 per unit to the cost of Low-Income Housing Tax Credit projects built in California between 2008 and 2019.⁸

See Table C-12 below for a summary of off-street parking standards for a variety of residential uses. ADU parking standards are discussed separately below. San Pablo's multifamily parking standards may constrain residential development. For instance, the number of spaces required is not tied to the number of bedrooms in a unit – a project is required to provide two spaces per unit whether the unit consists of one bedroom or three bedrooms. Further, the requirement to provide covered parking—including garage parking—can interfere with the financial feasibility of multifamily projects.

Alternatives to covered parking, including open landscaped parking, could reduce development costs. As listed in Table C-12, Residential Care Facilities are required to provide two covered spaces plus one additional space for each employee. This requirement, which appears in Section 17.54.020 is unusually onerous and an obstacle to the development of this important type of accommodation. Moreover, it conflicts with Table 17.54-A of the Ordinance, which states that Community Care Facilities shall provide one space for every six beds plus one per employee. The Richmond Zoning Ordinance, for example, requires only .25 spaces per bed for all times of Supportive Housing including Residential Care Facilities serving seven or more persons including necessary employees. Accordingly, through Program 1-G in Chapter 4, the Housing Action Plan, the City will review and revise all parking standards to ensure they are appropriate in light of anticipated parking demand and location relative to transit.

⁷ Todd Litman, Victoria Transport Policy Institute, "Parking Requirement Impacts on Housing Affordability: The Costs of Residential Parking Mandates and Benefits of Reforms", pp. 14-16. November 16, 2023 <https://www.vtpi.org/park-hou.pdf>

⁸ David Garcia and Julian Tucker, Turner Center for Housing Innovation, "How AB 1401 May Impact Residential Parking Requirements", April 13, 2021 <https://turnercenter.berkeley.edu/research-and-policy/ab-1401-residential-parking-requirements/>

Sections 17.54.040 and Section 17.54.050 of the Zoning Ordinance provide for common parking facilities, shared parking, and waivers or reductions in parking standards subject to approval by the zoning administrator. Waivers for adjacent public parking facilities and on-street parking are available, as are reductions for senior housing, mixed-use projects, and projects in proximity to transit. Projects that conduct a Transportation Demand Management (TDM) study or include an agreement for shared off-site parking are also eligible for further reductions with a use permit – this provides a lower threshold than would typically be required under a variance for similar parking reductions. Given that most of San Pablo is close to transit, the 10 percent reduction in parking is widely available – as is the one space waiver upon provision of a bike rack. Increased credits for bicycle use, transit, and a healthier mixed-use reduction could further increase the feasibility of residential development in the city – especially within the San Pablo Avenue Specific Plan.

Table C-12: Residential Off-Street Parking Requirements

<i>Residential Use</i>	<i>Parking Requirements</i>
Caretaker Residence	Two covered spaces are required for a caretaker residence.
Day Care, Large Family	Two covered spaces plus one space, covered or uncovered, for each employee are required for a large family day care.
Day Care, Small Family	Two covered spaces plus one space, covered or uncovered, for each employee are required for a small family day care.
Dwellings, Multiple-Family and Mixed-Use	Two covered spaces are required for each dwelling unit in a multiple-family dwelling. Both spaces shall be garage spaces, or one space may be a garage space and one space a carport space. Spaces for an individual unit may be in tandem, subject to approval of an administrative use permit. Required parking for buildings within one-quarter mile of a transit stop may be reduced by 10 percent.
Dwellings, Single-Family	The following provisions apply to attached and detached single-family dwellings: <ol style="list-style-type: none"> 1. For single-family dwellings located on a lot with a width of at least fifty feet, two enclosed parking spaces are required. If the spaces are located on the front half of the property, they must be enclosed in a garage with doors. If located on the rear half of the property, the spaces may be either in a garage or a carport. In either case, tandem spaces may be permitted subject to administrative review, and only if the driveway area in front of the garage or carport is at least eighteen feet long. Carports are not allowed in the front half of the property. 2. For single-family dwellings located on a lot with a width of less than fifty feet, two enclosed parking spaces are required. Alternatively, subject to administrative use permit, one space in a garage located in the front half of the lot and one uncovered space in the driveway for tandem parking may be provided if the driveway area is at least eighteen feet long. Carports are not allowed in the front half of the property. 3. Each driveway shall lead to a covered parking space. 4. Paved or unpaved driveways not leading to a required parking space are prohibited. In no case shall driveways or paved areas exceed fifty percent of the front and side street yards. 5. Only one driveway per parcel shall be allowed, except that a second driveway may be allowed on a corner lot to serve a secondary unit, subject to approval by the zoning administrator. 6. Carports. Only permanent structures are allowed. Carports are allowed on the rear half of lot and must meet setbacks.
Dwellings, Two Family (Duplexes)	Two spaces per unit are required for two-family dwellings. If the spaces are located in the front half of the property, the required spaces must be garage spaces with garage doors. If located on the rear half of the property, the spaces may be either garage spaces or carport spaces. The parking spaces for each unit may be in tandem, subject to an administrative approval, and provided the driveway area is at least eighteen feet long. Carports are not allowed in the front half of the property.

Transitional or Supportive Housing	One-half parking space per unit or based upon a site-specific parking and neighborhood analysis if less than this ratio is proposed. For supportive housing, no off-street parking is required where located within one-half mile of a public transit stop. Provided parking may be uncovered and shall use the multiple-family site planning criteria for parking lots in the Residential Design Guidelines.
<i>Residential Use</i>	<i>Parking Requirements</i>
Mobile Home Parks	One space is required for each mobile home. The space shall be adjacent to the mobile home.
Community Care Facilities	One space for every six beds plus one per employee.
Accessory Dwelling Units	A lot containing an accessory dwelling unit must provide at least one additional off-street parking space to serve the accessory dwelling unit, except as otherwise provided in Section 17.60.070.

Source: City of San Pablo, San Pablo Municipal Code, Section 17.54.020 Residential off-street parking requirements and Section 17.60.070 Accessory dwelling units

The 2023 Housing Element proposed amending the Zoning Code to allow reduced parking by right for all new residential projects located on San Pablo Avenue close to transit service. The Housing Element also proposed to reduce parking standards for multi-family development on San Pablo Avenue.⁹ The Code was amended in 2015 to allow a 10 percent reduction for buildings located within a quarter mile of transit but no reduction is available for the residential development in mixed-use buildings where housing is the primary use. (Section 17.54.050.F and Section 17.54.050.H). Moreover, the approval of parking reductions based on transit accessibility appears to remain a discretionary decision subject to approval by the Director.

The most recent amendments to the Government Code, which including amendments to comply with AB 2097 (Friedman), prohibit cities from imposing any minimum parking requirements on residential, commercial, or other development if the project is within one-half mile of a major transit stop unless it makes certain findings supported by evidence in the record. “Major transit stop,” as defined by Public Resources Code Section 21064.3, means an existing rail transit station, a ferry terminal served by either a bus or rail transit service, or the intersection of two or more major bus routes with a frequency of service interval of 15 minutes or less during the morning and evening peak periods.

While San Pablo is served by seven AC Transit bus routes providing local connections and two Transbay Transit bus routes that provide connections to BART stations in El Cerrito and Richmond as well as numerous major destinations in the East Bay, there is only one route that operates at peak hour frequencies of less than 15 minutes. Therefore, the requirements of AB 2097 do not apply.

San Pablo's PDAs, in particular, are well served by transit, but because of the impact of parking requirements on housing construction and housing cost, especially to lower-income households,

⁹ City of San Pablo, 2015-2023 Housing Element, pp. 38-39.

Program 1-G has been added to Chapter 4, the Housing Action Plan, committing the City to reduce parking requirements to an average of one space per unit based on the unit size and proximity to transit. Other proposed actions will require additional unbundled parking, building on the provisions in AB 1317 that are applicable to buildings with 16 or more rental units,

Building Code and Enforcement

San Pablo implements the California Building Code; Chapter 15.04 of the San Pablo Municipal Code adopts California Code of Regulations, Title 24, 2019 Edition by reference. While the City has not amended the California Building Code, it has adopted the California Fire Code as amended by the Contra Costa County Fire Protection District per Fire District Ordinance No. 2019-37. These amendments apply to the entire county and are generally related to public health and safety; as such they do not pose a constraint to housing in San Pablo.

The Building Division is responsible for issuing building permits and providing detailed inspections of electrical, mechanical, and plumbing projects. Building Inspection also investigates and responds to all citizen complaints concerning construction or safety issues of structures throughout the city. Further, the Code Enforcement Unit under the San Pablo Police Department works with absentee landlords and homeowners to reduce hazardous conditions. The Code Enforcement team also works with other departments within City government such as the Public Works Department and City Attorney's Office.

The Building Code Board of Appeals was established in to hear and decide appeals of orders, decisions or determinations made by the San Pablo Building Official relative to the application and interpretation of the California Building Codes. The Building Official's decision may be appealed by filing with the city clerk, within ten days from the date of service of such decision, a written, dated appeal. Any person, firm or corporation violating any of the provisions of Chapter 15.04, or any of the provisions of the codes adopted by reference, shall be guilty of a misdemeanor.

The Residential Health and Safety Ordinance (Chapter 15.52 of the San Pablo Municipal Code) establishes the procedures for the inspection of all single- and multifamily residential rental units, and for inspection of all dwellings sold within the San Pablo city limits. This program assures that the City's residential units comply with existing State and local building, electrical, fire and plumbing code standards, to ensure the structures are safe for occupancy, and housing stock is maintained to acceptable standards. A Residential Health and Safety (RH&S) inspection is required for properties that are for sale or non-owner occupied. RH&S inspections are conducted following fee payment, and certificate of compliance is issued within 60 days after the inspection. If the owner fails to correct all such deficiencies within six months after the original application was filed, a new application should be completed and the application fee must be repaid. Failure to obtain a certificate of compliance for properties that are for sale or non-owner occupied constitutes a violation of local codes dealing with health, safety or building within the meaning of Revenue and Taxation Code Sections 17274 and 2436.5.

Subdivision On- and Off-Site Improvements

On- and off-site improvements required as part of the subdivision process are detailed in Chapter 16.22 of the San Pablo Municipal Code. The following improvements are required:

- A. **General.** All improvements as may be required as conditions of approval of the tentative map or by city ordinance or resolution, together with, but not limited to, the required improvements set forth in this chapter shall be required of all subdivisions. Requirements for construction of on-site and off-site improvements for subdivisions of four or fewer parcels shall be noted on the parcel map, or waiver of parcel map or the subdivision improvement agreement recorded prior to or concurrent with the parcel map. Completion of improvements shall be in accordance with Section 16.22.100.
- B. **Frontage Improvements.** The frontage of each lot shall be improved to its ultimate adopted geometric section, including street structural section, curbs, sidewalks, driveway approaches and transitions.
- C. **Storm Drainage.** Stormwater runoff from the subdivision shall be collected and conveyed by an approved stormdrain system. The stormdrain system shall be designed for ultimate development of the watershed, shall be capable of collecting and conveying runoff generated by a ten-year flood, and shall be capable of providing overland release of one hundred-year flood waters to the main drainage channel or corridor. The stormdrain system shall provide for the protection of abutting and off-site properties that would be adversely affected by any increase in runoff attributed to the development. Off-site storm drain improvements may be required to satisfy this requirement.
- D. **Sanitary Sewers.** Each unit or lot within the subdivision shall be served by the sanitary sewer system that serves the city.
- E. **Water Supply.** Each unit or lot within the subdivision shall be served by the domestic water system that serves the city.
- F. **Other Utilities.** Each unit or lot within the subdivision shall be served by natural gas, electric, telephone and cablevision facilities.
- G. **Fencing.** Each parcel or lot within the subdivision that is adjacent to property containing a public facility shall have an approved fence adequate to prevent unauthorized access between the properties.
- H. **Other Improvements.** Other improvements including, but not limited to, grading, street lights, fire hydrants, signs, street lines and markings, street trees and shrubs, landscaping, monuments, bicycle facilities, fences, and smoke detectors, any other best management practices or requirements imposed by the city engineer in order to comply with current national pollutant discharge elimination system municipal storm water permit, or fees in lieu of any of the foregoing, shall also be required as determined by the city engineer in accordance with this title, the general plan and city standards and specifications.
- I. **Off-site Improvements.** If the subdivider is required to construct off-site improvements on land in which neither the subdivider nor the city has sufficient title or interest to allow construction, the city shall, within one hundred twenty days of recording the final map, acquire by negotiation or commence condemnation of the land. If the city fails to meet the one hundred twenty-day time limit, the condition for the construction shall be waived.

Prior to approval of the final map, the city may require the subdivider to enter into an agreement to complete the off-site improvements at the time the city acquires title or an interest in the land. The subdivider shall pay the cost of acquiring off-site land or an interest in the land required to construct the off-site improvements.

The above requirements are typical for Contra Costa communities and, therefore, are not a constraint that disadvantages San Pablo relative to other parts of the county.

Street design standards, provided in the Circulation Element of the General Plan, establish typical street sections for each roadway classification. These standards are summarized in Table C-13 below. San Pablo is a fully urbanized city and the likelihood that new streets will be created is very low.

Table C-13: San Pablo Street Design Standards

Street Type	Subtype	Street ¹	Width (feet)	
				Right-of-Way ²
Auto Arterial	4 lanes	66-70		76-86
	2 lanes	34-40		44-56
Urban Arterial	4 lanes	69-70		84-90
	2 lanes	48		64
Mixed-Use Boulevard	4 lanes	80-84		100-108
	2 lanes	56-64		72-84
Avenue	2 lanes + TWLTL ³	46		56-60
	2 lanes	32-40		44-60
Local	-	30-34		40-50

1. Includes bike lanes, travel lanes, medians, left turn lanes, two-way left turn lanes, and parking.

2. Includes sidewalks.

3. Two-way left turn lanes.

Source: City of San Pablo, 2030 General Plan, Circulation Element

While required improvements do not pose a constraint, the residential subdivision process is generally costly in San Pablo. Pursuant to the Subdivision Map Act (Government Code Section 66410-66499), parcel maps submitted for City approval must be prepared by a licensed land surveyor. Because the City does not have staff qualified to review proposed subdivision and parcel maps for compliance with engineering requirements, applicants are required to pay the cost of a consultant hired by the City in addition to an administrative fee. The City does not receive many subdivision applications but this additional charge also applies to the cost of parcel maps, lot line adjustments and similar map actions, which could hamper implementation SB 9 (Government Code Section 65852.21). The potential for urban lot splits and creating additional residential units on existing lots has generated some interest from San Pablo residents according to City staff. Effective July 1, 2022, the fee for parcel maps, lot line adjustments and lot mergers is \$2,000, plus the consultant fee and a 17 percent administrative fee.¹⁰

¹⁰ City of San Pablo Public Works Fee Schedule, FY 2023.

Actions the City will take to reduce or mitigate the cost of subdivisions are included in the Housing Action Plan. One approach would be to reduce or waive processing fees if the new lots are designated for the affordable housing development.

Density Bonus Provisions and Other Incentives

The San Pablo Zoning Ordinance provides density bonuses and other incentives for the production of childcare and housing facilities for very-low-, low-, and moderate-income and senior households in Section 17.60.020, Density bonus and other incentives. The text in sub-section C, Types of Density Bonus and Other Incentives Allowed, appears consistent with the State requirements at the time the Ordinance was last updated in 2015 but Table 17.60-B erroneously states that the only 1 percent of the Very Low-Income target is required to qualify for the maximum bonus as shown in Table C-14 below. Both the text and the table need to be revised to comply with the most recent State requirements (Chapter 365, Statutes of 2021). The 2021 amendments increased the maximum density bonus of 50 percent for low, very-low, and moderate-income units, and 80 percent for 100 percent affordable projects and made a variety of other changes to the State-mandated requirements. The State law also increased the number of available incentives/concessions to four for 100 percent affordable projects.

Table C-14: San Pablo Density Bonus Summary

<i>Target Group</i>	<i>Minimum Percent Target Units</i>	<i>Bonus Granted</i>	<i>Additional Bonus for Each 1% Increase in Target Units</i>	<i>Percent Target Units Required for Maximum 35% Bonus</i>
Very-Low-Income	5%	20%	2.5%	1%
Low-Income	10%	20%	1.5%	20%
Moderate-Income (condo or planned development only)	10%	5%	1%	40%
Senior Citizen Housing Development	100%	20%	-	-

Source: City of San Pablo, San Pablo Municipal Code, Section 17.60.020 Density bonus and other incentives

Additionally, incentives are available to affordable housing units and other qualifying projects in connection with the application for a density bonus. The number of incentives or concessions granted varies depending on the proportion of affordable housing being incorporated, as summarized in Table C-15. Incentives and concessions can include a reduction in site development standards, approval of mixed-use zoning in conjunction with residential projects, deferred development impact fees, and priority processing of a residential project that includes income-restricted units.

Table C-15: San Pablo Incentives/Concessions Summary

<i>Target Group</i>	<i>Target Units</i>		
Very-Low-Income	5%	10%	15%
Low-Income	10%	20%	30%
Moderate-Income (condo or planned development only)	10%	20%	30%
Maximum Incentive(s)/Concession(s)	1	2	3

Source: City of San Pablo, San Pablo Municipal Code, Section 17.60.020 Density bonus and other incentives

While Section 17.60.020 has not yet been updated to reflect new State law, Section 17.32.040 of the San Pablo Municipal Code states that local maximum densities may be increased pursuant to the State density bonus law for affordable housing and the City’s density bonus ordinance. Increased densities and incentives pursuant to State law are available to developers, regardless of local density bonus ordinances. To reduce potential conflict and uncertainty for interested developers, the City will update its density bonus ordinance pursuant to recent State law as part of the Housing Action Plan.

San Pablo does not currently offer any additional bonuses beyond what the State already provides. The feasibility and potential benefit of doing so will be evaluated as part of the process of updating the Ordinance.

Accessory Dwelling Units (ADUs)

Regulations and standards related to the provision of ADUs are provided in Section 17.60.070 of the San Pablo Municipal Code, last updated in 2020. ADUs are permitted ministerially if the project meets the established location requirements, development standards, all applicable building standards, and all applicable sanitary sewer, water, and stormwater requirements. As noted in Table C-5, ADUs are permitted by right in all zoning districts—both residential and non-residential—that allow residential development. A summary of ADU and junior (JADU) development standards is provided in Table C-16.

The City’s ADU regulations have not been revised to comply with the most recently enacted minimum standards mandated by State law (California Government Code 65852.2 but do not appear to be a significant constraint on their development. Nevertheless, the number of permits issued has increased annually, from one in 2018 to 14 in 2021. According to Annual Progress Reports (APRs) submitted to HCD between 2018 and 2021, a total of 33 building permits have been issued for ADUs. Necessary changes include updating the parking requirements, revising the height standards, and revising Section 17.60.070 to state that ADUs may be developed accessory to single or multifamily development in any zone where single family or multifamily dwelling units are permitted instead of listing each of the zoning districts by name. This will avoid the need to amend Section 17.60.070 if there are changes to the specific zoning designations.

Table C-16: Accessory Dwelling Unit Standards Summary

Standard Type	Description of Standard
Maximum Units	<ul style="list-style-type: none"> • Single-Family Development: Up to 1 ADU and 1 JADU on each lot. • Multifamily Development: Up to three or more, including up to 25% of the number of existing multifamily units as internal conversions plus up to 2 detached ADUs on each multifamily lot.
Lot Size	No minimum lot size.
Unit Size	<ul style="list-style-type: none"> • Attached: Between 850 sq. ft. to 1,000 sq. ft. (studio/one-bedroom) or between 1,000 sq. ft. to 1,200 sq. ft. (two or more bedrooms)¹ • JADU: Up to 500 sq. ft. • Detached: Up to 1,000 sq. ft. (studio/one-bedroom) or up to 1,200 sq. ft. (two or more bedrooms)
Required Setbacks	Not required for internal conversions. Minimum of 4 feet side and rear; front setbacks depend on the zoning district. Minimum of 6 feet is required between buildings. ²
Permitted Height	16 feet.
Required Parking	At least 1 additional off-street space. Not required within one-half mile walking distance of public transit, within an architecturally and historically significant historic district, an internal conversion, and when a car share vehicle pick-up location is within one block of the ADU.

1. Maximum square footage is limited to 50% of the existing primary dwelling unit size or 800 square feet, whichever is larger.
2. The 6-foot minimum shall not prevent the approval of ADUs less than 800 sq. ft. and up to 16 feet tall with correct setbacks.

Source: City of San Pablo, San Pablo Municipal Code, Section 17.60.070 Accessory dwelling units

Housing for Persons with Disabilities

About 12 percent of San Pablo’s residents have one or more disabilities; close to 6 percent had ambulatory disabilities and more than 5 percent reported that their disabilities were cognitive. Developmental disabilities are defined as severe, chronic, and due to a mental or physical impairment that begin before a person turns 18 years old. These can include Down’s Syndrome, autism, epilepsy, cerebral palsy, and mild to severe mental retardation. Some people with developmental disabilities are unable to work, rely on Supplemental Security Income, and live with family members. In addition to their specific housing needs, they are at increased risk of housing insecurity after an aging parent or family member is no longer able to care for them.¹¹

Persons with developmental disabilities have special housing needs relative to other groups, requiring ease of access to transportation, employment, retail services and medical care. To meet the unique needs of those with disabilities, new housing development must comply with California building standards (Title 24 of the California Code of Regulations) and federal (Americans with Disabilities Act) requirements for accessibility as well as meet other State mandates to accommodate persons with disabilities.

¹¹ ABAG-MTC Housing Needs Data Report, 2021, pp. 53-54.

Reasonable Accommodation

In accordance with federal and State fair housing laws, Section 17.18.100 of the San Pablo Municipal Code establishes standards and regulations to allow for reasonable accommodations in the City's zoning and land use regulations, policies, and practices when needed to provide an individual with a disability an equal opportunity to use and enjoy a dwelling.

Requests for a reasonable accommodation must be made to the zoning administrator. Requests must include documentation of disability status, the specific accommodation request, and the necessity of the accommodation to ensure equal opportunity to use and enjoy the residence. The zoning administrator can approve the reasonable accommodation based on the following findings:

1. The requested accommodation is requested by or on behalf of one or more individuals with a disability protected under the fair housing laws.
2. The requested accommodation is necessary to provide one or more individuals with a disability an equal opportunity to use and enjoy a dwelling.
3. The requested accommodation will not impose an undue financial or administrative burden on the city as "undue financial or administrative burden" is defined in fair housing laws and interpretive case law.
4. The requested accommodation will not result in a fundamental alteration in the nature of the city's zoning program, as "fundamental alteration" is defined in fair housing laws and interpretive case law.
5. The requested accommodation will not, under the specific facts of the case, result in a direct threat to the health or safety of other individuals or substantial physical damage to the property of others.

The Housing Action Plan proposes to analyze the impact of sub-sections 17.18.100 H. and I. on the development of licensed residential care facilities and revise these provisions if necessary as discussed below.

Community Care Facilities

Residential Community Care Facilities (CCFs) are licensed by the Community Care Licensing Division of the State Department of Social Services to provide 24-hour non-medical residential care to children and adults with developmental disabilities who need personal services, supervision, and/or assistance essential for self-protection or sustaining the activities of daily living. According to the California Department of Social Services (CDSS), San Pablo has seven licensed residential care facilities as of May 2022, summarized in Table C-17 below. All but two of these facilities serve six or fewer persons and are, therefore, allowed by right.

Table C-17: Community Care Facilities in San Pablo

<i>Facility Name</i>	<i>License First Date</i>	<i>Facility Capacity</i>
Appletree Adult Residential Care Home	3/29/2007	4
Ventura Hills Manor	9/27/2010	14
Via Center	8/31/2012	6
Fitzpatrick Hills Manor LLC	9/26/2017	6
Webster Family Care Home I	6/15/2018	6
A&A Health Services San Pablo	1/5/2021	225
Webster Family Care Home II	10/18/2021	3

Source: California Department of Social Services, Community Care Licensing – Adult Residential Facility Locations, May 2022

The current zoning ordinance uses the term “Residential Care facilities” to describe Community Care Facilities with six or fewer persons, which are distinguished from Community Care Facilities for six or more persons. The existing zoning ordinance includes a separate classification description for Assisted Living that is identical to the description of Community Care Facilities. (Section 17.70.010, Residential use classes). The term “Assisted Living” is typically used to describe establishments that provide 24-hour medical, convalescent, or chronic care to individuals who, by reason of advanced age, chronic illness or infirmity, are unable to care for themselves, and are licensed as a skilled nursing facility by the State of California, including but not limited to, rest homes, nursing homes, and convalescent hospitals. Such facilities are distinguished from Residential Care, Hospitals, or Clinics.

The current ordinance lists residential care facilities for six or fewer persons as a single-family use permitted by right in all residential zones and the CMU district. Larger CCFs—those serving more than six persons—require a conditional use permit in all residential zones, as well as the NC, CR, and CMU districts. To grant a CUP, the Planning Commission may impose such conditions in connection with the use permit as it deems necessary, and must make findings that the establishment, maintenance, or operation of the use of the building applied for will not, under the circumstances of the particular case, be detrimental to the health, safety, peace, morals, comfort, and general welfare of persons residing or working in the neighborhood of such proposed use or be detrimental or injurious to property and improvements in the neighborhood or to the general welfare of the city.

The current ordinance does not include a definition for convalescent homes but classifies them as an institutional use along with hospitals, fire stations, government administrative offices and a variety of other uses. Assisted living facilities are allowed in the R-3, R-4, and RMU districts and in the CR and CMU subject to approval of a Conditional Use Permit.

Neighboring jurisdictions in the county—including Richmond, Hercules, and El Cerrito—also generally require CUPs for large CCFs. Note that Pinole permits all residential care facilities by right in all residential and some mixed-use districts. However, while none of these peer jurisdictions contain a larger CCF, San Pablo has two – including one licensed in 2021 (see Table C-17). Further, including smaller facilities, San Pablo has a CCF capacity of 0.009 per person where Richmond has a capacity of 0.0005 per person, Pinole has a capacity of 0.0006 per person, Hercules has a capacity

of 0.0009 per person, while El Cerrito has no available CCF capacity.¹² Even though the CUP requirement does not appear to have been a constraint on the development of larger CCFs in San Pablo, the State Department of Housing and Community Development has expressed concern that such discretionary review requirement may be an obstacle to such facilities.

The Housing Action Plan will include a program to evaluate existing impediments to developing residential care facilities and propose necessary amendments to the Zoning Ordinance. These amendments will revise the current definitions for different types of facilities to avoid confusion by more closely following State law. To avoid confusion, the Ordinance will be revised to refer to Community Care Facilities Large for those with seven or more persons and Small (or limited) for those with six or fewer. The term “Residential Care Facilities”, which the State uses to identify a wide range of licensed facilities that provide varying levels of care for persons who require assistance for daily living, should not be used except as a generic term to describe such accommodations.

The Ordinance should be revised to allow facilities serving seven or more persons in districts where hospitals, convalescent homes and similar facilities are permitted. The Action Plan also proposes that the Ordinance be revised to define the scope of review for CCFs so that they are consistent with the features considered for review of facilities with similar development and performance characteristics. The provisions should strive to ensure that decisions are not based on the characteristics of facility occupants. As mentioned above, this program will analyze the impact of sub-sections Zoning Ordinance sub-sections 17.18.100 H. and I. on the development of licensed residential care facilities and revise these provisions if necessary. These sections specifically identify residential care facilities as a use where special consideration is required to grant an accommodation. The analysis should examine the types of accommodations that have been sought by applicants, the type and extent of information the City required to conduct its evaluation, and the City’s decision.

The Ordinance will also be amended to replace the definition of “family” with one demonstrating that the City is complying with statutory and case law. The existing Code defines “Family” as “One or more individuals occupying a dwelling unit and living as a single household unit.” This is the same definition that many cities adopted to replace the antiquated and illegal definition of “family” as those who are related by blood, marriage, or other familial connection. Nevertheless, it would be preferable to amend the Code to incorporate a more contemporary definition as recommended by attorneys and lawyers specializing in fair housing law.¹³ It should be noted that there is no evidence that the City has used the current definition as grounds for denying or impeding the establishment of residential care facilities or other types of housing that accommodate households comprised of persons with disabilities.

¹² Based on 2022 CDSS data on adult residential facilities and 2021 population estimates per the California Department of Finance E-5 Series.

¹³ “Fair Housing Issues in Land Use and Zoning: Definitions of Family and Occupancy Standards”, Mental Health Advocacy Services, Inc., September 1998. Download at <http://www.21elements.com/documents-mainmenu-3/housing-elements/archiving-including-rhna-4/rhna-4-2007-2014/special-topics-best-practices/definition-of-family/441-definition-of-family-supplemental-resource/file>

Emergency Shelters

Section 17.60.080 of the Zoning Ordinance allows permanent year-round emergency shelters by right without discretionary action in the RMU zone, subject to the same development standards applicable to other uses permitted in the same district and subject to a list of conditions, most of which are consistent with State law. Permanent emergency shelters are subject to the following standards, which are within the parameters the State has established (Government Code Section 65583 (a) (4 (A) except for the required 500-foot separation which exceeds the maximum 300-foot separation allowed by the State and the parking standards, which are limited to the number needed based on staffing levels.

1. The maximum number of beds or persons to be served nightly by an emergency shelter shall be thirty-five.
2. Off-street parking shall be based upon demonstrated need; provided, that parking for an emergency shelter shall not be more than that required for other residential or commercial uses permitted in the residential mixed-use (RMU) or regional commercial (CR) district as applicable.
3. Appropriately sized and located exterior and interior on-site waiting and intake areas shall be provided.
4. Appropriate exterior lighting shall be provided.
5. On-site management shall be provided.
6. Security shall be provided during the hours that the emergency shelter is in operation.
7. The maximum length of stay by a homeless person in an emergency shelter shall be six months.
8. An emergency shelter shall not be located within five hundred feet of another emergency shelter.
9. No individual or household shall be denied emergency shelter because of an inability to pay.

The City's 500-foot separation requirement is inconsistent with State law and will be reduced to 300 feet to implement the Housing Action Plan (see Program 3-B). This Program also proposes that the Zoning Ordinance will be revised to eliminate the inconsistencies identified above. Table 17.34-A—Commercial and Industrial Districts: Use Regulations incorrectly states that emergency shelters require a use permit in the CR district.

The Contra Costa Count 2023 Point-in-Time Count identified a 4 percent increase in the total number of persons observed who were experiencing homelessness countywide from the 2020 survey including a 29 percent increase in West County. However, the number of unsheltered persons observed in San Pablo declined from 67 in 2020 to 48 in 2023. The survey was conducted on January 24, 2023.

There are currently no available shelter beds in the city. Even though the number of persons needing emergency shelter has declined, the current need exceeds the 35-bed maximum the current San Pablo Code specifies.

There is approximately 0.15 acres of vacant land between two parcels in the RMU district, and an additional 1.38 acres across two parcels in the CR district. There are also several non-vacant underutilized lots in both zones that would be suitable for an emergency shelter. These sites are sufficient to accommodate the unmet need in zones where emergency housing can be established by right without discretionary action.

Sites with RMU and CR zoning are clustered along San Pablo Avenue, El Portal Drive, and San Pablo Dam Road and have good transit access. These corridors are served by Alameda-Contra Costa Transit District (AC Transit) lines 70, 72, 72R, 74, and 76 as well as by Transbay Transit line L, as shown on Map D-16. These lines link San Pablo transit riders to major retail, institutional, and governmental activity centers located within the service area and to other East Bay cities, as well as to BART stations in El Cerrito and Richmond.

Assembly Bill 101 (AB 101) requires a Low Barrier Navigation Center (LNBC) to be permitted by right in mixed-use districts and nonresidential zones that permit multifamily development. A LNBC is defined as a “housing-first, low-barrier, temporary, services-enriched shelter focused on helping homeless individuals and families to quickly obtain permanent housing.” The Zoning Ordinance does not include a definition or standards for the approval of LBNCs. Accordingly, Program 3-J has been added to the Action Plan to amend the zoning code to permit such facilities pursuant to State law.

Transitional Housing and Supportive Housing

The San Pablo Zoning Ordinance identifies supportive housing and transitional housing are treated as residential uses, subject only to the permitting requirements that apply to residential uses of the same housing type location in the same zone. This is true across residential and non-residential zoning districts.

Transitional housing is defined as “residential units operated under program requirements that call for (1) the termination of any assistance to an existing program recipient and (2) the subsequent recirculation of the assisted residential unit to another eligible program recipient at some predetermined future point in time, which point in time shall be no less than six months into the future.”

Supportive housing is defined as “housing with no limit on length of stay and that is occupied by a target population as defined in subdivision (d) of Section 53260 of the California Health and Safety Code, as the same may be amended from time to time, and that provides, directly or indirectly, a significant level of on-site or off-site services that assist supportive housing residents in retaining housing, improving their health status, and maximizing their ability to live and, when possible, work in the residents’ community.”

The Housing Action Plan includes a program (Program 3-E) proposing to amend the Zoning Ordinance to identify both supportive and transitional housing as a permitted use by right in any district where single or multi-family housing and mixed use development is allowed pursuant to Government Code Section 65651. The Ordinance will also be amended to replace the term “family” with a new definition for “household” that complies with statutory and case law as discussed below (see Program 3-M).

Single-Room Occupancy (SRO) Units

Single-room occupancy (SRO) units represent a housing alternative that is typically affordable to extremely-low-income households and formerly homeless persons. SROs are permitted by right in the RMU district and with a CUP in the CR district. Standards for SROs are provided in Section 17.60.090 of the Zoning Ordinance. SROs are subject only to the same development standards that apply to the other permitted uses in these zones, except for the following requirements:

1. Occupancy. An SRO unit shall be occupied by a single person. Occupancy of SRO units may be restricted to seniors or be available to persons of all ages.
2. Special Development. Units in an SRO housing development shall consist of a single room and may have a private or shared bathroom. A shared common kitchen and activity area may also be provided.
3. Management Standard. On-site management shall be provided.

At the time the current Housing Element was prepared, there were two SRO hotels in San Pablo with a total of 60 rooms—the Sands Motel and the San Pablo Motel, both located on San Pablo Avenue north of Rumrill Boulevard. It is unclear whether these facilities are currently approved as SRO housing under the applicable provisions of the Zoning Code. The Housing Action Plan proposes amending the Zoning Ordinance to allow SRO units to be occupied by two persons to increase the potential for these units to help reduce homelessness and increase housing options for low-income couples.

Manufactured Homes and Mobile Homes

Mobile homes (also referred to as manufactured homes) are considered single-family homes and are treated as such, given that they are certified under the National Mobile Home Construction and Safety Standards Act of 1974, which are installed on a permanent foundation approved by the City.

While mobile homes are treated as single-family residential uses, mobile home parks are not permitted in residential zones. They are permitted with a CUP in the CR and IMU districts. There are eight parks throughout the City with approximately 440 units as of 2020.¹⁴ Mobile homes provide a significant source of housing for lower-income families – according to the California Department of Finance, mobile homes constituted about 4.0 percent of San Pablo’s housing stock in 2020. Owners of mobile home parks are required to comply with the applicable provisions of Sections 66427.4 and 664281.1 of the California Government Code, if they wish to convert mobile home parks into other uses.

The Zoning Ordinance prohibits enlarging or extending mobile home parks to include any additional area. (Section 17.60.060) but does not include any provisions intended to improve or maintain this important type of affordable housing. Similarly, the Subdivision Ordinance has not been updated to reference the most recent State requirements for conversion of a mobile home park to a condominium or other use except for a mandate to comply with the applicable provisions of

¹⁴ City of San Pablo, “Affordable Housing Strategy.” *Strategic Economics*, March 2020. Available at <https://www.sanpabloca.gov/DocumentCenter/View/13386/2020-Affordable-Housing-Strategy>.

the California Government Code as noted above. The Housing Action Plan will include an action to evaluate approaches to preserving the existing parks or protecting the residents' access to comparable affordable units.

Live-Work Facilities

The City defines live-work facilities as a structure or portion of a structure:

1. That combines a commercial or manufacturing activity allowed in the zone with a residential living space for the owner of the commercial or manufacturing business, or the owner's employee, and that person's household.
2. Where the resident owner or employee of the business is responsible for the commercial or manufacturing activity performed.
3. Where the commercial or manufacturing activity conducted takes place subject to a valid business license associated with the premises.

Live-work facilities are permitted with a CUP in the RMU, CMU, and IMU districts. Within the San Pablo Specific Plan Area, they are also permitted with administrative review in the MDR and HDR designations, by right in the RMU, MUCN/MUCS, and CMU designations, and with a CUP in the NC and CR designations. Additional standards regulating live-work units are contained in Section 17.60.040 of the Zoning Ordinance. The Housing Action Plan includes a proposal to revise the Ordinance to allow live-work units by right in mixed-use districts where the proposed commercial activity is allowed by right.

The Housing Action Plan also includes Program 1-H, which commits the city to amending the Code to allow shopkeeper units in commercial and mixed-use districts. In contrast to live-work units, which are a commercial use that allows residential occupancy incidental to an approved non-residential use, shopkeeper units are dwelling units that are physically separated from a commercial space used for a business operated by the occupant of the associated residential unit. The commercial spaces are typically ground-floor retail or office spaces below living spaces where commercial spaces can only be leased to occupants of the residential spaces. This approach provides additional housing while creating a walkable mixed-use district.

Employee and Farmworker Housing

According to State law, housing elements must ensure that local zoning, development standards, and permitting processes comply with Health and Safety Code Sections 17021.5 and 17021.6. This generally requires employee housing for six or fewer persons to be treated as a single-family structure and residential use. As noted in Appendix B agriculture is not a major industry in San Pablo and little to no need for housing specific to farmworkers. However, the City does not include a definition for employee or farmworker housing in the San Pablo Municipal Code. This City will amend the Zoning Ordinance to address this as part of the Housing Action Plan.

PERMITS AND PROCESSING PROCEDURES

Generally, the time taken to review and approve a proposal is directly proportional to the magnitude and complexity of the project. Projects subject to a use permit are subject to a "discretionary" review process, which typically requires more time than those projects permitted

by right – i.e., projects subject to a “ministerial” review process. The City maintains an SB 35 Eligibility Checklist for the purpose of identifying qualifying projects and facilitating development consistent with the Permit Streamlining Act. The City makes use of Appendices M and N of the CEQA Guidelines to identify infill projects that qualify for the streamlined review process offered under CEQA Section 15183.3. The City also complies with the Permit Streamlining Act, California Government Code § 65920 et seq, was enacted in 1977.

The following section assesses the typical timelines for residential projects to obtain entitlement and begin development in San Pablo, including the timelines of common discretionary processes. As noted in Table C-5, residential uses generally do not require a use permit in any of San Pablo’s residential districts, although some commercial districts require one. A typical project begins with the developer filing an application for a tentative parcel map and appropriate application forms with a site plan. The application materials are first reviewed for completeness by the Planning Division staff or Zoning Administrator for consistency with City regulations and General Plan guidelines. Certain types of projects, such as multifamily housing projects, must go through design review. Otherwise, the plan is then approved at staff level. Administrative approvals typically take 30 days, and some projects include a 10-day appeal period – although ADUs do not get an appeal. If the project in question requires a use permit or a variance, it is sent to the Planning Commission for review. It typically takes about six weeks from completion to get scheduled for Planning Commission review, and an additional four to five weeks for public notice and review time. All new residential project plans are also copied to the Police Department for comment. The Police Department reviews safety and access issues before Planning Commission review.

The City also offers a pre-application meeting to discuss project requirements and priorities with developers. The meeting helps to inform developers about potential issues with their projects and typically helps to reduce review and approval time by a week or two. Given that permit processing procedures are comparable to other communities in the area, the San Pablo development review process does not represent a significant constraint to development. Table C-18 and C-19 below identifies the typical processing time and approval authority for land use entitlements. It should be noted that each project does not necessarily have to complete all steps in the process (i.e., small scale projects do not require Environmental Impact Reports or rezoning). Also, certain approval procedures may run concurrently. Timelines are provided for a single-family, large multifamily, and small multifamily project.

LENGTH OF TIME BETWEEN APPLICATION APPROVAL AND BUILDING PERMIT ISSUANCE

The Housing Element law was amended in September 2022 by the passage of AB 2234 (Rivas) to require examination of the length of time between receiving approval for a housing development and submittal of an application for building permits. The law amended the housing element requirements to add Section 65913.3 mandating that cities and counties compile a list of information needed to approve or deny a post-entitlement phase permit, post an example of a complete, approved application and an example of a complete set of post-entitlement phase permits for at least five types of housing development projects, as defined, and to make those items available to all applicants for these permits. Once the applicant submits the required plans and other information, the law will allow 15 business days to review the submittal and notify the applicant in writing whether it includes all the required items. If the application is complete, the law gives the

agency an additional 30 days to review the materials and either provide the applicant with a full set of comments with a request for revisions or issue the required approval. The law allows 60 days for review of applications for housing projects with 26 or more units.

The time between application approval and building permit issuance is influenced by several factors, many of which are not within a city's control. These include the time the applicant needs to produce required technical or engineering studies; complete construction drawings and detailed site and landscape design; secure construction and permanent financing; and retain of a building contractor and subcontractors. In San Pablo, this timeline varies greatly. Better resourced developers tend to move forward immediately, while smaller developers can take longer. Planning approvals last for one year, and the City works with developers to provide extensions as needed.

City staff reported that it usually takes from one to three months for applicants to submit a complete set of plans for building permits after entitlement approval. This varies depending on the size of the project. To facilitate the review process, the Building Division reviews plan concurrently with other agencies such as Fire, Wastewater and School District. The Building Division provides applicants with a list of information the City needs to approve post-entitlement phase permits but has not yet prepared the required examples of post-entitlement permits for five housing types. According to City staff, it wasn't until 2022 that the City started receiving applications for project types other than low-density residential and ADUs. The Action Plan includes a program for completing this material.

The new law requires that once those plans and studies have been submitted, cities must review them and notify the applicant of the results of that review without delay. The decision on completeness is subject to appeal.

As described above, the Action Plan proposes several revisions to the Zoning Code to make more projects allowed by right, which will reduce the time it takes to obtain an entitlement. Reducing the time needed to obtain all necessary construction permits may be more difficult. In order to meet the new deadlines, the San Pablo may need to hire more staff or engage consultants to review and approve plans. These remedies will probably create a need to increase fees.

The Housing Action Plan several programs that will require amending the Zoning Code in ways that will reduce the time required to obtain a planning entitlement. The additional requirements imposed by AB 234 will make it necessary to include an additional program to generate the list of information needed to approve or deny a post-entitlement phase permit and complete sets of plans for five housing project types. The Plan also includes a program to project the anticipated effect of the requirements on the need for additional staff or consultant assistance, the cost of increasing staffing or consultants, and the impact of these changes on fees.

Table C-18: Permit Procedure Timelines

Type of Permit or Decision	Typical Timeline ¹			Designated Approving Authority ²		
	Single-Family	Large Multifamily (100 Units)	Small Multifamily (10 Units)	Zoning Administrator	Planning Commission	City Council
Plan Check/Zoning Clearance	2-4 weeks	4-6 weeks	2-4 weeks	F	A	F
Official Code Interpretation	2-4 weeks	2-4 weeks	2-4 weeks	F	A	F
Similar Use Designation	2-4 weeks	2-4 weeks	2-4 weeks	F	A	F
Home Occupation Permit	1-2 weeks	1-2 weeks	1-2 weeks	F	A	F
Temporary Use Permit	*1-2 weeks	*1-2 weeks	*1-2 weeks	F	A	F
Minor Adjustment Administrative	2-4 weeks	4-6 weeks	2-4 weeks	F	A	F
Use Permit	4-6 weeks	4-8 weeks	4-6 weeks	F	A	F
Minor Design Review	4-6 weeks	6-8 weeks	4-6 weeks	F	A	F
Reasonable Accommodation Entertainment Permit	2-4 weeks	4-6 weeks	24 weeks	F	A	F
Entertainment Permit	*6-8 weeks	*6-8 weeks	*6-8 weeks	R	F	F
Major Design Review	8-12 weeks	12-16 weeks	10-12 weeks	R	F	F
Conditional Use Permit	8-12 weeks	12-16 weeks	10-12 weeks	R	F	F
Variance	12-16 weeks	12-18 weeks	10-12 weeks	R	F	F
Planned Development	12-14 months	12-14 months	22-14 months	R	F	F
Development Agreement	12 months	12 months	12 months	R	R	F
Specific Plan	12-18 months	12-18 months	12-18 months	R	R	F
Specific Plan Amendment	6-8 months	6-8 months	6-8 months	R	R	F
Zoning Amendment	6-12 months	6-12 months	6-12 months	R	R	F
General Plan Amendment	8-12 months	8-12 months	8-12 months	R	R	F
Rezoning	*6-12 months	*6-12 months	*6-12 months	R	R	F

1. * = Permit or approval is not typically required.

2. R = Recommending Authority, F = Final Decision-Making Authority, A = Appeal Authority.

Source: City of San Pablo, 2022

Table C-19: Timelines for Permit Procedures

Type of Approval or Permit	Typical Processing Time (days)	Approval Body
Site Plan Review	14	City Staff
Design Review		-
- Minor	14	Zoning Administrator
- Major	45-60	Zoning Administrator
General Plan Amendment	60-120	City Council
Use Permit		-
- Minor	14	Planning Commission
- Major	45-60	Planning Commission
Rezoning	60-120	City Council
Variances	45-60	Planning Commission
Subdivision Maps	60-120	Planning Commission
Negative Declaration	45-60	Planning Commission
Environmental Impact Report	60-180	City Council

Source: City of San Pablo.

Table C-20: Typical Processing Procedures by Project Type

Single Family Infill	Subdivision	Multifamily Units
Site Plan	Tentative Map	Site Plan
	Final Map	Design Review
	Initial Study	Variance ¹
	Site Plan Review	Negative Declaration
	Design Review	
2-4 months	6 months	2-4 months

1. A variance is not required for multifamily development, however if there are exceptional circumstances on the site, a variance may be requested by the developer.

Source: City of San Pablo.

The City has not received requests to develop at densities below those identified in the inventory. In fact, recent multi-family housing projects have increased density and requested concessions or adjustments for density bonus, height, setback, parking, etc. Examples include 13717 San Pablo Avenue, 2555 El Portal, 2364 Road 20, and 13831 San Pablo Avenue, 2812 Chattleton, 2432 – 2452 22nd (8 plex), 1723 14th Street (3 units mixed use), 1982-1988 23rd St (7 units mixed use). Projects currently in the development pipeline, including 1820 Rumrill and Ujima Permanent Supportive Housing (1910 -1916 Church Lane), similarly seek to maximize available density and have requested density bonuses and or/concessions.

Housing developments have typically been able to submit for Plan Check within one year of planning approval. One recent project requested a time extension (2432-2452 22nd Street) and is

now in plan check. Another project is being offered for sale following its planning approval (2364 Road 20). As noted below, fees for all residential types are lower in San Pablo than the regional average, and the City maintains the lowest overall fees for multifamily projects. Local hindrances on the construction of San Pablo's share of the regional housing need are primarily related to a scarcity of "shovel-ready" sites and the overall costs of pursuing development.

The Housing Action Plan includes a program to bring the City into compliance with the State requirements enacted by AB 2234, which added Section 65913.3 to the Government Code. The new provisions require cities and counties to compile a list of information needed to approve or deny a post-entitlement phase permit, as defined by the law, to post an example of a complete, approved application and an example of a complete set of post-entitlement phase permits for at least five types of housing development projects, as defined, in the jurisdiction, as specified, and to make those items available to all applicants for these permits no later than January 1, 2024.

It is difficult to determine the extent to which processing procedures, development fees, and permits have constrained housing development in San Pablo relative to other factors this analysis discusses, including construction and financing costs, the availability of "shovel-ready" sites, and negative perceptions about the community. During the last fiscal year, the Planning Commission reviewed only nine applications including five housing projects. During the first six months of the year the City also issued more than 40 administrative approvals.¹⁵ Most housing permits are approved by right or at the staff level. Moreover, as shown in Table C-22, the fees San Pablo charges are lower than any other jurisdiction in Contra Costa County. That is in part because the City has not established any impact fees.

Conditional Use Permit (CUP)

Conditional use permits (CUPs) are required for multifamily dwellings in the Neighborhood Commercial and Industrial Mixed-Use districts, as well as for ground floor residential development in the Mixed Use Center South District. As noted in Table C-18 above, minor use permits typically take 14 days to receive approval, while major use permits require between 45 and 60 days. General requirements for CUPs are contained within Section 17.20.040 of the San Pablo Municipal Code. Required findings and conditions set forth in the Municipal Code are provided below:

- **Findings.** In order to grant any use permit, the findings of the planning commission shall be that the establishment, maintenance, or operation of the use of the building applied for will not, under the circumstances of the particular case, be detrimental to the health, safety, peace, morals, comfort, and general welfare of persons residing or working in the neighborhood of such proposed use or be detrimental or injurious to property and improvements in the neighborhood or to the general welfare of the city.
- **Conditions.** The planning commission may impose such conditions in connection with the use permit as it deems necessary to secure the purposes of this title and may require that such conditions are being or will be complied with.

¹⁵ City of San Pablo, Community Development Department Biennial Budget, Fiscal Year 2022-23. Download at <https://stories.opengov.com/sanpabloca/published/TIdPsmtpj>

Further, the City provides Residential Design Guidelines in Appendix A and Mixed-Use Design Guidelines in Appendix D of Title 17. These design guidelines are intended to assist designers and developers in understanding the City's goals and objectives for high quality residential development and may be imposed as a condition of approval.

While a CUP is appropriate in the IMU district, it unnecessarily restricts residential and mixed-use projects in the NC and MUCS districts. Efforts the City will take to increase flexibility and reduce constraints on residential development are included as part of the Housing Action Plan. To ensure that the review of residential projects is based on objective standards as required by the Housing Accountability Act and other State requirements (e.g. urban lot splits under SB 9 and expedited ministerial review pursuant to SB 35), the Housing Action Plan includes an action to review and revise the existing residential development standards and the design guidelines to comply with mandates for using objective standards for review of residential projects. The action in the Housing Action Plan includes review and revision as necessary of procedures for review and approval of both ministerial zoning actions and CUPs to comply with applicable statutory and case law.

Design Review

The Zoning Ordinance includes residential design guidelines that are not mandatory but may be used as a basis for project review and for conditions imposed by Staff or the Planning Commission (Section 17.32.090, Residential Design Guidelines). The 23rd Street and San Pablo Specific Plans also include design guidelines in addition to design and development standards. The 23rd Street SP specifically states that the SP guidelines replace the guidelines in Appendix D, Mixed-Use Design Guidelines. Although some of the design guidance in the 23rd Street SP is advisory other provisions are mandatory.¹⁶

The Residential Design Guidelines in Appendix A of the Code and the Mixed-Use Design Guidelines in Appendix D are not directive but can provide a good basis for crafting objective design standards as required by the Housing Accountability Act and other State requirements, the Housing Action Plan includes program proposing review and revision of the residential and mixed-use design guidelines in Appendices A and D of the Zoning Ordinance and the guidelines incorporated in the 23rd Street and San Pablo Avenue Specific Plans to comply with applicable statutory and case law. The San Pablo Avenue Specific Plan (SPSP) also includes both standards and guidelines. The SPSP states that its guidelines are “intended to serve as recommendations to guide development projects and the design review process [and] elaborate on the standards presented in Table 4-I as well as the streetscape design concepts discussed in Section 4-I.”¹⁷ The SPSP includes a program proposing development of “standards that apply to all residential care facilities to eliminate the possibility that standards will be imposed on an ad-hoc basis.”¹⁸ This proposal was never implemented.

¹⁶ 23rd Street Specific Plan, p. 7-1.

¹⁷ San Pablo Avenue Specific Plan, p. 4-43.

¹⁸ Ibid., p. 7-16.

Major Design Review

The procedures for conducting Major design review standards are in Section 17.20.030 of the San Pablo Municipal Code. Major design review is required for the following new residential construction and additions (for projects subject to a CUP this review is combined):

- Multi-family with five or more residences in all zoning districts; and
- Residential care facilities in all zoning districts.

The Planning Commission is directed to ensure that these projects are consistent with applicable design guidelines as well as any community design plan or specific plan. Specifically, Section 17.20.030C establishes the following requirements for project subject to major design review:

- Design Guidelines. The proposal is consistent with applicable design guidelines.
- Community Plans. The proposal is consistent with any community design plan or specific plan.
- General Plan. The proposal is consistent with the land use, physical design, and economic development element and the open space element of the general plan.
- Location and Design. The location and design of proposed development gives particular consideration to privacy, views, and sunlight on adjoining properties and fosters the orderly and harmonious development and preservation of the public health and welfare of the city and its neighborhoods.

Design and Colors. The architectural design of structures and their colors and materials are visually harmonious with surrounding development, landforms, and vegetation.

These determinations are then used as a basis for finding that “the project under consideration adequately meets the requirements of this chapter and the applicable design guidelines.” If more than one type of design guideline, such as residential, commercial, industrial, and mixed-use, is applicable to a given project, the zoning administrator determines which provisions apply, based on the use(s), zoning district, and context. The design guidelines are included in Appendices A through D of Title 17 of the San Pablo Municipal Code. These guidelines can be imposed as conditions of approval and are relatively “soft” compared to the more detailed and rigorous specific plan design guidelines. Even though the Planning Commission tends to approve residential projects and the design review process has not been identified as an obstacle, the guidelines are not sufficiently objective to meet State mandates. Therefore, Program 1-K has been added to the Housing Action plan.

Minor Design Review

Minor design review procedures in Section 17.18.090 of the San Pablo Municipal Code apply to less significant projects as an alternative to the major design review process. Minor design review is conducted by the zoning administrator for the following residential developments (does not apply to projects subject to a CUP):

- Design Guidelines. The proposal is consistent with applicable design guidelines.
- Community Plans. The proposal is consistent with any community design plan or specific plan.

- General Plan. The proposal is consistent with the land use, physical design, and economic development element and the open space element of the general plan.
- Location and Design. The location and design of proposed development gives particular consideration to privacy, views, and sunlight on adjoining properties and fosters the orderly and harmonious development and preservation of the public health and welfare of the city and its neighborhoods.

Design and Colors. The architectural design of structures and their colors and materials are visually harmonious with surrounding development, landforms, and vegetation. The zoning administrator is directed to consider the same factors when reviewing the smaller projects that the Commission uses for Major Design Review. Minor design review decisions are subject to appeal to the Planning Commission and both Major and Minor design review decisions can ultimately be appealed to the City Council. Design review is almost always conducted in conjunction with the review of a use permit, and decisions on the underlying project are subject to environmental review as described in the next section.

As noted above, most housing permits are approved by right or at the staff level, and during the first six months of the 2022-3 Financial Year the City issued more than 40 administrative approvals. Therefore, the application of the design guidelines has not been a significant impediment to development. However, as stated above, the Housing Action Plan includes a program (Program 1-K) to review and revise the existing residential development standards and the design guidelines to comply with mandates for using objective standards for review of residential projects to ensure that the review of residential projects is based on objective standards as required by the Housing Accountability Act and other State requirements (e.g. urban lot splits under SB 9 and expedited ministerial review pursuant to SB 35). This action will provide an opportunity to determine which design guidelines could provide a basis for a clear and objective set of standards to meet State requirements.

Environmental Review

San Pablo follows procedures set forth in the California Environmental Quality Act (CEQA) and has not adopted any additional procedures that describe how the City complies with the State requirements or to establish thresholds of significance for identifying projects that will subject to environmental review. The City has a website listing projects with final CEQA determinations, which lists 12 projects since 2017 none of which required an Environmental Impact Report. Four were exempt from CEQA review and the rest required preparation of a Mitigated Negative Declaration.

Many projects are “categorically exempt” from CEQA because of their size or nature, or because there is no reasonable possibility that they will have significant impact on the environment. Article 19 of the CEQA Guidelines lists the types of projects that are normally exempt; they include replacement or rehabilitation of existing facilities, construction or conversion of small structures, and minor alterations to existing land. Additionally, certain residential projects providing affordable urban, agriculture, or urban infill housing that meets specified acreage and unit criteria are also exempt from CEQA. The CEQA exemption for certain types of affordable housing was introduced by SB 1925 (2002, Sher) to amend Section 21080.10 of, to add Sections 21061.0.5, 21064.3, 21065.3, 21071, and 21072 to the Public Resource Code.

Projects funded with HOME, CDBG or other sources of federal funding and some projects with financing from the City or Contra Costa County may be subject to procedures in the National Environmental Policy Act (NEPA).

Environmental review, in compliance with State and federal requirements, runs concurrent with other aspects of the local development approval process. Pursuant to CEQA, if a project has no significant impacts or the impacts can all be mitigated to a less-than-significant level, an initial study and mitigated negative declaration is adequate. This process usually takes two to three months. If the project has potentially unavoidable significant impacts, it requires an environmental impact report (EIR), which can take four to six months and sometimes longer. Infill projects may qualify for streamlining pursuant to CEQA 15183 and as noted above the use of an exemption for urban infill housing projects is also available to expedite environmental review if there are no identified impacts.

FEES AND EXACTIONS

Typical fees required to develop in San Pablo include entitlement fees, building fees, and impact fees imposed by a regional body. The City does not impose any development impact fees, unlike other cities in the region. To estimate the total typical costs, ABAG developed a draft fee estimator for all jurisdictions in Contra Costa County – including San Pablo. The estimator examined three residential types, summarized below, which are significantly lower than more recent estimates.

- **Single-family:** Single unit home with 3,100 square feet estimated at \$306,900 compared with the more current estimate of \$324,000 for a 2,000 square foot home, and
- **Multifamily – Large:** 100-unit project at 800 square feet per unit with an estimated construction value of \$9,637,600 compared with \$322 per square foot and a total construction value of \$26,372,502 for the 100-unit Alvarado Gardens project, which is now under construction.¹⁹ Based on this project, the construction cost per square foot for the 100-unit and 10-unit projects is estimated at \$330 square feet per unit.

The City Council approved a 2.6 percent increase in Building, Planning and Public Works user fees based on the Bureau of Labor Statistics Employment Cost Index. The methodology for establishing these fees was adopted by the Council in May 2021. The current fee schedule went into effect on July 1, 2023.¹⁵ Total typical fees for single- and multifamily projects are provided in Table C-22 below. Applications that require review by an outside consultant including EIRs and other environmental studies, subdivision maps, and parcel maps are subject to an additional fee equal to 17 percent of the consultant cost.

Planning and permit fees make up less than 50 percent of fees for all project types and are relatively low overall. The highest fees are generally those levied by non-City bodies, including the school district fee. Although not reflected in the typical fees below, additional fees imposed by outside agencies can pose an impediment to development in San Pablo. This includes water, wastewater,

¹⁹ See Table C-26, from California Tax Credit Allocation Committee, Project Staff Reports 2017-2021; Dyett & Bhatia, 2022

and fire mitigation fees that the city has no control over. Further, regional agencies without local review can have unpredictable costs that reduce certainty for developers.

A comparison of San Pablo's typical fees to other cities in Contra Costa County is provided below in Table C-23. Although San Pablo has increased permit fees in the last few years, the city remains on par or below other neighboring jurisdictions. Fees for all residential types are lower in San Pablo than the regional average, and the City maintains the lowest overall fees for multifamily projects.

TRANSPARENCY IN DEVELOPMENT REGULATIONS

Under State Government Code Section 65940.1, the City is obligated to provide transparency in publicizing land use controls and fees. The City provides a variety of resources on the planning process on their website²⁰ including the Master Fee Schedule, building permit information, planning applications, and the Zoning Map. The site has links to a variety of handouts that summarize development standards by district and for different types of projects. Additional information on ADUs and Senate Bill (SB) 9 is also linked to the website. Contact information and hours of operation for the Planning and Zoning Division and links to the Building and Engineering Divisions are also available on this webpage.

²⁰ <https://www.sanpabloca.gov/1177/Planning-Zoning>

Table C-22: San Pablo Fee Estimates

Fee Type	Single-Family (2,000 sq. ft.)		Large Multifamily (100 Units @800 sq. ft.)		Small Multifamily (10 Units @ 800 sq. ft.)	
		Cost		Cost		Cost
Entitlement Fees						
Pre-Application Review		\$909.00		\$909.00		\$909.00
Minor Design Review		\$2,001.00				
Major Design Review				\$4,318.00		\$4,318.00
Conditional Use Permit		\$2,998.00		\$5,098.00		\$5,098.00
Variance		\$5,398.00		\$5,398.00		\$5,398.00
General Plan Amendment		\$12,749.00		\$12,749.00		\$12,749.00
Specific Plan Amendment		\$10,929.00		\$10,929.00		\$10,929.00
Zoning Amendment		\$9,106.00		\$9,106.00		\$9,106.00
Development Agreement		\$12,749.00		\$12,749.00		\$12,749.00
IS/Negative Declaration		\$4,370.00				
IS/Mitigated Negative Declaration				\$5,827.00		\$5,827.00
Total Entitlement Fees		\$61,209.00		\$67,083		\$67,083.00
Building Fees						
Building Permit Plan Check	Based on SF	\$3,490.00	Based on SF	\$34,033.00	Based on SF	\$9,053.00
Building Permit Inspection	Based on SF	\$2,258.00	Based on SF	\$17,356.00	Based on SF	\$4,619.00
Electrical/Plumbing/Mechanical Permits	Est. \$700		E s t .	\$3,500.00		\$3,500.00
State of CA Earthquake Assessment Fee	Based on Valuation	\$30.69	Based on Valuation	\$963.76	Based on Valuation	\$96.38
Fire Protection Fee	\$1,465.00 Set	\$1,465.00	\$1,905 + \$81/10k sf over 10k	\$2,472.00	\$1,905 + \$81/10k sf over 10k	\$1,905.00
Total Building Fees		\$7,943.69		\$58,324.76		\$19,173.38
Impact Fees						
School District Fee	\$4.08 SF	\$8,160.00	\$4.08 S F	\$326,400.00	\$4.08 SF	\$32,640.00
Subregional Transportation Mitigation Program (STMP)	\$5,881.00 Unit	\$5,881.00	\$2,897.00 U n i t	\$289,700.00	\$2,897.00 Unit	\$28,970.00
Total Impact Fees ²		\$14,041.00		\$616,100.00		\$61,610.00

Total Project Fees	\$83,193.69	\$741,507.76	\$147,866.38
Cost Per Unit⁴	\$83,193.69	\$7,415.08	\$14,787.38
Planning and Permit %	62.30%	16.9%	58.33%
Impact Fee %	37.70%	83.09%	41.67%

1. “Set” indicates a set fee, “Hr” indicates an hourly fee, “SF” indicates the fees is per square footage, and “Unit” indicates the fee is per unit.
2. City has not established any impact fees but collects school and STMP fees imposed by other agencies.
3. Estimated value assumes 2,000 sq. ft. single family at \$324,000 and 100-unit multi-family with development value of \$26,372,502 (about \$330 per square foot) based on data from Alvarado Gardens project.

Source: City of San Pablo, Planning & Zoning Fees, 7/1/2023-6/30/2024; Building Fees, FY 2024 <https://www.sanpabloca.gov/906/Master-Fee-Schedule>

Table C-23: Contra Costa County Fee Estimates

City	Single-Family	Large Multifamily (100 Units)	Small Multifamily (10 Units)
Antioch	\$22,146.24	\$813,910.78	\$103,950.44
Danville	\$62,489.24	\$3,336,919.50	\$347,075.68
Lafayette	\$68,946.25	\$3,132,049.61	\$370,969.49
Hercules	\$64,064.99	\$2,967,385.44	\$316,813.89
Clayton	\$39,160.00	\$1,669,246.00	\$249,136.00
Pinole	\$56,665.77	\$2,277,370.79	\$216,977.21
Brentwood	\$113,158.84	\$4,766,295.73	\$494,143.76
Concord	\$47,248.07	\$1,765,845.76	\$237,264.81
El Cerrito	\$57,356.24	\$2,927,768.15	\$440,729.35
Moraga	\$85,109.56	\$4,101,720.20	\$434,941.60
Martinez	\$58,701.86	\$2,468,768.76	\$271,214.92
Oakley	\$70,088.22	\$3,572,169.38	\$328,874.26
Orinda	\$64,627.76	\$3,347,953.50	\$376,137.59
Pittsburg	\$60,830.46	\$3,198,202.86	\$331,402.52
Pleasant Hill	\$30,927.67	\$1,670,408.38	\$177,477.61
Richmond	\$45,694.42	\$2,301,117.22	\$238,344.58
San Pablo	\$32,262.69	\$690,576.76	\$96,935.38
San Ramon	\$100,495.59	\$3,318,772.28	\$340,120.27
Walnut Creek	\$31,004.88	\$1,507,627.70	\$168,649.32
Average	\$58,327.09	\$2,621,978.09	\$290,877.67

Source: ABAG, Draft Contra Costa County Development Fee Estimates, April 2022; Dyett & Bhatia, 2023

CUMULATIVE EFFECT OF LAND USE CONTROLS AND SITE CONDITIONS

The cumulative effect of the outdated requirements of the 23rd Street Specific Plan, the high cost of financing, the preponderance of small lots under disparate ownership, and the high cost of construction, which is as high in San Pablo as it is in other parts of the inner Bay Area that are more attractive to investors and command higher rents, present a more significant obstacle than many other cities face. At the same time, the large minimum lot size requirements in the R-3 and R-4 districts and the small size and number of vacant parcels limit the potential for developing much-needed "missing middle" housing, which might otherwise be a good way to increase the housing supply. Chapter 4 of this Housing Element, the Housing Action Plan, incorporates strategies to address these challenges individually and cumulatively in order to facilitate development of the housing element inventory.

The City has not adopted growth control, short-term rental, or other ordinances that affect the cost and supply of residential development.

C.2 Non-Governmental Constraints

Non-governmental constraints range from environmental factors such as seismic hazards and noise to economic conditions including the cost and availability of financing, labor supply, the cost of materials and, more recently, supply chain problems. In the Bay Area particularly, the high cost of land can significantly increase the overall cost of housing development. All of these conditions can hamper residential development and are beyond the ability of local government to control. Nevertheless, there are approaches they can use to help offset the impacts of these constraints through their planning and regulation of land use and development.

In San Pablo, the major constraints to housing development include historic development patterns, environmental conditions, and regional and local market conditions – including regional discrimination in the housing market. The following section assesses the impact of these non-governmental constraints and steps the City can take as part of the Housing Action Plan to mitigate them.

PHYSICAL DEVELOPMENT PATTERN AND LOT SIZE

San Pablo is a largely built out city with relatively few vacant parcels available for development. While there are several larger vacant parcels clustered east of I-80, these are located within an Alquist-Priolo Fault Zone where residential development is prohibited for reasons of seismic safety. Only about 2.7 percent of San Pablo’s land is considered vacant by the Contra Costa County Assessor. Further, while the city features a regular pattern of platting and parcel shape is not a constraint, the average size of a vacant parcel in the city is 0.3 acres, and about 81.6 percent of all vacant parcels are under 0.5 acres in size. San Pablo also has very low vacancy rates and few substandard buildings with high potential for redevelopment – as of March 2020, the City has a lower vacancy rate (4.1 percent) than Richmond (4.7 percent), Pinole (5.7 percent), El Sobrante (4.2 percent), the county (5.1 percent), and the nine-county Bay Area (4.8 percent).²¹ Generally, the average parcel size—including both vacant and non-vacant parcels—is about 0.2 acres. As a result, strategies for promoting and facilitating infill development will continue to be a priority for the City’s long range planning efforts.

In general, neighborhood commercial or mixed-use commercial are designated for areas along corridors such as 23rd Street, Rumrill Boulevard, and some portions of San Pablo Avenue with a regional commercial center designated for the area near San Pablo Avenue and San Pablo Dam Road adjacent to the exit from I-80. Multifamily residential uses are similarly located primarily along major corridors and, in some areas, create a buffer between major corridors or land designated for commercial uses and land designated for low-density residential, such as adjacent to I-80 or abutting commercially designated land along Rumrill Boulevard or 23rd Street. Single-family residential land uses make up the majority of the city’s neighborhoods between these corridors. Significant area within the city is also designated for public/institutional use, such as at Contra Costa College and several local elementary, middle, and high schools.

²¹ City of San Pablo, “Affordable Housing Strategy.” *Strategic Economics*, March 2020. Available at <https://www.sanpabloca.gov/DocumentCenter/View/13386/2020-Affordable-Housing-Strategy>.

Most neighborhoods across San Pablo have densities ranging from eight or fewer units per acre to between nine and 16 units per acre. Due to their small lot sizes, San Pablo's single-family neighborhoods still have many lots that fall in the density ranges of nine to 16 and 17 to 24 units per acre. Additionally, within areas designated as under the City's current General Plan as Low Density Residential and intended for single-family detached residential development, non-conforming multifamily uses frequently fall into the higher density ranges of 24 to 40 and over 40 units per acre. Examples include the fourplexes along Sutter Avenue at its intersection with 17th Street and along 15th Street south of Broadway Avenue. Many of the city's higher density areas are concentrated close to commercial corridors near San Pablo Avenue, 23rd Street, and Rumrill Boulevard, where densities range from eight to over 40 units per acre. Examples include the El Portal Apartment Homes at the intersection of San Pablo Avenue and 23rd Street, the Montevista Senior Apartment complex on San Pablo Avenue, and the Kona Apartments on Church Lane, which all have a density of over 40 units per acre. The introduction of additional high-density housing along these corridors would not be incompatible with existing uses, and adopted Specific Plans for these areas incorporate strategies to integrate these new uses alongside existing non-residential development. There are no easements or other conditions (aside from small parcel size discussed above) within the PDAs that constrain infill development in these locations.

While relatively high densities are possible in the city's single-family neighborhoods, the predominance of this housing type and small lot sizes generally limit the feasibility of affordable housing development. However, corridors like San Pablo Avenue, 23rd Street, and Rumrill Boulevard have high potential for housing development, including mixed-use and higher-density residential projects. Most commercial uses have an FAR that is well below their maximum permitted FAR under the City's existing General Plan Land Use designation – suggesting that many of these commercial sites with low FARs may present opportunities for redevelopment into more intense uses. As shown on Map 3-1 Pipeline Projects, current development activity in San Pablo is primarily concentrated along the city's commercial corridors. Since 2015, the City has approved 422 new units, including 392 multi-family units (93 percent) in mixed-use areas. At the same time, 23 new single-family units were approved on small, sub-standard residential lots. The City anticipates that infill development like this will continue, but future residential and mixed-use projects under the Housing Element may need to consolidate some smaller lots to fully take advantage of this redevelopment potential.

While the lack of development impact fees in San Pablo makes consolidation more feasible for developers, the City does not currently provide specific incentives to do so. Due to limited local resources, however, there is a tradeoff between funds allocated for lot consolidation efforts and those directed towards affordable housing projects. To address that tradeoff, the City's Affordable Housing Strategy recommends several potential actions that can help increase San Pablo's housing stock – including inclusionary zoning, incentive zoning, and other City efforts to facilitate “missing middle” housing and ADUs. Other pre-development activities—including those related to removal of substandard structures and environmental review and remediation—would also help facilitate the consolidation and development of smaller parcels. Actions the City will take over the planning period to incentivize residential development on smaller lots, including affordable housing development, are included in Chapter 4 of this Housing Element, the Housing Action Plan.

ENVIRONMENTAL CONSTRAINTS

Environmental factors such as topography, soils, landslides and seismic hazards, and noise, are constraints to housing development in the City. The San Pablo General Plan 2030 takes these factors into account in establishing policies for residential and mixed-use development in the Land Use Element. Where development is planned, the constraints can be mitigated through appropriate design and environmental planning.

Natural Hazards

The Contra Costa County Local Hazard Mitigation Plan (LHMP) was adopted by the City of San Pablo in April 2018. The LHMP provides a local hazards risk ranking, summarized in Table C-23. The ranking process involves an assessment of the likelihood of occurrence for each hazard, along with its potential impacts on people, property, and the economy. In San Pablo, the hazards of greatest concern are earthquakes and dam failure. Dam failure is also likely a secondary impact of earthquakes. Overall, risk levels for various hazards in San Pablo are about on par with other jurisdictions and unincorporated areas in Contra Costa County. Across all cities in the county, earthquake hazards are the greatest risk. The only hazard that poses a greater threat in San Pablo than other cities or unincorporated areas is dam failure, due to the potential for a large earthquake to critically damage the San Pablo Dam. While hazards exist within the city, there are still many options for increasing housing, promoting economic development, and addressing environmental justice safely.

Table C-23: Local Hazards Risk Ranking

Rank	Hazard Type	Risk Rating Score (Probability x Impact)	Category
1	Earthquake	54	High
2	Dam failure ¹	36	High
3	Severe weather	30	Medium
3	Landslide ²	30	Medium
4	Flood ³	18	Medium
5	Drought	9	Low
6	Wildfire ^{2,4}	6	Low
7	Sea level rise ⁵	0	None
7	Tsunami	0	None

1. Failure is assigned a medium probability of occurrence as a secondary impact from earthquake.
2. Very High and High severity zones were used to assign probability and impacts.
3. One percent annual chance event (100-year flood event) was used to assign probability and impacts.
4. There is no mapped risk within the city, but a score was given due to potential smoke impacts on people and economy.
5. 2100 upper range estimates and extreme tide were used to assign probability and impacts.

Source: Contra Costa County Local Hazard Mitigation Plan, 2018; Dyett & Bhatia, 2021

The impacts of these local hazards and other environmental conditions on housing development are summarized below:

- **Geology/Seismicity.** The Hayward Fault, a major fault line in the San Andreas Fault System, runs directly through the city; it represents a potential threat to safety and places restrictions on future development. In the LHMP’s analysis of risk potential in San Pablo, earthquakes and dam failure—which is often a secondary hazard following an earthquake—were the only hazards rated as “High” risk probability. Due to the potential for surface fault rupture along the Hayward Fault, Alquist-Priolo Zones apply to the area surrounding the fault line and restrict the development of residential buildings. Thus, future development potential is limited within the fault zone.
- **Slope and Hillside Considerations.** Hilly portions of the city, particularly in the hills to the east of I-80, are susceptible to natural hazards. In addition to earthquake risk, the hillsides are susceptible to landsliding and have a soil rating of “very limited” due to their slope and shrink-swell susceptibility. Currently, the Hillside Overlay District regulates the development of any structures over one story tall in this portion of the city. Future residential development, especially higher-density development, is limited in this area and often requires extensive geotechnical studies. The Hillside Area Overlay District (D1) modifies development standards in these areas.
- **Wildfires.** The eastern portion of the city is susceptible to wildfires. In addition to the Hayward Fault running through this portion of the city, it is adjacent to Wildcat Canyon Regional Park, which is identified as a Very High Fire Hazard Zone which may threaten the area, though current roadways in the area allow for sufficient evacuation routes in the case of a wildfire.
- **Hydrology and flooding.** Certain areas of the city fall under the 100- and 500-year flood zones, which restricts future residential development. According to the City’s LHMP, approximately nine percent of the population resides in special flood hazard areas currently. In particular, residential neighborhoods along the city’s western boundary will likely be affected by increased flooding in the future. This restricts the extent of new housing that may go in in these areas. The City has a number of flood hazard response measures in place to respond to the flood hazards presented by its waterways. These include the Flood Damage Prevention Ordinance, the City’s participation in the NFIP Community Rating System, and the Green Infrastructure Plan, along with other measures included in the LHMP. These programs place development restrictions in floodplain areas, while the Green Infrastructure Plan also proactively plans for floodplain management and improved water quality by setting targets for the amount of impervious surface in the city to be retrofitted by 2030 and 2040. Further, the failure of the San Pablo Dam following an earthquake poses a serious risk.
- **Air and noise quality.** While the City of San Pablo enjoys relatively little exposure to some harmful pollutants (according to CalEnviroScreen 3.0), San Pablo is most affected by diesel particulate matter (DPM). DPM is produced by exhaust from cars, trucks, buses, trains, ships, and other equipment with diesel engines. DPM in San Pablo likely comes in large part from cars, trucks, and other traffic passing through or near the city adjacent to I-80. In addition to I-80, city truck routes running along San Pablo Avenue, San Pablo Dam Road, Giant Road between Road 20 and Richmond Parkway, and Evans Avenue likely contribute to DPM exposure in San Pablo. Further, major sources of noise in San Pablo are related to vehicular traffic, particularly in areas along I-80. The railroad corridor along Giant Road also contributes to noise in the city. Future housing development must ensure that measures

are in place to protect the community from air pollution and noise impacts from these sources. The Air Quality Health Risk Overlay District (D3) modifies development standards along the I-80 corridor, and generally restricts residential development.

- **Open Space, Creeks, and Wildlife.** While San Pablo is highly urbanized, it contains and is in close proximity to several important open space and biological resources that provide benefits to human, plant, and animal communities. The Wildcat and Rheem creeks, which run through the city, are important waterways within the greater Bay Area Delta system. The Wildcat Creek Restoration and Greenway Trail Project demonstrates the City's commitment to preserving and enhancing its natural resources. Additionally, Wildcat Canyon Regional Park to the east provides significant open space opportunities and connects to the Bay Area Ridge Trail. To the west, the Bay Trail runs along Richmond Parkway and almost connects into San Pablo via Wildcat Creek Trail. There are also pockets of open space near creek banks and on hillsides along San Pablo Dam Road. These hillsides have remained open space due to safety considerations (the steep slopes are susceptible to seismic activity as well as wildfire risks). St. Joseph Cemetery is 58 acres of open space along Church Lane and El Portal Drive and is not suitable for future residential development. Further, central coast riparian forests running along San Pablo Creek provide a vital resources and movement corridors to flora and fauna. Residential development is limited in and near these resources to preserve existing biodiversity, including required setbacks along the creeks.

Hazardous Materials Sites

Sites where hazardous chemical compounds have been released into the environment can pose threats to health and ecological systems. Historic or current activities most often associated with industrial or commercial uses (including gas stations, car washes, etc.), may result in the release, leak, or disposal of toxic substances on or below the ground surface, where they can then contaminate soil and ground water. Furthermore, disturbance of the ground through grading or excavation can result in exposure of these chemicals to the public. Improper handling of contaminated sites may result in further exposure via airborne dust, surface water runoff, or vapors.

The California Department of Toxic Substances Control (DTSC) and State Water Resources Control Board (SWRCB) track and identify sites with known or potential contamination and sites that may impact groundwater in accordance with Section 65962.5 of the California Public Resources Code (PRC). The list produced in accordance with this code is also known as the Cortese List.

- **EnviroStor.** The DTSC EnviroStor hazardous waste facility and cleanup sites database identifies sites that have known contamination or potentially contaminated sites requiring further investigation, and facilities permitted to treat, store, or dispose of hazardous waste. The EnviroStor database includes lists of the following site types: federal Superfund sites; State Response, including military facilities and State Superfund; voluntary cleanup; and school sites.
- **GeoTracker.** The SWRCB GeoTracker database tracks sites that impact groundwater or have the potential to impact groundwater. It includes sites that require groundwater cleanup such as Leaking Underground Storage Tanks (LUSTs), Department of Defense, and Site Cleanup Program sites; as well as permitted facilities

that could impact groundwater such as operating Underground Storage Tanks (USTs), irrigated lands, oil and gas production sites, and land disposal sites.

A search of federal, State, and local environmental regulatory agency databases was conducted in order to identify sites within the planning area which may have been historically impacted by hazardous materials or wastes. GeoTracker lists 27 LUST cleanup sites within the Planning Area. All but two of these sites have been remediated and are considered closed. Map C-1 shows the location of these sites within the planning area, based on a database search conducted in July 2023. The two open sites, neither of which is in proximity to a housing opportunity site identified on Map 3-4 in this Housing Element, include:

- 2145 Rumrill Boulevard. Historical dry-cleaning operations at the site involved the use of tetrachloroethylene (PCE). The dry cleaning equipment was replaced and the use of PCE was discontinued in 2009. The Site is subject to RWQCB Order No. R2-2011-0040, pursuant to which monitoring of groundwater conditions, soil vapor extraction, and indoor air quality is ongoing. A low-threat closure request has been submitted.
- 13484 San Pablo Avenue. The site is historically operated as a general storage yard and a trucking company storage yard, but was redeveloped with a single one-story building between 1962 and 1968 and has operated as a skilled nursing facility called Vale Healthcare Center since that time. Soil vapor extraction and sub-slab depressurization activities are ongoing.

Overall, as none of the active hazardous materials sites in the city is located in proximity to a housing opportunity site identified on Map 3-4 in this Housing Element and as the majority of cases are considered closed, the presence of hazardous materials does not represent a constraint to implementation of the Housing Element.

MARKET CONSTRAINTS

Regional demand has a direct impact on the cost of land. A local government can either limit or provide an adequate supply of entitled land for development in order to meet the regional demand. Construction cost is affected by a variety of factors, including the national demand for materials and commodities, and the supply of local construction labor. The availability of financing is affected by factors that the local government cannot control, including capital levels of banks and investors, credit worthiness of borrowers, and the willingness of investors to supply capital for real estate.

Figure C-1: Hazardous Materials

State Water Resources Control Board (SWRCB)

Cleanup Sites

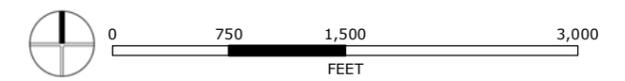
- LUST Cleanup Site
- Cleanup Program Site
- Closed Sites (Case Closed)

Department of Toxic Substances Control (DTSC)

EnviroStor Status (March 2023)

- Active
- Certified O&M - Land Use Restrictions
- Refer to Another Agency
- No Further Action

- City Limits
- Sphere of Influence
- Major Highway
- Major Roads
- Railroads



SOURCE: Geotracker, State Water Resources Control Board, 2021; Envirostor, Department of Toxic Substances Control, 2023; City of San Pablo, 2021; Contra Costa County GIS, 2021; Dyett & Bhatia, 2023

Land and Construction Costs

Land costs are often difficult to estimate, and there is no single publicly available database that records urban land prices. A recent study conducted by researchers from the Federal Housing Finance Agency (FHFA) have estimated the price of residential land based on appraisals of single-family parcels conducted between 2012 and 2019.²² From this assessment they have made available land prices for all census tracts and zip codes in the country. As summarized in Table C-22 below, the average land value per acre in the zip codes either partially or wholly contained within the boundaries of San Pablo is about \$1,871,800 or 39.8 percent of the total property value. Median land value in San Pablo is lower than the greater Bay Area region, but higher than the county overall – although it comprises a smaller share of the total property value.

Table C-24: Median Single-Family Land Costs, 2019

<i>Region</i>	<i>Median Land Value Per Acre</i>	<i>Median Land Share of Property Value</i>
San Francisco Bay Area ¹	\$2,047,500	44.2%
Contra Costa County	\$1,529,900	40.2%
San Pablo area ²	\$1,871,800	39.8%

1. Based on the nine-county region.

2. Includes zipcodes that are either wholly or partially contained within the boundaries of San Pablo: 94806, 94801, 94803, 94804, 94805

Source: FHFA, Land Prices, October 2020; Dyett & Bhatia, 2022

Land acquisition cost estimates for the development of affordable housing in San Pablo are available from recent California Tax Credit Allocation Committee (TCAC) project tax credit applications. Estimates include projects that applied for a tax credit between 2017 and 2021 and are provided in Table C-25. Land acquisition costs are significantly higher for rehabilitation projects than for new construction projects, with San Pablo’s most recent new construction project estimating about \$85 per square foot or 14.9 percent of total project cost. While this is higher than the estimated cost per square foot provided in the previous Housing Element (\$35 per square foot), it remains in a similar range of total project costs (15 to 20 percent). Land costs have continued to rise in the City, especially for acquisition and rehab projects.

²² William Larson, Jessica Shui, Morris Davis, and Stephen Oliner, “Working Paper 19-01: The Price of Residential Land for Counties, ZIP codes, and Census Tracts in the United States,” *FHFA Staff Working Paper Series* (October, 2020).

Table C-25: Land Costs for Affordable Housing Projects in San Pablo, 2017-2021

Project Year	Project Name	Project Type	Land/Acquisition Cost ¹		
			Total Cost	Cost per Sq. Ft.	Percent of Total Project Cost
2017	Church Lane	Acquisition and Rehab	\$6,093,175	\$206.55	27.9%
2018	Montevista Senior Apartments	Acquisition and Rehab	\$17,600,000	\$340.66	69.4%
2020	Hilltop Commons	Acquisition and Rehab	\$89,872,449	\$349.87	58.9%
2021	Alvarado Gardens	New Construction	\$7,000,000	\$85.47	14.9%
Median Cost			\$12,300,000	\$273.61	43.4%

1. Land/acquisition costs include project costs related to land costs or value, demolition, legal, land lease rent prepayment, existing improvements value, and off-site improvements.

Source: Tax Credit Allocation Committee, Project Staff Reports 2017-2021; Dyett & Bhatia, 2022

Construction costs, including both hard cost (i.e. labor and materials) and soft cost (i.e. development fees, architectural and engineering services, and insurance) are generally high countywide. According to a report published by the Turner Center at UC Berkeley, trends in the prices of both labor and materials have likely contributed to hard cost increases over the 2009 to 2018 period.²³ The Bay Area region was identified as the most expensive region in the state, where average hard costs were \$81 more expensive per square foot than in other parts of the state.

TCAC project tax credit applications provide an estimate of construction costs for affordable housing projects in San Pablo – see Table C-26. The median construction cost per square foot is about \$190.50, or 27.8 percent of the total project cost. However, in new construction these costs increase significantly – to \$322 per square foot and 56.2 percent of the total project cost. Construction costs have also risen over the course of the COVID-19 pandemic, due in part to supply chain disruptions. The lasting impacts of this trend are not yet known, but it is likely to increase the cost of housing in at least the short to medium term.

According to RSMMeans, construction costs (including materials and labor but excluding soft costs such as fees) for a small apartment complex in the Richmond area ranged between \$185 to \$215 per square foot in 2022. Construction costs vary depending on the type of development, ranging from more expensive steel-frame Type I construction to more affordable wood-frame Type V. Due to the smaller scale, single-family homes tend to be more expensive to construct on a per square foot

²³ Hayley Raetz, Teddy Forscher, Elizabeth Kneebone, and Carolina Reid, “The Hard Costs of Construction: Recent Trends in Labor and Materials Costs for Apartment Buildings in California,” *Turner Center for Housing Innovation*, 2020.

basis than larger, multi-family developments. The estimated construction costs for new single-family homes in Richmond range from \$323,538 for basic construction up to \$581,836.²⁴

Table C-26: Construction Costs for Affordable Housing Projects in San Pablo, 2017-2021

Project Year	Project Name	Project Type	Construction Cost ¹		
			Total Cost	Cost per Sq. Ft.	Percent of Total Project Cost
2017	Church Lane	Acquisition and Rehab	\$7,552,025	\$256.00	34.6%
2018	Montevista Senior Apartments	Acquisition and Rehab	\$2,428,200	\$47.00	9.6%
2020	Hilltop Commons	Acquisition and Rehab	\$32,108,872	\$125.00	21.0%
2021	Alvarado Gardens	New Construction	\$26,372,502	\$322.00	56.2%
Median Cost			\$16,962,264	\$190.50	27.8%

1. Includes new construction and rehab projects.

Source: Tax Credit Allocation Committee, Project Staff Reports 2017-2021; Dyett & Bhatia, 2022

The high cost of land in San Pablo is a constraint to the development of lower-income housing. Developers will have to construct multifamily housing at higher densities and smaller unit sizes to generate economies of scale for the development to be profitable, or obtain public or private subsidies to offset high land and construction costs. Further, although land values in San Pablo are relatively lower than in the Bay Area, maximum achievable rents are also lower than what can be generated in other Bay Area cities. This helps to maintain affordability, but it also reduces the potential for profit and limits incentives for additional development in the city.

Availability and Cost of Financing

One of the most significant factors related to the provision of adequate housing for all segments of the population is the availability of financing – both for real estate development and homeownership. Because the projected net operating income from affordable housing developments is lower than that from market rate developments, developers generally have to secure financing from a variety of sources. Typically, a project’s sources of funds can be divided into three major categories:

1. Equity;
2. “Senior” debt; and,
3. “Subordinate” debt.

²⁴ “Construction loans by bank or private investors in Richmond, CA” <https://www.lendersa.com/construction-loans/ca/richmond>

Equity, the funds contributed by the developer, typically include some direct investment by the developer but additional funds are secured from tax credit investors. Because the amount of tax credits generated through a typical project far exceed most developers' tax liability, other for-profit entities with large tax liabilities ("investors") or syndicators who act as a broker between the developer and the investors, form a limited partnership with the developer. The partnership then allocates nearly all of the tax credits to the non-developer partners in exchange for equity in the project.

Congress created the Low Income Housing Tax Credit (LIHTC) program in 1986 to help low-income housing developers to raise equity for their projects. Each year, the U.S. Department of the Treasury issues tax credits to states for allocation to low-income housing projects. The California Tax Credit Allocation Committee, the State agency responsible for administering the credit has established additional regulations for allocating the credit. These include giving higher priority to projects near amenities such as public transit, public parks, public libraries, schools, and senior centers.

Because of the high cost of building housing in California and limited availability of federal tax credits, the State legislature also approved a State housing credit to augment the federal tax credits. The State credit is also restricted to projects that are not located in difficult to develop areas (DDAs) or qualified census tracts (QCTs) or, if located in DDAs or QCTs, with projects where 50 percent of the units are for individuals with special needs.²⁵

The Low-Income Housing Fund (LIHF) is the City of San Pablo's only source of funding for affordable housing. The LIHF was previously funded through a 20 percent set aside of tax increment earned in the City's Redevelopment areas. Since the dissolution of redevelopment agencies in 2012, the City no longer receives new tax increment revenues. This fund may be used for a variety of purposes, including: (1) preserving long-term affordability of units, (2) homeless prevention and rapid rehousing, and (3) development of new housing. As of March 2020, the LIHF had a balance of \$5.5 million. Since then, \$500,000 has been appropriated from the LIHF to fund the COVID-19 Housing Assistance Grant Program.

Further, the county issues tax-exempt revenue bonds for affordable housing development financing through the county's Multifamily Mortgage Revenue Bond Program. The County does not offer any set-aside subsidies for the construction or preservation of deed-restricted affordable housing. Although other counties across the Bay Area have approved general obligation bonds for affordable housing (such as Measure A-1 in Alameda County or Measure A in Santa Clara County), Contra Costa has not placed an affordable housing bond measure on the ballot. Measure J, which was on the ballot in March 2020 for transportation and housing improvements, was defeated. Note that the county administers federal and State funding programs that can be used for affordable housing development.

The California Housing Finance Agency offers grants and loans for ADUs through a group of private lenders. Homeowners with annual incomes less than \$300,000 are eligible to apply for up to \$40,000 in assistance for pre-development costs including architectural designs, permits, soil and engineering tests and other expenses. Grants may also be used to buy down the interest rate on financing.²⁶

²⁵ California Housing Consortium, "Resources: Affordable Housing 101: How is it Built?" <https://calhsng.org/resources/affordable-housing-101/how-is-it-built/>

²⁶ Cal HFA, ADU Grant Program, <https://www.calhfa.ca.gov/adu/index.htm> and <https://www.calhfa.ca.gov/adu/homeowner/adu-steps.pdf>

The cost of securing financing to purchase a home also impacts the cost of housing and access to homeownership for lower-income households. At the national level, interest rates have remained relatively low since 2015 and experienced a significant decline during the COVID-19 pandemic. However, rates have started to increase over the course of 2021 – as interest rates continue to rise, the amount of public subsidy needed to bridge the affordability gap for moderate- and lower-income households will also rise. See Chart C-1 for the change in 30-year fixed rate mortgages since 2015.

A new source of funding that may become available during the planning period will be the Bay Area Housing Finance Agency (BAHFA), established by the State under AB 1487 (2019, Chiu), to support the production and preservation of affordable housing by placing new revenue options on the ballot. Although efforts to obtain the necessary approval of voters has been postponed due to the economic disruption caused by the COVID-19 pandemic, the decision was made not to place a revenue measure on the November 2020 ballot.)

Any new revenue source to be placed on the ballot would require voter approval by a two-thirds vote. Possible future options include:

- General obligation bond backed by property tax receipts (also known as a GO bond)
- Parcel tax
- Gross receipts tax
- Per-employee corporate “head tax”
- Commercial linkage fee (only authorized after voters approve a GO bond or parcel tax)

The average annual mortgage interest rates for the years 2015 through the fourth quarter of 2021 can be found in the table below. After peaking at close to 5 percent during the 4th quarter of 2018, the weekly rates fell to 3.11 percent by the end of 2021 but climbed back to 5.22 percent in August of 2022. Meanwhile, the typical home value in San Pablo has increased from \$562,000 in July 2021 to \$602,000 in June 2022.²⁷

Generally speaking, households can afford to spend 30 percent of their monthly income on housing. This figure assumes that the household does not have an already high debt to income ratio, or other high monthly expenses. A two-person San Pablo household earning the Areawide Median Income (AMI) of \$100,500 would theoretically be able to make a monthly housing payment of \$2,513. With a 10 percent down payment, minor other debts and the highest credit rating this hypothetical two-person family would be able to purchase a home that cost \$602,000. However, fewer options are available to those families unable to come up with a 10 percent down payment or low income households with an income of \$87,700 or less. Contra Costa County’s Mortgage Credit Certificate Program (MCC) is authorized to provide qualified first-time homebuyers with a federal income tax credit equal to 20 percent of the annual interest paid on the borrower’s mortgage. By reducing the borrower’s federal tax liability, the tax credit provides additional income that can be used for mortgage payments. Unfortunately, as of this writing there were no funds for this program.²⁸

²⁷ See https://www.trulia.com/CA/San_Pablo/ and <https://www.trulia.com/mortgage-rates/?auto=true&loantype=purchase&value=602000&zip=94806&cscore=760%2B&down=100000&va=false#request=ZR-FHWPXQY>

²⁸ <https://www.contracosta.ca.gov/4768/Mortgage-Credit-Certificate-Program>

Another possible source is the Cal Home Program in Richmond offers up to \$38,000 in a “silent” down payment assistance loan for low-income households purchasing in Contra Costa. This loan is secured by a Deed of Trust on the property and requires no monthly payments.²⁹

Chart C-1: National 30-Year Fixed Rate Mortgages, 2015-2021



Source: Freddie Mac, Historical Weekly Mortgage Rates Data, 2015-2021

INFRASTRUCTURE AVAILABILITY

Much of San Pablo’s infrastructure is old, however, the systems can still accommodate the existing and projected needs during the planning period, including buildout of the San Pablo 2023031 Housing Element sites inventory. The cost of infrastructure improvement required for residential development is borne by the developers. Whereas for large subdivisions, certain improvements such as frontage improvements like curbs and sidewalks, storm drainage and sanitary sewer improvements, water supply and other improvements to street lighting, fire hydrants, street trees and shrubs may be required as conditions of approval of the tentative map, buildout of the San Pablo Housing Element inventory will involve infill development almost exclusively. Improvements to existing infill parcels are typically not necessary. Further, as buildout of the inventory primarily involves infill sites in PDAs where specific plans have previously been prepared, infrastructure needed to support development in these locations has previously been assessed and programmed into the City’s CIP as well as into the relevant master plans maintained by water and sewer providers, including the East Bay Municipal Utility District (EBMUD) and West

²⁹ <https://communityhdc.org/down-payment-assistance-programs/>

County Wastewater District (WCWD), as described below. The Districts maintain system master plans to identify and prioritize maintenance, upgrade and system expansion needs. The City reports annually to the Districts on development activity to ensure future needs are accounted for in the master plans. Accordingly, all parcels identified in the Housing Element have sufficient infrastructure planned or available for electricity, water and sewer to allow development. As a result, infrastructure does not pose a constraint to development in San Pablo.

Water

EBMUD provides water services for Alameda and Contra Costa counties, including the City of San Pablo. According to EBMUD's 2020 Water Shortage Contingency Plan (WSCP), under base condition assumptions, EBMUD can meet customer demand (including residential demand) out to 2050 during normal years and single dry years. Growth projections in EBMUD's future water demand reflects residential need projections provided by the Association of Bay Area Governments (ABAG), Plan Bay Area, and local land use agencies. Further, per the 2020 Urban Water Management Plan (UWMP), EBMUD's Board of Directors approved Policy 3.07 which ensures that priority for new water service connections during restrictive periods is given to proposed developments within EBMUD's existing service area that include housing units affordable to lower-income households in accordance with California Government Code 65589.7.

EBMUD's water supply system consists of a network of reservoirs, aqueducts (pipelines), water treatment plants (WTP), pumping plants, and other distribution facilities and pipelines that convey Mokelumne River water from Pardee Reservoir to EBMUD Water Treatment Plants and terminal reservoirs. EBMUD has six WTPs in the service area including the San Pablo WTP, which is typically not used except in response to outages at other facilities or other unusual circumstances such as to support EBMUD's drought operations in 2015.

The capacity of the EBMUD water supply system is dependent on seasonal rainfall and collected snowpack in the Sierra Nevada watershed. On an average annual basis, about 90 percent of the water EBMUD uses is from this source. Water The secondary source is runoff from local watersheds at EBMUD's five terminal reservoirs: Briones, Chabot, Lafayette, Upper San Leandro, and San Pablo.

EBMUD's policy is to operate its terminal reservoirs to maintain enough standby storage to meet rationed customer demand for 180 days, in case the Mokelumne River supply is disrupted. After the emergency ends, the Mokelumne River supply is returned to service soon as practicable and within the regulatory framework to refill terminal reservoirs to meet minimum standby storage levels while also supplying inline plants. Emergency supplies through interties with the Contra Costa Water District (CCWD), San Francisco Public Utilities Commission (SFPUC), Dublin San Ramon Services District (DSRSD), and City of Hayward (Hayward) can be used during an emergency to reduce demand on the local reservoirs or used following an emergency to help EBMUD's recovery in re-establishing storage levels. EBMUD also has a water service contract with the US Bureau of Reclamation to receive water from the Central Valley Project in years when EBMUD's projected supply of stored water is forecast to be lower than 500 thousand acre-feet (TAF)³⁰

³⁰ East Bay Municipal Utilities District, Urban Water Management Plan 2020 and Water Shortage Contingency Plan 2020, <https://www.ebmud.com/water/about-your-water/water-supply/urban-water-management-plan>

EBMUD's service area can be separated roughly into two climatic zones relative to the Berkeley-Oakland hills, East-of-Hills and West-of-Hills. In the West-of-Hills area, where San Pablo is located, climate tends to be more moderate due to the marine influence of San Francisco Bay, whereas summer air temperatures in the East-of-Hills area can be considerably higher. West-of-Hills single-family residential water consumption is generally lower than East-of-Hills usage and outdoor water use, which accounts for about 28 percent of the total water use for residential customers, is a large component of total water use for single-family customers.

California Water Code Section 10631.1 requires that UWMPs include an estimate of projected water demand for lower income single-family and multi-family residential housing within EBMUD's service area. The Metropolitan Transportation Commission (MTC) established low-income thresholds in 2016 for Plan Bay Area 2040 to account for the Bay Area's high cost of living. For each census tract, the most recent MTC percentages of low income single-family and multi-family households were applied to single-family and multi-family demand projections from EBMUD's 2050 Demand Study to estimate the projected lower-income residential demand.

EBMUD's Board of Directors approved Policy 3.07 which ensures that priority for new water service connections during restrictive periods is given to proposed developments within EBMUD's existing service area that include housing units affordable to lower income households in accordance with California Government Code 65589.7. Policy 3.07 also states that EBMUD will not deny an application for services to a proposed development that includes affordable housing unless certain specific conditions are met, which could include a water shortage emergency condition, or if EBMUD is subject to a compliance order by the Department of Public Health that prohibits new water connections. Based on the requirement to provide priority to developments that include housing units affordable to lower income households, Policy 3.07 assures that EBMUD can meet the portion of overall water demands for lower-income households.³¹

In accordance with Section 65589.7 of the California Government Code, the adopted Housing Element will be delivered to EBMUD.

Wastewater

WCWD provides wastewater treatment and disposal services to approximately 34,000 residences and 2,450 commercial and industrial businesses in western Contra Costa County including the City of San Pablo and parts of the adjacent unincorporated area. WCWD's collection system is overall performing well overall but the 2021 Sewer System Management Plan identified and recommended assets for replacement or rehabilitation in the near-term (five-year) planning horizon. This included many sewer lines throughout the City of San Pablo.³² Larger pipes may be required to meet the continuing demand if residential areas of the city become more densely developed. WCWD has

³¹ EBMUD Urban Water Management Plan, pp. 34-36.

³² WCWD Sewer System Management Plan, May 2019, p. 8-1 and <https://www.google.com/maps/d/u/0/embed?mid=1hsaWQcJN4CeYExXSGqTCbSAhuTE&ll=37.97296390941711%2C-122.3148609682617&z=13>

installed flow sensors within manholes identified as most likely to experience flows exceeding the capacity of the storm-drain system including one on San Pablo Avenue.

In accordance with Section 65589.7 of the California Government Code, the adopted Housing Element will be delivered to WCWD.

Dry Utilities

Pacific Gas & Electric (PG&E) provides gas and electric service to San Pablo residents and businesses with electricity through Marin Clean Energy (MCE), a public, not-for-profit provider that offers electricity produced primarily by non-polluting, renewable sources such as solar, wind, geothermal, hydroelectric, and bioenergy from projects in California, the Pacific Northwest, and Colorado. The exact proportion of each varies with time, based on demand and availability.³³ energy services, as well as energy efficiency and rebate programs. The San Pablo City Council voted to join MCE in 2014 to reduce climate-changing greenhouse gas (GHG) emissions.

SOCIAL CONSTRAINTS

In addition to physical and market constraints that reduce housing development, there several social constraints—both external and internal—that may hamper the feasibility of development in San Pablo. A common internal social constraint in the Bay Area is the tendency for some current residents to oppose new residential development in their community that they believe might reduce the quality of life in their neighborhoods and reduce property values. Multi-family projects, higher density development and housing planned for lower-income households are the most frequent targets of the so-called NIMBYs (Not In My Backyard). Discrimination based on the perception that neighborhoods and projects with residents who are lower-income and non-white are prone to crime, graffiti, and other adverse conditions. These perceptions may also significantly influence a developer’s choice to invest and pursue development opportunities in particular cities.

Although NIMBYism is prevalent in some Bay Area cities, it has not posed a significant constraint in San Pablo. Residents are generally very accepting of new projects, with little opposition during public meetings. While some groups and residents voice concern about development on San Pablo Avenue and along creeks, the City is generally able to work with the community to move new projects forward.

The attitudes and perceptions of potential homebuyers and renters do, however, affect San Pablo’s real estate market, which will reduce developer and investor interest. Even though crime rates have improved considerably since a high in 2006 and are lower than several nearby cities including Richmond, El Cerrito and Berkeley, the 2019 crime rate was still 1.3 times greater than the national average.³⁴ Low developer and investor interest is compounded by the fact that San Pablo suffers from the same high cost of construction, labor, and materials as the rest of the Bay Area.

³³ Marin Clean Energy (MCE) <https://www.mcecleanenergy.org/about-us/>

³⁴ City-Data.com, <https://www.city-data.com/crime/crime-San-Pablo-California.html>

C.3 Key Findings

This section is provided for staff review to summarize the key findings of this appendix to inform programs in the Housing Action Plan and narrative language in the body of the draft Housing Element. Key findings related to governmental and non-governmental constraints are provided below.

GOVERNMENTAL CONSTRAINTS

- **23rd Street and San Pablo Specific Plan restrictions.** Specific Plan policies and standards need updating and revision to facilitate residential and mixed-use development in light of current economic and real estate market conditions and to meet current State requirements. There is room for additional streamlining of standards that are overly complex such as restrictions that prohibit or limit residential uses in ground floor spaces fronting on San Pablo Avenue in Mixed Use areas limit the feasibility of residential development. At a minimum, regulations should be reduced in mid-block areas. required ground floor commercial uses, parking, Eliminating CUP requirement for live-work development and allowing for shopkeeper spaces that restrict use of ground floor retail to occupant of related housing unit would allow for alternative housing types to help populate corridors. The Specific Plans should also be amended to incorporate or cross-reference Section 17.38.040, Priority development area (PDA) overlay district (D2) of the Zoning Ordinance, which establishes alternate development standards for properties in the 23rd Street SP and SPSP plan areas and on Rumrill Road that are within a quarter mile radius of any existing or planned light rail, streetcar, or bus rapid transit station to promote higher density and pedestrian-oriented uses consistent with ABAG’s Sustainable Community Strategy. The Zoning Ordinance states that these standards supersede requirements otherwise applicable to mixed-use projects that include residential uses and residential projects with four or more units to allow densities up to 60 units per acre, maximum FAR of 2.5 and a maximum height of 60 feet.
- **Residential development in commercial districts.** In addition to the 23rd Street SP, some commercial districts in the city that would be appropriate for mixed-use or purely residential projects provide overly strict standards. This includes a CUP requirement for multifamily in the NC and MUCS districts, as well as relatively low permitted densities in the CR and NC districts. The FAR penalty in the CMU districts also reduced residential feasibility. Increased flexibility and further streamlining for residential projects in these areas will encourage additional residential development.
- **Minimum lot sizes.** The minimum lot size in the R-3 and R-4 districts (10,000 sq. ft.) is higher than comparable jurisdictions. There are only a few large R-4 parcels, and this standard may be appropriate to maintain. However, the City should consider reducing minimums in the R-3 district, which will help encourage the development of more “missing middle” housing typologies.
- **Parking standards.** There is potential for reform of parking standards, especially multifamily parking standards. At present, the number of required spaces is not tied to the number of bedrooms, and the requirement of covered parking can limit feasibility and

increase costs. Reductions or reforms may be particularly appropriate along corridors, with mixed-use projects, and in Specific Plan areas.

- **Density bonus ordinance.** The City’s density bonus ordinance must be updated pursuant to recent State law. Additional bonuses (including up to 80% for completely affordable projects) are now available.
- **Emergency shelters.** State law permits up to 300 feet separation from other shelters, however the City requires a 500-foot separation. This is a constraint and must be corrected. The City also needs to provide standards for Low-Barrier Navigation Centers pursuant to AB 101.
- **Transitional and supportive housing.** The status of transitional and supportive housing is unclear – both housing types must be permitted equivalently to similar residential buildings. The existing Municipal Code provides conflicting information on the by-right status of these housing types that needs to be corrected. Restrictions on where SRO housing and community care facilities can locate should also be reviewed and modified to permit these housing types in areas where similar uses are allowed.
- **Employee/farmworker housing.** While there is little housing need for farmworkers in San Pablo, pursuant to State law the City must include a definition of “employee housing” that is available to farmworkers. Employee housing for six or less people must be treated the same as a single-family home.
- **D3 Overlay.** The D3 Overlay restricts all residential development within 500 feet of the I-80. Pursuant to BAAQMD guidelines, however, there are mitigation measures that can be implemented to reduce pollution concerns while still allowing some residential development. Prohibiting residential development outright may constrain overall housing supply.
- **Subdivision costs.** The cost of subdividing land is particularly high in San Pablo due to the lack of a City-employed land surveyor. This substantially reduces the ability of property owners to successfully split their lots through SB 9, which may provide an important source of additional missing middle housing in the city.
- **ADU standard reforms.** ADU standards are generally appropriate, however additional flexibility could be provided for larger ADUs. This may include a CUP for two-story ADUs.
- **Objective development standards.** To ensure that the review of residential projects is based on objective standards as required by the Housing Accountability Act and other State requirements (e.g., urban lot splits under SB 9 and expedited ministerial review pursuant to SB 35), Existing residential development standards need to be revised and, as necessary, revised to comply with mandates for using objective standards for review of residential projects. This review should include existing procedures for review and approval of both ministerial zoning actions and CUPs to comply with applicable statutory and case law.

NON-GOVERNMENTAL CONSTRAINTS

- **Small lot sizes and limited vacant land.** Parcels in San Pablo are relatively small, which can make multifamily and higher-density development difficult to achieve. Further, there is limited available vacant land in the city for development. Costs associated with infill development can make affordable housing projects more difficult to complete. The City should consider actions aimed at incentivizing residential development on small lots, small lot consolidation, and other efforts to reduce costs associated with infill development.
- **Environmental constraints.** Major environmental constraints to development include seismic, slope, flooding, and wildfire concerns. Air and noise quality adjacent to the I-80 is also a substantial issue. Some of these constraints can be mitigated, while others provide a barrier to development.
- **Market constraints.** The cost of land and construction is relatively high in San Pablo, although the city commands lower market rents than other Bay Area jurisdictions. This has led to reduced incentives for new market rate residential development in the city. Financing for affordable housing development is limited, especially at the local and county level.
- **Availability of financing.** Financing for affordable housing development is limited, especially at the local and county level. Although housing in San Pablo is relatively affordable compared with other jurisdictions in Contra Costa County, financing options are limited for first-time and low-income home buyers unable to afford the required down payment or qualify for conventional mortgage financing.
- **Social constraints.** General discrimination in development preferences due to San Pablo's status as a majority Latino and lower-income jurisdiction has also limited housing supply in the city. There is limited developer interest in the city due to perceived notions of resident preferences and potential profitability. These barriers might be reduced by City actions to facilitate land assembly, revise regulations to provide developers with greater flexibility and an easier review process as well as programs to improve the appearance of residential and commercial areas.

Appendix D

Fair Housing Assessment

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Appendix D: Assessment of Fair Housing

California Assembly Bill (AB) 686, passed in 2018, amended California Government Code Section 65583 to require all public agencies to affirmatively further fair housing (AFFH). AB 686 defined “affirmatively further fair housing” to mean “taking meaningful actions, in addition to combat discrimination, that overcome patterns of segregation and foster inclusive communities free from barriers that restrict access to opportunity” for persons of color, persons with disabilities, and other protected classes. AB 686 requires an assessment of fair housing in the Housing Element which includes the following components: a summary of fair housing issues and assessment of the City’s fair housing enforcement and outreach capacity; an analysis of segregation patterns and disparities in access to opportunities, an assessment of contributing factors, and an identification of fair housing goals and actions.

San Pablo is a member of the Contra Costa County Consortium (Consortium), which jointly plans for the housing and community development needs of the county. This includes the allocation of Community Development Block Grant (CDBG) funds received from the Department of Housing and Urban Development (HUD) and the production of associated documents, like the Analysis of Impediments to Fair Housing Choice (AI). In 2019 the Consortium produced the 2020-2025 AI to fulfill its federal AFFH obligation. The assessment provided in this chapter relies on this document as a baseline for understanding fair housing issues in the region and in the city. Extensive public outreach, including within San Pablo, was conducted during the preparation of this document. Where necessary, additional data sources are used to provide an up-to-date assessment of fair housing in San Pablo, including AFFH Mapping and Data Resources provided by the State Department of Housing and Community Development (HCD).

D.1 Fair Housing Enforcement and Capacity

Fair housing services are an essential component of AFFH. They ensure that housing options are accessible to State and federally protected groups, including those based on race, color, gender, religion, national origin, familial status, disability, age, marital status, ancestry, source of income, sexual orientation, genetic information, or other arbitrary factors. Fair housing services help San Pablo residents understand and protect their right to access housing.

FAIR HOUSING SERVICES

The Eden Council for Hope and Opportunity (ECHO) Housing provides fair housing services to residents of several cities in Contra Costa County, including in San Pablo. They also serve Alameda County and Monterey County, and have offices in Antioch, Hayward, Livermore, Oakland, Monterey, and Salinas. ECHO Housing provides counseling, investigation, mediation, enforcement, and

education through their Fair Housing Program. Instances of housing discrimination can be reported to any of ECHO's program offices. According to the Consortium's 2020-2025 AI, ECHO Housing suffers from a severe lack of resources and capacity. As of 2019, only one fair housing counselor serves all of Contra Costa County. In general, fair housing organizations that serve the county are lacking resources, which reduces the strength of outreach to marginalized groups, such as limited-English proficiency (LEP) and LGBTQ residents. While the county has a Language Access Plan (LAP) and provides language assistance to persons upon request, the 2020-2025 AI notes that due to the diversity and size of the LEP population in the county a lack of language access may limit fair housing outreach efforts.

The City also works with Housing Rights, Inc. (HRI) to provide additional fair housing services. This partnership is meant to minimize and resolve conflicts and disputes between landlords and tenants and eliminate all forms of housing discrimination by disseminating tenant/landlord conflict resolution information in the annual mailing about residential programs, and documenting residents' concerns at City Hall before forwarding them to HRI. The City implements a tracking system to record the number of referrals to HRI each year.

Housing discrimination complaints are one method to evaluate the extent of fair housing issues in a community. Complaints can be filed directly with HUD or with the California Department of Fair Employment and Housing (DFEH), or with local housing providers such as ECHO Housing. Per the 2019 Annual Report published by DFEH, there were a total of 320 discrimination complaints filed by residents of Contra Costa County, with 22 related specifically to housing. The 2020-2025 AI estimates that there have been 30 to 40 housing complaints filed across the county on an annual basis between 2011 and 2016. In San Pablo, across Fiscal Years (FY) 2016-2017, 2019-2020, and 2020-2021, ECHO Housing reported 12 total complaints or four complaints annually. Most complaints were on the basis of disability (66.7 percent), followed by race, income source, and other reasons (16.7 percent each). This data was corroborated anecdotally by feedback from residents during outreach events in San Pablo's disadvantaged neighborhoods conducted for the General Plan and Housing Element Update, some of whom reported experiencing discrimination on the basis of income. Percentages may not sum to 100 percent as complaints can be filed under multiple categories. Data for the period between 2017 and 2019 is not available, as ECHO Housing did not differentiate San Pablo cases from other urban county cases.

In November 2020, the City prepared an Affordable Housing Strategy (AHS) to develop policies and strategies to produce and maintain a supply of high-quality, affordable housing. In preparing the AHS, an online survey was distributed to the San Pablo community. Approximately 61 percent of respondents either strongly disagreed or disagreed with the statement: "I am familiar with local programs to help residents find an affordable home." While not specific to fair housing, this response indicates a lack of public awareness regarding local housing programs.

This finding is in line with the factors identified in the 2020-2025 AI that contribute to insufficient fair housing enforcement, outreach capacity, and resources. These included lack of resources for fair housing agencies and organizations, lack of meaningful language access, private discrimination, lack of local public fair housing enforcement, lack of State or local fair housing laws, and unresolved violations of fair housing or civil rights laws. Although multiple fair housing groups in Contra Costa offer services including language access, there are patterns of reoccurring fair housing problems in

Contra Costa County that could be reduced with more resources and a firmer public stance on fair housing and civil rights laws by local jurisdictions.

An additional challenge for fair housing rights enforcement in San Pablo is linked to the fact that many tenants do not have formal lease agreements or contracts. As described further below in the discussion of disproportionate needs, staff observes that multigenerational and non-standard family arrangements are common in San Pablo. This means that relatives or friends living with the property owner in the primary dwelling or in an accessory dwelling unit have only informal agreements and lack the leverage to request rectification and rehabilitation of substandard conditions where they occur. The City's Residential Health & Safety (RH&S) Program has proven an effective tool for addressing substandard housing conditions, particularly as access to grants and loans administered by the County for rehabilitation is limited.

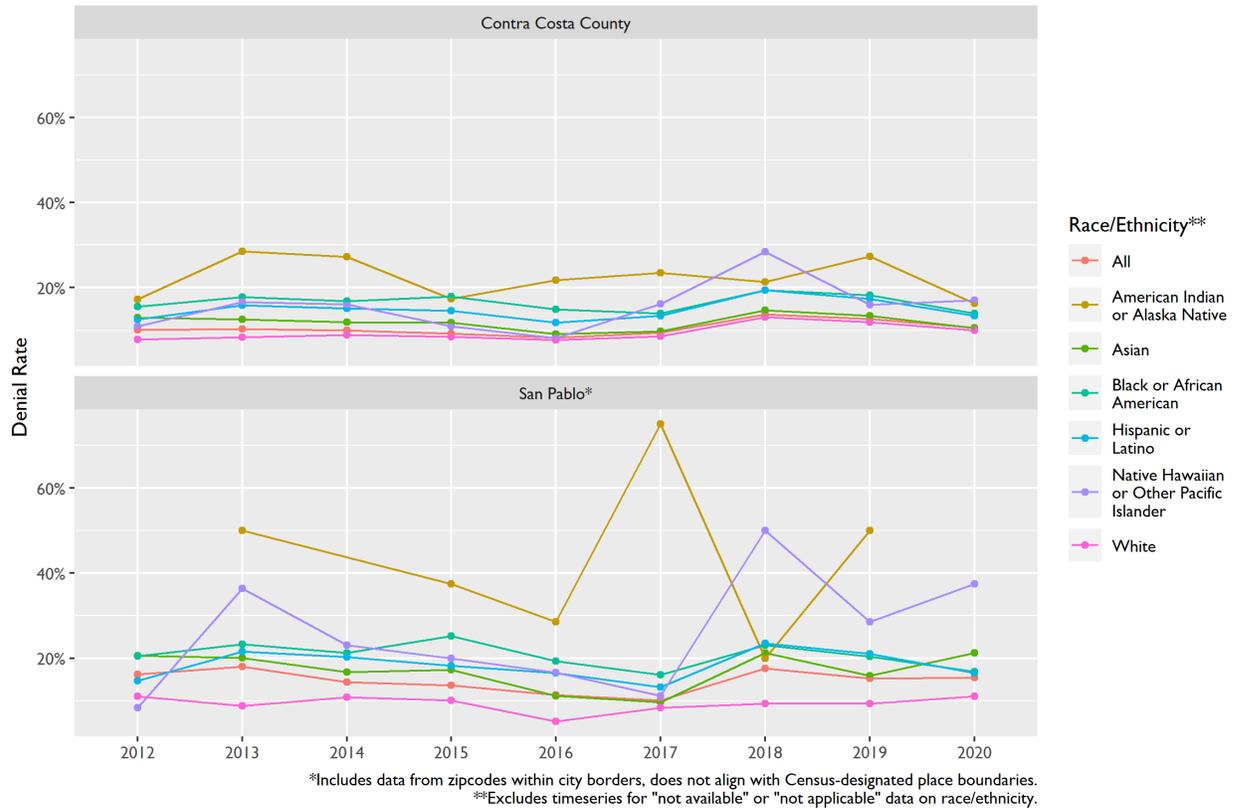
The Housing Action Plan in Chapter 4 includes policies and programs that address fair housing awareness and enforcement, including Program 3-F Landlord/Tenant Dispute Resolution; Program 3-G Just Cause Eviction Protections; Program 3-H Awareness of Fair Housing Programs; Program 3-I Outreach to People Living with Developmental Disabilities; and Program 4-F Residential Health & Safety Program..

LENDING SERVICES

Discrimination in lending practices can be a major contributor to fair housing issues in a community, as this limits the ability of individuals to live in a location of their choosing. Loan denial rates can be derived from data provided by lending institutions in compliance with the Home Mortgage Disclosure Act (HMDA). The 2020-2025 AI found, based on 2016 HMDA data for the Oakland-Hayward-Berkeley region, that non-white applicants were consistently denied home loans at slightly higher rates than white applicants, with Pacific Islander and Native American applicants denied at the highest rates. The data does not indicate the grounds for the denial, and it cannot be proven on the basis of this data that the denials were not justified on the basis of standard financial criteria; however, the trend suggests both that there is potential for bias within the financial system and that there may be a need for financial literacy training among non-whites to help those groups better understand how to improve their credit scores.

Charts 3-1 and 3-2 provide an overview of lending patterns in San Pablo when compared to the county. Chart D-1 confirms the findings of the 2020-2025 AI and shows that such potentially discriminatory lending patterns have continued at the county level up until the year 2020. San Pablo has similarly seen uneven lending patterns and as of 2020 (the most recent year that data is available) Native Hawaiian or Other Pacific Islander and Asian applicants had the highest loan denial rates, followed by Black or African American and Hispanic or Latino applicants. Further, since 2012 white applicants in San Pablo have consistently experienced lower than average loan denial rates. The wider variation in loan denial rates for American Indian or Alaska Native and Native Hawaiian or Other Pacific Islander applicants is due to the low number of applicants during the period who identified as such. Chart D-2 demonstrates that in 2020 the city had lower loan approval rates for both home improvement and home purchase loans than the county.

Chart D-I: HMDA Loan Denial Rates by Race/Ethnicity



Source: Home Mortgage Disclosure Act Data, 2012-2020

Chart D-2: HMDA Loan Applications, 2020



*Approved loans include: loans originated and applications approved, but not accepted.
 **Includes data from census tracts within city borders, which does not align with Census-designated place boundaries.

Source: Home Mortgage Disclosure Act Data, 2020

BROKERAGE SERVICES

Real estate brokers or salespersons whose business is in San Pablo may belong to one of several associations, but most likely belong to the Contra Costa Association of REALTORS (CCAR). Like all associations, CCAR has a Multiple Listing Service (MLS)—Paragon MLS—and is part of the NORCAL MLS ALLIANCE, an MLS data integration project across the seven leading MLSs in Northern California. CCAR is bound by the Code of Ethics and Standards of Practice of the National Association of REALTORS (NAR), which explicitly states in Article 10 that members shall not discriminate against any person on the basis of race, color, religion, sex, handicap, familial status, national origin, sexual orientation, or gender identity.

PROPERTY MANAGEMENT

The City’s AHS discusses the role of property management companies in San Pablo’s housing market. It notes that larger multifamily properties, which are often operated by professional property management companies, tend to command higher rents than smaller properties. These buildings are typically newer and provide modern amenities, while smaller rental buildings tend to be older, have smaller units, or provide fewer amenities. Property management companies are also more likely to raise rents on a regular basis. It is also estimated that in 2019, Wall Street investors owned and rented

103 single-family homes in San Pablo.¹ As discussed in the AHS, these types of property owners typically charge more than the area median rent and tenants report paying for maintenance and repairs as well as a variety of punitive fees, such as late payment fees.² Such practices may place additional burdens on groups already facing disproportionate housing needs.

COMPLIANCE WITH FAIR HOUSING LAW

HCD guidance on Affirmatively Furthering Fair Housing requires an analysis of compliance with existing fair housing laws and regulations. Examples of State fair housing laws include:

- California Fair Employment and Housing Act (FEHA) (Part 2.8 (commencing with Section 12900) of Division 3 of Title 2)
- FEHA Regulations (California Code of Regulations (CCR), title 2, sections 12005-12271)
- Government Code section 65008 covers actions of a city, county, city and county, or other local government agency, and makes those actions null and void if the action denies an individual or group of individuals the enjoyment of residence, landownership, tenancy, or other land use in the state because of membership in a protected class, the method of financing, and/or the intended occupancy.
- Government Code section 8899.50 requires all public agencies to administer programs and activities relating to housing and community development in a manner to affirmatively further fair housing and avoid any action that is materially inconsistent with its obligation to affirmatively further fair housing.
- Government Code section 11135 et seq. requires full and equal access to all programs and activities operated, administered, or funded with financial assistance from the state, regardless of one's membership or perceived membership in a protected class.
- Density Bonus Law (Gov. Code, § 65915.)
- Housing Accountability Act (Gov. Code, § 65589.5.)
- No-Net-Loss Law (Gov. Code, § 65863)
- Least Cost Zoning Law (Gov. Code, § 65913.1)
- Excessive subdivision standards (Gov. Code, § 65913.2.)
- Limits on growth controls (Gov. Code, § 65302.8.)
- Housing Element Law (Gov. Code, § 65583, esp. subs. (c)(5), (c)(10).)

¹ "Wall Street Landlords, California," *Anti-Eviction Mapping Project*, 2019. Available at:

<https://www.antievictionmap.com/wallstreet/>

² "The New Single-Family Home Renters of California: A Statewide Survey of Tenants Renting from Wall Street Landlords", *Tenants Together*, May 2015. Available at:

<http://www.tenants-together.org/sites/tenants-together.org/files/The%20New%20Single-Family%20Home%20Renters%20of%20California.pdf>;

Francesca Mari, "A \$60 billion housing grab by Wall Street," *New York Times Magazine*, March 4, 2020. Available at: <https://www.nytimes.com/2020/03/04/magazine/wall-street-landlords.html>

As described in Chapter 3: Housing Resources, the City does not receive direct federal funding allocations (e.g., CDBG and HOME funds) due to its small population; instead, federal funds are provided to and allocated by Contra Costa County. As the recipient of federal funds, the County is required to maintain Affirmatively Furthering Fair Housing (AFFH) certification and to demonstrate compliance through its Consolidated Plan and Annual Action Plans, which are submitted to HUD for approval prior to receipt of the CDBG, Emergency Solutions Grants, Housing Opportunities for Persons With AIDS (HOPWA) funds, and HOME funds. By extension and to remain competitive for these funds, the City of San Pablo also has a duty to demonstrate AFFH compliance with State fair housing laws, including but not limited to California Fair Employment and Housing Act (FEHA); FEHA Regulations; and Government Code sections 65008, 8899.50, and 11135 et seq.

The City of San Pablo must also comply with State Density Bonus Law (Gov. Code, § 65915.), the Housing Accountability Act (Gov. Code, § 65589.5.), and the No-Net-Loss Law (Gov. Code, § 65863). Density bonus provisions are currently incorporated into the Zoning Ordinance (Title 17.60.020 Density bonus and other incentives), which the City plans to update to comply with State law. As noted in the City's Affordable Housing Strategy, virtually no new housing units were built between 2010 and 2019, with higher development activity only occurring relatively recently (2018-2021), and in this time, the City has not denied any affordable housing project in its jurisdiction. Through its Housing Element, the City is implementing a plan to ensure adequate sites to accommodate its RHNA obligations at all times during the planning period, and to comply with other legal requirements.

In the course of preparing this Housing Element, the City has conducted a review of the Zoning Ordinance to identify and address potential constraints to housing development such as overly strict use regulations for residential development—especially special needs housing including emergency shelters, mobile home parks, residential care facilities, and single-room occupancy units—in mixed-use and commercial districts; restrictive site development standards that impede redevelopment in higher-density residential, mixed-use, and commercial districts; and high parking requirements for multifamily residential projects with parking reductions subject to discretionary approval. (See Appendix C for more information). As a result of this review, Programs 1-B (Corridor Plan), 1-C (Repeal or Revise the 23rd Street Specific Plan), 1-D (Revise Multifamily Minimum Parcel Size), 1-E (Facilitate Lot Consolidation), 1-F (Incentives for High Density Residential Development), 1-G (Reduced Parking Standards), 1-L (Objective Standards for Ministerial Review), 2-F (Mobile Home Parks), 2-G (Single-Room Occupancy Hotels), 2-I (Incentives for Affordable and Special Needs Housing), 3-B (Emergency Shelters), 3-C (Employee Housing), and 3-D (Residential Care Facilities) have been added to the Housing Action Plan in Chapter 4 of this Housing Element to remove identified constraints. Although the City has not enacted local fair housing laws, such as rent control, inclusionary ordinances, or eviction protection ordinances, the City adopted an emergency ordinance (expired May 31, 2020) for a COVID-19 Eviction and Rent Moratorium and complies with State law pursuant to the Tenant Protections Act of 2019 (AB 1482).

D.2 Segregation and Integration

Patterns of segregation within a community may arise from both public and private housing discrimination, whether intentional or unintentional. Although racial and ethnic segregation is perhaps the most common and well-known form, other protected classes may also experience segregation. This section explores patterns and trends of segregation based on race and ethnicity, disability, familial status, and income level in San Pablo and the surrounding region. These groups are not mutually exclusive, and there may be considerable overlap across each protected class. For additional data and analysis regarding special housing needs groups, please see Appendix B Housing Needs Assessment.

RACE AND ETHNICITY

Racial and ethnic patterns of segregation in San Pablo should be understood in the context of changing regional and local demographics. As shown in Table D-1, the population of Contra Costa County has increased by 9.2 percent between 2010 and 2020, with a projected increase of about 14.2 percent between 2020 and 2040. The non-Hispanic white population has the lowest projected growth rate between 2020 and 2040, while the non-Hispanic multiracial population has the highest projected growth rate. While over 50 percent of the population is something other than non-Hispanic white, non-Hispanic whites represent a plurality of the population at about 45.5 percent, followed by Hispanics of any race (25.5 percent) and non-Hispanic Asians (15.3 percent). The 2020-2025 AI confirms that the county is a large, diverse jurisdiction. The racial/ethnic makeup of the population is similar to the broader San Francisco-Oakland-Hayward, California Metropolitan Statistical Area (MSA), although the share of Hispanic residents is slightly higher and the share of non-Hispanic Asian or Pacific Islander is slightly lower in the county than in the broader region. The 2020-2025 AI also notes that diversity and integration are not synonymous, and that the county has both areas of racial and ethnic concentration as well as more integrated areas. Patterns of segregation will be explored in more detail below.

Table D-1: Population Growth by Race/Ethnicity, Contra Costa County, 2010 - 2040

Race/Ethnicity	Population			Percent Change	
	2010	2020	2040 Forecast	2010-2020	2020-2040
White (NH) ¹	504,651	523,428	554,969	3.7%	6.0%
Black (NH)	94,745	103,467	124,890	9.2%	20.7%
American Indian or Alaska Native (NH)	3,067	3,311	3,805	8.0%	14.9%
Asian (NH)	151,457	175,546	210,435	15.9%	19.9%
Native Hawaiian or Pacific Islander (NH)	4,578	5,215	5,882	13.9%	12.8%
Multiracial (NH)	37,576	45,754	63,879	21.8%	39.6%
Hispanic (any race)	256,480	293,079	348,676	14.3%	19.0%
Total	1,052,554	1,149,800	1,312,536	9.2%	14.2%

1. NH refers to non-Hispanic.

Source: California Department of Finance, Table P-2D County Population by Total Hispanic and Non-Hispanic Race (2010-2060)

Despite the diversity of the county, population is unevenly distributed geographically by race/ethnicity. While East County is relatively white and wealthy, West County—including San Pablo—has a relatively high minority population and lower average household income. Table D-2 breaks down 2019 population estimates by race/ethnicity by county subdivisions, or census county divisions (CCDs), in Contra Costa County.³ San Pablo, along with Richmond, is contained within West Contra Costa CCD, while cities like Walnut Creek and Concord are in Central Contra Costa CCD. West Contra Costa County CCD and Antioch-Pittsburg CCD contain the lowest proportion of non-Hispanic white residents (23.8 percent and 23.6 percent, respectively) in the county, compared to the 61.3 percent seen in Central Contra Costa CCD and 48.8 percent seen in East Contra Costa CCD. Figure D-1 shows the concentration of non-Hispanic white residents by CCD.

Table D-2: Population by Race/Ethnicity, Contra Costa County Subdivisions, 2019

<i>Race/Ethnicity</i>	<i>Percent Non-Hispanic White</i>
West Contra Costa CCD	23.8%
Briones CCD	36.1%
Central Contra Costa CCD	61.3%
Antioch-Pittsburg CCD	23.6%
Tassajara CCD	29.8%
East Contra Costa CCD	48.8%

Source: U.S. Census Bureau, Census 2019 ACS Five-Year Estimates (Table B03002)

San Pablo is considered a majority-minority jurisdiction, as the majority of its population is something other than non-Hispanic white. This differs from other portions of the county, as evidenced in Figure D-1, which tend to have a high proportion of white residents. As of 2019, according to American Community Survey (ACS) estimates, minority residents (i.e., all residents that identify as something other than non-Hispanic white) constituted about 92.3 percent of the city’s total population. Unlike the county, about 60.1 percent of the city’s population is Hispanic or Latino, followed by 17.2 percent non-Hispanic/Latino Asian and 10.7 percent non-Hispanic/Latino Black or African American, see Table D-3. The number of non-Hispanic/Latino white, non-Hispanic/Latino Black or African American, and non-Hispanic/Latino American Indian and Alaska Native (AIAN) residents has steadily decreased since 2000. While the number of non-Hispanic/Latino Asian and non-Hispanic/Latino other residents decreased between 2000 and 2010, both groups have grown significantly between 2010 and 2019. On the other hand, while non-Hispanic/Latino Native Hawaiian and Other Pacific Islander residents increased between 2000 and 2010, this population has since declined. The number of Hispanic or Latino residents has continually increased since 2000. Population projections by race and ethnicity are unavailable at the city level as they have not been prepared by the DOF, the Association of Bay Area Governments-Metropolitan Transportation Commission (ABAG-MTC) or Contra Costa County.

³ County subdivisions, also referred to as census county divisions (CCDs), are delineated by the U.S. Census Bureau for statistical purposes but have no legal function and are not governmental units.

Table D-3: Population Growth by Race/Ethnicity, San Pablo, 2000 - 2019

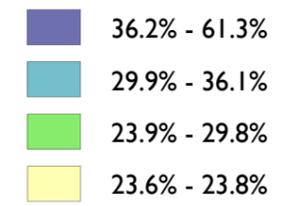
Race/Ethnicity	Population			Percent Change	
	2000	2010	2019	2000-2010	2010-2019
White, Non-Hispanic/Latino	4,886	2,944	2,386	-39.7%	-19.0%
Black or African American, Non-Hispanic/Latino	5,403	4,446	3,325	-17.7%	-25.2%
American Indian and Alaska Native, Non-Hispanic/Latino	125	73	50	-41.6%	-31.5%
Asian, Non-Hispanic/Latino	4,890	4,281	5,312	-12.5%	24.1%
Native Hawaiian and Other Pacific Islander, Non-Hispanic/Latino	146	156	134	6.8%	-14.1%
Other, Non-Hispanic/Latino	1,275	777	1,138	-39.1%	46.5%
Hispanic or Latino	13,490	16,462	18,622	22.0%	13.1%
Minority ¹	25,329	26,195	28,581	3.4%	9.1%
Total	30,215	29,139	30,967	-3.6%	6.3%

1. Minority refers to any person not listed as White, Non-Hispanic/Latino

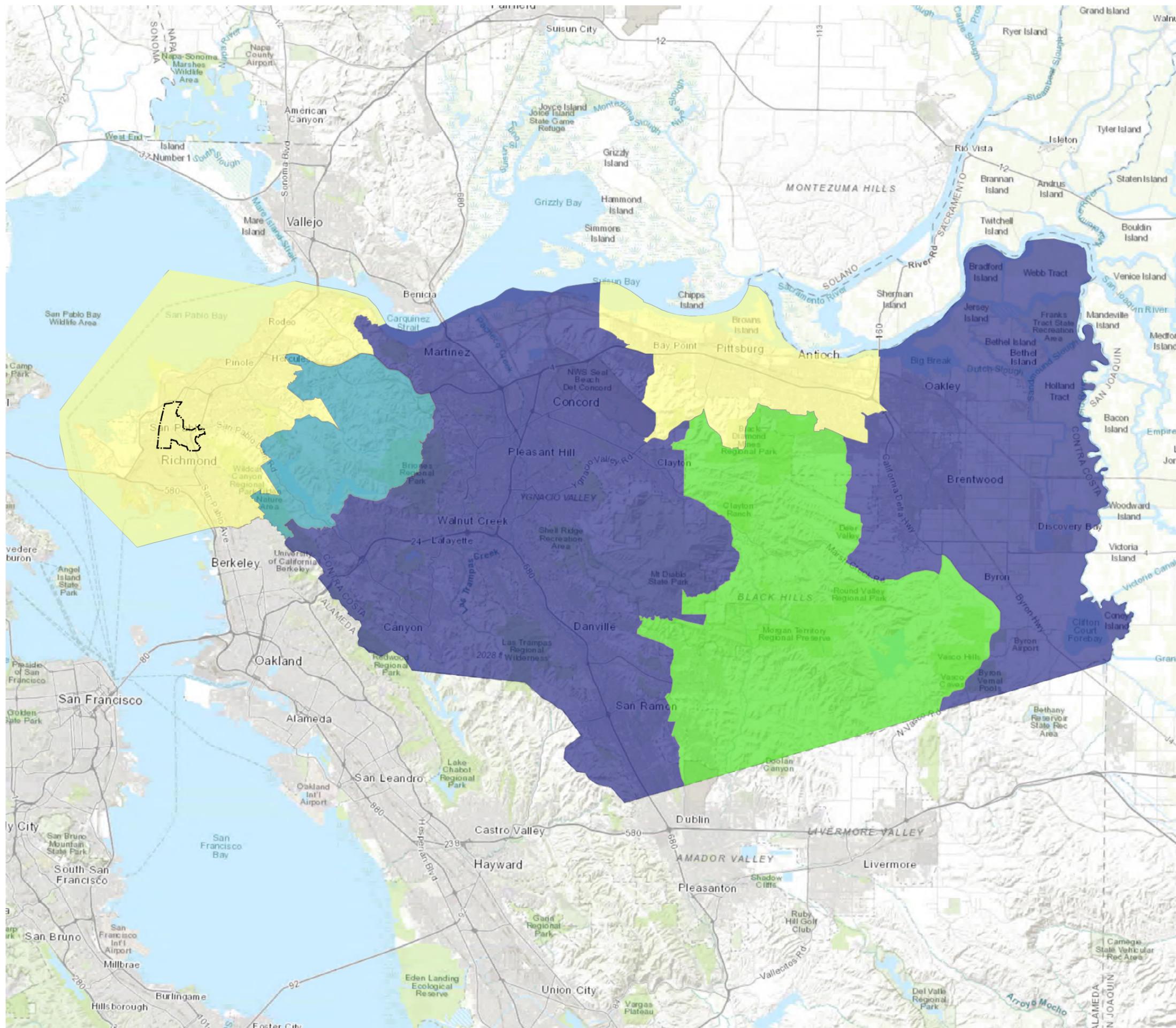
Source: U.S. Census Bureau, Census 2000 (SFI, Table P004); Census 2010 (SFI, Table P9); 2019 ACS Five-Year Estimates (Table DP05)

One method to gauge the extent of segregation in a jurisdiction is the dissimilarity index. The dissimilarity index measures the degree to which two groups are evenly distributed across a geographic area and is a commonly used tool for assessing residential segregation between two groups. The dissimilarity index provides values ranging from 0 to 100, where higher numbers indicate a higher degree of segregation among the two groups measured. According to HUD, dissimilarity index values between 0 and 39.99 generally indicate low segregation, values between 40 and 54.99 generally indicate moderate segregation, and values between 55 and 100 generally indicate a high level of segregation. It is important to note that the dissimilarity index uses non-Hispanic white residents as the primary comparison group, whereas San Pablo is majority-minority jurisdictions. Dissimilarity index values compare racial and ethnic groups against the distribution of non-Hispanic white residents in a community and do not directly measure segregation between minority groups (e.g., non-Hispanic Black or African American and Hispanic or Latino segregation).

SAN PABLO GENERAL PLAN UPDATE
 Figure D-1: Proportion of Non-Hispanic
 White Residents, Contra Costa County



City Limits



SOURCE: U.S. Census Bureau, Census 2019 ACS Five-Year Estimates (Table B03002);
 City of San Pablo, 2021; Contra Costa County GIS, 2021; Dyett & Bhatia, 2021

Chart D-3 provides dissimilarity indices for San Pablo and the county derived from 2019 ACS estimates. While the county has relatively high levels of segregation, the city maintains relatively low levels. For instance, there is high segregation between Black and white residents in the county, but low levels of segregation for Black and white residents in San Pablo. However, there is a moderate level of segregation between Hispanic and white residents in the city.

Chart D-3: San Pablo and Regional Dissimilarity Index



Source: U.S. Census Bureau, 2019 ACS Five-Year Estimates (Table B01003 and Table B03002)

The 2020-2025 AI finds that segregation in the county is primarily an inter-jurisdictional rather than an intra-jurisdictional phenomenon. It notes that there are high concentrations of Black and Hispanic populations in east and west county communities, while there are a low number Black and Hispanic residents in the central county. Geographically, San Pablo is part of West County. Hispanic residents are concentrated in San Pablo, as well as the cities of Pittsburg and Richmond. The trend of inter-city segregation explains why the county has higher levels of segregation as measured by the dissimilarity index while individual cities, like San Pablo, have relatively lower levels.

At the county level, segregation for Black residents has decreased since 1990, while levels of segregation for Hispanics and Asians/Pacific Islanders have increased. The 2020-2025 AI explains that the primary driver of desegregation has been the out-migration of Black residents from historically Black neighborhoods in the Cities of Richmond, Oakland, and San Francisco towards more suburban jurisdictions in the county with historically smaller Black populations. However, when using the alternate exposure index to measure segregation, the 2020-2025 AI concludes that the exposure of Black residents to non-Hispanic white residents has not changed, and that as the proportion of Hispanic and Asian residents in the county has increased, the neighborhoods in which Black residents have historically lived have become increasingly less Black. Exposure estimates the probability that a member of one racial/ethnic group will interact with a member of another racial/ethnic group in their neighborhood. While the dissimilarity index shows a decreasing imbalance between Black and white residents, this is a byproduct of the increasing share of other minority populations. As the 2020-2025 AI notes, neighborhood amenities are still largely concentrated in predominantly white neighborhoods.

The shortcomings of the dissimilarity index, including the fact that San Pablo is a majority-minority city, may not capture the nuances of segregation between minority groups within the city. Further, the dissimilarity index is only available at the citywide level. To capture these nuances, HCD has provided neighborhood segregation typologies developed by the Urban Displacement Project (UDP) at UC Berkeley. These typologies identify tracts based on which racial/ethnic groups have more than 10 percent representation within a given census tract. The typologies consider five racial/ethnic groups—including Black, Latinx, White, Asian, and Other. As shown in Figure D-2, while most of the city is either 3 or 4 Group Mix, there are concentrations of ethnic/racial groups in the western portion of the city. The southwestern portion of the city is Mostly Latinx, while the areas north of it are Black-Latinx and Asian-Latinx. Further, as displayed in Figure D-3, most of the city is classified as Higher Diversity by the 2018 ESRI Diversity Index, with two sections of relatively lower diversity in the central and eastern portions of the city.

While there is a relatively higher concentration of Latino residents in the western portion of San Pablo, the 2020-2025 AI concluded that it is unlikely that existing land uses and zoning correlate with a concentration of non-white and low-income residents in San Pablo. While multifamily residence zones primarily lie along the San Pablo Avenue and 23rd Street corridors—which are the sites of increased diversity in the city—zoning for single-family residences remains dominant across the city. Further, the City is currently preparing the Rumrill Corridor Plan which will target development along Rumrill Boulevard in the portion of the city classified as Mostly Latinx and Black-Latinx. This will likely include increased multifamily residential or mixed-use development in those areas.

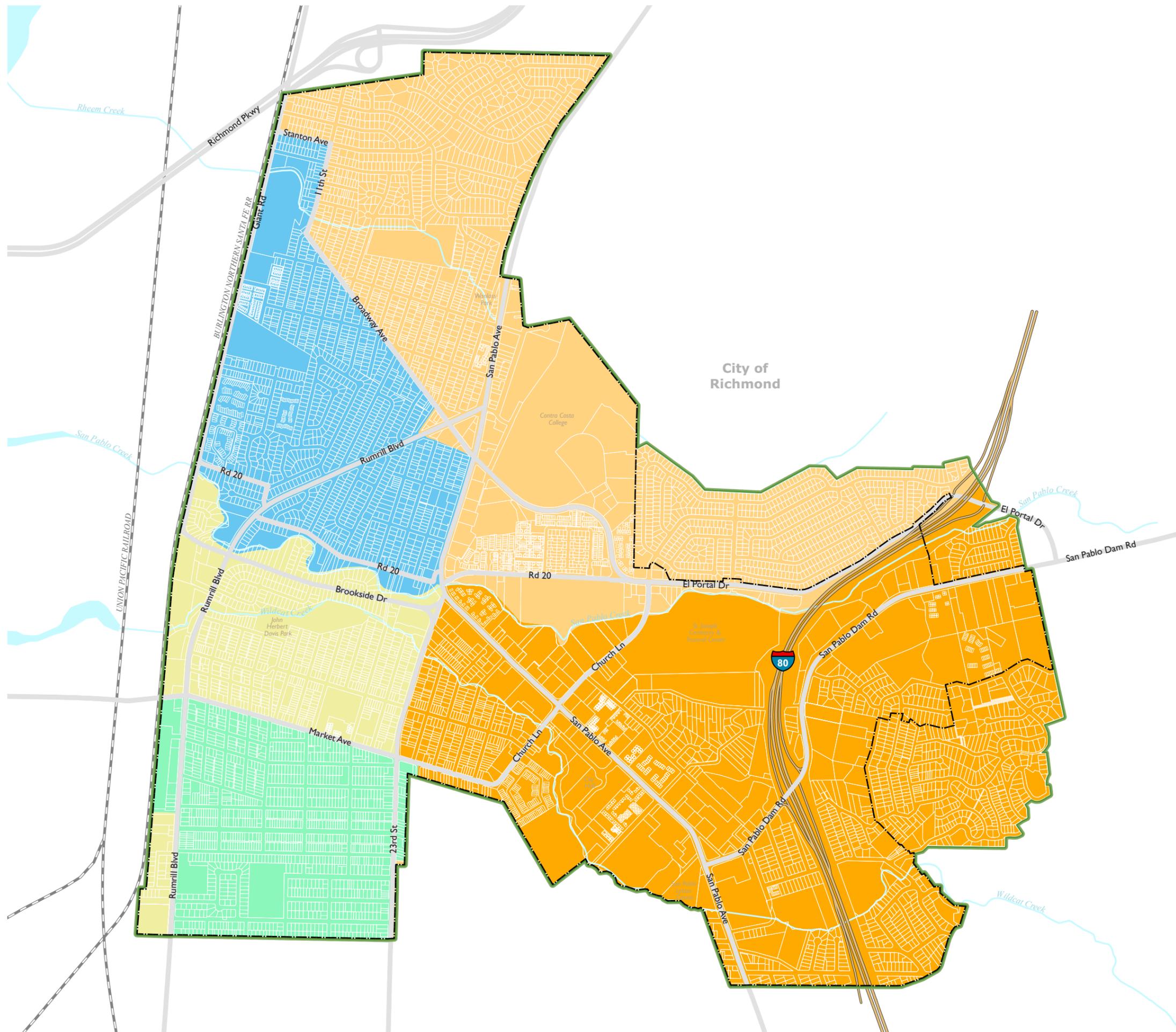
The 2020-2025 AI identifies three trends that will likely contribute to future segregation in the county: the regional housing crisis, aftereffects of the foreclosure crisis, and open space and growth boundaries. The high costs of new housing, as well as gentrification and displacement pressures, may continue patterns of segregation at the regional level as lower-income households and Black and Hispanic or Latino households face increasingly constrained housing choices. Further, the foreclosure crisis, which was particularly acute in San Pablo, has contributed to the decline of household wealth in communities of color, the deterioration of the physical quality of homes, and reduced opportunities for affordable homeownership. Finally, conserved open space limits the amount of land available for the development of higher-density affordable housing and raises equity questions in evaluating the future use of protected areas.

PERSONS WITH DISABILITIES

Persons with disabilities may face discriminatory housing practices based on their disability, including the lack of accessible dwellings and refusal by housing providers to provide reasonable accommodations. As noted in the Housing Needs Assessment Appendix, according to 2019 ACS five-year estimates, 3,685 persons (12.0 percent of the non-institutionalized population) in San Pablo had a disability. This proportion is about equivalent to Contra Costa County (11.2 percent) and

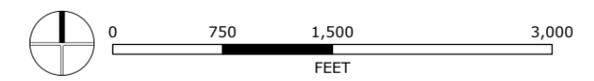
SAN PABLO GENERAL PLAN UPDATE

Figure D-2: San Pablo Neighborhood Segregation



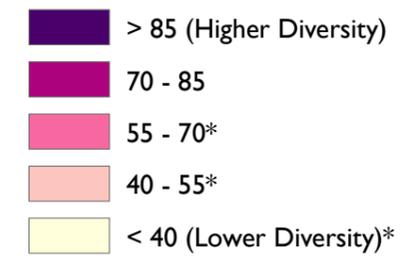
- 3 Group Mixed
- 4 Group Mixed
- Asian-Latinx
- Black-Latinx
- Mostly Latinx

- City Limits
- Sphere of Influence
- Major Highway
- Major Roads
- Railroads

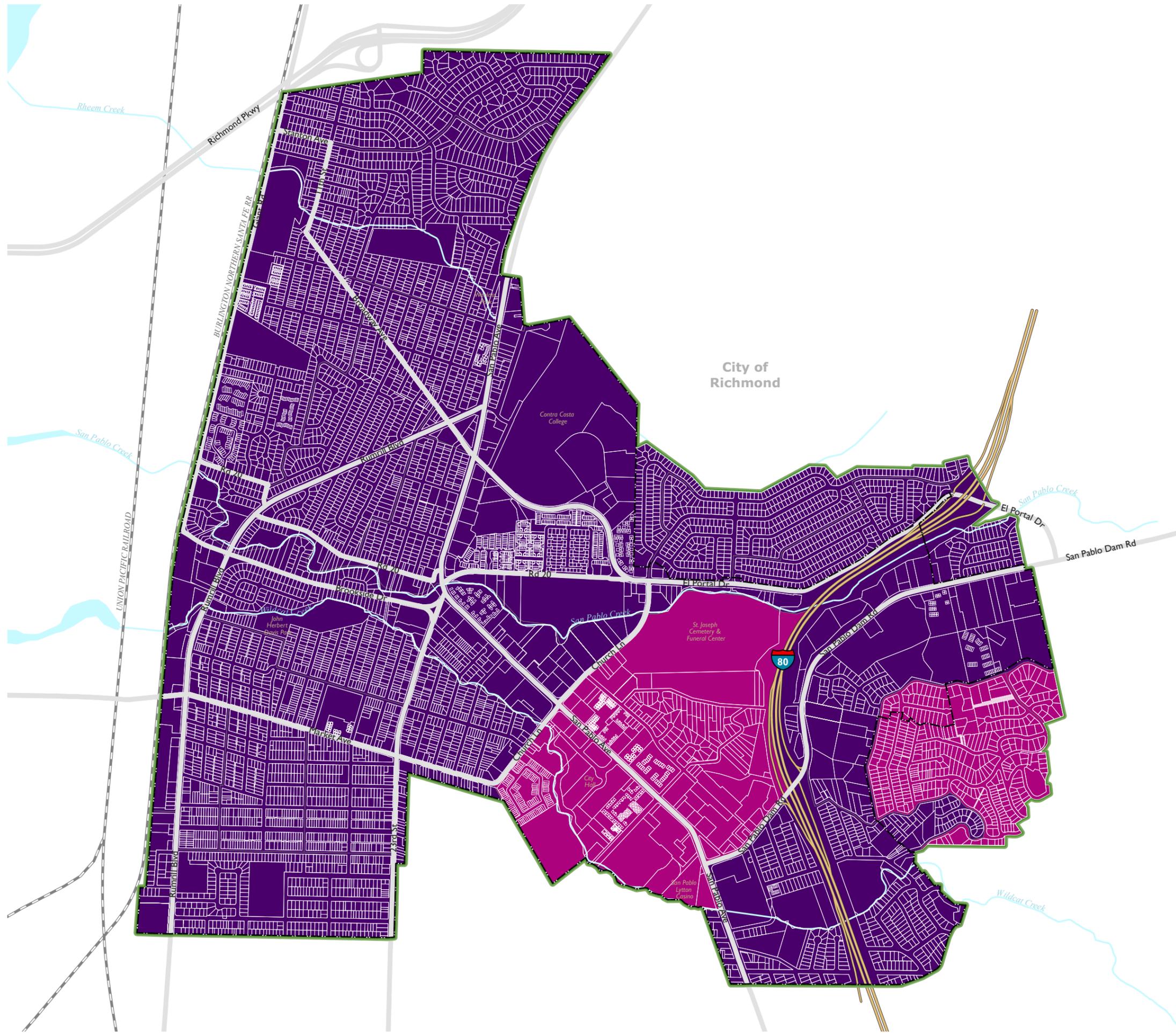
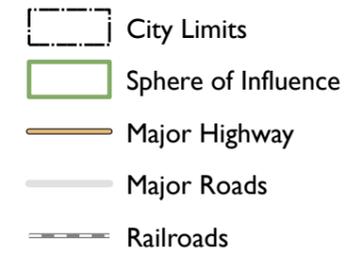


SOURCE: HCD AFFH Data and Mapping Resources - Urban Displacement Project, 2019; City of San Pablo, 2021; Contra Costa County GIS, 2021; Dyett & Bhatia, 2021

SAN PABLO GENERAL PLAN UPDATE
Figure D-3: San Pablo Diversity Index



*No census blocks contained in this category.



SOURCE: HCD AFFH Data and Mapping Resources - ESRI, 2018; City of San Pablo, 2021; Contra Costa County GIS, 2021; Dyett & Bhatia, 2021

slightly higher than that of the Bay Area (9.6 percent). As shown in Figure D-4 below, there is a slight concentration of persons with a disability in the southern and eastern portions of the city. This is likely linked to the presence of facilities that serve the needs of the disabled in these locations, including Vale Healthcare, a 2-2-bed skilled nursing facility for older adults at 13484 San Pablo Avenue; the Hatlen Residential Center for the Visually Impaired at 2430 Rd 20; and the concentration of Section 8 housing that serves people with disabilities within the Rumrill PDA. However, no single census tract contains a population with a disability that exceeds 20 percent of the tract’s total population, which is the threshold typically used by HCD as an indicator of overconcentration.

FAMILIAL STATUS

Familial status may be another basis for discriminatory housing practices, including discrimination against families with children. Such discrimination may limit the choices of where families can live and lead to geographic concentrations within a community. Female householders with children in particular may be targets of discrimination. Within San Pablo, as indicated in Table D-4, most children under 18 years live in married-couple households. About 29.3 percent of children live in female householder, no spouse present households, while 11.8 percent of children live in male householder, no spouse present households. While the rate of female-headed households is higher in San Pablo than in Contra Costa County as a whole (12.2 percent) and the Bay Area (10.4 percent),⁴ City staff reports that the family support network available to single mothers is strong. In addition to informal support from friends and relatives in the community, resources catering to the needs of single mothers in San Pablo include Contra Costa Health’s San Pablo WIC at 501 Gateway Avenue, which offers an array of programs, services, and classes for women, infants & children; and Ujima Family Recovery Services, a non-profit charitable organization dedicated to helping families recover from alcoholism, drug addiction and behavioral health problems, located at 1901 Church Lane.

Table D-4: Children Under 18 Years in San Pablo Households, 2019

<i>Household Type¹</i>	<i>Number</i>	<i>Percent</i>
Married-Couple	4,486	58.9%
Male Householder, No Spouse Present	903	11.8%
Female Householder, No Spouse Present	2,233	29.3%
Other	0	0.0%
Total	7,622	100.0%

1. All households with children are considered family households.

Source: U.S. Census Bureau, 2019 ACS Five-Year Estimates (Table S0901)

Figures 3-5 through 3-6 below indicate there are some patterns of geographic concentration based on familial status. These figures show the percentage of children within a census tract that live within a certain type of family household. For instance, Figure D-5 shows there is a comparatively lower share of children living in female-headed households in the southern and eastern portions of the city, while Figure D-6 shows a relatively higher concentration of children living in married-couple households in

⁴ U.S. Census Bureau, American Community Survey 5-Year Data (2015-2019), Table B11001. (ABAG Housing Element Data Package 2021).

the southern, eastern and northern portions of the city. At the regional scale, the 2020-2025 AI notes that Contra Costa County has a higher percentage of households that consist of families with children than in the broader Bay Area region. Within the county, there is a concentration of households headed by single mothers in San Pablo, Richmond, North Richmond, Bay Point, Pittsburg, and Antioch. These areas tend to have high combined Black and Hispanic/Latino populations. This differs from areas in the central county, which have low concentrations of single mothers and have relatively higher populations of white or Asian and Pacific Islander communities.

PEOPLE EXPERIENCING HOMELESSNESS

Based on the 2023 Point-in-Time (PIT) Count, as discussed in the Housing Needs Assessment (Appendix B), there were 48 individuals experiencing homelessness in San Pablo on the night of January 24, 2023. This represents a 28.4 percent decrease over 2020 PIT totals in the city. Staff reports that homeless encampments are most typically found on vacant land adjacent to the I-80 freeway and near San Pablo and Wildcat Creeks in the city. There are currently no homeless or transitional shelters in San Pablo, though Contra Costa County offers various health and social services in San Pablo at the West County Behavioral Health Center. To access services elsewhere in the County, transit service is available. As discussed in greater detail below (see D.4 Disparities in Access to Opportunity), there are seven local bus lines that serve the City, providing connections to the regional transportation network, including Bay Area Rapid Transit (BART) stations in Richmond and El Cerrito, the Amtrak rail station in Richmond, and the Richmond Passenger Ferry Terminal. Virtually every parcel in San Pablo is within 1/4 mile of a bus line.

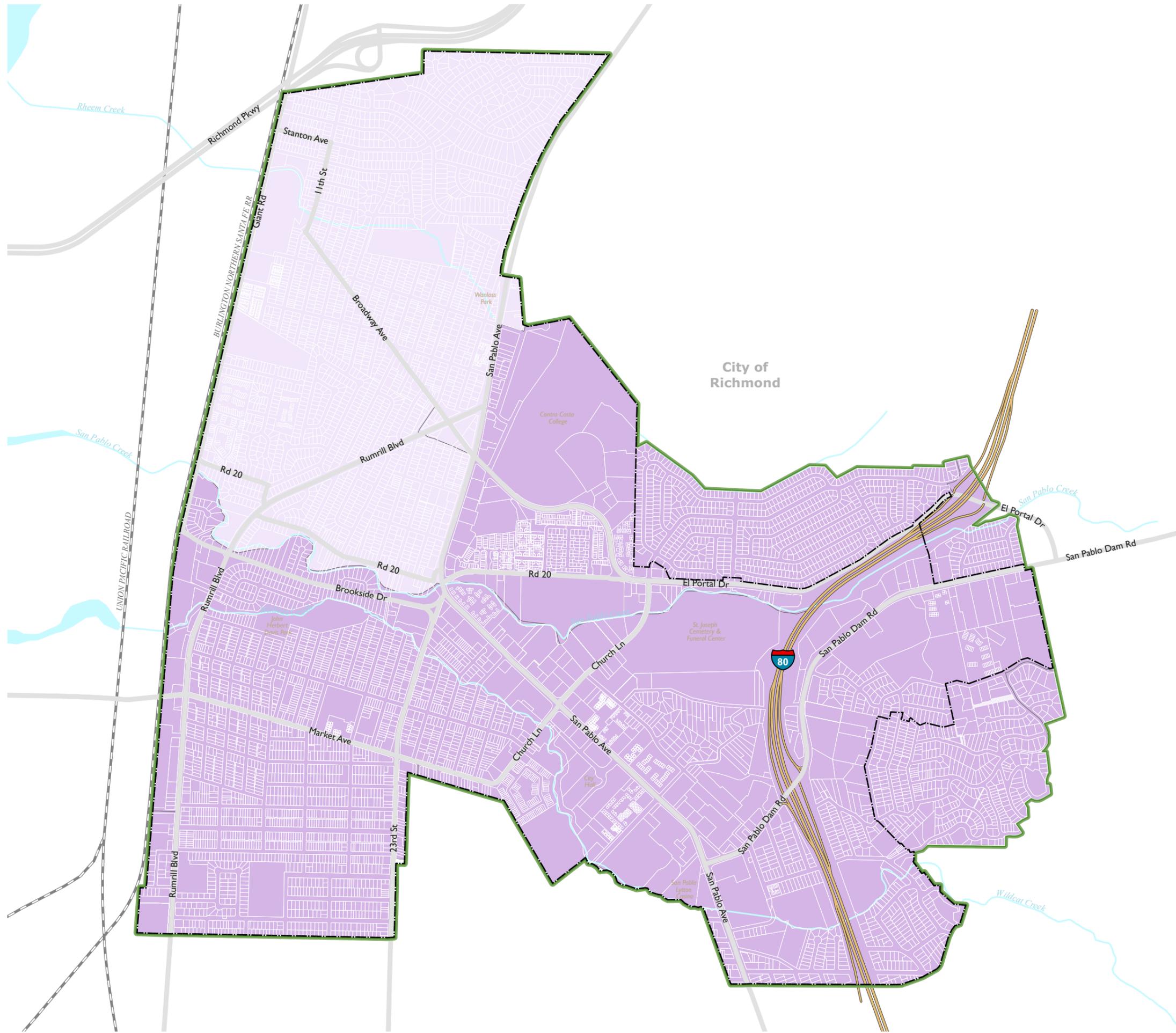
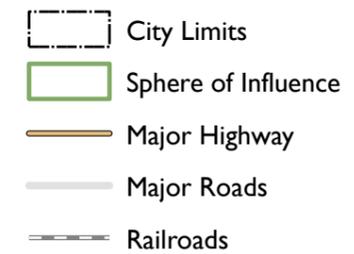
People experiencing homelessness in San Pablo have not necessarily been displaced from housing in the community. Anecdotal information from City staff indicates that some homeless individuals came to San Pablo to gamble at the Lytton Casino but lack the resources to return home.

SAN PABLO GENERAL PLAN UPDATE

Figure D-4: Persons with Disabilities

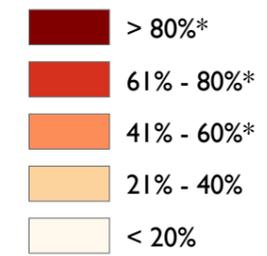


*No census tracts contained in this category.

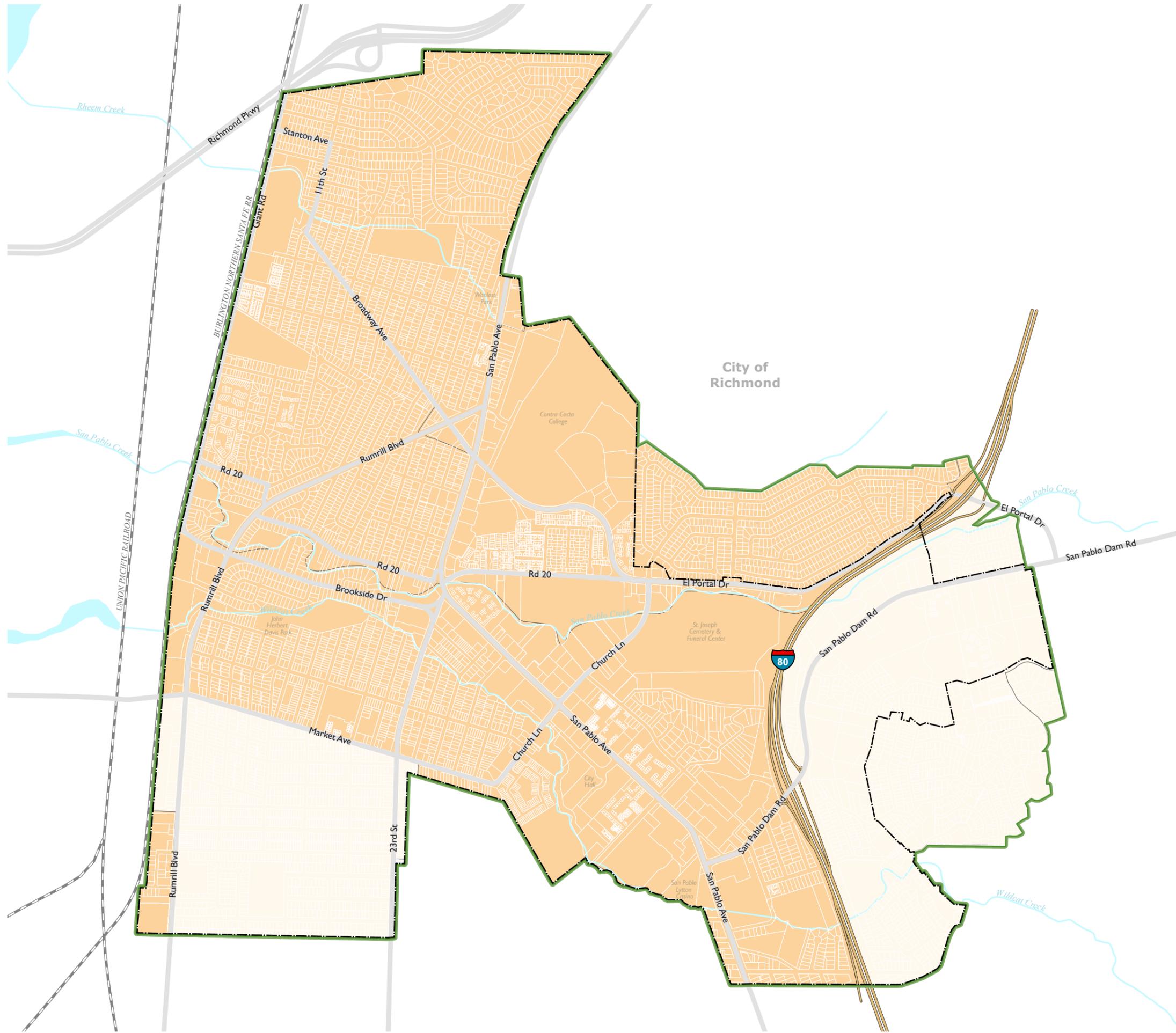
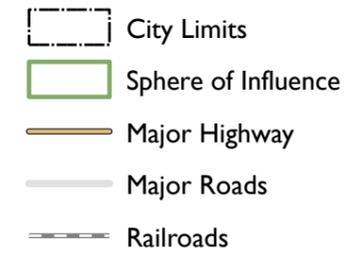


SOURCE: HCD AFFH Data and Mapping Resources - ACS, 2015-2019; City of San Pablo, 2021; Contra Costa County GIS, 2021; Dyett & Bhatia, 2021

SAN PABLO GENERAL PLAN UPDATE
 Figure D-5: Percent of Children in Female
 Householder Households



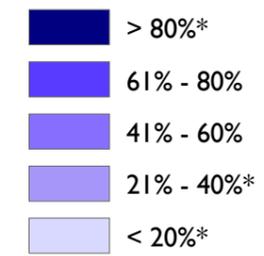
*No census tracts contained in this category.



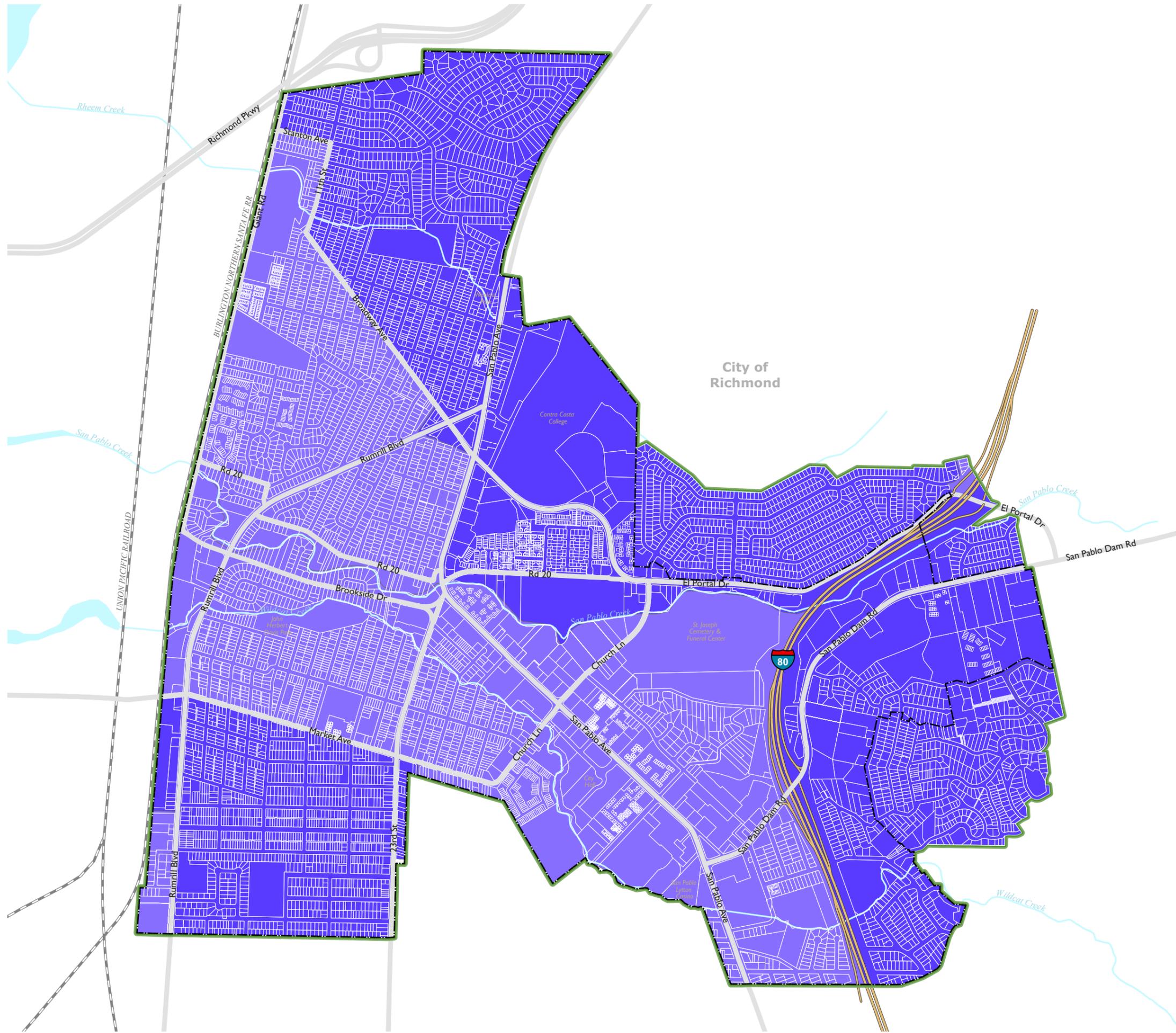
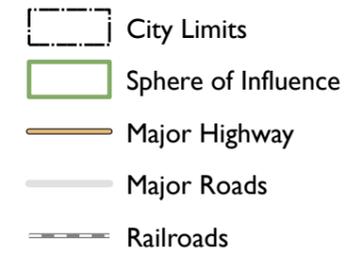
SOURCE: HCD AFFH Data and Mapping Resources - ACS, 2015-2019; City of San Pablo, 2021; Contra Costa County GIS, 2021; Dyett & Bhatia, 2021

SAN PABLO GENERAL PLAN UPDATE

Figure D-6: Percent of Children in Married-Couple Households



*No census tracts contained in this category.



SOURCE: HCD AFFH Data and Mapping Resources - ACS, 2015-2019; City of San Pablo, 2021; Contra Costa County GIS, 2021; Dyett & Bhatia, 2021

INCOME LEVEL

Geographic concentration by income, including concentration of poverty, is another type of segregation that may exist within a jurisdiction. The concentration of low- or moderate-income (LMI) individuals provides one method to gauge the extent of such segregation. HUD defines an LMI area as a census tract or block group where over 51 percent of the population is LMI – based on the HUD income definition of up to 80 percent area median income (AMI). Figure D-7 provides the distribution of LMI block groups across San Pablo. As can be seen, nearly the entire city is considered an LMI area, with a small portion in the southeastern corner that does not cross the 51 percent threshold.

Poverty rates and the concentration of poverty over time can provide an insight into the economic wellbeing of households and individuals in the county and in San Pablo. According to the 2020-2025 AI, poverty in the eastern portion of the county has risen dramatically as lower-income residents have been displaced from more expensive parts of the Bay Area. In the county, the highest concentrations of both low-income and non-white populations are in Antioch, Concord, Hercules, Pinole, Pittsburg, Richmond, San Pablo, and Walnut Creek (low-income only). As of 2019, about 16.3 percent of San Pablo's population is below the federal poverty line. Further, poverty is unevenly distributed by race/ethnicity (see Table D-5). Residents living below the poverty line who identify as white alone, Black or African American alone, non-Hispanic/Latino white, or Hispanic or Latino of any race are overrepresented when compared to their share of the total population, while residents who identify as Asian alone are underrepresented among those below the poverty line. For instance, while Black or African American alone residents make up 10.8 percent of the total population, they constitute 14.6 percent of the population living below the poverty line. Residents who identify as Asian alone, on the other hand, make up 17.4 percent of the population but only constitute 11.4 percent of the population living below the poverty line.

Table D-5: Poverty Rates in San Pablo, 2019

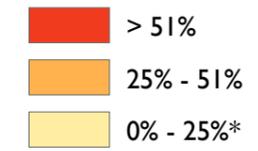
Race/Ethnicity ¹	Total Population		Population Below Poverty Level	
	Number	Percent	Number	Percent
White alone	11,284	36.9%	2,237	45.0%
Black or African American alone	3,315	10.8%	728	14.6%
American Indian and Alaska Native alone	156	0.5%	19	0.4%
Asian alone	5,306	17.4%	566	11.4%
Native Hawaiian and Other Pacific Islander alone	134	0.4%	0	0.0%
Other alone	10,378	33.9%	1,425	28.6%
Hispanic or Latino origin (of any race)	18,575	60.8%	3,052	61.3%
White alone, not Hispanic or Latino	2,263	7.4%	496	10.0%
Total	30,573	100.0%	4,975	100.0%

1. People who identify as Hispanic or Latino may be any race.

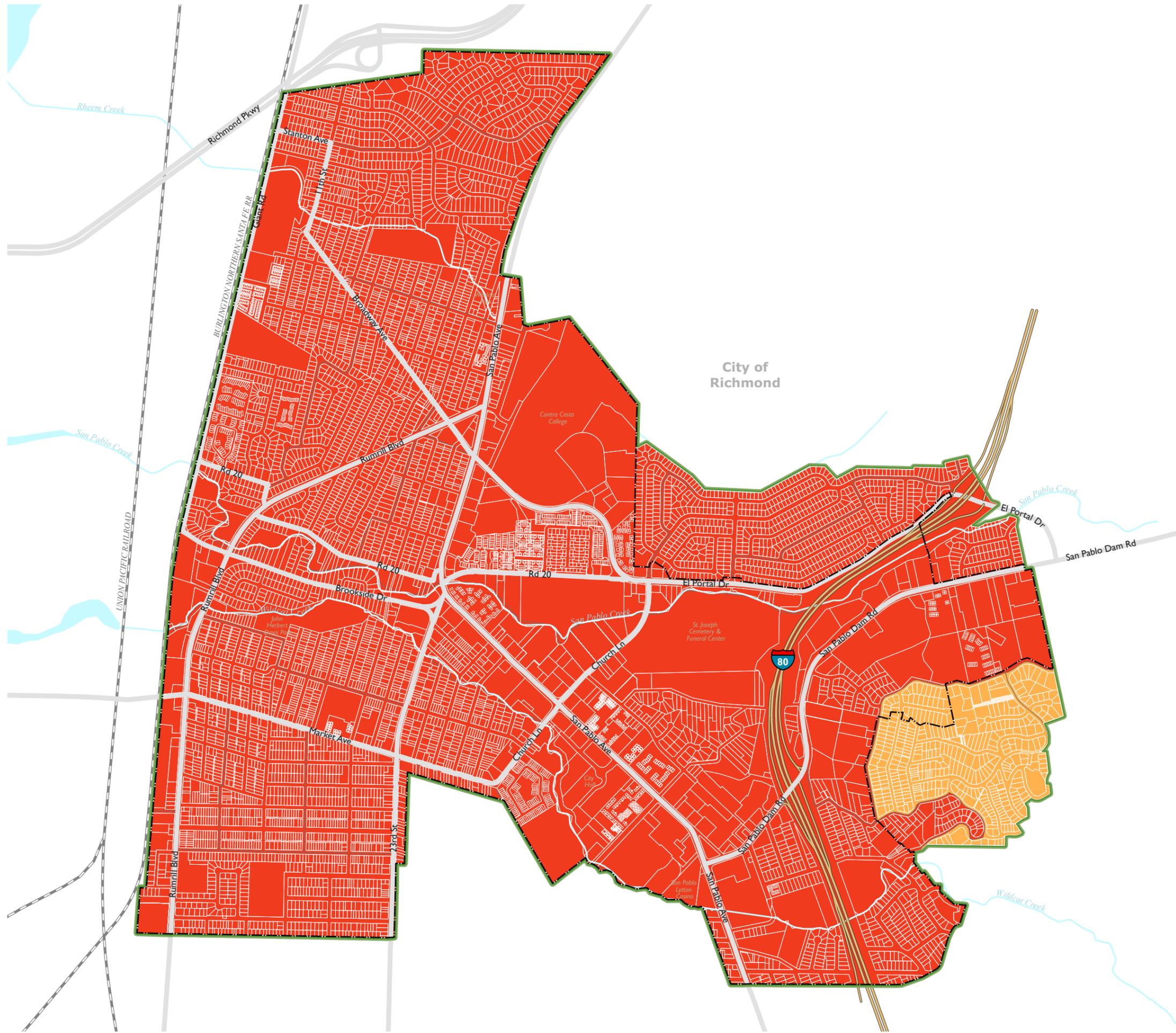
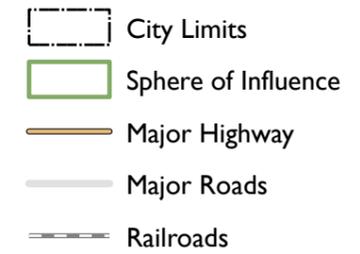
Source: U.S. Census Bureau, 2019 ACS Five-Year Estimates (Table S1701)

Despite relatively high levels of poverty in the city, overall rates have decreased between 2014 and 2019. As is shown in Figures 3-8 and 3-9, the poverty rate has decreased in the western and northern portions of the city, although it has remained relatively stable in the central portion of the city along San Pablo Avenue. In both years, no tract has consisted of higher than 30 percent of its population living below the poverty line. In 2019, most tracts saw between 10 and 20 percent of their population living below the poverty line while some areas saw between 20 and 30 percent.

SAN PABLO GENERAL PLAN UPDATE
 Figure D-7: Low- to Moderate-Income
 Population, Block Groups

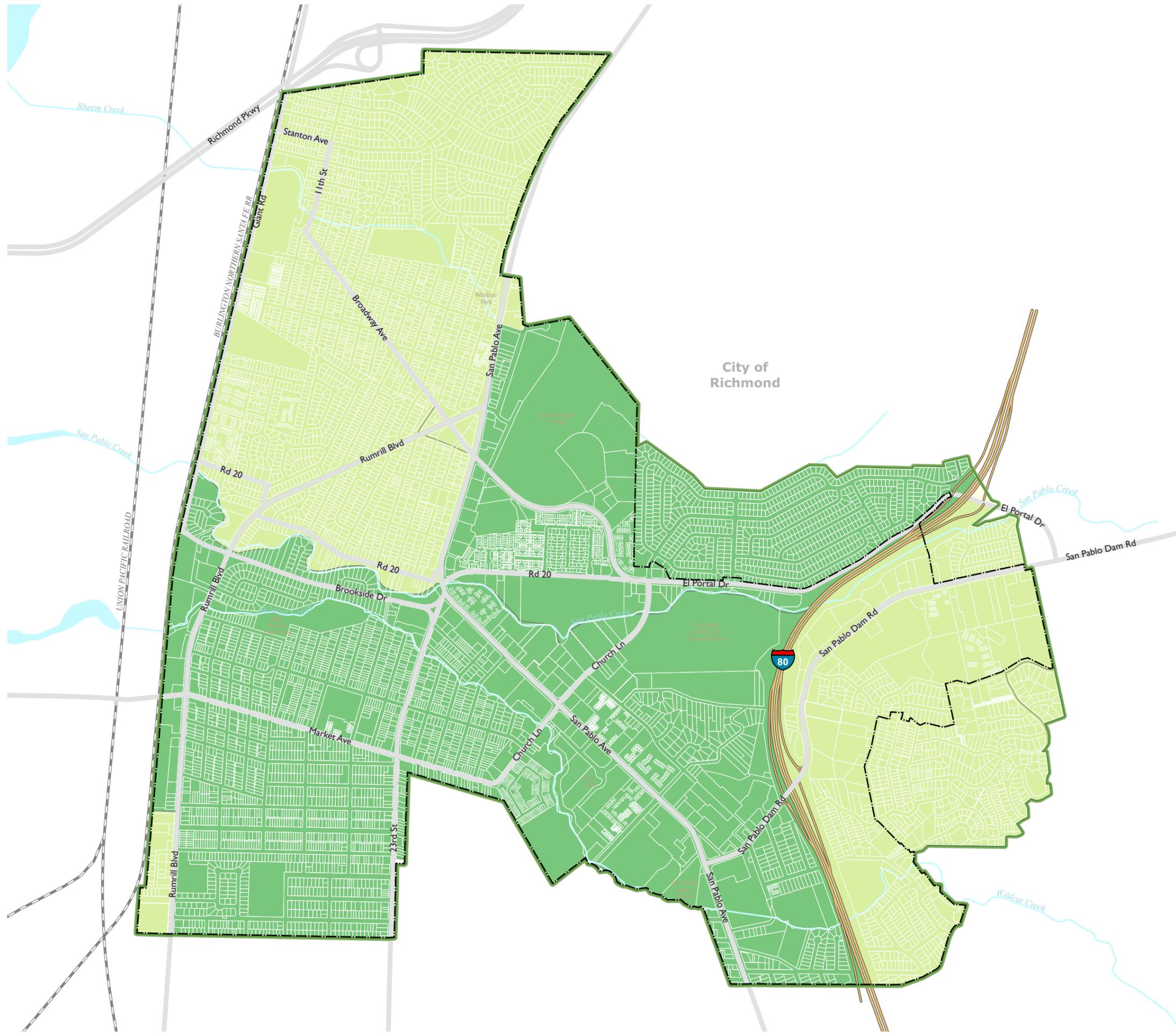


*No census blocks contained in this category.



SOURCE: HCD AFFH Data and Mapping Resources - ESRI, 2018; City of San Pablo, 2021; Contra Costa County GIS, 2021; Dyett & Bhatia, 2021

SAN PABLO GENERAL PLAN UPDATE
Figure D-8: Poverty Status, 2014



- > 40%*
- 30% - 40%*
- 20% - 30%
- 10% - 20%
- > 10%

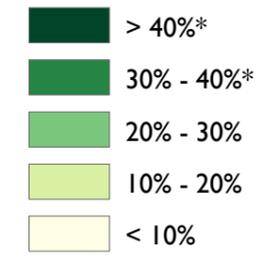
*No census tracts contained in this category.

- City Limits
- Sphere of Influence
- Major Highway
- Major Roads
- Railroads

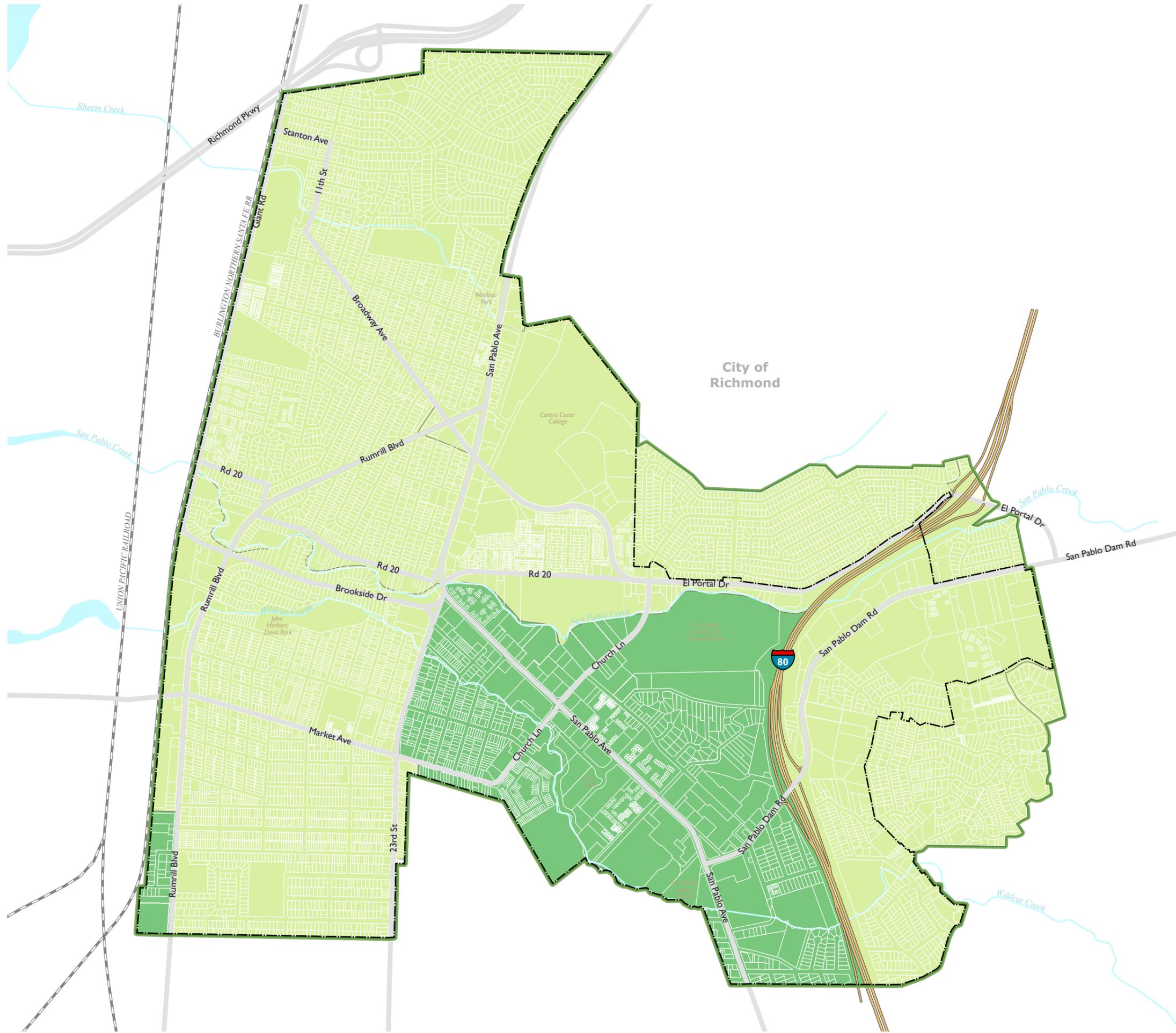
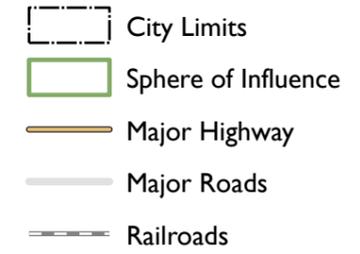


SOURCE: HCD AFFH Data and Mapping Resources - ACS, 2010-2014; City of San Pablo, 2021; Contra Costa County GIS, 2021; Dyett & Bhatia, 2021

SAN PABLO GENERAL PLAN UPDATE
Figure D-9: Poverty Status, 2019



*No census tracts contained in this category.



SOURCE: HCD AFFH Data and Mapping Resources - ACS, 2010-2019; City of San Pablo, 2021; Contra Costa County GIS, 2021; Dyett & Bhatia, 2021

D.3 Racially/Ethnically Concentrated Areas of Poverty and Affluence

To assist communities in identifying racially or ethnically concentrated areas of poverty (R/ECAPs), HUD has developed a census tract-based definition: R/ECAPs must have a non-white population of 50 percent or more, and the poverty rate must exceed 40 percent or be three or more times the average tract poverty rate for the metropolitan/micropolitan area, whichever threshold is lower. According to HUD estimates provided by HCD, during the 2009-2013 period there were no R/ECAPs in San Pablo. Further, based on 2019 ACS estimates there were still no R/ECAPs in the city. However, as seen in Figure D-10, as of 2019 there are a few R/ECAPs in the region surrounding the city, including in East Bay cities like Albany and Berkeley.

While there is no standard definition for Racially/Ethnically Concentrated Areas of Affluence (RCAAs) provided by either HUD or HCD, they are generally considered to be areas with high concentrations of wealthy, non-Hispanic white residents. An article by Edward G. Goetz, et al. published in HUD's *Cityscape* journal defines an RCAA as a "census tract in which 80 percent or more of the population is White and has a median income of at least \$125,000."⁵ Figure D-10 displays the locations of RCAAs under this definition; while there are no RCAAs in the city, there are a number located across the San Francisco Bay in Marin County, including along the Tiburon Peninsula.

While there are no R/ECAPs under the official definition in San Pablo, all of West County could be considered one in context of the region. As noted previously, 76.2 percent of West Contra Costa CCD is comprised of a population considered something other than non-Hispanic white. According to 2019 ACS estimates, about 11.6 percent of the population of this area lives under the poverty line. This is the second highest rate among CCDs in the county—only exceeded by the 15.6 percent seen in the Antioch-Pittsburg CCD—while the entire county experiences an 8.7 percent poverty rate. West County poverty rates are also higher than the average Bay Area poverty rate, which was about 8.5 percent in 2019 for the nine-county region according to ACS estimates.

As a result of West County's unique status in the Bay Area region, the City has developed several economic development programs to alleviate poverty. The City works in collaboration with the San Pablo Economic Development Corporation (SPEDC), whose mission to develop, diversify, and stabilize the local economy through workforce and business education and training. SPEDC offers workshops, trainings, and classes for businesses, entrepreneurs, and individuals. It also acts as a resource center for new businesses with owners located in San Pablo and provides ongoing support to existing businesses. SPEDC offers the Nano Revolving Loan Fund, which is designed to stimulate economic growth in west Contra Cost County through lending small businesses the capital they need. In addition to support for small businesses, SPEDC also provides workforce development services. They provide grant funding for qualified city residents to enroll in career training for construction and carpentry, information technology, barbering, and commercial driver's licensing. In partnership with Contra Costa College, SPEDC awards financial aid covering 50 percent of enrollment fees, books, and

⁵ Edward G. Goetz, et al. "Racially Concentrated Areas of Affluence: A Preliminary Investigation" (*Cityscape*, Vol. 21 No. 1, 2019), pp. 99-123.

supplies, along with childcare funding, for San Pablo residents enrolled in “Career Technical Education” programs at the College. SPEDC also administers the Removing Barriers Job Readiness program, which is a comprehensive support service aiming to prepare the workforce for careers that pay a progressive wage and benefits. Services under the Removing Barriers program include subsidized childcare, job readiness and financial literacy workshops, free professional clothing, and low-cost tattoo removal. Further, SPEDC offers support for utilizing the Workforce Initiative Subsidy for Homeownership (WISH) program, offered through the Federal Home Loan Bank of San Francisco. Over the course of the COVID-19 pandemic, SPEDC pivoted to include food and housing security, as well as ensuring personal protective equipment and meals reached first responders and essential workers. They also expanded their training to include COVID-19 awareness through the Teamster’s Trust.

D.4 Disparities in Access to Opportunity

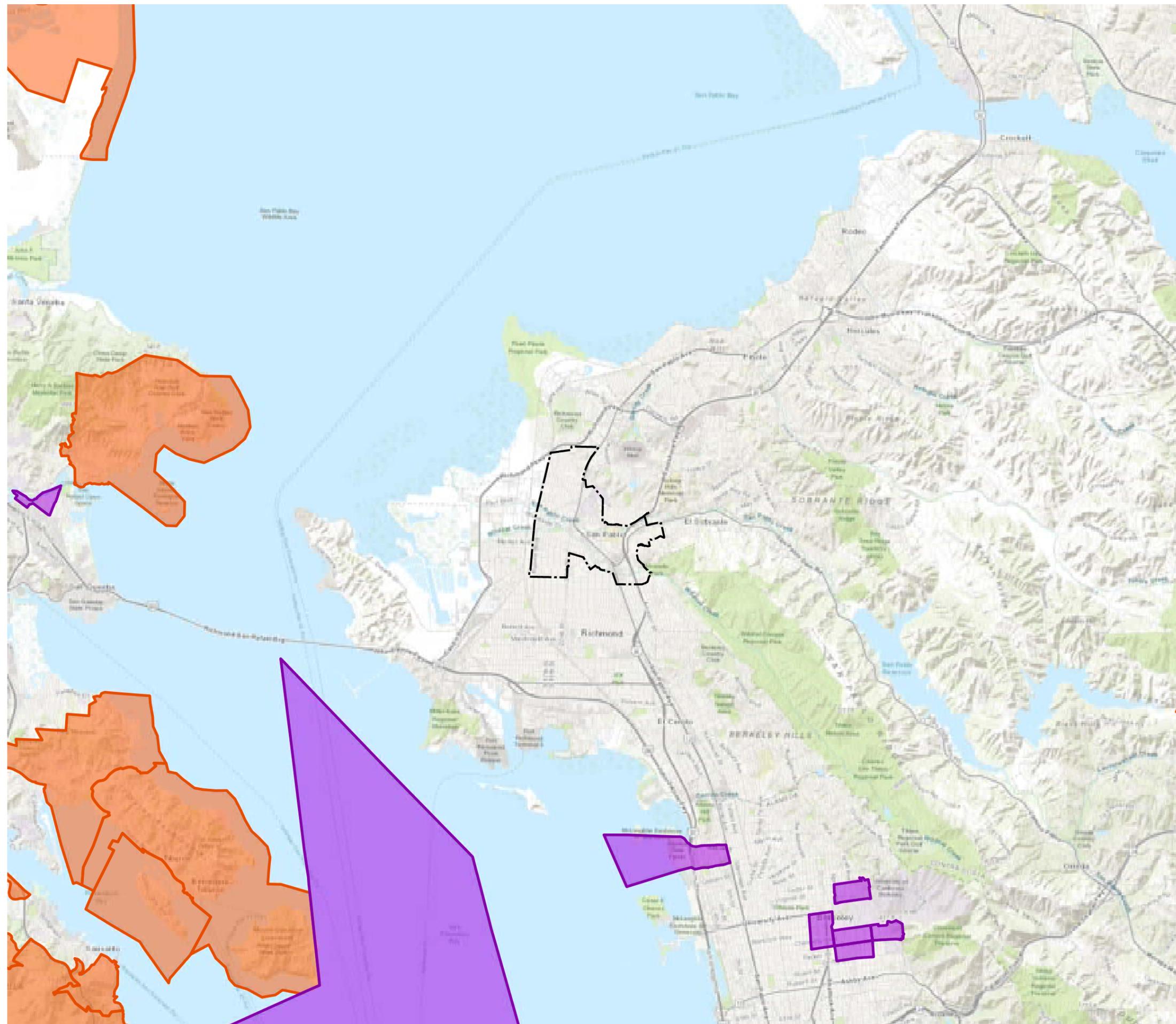
To help quantify access to opportunity within a jurisdiction, HCD and TCAC convened in the California Fair Housing Task Force to “provide research, evidence-based policy recommendations, and other strategic recommendations to HCD and other related state agencies/departments to further the fair housing goals (as defined by HCD).” The Task Force developed a series of Opportunity Maps to determine areas with the highest and lowest resources by census tract. Highest resource tracts are the top 20 percent of census tracts with the highest index scores relative to the region, while high resource tracts are the next 20 percent. The remaining tracts are then evenly divided into the low resource and moderate resource categories. Index scores are compiled by domain, as outlined in Table D-6 below. The economic, environmental and education domains were further aggregated to create a composite index, which determines each tract’s resource level.

Table D-6: Domain and Indicators for HCD/TCAC Opportunity Maps

<i>Domain</i>	<i>Indicator</i>
Economic	Poverty Adult Education Employment Job Proximity Median Home Value
Environmental	CalEnviroScreen 3.0 indicators
Education	Math Proficiency Reading Proficiency High School Graduation Rates Student Poverty Rate
Filter	Poverty and Racial Segregation

Source: California Fair Housing Task Force, Methodology for the 2021 TCAC/HCD Opportunity Map, December 2020

Figure D-10: Locations of Racially/
Ethnically Concentrated Areas of Poverty
(R/ECAPs) and Racially Concentrated
Areas of Affluence (RCAAs), 2019



-  Racially/Ethnically Concentrated Areas of Poverty (R/ECAP)
-  Racially Concentrated Areas of Affluence (RCAA) Locations
-  City Limits



SOURCE: HCD AFFH Data and Mapping Resources - ACS, 2015-2019; City of San Pablo, 2021; Contra Costa County GIS, 2021; Dyett & Bhatia, 2021

Understanding disparities in access to opportunity within a community requires an assessment of the regional as well as the local context. The following section provides a summary of regional opportunity and opportunity in San Pablo. Citywide opportunity is broken down into the distinct categories of educational, economic, and environmental opportunity based on metrics provided by HCD.

REGIONAL CONTEXT

The 2020-2025 AI explores the distribution of five types of opportunity: educational, employment, transportation, access to low poverty neighborhoods, and access to environmentally healthy neighborhoods. Analysis is based on indices provided by the HUD AFFH tool. The higher the index score, the better an area's access to opportunity. The indices are defined as follows:

- Environmental Health — Summarizes potential exposure to harmful toxins at a neighborhood level.
- Jobs Proximity — Quantifies the accessibility of a given residential neighborhood as a function of its distance to all job locations within a Core Based Statistical Area (CBSA).
- Labor Market — Provides a summary description of the relative intensity of labor market engagement and human capital in a neighborhood.
- Low Poverty — A measure of the degree of poverty in a neighborhood, at the Census tract level.
- Low Transportation Cost — Estimates of transportation costs for a family that meets the following description: a 3-person single-parent family with income at 50% of the median income for renters for the region. As shown below on charts D-4 and D-5, the transportation cost index is virtually the same (relatively high) for all racial groups.
- School Proficiency — School-level data on the performance of 4th grade students on state exams to describe which neighborhoods have high-performing elementary schools nearby and which are near lower performing schools.
- Transit — Trips taken by a family that meets the following description: a 3-person single-parent family with income at 50 percent of the median income for renters.

Chart D-4 below shows index scores based on the July 2020 HUD data release. In Contra Costa County access to opportunity is generally highest for non-Hispanic white residents. Residents who identify as Hispanic or non-Hispanic Black, on the other hand, have the lowest access to opportunity while non-Hispanic Asians and Pacific Islanders as well as non-Hispanic Native Americans live in a wider variety of neighborhoods. The major exception to this is the relatively low transit index scores of non-Hispanic white residents. This trend is like that seen in the wider San Francisco-Oakland-Hayward metropolitan area, although the county typically experiences lower index values. Similar patterns are evident for the total population and those that live below the poverty line, as shown in Chart D-5.

The indices are a useful tool to gauge opportunity at regional scale, but they do not identify opportunity by geographic distribution. Based on the 2021 TCAC Opportunity Areas composite score, as shown in Figure D-11, access to opportunity is lowest in West County and northeastern sections of the county—including the cities of San Pablo, Richmond, Pittsburg, and Antioch—and highest in the

central section of the county—including cities like Walnut Creek and Lafayette. San Pablo is situated within a sub-regional low resource zone of an otherwise moderate to high resource county.

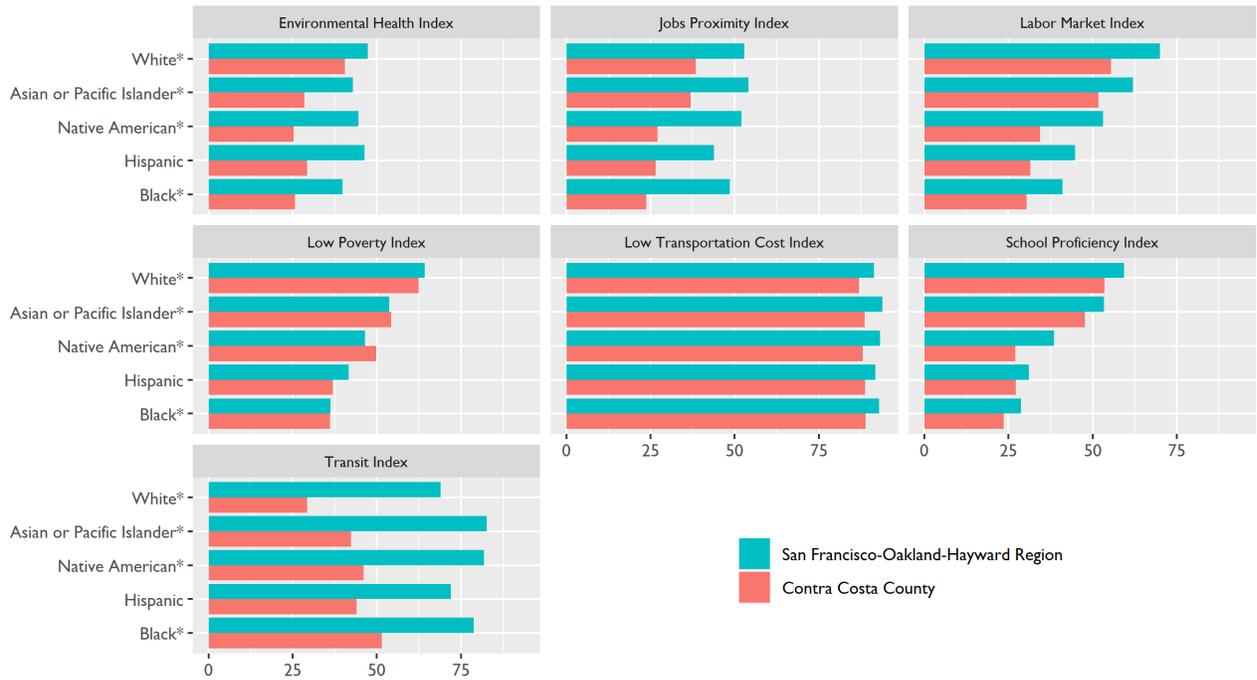
Chart D-4: Opportunity Indices, Total Population



*Includes only non-Hispanic residents.

Source: HUD, AFFHT0006 Table 12, July 2020

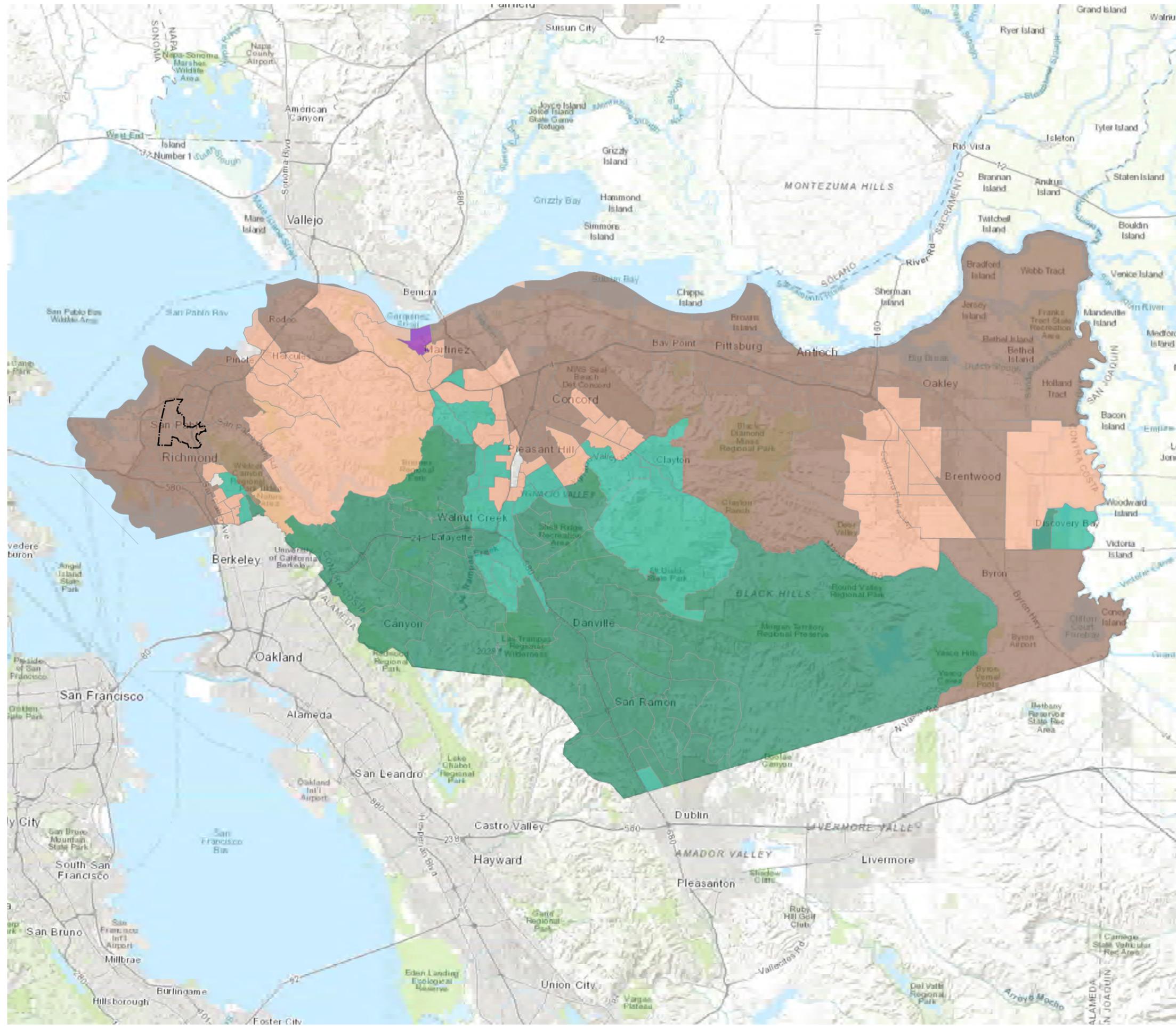
Chart D-5: Opportunity Indices, Population Living Below the Poverty Line



*Includes only non-Hispanic residents.

Source: HUD, AFFHT0006 Table 12, July 2020

SAN PABLO GENERAL PLAN UPDATE
 Figure D-II: TCAC Opportunity Areas –
 Composite Score, Countywide



- Highest Resource
- High Resource
- Moderate Resource
- Low Resource
- High Segregation & Poverty
- Missing/Insufficient Data
- City Limits



SOURCE: HCD AFFH Data and Mapping Resources - HCD & TCAC Opportunity Areas Mapping Analysis, 2021; City of San Pablo, 2021; Contra Costa County GIS, 2021; Dyett & Bhatia, 2021

LOCAL CONTEXT

According to the 2021 TCAC Opportunity Areas composite score (see Figure D-12), all tracts in San Pablo are classified as low resource. As seen in Figure D-11, this is typical of cities in West County, including the neighboring cities of Richmond, El Sobrante, and Pinole. Higher resources areas are located to the east of San Pablo in central and east county, as well as to the south in El Cerrito and the East Bay cities of Albany and Berkeley.

Economic Opportunity

The 2021 TCAC Opportunity Areas economic score, presented in Figure D-13, summarizes access to economic opportunity in San Pablo. Like the composite score, the city experiences lower economic outcomes than other Bay Area communities, although there is a small portion outside of the City limit but within the City's sphere of influence with slightly more positive economic outcomes. Low access to economic opportunity is present in other cities that border San Pablo in West County, although some portions of Richmond in the south have slightly more positive outcomes.

San Pablo is a geographically small city with somewhat limited employment options. While most residents travel outside of the city for work, about 1,018 jobs were added in the city between 2010 and 2019 (20.5 percent increase), according to the U.S. Census Bureau Longitudinal Employer-Household Dynamics program. Economic development is a priority for the City, and there are a number of local strengths to build on. This includes the San Pablo Lytton Casino as well as Contra Costa College. Further, despite the closure of Doctor's Medical Center in 2015—which was previously the city's top employer—San Pablo remains strong in the healthcare and social services industry. While Casino and hospitality-related jobs are typically low paying and relatively low-skilled, they provide an important source of local employment. Employment with the College and health care sector tends to be better paid with relatively high-skilled jobs. Additionally, the city is well located within the Bay Area, with good connections to the regional road network and relatively easy access to the Richmond Bay Area Rapid Transit (BART) station and Richmond Ferry Terminal.

The City of San Pablo Economic Development Department works with other City departments, Local Successor Agency staff, economic development consultants, the SPEDC, the San Pablo Merchants Association, the San Pablo Chamber of Commerce, and other agencies and non-profits to develop partnerships and leverage resources to the benefit of San Pablo residents. Ongoing economic development efforts are discussed in detail above in Section D.3 *Racially/Ethnically Concentrated Areas of Poverty and Affluence*. Initiatives include small business loans, support for low income entrepreneurs, and workforce development programs. Further, the Rumrill Corridor Plan currently in development will identify economic development strategies that leverage local workforce strengths and market opportunities to nurture and grow small-scale manufacturing, production, and repair-oriented businesses along with workforce housing in the Rumrill PDA..

Educational Opportunity

The 2021 TCAC Opportunity Areas education score, which quantifies access to educational opportunity, is provided Figure D-14. Like at the composite score and economic opportunity index, San Pablo experiences lower levels of educational opportunity throughout the city, as compared to other portions of the Bay Area. This reflects patterns seen in neighboring jurisdictions—less positive educational outcomes in Richmond and other West County cities and more positive educational outcomes in central and eastern Contra Costa County as well as in El Cerrito and the East Bay cities

of Albany and Berkeley. Compared to Richmond and Contra Costa County, San Pablo has a smaller share of residents with high levels of educational attainment. According to 2019 ACS estimates, 13.1 percent of San Pablo residents over 25 have a bachelor’s degree or higher (i.e. graduate or professional degree), compared to 28.2 percent of Richmond residents and 42.4 percent of county residents.

The West Contra Costa Unified School District (WCCUSD) provides public elementary, middle, and high school education to San Pablo residents. The WCCUSD is currently in the process of updating its Long-Range Facilities Master Plan, last approved in 2016. The updated Master Plan is expected to address changes in teaching and learning, District operations, and the implications of COVID-19 for future learning needs. Most San Pablo schools are currently running under capacity. Table D-7 summarizes test score results from the 2018-2019 Smarter Balanced assessments of math and English language arts (ELA), which forms part of the State’s California Assessment of Student Performance and Progress (CAASPP). The proportion of students who meet or exceed standards in ELA or math is lower in WCCUSD than in the county or State. However, there is no geographic discrepancy within San Pablo, and WCCUSD is implementing programs such as the Expanded Learning Program, the Parent Efficacy Trainer of Trainer (ToT) Model, and English learner programs to improve student performance.

Table D-7: CAASPP Smarter Balanced Test Results, 2018-2019

District/Region	Percent Met or Exceeded Standard	
	English Language Arts	Mathematics
State of California	51.10%	39.73%
Contra Costa County	54.64%	44.32%
West Contra Costa Unified School District	35.16%	23.94%

Source: California Department of Education, CAASPP, Smarter Balanced Summative Assessments, 2018-2019

The City is also implementing initiatives to help improve scholastic performance for local students and expand on campus support services. In 2011, the City launched the San Pablo Beacon Community Schools Initiative to turn its six schools into community schools. Under the initiative, WCCUSD, the City, the County, community-based organizations, businesses, families and philanthropists work jointly address the identified needs of students, families and the community in a comprehensive, integrated and accountable way. Community schools provide a range of programs and services, from housing assistance to health screenings, family support, counseling and other services to families while acting as community hubs. In addition to the basic-needs services, the schools host programs, adult classes and tutoring in the evenings and on the weekends. Helms Middle School in San Pablo has a partnership with nonprofit counseling service Bay Area Community Resources to station full-time therapists, social workers and mentors on the campus.

Other initiatives include the San Pablo Team for Youth (SPTFY) provides funds to public and non-profit agencies for the expansion and/or enhancement of school-based programs and services for children, youth, and families. During the fourth cycle of the program, the City of San Pablo offered organizations the opportunity to qualify for Lead Agency funds to implement Beacon Community Schools in San Pablo. The San Pablo Scholarship Pilot Program directly targets barriers that may prevent disadvantaged students from pursuing further education by providing scholarships for post-high school education and career technical training to young San Pablo residents. In 2023, the first

year of the program, 79 scholarships were awarded to San Pablo high school graduates. Of these awardees, 63 (approximately 80 percent) identified as Hispanic.

Located east of San Pablo Avenue in the northern portion of San Pablo, Contra Costa College provides college-level education and attracts students from all over the county. The campus encompasses 23 buildings on 83 acres of land. In fall 2018, the College enrolled 7,263 students, an increase of 338 students from fall 2014. The College does not have dormitory facilities, and all students arrange their own housing. However, a 1.5-acre site located on a triangle of land surrounded by Rumrill Boulevard, Broadway Avenue, and San Pablo Avenue has been proposed as a mixed-use project with upper floors dedicated to housing for international students at the College. However, no entity currently has a proposal for the development of this site. Recent expansions and upgrades to the College include the opening of a new College Center building in 2016, renovations to the Applied Arts Building in 2018, and the rebuilding of the campus Safety Center in 2018. Currently under construction are a new science building and a remodeled physical education and athletic facilities.

Contra Costa College is also home to Middle College High School, an Early College High School program that offers a nurturing and academically challenging environment for students at risk of not meeting their potential in a traditional high school environment. The program gives students with high potential a special opportunity to gain a range of skills that will provide motivation and support for their lifelong personal, academic, and social growth. Middle College students earn a high school diploma while working towards the completion of an Associate Degree or 60 transferable credits in four to five years.

SAN PABLO GENERAL PLAN UPDATE
 Figure D-12: TCAC Opportunity Areas –
 Composite Score, San Pablo

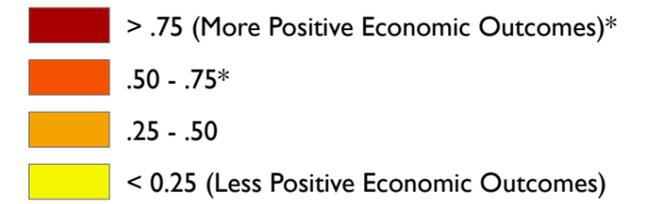
 Low Resource

-  City Limits
-  Sphere of Influence
-  Major Highway
-  Major Roads
-  Railroads

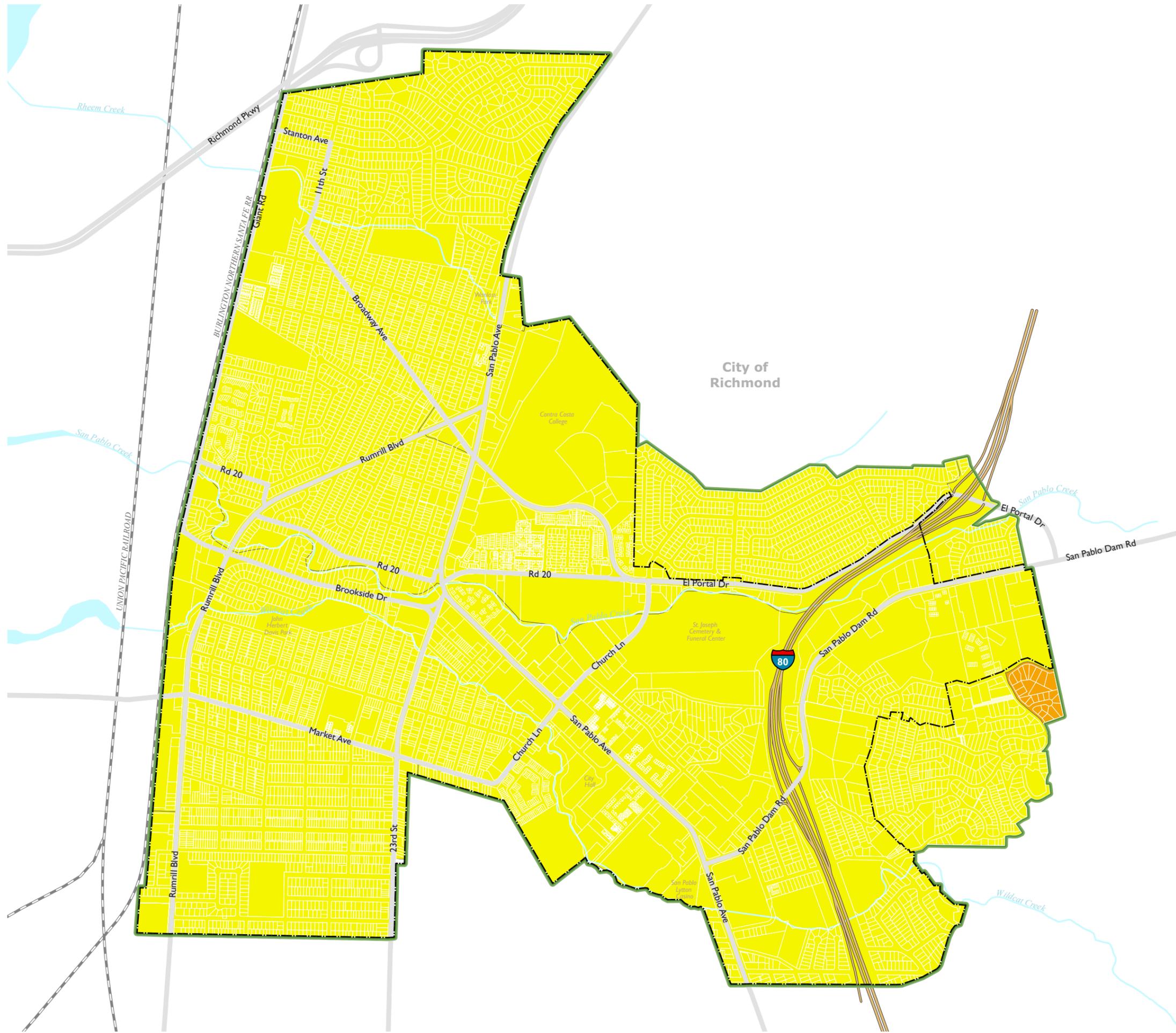
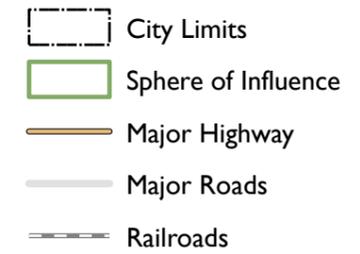


SOURCE: HCD AFFH Data and Mapping Resources - HCD & TCAC Opportunity Areas Mapping Analysis, 2021; City of San Pablo, 2021; Contra Costa County GIS, 2021; Dyett & Bhatia, 2021

Figure D-13: TCAC Opportunity Areas Economic Score, San Pablo

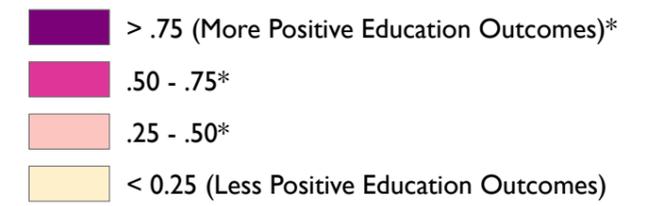


*No census tracts contained in this category.

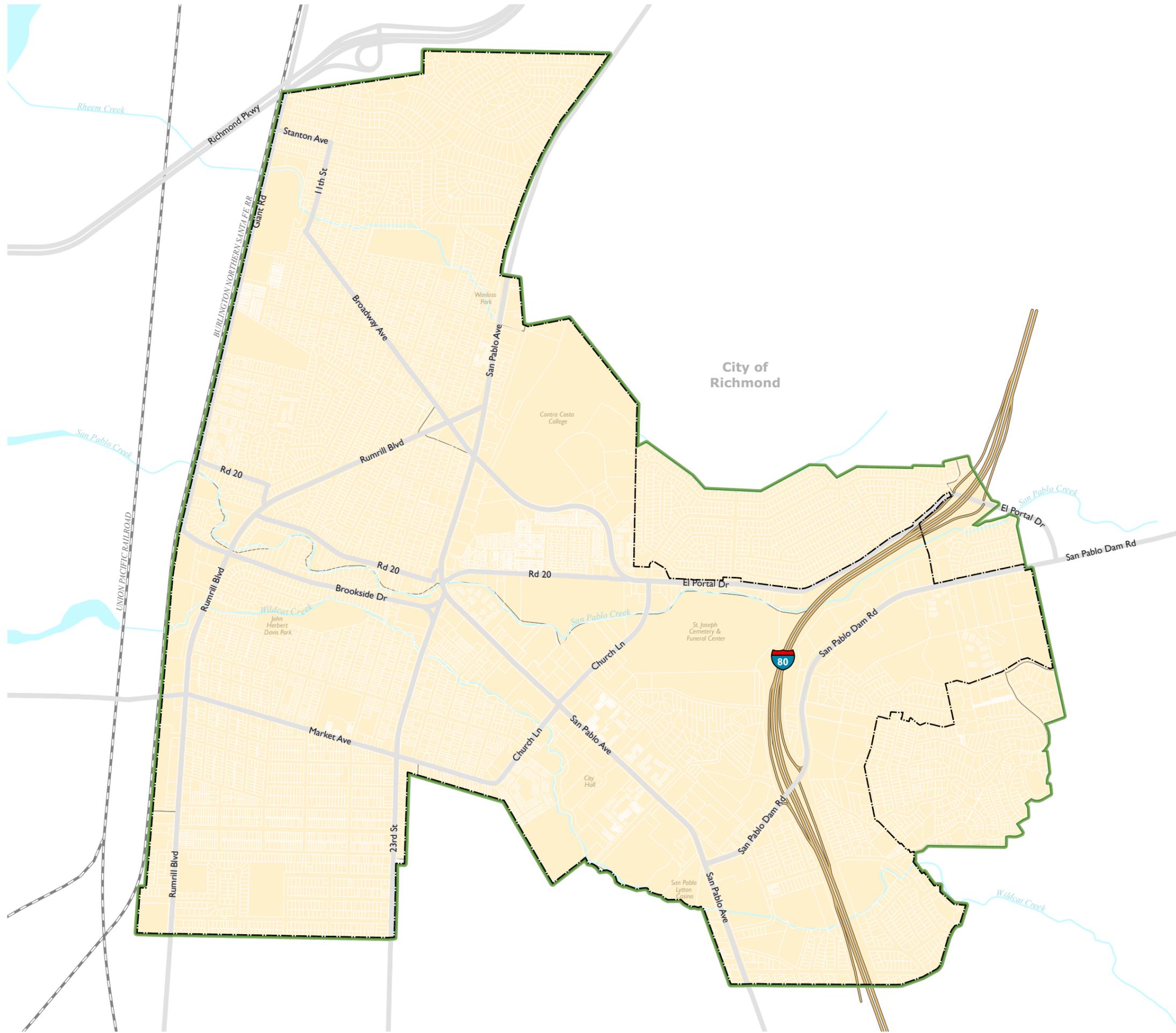
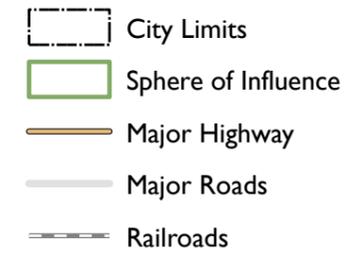


SOURCE: HCD AFFH Data and Mapping Resources - HCD & TCAC Opportunity Areas Mapping Analysis, 2021; City of San Pablo, 2021; Contra Costa County GIS, 2021; Dyett & Bhatia, 2021

SAN PABLO GENERAL PLAN UPDATE
 Figure D-14: TCAC Opportunity Areas,
 Education Score, San Pablo



*No census tracts contained in this category.



SOURCE: HCD AFFH Data and Mapping Resources - HCD & TCAC Opportunity Areas Mapping Analysis, 2021; City of San Pablo, 2021; Contra Costa County GIS, 2021; Dyett & Bhatia, 2021

Environmental Opportunity

Environmental opportunity quantifies the extent of environmental quality in a neighborhood, which can have a major impact on community health and quality of life. Figure D-15 visualizes access to environmental opportunity in San Pablo based on indicators from CalEnviroScreen 3.0 as compiled by TCAC. Contrary to the trends apparent in other opportunity metrics, San Pablo experiences more positive environmental outcomes. The most positive outcomes are seen in the southern and central portions of the city; however, this does not fully account for actual conditions in the city. For example, while neighborhoods east of I-80 are shown to have lower access to environmental opportunity, this area of the city has the densest tree canopy coverage in San Pablo. Additionally, it is home to Brentz Lane Park and two areas of natural open space within the City limit, and just beyond the City limit to the east is Wildcat Regional Park, a 2,789-acre park that extends from the Tilden Nature Area above the Berkeley hills in the south to historic Alvarado Park at the north end in Richmond. Wildcat Canyon is a popular place for hikers, mountain bikers, and equestrians, easily accessible from San Pablo and other East Bay Cities. On the other hand, the central and southern parts of the city are shown as having more positive environmental opportunity scores, but there are fewer parks and tree canopy coverage is lower than in other parts of San Pablo. Large surface parking areas at Helms Middle School and Salesian College Preparatory are also urban heat islands that absorb and re-emit the sun's heat, increasing ambient temperatures in the summer. Northwestern neighborhoods are shown as having less positive environmental opportunity scores than other parts of the city. These neighborhoods do in fact have fewer parks and less tree canopy coverage than other neighborhoods.

Expanding access to parks and recreational facilities is a priority for San Pablo and the Land Use Element of the General Plan proposes to add six new park locations and create a network of greenways. In recent years, the City has made important progress in expanding parks. The design of a new pocket park at 17th and Bush in the southwest of the city is complete and in November 2023 the City announced plans to build the “San Pablo Area for Recreation and Community” or S.P.A.R.C., a new full-service park on the former El Portal Elementary School site at 2600 Moraga Road, next to Contra Costa College. The Community Health and Environmental Justice Element of the General Plan incorporates strategies for increasing tree canopy coverage and addressing urban heat throughout the community. It also provides direction for linking park facility improvement priorities to a ranking system keyed to public health and recreational goals, and establishing an incentive system to encourage additional land dedication and park development beyond the minimum City requirements.

In the local areas bordering the city, more positive environmental outcomes are generally located along the borders of East Bay regional parks and protected space, like the Wildcat Canyon Regional Park. In Richmond and other East Bay cities adjacent to the San Francisco Bay, less positive environmental outcomes are evident in tracts located along the waterfront.

Transportation Access

Whereas at the county level, transit access varies significantly by race with White residents having the lowest access score and Black residents having the highest score (see Charts D-4 and D-5 above), that trend is not apparent in San Pablo. The whole of the City is well served by public transit. As shown on Map D-16, there are seven local bus lines that serve the City, including Alameda-Contra Costa Transit District (AC Transit) line 72R, which runs at 12 minute headways during weekday peak hours. Local buses provide connections to the regional transportation network, including Bay Area Rapid Transit

(BART) stations in Richmond and El Cerrito, the Amtrak rail station in Richmond, and the Richmond Passenger Ferry Terminal. There is a transit hub on the campus of Contra Costa College. This hub is a “timed transfer stop” which provides synchronized bus-to-bus transfers. Also as shown on Map D-16, all residential areas of San Pablo are within a 1/2-mile of transit service and 93.5 percent of all residential parcels in the city (7,570 of 8,095 parcels) are within a 1/4-mile of transit.

D.5 Disproportionate Housing Needs & Displacement Risk

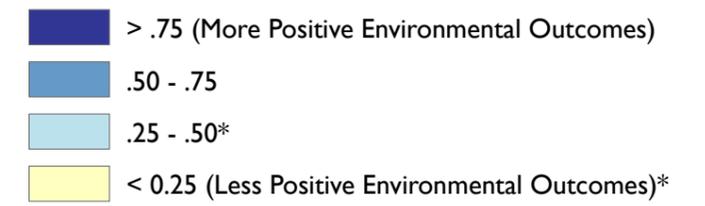
According to HCD’s AFFH Guidance Memo, disproportionate housing need “generally refers to a condition in which there are significant disparities in the proportion of members of a protected class experiencing a category of housing need when compared to the proportion of members of any other relevant groups, or the total population experiencing that category of housing need in the applicable geographic area.” Consistent with HCD guidance, this analysis evaluates disproportionate housing need in San Pablo through the assessment of cost burden, overcrowding, and displacement risk.

At the regional level, according to the 2020-2025 AI, a significant percentage of residents throughout the county experience some form of housing need. This includes relatively high levels of cost burden, overcrowding, and incomplete kitchen or plumbing facilities. Based on that analysis, Hispanic and Black residents are particularly prone to experience severe housing problems, including in San Pablo, Richmond, North Richmond, Hercules, Concord, Pittsburg, Antioch, and Oakley.

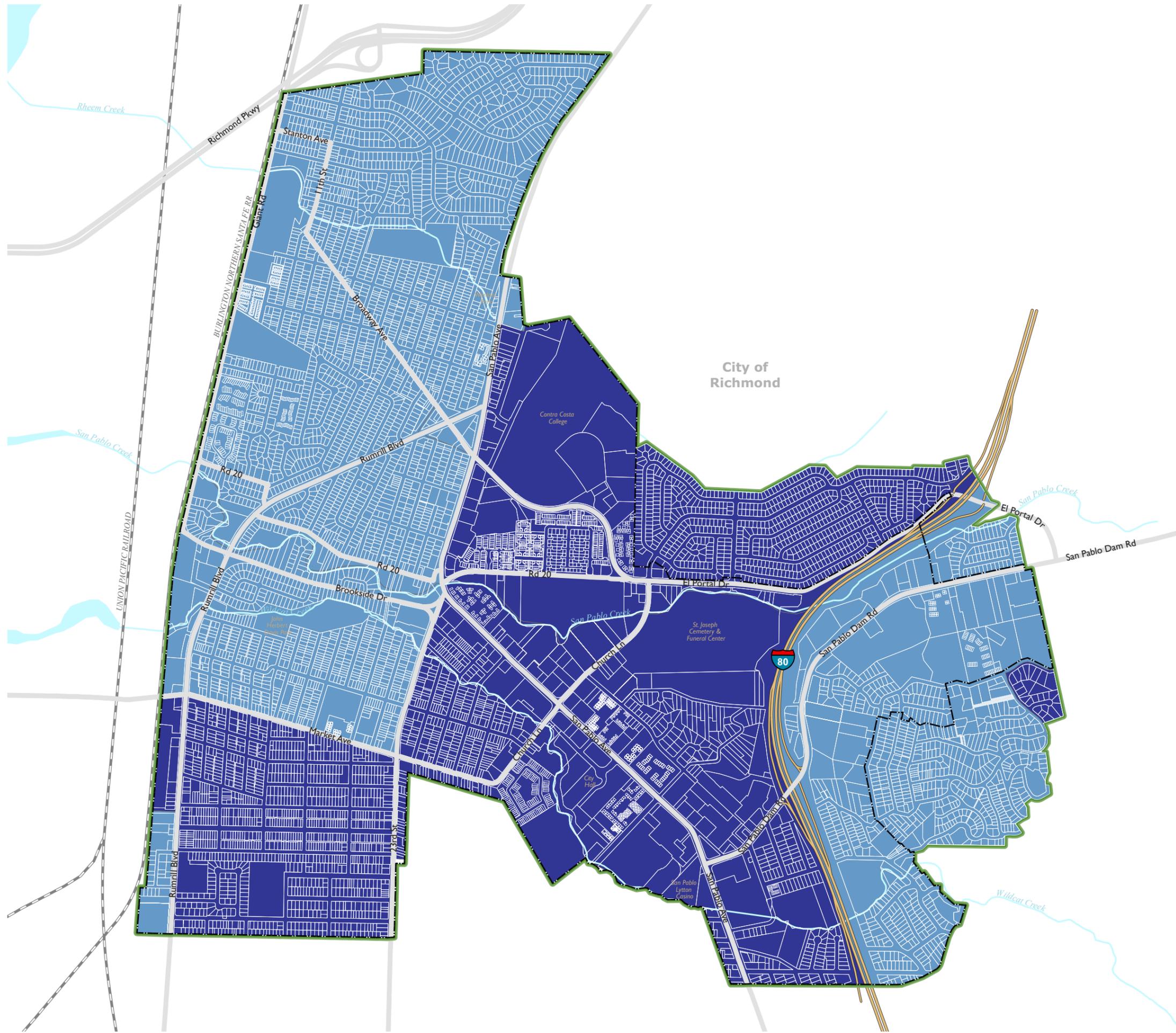
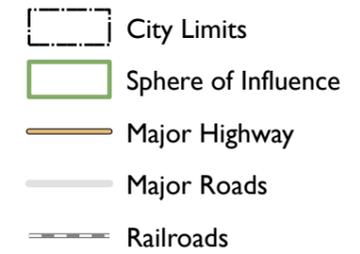
COST BURDEN

High rates of cost burden, as discussed in the Housing Needs Assessment Appendix, are prevalent in San Pablo. Nearly half of all households experience some level of cost burden, while lower-income households and renter-occupied households constitute the majority of all households experiencing cost burden. As Chart D-6 demonstrates, rates of cost burden are also unevenly distributed by race and ethnicity. Most non-Hispanic Asian/Asian Pacific Islander (API), non-Hispanic white and Hispanic or Latinx households do not experience cost burden, while most non-Hispanic Black or African American, non-Hispanic AIAN, and non-Hispanic other or multiple race households do experience cost burden. Non-Hispanic AIAN households face particularly high levels of cost burden (77.3 percent), and non-Hispanic Black or African American households face the highest levels of severe cost burden (30.1 percent).

SAN PABLO GENERAL PLAN UPDATE
 Figure D-15: TCAC Opportunity Areas,
 Environmental Score, San Pablo

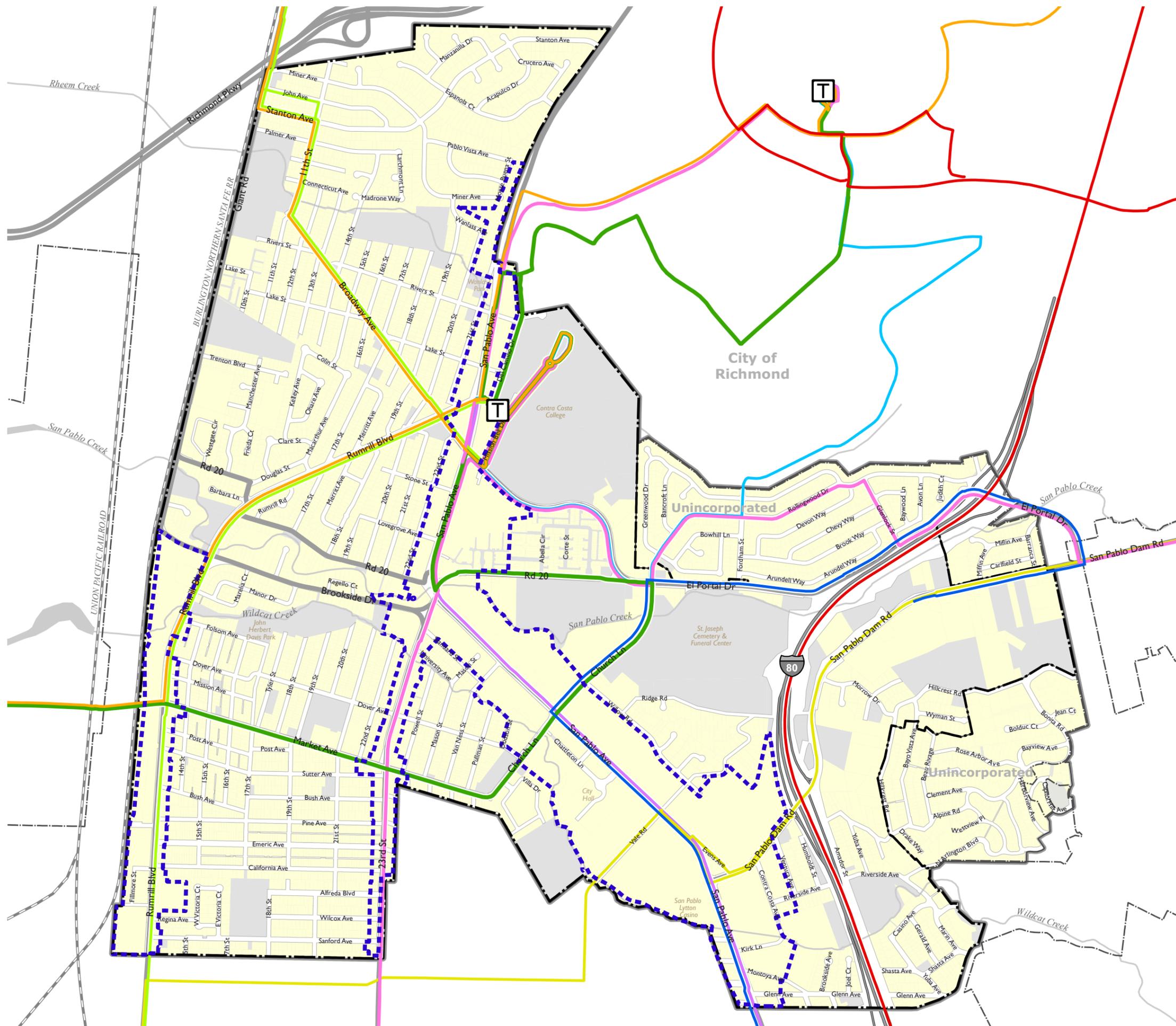


*No census tracts contained in this category.



SOURCE: HCD AFFH Data and Mapping Resources - HCD & TCAC Opportunity Areas Mapping Analysis, 2021; City of San Pablo, 2021; Contra Costa County GIS, 2021; Dyett & Bhatia, 2021

Figure D-16: Transit Access



- T Public Transit Hubs
- Local Transit Routes**
- 376
- 70
- 71
- 72
- 72R
- 74
- 76
- Transbay Transit Lines**
- L
- LA
- Priority Development Area (PDA)
- Residential Areas
- City Limits
- Sphere of Influence
- Unincorporated
- Major Highway
- Major Roads
- Railroads

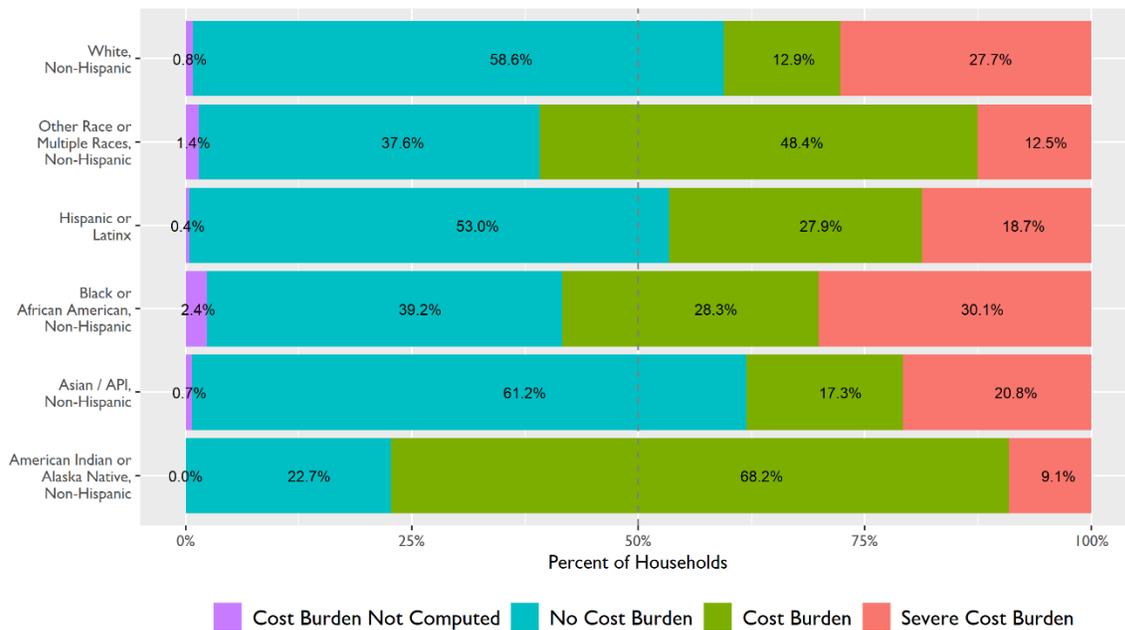


SOURCE: Kittleson, 2021; US Census, 2020; City of San Pablo, 2021; Contra Costa County GIS, 2021; Dyett & Bhatia, 2021

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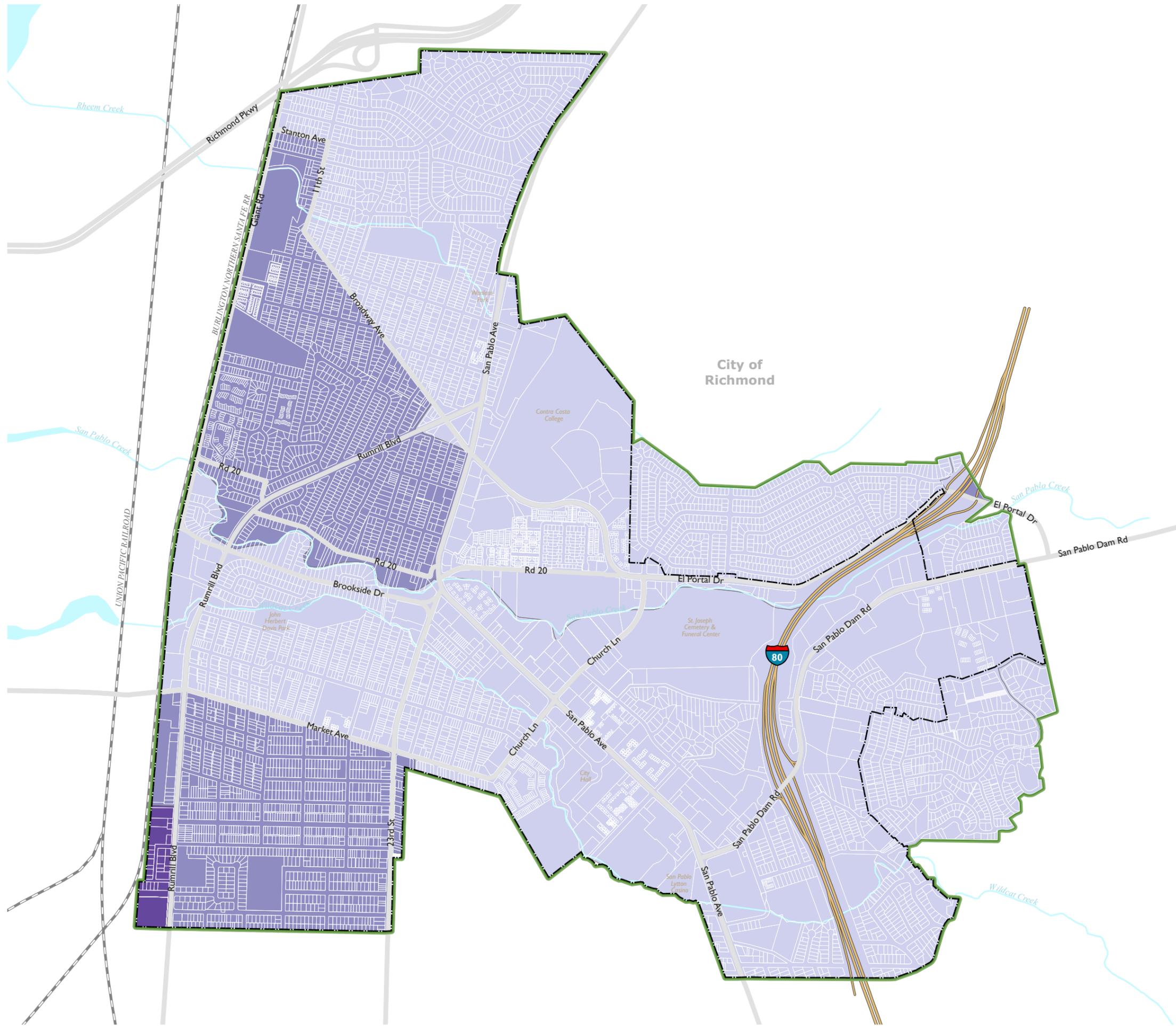
In addition to racial/ethnic disparities, cost burden is unevenly distributed by geographic location in the city. Figure D-17 displays the concentration of homeowner cost burden – the highest share of cost burdened owner-occupied households is in the southwestern portion of the city. The area west of San Pablo Avenue, south of Broadway Avenue, and along Rumrill Boulevard also has a relatively high concentration of cost burden. In most of the city, however, the share of cost burdened homeowners is between 20 percent and 40 percent. Figure D-18 shows slightly different patterns for renter cost burden. While the southwestern portion of the city also has higher proportions of cost burdened renters, the central portion of the city also maintains a relatively high share. In both areas, between 60 percent and 80 percent of renters experience cost burden. The lowest shares of renter cost burden are found east of the Interstate 80 (I-80) freeway.

Chart D-6: Cost Burden by Race/Ethnicity in San Pablo



Source: ABAG-MTC Housing Needs Data Workbook (U.S. Department of Housing and Urban Development (HUD), Comprehensive Housing Affordability Strategy (CHAS) ACS tabulation, 2013-2017 release)

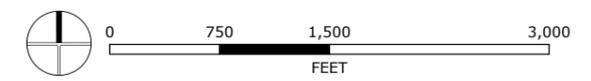
SAN PABLO GENERAL PLAN UPDATE
 Figure D-17: Homeowner Cost Burden, 2019



- > 80%*
- 60% - 80%
- 40% - 60%
- 20% - 40%
- < 20%*

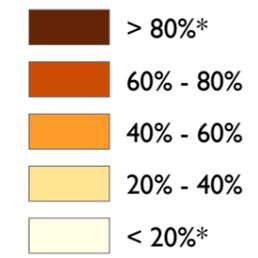
*No census tracts contained in this category.

- City Limits
- Sphere of Influence
- Major Highway
- Major Roads
- Railroads

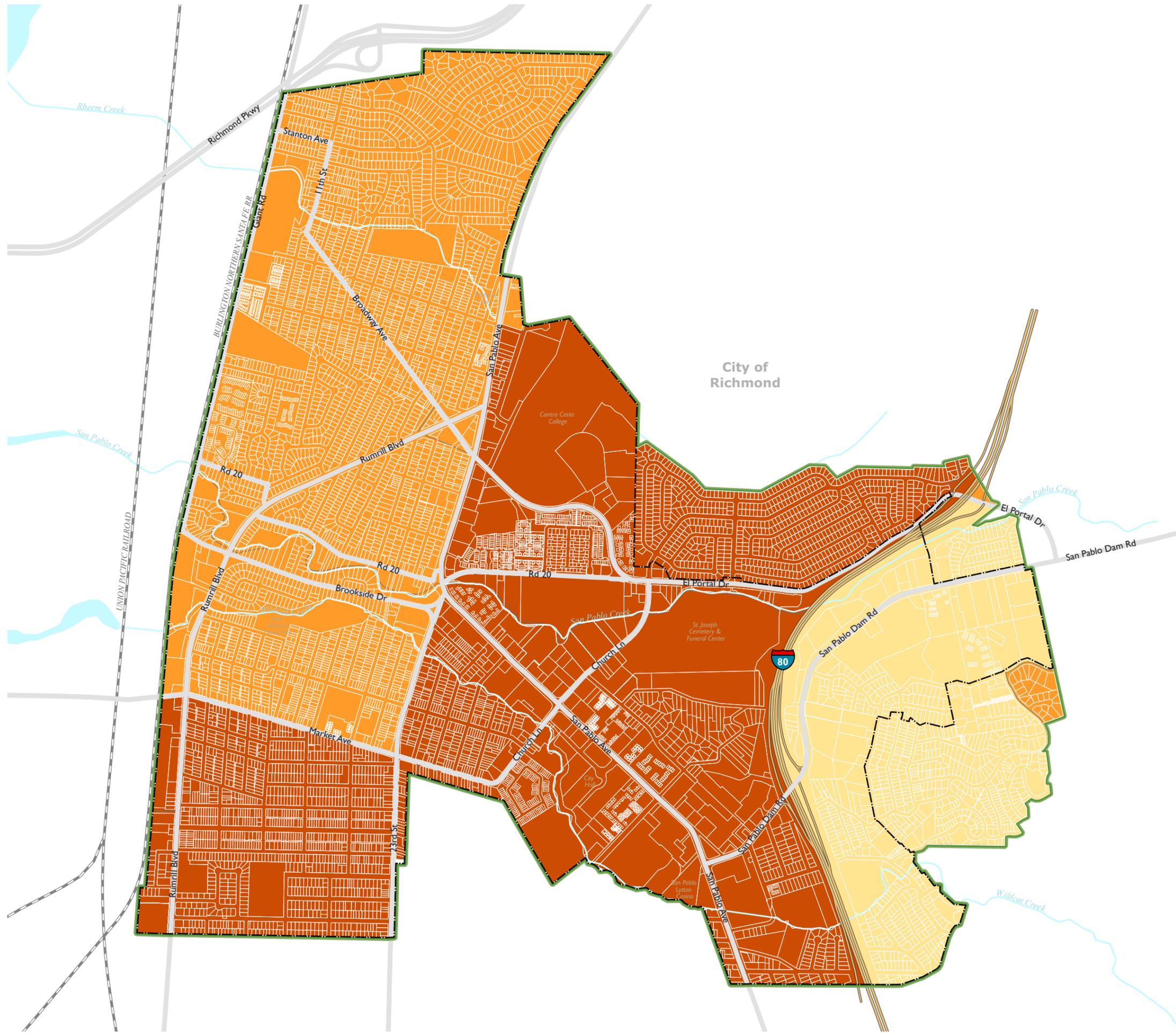
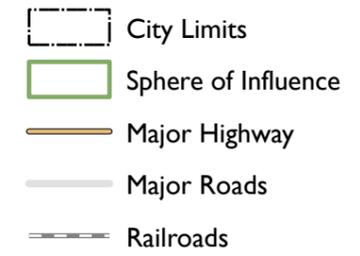


SOURCE: HCD AFFH Data and Mapping Resources - ACS, 2015-2019; City of San Pablo, 2021; Contra Costa County GIS, 2021; Dyett & Bhatia, 2021

SAN PABLO GENERAL PLAN UPDATE
 Figure D-18: Renter Cost Burden, 2019



*No census tracts contained in this category.



SOURCE: HCD AFFH Data and Mapping Resources - ACS, 2015-2019; City of San Pablo, 2021; Contra Costa County GIS, 2021; Dyett & Bhatia, 2021

OVERCROWDING

Rates of overcrowding are much higher in the city than in the county or region, are discussed in the Housing Needs Assessment Appendix. While about 17.0 percent of housing units in San Pablo are considered overcrowded, only 5.0 percent of the county's units and 6.9 percent of the Bay Area's units are. Groups that experience relatively high rates of overcrowding include renters, both lower-income households and some higher-income households, Hispanic or Latinx households, and other race or multiple race households. Through the AFFH Data and Mapping Resources tool, HCD has also provided geographic overcrowding data compiled by the California Health and Human Services Agency (CHHS). Figure D-19 shows that tracts with an overconcentration of overcrowded housing are located in the area north of Market Avenue and west of 23rd Street, as well as the southwestern corner of the city along Rumrill Boulevard. There is high opportunity for additional housing development in the Rumrill Boulevard and San Pablo Avenue areas, which may help to reduce overcrowding.

The lowest rates of overcrowding are apparent in the area east of the I-80 and the area surrounding Contra Costa College. Further, according to the online survey conducted for the AHS, about 34.0 percent of San Pablo residents either strongly disagreed or disagreed with the statement "My home provides sufficient living space for me and the members of my household."

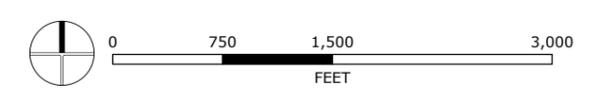
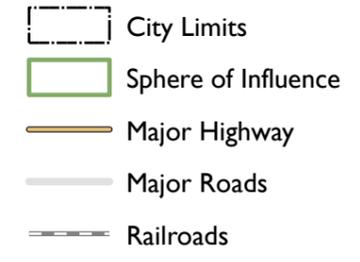
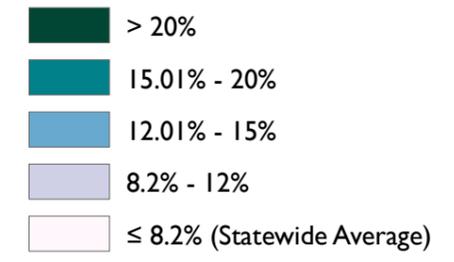
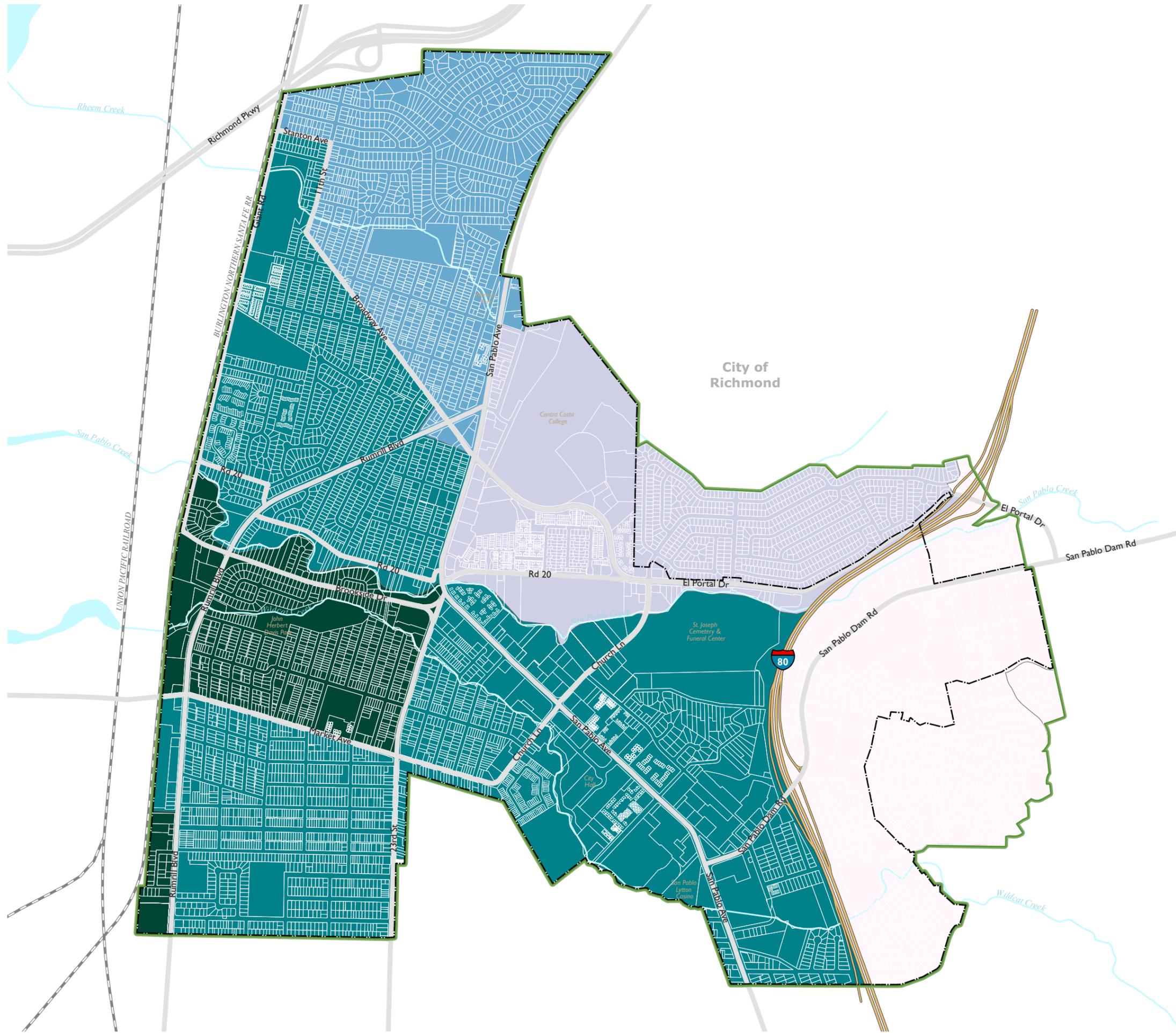
Factors contributing to the relatively higher rate of overcrowding in San Pablo are primarily cultural and socio-economic. The City has no household size limits and staff observes that multigenerational and non-standard family arrangements are common. Younger unrelated and unmarried adults may also share accommodations out of financial necessity. Particularly in new immigrant households, adult children, cousins, other relatives, and friends may live together with a nuclear family. This leads to unpermitted ADU construction, the most common type of code violation in the community. Staff reports that the unpermitted units are typically built to provide accommodations for friends and family, rather than tenants.

DISPLACEMENT RISK

Gentrification pressures, including increased risk of displacement, are a central component of the Bay Area housing market. As the 2020-2025 AI notes, the displacement of residents is a major contributing factor to patterns of segregation both in Contra Costa County and in the broader Bay Area. Lower-income people of color displaced from other sectors of the Bay Area, like San Francisco and Oakland, are increasingly concentrating in East County communities like Antioch. Despite rising housing costs, much of the county remains relatively affordable and may be less prone to the displacement pressures faced elsewhere in the Bay Area region. West County cities like San Pablo are not experiencing as much of this outmigration but do continue to provide relatively affordable housing for a population that tends to be lower-income and proportionately less non-Hispanic white than elsewhere in the Bay Area.

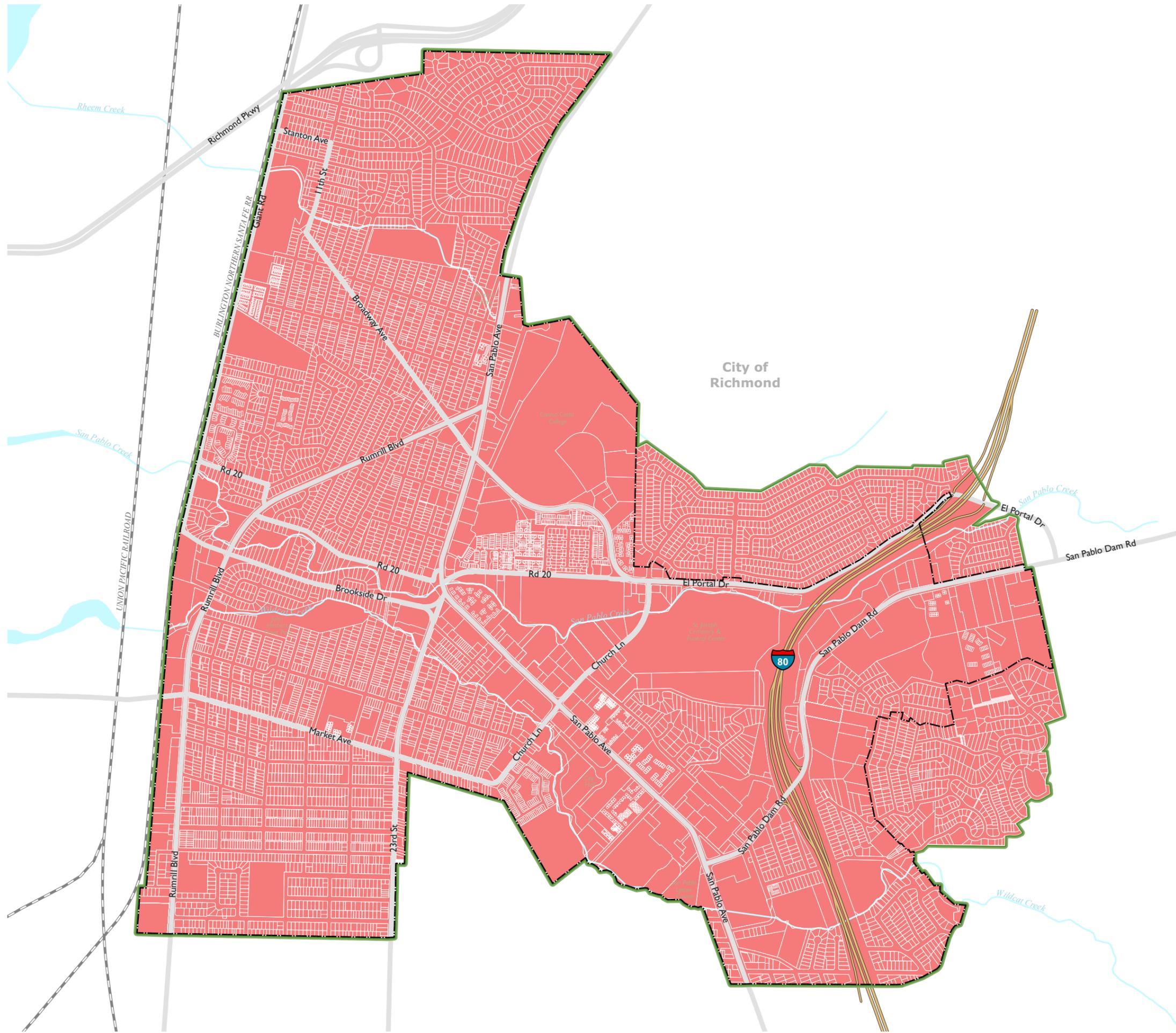
However, in San Pablo—as discussed in the Housing Needs Assessment Appendix—an affordability gap exists for lower-income homeowners as well as extremely low-income renters. Although housing costs are comparatively low in the city, they have increased tremendously over the past several years. In evidence of this, local demand for COVID-era Housing and Rental Assistance program, which provided both mortgage write downs and rental assistance for local

SAN PABLO GENERAL PLAN UPDATE
Figure D-19: Overcrowded Households



SOURCE: HCD AFFH Data and Mapping Resources - CHHS, January 2020; City of San Pablo, 2021; Contra Costa County GIS, 2021; Dyett & Bhatia, 2021

SAN PABLO GENERAL PLAN UPDATE
Figure D-20: Sensitive Communities



 Vulnerable

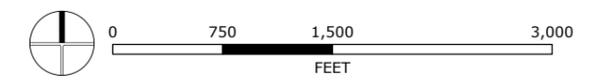
 City Limits

 Sphere of Influence

 Major Highway

 Major Roads

 Railroads



SOURCE: HCD AFFH Data and Mapping Resources - Urban Displacement Project, 2019; City of San Pablo, 2021; Contra Costa County GIS, 2021; Dyett & Bhatia, 2021

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residents, saw overwhelming demand and staff reported long lines for free food giveaways at the San Pablo Library during the pandemic. As housing costs increase, this gap may expand and subject lower-income households to displacement pressures that have otherwise been absent or relatively low in the city. Communities of color may be particularly impacted by this dynamic. UDP has provided “sensitive communities” typologies to quantify the risk of displacement within a community. Sensitive communities are those with populations vulnerable to displacement in the event of increased redevelopment and drastic shifts in housing cost. As is evidenced in Figure D-20, every tract in the city is considered a sensitive community. The same is true for many of the census tracts in the neighboring city of Richmond.

While the entire city may be considered a sensitive community, this can obscure the specific pressures that may be experienced across different neighborhoods in San Pablo. In addition to the sensitive communities typology, UDP has also produced displacement typologies that more precisely describe the risk of displacement based on 2018 ACS data. As shown in Figure D-21, the area south of Market Avenue and between Rumrill Boulevard and 23rd Street is considered at risk of gentrification, as is the area along San Pablo Avenue from 23rd Street to the I-80. East of the I-80, this area is considered low-income/susceptible to displacement. Much of the northern portion of the city is not classified. None of the city is experiencing ongoing displacement or any of the more advanced forms of gentrification, both of which are consistently seen in other Bay Area cities like Oakland and San Francisco. Table D-8 below provides the complete range of typologies and their defining criteria.

Further, all multifamily units in San Pablo are protected by the State’s Tenant Protections Act of 2019 (AB 1482), which includes an annual rent cap and just-cause protections. The City does not have any additional local rent stabilization or just-cause eviction policies in place. Counseling and legal tenant services are offered by nonprofit organizations such as Bay Area Legal Aid, which has an office in Richmond.

Please see Appendix B Housing Needs Assessment for additional detail on the housing needs of lower income households and households with special needs, including persons with disabilities, elderly, large households, single parent households, farmworkers, and people experiencing homelessness. Appendix B identifies the disproportionate needs that these groups face in San Pablo. Programs to address the needs of these groups have been incorporated into Chapter 4, the Housing Action Plan.

Table D-8: Gentrification and Displacement Census Tract Typologies

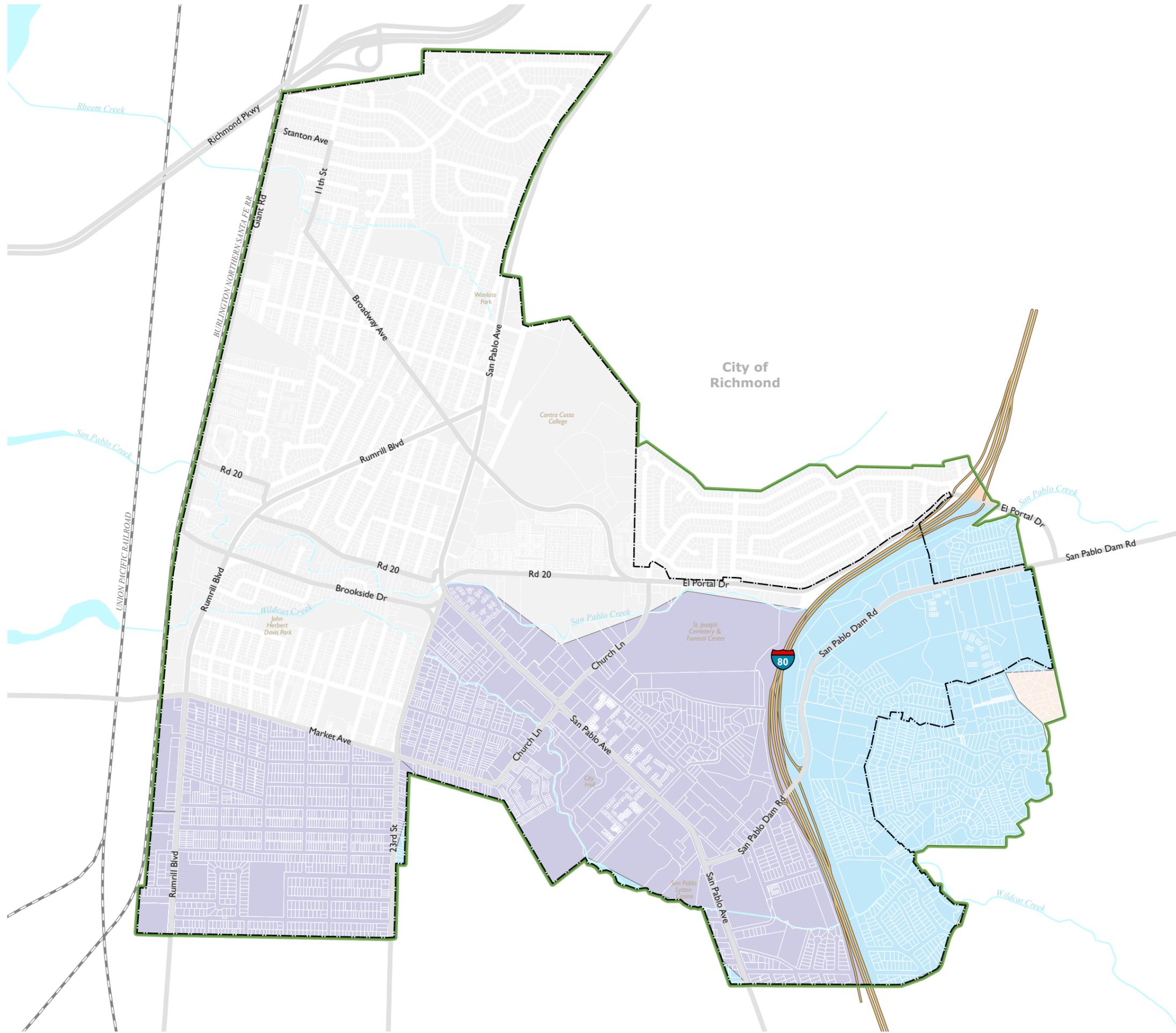
Typology	Criteria
Low-Income/Susceptible to Displacement	<ul style="list-style-type: none"> • Low- or mixed-income tract in 2018
Ongoing Displacement of Low-Income Households	<ul style="list-style-type: none"> • Low- or mixed-income tract in 2018 • Absolute loss of low-income households, 2000-2018
At Risk of Gentrification	<ul style="list-style-type: none"> • Low or mixed-income tract in 2018 • Housing affordable to low- or mixed-income households in 2018 • Did not gentrify 1990-2000 or 2000-2018 • Marginal Change in housing costs or Zillow home or rental value increases in the 90th percentile between 2012-2018 • Local and nearby increases in rent were greater than the regional median between 2012-2018 or the 2018 rent gap is greater than the regional median rent gap
Early/Ongoing Gentrification	<ul style="list-style-type: none"> • Low or mixed-income tract in 2018 • Housing affordable to low- or mixed-income households in 2018 • Increase or rapid increase in housing costs or above regional median change in Zillow home or rental values between 2012-2018 • Gentrified in 1990-2000 or 2000-2018
Advanced Gentrification	<ul style="list-style-type: none"> • Moderate-, mixed-moderate-, mixed-high-, or high-income tract in 2018 • Housing affordable to middle-, high-, mixed-moderate-, and mixed-high-income households in 2018 • Marginal change, increase, or rapid increase in housing costs • Gentrified in 1990-2000 or 2000-2018
Stable Moderate/Mixed Income	<ul style="list-style-type: none"> • Moderate-, mixed-moderate-, mixed-high-, or high-income tract in 2018
At Risk of Becoming Exclusive	<ul style="list-style-type: none"> • Moderate-, mixed-moderate-, mixed-high-, or high-income tract in 2018 • Housing affordable to middle-, high-, mixed-moderate-, and mixed-high-income households in 2018 • Marginal change or increase in housing costs
Becoming Exclusive	<ul style="list-style-type: none"> • Moderate-, mixed-moderate-, mixed-high-, or high-income tract in 2018 • Housing affordable to middle-, high-, mixed-moderate-, and mixed-high-income households in 2018 • Rapid increase in housing costs • Absolute loss of low-income households, 2000-2018 • Declining low-income in-migration rate, 2012-2018 • Median income higher in 2018 than in 2000
Stable/Advanced Exclusive	<ul style="list-style-type: none"> • High-income tract in 2000 and 2018 • Affordable to high- or mixed-high-income households in 2018 • Marginal change, increase, or rapid increase in housing costs

Source: UC Berkeley, Urban Displacement Project, 2018

Figure D-21: Gentrification and Displacement Typologies

- Low-Income/Susceptible to Displacement
- At Risk of Gentrification
- Stable Moderate/Mixed Income
- At Risk of Becoming Exclusive
- Unavailable or Unreliable Data

- City Limits
- Sphere of Influence
- Major Highway
- Major Roads
- Railroads



SOURCE: Urban Displacement Project, 2018; City of San Pablo, 2021; Contra Costa County GIS, 2021; Dyett & Bhatia, 2021

D.6 Other Relevant Factors

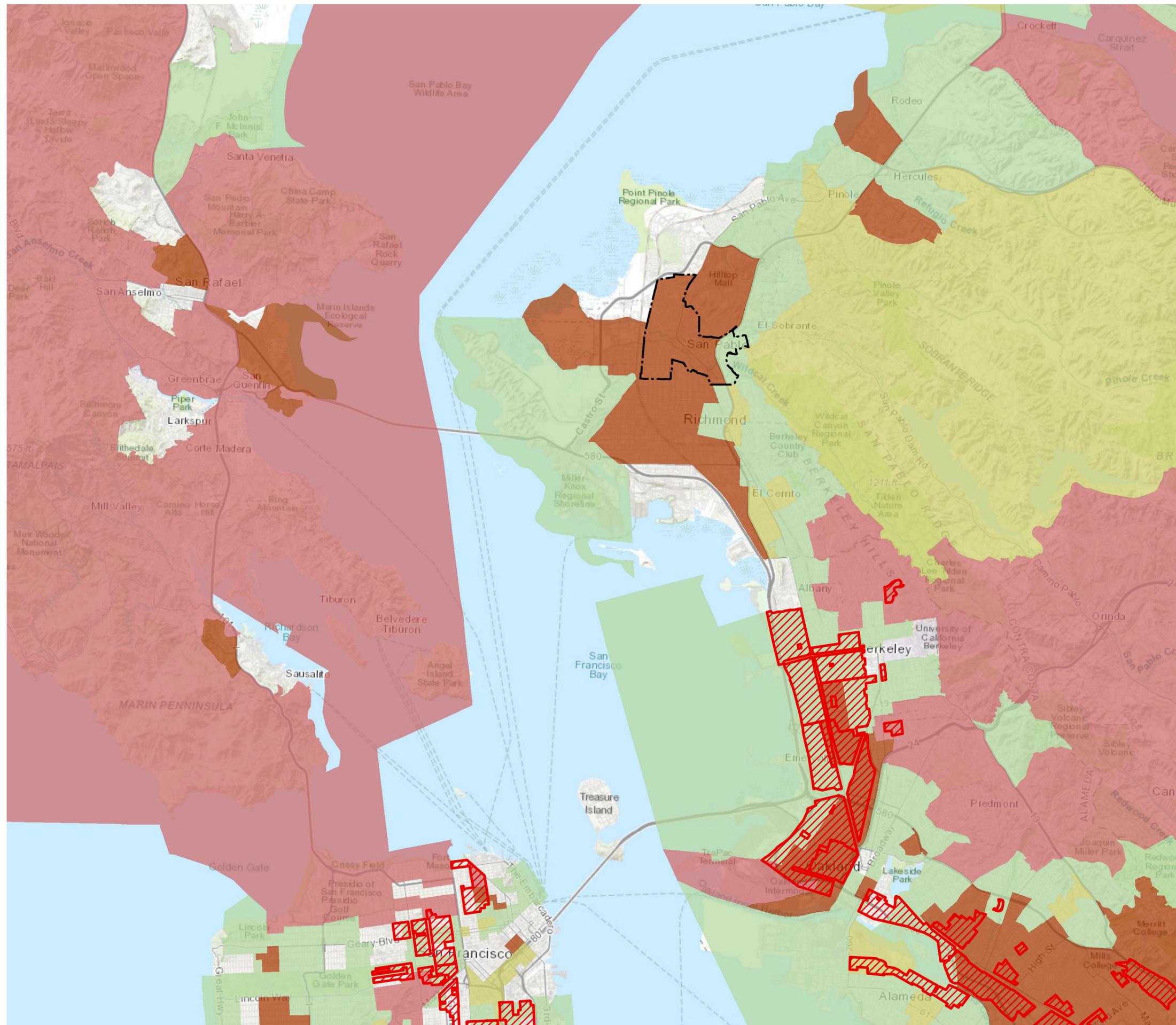
Historical practices and actions such as redlining, racially restrictive covenants, and urban renewal, in addition to more contemporary patterns such as predatory lending/foreclosure and gentrification-induced displacement, have unequivocally shaped the social and physical landscape of American cities, and these harmful events continue to impede fair housing. Although historical redlining maps did not extend to the boundaries of San Pablo today, past discriminatory practices have shaped current conditions in the community. In the late 19th Century as the area industrialized, many people of color moved to the area for jobs with the Santa Fe Railroad, and by 1902 over half of the company's workforce was non-White. Santa Fe offered housing for workers with specific areas dedicated to Mexican American, Japanese, and Native American workers. In the decades after World War II, the federal government effectively subsidized suburban neighborhoods on the express condition that they would be White only. The Federal Housing Administration's 1938 Underwriting Manual stated that including a restrictive covenant would make projects more likely to get government loans. As White families moved to new suburban neighborhoods, Latino and Asian families moved in, drawn by some of the most affordable housing prices in the Bay Area. Over time, San Pablo became a majority-minority community.

Lower home values in a community mean there is less tax revenue to fund schools, and lower levels of educational attainment limit job opportunities. Additionally, throughout the 20th Century up until today, people of color face discrimination lending practices which have hampered their ability to purchase a home, the surest means of building generational wealth. Disparities in social determinants of health such as access to quality education, economic opportunities, safe parks, clean air, and other environmental factors are compounded with the very health outcomes they exacerbate such as asthma, obesity, cardiovascular disease, and cancer. As such, achieving fair housing is an integral component of environmental justice and an essential lever to break the feedback loops that perpetuate segregation and racial inequity.

Cities in present-day Contra Costa County had relatively low populations in the 1930s and were therefore not included in the Home Owners' Loan Corporation (HOLC) redlining maps. However, redlining and similar past practices in East Bay communities have shaped the patterns in race, poverty, educational attainment, and other socioeconomic characteristics (as discussed in above sections) present in West Contra Costa County and specifically San Pablo today. Map D-22 shows how the areas where federally sanctioned redlining occurred in the region (i.e., in Oakland and San Francisco) generally correspond to areas that experience at least some level of segregation and predominantly communities of color, whereas they typically do not correspond to areas that are either integrated or predominantly white. Segregation patterns in and around San Pablo are similar to those occurring in East Oakland, portions of which were redlined. These spatial trends are largely paralleled by those mapped in the preceding sections (see Maps D-8 to D-21). The enduring legacy of past policies as well as the subregional context (e.g., development/settlement patterns as a result of proximity to industrial jobs in Richmond and Oakland) therefore underline the role and importance of present planning decisions in ensuring a more equitable future.

SAN PABLO GENERAL PLAN UPDATE

Figure D-22: Racial Segregation/Integration in 2020 and Regional Redlining in the 1930s



Racial Segregation/Integration (OBI, 2020) - Tract

- Racially Integrated
- Low-Medium Segregation
- High POC Segregation
- High White Segregation

Home Owners Loan Corporation Grade (1930s)

- Redlined (D, "Hazardous")

City Limits



SOURCE: HCD AFFH Data and Mapping Resources 2.0 - Othering & Belonging Institute, 2020; City of San Pablo, 2021; Contra Costa County GIS, 2021; Dyett & Bhatia, 2023

The Health Element of the City of San Pablo 2030 General Plan, one of the first in California, incorporates policies related to healthy transportation and physical activity; healthy food access and equity; and access to public services. In parallel with the Housing Element Update, the Health Element, which is being renamed Health and Environmental Justice, is being updated to ensure full compliance with State law (Government Code 65302(h)(1) through (4)) that requires the City to adopt goals and policies to reduce the unique or compounded health risks in disadvantaged communities, promote civic engagement in the public decision-making process, and prioritize improvements and programs that address the needs of disadvantaged communities. The Health and Environmental Justice will incorporate:

- Policies to increase tree canopy coverage in residential areas and establish cooling centers to help mitigate the adverse health impacts from the projected increase in extreme heat events and average daily summertime temperatures. These policies address an approximately 30-degree difference projected between the hottest and coolest areas of the City, and localized urban heat islands include Helms Middle School, Lifelong Emergency Medical Clinic, and the industrial/commercial center between Giant Highway and Center Street.
- Policies to ensure continued focus on improving air quality through regional collaboration.
- Policies to help bridge the "digital divide" in San Pablo, where 12.2 percent of the population either has no computer in their home or has a computer but lacks an internet subscription. These policies include pursuing partnerships to provide public Wi-Fi in certain parks or public areas, as well as expanding mobile-friendly and non-digital communication with residents.

D.7 A strategy to prioritize investments in DACs, which includes the preparation of a Corridor Plan for Rumrill Boulevard to improve environmental conditions, economic opportunities, and housing choices along a segment of the corridor that runs between Brookside and Costa, designated as a PDA. Sites Inventory

State law requires a jurisdiction to identify sites to meet its RHNA obligations throughout the community in a manner that is consistent with its duty to affirmatively further fair housing. This includes ensuring that sites are distributed such that they combat housing discrimination, eliminate racial bias, redress historic patterns of segregation, and lift barriers that restrict access. Affirmatively furthering fair housing will help foster inclusive communities so that households at all income levels and of all racial/ethnic makeups can enjoy a more equitable distribution of opportunity and proximity to jobs, transit, a high-quality education, and environmental benefits.

To satisfy this requirement, the extent to which buildout of the Sixth Cycle Housing Element inventory may further entrench or help ameliorate existing patterns of segregation and/or exclusion of protected categories was assessed. As previously discussed, none of the Census tracts wholly or partially within the City of San Pablo's corporate limits is classified as a R/ECAP or RCAA, but the City is located within a broader context that is notably majority-minority (non-Hispanic white population) with higher proportions of lower-income households. Though none are designated as High Segregation and Poverty neighborhoods, all Census tracts in San Pablo are classified as Low Resource, indicating

that they all rank among the lowest statewide for economic, educational, and environmental opportunities for residents. In the absence of Highest or High Resource areas within the City, this assessment focuses on how buildout of the sites inventory would affect the concentration of lower and moderate income households in San Pablo, approximated based on characteristics such as the proportion of renter-occupied units subsidized by Housing Choice Vouchers (HCVs). The results of the analysis are shown in Table D-9.

As described more fully in Chapter 3: Housing Resources, the inventory identifies 55 sites with a combined capacity for 637 above moderate, 280 moderate, and 319 lower income units. Table D-9 shows the distribution of units from the sites inventory by income category in each Census tract, alongside the existing (2021) socioeconomic characteristics of those tracts based on data made available from HCD. As noted above, Census tracts in the City share many similar characteristics, such as active displacement risk and high proportions of non-White population. On the other hand, the percentages of low to moderate income population, rent burdened households, overcrowded households, and rate of HCVs have more variance. Notably, Census tracts 6013368001, 6013369002, 6013369001, and 6013366001 have relatively higher proportions of HCVs, whereas Census tracts 6013366002 and 6013368002 have the lowest levels. The location of Census tracts within the city is shown on Map D-23.

Of the four Census tracts with the highest rates of HCV use, two contain lower-income sites. However, one of these (Census Tract 6013369002, located east of I-80) has the fewest existing households and the lowest concentration of non-White population, as well as a lower proportion of low- to moderate-income population. As such, development of units affordable to lower-income households in this Census tract would not contribute to segregation but rather increase opportunities for racial and economic levels to be more similar to the rest of the City. On the other hand, Census Tract 6013369001 (located south of San Pablo Creek between I-80 and 23rd Street) has the highest number of existing households and highest concentration of low- to moderate-income population, with a proportion of non-White population comparable to the rest of the City. However, this Census tract also contains the greatest share of moderate- and above-moderate-income units in the sites inventory, so the addition of new lower-income units in this tract would help ensure an inclusive mix of housing and reduce risk of displacement for current residents. New housing opportunities for lower-income households in Census Tract 6013367200 along the southern border of the City would likewise serve to further fair housing choice in San Pablo.

As many socioeconomic characteristics are shared by Census tracts citywide, it is difficult to assess the degree to which implementation of the Sixth Cycle Housing Element would help close the gaps in access to opportunity. Nevertheless, the Housing Action Plan (see Chapter 4) and related policies in the General Plan—such as those in the Environmental Justice Element—are designed to address existing disparities and provide new opportunities to meet the needs and enrich the lives of all San Pablo residents.

Table D-9: AFFH Housing Element Sites Analysis

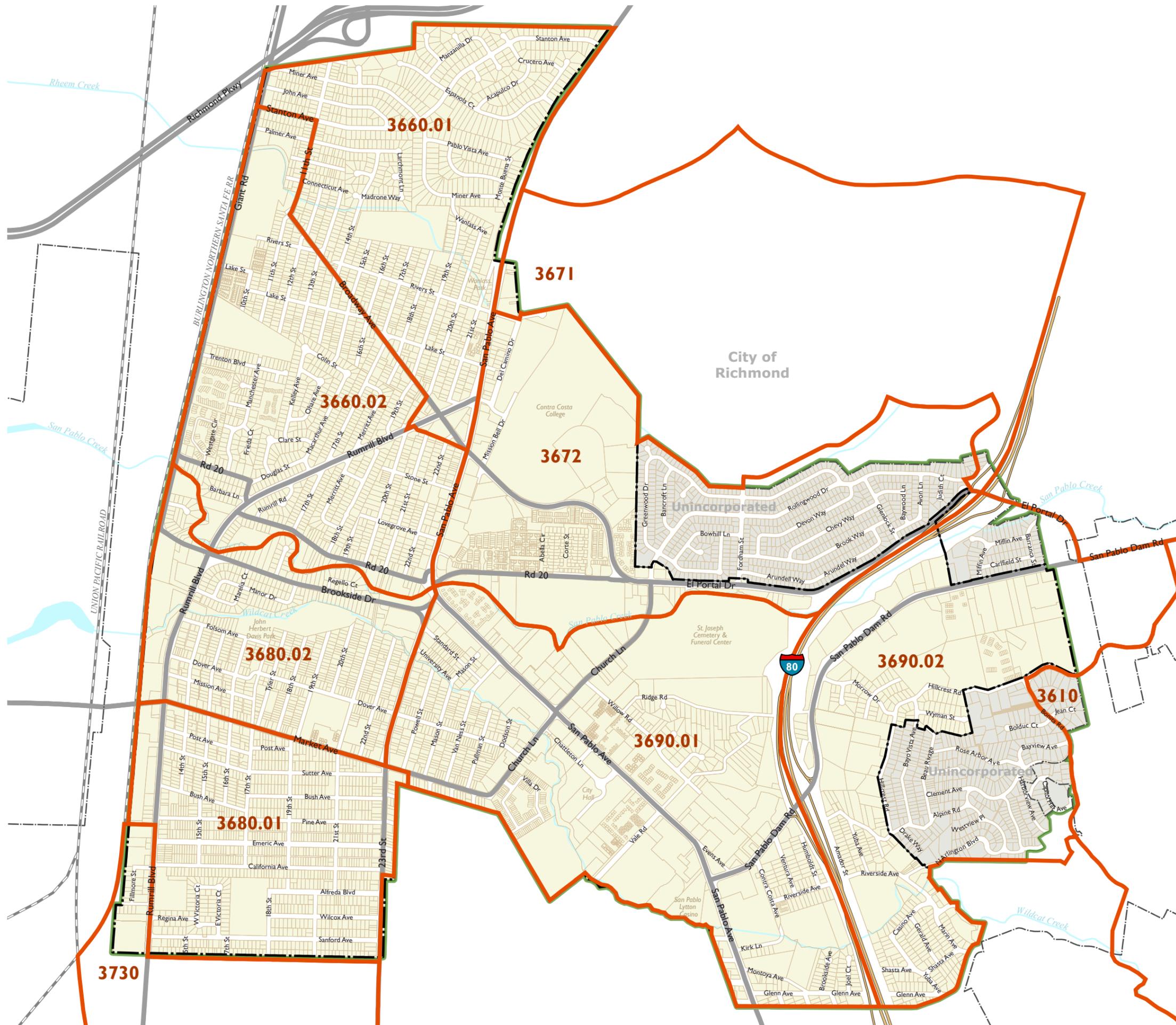
Tract ¹	Sites Inventory Capacity			2017-2021 ACS Estimates						
	Low Income	Moderate Income	Above Moderate Income	Existing Households	Non-White Pop.	Low to Mod. Income Pop.	Rent Burdened Households	Over-crowded Households	HCV Use ²	Displacement Risk (2022)
6013368001	-	48	117	1,323	91%	72%	57%	18%	16%	2 Income Groups Displacement
6013369002	135	17	11	1,010	69%	47%	52%	18%	13%	At Risk of Displacement
6013369001	62	135	316	2,536	90%	75%	67%	20%	12%	2 Income Groups Displacement
6013366001	-	2	6	1,209	93%	43%	53%	16%	12%	At Risk of Displacement
6013373000	-	24	53	1,352	95%	67%	39%	27%	10%	2 Income Groups Displacement
6013367200	122	4	10	1,758	96%	53%	48%	11%	10%	2 Income Groups Displacement
6013367100	-	-	-	2,148	93%	36%	77%	6%	9%	At Risk of Displacement
6013368002	-	34	83	1,137	95%	60%	46%	16%	7%	2 Income Groups Displacement
6013366002	-	16	41	1,730	96%	73%	55%	24%	4%	2 Income Groups Displacement

Notes:

1. All Census tracts within the City of San Pablo are designated as Low Resource according to TCAC Opportunity Area Maps (2023).
2. Calculated as the percentage of renter-occupied units that are subsidized by Housing Choice Vouchers (2021).

Sources: U.S. Census Bureau 2017-2021 ACS 5-Year Estimates; TCAC/HCD, 2023; HCD/Urban Displacement Project, 2022; Dyett & Bhatia, 2023.

Figure D-23: Census Tracts



- Census Tracts, 2020
- City Limits
- Sphere of Influence
- Unincorporated
- Major Highway
- Major Roads
- Railroads



SOURCE: US Census, 2020; City of San Pablo, 2021; Contra Costa county GIS, 2021; Dyett & Bhatia, 2021

DYETT & BHATIA
Urban and Regional Planners

D.8 Summary and Conclusions

State law requires that jurisdictions identify fair housing issues as well as contributing factors and priority levels for each factor. Further, a jurisdiction must identify specific goals and actions it will take to reduce the severity of fair housing issues within that jurisdiction. This section fulfills these requirements based on the assessment provided above, as well as relevant information from the 202-2025 AI. Goals and actions related to AFFH are incorporated into the broader Housing Action Plan contained within Chapter 4 of this Housing Element.

San Pablo is a majority-minority community with a high degree of racial diversity across census tracts. While the city experiences relatively high rates of poverty, this has been steadily declining in recent years. Further, workforce development programs, offered through the SPEDC, have likely contributed to the city's significant job increase between 2010 and 2019. San Pablo home sales prices and rents are relatively affordable compared to other communities in the Bay Area; however, housing prices have increased significantly in recent years and the fair housing issues in the community relate to housing cost burden and risk of displacement. While there are no R/ECAPs in the city, San Pablo itself and West County can be considered one in the context of the wider region. There is also some evidence of racial/ethnic discrimination in lending services, as well as geographic concentrations based on familial status, income, and race/ethnicity.

Based on the findings of this assessment and relevant portions of the 2020-2025 AI, Table D-10 presents a summary of existing fair issues and their contributing factors, as well as a description for each. Issues that are primarily related to environmental justice or economic development and do not have a direct bearing on fair housing will be addressed in the respective element of the General Plan update. Priority levels were assigned as follows:

- **High** – Designates contributing factors that limit or deny fair housing choice (i.e., has the potential to violate the Fair Housing Act).
- **Medium** – Designates contributing factors which should be addressed in the near term. These issues do not violate the Fair Housing Act but may increase fair housing issues in the city. These factors may be beyond the City's immediate capabilities to address.
- **Low** – Designates contributing factors that either do not need to be or cannot be addressed immediately by the City, but should be addressed later on during the eight-year

Table D-10: Fair Housing Issues and Contributing Factors

Priority Level	Fair Housing Issue	Description	Contributing Factor(s)	Meaningful Actions	2023-2031 Metrics, Timing & Geographic Targeting
HIGH	Enforcement/Outreach	Substandard housing conditions often go unreported.	<ul style="list-style-type: none"> Multigenerational and non-standard family arrangements are common, with friends and extended family living together. Consequent overcrowding leads to unpermitted construction and unsafe housing conditions, but close personal ties between residents and owners and lack of formal lease agreements limit leverage of tenants to request improvements. 	<ul style="list-style-type: none"> Continue RH&S Program (Program 4-F) Awareness of Fair Housing Programs (Program 3-H) 	<ul style="list-style-type: none"> Inspect 750 rental and owner-occupied units per year each year of cycle citywide (Program 4-F) Designate an Equal Opportunity Coordinator within the City responsible for outreach and referrals to appropriate agencies by Q3 2024 (Program 3-H) Host regular "housing clinics" with non-profit groups offering free legal services in English and Spanish starting Q1 2025 (Program 3-H)
		A disproportionate share (67%) of all housing discrimination complaints in San Pablo are filed on the basis of disability.	<ul style="list-style-type: none"> Discriminatory real estate/rental practices Lack of public knowledge about State and federal fair housing law 	<ul style="list-style-type: none"> Outreach to People Living with Developmental Disabilities in San Pablo (Program 3-I) Just Cause Eviction Protections (Program 3-G) Awareness of Fair Housing Programs (Program 3-H) 	<ul style="list-style-type: none"> Launch program in 2024; conduct outreach to developers and non-profits to identify development opportunities for housing accessible to persons with developmental disabilities (Program 3-I) Assist residents of 141 assisted units at risk of conversion by 2030 (Program 3-G) Designate an Equal Opportunity Coordinator within the City responsible for outreach and referrals to appropriate agencies by Q3 2024 (Program 3-H) Host regular "housing clinics" with non-profit groups offering free legal services in English and Spanish starting Q1 2025 (Program 3-H)

Table D-10: Fair Housing Issues and Contributing Factors

Priority Level	Fair Housing Issue	Description	Contributing Factor(s)	Meaningful Actions	2023-2031 Metrics, Timing & Geographic Targeting
		Lack of awareness of housing services among resident population.	<ul style="list-style-type: none"> Lack of public knowledge about affordable housing programs 	<ul style="list-style-type: none"> Landlord/Tenant Dispute Resolution (Program 3-F) Just Cause Eviction Protections (Program 3-G) Awareness of Fair Housing Programs (Program 3-H) Outreach to People Living with Developmental Disabilities in San Pablo (Program 3-I) 	<ul style="list-style-type: none"> Tracking system to record the number of referrals and document residents' concerns (Program 3-F) Assist residents of 141 assisted units at risk of conversion by 2030 (Program 3-G) Designate an Equal Opportunity Coordinator within the City responsible for outreach and referrals to appropriate agencies by Q3 2024 (Program 3-H) Host regular "housing clinics" with non-profit groups offering free legal services in English and Spanish starting Q1 2025 (Program 3-H) Launch program in 2024; conduct outreach to developers and non-profits to identify development opportunities for housing accessible to persons with developmental disabilities (Program 3-I)
		Higher than average rates of home loan denial for all people of color.	<ul style="list-style-type: none"> Discriminatory lending patterns 	<ul style="list-style-type: none"> Loan Assistance for Sustainable Housing (Program 2-D) 	<ul style="list-style-type: none"> 16 loans to qualified first-time buyers citywide by 2031 (Program 2-D)
MEDIUM	Segregation/Integration	While San Pablo is classified as a Higher Diversity community and general levels of racial/ethnic segregation remain low within the city, the city itself exists in a segregated sub-region of the county.	<ul style="list-style-type: none"> High concentration of subsidized housing in southwestern portion of the city High rates of poverty citywide 	<ul style="list-style-type: none"> Rumrill Corridor Plan (Program 1-B) Loan Assistance for Sustainable Housing (Program 2-D) 	<ul style="list-style-type: none"> 225 new market rate housing units by 2031 (Program 1-B) 16 loans to qualified first-time buyers by 2031 (Program 2-D)
HIGH	Access to Opportunity	San Pablo experiences lower levels of educational opportunity throughout the city	<ul style="list-style-type: none"> Lower levels of educational attainment Socio-economic factors that interfere with learning 	<p>Program 4-H Continue and expand efforts to increase educational opportunity:</p> <ul style="list-style-type: none"> San Pablo Beacon Community Schools Initiative 	<ul style="list-style-type: none"> Maintain 6 full-service community schools citywide through 2031

Table D-10: Fair Housing Issues and Contributing Factors

Priority Level	Fair Housing Issue	Description	Contributing Factor(s)	Meaningful Actions	2023-2031 Metrics, Timing & Geographic Targeting
			<ul style="list-style-type: none"> Financial ability to pursue higher education 	<ul style="list-style-type: none"> San Pablo Team for Youth San Pablo Scholarship Pilot Program 	<ul style="list-style-type: none"> Increase number of public and non-profit partners and expand and/or enhance school-based programs and services for children, youth, and families citywide Provide 300 post-high school scholarships to disadvantaged local students annually citywide
HIGH	Access to Opportunity	All areas of San Pablo experience less positive economic outcomes than other Bay Area communities	<ul style="list-style-type: none"> Lower educational attainment levels and low income Needs for skills development Limited English language ability 	Program 4-I Support SPEDC Workforce Development Initiatives	Support EDC in providing the following citywide each year starting 2023: <ul style="list-style-type: none"> Employment services for 195 individuals; Job training for 130 individuals; Support services for 75 businesses
HIGH	Access to Opportunity	Citywide, residents experience more positive environmental outcomes, but neighborhoods in the northwest have fewer parks and less tree canopy coverage, and the central part of the city is more vulnerable to the effects of urban heat Air pollution adversely affects health in the Richmond-North Richmond-San Pablo subregion.	<ul style="list-style-type: none"> Deficit of park facilities Uneven, minimal tree canopy coverage Subregional air quality related to industrial uses and freeways 	Program 4-J air quality, parks and urban greening initiatives	<ul style="list-style-type: none"> Finalize and implement the Clean Air Community Emissions Reduction Plan by Q4 2025 Construct one new park in northwestern neighborhood by Q4 2030 Establish an Adopt-a-Tree program by Q2 2026 and plant 50 trees citywide each year after inception with a focus central and western neighborhoods Target incorporation of one voluntary CalGreen urban heat mitigation strategy in each development within PDAs starting Q1 2025
HIGH	Disproportionate Need/Displacement Risk	Higher rates of overcrowding for renters (20.8%) and homeowners (11.0%) in San Pablo than county or Bay Area average, particularly in the San Pablo Ave and Rumrill PDAs.	<ul style="list-style-type: none"> Lack of housing supply Lack of housing units suitable for large families Income levels Cost burden 	<ul style="list-style-type: none"> Rumrill Corridor Plan (Program 1-B) Incentives for Affordable and Special Needs Housing (Program 2-I) Housing for Extremely Low-Income Households and 	<ul style="list-style-type: none"> 314 new housing units in Rumrill PDA by 2031 (Program 1-B) 273 new lower income and special needs RHNA units in PDAs by 2031 (Program 2-I) 115 extremely low-income units citywide by 2031 (Program 3-A)

Table D-10: Fair Housing Issues and Contributing Factors

Priority Level	Fair Housing Issue	Description	Contributing Factor(s)	Meaningful Actions	2023-2031 Metrics, Timing & Geographic Targeting
				Special Needs Groups (Program 3-A)	
HIGH	Disproportionate Need/Displacement Risk	Citywide, the community is sensitive to displacement pressures as rents rapidly rise and 57.4% of renter households are cost burdened. American Indian (77.3%) and African American (58.4%) households experience noticeably higher rates of cost burden than other groups and therefore higher risk of displacement. Lower-income households may be especially vulnerable to displacement pressures due to the housing affordability gap, particularly in the Rumrill and 23 rd Street PDAs; however, displacement is not yet ongoing.	<ul style="list-style-type: none"> • Cost burden • Poverty/education levels • Preponderance of single-family housing • Affordability gap for lower-income households • Higher costs associated with property management companies • Lack of available HCVs 	<ul style="list-style-type: none"> • Rumrill Corridor Plan (Program 1-B) • Community Land Trust Collaboration (Program 2-A) • Rental Assistance (Program 2-B) • Mobile Home Parks (Program 2-F) • Landlord/Tenant Dispute Resolution (Program 3-F) • Just Cause Eviction Protections (Program 3-G) 	<ul style="list-style-type: none"> • Implement anti-displacement measures in Rumrill PDA by Q1 2026 (Program 1-B) • Acquisition of property in PDAs and single-family neighborhoods (Program 2-A) • Assistance for 720 households most at risk of homelessness annually, with a focus on Rumrill and 23rd Street PDAs (Program 2-B) • Preservation of 398 mobile homes in Rumrill PDA by 2031 or access to comparable affordable units (Program 2-F) • Tracking system to record the number of referrals and document residents' concerns (Program 3-F) • Assist residents of 141 assisted units at risk of conversion by 2030 (Program 3-G)
HIGH	Disproportionate Need/Displacement Risk	Although declining, citywide poverty rate is high relative to county and region. Notably higher rates of poverty for Black (14.6%) and Latino (61.3%) households than would be indicated by their share of the population, 10.8% and 60.8% respectively.	<ul style="list-style-type: none"> • Aftereffects of the foreclosure crisis • Poverty/education levels • Relatively higher rate of female-headed households 	<ul style="list-style-type: none"> • Housing for Extremely Low-Income Households and Special Needs Groups (Program 3-A) • Special Needs Housing (Program 2-I) <p>Program 4-H Continue and expand efforts to increase educational opportunity:</p> <ul style="list-style-type: none"> • San Pablo Beacon Community Schools Initiative • San Pablo Team for Youth • San Pablo Scholarship Pilot Program 	<ul style="list-style-type: none"> • Permits for at least 115 extremely low-income units citywide by 2031 (Program 3-A) • 273 new units affordable to lower income households citywide in the planning period (Program 2-I) • Maintain 6 full-service community schools citywide through 2031 • Increase number of public and non-profit partners and expand and/or enhance school-

Table D-10: Fair Housing Issues and Contributing Factors

Priority Level	Fair Housing Issue	Description	Contributing Factor(s)	Meaningful Actions	2023-2031 Metrics, Timing & Geographic Targeting
				Program 4-I Support SPEDC Workforce Development Initiatives	based programs and services for children, youth, and families citywide <ul style="list-style-type: none"> • Provide 300 post-high school scholarships to disadvantaged local students annually citywide Support EDC in providing the following citywide each year starting 2023: <ul style="list-style-type: none"> • Employment services for 195 individuals; • Job training for 130 individuals; • Support services for 75 businesses

Appendix E

Fifth Cycle Accomplishments

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Appendix E – Fifth Cycle Housing Element Accomplishments

This Appendix details the City of San Pablo’s achievements in implementing the goals, policies, and programs from the 2015–2023 Housing Element. The City made significant progress in addressing housing needs through the development of new units, including units affordable to lower-income and special needs households. A summary of accomplishments by goal is provided below and a complete review of the City’s progress in implementing 2015–2023 policies and programs is provided in Table E-1.

E.1 Effectiveness of Programs for Special Housing Needs

Special needs populations include farmworkers, large families, female-headed single parent households, people experiencing homelessness, persons with disabilities, seniors, households with extremely low incomes. As shown in greater detail in Table E-1, the City made a diligent, consistent effort to achieve its housing goals that address special housing needs through the implementation of policies and programs from the 2015–2023 Housing Element. Following is a summary of the effectiveness of programs for special housing needs:

- Prepared an Affordable Housing Strategy that identifies policies and strategies for the City of San Pablo to conserve and improve existing housing, increase production in compliance with state law, support low-income homeowners and buyers, address special needs populations, and increase funding opportunities and leverage the City's existing Low Income Housing Fund. The Strategy was adopted by Resolution 2020-148 on November 16, 2020 and made a part of the Council’s FY2021-23 and FY 2023-25 Priority Work Plan.
- On November 23, 2021, the Planning Commission approved Resolution PC21-09 allowing the construction of 54 units of permanent supportive housing at 2555 El Portal, a project funded by Contra Costa County. The City supported this project by expediting its planning and construction review and by granting density bonuses and height variance to allow the project to proceed.
- In partnership with the San Pablo EDC, the City created the San Pablo Loan Assistance for Sustainable Housing (SPLASH) Program in 2021. The program offers "silent second loans" of up to 20 percent of the home value for a period of 30 years to qualified low-income first-time home buyers, with priority for first-responders, teachers, seniors, and veterans. While not all applicants qualify, the SPLASH Program helps future homebuyers learn about what they need to do to build credit for their first home purchase.
- WISH (Workforce Initiative Subsidy for Homeownership) administered by the San Pablo EDC since 2017, this program offers first-time homebuyers a matching grant of up to \$29,000 toward the purchase of a home. As with the SPLASH, this program has the added benefit of preparing future homeowners with their readiness package.

Appendix E: 5th Cycle Housing Element Accomplishments

- On March 22, 2022, the Planning Commission approved the Alvarado Gardens mixed-use project. Located at 13831 San Pablo Avenue on the former Civic Center site owned by the City, this mixed-use residential/retail development consists of commercial retail space on the ground floor and 100 affordable multi-family units with residential services. The City entered into a Disposition and Development Agreement with the developer, contributed successor agency housing funds, expedited its planning and building permit reviews, and supported tax credit applications to allow the project to proceed.
- Inspected 2,468 rental units, equivalent to 352 rental units on average each year from 2015-2023, excluding 2022 and 2023. Following a pause during COVID-19, the City expanded its staffing and restarted the inspection program in 2022, completing over 750 units in 2022. A similar number can be expected in 2023 and going forward.
- Inspected 1,494 owner-occupied units, equivalent to 213 on average each year from 2015-2023, excluding 2022 and 2023, reflective of the reduced real estate activity and program suspension during the COVID-19 pandemic. As of 2022, the program is once again operating at capacity.
- Density bonus incentives supported feasibility of 2 major projects approved in 2021.
- Adopted a multi-family overlay district on May 18, 2015, to assist in maintaining potential at-risk rental units. The purpose of the multi-family overlay district is to protect existing multi-family development located on parcel(s) with an underlying zoning district that no longer allows multi-family development. Parcel(s) with this overlay designation are recognized as multi-family in the city's General Plan land use and Housing Elements, which contribute to the City's ability to meet regional housing needs by protect existing multifamily development located on parcel(s) with an underlying zoning district that no longer allows multifamily development.
- Reduced parking requirements were adopted as part of the Plaza San Pablo mixed use regulating code and have been applied throughout the development. No parking is required for new accessory dwelling units within 1/2 half mile of a bus stop pursuant to recently adopted state law on accessory dwelling units.
- Building permits were issued for 17 larger housing units for families (i.e., three or more bedrooms) throughout 2015-2023.

E.2 Key Actions

Following is a summary of key actions under each 2015–2023 goal. See Table E-1 at the end of this Appendix for more details.

Goal H-I. Implementation Responsibilities. Continue to build local government institutional capacity, provide information to the community, and monitor accomplishments to respond effectively to housing needs.

- Annual review of Housing Element progress and SB341 Successor Funds.
- Collaboration with utility providers for review of development applications.
- Coordination with Contra Costa County Housing to review available funding opportunities and monitor housing programs.
- Work with lobbyists for changes to state law requirements and housing funds.
- Collaborate with San Pablo EDC to promote WISH and SPLASH programs.
- Conduct neighborhood meetings and community outreach for Housing and Environmental Justice Element updates.

Goal H-2. Neighborhood Preservation and Enhancement. Preserve and enhance San Pablo's residential neighborhoods to improve the quality of life for all residents.

- Promotion of programs for deferred loans for property improvements and counselling for rehabilitation loans through Contra Costa County is posted on City website and available via City's Residential Health and Safety program.
- Conducted 1,966 inspections of housing units.
- Offer dump voucher program to all residents and provide free dumpsters 6-8 days in the calendar year for City residents.
- Collaboration with Police Department for review of development applications.

Goal H-3. Affordability and the Adequate Provision of Housing. Provide a diversity of housing types to meet the needs of all economic segments and family types in San Pablo.

- Provide density bonuses and incentives for affordable and special needs housing.
- Secured Senate Bill 2 funding and Local Early Action Plan funding to begin work on General Plan and Housing Element updates.
- Promotion of mixed-use development through the Mixed Use Center, Commercial Mixed Use and Residential Mixed Use areas.
- Continuous support for various housing types, such as accessory dwelling units, single-room occupancy and efficiency units, and manufactures housing units

Goal H-4. Housing Accessibility and the Provision of Special Needs Housing. Ensure housing accessibility for all segments of the community.

- Offered the COVID-19 Housing Assistance Grant Program to help low-income residents with their rent due to COVID impacts. Continuous promotion of access to fair housing through the Residential Health and Safety Program.
- Created and adopted emergency shelter zoning, Section 17.60.080, Emergency Shelters, reasonable accommodation ordinance, Section 17.18.100, and updated language regarding transitional and supportive housing, as part of the Zoning Ordinance update on May 18, 2015.
- Provide referrals to organizations and non-profits such as Bay Area Legal Aid to help our residents with housing and legal complaints.

Goal H-5. Green Building and Energy Conservation. Promote the development of energy efficient homes to help protect the environment and lower the energy costs for San Pablo residents.

- Adopted and currently follows the California Green Building Standards Code, which is implemented for all development applications. The San Pablo Building Division works with customers to facilitate approval or solar permits regularly.
- Collaboration with Public Works department for review of development applications, particularly for new developments with environmental sensitive construction practices including the review of technical reports, such as geotechnical and soils, as well as arborists reports.
- Adopted a Water Efficiency Local Ordinance (WLEO) which provides guidelines for water conservation; annually submit WLEO reports to the California Department of Water Resources.

Appendix E: 5th Cycle Housing Element Accomplishments

Housing Programs Progress Report					
This table describes progress of all programs in the City of San Pablo Fifth Cycle Housing Element, including local efforts to remove governmental constraints to the maintenance, improvement, and development of housing as identified in the housing element.					
1	2	3	4	5	6
Name of Program	Objective	Timeframe in H.E	Status/Result of Program Implementation	Evaluation	Disposition
Program H-1.1.1-Establish City Staff Work Priorities for Implementing Housing Element Programs	Identification of annual work priorities for housing	Annually; 2020-2021	Housing Element reviewed annually. The Affordable Housing Strategy plan was completed in 2020. The City of San Pablo secured funding and put together a team to begin the General Plan and Housing Element update in 2021.	Successful. Staff has submitted the Annual Progress Report to HCD, completed the Affordable Housing Strategy Plan, the Housing Element Update, and continues to work on the General Plan Update. The City Council has Identify housing programs implementation as a priority within their work plan.	Continue as Program 6-A: Work Priorities.
Program H-1.1.2-Review the Housing Element Annually	Review and monitor Housing Element implementation: submit Annual Report to HCD.	Annually	Submit APR to HCD and OPR Anually by April 1st of each year. The SB 341 Annual Report regarding Successor Funds has been posted in the City's website.	Successful. City of San Pablo has submitted APRs to both HCD and OPR following City Council review and recommendation. The SB 341 Annual Report regarding Successor Funds has been posted in the City's website annually.	Continue as Program 6-B. Annual Housing Element Review
Program H-1.2.1-Adopt Priority Procedures for Providing Water and Sewer Service to Affordable Housing Developments	Comply with Government Code Section 65589.7.	2015	Complying with Government Code Section 65589.7. East Bay Municipal Utility District and West County Waste Water are the Water and Sewer Service providers for San Pablo. The Community Development Department collaborates with the utility providers daily when reviewing new development applications including Affordable Housing Developments.	Ongoing collaboration with East Bay Municipal Utility District and West County Waste Water continues regularly and has been successful to expedite review processes and timelines for housing developments including newly approved affordable housing projects (2812 Chattleton Lane, Block E, 13717 San Pablo Avenue, Block C, 1820 Rumrill Boulevard, 2364 Road 20, 13831 San Pablo Avenue, 2555 El Portal Dr.).	Continue as Program 6-C Water and Sewer Service to Affordable Housing Developments.
Program H-1.2.2-Housing Coordination with Contra Costa County	Maximize annual subsidies available to San Pablo residents.	Ongoing	Staff coordinates with Contra Costa County Housing to review available funding opportunities, and monitors programs. On November 23, 2021, the Planning Commission approved Resolution PC21-09 allowing the construction of 54 units of permanent supportive housing, a project funded by Contra Costa County.	City of San Pablo continues to partner and collaborate with the county and referring residents to any subsidies available.	Continue through Program 2-B Rental Assistance, Program 4-A County Programs for Home Renovations and Rehabilitation, and Program 6-D Publicize and Provide Information on Housing Programs
Program H-1.2.3-Work with Housing Developers (Non-Profit and For-Profit) on Housing	Outreach and involvement of non-profit and for-profit housing developers	Ongoing	The City works with both non-profit and for-profit developers about development opportunities to create more housing units. The Planning Commission approved a 100 affordable unit mixed-use project on March 22, 2022.	Successful. The City has actively solicited affordable housing projects and offered substantial incentives, leading to entitlements for projects providing 208 affordable units since 2021.	Continue through implementation of Program 2-I Incentives for Affordable and Special Needs Housing and Program 3-A Housing for Extremely Low-Income Households and Special Needs Groups
Program H.1.2.4-Lobby for Changes to State Law Requirements and Housing Funding	Work with other Contra Costa County jurisdictions and lobby for modifications to State law.	2020 and as needed	The City continuously works with lobbyist for changes to state law requirements and housing funds.	Ongoing.	Continue as Policy 6.6
Program H-1.3.1-Publicize and Provide Information on Housing Programs	Distribute educational materials at public locations and make public services announcements through different media at least two times a year.	2020 and update as needed	Information on available programs through the County is currently provided in City offices and on the City's website. The San Pablo Economic Development Corporation is promoting WISH - Workforce Initiative Subsidy Homeownership - a program to assist qualified first-time homebuyers make the transition from renting to owning. A second similar program SPLASH was adopted by City Council on November 16, 2020.	Ongoing.	Continue as Program 6-D: Publicize and Provide Information on Housing Programs.
Program H-1.3.2-Undertake Community Outreach When Implementing Housing Element Programs	Conduct community outreach and distribute materials	Consistent with program timeframes	Information provided upon implementing programs. Housing Element and Environmental Justice community outreach efforts will begin in late 2021 and continue in early 2022.	Currently implementing. Public workshops have been completed and information regarding ongoing progress of the Housing Element and Environmental Justice Element will continue.	Continue. Program 6-E: Community Outreach Housing Element Program Implementation.
Program H-1.3.3-Conduct Neighborhood Meetings	Early community involvement and discussion when housing developments are proposed.	Ongoing	Community Development staff works on community involvement outreach efforts as developments are proposed. Planning Commission Public Hearings are held monthly and every new multifamily housing development is required to have a public hearing.	Ongoing.	Continue through Program 6-E: Community Outreach Housing Element Program Implementation and Policy 6-7
Program H-2.1.1-Provide Low Interest Loans for Housing Rehabilitation through the Contra Costa County	Rehabilitation of 27 lower income units by 2023.	2015-2023	Information of the program provided to participants in the City's Residential Health and Safety program and at the City's public counters and website. Loans for housing rehabilitation are provided and administered by Contra Costa County.	Ongoing. Contra Costa funds are limited but staff continues to implement the Residential Health and Safety Program.	Continue.as Program 4-A: County Programs for Home Renovations and Rehabilitation

Housing Programs Progress Report					
This table describes progress of all programs in the City of San Pablo Fifth Cycle Housing Element, including local efforts to remove governmental constraints to the maintenance, improvement, and development of housing as identified in the housing element.					
1	2	3	4	5	6
Name of Program	Objective	Timeframe in H.E	Status/Result of Program Implementation	Evaluation	Disposition
Neighborhood Preservation Program.					
Program H-2.1.2-Allow for Deferred Loans for Property Improvements	Provision of 10 deferred loans for property improvements.	2015-2023	Information on programs through Contra Costa County is provided to the public and through the City's Residential Health and Safety program as available.	Ongoing. Contra Costa funds are limited but staff continues to implement the Residential Health and Safety Program	Continue as. Policy 4-1
Program H-2.1.3-Provide Technical Assistance and Counseling for Rehabilitation Loans	Provision of technical assistance and referrals	Ongoing	Information on programs through Contra Costa County is provided to the public and through the City's Residential Health and Safety program as available.	Ongoing. Contra Costa funds are limited but staff continues to implement the Residential Health and Safety Program, which City staff believes is far more effective than County grant programs in rehabilitating local housing stock.	Combine with Program 4-A: County Programs for Home Renovations and Rehabilitation
Program H-2.2.1-Implement the Neighborhood Clean-Up Program	Reduce trash and improve the appearance of neighborhoods.	Annually	The City provides a dump voucher program, available to all residents, which reduces the cost of dump fees. Additionally, the City provides free dumpsters 6-8 days in the calendar year for use by San Pablo residents.	Successful. The City's dump voucher and free dumpster day's programs are very successful and the City is also starting a new program called "San Pablo Shines" which is a community-driven cleanup effort to encourage cleaner streets and in which community members will serve as "neighborhood champions" to raise awareness. https://www.sanpabloca.gov/2857/Neighborhood-Champions-Program-Programa-	Continue as Program 4-B: Implement the Neighborhood Clean-Up Program.
Program H-2.2.2-Implement the Motor Vehicle Abatement Program	650 abandoned vehicles tagged per year.	Ongoing	The City's Code Enforcement and Police Department implements the program consistently. For 2021, 436 abandoned vehicles were tagged. The number is lower for 2021 due to the safety measures taken during the COVID-19 pandemic.	Successful and Ongoing.	Continue as Program 4-C: Implement the Motor Vehicle Abatement Program.
Program H-2.2.3-Monitor Housing Conditions	Tracking of housing and neighborhood conditions to assist in identifying potential locations for neighborhood improvements.	2016, 2018, 2020, and 2022	Biannually. Program for 2021 and beyond. The Building Department and Code Enforcement Division continue to track and monitor housing that is in need of improvements.	Ongoing.	Continue. Policy 2.2
Program H-2.2.4-Assist Contra Costa County with Implementing the Neighborhood Stabilization Program	Assistance for 5 lower income housing units.	2015-2023	Assistance provided to Contra Costa County as needed. The Neighborhoods Stabilization Program is administered by Contra Costa County. City of San Pablo provides resources at public counters and website.	Ongoing.	Continue as. Program 4-D: Neighborhood Stabilization Program
Program H-2.2.5-Assist CESC with Healthy Homes Program Implementation	Healthy Homes improvements for 5 lower income units.	2015-2023	Assistance provided as needed. The Program is administered by Contra Costa County. City of San Pablo provides resources at public counters and website.	Ongoing.	Continue as. Program 4-E: Healthy Homes Program Implementation.
Program H-2.2.6-Assist Contra Costa County with Implementing Home Repair Programs	Repairs to 20 lower income homes.	2015-2023	Assistance provided to Contra Costa County as needed. The Program is administered by Contra Costa County. City of San Pablo provides resources at public counters and website.	Success has been limited, City staff believes RH&S is far more effective than County grant programs in rehabilitating local housing stock. Nevertheless, it is important to raise awareness in the community of the funding available through the County.	Continue as Program 4-A: County Programs for Home Renovations and Rehabilitation.
Program H-2.3.1-Inventory Potential Historically Significant Buildings	Mitigate potential impacts on historically significant buildings.	Ongoing	Inventory listed in the City's General Plan and updated as needed. Potential impacts monitored.	Ongoing. The City is working on a redeveloping project for the old City Hall site into Affordable Housing Units and was able to protect a few different structures that are considered to have Historic value.	Continue as Policy 4-3
Program H-2.3.2-Preserve Archaeologically Significant Sites	Preservation of significant archaeological sites.	Ongoing	Significant archeological sites continue to get preserved and CEQA guidelines are followed for all new development.	Ongoing. Significant archeological sites have successfully been identified and protected for new	Continue through General Plan policies

Housing Programs Progress Report					
This table describes progress of all programs in the City of San Pablo Fifth Cycle Housing Element, including local efforts to remove governmental constraints to the maintenance, improvement, and development of housing as identified in the housing element.					
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Name of Program	Objective	Timeframe in H.E	Status/Result of Program Implementation	Evaluation	Disposition
				development sites by following CEQA guidelines and procedures.	
Program H-2.4.1-Inspect Rental Housing Units.	Inspect about 750 rental units per year.	2015-2023	Inspections are ongoing through the City's Residential Health and Safety Program. For 2021, the program was placed in a temporary suspension due to the COVID-19 pandemic. Safety measures were implemented and only absolute necessary inspections were performed. The program is up an running for the 2022 calendar year.	Ongoing. City staff believes the RH&S program is highly effective in achieving rehabilitation of local housing stock,	Continue as. Program 4-F: Residential Health & Safety Program
Program H-2.4.2-Inspect Owner-Occupied Housing	Inspect about 400 single-family, townhome, and condominium units per year.	2015-2023	Inspections are ongoing through the City's Building Division. For 2021, there were 1,966 individual inspections.	Successful and ongoing. Inspections through the City's Building Division continue at high capacity. City staff believes the RH&S program is highly effective in achieving rehabilitation of local housing stock,	Continue as Program 4-F: Residential Health & Safety Program
Program H-2.5.1-Coordinate Building Plans with the Police Department	Police Department review of development proposals.	Ongoing	Major development plans and land use applications are routed to the Police Department for review and comment.	Ongoing. The Planning Division routed land use applications to the Police Department for review and issuance of safety conditions of approval.	Continue as Policy 4-7.
Program H-3.1.1-Provide Density Bonuses and Incentives for Affordable and Special Needs Housing.	Incentives for affordable housing to be built.	2015 and Ongoing	The City provides Density Bonuses per state regulations and the City's adopted ordinance. The entitlement approval of 2 major projects approved in 2021 include density bonus incentives.	Successful, the City has been able to entitle higher density project within this current cycle and majority contain density bonuses.	Continue with Program 2-1: Incentives for Affordable and Special Needs Housing
Program H-3.1.2-Preserve At Risk Affordable Rental Units	Preserve all at-risk units.	Annual Monitoring	The City monitors threats to affordable rental units, and has adopted a multi-family overlay district to assist in maintaining potential at-risk rental units.	The majority of the 568 assisted low-income units in San Pablo are at low risk of conversion to market rate in the planning period; however, there are 141 units at high risk, which represents a significantly higher share than in the county or the Bay Area as a whole.	Continue and strengthen by implementing Program 2-C: Preservation of Deed Restricted Housing.
Program H-3.1.3-Promote Contra Costa County's Mortgage Credit Certificate Program	Subsidy for 10 first-time homebuyers.	2015-2023	The City continues to promote County Administered programs including the Contra Costa County Mortgage Credit Certificate Program. Additionally, the City partners with San Pablo Economic Development Corporation to implement the newly established first time homebuyer programs SPLASH and WISH.	Refocus efforts on local SPLASH and WISH programs.	Modify and implement Program 2-D Loan Assistance for Sustainable Housing and Program 2-E First-Time Homebuyer Assistance
Program H-3.1.4-Strive to Replace Housing	Replacement of affordable housing units.	2015-2023	The City tracks affordability terms for existing affordable housing projects to ensure no net loss of housing and continue to work with affordable housing developers.	Ongoing.	Continue and strengthen by implementing Program 6-G: Development and Replacement Unit Requirements.
Program H-3.1.5-Enact Inclusionary Housing Requirements	Construction of affordable housing units as part of new development	In 2020	While City has been very successful in recent years in incentivizing and facilitating affordable housing projects, San Pablo has been challenged to produce market rate housing. Inclusionary requirements were not enacted out of a concern that they could be a constraint on market rate housing. However, the City began working with Developers for potential affordable housing projects that will be in construction in the next couple of years. Since 2021, the City has entitled projects with a total of 208 affordable units, several of which are currently under construction (see Table 3-2).	The City believes this approach has been successful. As shown in Table 3-2, there are currently 208 affordable units and 174 market rate units in the development pipeline.	Discontinue Program H-3.1.5.
Program H-3.1.6-Facilitate Affordable Rental and Cooperative Family Housing Opportunities	Provision of affordable housing with support services.	Ongoing	They City of San Pablo supports renters by administrating the Residential Health and Safety Program and providing information to customers regarding support services.	Ongoing, the RH&S program is very successful. City staff believes RH&S is far more effective than County grant programs in rehabilitating local housing stock.	Continue as Program 4-F: Residential Health & Safety Program
Program H-3.1.7-Provide Information and Promote Rental Assistance Programs	Continued availability of rental housing vouchers for San Pablo residents	Annually	The waitlist for Housing Choice Vouchers (the federal Section 8 rental assistance program) in Contra Costa County has been closed since 2008; however, the need continues to grow. With assistance from the federal Coronavirus Relief Fund, the City	The City will continue its efforts to promote the development of additional deed restricted rental units as part of new City sponsored developments and to support existing subsidized rental projects to extend	Reframe as Program 2-B. Rental Assistance

Housing Programs Progress Report					
This table describes progress of all programs in the City of San Pablo Fifth Cycle Housing Element, including local efforts to remove governmental constraints to the maintenance, improvement, and development of housing as identified in the housing element.					
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Name of Program	Objective	Timeframe in H.E	Status/Result of Program Implementation	Evaluation	Disposition
			provided rental assistance to approximately 210 lower income households impacted by COVID-19 through its Housing Assistance Grant Program to provide relief during the pandemic. The City of San Pablo continues to provide information to its residents.	their affordability terms. It will also seek to pursue new sources of County, State, and federal funding that could be available to provide rental assistance programs. .	
Program H-3.2.1-Update the Zoning Ordinance to Implement Land-Use Designations	Consistency of the Zoning Ordinance with the San Pablo General Plan 2030.	In 2015	An updated Zoning Ordinance was updated and adopted May 18, 2015. Additionally, staff began working on the General Plan and Housing Element updates and secured SB2 funding and LEAP funding to assist with these efforts.	Currently implementing and ongoing.	Continue. Program 6-B: Annual Housing Element review
Program H-3.2.2-Promote Mixed Commercial/Residential Development	Development of mixed commercial/residential sites in the Mixed Use Center, Commercial Mixed Use and Residential Mixed Use areas.	In 2016	The City continues to promote residential and mixed use development with a housing component through the various mixed use zoning ordinances and specific plans.	Ongoing, the City entitled 4 mixed-use projects within the 5th cycle and there are numerous multifamily residential projects currently in the development pipeline (see Table 3-2), most within Specific Plan/PDA areas.	Expand efforts by implementing Program 1-B Rumrill Corridor Plan, Program 1-C Repeal or Revise the 23rd Street Specific Plan, Program 1-D Revise Multifamily Minimum Parcel Size, Program 1-E Facilitate Lot Consolidation, Program 1-F Incentives for High Density Residential Development, Program 1-G Reduced Parking Standards, Program 1-I Shopkeeper Housing, Program 1-K Objective Standards for Ministerial Review.
Program H-3.2.3-Maintain an Inventory of Available Sites for Housing.	Listing of potential sites for housing.	Ongoing	The City continues to maintain an inventory of available sites for housing as identified in Appendix A of the 2015-2023 City of San Pablo Housing Element.	Ongoing.	Continue as Program 1-A: Inventory of Available Sites.
Program H.3.2.4-Facilitate Lot Consolidation	Creation of lot consolidation opportunities and increased housing development in support of the General Plan 2030.	Ongoing	The City continues to investigate opportunities to consolidate lots to increase housing development.	Ongoing.	Continue and augment by implementing Program 1-E: Facilitate Lot Consolidation.
Program H-3.2.5-Reduce Parking Requirements Along San Pablo Avenue Near Transit	Parking incentives for new residential development in support of the General Plan 2030.	Ongoing	Reduced parking requirements are adopted as part of the Plaza San Pablo mixed use regulating code and have been applied throughout the development. No parking is required for new accessory dwelling units within 1/2 half mile of a bus stop pursuant to recently adopted state law on accessory dwelling units.	Successful. Every parcel within Plaza San Pablo has been entitled and reduces parking requirements have helped to attract developers.	Continue and augment by implementing Program 1-G: Reduced Parking Standards.
Program H-3.2.6-Reduce Parking Standards for Multi-Family and Mixed-Use Housing	Parking incentives for new residential development in support of the General Plan 2030	In 2015	Parking incentives and reductions have been considered and used for high density development approvals in the recent years.	Ongoing, parking reductions as art of density bonuses have been successful for recent multifamily and mixed-use housing developments.	Continue and augment by implementing Program 1-G: Reduced Parking Standards.
Program H-3.3.1-Promote Second Units	20 new secondary dwelling units by 2023 (about 2 per year; 10 extremely low income, 5 very low income, and 5 low income).	2015-2023	The City continues to support construction of secondary residential units and adopted a new Accessory Dwelling Unit Ordinance consistent with State legislation. Building permits were issued for 14 units 2021 and 8 in 2022.	Ongoing, ADU applications and permits issued continue to rise. It is anticipated that ADU permits issued for 2023 has significantly increased.	Continue and augment by implementing Program 1-L: Accessory Dwelling Units.
Program H-3.3.2-Promote the Development of Single Room Occupancy and Efficiency Units.	10 new SRO extremely low-income units by 2023.	In 2017	Research for future projects. Single-Room Occupancy are regulated by Zoning Ordinance Section 17.60.090.	Ongoing.	Implement through Program 2-G: Single-Room Occupancy Hotels.
Program H-3.3.3-Encourage Innovative and "Non-Traditional" Forms of Housing	Opportunity for innovative housing types.	In 2017	Research for future projects.	Ongoing. Research for future projects.	Continue as Program 1-M: Innovative and 'Non-Traditional' Forms of Housing.
Program H-3.3.4-Facilitate Home Sharing and Tenant Matching Opportunities	10 home sharing opportunities created.	2015-2023	The need has grown with rising housing costs in recent years and the City continues to be open to home sharing opportunities.	The City continues to find ways to help tenants in San Pablo. A new Rental Registry Program is also currently being developed to assist tenants and landlords in the City.	Continue as Program 2-H: Home Sharing and Tennant Matching.

Appendix E: 5th Cycle Housing Element Accomplishments

Housing Programs Progress Report					
This table describes progress of all programs in the City of San Pablo Fifth Cycle Housing Element, including local efforts to remove governmental constraints to the maintenance, improvement, and development of housing as identified in the housing element.					
1	2	3	4	5	6
Name of Program	Objective	Timeframe in H.E	Status/Result of Program Implementation	Evaluation	Disposition
Program H-3.3.5-Encourage Manufactured Housing	20 moderate income manufactured housing units	2015-2023	The City continues to support manufactured housing and follows State regulations. 5 units for 2020.	Ongoing, the city continues to accept and review permits for manufactured homes. 5 units were approved in 2020.	Continue through Program 1-M: Innovative and 'Non-Traditional' Forms of Housing.
Program H-3.3.6-Implement Employee Housing Requirements	Compliance with State Health and Safety Code Section 17021.5.	2015-2023	The City continues to comply with State Health and Safety Code Section 17021.5.	Ongoing.	Implement through Program 3-C: Employee Housing
Program H-3.4.1-Promote the Development of Larger Housing Units for Families	20 housing units with three or more bedrooms.	2015-2023	The City continues to support larger housing units for families. Building permits were issued for 6 units for 2021.	Ongoing. Housing projects for larger housing units for families continue to receive entitlements and permits.	Continue as Policy 2-3.
Program H-3.5.1-Facilitate Mixed-Use Center North Site Development	New student housing.	2015-2023	The City has designated the Mixed Use Center North within the San Pablo Avenue Specific Plan, which promotes high density housing around the Contra Costa College.	No student housing has been proposed yet but the Mixed-Use Center North designation is still in effect.	Continue as Policy 1-7.
Program H-4.1.1-Work with Housing Rights, Inc.	Resolution of conflicts and disputes between landlords and tenants, and elimination of all forms of housing discrimination.	Ongoing	The City continues to help renters to have access to fair housing through the Residential Health and Safety Program. The City offered the COVID incentive program to help residents with their rent due to COVID impacts.	The COVID incentive program was very successful and it has concluded, however, the City continues to help renters to have access to fair housing through the Residential Health and Safety Program.	Continue through Program 3-F: Landlord/Tenant Dispute Resolution.
Program H-4.1.2-Publicize Fair Housing Laws and Respond to Discrimination Complaints	Obtain and distribute materials; discrimination complaints referrals.	Ongoing.	The City continue to provide referrals to organizations and non-profits such as Bay Area Legal Aid to help our residents with housing and legal complaints.	Ongoing.	Continue through Program 3-H: Awareness of Fair Housing Programs, Policy 3-1.
Program H-4.2.1-Create Emergency Shelter Zoning	Update as part of the Zoning Ordinance Update.	In 2015	Section 17.60.080, Emergency Shelters, was adopted as part of the Zoning Ordinance update in May, 2015.	Implemented	Completed.
Program H-4.2.2-Create Transitional and Supportive Housing Zoning	Update as part of the Zoning Ordinance Update.	In 2015	The Zoning Ordinance was adopted in May, 2015 and included updated language regarding transitional and supportive housing.	Implemented	Completed.
Program H-4.2.3-Implement Reasonable Accommodation Ordinance	Update as part of the Zoning Ordinance Update.	In 2015	Section 17.18.100, Reasonable Accommodation, was adopted as part of the Zoning Ordinance update in May, 2015.	Implemented	Completed.
Program H-4.2.4-Apply Accessibility Standards	Expand housing opportunities for persons with disabilities.	Ongoing	The City continues to endeavor to expand housing opportunities for persons with disabilities.	Ongoing.	Continue as Policy 3-4.
Program H-4.2.5-Update Residential Care Facility Zoning	Update as part of the Zoning Ordinance Update.	In 2015	The Zoning Ordinance was adopted in May, 2015 and included updated language regarding Residential Care Facility Zoning.	Implemented	Completed.
Program H-4.2.6-Outreach to People Living with Developmental Disabilities in San Pablo	Inform families about housing and services available for persons with developmental disabilities.	ongoing	Continue to inform residents about housing services available. The city also collaborated with a private company to grant approval for a transitional housing project, A&A Health Services.	Ongoing. The City continues to inform residents and inform them about current projects such as A&A Health Services and the permanent supportive housing at 2555 El Portal Dr.	Continue as Program 3-1: Outreach to People Living with Developmental Disabilities in San Pablo.
Program H-5.1.1-Promote Home Weatherization Programs	Implementation of energy conservation measures.	Ongoing	The City promotes these programs in coordination with Contra Costa County. San Pablo has also fully adopted the CA Green Energy Building Code and implements it for all development applications.	Ongoing.	Continue as Policy 5-2
Program H-5.1.2-Promote Solar Energy and Other Methods to Efficiently Heat and Cool Homes	Implementation of energy conservation measures.	Ongoing	The City continues to promote these programs. San Pablo has also fully adopted the CA Green Energy Building Code and implements it for all development applications. The San Pablo Building divisions works with customers to facilitate approval or solar permits regularly.	Ongoing. Solar permits have continued to increase specially during the last few years.	Continue as Policy 5.2
Program H-5.1.3-Require Energy Efficient Design	Implementation of energy conservation measures.	Ongoing	The City continues to require energy efficient design. San Pablo has also fully adopted the CA Green Energy Building Code and implements it for all development applications.	Ongoing.	Continue as Policy 5-2

Housing Programs Progress Report					
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1	2	3	4	5	6
Name of Program	Objective	Timeframe in H.E	Status/Result of Program Implementation	Evaluation	Disposition
Program H-5.1.4-Adopt a Green Building Design Ordinance	Adopt a Green Building Design Ordinance.	In 2020	The City adopted and currently follows the California Green Building Standards Code.	Implemented	Completed.
Program H-5.1.5-Encourage Environmentally Sensitive Construction Practices	Implementation of environmentally sensitive construction practices.	Ongoing.	The Planning and Building Divisions, in collaboration with Public Works provide detailed plan reviews for new developments for environmental sensitive construction practices including the review of technical reports such as geotechnical and soils and arborists reports to implement the Tree Protection Ordinance.	Ongoing, the city continues to collaborate with other divisions to encourage Environmentally Sensitive Construction Practices and keep up with regulations such as Stormwater Control measures.	Continue as Policy 5.5
Program H-5.1.6-Promote Water Conservation	Implementation of water conservation measures	Ongoing	The City of San Pablo adopted a Water Efficiency Local Ordinance which provides guidelines for water conservation. The Planning Divisions submits annual MWELo reports to the California Department of Water Resources.	Ongoing. MWELo reports submitted Annually.	Continue as Policy 5-3

Appendix F

Public Outreach Materials

Appendix F: Public Outreach Materials

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Appendix F: Public Outreach Materials

This appendix documents the various public engagements efforts made that have informed the San Pablo Housing Element Update.

- **Winter 2022 Pop-Up Outreach Summary Memo.** This brief memo presents a summary of the pop-up events held around the community in January and February 2022 at the Las Montañas Grocery Store, the San Pablo Senior Center, and the San Pablo Library. The objective was to raise awareness of the General Plan, Housing Element, and Rumrill Corridor Plan project and to collect initial input on issues and opportunities. Public input received was used to inform programs in Chapter 4, the Housing Action Plan, including programs to high housing costs, displacement pressures, and place-based urban greening strategies that respond to community concerns.
- **January 20, 2022, Housing Forum Summary Memo.** This brief memo presents a summary of the Housing Forum in January 20, 2022, via Zoom with affordable housing developers. The participants included both ownership and rental developers. The goal of the Housing Forum was to learn more about opportunities and challenges, get input on housing needs and constraints, and discuss what the City can do to facilitate the production of affordable housing. Input from these stakeholders also shaped the content of the Housing Action Plan. Specifically, programs involving parking reductions and revisions to development standards in the 23rd Street Specific Plan were added to address development constraints raised by forum participants.
- **San Pablo Community Survey Report.** In order to gather community input to inform updates to the General Plan and Housing Element, a citywide survey was conducted from December 28, 2021, to February 21, 2022. The survey provided opportunities for residents, business owners, and people who work or go to school in San Pablo with an opportunity to help identify appropriate locations for housing as needed to satisfy the City's Regional Housing Need Allocation (RHNA) as well as to provide input on key policy topics. This report summarizes the analysis and findings from the survey. The results of the survey guided selection of sites for inclusion on the inventory. Respondents strongly supported adding new, higher density housing in all seven potential areas identified in the survey, with 100 percent of respondents supporting new apartments and townhomes along the Rumrill Boulevard corridor in the southeastern part of the city and high levels of support for high density housing in the other PDAs. The analysis and findings also served as a reference for City staff and decision-makers in formulating key policies for the General Plan and Housing Element Update.
- **Rumrill Property Owners Forum Summary.** This memo presents a summary of the Rumrill Property Owners forum conducted on November 22, 2022 via Zoom. The goal of the Property Owners Forum was to discuss potential changes to land use and zoning regulations applicable to properties along the corridor, as well as streetscape and infrastructure improvements needed to support redevelopment. Property owners attending all expressed interest in redevelopment of their properties with multifamily housing. This input is reflected in Chapter 3, Housing Resources in

evidence of the viability of sites identified for redevelopment with housing during the planning period.

- **Comment Letter on Public Review Housing Element Draft.** The City of San Pablo received two comment letters on the Public Review Housing Element Draft during the 30-day public review period from August 19, 2022 to Sept. 19, 2022 from YIMBY Law (attached) and the East Bay Municipal Utility District. Both letters expressed support for the content of the Draft and no changes were made in response.
- **Environmental Justice Element Outreach Event #1 and #2 Summaries.** The respective memos summarize the first Environmental Justice outreach event held in-person at the San Pablo Community Center on March 16, 2023, and the second Environmental Justice outreach event held at the Kidd Manor Housing on April 25, 2023. The objectives of the events were to engage residents and learn what current environmental justice needs are present in the community regarding health, housing, and public facilities in order to create policies to minimize pollution and its effects on all neighborhoods. Community input received at these events helped to characterize issues of concern in the community, reinforcing the findings of the Needs Analysis that overcrowding, cost burden, and substandard housing conditions are prevalent issues. This input was used to guide development of programs in the Housing Action Plan, including place-based programs to support community health and welfare.

M E M O R A N D U M

To: Libby Tyler, Community Development Director, City of San Pablo
From: Lauren Pepe, Planner, Dyett & Bhatia
Re: January and February “Pop-up” Outreach
Date: March 18, 2022

Dear Libby:

Dyett & Bhatia (D&B) conducted four “pop-up” outreach events: two on January 11, 2022 at Las Montañas Grocery Store and the San Pablo Senior Center, and two on February 8, 2022 at Las Montañas Grocery Store and the San Pablo Library. The goal of the outreach was to drum up interest in the San Pablo General Plan Update and spread the word about the corresponding Maptionnaire survey, as well as to get general feedback about San Pablo through candid conversations.

To spread the word about the General Plan Update and Maptionnaire survey, D&B staff handed out business cards with a link and QR code to the survey outside Las Montañas, San Pablo Senior Center (during frozen meal pick up), and the San Pablo Library. Staff engaged community members about San Pablo, particularly what people like about the city and what people would like to change. Answers to these prompts were written on sticky notes and posted to a posterboard. In addition to “pop-up” outreach feedback, comments received via Facebook promotion of the Maptionnaire survey are included.



A staff member talks with community members in front of the posterboard.

This document serves as a summary of the insights received through the outreach events. Eighty-two comments were received. Below, the comments are summarized, first with an overview of recurring themes and points of consensus, followed by the full set of comments grouped by topic. There are some overlapping themes/ideas that relate to multiple topics.

Recurring Themes and Points of General Consensus

- **Housing** was the most pressing concern across community members, with nearly 20 percent of all comments related to this topic. Senior housing and affordable housing, or a combination of the two, were of primary concern.
- **Community services** was another key topic, receiving both positive and negative comments. While many appreciate the library and other community services, others felt more services needed to be provided to unhoused individuals.
- Many community members called for more **parks and trees**, and two cited the vacant lot at Bush Street and 17th Street as a potential park location.
- Many community members felt that **bicycle and pedestrian safety improvements** need to be made, including more/safer (protected) bike lanes and ADA-compliant crossings with marked crosswalks, stop signs and stop lights, particularly near schools.
- **Litter** was a concern for many, and creeks were noted as a target clean-up site.
- In terms of the **local economy**, some residents felt costs were too high, including taxes and the cost of food. Residents appreciate the selection of local businesses but would like to see a Walmart.
- Some residents are satisfied with the **community and public safety**, while others felt police presence needed to be increased.

Housing

- Two community members noted their appreciation for El Portal Gardens (senior apartments). Another was happy with senior housing options in general.
- One community member noted that homelessness has decreased in San Pablo.
- One community member commented that home ownership means yards are well landscaped and wants to see more home ownership for this reason.
- One community member appreciated the affordability of housing in San Pablo, while another felt that the city needs more affordable housing.
- One community member noted that the cost of rent was too high.
- One community member noted the need for more affordable family-sized housing (i.e. two-bedroom units and larger).
- One community member felt there was enough housing, and it is green spaces that are lacking, but if more housing is built, then it should be affordable housing.
- One community member thought there were too many Walgreens and that these should be torn down to build more senior housing; another person “seconded” this comment.

- One community member felt that affordable senior housing should be built, rather than putting money into the casino. Another community member noted that the casino bought the hospital (the former Doctors Medical Center), and that space should be turned into senior housing.

Community Services

- Four community members felt the library was an excellent resource. Two others appreciated the services/resources provided to the community in general.
- One community member appreciated that San Pablo has a health center for low-income residents.
- One community member felt that there needs to be more programs to help seniors while one noted that the Senior Center is a great resource.
- Five community members noted that there needs to be more aid for the unhoused (shelter, food, healthcare) and one found the casino to be at odds with addressing homelessness.

Parks and Recreation

- One community member really appreciates Wanlass Park.
- Two community members requested a park be built at Bush Ave and 17th Street (where there is currently a vacant lot).
- Three community members noted the need for more parks and trees.
- One community member would like to see more soccer fields.
- One community member noted the need for more recreational opportunities for children that are easy to get to.
- One community member suggested a monthly bus tour of the Bay Area.

Education

- One community member felt that San Pablo has good schools, while another felt the City's school system could be improved.

Transportation, Traffic, and Pedestrian/Bicyclist Safety

- Two community members were satisfied with public transit in San Pablo, while one felt that transit connections between San Pablo and Richmond could be improved.
- Two community members called for more/safer bike lanes, while another called for "better transportation".
- One community member felt that there needs to be more bike parking.
- One community member suggested the intersection of San Pablo Dam Road and I-80 be redesigned as a diverting diamond interchange.
- One community member suggested that all road construction should begin after 8:30am to minimize traffic during rush hour. On a similar topic, one community member noted that many roads needed to be patched and repaired.
- One community member requested traffic lanes not be reduced.

- Three community members requested pedestrian safety improvements, especially near schools, including more marked, ADA-compliant crosswalks, traffic lights, and stop signs.

Environment and Urban Design

- Littering/cleanliness was the topic of five comments. While one community member described the city as “cleaner” (presumably than in the past) and another found it cleaner than other countries, three felt the City’s cleanliness should be improved, citing “the creek under the bridge” as a target for clean-up efforts.
- One community member said they liked the City’s architecture and urban design, citing the Library and City Hall as examples; another community member noted they like the City’s landscape.
- One community member recommended that higher-density development be centralized as spreading it out would over-extend vital community services and destroy natural resources.

Local Economy and Businesses

- One community member felt good entertainment could be found in San Pablo, while another noted that they really like El Sitio Taqueria. Similarly, a third community member felt that a good variety of “real” businesses and stores can be found in San Pablo.
- One community member appreciated that the casino money goes back into the community; another “seconded” this point.
- One community member felt one of the Walgreens should be replaced with a Walmart.
- One community member felt sales taxes in San Pablo are too high, while another felt the cost of food is too high.

Community, Public Safety, and Civic Engagement

- One community member said the City feels safe and friendly.
- Two community members appreciated San Pablo’s diversity, while another appreciated the City’s calmness.
- One community member said that civic engagement is not rewarding and they do not feel heard.
- One community member noted that anti-Blackness is an issue in the City.
- Two community members called for more police, while a third called for more police funding.
- One community member felt more needs to be done about car theft prevention.

M E M O R A N D U M

To: Libby Tyler, Community Development Director, City of San Pablo
From: Andrew Hill and Matt Alvarez-Nissen
Re: Housing Forum Summary
Date: February 7, 2022

Dear Libby:

To inform the San Pablo Housing Element Update, Dyett & Bhatia conducted a Housing Forum on January 20, 2022 via Zoom with affordable housing developers. The participants included both ownership and rental developers. The goal of the Housing Forum was to learn more about opportunities and challenges, get input on housing needs and constraints, and discuss what the City can do to facilitate the production of affordable housing.

As a record of the discussion and for use by the project team, this memo provides a recap of the process and summarizes key takeaways from the Housing Forum. Detailed notes organized by discussion question are also provided.

HOUSING FORUM PROCESS

On January 3, 2022 an invitation to the San Pablo Housing Forum was emailed to 18 affordable housing developers that operate in or around the city. The invitation included a link for participants to mark their availability. Follow up phone calls were conducted with participants that did not respond to the invitation by January 7, 2022. The Housing Forum was set for January 20, 2022 with five confirmed participants. Ultimately, three organizations participated in the Housing Forum, including representatives from Novin Development Corp., Habitat for Humanity East Bay Silicon Valley, and Richmond Neighborhood Housing Service, Inc. A representative from the San Pablo Economic Development Corporation was also present.

The Housing Forum was structured as follows: participant introductions, a presentation on Housing Element background, and a round table discussion based on a set of discussion questions. Stakeholders were given the discussion questions in advance of the Housing Forum as part of the meeting agenda.

KEY TAKEAWAYS

- With the demise of Redevelopment Agencies, funding for affordable housing is a critical challenge throughout the state. Forum participants note that in Contra Costa County, the challenge is even greater because unlike Alameda County's Measure A, there is no countywide bond measure to fund affordable housing. Given that the pool of affordable housing developers is limited in the Bay Area and the costs to build affordable housing so great, affordable developers tend to go where there is the most funding available.

- Construction costs (labor and materials) are the single-largest cost component for a housing project, accounting for even more than land acquisition. There is relatively little the City can do to influence these costs, although technological advances will help to drive them down. Cross laminated timber is now permitted under the California Building Code (CLT allows for taller wood structures than previously possible and wood is cheaper than reinforced concrete) and light gauge steel will also help. Modular construction is becoming more cost competitive now that some manufacturers are vertically integrated with construction in-house. Modular construction works well with double loaded corridor designs and may be a good fit for the size and shape of parcels in San Pablo. As part of the Housing Element update, we should confirm that City standards don't inhibit the use of new cost saving materials or techniques such as these.
- The construction labor shortage in the Bay Area means that developers often don't get a sufficient number of bids from construction contractors, which drives up the costs. Further, prevailing wage requirements applicable to many projects also drive up costs. Affordable developers report scaling back the unit count of projects so as not to trigger prevailing wage requirements in some cases.
- San Pablo will be particularly challenged on affordable housing projects because of the generally small size of parcels in the city. Affordable projects that seek to take advantage of tax credits need at least 40 units to be feasible and 80-100 is the sweet spot, but that requires a parcel size larger than is generally available in San Pablo. It will be important to identify larger parcels appropriate for affordable housing and to incorporate strategies to facilitate parcel consolidation.
- While smaller parcels may not be attractive to housing developers, they do present a potential opportunity for home-grown local developers and contractors. Richmond Neighborhood Housing Services runs an Emerging Developers Program that provides general contractors or private investors from disadvantaged communities with the training and technical skills to develop infill units and single-family homes. Adding a Housing Element program to partner with RNHS to provide training for San Pablo residents and businesses or to establish a similar initiative is an option to explore.
- While the City has relatively little control over construction costs, it has more control over regulations which may add cost for housing development. Parking costs \$50-80k/unit, which adds a considerable amount to the overall project costs. Ensuring that parking requirements are right-sized and that cost-performing configurations are encouraged should be a priority. Additionally, in countywide stormwater regulations add cost to projects so ways to reduce or offset those costs will be an incentive in San Pablo.
- Forum participants noted that mixed use zoning that does not allow for construction of residential-only projects is an impediment to affordable housing. It is possible to achieve mixed use over an area without requiring that each parcel be developed with a mix of uses. Exploring potential changes to the Commercial Mixed Use and Residential Mixed Use designations from the 2030 General Plan (which require ground floor retail in certain locations) may be warranted, particularly in view of the decreasing demand for physical retail space with the rise of internet commerce.
- Forum participants also advocated for allowing residential development on commercial properties without the need for a general plan amendment or rezoning. In fact, the recently

enacted SB 1385 authorizes residential uses on properties zoned for commercial (office) and retail uses. The law also includes an opt-in assessment district mechanism allowing local governments and housing applicants to enroll projects in assessment districts in lieu of paying upfront development or mitigation fees for infrastructure or services covered by the assessment district. The Housing Element and General Plan Update should consider how best to respond to this new law.

- Forum participants believe that City of San Pablo fees are not excessive as compared to other jurisdictions in the county and the surrounding area. One way the City can help is by devoting staff time to shepherding projects through the approval process, or even expediting. In general - and not in San Pablo specifically - the length of time it takes to get housing approved in California adds cost for developers.
- Another way participants suggested the City can add value for affordable housing developers is by preparing well-structured RFPs for affordable projects. This should involve careful due diligence to document whether a site is truly underutilized (ex: a storage facility may have a low assessed value ratio but may be generating a good income stream that means it is not a good candidate for redevelopment) and whether the site is well suited for use of tax credits.
- Forum participants indicated a regional housing need for seniors and youth, especially youth aging out of the foster care system and unhoused youth living with their families. Single parents and large families are other significant need groups. Any program geared towards special needs groups should be provided in multiple languages, including Spanish. Some participants provided programing for families and youth, including homework help, afterschool programs (including meals/snacks), a computer lab, housing counseling, and first-time homebuyer education.

DETAILED NOTES BY DISCUSSION QUESTION

Question #1 – What do you think are the major challenges facing San Pablo, in terms of housing production?

- Lack of available land, including larger parcels.
- Difficult for affordable developers to purchase land at market-rate prices, prefer City-owned surplus land or otherwise subsidized land
- Lack of available local funding, including county bond measures for affordable housing. Alameda and Santa Clara Counties both have such bonds, while Contra Costa County does not. Since San Pablo does not have a robust affordable housing fund, developers are forced to rely on limited State funding or funding the project independently.
- State funding is typically reserved for higher density housing, but San Pablo is not a high-density jurisdiction.
- The City needs to figure out how to provide funding for lower-density and smaller affordable projects, like duplexes, small lot developments, etc.
- A representative from San Pablo Economic Development Corporation noted that land and funding is also an issue they notice – when they work with low- to moderate-income home

buyers to get them ready for purchase, the largest challenge is housing supply due to a competitive market. Further, down payment assistance funding is underutilized since there are not enough homes available. Once people are ready to purchase, they typically buy outside San Pablo.

- The City needs to determine an internal strategy to locate resources – including locating vacant parcels, an affordable housing bond, and identifying a network of developers invested in San Pablo.
- The City needs to offer other incentives to entice developers, since there is a lack of local funding. Incentives need to maximize smaller parcel sizes.
- The City lacks a strong housing department to administer funding and resources to interested developers.
- Even with lower development costs, rents in San Pablo make it difficult for projects to pencil out, especially for higher-income projects.
- The City should prioritize larger sites that have a capacity for 200 or more units in ideal locations (i.e., near transit, other amenities) that may be attractive to larger development groups that can provide mixed-income housing.
- Lack of developers in Contra Costa County, funding is typically available elsewhere.
- The City has an opportunity to be proactive in supporting grassroots affordable housing providers and developers, and can focus on local public-private partnerships to empower local growth among people who are best connected to the community.
- The City should focus its priorities on rehabilitation in addition to new construction, and look at alternative funding mechanisms at the State level.

Question #2 – What current trends in housing development have or could have the greatest impact - positive or negative?

- Prevailing wage requirements can significantly drive-up costs on a project, for one participant up to 30 or 40 percent. This can make certain projects infeasible, especially those larger than 11 units. One participant remarked that prevailing wage requirements force them to build smaller projects. If the State reduces the unit threshold for prevailing wage, developers will likely decrease the size of their projects.
- In addition to prevailing wage, “skilled and trained” workforce requirements will increase costs. There need to be increased job and skill training, especially at the State level, to meet increased housing needs as costs rise. Developers will need to start planning for these requirements and working them into project costs.
- One participant, who often works on smaller infill projects, noted that San Pablo would lend itself well to those project types. However, higher density projects do provide higher returns for the time invested.
- Developers do not take a holistic approach to housing – funding tends to get focused on a particular needs group, while others receive less attention. For example, projects related to populations experiencing homelessness are receiving significant funding while other needs

groups may not. This influences the focus and ability of developers to provide housing for all housing needs groups.

- There are not sufficient local resources to meet State policy objectives, including State redevelopment and housing production goals.
- Innovation in building materials and methods may help reduce costs, especially methods that are less labor intensive. This includes modular and panelized construction, as well as new technological innovations in the housing and construction industry. Alternative building materials, like cross-laminated timber (CLT), are becoming more popular. One participant noted that as new technology is offered, it is necessary to first validate its use in existing projects to manage expectations.

Question #3 – What types of housing/construction types work best for your business model and how do conditions in San Pablo align with that?

- One participant was an infill developer looking for ownership opportunities. They remarked that this type of housing does not tend to be part of the initial affordable housing conversation, especially for moderate-income housing. As affordable and market rate housing both cost the same to build, there is always going to be a price gap for ownership models. They also noted that without unencumbered funds, it is almost impossible to develop. The City needs to figure out how to provide such funding for small sites to encourage such development.
- One participant remarked that it depended on the parcel – smaller parcels pose challenges for developers that rely on tax credits as funding source. Above 40 units, or close to 80 or 100 units, is ideal for tax credit affordable housing to achieve efficiency of scale. Projects are soft cost intensive, and this allows developers to spread the costs over more units. Smaller parcels do not allow such large projects.
- One participant noted that double-loaded corridor with stacked units is most efficient development type, and they try to find sites that could allow for that – including modular development.
- Smaller infill sites may make modular development more challenging, and developers may need to rely on stick frame.
- On larger parcels, parking can be very expensive. Reduced parking requirements and less expensive configurations help reduce the costs of a project.
- Some concerns about modular housing were raised, but one participant noted that it is still a fairly new industry with more competitors entering the space. As developers become vertically integrated and bear construction costs in-house, this may help reduce costs.
- Modular construction is limited – factory construction for anything less than 20 units is not realistic and does not result in cost savings. There are also limitations on the aesthetics of the product, which can be problematic from a design standpoint. This can pose a problem for ownership units, especially on smaller lots, while it is less problematic for larger rental projects.
- One developer relies on a volunteer construction model, which helps keep production costs relatively low. They rely mostly on stick-built construction. They noted that if they can

develop at least four units on land sold at a modest price, and the City helps them through the permitting process, they are able to provide the end product.

Question #4 – Some of the best opportunities for housing are along San Pablo’s major corridors- San Pablo Avenue, 23rd Street, and Rumrill Boulevard – and in and around older shopping centers. What do you see as potential obstacles to housing production in those locations and how can the City facilitate housing there, through regulatory levers or other means?

- One participant noted that mixed-use projects do not work for them, since they are not a landlord and only do ownership production up to moderate-income homes. They can build a commercial space, but cannot be a landlord for it. The City should permit 100 percent residential projects in a mixed-use zone, and not require mixed-uses in all projects.
- Extremely-low-income units are almost impossible for some developers to pencil out. Very-low-income units are also difficult, but at least one participant noted that they were able to include some units of that type in a recent project in Bay Point. The same participant remarked that they try to include as much low-income housing with some moderate-income housing.
- Zoning can be a major barrier to the redevelopment of older shopping centers, especially when there are CC&R issues to work through. However, participants noted such centers have good redevelopment potential as commercial shifts away from brick-and-mortar stores and towards the internet. One participant generally encourages cities to implement a conditional use permit processes or an affordable housing overlay to convert land from commercial to residential use, and not require a general plan amendment. This can be a major help, especially with State legislation that permits CEQA exemptions with affordability. Cities should mirror State legislation and take it further. The same participant noted Walnut Creek as a good example, as they permit commercially zoned land to be developed with multifamily residential.
- If infill development does not work in corridors then cities should not focus on infill. Cities should focus on the types of development that make sense in particular places.

Question #5 – What can the City do to promote affordable housing?

- The City needs to determine if there is a will or skill issue. If will – need to create connections with community advocacy and development groups. If skill – need to internally identify specific needs and meet them.
- The City needs to take a look at available City-owned properties in the area, and single out what is truly excess land acceptable for housing development. A detailed list with those sites, as well as a NOFA, should be posted to see what developers might be interested in.
- For privately-owned sites affordable housing development is more difficult. Affordable developers cannot pay market rate for land, as it creates major financing issues. Existing excess public land in the region is sufficient to keep them busy. Further, CC&Rs can be difficult to overcome on commercial properties. A lack of expertise in the private brokerage market as it relates to affordable housing is also a major issue.

- The City should incentive mixed-income approaches where the market rate component can help to provide a subsidy or pay for land, and still provide a significant amount of affordable housing. A tax-exempt bond can allow for such mixed-income development.
- With enough market rate and affordable units, developers can rely on density bonus to make land costs pencil out. The City should provide enhanced density bonuses for mixed-income projects.
- The City should be realistic with its RHNA opportunity site list, including site-specific conditions. HCD's realistic capacity requirement has spurred lots of innovation, including in Oak Grove which scores properties based on suitability for different types of funding, SB 35 processing, etc. The City should engage in such a next level feasibility assessment and provide actual real time parcel analysis.
- The City needs to monitor the results of implemented programs, and not just provide funding. The City needs to see how the proposed solutions will translate to existing conditions.

Question #6 – How does San Pablo compare with adjacent or other similar communities where your organization is active, in terms of: Fees and exactions, Development process (length, complexity, convenience), Zoning and development standards, On- and off-site improvement requirements, Other issues?

- Fees in San Pablo are lower compared to neighboring jurisdictions, and this has not been an issue.
- Permit processing is similar in San Pablo and neighboring jurisdictions. Developers are focused on delivery – and the City should assist in making sure projects get entitlements, permits, etc. – this helps all developers, both rental and ownership. San Pablo is not a bad city to work in, but projects can take three to four years to get entitled and start construction. Anything the City can do to prioritize affordable housing projects is welcome.
- Parking can be a major obstacle, as it limits density and reduces the ability of a jurisdiction to meet their RHNA. In affordable developments especially, cities should limit parking to one space per unit. Even at-grade parking can be phenomenally expensive.
- In the region, utilities can be expensive due to PG&E policies.
- In the region, one participant noted difficulties with Contra Costa County regarding stormwater and water delivery on larger projects, although this has not been an issue on smaller projects.
- One participant with an early stage project on Rumrill Boulevard noted that working with the City has been a good experience so far. San Pablo faces the same issues as the rest of the county – a lack of county bond funding for housing, and general lack of funding for affordable housing.
- Cities should provide well-structured and prepared RFPs. Affordable housing developers are inundated with State surplus land or other available land. This provides an opportunity cost question due to limited project management. If the City does the groundwork in the

RFP to explain whether a site is good for development, this makes it more attractive and helps to streamline the development process.

Question #7 – Are there any other constraints or obstacles to building housing in San Pablo?

- Due to time constraints, this question was not asked. Participants were invited to direct further comments to Dyett and Bhatia.

Question #8 – The Housing Element focuses in particular on special needs groups (seniors, youth, large families, single-parents, persons with disabilities, homeless, persons in crisis situations). Which special needs groups have the greatest unmet need in San Pablo? How can their needs be better met?

- A need for senior and youth housing was identified in the region, especially youth aging out of the foster care system and unhoused youth living with their families.
- Large family housing units, including two- and three-bedroom units.
- Single parents is a major needs group, and a representative from the San Pablo Economic Development Center noted that they get frequent inquiries from that needs group.
- One participant noted that at least one special needs unit is provided on each of their projects.

Question #9 – What kinds of programs or services do your clients/target groups take advantage of? Are they well served? Are there other supportive programs/services that would be helpful?

- One participant noted that their organization acted as a landlord and are always looking to expand, as most of their tenants are long-term. They are also a housing counseling agency that prepare people for homeownership.
- One project in San Pablo being developed by a participant is focused on large family housing (two- and three-bedroom units), since a need for such housing was identified in the area. Services to large families include afterschool homework help, meals/snacks, a computer lab, and first-time homebuyer education.
- Education programs should be provided in multiple languages, including Spanish in San Pablo.
- One participant noted that they provide multiple language counseling and help with financial literacy, but do not provide on-site support since their projects are ownership developments rather than rental.

Question #10 – Are there any other ideas or concerns that we have not asked about?

- Due to time constraints, this question was not asked. Participants were invited to direct further comments to Dyett and Bhatia.



Community Survey Report

March 2022

Prepared for the City of San Pablo

Prepared by

DYETT & BHATIA

Urban and Regional Planners



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Executive Summary

In order to gather community input to inform updates to the General Plan and Housing Element, a citywide survey was conducted from December 28, 2021 to February 21, 2022. The Survey provided opportunities for residents, business owners, and people who work or go to school in San Pablo with an opportunity to help identify appropriate locations for housing as needed to satisfy the City's Regional Housing Need Allocation (RHNA) as well as to provide input on key policy topics. To promote survey participation, four “pop-up” outreach events were held at Las Montañas Grocery Store (two events), the San Pablo Senior Center, and the San Pablo Library; the survey was also promoted through the City's project website, email blasts to community members, local newspapers *El Portal* and *The Richmond Standard*, and Facebook. Participants were offered the chance to win one of three \$100 Visa gift cards for participating. In total, 262 people participated and 173 unique responses were collected.

Survey Organization and Content

The survey was organized into three distinct sections. The first section presented a map of seven areas of San Pablo that can potentially accommodate new residential development to satisfy the City's RHNA based on the prevalence of underused and vacant parcels in these areas. Questions probed whether respondents supported housing in these areas, what type of housing they felt would be appropriate, and their vision for future land uses, activities and amenities in each area. An additional question allowed respondents to drop a pin anywhere on the map of San Pablo and write in what they would like to see there. The second section consisted of four questions related to citywide topics surrounding the local economy and businesses, community wellness and services, the look and character of San Pablo, and overall priorities. The third section included demographic questions to understand respondents' age, gender, relationship to San Pablo (i.e. live, work, attend school), and residential neighborhood.

Summary of Key Findings

Housing and Land Use

- Respondents strongly supported adding new, higher density housing in all seven areas with 100 percent of respondents supporting new apartments and townhomes along the Rumrill Boulevard corridor in the southeastern part of the city.
- The Southeast Area (near the Casino and San Pablo Towne Center) received the second-highest support for adding more housing, particularly multifamily housing. Respondents suggested a redesign of San Pablo Towne Center with ground floor retail

and residential above. A number of respondents also envisioned more entertainment-oriented uses in the area, such as a roller rink or amusement park.

- East Area (east of the freeway along San Pablo Dam Road) was also a location where respondents strongly favored adding housing, although the preference is more for townhomes and smaller scale multifamily housing than for apartments and condominiums.
- Interestingly, while the 23rd Street Corridor also received solid support for adding higher density housing, support was noticeably lower than for the other 6 areas. Respondents tended to see the area as primarily commercial in character and 16 percent of respondents did not think that this location was appropriate for new housing, a much higher share than for other focus areas. Comments noted concern for increased traffic, limited parking, and subpar sidewalks. Action will need to be taken to address these concerns in planning to accommodate new higher density housing in this area.
- While write-in comments indicated the need for denser housing, the Giant Road North area received the most support for single-family housing. Respondents also felt the area could benefit from improved public transit, entertainment options (pool, amusement park) and parks.
- Across all seven areas, respondents envisioned pedestrian-friendly communities where stores and services are within walking distance of homes.
- 19th Street and Miner Ave was identified as another site for adding multifamily housing

Citywide Policy Priorities

- Housing affordability is the most pressing concern across all respondents and many respondents underscored that all new housing that is developed must include units affordable to working class residents. Several respondents emphasized the need to provide services for the unhoused in the write-in comments.
- Respondents would like to see more parks, recreation, and entertainment options, including more libraries, parks, public plazas, roller rinks, amusement parks. Spanish language responses repeatedly highlighted the need for new parks and pedestrian pathways, signaling that these respondents value this type of amenity even more highly than English speaking respondents.
- A recurring theme in the write-in comments has to do with interest in improving public safety and security. This involves several different facets, with residents recommending a variety of potential solutions:
 - Installing streetlights to heighten sense of security, particularly on Broadway and El Portal;
 - Adding housing in employment-oriented areas as a way of enhancing levels of activity and promoting vitality throughout the day to increase sense of security;
 - Installing traffic control measures, stop signs, crosswalks, signage, and other interventions that improve walkability and bikeability in the area and slow traffic. Road 20 was often cited as a corridor in need of traffic calming;
 - Some respondents expressed interest in increased security without an increased police presence.
- Respondents signaled the need for transportation safety improvements throughout the city to improve mobility and increase sense of safety, including fixing potholes,

installing four-way stop signs and traffic lights, widening sidewalks and adding protected bike lanes were of paramount concern across the community.

- Many respondents emphasized the importance of reliable transit connections to central areas of San Pablo and to the BART, recognizing the need to couple new housing development with strategies to promote frequent, reliable bus services. Interestingly, non-resident respondents place a higher priority on transit than residents and overall younger respondents valued transit more highly than middle-aged respondents.
- More parks and trees are desired throughout the City, as well as improvements to Davis Park. The need for urban greening was emphasized particularly in the Rumrill Corridor and San Pablo Avenue North areas.
- Increasing the number of well-paid jobs, home ownership opportunities, and job training opportunities in the City were among top local economy and business concerns. Results indicate that while important, respondents tended to rank this as slightly lower priority than housing and safety concerns.
- Residents consistently emphasized community wellness and services concerns, particularly the need for childcare, community services, and cleaner air and water. Numerous respondents cited the need for local health clinics and/or a hospital.
- Code enforcement and litter clean-up was also emphasized consistently in responses, linked to San Pablo's look and character.
- Incorporating taller buildings and a mix of uses was more of a priority for non-residents. Write-in responses noted that taller buildings might change the character of the City, highlighting the importance of neighborhood preservation and anti-gentrification measures should the City adopt a modern, mixed-use design appealing to potential new residents.

Overview and Objectives

PROJECT OVERVIEW

The San Pablo Targeted General Plan Update project involves a tune up of several 2030 General Plan Elements (including land use, safety, and environmental justice), a comprehensive update to the Housing Element to accommodate the City's share of the 2023-31 Regional Housing Needs Assessment (RHNA), and preparation of a Corridor Plan for Rumrill Boulevard. Key project objectives include stimulating housing production, including higher density infill development, “missing middle” housing options, and accessory dwelling units (ADUs) in single-family areas, and addressing emerging trends and new State law. Community engagement is an integral part of the planning process and the City recognizes that it is essential to ensure that residents, businesses, and other community members have ample opportunities to provide input through a variety of media and venues so that the resulting strategies reflect community values and priorities. In addition to this online survey, other outreach efforts include pop-up events, listening sessions, stakeholder interviews, community workshops, and meetings with the Planning Commission and City Council.

ONLINE COMMUNITY SURVEY

An online, interactive map-based community survey was undertaken from December 28, 2021 through February 21, 2022, focused on identifying community priorities regarding the major components of the Targeted General Plan Update—housing, land use, safety, and environmental justice—for San Pablo. The results will inform updates to the General Plan Land Use Map, the Housing Opportunity Sites Map in the Housing Element, and general policy direction. The survey was open to residents, business owners, and people who work or study in San Pablo. The survey was accessible from the project page of the City's website and promoted through email blasts to community members, publicity in *El Portal*, *The Richmond Standard*, and Facebook as well as at four “pop-up” outreach events in San Pablo. The survey included map-based questions focusing on seven areas in San Pablo with redevelopment potential, priority ranking questions for a series of community-wide topics, and open-ended questions that encouraged participants to communicate other priorities if not listed. This report summarizes the analysis and findings from the survey. The survey was not a scientific survey; therefore, conclusions and findings are not based on standards typically followed in a scientific survey. The analysis and findings are meant to serve as a reference for City staff and decision-makers in formulating recommendations to guide future development and identify key policies for the General Plan and Housing Element Update.

The survey, conducted through the online, map-based survey service Maptionnaire, was accessed by 262 participants, yielding 173 unique responses. It was available in Spanish and English. A total of 13 respondents took the survey in Spanish, while the other 160 took the survey in English. Respondents were asked to provide some basic demographic details, which included age, gender, whether they rent; own; work; or attend school in San Pablo, and which neighborhood they live/work/attend school in. This report makes use of these details to help characterize nuances in the information received.

Analysis of Survey Responses

DEMOGRAPHICS

As shown in Figure 3-1, below, 67 percent of respondents were between 18 and 64 years old, and nearly half were 25-44. This reflects the age distribution of the City, in which 65 percent of residents are 18-64 years old.

More respondents identified as female (55 percent) than male (26 percent), while 18 percent did not specify a gender (Figure 2). There is approximately equal distribution of males and females living in the City, which means males were underrepresented in the survey sample.

Figure 1: “What is your age?”

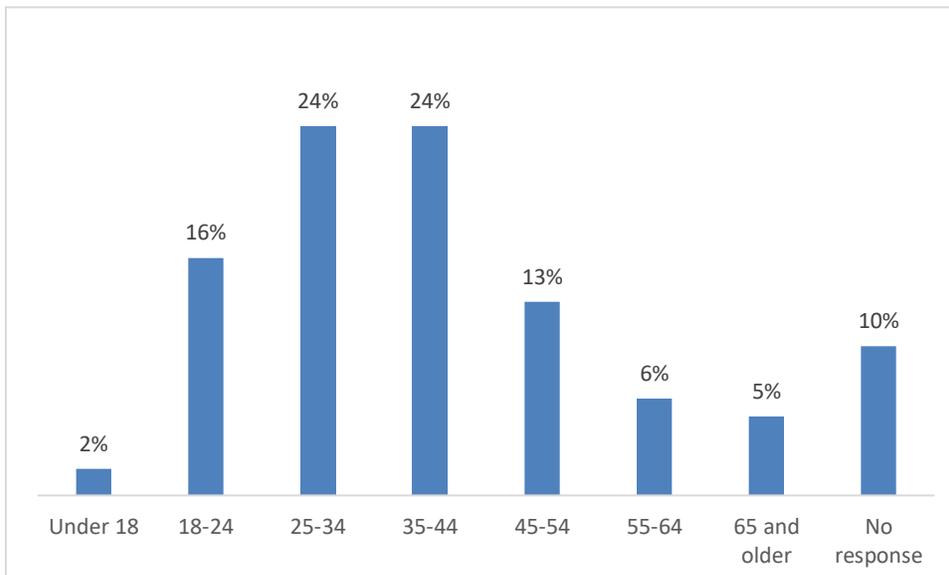
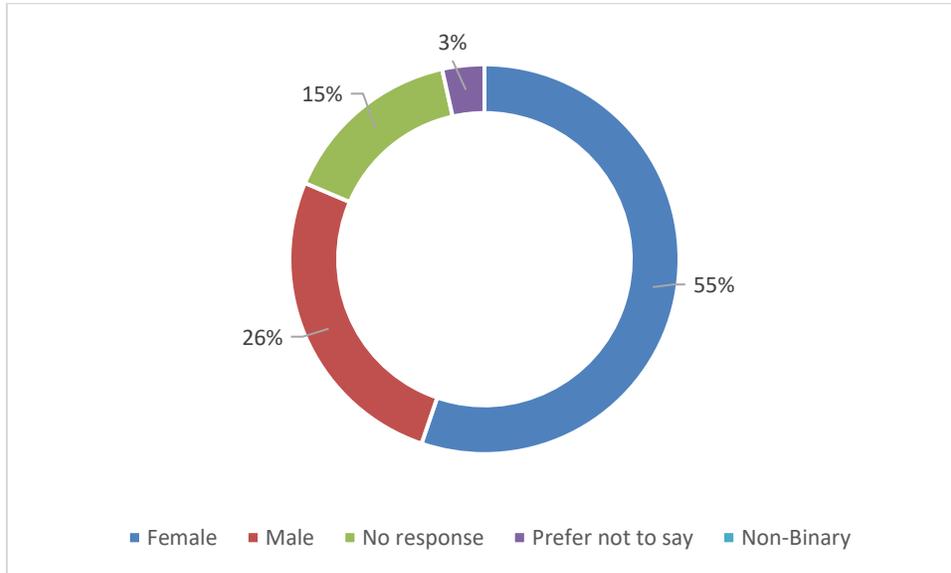
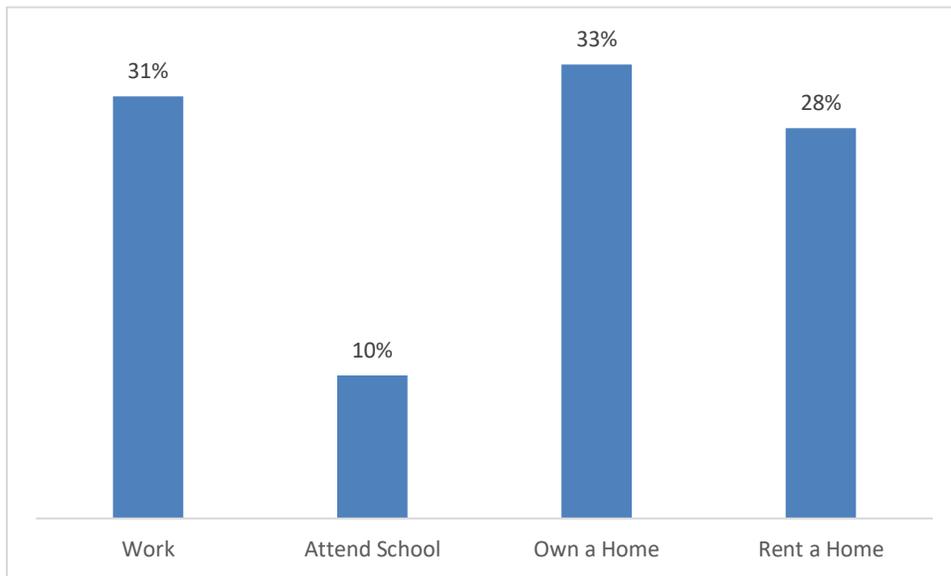


Figure 2: “What gender do you identify as?”



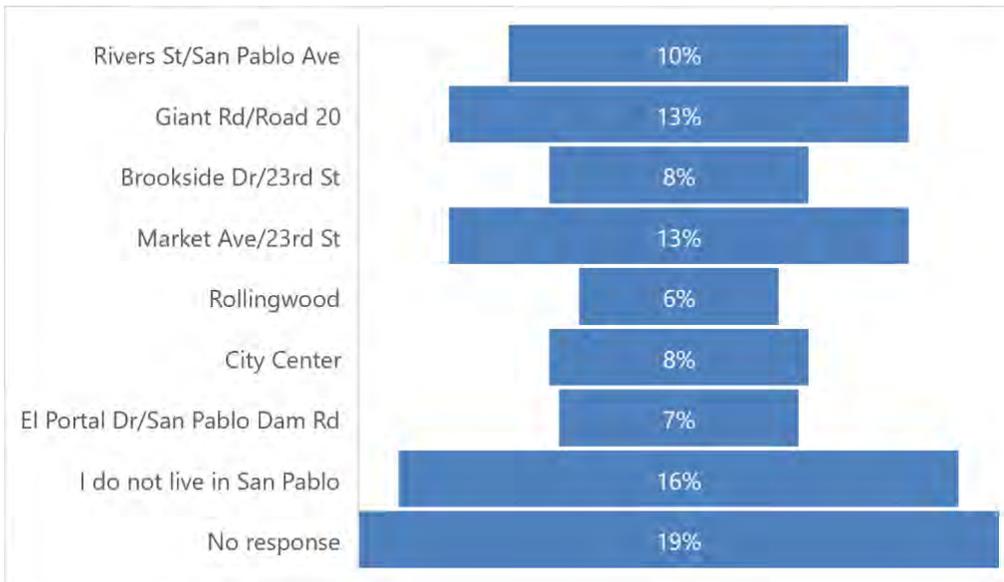
Respondents were asked to indicate whether they work, attend school, own a home, or rent a home in San Pablo. They were instructed to choose as many descriptors as applicable, so the total adds to slightly more than 100 percent. A third of the respondents own a home, and 28 percent rent. While the percentage of respondent who own closely reflects the percentage of owner-occupied units in San Pablo (38.1 percent), renters may be underrepresented in the survey sample. Nearly one third of the respondents work in San Pablo. (Figure 3)

Figure 3: “Do you work/attend school/own a home/rent a home in San Pablo?”



Finally, respondents were asked to select which neighborhood they live in. The largest response category was no response at all (19 percent), followed by “I do not live in San Pablo” at 16 percent. Of the participants who do live in San Pablo, the results indicate a fairly even geographic distribution of responses across the City. (Figure 4).

Figure 4: “Which neighborhood do you live in?”



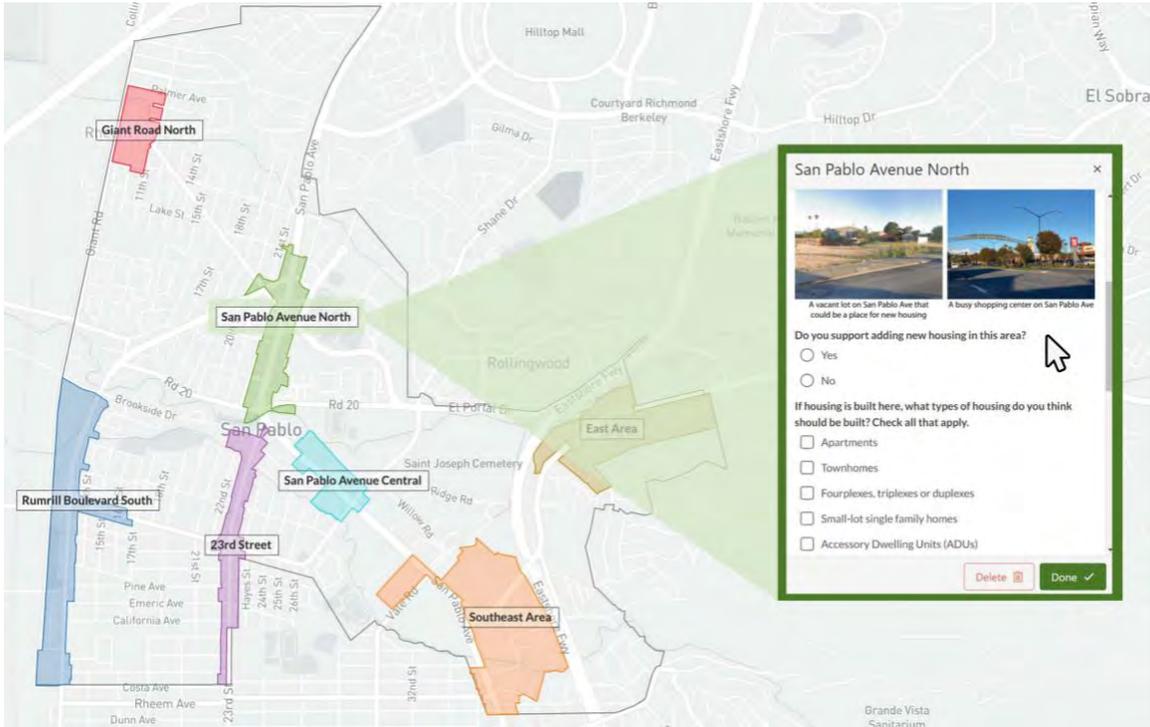
HOUSING AND LAND USE

San Pablo’s Sixth Cycle RHNA is 746 units, but the sites identified in the 2015-2023 Housing Sites Inventory can only support 265 more units, thus requiring the City to identify new sites for at least 481 units. As a largely built out city with established single-family neighborhoods, San Pablo has relatively little vacant land available and redevelopment of existing areas will be needed to accommodate RHNA, particularly higher density rental housing which is more likely to be affordable to lower income households. Seven areas with clusters of underused properties (capable of being developed at a higher density/intensity) and vacant parcels, some of which are currently not zoned for residential uses but could be rezoned, were identified as possible sites to fulfill State RHNA requirements. Descriptions of each area can be found within the full survey text in the Appendix. Respondents were asked to weigh in on whether they supported housing in these seven areas, what types of housing would be most appropriate if so, and their vision for the area/what uses, activities or amenities they might like to see there (such as a community center or park).

An interactive map with the seven areas outlined and shaded was presented to respondents in the survey. When a shaded area on the map was clicked, a pop-up window appeared with the questions listed above. Images and descriptions of each area were provided, as well as

images of each type of housing. Figure 5 features a question pop-up window from one of the areas.

Figure 5: Example Map-Based Question



Each area-specific question set received 31-42 responses. Residents supported housing in all areas and overwhelmingly in Rumrill Boulevard South. The Southeast Area was the second most supported area for new housing at 91 percent. (Figure 6)

Figure 6: Percent of Respondents Supporting New Housing in the Seven Areas

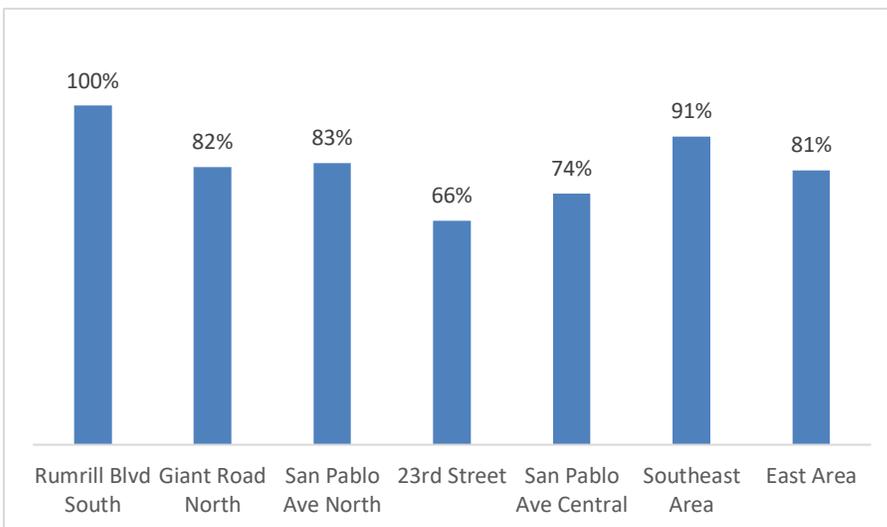
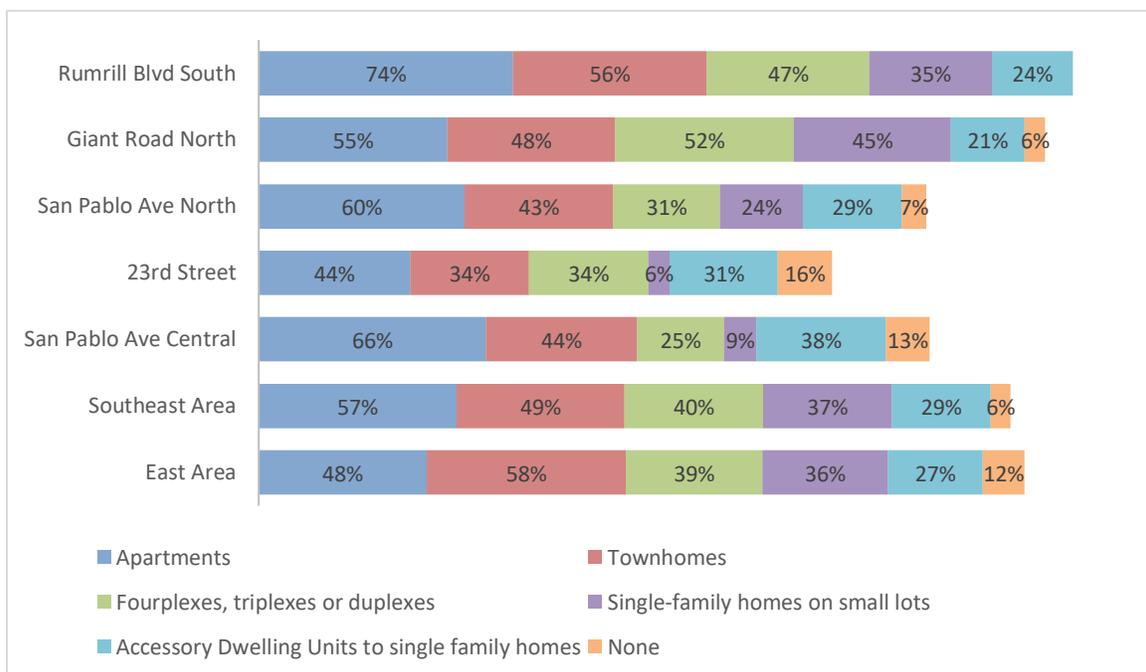


Figure 7 breaks down respondents’ support for different housing types for each area. Across all areas, there was a preference for multifamily housing, whether apartments, townhomes, or fourplexes/triplexes/duplexes. Support for higher density, multifamily housing in each area was echoed in the write-in comments. Totals add up to more than 100 percent as respondents were allowed to select as many housing types as they wanted. Respondents’ housing type preferences and visions for each area are described below. Many respondents who had skipped the area-specific questions wrote about these seven areas in the drop-a-pin question (to be described next); all drop-a-pin comments relevant to the seven areas are included in the area descriptions below.

Figure 7: Housing Types That Should Be Built in Each Area



Rumrill Boulevard South received a lot of support for higher density housing, particularly apartments. Housing support was echoed in the drop-a-pin comments. Many respondents felt this area needed to be “cleaned up” first, with litter removal and roadway (including pothole) repair. Respondents also noted that they would like to see parks, gardens, and more trees here. Other respondents envisioned a basketball court and a library.

Giant Road North had almost equal support for all housing types, except Accessory Dwelling Units (ADUs); of all areas, this one had the most support for small-lot single family homes. However, all write-in comments regarding housing specified a need for high-density, particularly affordable, housing. Respondents called for public transit improvements to this area and envisioned entertainment and community venues (football stadium, theme park, pool, dog park).

San Pablo Avenue North received a lot of support for higher density housing, especially apartments. Some respondents noted that student and/or teacher housing would also make sense here. Respondents called for more trees and parks here, suggesting art and music-centric parks. Respondents noted that biking on this road is unsafe and that it needs a protected bike lane. One respondent said that this area could use a redesign to make it look more like a downtown.

23rd Street received the least support of all areas for any type of housing, particularly small-lot single-family housing (six percent); respondents most preferred apartments. Respondents were concerned that adding housing to 23rd Street would increase already heavy vehicle traffic and demand for parking spots. Many comments suggested the need for a complete streets approach with better curbside management (deliveries interfere with parking), wider sidewalks, and protected bike lanes. Respondents also noted that the area could benefit from a better selection of businesses, such as coffee shops and coworking spaces.

San Pablo Avenue Central received a lot of support for higher-density housing, with apartments as the most preferred option; the area received very little support for small-lot single family homes. Write-in comments suggested mixed-use residential with ground-floor retail. A few respondents suggested repurposing City buildings into parks, housing or businesses. Respondents also called for more retail and restaurants and noted that wider sidewalks and protected bike lanes might make the neighborhood more pleasant as it currently has a lot of vehicle traffic.

The **Southeast Area** received more support for multifamily housing types than single-family housing, with the most support for apartments. This area additionally received a lot of write-in support for housing, particularly affordable, as well as entertainment and social venues such as amusement parks, roller rinks, and parks geared towards youth. Respondents emphasized the need for litter cleanup, roadway redesign at the major intersections, and suggested remodeling San Pablo Towne Center into a more modern mixed-use housing and retail destination. One respondent also noted that an emergency room is needed in the area.

The **East Area** had a similar housing preference profile as the Southeast Area, but with the strongest support for townhomes. Write-in comments suggested higher density housing, noting the area would be ideal for high-density, mixed-use housing with retail. Recreational fields and a theater were also suggested. Respondents also noted the need for sidewalks in this area as San Pablo Dam Road is currently missing sidewalks on both sides.

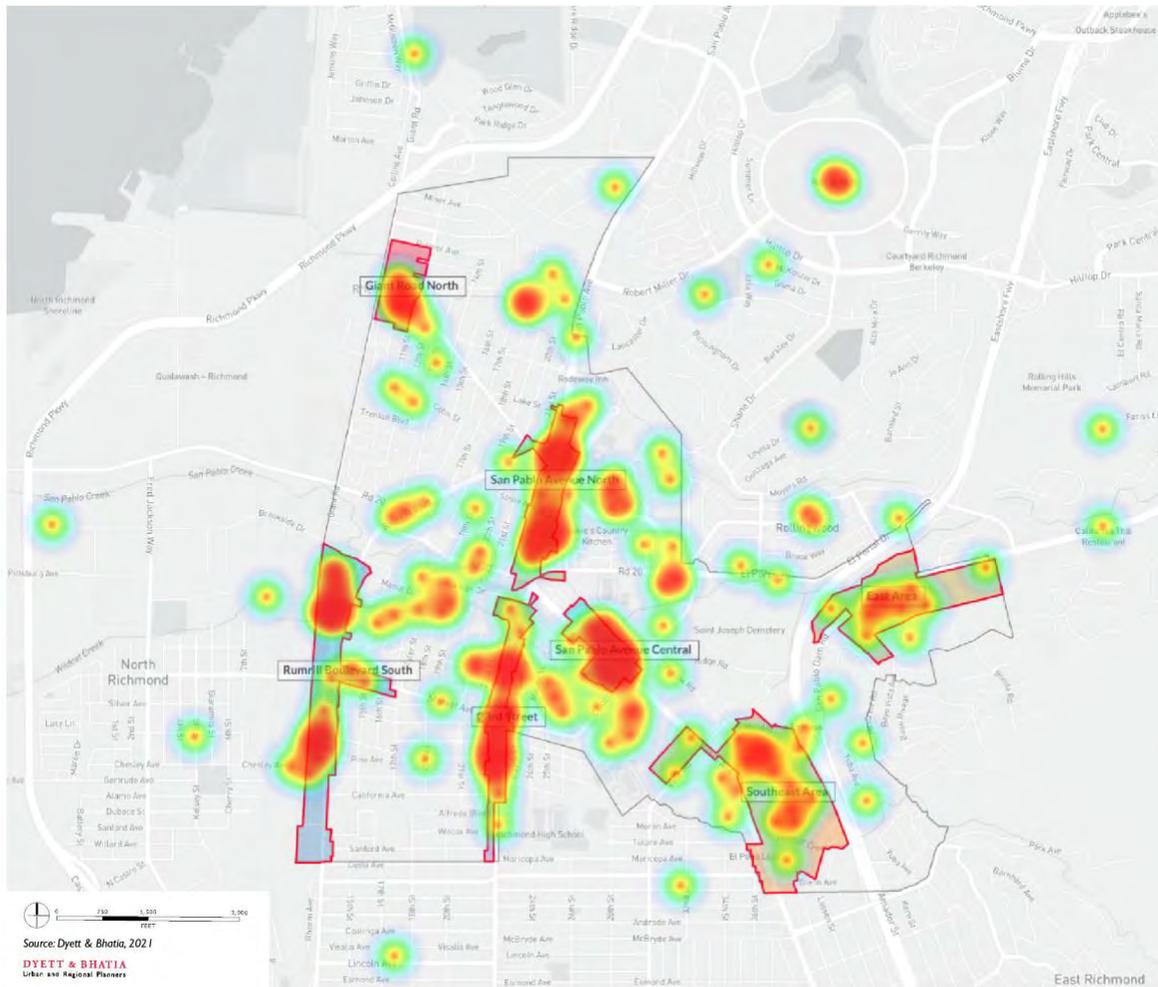
Across **all** areas, respondents envisioned more stores, parks, and other amenities within walking distance of residences, and safer roads with bike lanes and wider sidewalks. All housing comments were in favor of increasing residential density and providing affordable units; only two write-in comments (one for the Southeast Area and one for the East Area) called for more single-family housing. The full set of responses can be found in the Appendix.

Vision for Other Areas

Respondents were prompted to drop a pin on a map and note changes they would like to see there. One-hundred twenty-three respondents dropped 183 pins. A list of coordinates with write-in responses for what people would like to see is included in the Appendix. Not all respondents who dropped pins noted what they would like to see. Figure 8 is a heat map showing where pins were dropped, with the large red centers being the most popular locations for pin drops. Most comments pertained to the seven areas above and drop-a-pin comments were included in the above summaries, but comments for other popular areas are summarized by topic below.

- Housing
 - Build apartments on the site of the vacant lot at 19th Street and Miner Ave (east of the Giant Road North area)
- Parks
 - Build a park for families east of the San Pablo Avenue North area (on the Contra Costa College campus)
 - Build a park for children (Rollingwood)
 - Clean up litter, install a fountain, and provide services for the unhoused at Davis Park
- Roadway Improvements
 - Install a four-way stop sign at the Road 20/El Portal Drive intersection
- Economy
 - Improve the Hilltop Mall (outside of City limits) or convert it to a tech center or multi-family housing

Figure 8: Locations Where Respondents Would Like to See Changes



CITYWIDE POLICY PRIORITIES

Question 1: Tell us about your priorities for the local economy and businesses. Use the slider to show how important each statement is to you. I would like to see ...

Respondents were presented with a list of potential priorities, each with a slider that respondents moved to indicate where the priorities fell on a spectrum from lowest importance (1) to highest importance (5). Respondents did not need to prioritize statements relative to each other; in other words, all statements could be ranked of highest importance. There was also a space for participants to write in any other priorities for the local economy and businesses.

Figure 9 shows the average importance ranking for each statement. All topics were ranked with high importance. While not all write-in comments pertained to the local economy and

businesses, respondents mentioned the importance of maintaining inviting storefronts and tidy (litter-free) streets/sidewalks around businesses. Other comments highlighted the importance for home ownership opportunities for the working class.

Responses to this question were further analyzed with regard to age and whether the respondent lived in San Pablo. The 35-44 year-old demographic ranked “more frequent transit service to my job/school” as a lower priority than all other age groups, with an average score of 3.47 while the other age groups’ average priority scores were all in the high range (>4.0), perhaps implying that more respondents in this demographic have access to a car than the older and younger adult demographics. This same statement was a source of difference between San Pablo residents versus non-residents, with non-residents putting greater importance on transit service, which suggests that these respondents may commute into the City via public transit for work or school, or would be more likely to if service were more frequent (Figure 10).

Figure 9: Ranking of Local Economy and Business Priorities (All Respondents)

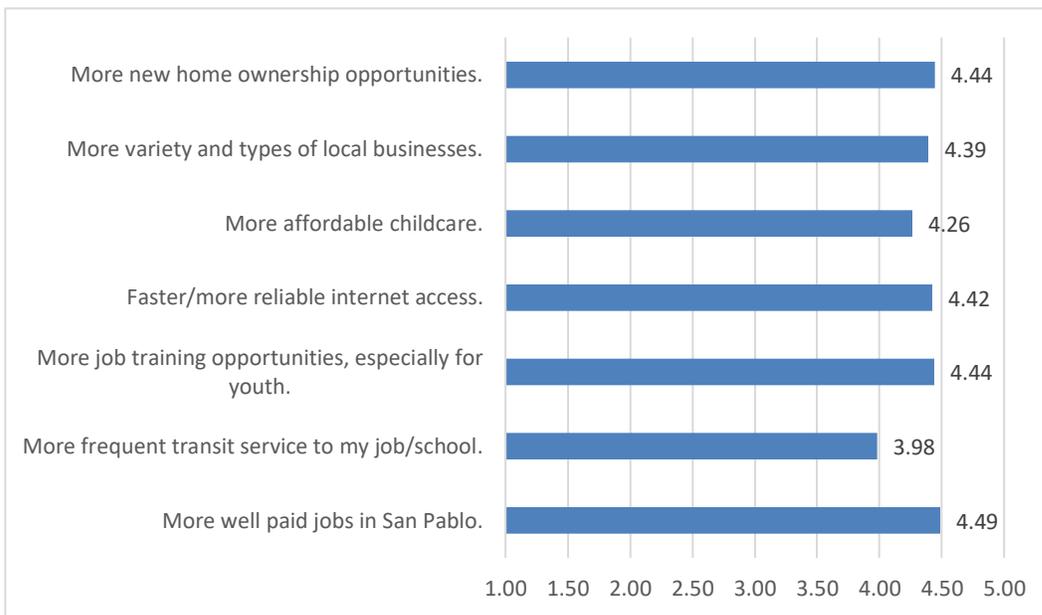
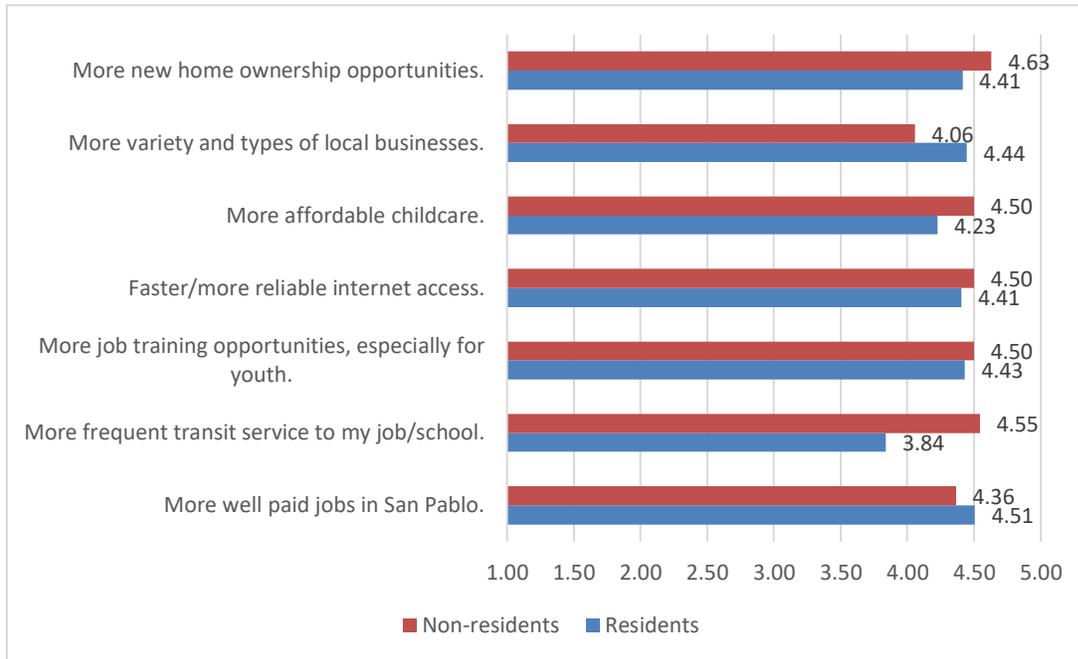


Figure 10: Ranking of Local Economy and Business Priorities by Residency

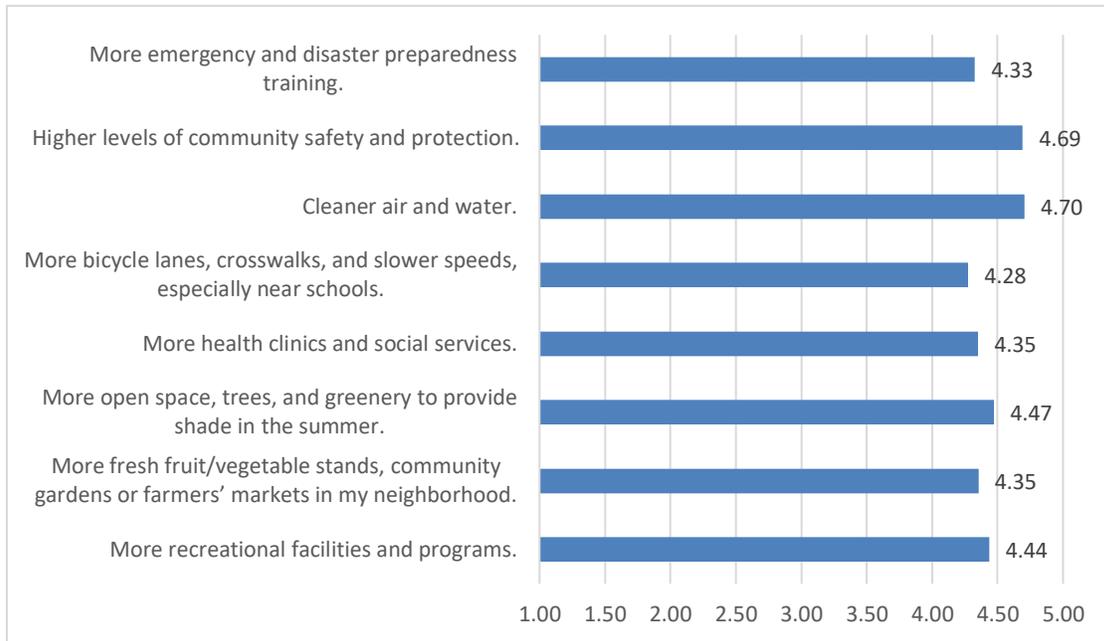


Question 2: Tell us about your priorities for community wellness and services. Use the slider to show how important each concern is to you. I would like ...

While all statements were ranked with high importance, the two highest-ranked were “higher levels of community safety and protection”, and “cleaner air and water” (Figure 11). Additional priorities to consider from the write-in comments included more services for the unhoused population, offering courses in first aid/accident prevention in schools, and expanding sidewalks and trail networks (and making trails safer) to increase walking and bicycling. Opinions are mixed in terms of how to address public safety (particularly whether police should be involved).

Responses to this question were further analyzed with regard to age and whether the respondent lived in San Pablo. All age groups and residents and non-residents alike ranked all statements with high priority (>4.0).

Figure 11: Ranking of Community Wellness and Services Priorities (All Respondents)



Question 3: Tell us about your priorities for the look and character of San Pablo? Use the slider to show how important each concern is to you. I would like ...

As shown in Figure 12, respondents ranked all statements with medium to high importance. “Less litter, graffiti and overgrown weeds”, “More walkable areas in San Pablo that you can get to easily from home, work or school” and “Improved streets with wider sidewalks, benches, trees, and bicycle lanes” were all very highly ranked. Write-in comments underscored the need for both clean-up of litter and illegal dumping and increased pedestrian safety. “Taller buildings with a mix of housing, offices, shops and neighborhood services along major streets” was ranked lowest of the statements, at a level of medium importance. Write-in responses noted that taller buildings might change the character of the City, highlighting the importance of considering neighborhood preservation and anti-gentrification measures should the City adopt a modern, mixed-use design.

Also emphasized in the write-in comments were concerns about public safety and the unhoused population. While public safety was addressed in the previous question, this underscores its importance as a policy issue. None of the Citywide Policy questions inquired about the unhoused population; its salience in the write-in responses emphasizes the importance of this issue.

Responses to this question were further analyzed with regard to age and whether the respondent lived in San Pablo. Figure 13 shows the differences in rankings based on age. Those aged 55 and older ranked “taller buildings with a mix of housing, offices, shops and neighborhood services along major streets” much lower than the rest of the age groups.

This might suggest older respondents are more interested in retaining the existing character of the City than seeing the City grow and change. The youngest demographic put less importance on cleaning up litter and increasing the number of employment-oriented buildings than the other groups, but greater importance on pedestrian and bicycle improvements. This suggests the younger demographic might be more likely to walk or bike for transportation than older respondents.

When examining preferences by residency, non-residents (average score: 4.21) assigned much greater importance than residents (average score: 3.22) on including taller buildings and mixed-use neighborhoods in the City. This might mean that non-residents are less concerned with retaining the City’s character and more interested in seeing the City expand. Perhaps these changes would encourage respondents currently commuting to San Pablo for work or school to relocate to the City. (Figure 14)

Figure 12: Priority Ranking for San Pablo’s Look and Character (All Respondents)

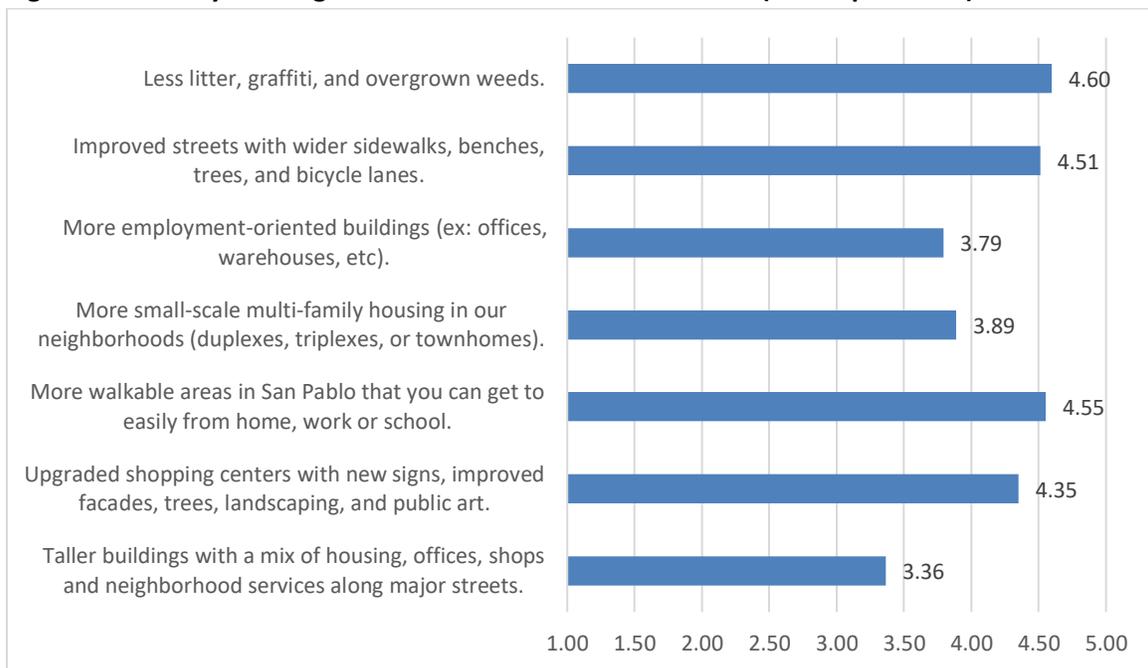


Figure 13: Priority Ranking for San Pablo’s Look and Character by Respondent Age

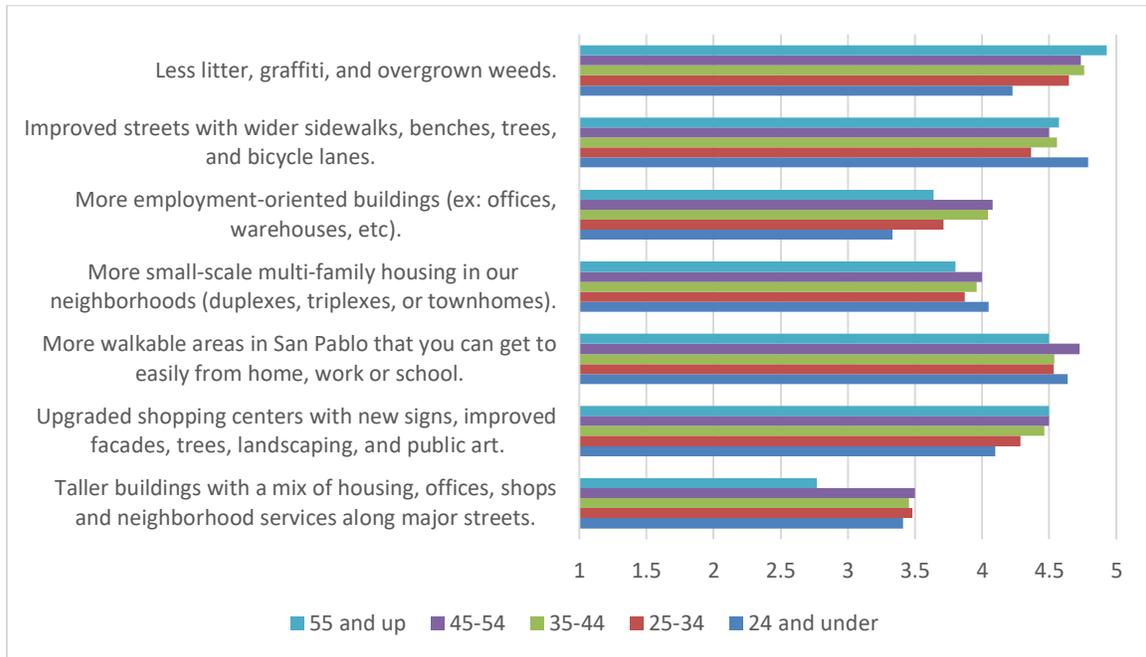
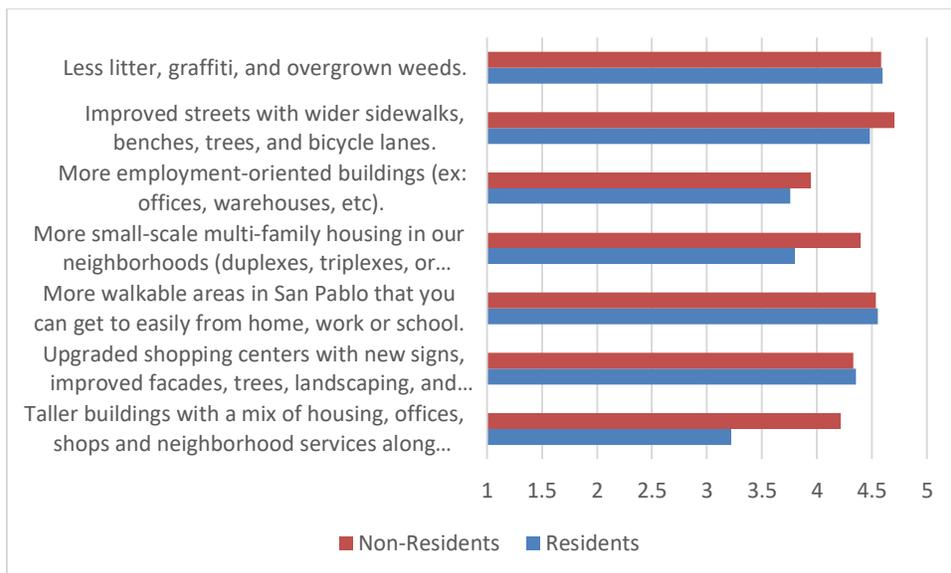


Figure 14: Priority Ranking for San Pablo’s Look and Character by Residency



Question 4: What are the top 3 priorities you think the City should focus on in the next 10 years?

Here respondents wrote in their top priorities. A word cloud generator was used to visualize common priorities across respondents in addition to a frequency counter to assess the frequency of phrases missed by the word cloud generator. Affordable housing was the most common concern as a first priority, mentioned in nearly a quarter of all responses (Figure 15). Affordable housing came up again as a common second priority, along with improved sidewalks (Figure 16). As a third priority, affordable housing and better access to stores were tied for most common; increased job opportunities and training was also common concern (Figure 17). The full set of responses can be found in the Appendix.

Figure 15: First Priority



Appendix: Survey Questions

Descriptions of Seven Focus Areas

Rumrill Boulevard South: This area includes Rumrill Boulevard from Wildcat Creek to Costa Avenue, and part of Market Avenue. The area has a mix of industrial properties, auto-related uses, churches, restaurants, and commercial services together with single-family and multifamily housing. The Rumrill Sports Complex is a popular destination here. AC Transit buses run on Rumrill, providing connections to the Richmond BART station and Ferry Terminal. There are several vacant and underused properties along the corridor, including a number of large parcels on the west side of the street.

Giant Road North: This area includes Giant Road from Palmer Avenue to just north of Lake Street. It is bounded by the railroad/city limits on the west and 11th Street on the east. It is mostly industrial but includes a small single-family residential area and some multifamily housing west of 11th Street. AC Transit buses run along 11th Street, providing connections to the Richmond BART Station and Contra Costa College.

San Pablo Avenue North: This area includes San Pablo Avenue from Lake Street to Road 20. It is bounded by Contra Costa College on the east and 22nd Street on the west, and includes part of Broadway Avenue. The area is mostly commercial services (for example: restaurants, grocery stores, and pharmacies) with a small amount of single- and multifamily housing. The College Center shopping mall is a main landmark. The area is served by multiple AC Transit routes that connect to the Richmond BART and Richmond Ferry Terminal. There are vacant and underused parcels throughout the area, primarily along San Pablo Avenue.

23rd Street: This area includes 23rd Street from Brookside Drive to the City of San Pablo boundary at Costa Avenue. This area is mostly commercial (for example: restaurants, retail and auto services) with some churches, offices, and single- and multifamily housing. Richmond High School is adjacent to the area on 23rd Street. This area is served by AC Transit buses on 23rd Street and Market Avenue that connect to the Richmond BART and Richmond Ferry Terminal. There are some vacant and underused parcels throughout on 23rd Street.

San Pablo Avenue Central: This area is located on San Pablo Avenue from Road 20 to Church Lane. It includes the San Pablo Police Department and a variety of commercial services and offices. There is also a small mobile home community. This area is served by AC Transit buses that connect to the El Cerrito del Norte BART station and San Francisco. There are a few underused parcels on San Pablo Avenue.

Southeast Area: This area includes San Pablo Dam Road between I-80 and San Pablo Avenue. This area is mostly commercial and includes the San Pablo Towne Center shopping plaza. It also includes single- and multifamily housing, gas stations, and churches. This area is served by AC Transit buses that connect it to the Richmond and El Cerrito del Norte BART stations as well as San Francisco. Most of the area is comprised of large, underused parcels, plus a few vacant parcels.

East Area: This area includes San Pablo Dam Road between Morrow Drive and El Portal Drive. It is mostly commercial, including the Princeton Plaza shopping center, but also features open space, industrial uses, a gas station, and some single- and multifamily housing. This area is served by AC Transit bus lines that connect to the Richmond and El Cerrito del Norte BART stations and San Francisco. The area includes both vacant and underused parcels.

HOUSING AND LAND USE QUESTIONS

1 Do you support adding new housing in this area?

- Yes
- No

2. If housing is built here, what types of housing do you think should be built? Check all that apply.

- Apartments
- Townhomes
- Fourplexes, triplexes or duplexes
- Single family homes on small lots
- Accessory Dwelling Units (ADUs) to single family homes
- None

3. Describe your vision for the future of this area. What else would you like to see here? For example: *"This area should have a mix of housing and shops, with a plaza for socializing and listening to live music."* Or *"I'd like to see a crosswalk and street trees added on Rumrill."* Or *"I'd like a park and community center here."*

4. Outside of the 7 colored areas on the map, are there other locations where you'd like to see changes? Place a pin on the map to show where and describe what you'd like to see there.

CITYWIDE QUESTIONS

1. Tell us about your priorities for the **local economy and businesses**. Use the slider to show how important each statement is to you. I would like to see

- More well paid jobs in San Pablo.
- More frequent transit service to my job/school.
- More job training opportunities, especially for youth.
- Faster/more reliable internet access.
- More affordable childcare.
- More variety and types of local businesses.
- More new home ownership opportunities
- Other: _____ (fill in blanks)

2. Tell us about your priorities for **community wellness and services**. Use the slider to show how important each concern is to you. I would like

- More recreational facilities and programs.
- More fresh fruit/vegetable stands, community gardens or farmers' markets in my neighborhood.
- More open space, trees, and greenery to provide shade in the summer.
- More health clinics and social services.
- More bicycle lanes, crosswalks, and slower speeds, especially near schools.
- Cleaner air and water.
- Higher levels of community safety and protection.
- More emergency and disaster preparedness training.
- Other: _____

3. Tell us about your priorities for the look and character of San Pablo. Use the slider to show how important each concern is to you. I would like

- Taller buildings with a mix of housing, offices, shops and neighborhood services along major streets
- Upgraded shopping centers with new signs, improved facades, trees, landscaping, and public art

- More walkable areas in San Pablo that you can get to easily from home, work or school
- More small-scale multi-family housing in our neighborhoods (duplexes, triplexes, or townhomes)
- More employment-oriented buildings (ex: offices, warehouses, etc).
- Improved streets with wider sidewalks, benches, trees, and bicycle lanes
- Less litter, graffiti, and overgrown weeds.
- Other: _____

4. What are the **top 3 priorities** you think the City should focus on in the next 10 years (for example: improved sidewalks, more affordable housing, better access to stores)?

First Priority

Second Priority

Third Priority

TELL US ABOUT YOURSELF

What is your age?

- Under 18
- 18-24
- 25-34
- 35-44
- 45-54
- 55-64
- 65 and older

What gender do you identify as?

- Female
- Male
- Non-binary
- Prefer not to say

Do you _____ in San Pablo? Check all that apply.

- Work
- Attend school
- Rent a home
- Own a home

Which neighborhood do you live/work/go to school in?

- Rivers St/San Pablo Ave
- Giant Rd/Road 20
- Brookside Dr/23rd St
- Market Ave/23rd St
- Rollingwood
- City Center
- El Portal Drive/San Pablo Dam Road
- I do not live/work/go to school in San Pablo.

Appendix: Open-Ended Responses

HOUSING AND LAND USE

Describe your vision for the future of this area. What else would you like to see here?

Rumrill Boulevard South

1. Bike lanes!

2. Apartments would go well in this area. I cannot see single family homes or other structures here. Lots of industrial and small businesses going through Rumrill.

3. This area just needs a lot of work. It would be nice to see some grocery stores in this area.

4. Another library, more greenery

5. More high-density affordable housing with robust public transit to the denser parts of the city

6. This area seems like a good place for apartments since it has shops and public transportation close by.

7. Mix of housing, shops and parks that encourage a sense of community. Like it if things are accessible by foot and bike.

8. I'd like to see the trailer park changed to low-income housing with a child safe play area.

9. This area is unpleasant to be in both due to a dirty environment as well as excessively large roads and heavy vehicle traffic. Cleaning up litter would be beneficial, as well as reducing the size of roads to make more room for pedestrian traffic and protected bike lanes. This will reduce travel time by giving viable alternatives to driving, thus reducing traffic on the road.

10. I live on 14 & Sutter, and would love to see more stores around here, more housing available, clean streets and better roads as well.

11. Cleaner store fronts.

12. Build a retirement home

13. Take advantage of large vacant lots and plan for multi-unit dwellings.

Giant Road North

1. There is a definite need for low-income housing in the area. I don't think town homes would be viable. Our community's incomes need to be a strong incentive for

- lower cost housing.
-
2. This area should have affordable housing, healthy stores, gas stations, and restaurants.

 3. Area is a bit affected by the loud train which i think might keep people from living there. I think using the area for employment with quality jobs is important, as many of the older Spanish-speaking immigrants in the area go all the way to SF to have decent wage jobs and generous benefits given limited education and the language barrier. More frequent bus routes to BART. More lights in the streets on Broadway Ave please! I have to use a flashlight to take a night stroll in the winter.

 4. apartments or townhouses would be good

 5. More high-density affordable housing with robust public transit to the denser parts of the city

 6. This area looks like it needs more housing, so it looks more inviting

 7. Would be nice to see housing, a park and grocery available within walking distance. Close to elementary school so could be geared towards families.

 8. Dog park, and community center, pool

 9. The roads in this area are in disrepair and in desperate need of repaving. Sidewalks and protected bike lanes are necessary in this area to reduce car traffic and make it more accessible to those who cannot afford cars.

 10. Parque y vía para caminar

 11. Wanted to build a football stadium

 12. Build a theme park

 13. Mixture of houses and shops and small restaurants

San Pablo Avenue North

1. This area needs a lot of fixtures, first of all and importantly a stop sign on intersection Broadway avenue and 19th street. Cars drive by doing 50 mph on a 25 mph. My sister almost got ruined over 2 years ago because some imbecile driver was going 45 mph (and do not get me started on how many car accidents happen on that intersection) that's why a stop sign is very important. Also this area needs more light posts. Specially on El Portal Dr by Contra Costa College.

2. We need to have a mix of housing but also include walkable neighborhoods to grocery stores, drug stores and other neighborhood serving amenities.

3. Protected bike lanes and bus lanes

4. This area also needs more grocery stores and restaurants.

5. Make the plaza a but more pedestrian friendly, maybe a park or playground in the middle or something. I miss having the library closer but the new one is gorgeous so I'm not complaining. Protected bike lanes. A BART station here would be crazy amazing but not sure how feasible that is. But it might reduce the reliance on cars for younger people who like to go to say Berkeley or Oakland every now and then. More greenery!

6. This area should be used as commercial space due to the lack of parking, highly transited area and lack of pedestrian signage.

7. I want to see apartment for affordable housing
8. I'd like to see more high-density urban areas where shops and public areas (libraries, parks, etc.) are within walking distance of residences
9. This area seems like a good area for apartments because of all the shops close by.
10. This area could definitely use a face-lift. I feel like because it is close to CCC and some shopping there is potential for housing and new shops. Would really love to see the defunct buildings and vacant lots cleaned up. Close to hilltop mall if they ever redevelop that area.
11. Student housing especially for single parents or people on track to enter service jobs like teaching or nursing.
12. Heavy vehicle traffic makes this area unpleasant to be in outside of a car. Central roads should be smaller and lined with larger sidewalks and protected bike paths. This would make the area more livable, as well as getting more people around faster by making walking and cycling a viable alternative to driving, thus reducing car traffic on the road.
13. I hope to see a music park with modern art atmosphere
14. I want to build a library
15. Build a theme park
16. Multi-unit buildings would be great for this area as transportation runs on 23rd St and the proximity to the shopping plaza allows people without cars to buy necessities without additional burden.

23rd Street

1. Bike lanes!
2. Protected bike lanes.
3. It is far too busy for housing. Parking would be horrible and inaccessible.
4. I'd like to see more high-density urban areas where shops and public areas (libraries, parks, etc.) are within walking distance of residences
5. I don't think more housing is appropriate for this specific area because of the high school.
6. I wonder if adding housing here may increase traffic to much.
7. This area is unpleasant to be in both due to a dirty environment as well as excessively large roads and heavy vehicle traffic. Cleaning up litter would be beneficial, as well as reducing the size of roads to make more room for pedestrian traffic and protected bike lanes. This will reduce travel time by giving viable alternatives to driving, thus reducing traffic on the road.
8. Area could use more retail business
9. I hope to build a library
10. Mixture of housing, shops such as groceries and pharmacies, but no more liquor stores
11. I understand, from an investor POV, they would prefer to build multi-unit building with a percentage being allocated as affordable housing. City needs to make sure a

greater percentage of units are affordable or else problem is only somewhat being addressed. With limited space we can't keep building units working class cannot afford. Need to keep in mind that there are a lot of working families, so need affordable housing that contains at multiple bedrooms. Encourage homeowners to build ADUs.

San Pablo Avenue Central

1. Bike lanes!
2. Protected bike lanes and bus lanes
3. This area should have more restaurants and shopping centers. Also affordable housing.
4. It is already heavily congested here
5. I'd like to see more high-density urban areas where shops and public areas (libraries, parks, etc.) are within walking distance of people's houses
6. This area seems better for businesses since it's a busy street
7. Close to college and grocery so can be good for housing.
8. Heavy vehicle traffic makes this area unpleasant to be in outside of a car. Central roads should be smaller and lined with larger sidewalks and protected bike paths. This would make the area more livable, as well as getting more people around faster by making walking and cycling a viable alternative to driving, thus reducing car traffic on the road.

More housing is always needed, but single-family homes are too low-density and more should not be built.

9. Un parque
 10. Keep the mobile home community, otherwise we will have more homeless, perhaps expand on that
 11. Due to the number of dwellings needed, need to build multi-unit buildings. Area is near grocery stores and transportation and can handle added traffic. Ideally building would include underground parking in order not to overshadow already existing buildings.
-

Southeast Area

1. Single family homes or fourplexes would be good in this area...hopefully affordable housing. The area in general could really use some beautifying.
 2. Protected bike lanes and bus lanes
 3. Fix up the shopping area. It's very run down and not well kept.
 4. Housing, shops and restaurants
 5. I'd like to see more high-density urban areas where shops and public areas (libraries, parks, etc.) are within walking distance of people's houses
 6. This area is close to the freeway and businesses so I can see more houses maybe
-

- parks, more family friendly since there's shopping center and schools close by
-
7. Like to see housing plus park added. It would be good if people could walk to shops and grocery stores.

 8. This is a terribly congested traffic area that needs redesign.

 9. As with the rest of the city, this area is excessively car-dependent and filled with single-family housing. Smaller roads, larger sidewalks, protected bike lanes, as well as more multi-unit and less single-unit housing will dramatically increase quality of life for everyone living here.

 10. I'd like to see a park for the kids and teenagers to socialize, make friends and make it a warm neighborhood

 11. Build a roller rink

 12. Hoping to build an amusement park

 13. Build a statue

 14. Build a theme park

 15. All further housing should include some below market rate family housing

East Area

1. Not much room to build in this area and the hillside is sliding so that would be a deterrent.

2. This area needs more shopping and restaurants. Not just any shopping or restaurants but well known or chain restaurants.

3. This area could really use more density, but density should be paired with some commercial development as well (think mixed use)

4. I would like to see more pedestrian friendly signage (cross walks, more stops and/or speed bumps) as well as a recreational space (park)

5. Hillcrest Rd would need investment in making it bigger because of increased traffic. please don't do apartments as you will ruin the community near this area. we don't want to increase crime

6. I'd like to see more high-density urban areas where shops and public areas (libraries, parks, etc) are within walking distance of people's houses

7. I think the best would be single family homes because it's close to everything families need.

8. Good place for commuter young families. Add a greenbelt to El Sobrante for biking walking, nature along the creek

9. Almost all housing in this area is single-family homes, which are far too low-density to meet the housing needs of the Bay Area. Single-family homes should be replaced by any other type of housing that has multiple units, ideally as densely as possible. This will increase housing stock and make housing more affordable for everyone.

10. I would like to see a park as well as the sidewalk that could really amaze the area.

11. I want to build a national gym

12. These should have a number of below market rate housing

Outside of the 7 colored areas on the map, are there other locations where you'd like to see changes? Place a pin on the map to show where and describe what you'd like to see there.

Geographic Coordinate
s

37.960194,- Housing
122.340898

37.968058,- Commercial properties for businesses
122.343625

37.961652,- Housing
122.356048

37.959053,- More light on the street is too dark at night.
122.348559

37.954349,- Vale is very noisy. The people here drive through for nearby neighborhood
122.337406 access and park here blasting stereos etc with no respect for the condos. Noise ordinance and maybe consider doing things to lessen this as an access point for people going to their Richmond home. Also amp up the shopping are and make it more entertainment.

37.964384,- This are needs to look more like a downtown. More restaurants and needs to
122.345306 look attractive.

37.956044,- This is not a highlighted area but you should not develop anything in front of
122.339864 city hall, make it a park with open space for community events. San Pablo lacks good spaces for community/citywide festivals.

37.965525,- Our children need space for playing and we, adults, need it for our peace of
122.329521 mind.

37.955158,- Coffee shops, study rooms
122.347752

37.961921,- Fix up this park and created housing/mental health support for the
122.350016 transient/community that lives in this area. It currently feels unsafe and has so much potential.

37.955988,- Homes and stores
122.364312

37.974034,- More police, less vagrants and trash
122.351364

37.954904,- less homeless more services.
122.333317 I hate walking around the area a there are so many homeless and mentally ill harassing people

37.958596,- More housing and commercial spaces.
122.356673

37.95509,- More focus on the businesses in this area.
122.347258

37.956239,- 2 lane each way. You needs need to relieve us from stress not give us more stress.
122.347363

37.957164,- Parque con juegos para niños estaría muy bien porque esta el caminador
122.339679

37.97142,- Give the school more funding for better faculty pay. Put more lights in the area
122.353115 where some students walk to and from Lake school.

37.962504,- Recreation. Something like more open fields or courts for sports
122.324158

37.955347,- Develop a more modern shopping center. That'll invoke more commercial
122.332756 spending but also work for San Pablo residents to have

37.964881,- I would like better and more walkable sidewalks here. especially since there
122.344913 are 2 schools in this area. Also more room dedicated to agriculture and green spaces

37.955304,- More sidewalk. Less hazardous roads. There are much too many hazards both
122.347216 on the sidewalk and in the road. confusing lights and crosswalks. unenforced parking situations that make it hard to drive and walk down 23rd

37.993608,- Implementing a bridge with a walkway would help decrease the traffic on
122.334023 Richmond Pkwy and San Pablo. From Rachel Rd to Atlas Rd. As well it would add another entrance/exit in the Montalvin community since there is only two. Lastly would it can help the community have better walking access to the point Pinole park.

37.999049,- To create a more welcoming and safe environment. Fixing the roads and
122.329497 walkways. As well increase security.

37.968511,- A vocational school for recent high school students and adults. Or a larger
middle college campus to have more students in the community be in the

122.338104 school.

37.966706,- More job opportunities, better stores for everyone in the community to stop
122.343341 by and shop. Also TO BE SAFE

37.986139,- The roads are dangerous and very bumpy
122.35198

37.980424,- A better mall, people have to travel 30 min to go to a close mall.
122.327935

37.965948,- Pedestrian lights/signs
122.352542

37.980433,- Dense housing.
122.328448

37.975202,- More housing
122.345759

37.975289,- More housing
122.343534

37.976422,- More housing
122.344234

37.968548,- Less homeless encampments
122.344257

37.965897,- Park for children
122.330001

37.955473,- Beautification of this section. This is a major entrance/exit of San Pablo. It
122.330428 should be better maintained. I want to be proud when I come home off the
80fwy and know I'm in San Pablo.

37.959086,- The old city offices and museums turn into a park
122.341272

37.958691,- Continuation of Wildcat Creek Trail from Chattleton Lane to Davis Park with
122.342504 the Creek bed in this section kept clean of debris.

37.963021,- Traffic on El Portal Drive is a mess...blocked up all day. New entrances and
122.337386 exits have made things worse.

37.956944,- This street is a mess and unpleasant to walk on with businesses with
122.347025 unfriendly facades and no parking. The mix of businesses do not invite a

pleasant shopping experience.

37.955114,- This shopping area is difficult to enter and exit and often difficult to move
122.332448 around. Once the major shopping area with a large farmers market and other programs now totally neglected by EDC and the City.

37.953258,- A hardware store. There used to be three or more hardware stores in San
122.32972 Pablo now we need to go to El Sobrante or a Chain store in Richmond or Hercules to buy basic hardware needs.

37.95559,- The city built a park next to the Rumrill Soccer fields and then closed it to use
122.357064 by the community because the developer didn't want people using it. Why did the City agree to this after getting the residents of this area to agree to the Sports fields by promising spark and picnic Area.

37.95877,- street cameras to stop the horrific illegal dumping
122.337632

37.958362,- would be nice if there was on side no parking I get trapped there all the time
122.346904 a one or two delivery trucks block both lanes. If I did that, I would get a ticket

37.957304,- Traffic light/ easier way of crossing from Dover Ave onto church ln
122.341772

37.962772,- Continuous bike path leading to Point Pinole
122.350193

37.964159,- Road 20 between San Pablo Ave and Rumrill has become increasingly
122.348279 dangerous for elderly and young children people speed through and on several occasions I have almost been struck
We need stop signs or even better crosswalks

37.957531,- More community events on this street. It is highly trafficked but not cared for
122.350484 much. Also near elementary school and a couple blocks away from Davis Park

37.963035,- Clean up the homeless at Kennedy plaza! the bridge the city needs to rebuild it
122.351582 well the walk way! Homeless are shooting up drugs down there and urinating every where

37.965354,- Wider bicycle lanes
122.372288

37.975663,- Food or minimart
122.352726

37.960243,- San Pablo CA need more retail stores. There is plenty of housing but no retail
shopping stores Clothing, gift shops etc. Everything is moving to Pinole and

122.343216 they are receding the revenue from San Pablo citizens. Ross is ok but we need other retail stores w affordable leasing/rent so they can stay here in our city. Make things affordable. COLA is not being raised in our checks but in the prices of items and especially food. More affordable shopping centers in San Pablo

37.955429,- More housing with ground floor retail.
122.332518

37.952215,- More housing with ground floor retail.
122.331715

37.950529,- More housing with ground floor commercial.
122.331121

37.954187,- More housing and hotel with ground floor retail.
122.334751

37.959337,- More housing with ground floor commercial.
122.340327

37.957052,- More housing with ground floor commercial.
122.346884

37.956386,- BART or Bus Rapid Transit Station.
122.330116

37.953598,- Light Rail or Bus Rapid Transit Station.
122.333873

37.968449,- Student and teacher housing with ground floor commercial.
122.344353

37.961614,- Housing with ground floor commercial.
122.346589

37.961988,- Housing with ground floor commercial.
122.326125

37.961647,- High rise housing with ground floor commercial.
122.328631

37.963456,- High rise housing with ground floor commercial.
122.319968

37.980724,- Restore shopping stores or convert it to tech center. Can't let this space go

- 122.328547 waste or use by Amazon for its delivery service.
-
- 37.968499,- It seems like this area is under used and could have town house or four plex
122.343521 with courtyard green areas for families if area was cleaned up.
-
- 37.961597,- There should be a shelter for women and children as well a drug rehabilitation
122.35623 center there should be some place where our youth can be helped with some type of positive program to promote safety and encourage unity and diversity.
-
- 37.973614,- Please put a protected bike lane on San Pablo Avenue; it's so unpleasant to
122.342912 ride here. There's no shoulder and it's incredibly dangerous due to high speed traffic. I have to take different routes because I don't want to get run over, but the other streets are hardly better and a more circuitous route is time-consuming. A painted bicycle gutter isn't enough; there needs to be a protected bike lane separate from the main road to keep cyclists safe.
-
- 37.959025,- Better roads, more stores around and clean streets.
122.355468
-
- 37.954463,- The amount of trash & dumpster trash is horrible. All in that area seen lots of
122.331821 areas that probably could be focused for sanitation & clear clean streets.
-
- 37.966199,- parks for families and playgrounds for kids
122.340136
-
- 37.966076,- running tracks and playgrounds for family
122.340905
-
- 37.965659,- Signals lights, stops.
122.35322
-
- 37.964394,- A four way stop light on the intersection of El Portal and Road 20.
122.33749
-
- 37.957143,- Pot holes fixed . Garbage cleaned up and more plants and trees
122.357027
-
- 37.976149,- Clean up the homeless problem. Make them a place to help them with mental
122.352874 health issues, addiction treatment, counseling, free medical & dental, job training, give a tax break to those companies who will hire homeless. Make a place for them to live as a transition place 6-12 to get their life back on track. Ive noticed more homeless people getting dropped off in 94806 than ever before. As a long time citizen of San Pablo this place has changed for the worst. Traffic! Illegal builds, people ever
-
- 37.958993,- Más limpieza en las calles
-

122.34036

37.961525,- Improvements of this park
122.350451

37.969561,- I would like to see the Tiny home community
122.313425

37.968556,- Dog park
122.343644

37.975515,- I would like to see a shooting range or gallery house.
122.335715

37.974984,- Perhaps addition of few apartments would make the place admirable.
122.345618

37.946304,- A football field for recreation purpose especially to the kids near the area fur
122.353098 mostly the Belding school kids.

37.954369,- Housing
122.357889

37.964897,- Shopping area
122.344944

37.961387,- Fountain in the park
122.353139

37.955017,- I want a big square
122.357404

37.963088,- Wanted to build a basketball court
122.3564

37.961031,- I want to build a library
122.356551

37.960437,- Build a grand theater
122.326644

37.953474,- Hoping to build an amusement park
122.347268

37.962613,- Hoping to build an amusement park
122.3563

37.952185,- More shopping center, food, clothing, Small business.
122.330682

37.967673,- Parques
122.344569

37.970029,- Parques
122.343502

37.958803,- Parques
122.340861

37.960595,- Build a church
122.346013

37.958934,- Build a theme park
122.346967

37.955729,- Build a theme park
122.357705

37.954265,- Build a theme park
122.347418

37.975114,- Build a theme park
122.352888

37.96354,- This section of the street needs a speed bump.
122.33369

37.961694,- Residential buildings
122.324696

37.962161,- PARK
122.360263

37.963368,- female
122.356522

37.955814,- Trees
122.35758

37.964993,- The road
122.344792

37.960132,- community
122.341115

37.958908,- New use for the old city hall. Businesses and possibly housing.
122.340912

37.97525,- Dog park.
122.345681

37.960353,- Low income housing.
122.324209

37.957655,- Low income housing.
122.328636

37.955701,- Mixed use residential
122.32686 commercial.

37.952435,- Mixed use residential/commercial.
122.334411

37.953823,- Un hospital para emergencia
122.330922

37.95592,- Un comedor (cosina) donde les den comida caliente a los indigentes O
122.336466 personas de bajos recursos.

37.96852,- Que planten más árboles y flores (jardines bonitos) 🌷🌸🌺🌻🌹🌸🌳
122.343841

37.961549,- Más árboles y jardines
122.356764

37.956235,- Más árboles y jardines 🌷🌸🌺🌻🌹🌸🌳
122.357116

37.959305,- Más árboles y jardines 🌸🌻🌺🌷🌸🌺🌻🌹🌸🌳
122.346858

CITYWIDE QUESTIONS

Question 1: Other priorities for the local economy and businesses

1. More high-quality restaurants and storefronts need to look more attractive. Also code enforcement and helping ensure properties look maintained. Especially businesses.
2. The load cars is an issue and currently disrupts the peace of many neighborhoods. Cracking down on illegal car exhaust pipe adjustments would be ideal.

3. Oportunidad de abrir pequeños negocios a personas de bajos ingresos
4. Que alla control de renta
5. Green options like solar
6. Recreational activities for adults. Not just children or seniors.
7. Road maintenance, street cleaning, shrubs maintained in medians
8. Davis park used to be so beautiful now you go over there graffiti dirty needles homeless people in the creek it's not safe for the kids to have baseball games or anything there
9. Improve education in public school.
10. More high rise, mid-rise, and townhouses.
11. Apoyo en el área laboral para padres y madres solteras, viudas y personas de la 3 edad.
12. Would love to see city cleaned up. There is a lot of trash and dirty empty lots. When these areas are clean it boots morale. There needs to be services for the homeless or opportunities for them to get jobs and housing. Would love more green space
13. More frequent public transit will give people a better alternative to driving, which will get them out of their cars. This reduces traffic and pollution while making people healthier because they're walking more.
14. Más seguridad con el control de trafico
15. Illegal builds in single family homes have turned quite neighborhoods into parking lots. Garbage dumping needs to be addressed in meetings! Our town has turned into a shit show! So sad. It disgusting to see.
16. Make businesses more welcoming and safe. In other words do something about the loitering outside of stores like grocery outlet and 7-11.
17. Affordable hospitals for those in need & minimize crime in the neighborhood.
18. Trash picking services for illegal dumping and restrictions on how businesses use flashing, color lights year-round.
19. Some way to control illegal dumping, camping, street side shows, loud speeding cars, and fireworks. In other words the police department should be fully funded and supported with ancillary mental health services, but not replaced by them.
20. An emergency room, it's hard getting all the way to Martinez in an emergency.
21. Need a way to create home owning opportunities for working class (incl. non-citizens) that are already renting in San Pablo. Allow residents opportunity to own new dwellings before non-residents can bid on them.
22. More mixed-use commercial/residential along major thoroughfares.

Question 2: Other priorities for community wellness and services

1. There is a lot of crime in multiple patches throughout the 7 zones and the crime in Brookside Drive is believed to be higher due to the transient community and lack of resources for them.

2. Muy importante control de talar árboles en las banquetas por los dueños de las propiedades, ya q a veces lo hacen sin informar a la ciudad. Y ellos son vitales para darnos oxígeno.
3. Necesitamos más policia en las calles
4. Hesitant about community safety because that usually means cops and our communities are already heavily policed in our schools, streets, and spaces.
5. More access to public health clinics and distribution of personal protection gear for covid-19 related items.
6. Services provided to the homeless population, there has been an increase in homelessness in my neighborhood along with trespassing, theft, drug consumption/selling, loitering, illegal dumping and encampments.
7. Less priority on what developers want and more attention to residents of the city want.
8. Get rid of the homeless
9. Would love to walk to parks and shops while feeling safe.
10. Smaller roads and more space dedicated to pedestrians and bikes will encourage people to not drive, thus making everyone healthier overall.
11. Cursos en las escuelas de primeros auxilios o prevención de accidente
12. Please consider organizing a team volunteer or paid in neighborhoods that are bad to watch & fine illegal garbage dumping. You have done a great job with fireworks this year. Parking is horrible problem in our neighborhoods never addressed.
13. Earthquake preparedness.
14. Disaster training for wildfires, earthquakes, tsunami would be very helpful.
15. Don't make traffic on 23rd or san pablo ave worst. Reality, most people that live here commute for work therefore impacts to travel time should be kept in mind when balancing bike routes/lanes.
16. Regionally integrated designed safe bike trails and the no parking enforcement needed to make them usable and available for recreational use (ex.: Giant Rd to Pinole Point) and transit (ex.: San Pablo to Richmond Bart and Ferry).

Question 3: Other priorities for the look and character of San Pablo

1. I think San Pablo can use Emeryville as a good example in how it has being developed. I personally love the Bay Street concept except those are for rent and I think condos to own would be a better option.
2. También tener más control de la basura en las calles, tal vez tener más días de recaudación de basura gratis.
3. Yes to public art!
4. Better roads and increase night visibility with lights
5. Creek erosion control on city owned areas, maintaining sidewalks, and streets
6. Need People to slow down on Road 20
7. Safety is a big concern. Bigger buildings might cause more chaos for this small city. Please take this into consideration if building up is an option.

8. I've lived here all my life I cannot believe the garbage all around by the can foodstore. On road 20 on the weekends they use that as a race track
9. More retail shopping centers clothing and specialty shops
10. This city could definitely use a cleanup and become more walkable. Would like to see more thriving business but do like more mom-and-pop shops rather than big name stores.
11. Mixed-use areas, where shops, jobs, and housing are close together, make walking easier and driving less necessary, which makes everyone healthier. More multi-family housing is crucial to increase the Bay Area's housing stock.
12. Focus on areas where homeless camp to somehow focus on keeping those areas from getting worse with dumpster items for example bed mattresses. Bus stops that homeless camp on by the casino.
13. It's a shame we have Richmond BART but it's too dangerous to use. Make more corporations offers to move to SP to give us better opportunities & jobs within our city. Offer our students & families more free education & job training in all languages.
14. We are unable to walk in our own neighborhoods due to homeless encampments and drug usage in parks and other public areas.
15. Fully funded and supported police force, bicycle units, community activities
16. I think education housing is the most important for the development of new cities
17. Prevent building tall buildings next single-family dwellings.
18. More preservation of historical landmarks and buildings.

Question 4a: First Priority the City Should Focus on in the Next 10 Years

These unique responses are aggregated in the Word clouds included previously in this report.

1. Housing

2. Homelessness

3. Affordable healthcare/ healthcare offices/ services

4. more jobs

5. Affordable rent

6. Affordable housing

7. More well-paid jobs

8. Más viviendas asequibles

9. Housing

10. Jobs

11. Green space and parks

12. Affordable housing

13. Cleanliness and Greenery - general character of the city needs to improve

14. More job opportunities for youth
15. Crime/Safety/Noise Pollution
16. Lower income housing
17. Affordable housing
18. Affordable housing
19. Reduce crime, vandalism and trash
20. Upgraded shopping centers with less trash and better landscaping
21. Improve the street to walk and drive bicycles
22. Housing for the working poor
23. More Care for the homeless population
24. A safer neighborhood
25. Better schools. The scores are really bad and will force me to move at some point.
26. Viviendas asequibles y control de renta
27. More jobs that don't required a degree.
28. Vivienda asequibles
29. Affordable housing
30. Affordable housing
31. Job training
32. Dense Housing
33. Safety
34. Viviendas más asequibles
35. Better variety of stores and restaurants
36. Better jobs
37. Recreation for Youth and sports
38. Public safety
39. affordable housing
40. more art around the city
41. improve sidewalks
42. Cleaner air and water
43. affordable housing
44. The pay should be higher the economy is getting expensive
45. Improved streets
46. Housing
47. More Affordable Housing
48. More affordable housing
49. Affordable housing and rent control for the city
50. More affordable Housing. More funding for housing vouchers
51. Better paying jobs

- 52. crime control

- 53. Other: adult recreation

- 54. More housing at all levels near services

- 55. Safe community

- 56. Affordable housing

- 57. New opportunity for home ownership within city limits.

- 58. Community safety (i.e. addressing fireworks, reckless drivers)

- 59. Parking enforcement-maybe parking permit programs similar to other cities

- 60. Improve sidewalks

- 61. Affordable housing

- 62. Putting Residents ahead of the needs developers and City staff.

- 63. housing

- 64. Cleaner streets

- 65. Affordable housing,

- 66. better housing

- 67. Safety and security

- 68. Higher levels of community safety

- 69. access on roads as we have too much traffic congestion

- 70. Affordable housing

- 71. Stop signs on Road 20

- 72. Better access to fresh foods (help small businesses rather than contracts with big companies)

- 73. Crime

- 74. Affordable housing

- 75. Recreational facilities and programs for youth

- 76. Wider Bicycle lanes

- 77. Remove all Covid restrictions

- 78. Education

- 79. Get rid of the homeless

- 80. More business like retail stores that are affordable

- 81. Affordable housing

- 82. less homelessness especially on the Dam Road

- 83. More housing.

- 84. Viviendas asequibles

- 85. More job training opportunities, especially for youth. Especially hiring within the community.

- 86. Affordable housing

- 87. More variety in stores and walkable areas

- 88. Smoother roads

-
89. Clean up and safety
-
90. Available resources to help people keep their jobs.
-
91. More affordable housing
-
92. Housing
-
93. Mixed use projects
-
94. More affordable housing
-
95. Reduce road size and convert the space to pedestrian and bicycle lanes
-
96. More greenery
-
97. More social services
-
98. Cleaning or try to control the amount of dumpster left in the streets with household items such as bed mattresses etc..
-
99. Keep the streets clean
-
100. safety
-
101. Homeless
-
102. Seguridad publica
-
103. Mejorar el sueldo mínimo
-
104. Safe city
-
105. Less litter/Less harm to the environment
-
106. Faster internet
-
107. Affordable housing
-
108. Mental health facilities, addiction, homelessness
-
109. Limpieza de calles,
-
110. Viviendas. Asequibles
-
111. Clean
-
112. Safety
-
113. Seguridad
-
114. Safe shopping areas
-
115. More outstanding Healthcare facilities.
-
116. Homelessness
-
117. Affordable housing
-
118. Improved roads/sidewalks
-
119. Más vivienda asequible
-
120. more affordable housing,
-
121. more affordable housing
-
122. Las calles en mejores condiciones
-
123. better access to stores
-
124. improved sidewalks
-
125. more affordable housing
-

- 126. improved sidewalks

- 127. improved sidewalks

- 128. Less garbage in the street, better look of the city, no graffiti. Painted buildings

- 129. Affordable housing

- 130. Affordable housing

- 131. better access to stores

- 132. improved sidewalks

- 133. more affordable housing

- 134. more affordable housing

- 135. more affordable housing

- 136. Police and safety

- 137. Menos basura más zonas públicas limpias

- 138. Community safety and improved (increased) police presence.

- 139. Better paying jobs

- 140. Affordable housing

- 141. Quality of life issues, homeless, fireworks, loud and speeding cars

- 142. Affordable housing

- 143. Infrastructure, transportation, environment

- 144. Modernizar las fachadas de las tiendas

- 145. Increase employment

- 146. Create an emergency room hospital

- 147. affordable housing

- 148. More protection

- 149. Home improvements

- 150. more affordable housing

- 151. improved sidewalks

- 152. I think the first item is housing

- 153. Affordable housing

- 154. Street improvement

- 155. More affordable housing #1

- 156. Improve facade of stores

- 157. Mas viviendas viviendas accesible para los contribuyentes que trabajan y ganavel sueldo mínimo.

- 158. Affordable housing for already existing residents

- 159. Reduction of littering along major thoroughfares and in residential neighborhoods through aggressive enforcement of existing anti-littering ordinances.

- 160. Housing

Question 4b: Second Priority the City Should Focus on in the Next 10 Years

1. Improved look of businesses
2. Jobs
3. Healthy eating restaurants
4. better walking places
5. More Jobs
6. More affordable childcare
7. Trabajos pagados mejor
8. Safety
9. Housing
10. More mixed use for a livable/walkable city
11. Career and computer skills free to young and old
12. Noise pollution from the train
13. Streets and parks children can play in and walk to and feel safe
14. Better schools (not such low ratings)
15. Informational programs that are all inclusive...not just for certain incomes.
16. Livable wages
17. More youth opportunities
18. Higher police presence to discourage drug sale/use
19. Improved streets with trees and bicycle lanes
20. Job training for youth
21. Diverse Police force
22. Affordable housing
23. Streets improvement
24. More street lights.
25. Más árboles en la ciudad en las banquetas
26. More lights on san pablo ave and hilltop going towards tarahills
27. Mejora de las aceras
28. Protected bike lanes
29. Job opportunities
30. Employment
31. Create a real downtown
32. Community engagement
33. Acceso a las tiendas
34. Affordable housing
35. More transit accessibility
36. Larger emphasis on public transport
37. Less homeless

38. food accessibility (fresh produce, larger grocery stores, etc.)
39. helping the homeless
40. less homelessness
41. Better paying jobs
42. accessible opportunities for all
43. More housing
44. Affordable housing
45. Transit
46. Community/Crime Safety & Cleaner Community
47. Combat illegal dumping
48. Well paid jobs and trainings
49. More things to do in the city
50. Job training resources
51. landscaping
52. Wider, cleaner sidewalks to walk around
53. Improved pedestrian safety (including protected bike lanes/bike corridors)
54. Job opportunities
55. Improved sidewalk
56. Better upkeep of sidewalks/center divides and streets. Many San Pablo corridors look neglected or half done.
57. Less litter, enforce parking so street sweeping can be effective
58. Cleaning up the streets and creeks- a lot of dumping on sidewalks and streets
59. Homelessness/encampments
60. Preserving and building the cultural and historical assets of the city.
61. medical assistance
62. Improved schools
63. Cleanliness. streets...
64. more affordable housing
65. More Traffic lights and stop signs
66. Slower speeds in residential streets
67. shopping
68. Local farms
69. Crosswalk and sidewalks on Road 20
70. Affordable housing.... There is no rent control in San Pablo and people of color that have resided in these community are being displaced.. my family included.
71. Homeless
72. Increasing urban density
73. Improved sidewalks
74. Wider sidewalks

75. Fund the police
76. Housing
77. Clean up the trash
78. Keep the streets clean .. ALL OF THEM INCLUDING SIDE STREETS
79. less loitering at certain local businesses
80. Walkable communities.
81. Mejora de aceras y carreteras
82. More recreational facilities and programs.
83. Less trash and illegal dumping
84. Community buildings
85. Clean the local creeks from litter
86. Affordable houses
87. Keeping the city clean
88. Better job opportunities
89. Safety
90. Walkable neighborhoods
91. Local jobs
92. Replace single-family housing with multi-family housing
93. Better roads
94. Improved sidewalks
95. Making side walks & cross walks safer for all ages maybe increase side walk lights or signals in more areas.
96. Affordable housing
97. family orientated parks
98. Blight
99. Seguridad en la escuela para alumnos
100. La seguridad
101. Police work for the community.
102. Cleaner air and water
103. Community safety
104. Affordable childcare
105. Jobs, education, free job training, scholarships for college
106. Hacer que cada inquilino tenga limpia su vivienda
107. Tener más limpias las calles , en general la ciuda
108. Green
109. Vivienda asequible
110. Better selection of restaurants
111. More access to every part of the city along side improved sidewalks.

- 112. Less Housing

- 113. Good education for kids

- 114. Affordable housing

- 115. Mejora de las aceras

- 116. improved sidewalks

- 117. better access to stores

- 118. Mejor acceso a las tiendas

- 119. more affordable housing

- 120. better access to stores

- 121. better access to stores

- 122. more affordable housing

- 123. more affordable housing

- 124. Better access to stores

- 125. Affordable childcare

- 126. Better access to stores

- 127. improved sidewalks

- 128. better access to stores

- 129. improved sidewalks

- 130. improved sidewalks

- 131. improved sidewalks

- 132. Drug use and homeless

- 133. Oportunidades de trabajo para jovenes

- 134. Blight abatement in neighborhoods, public spaces, and shopping districts. (Graffiti, weeds, unkempt personal properties.)

- 135. More trees planted

- 136. Clean air

- 137. More greenery along streets, merchants encouraged improve the look of their storefronts

- 138. Improved and cleaner sidewalks

- 139. more affordable housing,

- 140. Mayo

- 141. Better living conditions

- 142. More nature, trees, flowers.

- 143. Taking care of our land; clean up, recycling

- 144. Better pay

- 145. Beefing up security personnel

- 146. improved sidewalks

- 147. more affordable housing

- 148. I think the second item is education

149. Street appearance

150. Education

151. More art. This city is boring

152. Youth programs and job

153. Reparación de calles, aceras peatonales y señales de tráfico y de estacionamiento etc.

154. Infrastructure

155. Reduction of noise pollution through aggressive enforcement of existing DMV regulations on modified exhaust systems and reckless driving.

156. Cleaning

Question 4c: Third Priority the City Should Focus on in the Next 10 Years

1. More jobs

2. Roads

3. Dumping

4. better social services

5. Cleaner areas

6. Cleaner air and water

7. Más seguridad para la comunidad y una ciudad más limpia

8. Job

9. Food desert

10. Noise ordinance on vale

11. Promote worker-owned business.

12. More diversity of restaurants, coffee shops, and walkable neighborhoods

13. More affordable housing

14. Grants for homeowners to build ADUs to support with housing with an income restriction that is \$250k or less as year.

15. More youth empowerment programs

16. Cleaner parks

17. Home ownership

18. More employment-oriented building with internships and training programs

19. More recreational programs

20. activities for youth

21. Emergency room care; more healthcare options

22. More small business

23. Affordable housing

24. Seguro médico general para personas de bajos recursos y sin documentos

25. Less traffic

- 26. Centro comercial

- 27. Better crosswalks

- 28. More Medical facilities other than Kaiser

- 29. Higher salaries

- 30. Give people a reason to visit - nightlife please

- 31. More businesses

- 32. Transporte

- 33. Cleaned up and upgraded shopping centers

- 34. Affordable housing

- 35. Increased variety in businesses

- 36. More jobs

- 37. public transportation

- 38. More youth focused centers

- 39. clean air

- 40. Affordable healthcare

- 41. improved walking spaces

- 42. More stores, supporting local businesses

- 43. Safety

- 44. Pedestrian and bicycle access

- 45. Wider Diversity of Business/Employment Opportunities

- 46. Small business development

- 47. Higher levels of community safety and protection.

- 48. Free wifi

- 49. Less graffiti

- 50. More access to open space/parks

- 51. Public parks with sports club in more locations

- 52. Parks

- 53. More police presence. maybe motor cops or on bicycles. More approachable, mostly just see them in their vehicles driving thru town.

- 54. Revitalize shopping areas

- 55. Educating families and youth about resources available to them and how to improve the city

- 56. Affordable housing

- 57. Building a hospital in conjunction with other West County Communities.

- 58. getting the homeless out of the bushes

- 59. Social services

- 60. Employment...with livable wages

- 61. better sidewalks

- 62. Wider and cleaner sidewalk

63. safety
64. Higher paying jobs
65. Help with homelessness
66. Improved streets in general. The pipeline project is taking too long. The projection finish date passed long ago and our streets are uglier than before.
67. Cleaning up the creeks they lay under the bridge and throw stuff at traffic
68. More convenient public transit
69. Job training opportunities for all
70. Remove CRT from all schools
71. Job opportunities
72. Fix the parking issues
73. Outlaw fireworks and gun shooting on holidays PERIOD
74. cleaner appearance of residence front yards
75. Traffic Calming.
76. Accesar las tiendas
77. More affordable housing.
78. More Job opportunities
79. Affordable housing
80. More community events
81. Less homeless
82. Bringing Activities to the city: Bringing the community together
83. Community engagement
84. Diverse opportunities for all
85. More recreational parks and easy bike/walk access
86. Youth program
87. Convert single-use development to mixed-use development
88. More out door nice benches for views with green grass
89. Better access to stores!
90. Have more community events that can help families with teaching healthy eatings maybe more farmers markets for low and income families.
91. Jobs
92. all inclusive playground
93. Education
94. Más cursos de prevención para desastres
95. La limpieza
96. Employment opportunities.
97. More greenery
98. Access to stores
99. Homelessness

100. Housing. Affordable housing for lower income individuals. We need to control rents that investors & landlords overcharge people. We need to help our community support themselves. We need to be the first in our county to design a program for people to rise above poverty. A program that address their specific needs and gets them to a better place. For example: A low income family. We should offer them job training, counseling on how to develop a successful livelihood, affordable housing, with medical care. Same goes for homeless person with mental health & addiction issues. Help them be successful. I feel as if society forgets to care for the less fortunate. Please make a difference.

101. Más seguridad

102. Tener mayor seguridad

103. Safe

104. Más actividades familiares

105. Homeless

106. More access to social services in the town.

107. City Beautification

108. Minimize crimes

109. More food, shopping, entertainment

110. Mejor acceso a las tiendas

111. better access to stores

112. improved sidewalks

113. Mantener la ciudad limpia

114. improved sidewalks

115. more affordable housing

116. improved sidewalks

117. better access to stores

118. better access to stores

119. More community centers, areas for youth

120. More healthcare centers

121. Safety

122. more affordable housing

123. more affordable housing

124. better access to stores

125. better access to stores

126. better access to stores

127. Illegal garbage dumping and speed bumps

128. Oportunidades de formación

129. Install roundabouts, and other deterrents to unsafe driver activities, and illegal slideshows. Enforce stopping at ignored stop signs in neighborhoods. The sign on my street is on average around 75% ignored.

130. More constant roadwork

131. More well paid jobs

132. More below market housing

133. Increase transit frequency

134. better access to stores

135. Environmental governance

136. Create a hospital with emergency room

137. Health; mental health/ nutrition

138. More community activities

139. To develop the economy

140. better access to stores

141. better access to stores

142. I think the Third Street building

143. Health clinics

144. Job training

145. Jobs that people can live off of

146. Dump or garbage on sidewalk

147. Cuando la ciudad haga mandatorios, que de verdad que los haga cumplir tales como: estacionar ensima de aceras peatonales, jardines y basura tirada en frente de las casas.

148. Create more foot traffic for small businesses

149. More commercial and business development to broaden the economic base and move away from Casino, i.e. Casino.

150. Stores

Rumrill Property Owners Forum – San Pablo

NOVEMBER 22, 2022

ATTENDEES

City Staff

- Libby Tyler
- Griffen Dempsey
- Sandra Marquez
- Sugey Mojica
- Laura Santillan
- Elizabeth Lopez
- Greg Dwyer
- Sara Kolarik
- Mel Mackson
- Jimmy Zhou

Consulting Team

- Andrew Hill
- Claire Villegas

Property Owners

- Kiran Yiramada – 1303 Fillmore Avenue (vacant lot 1 block away from Rumrill)
 - Owner for 6 years
 - Currently commercial zoned, existing zoning is a barrier
 - Leaving it vacant has led to homeless encampments behind lots
 - Has other properties in Richmond -
 - Does not live in San Pablo
 - Does not want to incorporate garage spaces or parking lots, prefers to build similar to existing four-plexes in the area
 - 5000 sq. ft.
 - Would want to give car space behind, but does not want garages or parking lots

- Excited about new property builds on Rumrill, mainly seeking help with his own lot
- Sees residential and commercial in the future, potentially mixed-use properties on the main corridor
- Concerns re: flooding and sidewalk building around W. Sanford Ave.
 - North side lacks sidewalks
 - Important to look at stormwater issues before implementing sidewalks
- Dr. Robert Adams Jr. and Chris Adams – 1210 & 1200 Rumrill Blvd, 1310 Regina Ave
 - Partial property
 - Eager to build apartment units on the property
 - Land in the back is 85x150
 - Lives adjacent to the property, restaurant across the street
 - 50 years ownership
 - Believes community would benefit from improved housing and commercial business
 - Want to redevelop the house 1210 and the property
 - Interested in working in partnership with other developers
 - Hopes the area can address housing shortages in the larger surrounding areas which can spur economic development in the area, especially small business
 - Seeking drainage around property
 - Help property owners navigate development process



The City of San Pablo

Via email: GeneralPlan@sanpabloca.gov

Cc: HousingElements@hcd.ca.gov

September 19, 2022

Re: San Pablo's Draft Housing Element

To the City of San Pablo:

YIMBY Law thanks the City for its clear and sincere [housing element](#). We credit the City for studying [housing-element law](#), and for working in good faith to comply with it.

Let's turn, then, to how San Pablo can produce housing, not just a housing element.

California's "[serious housing crisis](#)" is a failure of imagination. In 1961, Jane Jacobs published her "[attack on current city planning and rebuilding](#)," where she lambasted utopian planning rules for ignoring real-world community growth and harmfully prescribing top-down categories and quantifications instead. Yet most cities, including San Pablo, still maintain these utopian practices today.

Consider San Pablo's program to amend its zoning ordinance so as to allow 12 "shopkeeper units" in the City by 2031. (Draft, p.4-5.) The City makes a point of "contrast[ing]" these "shopkeeper units" against "live-work units" on the grounds that the former "are dwelling units that are physically separated from a commercial space used for a business operated by the occupant" whereas the latter "are a commercial use that allows residential occupancy." (*Ibid.*) *Really?* Is drawing this distinction a legitimate or even enjoyable use of anyone's time, let alone the government's legal monopoly on force? With so many Californians living in tents, vans, and sheds (🏠), why does the City care if and where it allows resident-entrepreneurs?

The point is that the City is not *really* “2.2% vacant,” as the City claims. (See *id.* p.3-6.) To believe that figure requires one to accept that the polygons the law draws across City territory constitute forever-fixed boundaries of unit-equivalent lots, and that any building anywhere on any of those lots renders the lot nonvacant. In reality, 78 percent of 45 percent of the City’s geographical territory “is developed with single-family homes,” and City ordinance prohibits those homes from occupying more than 45% of the lots on which they are built. (*Id.*, pp.3-6, C-15.) The City’s own lot-coverage ordinance for single-family districts thus mandates, all by itself, that at least 15.8% of City territory is vacant.

Don’t complain, then, that San Pablo is “largely built out.” (*Id.* p.3-6.) If you want to build the housing that will determine which cities attract this generation’s workforce, abolish your design requirements. (Contra Draft, p.4-21). Doing so could free up attention for your equity programs, many of which [we support](#).

We look forward to the City’s next draft. Please contact me with questions.

Sincerely,



Keith Diggs

Housing Elements Advocacy Manager, YIMBY Law

keith@yimbylaw.org



San Pablo Environmental Justice Element Outreach Event #1

LOCATION

- San Pablo Community Center
- March 16, 2023, 6pm

ATTENDEES

Staff

- Sandy Marquez (City)
- Mel Mackson (City)
- Karen Chavez (Dyett & Bhatia, D&B)
- Claire Villegas (D&B)
- TOD Outreach Consultant Group

Participants

- Approximately 25 community members and 15 kids

SUMMARY

D&B was stationed near the entrance of the community center. Two tables with the three environmental justice sheets laid side-by-side so participants could easily see the questions. Participants were greeted upon arrival and offered food and drinks, followed by an introduction to the General Plan and the event's activity. Overall, participants were very receptive of the activity and felt comfortable answering questions about housing, health, and public facilities.

Most people did not agree that people trying to rent/buy a home are discriminated against; instead, they felt that many people in San Pablo can't afford or don't qualify to buy a new home because of how expensive housing is. As a result of the price, participants agreed that too many people live together in one home, room, or unit.

Health and environmental concerns that participants expressed was the proximity to the Chevron Richmond refinery. Many participants acknowledged the lack of clinics and hospitals in the area; one participant noting that the closest, affordable location to receive healthcare was in Oakland. Additionally, participants noted that there aren't enough grocery stores to buy health, fresh food (City has many food desserts), and there are a lot of convenience stores that sell processed and easy-to-grab food that may not be the most nutritional.

Lastly, participants expressed the enthusiasm for the new creek trail in the community that serves as outdoor recreation and the new library. Many participants agreed that there are decent facilities in San Pablo, but more outreach can be done to promote programs and activities at the community learning centers. Daycares/community centers are often not affordable, so community members have to go outside San Pablo to find affordable care. Many participants expressed interest in free health clinics as there is no hospital in San Pablo, and the closest place to get care is Kaiser Richmond.

NOTES

- Near Richmond High School a lot of people park on the sidewalks, people with strollers and bicycles can't get through
- More outreach for community learning centers, programs exist but a lot of people don't know about them
- Many people in San Pablo can't afford or don't qualify to buy a home
- People can find rentals quickly, but they are *expensive* – prices are dramatically higher today
- Many people rent or sublease single rooms, overcrowding issues, might even convert garages
- Participants noted that some areas of the city have limited access to grocery stores
- New creek trail has been a great outlet for outdoor recreation, high use
- Environmental health concerns/pollution with proximity to Richmond refinery, illegal dumping and other hazardous materials
- A lot of low-income residents and few public health clinics, *no hospital in San Pablo*
- Even at the closest hospital – Kaiser Richmond – it is very difficult to get an appointment, people have had to go all the way to Oakland
- Great new library
- Daycare/community centers are not often affordable or people don't know about them, often have to go outside the city
- No cooling or heating centers in San Pablo
- People do feel like they experience discrimination on housing prices or selection
- Shortage of teachers in the area

1. What housing issues exist in your neighborhood? ¿Qué problemas de vivienda existen en su vecindario?

Place a sticker on the scales below to indicate your opinion / Ponga una pegatina en las escalas de abajo para indicar su opinión

1. Strongly Disagree/ Totalmente en Desacuerdo 2. Disagree/ En Desacuerdo 3. Neutral/ Indiferente 4. Agree/ De Acuerdo 5. Strongly Agree/ Totalmente de Acuerdo

People trying to rent/buy a home are discriminated against/ Las personas que intentan rentar/comprar una casa son discriminadas



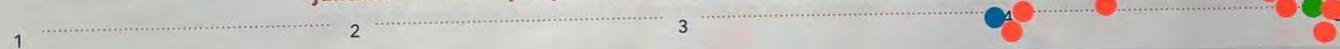
Not enough ADA compliant housing/ No hay suficientes viviendas que cumplan con ADA



Landlords do not maintain the property/ Los propietarios no mantienen la propiedad



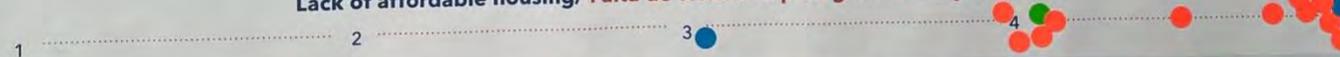
Too many people live together in one home because it is too expensive to rent/buy your own/ Demasiadas personas viven juntas en una casa porque es demasiado caro rentar/comprar una propia



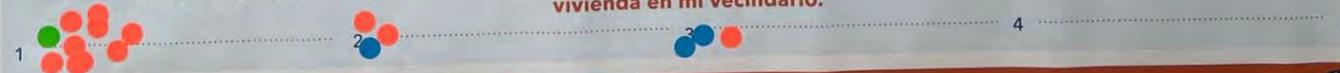
Renters do not have enough money for other necessities after paying rent/ Los renteros no tienen suficiente dinero para otras necesidades despues de pagar la renta



Lack of affordable housing/ Falta de viviendas para gente de bajos recursos



I do not think there are any housing problems in my neighborhood/ No creo que haya ningún problema de vivienda en mi vecindario.



2. What health issues exist in your neighborhood? ¿Qué problemas de salud existen en su vecindario?

Place a sticker on the scales below to indicate your opinion / Ponga una pegatina en las escalas de abajo para indicar su opinión

1. Strongly Disagree/ Totalmente en Desacuerdo 2. Disagree/ En Desacuerdo 3. Neutral/ Indiferente 4. Agree/ De Acuerdo 5. Strongly Agree/ Totalmente de Acuerdo

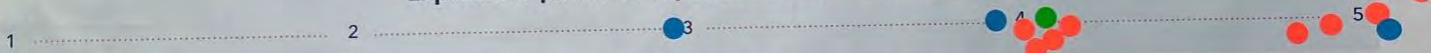
Shops don't sell enough healthy, fresh food / Las tiendas no venden suficientes alimentos frescos y saludables



There aren't enough opportunities for sports and exercise/ No hay suficientes oportunidades para los deportes y el ejercicio



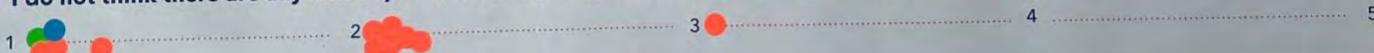
Exposure to pollution/ Exposición a la contaminación



People can't see a doctor as much as needed/ Las personas no pueden ver a un médico tanto como sea necesario



I do not think there are any health problems in my neighborhood/ No creo que haya ningún problema de salud en mi vecindario



3. What public facilities do you think your community needs the most? ¿Qué instalaciones públicas cree que su comunidad necesita más?

Place a sticker on the scales below to indicate your opinion / Ponga una pegatina en las escalas de abajo para indicar su opinión

1. Strongly Disagree/ Totalmente en Desacuerdo 2. Disagree/ En Desacuerdo 3. Neutral/ Indiferente 4. Agree/ De Acuerdo 5. Strongly Agree/ Totalmente de Acuerdo



San Pablo Environmental Justice Element Outreach Event #2

LOCATION

- Kidd Manor Senior & Disabled Housing
- April 25, 2023; 6pm-7pm

ATTENDEES

Staff

- Sandy Marquez (City)
- Mel Mackson (City)
- Karen Chavez (D&B)
- Claire Villegas (D&B)

Participants

- 8 residents from Kidd Manor and the adjacent housing complex

SUMMARY

D&B was stationed near the entrance of the Kidd Manor lobby. D&B had three boards set on easels and propped on a table so that participants could read the questions. Participants were greeted upon arrival and offered food and drinks. Staff from the City of San Pablo introduced the topics of their boards and D&B gave a brief overview of the Environmental Justice element to all participants. Participants were encouraged to interact with the different “stations” based on their interest. 6 out of the 8 attendees participated in our board’s activity.

Most residents spoke to their positive housing experiences living at Kidd Manor, but offered perspectives on housing issues in the City. 5 of the 6 residents we spoke to lived at Kidd Manor for 5 years or longer. While participants agreed discrimination is not a major issue, they believe affordability is for both renting or wanting to buy a home. Even though resources exist to support low-income residents, one participant noted that it is difficult to identify these resources. They also noted Kidd Manor does not face any landlord issues, but agreed many properties in San Pablo are rundown.

The main health issue participants spoke to was the lack of healthy food options near them. Two participants made comparisons to the stark differences in grocery options between Piedmont and San Leandro and San Pablo. They also expressed an interest in an increase in local farmer’s markets that are open outside of normal business hours. Participants also spoke to the need for more walking trails and outdoor opportunities.

Kidd Manor offers proximity to the Contra Costa College library, which many residents enjoy. One participant expressed that service and bus stops are sufficient, but there is insufficient connectivity to transit between adjacent cities. Finally, there was consensus that greater effort or more creative ideas to bring different parts of the community together through events or learning centers would be beneficial to senior residents at Kidd Manor.

NOTES

- There is not necessarily discrimination in housing, but there are not enough resources for people who need help finding housing or renting
- More walking trails are needed
- At Kidd Manor, the Housing Authority takes good care of maintaining the property, but there are a lot of run down properties across San Pablo, for example mold problems
- Walking-distance proximity to the library from Kidd Manor is very convenient and most residents we spoke to seemed to take advantage of that community facility
- The community needs more of all of the public facilities listed on the board-
- There is a greater need for affordable childcare, one idea could be to merge community facilities eg. Use the senior center or Kidd Manor lobby as a childcare center, more focus on creative solutions and bringing community groups together would be of value
- Need more spaces for children like play structure and swings
- Restoring sidewalks should be a priority
- Housing is expensive and a lot of people don't have sufficient resources right now (in this economy), buying a home is difficult
- Many people can't afford to live on their own
- Not as many homeless people in San Pablo, more in Richmond/Oakland
- Drugs and illegal dumping in the area surrounding Kidd Manor is a problem
- More police patrol may increase feelings of safety for residents, though it used to be worse
- Compared to Piedmont, there are barely any markets that sell produce
- Very limited farmer's markets for working people, the times never work or aren't in convenient proximity
- Coming from San Leandro, there were more options for healthy food
- More recreation opportunities would be beneficial for younger people
- More bike lanes and lighting would improve feelings of safety
- Very difficult to see doctors at Kaiser
- Don't necessarily need more bus stops, but integrating transit between one city to the next should be a priority
- More community learning centers and spaces for people to convene would help improve feelings of community, reduce isolation

1. What housing issues exist in your neighborhood? ¿Qué problemas de vivienda existen en su vecindario?

Place a sticker on the scales below to indicate your opinion / Ponga una pegatina en las escalas de abajo para indicar su opinión

1. Strongly Disagree/ Totalmente en Desacuerdo 2. Disagree/ En Desacuerdo 3. Neutral/ Indiferente 4. Agree/ De Acuerdo 5. Strongly Agree/ Totalmente de Acuerdo

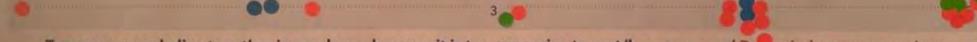
People trying to rent/buy a home are discriminated against/ Las personas que intentan rentar/comprar una casa son discriminadas



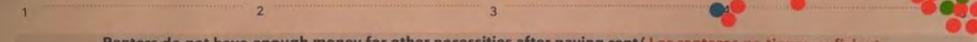
Not enough ADA compliant housing/ No hay suficientes viviendas que cumplan con ADA



Landlords do not maintain the property/ Los propietarios no mantienen la propiedad



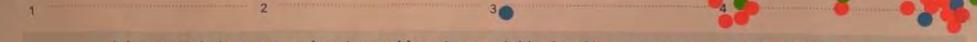
Too many people live together in one home because it is too expensive to rent/buy your own/ Demasiadas personas viven juntas en una casa porque es demasiado caro rentar/comprar una propia



Renters do not have enough money for other necessities after paying rent/ Los renteros no tienen suficiente dinero para otras necesidades despues de pagar la renta



Lack of affordable housing/ Falta de viviendas para gente de bajos recursos



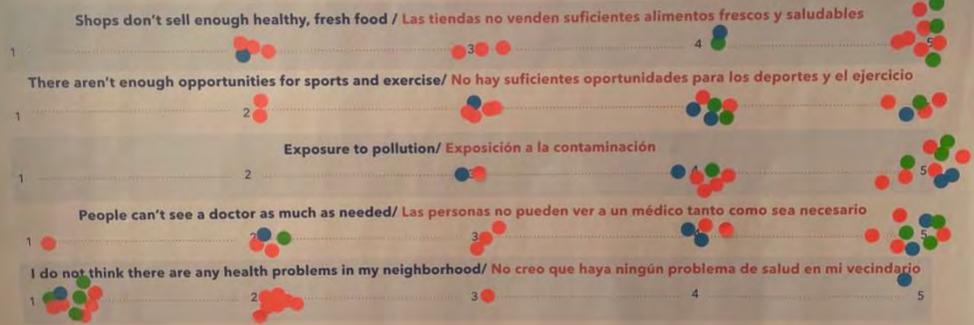
I do not think there are any housing problems in my neighborhood/ No creo que haya ningún problema de vivienda en mi vecindario.



2. What health issues exist in your neighborhood? ¿Qué problemas de salud existen en su vecindario?

Place a sticker on the scales below to indicate your opinion / Ponga una pegatina en las escalas de abajo para indicar su opinión

1. Strongly Disagree/ Totalmente en Desacuerdo 2. Disagree/ En Desacuerdo 3. Neutral/ Indiferente 4. Agree/ De Acuerdo 5. Strongly Agree/ Totalmente de Acuerdo



3. What public facilities do you think your community needs the most? ¿Qué instalaciones públicas cree que su comunidad necesita más?

Place a sticker on the scales below to indicate your opinion / Ponga una pegatina en las escalas de abajo para indicar su opinión

1. Strongly Disagree/ Totalmente en Desacuerdo 2. Disagree/ En Desacuerdo 3. Neutral/ Indiferente 4. Agree/ De Acuerdo 5. Strongly Agree/ Totalmente de Acuerdo



San Pablo General Plan Update | Environmental Justice Element
Actualización del Plan General de San Pablo | Elemento de justicia Ambiental





Appendix G

Additional Information in Support of Housing Projections



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D	Programs to Facilitate Redevelopment of Identified Non-Vacant SitesG-41

Appendix G: Additional Information in Support of Housing Projections

All of San Pablo's lower income RHNA of 273 units is accommodated on vacant sites in the inventory; however, to establish a robust buffer of viable sites for housing to meet community needs, the inventory also includes ten non-vacant sites. These non-vacant sites accommodate housing at all income levels. Under State law, additional analysis is required to demonstrate the viability of non-vacant sites for redevelopment with housing during the planning period. Accordingly, this appendix has been prepared to provide additional data and analysis in support of the viability of sites for redevelopment with high density housing as envisioned, including:

- A. A survey of recently approved and constructed multifamily housing projects in San Pablo and comparable jurisdictions, including a summary of site characteristics prior to redevelopment;
- B. An analysis of the site characteristics of the ten non-vacant properties on the San Pablo inventory to demonstrate that they share the same characteristics as the survey properties and are viable candidates for redevelopment with housing during the planning period;
- C. A review of recent development trends within San Pablo's Priority Development Areas (PDAs) to illustrate that other comparable sites in the vicinity of the ten non-vacant sites are seeing development activity, underscoring the viability of the ten non-vacant sites for redevelopment with housing during the planning period; and
- D. A discussion of programs included in the Action Plan (Chapter 4) to address potential constraints and facilitate redevelopment of the ten non-vacant sites with housing during the planning period.

A

Survey of Precedent Housing Projects in
Contra Costa County

A survey of recent residential development projects was conducted to confirm that the characteristics of sites identified are conducive to redevelopment. Although there are several high-density projects currently in the development pipeline, there were relatively few high-density projects constructed in San Pablo during the Fifth Housing Element Cycle. Therefore, the survey considered recent residential development projects on comparable sites in other West County communities, including Richmond, El Cerrito, Hercules, and Pinole. Profiles of the recent residential precedents are included in this section, detailing project location, site characteristics prior to redevelopment, and approved/constructed densities. Table G-2 summarizes project sites characteristics prior to redevelopment which indicate redevelopment potential. These characteristics include:

- Typical parcel size range from 0.42 to 3.0 acres
- Typical existing use: Commercial use or parking lot
- As-Built FAR prior to redevelopment: 0.49 FAR
- A/V Ratio prior to redevelopment: 2.14
- Average year structures built prior to redevelopment: prior to 1964
- Zoning: Commercial or Mixed Use Zoning
- Location: Along commercial corridors

High Density Housing Projects in Contra Costa County

Summary Table

Name	Location	Zoning	Status	Density (du/ac)
Nevin Homes Residential Project	Richmond	High Density Residential & Commercial	Built	169
Hana Gardens Senior Apartments	El Cerrito	Mixed-Use & Transit-Oriented	Built	67.4
San Pablo Apartments	El Cerrito	Mixed-Use & Transit-Oriented	Built	119
The Exchange	Hercules	Historic Town Center	Built	78
The Grand	Hercules	Historic Town Center	Built	77
Vista Woods	Pinole	High Density Residential & Commercial	Under Construction	89
Playland II	El Cerrito	Midtown Transit Oriented Mixed-Use	Under Construction	173
SAHA Development	Pinole	Commercial Mixed-Use	Approved	54
			Average Density	103.3

Richmond



Site Location: before



Site Location: after

Address:	2100 & 2200 Nevin Ave.
Prior Use:	Vacant Office / Parking Lot
Units Developed:	289
Very-low Income	29
Low-Income	258
Status:	Built
Site Area (Acres)	1.71 acres (74,812 SF)
Height of Buildings:	67' (6 stories)
Zone:	Multifamily High Density Residential (MFR-3); General Commercial (C-2)
Project Density:	169 du/ac

Project Description: A 289-unit multifamily residential development consisting of two adjacent parcels. The project demolished the existing parking lot and vacant office building to construct the building that includes a mix of studios, one-, two-, three-, and four-bedrooms. The total residential area is 172,520 SF.

Onsite Amenities: On-site management, community room with kitchen, fitness center, laundry, playground, BBQ/picnic area, controlled access and parking garage

Open Space:	39,340*
On-site Parking:	194

* Includes private patio open space and common open space in interior courtyard

Richmond *(continued)*



Building Rendering



Outdoor Courtyard



Site Elevation



El Cerrito



Site Location



Site Plan

Address:	10860 San Pablo Avenue
Prior Use:	Industrial, Office and Mixed-Use
Units Developed (senior):	62
Status:	Built
Site Area (Acres)	0.92 acre (40,075 SF)
Height of Buildings:	65' (5 stories)
Zone:	Mixed Use Commercial / Transit-Oriented Mixed Use (TOM)
Project Density:	67.4 du/ac

Project Description: A high-quality affordable senior housing with 1,906 SF of social services and 1,156 SF of commercial uses on the ground floor. A beautiful Japanese Heritage Garden and public plaza are also included. Construction of the project began at the end of January, 2017 and completed in December of 2018.

Onsite Amenities: Clinic, central open space, walkways, sitting areas, community gardens, and a picnic area

Open Space:	12,133 SF
Parking:	35

El Cerrito *(continued)*



Existing Building



Existing Building Elevation



Accessibility for Residents

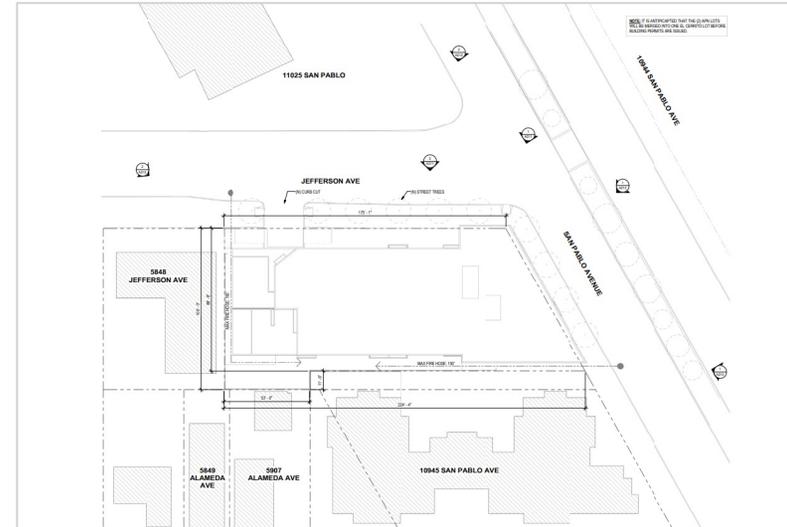


Community Area

El Cerrito



Site Location



Site Plan

Address:	10963 San Pablo Ave
Prior Use:	Retail
Units Developed:	50
Status:	Built
Site Area (Acres)	0.42 acres (18,281 SF)
Height of Buildings:	55' (5 stories)
Zone:	Transit-Oriented Mid-Intensity Mixed Use (TOMIMU)
Project Density:	119 du/ac

Project Description: A 5-story building with 3,000 SF of ground floor commercial use and 50 residential units on the upper four floors. The previous one-story commercial building was occupied by three businesses and was demolished prior to redevelopment.

Onsite Amenities: Private roof decks, rooftop area, bicycle parking, outdoor balconies, courtyard space, fitness studio

Open Space:	7,100 SF
Parking:	34

El Cerrito (continued)



Rendering



Completed Building



Roof Decks



Façade Articulation

Hercules



Site Location



Site Plan

Address:	2525 Bayfront Blvd
Prior Use:	Vacant
Units Developed:	172
Status:	Built
Site Area (Acres)	2.2 acre (95,832 SF)
Height of Buildings:	64'-6" (5 stories)
Zone:	Historic Town Center
Project Density:	78 du/ac

Project Description: A first phase of The Hercules Bayfront Master Plan, The Exchange is a podium project that sits on 2.2 acres and rises four-stories. The project includes 172 market-rate residential units including lofts and townhomes as well as 13,767 SF of ground level retail.

Onsite Amenities: Clubhouse, outdoor courtyard, BBQ station, rooftop decks, fitness center, package lockers, bike storage, dog spa

Parking:	288
Covered Parking Spaces	224
Street	64

Hercules *(continued)*



Exterior Building



Exterior Building



Rooftop



Open Space and Courtyard

Hercules



Site Location



Site Plan

Address:	2200 John Muir Parkway
Prior Use:	Vacant
Units Developed:	232
Affordable	15
Status:	Built
Site Area (Acres)	3.0 acre (130,680 SF)
Height of Buildings:	60' (4 stories)
Zone:	Historic Town Center
Project Density:	77 du/ac

Project Description: A second phase of The Hercules Bayfront Master Plan, The Grand is also a podium project that sits on 3.0 acres and rises four-stories over a single level parking garage at grade level and one half-level parking situated above grade. There is no retail.

Onsite Amenities: Sports bar lounge, courtyard lounge with fire pits, fitness center, dog spa, bike storage, storage units, EV chargers

Parking:	311
Resident Spaces	282
Public Access Spaces	29

Hercules *(continued)*



Exterior Building



Bird's-Eye View

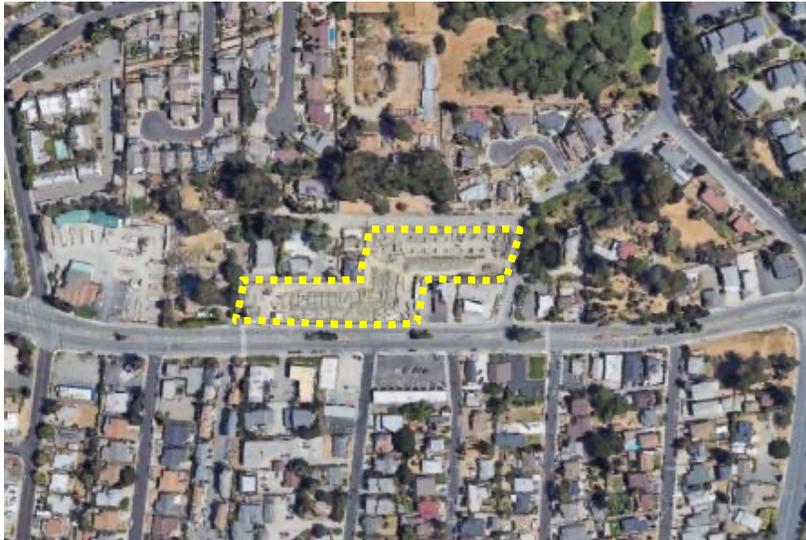


Building in Context

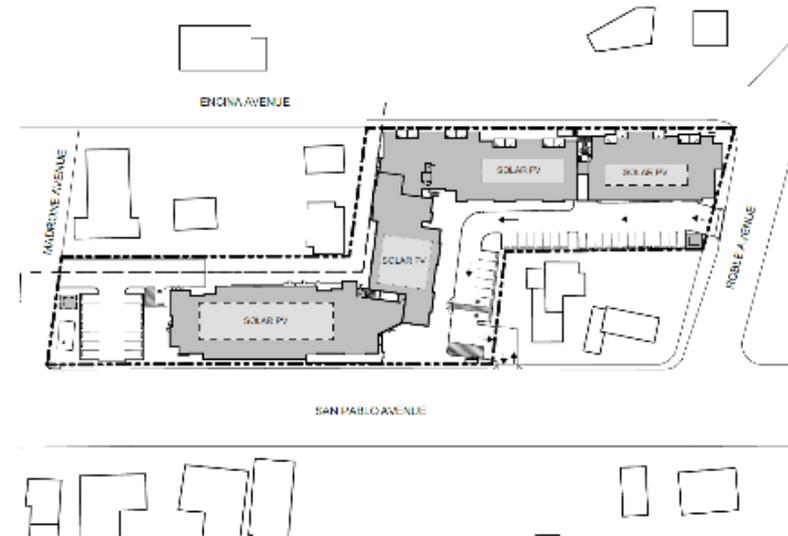


Open Space and Courtyard

Pinole



Site Location



Site Plan

Address:	600 Roble Ave
Prior Use:	Vacant
Units Developed:	179
Status:	Under Construction
Site Area (Acres)	2.01 acre (87,555 SF)
Height of Buildings:	60'-7" (4 stories + parking)
Zone:	High Density Residential & Commercial Mixed Use (R4 & CMU)
Project Density:	89 du/ac

Project Description: Construction of 179 unit affordable building complex for senior citizens on three parcels which total to 2.01 acres. The project site is combination of three parcels which were vacant with an abandoned commercial building.

Onsite Amenities: Community gathering spaces, fitness room, laundry, offices for on-site management, outdoor recreation spaces, underground parking

Open Space	63,510 SF
Parking:	88

Pinole (continued)



Project Rendering



Project Rendering in Context



Project Rendering

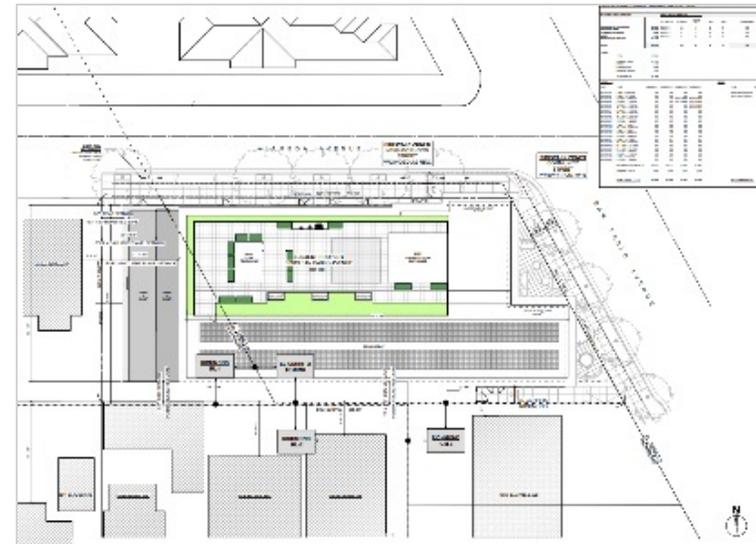


Project Rendering

El Cerrito



Site Location



Site Plan

Address: 10919 San Pablo Ave
Prior Use: Industrial, retail, commercial and residential
Units Developed: 90
Status: Under Construction
Site Area (Acres): 0.52 acre (22,804 SF)
Height of Buildings: 58'-1" (5 stories)
Zone: Midtown Transit-Oriented Mid-Intensity Mixed Use (TOMIMU)
Project Density: 173 du/ac

Project Description: A 5-story, mixed-use building with 90 residential units and two ground floor commercial spaces of 2,998 SF. The project provides public open space in the form of two small public plazas in front of the building.

Onsite Amenities: Rooftop, central firepit, play area, outdoor furniture, grilling area, Motorcycle parking, lobby, electrical room, bike storage

Open Space 8,785 SF
Parking: 68

El Cerrito (continued)



Project Rendering



Project Rendering in Context



Project Rendering



Project Rendering in Context

Pinole



Site Location



Site Plan

Address:	811 San Pablo Ave
Prior Use:	Vacant Lot
Affordable Units:	33
Status:	Approved
Site Area (Acres)	0.61 acre (26,690 SF)
Height of Buildings:	50' (4 stories)
Zone:	Commercial Mixed-Use (CMU)
Project Density:	54 du/ac

Project Description: Construction of a 33-unit affordable housing complex on a 0.61 acre site. The project was approved July 7, 2021 and will begin construction in 2023.

Onsite Amenities: Mailboxes, community room with kitchen, computer station, management offices, resident services, bike storage and a courtyard with community garden and children’s playground

Open Space:	5,700 SF
Parking:	16

Pinole (continued)



Building Rendering: Bird's-Eye View



Building Rendering



Building Rendering



Elevations

**Table G-2: Representative High Density Projects in Contra Costa County
Comparison of Land Use Characteristics**

Name	Nevin Homes Residential Project	Hana Gardens Senior Apartments	Cerrito Vista / San Pablo Apartments	The Exchange	The Grand	Vista Woods	Playland II	SAHA Development	Average Value
Location	Richmond	El Cerrito	El Cerrito	Hercules	Hercules	Pinole	El Cerrito	Pinole	
Address	2100 & 2200 Nevin Ave	10860 San Pablo Avenue	10963 San Pablo Ave	2525 Bayfront Blvd	2200 John Muir Parkway	600 Roble Ave	10919 San Pablo Ave	811 San Pablo Ave	
Parcel	514-090-018; 013	503-010-003; 014	509-110-017-1; 509-110-015-5	404-730-004	404-730-005	402-023-007; 003; 002	509-120-015	402-166-030	
Status	Built	Built	Built	Built	Built	Under Construction	Under Construction	Approved	
Existing/Prior Use	Vacant Office & Parking Lot	Warehouse, office, commercial-residential mixed-use (Vacant and Government-owned)	Retail & Parking	Vacant Lot	Vacant Lot	Vacant Lot with abandoned storage and garage	Industrial, retail, commercial and residential	Vacant Lot	
Zoning	Multifamily High Density Residential (MFR-3); General Commercial (C-2)	Mixed-Use Commercial/Transit-Oriented Mixed-Use	Transit-Oriented Mid-Intensity Mixed Use (TOMIMU)	Historic Town Center	Historic Town Center	High Density Residential & Commercial Mixed Use	Midtown Transit-Oriented Mid-Intensity Mixed Use (TOMIMU)	Commercial Mixed Use (CMU)	
Density (du/ac)	169	67.4	119	78	77	89	173	54	103.3
Prior Land value	\$ 534,128.00	\$ 1,989,000.00	\$ 342,309.00	\$ 106,244.00	\$ 465,999.00	\$ 3,564,600.00	\$ 1,910,173.00	\$ 4,592,163.00	
Prior Improvement Value	\$ 274,872.00	\$ 1,071,000.00	\$ 497,161.00	\$ -	\$ -	\$ 25,400.00	\$ 84,896.00	\$ -	
Prior AV Ratio	0.51	0.54	1.45	0.00	0.00	0.01	0.04	0.00	0.32
Site Area (SF)	74,812	40,075	18,281	95,832	130,680	87,555	22,804	26,690	62,091
Site Area (acres)	1.72	0.92	0.42	2.20	3.00	2.01	0.52	0.61	1.43
Prior Building Area (SF)	18,750	37,728	9,360	0	0	6,854	7,938	0	
Redeveloped Building Area (SF)	350,000	55,608	64,269	293,474	368,293	184,349	65,836	30,680	
Prior FAR	0.25	0.94	0.51	-	-	0.08	0.35	-	0.27
New FAR	4.68	1.39	3.52	3.06	2.82	2.11	2.89	1.15	
Year Built	2021	2017	2019	2020	2019	N/A	N/A	N/A	
Year Built Prior	1964	1959/1923	1902	N/A	N/A	1984/1948	1930/1928	N/A	

*Note: land value and improvement value are extracted from 2014 and 2021 Contra Costa County Assessor Data

B

San Pablo Non-Vacant Sites Analysis

The feasibility of the non-vacant sites on the inventory for redevelopment within the planning period was assessed on the basis of the following criteria, which are presented for each non-vacant site on the inventory in Table G-3 below:

- **Assessed Value (A/V) Ratio:** As described above, an AV ratio of less than one (meaning existing buildings/structures on site are worth less than the land) is an indicator of redevelopment potential. For the purpose of this analysis, sites with an AV ratio of less than 0.75 were deemed feasible and sites with an AV ratio of less than 0.2 are considered strong candidates for redevelopment.
- **Existing FAR:** As described above, a low as-built FAR means that the square footage of buildings is small compared to the overall size of the site, indicating the potential for redevelopment with other uses. A typical suburban community commercial shopping center may have an existing FAR of 0.25. Therefore, for the purpose of this analysis sites with as-built FAR of less than 0.25 were deemed feasible. For reference, Table G-3 also expresses as built FAR as a percentage of the maximum permitted FAR for the sites, which is 2.5 FAR in the PDA overlay. No site has an as built FAR that exceeds 18 percent of the maximum permitted FAR, and on average the sites have as built FARs that represent only 8.18 percent of the maximum, indicating strong potential for redevelopment.
- **Age of Existing Structures:** For the purpose of this analysis, sites with existing structures 20 years or older were deemed feasible, in view of the characteristics of survey sites in other West County communities.
- **Expression of interest in redevelopment with housing:** Where the property is currently for sale and/or where the property owner or representative has indicated interest in redevelopment with housing during the planning period to City staff, sites were deemed feasible.
- **Other indicator of redevelopment potential:** Based on a review of City records, where there have been code enforcement actions within the last 5 years and where there are visible signs of blight on the property, sites were deemed feasible.

Almost all the non-vacant sites meet at least four of the five feasibility criteria outlined above and are therefore considered strong candidates for redevelopment with housing within the planning period. Note that site #88 which meets three criteria and where the owners have not directly expressed interest in redevelopment to City staff is not required to meet RHNA obligations. Similarly, sites #81 and 18 which do meet at least four of the identified criteria but where the owners have also not directly expressed interest in redevelopment with housing to City staff, are also not required to meet RHNA obligations. Nevertheless, the City believes these sites to be viable candidates for housing with in the planning period and has included them on the inventory so as to facilitate redevelopment if the owners elect to pursue that option in the future.

2405 CHURCH LANE, SAN PABLO



2D Aerial View



3D Aerial View

The site is located to the north of San Pablo and is surrounded by commercial and public-service buildings including the San Pablo Police Department, San Pablo Fire Department. The existing building is a single-story industrial warehouse and storage facility, indicating old construction using stucco and metal. The quality and maintenance of the warehouse indicates no investments have been made in years. However the owner has indicated interest for re-development.

Site Details

Accessor Parcel Number: 411-340-026-3

General Plan Designation: High Density Residential

Zoning Designation: SP2

Min. Density Allowed: 20 units/acre

Max. Density Allowed: 60 units/acre

Parcel Size: 0.539023668 acres

Existing Use/ Vacancy: Industrial

Existing Use Description: Warehouse and storage, surrounded by multi-family uses. In San Pablo Ave Specific Plan Area

Indicators of Redevelopment Potential

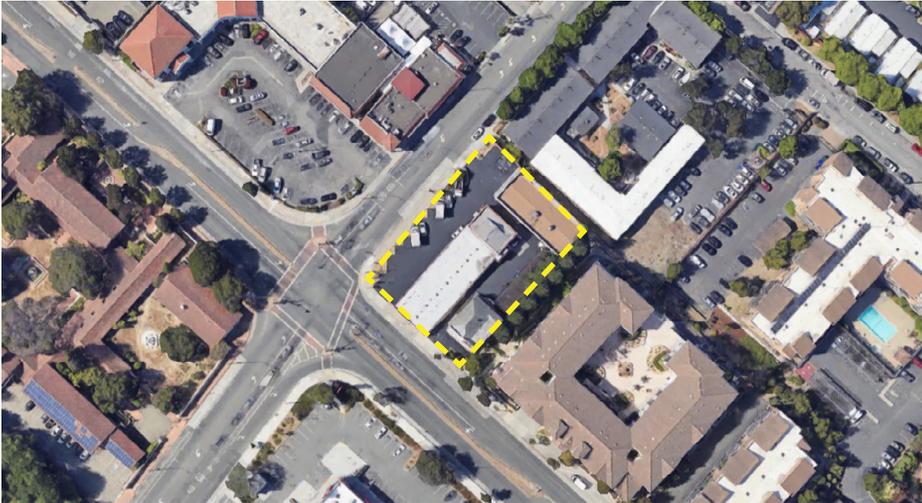
As Built FAR: 0.21

Percentage of Max. Permitted FAR:

8.52 %**Year Built:** NA

AV Ratio: 0.52

13742 SAN PABLO AVE, SAN PABLO



2D Aerial View



3D Aerial View

Currently occupied by a furniture store, this corner-lot site sits at the intersection of two major transit corridors in the city: San Pablo Ave and Church Lane. Current zoning permits commercial-mixed use developments, and the existing 1-story building was constructed in 1958. There have been no improvements to the building since.

Site Details

Accessor Parcel Number: 417-120-019-1

General Plan Designation: Commercial Mixed-Use **Zoning**

Designation: SP2

Min. Density Allowed: 20 units/acre

Max. Density Allowed: 60 units/acre

Parcel Size: 0.656075686546 acres

Existing Use/ Vacancy: Commercial

Existing Use Description: Furniture Store

Indicators of Redevelopment Potential

As Built FAR: 0.46

Percentage of Max. Permitted

FAR: 18.42% **Year Built:** 1958

AV Ratio: 0.44

2697 EL PORTAL DRIVE, SAN PABLO



2D Aerial View



3D Aerial View

The 0.51 acre site is located in north-central San Pablo at the intersection of El Portal Drive and Rollingwood Drive. It is surrounded by several multi-family residential developments and is across the street from the San Pablo Community Center and Helms Middle School. The site houses a 1-story building is used for automotive car sales and a surface parking lot. The commercial-mixed-use zoning designation, along with a low existing FAR of only 4.73%, indicates potential for more development.

Site Details

Accessor Parcel Number: 416-073-004-2

General Plan Designation: Commercial Mixed-Use

Zoning Designation: CMU

Min. Density Allowed: 0 units/acre

Max. Density Allowed: 50 units/acre

Parcel Size: 0.512349514 acres

Existing Use/ Vacancy: Commercial

Existing Use Description: Automotive car sales. 2640 sq.ft building on 0.51 acre lot

Indicators of Redevelopment Potential

As Built FAR: 0.12

Percentage of Max. Permitted FAR:

4.73%**Year Built:** 1960

AV Ratio: 0.50



2D Aerial View



3D Aerial View

With a building area of approximately 9,653 sq.ft, this 1.29 acre site is currently occupied by the New Bethel Church-God-Christ and a supplemental parking lot. Additionally, a large portion of the site (46%) is unimproved grassy area with minimal landscaping. This, along with an existing low FAR percentage of 5.63% indicates potential for high-density residential development in line with the current general plan designation.

Site Details

Accessor Parcel Number: 416-170-005-1

General Plan Designation: High Density Residential Zoning

Designation: SP2

Min. Density Allowed: 20 units/acre

Max. Density Allowed: 60 units/acre

Parcel Size: 1.293049574 acres

Existing Use/ Vacancy: Religious Institution Existing Use

Description: Church/ Religious Facility

Indicators of Redevelopment Potential

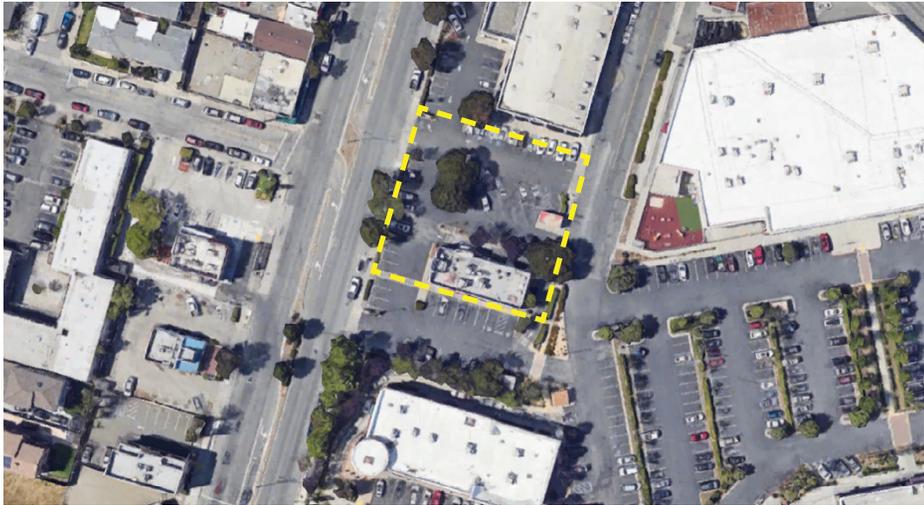
As Built FAR: 0.14

Percentage of Max. Permitted

FAR: 5.63% **Year Built:** 1972

AV Ratio: 0.41

14400 SAN PABLO AVE, SAN PABLO



2D Aerial View



3D Aerial View

The 0.57 acre site is currently occupied by a fast-food restaurant and a large parking lot. The current built up area results in 4.11% of the max. permitted FAR. Sandwiched between Helms Middle School and the Contra Costa College campus, this site is currently part of a larger commercial area that caters to a series of existing multi-family residential communities.

Site Details

Accessor Parcel Number: 416-150-012-1

General Plan Designation: Residential Mixed Use **Zoning**

Designation: SP2

Min. Density Allowed: 20 units/acre

Max. Density Allowed: 60 units/acre

Parcel Size: 0.578292791 acres

Existing Use/ Vacancy: Commercial

Existing Use Description: Restaurant with large parking lot.

Indicators of Redevelopment Potential

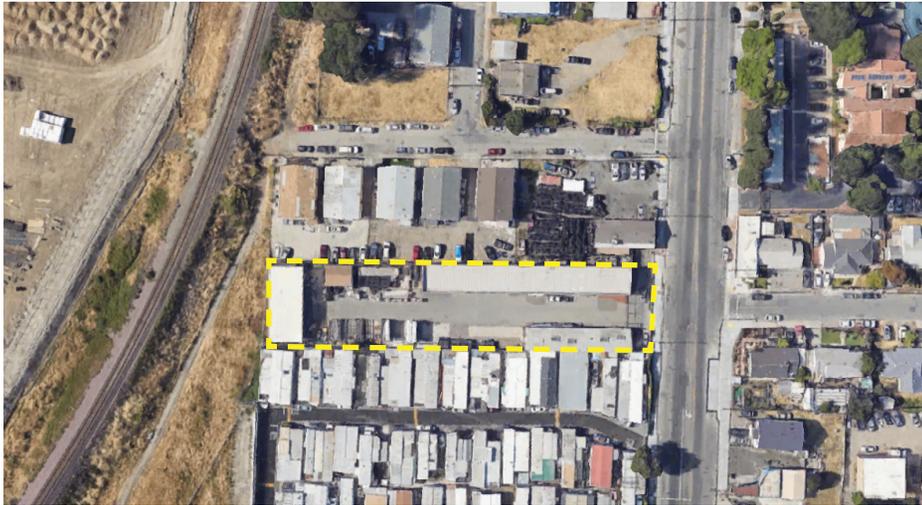
As Built FAR: 0.10

Percentage of Max. Permitted FAR:

4.11% **Year Built:** 1999

AV Ratio: 0.91

1159 RUMRILL BLVD, SAN PABLO



2D Aerial View



3D Aerial View

This site currently sits within an industrial mixed-use area located in the south-west corner of San Pablo and hosts a series of single-story buildings and structures used for general commercial purposes. The primary building was constructed in 1953 and indicates a lack of investment and poor maintenance into the property, with the exception of a re-roof permit issued in 2006. The owner has expressed interest in selling the property.

Site Details

Accessor Parcel Number: 410-023-002-0

General Plan Designation: Industrial Mixed Use **Zoning**

Designation: PDA Overlay

Min. Density Allowed: 20 units/acre

Max. Density Allowed: 60 units/acre

Parcel Size: 0.749250053 acres

Existing Use/ Vacancy: Industrial

Existing Use Description: General Commercial

Indicators of Redevelopment Potential

As Built FAR: 0.23

Percentage of Max. Permitted FAR:

9.20% **Year Built:** 1953

AV Ratio: 7.76

1701 RUMRILL BLVD, SAN PABLO



2D Aerial View



3D Aerial View

Just north of the previous site lies a 1.90 acre lot, with street access from the front and rear side. Built in 1963, it is currently used as a building and materials yard. With the exception of a re-roof permit issued this year, majority of the existing structures are temporary and indicates poor maintenance and underutilization of space over time. A telecom antenna facility was installed on site in 2018.

Site Details

Accessor Parcel Number: 410-011-005-7

General Plan Designation: Industrial Mixed Use

Zoning Designation: PDA Overlay

Min. Density Allowed: 20 units/acre

Max. Density Allowed: 60 units/acre

Parcel Size: 1.909734321 acres

Existing Use/ Vacancy: Industrial

Existing Use Description: Building and materials yard, built in 1963

Indicators of Redevelopment Potential

As Built FAR: 0.06

Percentage of Max. Permitted

FAR: 2.40% **Year Built:** 1963

AV Ratio: 0.35

1817 RUMRILL BLVD, SAN PABLO



2D Aerial View



3D Aerial View

1817 Rumrill Boulevard is a significantly large corner lot site covering 2.27 acres directly adjacent to the city's railroads. The existing building is occupied by a grocery store. The parking lot has broken concrete and no improvements have been made. In 2024, the owner expressed interest in re-developing site for housing purposes. The site currently lies within the PDA Overlay, indicating potential for new development and increased density.

Site Details

Accessor Parcel Number: 411-030-006-0

General Plan Designation: Regional Commercial

Zoning Designation: PDA Overlay

Min. Density Allowed: 20 units/acre

Max. Density Allowed: 60 units/acre

Parcel Size: 2.279446505 acres

Existing Use/ Vacancy: Commercial

Existing Use Description: Grocery store with large parking lot.

Indicators of Redevelopment Potential

As Built FAR: 0.45

Percentage of Max. Permitted

FAR: 17.96% **Year Built:** 1960

AV Ratio: 0.98

13320 SAN PABLO AVE, SAN PABLO



2D Aerial View



3D Aerial View

Located just west of the Wildcat Canyon Regional Park, just walking distance from the San Pablo Towne Center, Lytton Casino and single-family residential homes, 13320 San Pablo Ave site is the largest underutilized site on the inventory at 8.32 acres. The current built FAR is only 9.40% of the maximum permitted FAR. The existing commercial building is 85,225 sq.ft and is occupied by three tenants including a grocery store while one building remains vacant. This is supplemented by a large parking lot covering approximately 76% of the lot area. The broker for the property indicates the owner is interested in adding housing.

Site Details

Accessor Parcel Number: 417-211-012-6

General Plan Designation: Regional Commercial

Zoning Designation: SP2

Min. Density Allowed: 20 units/acre

Max. Density Allowed: 60 units/acre

Parcel Size: 8.324694816 acres

Existing Use/ Vacancy: Commercial

Existing Use Description: Commercial building with grocery store and vacant retail space.

Indicators of Redevelopment Potential

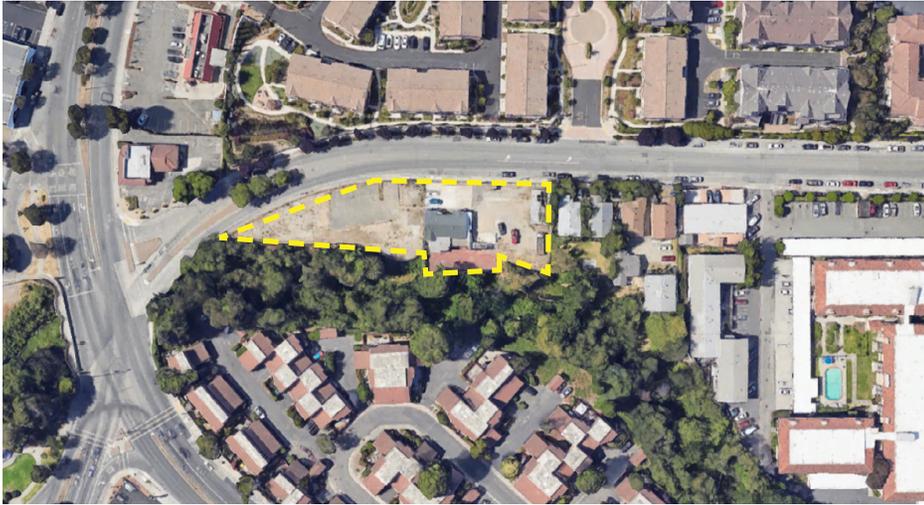
As Built FAR: 0.24

Percentage of Max. Permitted

FAR: 9.40% **Year Built:** 1973

AV Ratio: 0.56

2364 ROAD 20, SAN PABLO



2D Aerial View



3D Aerial View

This is the most underutilized site in the inventory, with the current built FAR of 0.04 resulting in only 1.47% of the maximum permitted FAR. Located in central San Pablo at the intersection of several major roadways, it is primarily a vacant site with an unoccupied single-family dwelling structure due to poor maintenance. The property has recently been entitled for multi-family development, however there is lack of funding for the project's construction. It is being actively marketed by a new realtor with a price drop.

Site Details

Accessor Parcel Number: 416-120-029-2

General Plan Designation: High Density Residential

Zoning Designation: SP2

Min. Density Allowed: 20 units/acre

Max. Density Allowed: 60 units/acre

Parcel Size: 1.026820285 acres

Existing Use/ Vacancy: Commercial

Existing Use Description: Vacant site with single family dwelling structure

Indicators of Redevelopment Potential

As Built FAR: 0.04

Percentage of Max. Permitted FAR:

1.47%**Year Built:** 1943

AV Ratio: 0.25

Table G-3: Redevelopment Indicators

Site #	10	58	63	81	88	18	31	39	43	62
Site Address/Intersection	2405 CHURCH LN	13742 SAN PABLO AVE	2697 EL PORTAL DR	14560 SAN PABLO AVE	14400 SAN PABLO AVE	1159 RUMRILL BLVD	1701 RUMRILL BLVD	1817 RUMRILL BLVD	13220 SAN PABLO AVE	2364 ROAD 20
Assessor Parcel Number	411-340-026-3	417-120-019-1	416-073-004-2	416-170-005-1	416-150-012-1	410-023-002-0	410-011-005-7	411-030-006-0	417-211-012-6	416-120-029-2
General Plan Designation	High Density Residential	Commercial Mixed Use	Commercial Mixed Use	High Density Residential	Residential Mixed Use	Industrial Mixed Use	Industrial Mixed Use	Regional Commercial	Regional Commercial	High Density Residential
Zoning Designation	SP2	SP2	CMU	SP2	SP2	PDA Overlay	PDA Overlay	PDA Overlay	SP2	SP2
Minimum Density Allowed (units/acre)	20	20	0	20	20	20	20	20	20	20
Maximum Density Allowed (units/acre)	60	60	50	60	60	60	60	60	60	60
Parcel Size (Acres)	0.539023668	0.656075687	0.512349514	1.293049574	0.578292791	0.749250053	1.909734231	2.279446505	8.324694816	1.026820285
Existing Use/Vacancy	Industrial	Commercial	Commercial	Religious Institution	Commercial	Industrial	Industrial	Commercial	Commercial	Commercial
Existing Use Description	Warehousing and storage, surrounded by multifamily uses. In San Pablo Ave Specific Plan area.	Furniture store	Automotive car sales. 2640 sqft building on 0.51 acre lot.	Church/Religious Facility	Restaurant with large parking lot.	General Commercial	Building and materials yard, built in 1963.	Grocery store with large parking lot.	Commercial building with grocery store and vacant retail space.	Vacant site with single family dwelling structure
Infrastructure	Yes - Current	Yes - Current	Yes - Current	Yes - Current	Yes - Current	Yes - Current	Yes - Current	Yes - Current	Yes - Current	Yes - Current
Publicly-Owned	NO - Privately-Owned	NO - Privately-Owned	NO - Privately-Owned	NO - Privately-Owned	NO - Privately-Owned	NO - Privately-Owned	NO - Privately-Owned	NO - Privately-Owned	NO - Privately-Owned	NO - Privately-Owned
Site Status	Available	Available	Available	Available	Available	Available	Available	Available	Available	Available
Lower Income Capacity	32	30	23	78	21	0	0	0	0	7
Moderate Income Capacity	0	0	0	0	0	10	31	26	115	0
Above Moderate Income Capacity	0	0	0	0	0	22	72	61	267	57
Total Capacity	32	30	23	78	21	32	103	87	382	64
Lotsqft	23,480	28,579	22,318	56,325	25,190	32,637	83,188	99,292	362,622	44,728
Building Sqft	5,000	13,160	2,640	7,931	2,589	7,506	4,996	44,586	85,225	1,646
INDICATORS OF REDEVELOPMENT POTENTIAL										
As Built FAR	0.21	0.46	0.12	0.14	0.10	0.23	0.06	0.45	0.24	0.04
Percent of maximum permitted FAR	8.52%	18.42%	4.73%	5.63%	4.11%	9.20%	2.40%	17.96%	9.40%	1.47%
Year Built	NA	1958	1960	1972	1999	1953	1963	1960	1973	1943
AV Ratio	0.52	0.44	0.5	0.41	0.91	7.76	0.35	0.98	0.56	0.25
Expressed Owner Interest	Yes (2024)	Yes (2023)	Yes (2023)				Yes, property currently for sale	Yes (2024)	Yes, broker indicates owner is interested in adding housing to this partly vacant and underutilized shopping center. Contact made in 2023.	Yes, property recently entitled for multi-family development and is being actively marketed by a new realtor with price drop
Code Enforcement Actions in last 5 Years	Yes	Yes	No	Yes	Yes	Yes	No	Yes	Yes	Yes
Indication of Lack of Investment	The quality and maintenance of the existing warehouse indicates that no investments have been made in years.	Same tenant for years, no improvement to the building, no landscaping, graffiti on old signage.	No tenant improvements have been made since building was constructed in 1991.	No tenant improvements have been made since building was constructed, large portion of property is unimproved grassy area, minimal landscaping.	Franchise required sign update in 2019. No other investments have been made since.	No property investments recorded since a re-roof permit in 2006.	Re-roof permit for building issued this year. Lack of investment noticeable on the rest of the property. Poor maintenance. Telecom antenna facility installed on site in 2018.	No improvements have been made, parking lot has broken concrete, no landscaping.	The existing building contains 3 tenant spaces, one tenant is fairly new and there was improvements made to the façade of the building in 2019, the other tenant has not performed any improvements and the third space is vacant.	High density residential project entitled, lack of funding for the project's construction. Property poorly maintains as it remains vacant.

C

PDA Development Trends Review

Over 80 percent of the capacity identified on the sites inventory, including pipeline projects, is within the City's three Priority Development Areas (PDAs), consistent with the policy direction established in City plans. These are underutilized areas of San Pablo that the City has identified as key opportunities for infill development to help support the regional growth management strategy articulated in Plan Bay Area 2050, the Metropolitan Transportation Commission / Association of Bay Area Government's Regional Transportation Plan and Sustainable Communities Strategy. The PDA designation makes these areas eligible for regional grant funding to support planning and public investment in transportation and utility infrastructure which in turn will help attract private investment to achieve the envisioned land use pattern and growth. The three PDAs are:

- San Pablo Avenue PDA - This PDA spans the full length of San Pablo Avenue as it passes through the city. A specific plan was adopted in 2011 to guide the redevelopment of the 261-acre area, envisioning several new mixed-use districts centered around key community services and regional destinations, like Contra Costa College and Lytton Casino. There are three entitled but as yet unconstructed projects in this PDA, which will see construction of 255 new high density multi-family units.
- 23rd Street PDA - This PDA extends the full length of 23rd Street from Brookside south to the City limit, encompassing an area of 22 acres. A specific plan was adopted in 2007 to provide a long-term strategy for the revitalization of 23rd Street by facilitating mixed use infill development on vacant and underutilized parcels, fostering a safe and pedestrian-friendly streetscape, and supporting the vitality of neighborhood businesses. While the areas has significant potential for new housing development, almost no construction has occurred in the last 15 years. Regulatory barriers have contributed, as discussion in Appendix C, and the Housing Action Plan in Chapter 4 incorporates programs to address impediments to housing development in this PDA.
- Rumrill Boulevard PDA - Rumrill Boulevard is a major four-lane community corridor that extends north from San Pablo's southwestern City limit to connect with Broadway and San Pablo Avenue. The southern portion of the corridor between Brookside and Costa is designated as a PDA, currently identified as an Employment Focus Area in Plan Bay Area and projected to see 22 new households and 194 jobs added by 2040. The area includes several large multi-family apartment complexes and a mobile home park, along with smaller multi-family and single family residences. A community wide survey conducted in 2022 identified strong community support for the incorporation of high density housing in the Rumrill PDA and, in tandem with the General Plan and Housing Element updates, a Corridor Plan is being prepared to guide revitalization of the area and incorporate strategies to foster transit-oriented development, enhance regional equity, and bring mobility, housing, and economic development opportunities to a diverse community in need. An affordable housing project at 1820 Rumrill within the PDA was entitled in 2023.

The PDA overlay applicable to these areas permits residential uses in a mixed use or 100 percent residential format at between 20 and 60 dwelling units per acre. Since 2015, the City has permitted 100 percent non-residential uses in the PDAs; however, as shown on the Figure G-1 and Table G-4 below, there have been relatively few non-residential projects and none since 2019. Overall, demand for residential projects in the PDAs has been significantly more robust in recent years than for non-residential development. Whereas 32 residential projects totaling 341 new housing units have been approved or constructed in the PDAs between 2015 and 2023, only six non-residential projects have been approved or constructed, the most significant two of which are public projects: the Civic Center and Library. Further, as shown on Figure G-2, there are a number of high density multifamily projects recently approved and/or currently under construction within the PDAs. Located in proximity to the ten non-vacant sites, these pipeline project sites have comparable characteristics to those of the ten non-vacant sites, underscoring the viability of the ten non-vacant sites for redevelopment with housing during the planning period.

The methodology for capacity calculations described in Chapter 3 conservatively assumes that all existing non-residential square footage will remain as housing is added to the sites, even though the zoning allows for 100 percent residential developments. In other words, the capacity assumptions assume that all non-vacant sites will develop in a mixed use format and as such account for the possibility of non-residential development. The City is not aware of existing lease agreements, easements, or other factors that would preclude redevelopment of these sites. Further, given that the capacity of the inventory far exceeds the City RHNA allocation, there is sufficient buffer to ensure the City can meet its RHNA obligations in the event some parcels develop with 100 percent non-residential uses over the planning period.

All of this supports the viability of these sites for redevelopment with housing during the planning period.

SAN PABLO HOUSING ELEMENT

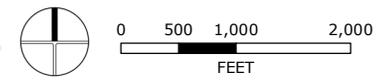
San Pablo Projects Inside/Outside of PDAs

- Single Family Residential
- Multifamily Residential
- Mobile Home
- Commercial
- Industrial
- Public

- Priority Development Area (PDA)
- City Limits
- Sphere of Influence
- Major Highway
- Major Roads
- Railroads

List of Projects

- | | |
|----------------------------------|-----------------------------|
| 1 2846 12th St | 17 1605 Pine Ave |
| 2 2804 11th St | 18 2200 Pine Ave |
| 3 2679 Kelley Ave | 19 2232 Wilcox Ave |
| 4 2555 El Portal Dr | 20 2525 Market Ave |
| 5 2432-2442 22nd (APN 412240057) | 21 13831 San Pablo Ave |
| 6 2432-2442 22nd (APN 412240058) | 22 13751 San Pablo Ave |
| 7 2364 Road 20 | 23 13717 San Pablo Ave |
| 8 1999 18th St | 24 2812 Chattleton, Block E |
| 9 2036 21st St | 25 13691 San Pablo Ave |
| 10 1923 16th St | 26 1000 Gateway Ave |
| 11 1933 22nd St | 27 26 Gateway Ave |
| 12 1820 Rummil Blvd | 28 2885 Willow Rd |
| 13 1331 Market Ave | 29 13352 San Pablo Ave |
| 14 1716 Post Ave | 30 2652 Vale Rd |
| 15 1621 Rummil Blvd | 31 1354 Marin Ave |
| 16 2314 Bush Ave | |



SOURCE: City of San Pablo, 2021; Contra Costa County GIS, 2021; Dyett & Bhatia, 2021

DYETT & BHATIA
 Urban and Regional Planners
 Date: 12/5/2023



Table G-4: San Pablo Projects Inside/Outside PDAs

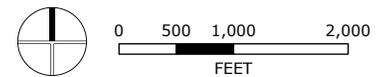
ID	Address	APN	PROJECT TYPE	Site Size	GPLU	ZONE	SQFT	UNITS	STATUS	
1	2846 12Th St	412120024	Multifamily Residential	0.12	Low Density Residential	R-1 Single-Family Residential District	-	1.00	Approved	
2	2804 11Th St	412090002	Single Family Residential	0.06	Low Density Residential	R-1 Single-Family Residential District	-	2.00	Constructed	
3	2679 Kelley Ave	412344013	Single Family Residential	0.12	Low Density Residential	R-1 Single-Family Residential District	-	1.00	Constructed	
4	2555 El Portal Dr	416140047	Multifamily Residential	1.86	Neighborhood Commercial	NC - Neighborhood Commercial District	-	54.00	Approved, Under Construction	
5	2432-2442 22nd	412240057	Multifamily Residential	0.10	Residential Mixed Use	SP2 - San Pablo Ave Specific Plan	-	4.00	PC Approved	
6	2432-2442 22nd	412240058	Multifamily Residential	0.11	Residential Mixed Use	SP2 - San Pablo Ave Specific Plan	-	4.00	PC Approved	
7	2364 Road 20	416120029	Multifamily Residential	1.03	High Density Residential	SP2 - San Pablo Ave Specific Plan	-	64.00	Approved	
8	1999 18Th St	411221001	Single Family Residential	0.10	Low Density Residential	R-1 Single-Family Residential District	-	1.00	Constructed	
9	2036 21St St	411202040	Single Family Residential	0.11	Low Density Residential	R-1 Single-Family Residential District	-	1.00	Approved	
10	1923 16Th St	411242007	Single Family Residential	0.10	Low Density Residential	R-1 Single-Family Residential District	-	1.00	Constructed	
11	1933 22Nd St	411202020	Single Family Residential	0.07	Medium Density Residential	R-3 Multifamily Residential District	-	1.00	Constructed	
12	1820 Rumrill Blvd	411041009	Multifamily Residential	0.50	Commercial Mixed Use	CMU - Commercial Mixed-Use District	-	40.00	Approved	
13	1331 Market Ave	411041004	Single Family Residential	0.09	Commercial Mixed Use	CMU - Commercial Mixed-Use District	-	1.00	Approved	
14	1716 Post Ave	410272017	Single Family Residential	0.11	Low Density Residential	R-1 Single-Family Residential District	-	1.00	Constructed	
15	1621 Rumrill Blvd	410012012	Industrial	1.16	Industrial Mixed Use	IMU - Industrial Mixed-Use District	14,736.00	-	Constructed	
16	2314 Bush Ave	527031008	Single Family Residential	0.08	Commercial Mixed Use	SP1 - 23rd Street Specific Plan	-	1.00	Constructed	
17	1605 Pine Ave	410240005	Single Family Residential	0.08	Low Density Residential	R-1 Single-Family Residential District	-	2.00	Constructed	
18	2200 Pine Ave	410180017	Single Family Residential	0.07	Medium Density Residential	R-3 Multifamily Residential District	-	1.00	Constructed	
19	2232 Wilcox Ave	410080011	Single Family Residential	0.13	Medium Density Residential	R-3 Multifamily Residential District	-	1.00	Constructed	
20	2525 Market Ave	411130032	Single Family Residential	0.08	Low Density Residential	R-1 Single-Family Residential District	-	1.00	Constructed	
21	13831 San Pablo Ave	411330039	Multifamily Residential	3.29	Mixed Use Center	SP2 - San Pablo Ave Specific Plan	-	100.00	Approved, Under Construction	
22	13751 San Pablo Ave	417130035	Public	0.93	Mixed Use Center	SP2 - San Pablo Ave Specific Plan	22,000.00	-	Constructed	
23	13717 San Pablo Ave	417310003	Multifamily Residential	0.78	Mixed Use Center	SP2 - San Pablo Ave Specific Plan	-	91.00	CC Approved	
24	2812 Chattleton, Block E	417310004	Public	0.96	Mixed Use Center	SP2 - San Pablo Ave Specific Plan	-	20.00	Approved, Under Construction	
25	13691 San Pablo Ave	417310002	Commercial	1.37	Mixed Use Center	SP2 - San Pablo Ave Specific Plan	15,004.00	-	Constructed	
26	1000 Gateway Ave	417310013	Public	2.67	Mixed Use Center	SP2 - San Pablo Ave Specific Plan	42,000.00	-	Constructed	
27	26 Gateway Ave	417310008	Public	3.78	Mixed Use Center	SP2 - San Pablo Ave Specific Plan	7,500.00	-	Constructed	
28	2885 Willow Rd	417090019	Mobile Home	2.13	Medium Density Residential	R-3 Multifamily Residential District	-	6.00	Constructed	
29	13352 San Pablo Ave	417280016	Commercial	0.65	Regional Commercial	SP2 - San Pablo Ave Specific Plan	13,591.00	-	Constructed	
30	2652 Vale Rd	417080007	Single Family Residential	0.58	Low Density Residential	R-1 Single-Family Residential District	-	1.00	Constructed	
31	1354 Marin Ave	418022007	Single Family Residential	0.43	Low Density Residential	R-1 Single-Family Residential District	-	1.00	Approved	
								401.00		
							Inside PDAs	114,831.00	341.00	
							Outside	-	22.00	

SAN PABLO HOUSING ELEMENT

Housing Inventory - Non Vacant Sites



- Low and Very Low Income
- Mixed Income
- Priority Development Area (PDA)
- City Limits
- Sphere of Influence
- Major Highway
- Major Roads
- Railroads



SOURCE: City of San Pablo, 2021; Contra Costa County GIS, 2021; Dyett & Bhatia, 2021

DYETT & BHATIA
 Urban and Regional Planners
 Date: 5/7/2024

D

Programs to Facilitate Redevelopment of Identified Non-Vacant Sites

One of the principal challenges for multi-family residential development in San Pablo has to do with the rents and sales prices that the market will bear. Achievable rent or sales price is one of the key factors used by developers and lenders in evaluating the feasibility of new residential development. Available data indicates that average rent per square foot in San Pablo is significantly below rents in other benchmark Bay Area communities. In the larger context of rising construction costs in the Bay Area, this means that developers are more attracted to other communities where the margins are better and profits are higher.

To address this constraint and support the financial feasibility of infill housing development within the City's PDAs, the Housing Element incorporates the following strategies to complement the City's other regulatory, process, and financial incentives:

- Program 1-B Rumrill Corridor Plan;
- Program 1-C Repeal or Revise the 23rd Street Specific Plan;
- Program 1-E Facilitate Lot Consolidation;
- Program 1-F Incentives for High Density Residential Development;
- Program 1-G Reduced Parking Standards;
- Program 1-H Faith-Based Community Housing;
- Program 1-I Shopkeeper Housing;
- Program 1-J Housing for Families;
- Program 1-K Objective Standards for Ministerial Review
- Program 1-L Objective Standards for Ministerial Review;
- Program 2-I Incentives for Affordable and Special Needs Housing; and
- Program 3-A Housing for Extremely Low-Income Households

Please see Chapter 4 Housing Action Plan, for further details of the numerous programs intended to facilitate and incentivize housing development within the PDAs.

